

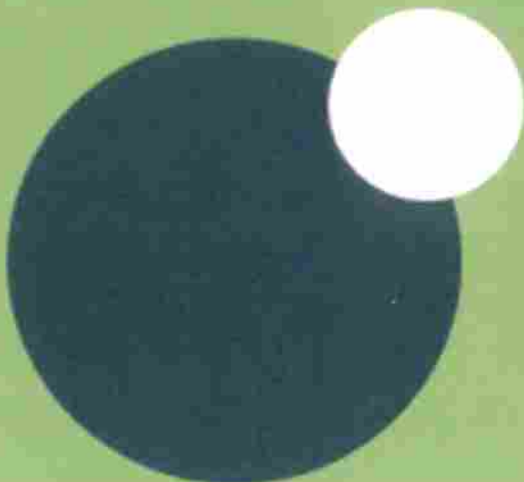


AN TÚDARÁS PÓILÍNEACHTA
POLICING AUTHORITY

**Sixth Report to the Minister in response to the request under
Section 117A (2) of the Garda Síochána Act 2005**

**Monitoring and assessment of the measures taken by the Garda
Síochána to implement recommendations of the Garda
Inspectorate Report “Changing Policing in Ireland”**

20 August 2018



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1. Executive Summary

Background

Policing services in Ireland are currently delivered on a district basis, with 28 divisions (largely along county lines) further divided into 96 districts each led by a District Officer (Superintendent). The Divisional Model of Policing is one of the Garda Síochána's priority projects under the Modernisation and Renewal Programme (MRP) and involves the replacement of the traditional district with a model which manages functions across the division as a whole. Under this model, a Superintendent will lead a specific function for an entire division, and no longer have to attempt to balance, prioritise and deliver the vast array policing functions in smaller district areas. The aim of introducing these specialised, or functional hubs is to achieve higher and more consistent levels of service to the public and greater efficiencies. This change represents one of the most significant changes to the delivery of policing in Ireland in the history of the Garda Síochána.

The original concept of a "*Functional Model*" was recommended by the Garda Inspectorate in "*Changing Policing in Ireland*" and did not foresee any district / geographic breakdown within divisions. In considering the recommendations on the Functional Model, the Government in its Decision of July 2016 recognised the needs of large rural divisions and wanted to ensure that the close relationship the Garda Síochána has with communities was maintained. Thus while the Government decided that the current district model be replaced on a phased basis with a divisional one, it did recognise that some appropriate modifications might need to be made by the Garda Síochána for large rural areas. The Government Decision also expected efficiencies.

New Divisional Structure

The Garda Síochána's response was to develop a "*Divisional Model*" which involves both specialist functional hubs **and** a geographic breakdown within divisions. The specialist hubs which are proposed, focus on community engagement; governance and roads; crime and administration. In this restructuring, a Superintendent will lead one of the specialist hubs, rather than a district, and will report to the Chief Superintendent, who has responsibility for the division. The administration hub will be led by a civilian manager, also reporting to the Chief Superintendent. While sharing some similarities with the Garda Inspectorate's proposed Functional Model, the Garda Síochána has retained some geographic segmentation of divisions with multiple community engagement hubs proposed within each division, some mirroring the existing districts.

Authority assessment

The Authority recognised the implementation of the Divisional Model as a priority in its oversight of the fulfilment of the recommendations arising from the Inspectorate Report 11 "*Changing Policing in Ireland*", particularly given its transformative potential to enhance policing services. This emphasis was initially complemented by a period of rapid development and enthusiasm by the Garda Síochána in early 2017, but progress slowed and the Authority became increasingly concerned by the pace of development. Questions also arose as to whether the exercise was a rebranding of the existing district-based policing, rather than moving to functional policing by division. The project has since been allocated to a dedicated Project Team and been informed through a series of workshops with key internal stakeholders, which has made considerable progress. The Authority is very encouraged by the immense efforts being made by the Garda Síochána and the implementation of the model in four pilot areas is now imminent. With this in mind, it seemed an opportune time for the Authority to review and critique the new divisional structure developed by the Garda Síochána.

At this pilot stage, the Authority is not minded to be prescriptive regarding the exact form of the model to be implemented in each division. However, it is essential that the model being rolled out ensures that the benefits envisaged by the Government and the Inspectorate are realised. The Authority has a number of reservations as to whether the Garda Síochána can fully achieve these benefits with the proposed model as follows:

- **The Authority is concerned that the Garda Síochána’s proposed Divisional Model will not phase out the District Model of policing in accordance with the Government Decision.** That decision gave some support to allowing the Garda Síochána to modify the Functional Model proposed by the Inspectorate, specifically in large rural divisions. However, under the Garda Síochána’s proposed model, this modification has been applied to all divisions regardless of whether they are rural or urban, large or small. In doing this, the Garda Síochána has proposed to continue geographically dividing divisions through introducing multiple community engagement hubs that serve smaller areas and deal with lower value, higher volume crime and community affairs. Many of these hubs mirror the existing district structure. The Garda Síochána’s justification for this approach is their assumption that a sole Superintendent, even with additional Inspectors, could not manage the workload of a division-wide Community Engagement hub. However, such assumptions have not been tested, and more importantly, the homogeneity and rigidity of the pilot design does not appear to allow for testing these assumptions and to examine if there is a more efficient way of deploying Superintendents.
- The Authority has **considerable misgivings that Roads Policing has been placed in the Governance hub.** The logic or strategic intent for the location of roads policing in the Governance Hub is not clear, and seems in part to be due to the geographic segmentation of the Community Engagement hubs. While there are those in certain pilot divisions who have suggested that Roads Policing could be led by an Inspector reporting directly to the Chief Superintendent, this has not been accepted by all involved in the project and the option has been removed. This is a lost opportunity.
- The model has been developed as a standalone project and there has been limited forward planning in ensuring that it fits in with other ongoing MRP projects. **Not having integrated planning creates the risk of future incompatibility between the new divisional structure and other organisation developments.**
- The current design was developed through workshops centrally and across the four pilot divisions, to bring consistency to disparate designs that had been created in the initial stages of the project. However, it appears to the Authority that in the workshops, **the desire for consistency has resulted in some rigidity at the sacrifice of exploration.** The purpose of these pilots should not be to test if a Divisional Model works but rather what form of Divisional Model works. The pilot does not currently allow for this, as it does not introduce variation and testing across the four pilot divisions.
- The ongoing work is largely silent about the **impact on the regions** and the role of the regional Assistant Commissioners. There is a recognition by the Garda Síochána that the pilot, and the evaluation, will need to be alive to this as the pilots progress.
- **Staffing the model remains a key concern.** Civilian recruitment has not kept pace with the model’s development and the requirement for Inspectors and Sergeants, and new role descriptions are critical. There is a sense that expected impact on the uniformed member is regarded as minimal and that there are still issues surrounding transparency of role assignment and career development for members. Most relevant to the Garda Inspectorate recommendation is the role of the Inspector, which was seen as having

a greater role in the Functional Model. This does not appear to have been fully realised in the Divisional Model and is thus at odds with the Garda Inspectorate's initial recommendation.

- The **basis for how the four pilots will be evaluated needs to be clarified**. In addition to testing high-level performance and efficiency metrics, there should be thorough independent analysis to understand what types and arrangements of Divisional Model works best in different areas.

The workshops are continuing, and recent commitments have been made by the Project Team to keep the workshops operational throughout the duration of the pilot. Desire has also been expressed to alter the shape of the model as the pilot progresses, though this has not been formalised.

While not wishing to delay the advancement of this project, the Authority recommends that the Garda Síochána take into account the reservations set out in this report as they commence and work through the roll out in these first four divisions. The Authority also considers that in the context of the four pilots, there ought to be scope for variation, and at least one example whereby the “pure” Functional Model as recommended by the Garda Inspectorate would be tested.

2. Overview and Approach to the Development of the Report

The Divisional Model of policing was chosen as the key area of focus for this report on the implementation of the recommendations of the Garda Inspectorate Report "*Changing Policing in Ireland*". It was chosen because of the importance of what it is endeavouring to achieve – the most significant restructuring of how policing is delivered in Ireland in the history of the Garda Síochána. Its importance was recognised in the Government decision of July 2016, which positioned the Divisional Model as a core element of the reform of the Garda Síochána.

Achieving this change is critical in terms of the potential impact for the community's experience of policing. The demands and expectations of policing in 21st Century Ireland are different and they are not all about crime. The change to divisional policing is designed to impact on the responsiveness and effectiveness of the policing effort, to result in a more strategic use of policing resources, and release leadership capacity by eliminating duplicate functions. It is also a frame within which the key elements of the MRP and Government decision will be delivered.

The rollout of the Divisional Model pilot project is imminent. This has long been anticipated, and the Authority has expressed its disappointment on more than one occasion at the pace with which it has developed. It could be regarded as premature to produce a report on an initiative that is yet to begin, however, the Authority regards it as important to assess the outcomes of the process that the Garda Síochána has engaged in to interpret, and determine, the shape of the Divisional Model that is piloted. The Authority's intent in this regard is not to attempt to adjudicate on the model, or indeed prescribe a model, but rather to assess if the anticipated benefits of divisional policing are capable of being delivered.

The Authority itself, and through its Organisational Development Committee and Authority Executive, has engaged with management and staff in the four pilot areas, the Garda Project Team and Senior Management within the Garda Síochána to inform this report. Attendance at the project design workshops, conducted with a broad cross section of the Garda Síochána organisation, offered some insight into the concerns, challenges and opportunities identified, and the rationale behind the shape of the model recently settled upon. The Authority has also engaged with the various MRP project teams, which will be important supports for the model, as well as Specialist Units to explore how these will interact and support divisional policing.

The development of the Divisional Model is taking place within the larger context of the MRP, and as such is not immune to the same challenges it faces. This Sixth Report should be read with reference to the Authority's Fifth Report that sets out its observations with regard to the implementation of the MRP more generally, as many of the issues raised in that report pertain.

This report also sets out a progress report on the wider implementation of the recommendations of *Changing Policing in Ireland*, more generally and includes some specific detail on the priority project areas.

3. Divisional Model

Introduction

The Government Decision S20193F of July 2016, which enshrined the recommendations of *Changing Policing in Ireland*, incorporated that the current District Model of Policing would be replaced, on a phased basis, with a Divisional Model of policing. This model would see policing responsibilities allocated on a functional, rather than a geographic basis, and represented a significant restructuring of the existing District Model with the objective of delivering visible, effective and responsive policing services to communities.

The concept of working on a divisional basis is not new for the Garda Síochána. Initiatives undertaken within the MRP that centralised functions at divisional level have been rolled out, and have been well received, by both those working within the Garda Síochána and those using these services. The Protective Services Units are such an example. While these units are still only formally operational in four divisions, feedback is positive that it has resulted in improved levels of service to victims and increased operational effectiveness in dealing with these types of crime. Initiatives such as Court Presenters and the Victims Services Offices also operate on a divisional level and appear to be offering greater efficiencies and better service. The Divisional Model is potentially a framework for all policing services to be delivered in this manner, if effectively designed and implemented.

The launch of the pilot of the Divisional Model across four divisions is imminent. The Garda Síochána has, following a protracted process, arrived at a version of the Inspectorate Model that it believes best meets the needs of policing in Ireland while realising the benefits, as articulated by the Inspectorate, of a divisional approach to policing. However, the model presented by the Garda Síochána is substantially different from the Inspectorate recommendation. The Government Decision does recognise that appropriate modifications may be needed for the deployment of the Divisional Model to meet the needs of large rural divisions and ensure that the close relationship the Garda Síochána enjoys with local communities is maintained.

At this pilot stage, from an oversight perspective, the Authority is not minded to be prescriptive in terms of the final shape of the Divisional Model. It does however, want to be assured that the model rolled out is capable of realising the benefits envisaged by a move to divisional policing. It is imperative that any alteration to the design still delivers the intended benefits of restructuring.

This chapter sets out the progress made by the Garda Síochána in implementing a Divisional Model pilot. It then presents the model that the Garda Síochána proposes will be put in place, the anticipated benefits, and how this relates to the Garda Inspectorate's recommendations. It is concluded with the Authority's assessment of the progress made to date.

Background

The Garda Síochána currently operate in 28 divisions. Within each of these there are between two and six geographic districts, totalling 96 districts for the country. The districts replicate each other's activities, providing a wide range of policing services to these geographic areas, including, but not limited to: crime investigation, community policing, response policing, event management and roads policing. A District Officer (Superintendent) leads the district and oversees all of these activities, as well as the necessary administration, including Human Resources and Finance. The geographical area, population served and number of Garda

members under the supervision of a Superintendent varies significantly from district to district. For example, as illustrated in Table 1, some districts have fewer than 40 Garda members while others exceed 300.

