



AN TÚDARÁS PÓILÍNEACHTA
POLICING AUTHORITY

Policing Authority Assessment on Policing Performance

July 2018



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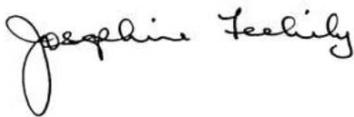
Foreword

The statutory Annual Policing Plan is at the core of the Authority's oversight of Garda performance. It is a key document that sets out the commitments given by the Garda Commissioner in relation to policing, in terms of the activities to be undertaken, what they will achieve and the measures by which their achievement will be assessed. The Policing Authority decided to produce a half-year and full-year report in 2018, setting out its observations and assessment of the performance of the Garda Síochána against the Plan.

The Authority's oversight work in assessing performance against the Plan, is careful not to confuse performance with the undertaking of activity, or inputs. While these are tracked, assessment focuses on outcomes and their link to public confidence in policing. This report is designed to contribute to the transparency of this work, which is by its nature intrusive, persistent and where possible and appropriate carried out in public. The Report is not exhaustive, in that it does not discuss each commitment given, but it does endeavour to give the reader a sense of the progress being made across the various areas of the Plan and identify the key performance issues arising for the Authority. While the assessment of performance in this context is based on a set of individual measures and targets, its focus is not mechanistic. It tries to measure the impact of the Garda Síochána's performance on the actual levels of crime and the community's confidence in the Gardaí. The Garda Síochána Public Attitudes Survey and the Authority's ongoing engagement with stakeholders from across civil society help us to evidence and inform this assessment. Our approach to evaluating performance is continually evolving as the Authority itself matures.

This type of evolution is important given the dynamic environment in which policing happens. This dynamism relates not just to the requirement for pace and responsiveness in dealing with crime on a daily basis but also a responsiveness to the impact of larger societal change. These changes – be it globalisation, technological advances, demographic changes as well as changing societal norms and expectations – impact significantly on the way in which a policing service organises itself, the skills it requires and the manner of their deployment. They have brought increased complexity for the Gardaí, new security risks, new forms of crime and require increased cooperation with other jurisdictions. They have also seen a shift in the expectations of the community as to their entitlements in terms of the standards of service, transparency, accountability and professional management expected in the delivery of policing. It has also brought rights to the fore in a formal manner to which the Gardaí must respond through, for example, the Public Sector Equality and Human Rights Duty, in the Irish Human Rights and Equality Act 2014 and the Victims' Directive.

The degree of rigour now being brought to organisational planning and reporting is new to the Garda Síochána. There is demonstrable evidence, however, of improvement in reporting processes since the Authority was established, which we welcome, and we appreciate the responsiveness of the Garda Commissioner to our feedback, of which this Report is a further contribution.



Josephine Feehily, Chairperson

Executive Summary

In this report, the Authority sets out the position of the Policing Plan and the Authority's role in relation to the oversight of the Plan. In order to evaluate what progress has been made in the key attitudinal targets set in the Plan, it considers the results of the Garda Síochána Public Attitudes Survey from the 1st Quarter of 2018. It then presents each chapter of the 2018 Policing Plan in turn and:

- sets out the progress that has been made between January and June 2018;
- highlights areas where significant progress has been made, and areas that are significantly behind;
- focuses on one area in each chapter in more depth; and
- summarises its assessment of the progress for the first half of year in that area.

Position of the Policing Plan in the organisation – The Policing Plan in any year is an articulation of the Garda Commissioner's priorities for that year, to which he is committing the organisation. The Authority's expectations are that these commitments should be ambitious but achievable, known and understood by the organisation and form the basis for the evaluation of performance at national and local level. In engaging with the Garda Síochána the Authority has been presented, at times, with a view that the Policing Plan is a set of obligations placed upon the Garda Síochána rather than owned by the organisation. This is further reinforced by a view sometimes expressed that the Policing Plan is somewhat divorced from everyday real policing with little relevance or resonance for Gardaí. This is reflected in the degree to which the Plan does not appear to form the basis for ongoing evaluation of performance at local level. The high number of commitments and initiatives which were off target by June this year raises questions for the Authority around the degree of ownership of the Plan, and whether sufficient thought was given to the content. The Authority believes that if it was understood that the Policing Plan, and its reporting fundamental to the organisation's own management processes, reporting targets would be taken more seriously.

Garda Síochána Public Attitudes Survey - The survey provides a rich source of data and the Authority is encouraged to see respondents continuing to report strong levels of trust, of local satisfaction with service, and of various positive perceptions held concerning the way the organisation carries out its business. However, there is a need for significant improvement across certain targets, including for example perceptions about how the organisation is managed and Garda presence / visibility.

Resourcing of the Policing Plan - The Policing Plan must be developed based on a realistic assessment of what it will require to deliver the Plan and should take account of the interdependencies, such as accommodation, training, IT, people, etc. The Authority has repeatedly stated that the plan must be costed and therefore based on a realistic assessment of what it will require to deliver it, as it is not reasonable to continue to separate strategic planning and prioritisation from resources. In the absence of this costing, it is not clear to the Authority that the 2018 Plan was developed with the available resources in mind. This has been echoed recently in the recent report of the Effectiveness and Renewal Group for the Department of Justice and Equality. The Authority believes that the requirement to fully cost the annual policing plan will bring a rigour to annual goal setting that currently appears to be missing. Such integrated planning should also

facilitate the organisation moving beyond planning that is focused on inputs towards one focused on outputs and outcomes.

Performance – There have been areas of significant progress within the Policing Plan, but a substantial proportion of the commitments were behind schedule or had not commenced by the end of June. The status assigned to initiatives in the Plan each month to date in 2018 is set out in detail in the Appendix to this report and is instructive in highlighting how early in the year many of the commitments went Red / off target. This raises questions as to the quality of the planning undertaken that failed to anticipate the resource challenges and the degree to which the commitments were capable of being achieved. It also calls into question the degree to which the Plan reflects the organisation’s priorities.

The rigour now being brought to organisational planning and reporting is new to the Garda Síochána. There is demonstrable evidence of improvement in processes and output since the Authority was formed. The Authority has appreciated the responsiveness to its feedback, and the reporting being produced on the Policing Plan now enables, rather than obscures, the review of progress. However, it is also clear that planning, reporting and risk assessment structures are not yet mature.

Some key issues arising during this half-year assessment include:

- **Detections** - No progress has been made in this period to arrest the decline in detections across the majority of crime types and there has been a lack of organisational awareness or indeed urgency to address the detections issue, despite its potential to impact on public confidence. A revised detections plan with timeframes has been developed by the Garda Síochána and it is critical that this is implemented.
- **Assaults** – The increase in assaults over the past 2 years has been significant and requires a concerted organisation-wide response.
- **Roads Policing** – There has been progress made in this area with the establishment and resourcing of roads policing units and the development of a Roads Policing Operations Plan for 2018. Changes were also made to PULSE in response to governance issues raised in 2017 around breath tests. However, despite the increase in resources, there is a reduced level of detections of lifesaver offences compared to 2017 and the number of multi-agency checkpoints has been below target. Critically, the action plan to address the recommendations of the Crowe Horwath review has not been produced and key issues remain. For example there is a failure to conduct testing at serious and fatal road collisions in a significant proportion of cases, with 42% of drivers not being tested in serious injury collisions and 22% of drivers not being tested in fatal collisions in the period from 2004 to 2016. There is also a lack of a solution to the need for driver training for Gardaí.
- **Diversity and Inclusion** – The delays in producing the Diversity and Inclusion Strategy reflect a wider concern of the Authority that this area is not being given the prominence that it requires within the organisation. There is some excellent work being done at local and national level but it is vital that the strategic link between the policing of diverse communities and the achievement of a more diverse workforce is recognised. The accelerated recruitment of Gardaí and civilians currently underway was an opportunity to attract a more diverse pool of applicants that has now been largely missed.

- **Community Policing Framework** – The organisation has undertaken significant work in this area but as yet there is no settled view as to what approach will be taken to community policing. This important aspect of policing will impact on the service delivered to the community and influence the resource and skills needs of the organisation, and therefore needs to be settled.
- **Integrated planning** – 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, undermine desired performance improvements.

This report on Policing Performance has highlighted the level of performance achieved in the year to date but has also raised a number of significant questions for the Garda Síochána to consider around the primacy, content, resourcing and embedding of the Policing Plan for 2019. To improve performance, the Garda Síochána planning process must further mature. For example, the Garda Commissioner may wish to consider whether the content was over ambitious, and if so, why was the Plan not tempered with some realism during the planning stages? The question could also be asked as to whether the Plan actually reflects the organisational priorities or whether effort and resourcing is instead going into actions and initiatives not captured by the Plan?

The Authority is cognisant that priorities can change and is aware that a plan has to be dynamic with shifts of emphasis and new elements emerging in response to changes in the environment. In those instances, the Authority expects a dynamic engagement with the Garda Síochána that articulates and sets out the required shift in priorities.

In considering the Garda Síochána's performance against targets, it is important to remember that all the commitments, initiatives and effort must focus on improving the delivery of an effective, visible and responsive policing service, with real world consequences of delays or failures. The Authority will continue with its oversight work during the second half of 2018 and will publish a report in early 2019 of its assessment of the Garda Síochána's policing performance for the second half of the year.

1. Introduction

What is the Policing Plan?

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

The Plan gives effect to the Garda Síochána Strategy and sets out a range of commitments with accompanying targets and measures by which their achievement will be measured.

The Plan is drawn up by the Garda Síochána in accordance with the Garda Síochána Act and formally laid before the House of the Oireachtas. The current plan is based on the Garda Síochána Statement of Strategy 2016 to 2018 and contains five chapters, these are:

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

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

Operational context

The Policing Plan for each year is formulated in the context of crime trends and emerging risks. The Garda Síochána has had considerable success in recent years in tackling burglaries through Operation Thor and in disrupting the activity of organised crime gangs and preventing loss of life associated with organised crime activity. However, this has been challenging in an environment that has seen criminals, who operate in a global context, increasingly circumvent traditional jurisdictional borders.

Recent crime statistics released by the Central Statistics Office show that there have been increases in many crime types in the past 12 months. In some cases, this is positive. Sustained increases in the number of sexual offences reported suggests increased public confidence in the service provided by the criminal justice system to these victims. Similarly, increases in the incidents of drugs offences and offensive weapons offences may be indicative of the considerable policing effort that has been expended in order to target organised crime. However, there are also a number of key crime types where reductions that were achieved in recent years may now be at risk.

New security risks have also emerged, and these changes in the nature and type of crime require ever greater levels of international cooperation and information sharing between policing services. Technological advances have brought with them new opportunities for criminal activity, and a need for an agile and dynamic response, but also provide new tools to prevent and tackle crime.

This creates an increasing demand for developing specialist skillsets within the Garda Síochána, supported by specialist equipment and other resources. For example, sexual crime and domestic abuse are recognised as requiring a particular policing approach; this is reflected in the introduction of the Divisional Protective Services Units. Ireland's adoption of the recent European Victims Directive

creates higher expectations of policing on the part of victims; these are supported by Victims' Services Offices. Numbers of devices seized during investigations continue to rise, increasing the requirement for forensic computer examinations.

