



**GARDA
INSPECTORATE**

PROMOTING EXCELLENCE & ACCOUNTABILITY

Report of the Garda
Síochána Inspectorate



Review of Entry Routes to the Garda Síochána

Advice by the Garda Síochána Inspectorate

May 2018

The objective of the Garda Síochána Inspectorate is:

‘To ensure that the resources available to the Garda Síochána are used so as to achieve and maintain the highest levels of efficiency and effectiveness in its operation and administration, as measured by reference to the best standards of comparable police services.’

(s. 117 of the Garda Síochána Act 2005)

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Glossary

AGSI	Association of Garda Sergeants and Inspectors
BA	Bachelor of Arts
BAME	Black, Asian and Minority Ethnic
DPER	Department of Public Expenditure and Reform
ECTS	European Credit Transfer System
EEA	European Economic Area
EU	European Union
GRA	Garda Representative Association
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services
HR	Human Resources
IPLDP	Initial Police Learning and Development Programme
LGBT	Lesbian, Gay, Bisexual, Transgender
NCA	National Crime Agency
NPPF	National Police Promotion Framework
OSPRE	Objective Structured Performance Related Examination
PAS	Public Appointments Service
POST	Peace Officer Standards and Training
PRSA	Personal Retirement Savings Accounts
PRSB	Police Registration and Services Board
PSEU	Public Service Executive Union
PSNI	Police Service of Northern Ireland
RCMP	Royal Canadian Mounted Police

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Chapter 1 Introduction

1.1 The Remit

In October 2016, the Minister for Justice and Equality requested the Garda Síochána Inspectorate under section 117(2) of the Garda Síochána Act 2005 *‘to examine entry routes to An Garda Síochána for police officers from other police services and the opening up of promotion opportunities for Garda members to persons outside An Garda Síochána’*.

At present, entry to the sworn ranks of the Garda Síochána is almost exclusively at the garda rank as a trainee garda. The exceptions are the arrangements whereby members of certain ranks of the Police Service of Northern Ireland (PSNI) can compete for posts at superintendent, chief superintendent and assistant commissioner levels and the open public competitions for appointment to deputy commissioner and commissioner.

Part 1 of the terms of reference requests the Inspectorate to examine entry routes into the Garda Síochána for police officers from other police services at the garda rank.

The Inspectorate was asked to examine:

- Options for a fast track entry process (having regard to the practice/experience of other police services) including modified eligibility requirements and a modified training programme;
- How the recruitment process might operate;
- The potential benefits (including consideration of likely take-up rate) to be gained from creating a more attractive entry route for serving/former police officers from other police services versus the cost of recruitment/training etc.; and
- Any other relevant issues.

Part 2 of the terms of reference is about the opening up of appointment opportunities at the mid to higher ranks for persons outside the Garda Síochána. At present, promotion opportunities to the ranks of sergeant and inspector are closed to persons outside the Garda Síochána. On the other hand, the appointment competitions to superintendent, chief superintendent and assistant commissioner are open to equivalent members of the PSNI.

The Inspectorate was asked to:

- Assess international best practice in relation to recruitment to the mid to higher ranks in comparable police services;
- Assess the arrangements that allow PSNI members to participate in Garda Síochána promotion competitions and identify factors influencing their limited impact to date;
- Identify appropriate options for opening up opportunities for entry to some or all of these ranks to experienced police professionals or other persons with the required skill set;
- Consider how the recruitment processes might operate;
- Consider induction/training requirements; and
- Consider any other relevant issues.

The Inspectorate was also asked to take account of the Garda Síochána’s dual remit as a policing and security service and the importance of maintaining its operational capacity.

1.2 Background to the Remit – *Changing Policing in Ireland (2015) Report*

The Minister indicated to the Inspectorate that the background to the request was recommendation 4.8 of the Inspectorate’s report *Changing Policing in Ireland (2015)* which recommended that *‘the Garda Síochána considers establishing an entry and training scheme for officers from other police services, garda staff and reserves as full-time garda members’*.

To achieve this recommendation, the report said that it would be necessary to assess the benefits of appointing Irish nationals and other European Union (EU) Member State nationals serving in other police services that have standards similar to those of the Garda Síochána and to develop a suitable, abridged training course to take into account the skills of successful candidates.

The report also discussed the need for the Garda Síochána to implement recruitment policies and strategies to attract a more diverse applicant pool in terms of ethnicity, experience, thought and skills and to target highly skilled individuals to work in the organisation.

It pointed to opportunities to provide transfer opportunities at the highest ranks of the Garda Síochána. In most of the police services that the Inspectorate had engaged with, it was found that there was a much greater diversity, mix of skills and experience in senior management teams. This had advantages in terms of experience and learning compared with the situation in the Garda Síochána where all sworn members in the senior management team had joined as trainee gardaí.

The Minister said that *'there would be value in a broader examination of the possibilities for opening up entry routes to the Garda Síochána at all levels including fast track entry for policing professionals from other jurisdictions at the lower ranks and the targeted intake of experienced and skilled police officers at the senior ranks.'*

The Inspectorate has consulted with the Garda associations and understands that the topic of new entry routes is a sensitive one for serving Garda Síochána members of all ranks who will be concerned about any effect on career progression opportunities. Engagement with the associations will be essential in order to help create an environment that is conducive to supporting any new entry routes that are created following consideration of this report. The proposals that are outlined seek to provide the basis for a balanced approach and, if accepted, would form part of a holistic strategy relating to recruitment, talent management and appointments in the organisation. These are issues also referred to in *Changing Policing in Ireland*.

1.3 Creating New Entry Routes

There are a number of arguments supporting the creation of new entry routes into the Garda Síochána.

Expansion of the Garda Síochána

In the summer of 2016, the Government approved a Five Year Reform and High Level Workforce Plan for the Garda Síochána to support implementation of the recommendations for reform made in *Changing Policing in Ireland (2015)*. This plan is based on increasing the strength of the service from a total of 16,000 to 21,000 by 2021. This will comprise 15,000 sworn members, 4,000 civilian staff and 2,000 Reserve members. It is planned that 800 gardaí will be recruited annually from 2017. The permitted number of sergeants and inspectors will increase on a pro-rata basis over the same period.

This expansion of the Garda Síochána will create an opportunity to develop new approaches to recruitment and will happen at the same time as considerable numbers of members across all ranks will retire. Figure 1 shows details of compulsory retirements from the Garda Síochána in the period up to the end of 2021.

Figure 1 - Compulsory retirements from the Garda Síochána in the period up to the end of 2021

Rank	31/12/2017	31/12/2018	31/12/2019	31/12/2020	31/12/2021
Assistant Commissioner	2	0	1	1	1
Chief Superintendent	3	4	5	4	4
Superintendent	6	14	9	16	14
Inspector	6	11	5	13	9
Sergeant	18	27	37	51	59
Garda	26	47	60	90	80
Total	61	103	117	175	167

Source: Garda Síochána, 30 April 2017

The resulting loss of policing experience at the various levels will pose a challenge. Workforce planning, succession planning and talent management will be essential to address it, as previously recommended in *Changing Policing in Ireland* (2015).¹

In this context, the Inspectorate considers that having the capacity to recruit already trained and experienced police officers from other jurisdictions at various levels could be an important contributor to the maintenance of operational capacity and capability. It would help to diversify and open up the organisation and expedite cultural change by introducing new influences and experiences. Shorter induction training and the resulting ability to fill operational roles more quickly could be a significant benefit to meeting expansion targets. The Inspectorate includes re-entry of suitable former gardaí in this category, enabling the organisation to benefit from additional skills and experience which they may have acquired.

Civilianisation in the Garda Síochána

In approving the expansion of the organisation, the Government decided on the principle of “civilian by default”, according to which Garda staff are to be employed in all roles that do not expressly need sworn garda powers. Accelerating the pace of civilianisation towards a goal of 20% of the total strength is a key reform objective and contributor to operational capability.

In previous reports, the Inspectorate has emphasised the need to maximise the utilisation of appropriately qualified Garda staff in specialist roles that do not need sworn garda powers. Such roles need to be properly designed. While this review is concerned with entry routes to sworn roles, the Inspectorate emphasises that cultural acceptance by the Garda Síochána of the multitude of specialist skills that civilians can bring to modern policing and the range of tasks that they can perform needs to be advanced as part of the organisation’s HR strategy.

The Inspectorate believes that all posts that do not require the use of sworn powers should be filled by Garda staff.

Governance, Performance and Culture

Previous reports by the Inspectorate, public scrutiny of the Garda Síochána and the associated media reporting have highlighted significant concerns about governance, performance and culture in the Garda Síochána and point to an organisation in urgent need of transformational change. The independent Culture Audit of the Garda Síochána, published in May 2018, is an important step towards understanding and changing the culture of the organisation (Garda Síochána, 2018).

The modernisation agenda and organisational growth provide opportunities to expand the skills base and reshape the leadership profile of the Garda Síochána. The creation of new entry routes, including for police officers from other jurisdictions could enhance and diversify the skills and experience profile within the Garda Síochána in a constructive way.

The Policing Authority in its submission noted that recruitment, along with training, external challenge, exposure to other ideas, diversity of a workforce and transparency are among the tools which may be used to change and renew cultures.

In its 2016 report, Her Majesty’s Inspector of Constabulary pointed to the correlation between the best performing police services in England and Wales and openness of recruitment processes.²

Changing Employment Trends

The Inspectorate is mindful of changes in employment trends generally in wider society. International research suggests that nowadays people may no longer necessarily aspire to staying with one employer throughout their careers.³ This trend may present opportunities for the Garda Síochána to attract officers from other police services at various levels.

¹ Recommendations 3.11 and 4.3

² Now called Her Majesty’s Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS).

³ Deloitte University Press (2017) Deloitte Global Human Capital Trends. The length of the average career is increasing but the average tenure at a job is 4-5 years. Creating an environment that allows for learning, development and rotational assignments and “multi-tracked career pathing” will be important in the future.

1.4 Methodology

After reviewing the Minister's request, the Inspectorate agreed with the Department of Justice and Equality (hereafter referred to as the Department) that the best way forward was to provide advice to the Minister under section 117(2) (c) of the Garda Síochána Act 2005. This view was taken as the request made to the Inspectorate did not involve carrying out an inspection or review of an existing Garda Síochána practice.

Having examined the terms of reference, the Inspectorate informed the Department that the consideration of entry routes to the Garda Síochána provided an opportunity to address the implications for policing arising from the changing composition of society. It was agreed, therefore, that the question of enhancing diversity in the Garda workforce would be examined by the Inspectorate even though this is not specifically included in the terms of reference. This topic is examined in Chapter 2 while the need to increase the diversity of experience at all levels of the organisation is a theme running throughout the report.

In undertaking its work, the Inspectorate consulted with the Department, as well as the Department of Public Expenditure and Reform, the Public Appointments Service, the Garda Síochána, the Policing Authority, staff associations and unions. Some of those made written submissions. The views they presented have been taken into account and are summarised where appropriate in the report. The Inspectorate considers the views of stakeholders on the terms of reference as important to the development of options for new entry routes.

Desktop research was undertaken in regard to police recruitment and transfer practices at all levels internationally. This included police services in Europe, the UK and other common law jurisdictions, such as Canada, Australia, New Zealand and the USA. The Inspectorate met with the UK College of Policing and Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS). Teleconferences were held with Police Scotland, the PSNI and Victoria Police (Australia). The Netherlands Police was consulted by email. The Inspectorate is grateful to all those who provided assistance.

1.5 Structure of the Report

Chapters 3, 4, 5 and 6 review the issues raised by the terms of reference at the various Garda levels – each chapter considers bands of ranks that have largely similar functions. These are:

- > Garda;
- > Sergeant and inspector (mid-level leaders);
- > Superintendent and chief superintendent (senior-level leaders); and
- > Assistant commissioner (executive-level leaders).

The rationale for this breakdown is that at each of these levels, there are different risks, opportunities and inhibitors to opening up appointments beyond currently serving Garda Síochána members. In each chapter we look at existing policy for appointment within the Garda Síochána, compare that against international practice, consider the views of stakeholders, analyse the identified options and outline proposals for further consideration.

Supplementary information regarding recruitment and appointment practices internationally is set out in Appendices 1, 2 and 3 and relevant pensions information is outlined in Appendix 4.



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Chapter 2 Diversity

2.1 What Does Diversity Mean?

The concept of diversity embraces and values all aspects of difference. The word is often used in the context of difference, for example, in gender, ethnicity and social background. This has been the case in policing, with many international police services being challenged to increase the representativeness of women and members of black, Asian and minority ethnic (BAME) communities at all ranks.

2.2 Why is it Important?

Representativeness in police services goes to the heart of the historic principle of policing by consent. The public must have confidence in the police service if their consent is to be sustained. Creating a police service that reflects the composition of the communities it serves and that displays cultural competence in terms of awareness of diverse cultures is important to maintain and enhance its legitimacy. The fostering of a more inclusive and diverse service will bring benefits for the organisation in terms of cultural diversity and language skills, which in turn would yield benefits for service users and victims of crime.

The Irish Human Rights and Equality Commission Act 2014 now sets out a positive duty on public bodies, including the Garda Síochána, to have regard, in the performance of their functions, to the need to eliminate discrimination, promote equality and protect the human rights of staff and the persons to whom services are provided.

The Policing Authority's submission said that it is important that the Garda Síochána is representative of the communities it serves, noting that the existing "single front door" recruitment is unlikely to provide a diverse mix of recruits for a very long time. The Policing Authority recommends the development of a programme of positive action to actively encourage a more diverse applicant pool including, for example, more candidates from ethnic minorities, under-represented socio-economic groups and women.

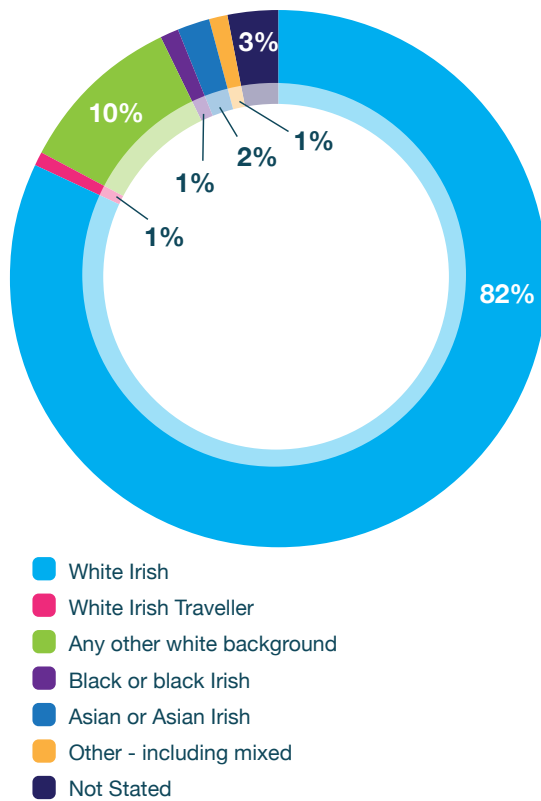
Such a programme would include targeted marketing, visiting schools and communities and auditing existing recruitment tools to ensure that there are no unintended or inappropriate barriers to entry. It could also include targeted "pre-joining" training or education opportunities for under-represented communities.

The Garda Representative Association (GRA) in its submission recognised the policing and societal benefits associated with improving diversity in the service and envisaged greater recruitment from non-Irish nationals who have made Ireland their home and from members of the LGBT (lesbian, gay, bisexual and transgender) community and traveller groups. The Association of Garda Sergeants and Inspectors (AGSI) suggested greater proactivity and outreach to diverse communities to raise awareness about recruitment.

2.3 Policing and Diversity

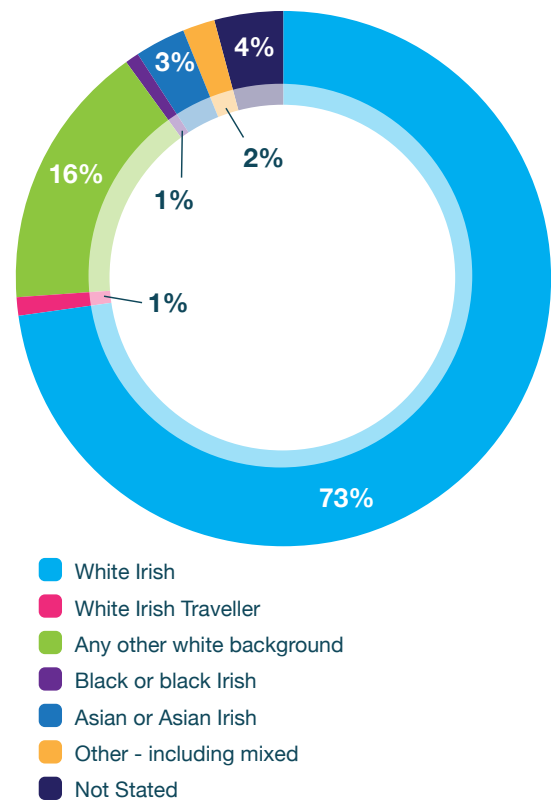
Ireland is becoming increasingly diverse, yet its police service does not reflect this diversity. In recent years, the percentage of female members has grown and currently stands at 26.5% of the total sworn strength. As part of this review, the Garda Síochána was asked to provide information on the level of ethnic diversity currently in the organisation, but was unable to do so. The Inspectorate was informed that the organisation does not record this information, as asking such questions may be viewed as discriminatory.

The 2016 census shows that the largest ethnic grouping in the population was 'White Irish' with 3,854,226 (82.2% of usual residents) and that 835,695 persons (17.8%) indicated that they had an ethnicity other than 'White Irish background'. Figure 2 provides a visual representation of different ethnicities in the 'usually resident' population category on Census Night.

Figure 2 - Ethnicity of Usually Resident Population -Census 2016

Source: Census data 2016

Figure 3 illustrates that there is greater ethnic diversity in the age ranges from which members of the Garda Síochána are recruited. In Census 2016, there were 909,980 persons in the 20 to 34 age category. Of this figure, 666,935 (73%) defined themselves as 'White Irish', while 209,927 (23%) were of other ethnic backgrounds and 33,118 (4%) did not state their ethnicity.

Figure 3 - Ethnicity amongst 20-34 year olds in Census 2016

Source: Census data 2016

The eligibility requirements to join the Garda Síochána are outlined in Chapter 3, with one of the main criteria being EU or European Economic Area (EEA) nationality. It is not possible to determine from census data exactly what proportion of the ethnic minority population would be eligible to apply to join the Garda Síochána. However, sizeable proportions of all ethnic groups are either Irish or EU citizens, indicating that there is potential to proactively seek to increase recruitment from these groups.

Policing such a diverse population requires an equally diverse police service and therefore attention needs to be focused on increasing gender and BAME diversity in all ranks and grades. In the Modernisation and Renewal Programme 2016–2021, the Garda Síochána recognised that '*a diverse and inclusive workforce provides the potential to better understand and serve our community*'. It noted the importance of creating a working environment that is open, inclusive and non-discriminatory.