Table 1: Number of Garda Members in Pilot Divisions

Division	District	Number of Garda Members (as at May 2017)
DMR South Central	Donnybrook	155
	Kevin Street	183
	Pearse Street	282
Cork City	Anglesea Street	327
	Gurrabraher	92
	Mayfield	112
	Togher	115
Galway	Ballinasloe	51
	Clifden	38
	Galway	261
	Loughrea	81
	Salthill	71
	Tuam	69
Mayo	Ballina	55
	Bellmullet	30
	Castlebar	85
	Claremorris	90
	Westport	42

The Garda Inspectorate has been critical of the current District Model of policing, citing a number of features that it believes do not lend themselves to effective policing. These include:

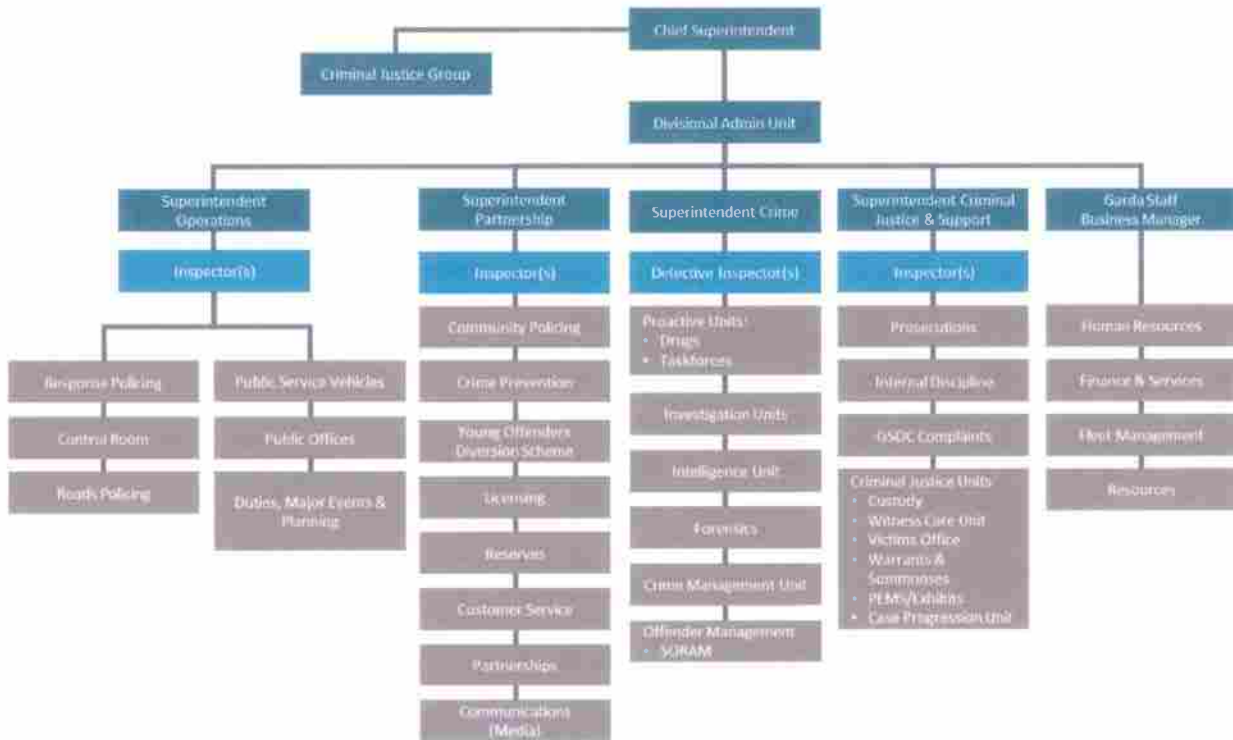
- Highly inefficient deployment of resources across district boundaries;
- Widespread inconsistencies between districts in the provision of services;
- Duplication of operational, administrative and management units which take resources from patrol, investigative and community policing; and
- A resulting wide portfolio of responsibilities assigned to the District Officer

It was in this context that the Garda Inspectorate proposed a move away from the District Model to a Functionality Model. The proposed model, presented in Figure 1, was part of a series of linked reforms, including amalgamation of divisions and reduction of the number of Garda Regions. Recommendations regarding the amalgamation of regions were not accepted in the Government Decision, but it was decided that this should be reviewed as the Divisional Model is rolled out.

Garda Inspectorate Functionality Model

The Inspectorate model is set out below.

Fig 1: Proposed Garda Inspectorate Functionality Model



The model was originally proposed in the Garda Inspectorate’s “Crime Investigation Report” (Report 10) and further developed in *Changing Policing in Ireland* (Report 11 – Recommendation 2.3). The model proposed the removal of districts. In their place, specialist, functional units would be formed which would focus on specific areas of policing for a whole division. A Superintendent, who would have a more focused area of responsibility balanced with an increased geographical area, would lead each of these new units. The Garda Inspectorate proposed that this would achieve a number of advantages for delivery of policing services. These are set out in this section.

The Inspectorate’s Model was presented as having four Superintendents and a senior member of Garda staff, overseeing units for Operations, Partnership, Crime, Criminal Justice and Business Management. It proposed that a number of Functionality Models should be developed to cater for the differing needs of urban and rural divisions. Furthermore, it was expected that the four Superintendent Model would only be required for busier divisions, and that “less busy” divisions could merge some of the specialist portfolios and cope with two or three Superintendents.

Beyond defining the role of the Superintendent for each unit, there was a limited amount of guidance as to how the divisions should operate, or the implications of the model for other ranks. The Garda Inspectorate recommended increasing the number of Inspectors to support the Functionality Model, in addition to releasing Inspectors to front-line supervisory duties. With respect to the physical deployment of resources, it was

recommended that certain functions be co-located. For example, it was recommended that the crime unit should be located with the custody suite to maximise efficiency in investigations.

Advantages of Functionality Model proposed by Garda Inspectorate
Reduce inconsistencies in delivery of services within divisions and nationally
Allow for more streamlined reporting/monitoring by Garda HQ, as they would have to monitor 28 divisions rather than 96 districts.
Allow for the deployment of Superintendents to areas where they have particularly strong competencies (e.g. crime investigation).
Allow Superintendents to develop skills in areas where they have limited experience.
Allow Superintendents to become specialists/experts in specific areas thus allowing for more consistent decision making and operational deployment practices
Reduce Superintendents' responsibilities, which are associated with running a district, thus freeing up time to focus on critical operational tasks and increasing visibility.
Focus on collaboration between portfolio owners, rather than competition between districts
Specialism by Superintendents would free up chief Superintendents' time to allow them greater scope for community engagement
The addition of a civilian business manager would remove some of the non-operational duties from Superintendents.

Model Development

The recommendation to implement a Functionality Model was accepted in the Government Decision. However, during the formulation of the Government Decision, the Garda Commissioner was consulted and the recommendation was subject to appropriate modifications, to allow for flexibility of the model in large rural divisions and ensure that the close relationship with communities was maintained. The model was also closely aligned with civilianisation in the Government Decision, and the Commissioner was cited as committing to approximately 10 redeployments per division, as a result of implementing the model, and an approximate total of 250 when it was rolled out nationally.

The model was to be piloted in an urban division in Quarter 4 of 2016 and, subject to review, a rural division in Quarter 1 of 2017. It was initially to be piloted in Cork City, but three additional divisions were added as pilot locations including DMR South Central, Galway and Mayo.

The project was commenced outside of the governance framework of the Strategic Transformation Office (STO, the project management office for the MRP). Disparate model designs were developed in each of the four divisions, all of which focused on developing a hybrid model, namely a compromise between the Divisional Model concept and the current District Model. For example, in Cork City the plan entailed merging

the existing four districts into two: one for the north side of the city and one for the south. In addition to this there were to be four Garda led units, or hubs, for Crime Investigation, Roads Policing, Courts and Governance and Strategy. Finally, a civilian led administration unit was going to be introduced. By comparison, Mayo intended to amalgamate the existing five districts into three Community Engagement and Public Safety Hubs, with additional hubs for Crime, Governance, Performance and Standards, and Administration and Support Services.

Though progress was being made in both of these divisions, and the rollout of the pilots was imminent, concern was expressed within the Garda Síochána over a number of issues. The primary concern appeared to be that the processes and design challenges were not being recorded, and there was a lack of consistency to the approach to the projects, which would limit opportunities for learning and evaluation to inform national rollout of the models. The STO intervened in October 2017 to bring some uniformity to the process and formalise the initiative as an MRP project under the title "Divisional Model". In Quarter 4 of 2017, the STO conducted a prioritisation exercise for MRP projects, in which the Divisional Model was included. The project was classified as one of three Tier 1 projects (the highest level of priority for the STO). This meant that the project would receive the highest level of support from the STO, with a dedicated, full time STO project team assigned to ensure project delivery. The Project Team was led by the Assistant Commissioner for the South Eastern Region.

A series of design workshops were held over the past eight months involving divisional officers, district officers and senior staff from each of the pilot divisions. Authority staff also attended a number of these workshops in an observer capacity. Senior Gardaí from divisions outside of the pilot projects were also invited to attend to offer alternative perspectives. These workshops initially focused on the high-level design establishing the functional hubs, which the division would be divided into, before delving into the individual processes that would be introduced in each hub. The Project Team has produced a considerable body of work delineating the roles and responsibilities of each hub down to the level of individual processes. In doing so, it has defined the processes clearly to standardise the approach to work across the divisions. This has been particularly important in developing the administration hub and identifying those elements of work that are to be removed from Superintendents and reallocated to civilian staff. This work commenced in November 2017, but was interrupted due to wider industrial relations issues. The workshops resumed when these issues had been resolved, but the Project Team had been able to advance some of the work required during the interruption. The management of the pilot divisions also visited a number of locations (including Brent, West Midlands and Northern Ireland) to gain insights on how functional policing has worked in these areas.

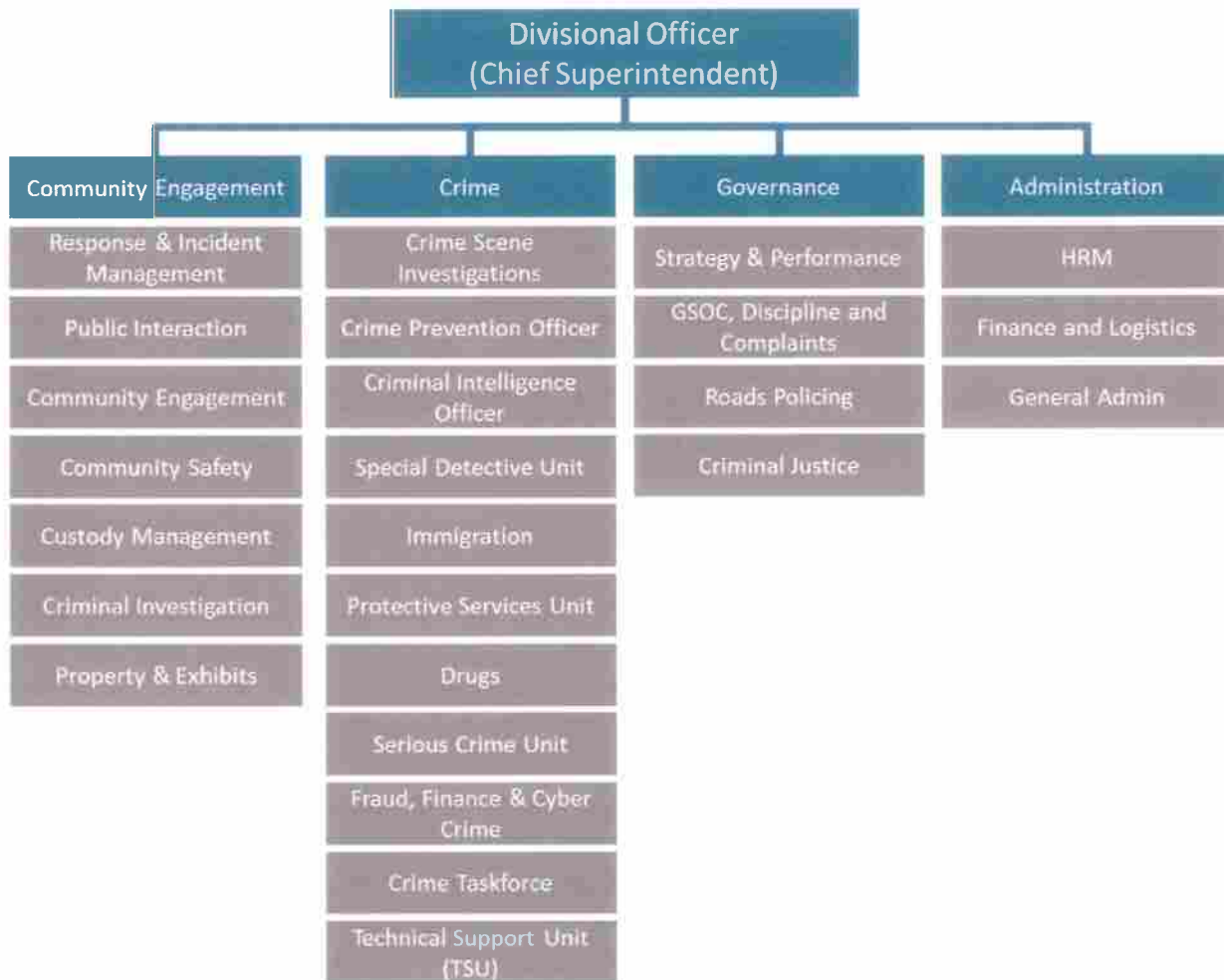
While the Garda Síochána has settled upon the overall model, design workshops are still ongoing, with a workshop on the Governance Hub due to take place in August. This may result in some minor changes to functions assigned to each hub, but there is unlikely to be significant change proposed from within the Garda Síochána.