Development of the Policing Plan

In any one year, the Policing Plan sets out how the Garda Commissioner intends to respond to the types of operational developments set out in the context above. It is important to recognise that despite the Authority's statutory role in approving the Policing Plan, it is not the Authority's plan for the Garda Síochána, but rather the Garda Commissioner's. The Authority's expectations of the Policing Plan are that it will articulate commitments that are the Garda Síochána's considered priorities in any one year. These should come from the Garda Commissioner and be ambitious and stretching but capable of achievement.

In 2018, the development of the Policing Plan was an iterative process, based on constructive dialogue with the Garda Síochána, challenge and agreement.

How is performance against the Policing Plan monitored and assessed by the Authority?

The Authority's assessment of the Garda Síochána's performance is not limited to a consideration of the Policing Plan. Performance is considered in terms of the achievement of the Modernisation and Renewal Programme, the Garda Síochána's response to issues that arise out of particular policing events or reports on Garda performance issued by third parties. It is also considered in terms of issues that arise in real time be it through media reporting or intelligence that comes to the attention of the Authority. That said, the Policing Plan is a significant document against which performance can be measured, and is the key focus of this report. Notwithstanding it being the key focus, where relevant, the report will also reference elements of Garda performance that, albeit not contained in the Policing Plan, are pertinent to an assessment of the Plan.

The Authority's approach to assessing performance is persistent. The Authority and its two Committees meet with the Garda Commissioner and/or senior representatives from the Garda Síochána on a regular basis to discuss performance against the Plan. Some of these meetings are held in public. In addition, an Executive team provides reporting and analysis in order to support the Authority and its Committees. On-site visits, designed to evidence the progress being made and meetings with various stakeholder groups, who can provide information regarding their experience of the policing service, also inform the Authority's assessment. The Garda Síochána's Public Attitudes Survey also informs the assessment of performance speaking as it does to the outcomes of policing – as expressed through the views of the community regarding its sense of crime levels, sense of security and its trust in the Garda Síochána.

2. Position of the Policing Plan

The preparation of this report on Garda Síochána performance against the Policing Plan in the first half of this year is indicative of the work the Authority does to hold the Garda Síochána to account for performance. By insisting on the production of timely, comprehensive reporting on the Policing Plan the Authority contributes to increasing the Garda Síochána's internal and external accountability as an organisation. By preparing this report, which will be published on the Authority's website, the Authority is providing a level of transparency on the operational performance of the Garda Síochána that has not been seen before.

However, there are additional aspects to the Authority's role. It also considers the governance around the planning and the effectiveness of the plan – the way in which the Policing Plan is developed, and the way in which it is cascaded down through the organisation. Ultimately, the point of an organisational plan like the Policing Plan, is to ensure that certain actions are done across the organisation. This involves making sure that everyone who can, and should, contribute to those actions plays their part – the plan needs to be positioned centrally in the organisation and well understood.

In the past, there has been a sense that the Policing Plan was a document for headquarters only, with little relevance to anyone outside of the higher ranks. Although there is still a sense of this and a lack of awareness in some regional stations of the content of the Plan, this is not unexpected in a large organisation and there are some initiatives in the Plan that have minimal effect on anyone outside of that work area. What would be expected, however, is that a large organisation would have established mechanisms for embedding the relevant objectives and themes throughout the organisation, through departmental or regional plans and strategies, and through the performance framework.

This is still very much a work in progress for the Garda Síochána. Divisional policing plans do exist, and there is some sense that the more senior ranks have ownership and investment in these plans but the next tier of plans – the local policing plans – are inconsistent in the standard of preparation and the alignment of content with the national plan. Moreover, in some cases, appear not to have been prepared at all. Similarly, although performance management processes are being put in place these are very much in their infancy. This limits the extent to which the Policing Plan objectives – national, regional or local – can be incorporated as specific, measurable objectives that can be used in robust engagement around the performance of individual members – either Garda or civilian.

Since the Authority's establishment, it has been apparent that there is a substantial amount of work being done on the governance and embedding of the local plan. The Garda Síochána is moving from a situation where there would have been little active, regular consideration of the performance against the Policing Plan at senior leadership levels to one where the Plan is regularly reviewed. Even the discipline of completing regular returns for the completion of the monthly performance reports is a new one, and represents somewhat of a cultural shift that is to be welcomed.

The Authority can see significant scope for improvement in the type of initiatives to be included in the Plan and the ways in which it is reported on and embedded through the organisation, but it is important to note that the current incarnation already represents a substantial improvement on previous plans.

3. Garda Síochána Public Attitudes Survey

The results of the Garda Síochána Public Attitudes Survey (the survey) conducted in Q1 2018 reflect the ongoing trends in results collected throughout the period 2015-2017. A small number of new questions were added in Q1 of this year, and while these are not measures included in the current Policing Plan, they are referenced here as they contribute to a fuller understanding of performance in this area.

Key areas of Progress

- Incremental increases in the perceptions of the Garda Síochána’s effectiveness and capability
- The public’s trust in the Garda Síochána remains high, especially compared to other European countries. A Eurostat survey conducted in 2013 found public trust in the police in Ireland at 6.9, ranking 8 out of 31 countries examined, and above the EU average of 6.0. Ireland ranked above the UK, France, Germany and many other countries.
- Although still below target, the proportion of respondents who perceive the Garda Síochána as being effective in tackling crime has shown an overall increase from Q1 2016 when this area was first added to the survey (48% in Q1 2016 to 57% in Q1 2018).
- The increase in the proportion of respondents who perceive the organisation to be ‘friendly or helpful’ and ‘community focused’ recorded in 2017 has been maintained, with slight further increases reported in Q1 2018.
- The significant improvement achieved in 2017 in the proportion of respondents who regard local crime as being a serious/very serious problem has been maintained at 20%

Main areas of Concern

- Eight of nine Policing Plan performance indicators are below target after Q1
- There has been no improvement in the proportion of respondents who perceive national crime to be a serious/very serious problem (75%)
- The overall level of fear and worry about crime, and the overall impact of fear of crime on quality of life reported by respondents increased in Q1 2018, with a third of people feeling fear of crime has an impact on their quality of life
- Respondents’ awareness of Garda patrols has not increased and the proportion of respondents who say that Garda presence in their local area is about right fell slightly
- The proportion of respondents that perceive the organisation to be well managed has showed a continued decline from when it was first measured in 2015 (46% in Q1 2015 to 36% in Q1 2018).

The table on the next page sets out the specific outcomes against the performance targets contained in the 2018 Policing Plan.

Performance Indicator	2017	2018 Target	Q1 2018
Respondents who think AGS is well managed	38%	+5%	36%
Increased victim satisfaction	58%	65%	63%
Respondents who say that fear of crime does not impact on quality of life	70%	75%	64%
Public opinion on the ability of AGS to tackle crime	55%	60%	57%
Respondents who see crime as a very serious or serious problem locally	20%	20%	20%
Garda visibility	36%	40%	37%
Perception that the GS is community focused	64%	67%	64%
Satisfaction with the service provided to local communities	67%	75%	72%
Perception that the GS treats all people equally, irrespective of background. (New question)	68%	Increase on 2017 base	64%

As can be seen from the table above, there is a significant level of improvement needed across many of the key attitudinal indicators in order to meet the commitments made in the 2018 Policing Plan, with one currently on target (green), four off target but improving on 2017 (amber) and four off target with no improvement or a deterioration (red).

Public Confidence

In line with recent years, the level of trust in the Garda Síochána reported by respondents remains strong, especially when compared to other jurisdictions. Community satisfaction remains strong with approximately 70% of respondents reporting that they are happy with the service provided by the Garda Síochána. The proportion of respondents who perceive the organisation to be well managed and to provide an excellent service remain low at 35% and 36% respectively. There have been modest gains in terms of the proportion of respondents who perceive the Garda Síochána to be modern and progressive (58%) and effective in tackling crime (57%), both of these are indicative of a sizeable portion of the respondents who do not share this view.

When considering public confidence, it may be interesting to note that the proportion of respondents who answer ‘don’t know’ has increased across a range of questions. This appears to apply particularly to questions concerning perceptions of the organisation and the way the organisation interacts with the public, with some questions yielding between 20-25% Don’t Know responses. This area would benefit from further analysis to understand what is driving this change.

Visibility

The proportion of respondents who report that they are aware of Garda patrols in their area has not increased, and the proportion of respondents who believe that Garda presence in their local area is about right has fallen in Q1 2018, having fluctuated throughout 2017. This is in spite of a number of actions taken to facilitate increased resourcing of frontline policing, such as the increase in Garda numbers generally, additional roads policing staff and resources, and some limited civilianisation and subsequent redeployment of Gardaí to the frontline. In the absence of a better understanding of what constitutes adequate Garda presence and Garda visibility in a particular community it will be difficult to gauge what actions the Garda Síochána should take to address this measure.

Victims

As a key area of ongoing concern and focus for the Authority the statistics reported relating to victims and victim satisfaction were noted with interest. Whilst the figures appear to be moving in the right direction, with an increased level of victim satisfaction reported, they should be interpreted cautiously, as the observed changes are not statistically significant due to the small sample size of victims.

Further analysis into the factors other than provision of information that affect victim satisfaction would be useful. The rates of overall satisfaction and satisfaction with the information provided to victims - both of which increased in Q1 2018 – have shown some correlation in the past, but this is not reflected by the data from 2017 and Q1, suggesting that there may be another other factors at play not currently being measured by the survey.

Fear of Crime

There is a clear divide along local/national lines in relation to fear of crime with approximately 75% of respondents reporting that they believe national crime to be a serious/very serious problem whilst only 20% hold this opinion on crime locally. One third of respondents reported that fear of crime has an impact on their quality of life. Reported perceptions concerning crime levels both locally and nationally are steady suggesting that further analysis could assist in ascertaining what is driving the fear of crime.

Assessment

The survey provides a rich source of data that serves as a key indicator of the outcomes of the policing effort – how safe communities feel, their trust in the policing service and their view of the capacity of the Garda Síochána to perform its role and manage itself as an organisation. Overall, the Authority is encouraged to see progress being made in certain areas but there is a need for significant improvement across certain targets.

While the results are very interesting in and of themselves, they provide information that can inform Garda Síochána decision-making around resourcing and deployment, policy, and procedures. The Authority is not convinced that the potential of this data is being realised to give a greater understanding of what is driving these views and how best the organisation can respond in respect of the national and local policing plans.

There are positives to be drawn as respondents continue to report strong levels of trust, of local satisfaction with service, and of various positive perceptions held concerning the way the organisation carries out its business.

4. Organisation Development and Capacity Improvement

This first chapter of the Policing Plan sets out the commitments relating to organisational change and capacity improvement. Nearly a third of the specific initiatives in the Policing Plan relate to this area, and are a proportion of those contained in the full change programme within the Garda Síochána - the Modernisation and Renewal Programme 2016-21.