It referred to the development that was underway of:

- A Diversity and Inclusion Strategy;
- Diversity networks in areas such as LGBT, gender and ethnicity to allow members and staff with common experiences and perspectives to share them and to provide feedback; and
- A Workplace Equality, Diversity and Inclusion proofing tool to ensure policies and practices comply with legislation.

The commitment by the Garda Síochána in its 2018 Policing Plan to develop a positive action plan to attract and recruit applicants from minority and diverse groups, including reviewing barriers or disincentives to entry, is welcome. So too is the commitment to further develop partnerships with minority and diverse groups to promote engagement.

In order to facilitate analysis of trends in the levels of diversity, the Inspectorate proposes that Garda members and staff should be asked to provide self-identified data on ethnic origin, having regard to data protection requirements. This would be done with a view to measuring trends in recruitment, appointment and retention of members and staff from under-represented groups. This is common practice in other police services.

2.4 Migrant Integration Strategy

In response to the challenge of promoting integration, especially in the context of a rapid change in the composition of the population, the Government published the Migrant Integration Strategy (Department of Justice and Equality, 2017). The strategy's vision is that *'migrants are facilitated to play a full role in Irish society, that integration is a core feature of Irish life and that Irish society and Irish institutions work together to promote integration'*. The strategy is based on the principle that successful integration is the responsibility of society as a whole. It seeks to encourage action by government, public bodies, service providers, business, non-governmental organisations and local communities.

The Public Service Reform Plan – Our Public Service 2020 (Department of Public Expenditure and Reform, 2017) – indicates that consideration will be given as to how the public service can support this strategy.

Action 44 of the Migrant Integration Strategy states that *'proactive outreach and support measures [should] be undertaken by all public sector employers to increase the number of persons from an immigrant background working at all levels in the civil service and the wider public service. There will be a particular focus on increasing the numbers of people from immigrant backgrounds working in front-line services. This work will have regard to public service employment principles of merit and transparency, and to restrictions regarding non-EEA nationals working in the Irish Public Service'*.

The Inspectorate notes that Action 45 of the strategy commits the Civil Service to putting in place *'arrangements to identify the number of civil servants from ethnic minorities with the aim of having 1% of the workforce from ethnic minorities'*. It commits to *'broaden outreach in schools and ethnic communities to raise awareness of career opportunities'* and there is an undertaking *'to review the composition of the applicant pool to understand where applicants to the civil service come from and develop targeted measures to encourage those areas of society that are not applying'*.

2.5 Promoting Diversity

In order to tackle the challenge of establishing a more representative workforce, the Inspectorate believes that current efforts to improve diversity, as reflected in the 2018 Policing Plan, need to continue and increase to show that the organisation values diversity and inclusion and that recruits from traditionally under-represented groups will be welcome. Efforts to engage with ethnic minority communities to build trust and relationships with them also need to continue, including the promotion of the Garda Síochána as a potential career.

Research by the College of Policing in England indicates that the success of targeted recruitment appears to depend on an organisation conveying to prospective applicants from under-represented groups that it values diversity.

The College identified a number of activities that may convey that diversity is valued. These include employing a female minority recruiter, publicising sponsorship of minority and women's causes, presenting inclusiveness policy statements and creating highly diverse advertisements.

In addition to using the usual channels for advertising positions in the Garda Síochána, consideration should be given to utilising a wider array of mechanisms and places, including community centres, ethnic and community newsletters and social media sites, as well as through contact with associations and organisations that serve ethnic communities. The Garda website could publish promotional information illustrating diversity in the organisation. For example, the Inspectorate has seen innovative recruitment videos developed by other police services which seek to present policing as a career that is attractive to people from all communities and genders.

The Inspectorate notes the work being done by the Garda National Diversity Bureau (formerly the Garda Racial Intercultural and Diversity Office), along with outreach work being conducted in divisions throughout the country to establish links with new and diverse communities. Structured community engagement by Garda members who understand the demographics of their areas and engage regularly with community groups, community representatives, faith leaders, schools and colleges, forms the basis upon which to promote the Garda Síochána as a viable place to work and an employer of choice. This is particularly important as some potential applicants may have come from countries where there is a level of mistrust or fear of police services.

Running or attending recruitment fairs would also create opportunities to showcase the career opportunities available in the Garda Síochána, with invitations being actively extended to under-represented groups. The Inspectorate is aware that Community Policing Units in some divisions already do this. Taster sessions which create opportunities to expose potential applicants to the breadth and the realities of policing are run by some police services.

Police Scotland informed the Inspectorate that it has a Positive Action Recruitment Team, which aims to increase the number of BAME officers employed in the organisation. Using their existing connections in the community, they encourage members of under-represented communities to attend a four-day Introduction to Policing programme. The programme includes information on fitness, vetting, the application process and a visit to the Scottish Police College. A recent programme resulted in 45 applications to join Police Scotland, of which 18 were successful. They provide workshops in places of worship and other venues in diverse communities and also provide briefing campaigns across the country with information about applying to join Police Scotland.

2.6 Structured Recruitment Strategies to Improve Representativeness

Targeted Recruitment

In England and Wales, a national programme – Police Now – has been established as a graduate leadership programme with the aim of bringing talented graduates into policing directly from university. It is not a fast track promotion programme. Once participants are confirmed in rank at the two-year point, they may choose to apply for promotion in the normal way. The programme is more fully described in Appendix 1.

The Police Now programme has a particular focus on developing the constable's leadership role in disadvantaged communities to tackle local crime problems in partnership with communities and other agencies. It has become a national brand and uses proactive and targeted approaches in universities and through social media to attract applicants.

As a result of proactive targeting, Police Now attracts a more diverse and representative pool of applicants than police recruitment generally and uses a rigorous selection process. In the 2015 pilot in the London Metropolitan Police Service, 67 recruits were successful from 1,248 applicants.

The scheme was expanded to six other services in 2016, when there was an intake of 112 graduates from 2,423 applicants. In 2017, the scheme was extended to 19 participating police services with a recruitment target of 250. Of the 2016 cohort, 54% are female and 20% are from black and ethnic minority backgrounds. The percentage of BAME applications increased by 34% over the first year.

A scheme such as Police Now, using targeted recruitment methods, has the potential to attract high calibre and diverse candidates who might not otherwise consider a career in policing. The methods used are innovative and the Inspectorate suggests that consideration be given to incorporating the targeted advertising and branding aspects of the Police Now programme into the Garda Síochána recruitment model with the aim of seeking to attract a broader and more diverse cohort of applicants to the organisation.

Targeted recruitment and other strategies to improve representativeness will need to be accompanied by appropriate human resources and retention and progression policies, diversity awareness and management training. Ongoing evaluation of progress will be necessary.

Volunteer Scheme and Cadets Schemes for Young People

Many police services in the UK offer young volunteer schemes or work experience for senior students to provide an insight into careers in policing, including front-line and support roles. These typically provide opportunities for young people to join the policing family and gain an insight into community policing. Programmes are designed to develop key life skills and help to prepare young people for their future careers, whether this is within the police service or another profession. At the end of the programme, participants may continue volunteering within the policing family. Although the schemes are not a recruitment tool, they do offer insights into policing that may spark interest in policing as a career.

The development of volunteer initiatives such as a cadet scheme in the Garda Síochána was recommended in the *Changing Policing in Ireland (2015)* report. Another possible approach would be an apprenticeship which could be linked with existing unemployment and back-to-work schemes.

The Garda Reserve

Information provided by the Garda Síochána shows that there is a range of different nationalities represented within the Garda Reserve. In the Inspectorate's view, the Reserve provides significant opportunities for increasing diversity in the organisation.

Firstly, the Garda Reserve provides an opportunity for people from all backgrounds, including minority or under-represented communities, to become involved in policing their community on a part-time voluntary basis. This exposure to policing, without sacrificing employment or education activities, enables people to gain experience of policing and contribute to society. Both the Garda Síochána and the wider community benefit from the skills, experiences and cultural awareness of these members. The Inspectorate, therefore, proposes that the recruitment campaigns for reserves include proactive marketing to under-represented groups.

Consideration could also be given to developing roles for people with specialist skills to provide niche support in areas such as cyber security. This is an approach recently taken by the UK's National Crime Agency (NCA), which has created NCA Specials who are industry professionals that assist with serious and organised crime. Recently, a City of London Police investigation into a £1.5Bn. fraud was assisted by the work of a special constable who was employed in the banking sector and who became one of the people leading the prosecution. The service is now actively seeking to enhance the recruitment of specials with skills that can assist policing.

Secondly, there is an opportunity to develop the Garda Reserve as a route into the regular service. Garda data shows that 6%⁴ of the Reserve are from 31 other countries. Developing this route could contribute to increasing representativeness.

Currently Reserve members qualifying as trainee gardaí are required to complete the full 32-week foundation training even though they are already trained in many areas.

The Garda College told the Inspectorate that it would not be possible to grant a recruit from the Reserve pathway any exemption to regular training as reserves do a very short training programme and perform a limited range of duties.

It is anticipated that the range of Reserve duties will be addressed in the strategic review of the Reserve currently underway. This could result in reserves performing a greater range of duties. Consideration could be given to taking their training and experience into account in abridged training if they are appointed to the regular service. As part of the review, consideration could also be given to marketing the Garda Reserve to under-represented groups to develop it as a pathway to policing.

2.7 Conclusion

The Inspectorate has outlined a number of approaches that the Garda Síochána could develop to increase diversity and to further enhance work already underway in this regard. Diversity brings benefits for police organisations as well as for communities and service users. It gives access to a wider talent pool and is likely to lead to greater cultural awareness and assist with community engagement and community cohesion. More generally, diverse teams are stronger and more successful when they accept and encourage differing perspectives.

In developing actions and processes to attract and retain people from diverse backgrounds with diverse skills and experiences, the Garda Síochána needs to ask for and listen to the views of the communities it wishes to attract into policing.

The experiences of serving members, reserves and staff from minority groups will be invaluable in designing recruitment tactics that are successful in attracting high quality applicants from under-represented groups.

Recruiting a more diverse workforce is only the first step; having an inclusive mindset, where difference is valued and people feel able to express their views and opinions, will help to ensure the Garda Síochána not only attracts and appoints, but also retains, a more representative workforce.

Proposal 1

That the Garda Síochána continue to advance its development of a comprehensive Diversity and Inclusion Strategy.

To achieve this, the Garda Síochána should consider:

- Collecting self-identified data on the ethnic origin of its members and staff, having regard to data protection requirements, with a view to measuring trends in recruitment, appointment and retention of members and staff from under-represented groups;
- Assessing the impact of HR and related actions already underway to develop cultural competency in the organisation and promote the values of diversity and inclusion; and
- Continuing to develop a working environment that is open, inclusive and non-discriminatory.

4 38 out of total Reserve strength of 603 as at 31 October 2017

Proposal 2

That recruitment approaches are developed that will encourage applications from minority and diverse groups.

To achieve this, the Garda Síochána should consider:

- › Utilising targeted approaches to market the Garda Síochána as a career, such as those used in the advertising and branding of Police Now;
- › Using recruitment fairs, taster sessions and volunteer schemes to attract applications from under-represented groups; and
- › Proactively marketing the Garda Reserve to under-represented groups to develop it as a pathway to policing.

Proposal 3

That the Garda Síochána, as part of the review of the Reserve, consider the development of a strategy that would enable people with high level skills to contribute to policing in specialist areas such as cyber security and the development of targeted approaches to attract them into the Reserve.

3

Chapter 3

Entry at Garda Rank

3.1 Introduction

The Inspectorate has been asked to examine options for a fast track entry process at the garda rank for police officers from other police services including modified eligibility requirements and a modified training programme.

In approaching this, the Inspectorate understands the term “fast track entry process” to entail:

- A recruitment process that is as efficient as possible, and
- A training process that has regard to previous policing experience and is geared towards imparting the skills and knowledge needed so that an experienced police officer from another jurisdiction can operate competently in the Garda Síochána.

Recruitment of experienced officers from other police services is often referred to as “lateral entry”. In the Report of the Independent Commission on Policing for Northern Ireland (the Patten Commission), it was recommended that *‘lateral entry of experienced police officers from other police services...should be actively encouraged’*. In the USA, lateral entry generally has a specific meaning and refers to the recruitment of police officers (but not ranking officers) who are currently employed as a police officer in another US police service. For the purposes of clarity and to avoid confusion, this report uses the term “experienced police officer entry” instead of “lateral entry”.

3.2 Current Entry Process – New Members

The eligibility criteria for admission as a trainee garda are set out in the Garda Síochána (Admissions and Appointments) Regulations 2013. In summary, these specify that an applicant:

- Be aged between 18 and 35 years;
- Be of good character;
- Pass a physical competency test;

- Be a national of an EU Member State, of an EEA State or the Swiss Confederation, or be a refugee under the Refugee Act, 1996;
- Has had a period of one year’s continuous residence in the State at application and during the eight years immediately preceding that period has had a total residence in the State amounting to four years; and
- Has passed the Leaving Certificate or equivalent and is proficient in two languages, one of which must be Irish or English.

The recruitment process is managed by the Public Appointments Service (PAS). It consists of a series of assessments, competitive interview, physical and medical tests and security checks. The initial stages of the selection process are conducted by PAS. Candidates who qualify through this process are sent forward to the Garda Commissioner for consideration in regard to medical, physical competency and security aspects. In *Changing Policing in Ireland (2015)*, the Inspectorate identified a number of issues around recruitment practices and the promotion of policing as a career. It included a recommendation to develop a strategic plan to ensure effective and efficient recruitment practices to attract a diverse range of high quality candidates.⁵

Successful candidates are offered a non-salaried training contract of 32 weeks with a training allowance (€184 per week). This covers the first phase of the trainee garda/probationer training programme (introduced in September 2014).

The Bachelor of Arts (BA) degree in Applied Policing is the foundation programme for garda trainees. It has three phases. The programme runs over 104 weeks and consists of:

- Phase I – a 32-week residential training course at the Garda College, followed by two weeks’ leave;
- Phase II – a 34-week programme in an operational unit working alongside a tutor garda; and

- Phase III – a 36-week programme in which the trainee garda is on independent patrol, essentially performing regular unit duties in a division.

Trainee gardaí are attested at the end of Phase I training. The attested garda is placed on the Garda pay scale and the two-year probation period starts at that time. Any who do not reach the standard required for progression into the next phase must repeat all or part of the training. Trainees who fail to meet the standard for progression, having been afforded the opportunity to repeat once during any of the modules/phases, are deemed unsuitable for a career in the Garda Síochána.

Successful completion of the programme results in the award of a BA (Level 7) in Applied Policing, which is accredited by the University of Limerick. In *Changing Policing in Ireland (2015)*, the Inspectorate recommended that the Garda Síochána conducts a review of Phase I training with a view to reducing the duration of the foundation programme.⁶ This would reduce the residential portion of the training, allowing trainees to get out on patrol sooner.

Under these arrangements, a qualified and experienced police officer from another jurisdiction applying to become a garda member must apply like every other candidate and satisfy all requirements. This includes completing the initial 32-week residential course before being placed on the minimum of the pay scale and then completing the two-year probation period.

3.3 International Practice Relating to Recruitment

The Inspectorate has examined international practices regarding recruitment, in particular as it relates to experienced police officers. To best outline the findings, the UK experience and that outside the UK are set out separately.

UK Practice – General Recruitment

There are 43 police services in England and Wales, each of which operates its own recruitment procedures, subject to national standards. Recruits are trained under the Initial Police Learning and Development Programme (IPLDP) which provides a standard across England and Wales, with some variations to take account of local police service needs.

The College of Policing, the regulatory body for policing standards, has been working with police services and higher education partners to develop new entry routes into policing and some police services will begin offering them from September 2018. This will involve phasing out the current IPLDP over a number of years. The new routes are:

- **Police Constable Degree Apprenticeship**, which is a professional degree-level apprenticeship. This enables new recruits to join the police service as an apprentice police constable and earn while they learn. During the three-year programme the apprentice will complete a degree in professional policing practice and will be assessed against national assessment criteria as an integral part of their degree apprenticeship;
- **Degree Holder Entry Programme**, which is aimed at degree holders in any subject area. This will be a two-year (minimum) practice-based programme enabling candidates to perform the role of a police constable. Successful completion results in the achievement of a graduate diploma in professional policing practice; and
- **A Pre-join Degree in Policing**, which involves completion of a three-year knowledge-based degree in professional policing prior to joining the police service. Becoming a special constable may be included as part of the programme. Candidates who are subsequently recruited will undertake practice-based training to develop specific skills and will be assessed against national assessment criteria in order to demonstrate operational competence.

The development of these entry routes is linked with the development of the Policing Education Qualifications Framework, referred to later in this chapter.

UK Practice – Experienced Officer Recruitment

While there are variations between police services in terms of size, policing challenges and distribution across urban and rural areas, the common standards and legislation facilitates mobility between police services. These are referred to as transfers. No UK police service operates an experienced officer entry process for officers serving outside the UK.

The College of Policing and individual police services regularly advertise details of policing vacancies and opportunities for transferees on their website. These include various opportunities for police constables and detective constables, posts in specialist roles, for example, in Child and Adult Protection Teams, and posts up to chief superintendent level. The College's Leadership Review – Recommendations for delivering leadership at all levels (2015) also pointed to how entry routes and talent programmes can support the development of a critical mass in police leadership with a diversity of backgrounds, experience, thinking and perspectives which together can have a major impact on positive cultural change.

To be eligible to transfer to another England and Wales police service as a constable, applicants must be serving within a Home Office police service or have so served within the last five years and have a satisfactory record generally.⁷ However, the London Metropolitan Police Service now accepts transfer applications from officers in non-Home Office services (e.g. the PSNI, Police Scotland).

Successful applicants are given generic induction and familiarisation training. This varies and in the case of Lincolnshire Police, for example, lasts seven days.

Police Scotland recruits officers who want to transfer to Scotland from other parts of the UK. The process is not specifically advertised and is always open. Applicants must have five years' service, meet all necessary standards and pass an interview. The application form seeks evidence of transferrable skills. Because there are significant differences in laws, processes and procedures compared with other parts of the UK, successful applicants undertake a three-week conversion course. The training is generic as the selection process screens for recruits who are qualified for appointment. No probation period applies to such transfers. Between 30 and 40 officers transfer to Police Scotland each year through this route. These include a small number of ranking officers (sergeant or inspector). There are two intakes per year, in March and September. Specialist police training recognised under national policing qualifications, such as public order and firearms training, can be carried forward into Police Scotland.

In Northern Ireland, transfers into the PSNI from other UK police services have been facilitated through a formal transferee process but there is no recruitment at present. The last process was in 2013 when 27 appointments were made following 58 applications. Applications were open to constables, detective constables, sergeants and detective sergeants but appointment was to the rank of constable. Candidates had to be substantive in rank, attached to a Home Office police service, have a satisfactory sickness record, pass a medical assessment, a substance misuse test and an interview. Training, which for new recruits is over a two-year period, was condensed to eight weeks and there was no probationary period.

Practice in Other Jurisdictions

European police services reviewed by the Inspectorate do not run experienced police officer entry programmes into their police services from other jurisdictions.⁸ All of these countries have strict language requirements and some restrict police posts to nationals of the particular country.