Current Model

The model, which is due to be piloted over the coming months, is broadly similar for all divisions and contains a series of hubs. This current model is almost identical to that originally proposed in the Mayo Division pilot. Every division will have a Crime, Governance and Administration Hub. In addition to this, each division will also

have multiple Community Engagement Hubs (currently three in each division, with the exception of Galway, where four are planned). The high-level design, as presented in May 2018, is exhibited in Figure 2.

Fig 2: Design of Divisional Model



One of the key developments of the Divisional Model is the introduction of an Administration Hub. A civilian staff member (at Assistant Principal grade) who will report directly to the (Divisional Officer) Chief Superintendent will lead this. The Administration Hub will complete most of the HRM, finance and administrative functions for the division, though some administration is expected to remain in operational hubs. The main impact of this hub is that it will result in the transfer of non-operational work from gardai to civilian staff members, and facilitate redeployment of garda members to operational policing.

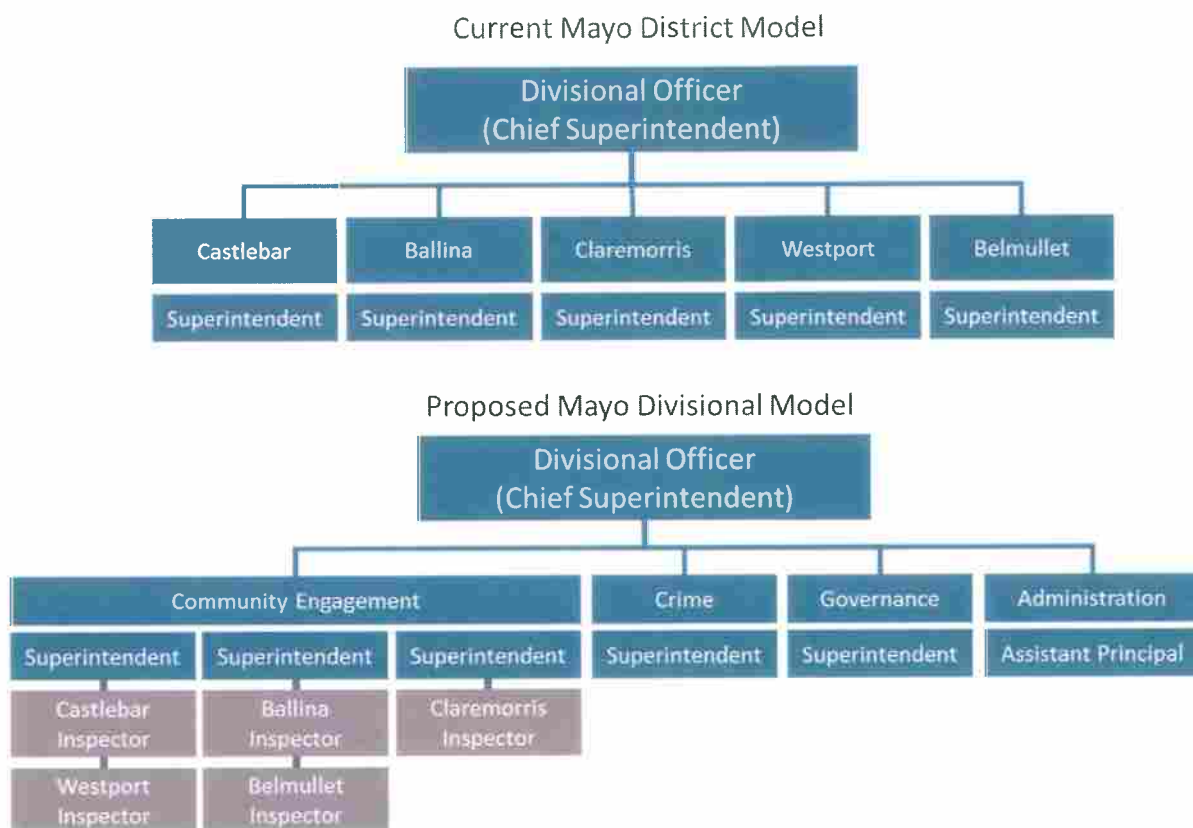
Beyond this, it is anticipated that functions will be centralised and as a result achieve economies of scale. For example, it is anticipated that the finance function will be completed in one location in the division, rather than being completed in each district. This will result in fewer staff required for this particular function.

The Community Engagement Hubs will be the largest (individually and combined) in terms of Garda numbers. After the project was brought under the STO, the initial workshops in November 2017 proposed two such hubs per division. Following the recommencement of the workshops in March 2018, the number of hubs had been

increased to three per division. The exception was Galway Division, where five community engagement hubs were being sought, with little change to current district boundaries. This has since been reduced to four.

The Community Engagement Hub is, essentially, the hub for uniformed gardaí. At its simplest level, these will be amalgamated districts, with key functions removed and assigned to other hubs to operate on a divisional basis. As well as community engagement, the Community Engagement hubs will also deal with high volume-lower value crime investigation (for example thefts under €7,000 in value) and custody management.

Fig 3: District Model and Divisional Model for Mayo



The crime hub will be led by a Superintendent/Detective Superintendent, and will be responsible for all serious crime for the whole division. It will bring together existing crime assets such as the Special Detective Unit, Protective Services Unit, Crime Prevention Officer and Crime Scene Investigation function. There will be some variance across the divisions. The pilot in Mayo, for example, does not currently have a Protective Services Unit.

The Governance Hub will centralise all GSOC investigations, complaints and discipline issues, and remove these duties from district officers. It will also take responsibility for strategy and performance, criminal justice and roads policing. It should be noted that neither the Crime Hub nor the Governance Hub will necessarily be centralised in geographic terms, and may remain in former district headquarters. Essentially, the Superintendents leading these hubs may still be physically located in the communities where they were once district officers.

Comparison with the Garda Inspectorate Model

While perhaps easier, and more intuitive, to focus on the differences between the Garda Inspectorate and Garda Síochána models, it is important to also take note of the commonalities. At a principle level, the Garda Síochána Model does to varying degrees:

- Allocate responsibilities (with the exception of community engagement) on a functional rather than a geographic basis across a number of hubs;
- Locate the hubs in various areas across the division to maintain the close relationship with communities;
- Reduce duplication of operational, administrative and management units;
- Reduce the breadth of the portfolio of responsibilities assigned to the District Officer thereby freeing her up to focus on her area of functional responsibility;
- Civilianise business supports including finance and HR; and
- Maintain a management team in each division comprising the Chief Superintendent and Superintendents.

There are a number of key differences between the Garda Inspectorate model and the Garda Síochána model as presented in May 2018 of which the key ones are summarised in Table 2.

Table 2: Differences between Garda Inspectorate and Garda Síochána models¹

	Garda Inspectorate Model	Garda Síochána Model
Number of Superintendents per Division	3 to 4	Up to 6
Community Engagement	1 Operations Hub and 1 Partnership Hub	3 to 4 Community Engagement Hubs
Governance	Focused on Criminal Justice and GSOC Complaints	In addition to Inspectorate specification, it also includes Strategy and Performance and Roads Policing
Property and Exhibits Function	Under Criminal Justice Hub	Under Community Engagement Hub
Crime Prevention Officer Function	Under Partnership Hub	Under Crime Hub
Roads Policing Function	Under Operations Hub	Under Governance Hub
Victims Services Office	Under Criminal Justice Hub	Under Protective Services Unit, Crime Hub

The key differences relating to the Community and Governance hubs are explored in some detail below. The rationale for the differences relating to these hubs as articulated by the Garda Síochána through the Garda Project Team is set out.

¹ This is based on the model presented in May 2018. There may be subsequent reallocation of individual functions, such as Property and Exhibits, in subsequent workshops.

Community Engagement Hubs

The Garda Inspectorate proposed separating Operations (including Response Policing) from Partnership (which included Community Policing). Rather than following this approach, the Garda Síochána have merged these two functions into a Community Engagement hub. This in itself is not at odds with the Garda Inspectorate approach, who stated that hubs could be merged in some divisions. Where the approaches diverge, is that the Garda Síochána Model creates multiple Community Engagement hubs within each division. There will not be a Superintendent with a pan-divisional role to deliver community engagement. According to current plans, there will be three Community Engagement hubs each in DMR South Central, Cork City and Mayo while there would be four Community Engagement hubs in Galway. As each would only serve part of the geographic area of a division, the Authority has highlighted that this does not in fact deliver a divisional approach to community policing. In fact, the exercise, by retaining an alignment between a specific Superintendent and a specific geographic area, could be perceived as largely a rebranding of the current District Model.

The Garda Project Team has refuted this point of view. With regard to the merger of the hubs, it has stated that in a scenario where response policing is separate from local policing, one hub will respond to incidents and rely on another hub to provide follow up policing services. According to the Project Team the strongly held view, emerging from the workshop process, has been that this has the potential to reduce service levels. In medium size and smaller stations in that scenario, resources would be spread too thinly across both functions. Having these functions in separate stations would, it believes, increase response times. The Project Team believes that merging these functions does not diminish the economy of scale, efficiencies and greater flexibility that can be achieved.

With regard to the inclusion of multiple community hubs, rather than one pan-divisional community engagement unit, the Garda Project Team believes that the workload of a divisional community engagement unit or hub would be too much for one Superintendent. Examining the typical breakdown of a Superintendent's role (as provided by the Garda Inspectorate), 30% of a Superintendent's time is taken up with Community Policing and Stakeholder engagement. In a current six-district division, this would be equivalent to almost 1.8 full time roles. This is before any other activities are considered and not factoring in that Superintendents are reportedly currently working excessive hours.

A counterargument is that further Inspectors could be employed in various geographic areas within the division to support the Superintendent in a divisional role. However, the Garda Síochána does not believe that this approach will work. The Project Team stated that this approach could be perceived as elevating the role of Inspector to that of Superintendent without any additional pay. There were also concerns expressed as to the appropriateness, or indeed fairness, of asking an Inspector to negotiate with Superintendents, for example in terms of resources. Furthermore, preliminary staffing structures suggest that there could be in excess of 300 community engagement gardaí per division. If Inspectors were to take on a greater leadership role in these hubs, they would potentially oversee a larger number of gardaí than the Superintendents of both the crime and governance hubs.

Governance Hub

The second key difference is within the Governance hub. The addition of a strategy and performance function within this hub may encourage greater levels of strategic thinking at divisional level. However, the location of roads policing in this hub is counterintuitive. The Garda Síochána argument for this is that, given the above-mentioned geographic split of Community Engagement hubs, locating roads in one of these hubs would end up with an uneven deployment of roads policing resources across the division. Given the gravity of crimes being dealt with in the crime hub, were roads to be located there, it may end up being overshadowed and afforded a lesser priority. Finally, roads policing is not considered sufficiently large enough to have a hub of its own or to be led by a Superintendent. Furthermore, if operated as a stand-alone hub led by an Inspector and reporting directly to the Chief Superintendent, the project team believes that the Inspector would not have sufficient authority when working with Superintendent hub leaders. As such, roads policing has ended up as part of the Governance Hub, however this does appear to be due to a lack of options rather than any strategic intent.

In summary, the workshops presented an opportunity to debate the various options and the Authority is aware that there was not consensus or indeed unanimous support for the final model until very recently. The workshop outcomes are heavily predicated on an interpretation of the Government Decision regarding the degree of flexibility permitted. The discussion was influenced too, by a consensus amongst participants as to the importance of the role of the Superintendent in the community. The conclusion reached was that a purely Functional Model would diminish the level of service provided by the Garda Síochána to victims and communities. Specifically, it was perceived that in at least some of these systems visited in the UK, high volume-low value crime was not investigated thoroughly, and that some of these policing services had a lesser presence in the community. Furthermore, those involved in the project have stated that key community stakeholders and local politicians are keen to retain Superintendents in their areas to maintain the link between the Garda Síochána and communities. This concern has been particularly stressed in the context of lessons learned following the reduction in the number of Superintendents arising from previous district amalgamations, and the subsequent criticisms voiced.

Expected Impact

The Garda Síochána have expressed a large number of anticipated benefits (listed in Table 3), which are broadly aligned with those proposed by the Garda Inspectorate. Many of these are a natural progression of the shape of the model, such as the streamlined portfolio for Superintendents, improved and focused governance at divisional level, the increased opportunities to specialise and the efficiency gains from alignment of specialist units.