Key areas of Progress

- Recruitment of Garda members is on track to reach the annual target of 800 recruits.
- Some significant progress has been made in the redevelopment of the HR structures in the organisation, which will be crucial in supporting the ongoing recruitment efforts.
- The Rosters and Duty Management system has commenced its pilot phase and is a highly anticipated programme expected to enhance planning and deployment across the organisation, albeit there are still questions around how the rollout will be resourced.
- Development of the Investigations Management System is continuing: this will provide the robust framework for investigations that has been called for repeatedly in Garda Inspectorate Reports and following various tribunals. There is some slippage in the projected 'Go Live' date and the project is dependent on progress being made in the Enterprise Content Management (ECM) system.
- Risk management processes and procedures have been developed and are being embedded across the organisation.
- Key improvements have been made to PULSE and incident classification is in the process of being centralised in the Garda Information Services Centre (GISC), all directed at the improvement of data quality.
- A new IT system is being piloted in four Divisions to support the inspection and review process.

Main areas of Concern

- Recruitment of civilian and Reserve members is significantly off pace and unlikely to reach this year's target or make up for shortfalls in recruitment from 2017.
- The redeployment of Garda members is contingent on the recruitment and placement of civilian members and is therefore significantly off target.
- ICT, staff or training resources are also barriers to the completion of Court Presenters, Computer Aided Dispatch (CAD) and Enterprise Content Management (ECM) projects.
- Performance management is not yet embedded in the organisation; PALF (Performance and Learning Framework) training is under-attended and engagement with the system has been low.
- Key vacancies remain unfilled in the Data Protection Office.
- The level of work required to develop appropriate governance and management structures across the organisation means that many key strategies, policies and frameworks are behind target, including the Cultural and Ethics Strategy, the Policy Ownership Matrix and the Strategic Planning Framework.

Assessment

During the development of the 2018 Policing Plan a decision was taken to move this chapter to the front of the Policing Plan. Although this may seem like a minor formatting change, this change in

structure was intended to emphasise the importance of getting this area right as a necessary enabler for many of the other projects in the later, policing-focused chapters of the plan.

Many of the commitments in the rest of the plan rely on success in this area, including:

- new regional or national units cannot be put in place without recruitment and promotion;
- data-driven policing will not be effective unless PULSE incident recording is accurate; and
- effective deployment of Gardaí requires a system that captures where Gardaí are and what they are doing every day.

These are only a few of the areas where the organisation's structure and systems will be critical to effective policing.

However, in general, the area of organisation development is one of significant concern for the Authority. The Authority's Fifth Report to the Minister for Justice and Equality on Changing Policing in Ireland highlighted that there are extensive underlying issues for the Garda Síochána as an organisation. There is a lack of a vision for the future composition of the organisation once the current accelerated recruitment has been completed. This is aimed at increasing the size of the organisation from 15,000 to 21,000 by 2021, including Garda, civilian and Reserve members. There is also an urgent need for a training and development plan that will ensure that all these new recruits and the existing members have the right skills to support a larger, more complex organisation.

The fifth report also highlighted structural deficiencies in the Garda Síochána, which include accommodation and IT infrastructure that is not completely fit for purpose. The organisation has not, to date, developed strategies to address the current gaps or determined how these will be developed in the future to meet the needs of a significantly larger organisation that needs to develop new ways of policing the country.

The Authority insisted that an initiative to cost the Policing Plan be included in the Plan, and although this appears on target, this is predicated on the costing of the Policing Plan essentially being outsourced to a joint inter-departmental working group, which is not where responsibility for this type of exercise should lie. It is clear from many facets of the Authority's engagement with the Garda Síochána that there is a lack of capacity across the organisation to quantify the resource requirements for projects and then to consider the full quantum of resources and inter-dependencies across a large-scale plan such as the Policing Plan, the MRP, or even any future strategy.

The impact of the challenges to the enablers and the lack of connected planning for enablers across the Policing Plan will be apparent throughout this report as there are a number of projects that are currently off target due to an inability to source appropriate accommodation, an inability to recruit appropriate staff, or other procurement or IT difficulties. The above-mentioned fifth report provides further in-depth commentary on these issues.

5. National and International Security

The Authority's remit does not extend to national security; however, the majority of elements of the Garda Síochána's work in this area also directly affect national policing. The chapter of the Policing Plan dedicated to national and international security contains a number of these initiatives, such as major emergency management (MEM), the emergency planning task force and cyber-crime. A number of MRP initiatives are also covered in this section including Schengen and Prüm. Three of the initiatives within the plan are reviewed and evaluated by the Department of Justice and Equality under their security and intelligence remit and are not reviewed by the Authority.

Key areas of Progress

- Initial reductions in the backlog of forensic computer examinations was achieved, however this has since gone off track.
- The strength of Armed Support Units and Emergency Response Units has been increased.
- Critical and Firearms Incident Command (CFIC) in the Dublin Metropolitan Region has been fully enabled
- Prüm fingerprint data exchange project is reported as being on track

Main areas of Concern

- Resourcing remains a serious area of concern for the development and effective operation of cyber-crime functions within the Garda Síochána, with issues surrounding accommodation, recruitment and procurement of equipment creating barriers to progress
- Reviews of the firearms procedures are currently off track
- The Schengen Information System (SIS II) is behind schedule and unlikely to meet its scheduled completion date.

Overview of Developments

The establishment of the Garda Síochána Brexit Oversight Group is an initiative within this chapter. Its function is to carry out a preliminary assessment of the potential impact of Brexit in a number of areas and encouragingly has been reported as being on track throughout the first half of the year. Scoping documents were prepared in key areas such as Drug Enforcement, Immigration, Human Trafficking, Financial Crime and Criminal Assets. These explore the potential key strategic, operational, and technical issues in the current and post-Brexit environments and will form part of a consolidated response to the core issue. Meetings for the group have been held throughout the first half of the year, and are scheduled to continue. The Garda Síochána has briefed the Authority on activities undertaken in this area.

There have been varying degrees of progress in other initiatives. The goal to complete training exercises in each of the eight Major Emergency Management (MEM) Regions is currently off track primarily due to not all regional plans being completed. However, Authority staff have had the opportunity to attend some of the exercises, which have proceeded and monitor progress in this area. Good progress has been made in enabling of Critical and Firearms Incident Command (CFIC) in the

Dublin Metropolitan Region, which has now been completed. The strength of Armed Support Units and Emergency Response Units has also been increased.

However, concerns were raised about the completion of the reviews of the firearms procedures. In a meeting with Special Tactics & Operations Command (STOC), it was communicated to Authority staff that bringing together the responsibility for this area under STOC was positive, but this has also meant that the full scope of the work required to review the firearms procedures is only now becoming apparent. While committed to the review, STOC did not appear to be confident that it would be possible to complete this work in the short term.

The Schengen Information System (SIS II) and Prüm are two information systems which are European imperatives, and which have milestones in the 2018 Policing Plan, as part of the Garda Síochána's aim to continue international partnerships and interactions with security partners. Schengen is a large-scale information sharing system operated by countries within the Schengen free-movement area. The system allows member states to create and consult alerts on certain categories of wanted or missing persons, vehicles or property through a centralised database. By the end of Q2, the project had encountered a multitude of barriers, originating internally and externally, that have led to heavy delays. Most recently, delays have been attributed to the EU contractor responsible for installation and configuration of necessary systems. Significantly, there was a delay in finalising planning outputs of which are instrumental to future phases of the project. Ultimately, there will likely be a significant delay to the initial Q2 2019 deadline, however, the extent of this delay has yet to be firmly established and thus revised timelines are not yet available from the Garda Síochána.

By comparison, Prüm appears to be on track. This project involves the sharing of fingerprint data across EU states to comply with the Prüm Treaty. This involves connecting national fingerprint systems to facilitate information sharing and, due to the complexities involved, can only be completed one country at a time. The first half of the year has been dedicated to connecting with the Austrian systems. The Authority will be meeting with the Irish project team during 2018 to further assess and evidence progress.

Focus on: Cyber Crime

The Garda National Cyber Crime Bureau (GNCCB) is responsible for the provision of computer forensics services and cybercrime investigations for the Garda Síochána. As of the end of 2017, the GNCCB worked on a national basis with 36 sworn and civilian members based in Dublin and 3 additional sworn members in Cork and Wexford. As part of the Modernisation and Renewal Programme, the Bureau is to be restructured in order to effectively meet the organisation's growing cyber demands and address the backlog of work that has built up over time. This project is to introduce new governance structures at a national level, develop new procedures, increase resources at national level in the areas of forensics, investigation, administration and training, establish regional units and introduce more localised first responders to conduct onsite triage, and search and seizure support.

The project as a whole was expected to be completed in early 2020, but intermediate milestones are contained within the National and International Security chapter of the 2018 Policing Plan. One milestone was for the establishment of Cyber Forensic Examination hubs in two regions. These hubs are to provide key services including:

- Computer forensics and cyber support by trained personnel
- Triage and preliminary analysis service on seized media at local level
- Operational support to regional command and services where required
- Complete duties as per standardised procedures under the governance of the GNCCB
- Carry out investigation tasks to completion as assigned by GNCCB

In order to develop these units, accommodation and necessary equipment was to be procured and these units were to be staffed by a Detective Sergeant, 5 Detective Gardaí or Civilian Forensic Analysts and a Clerical Officer. By April 2018, accommodation for five regional hubs was reported as being agreed. However, no progress was reported during May or June and the initiative is now off track.

Another cyber-crime related commitment in the Policing Plan is the reduction of the average time required to complete 90% of forensic computer examinations by 25%. Concern surrounding this area had been raised by the Authority in 2017 and 2018, not least in the context of online child exploitation, with back logs reported in forensic computer investigations due to lack of resources. The goal for Q1 was to reduce this backlog to 2 years 3 months. This target was reported as having been achieved in February. The Q2 target was to reduce this time by a further two months. While progress was reported at the beginning of the quarter, this initiative went off track in May and this latest target has been missed.

These initiatives are interdependent and the reduction of the backlog in computer forensics investigations can only be achieved through the increase the capacity of the Garda National Cyber Crime Bureau office and the establishment of regional and local capability. A third initiative in this area is the establishment of a criminal intelligence function within the Garda National Cyber Crime Bureau. This is also off track as of the end of Q2. All of these initiatives have been affected by the lack of a timely acquisition of resources, including accommodation, human resources and ICT. It is a reflection of wider issues for the Garda Síochána that were examined in depth in the Authority's 5th Report to the Minister on Changing Policing in Ireland.

Assessment

There has been varied degrees of progress in this area, but progress in the area of cyber-crime is of the greatest immediate concern for the Authority. The issue of the Garda Síochána's capacity in this area has most recently been highlighted in the Garda Inspectorate Report on Child Sexual Abuse. This cyber-crime function of the Garda Síochána is a critical support function across a broad spectrum of areas of criminality. Failure to develop and continuously resource this function will present a considerable risk that the organisation will not keep pace with existing workloads but also more advanced methods of committing crimes. Most critically, it places the most vulnerable victims in our society at risk.

The failure to develop this area is linked to the wider organisation development deficiencies that were noted in Chapter 2 of this report and in the Authority's 5th Report to the Minister on Changing Policing in Ireland. There is a critical need to prioritise resource allocation and increase pace with the resource requirements of key strategic projects such as this.