⁷ A Home Office police service is any one of the 43 police services in England and Wales.

⁸ As determined in a review of the police websites of the police services in France, Germany, Austria, Belgium, Netherlands, Spain, Sweden, Norway, Denmark, and Finland.

In the USA, Canada and Australia, which have multiple police services, a multitude of policies apply (see Appendix 2 for full details). However, an important theme is that intra-jurisdictional transfers/recruitment are more frequent than inter-jurisdictional ones. The former draw heavily on common standards and training from accredited services and abridged training is common.

Accredited experience often can allow for entry at a pay level comparable to an officer's previous posting. The Inspectorate found that the USA makes use of state approved selection and training standards and that Australia is the best example of inter-jurisdictional recruitment of experienced officers with policing experience in Australia, New Zealand or the UK recognised.

In Australia, there is no country-wide experienced police officer entry process and police officers wishing to join another police service must apply to that police service and have prior policing experience assessed. Victoria Police, for example, in its Prior Policing Programme, recognises prior policing service only in the case of those who have served as an operational police officer in Australia, New Zealand or the UK. Each application is assessed individually. Applicants may be required to undertake a skills gap analysis to assess how much their knowledge deviates from current Victorian law and Victoria Police policy and operational procedures. The skills gap analysis takes into consideration educational qualifications, the amount and quality of policing service and how up to date it is. The Inspectorate was told that between 10 and 20% of applicants are successful.

Suitable recruits undertake an individualised abridged training programme, consisting of only their identified mandatory training sessions and they are then fast tracked by attending sessions with more senior training groups. The length of this training depends on the assessment and performance in training but will be between eight weeks and 24 weeks, compared with the normal recruit training of 31 weeks. There is no generic abridged training programme as Victoria Police has moved away from a "one size fits all" abridged programme to individualised training programmes.

However, recruits undertake all foundation training assessments, which ensures that they leave training holding all competency expectations of a general duties constable who has completed the full training programme. The Inspectorate was informed that many of these recruits achieve acting sergeant positions relatively quickly after recruitment.

Western Australia Police has run international recruitment campaigns for "transitional police officers", the most recent in 2012. It is the only policing service in Australia to explicitly recognise policing experience from Ireland as "compatible". Successful applicants were nominated by Western Australia Police for a permanent residency visa. This is no longer done but applicants from the UK and Ireland can still apply at any time if they are Australian or New Zealand citizens or permanent residents of Australia. Previous policing service was recognised for pay purposes. A tax offset was available for relocation expenses

Applicants to Western Australia Police must have three years "compatible policing experience" and have finished probation. Previous service must have occurred within the previous 18 months for it to be recognised. The three-year minimum service requirement was a condition of the agreement with the immigration authorities, but in practice, the police service sought officers with more experience who would be ready for operational roles. Applicants for transitional police officer are tested over a five-day period. If their prior learning and experience is considered appropriate, shortened training of 13 weeks, compared with the normal 28 weeks, is offered. This covers police systems, policies and equipment and familiarisation with legislation.

The Inspectorate is aware that a significant number of former gardaí joined Western Australia Police in the last decade, along with colleagues from the PSNI and other UK police services, and some have achieved promotion. One such officer told the Inspectorate that in recognising the skill sets of officers from all UK services, Ireland, New Zealand and South Africa, this service has become more diverse and this has been key to its modernisation in an environment where fresh ideas on policing are openly encouraged.

New Zealand Police last recruited from abroad in 2008. It provided an eight-week course instead of the usual 16 weeks. Under its current recruitment processes, overseas police officers must be New Zealand or Australian citizens or hold New Zealand residency. They must pass the normal recruiting process and undergo full training.

3.4 Stakeholder Engagement

Views of the Policing Authority

In its submission to the Inspectorate, the Policing Authority said that the current arrangements for recruitment of gardaí are inappropriate for the needs of the modern Garda Síochána organisation and are not suitable for attracting the widest possible range of experience and talent. It noted that, in common with other policing services, the traditional entry route at trainee garda level and the traditional internal career path will continue to be appropriate for a large proportion of sworn members. However, for a number of reasons including culture change, openness to a broad range of skills and experience, diversity and agility, the Policing Authority was of the view that there is significant merit in broadening the range of entry routes to the garda ranks. In this regard, the Policing Authority emphasised that reform of entry routes to the garda ranks was not an end in itself. It recommended that a number of different options be examined, implemented and evaluated, emphasising that this should complement the Government policy of “civilian by default” referred to earlier.

Views of Garda Associations

The GRA indicated that it saw some merit in providing a condensed training course for entry to garda rank. It pointed to those who have served in police services that fully subscribe to “Peelian Principles”⁹ of policing and Commissioner Michael Staines’ declaration that *‘the Garda Síochána will succeed not by force of arms or numbers, but on their moral authority as servants of the people’*. It also emphasised that there could be no automatic right to “leapfrog” other candidates.

The AGSI indicated that there is a high interest in taking up garda trainee positions from across all social, geographic and demographic groups. Additionally, AGSI does not see a skills deficit in the front-line operational units or in specialist or investigation units/sections. It therefore does not believe that the Garda Síochána needs to seek to recruit experienced police officers from abroad. If it becomes policy to recruit in this manner, AGSI said that recruits with previous policing experience should complete the normal recruit training and probationary periods and should not be considered for specialist duties for which they may be qualified until completing three years of regular policing duties. Additionally, it emphasised that, if officers from abroad who have specialist skills are assigned, there must be a process for skills transfer to existing Garda Síochána personnel.

Both the GRA and AGSI expressed concerns about the impact of alternative entry routes on their membership, in particular opportunities for development or specialist posts. They suggested reciprocal arrangements with any other service from which the Garda Síochána would draw applicants and this was also referred to by the Association of Garda Superintendents in their submission.

3.5 Case for Experienced Police Officers

The Inspectorate has found limited but germane examples internationally of the recruitment of experienced police officers from other jurisdictions.

As discussed earlier, police services in Australia recruit officers with prior policing experience from other Australian States and New Zealand and give abridged training. They also generally recognise policing experience from the UK, subject to citizenship and residency conditions. Shortened courses have also been provided by Police Scotland and the PSNI to officers from other UK police services.

9 Peelian principles summarise the ideas that Sir Robert Peel developed around ethical policing and policing by consent of the people.

This demonstrates that the generic skills of police officers can be transferable, subject to supports in respect of knowledge, policies and practices. In this context, many common law jurisdictions have broadly similar standards in many policing functions.

The potential benefits of opening up recruitment to garda rank to experienced officers are:

- They would come from a diversity of police backgrounds which would introduce fresh thinking, perspectives, ideas, policing knowledge and approaches into the organisation. This would assist the opening up of the organisation's culture;
- They would not need to undertake the full garda training programme. This would speed up the intake of new members and reduce training time, thereby improving agility of recruitment and assisting the Garda Síochána to meet the recruitment targets set by Government in the period to 2021;
- They may have specialist policing skills which are increasingly in demand in a modern police service (e.g. public order, firearms, drugs investigation, child protection, cyber crime); and
- It is inefficient that applicants to the Garda Síochána who are already qualified and experienced police officers, with track records and skills that would be of benefit to the organisation, are required to complete the full training programme on the same basis as a recruit with no prior experience.

There are many Irish nationals serving in other police services who emigrated in the last ten years or so. Enabling them to be eligible to join the Garda Síochána with modified entry arrangements and a shorter, tailored training programme would be of benefit, not just to the Garda Síochána organisation and policing, but also to the community in general. For example, the Inspectorate met an officer working in another police service with family ties in the jurisdiction who has transferrable skills that would be in demand in the Garda Síochána.

As he is over the age limit for traditional entry, he cannot apply in the normal way and, even then, it makes no sense that he should have to undertake the 32-week residential training, the full 72-week on-the-job training and the probationary period.

3.6 Eligibility Issues Relating to Recruitment of Experienced Officers from Other Jurisdictions

For an experienced officer recruitment scheme to be effective, efficient and viable, a number of issues relating to eligibility need to be considered to maximise the potential of the scheme to attract high quality candidates, and ensure those selected enhance Garda Síochána capability upon appointment. These are:

Nationality and Residence

To attract as diverse a pool of candidates as possible, the Inspectorate considers that experienced police officers, irrespective of nationality, who meet Garda standards, should be eligible to apply to the Garda Síochána. Such individuals should be viewed as skilled professionals who can add to the capability and capacity of Irish policing.

At present, applicants for admission as a trainee garda must be nationals of an EU Member State, an EEA Member State, Switzerland or alternatively be legally resident in the State for a specified period. The Inspectorate considers that experienced officers working in policing organisations outside of the EEA, in, for example, the USA, Canada, Australia and New Zealand could be suitable applicants.

For the Garda Síochána to get the most benefit from this kind of recruitment, it would be important that as few limitations as possible are placed on nationality and residence so that all such potential candidates who could contribute relevant experience would have access. Rather than nationality, the key issue should be the quality of the candidates' policing knowledge, experience and skills as assessed against Garda requirements. How the application and recruitment process could be designed is discussed below.

In proposing recruitment of experienced police officers from other jurisdictions including from outside the EEA, the Inspectorate understands that this would require amendment of the statutory work permit scheme, which currently only allows for a permit to be granted if the applicant can provide a service or skill not available in the State. The Inspectorate considers that this is justified on the grounds of the experience profile required.

Age and Experience

The Inspectorate considers that officers of the calibre and experience that the Garda Síochána would be seeking to attract are likely to be close to or exceed the age of 35 years which is the current maximum age for recruitment at garda rank. However, in order to attract experienced candidates, the upper age limit of 35 years would need to be modified to take account of the number of years of confirmed service in another policing organisation. It is suggested that such officers should be required to pass a fitness test. This approach would be essential to enhance take-up rate of a scheme.

The Inspectorate considers that experienced officers should have a minimum of three years' confirmed service following training in order for the Garda Síochána to realise sufficient benefit in terms of knowledge and experience transfer.

While the general question of age limits is outside the terms of reference, it is considered that there may be merit in reviewing the current maximum age limit of 35 years for normal entry into the Garda Síochána in order to maximise recruitment opportunities and diversity. A revision of the age limit could also encourage people with a variety of backgrounds and managerial and leadership experience to consider a career change to policing.

The Requirement to Study Irish and Language Requirements Generally

The Garda College pointed out that Irish is taught as part of the foundation training course to enable gardaí to conduct business in Irish and that this might present a practical challenge for transfer entry.

While it is a constitutional right for citizens to conduct their business in Irish, the Garda Síochána Irish language scheme¹⁰ makes provision for the manner in which this service is to be delivered. In particular, it is to be provided through '*a panel of proficient speakers in each Garda Division*'. The Garda Síochána Act 2005 (section 33(2)) also provides that the Garda Commissioner shall '*to the extent practicable, ensure that members of the Garda Síochána in a district that includes a Gaeltacht area are sufficiently competent in the Irish language to enable them to use it with facility in carrying out their duties*'.

The Inspectorate considers that an experienced officer entry scheme from other jurisdictions would not compromise the operation of these panels as the numbers of gardaí involved are small compared to the overall member cohort. Experienced officers who are recruited should be exempted from the requirement to learn Irish to lessen recruitment barriers. It is understood that such a waiver is already in place for members who join from the PSNI under the promotion arrangements referred to later. Sections 9 and 10 of the Garda Síochána Act 2005, which set out the parameters for appointment of the Garda Commissioner and Deputy Commissioner, also make no reference to a requirement in relation to the Irish language.

In order to attract the most diverse pool of candidates, the Inspectorate considers that the language requirement for experienced police officers from other police services should be modified to require proficiency in English only. Knowledge of other languages would, of course, be an advantage.

Assessing Knowledge/Understanding of Current Irish Policing-Related Law and Practice

The Inspectorate considers that the single biggest practical challenge in devising an entry scheme for experienced police officers will be around the differences in law, policies and practices as they relate to policing in different jurisdictions. However, while Irish law and procedures are different to those in neighbouring jurisdictions

10 An Garda Síochána Official Languages Act 2003 Language Scheme 2016–2019

and other common law countries, police officers who have worked in both the Garda Síochána and other common law police services have confirmed the Inspectorate's view that there is a lot of commonality. The vital learning for new recruits will be to understand the key differences and to know how and when to apply the provisions that exist in Irish law. They will also, of course, have to gain an understanding of life in Ireland, in general.

The Inspectorate considers that the material on law, policies and practices in relation to the Garda Síochána, which is currently delivered to recruits in the College, could be developed, quickly and at little cost, into a "pre-read" which could be made available to experienced officers applying for entry. A broadly similar approach is taken by Police Now, the graduate entry programme in England and Wales (referred to in Chapter 2 and Appendix 1), which tests recruits on the pre-read material on the first day of training. The PSNI also gave transferees pre-read material to study before attending its transferee training programme.

The Inspectorate proposes that a test – which could be called the Experienced Police Officers Knowledge Test – could be developed. A Qualified Lawyers Transfer Test is administered by the Law Society and is a conversion test that assesses the fitness of lawyers who are qualified overseas to practise as solicitors in this jurisdiction. The Law Society website provides direction to required knowledge, showing past exams and gives a reading list.

Through a police knowledge test, a police officer from another jurisdiction would be assessed on their knowledge of Irish policing law, practice and application at the end of training and before appointment is confirmed. Information and references could be posted on the Garda Síochána website as a guide to interested applicants.

3.7 The Recruitment Process

The Inspectorate envisages a recruitment process led by the PAS in active partnership with the Garda Síochána. Overall, it would need to be as attractive and as easy to navigate as possible to encourage people to consider it.

Proactive recruitment strategies and human resource information and support would need to be put in place to encourage applications from experienced officers in other jurisdictions and assist them in the joining and induction process, if appointed.

The Inspectorate considers that a special stream for experienced police officers recruitment could be created as part of the general Garda Síochána recruitment process.

A relatively speedy process to validate prior experience and to carry out an initial evaluation of skills and competencies would be key to the success of attracting experienced police officers from abroad. Candidates should be required to set out details and evidence of performance in another police service, evidence of police training and confirmation that they are clear of any disciplinary issues that may impact on their appointment. A process could broadly consist of:

- A competency-based application form enabling candidates to outline details of their experience and skills, with examples of where they have demonstrated policing competencies as well as evidence of experience, training and discipline record;
- Shortlisting of candidates, evaluation of competencies and values;
- An interview (video-conference could be utilised) and any related assessments necessary; and
- Vetting, medical examination and fitness test.

3.8 Creating Abridged Training

The University of Limerick accredits the recruit foundation course as a BA in Applied Policing at Level 7 on the National Qualifications system. The Inspectorate discussed separately with representatives of the University and the Garda College whether there were approaches which could be developed to recognise the relevant prior learning and experience held by already qualified police officers in other jurisdictions and thus shorten the initial training requirement.

The University and Garda College representatives explained that the Level 7 programme is based on problem-based learning, whereby students are presented with policing scenarios which they have to negotiate using the knowledge and learning obtained on the various modules. It is qualitatively different from other criminal justice or law programmes as it deals with the practical dimensions of a scenario and not just the academic, legal and theoretical aspects.

The Garda College representative said that the degree is the professional standard for entry to the organisation. While they had no difficulty in principle with qualified officers joining from other jurisdictions, it was their view that new recruits should complete the full degree and training programme because of the differences in policing, legal practice and constitutional law between Ireland and other countries. The Inspectorate was told that the teaching is not “siloe” into separate subject areas and is based on applying a decision-making model. The residential aspect is seen as an essential part of the training and giving credit for prior academic learning or policing experience would segregate the learning.

There were also reservations as to whether officers with police experience could be exempted from the on-the-job phases of the training. It was said that this is integral to the foundation programme and, if exempted, experienced officer recruits would not be completing the BA.

The Inspectorate notes that many universities have a policy on prior learning which takes account of both academic and experiential learning and the Inspectorate considers that the Garda College should adopt a similar approach. The approach taken in Victoria, Australia is a good model. This is outlined in Appendix 2. There, the basic abridged training covers all the competency expectations of a general duties constable who has completed the full training programme with individual training requirements assessed in the light of experience, qualifications, a skills gap analysis and performance in training.

A system to recognise prior learning is being developed in England and Wales by the College of Policing as part of the Policing Education Qualifications Framework, which has been developed as a standardised national framework that sets minimum education qualification levels by level of policing practice or rank. This will enable police officers and staff to achieve recognition for their experience and prior learning and secure education qualifications which acknowledge the skills and professionalism required to do their job (College of Policing, undated).

In the Netherlands, the police qualifications structure is integrated with the National Qualifications Framework and allows for recognition of prior learning and exemptions from courses as appropriate (Ministry of the Interior and Kingdom Relations, 2009).

University of Limerick representatives pointed out to the Inspectorate that the BA in Applied Policing is part of the European Credit Transfer and Accumulation System (ECTS). The ECTS recognises academic qualifications from other countries and is designed to be flexible. This would enable relevant prior skills, experience and learning to be assessed and, if of appropriate standard, to be taken into account in determining requirements for the degree. It should, therefore, be possible to develop a structured process for the granting of exemptions from foundation training modules on an individual basis while still enabling new gardaí to qualify for the BA in Applied Policing.

In the Inspectorate’s view, the abridged training required by an experienced officer should be determined by a training needs assessment according to the principle “does the member actually require this?”. Passing the Experienced Police Officers Knowledge Test, referred to earlier, and any other required assessments would be necessary to graduate from training and be appointed.

Recognition of practical policing experience under such a system would benefit serving gardaí who joined prior to the BA in Applied Policing being awarded as it would create a system to recognise their practical experience.

It could also introduce the potential to develop pre-join courses in conjunction with educational establishments as a further means of diversifying recruitment and to develop training on a modular basis. In this regard, the English Policing Education Qualifications Framework model could be a guide.

3.9 Probation and Appointment

The normal probation period for a recruit garda is two years. In the normal course, a probation period is important to allow for evaluation of a new recruit's suitability for a position. However, in the case of officers whose prior policing experience has been validated, it is considered that a probation period could be a potential deterrent to such applicants. Accordingly, the Inspectorate considers that experienced police officers should not be required to serve a probationary period and should be enrolled as a member from day one. Appointment would be confirmed on satisfactory completion of the abridged training and the Experienced Police Officers Knowledge Test which should be done as soon as practicable. This would enhance the attractiveness of the offer to candidates.

Accredited police service experience should be reflected in entry onto an appropriate point of the Garda Síochána pay scale and take account of the number of years' confirmed satisfactory policing service. This would apply from enrolment.

3.10 Costs of Recruitment/ Training

The cost of recruiting serving or former officers from abroad is likely to be higher than recruiting locally. The main cost will be in relation to marketing and advertising abroad. Video conferencing could be used in the interview process. Pay costs will be higher as it is proposed that these recruits would go on to a higher point of the pay scale, given their experience. However, this must be offset against the benefit of employing already trained officers, which is more efficient than training new recruits.