Enhanced professional services	Empowered divisional officers (Chief Superintendents)
Focus on governance and performance	Increased community focus
Streamlined portfolio for Superintendents	More efficient working
Increased opportunities to specialise	Align specialist units
Improved co-ordination within divisions	

The Garda Project Team articulated the benefits that would be achieved from the Crime and the Governance Hubs as follows. A dedicated crime Superintendent will focus and coordinate divisional efforts on serious crime, and create centres of excellence through concentrated specialist units. The Garda Síochána also state that the development of this hub will result in a more cohesive crime prevention strategy for whole divisions, better management of serious crime investigations, state security and intelligence and more focused training efforts. Similarly, the Governance Hub may result in more concentrated oversight of complaints and investigations into members. This will remove this responsibility from district officers, freeing up their time to focus on frontline policing. Similarly, a unit dedicated to planning may improve the standard of local policing plans, the quality of which has been a concern raised by the Authority's Policing Strategy and Performance Committee and the Gardaí.

However, some of the potential impacts listed are less certain. Among them is enhanced Garda visibility in communities. This is anticipated to be achieved through the increased time available to Superintendents in the Community Engagement hubs, which will allow them to have a greater presence in the community. It is also expected to be a dividend from civilianisation of non-operational and administrative roles, which will release gardaí for redeployment. However, it is unclear the degree of impact this will have. While the exact number of roles to be civilianised has yet to be finalised, it was expected to be 10 per division in the Government Decision. Early indications, based on engagements by Policing Authority officials, indicate that approximately 40 garda members will be redeployed to operational duties, with potential for additional redeployments as the project progresses. The impact of a senior officer, such as a Superintendent having a greater presence in the community, and the achievement of redeployments is significant. However, in terms of increased visibility this number realistically amounts to relatively few additional garda members sent out in the community, when spread across an entire division. While there may be additional scope for increasing visibility from the model, this has yet to be articulated to the Authority.

Enhanced professional services has been cited as a key advantage with the establishment of the Administration Hub and the introduction of new, senior level civilian staff. The introduction of these staff, the removal of administrative duties from Garda members, and subsequent redeployments are welcome changes. However, there are a number of challenges such as the recruitment channels for civilian staff and supporting infrastructure for the Administration hub. These will be outlined in the next section.

Timeline

As outlined in earlier sections, progress has not been as fast as anticipated but the commencement of the pilot is now underway, with finance functions commenced. However, a number of design elements are still to be finalised which will be core to rolling out the project. The main piece to be developed is the staff plan, which will outline the precise make-up of the hubs in terms of human resources, identify any human resource requirements yet to be filled and better articulate the shape of the model. The Authority has been informed that the draft staff plan was developed during July and is currently being finalised.

Another element of work, which has yet to be finalised, is the evaluation criteria. This critical piece of work should generate learning points from the implementation and the successes and failings of the model, and assist with any redesign before the model is considered for implementation on a national level.

The key dependency and risk for the implementation of the pilot is human resources and timeframes for the rollout of hubs are constantly in flux as a result of lack of resource availability. However, some indicative deadlines have been provided to the Authority. Staff are still required for the finance function in Mayo and Galway; however, these functions are commencing at a reduced level and are expected to be at full capacity in September. The whole administration hub is also anticipated to be functional in September. In order to progress the remaining hubs, there is a dependency on promotion competitions for Sergeants and Inspectors. The Crime hub is expected to be launched in October, while the Governance and Community Engagement hubs are expected to be operational before the end of the year. In order to fully test the efficacy of the model, the pilot is anticipated to run for 12 months being evaluated throughout the period and upon close. This means that the model cannot be refined and rolled out nationally before 2020.

Challenges identified by the Garda Síochána

In their own assessment of the project to date the Garda Síochána have acknowledged and reported on a number of challenges, which have been further elaborated on in the Authority's discussions with the Project Team. These include the perceived challenges in locating Roads Policing within the model, industrial relations concerns, communications within the pilot divisions and, at an organisational level, insufficient IT support, lack of coordination with other MRP projects and difficulties in coordinating resource needs with the civilianisation effort. As these issues have been reported, mitigating actions have also been reported. However, there are two broader issues, which are still relatively unresolved.

Resourcing and working arrangements

The resourcing of the Administration hub has presented a challenge for the pilot divisions, in terms of the recruitment of new staff and the movement of existing civilian staff to a centralised location. A core proposed benefit of the model is the enhancement of professional services to support operation policing. Senior civilian staff, who will require specialist knowledge in areas such as HR and finance, will lead the Administration hubs. Where these staff are being recruited externally, they are being drawn from general, grade specific panels from the Public Appointments Service. The Garda Síochána has the necessary licence to recruit specialist staff (as is done for roles in the analyst service), yet this facility is not being used for the Divisional Model. Many of the new staff who are required for the rollout of the project have yet to be recruited. This has already resulted in the delay of the launch of the finance function in two divisions.

The Garda Síochána has cited challenges in centralising the core administrative functions, as many staff who currently work in district offices do not wish to relocate. As an alternative, plans are proceeding to centralise functions by bringing in new staff. However, there is a lack of clarity as to what roles existing staff will have if they do not relocate. These may become civilian support for operational hubs, but there is a risk that the divisions may become over-staffed through the creation of roles to facilitate staff members located in former districts, and therefore not achieve optimal efficiency.

There are also a number of working arrangements and industrial relations issues that have been raised in relation to the Divisional Model. For example, the reporting lines between garda members and garda staff has yet to be established. Currently, there is an approximate equivalency between garda ranks and civilian grades but this remains somewhat contested.

ICT Infrastructure

In terms of the Administration hub, there are challenges arising from a lack of supporting ICT infrastructure. While the Project Team has completed a considerable amount of work on refining and mapping administrative processes, much of the work is still paper based and requires a significant amount of interaction between staff, hub Superintendents and other garda members. The lack of supporting ICT systems has the potential to severely diminish efficiency gains.

On a broader level, many of the ICT systems that would enhance the rollout of the model are in their early stages and have not to date been integrated into the roll out of the Divisional Model. These include the Roster and Duty Management System, Enterprise Content Management System and Investigation Management System. The lack of coordinated planning around these key supports and enablers means that various projects will have to be retrofitted to meet the requirements.

Authority Assessment

The Authority recognises that, in the context of the Garda Síochána, the new model, which is being implemented, is an unprecedented change. It also acknowledges the immense efforts, which have been made by the Project Team in developing the model, particularly the new processes and standard operating procedures that underpin the model and will ensure a smooth transition from the district structure. However, the model by itself is not a panacea for change and does not represent a radical alteration. It is, at a high level, a framework to cater for future developments and an increased focus on specialisation within the organisation as a whole. While recognising the potential benefits of what is being proposed, the Authority believes that more could be achieved through testing assumptions, and further challenging the established mind-sets, through introducing further exploration of different models to test the limits of what is possible. It also requires a whole of organisation approach to avoid the model being treated as an isolated, standalone project. On the contrary, it will require adequate resourcing, challenges and enablers to be addressed and integration and coordination with the rest of the MRP.

The nature of the 'pilot'

Typically, an initiative or change is piloted in order to test the desirability and feasibility of it becoming a permanent way of working. Given the Government Decision of July 2016, the Divisional Model pilot projects are less about the decision to move to a Divisional Model, which has effectively been taken, and more about how best a Divisional Model might be structured and implemented, to inform the subsequent roll out of divisionalised policing across the country.

In the initial work carried out by the pilot divisions to design their response to the Inspectorate's recommendations a number of different models were developed. There was concern, which at the time was shared by the Authority, that the autonomy given to divisions was resulting, in some areas, in what was effectively a rebranding of the District Model. This view was evidenced through engagement with Gardaí that articulated varying degrees of resistance to the model and a belief that it would negatively affect the relationship with the community and the effectiveness of local policing. It is important to state that this resistance was not universal within the divisions, but even amongst those supportive and enthusiastic for the move to divisionalised policing, there has been a consistent concern articulated regarding the manner in which community policing is being dealt with by the model.

In response to this, and as described earlier, the pilot divisions were brought together over a period of months in a process designed to bring consistency and order to the development of the model. Specifically, the workshops were held to bring rigour to the processes being used to identify the roles and work within a division, to debate and tease out an agreed approach and to collectively explore the elements that would form part of the evaluation framework. This was important not least to ensure that the pilot would produce something that would assist in the further roll out.

The model, which is due to be piloted, is now broadly uniform across the four pilot divisions. The key difference relates to the number of Community Engagement hubs in each region. This is in contrast to the Inspectorate recommendation of developing a range of models, and in contrast to the Government Decision that recognised that there could be appropriate modifications to cater for the differing needs of large rural divisions.

Consistency, in terms of rigour around process and evaluation, was introduced to the Divisional Model project at a time when there was evidence that this was needed. But given that no opportunity appears to have been taken to use the four pilots to test variations of the model or to test out assumptions that appear, at least anecdotally, to be driving its current form, it could be argued that the value of the pilots has been somewhat diminished. Consistency and rigour in process does not necessarily require a loss of flexibility or the opportunity to be creative. It also reduces the evaluation to one that is essentially assessing whether the pilot is better than what was there before. This is essentially a moot point as the decision to move to divisionalised policing has been taken. A more courageous approach to the pilots could have afforded an opportunity to compare different Divisional Models to each other in terms of their impact on efficiencies and the degree to which they delivered more effective, responsive policing. Rather than compromise to address all the key concerns expressed, in those pilot areas where management was willing to go further, this might have been facilitated and the pilot used as an opportunity to trial more ambitious and varied models. Limiting the pilot to a uniform model is also somewhat presumptuous that it is going to be capable of rollout across the rest of the country irrespective of geographic or, demographic difference or varying policing requirements.

The Model

The model is different from that proposed by the Garda Inspectorate. From the Authority's perspective, at this pilot stage, the fact of a departure from the prescribed model is not critical, if a sound rationale is articulated, but most importantly if that departure does not negatively affect the achievement of the intent and the benefits of the Inspectorate's recommendation and the Government decision. The model chosen appears to rest on a number of assumption that underpin its configuration, amongst these are:

- A pan-divisional role for one Superintendent in the area of community policing would be overly burdensome and would impact community confidence
- An operations hub and separate community partnership hub would not work as it would split resources within the division, negatively impacting on response times and the quality of the service offered to the community
- Roads Policing could not be led by a divisional Inspector reporting directly into a Chief Superintendent as s/he would not be sufficiently senior to engage with the Superintendent team and it could be perceived as increased responsibilities with no commensurate increase in pay
- The Governance Hub is the 'least worst' place to house Roads Policing

These assumptions are held with varying degrees of conviction within the divisions. During on-site visits to discuss the model, some divisions were content to run with an Inspector in charge of roads policing and some were content to run with a reduced number of community engagement hubs. This would have facilitated some variation in the pilots, if permitted to proceed.

Common to all the divisions however, was a firmly held view that the Operations hub and Partnership hubs would not work in an Irish context. When pressed for a rationale, reference was made to the experience of visiting a number of sites in the UK in which this approach was adopted. Those spoken to expressed the view that the emphasis within that model was on response times, to the detriment of service delivery to the community. They also expressed strong views that it would unnecessarily split resourcing, resulting in there being too thin a spread of resources within areas.

Similarly, the argument was made repeatedly that the presence of a Superintendent in a geographic area was a key expectation of the community, and reference was made to the learning emanating from recent amalgamations of districts, and the disquiet generated. A number of divisions did not see this as precluding the divisionalised approach to crime or governance, with the Superintendent in charge of these hubs remaining in their geographic area but relinquishing the responsibility for the community policing of the area to the relevant community engagement Superintendent.

However, this perceived special role of the Superintendent in the community is, in the Authority's view, eroded by evidence of frequent changes in the tenure of Superintendents. The Authority has frequently expressed concern about the issue of tenure, which was strongly echoed in Mr. Justice O'Higgins report in 2016.

The Divisional Community Engagement Hub

In terms of the number of community engagement hubs, this is perhaps the area that most risks perception that the exercise is 'rebranding' of the old District Model rather than a move to divisionalised policing. In the earlier versions of the model, it could be argued that some divisions were essentially replacing the district Superintendent with a community engagement Superintendent in the same number of areas – essentially a rebranding. The number of community engagement hubs has been reduced but is still significantly more than that envisaged by the Inspectorate.

The argument against a division wide role for one Community Engagement hub Superintendent does not appear to have been evidenced. In the case where a Superintendent is being divested of responsibility for serious crime, governance, complaints and the bulk of HR and Finance responsibilities, it is unclear how it can be categorically stated that the workload would be unsustainable.