6. Confronting Crime

This section of the Policing Plan deals with crime prevention and detection as well as containing specific measures concerning the levels of crime. It sets out commitments relating to domestic violence, hate crime and sexual crime as well as articulating the commitments, which will enable the Garda Síochána to fulfil its commitment to victims of crime in terms of the service provided.

Areas of Progress

- Ongoing disruption of Organised Crime and the prevention of loss of life
- Four Divisional Protective Services Units are operational and feedback from the Garda Síochána and stakeholders has been very positive. An application process for phase 2 roll out of a further tranche of units has been undertaken
- Increased reporting of sexual crime
- Domestic abuse inspectors have been selected and are in place
- Training regarding human trafficking has been delivered
- Automatic children first notifications are now possible

Areas of Concern

- Crime figures are up across all main crime types except for homicide
- Detections continue to fall across the majority of crime types and little progress was made in the implementation of the detections improvement plan
- No progress has been made on the commitments relating to the definition of Hate crime and how it is recorded
- Accommodation is impacting on the feasibility of expanding services in Protective Services and economic crime

Overview of Developments

There has been some important progress made in this area, but it is concerning that almost half of the initiatives in this chapter are off target half way through the year, as are almost all of the metrics. The Authority has also expressed some concerns, particularly in relation to this chapter, on the level of under-reporting that can make effective oversight difficult, if not impossible. There have also been a number of initiatives and metrics that moved quite abruptly from being on target in May to off target in June, without any intermediate indication that they were at risk. These topics have been raised with the Garda Síochána and it has been encouraging to see improvements in the level of reporting recently.

The provision of information on the recording and reporting of hate crime has been inconsistent throughout the year. The reassignment of this commitment from Special Crime Operations to Community Engagement early in the year had resulted in it appearing to fall between the cracks as no reporting or action was occurring. During the Authority's meeting with the Garda Commissioner on the broader issue of diversity, held in public, it became apparent that there is some internal dissent about the necessity for this commitment and the action required as a result of it. To some extent, the fact that the owner has now officially changed in the Policing Plan performance report and that there is some reporting of progress mean that although the commitment is off-target, at least there is an emerging consensus that work needs to be done. In particular, it is encouraging that a cooperative

approach is being taken with Garda Information Service Centre (GISC) and the Garda Síochána Analysis Service (GSAS) to the hate crime recording procedures and there now appears that a plan is being developed for nationwide engagement on reporting of hate crime.

It is disappointing to see that the establishment of the Divisional Protective Services Units (DPSUs) is now off-target, as there appears to be substantial goodwill in the organisation, and in the community, for the regional establishment of these Units. An evaluation of the DPSUs has been completed and the Authority is looking forward to receiving this in the near future. It is also positive to note that the risk assessment tool for domestic abuse and sexual crime and the Sex Offender Risk Assessment and Management (SORAM) workshops continue to be on target.

However, as with many other initiatives in the Policing Plan, the availability of accommodation and other resources is a significant inhibiting factor in the roll out of DPSUs across the county. Similar issues have also arisen in relation to the Garda National Economic Crime Bureau (GNECB), which is dependent on the availability of staffing, accommodation or ICT in order to fully resource a Regional Liaison Unit, National Fraud Prevention Office and Anti-Corruption and Bribery Unit.

The Domestic Homicide Review moved off target in June; however, this appears to be a case where the initiative is off target because of timing more than critical barriers to implementation. The policy and procedures for the unit have been developed but have not yet been approved by Assistant Commissioner Special Crime Operations, and therefore could not have been implemented by the end of Q2. Of greater concern is the continuing under-detection of sexual offences (-17.5% below target). In fact, almost all of the figures for recorded and detected offences were off target; this is considered further in the in-depth look at detections, below.

The completion of the objective to assign Inspectors with responsibility for domestic abuse interventions has been welcomed, however there continues to be significant concerns over the assessment of call-backs to victims of domestic abuse. The reporting on this objective has been concerning in the year to date: updates were only received at the end of Q1 and Q2 rather than monthly and both of those were off-target. This does not allow for effective monitoring of this area. However, recent engagement with the Garda Síochána since the preparation of the June report has given the Committee some assurance that work is being done to ensure there is a 'flag' in the process being created that will enable the tracking and reporting of call-backs.

Welcome progress is continuing with several key initiatives related to vulnerable victims, including commitments relating to Trafficking in Human Beings, keeping children safe from online exploitation, and responding to the Children First Act. It is frustrating, however, that the safeguarding statement that is an important provision of this Act has not yet been signed off, and has slipped from Q1 into Q3. It is understood that there have been some delays with the legal review, but this is a provision that the Authority has stressed the importance of for some time, and should be given appropriate priority within the organisation.

In the crime prevention area, there appears to be significant slippage in the development of Standard Operating Procedures for crime prevention officers, which are now scheduled for Q4 instead of Q2. It is concerning that it is being reported that the capabilities and funding do not exist to create a mobile crime prevention app meaning that this initiative is to be 'parked'. This highlights the critical dependency within the organisation on its ICT function but also the importance that initiatives

committed to by the Garda Commissioner are costed and the full resourcing required is scoped out at that time as part of the process.

Significant success is reported in the area of Organised Crime, most notably in the prevention of loss of life, and the Authority is aware of the intensity of effort and resources that are going into this area. It is a high profile area of criminality, widely reported in the media and impact in this area is important for public confidence. Other commitments in this area include the sale/supply of controlled drugs which continues to be off target, as were firearms seizures at the time of last reporting (June figures were not available in time for this report). There is a link between the detection figures for controlled drugs and a recent change in procedure as all suspected drugs now have to be tested before the detection can be recorded. This delay in the recording of detections will have the effect of reducing the figures in the short term, but there should be some reversal of this later in the year as the results of testing come through.

Focus on: Detections

Detections are a key measure of the efficacy of a policing service. A community’s confidence in its police service is influenced not only by its ability to prevent crime but also its capability to solve crime, identify those suspected of crime and bring them to justice. It is also important as a criteria by which a policing service can assess whether it is distributing and utilising its full suite of resources in the most effective manner and whether it has the required relevant skills, appropriately distributed. In that context, the Authority has been persistently concerned at the falling rate of detections across all crime types over the past two years. The decline as set out below has been consistent:

Figure 6.1: Number of detections recorded for burglary, assault and sale and supply of drugs, 2010-2018

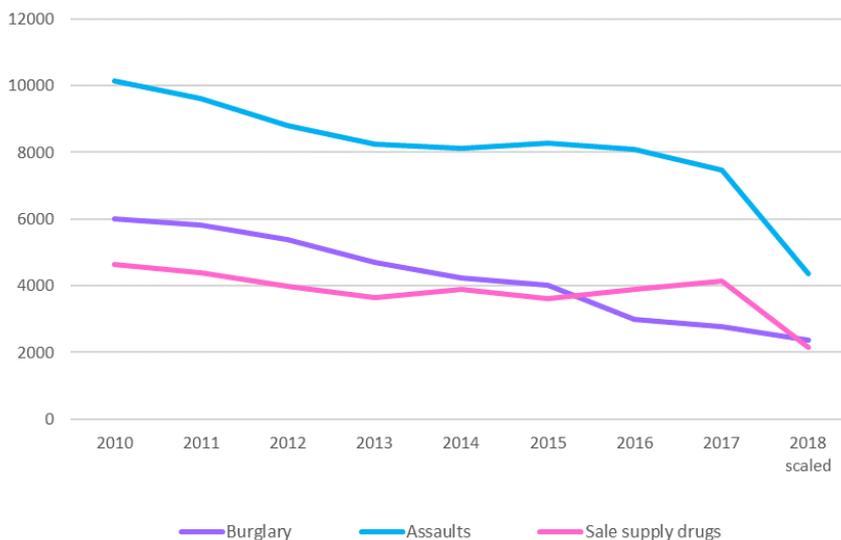
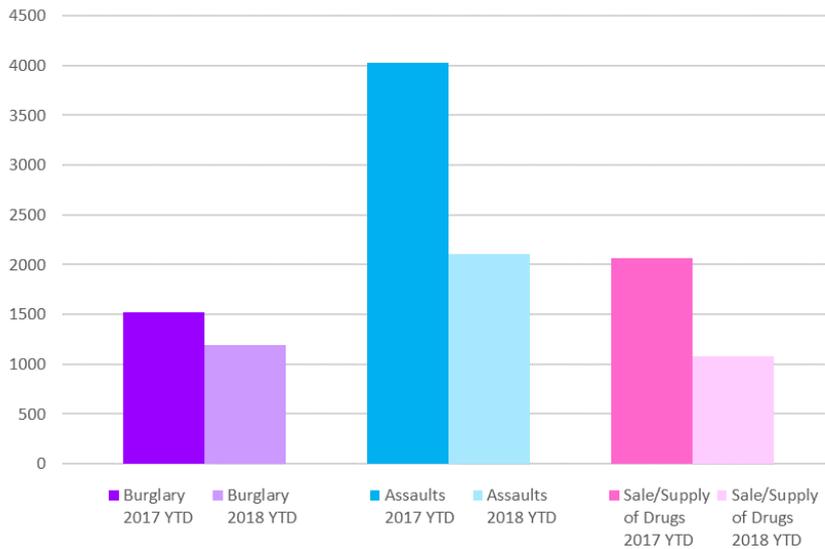


Figure 6.2: Number of detections recorded for burglary, assault and sale and supply of drugs, Year-to-Date 2017 and 2018



The Policing Plan contains targets to increase detections across key crime types. The Authority in its ongoing oversight of performance as against the Policing Plan has consistently engaged on this matter with the Garda Síochána through its Policing Strategy and Performance Committee. It has pushed for an organisation wide response to the issue of falling detections that would identify the key reasons behind the continued decrease and set out what actions would be taken to address these.

In response, in July 2017 the Garda Síochána submitted a ‘Detections Improvement Plan’ which was developed on foot of a range of actions piloted in the South East region and the resulting report which found that these actions had some positive impact on detection figure and were regarded as good practice that could be rolled out nationally. The Plan set out a strategy to improve detections built on three distinct pillars, namely the enhancement of governance frameworks, training to enhance investigative capacity and capability and targeted investment in integrated IT systems.

The Authority through the work of the Committee, most recently at its meeting in June, has found that this Plan does not have any standing within the organisation and the actions within the Plan have not been progressed to any significant degree. This was evidenced in Committee meetings but also in site visits to Garda stations and meetings held with specialist units – in that there has been a general lack of awareness of their being an organisational plan to address the detections issue or indeed of any sense of it being an urgent issue for the organisation.

The awareness of the issue of falling detections has grown recently within the Garda Síochána organisation because of the changes arising from the latest revision to the PULSE system - PULSE 7.3 - which was released in late February of this year. This has circumscribed the basis on which an incident can be marked detected. This is an important change, and will contribute to data quality and accountability around the detection figures. If an incident is to be marked detected for a reason outside of the options now available on the PULSE system, it must be signed off at superintendent level.