The Garda College informed the Inspectorate that the approximate cost of Phase 1 of the foundation training course for trainee gardaí for 2018 (based on a projected recruitment of 800 trainees) is €24,223 per garda trainee. This includes College salaries and tuition costs as well as the cost of garda training allowances. When the latter are excluded, the actual cost of training a recruit in Phase 1 is €17,047. It is clear that much shorter, abridged training would result in significant savings in training costs (but it is recognised that the payment of a salary to the experienced officer instead of a training allowance would be an additional cost). The potential for shorter training is illustrated by the three weeks' training given by Police Scotland to transferees.

There would be some start-up costs in devising an abridged programme. It is not possible for the Inspectorate to estimate the cost. However, the material is already available for the existing foundation programme so the cost is anticipated to be marginal.

The Inspectorate considers that the costs of participating in the selection process should be borne by the individual. However, to assist the transition to living and working in Ireland, the Inspectorate considers that an allowance for experienced officers recruited from abroad could be paid for a limited period along the lines of the lodging allowance payable to garda members transferring to other posts. Such assistance would be important in order to optimise take-up of the scheme. As indicated in Appendix 2, such incentives were provided by Western Australia Police in its international recruitment campaign.

3.11 Take-up of Experienced Officer Recruitment Scheme

It is very difficult to assess the likely take-up of a scheme with any real accuracy. Targeted and professional marketing of the scheme through police journals, as well as social media channels, would be essential.

The take-up rate will be influenced by the levels of support provided to individuals in the recruitment process and the ready provision of information on taxation, pensions, public services etc., as well as assistance with relocation.

Victoria Police informed the Inspectorate that an average of about 100 applicants from other Australian States, the UK and New Zealand apply for its Prior Policing Programme per year. The attrition rate is fairly constant with between 10 and 20% being inducted. Contributory factors to the attrition rate are inability or failure to complete assessments, failure to meet eligibility or other requirements and withdrawal due to change of circumstances or personal reasons. This experience indicates the challenges involved in designing, developing and operating an entry route for experienced police officers from abroad.

3.12 Potential Impediments

Pension Issues

Pensions are a complex subject and it is beyond the scope of this review to assess the extent to which pension rights, already accrued by a police officer in a different jurisdiction, may affect the attractiveness of a position in the Garda Síochána. The Inspectorate recognises that a decision to consider relocating will vary from individual to individual depending on personal circumstances, length of service and age and that people would make such choices based on a number of personal and professional factors which may involve “trade offs”. It also recognises that pension rights accumulated in another jurisdiction may leave a potential candidate feeling “locked into” their pension scheme and unwilling to move. The jurisdictions where experienced police officer recruitment takes place or has taken place did not make any provision regarding portability of pension rights.

Information on Garda pension arrangements is set out in Appendix 4. The scheme in operation for new members recruited since 2013 is the Single Public Service Scheme, which calculates pension

based on career average earnings rather than on final salary as was the case in previous schemes. There is no maximum length of service for benefit accrual purposes within this scheme and every year worked counts for pension. The Inspectorate considers that this factor may be advantageous in terms of seeking to attract experienced officers, as is the fact that in the UK, police pensions have broadly moved in a similar direction as in Ireland away from final salary schemes.¹¹ It is understood that UK-based officers on the current scheme are less likely to see themselves as locked into their pension scheme, compared with officers on a final salary scheme.

The Inspectorate envisages two broad categories of individuals who may be interested in a position in the Garda Síochána. These are:

1. Officers with up to ten years’ experience who may be interested in relocating or coming to Ireland for personal reasons; and
2. Experienced officers nearing the end of their service, or who have retired, and who are interested in a new challenge – possibly combined with personal reasons for wanting to come to Ireland.

In order to enhance the attractiveness of a programme of experienced officer entry, the Inspectorate considers that options around optimising pensionable possibilities, including PRSA Superannuation, could be explored. DPER has indicated that this is not necessarily straightforward and would need to be assessed. In the marketing of a scheme, it will be important to provide clear information on Garda pensions to candidates.

Access to Promotion

It is anticipated that some potential candidates for this programme may hold a supervisory rank, similar to sergeant, in another police service. While options around entry routes at mid-level are outlined in Chapter 4, the Inspectorate considers that entry at the garda level by an experienced police officer should not take into account previous rank.

¹¹ The 1987 scheme was based on 30 years’ service and the 2006 scheme on 35 years’ service. The latest 2015 scheme is a career average scheme. Subject to retirement at age 60, there is no limit to pensionable service and members can continue to build their pension up to retirement age.

However, in order to enhance the attractiveness of the position, an experienced officer could be deemed to be eligible to compete for promotion after 12 months' satisfactory service in the Garda Síochána.

3.13 Re-employment of Former Garda Members

Current Situation

The 2013 Admissions and Appointments Regulations provide limited exceptions to the normal admissions process, which mean that there is a precedent for alternative entry routes to policing in Ireland. Re-entry allows officers to leave the Garda Síochána to gain new skills and experience and then to rejoin at the same rank and to utilise those skills. The career break scheme is one means to facilitate this, but it is understood that career breaks have been refused by the Garda Síochána in cases where it was the applicant's intention to join another police service.

Regulation 9 provides for appointment on the authority of the Government in the public interest while Regulation 11 (formerly Regulation 14 of the 1988 Appointment Regulations) allows the commissioner, with the consent of the Minister, to appoint and enrol a person with special aptitudes, knowledge, skills or technical qualifications. This regulation has recently been used to hold a competition for appointment of three armourers and has been used to recruit members for the Garda Band.

Regulation 10 allows the commissioner, with the consent of the Minister, to appoint and enrol a former member. The Inspectorate understands that 27 former members sought enrolment under this Regulation between 2013 and 2017. Six were successful (one of whom subsequently withdrew), one application is ongoing and 20 were refused. All successful applicants were enrolled in their former rank. This includes a sergeant and an inspector.

The Department informed the Inspectorate that the criteria used by the commissioner to decide on an application were agreed with the Department in 1980 and are being reviewed.

They also said that applications were considered with reference to:

- Whether the applicant had new qualifications, training, or experience;
- Whether the application was within five years of resignation; and
- Recommendations from the former member's local line management and sickness, complaints and discipline records.

Officers rejoining undergo a pre-employment medical but are not required to complete induction training or to complete the probation period again.

International Practice Relating to Re-entry in Other Police Services

Many firms in the private sector now seek to cultivate the re-employment of capable former staff. Advantages include fast recruitment, known skills, reduced need for training and understanding of the organisation combined with fresh perspective.

In England and Wales, regulations were amended in 2013 to allow officers to return to the police service at the rank they last held, within a five-year limit. This can be extended by the relevant chief officer in exceptional circumstances. The College of Policing's Leadership Review, referred to earlier, recommended that:

- Officers at any rank should be able to re-enter at a higher rank if they can demonstrate the appropriate skills, competence and values; and
- The time limit for return to the profession should be extended beyond the five-year limit depending on the relevance and applicability of the applicant's external experience.

Police Scotland facilitates re-entry by former officers who are subject to individual assessment prior to appointment. Training requirements are assessed on an individual basis and depend on factors such as length of previous service, experience etc. If probation was previously completed, there is no requirement for the probationary period to be repeated.

Its ten year strategy to 2026 notes that in the future *‘Individuals will desire a more flexible working environment, which supports multiple routes into the service and often shorter term and more varied career secondments to increase experience, and options to re-enter with additional skills and experience’* (Police Scotland and Scottish Policing Authority, 2017).

Most Australian police services provide for the recruitment of returning officers with shortened training alongside the schemes for experienced officer recruitment described in the previous section. The Victoria Police Blue Paper: A Vision for Victoria Police in 2025 (2014) identified police career mobility, including re-entry of former members, as a means to strengthen both individual and organisational capability. Former officers in that state must be registered with the Police Registration and Services Board (PRSB), which was established in 2014 to facilitate police career mobility into and out of Victoria Police. It provides a pathway for former police officers to return to Victoria Police at or above the rank they last attained.

The PRSB is independent and assesses an applicant’s capability, experience (policing and otherwise) and any relevant qualifications for the rank for which registration is sought (including a higher rank than previously held) against a self-assessed rank capability profile. Once on the register applicants are eligible to apply for re-employment, subject to checks and a competitive application process for advertised posts.

A report published by the PRSB in July 2017 notes that *‘re-hiring is a form of targeted recruitment, which has been shown to be highly successful because former employees have a more accurate understanding of job duties, supervisory styles, work schedules, co-worker relationships and organisational values’* (PRSB, 2017). It was seen as an opportunity to bring in desired and in-demand capabilities and qualities. In addition to registration, the PRSB is responsible for advising about education and practice standards and continuing professional development.

In the USA, a challenging employment market has led policing agencies to engage with those leaving to encourage them to think about re-entering policing at a future point in their careers (Orrick, 2007).

Overall, the Inspectorate has found that, internationally, the provision of opportunities for former officers to rejoin is more common than recruitment of experienced officers from other police services.

Proposed Approach

The Inspectorate considers that the current Regulation 10 governing re-entry lacks transparency. The Department has indicated that it is considering a process which would involve consideration by the commissioner of the following matters:

- The former member’s file in relation to sick leave, reason for resignation, discipline (if applicable), complaints (if applicable) and bullying and harassment (if applicable);
- Recommendations from the former member’s local line management as to their previous standards and their suitability for reappointment;
- Any newly acquired skills, experience or qualifications that could benefit the Garda Síochána upon the individual’s reappointment;
- The length of the period of absence from the Garda Síochána and any associated training needs to ensure the former member is fully competent and available to undertake, and fully capable of undertaking, the duties of his or her position as a member of the Garda Síochána;
- The age and physical fitness of the former member; and
- Any other factors, which the commissioner considers relevant.

The Inspectorate agrees that criteria on these lines would be more appropriate in the context of developing transparent entry and re-entry routes to the organisation. The criteria should be revised, published and re-entry promoted in a positive light, with the potential for entry onto a point of the pay scale that takes account of experience and skills acquired elsewhere. It should be noted that Garda pension arrangements changed in 2013, as described in Appendix 4, with the introduction of the Single Public Service Pension Scheme.

The Inspectorate understands that the break in service means that there is no scope for a returning officer to rejoin the former scheme.

The Inspectorate has considered the option of requiring applicants for re-entry to apply to the PAS through the experienced officer entry route proposed above. However, it would be more straightforward to adapt the current system, with the commissioner deciding on re-entry, as now, but subject to revised criteria. Other police services do not require Ministerial consent to re-employ an officer who meets set criteria. The Inspectorate does not see the need for such consent as long as the deciding criteria are transparent. Feedback should be provided to applicants and there should be the right of an appeal, possibly to the Policing Authority, in the case of an application being refused by the commissioner.

The Inspectorate considers that re-entrants should undertake a skills gap analysis and prior learning evaluation to assist in assessing refresher training requirements on an individual basis. The Inspectorate considers that the current approach not to update training for rejoining officers raises a risk that their knowledge could be out-of-step with current practice. It is recognised that the changes proposed may require an amendment of the regulations.

3.14 Inspectorate's Assessment on New Entry Routes at Garda Level

In the Inspectorate's view, good recruitment practice should seek the most qualified candidates from the widest possible pool. The challenges posed by the changing nature of crime, increasing demands and the changing composition of the population require improved levels of diversity and the broadest possible skills mix and experience profile in the workforce.

The commitment to significant garda recruitment up to 2021 provides a real opportunity to renew and diversify the Garda Síochána workforce and open up the organisation to external policing experience.

Given that it currently takes one year to complete the recruitment process and over two years to train a new recruit, there are clear advantages in seeking to proactively recruit already qualified and experienced police officers from other jurisdictions, subject to rigorous and efficient selection processes which adhere to all relevant standards for Garda recruitment.

The Inspectorate, therefore, has concluded that a programme of recruitment of suitable, experienced police officers from international jurisdictions as well as suitable former gardaí who wish to rejoin should be considered for implementation. Such an approach would bring in fresh perspectives and thinking, as well as practical knowledge of good practice in other services, while reducing the training demand. It is considered that the organisation's dual mandate for policing and security has no bearing on this proposal as all successful candidates will have to satisfy security clearance.

Recruits under an experienced officer entry programme would undertake an individual training needs assessment to evaluate prior experience, skills and training. This would result in appropriate exemptions from the induction course being granted where the officer is deemed to have the relevant knowledge and skills and where no benefit would accrue from the training. In this way, the training requirement of an experienced officer or re-entrant joining the Garda Síochána could be significantly reduced. Such shorter tailored training options, perhaps delivered on a modular basis, would enable appropriate differentiation depending on prior experience.

The Inspectorate considers that the outcomes from the scheme's operation should be fully evaluated.

Proposal 4

That a programme be developed to recruit suitable, experienced police officers from police services in other jurisdictions.

To achieve this, the following will need to be considered:

- › Amendment of the Garda Admission and Appointment Regulations and a review of the statutory work permit scheme to facilitate recruitment of suitable, experienced police officers from other jurisdictions, including from outside the EEA;
- › Targeted approaches to market the Garda Síochána as a career for experienced police officers in other jurisdictions;
- › Increasing the maximum age limit for recruitment;
- › The requirement for a fitness test;
- › Amendment of the language requirement to specify proficiency in English only;
- › The provision of abridged training on the basis of individual assessment of prior learning and experience and the recognition of this for the purpose of the BA in Applied Policing;
- › The development of an Experienced Police Officers Knowledge Test which must be passed on completion of the abridged training and prior to confirmation of appointment;
- › Provision that pay at enrolment reflects confirmed satisfactory employment in another police service;
- › Exploration of options around optimising pensionable possibilities;
- › Provision of information and support to assist with relocation;
- › Recruitment to be led by the PAS;
- › Provision that officers who join under the programme be eligible to compete for promotion after 12 months' satisfactory service in the Garda Síochána; and
- › Arrangement for appropriate evaluation of the programme.

Proposal 5

That the process whereby suitable former members of the Garda Síochána can rejoin should be reviewed and revised to ensure transparency, timeliness and fairness.

To achieve this, the following will need to be considered:

- › Development of a new set of criteria to assess the suitability of the former member to rejoin;
- › Requirement for a fitness test;
- › The necessity for Ministerial consent to reappoint a former member;
- › Implementation of an appropriate appeals process;
- › Skills gap analysis and prior learning evaluation to assist in assessing refresher training requirements on an individual basis; and
- › Amendment of the Garda Admission and Appointment Regulations.

4

Chapter 4

Entry at Sergeant and Inspector Rank (Mid-Level Leaders)

4.1 Introduction

The Inspectorate has been asked to assess international practice in relation to recruitment to mid-level ranks in comparable police services and to identify appropriate options for opening up opportunities for entry to some or all of these ranks to experienced police professionals or other persons with the required skill set.

The Inspectorate understands the term ‘experienced police professional’ in this context to mean a police officer with significant policing and supervisory experience in a mid-level police service rank. The term “comparable” police service is understood to refer to a police service operating under similar laws and procedures.

4.2 The Current Appointment Process

Appointment to sergeant and inspector in the Garda Síochána is by internal promotion only and the processes are the responsibility of the Garda Commissioner. They are managed centrally by the Competitions Unit within the Garda Síochána’s Human Resources Directorate and are governed by the Garda Síochána (Promotion) Regulations 2006. These prescribe that eligibility for interview is subject to a written examination in police duties (known as the Sergeant’s Promotion Examination or the Inspector’s Promotion Examination). The Commission for Public Service Appointments’ Code of Practice on Appointments to Positions in the Civil Service and Public Service (CPSA, 2017) applies to positions in the Garda Síochána up to and including inspector level.

To be eligible to sit the Sergeant’s Promotion Examination, a garda must have completed three years’ service or have a university degree and have completed their probation. The Regulations provide that a proficiency in Irish is required and this involves passing an oral Irish proficiency exam.

To be eligible to sit the Inspector’s Promotion Examination, a sergeant must have completed two years’ service in that rank.

A pass in the relevant written test provides open-ended eligibility for interviews in future competitions. There is no requirement on candidates to demonstrate that they have remained up to date in the subject matter.

Gardaí may serve considerable periods of time in each rank before promotion. It is understood that it can often take up to ten years for a garda to reach sergeant level, up to 20 years to reach inspector level and up to 24 years to reach superintendent level.

The Commission for Public Service Appointments published an audit of recruitment and selection policies relating to the ranks of sergeant and inspector in 2015. The audit made a number of recommendations around the processes including for a transparent mobility system to enable candidates to obtain a greater range of experience and skills. It also recommended that the Garda Síochána support its promotion processes for these ranks with a robustly managed probationary period.

A review of the promotion processes, initiated by the commissioner following this audit, was undertaken and the Inspectorate met with the review team as a stakeholder.

As indicated earlier, sergeants and inspectors who leave the Garda Síochána may apply to re-enter under the same process as applies at garda rank. Since 2013, a sergeant and an inspector have applied and both were successful.

4.3 International Practice

Overview

The Inspectorate has found that international practice is mainly based on internal promotion processes and that these are particular to each police service.

Appointment processes in most jurisdictions are supported by continuous professional development, training, leadership development and in some cases processes to select potential future leaders for development.

Many services refer to the importance of workforce planning, succession planning, leadership development and talent management, as already recommended by the Inspectorate in *Changing Policing in Ireland (2015)*.¹² For example, the New Zealand Police Four Year Plan 2016–2020 (New Zealand Police, 2016) notes that ‘*police’s priority for management and leadership development is its 1,900 Constabulary Sergeants and Senior Sergeants. This cohort of front line leaders is critically important to achieving Police’s strategy. They have significant influence over the 6,600 staff at the rank of constable... [and they are]... also crucial to developing and mentoring the upcoming generation of leaders of police*’.

As with the examination of the garda rank in Chapter 3, international practice in the UK and other jurisdictions is dealt with separately.

UK Practice

Police services in the UK are increasingly opening their appointment processes to candidates serving in other UK police services. This is possible because of the standardisation of recruitment and training processes. Appointment can take the form of either promotion to the next rank or in-rank transfer.

In England and Wales, promotion to sergeant and inspector follows the National Police Promotion Framework (NPPF), which sets out standards and mandatory steps to be followed by police services. It is a four step process:

- Step one: Competence in current rank;
- Step two: Legal knowledge examination (previously called OSPRE Part I¹³);
- Step three: Local assessment against rank-specific vacancies and matching to vacancies (this local police service assessment replaces the OSPRE Part II one-day behavioural assessment); and
- Step four: Temporary promotion and work-based assessment, leading to a professional qualification in police management.

Some police services have opened up promotion processes to sergeant and inspector to eligible candidates from other police services in England and Wales who have passed NPPF step II or OSPRE II. For example, the Metropolitan Police, Surrey Police, Avon and Somerset Constabulary, and Northumbria Police all have done this.

Police Scotland has recruited sergeants and inspectors on in-rank transfers occasionally. It is not an active process and appointment is subject to meeting all necessary qualification criteria, standards and passing an interview. It does not accept applications for transfer on promotion (however, transferees can carry forward promotion qualifications gained in England and Wales (OSPRE)).

In the PSNI, all promotion processes are open to candidates from other UK police services who meet the required criteria including having passed OSPRE Parts I and II in the case of the sergeant and inspector processes.