Furthermore, the existence of a number of Community Engagement hubs within one division raises the question as to how this approach will deliver the consistency in community policing across the division that would have been gleaned from having a pan-divisional Superintendent. A high number of Community Engagement hubs mitigates against the sense of their being a divisional view of community policing, while placing a number of Community Engagement hubs within each division creates a structure similar to that of the existing District Model. These hubs have the potential to develop the very inefficiencies and dysfunctions, in terms of inconsistency of service to the public, that the Divisional Model is directed at remedying. While the Garda Síochána have stated that the performance function of the Governance Hub will prevent this, monitoring in the course of evaluation of the pilot will be critical.

Superintendents leading other hubs – Governance and Crime - will still be physically located in their existing localities, despite occupying a different role to that of district officer. Concern has been expressed that these Superintendents will be drawn into community engagement affairs and potentially distracted from their new remit. However, the Authority considers it a positive to allow an input of community awareness and response through senior officers and, in any given set of circumstances, allow a senior level policing input to whatever might require urgent attention in the area – the seniority of these officers will negate the risk of distraction as they will be well aware of their primary role and responsibility.

Impact on ‘the regular’

The overriding focus in discussions on the new model has been on the impact it will have on the role of the Superintendent and to a lesser extent the Chief Superintendent. The expected impact on the uniformed member is regarded as minimal. In discussions with gardaí, and in particular with detective gardaí, there were concerns raised with regard to the impact of the Crime Hub. Central to these is that the removal of serious crime from the regular units will deprive gardaí of opportunities for experience and, as a consequence, impact on the breadth and depth of experience they can gain for personal development. A number of detectives spoke of the perception of there being an arbitrary divide between volume and serious crime, and that the potential was there that the Crime hub will be overloaded, but that also such an arbitrary divide ignored the potential for experienced uniformed gardaí to carry out investigations. When this was interrogated with management, the response given relied to some extent on the existence of informal procedures in place within divisions, whereby gardaí can rotate between areas of policing on short secondments. It was also stated that it was unlikely that an experienced garda would not be permitted to carry out an investigation into a crime.

While informal processes do exist, at a time when the Garda Síochána Culture Audit has revealed the existence of a strong perception within the organisation that opportunities are not fairly distributed, with patronage and nepotism playing a role, it would appear unwise to rely on an informal process. It would be useful to examine the consistency of these processes during the evaluation period.

Integrated Planning and enablers

Many of those organisation-wide issues and key enablers which were reflected in the last report to the Minister, and which are hindering organisation reform, are also having a negative impact on this project. On an organisational level, the Divisional Model appears to have been developed in isolation from wider Garda Síochána strategies. The Divisional Model has been developed in the absence of a HR strategy, Training Strategy, Garda Reserve Strategy or Diversity and Inclusion Strategy, all of which would have informed the development of the pilots, and located the Divisional Model within an overall vision for the Garda Síochána organisation, contextualising how it would contribute to that vision. The Community Policing Framework or Policy is not yet finalised, and given the significant role of the Community Engagement hubs within the Divisional Model, it would be reasonable to expect that a settled view on the organisation’s approach to community policing more generally would have been a useful prerequisite for the design of an approach at divisional level.

The model has also been developed somewhat in isolation from the other elements of the MRP, rather than their interdependencies being managed in terms of timing and impact. The efficiencies to be gleaned in the area of the administrative hub will be impacted by the absence of the Rosters and Duty Management System and some basic ICT infrastructure. The Roster and Duty Management System also has the potential, not solely to assist with day-to-day planning, but provide key management data for better resource planning and also discovery of key dysfunctions that may hinder optimal productivity of both garda members and staff. The rollout of the protective services units were not aligned with the rollout of the Divisional Model despite their potential to be a key enabler of the Crime hubs. Similarly, the Investigation Management System and Enterprise Content Management System would have supported the rollout.

These projects have the capacity to allow the Divisional Model to realise its full potential. It could be argued that prioritising the Divisional Model locations as the destination for new projects and the resources to support these projects would be an important signalling effect for the rest of the organisation and help achieve buy-in from both within the pilot areas and for future Divisional Model locations.

On a much more fundamental level, the Divisional Model is somewhat restricted by the working arrangements within the organisation. For example, the Divisional Model is based on a county-wide vision of policing, and yet Gardaí continue to be assigned to stations rather than divisions, and any assignment further than 3.22 kilometres (2 miles) incurs travel and subsistence allowances. Not only does this embed an unnecessary cost into the Divisional Model, it is also impractical for managers to deploy their resources efficiently across stations. Such arrangements are counterintuitive at a time when there is a movement to working on a divisional basis and the wider question of the reform of Garda terms and conditions must be considered if the Divisional Model and indeed wider reform of the Garda Síochána is to be a success.

Without the integration of significant reforms, any new model, regardless of its consistency may be undermined and may solely result in change for the sake of change, rather than having a significant impact on the efficient and effective delivery of policing services to local communities.

Supervision

Improved supervision through increased numbers of Sergeants and Inspectors has also been cited as a key benefit of the model. The Authority has previously flagged the issue of supervision as a critical concern for the Garda Síochána and welcomes the projected increase in supervisory presence. However, it is unclear how this relates to the Divisional Model and what would be achieved over and above simply introducing these additional supervisors to the old District Model. Tenure of position in terms of supervision is not something that appears to have been considered. It could be argued that some relative stability in terms of the Superintendents and Chief Superintendents within the pilot areas will be important to support the rollout and evaluation of the model.

Role of Inspector and Chief Superintendent

A greater role for the Inspector is envisaged within the Divisional Model, which ultimately might allow for a reduction in the number of Superintendents. The Authority believes that the pilot is an opportunity to reimagine the role of the Inspector but this opportunity has not been grasped. The Inspectorate saw

opportunity for the Inspector role to assist in the management of the division. The perception and resulting assumption that a pan-divisional role for the Community Engagement Superintendent is not sustainable due to workload, might have been challenged had an increased or different role of the Inspector been imagined.

The role of Chief Superintendent is spoken about in terms of her having greater control over financial and resource allocation, with decision making now being made on a divisional as opposed to a district basis. The Authority has received an informal presentation of the new HR Operating Model for the Garda Síochána, and understands that there is a decision pending as whether the HR professional in the Administrative Hub will report primarily at local level to the chief Superintendent, or primarily to central HR in Garda HQ. This raises some questions, if agreed, regarding the autonomy of the Divisional Chief Superintendent to deploy and allocate resources and is something the Authority will return to once a decision on this matter is finalised.

Future regionalisation

The Garda Síochána model is largely silent about any potential changes in the interplay between the division and the region, or what affects the Divisional Model might have on the role of the regional Assistant Commissioner. In discussion with the Garda Project Team, there is a sense that this will be considered as the pilots progress and there is a recognition that the pilot and the evaluation needs to be alive to this.

Communications

A key fear articulated by gardaí at a number of ranks is that the Divisional Model will negatively affect the delivery of community policing, or at the very least, it will damage public confidence at local level in the ability of the Garda Síochána to deliver effective local policing. This fear is premised, it would appear, on the perception that the presence in an area of a district officer - a Superintendent - is essential to give reassurance to that community that policing in that area has weight and is taken seriously by the Garda Síochána organisation. Even with the current model, that has Community Engagement hubs in many of the old districts; there is concern that there will be considerable local resistance. This concern has prompted the retention, at least physically, of the Crime and Governance hub Superintendents in their districts albeit they will be performing different roles.

There has been little discussion of the communications plan for the new Divisional Model of policing, internally within the Garda Síochána organisation but also for the communities affected and how this might allay fears. This will be very important in framing the model positively and setting out the real potential benefits in service delivery for communities. A focus on allaying fears by emphasising the ongoing retention of the Superintendents in the districts may do little to present the opportunities and benefits for communities offered by the model.

Evaluation

The Authority understands that evaluation criteria and methods are currently in development, and so is not in a position to comment on the approach to evaluation that is being taken, except to comment that it will need

to be dynamic and sufficiently flexible to capture unanticipated benefits. This report has highlighted a number of areas which will merit evaluation and, where possible, assumptions that underpin the current model should be challenged through the evaluation process. These include monitoring of capacity of Superintendents, the processes for ensure consistency in the delivery of community policing as between Community Engagement hubs, and identifying the resource and system requirements and the working arrangements that inhibit the effective operation of the model. Furthermore, it is important that the evaluation is not excessively mechanistic. The divisions in which the model are being rolled out are considerably different in terms of demographics, geography, crime and the diversity and attitudes of the communities who reside in these areas. As such, these divisions do not necessarily lend themselves to rigid comparators and metrics. The evaluation should look far beyond key performance indicators and statistic and evaluate those tacit measures, which would best capture the full range of experiences among garda members, garda staff, the communities that they serve and the stakeholders in this development.

As design workshops are still ongoing, there is still scope to trial variations across the model, without impacting significantly on the thrust of the model rollout. The Project Team, and members in some of the pilot divisions, have informally expressed willingness to try variances to the model in order to test feasibility of design alterations. Formalising this type of exploration in the form of a plan may not only assist the Garda Síochána in discovering the most effective model, it may also allay any doubts of external stakeholders that the pilot is not being fully utilised. The Authority will continue to monitor the implementation of the model with particularly attention to the evaluation criteria and process being employed, and will continue to report on developments through future issues of this report.

4. Garda Inspectorate Recommendations

Introduction

The last Report to the Minister contained the status of all recommendations as of April 2018 and noted that there had been little progress in the wake of industrial relations issues. This chapter tracks the overall progress of the Garda Síochána in implementing the recommendations contained in *Changing Policing in Ireland* (2015) and Government Decision S20193F (July 2016).

Progress on Implementation

As stated in previous reports, 18 of the 80 headline recommendations in *Changing Policing in Ireland* had been accepted in the Government Decision with modifications. The exact nature of these modifications was not fully articulated and resulted in those responsible for fulfilling them using their own interpretation. Furthermore, a number of other issues were highlighted with regard to the relevancy of some of the recommendations and initiatives. These included:

- Actions taken which were different to the recommendation, but deemed by the Garda Síochána to be more appropriate;
- Time that had elapsed since the publication of *Changing Policing in Ireland* meant that some recommendations were no longer deemed as being relevant; and
- Events or other developments since the publication of *Changing Policing in Ireland* have negated the recommendation.

This is resulting in a more complex and in-depth approach to evaluating progress in reviewing the implementation of recommendations. Prior to the last report a meeting was held between the Garda Síochána, Garda Inspectorate and Policing Authority. A process was established for the Garda Síochána to present proposed modifications and rationale for modifications to the Garda Inspectorate, and for the Garda Inspectorate to make an assessment. The Authority was to make an independent assessment.

Just prior to the drafting of this report, the Policing Authority were notified that the Garda Síochána had sent a number of items to the Garda Inspectorate for assessment. Based on the information provided to the Authority for this report, this accounts for 26 (10%) of the outstanding recommendations and sub-headings.

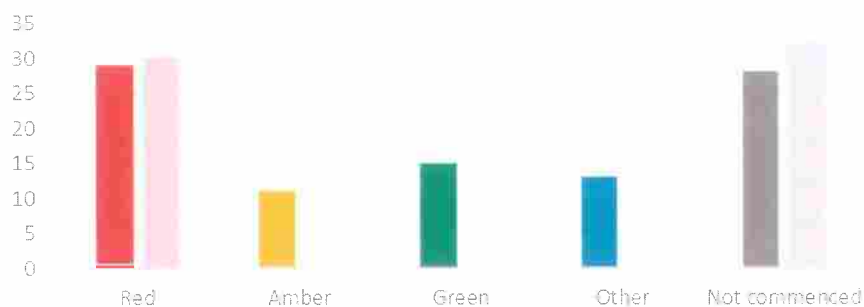
Further discussions and review will be required in order to make an informed assessment but the Authority is encouraged that this process has commenced, and that it will likely lead to greater clarity and more rapid action.

Outside of those recommendations outlined for review by the Inspectorate and the Authority, there has been no progress to report in terms of completing any further recommendations.

Progress on Outstanding Recommendations

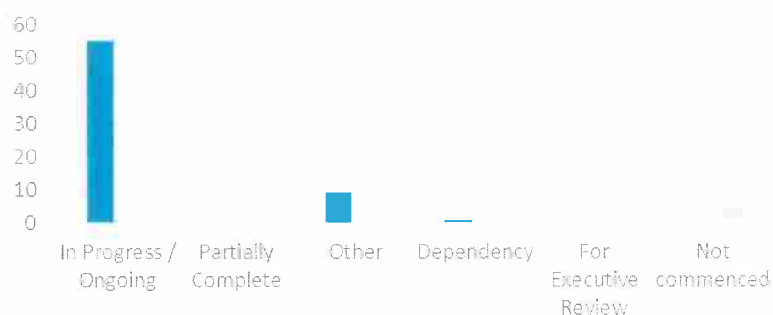
Due to the above process, the STO and Implementation group currently have fewer recommendations assigned to them. The STO is currently addressing 96 recommendations through MRP projects, compared to 110 in April. However, only 15 of these are reported as being on track (green), while a further 11 are reported as being under control (amber). By comparison, 29 are critical (red). This demonstrates little progress since the last report.