These changes are welcome in terms of the improvement they will bring to the data quality of the detection figures. There is now more rigour with regard to the circumstances in which an incident can be marked detected. A drop in the reported level of detections figures occurring as a result of this rigour has become visible in the last number of months. The Authority had anticipated this impact in its determination of the Policing Plan targets for 2018, and, as a result, was satisfied to set the maintenance of current levels as a stretching target for 2018. The targets are not being met and detections have continued to fall. In order to arrest the decline the Garda Síochána needs to respond with some urgency.

A summary of the status of the Plan was requested by the Authority and submitted in June 2018 setting out the deliverables and timeframes for delivery across the short, medium and long term. Many of the key elements of the Plan are timetabled to progress within 2018, including the development of a National Crime Model, the National Intelligence Model, the appointment of detective Inspectors, training and actions aimed at improving the quality of crime data on PULSE. A new and welcome element of the Plan is the inclusion of communications actions to disseminate and communicate the existence of the plan and its content across the regions setting out how it can be implemented.

The Plan also identifies and pulls together the disparate elements of change that will potentially impact on detections such as the implementation of the divisional model of policing, the roll out of the Investigative Management System and the establishment of further protective services units. Work has continued on each of these initiatives, and this positioning of the detections issue which recognises the potential for these developments to positively impact on detections is useful, not least to highlight the benefits that can be realised from this work.

Falling detections, over a prolonged period, is damaging to the Garda Síochána as it erodes confidence in the capability of the policing service to perform a key role. Garda performance as against the targets set and as against the organisation's own plan to address the issue has been weak in 2018. The Authority will maintain a focus on the issue within its reporting on performance in the year.

Assessment

Detections continue to be a key concern for the Authority. The perceived lack of awareness within the organisation as to the issue itself and the potential impact of a decreasing level of detections on public confidence is disheartening.

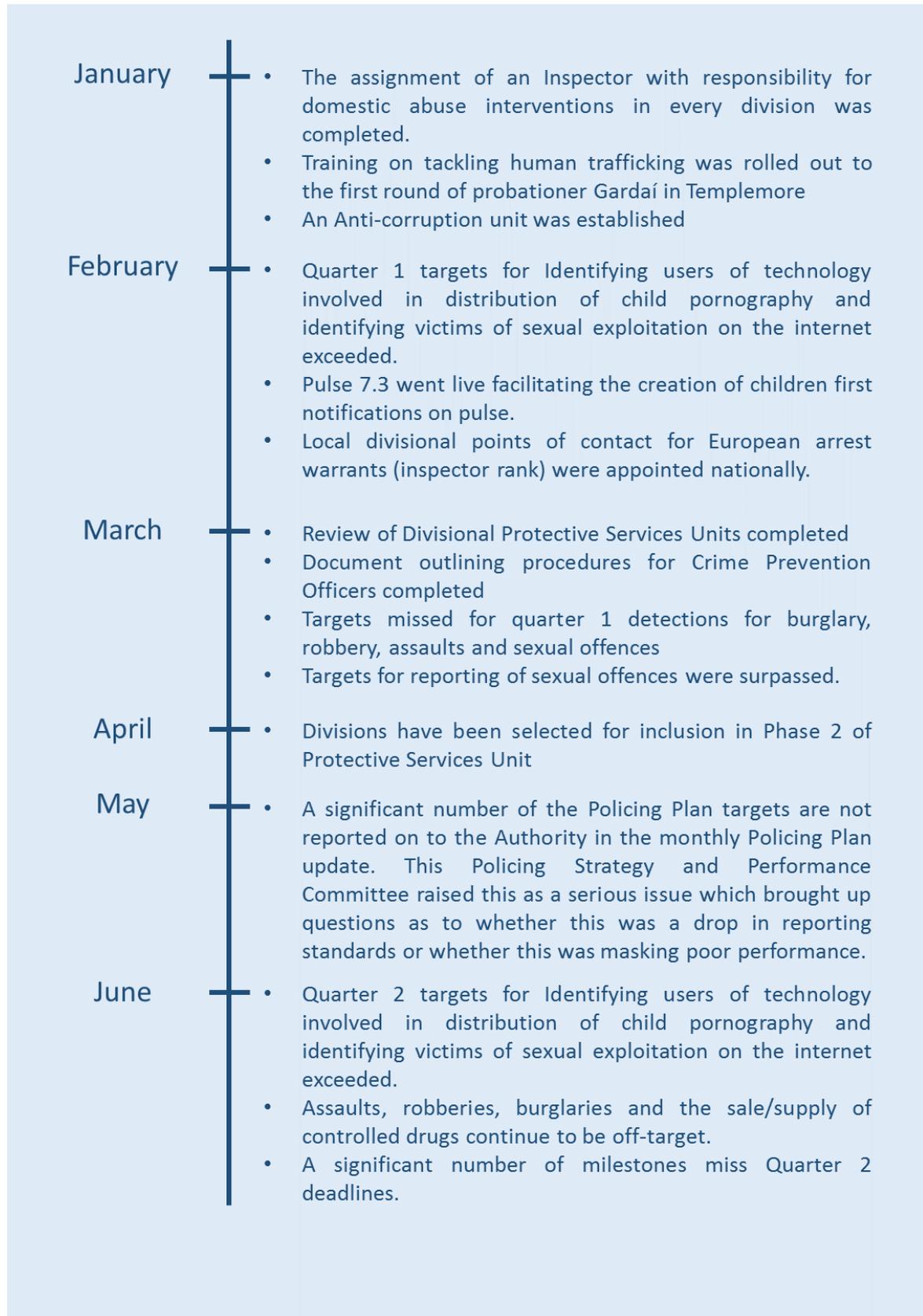
Assaults rose by 11% in 2017 and persist as an issue in 2018. The Authority has engaged, through its Committees, on this issue on a number of occasions. The impact of the growth in the night-time economy is consistently cited as a contributing factor to the rise in assaults and there has been discussion with the Garda Síochána on the multiple factors and stakeholders that need to be considered when tackling this type of crime. The Authority is anxious however to see momentum and a concerted plan that will address assaults at an early juncture.

While there has been significant engagement with the Garda Síochána on the Policing Plan commitments relating to the definition and recording of Hate Crime, the Authority does not have the assurance that there is currently an organisation wide understanding of the definition to be used, that it is being used and that it is being recorded on PULSE.

There has been a positive impact arising from the existence of the Protective Services Units in terms of the service to victims and in terms of the organisation's own sense of its capacity to provide that service.

Accommodation issues, more usually considered in the context of the modernisation and renewal process arise here as impacting on the provision of policing services. As stated elsewhere in the report, this calls into question the degree to which the Policing Plan is developed with resourcing in mind and the risks that result when it is not.

Figure 6.3: Confronting Crime Key Milestones, Jan to Jun 2018



7. Roads Policing

Roads Policing is an important function of the Garda Síochána in terms of promoting and enforcing road safety, denying criminals the use of roads and providing high visibility policing among communities. Initiatives in this chapter are aimed at ensuring that there are comprehensive national plans and structures in place for policing roads in Ireland. There is also a strong focus on monitoring and reducing the numbers of deaths and injuries on the roads and the number of ‘lifesaver offences’ that directly contribute to serious accidents, such as drink-driving and mobile phone and seatbelt use.

Areas of Progress

- Establishment and resourcing of roads policing units
- Development of the Roads Policing Operations Plan for 2018
- Implementation of a joint-agency Road Safety National Media Strategy
- The impact of changes to recording as a result of the PULSE update 7.3

Areas of Concern

- Failure to conduct testing at fatal and serious injury collisions in a significant proportion of cases
- An action plan to address the recommendations of the Crowe Horwath review of breath tests and checkpoints has yet to be developed
- Absence of a multi-year plan for roads policing
- Reduced detections of lifesaver offences compared to 2017
- Decline in recorded numbers of multi-agency checkpoints
- No satisfactory solution yet to the need for driver training for Gardaí.

Overview of Developments

In 2017 roads fatalities decreased to 159, which demonstrated ongoing progress in meeting the Government Road Safety Strategy targets to reduce fatalities to fewer than 124 per annum by 2020. The ongoing reductions over the past few years has been attributed to initiatives from multiple agencies. From the Garda Síochána perspective, the focus on lifesaver offences has been a core action to contribute to this target.

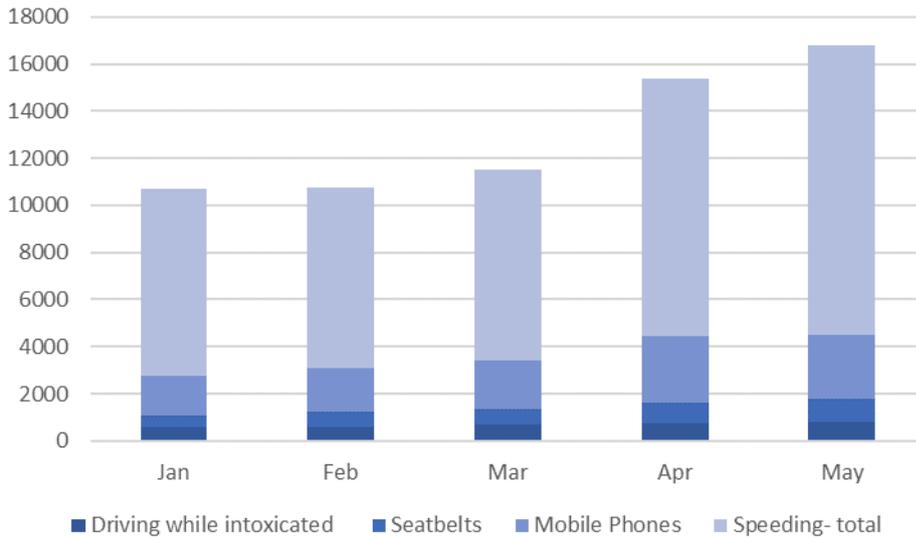
2018 represents a renewed focus on Roads Policing for the Garda Síochána, addressing legacy issues arising from the Crowe Horwath report, developing a three-year roads plan, establishing roads units and assigning additional resources to roads duties. However, despite significant work taking place in this area, the effects and benefits have yet to be realised.

Despite increases each month between January and May 2018, year-to-date detections across all the lifesaver offences areas are down compared to 2017. The largest decline was for non-intercept speeding detections, which is down 31% on the same period for 2017. This has been in part attributed to the disposal of robot vans and difficulties in influencing the position of Go Safe vans or acquiring additional Go Safe hours. However, intercept speeding offences, seatbelt offences and mobile phone offences have all decreased by 16%, 23% and 9% respectively. This decline also applies to arrests for dangerous driving and road traffic offences.

Despite increased Roads Policing resources, activity has decreased. Some 5,404 MIT checkpoints were carried out in June, which represents a 26% decrease on the same period in 2017. While caution is

required when examining older MIT figures (due to data quality issues), the number of Multi-Agency checkpoints is also off target. Missed targets in Q1 for these check points was attributed to weather conditions but this does not explain missed targets in Q2 or any lack of remedial action to address shortfalls in the first part of the year.