These mobility trends are in keeping with the College of Policing’s Leadership Review, referred to in Chapter 3, which stated that ‘*career movement within and between forces, and within and between other sectors, can provide benefits to individuals and organisations. This movement would be supported by a requirement for all forces to advertise all police officer and staff vacancies nationally*’. It went on to recommend that ‘*all potential opportunities in policing should be open to the widest pool of capable and suitably qualified candidates. This will ensure candidates have the greatest chance to fulfil their potential and promote greater diversity, flexibility and mobility throughout the police service*’.

The Leadership Review emphasised the importance of giving attention to both management and leadership development at all levels including for front-line supervisors who are ‘*arguably the most important level at which to establish leadership skills and approaches*’.

¹² *Changing Policing in Ireland (2015)*: recommendation 3.11

¹³ OSPRE is the Objective Structured Performance Related Examination and has been replaced by the National Police Promotion Framework

In discussions with HMICFRS, the view was expressed to the Inspectorate that, in general, the best performing police services are open to new people coming into their organisation through different routes. Its 2016 review of police leadership reflected this point noting that *'some forces are recruiting for roles that are promotions from outside their own force in order to improve diversity in skills, views and ability'*. The Inspectorate particularly notes the view that *'the forces that are best at creating diverse leadership teams recruit externally, and assess the abilities of their workforces against individuals from outside of the force'* (HMIC, 2016).

Practice in Other Jurisdictions

Many European police services operate a system whereby the police is effectively split into commissioned and non-commissioned officers, the split reflecting groupings broadly similar to constable to sergeant ranks and inspector to superintendent ranks. (These terms come from the military with non-commissioned officers forming the junior ranks, not having earned a commission. Commissioned officers have more strategic responsibilities and usually earn their commissions through graduate recruitment, without having risen through the non-commissioned ranks.) The inspector and superintendent levels entail some element of direct recruitment, often requiring qualification to Master's level. In France, for example, graduate recruitment to inspector level operates alongside promotion systems.

In Australia, while prior experience in overseas police services has often been taken into account for pay purposes, those joining from higher ranks in other police services have had to join at constable level. In the USA and Canada, it is uncommon that ranking police officers can move to a different police department and retain their supervisory position. In Edmonton Police Service (Canada), for example, a higher classification is for pay purposes only and does not affect seniority or rank.

Further details of international practice relating to mid-level ranks are given in Appendix 3.

Recent Changes to the Appointment System in England and Wales

The Independent Review of Police Officer and Staff Remuneration and Conditions (Winsor Review, 2011) considered the leadership requirements of a changing police service, the length of time it takes to progress to higher rank, the need to open up the culture of policing and the need for diversity of thinking and experience. Winsor's vision was that policing, including its criteria and procedures for entry should be reformed so that all young men and women of intelligence and character consider a policing career on a par with other professions such as law, medicine and industry.

Winsor considered the inspector rank as key as they *'are the officers who organise, manage and engage to the greatest extent with constables and sergeants. They are the officers who can introduce, or block, change which can have the greatest effect on the policing services which forces provide. Promoting officers of the highest potential rapidly to this rank should have an appreciable beneficial effect on the police service culture and the way policing is managed'*.

Winsor envisaged that external entrants would join as constables and acquire experience at that rank before promotion as they would need experience of *'what it means to be on the streets. They should have used the powers of a constable, and understand how serious it is to make a decision to arrest a suspect, subject an unwilling person to a search, and to use reasonable force. They should have faced danger'*. There would be an intensive training scheme, focusing on leadership, alongside practical police operational and management skills.

The Winsor report also proposed a Direct Entry Superintendent scheme on the basis that the police service would benefit from the recruitment of those with leadership and management experience in other disciplines, particularly in relation to business and financial management whether in the public or private sectors. The importance of a strong ethos of public service for the role was recognised. Winsor acknowledged that this recommendation had caused him the greatest hesitation in view of issues around operational credibility and inexperience.

However, he made it in the light of *'the present and likely future content, composition and intensity of the culture of the police'* and because it would widen the pool of available candidates *'beyond the very limited resource of serving chief inspectors and inspectors'*. The option of direct entry to the superintendent rank is discussed in Chapter 5.

4.4 Stakeholder Engagement

Views of the Policing Authority

The Policing Authority said that it was crucial that entry be opened up at all levels to trained and qualified police officers from other policing services, particularly leadership ranks, to help generate pace and depth around change and modernisation. It also suggested direct entry to inspector and superintendent levels. The current Garda Síochána promotion model presumes that policing knowledge and experience is a given. The Policing Authority suggested that there is much to be offered by reversing this in appropriate cases by recruiting skilled managers and leaders and giving them the necessary training in policing, which would bring in new skills and experience, widen the talent pool from which leaders can be selected and allow a focus on the need for excellent leadership skills.

Views of Garda Associations

In regard to direct entry at mid to higher levels, the GRA pointed to the educational and age profile of recent recruits, many of whom have third level qualifications and previous career experience. It said that experience at the rank of garda is essential to ensure that managers have a grounding in and understanding of what front-line operational policing entails. This cannot be gained elsewhere. It suggested that leadership programmes to identify and nurture future potential leaders should be developed. It noted that the Scottish Justice Secretary had recently rejected direct entry to inspector/superintendent levels because such recruits would not have policing experience. The GRA submitted that a grounding in policing, obtained at garda rank, is essential to critical real time decision making by senior ranks.

The GRA and AGSI said that reducing career opportunities for existing members at sergeant and inspector levels would have a negative impact on morale. AGSI said that if there is to be a move to expand the pool of eligible officers, there should be reciprocal arrangements with other police services, allowing skills transfer in both directions. It would have no objection to experienced police officers being recruited if they are in addition to the authorised complement. On direct entry of non-policing professionals, it argued that any such recruitment should be to specialist roles in support functions and *'in as far as possible be confined to assistant commissioner, i.e. executive director positions'*.

The Inspectorate met with the Public Service Executive Union (PSEU) and Association of Higher Civil and Public Servants in the context of preparing this report. In its submission, the PSEU advocated direct entry for garda staff to be able to apply for posts of trainee inspector and trainee superintendent. It contended that many garda staff have the necessary qualifications, attributes and skills to be appointed to many jobs in the Garda Síochána.

4.5 Options for New Entry Routes at Mid-level Ranks

The Inspectorate considers that the mid-level ranks have considerable potential to influence culture change. The *Changing Policing in Ireland (2015)* and *Crime Investigation (2014)* reports highlighted issues around insufficient levels of supervision in the Garda Síochána.

In this context, the overriding issue for the Inspectorate in assessing possibilities at mid-level is how to support the Garda Síochána to increase capability and diversity. Strategies to diversify recruitment at garda level will feed into diversification of the mid-level ranks in due course as gardaí are promoted. However, in considering ways to help accelerate diversification in these ranks, the Inspectorate has critically examined five separate options.

Option 1: Entry at sergeant level by officers qualified at sergeant equivalent level in other police services

The Inspectorate has not found any evidence of ranking officers retaining their promoted rank on transfer into another police service, other than in the case of transfers between police services in England and Wales. Notably, Police Scotland does not accept transfers on promotion and has only occasionally accepted in-rank transfers. The PSNI does not accept transfers above constable level.

The recruitment of suitably trained and experienced policing supervisors could help to influence the development of the intrusive supervisory culture that the Inspectorate has previously recommended. However, the Inspectorate has identified a number of challenges to devising a system to recruit sergeants from abroad. There is no readily recognised equivalency between police ranks internationally (although in practice there is a general similarity in the roles performed by sergeants in the UK and Ireland). A process would be necessary to confirm such equivalencies of rank across disparate police services if automatic recognition was to be given to the rank of sergeant or equivalent in another police service. Secondly, if the sergeant rank was to be designated as an entry point, it would seem right that a candidate would need to pass the internal sergeants examination. This could be difficult to navigate for a potential applicant.

An inter-jurisdictional process to recognise equivalency of ranks would be complex to design. If it is to be done, it might best be done in the context of reciprocal arrangements with other police services and we return to this point in the discussion of reciprocal arrangements with the PSNI below.

As a general principle, the Inspectorate considers that as the sergeant is the first line supervisor, it is important that applicants have broad experience of policing in Ireland and an understanding of communities. In this context, it is critical that new sergeants are trained and supported in the supervisory aspects of the role.

Having considered all aspects of this option, the Inspectorate does not propose the recruitment of experienced officers who are serving at sergeant equivalent level in other jurisdictions.

It considers that the most practical approach would be to direct such officers who are interested in joining the Garda Síochána to entry at garda rank, on the understanding that, if appointed, they will be eligible to compete for sergeant after 12 months' satisfactory service. This was referred to in Chapter 3 and the proposal would see experienced police officers available for promotion after one year's service. They could also be referred to the Direct Entry Inspector programme proposed below.

Option 2: Entry at inspector level by officers qualified at inspector equivalent level in other police services

The Inspectorate considers that similar issues regarding equivalency and reciprocal arrangements arise at inspector level. The Inspectorate, therefore, does not propose the recruitment as inspectors of experienced officers who are serving at inspector equivalent level in other jurisdictions. Any such interested officers could be directed to the Direct Entry Inspector programme proposed below. The Inspectorate considers that the approaches discussed in the following sections are more likely to advance diversity in the mid-level ranks.

Option 3: Extension of reciprocal arrangements with the PSNI to the sergeant and inspector ranks

The reciprocal bilateral arrangements that have been implemented by the Garda Síochána and the PSNI relating to senior appointments above superintendent rank are provided for in the 2002 Intergovernmental Agreement on Police Co-operation, which is discussed in Chapter 5. They are the only inter-jurisdictional arrangements relating to policing appointments identified by the Inspectorate.

In the context of policing requirements and most especially having regard to the possible implications of Brexit, the Inspectorate considers that it would be beneficial to review the HR elements of the Cross Border Policing Strategy (Department of Justice, Department of Justice and Law Reform, PSNI, Garda Síochána, 2010), in order to encourage mobility.

This commits to practical co-operation and to maximising the effectiveness of personnel exchanges and secondments.

The Inspectorate considers that there is a special case to be made for bilateral arrangements between the Garda Síochána and the PSNI for appointments to sergeant and inspector ranks, given that such arrangements already operate at the higher ranks.

New extended reciprocal arrangements with the PSNI could enable officers in both services to participate in the competitive sergeant and inspector appointment processes in the other service. This would significantly broaden the pool of sergeants and inspectors and introduce more cross-fertilisation of experience. It could be argued that the Garda Síochána could lose members to the PSNI as well as gain new members but overall the Inspectorate considers that such mobility would be a good development in terms of the issues of culture, diversity and openness to new ideas which are the focus of this review.

The Inspectorate sees practical issues that would need to be addressed to accommodate the different promotion systems and assessment arrangements that operate in the two organisations. Amongst the issues that would need to be addressed are whether candidates for promotion to sergeant or inspector from the PSNI would have to pass the sergeant or inspector examination and interview and, in the case of sergeant, an Irish language test. There may be similar issues on the PSNI side.

Amendment to the Garda appointment and promotion regulations would be necessary. Such a scheme, if agreed, would need to be supported by an appropriate familiarisation and induction programme in addition to the training normally provided by the Garda Síochána to new sergeants and inspectors.

The Inspectorate recognises that this option potentially needs further discussion and consideration in the context of a review of the reciprocal arrangements generally.

As a first step to greater mobility, the existing arrangements relating to exchanges and secondments, which are discussed in Chapter 5, could be promoted in order to provide development opportunities and exchange of knowledge. This would also help to ascertain interest in mobility between the two organisations.

The Inspectorate considers that if a reciprocal scheme with the PSNI for sergeants and inspectors was implemented, it could open up the possibility of seeking similar arrangements with other jurisdictions in the future. At present, there does not appear to be an international context or a demand for reciprocal arrangements between police services internationally regarding appointments. For example, within the EU, police appointment arrangements are considered to be matters for national determination.

Option 4: Direct Entry Sergeant

The Singapore Police recruits direct entry sergeants without prior policing experience, giving them six months' residential training. The curriculum includes lessons in criminal law, physical training, community policing, as well as leadership development. The Inspectorate has not found any other examples of direct open recruitment to policing at sergeant level.

The general case for direct entry to policing beyond the traditional entry level is to broaden and diversify the recruitment base in terms of experience, perspectives and background. The Inspectorate has noted that in the Civil Service there is now open recruitment to the rank of Higher Executive Officer.

A Garda Síochána sergeant is a first level police supervisor, which is a unique supervisory role. The Inspectorate agrees with the view outlined in the New Zealand Police Plan (referred to above) that the rank is '*critically important to achieving Police's strategy*'. As already indicated, the Inspectorate considers that it is important that sergeants have broad experience of policing in Ireland and an understanding of communities here.

Experience in England and Wales shows that the introduction of direct entry programmes requires considerable investment to develop the recruitment and training schemes and to evaluate them. The Inspectorate considers that to justify such investment, the development of direct entry needs to be at such a rank as to have the maximum impact to effect change at a cultural and organisational level. While direct entry at sergeant level is, of course, an option, the Inspectorate considers that direct entry at a higher rank would have more organisational impact.

There are also practical and capacity issues. For example, any direct entry programme for sergeant may involve a residential training period such as operated for garda recruits. This may put pressure on accommodation and facilities in the Garda College. The Inspectorate has also considered the practicality of being able to exclude serving gardaí from such a process and concluded that it would not be possible to do so having regard to fairness and equality. Unless the entry programme could ensure greater diversity of skills and experience compared with the current sergeant recruitment base, the Inspectorate sees little benefit in proceeding with this type of programme.

Option 5: Direct Entry Inspector

Operation of the English and Welsh programme

Following the Winsor Report and a Government consultation, the Direct Entry Inspector programme was launched in England and Wales in 2016. It lasts 24 months. The recruitment material for the programme is aimed at those with middle management experience *‘who are ready to tackle their biggest challenge yet’*. It emphasises the challenging nature of the programme, the unpredictability of police work and the responsibilities at management and leadership levels. Applications are considered from people over the age of 18 (at the time of application) and while there is no upper age limit, applicants are advised that the compulsory age of retirement for a police inspector is 60 years.

The College of Policing says that the Direct Entry Inspector programme opens up a second direct entry point into policing for individuals who bring a diversity of experience, perspectives and backgrounds to support the continuous development of policing (the other one being Direct Entry Superintendent discussed in Chapter 5). The training programme has been designed to equip these new inspectors to make the transition from a current leadership role to police leadership. Training includes 20 weeks in the College of Policing and operational rotations at the constable, sergeant and inspector ranks, the latter accounting for 70% of training. Pay and rank is at the inspector level from the outset of the programme at which point recruits are attested with constable powers.

Participation in the scheme by the 43 police services in England and Wales is optional. The first competition took place in March 2016 and nine services initially participated. The Inspectorate was told that a total of 1,647 applications were received, resulting in 18 appointments and this cohort are due to complete the programme in September 2018. For the 2017 intake, 20 of the 43 police services took part.

In the HMICFRS 2016 national overview of police leadership referred to earlier, it was noted that *‘although recruitment through these schemes only affects a small proportion of the workforce, commitment to them nonetheless demonstrates an appreciation of the need to be more receptive to talented leaders from diverse backgrounds’*.

An evaluation of the Direct Entry Inspector programme is due to be completed by the College of Policing in 2019.

Adapting a programme for Ireland

The Inspectorate considers that the option of direct entry to inspector rank has merit in that people with high level leadership and management skills who did not consider policing as an entry-level career could be recruited. However, it is not simply a question of recruiting people with the required leadership and management skill set, as suggested by the terms of reference.

Such mid-level recruits would need to be trained to be competent inspectors and, as in England and Wales, this would need significant commitment and investment. However, a programme of direct entry would broaden the experience base of the next generation of the organisation's leadership and give the Garda Síochána access to a diverse range of leaders and managers who have experience in other sectors. A direct entry option at inspector, unlike at sergeant, would be at a level where new direct entrants will be able to positively influence Garda culture through different approaches learnt in other sectors.

The Inspectorate considers that the inspector rank is a key rank within the Garda Síochána. Inspectors have considerable influence over others and can exercise this at all levels. It is also the rank from which superintendents, chief superintendents and assistant commissioners are currently recruited. For these reasons, the Inspectorate believes that it is the rank which would most benefit from a direct entry programme in terms of enhancing the diversity and capability of current mid-level leadership. This would also broaden the base from which superintendents and more senior ranks are promoted.

A direct entry programme, open to high calibre candidates, would be targeted at individuals with leadership and management experience in organisations outside the Garda Síochána. The aim would be to:

- Open up entry to the Garda Síochána to people with managerial and leadership experience who would bring different perspectives and experience to policing;
- Recruit direct entrants who would support existing Garda Síochána leaders to bring about fundamental, positive changes to Garda culture;
- Bring into policing new members with leadership skills that would inspire confidence in colleagues, senior officers and the public; and
- Provide a development programme that would ensure that direct entrants are equipped with the necessary skills to be highly competent as inspectors with the potential to progress to more senior roles.

It will be critical to the success of a programme that it is appropriately challenging in its selection and training to meet these objectives and that it be the subject of appropriate evaluation.

The Inspectorate considers that this type of programme has the potential to be a catalyst for broader organisational and cultural change. Therefore, it should be viewed in the context of a long-term strategy for leadership development. In *Changing Policing in Ireland (2015)*, the Inspectorate recommended that the Garda Síochána develop a talent management strategy to identify and develop leaders for the future.

In the UK, a Fast Track Inspector programme, open to capable internal candidates, is a two-year programme to develop officers with the skills, experience and capacity to reach the senior ranks of the service. The Inspectorate considers that the development of a similar accelerated progression programme for promotion to mid-level rank could be part of such a strategy.

Although the evaluation of the UK direct entry programme has not yet been completed, the Inspectorate was impressed with the programme and the calibre of participants on its visit to the College of Policing. The Inspectorate would like to see the planning of a similar programme in Ireland proceeding and this could take account of any learning from the England and Wales evaluation in 2019.

4.6 Issues Potentially Arising in Relation to the Option of a Direct Entry Inspector Scheme

Need for Detailed Planning and Ownership of the Programme

The programme in England and Wales is based on detailed planning and evaluation around the recruitment, training, assessment and ongoing development of the cohort. The demanding nature of the selection process is shown by the attrition rate with 18 appointments made from 1,647 applications in 2016.

A critical challenge to the development of a direct entry scheme in Ireland will be that there is no independent body to champion it, develop it, safeguard standards and oversee evaluation. In England and Wales, the College of Policing, as an independent body, is responsible for developing the professional standards of policing in that jurisdiction and fulfils that role. In the absence of an independent champion, the support of all stakeholders, including Garda Síochána management and staff associations, would be critical and it would need to be championed by the Garda College, with external oversight.

Costs

There will be significant costs in advancing a direct entry programme because of the substantial marketing and training element. The College of Policing informed the Inspectorate that the Home Office provided £5m funding for marketing, college costs and to enable the College to make grants to the employing police services to cover the direct entry recruits' salaries for both the inspector and superintendent programmes. The College estimates that the cost per head for training for Direct Entry Inspectors is about £30,000.

Based on the costs in England and Wales, the Inspectorate estimates that the cost of a Direct Entry Inspector programme could be in the region of €2m per annum including salaries.