STO Projects, July vs April 2018



The Implementation Group currently have 65 recommendations and sub-headings assigned to them to complete, outside of those sent for review by the Inspectorate and Authority. Apart from nine of the recommendations for which no update was submitted and one classified as a dependency, every recommendation has been commenced.

Implementation group projects, July vs April 2018



Assessment

The previous report to the Minister catalogued the structural deficiencies which represented the more fundamental reforms required to modernise the Garda Síochána, but also represented the foundations which were required to progress more advanced MRP initiatives. With more than half of the recommendations in *Changing Policing in Ireland* being addressed by STO led MRP projects, the implications of this analysis is key.

In the previous report, the finalised prioritisation exercise conducted by the STO was presented. This was a crucial first step in making progress to address the slow pace of implementation of the MRP. Since that report the STO have produced a “deliverability view” of the main active projects. This tracks the necessary training, accommodation and human resources required to deliver key MRP projects over the coming 12 months. The exercise highlights the requirement for 934 garda and civilian resources, accommodation for 318 resources and nearly 40,000 training days to keep the MRP on track to the end of Quarter 1, 2019. The recognition of these requirements is another positive step and reflects some of the concerns raised by the Authority.

However, it appears likely that very few projects will be completed by year-end. In order to fulfil the recommendations in *Changing Policing in Ireland*, the projects that are addressing these recommendations need to be completed. Furthermore, in some cases the completion of projects may only partially address a recommendation or create the conditions to fulfil a recommendation, meaning further work will be required. This would indicate that the next report to the Minister would be reflective of this one and have little to report

in terms of completion. However, it is hoped that progress can be reported in terms of active projects being brought back on track.

More immediate progress should be anticipated from the Implementation Group. The majority of the recommendations falling under the remit of this group concern the development of strategies, policies and directives to support existing functions of the organisation. This includes areas such as substance misuse and testing policing, anti-corruption strategy, garda reserve strategy, customer service charter and policies for those on reduced hours or limited duties. Not to underestimate the complexity of some of these items, they are not as resource intensive as many of the STO led projects and create opportunities for success in the shorter term to make progress.

5. Policing Authority Priorities

From the outset of the Authority's reporting on Changing Policing in Ireland, it identified six priority areas in order to focus the evaluation on key objectives associated with the Government Decision and other key areas of development brought to the fore in the process the Authority's oversight role. These areas, and some of the key MRP initiatives associated with them, are highlight in Table 4.

Table 4: Organisation Development Priority Areas and Associated Initiatives.

Priority Area	Associated Initiatives and Projects	Governance	RAG or other status
Composition and Structure of the Garda Workforce	Civilianisation	STO	Critical
	Divisional/Functional Model of Policing	STO	Critical
	Garda Reserve	Executive Director HR&PD	No significant progress reported
Garda Resource Deployment	HR Operating Model	STO	On Track
	HR Strategy	STO	Complete*
	Roster and Duty Management	STO	Under Control
Supervision	PAF Processes and Procedures	STO	On Track
	PALF	STO	Under Control
	Performance Accountability Framework Technology Support	STO	Under Control
Data Quality	Appointment of Chief Data Officer The recommendation in this area was originally for a Director of Data Quality. The position was elevated in April 2017 to Assistant Secretary level given the importance attached to the post in light of data quality concerns in the Garda Síochána. No suitable candidate was found in the initial competition for this position.	Executive Director HR&PD	The process for filling this position on a temporary basis is at an advanced stage
	Investigations Management	STO	Critical
	Contact Management System	STO	Under Control
	CAD 1	STO	Under Control
	CAD 2	STO	Critical
Victims	Protective Services Units Phase 1	STO	Critical
	Protective Services Units Phase 2		Under Control
Culture	Culture Audit	STO	On Track
	Code of Ethics	STO	On Track

* The HR Strategy listed refers to the strategy for the HR Function of the Garda Síochána. This is distinct from the People Strategy for the organisation, which has yet to be signed off.

The Garda Síochána adopted these priorities into their 2018 Policing Plan and report on these through their monthly progress updates. Some of the areas, such as Victims, feature in both the Authority's Organisation Development and the Policing Strategy and Performance Committees, while areas such as Data Quality feature heavily in performance concerns related to policing performance areas such as roads and homicide

investigations. Furthermore, some of these areas in the Policing Plan have different initiatives to those listed above. These areas will also be explored in the Authority's half year Policing Performance Report. The developments in the areas most aligned with Organisation Development are summarised below.

Composition and Structure of the Garda Workforce

Aside from the Divisional Model, there has been some progress in this priority area, primarily regarding reporting. Civilianisation is being closely monitored and discussed by an interdepartmental group involving the Garda Síochána, Policing Authority, DPER, DoJE and the Public Appointments Service. In July, the Garda Síochána submitted the latest draft of their workforce plan to the Authority, which showed progress on the previous iteration. However, key elements are still not addressed in the plan. The most fundamental of these is the absence of a clearly articulated gap analysis, together with a plan to fill that gap through recruitment, deployment, training and development of staff to meet the ongoing and future needs of the organisation. Other concerns relate to the lack of a fully developed approach to addressing the barriers which are impeding the pace of civilianisation, the redeployment of Garda members to the front line services, the lack of a developed plan in relation to the Garda reserve, the lack of progress in the area of diversity and the absence of any relationship between workforce planning and the Garda training strategy. These are key aspects of planning to build the organisation's workforce based around having the right people, with the right skills, in place across the organisation when they are needed. The issues of productivity, and the scope to reduce the overtime bill for the Garda Síochána, arising from having an appropriately skilled, deployed and balanced workforce in place also needs further development. A further iteration of the workforce plan is expected to be delivered in the coming months and is expected to address these matters in further detail.

The Garda Síochána presented their new system for recording, monitoring and reporting on progress on civilian recruitment and redeployments, which will assist in the planning and oversight of the achievement of recruitment targets. The Authority has welcomed this progress, while recognising that there is still considerable work to be completed in terms of importing historical data and agreeing a standard reporting dashboard that meets the information needs of the stakeholders. It is acknowledged that other policies, including the People and Training strategies, which are being developed, will inform this planning

In terms of meeting targets set out in the Government decision of July 2016, only recruitment of Garda members is on track with 800 new garda members on target to be recruited in 2018. In this context, however, the Authority has expressed disappointment with the limited effort to promote diversity in the latest recruitment campaign.

In terms of civilian recruitment, 174 staff have been appointed up to June 2018. However, a large proportion of these positions are backfilling existing vacancies, and will not help achieve the target for additional civilian recruitment of 500 in 2018. More encouragingly, there are 584 people currently in various stages of recruitment. The organisation has suffered from a high attrition rate during the recruitment process, attributed to the length of time required to undertake the recruitment process and vetting, and current labour market conditions. To date in 2018, 190 applicants have withdrawn from the recruitment process.

A core element of civilian recruitment has been redeployment. Of the 2,000 net increase in civilian headcount by 2021, 1,500 positions must be achieved through redeploying garda members to roles that require policing powers. Progress on this has been extremely slow, with 109.5 redeployments completed since June 2017.

Significantly, the 500 remaining 'new' civilian positions are being filled more rapidly with demands across the organisation. There are currently more business cases submitted to Garda HR for these positions, than there are positions available. In order to better manage this, a prioritisation exercise has been carried out and is being submitted to the Garda Executive for approval. In addition, work is underway to identify and put in place solutions that will increase the pace of recruitment.

With regard to the Garda Reserve, there has been a limited amount of progress reported. The Reserve strategy, which had been expected in early 2017, has not been completed yet and is reported to be under development. The Reserve office has also not been resourced. Similar to civilianisation, recruitment targets for the reserve have been missed, which has likely been exacerbated by the lack of a strategy and dedicated Garda Reserve office.

The Authority will continue to monitor progress closely through the interdepartmental group and the Organisation Development Committee. The main theme of the next report to the Minister on Changing Policing in Ireland will be on Civilianisation, through which these areas will be explored in greater depth.

Garda Resource Deployment

It has been reported that the HR (people) strategy has now been completed and submitted to the Garda Executive for approval. The Authority has not had sight of the strategy yet and therefore cannot assess progress.

The Roster and Duty Management System is expected to be a key project for effective resource and as mentioned in earlier sections of this report, is regarded by the Divisional Model Project Team as a key input for enhancing their project. RDMS is in progress and set to be piloted in selected districts in DMR East. The Duty Planning Unit required for the project went live on 18 June and supervisor training has been completed. End user training is almost completed, and the accompanying policies and procedures have been developed. However, due to the delay in the installation of kiosks required for members to clock in and clock out, the go live date for the pilot has been pushed back slightly. There are a number of issues to be addressed for the national rollout of the system following the assessment of the pilot. The two main issues are the lack of a team to advance the project beyond the pilot, and the absence of data to populate the system. A HR Information System, being addressed through a different project, would potentially address the latter, but if this is not in place, the data will need to be gathered manually.

Supervision

Notwithstanding concerns raised by the Authority on supervisor ratios, there are a number of systems within the MRP, which have the capacity to enhance supervision. The Performance and Learning Framework (PALF) was highlighted as one of these systems. Despite being fully developed and launched, the system seems to have failed to land within the organisation. There have been a number of reports that the uptake of training on the system has been low, despite commencing in October 2017 and system usage has been sub-optimal. Fewer than 8,000 members have undergone training.

Culture

The Authority's Code of Ethics Committee continues to monitor the roll out of the Code of Ethics across the Garda Síochána and has expressed some concerns as to the degree of progress. As of the end of Quarter 2, all Regional Launches have been completed and 8,600 staff across all ranks and grades have attended ethics

workshops. However, Authority Members and Staff have had the opportunity to attend regional launches and have expressed some concern as to the consistency and depth of the engagement by Garda members and staff during these sessions. Furthermore, disappointment has been expressed that the target end date for the ethics workshops, which were meant to be concluded by the end of June 2018, has now been pushed out to December. The Committee is awaiting a revised schedule of workshops. Finally, the Authority has sought clarification regarding the proportion of Garda Síochána personnel who have had the opportunity to sign the declaration for Code of Ethics, i.e. upon promotion, following training, or otherwise.

Some areas of progress have been recognised. To complement the Q1 ‘Train the Trainer’ programme, which was delivered by the external expert firm to three groups of nominated trainers, a further session was conducted in May 2018 for all instructors.

The Code of Ethics Committee has recommended that ethics should be at the core of the decision making model to further embed it into the organisation. The Garda Síochána has outlined its plan to roll out training in its new Decision Making Model, with ethics at its core, through blended learning to include recruitment training, promotions training and e-learning.

With respect to the Culture Audit, undertaken by PwC on behalf of the Garda Síochána, the Code of Ethics Committee was informed that it is planned to coordinate internal consultation through the Garda Ethics and Culture Bureau, which now has four permanent staff. The Authority is of the view that the Culture audit should not be considered in silos by the organisation and that the establishment of a “Culture Bureau” risks this. The Authority expects to receive progress reports from the Commissioner on actions being taken to address issues that arose in the Culture Audit.

6. Conclusions and Next Steps

The Divisional Model is an important opportunity for the Garda Síochána to transform the delivery of policing at local level, achieving greater efficiency and efficacy of service to the public by focusing on functions rather than small, geographic areas. The model developed by the Garda Síochána is not solely functional and retains elements of geographic segmentation. While the justification for this has been provided, there is a sense that this has been achieved through a degree of ‘design by compromise’. Anticipated resistance would appear to be causing reluctance for the organisation to engage in anything more radical than the current model. Despite this, the model has emerged from a process, which saw robust debate, argumentation and the participation of all the key, internal groups who will be impacted by the model.

The Authority believes the model, and more specifically learning from the pilot, may have benefited from greater exploration of different options across the pilot divisions. This is not to say that the pilot divisions should have been given full autonomy to design their own models. When this was allowed in the past, earlier iterations of the model evidenced a propensity to revert to the existing District Model and the underlying supporting processes were not well formalised. However, where divisions were prepared to go further towards a pure Functional Model there is an argument that this should have been facilitated. The push to consensus is understandable in an organisation keen to get the project over the line, but consensus can result in a diminution of overall intent.

It is not possible now to say whether the current model will deliver the anticipated benefits, not least in the absence of some key IT systems and support projects. That said further delay of the roll out of the project is not advised. Instead, it is the Authority's view that it should proceed but with the added promise of testing the boundaries of what is possible in a live policing environment, through testing variations in the number of hubs, variations in reporting lines and trials with enhancing the role of the Inspector in particular.

The evaluation of the pilot, and any subsequent variation, will need to be dynamic and open to changes in the live environment. It will also need to capture the barriers to the achievement of efficiencies if it is to meaningfully inform the roll out of divisional policing to the rest of the country.