Figure 7.1: Monthly detections for lifesaver offences, Jan to May 2018



Roads fatalities have increased compared to the first half of 2017, with 78 recorded up to June 2018. This exceeds the upper target of 66 set for the period. Similarly, serious injuries from traffic collisions are off target with the year-end threshold set at 380. The year to date figure is 301, which not only exceeds Q2 expectations but also means that remaining below the year-end threshold will not be achieved.

The Crowe Horwath Report was published in October 2017 and resulted in an initiative being introduced to the 2018 Policing Plan. The initiative was to develop an action plan to address the recommendations arising in the report, and agree milestones with the Policing Authority to implement this plan. Implementation of the plan was to commence at the end of Q1 of 2018. However, this target may have underestimated the volume of work, which the Garda Síochána had to complete in order to fully develop their approach. In April 2018, the Authority requested a copy of the action plan, however the response stated at that point that it was under review by the Chief Superintendent of the Garda National Roads Policing Bureau and a draft document was delivered. This document did not present a plan, but rather a list of actions already undertaken. It is now scheduled for Q3, after which milestones will be agreed with the Authority’s Policing Strategy and Performance Committee.

Focus on: Development and capacity of Roads Policing Units

Strengthening and developing roads policing to tackle all forms of criminality on Irish roads was a key objective in the Policing Plan. In order to accomplish this the Garda Traffic Corps was relaunched as the Garda Roads Policing Units and increasing the number of Garda members assigned to roads duties has commenced. Resource targets for these units have been established which will see strength increase to 770 in 2018 and 1,035 by 2021. Targets for 2018 are currently on track with 87 new

members appointed as at the end of Q2 and further appointments expected in Q3. However, future challenges are expected through transfers and promotions out of these units.

An accompanying three-year Roads Policing plan was expected to be delivered in Q1 of 2018. An element of this plan was the training needs analysis, which has now been completed. However, the plan as a whole is still under development and yet to be delivered. A finalised version is expected to be ready in early August.

A single year plan for 2018 has been developed. The Authority had previously expressed concern during its engagements with the Garda Síochána regarding how the intelligent deployment of resources is evidenced. Encouragingly the plan has been developed with this in mind, using key metrics to take a more targeted approach to roads policing and the detection of lifesaver offences.

Despite the level of progress, concerns remain, particularly in light of increased resources and improved planning, seemingly yielding decreased activity and results. The Authority’s Policing Strategy and Performance Committee challenged this in their July meeting querying deployment, levels of supervision and seeking accountability for current trends. It was acknowledged by Garda representatives that new resources assigned to Roads Policing have not yet delivered an impact and that this is being investigated. However, reassurances have been offered that systems are in place to monitor resources at the level of the individual Garda and unit.

In June, the Authority published material received from the Garda Síochána in response to questions raised by the Authority in 2017. A most troubling aspect of the responses relates to the failure to perform breath tests on a significant proportion of drivers involved in serious and fatal road collisions. This information was echoed in material subsequently received from the Roads Safety Authority. The table below analyses drivers tested (or not tested) in serious and fatal road collisions during the years 2014-2016.

Serious and Fatal Road Collisions 2014 - 2016¹						
	Serious Injury Collisions		Fatal Collisions where the driver dies ²		Other Fatal Collisions	
Driver not tested	1,163	41.8%	271	90.3%	99	21.9%
Driver tested at scene	1,360	48.9%	2	0.7%	279	61.6%
Driver tested elsewhere	260	9.3%	27	9.0%	75	16.6%
	2,783	100%	300	100%	453	100%

Other issues have been raised through these questions in relation to lack of training and supervision. It was confirmed to the Authority that there was a backlog of Garda members awaiting Competency Based Driver Level 2. This level of training allows a member to drive in response mode (with lights and sirens). However, the capacity of the Garda Driving School was 540 per annum, which was insufficient

¹ The Road Safety Authority has indicated to the Policing Authority that 2015 and 2016 collision data are provisional and subject to change.

² The Road Safety Authority has indicated to the Policing Authority that the majority of the drivers killed would likely have had a post-mortem toxicology analysis but these tests and results are not recorded in this data.

to address the backlog. Avenues for seeking external training were being explored to increase training capacity, but as of the July Policing Strategy and Performance Committee meeting, a solution had still not been found.

The Garda Síochána in their written responses to Authority questions also made a commitment to achieving a ratio of 1:6 Sergeants to Gardaí for Roads Policing. Further inspectors were also to be allocated. However, a shortfall in supervisory ranks is still reported.

Assessment

Roads Policing was the subject of significant attention for the Authority in 2017, in relation to quantifying and understanding the issues relating to the reporting of breath tests and the issuance of Fixed Charge Penalty Notices, the subsequent investigation produced by Crowe Horwath, and meetings held between the Authority and senior representatives of the Garda Síochána. Key themes emerged during the course of the Authority's work in this area relating to governance and accountability, supervision, resources and deployment, training and data quality.

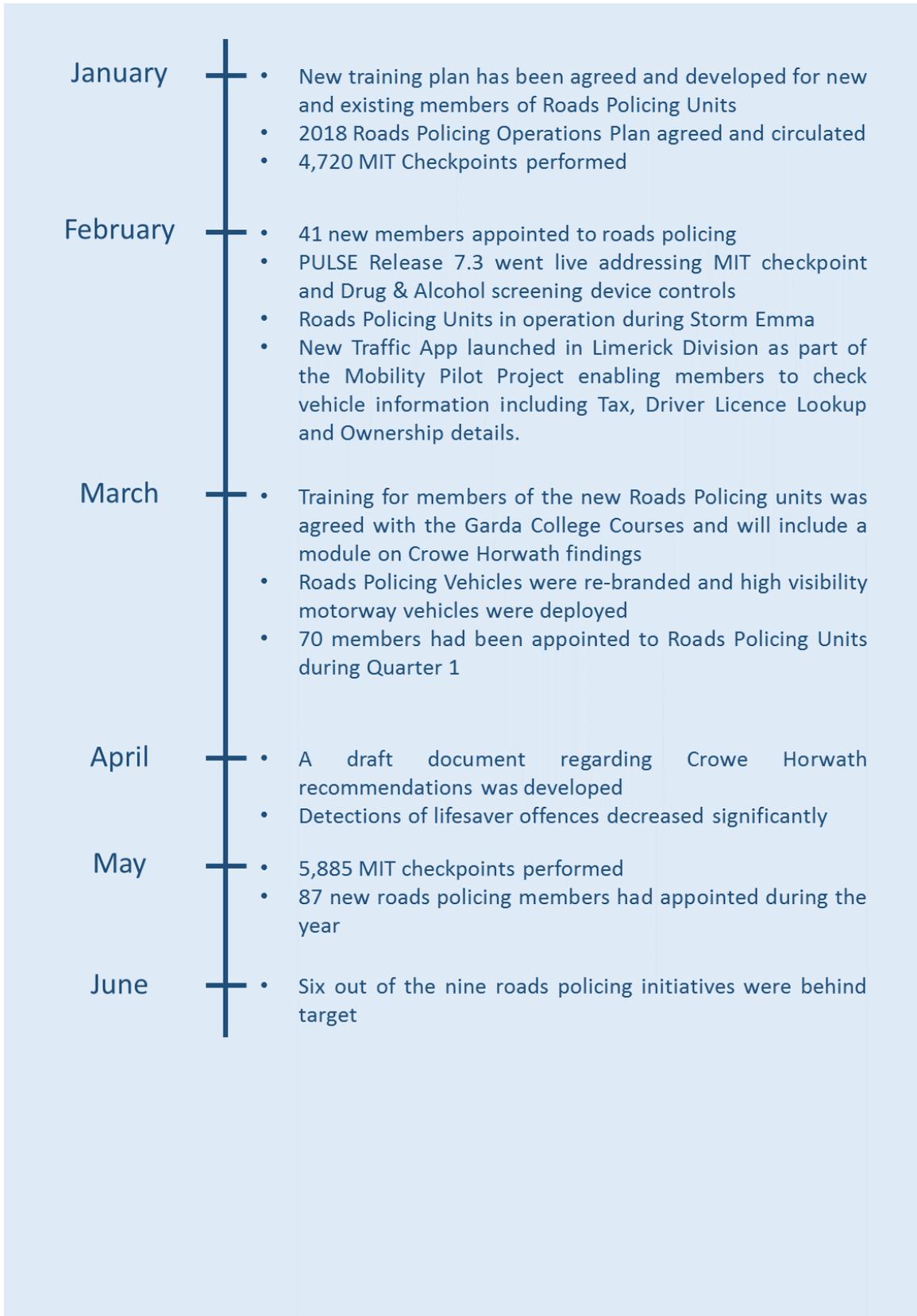
While the initial steps taken by the Garda Síochána to address the issues emerging from this work is acknowledged, it is apparent that there is still considerable work to be completed. The failure to achieve milestones in the policing plan has a tangible impact on the safety of Irish roads. The Authority will continue to closely monitor this area closely, with particular attention to the achievement of remaining milestones in the policing plan, strategic and effective resourcing and the deployment of resources and planning.

An ongoing and significant concern for the Authority is that breath tests must be performed at serious and fatal traffic collisions. Currently, this is not being completed in all cases where, for example, a driver is hospitalised. The rationale provided for this failure points further to the need for better governance and accountability in this area and urgency to address the issues that are impeding the fulfilment of statutory obligations.

Similarly, the pace with which the Garda Síochána has responded to the issue of driver training suggests that the critical risk this poses to the organisation is not yet recognised.

Finally, it is critical that the Crowe Horwath action plan is developed as soon as possible. The Authority has specific responsibilities in relation to the development of milestones for the actions arising and in the monitoring of the fulfilment of those milestones. The action plan should be a meaningful response to the issues uncovered and must be resolved as soon as possible.

Figure 7.2: Roads Policing Key Milestones, Jan to Jun 2018



8. Community Engagement and Public Safety

The Garda Síochána committed to building a new community policing ethos where every Garda, civilian and Reserve member regardless of their rank or grade, considers service to the community as core function. The Garda Síochána benefits from its strong community links and the high regard in which the majority of the population holds it. Initiatives in this chapter are focused on policing and engagement with the community at large. It also contains targeted programmes to address specific groups in society such as diverse, minority or vulnerable groups.

Key areas of Progress

- Respondents to the Public Attitudes survey continuing to report strong levels of trust, of local satisfaction with service
- Positives identified from the Culture Audit regarding the vocational ethos and role the Garda Síochána plays in communities
- Re-development of the Garda Síochána website
- Strong positive social media engagement
- Significant work to address the serious issues identified regarding the Juvenile Diversion Programme

Main areas of Concern

- Organisation-wide agreed Community Policing Framework not finalised for adoption
- Crime prevention advice potentially not reaching the intended audiences
- Delays in finalising a Garda Reserve strategy
- Failure to produce an action plan to attract and recruit candidates from minority or diverse groups

Overview of Developments

There have been some positive developments in the first half of this year. The Garda Síochána website has been redeveloped and now appears much clearer and more user-friendly. Social media engagement levels remain high.