How the Recruitment Processes might Operate

A Direct Entry Inspector programme should aim to attract individuals with experience and track records as mid-level managers in other professions and sectors from outside of the Garda Síochána. It could also be targeted at ranking police officers in other jurisdictions, who have leadership and management credentials.

In England and Wales, candidates for direct entry are advised to complete a self-assessment questionnaire designed to help them see if they have the potential to be successful on the programme. The candidate is then encouraged to create an action plan to help their own development. This will assist in completing the application and if successful at that stage, it will help prepare for attendance at an assessment centre.

The National Assessment Centre evaluates ability to perform competently in the rank of inspector within two years and at superintendent rank beyond that. The process is demanding and takes place over two days. The assessment exercises have been generated from research into the leadership challenges facing the police service and reflect tasks that a senior police officer performs. They consist of:

- > An oral briefing;
- > Written in-tray exercises;
- > Performance management exercises;
- > A meeting with policing partner agencies;
- > Presentation and interview;
- > Cognitive ability tests (verbal, numerical and inductive reasoning); and
- > A values exercise.

In Ireland, the PAS has extensive experience of running graduate level campaigns, for example, the administrative officer in the Civil Service and third secretary in the Department of Foreign Affairs and Trade. In whatever form assessment takes, the Inspectorate considers that it should be demanding in order to evaluate suitability and potential to progress to at least superintendent rank.

The Inspectorate considers that leadership and managerial competency would be the key criteria in recruitment. To encourage diversity in the applicant pool, a similar approach to that proposed in Chapter 3 for garda rank should be taken and the upper age limit and the requirement for two languages should be modified. As the applicant pool will consist of people with management and leadership experience generally, it will be broader than that in the case of experienced police officers. Therefore it may not be necessary to make a case for eligibility to be open to citizens outside of the EEA.

It is envisaged that successful candidates would be recruited as inspectors and be on probation for the duration of training. They would be attested with Garda powers at the outset, as is the case in the programme in England and Wales. They would wear the insignia and be paid as inspectors from when they enter training.

Training Requirements

To support the scheme, the Inspectorate considers that a training programme similar to the Direct Entry Inspector scheme in England and Wales would be essential.

The College of Policing informed the Inspectorate that the Direct Entry Inspector programme was developed through a consultation process carried out by the College of Policing with police focus groups, representative bodies and College staff. It is of 24 months' duration and is accredited by Teeside University as a level 7 postgraduate certificate. Programme members are subject to a probationary period for the duration of the programme. They spend 70 to 80% of the time on in-service rotation working through the ranks from constable to their substantive rank of inspector. There is 20 weeks' training with the College of Policing over a number of modules, which prepares participants for the various stages of the programme and the operational rotations. Modules specialise in areas critical to the various roles ranging from constable powers, supervisory skills for sergeant and areas critical to the role of inspector such as performance management, decision making, critical incident management and partnership working.

Participants are prepared for the standard inspectors' promotion examination. If they fail, they get one opportunity to re-sit it by taking the standard examination the following year. There are regular assessments and they are required to produce and maintain a personal development plan. Tutor and mentor support are highlighted as important features of the programme. Other elements which give academic rigour to the programme include:

- Action research which entails a 4,000-word dissertation on a community policing project as well as the work-based assessments; and
- A 2,000-word reflective account of their experiences.

This type of training model is also provided in the Netherlands to graduate recruits where training in the academy is interspersed with work-based assignments and assessments. However, all officers compete for promotion on the same basis with no accelerated scheme.

In France, in the case of direct recruitment to inspector level, there is an 18-month course consisting of 12 months in the training college and six months on work-based assignments in various police roles and areas. After six months' training, the student officer becomes a *stagiaire* (intern) and after a further year of satisfactory training, they are established as inspector. Training consists of general instruction in command and management, criminal law and procedure and human rights. Specific training includes policing techniques, public order, use of arms and communications.

The England and Wales model described is one possible training model which would support a Direct Entry Inspector scheme. For the scheme to work in Ireland, it would need to be adapted for the Garda Síochána with the aim of developing the knowledge and competencies for policing and to prepare for leadership level. Active service in the garda and sergeant ranks during the two-year training period will be essential to foster the credibility of these new inspectors.

The Inspectorate broadly envisages a preliminary year when inspectors will complete an accelerated Garda Recruit Foundation course, covering all the core elements of the three phases of the current foundation training. Appropriate exemptions should be granted for relevant prior learning and experience and this would apply in particular to those with police officer experience abroad. The emphasis would be on experiential learning and acquiring on-the-job experience. At the end of this phase and in order to proceed further, those on the scheme will need to have:

- Achieved the learning objectives of the Garda Recruit Foundation course;
- Performed effectively as a garda; and
- Demonstrated readiness for promotion to sergeant and suitability for progression to inspector.

Training would need to be a blend of classroom, experiential and on-the-job learning with regular assessments against the competences of the role, supported by personal development plans and mentoring.

The second year would consist of training to prepare for the sergeant role and assignment as a sergeant, followed by preparation for the inspector role. Mentor and coaching support would be essential at all stages of this challenging police leadership programme.

4.7 Inspectorate's Assessment on New Entry Routes at Mid-level

The sergeant and inspector ranks are key ranks in the Garda Síochána with both an upward and downward focus and influence. The Inspectorate considers that the possible widening of the pool of potential candidates for sergeant and inspector through an extended PSNI scheme could help to enhance the diversity of the mid-level ranks. It is acknowledged, however, that there are practical issues which will need to be addressed in order to advance this. In the meantime, the existing arrangements relating to exchanges and secondments, which are discussed in Chapter 5, could be further promoted in order to ascertain interest in mobility between the two organisations.

Successful operation of reciprocal arrangements at mid-level ranks with the PSNI could provide the basis to consider the possibility of seeking similar arrangements with other policing jurisdictions.

The proposed Direct Entry Inspector programme will require considerable investment to develop and implement it successfully. However, the costs need to be set against the potential benefits of diversifying the cohort in the inspector rank. The Inspectorate considers that it is an option which is potentially transformative and would like to see planning for this being prioritised because of its innovative nature. It should be brought forward in the context of a talent management strategy that would provide for accelerated promotion to inspector rank.

Proposal 6

That similar reciprocal arrangements as exist for senior appointment processes in the PSNI and Garda Síochána under the Intergovernmental Agreement on Police Co-operation be developed to allow access to the sergeant and inspector promotional processes in both jurisdictions.

To achieve this, the following will need to be considered:

- The promotion processes in both jurisdictions to be examined in order to identify the practical issues involved and how they might be addressed;
- Appropriate training to support such a scheme would need to be developed;
- Review the 2010 Cross Border Policing Strategy to give renewed focus on the bilateral arrangements;
- Exchange and secondment opportunities at sergeant and inspector levels to be promoted to help develop awareness of opportunities and for exchange of knowledge; and
- Amendment of the Garda Síochána Act 2005 and Garda appointment and promotion regulations.

Proposal 7

That the possibility of seeking reciprocal arrangements with other police services regarding appointments be explored following the implementation of extended arrangements between the PSNI and Garda Síochána.

Proposal 8

That a Direct Entry Inspector programme to attract candidates with appropriate leadership and management experience in organisations outside the Garda Síochána be developed.

To achieve this, the following will need to be considered:

- › Planning for a Direct Entry Inspector programme to be commenced and take account of the evaluation of the corresponding programme due to be completed in England and Wales in 2019;
- › The need for independent governance arrangements and expertise in the development, delivery and evaluation of a programme;
- › Engagement with stakeholders in order to help create an environment conducive to supporting the programme;
- › The development of an internal talent management strategy to include an accelerated progression programme for promotion to inspector; and
- › Amendment of the Garda appointment and promotion regulations.



5

Chapter 5

Entry at the Senior Leadership Level

5.1 The Current Situation

Eligibility

Appointment to superintendent, chief superintendent (and assistant commissioner which is discussed in Chapter 6) is governed by the Garda Síochána Act 2005 (Appointment to the ranks of Assistant Garda Commissioner, chief superintendent and superintendent) Regulations 2016. The Policing Authority is now responsible for running these promotion competitions and for making the appointments. Regulation 7 provides that the following persons are eligible to apply for a competition for appointment to these ranks:

- (a) a member not below the rank of inspector who has served not less than two years in that rank on the date on which the competition commences;
- (b) a member of the PSNI not below the rank of inspector who has served not less than two years in that rank on the date on which the competition commences.

Prior to these new Regulations, promotion was only possible from the rank immediately below. This effectively introduces the possibility of fast track promotion to the senior leadership ranks but there is no formal development programme prior to promotion to support it.

The PSNI and Garda Síochána Bilateral Arrangements

Following the Good Friday Agreement, the Irish and British Governments signed an Agreement on Police Co-operation on 29 April 2002. This provided a framework for the implementation of recommendations which had been made by the Independent Commission on Policing for Northern Ireland on enhancing police co-operation. Article 1 of the agreement dealt with eligibility of members of the Garda Síochána and PSNI to apply for posts above the level of inspector in each other's police services, while Article 2 dealt with secondments and Article 5 dealt with personnel exchanges.

This Agreement came about in the particular context of policing in Northern Ireland and is an exception internationally.

The Garda Síochána Act 2005 is the enabling legislation for these provisions (incorporating the provisions of the Garda Síochána (Police Co-operation) Act 2003) along with Regulations made in 2012.¹⁴ The legislation expands the pool for appointment to the ranks of superintendent, chief superintendent and assistant commissioner in the Garda Síochána to eligible members of the PSNI.

In the most recent processes conducted by the Policing Authority, two members of the PSNI out of 79 applicants applied for the chief superintendent process, and six PSNI members applied for the superintendent process out of 96 applicants. These figures show a slight increase on previous years. No applications were received from members of the PSNI for the most recent competition for promotion to the rank of assistant commissioner. In 2014, one PSNI inspector was successful and was appointed as a superintendent in the Garda Síochána. Another inspector was successful in 2015 but did not take up appointment. In the 2017 competition for superintendent conducted by the Policing Authority, two PSNI officers were placed on the panel.

Assessment of the Bilateral Arrangements

The terms of reference for this review ask the Inspectorate to identify factors influencing the limited impact of the arrangements. It appears to the Inspectorate from discussion with individuals who have considered or partook in the process that the factors influencing the limited participation to date are around perceived pension losses. In addition, the schemes have not been proactively promoted and there has been difficulty in accessing information and support for transferees and families prior to, during and after a move (in regard to everyday issues relating to living in the jurisdiction such as taxation, housing and education).

¹⁴ Section 52 of the Garda Síochána Act 2005 and Garda Síochána Act 2005 (Police Service of Northern Ireland Appointments) Regulations 2012 and the Garda Síochána Act 2005 (Section 52) Regulations 2012

The Inspectorate's assessment is that the officers attracted to this scheme are generally in the final years of their service, are enrolled in a final salary pension scheme and are in the fast accrual years of their pension when each year counts as double. As discussed earlier, the PSNI and other UK police pensions were final salary defined pension schemes prior to April 2015. The effect of these is to provide police officers with a financial incentive to stay in the police service until they have reached full pensionable service (at 30 or 35 years), but little incentive to stay beyond that (Crawford, Disney and Simpson, 2016). The Inspectorate has been told by individuals who have considered a move and who are in the fast accrual period of final salary defined pension schemes of potential losses in the region of £80,000–£90,000 from the final lump sum in the event of early retirement. In 2015, the police final salary pension scheme closed and was replaced by a new career average scheme model.

The effect is that a move from the PSNI to the Garda Síochána is only likely to appeal to somebody who, as a member of the final salary scheme, has completed full pensionable service in the PSNI. On the other hand, pensions are unlikely to be an issue for an officer who is relatively junior in service, is enrolled in the career average scheme and has the potential to accrue pension benefits from the Garda Síochána pension scheme. These officers, of course, are unlikely to be in the senior ranks.

Another possible factor is that unlike normal transfers on promotion within the service, the Inspectorate was told that the relevant regulations have been interpreted to mean that removal expenses are not payable to an officer transferring from the PSNI. Concerns around personal safety may also be a factor.

These arrangements between the Garda Síochána and the PSNI are exceptional internationally and could be considered to be the only example of inter-jurisdictional practice.

As indicated earlier, the Inspectorate considers that it would be timely to review the HR elements of the 2010 Cross Border Policing Strategy in order to give a renewed focus on the bilateral arrangements and increase their impact.

Secondment and Exchange Scheme

As part of the bilateral arrangements, the secondment and exchange scheme with the PSNI is a way of improving awareness of opportunities and achieving policing benefits. Secondments and exchanges of police officers between different jurisdictions are very effective in promoting relationships and joint working. They provide opportunities for development and new experience and for the cross-fertilisation of ideas and perspectives about policing practices. They also represent an opportunity to experience policing in another jurisdiction.

In February 2005, the Garda Commissioner and the Chief Constable of the PSNI signed protocols which provide a framework for the implementation of a programme of personnel exchanges and secondments between the Garda Síochána and the PSNI. Exchanges do not involve the exercise of police powers and take place for periods of between one and two months in the host jurisdiction.

A total of 102 members of the Garda Síochána and 93 members of the PSNI have taken part in exchanges under the protocols.

The exchange programme has been successful with exchanges taking place across the whole spectrum of policing including training, human resources, general operational policing and specialist areas. There were no exchanges in 2017. The Modernisation and Renewal Programme indicates that there will be a commitment to exchanges with other police services to expand skills and knowledge.

Sections 53 and 54 of the Garda Síochána Act 2005 provide for secondments which allow for the exercise of police powers in the host jurisdiction. The arrangements apply to inspector rank and above. Members on secondment remain in their pension scheme and there is no break in service.

In 2010, a superintendent from the Garda Síochána was seconded to the PSNI for 12 months. There have been no secondments from the PSNI to the Garda Síochána in the last three years. The Inspectorate considers that secondments are a positive way to promote diversity and to broaden experience.

The Inspectorate considers that secondments and exchanges could be used strategically by the Garda Síochána to enhance opportunities for development. This was referred to in Chapter 4 and could include where officers have gained unique experience in a niche discipline that could benefit the other agency, e.g. the investigation of child sexual abuse, cybercrime or organised crime gangs, or policing of major sporting events. In this context, consideration could be given to revisiting the agreement with the PSNI governing secondments and exchanges in order to secure momentum and traction for the processes which need to be supported by clear policies and advocacy for the organisational value the scheme can bring. This could include reviewing ways to enhance the attractiveness of a secondment.

Secondments to Other Organisations

Consideration could also be given, in the context of a talent management strategy, to arranging secondments with other organisations in both the public and private sectors. On its visit to the College of Policing, the Inspectorate was told that the College is piloting a secondment programme for mid-level leaders to give them an opportunity to spend time in a different organisation or sector in order to develop leadership skills which they can bring back into policing.

5.2 International Practice

As indicated earlier, individual police services in the UK are increasingly opening their appointment processes to candidates serving in other UK police services. Appointment can take the form of either promotion to the next rank or in-rank transfer. Police Scotland advertises in England and Wales (through the College of Policing) for superintendents and chief superintendents. The PSNI promotion procedures allow for applicants to chief inspector, superintendent and chief superintendent to apply from England and Wales, Scotland and the Garda Síochána. To be eligible for promotion to superintendent in the PSNI, an applicant must have a minimum of two years' substantive service in the rank of chief inspector, a rank which does not exist in the Garda Síochána.

As also already pointed out, in many European jurisdictions the police is effectively split into commissioned and non-commissioned officer bands. In France, half of the recruits to *commissaire* (superintendent) are external. Overall, the Inspectorate has found that the general international practice is that appointments at senior levels are made through internal promotion processes, supported by leadership and management development.

The Inspectorate's review of international practice does not reveal any one single model of best practice. A study published in the *European Police Science and Research Bulletin* confirms this, pointing out that rank equivalence does not properly exist across police systems and that police leaders are developed and promoted in different ways across Europe (Caless and Tong, 2015).

5.3 Stakeholder Engagement

Views of the Policing Authority

The Policing Authority noted that it had previously recommended to the Department that the relevant regulations for promotion to the senior ranks should provide for open recruitment to these ranks, continuing the practice established by Government whereby the selection competitions for Garda Commissioner and Deputy Commissioner have been opened to candidates with appropriate experience. It also emphasised, as noted earlier, that it is crucial that direct entry be open to different levels of the organisation, particularly leadership ranks to help generate pace and depth around change and modernisation. It said that such schemes serve to widen the talent pool from which leaders can be selected and allow a focus on the need for excellent leadership skills.

Views of the Garda Associations

The AGSI said that it would have no objection to experienced police officers from other jurisdictions being recruited at mid to higher ranks if they are in addition to the authorised complement and on the basis of reciprocal arrangements allowing skills transfer in both directions.

The Association of Garda Superintendents' submission pointed to the importance of developing district and divisional management teams to include professional support and skilled civilian personnel in the areas of finance, HR, administration etc. In regard to direct entry into the ranks of policing, it noted that the schemes in England and Wales have not yet been evaluated. It pointed to the potential of exchange opportunities and the importance of qualifications and training for members, including the development of a system of professional qualifications. It also referred to the need to develop members for the rank of superintendent, which should include the opportunity to train and work with other police services as well as pursuing academic qualifications.

5.4 Options for New Entry Routes at Senior Ranks

In considering ways to broaden the pool of eligible candidates for the superintendent and chief superintendent ranks, the Inspectorate examined a number of options.

Option 1: Entry at superintendent and chief superintendent level by suitably qualified officers in other police services

The chief superintendent and superintendent roles revolve around leadership, command and managing the delivery of policing services and policing operations. They entail strategy, business, human resources and stakeholder management in the policing context and are also most importantly senior operational leaders who are responsible for the management of high risk policing activity.

The most recent PAS Candidate Information Booklets specified that candidates for both ranks must have a breadth and depth of policing experience and a sound understanding of the law and of policing issues, amongst other general requirements. The Inspectorate considers that these requirements are appropriate, given the complex policing nature of both roles. In the view of the Inspectorate, only experienced policing professionals will have the required skill set for the superintendent roles without undergoing substantial training in core policing skills.

In the following section, the question of whether candidates without policing experience could be trained for the role is considered in relation to the option of Direct Entry Superintendent

Broadening the candidate base for appointment to chief superintendent and superintendent beyond the Garda Síochána and the PSNI to police officers in other jurisdictions would open up the possibility of recruiting experienced police officers who:

- Have proven track records in leading and managing policing and the operational command of police officers;
- Have diverse policing experience in jurisdictions where there have been policing challenges which are now emerging in Ireland;
- Have experience of strategic and tactical planning;
- Have experience of managing policing operations within finite resources; and
- Have experience in developing policing approaches that match demand for service with available budgets.

At these levels, an officer needs to have overall competency in the management of policing systems and people. He or she will need to demonstrate consistency with the values of the Garda Síochána in their track record as well as a general understanding of Irish policing law and practice.

The Commission on Public Service Appointments has stated that it *'believes the public interest is best served when those appointed to public service positions are selected from the broadest available candidate pool following a merit based competitive appointment process'* (CPSA, July 2011). It welcomed the trend towards openly advertised appointment processes for positions in the Civil Service and believed that *'this will serve to broaden the talent pool available for vital public service posts'*.