The Garda Síochána workshops for the Divisional Model are set to continue during and after the roll out and the Policing Authority intend to continue their observations of these workshops. A number of crucial documents are still awaited which will inform the final design of the model and will be reviewed by the Authority. These include the staff plan for the pilot areas, the evaluation plan and the communications plan. The Authority will also continue to visit the four pilot areas to make a thorough assessment of progress. This will be reported to the Minister through these regular reports.

In terms of wider progress against the recommendations in *Changing Policing in Ireland*, the Authority will continue to engage in a process with the Garda Síochána and Garda Inspectorate to review the recommendations identified as modified and as complete by the Garda Síochána, and will aim to evidence progress.

7. Appendices

Appendix 1: Schedule of Meetings and Engagements

The Authority has conducted meetings and attended workshops and presentations specifically to discuss the Divisional Model since the project commenced. The main engagements that the Authority has participated in since the project was brought into the STO are listed below

Engagement	Date
Governance Hub Workshop	1st November 2017
Divisional Workshop	9th November 2017
Presentation to Authority CEO and officials	27th March 2018
DMR South Central Division Visit	9th April 2018
Galway Division Visit	16th May 2018
Crime Hub Workshop	19th May 2018
Cork Division Visit	25th May 2018
Meeting between Project Business Owner and Authority Officials	5th June 2018
Mayo Division Visit	15th June 2018
Administration Hub Workshop	19th June 2018
Meeting between Project Team Member and Authority Official	4th July 2018
Meeting between Project Business Owner and Organisation Development Committee Chairperson	17th July 2018
Governance Hub Workshop	24th July 2018

Since the completion of the Fifth Report, the Authority and its officials have participated in a significant range of other engagements with the Garda Síochána, which were not solely/did not specifically relate to the Divisional Model but have informed this report. The key engagements are listed below.

Engagements by the Policing Authority and its Officials since May 2018
Continuing programme of meetings in public, and in private, of the Policing Authority attended by representatives from the Garda Síochána Senior Management.
Continuing programme of meetings of the Authority's Garda Organisation Development Committee attended by representatives from the Garda Síochána, including Senior Management, the STO, HR&PD and ICT, and the Strategic Planning Unit.
Continuing programme of meetings of the Authority's Policing Strategy and Performance Committee between attended by representatives from the Garda Síochána, including Senior Management, the STO, GSAS, and the Strategic Planning Unit.
Various meetings and engagements with the Executive Director of Strategy and Transformation, the staff of the STO, and with the members of the Strategic Planning Unit.
Various engagements with the Policing Authority Liaison Office to obtain relevant documentation and information to support this report.
Continuing programme of meetings of the Authority's Code of Ethics Committee, attended by representatives from the Garda Síochána, including Senior Management.
Workforce Plan and Civilianisation multi-partite meetings convened by the Authority and attended by representatives from Garda Síochána HR&PD and the STO, DJE Policing Division, DPER, PAS.

Engagements by the Policing Authority and its Officials since May 2018
Meetings of the Joint Resources Working Group convened by the DJE and attended by the Garda Síochána, FMSS, and the Authority.
Meetings to review and receive demonstrations of PULSE upgrades and the RDMS.
Attendance at Joint Policing Committees: Monaghan JPC, Dublin City Council JPC, Tipperary JPC, Sligo JPC, Wicklow JPC, Donegal JPC
Visits undertaken to the following Garda Stations: Cabra Station (Dublin), Rosslare Harbour (Wexford), Rosslare Strand (Wexford), Wexford Station (Wexford), Mill Street Station (Galway), Anglesea Station (Cork), Ballincollig Station (Cork), Gurranabraher Station (Cork), Sligo Town Station (Sligo), Donegal Station (Donegal)
Visits undertaken to the following specialist units/functions: Divisional Protective Services Unit, STOC, Garda HR Navan, Technical Bureau, Risk Management Unit
Attendance as observers at various PAF meetings
Attendance as observers at various Regional Code of Ethics Launches

Appendices

Appendix 2: Completed Recommendations

No.	Description	Verified Status
Chapter 1 – Developing a More Effective Structure for the Garda Síochána		
1.1	The Garda Síochána establishes a position of Deputy Commissioner for Governance and Strategy with the responsibilities outlined in Figure 1.2. (short term)	Verified
1.2.2	Remove the DMR armed response function from the SDU.	Verified
1.4.1	Develop a single point of entry for all forensic exhibits. (short term)	Partially Complete
1.5.1	Merge the current functions of Crime Policy and Administration Bureau with other relevant Garda units as set out in this chapter.	Not verified
Chapter 3 – Enabling Organisational Change		
3.4	The Garda Síochána creates a governance portfolio, including the establishment of a Governance Board chaired by the recommended Deputy Commissioner Governance and Strategy. (short term)	Information received, not verified
3.4.2	Membership of the board should include the chairs of the three governance committees and high-level decision-makers.	Information received, not verified
3.4.4	The GIAS to report directly to the Deputy Commissioner Governance and Strategy.	Information received, not verified
3.4.5	Amalgamate the governance roles of the Change Management Section and the Strategic Transformation Office.	Verified
3.4.6	Develop a Standard Operating Procedure for identifying and managing all critical incidents.	Information received, not verified
3.5	The Garda Síochána creates a Risk Management Governance Committee that is accountable to the Governance Board and responsible for developing effective risk management practices. (short term)	Verified
3.5.2	Create a full-time Risk Management Office to support the work of the RMO.	Verified
3.5.3	The Risk Management Governance Committee to meet at least quarterly.	Verified
3.5.4	With the change in divisional structure, create divisional risk registers.	Commenced
3.5.5	All risk registers must be quality assured by the Risk Management Office.	Commenced
3.5.7	Implement operational risk management strategies across the organisation.	Not verified
3.5.8	Ensure that the proper systems, policies and training are in place to improve driver behaviour, to reduce collisions and to provide appropriate investigation of incidents involving garda vehicles.	Partially Complete
3.5.10	Review the training requirements for all supervisory staff on identification, assessment and mitigation of risk.	Verified
3.6.2	Develop processes to test the knowledge and understanding of critical incident management principles.	Not verified

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No.	Description	Verified Status
3.6.4	Ensure that supervisors are trained, confident and capable of enforcing standards of performance, dress and behaviour.	Not verified
3.12.2	Develop 360-degree reporting as part of all senior management promotion and development programmes.	Verified
3.17.3	Focus on reducing the number of discourtesy and customer service complaints.	Not verified
3.2.1	The Garda Síochána establishes and convenes the Communications Advisory Council without further delay. (short term)	Partially Complete
3.2.4	The Garda Síochána provides internal and external email to all staff without the need for application and specific approval. (short term)	Not verified
3.25.4	Train all operational garda personnel on data protection legislation, their obligations under it and their rights to information authorised by it.	Not verified
Chapter 4 – Making the Most Effective use of Human Resources		
4.5.1	Empower the Executive Director with the authority to drive the change programme to deliver modern HR practices.	Not verified
4.7.1	Review the member applicant pool to identify the education, skills and abilities that contribute to successful entry and completion of the foundation training programme.	Not verified
4.7.5	Develop a proactive recruitment process for Reserve members, particularly those from diverse communities.	Not verified
4.9.2	Establish specific knowledge, skills and abilities criteria for positions.	Not verified
4.9.3	Improve information about the selection processes, key skills and competencies being sought for the position and how the testing process assesses these.	Not verified
4.10	The Garda Síochána develops a modern, supportive employee assistance strategy and service with access to professionally trained counsellors. (medium term)	Verified
4.10.2	Ensure that all levels of supervisors are provided with awareness training to identify those in need of support and how to refer them for assistance.	Not verified
4.10.3	Provide for a mandatory debrief following traumatic incidents, as defined by policy.	Not verified
4.11	The Garda Síochána develops a clear, comprehensive attendance management policy to reduce the number of working days lost. (short term)	Partially Complete
4.11.1	Engage with key stakeholders including staff associations, unions, management and the Chief Medical Officer.	Verified
4.11.2	Develop a system to provide accurate attendance management data for both members and garda staff.	Not verified
4.11.3	Develop a health and well-being programme for all employees.	Not verified
4.11.4	Establish clear responsibilities and local support for supervisors for ensuring the well-being of members and garda staff.	Not verified
4.11.5	Establish routine audits of absence records, particularly for uncertified absences.	Partially Complete

No.	Description	Verified Status
4.14	The Garda Síochána Head of Training has responsibility for all aspects of training in the Garda Síochána, reporting directly to the Executive Director Human Resources and People Development. (short term)	Not verified
4.14.1	Allocate a ring-fenced budget to the Garda College for training.	Not verified
4.15	Human Resource Management in the Garda Síochána establishes a Training Governance Committee with full authority, decision making capacity and representation from key units in the organisation, as well as external expertise. (short term)	Not verified
Chapter 5 - Improving the Efficiency of Financial, Information Technology and other Resource Practices		
5.3	The Garda Síochána reviews the procurement process to ensure that all possible efficiencies are made. (short term)	Not verified
5.9	The Garda Síochána conducts a formal review of the Approved Body Repair Network programme to ensure anticipated efficiency and financial savings are achieved and repairs are commensurate with the anticipated value of the vehicle. (medium term)	Information received, not verified
5.11	The Garda Síochána regularly conducts an in-depth priority-based budgeting approach to ensure that resources are being applied in alignment with the Policing Plan and Ministerial Priorities. (medium term)	Not verified
5.13.1	Procurement processes should provide for expenditure limits rather than single procurements tied to the current sanction.	Information received, not verified
5.13.2	Sanction should be sought from the Department of Public Expenditure and Reform for a multi-year budget forecast for vehicles.	Information received, not verified
5.13.3	Improve management of vehicles.	Information received, not verified
5.13.4	Ongoing review across the organisation for efficiency in vehicle rotation.	Information received, not verified

Appendix 3: Recommendations under review by Garda Inspectorate and Authority

No	Description
1.2	The Garda Síochána implements the structure and operating model for Operational Support Services as displayed in Figure 1.3. (medium term)
1.2.1	Create a National Firearms Command Unit.
1.2.8	Take the national lead for major emergency planning.
1.2.9	Lead on Major Event Planning and Resourcing.
1.3	The Garda Síochána implements the structure and operating model for Serious Crime Services as displayed in Figure 1.3. (medium term)
1.3.1	Establish a National Major Investigation Team.
1.3.2	Establish a Serious and Organised Crime Unit which includes cybercrime, human trafficking and serious fraud investigations.
1.3.4	Create a National Offender Management Unit.
1.4.3	In the interim, the Forensic Science Laboratory and the Garda Síochána should collaborate to implement a more cost effective and efficient method of transporting and receiving exhibits. (short term)
1.4.4	In the interim, second Technical Bureau experts to the Forensic Science Laboratory. (short term)
1.4.5	Once fully divested, the Forensic Science Laboratory to be responsible for deployment of national forensic support for serious and complex cases. (long term)
1.4.6	The Forensic Science Laboratory and the Garda Síochána should follow the Police Scotland Level 1 and Level 2 concept of crime scene examiners utilised by the Scottish Forensic Laboratory. (long term)
1.5	The Garda Síochána implements the structure and operating model for Security and Intelligence Services as displayed in Figure 1.3 (medium term)
1.5.3	Review the allocation of resources assigned to the SDU
2.1.1	Ensure that Regional Assistant Commissioners are not required to perform dual functions and are not abstracted from their role for extended periods.
2.6.3	Focus on reducing and effectively managing planned and unplanned abstractions.
3.4.1	Create a governance unit to support the work of the Deputy Commissioner.
3.4.9	Review the approach to self-inspections as outlined in the Inspections and Reviews HQ Directive.