Following on from reports of the Garda Professional Standards Unit, there is an ongoing review of the management of the Juvenile Diversion Programme and IT fixes to improve controls are being put in place, both of which will be crucial in addressing the serious issues raised by the GPSU, regarding youth referrals.

Work is ongoing on the Diversity and Inclusion Strategy, which was not completed within the agreed timescale. The Authority had emphasised the importance of timely delivery early in the year, as this is a key strategy for the organisation and should have strong links with the new HR and Reserve Strategies also in development.

There has been little progress in developing a substantial, strategic campaign to attract a diverse pool of candidates as Garda or Reserve members This represents a major missed opportunity at this late point in the five-year accelerated recruitment period. The extensive work done to date on this Strategy

has also highlighted the difficulties in obtaining a reasonable level of information for anything beyond basic analysis, primarily a result of historical deficiencies in the IT systems supporting the HR function.

Additionally, the motivation seems absent to finalise a number of initiatives, including for example:

- Developing a Reserve Strategy and establishing a Reserve Engagement Office;
- Establishing the Major Events Management Office proposed by the Garda Síochána; although it is important to note that this has not precluded the organisation from engaging in significant planning on events such as Royal visits and the impending Papal visit; and
- Rolling out the award-winning SAOR (Strategic Approach to Offender Recidivism) initiative effectively at a national level.

Although crime prevention advice is being provided regularly through TV, radio and social media there appears to have been little done to address the 'hard to hear, hard to reach' groups, including those more vulnerable to crime.

Some work has been done to develop a community policing framework; however implementation has been delayed as a common approach has not been agreed.

Focus on: Approach to Community Policing

In approving the 2017 Policing Plan, the Authority had expressed a strong desire to see the Community Policing Framework updated and implemented, as it is such a fundamental part of the Garda Síochána's approach to policing. The Authority repeated concerns throughout the year that work was not proceeding on this Framework within the indicated timeframes and by the end of the year the commitment to implement a new Community Policing Framework by Q4 2017 had not been met.

The Authority has been kept abreast of work being undertaken to develop a framework and it is clear that a substantial amount of research-based work has been done, including a pilot of a particular approach in the North Central Dublin Metropolitan Region (DMR). By the end of 2017 there was still no settled view and the commitment to develop an organisation-wide community policing approach was moved by the Garda Síochána into the 2018 Policing Plan. The commitments made in the Plan relate to work segmenting the country into a number of very small, local areas (several hundred households) based on CSO data, which have been mapped to Garda Síochána regions, divisions and districts. We understand that the next step being undertaken is for these areas to be combined, based on local knowledge, crime data, and other information such as deprivation indices, into small policing areas. On the face of it, the approach set out in the Plan appears similar to the approach piloted in the DMR, but from the Authority's engagements, it appears that there are a range of views within the Garda Síochána organisation on what community policing should look like. These relate to the principles underpinning the approach and the degree to which the existing approach to community policing is working.

Notwithstanding all this activity, the agreed Community Policing Framework has not been finalised or provided to the Authority.

Assessment

The Authority has not expressed a view on the preferred approach to be taken with community policing, but it has expressed its concerns on a number of occasions that a settled view on the organisation's approach to Community Policing has not been agreed. While the work that has been undertaken to date is interesting, it has not yet been explained to the Authority by the organisation how the mapping and segmentation of the country will be utilised by the Garda Síochána. Similarly, the use of a particular approach to community policing in the Divisional Model pilot areas is being taken in the absence of an agreed organisational view of community policing. The Authority's primary concern is to ensure that the approach delivers the benefits that need to be delivered to communities in terms of confidence in and satisfaction with the policing they received.

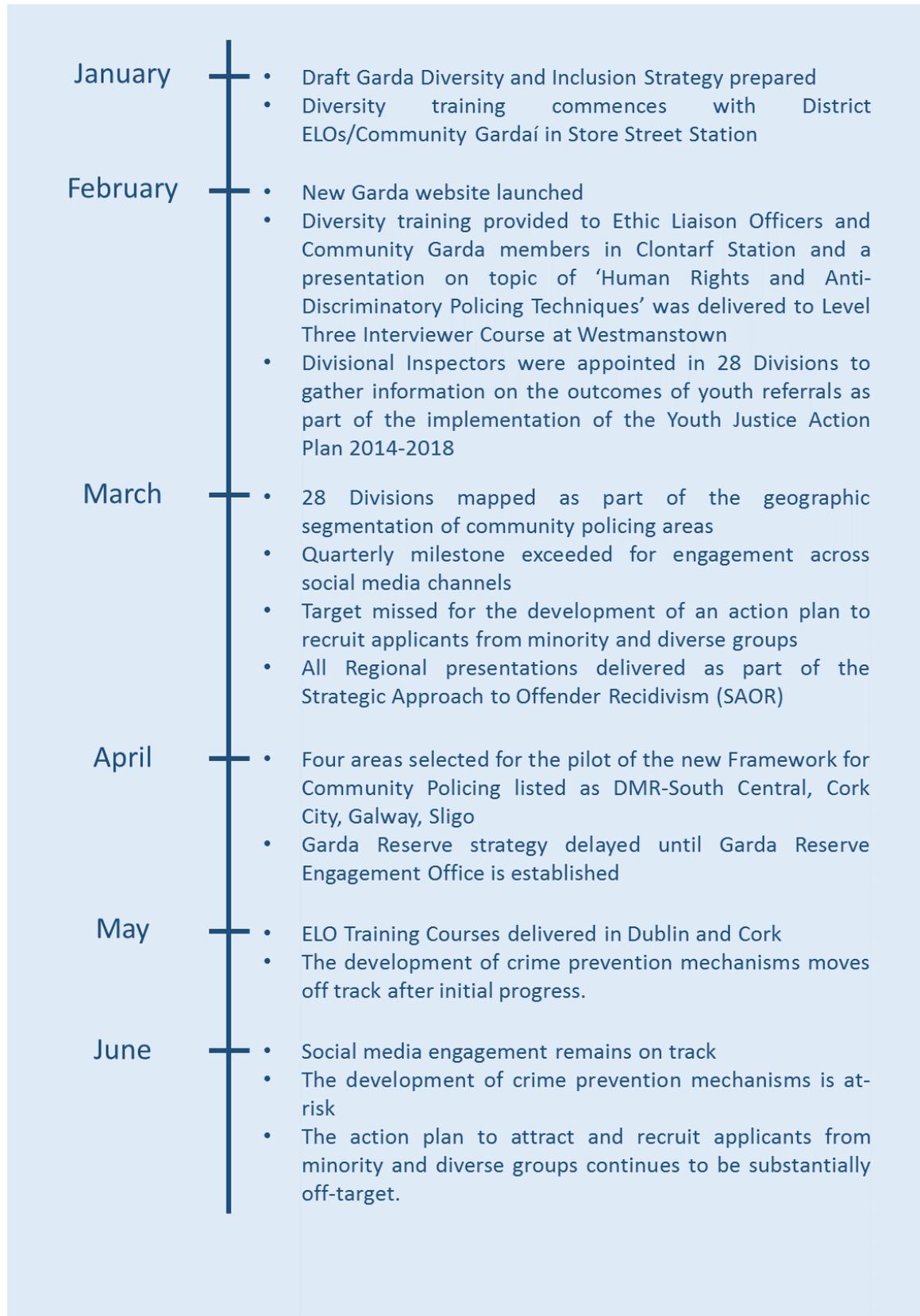
The delays and difficulties in producing the Diversity and Inclusion Strategy reflect a wider concern of the Authority that this area is not being given the prominence within the organisation that it requires. There is some excellent work being done at local and national level to engage with minority communities however, there is a strong concern that this is dependent on a number of key individuals without whom this activity would grind to a halt.

It is vital that the diversity is not treated as a silo within the organisation. There is a strategic link between how communities are policed and the ability to develop a diverse workforce. Thus, diversity needs to be a core part of all functions of the organisation and mainstreamed across all policy areas feeding down to operational areas.

The lack of progress with the Garda Reserve Strategy is also disappointing and, when combined with the lack of progress with recruitment of Reserves considered under Chapter 4, does not give the Authority comfort that the Garda Síochána has clarity on the role of the Reserve. The commitment to the Reserve is a key commitment for the Department of Justice and Equality as it has the potential to be a very strong positive driver for visibility and efficiency in the Garda Síochána.

Finally, the ongoing difficulties across the organisation with prioritising or allocating resources to Community Policing are likely to continue to act as a barrier to progress into the foreseeable future.

Figure 8.1: Key Milestones for Community Engagement and Public Safety, Jan to Jun 2018



9. Conclusions and Next Steps

Mid-year performance

One of the primary tools used in the review of the monthly Policing Plan performance report by senior leadership and the Authority is the consideration of the RAG status. The RAG status (Red: off target – Amber: at risk – Green: on target) represents the risk that an initiative will not meet its quarterly milestone target. An off target commitment can therefore be the result of a relatively minor delay (completion in July instead of June) or as a result of a critical risk or issue being identified, such as the lack of available resources.

While there have been areas of significant progress within the Policing Plan, a substantial proportion of the commitments were behind schedule or had not commenced by the end of June. A review of the RAG status assigned to initiatives in the Plan each month to date in 2018 has been instructive in highlighting how early in the year many of the commitments went Red / off target.

In assessing the Policing Plan, the Authority has been mindful of the difference between those initiatives that may be behind due to a timing issue but which may be achieved this year, and those where little or no progress has been made and achievement is at risk. However, even those initiatives that are marginally delayed are significant. The Policing Plan reflects a content and schedule set by the Garda Commissioner, and the quarterly milestones were agreed at the start of the year in the expectation that they would be met. A delay in one initiative may not be significant but the cumulative effect of a number of delays may be substantial. It is also clear that many of the off target initiatives are not simply delayed but are subject to more extensive challenges.

Recurring themes

The Authority notes that there a number of themes that recur in its engagements with the Garda Síochána that also drive the challenges for successful performance against the Policing Plan.

Prioritisation and allocation of resources

While the Authority would not want to diminish the ambition of plans and strategies being developed, there is a risk that attempting to address a wide range of issues in one year results in a lack of focused effort. As the Commissioner’s plan for the organisation, it is vital that the Policing Plan reflects the true priorities of the organisation, which can be understood and committed to across the organisation.

The Policing Plan must also be developed based on a realistic assessment of what it will require to deliver the Plan. The Authority has repeatedly stated that the Policing Plan must be costed, as it is not feasible to continue to separate strategic planning and prioritisation from resources. In the absence of this costing, it is not clear to the Authority that the 2018 Plan was developed with the available resources in mind. This has been echoed recently in the report of the Effectiveness and Renewal Group for the Department of Justice and Equality, which stated that *“it is not clear that the delivery, or not, of the objectives identified within the Policing Plan is thoroughly tested or has any material relationship with the level of funding provided...”* .

It appears to the Authority that had the draft Policing Plan been matched to the available resources for 2018, the Garda Síochána would have immediately identified that there was a high level of risk attached to the delivery of the Plan and a rigorous prioritisation exercise would have been unavoidable

before the Plan was finalised. The requirement to fully cost the annual policing plan will bring a rigour to annual goal setting that currently appears to be missing.