The Inspectorate considers that opening up eligibility to applicants with the appropriate credentials in other police services would apply this principle to the Garda Síochána.

The Inspectorate notes the views of the Garda associations that if opportunities for external recruitment are to be provided, they should be on a reciprocal basis with other services. As pointed out earlier, reciprocal arrangements and rank equivalency between police services are not under discussion internationally. However, in the case of senior ranks in particular, an eligibility criterion based on equivalency would not be appropriate as suitability for a post at these levels depends critically on evidence of qualifications, skills, experience and achievement. The Inspectorate, therefore, considers that competition could be opened up without reciprocal arrangements.

In this light, the Inspectorate proposes that there should be an appropriate selection process to evaluate applications from senior police officers in other jurisdictions who demonstrate substantial command, leadership and management experience. The Inspectorate envisages that the recruitment procedures would focus on the skills, competencies and experience needed instead of specifying minimum service requirements in specific police ranks.

In order to encourage diversity in the applicant pool, as discussed in Chapter 3, it is considered that as few limitations as possible should be placed on nationality and residence with provision being made for recruitment from outside of the EEA. The Inspectorate considers that this is justified on the grounds of the experience profile required at senior level.

How recruitment of superintendents and chief superintendents might operate

The approaches to be developed to support the international recruitment of experienced police officers discussed in Chapter 3 will need to be adapted to support international recruitment campaigns for appointment of superintendents and chief superintendents. This would include proactive marketing using international policing journals to attract candidates and engage with them about the process. Information about life in Ireland, public services and taxation issues will need to be provided.

The Inspectorate considers that the cohort that would be attracted by a senior position in the Garda Síochána are ranking police officers, with substantial career experience, who may wish to come to Ireland for personal or career reasons. Incentives to be highlighted would include promotion and development opportunities in an expanding service. In order to successfully recruit at this level, consideration of issues such as assistance with relocation expenses would need to be included. The preliminary selection processes would need to be demanding in order to evaluate the candidate's experience and qualifications portfolios.

Training

Newly appointed superintendents and chief superintendents undertake the Garda Síochána senior management programme. The Inspectorate envisages that those recruited externally would also complete this training programme as well as a skills gap analysis and prior learning evaluation to assist in assessing training requirements on an individual basis. Arrangements are already in place to support superintendents joining from the PSNI and these could be adapted to the individual circumstances of new appointees. The pre-read material for experienced officers, the development of which is proposed in Chapter 3, would be an essential resource for them.

Option 2: Direct Entry Superintendent

UK experience

Following the Winsor Report in the UK, the Direct Entry Superintendent programme was launched in 2014. It is aimed at those with senior leadership experience. Serving police officers may apply but the website for the programme recommends that they should seek promotion via the regular in-service processes. Participation by police services is optional and 20 of the 43 police services in England and Wales participated in the 2017 intake.

There is a considerable attrition rate between application and appointment. While 867 people applied for the first intake, only nine were appointed, with eight graduating in 2016. In 2015 and 2016, the number of applicants was 756 and 640 respectively, with six and eight respectively being appointed.

On a visit to the College of Policing, the Inspectorate noted that appointees are generally in the age group of 30 to 50 years and have diverse career backgrounds. Trainees progress through the ranks incrementally, although they wear the insignia of their substantive rank. They are attested on day one in the police, before starting the college modules.

In discussions with the College of Policing, the Inspectorate was told that the Direct Entry Superintendent programme aims to bring exceptional leaders into the police to make an immediate impact on culture, efficiency and effectiveness. The programme is intended to create cohorts that will have the potential to further develop and acquire the skills and experience to progress to assistant chief constable level. Applicants are expected to have a proven track record in improving organisational performance and managing budgets, resources and staff.

The College of Policing told the Inspectorate that in its preparation of the schemes it had not found anything comparable in other jurisdictions. While there have been significant numbers applying, the numbers of successful candidates appointed to and completing the programme are acknowledged to be small. It is understood that to address this, the College of Policing is intending to take a more targeted approach in the employment market to seek to attract the right candidates with the necessary profiles, experience and skills. The programme is being formally evaluated in a process which will be completed in 2019.

The Inspectorate was informed by Police Scotland that the introduction of direct entry for superintendent is not under consideration.

The recruitment process for direct entry superintendents is broadly similar to that described for direct entry inspector earlier. Selection and training is intensive. Training lasts 18 months (shorter than the 24 months' training for inspector because of the less operational role). It includes 14 months of rotations at constable, sergeant, inspector and superintendent level (11 months of which consists of shadowing police officers at every rank up to superintendent) as well as classroom training at the College of Policing.

Participants complete modules in a range of subjects essential to the superintendent's leadership, operational and strategic role including critical incident management, criminal justice and crime, public protection, public order and criminal investigations.

Direct entry superintendents sit a bespoke law and procedure examination (as there is no standard law and procedures examination for promotion to superintendent). This focuses on the role of the superintendent and police law around criminal investigations. If a candidate fails twice, probation is extended. They are also expected to lead a community partnership project (writing a 2,000-word briefing document) and launch an initiative in their police service to improve the way the service works (writing a 6,000-word business improvement plan). In order to ensure that they are on track to become a fully competent superintendent within the 18-month programme, they are expected to provide evidence of competence against set criteria in ten work-based assessments across the key competencies for the role.

The option of developing a Direct Entry Superintendent programme

'Police-craft' and 'street awareness' are clearly vital attributes in policing, which officers at senior levels need to possess. The Inspectorate notes that the approach in the England and Wales direct entry programmes is to provide intensive training including rotations in the ranks up to superintendent to give recruits this experiential grounding. The numbers coming through so far are small. However, feedback is that the intensive selection and training provided is producing candidates of real calibre who have the potential to make a significant contribution to policing at leadership level, grounded in the difference in their experience. It is important to note that there is no evaluation yet available as to whether such new superintendents will be successful in command positions without having had operational experience in the inspector rank over a number of years.

A challenge facing the development of a programme is whether sufficient knowledge and on-the-ground experience of operational policing can be learnt in an intensive 18-month or 24-month induction process to enable people to perform capably as superintendents.

Whilst the Inspectorate sees merit in a direct entry programme for superintendents, it is suggested that the option be reconsidered when the UK programme has been fully evaluated and in the light of Irish experience of the proposed Direct Entry Inspector programme.

5.5 Inspectorate's Assessment on New Entry Routes at Senior Leadership Level

Events relating to policing that have featured in the public domain point to the need for the prevailing Garda Síochána culture to become more open. The Inspectorate believes that this will require a more diverse mix of experience and thought at senior leadership levels. The changes introduced in 2017 to eligibility for appointment to superintendent, chief superintendent and assistant commissioner (now requiring two years' service in the rank of inspector, either in the Garda Síochána or the PSNI) are welcome, as previously promotion was only possible from the rank immediately below.

The Inspectorate considers that a balanced recruitment strategy needs to go further than this in seeking to attract a wider cohort of external candidates in order to give the organisation the greatest chance of finding the right person for each job. This is now the general practice in other parts of the public sector, notably the Civil Service, where open recruitment to principal officer and assistant principal officer levels is now the norm.¹⁵

In France and other European countries, there is a reliance on external graduate recruitment at mid to higher ranks to form the leadership cadre but, in common with policing services everywhere, they also emphasise training, professional development and promotion.

The innovations in England and Wales around direct entry to superintendent seek to introduce into policing the kind of mixed systems of internal and open competition which have become the norm in the public service in recent years.

In the circumstances, the Inspectorate proposes that consideration be given to opening up recruitment to superintendent and chief superintendent to senior police officers in other jurisdictions who demonstrate substantial command, leadership and management experience. It is considered that the organisation's dual mandate for policing and security does not affect this proposal as all successful candidates will have to satisfy security clearance. Furthermore, no issues have arisen in this regard in the operation of the PSNI bilateral arrangements.

The Inspectorate also proposes that consideration of the question of a direct entry programme for superintendent be reassessed after the implementation of the proposed Direct Entry Inspector programme is fully evaluated. This would also allow for the outcomes of the evaluation of both of the UK direct entry programmes and for any learning from these initiatives to be taken into account. It would also have regard to what is feasible to implement, given the commitment and investment that would be needed to develop the Direct Entry Inspector programme.

¹⁵ Following arbitration in 2015, 66% of principal posts and 33% of assistant principal posts are subject to open competition. In addition, posts at higher executive officer level are open to all candidates with two years' service in the Civil Service.

Proposal 9

That eligibility for appointment to superintendent and chief superintendent be extended to include senior police officers in other jurisdictions with appropriate skills and experience.

To achieve this, the following will need to be considered:

- The requirements to compete for appointment to chief superintendent and superintendent should include substantial command, leadership and management experience in another police service;
- Amendment of the Garda Síochána Act 2005 and of the Garda Síochána Act 2005 (Appointments to the ranks of Assistant Garda Commissioner, chief superintendent and superintendent) Regulations 2016 and a review of the statutory work permit scheme to facilitate a competition which would be open to experienced senior police officers from other jurisdictions, including from outside the EEA;
- Use of proactive recruitment approaches and provision of information and support to assist with relocation; and
- In addition to general superintendent and chief superintendent training, conducting a skills gap analysis and prior learning evaluation to assist in assessing training requirements of successful candidates on an individual basis.

Proposal 10

That the case for developing a direct entry programme for superintendent be reviewed after the implementation of the proposed Direct Entry Inspector programme is fully evaluated.

To achieve this, the following will need to be considered:

- Experience of operating the Direct Entry Inspector programme;
- Evaluation of the corresponding superintendents programme in England and Wales, due to be completed in 2019; and
- Evaluation of the outcomes of the recruitment of experienced police officers from other policing jurisdictions.

Proposal 11

That the bilateral arrangements between the PSNI and Garda Síochána that are provided for under the Intergovernmental Agreement on Police Co-operation relating to superintendent rank and above be refreshed and promoted.

To achieve this, the following will need to be considered:

- Proactive publication of the opportunities presented by the appointment arrangements;
- Review of the secondment and exchange arrangements in order to encourage greater uptake; and
- Development of clear policies and advocacy for the professional development and organisational value the scheme can bring.



6

Chapter 6

Entry at Assistant Commissioner (Executive Level Leaders)

6.1 The Current Appointment Process

Appointment to assistant commissioner is open to members of the Garda Síochána and the PSNI with two years' service in the rank of inspector or above under the reciprocal arrangements with the PSNI referred to in Chapters 4 and 5. The Policing Authority is responsible for running selection competitions and for making appointments. It is worth noting that the most recent competitions for commissioner and deputy commissioner were open to people with a non-policing background and placed no limitation on the countries which could be applied from, with non-EEA applicants welcomed.

6.2 International Practice

The Inspectorate has found that the general practice internationally for appointments to levels broadly equivalent to assistant commissioner is that they are made on promotion from within the police services in a particular jurisdiction.

In the UK, it is a requirement that candidates for assistant commissioner equivalent level have completed the Senior Police National Assessment and the Strategic Command Course. Recruitment is open to officers serving in any UK police service who have qualified under these requirements. Scandinavian countries require a Master's qualification, preferably one involving law. In France, appointment to equivalent level (*Contrôleur Général*) is possible for chief superintendents (*Commissaire Divisionnaire*) after two years. These are discretionary appointments by government.

In its desktop review of practices amongst European police services, the Inspectorate has not found any consistency in selection arrangements other than that they are made from within the police and that they generally require candidates to demonstrate substantial evidence of career achievement and professional development. In some jurisdictions, appointments appear to entail political considerations.

In England and Wales, following the Winsor Review (2011), police services have had the option since 2014 of opening recruitment to chief constable to those who have served at commissioner / chief commissioner and equivalent levels in a common law jurisdiction which practises policing by consent. The USA, Canada, Australia and New Zealand were referenced by Winsor. The recent competitions for commissioner and deputy commissioner in the Garda Síochána have therefore had a broader eligibility pool.

The Inspectorate has not found any other evidence internationally of these types of wider recruitment approaches being used at levels broadly equivalent to assistant commissioner.

6.3 Stakeholder Engagement

The Policing Authority's view is that promotion to the senior ranks should provide for open recruitment, continuing the practice established by Government in the case of the competitions for commissioner and deputy commissioner. The most recent competitions for these posts were open to people with a non-policing background and placed no limitation on the countries which could be applied from, with non-EEA applicants welcomed.

6.4 Options to Create New Entry Routes at Assistant Commissioner Rank

The Inspectorate considers that the essentials of the assistant commissioner role revolve around strategy, command of and policy issues relating to policing. Business, people and stakeholder management and engagement with bodies responsible for governance and oversight are critical elements.

The Inspectorate's view is that where operational policing experience is required in a particular role, eligibility should not be extended to non-policing professionals. The assistant commissioner rank is a role for people who have developed exceptional leadership and management skills in the policing profession.

In this context, however, the Inspectorate emphasises that executive-level posts that do not require operational capability and sworn powers should be filled by civilian professionals. This is essential if the “civilian by default” policy is to be effective and it is considered therefore that there should be a critical examination of executive posts to this end.

The strategic, leadership, management and supervisory challenges facing the Garda Síochána mean that the need for cultural change and different management perspectives is urgent. The Inspectorate believes that expanded eligibility at assistant commissioner rank would create the possibility for ranking police officers from other jurisdictions with a variety of policing experience and different police perspectives and leadership approaches to be eligible to compete for appointment. Such officers are likely to have served in complex policing organisations and jurisdictions with policing challenges which are now emerging in Ireland. This would help to ensure a high standard of competition for key roles.

In the circumstances, the Inspectorate proposes that consideration be given to an advertised international appointment process seeking experienced policing candidates for posts at assistant commissioner level.

How Recruitment Might Operate

A candidate would require a track record of achievement as a senior police officer and the ability to quickly grasp legislative, policy, operational, tactical and strategic issues around policing. The recruitment process should focus on the skills, competencies and experience needed rather than specifying minimum service requirements in specific ranks.

The Inspectorate envisages that competitions for recruitment to assistant commissioner should adopt proactive marketing using international policing journals to attract candidates. Information about life in Ireland, public services and taxation issues will need to be provided.

The preliminary selection processes should be demanding in order to confirm the candidate’s experience and qualifications portfolios.

As in the case of the earlier discussion relating to experienced police officers and superintendents and chief superintendents, it would be important that there be as few limitations as possible relating to nationality and residence and that recruitment from outside of the EEA be possible in view of the experience profile being sought.

Training

At present, there is no standing training programme for newly appointed assistant commissioners. In the past, members of the executive team have participated in executive leadership programmes but unlike in the UK, there is no mandatory programme that must be completed before appointment. The Inspectorate considers that attention needs to be paid to this and understands that the Garda Síochána is considering proposals in this regard. It is considered as a general principle that completing a course such as the UK Strategic Command Course is beneficial for officers at assistant commissioner and equivalent rank as it involves mixing and working with senior police officers and staff as well as personnel from other agencies.

As part of any new assistant commissioner training programme, the Inspectorate envisages that any assistant commissioners recruited externally should complete a skills gap analysis and prior learning evaluation to assist in assessing training requirements on an individual basis. They would need to complete a specially designed induction programme, which would provide a foundation in policing in the Garda Síochána, outlining its structures, procedures and other essential information.

An important principle at executive level is that personnel at this level take responsibility for their own training. The training costs are likely to be incremental to the costs incurred in normal training at this level.

6.5 Inspectorate's Assessment on New Entry Routes at Executive Level

The Inspectorate considers that the quality of competition for appointment to senior operational posts at assistant commissioner level could be enhanced by widening the pool of candidates that are eligible. An openly advertised international process would help to give assurance regarding the standard of applicants.

Proposal 12

That eligibility for appointment to assistant commissioner should be extended to include senior police officers in other jurisdictions with appropriate skills and experience.

To achieve this, the following will need to be considered:

- The requirements to compete for appointment to assistant commissioner should include senior-level command, leadership and management experience in another police service;
- Amendment of the Garda Síochána Act 2005 and of the Garda Síochána Act 2005 (Appointments to the ranks of Assistant Garda Commissioner, chief superintendent and superintendent) Regulations 2016 and a review of the statutory work permit scheme to facilitate a competition which would be open to experienced senior police officers from other jurisdictions, including from outside the EEA;
- Use of proactive recruitment approaches and provision of information and support to assist with relocation; and
- In addition to general assistant commissioner training, a skills gap analysis and prior learning evaluation should be used to assist in assessing training requirements on an individual basis. This should include a course such as the UK Strategic Command Course, if required.

7

Chapter 7 Summary of Proposals

The proposals that have been developed in this review are:

Proposal 1

That the Garda Síochána continue to advance its development of a comprehensive Diversity and Inclusion Strategy.

To achieve this, the Garda Síochána should consider:

- Collecting self-identified data on the ethnic origin of its members and staff, having regard to data protection requirements, with a view to measuring trends in recruitment, appointment and retention of members and staff from under-represented groups;
- Assessing the impact of HR and related actions already underway to develop cultural competency in the organisation and promote the values of diversity and inclusion; and
- Continuing to develop a working environment that is open, inclusive and non-discriminatory.

Proposal 2

That recruitment approaches are developed that will encourage applications from minority and diverse groups.

To achieve this, the Garda Síochána should consider:

- Utilising targeted approaches to market the Garda Síochána as a career, such as those used in the advertising and branding of Police Now;
- Using recruitment fairs, taster sessions and volunteer schemes to attract applications from under-represented groups; and
- Proactively marketing the Garda Reserve to under-represented groups to develop it as a pathway to policing.

Proposal 3

That the Garda Síochána, as part of the review of the Reserve, consider the development of a strategy that would enable people with high level skills to contribute to policing in specialist areas such as cyber security and the development of targeted approaches to attract them into the Reserve.

Proposal 4

That a programme be developed to recruit suitable, experienced police officers from police services in other jurisdictions.

To achieve this, the following will need to be considered:

- Amendment of the Garda Admission and Appointment Regulations and a review of the statutory work permit scheme to facilitate recruitment of suitable, experienced police officers from other jurisdictions, including from outside the EEA;
- Targeted approaches to market the Garda Síochána as a career for experienced police officers in other jurisdictions;
- Increasing the maximum age limit for recruitment;
- The requirement for a fitness test;
- Amendment of the language requirement to specify proficiency in English only;
- The provision of abridged training on the basis of individual assessment of prior learning and experience and the recognition of this for the purpose of the BA in Applied Policing;
- The development of an Experienced Police Officers Knowledge Test which must be passed on completion of the abridged training and prior to confirmation of appointment;
- Provision that pay at enrolment of training reflects confirmed satisfactory employment in another police service;
- Exploration of options around optimising pensionable possibilities;
- Provision of information and support to assist with relocation;
- Recruitment to be led by the PAS;
- Provision that officers who join under the programme be eligible to compete for promotion after 12 months' satisfactory service in the Garda Síochána; and
- Arrangement for appropriate evaluation of the programme.

Proposal 5

That the process whereby suitable former members of the Garda Síochána can rejoin should be reviewed and revised to ensure transparency, timeliness and fairness.