Organisational commitment

The Policing Plan is posited as the basis for performance yet the experience of the Authority has been that the Plan does not command the status within the organisation that would be expected. The Plan is supposed to be a national document from which districts and divisions derive and develop their own local policing plans.

In 2018, 80 local policing plans have been developed and submitted, of variable quality. Considerable support has been provided by way of templates and guiding documents and this has seen some improvements in the quality of the plans. However, a concern for the Authority is the absence of the Policing Plan within the PAF conversation at regional, divisional and district level. Out of a sample of nine PAF meetings attended in the first half of the year, in only one PAF meeting was the policing plan central to a review of local performance.

There is also a concern that the Policing Plan in some sense competes with, rather than complements, the Modernisation and Renewal Programme. The Authority has recently called for the Garda Síochána to reflect on the Modernisation and Renewal Programme; part of that reflection might be to consider how it links with Policing Plan and how both support the new Strategy for the organisation.

Sophistication of planning and reporting processes

The rigour now being brought to organisational planning and reporting is new to the Garda Síochána. There is demonstrable evidence of improvement in processes and output since the Authority was formed. The Authority has appreciated the responsiveness to its feedback, and the reporting being produced on the Policing Plan now enables, rather than obscures, the review of progress. However, it is also clear that planning, reporting and risk assessment structures are not yet mature.

It has been reiterated throughout this report that the Policing Plan is the Commissioner's to produce and therefore it is the Commissioner's responsibility to monitor, with the assistance of the leadership team. The Authority understands that there is now regular review of performance, facilitated by the monthly reporting, but there is also still a sense that this is being done 'for the Authority'. This has been reflected at times during the first half of the year in the missing of reporting targets. The Authority believes that if it was understood that the Policing Plan, and its reporting fundamental to the organisation's own management processes, reporting targets would be taken more seriously. This would also involve internal consequences for non-reporting, over and above the spectre of being brought in to the Authority.

The embedding of the Plan throughout the organisation, and the cascading of objectives from national to local to personal plans, are also aspects that will develop as the planning process matures and is properly resourced. The development of a comprehensive organisation-wide planning framework will also ensure that the right objectives are in the right plans. The national plan will be able to be more strategic and aimed at large-scale initiatives because there will be regional and departmental plans that contain the initiatives that are relevant to only a small part of the organisation.

Developing and all of the necessary plans and strategies in an organisational framework will also address the problem of interdependent strategies. The Authority has seen throughout this year that

plans and strategies are so mutually dependent it seems to stall progress. A situation where nothing is ready until everything is ready can be crippling for the organisation, and also carries the risk that if all of these plans are developed without adequate consideration for interdependency it will only be apparent at a late stage that they do not mesh together.

The Reserve Strategy relies on the Diversity and Inclusion Strategy; both rely on the HR Strategy. The Community Policing approach and the Accommodation and ICT Strategies all support but also inform the HR Strategy. However, as yet none have been delivered and fully signed off this year. The Garda Síochána needs to develop a way of cutting through this tangle before developing the Policing Plan 2019.

Delivery of an effective, visible and responsive policing service

In considering performance against targets, it is important to remember that the achievement of a number of goals is not the purpose of the Policing Plan. The commitments and initiatives speak to the delivery of an effective, visible and responsive policing service, with real world consequences of delays or failures.

The continued fall in detections levels and increases in the number of incidents in the majority of crime types are causes for concern, both in terms of the impact on victims and in terms of the impact on public confidence.

The resource barriers to the implementation of new units are disappointing when considering the potential benefits that are not being realised. For example, Divisional Protective Service Units have been highlighted by victims' groups as vital to the provision of services to vulnerable victims. There is such a strong rationale for the roll out of the DPSUs that some of those divisions that are not scheduled for roll out are developing these units on their own initiative. This is positive, but carries the risk that ad hoc implementations will not be best placed to learn from the pilots, or access relevant training.

The policing of roads is one of the most visible ways in which Garda members interact with the community, and there has been a strong focus on this area in recent media reporting. This is an area that has seen a significant investment in 2018, and it will be important that this generates increased enforcement and improved outcomes.

The approach to Community Policing is also central to the public's everyday interactions with the Garda Síochána. Continuing with an inconsistent, unstructured approach to Community Policing risks a failure to realise the tangible benefits that could be achieved.

Next steps

This report on Policing Performance has highlighted the level of performance achieved in the year to date but has also raised a number of significant questions for the Garda Síochána to consider around the primacy, content, resourcing and embedding of the Policing Plan for 2019.

Appendix – 2018 Policing Plan RAG status: January to June 2018

Key	
Off target	
At risk	
On target	
Complete, not commenced, out of scope, or transferred	
No report received in that month	

Policing Plan RAG Status Tracker 2018

	Ref	Jan	Feb	March	April	May	June	Note
Chapter 1								
Organisational Development and Capacity Improvement								
HR Strategy	1a							
HR Operating Model	1b							
Recruit 200 Gardaí per quarter	2a							
Recruit 500 civilian support staff	2b							
Recruit 500 Garda Reserves	2c							
Re-assignment of Gardaí (3 for every 4 civilians)	3							
Divisional Policing Model	4							
Roster and Duty Management system	5							
Court Presenters	6							
Computer Aided Dispatch system	7							
Investigation Management System	8							
PALF Individual Reviews	9a							
PALF Data Quality Goal	9b							
PMDS Training Commenced	10							
Appoint Chief Data Officer	11							
Appoint Data Protection Officer	12a							
Data Protection Impact Assessment Plan	12b							
Centralised Incident Classification at GISC	13							
GISC Service Level targets	14							
PULSE Incident Recording (Process)	15a							Complete
PULSE Incident Recording (Monitoring)	15b							
PULSE Domestic Abuse modus operandi	15c							Complete
PULSE 'Detected' Incidents	15d							
Enterprise Content Management system	16							
Identification of Cultural Audit Issues	17a							Complete
Cultural Audit Strategy	17b							
Ethics Strategy	18a							
Phase 1 of Ethics Training	18b							
Gifts and Hospitality Policy	18c							Complete
Strategic Planning Framework	19							

	Ref	Jan	Feb	March	April	May	June	Note
Policy Ownership Matrix	20							
IT solution for Inspection and Review process	21							
Costing the Policing Plan	22							
Risk Registers	23a							
Sharing Risk Data	23b							Complete
Governance Assurance Framework	23c							
Chapter 2								
National and International Security								
Prevention of Terrorist Acts	24	Not in the Authority's remit						
Provision of Timely Financial Intelligence	25	Not in the Authority's remit						
Training in 8 Major Emergency Management Regions	26a							
Emergency Planning Task Force	26b							
Specialist Firearms Procedures	27a							
Critical & Firearms Incident Command	27b							
Not provided to the Authority	28	Not in the Authority's remit						
Schengen Information Sharing	29a							
Prüm Information Exchange	29b							
Mobile Immigration Data	29c							
European Union PNR Directive	29d							
Scanning Security Environment	30							
GCCB Intelligence Function	31a							
Cyber Forensic Examination Units	31b							
Forensic Computer Examination	31c							
National Cyber Security Desk	32	Transferred to Cabinet Committee 'F'						
Chapter 3								
Confronting Crime								
Criminal Justice (Victims of Crime) Act 2017	33							
Defining Hate Crime	34a							
Procedures to Record Hate Crime	34b							
Reporting Hate Crime Campaign	34c							
Divisional Protective Services Units	35a							
Domestic Abuse / Sex Crime Risk Assessment tool	35b							
Facilitating SORAM Workshops	35c							
Domestic Homicide Review	36a							
Increase Reporting of Sexual Offences	36b							
Maintain Detection Levels of Sexual Offences	36b							
Domestic Abuse Interventions	37a							Complete
Reporting of Domestic Abuse	37b							
Domestic Abuse Call-Backs	37c							
Trafficking in Human Beings Training	38a							
Identification of Victims of Human Trafficking	38b							
Distribution of Child Pornography	39a							
Identify Victims of Sex Exploitation	39b							
Children First Safeguarding Statement	40a							
PULSE Automated Children First notifications	40b							Complete
Integrate PULSE/TUSLA NCCIS systems	40c							Starts Q3

	Ref	Jan	Feb	March	April	May	June	Note
Crime Prevention Officer Procedures	41a							
Crime Prevention Mobile Application	41b							
GNECB Regional Liaison	44a							
National Fraud Prevention Office	44b							
Fraud Prevention Awareness Campaign	44c							
Anti-Corruption & Bribery Unit	44d							
Corruption/Bribery Telephone Line	44e							
Quarterly Reports to PA on Organised Crime Groups	45a							
Develop Matrix to assess Organised Crime Groups	45b							
Evaluate Drug-Related Intimidation Reporting Prog.	46							
Enhanced GoAML Function	47							
Metrics								
Maintain Detections Rate (Assault)	42a							
Maintain Incidents Level (Burglary)	42b							
Maintain Detections Rate (Burglary)	42c							
Maintain Incidents Level (Robbery)	42d							
Maintain Detections Rate (Robbery)	42e							
Maintain Detections Rates - Narrative	42f							*1
Decrease Incidents Level (Assault)	43							
Increase in Money Laundering Investigations	44f							
Increase Detections (Supply/Sale of Controlled Drugs)	45c							
Increase Detections (Firearms Seizures)	45d							*2
Increase European Arrest Warrants Executed	45e							
Chapter 4								
Roads Policing								
Crowe Horwath Action Plan	48							
Divisional Roads Policing Units	49a							
Roads Policing Operations Plan	50							
Implement Road Safety National Media Strategy	52							
Metrics								
Increase Roads Policing Personnel	49b							
Increase Multi-Agency Checkpoints	51							
Enforcement Focus on Key Lifesaver Offences	53a							
Decrease Road Fatalities	53b							
Decrease Serious Injuries	53c							
Chapter 5								
Community Engagement and Public Safety								
Community Policing Area Segmentation	54a							Complete
Personnel Allocation Plan	54b							
Garda Reserve Strategy	55							
New Garda Website	56a							Complete
Social Media Engagement	56b							
Crime Prevention (Vulnerable People)	57							
Develop Action Plan to Attract Diverse Groups	58a							
Implement Plan to Attract Diverse Groups	58b							
Identify Barriers to Entry for Diverse Groups	58c							

Policing Authority Assessment on Policing Performance: July 2018

	Ref	Jan	Feb	March	April	May	June	Note
Diversity & Inclusion Strategy	59a	Green	Green	Yellow	Yellow	Yellow	Red	
Diversity Training	59b	Green	Green	Green	Green	Green	Green	
Implement J-ARC Recommendations	60	Green	Green	Green	Green	Green	Green	
SAOR Implementation	61	Green	Green	Green	Yellow	Yellow	Yellow	
Develop Juvenile Diversion Action Plan	62a	Green	Green	Red	Red	Red	Green	
Implement Juvenile Diversion Action Plan	62b	White	Green	Red	Red	Red	Green	
Major Event Management Review	63	Yellow	Yellow	Red	Red	Red	Red	

Notes

*1 - Narrative to support metrics 42(a)-(e); not separately rated

*2 - Figures not available until July