To achieve this, the following will need to be considered:

- › Development of a new set of criteria to assess the suitability of the former member to rejoin;
- › Requirement for a fitness test;
- › The necessity for Ministerial consent to reappoint a former member;
- › Implementation of an appropriate appeals process;
- › Skills gap analysis and prior learning evaluation to assist in assessing refresher training requirements on an individual basis; and
- › Amendment of the Garda admission and appointment regulations.

Proposal 6

That similar reciprocal arrangements as exist for senior appointment processes in the PSNI and Garda Síochána under the Intergovernmental Agreement on Police Co-operation be developed to allow access to the sergeant and inspector promotional processes in both jurisdictions.

To achieve this, the following will need to be considered:

- › The promotion processes in both jurisdictions to be examined in order to identify the practical issues involved and how they might be addressed;
- › Appropriate training to support such a scheme would need to be developed;
- › Review the 2010 Cross Border Policing Strategy to give renewed focus on the bilateral arrangements
- › Exchange and secondment opportunities at sergeant and inspector levels to be promoted to help develop awareness of opportunities and for exchange of knowledge; and
- › Amendment of the Garda Síochána Act 2005 and Garda appointment and promotion regulations.

Proposal 7

That the possibility of seeking reciprocal arrangements with other police services regarding appointments be explored following the implementation of extended arrangements between the PSNI and Garda Síochána.

Proposal 8

That a Direct Entry Inspector programme to attract candidates with appropriate leadership and management experience in organisations outside the Garda Síochána be developed.

To achieve this, the following will need to be considered:

- › Planning for a Direct Entry Inspector programme to be commenced and take account of the evaluation of the corresponding programme due to be completed in England and Wales in 2019;
- › The need for independent governance arrangements and expertise in the development, delivery and evaluation of a programme;
- › Engagement with stakeholders in order to help create an environment conducive to supporting the programme;
- › The development of an internal talent management strategy to include an accelerated progression programme for promotion to inspector; and
- › Amendment of the Garda appointment and promotion regulations.

Proposal 9

That eligibility for appointment to superintendent and chief superintendent be extended to include senior police officers in other jurisdictions with appropriate skills and experience.

To achieve this, the following will need to be considered:

- The requirements to compete for appointment to chief superintendent and superintendent should include substantial command, leadership and management experience in another police service;
- Amendment of the Garda Síochána Act 2005 and of the Garda Síochána Act 2005 (Appointments to the ranks of Assistant Garda Commissioner, chief superintendent and superintendent) Regulations 2016 and a review of the statutory work permit scheme to facilitate a competition which would be open to experienced senior police officers from other jurisdictions, including from outside the EEA;
- Use of proactive recruitment approaches and provision of information and support to assist with relocation; and
- In addition to general superintendent/ chief superintendent training, conducting a skills gap analysis and prior learning evaluation to assist in assessing training requirements of successful candidates on an individual basis.

Proposal 10

That the case for developing a direct entry programme for superintendent be reviewed after the implementation of the proposed Direct Entry Inspector programme is fully evaluated.

To achieve this, the following will need to be considered:

- Experience of operating the Direct Entry Inspector programme;
- Evaluation of the corresponding superintendents' programme in England and Wales, due to be completed in 2019; and
- Evaluation of the outcomes of the recruitment of experienced police officers from other policing jurisdictions.

Proposal 11

That the bilateral arrangements between the PSNI and Garda Síochána that are provided for under the Intergovernmental Agreement on Police Co-operation relating to superintendent rank and above be refreshed and promoted.

To achieve this, the following will need to be considered:

- Proactive publication of the opportunities presented by the appointment arrangements;
- Review of the secondment and exchange arrangements in order to encourage greater uptake; and
- Development of clear policies and advocacy for the professional development and organisational value the scheme can bring.

Proposal 12

That eligibility for appointment to assistant commissioner should be extended to include senior police officers in other jurisdictions with appropriate skills and experience.

To achieve this, the following will need to be considered:

- › The requirements to compete for appointment to assistant commissioner should include senior-level command, leadership and management experience in another police service;
- › Amendment of the Garda Síochána Act 2005 and of the Garda Síochána Act 2005 (Appointments to the ranks of Assistant Garda Commissioner, chief superintendent and superintendent) Regulations 2016 and a review of the statutory work permit scheme to facilitate a competition which would be open to experienced senior police officers from other jurisdictions, including from outside the EEA;
- › Use of proactive recruitment approaches and provision of information and support to assist with relocation;
- › In addition to general assistant commissioner training, a skills gap analysis and prior learning evaluation should be used to assist in assessing training requirements on an individual basis. This should include a course such as the UK Strategic Command Course, if required.

Appendix 1

'Recruiting for Diversity – Police Now: A case study

Police Now is a graduate police recruitment and leadership programme in England and Wales. It was developed by the London Metropolitan Police and piloted in 2015 with the aim of making an impact on crime through a different approach to recruitment and training. It is a national brand which is advertised on radio, via billboards and on social media (Facebook and Twitter). Particular universities near clusters of participating forces are targeted with on-campus activities to market the idea of policing as a profession.

The recruitment process is intensive and challenging, based on a mix of methods involving self-assessment, application sift, situational test, telephone interview, group assessments, in-tray exercise and participation in an assessment centre (based on a day in the life of a neighbourhood constable). The "application to offer" time frame is 6–8 weeks compared to 9–12 months for conventional recruitment.

Successful applicants must undertake a three month "pre-learn" course before induction, which is examined on the first day of training. Candidates are required to make a two-year commitment to the police service. They are assigned to one of three police services which they selected as preferences. On commencement of training, they are attested and then undertake six weeks' training (six days per week and 12-hour days), involving 27 assessments where participants put into practice what they learnt in the pre-learn period.

Training is delivered through a mix of classroom based and practical activities including seven shifts of field training where participants get on-the-ground experience of a busy London borough. Training takes account of a personal development plan and includes four weeks of one-to-one mentoring. After graduation, officers receive 28 days' immersion in the police service to which they are being assigned.

They then work within a clearly defined neighbourhood as Dedicated Ward Officers, gaining a deep knowledge of their area. Over the probationary period of two years, they participate in six Impact Events every 100 days during which they make a presentation to peers, evaluators and ranking officers on the impact that they have had in policing their neighbourhood.

The average age of recruits to Police Now is 23.5 years. It is not a fast track promotion programme and does not guarantee promotion post probation. Once they are confirmed in rank at the two-year point, participants may choose to apply for promotion in the normal way.

In the 2015 pilot, 67 recruits were successful from 1,248 applicants. The scheme was expanded to six other police services in 2016, when there was an intake of 112 graduates from 2,423 applicants. In 2017, the scheme was extended to 19 participating services with a recruitment target of 250.

Police Now attracts a diverse and representative pool of participants. In 2016, 54% were female and 20% were members of BAME communities. The latter was an increase of 34% in the number of BAME applications compared with 2015. Diversity is also reflected in the high calibre of graduates participating and representation from different social backgrounds – some 16% had qualified for free school meals (Police Now – Influence for Generations, Impact Report 2017). This reflects the proactive recruitment methods used. Police Now partnered with a specialist private company to conduct extensive outreach work to attract high achieving BAME undergraduates to the programme, including contacting 18 African and Caribbean societies and 16 university career services. Work was also done to improve assessment processes and the language used to ensure they were not to the detriment of BAME students (Race Equality Awards 2016).

The Evidence and Insight Team of the London Mayor's Office for Policing and Crime published the results of a two-year evaluation of the 2015 Police Now programme in December 2017. Findings were generally positive.

Appendix 2

An Overview of Police Transfer Policies across USA, Canada, Australia and New Zealand

USA

The size of the federal systems and multiplicity of regional and local police services in the USA and Canada provide opportunities for mobility. In the USA, there is considerable scope to transfer between police services, subject to the general requirement relating to citizenship of the USA. This is generally referred to as “lateral entry” but there are no schemes open to potential recruits from outside of the USA.

Lateral entry is mostly common to smaller cities in individual states, where officers often apply to transfer to larger cities for better pay and more professional opportunities. Some states do not facilitate out-of-state lateral entry. Notwithstanding this, there is general scope for a police chief to hire a police officer from another police service at their existing salary level. Pensions can be an issue as many services do not allow portability of any pension accruals in the previous city. Many cities and states, however, allow officers to vest the contributions made to their current pension fund after a set number of years.

Transfers within the USA are facilitated by the Peace Officer Standards and Training (POST) arrangements at State level which sets selection and training standards that are often recognised by other states.

Most agencies require a lateral entry candidate, at the time of testing, to be **an experienced police officer who worked for another agency for at least 24 of the previous 36 months** (post training) with full police powers and duties. In general, abbreviated training is provided subject to a skills gap analysis. For example, the Denver Police Academy allows lateral recruits to graduate after 15 weeks of training, depending on past training and experience, compared with the general recruit training of 27 weeks.

In the Minneapolis Police Department, full-time active police officers with three years’ prior policing experience are encouraged to apply. Salary is determined by the number of prior years’ experience and the size of the police department that the transferee last served in. Police training in another state and three years’ policing experience satisfies the state POST police process.. Abbreviated familiarisation training is provided as well as in-service training

Canada

All foreign nationals wishing to apply to join a Canadian police service must now emigrate to Canada and become permanent residents before joining a police service. Edmonton and Calgary (regional police services in the province of Alberta) are the only Canadian police services to have carried out overseas recruitment campaigns in the past with the last such recruitment taking place in 2008 (because of difficulties in recruiting locally). However, those joining had to undergo the full training programme.

Within Canada, most provinces and police services allow experienced officers from police services across the country to move from one province to another. For example, Toronto, Calgary and the Royal Canadian Mounted Police (RCMP) accept applications from experienced officers who have completed recruit training at an accredited Canadian Police College. Candidates are required to have an exemplary service record.

Training exemption policies vary across the country with some offering transitional training and others requiring full recruit training to be done (Canada Police, undated). In Ontario, the Ontario Police College reviews requests for exemption, assessing the candidate’s resume, training certificate and at least one reference from the jurisdiction in which the candidate served (Ontario Provincial Police, undated). Vancouver Police require applicants from outside of British Columbia to do a two- hour multiple choice “exemption” exam to be eligible.

The RCMP provides a five-week learning and orientation programme compared with the usual 26-week programme for new recruits.

Australia and New Zealand

Many Australian police services accept applications from New Zealand police officers. The Australia New Zealand Police Professionalisation Strategy 2013–2018 (2013) incorporates the Police Practice Standards Model, which aims to develop a consistent approach to police education and training courses across New Zealand and Australia based on common guidelines and standards. However, there is no provision for lateral transfers between police services within Australia. Applicants with prior policing experience may, however, apply to receive recognition for prior service.

In the relatively recent past, certain Australian police services have recruited overseas because of a shortage of recruits locally or because of the unpopularity of postings to remote locations. In general, those wishing to join Australian police services must be Australian or New Zealand citizens or possess permanent residency in Australia.

Victoria Police recognises prior policing service only in the case of those who have served as an operational police officer in Australia, New Zealand or the UK. Each application is assessed individually. There is no guarantee that prior service will be recognised or that a position with Victoria Police will be offered at the end of the process, even if all components of the application process are passed successfully. Applicants are required to undertake a skills gap analysis to assess how much their knowledge deviates from current Victorian law and Victoria Police policy and operational procedures. The skills gap analysis takes into consideration educational qualifications, the amount and quality of policing service and how recent it is.

If deemed suitable, a training programme, known as the Structured Abridged Training Program, will be tailored to address identified skills gaps.

The length of this training depends on the assessment, but will be between eight weeks and 24 weeks, compared with the normal recruit training of 31 weeks. Those who do not hold a Diploma of Public Safety (Policing), which is granted on successful completion of recruit training, must satisfactorily complete it prior to confirmation of appointment. This is the benchmark standard for policing in Australia.

Western Australia Police has run international recruitment campaigns, the most recent in 2012, and is the only policing service in Australia to explicitly recognise policing experience from Ireland, with permanent residency visas being sponsored. Previous service elsewhere was recognised for pay purposes. Relocation expenses were allowable against tax.

These recruitment programmes were aimed at increasing police officer numbers to accommodate state-wide population growth in periods of high police officer numbers attrition. By 2013, international recruits accounted for almost 10% of Western Australia Police.

The Western Australia Police 2014–2017 Workforce Plan included the option of international recruitment but it is understood that the employment market has since stabilised and there is no need for overseas recruitment at present. There has been acknowledgement that it was a costly strategy as international recruits' starting salaries were determined by their levels of experience.¹⁶ Applicants from the UK and Ireland, however, can still apply at any time if they are Australian or New Zealand citizens or permanent residents of Australia.

"Transitional" experienced officers must have three years' experience (normally within the last 18 months) and satisfy recruitment and testing procedures. The three-year minimum service requirement was a condition of the agreement with the immigration authorities but in practice the police service sought officers with more experience who would be ready for operational roles. Applicants for transitional police officer are tested over a five-day period.

16 Dr. Karl O'Callaghan, Commissioner of Police, Western Australia, Transcript of Evidence, 15 February 2016, p23

If prior learning and experience is considered appropriate, shortened training of 13 weeks compared with the normal 28 weeks is provided. There is a subsequent six-month probation period.

South Australia has recruited from overseas in the past but current policy is not to do so. It does not accept Australian interstate transfers either. The Northern Territory Police Force and Tasmania Police run an Accelerated Recruitment Programme which is open only to those with current or recent police experience in Australia and New Zealand. It also provides for 13 weeks' induction training compared with the normal seven months' recruit programme. Queensland Police, however, requires experienced officers who apply, to undergo the full 25-week training course with no abridged training provision.

New Zealand Police last recruited from abroad in 2008 with an eight-week course instead of the usual 16 weeks. Under its current recruitment processes, overseas police officers must hold New Zealand residency. They must pass the normal recruiting process and undergo full training.

Appendix 3

An Overview of Appointment Practices at Mid to Higher Levels in Selected Jurisdictions

Germany

The German Federal Police and the seven state police agencies are broken into three rank brackets – the constable / sergeant level, the inspector level and the chief of police level, with graduates able to access the second of these (inspector rank) as the entry point for all senior officers. Movement upwards between the bands is possible but rare.

France

The French Police Nationale is organised in three branches: the non-commissioned grades (*Corps d'encadrement et d'application*, equivalent broadly to garda and sergeant levels); the lower commissioned ranks (*Corps de commandement*, equivalent broadly to inspector level); and the higher commissioned ranks (*Corps de conception et de direction*, equivalent broadly to superintendent level and above). There is direct entry to all three branches, reflecting practice in other parts of the French public service. Many officers spend their career in one branch and while mobility between the branches is possible, it is rare.

The basic grade police officer (*gardien de la paix*) can be promoted through four ranks to that of major within the non-commissioned ranks. After four years' satisfactory service as a *gardien de la paix*, an officer can apply for entry to the inspector ranks or the superintendent ranks, but these are also subject to open competition. Fifty per cent of *commissaires* (superintendent level) are recruited externally. To be eligible for inspector level (*officier de police*), an applicant must have a minimum of a Bachelor's degree and for (*commissaire*), a minimum of year two in a Master's, preferably in law, is specified.

There is an 18-month training course for inspectors (12 months in the National Higher Police Academy and six months on assignments) and a two-year course for superintendent rank.

The training for new *commissaires de police*, whether recruited internally or externally, is provided on an individualised basis because of the diversity of their previous experience (Devine, 2010).

The training programme takes account of prior learning and the skills expected in the rank and is delivered on a modular basis with the individual held accountable for the design of their own training, guided by explicit learning objectives and a mentor. Training is aimed at developing professional skills based on real situations. It consists of a foundation phase of 18 months, alternating between periods in the academy and on the ground, teaching the skills needed in the role and providing the opportunity to practice them. The second phase is on the job and takes six months, during which the individual builds policing expertise with a training assignment for four months, followed by a preparatory six weeks in the post to which they will be assigned.

Netherlands

In the Netherlands, besides recruitment at constable and sub-constable level, there is recruitment at graduate level (*Politiekundige*). This level is a tactical, analytical and policy role in crime prevention and policing of public events. Training lasts four years alternating between the training college and assignments at operational units. Holders of certain relevant qualifications can complete the course in two and a half years. There is also recruitment at senior constable level (*Hoofdigent*) requiring a Master's qualification. They undertake three years' training – again alternating between periods in the training college and on assignment to units. The duties are more strategic.

The Dutch Police informed the Inspectorate that all recruit level officers compete for promotion on the same basis – there is no accelerated promotion. The Police College's Centre for the Recognition of Prior Learning evaluates prior qualifications to ensure all training is goal orientated towards achieving competencies.

As regards advancement to the higher ranks, the National Management Development Agency works with the service to *'find talented individuals who can serve in the highest strategic rank'* (Policing in the Netherlands, 2009). A selection committee oversees the selection of officers for strategic positions and works out a personal development process in association with each individual.

Hong Kong

Hong Kong Police, with approximately 34,000 personnel, operates a dual system, recruiting at constable level and at inspector level, the duties of which are specified as *'supervisory and operational duties, covering all aspects of police work'* (Hong Kong Police Service, undated). Eligibility for inspector requires a Hong Kong degree or equivalent. After a 36-week training course, successful candidates are awarded a Professional Diploma in Leadership and Management in Policing, which is accredited under the Hong Kong Qualifications Framework. There is a three-year probationary period. Inspectors follow a structured career path over five years, consisting of assignments to district/divisional posts and tactical/specialist units and they must complete the standard criminal investigation course (nine months). Internal candidates can apply for inspector through the "potential officer scheme". Eligible constables may apply for sergeant, and sergeants with two years' experience may apply for inspector.

Appendix 4

Information on Garda Pension Arrangements

There are four pension schemes applicable to members of the Garda Síochána, with the date of attestation of the member determining which particular scheme applies to them. These are:

1. Attested before 6 April 1995 – Class B PRSI – can retire at 50 on full pension with 30 years' service.
2. Attested after 6 April 1995 – Class A PRSI; and
3. Attested on or after 1 April 2004 – Class A PRSI but minimum retirement at age 55.

These three schemes are final salary schemes.

4. Attested on or after 1 January 2013 – Single Public Service Pension Scheme based on career average. This scheme applies to the entire public service. The minimum retirement age is 55 and members must retire at 60. This is the statutory retirement age for all Gardaí.

Under the Single Public Service Scheme, Garda pensions will no longer be based on final salary. Benefits will be accrued for each year of service and pensions will be based on career average earnings. A proportion of annual pensionable pay is notionally accumulated and inflated each year in line with the consumer price index. Contribution rates and accumulation rates are higher than for most public servants as Gardai may retire at age 55. Final pension and lump sum on retirement are based on the accumulated career average amounts. These accumulated amounts are called the "Referable Amounts". One is notionally accumulated for pension purposes and a second to provide a lump sum on retirement. The single scheme is an unfunded pay-as-you-go scheme. Membership of the single scheme is compulsory.

Service of Garda members who transfer from other Irish public service positions to the Garda Síochána or vice versa is reckonable for pension purposes. In such a transfer, where the pension is based on 40 years' service, three quarters of previous service is reckonable for pension purposes.

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