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No	Description
3.5.1	Recruit a fully trained, professional Risk Management Officer (RMO) as a senior member of garda staff.
3.19	The Garda Síochána develops additional volunteering in policing initiatives. (short term)
4.7	The Garda Síochána works with the Public Appointments Service to develop a strategic plan for ensuring efficient and effective recruitment practices to attract a diverse range of high quality candidates. (medium term)
4.8	The Garda Síochána considers establishing an entry and training scheme for officers from other police services, garda staff and reserves as full-time garda members. (medium term)
4.8.1	Assess the benefits of appointing Irish nationals and other EU Member State nationals, serving in other police services that have standards similar to those of the Garda Síochána.
4.8.2	Develop a suitable, abridged training course to take into account the skills of successful candidates.
5.6	The Garda Síochána explores opportunities to develop income generation from the external use of the Garda College. (medium term)
5.10	The Garda Síochána ensures effective supervision of fuel purchases and enhanced governance of the fuel programme. (short term)

Appendix 4: Recommendations assigned to Implementation Group

Recommendations are grouped by Business Owner

No.	Description	Status
Chief Administrative Officer, Joseph Nugent		
3.25.1	Identify inter-organisational relationships where protocols or memoranda of understanding are required, and develop such protocols as necessary.	Awaiting Response
3.25.2	Work with the Department of Justice and Equality and the Data Protection Commissioner to clarify the broad and specific circumstances where inter-organisational information sharing would prevent crime or facilitate the investigation of crime, while still protecting citizen rights.	Awaiting Response
3.25.3	Work with the Department of Justice and Equality and the Data Protection Commissioner to review the effectiveness of the Data Protection Act for the purpose of enhancing information sharing between the Garda Síochána and other government agencies.	Awaiting Responses
Deputy Commissioner Governance And Strategy, currently vacant		
4.3.1	Work with the Department of Justice and Equality, the impending Policing Authority and other appropriate partners to assess the priorities for the functions of the Garda Síochána.	Ongoing
5.14.1	Re-invigorate the joint labour/management Uniform Committee and its role in uniform decisions.	In Progress
5.14.2	Ensure that operational personnel are provided with the opportunity to have direct input on uniform recommendations.	In Progress
5.14.3	Develop an internal communications strategy to keep personnel apprised of items reviewed, why views or suggestions are not being taken on board, items field-tested and the outcomes of the reviews and testing.	In Progress
5.15	The Garda Síochána evaluates uniform options for garda staff, particularly for those garda staff serving in positions that would benefit from the public identifying them as a representative of the Garda Síochána. (short term)	In Progress
5.16	"The Garda Síochána issues a standard name badge to be worn by all uniform garda members and by garda staff who meet with the public. (short term)"	In Progress
Assistant Commissioner Community Engagement & Public Safety and DMR, Patrick Leahy		

Appendices

No.	Description	Status
1.3.5	Publish clear protocols outlining the responsibilities of all units within this portfolio.	Awaiting Response
3.16	The Garda Síochána produces a single Customer Service Charter and develops national Customer Service Guidelines for all employees. (Short term)	In Progress
3.16.1	Ensure that the customer service charter has targets that are specific, measurable, achievable, realistic and timely.	In Progress
3.16.2	Publish the charter in a prominent position on the Garda website and make copies available at all Garda stations and customer contact points i.e. public libraries, shopping centres, etc.	In Progress
3.16.3	Include details in the charter on how the public can help the Garda Síochána.	In Progress
3.16.4	Publish charter results on the Garda website and in the annual report.	In Progress
3.16.5	Focus on resolving customer enquiries at the first point of contact.	In Progress
3.16.6	Develop customer service/customer care as a key competency for all assessment processes.	In Progress
3.16.7	Develop a new customer service training programme for all staff who have direct or indirect contact with both internal and external customers.	In Progress
Assistant Commissioner Governance and Accountability, currently vacant		
3.5.9	Develop an anti-corruption strategy.	In Progress
3.6.3	Review the enquiries (formal and informal) that are currently received in Crime Policy and Administration and other policy units to identify knowledge gaps and reduce that demand.	Status not given
5.14	The Garda Síochána reviews the current uniform for practicality, suitability and visibility. (Short term)	In Progress
Assistant Commissioner Security and Intelligence, Michael O'Sullivan		
1.2.3	Conduct regular reviews of all VIP and government building security arrangements and seek opportunities to reduce the number of armed and unarmed deployments.	Monitoring & Review will remain ongoing
1.2.4	Develop Standard Operating Procedures for the deployment of armed units, including those on close protection duties.	In Progress
1.5.4	Publish clear protocols outlining the responsibilities of all units within this portfolio.	In Progress
Assistant Commissioner Special Crime Operations, John O'Driscoll		

No.	Description	Status
1.2.7	Review the deployment and resources of Operational Support Units to maximise their efficiency.	In Progress
<i>The following recommendations are jointly owned by Assistant Commissioner Special Crime Operations, John O'Driscoll and Assistant Secretary John O'Callaghan, Department of Justice and Equality</i>		
1.4	The Forensic Functions of the Garda Technical Bureau be divested to the Forensic Science Laboratory.	In Progress – Working Group Established
<i>Assistant Commissioner Western Region, Orla McPartlin</i>		
3.27	The Garda Síochána implements an electronic document policy that supports the use of email for official internal administrative communications. (Short term)	In Progress
3.27.1	Identify appropriate standards for use and retention of emails and other electronic documents.	In Progress
3.27.2	Identify user groups for email messages to limit duplication and unnecessary volume.	In Progress
<i>Owned by multiple Assistant Commissioners</i>		
1.2.10	Publish clear protocols outlining the responsibilities of all units within this portfolio. A/C Sec & Intel and A/C Special Crime Ops and A/C Roads Policing and Major Event Management	In Progress
<i>Executive Director Finance, Michael Cuihane</i>		
5.3.1	Consider the scope for contract re-negotiation in each service, subject to procurement.	In Progress
5.5	The Garda Síochána, in conjunction with the Department of Justice and Equality and the Department of Public Expenditure and Reform establishes a process to regularly review all cost recovery sources and ensure the fees payable are proportionate to the level of service provided. (Short term)	In Progress
5.12	The Garda Síochána implements an electronic format and processing system to create efficiencies in processing requests for all building maintenance projects. (Medium term)	In Progress
5.13.5	Increase the allocation of marked vehicles to ensure balance of operational need and visibility.	Ongoing
<i>Executive Director Human Resource and People Development, John Barrett</i>		

Appendices

No.	Description	Status
1.7	The Garda Síochána establishes a new Garda staff position of Director of Data Quality, responsible for data quality assurance across the organisation and specific line-management of the Garda Information Services Centre, the Garda Central Vetting Office and the Fixed Charge Processing Office.	No Status Provided
3.5.6	Develop a policy on substance misuse and testing.	In Progress
4.3.2	Assess each staff position for functionality, criticality and sufficiency.	Ongoing
4.3.5	Review the Regulation 7 and Regulation 14 positions to determine their functional requirements and whether they serve a core function in support of the Garda Síochána's goals.	No Status Provided
4.4	The Garda Síochána develops a strategic plan for maximising the operational effectiveness and contribution of the Garda Reserves. (short term)	No Status Provided
4.4.1	Re-establish the Reserve Management Unit to provide a central point of contact and coordination.	In Progress
4.4.2	Provide training for all staff on the role, responsibility and use of the Reserve.	In Progress
4.4.3	Establish a reserve command structure with consistent reporting and assignment frameworks for all Reserve members.	In Progress
4.4.4	Create a skills inventory for all Reserves.	In Progress
4.4.5	Provide PALF performance reviews for reserves and opportunities for development through the same programmes provided to full-time members.	In Progress
4.6	The Garda Síochána finalises the integration of member and garda staff reporting structures as required under the terms of the Public Service Pay and Reform (Croke Park) Agreement 2010-2014 and the Garda Transformation Agenda, as a matter of priority. (short term)	No Status Available
4.9.1	Implement a tenure policy to encourage rotation and development of staff.	Awaiting Response
4.12	The Garda Síochána develops and implements a policy to reduce the number of people on limited duty or reduced hours with a view to facilitate their return to full duty. (Medium term)	In Progress
4.12.1	Define the full range of duties and capabilities needed to perform as a member.	In Progress
4.12.2	Establish guidelines regarding length of duration for limited duty functions.	In Progress
4.12.3	Review whether members in the reduced hour's category should be classified as full duty.	In Progress

No.	Description	Status
4.12.4	Develop centralised management and oversight of members on limited or reduced duties.	In Progress
4.12.5	Conduct Regular reviews by the Chief Medical Officer of all members on light or reduced duty for determination of reasonable prognosis to return to full duty	In Progress
Chief Superintendent HR&PD		
2.8	The Garda Síochána develops multiple rosters that optimise the deployment of all garda resources and specifically includes: (short term)	In Progress
2.8.1	A response policing roster that ensures the most effective and efficient response to calls for service.	In Progress
2.8.2	Rosters that optimise the operational deployment of national, regional and divisional units involved in proactive operations and criminal investigations.	In Progress
2.8.3	Rosters that optimise the operational deployment of local and specialist units such as traffic and community policing.	In Progress
2.8.4	Non-operational rosters for those units at all levels that do not need to work extended hours.	In Progress
2.8.5	Adhering to the principles highlighted in Chapter 2, Part III.	In Progress
Director of Civilian HR		
3.7	The Garda Síochána extends the provision for acting duties to include gardai and sergeants to cover absences in patrol supervision and explores opportunities to cover long-term vacancies with temporary promotions. (short term)	No Status Provided
Executive Director ICT, Liam Kidd		
5.17	The Garda Síochána establishes an ICT Governance Committee to develop an ICT strategy and ensure alignment with the corporate priorities. (Short term)	In Progress
Inspector Community Relations, not named		
3.20	The Garda Síochána appoints a national customer service lead, that each division appoints a Partnership Superintendent and that all national units appoint a senior member as a customer service lead. (Short term)	Dependent on 3.16
Department of Justice and Equality		
3.2	The Department of Justice and Equality establishes formal, structured processes that co-ordinate all justice sector governance of the Garda Síochána and related oversight body activities to reduce any duplication in work, to clarify areas of responsibility, to share good practice and to seek opportunities for joint working. (Short term)	Not in scope

No.	Description	Status
4.1	The Department of Justice and Equality convenes a key stakeholder group to develop divestiture and outsourcing plans for functions, which a body other than the Garda Síochána could perform. (long term)	Not in scope
4.2	The Department of Justice and Equality convenes a Working Group comprising the Garda Síochána, the Department of Public Expenditure and Reform and the impending Police Authority to work together to develop a new employment framework that provides flexibility to achieve the optimum composition of the workforce. (Medium term)	Not in scope
4.18	The Department of Justice and Equality in conjunction with AGS provides for annual sequenced recruitment of new Gardai to allow sufficient time between recruit groups	Not in scope
5.1	The Department of Justice and Equality convenes a group comprising the Garda Síochána and the Department of Public Expenditure and Reform and the impending Policing Authority to review the Garda budget negotiation and allocation process, to enable a more comprehensive explanation and appropriate detailed negotiation of the financial strategy and resource needs of the organisation. (Short term)	Not in scope
5.2	The Department of Public Expenditure and Reform provides a multi-annual indication of the proposed Garda budget to facilitate improved strategic planning. (Short term)	Not in scope
5.4	The Department of Justice and Equality brings forward legislation to provide that promoters of private events pay full cost recovery for the policing of events. (Medium term)	Not in scope
Department of Public Expenditure and Reform		
5.7	The Department of Public Expenditure and Reform reviews the budget process for financing of Garda pensions and considers the feasibility of transferring the Garda Pension Scheme to Vote 12 - Superannuation and Retired Allowances in line with other government bodies. (Short term)	Not in scope
No Owner Assigned		
1.5.2	Establish a Border Security Unit.	Ongoing
3.4.3	The Governance Board to take the lead on the forthcoming performance agreement between the Garda Síochána and the Department of Justice and Equality.	No Status Provided
3.9	The Garda Síochána develops a structured approach to engagement at all levels between senior managers and all staff and develops processes that encourage all staff to contribute to improving organisational performance. (short term)	No Status Provided

Appendix 5: Recommendations being addressed by STO MRP Projects

Recommendations are grouped by the RAG status of the MRP project addressing the recommendation

No	Description
In progress, 'Critical'	
1.3.3	Create Public Protection Units at national and divisional levels.
2.3	The Garda Síochána implements the Functionality Model based on the number of staff, policing needs and complexities of the various divisions. (short term)
2.4	The Garda Síochána conducts a minimum of three initial divisional amalgamations, based on the Inspectorate's Functionality Model as outlined in Recommendation 2.3. (short term)
2.4.1	Within the DMR develop opportunities for regionalisation of core functions such as custody, special event planning, security, intelligence, warrant management, prosecutions, garda misconduct and public complaints.
2.4.2	Outside of the DMR, develop opportunities for amalgamating core functions such as custody, prosecutions, garda misconduct and public complaints.
2.4.3	Engage key stakeholders to improve partnership working.
2.6.1	Develop national call handling and call deployment practices that use resources, buildings and technology more effectively.
3.3	The Garda Síochána develops a Standard Operating Procedure for the creation, implementation and monitoring of all garda policies and directives. (short term)
3.3.3	Develop a process to ensure that supervisors have the knowledge, skills and training to ensure effective policy and directive implementation.
3.3.5	Include a formal review date for all policies.
3.4.8	Develop and manage performance review processes for garda divisions and national units.
3.8	The Garda Síochána develops and publishes specific roles and responsibilities that clearly define the roles of supervisors, to support the new Functionality Model. (short term)
3.13	The Garda Síochána reviews the current activities of the Community Relations Unit to focus the unit on the key priorities of creating safer communities and improving customer service. (short term)

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No	Description
3.14	The Garda Síochána reviews the approach to community policing and community engagement in urban and rural divisions and in particular, the deployment and tasking of resources to enforcement, prevention and community engagement.
3.14.1	Develop a programme for community engagement.
3.14.2	Ensure consistency in approach across all urban or rural
3.14.3	Develop a structured process for conducting garda clinics and meetings with local communities.
3.14.4	Develop divisional stakeholder and contact databases.
3.14.5	Develop a process for identifying and addressing Community priorities
3.15	The Garda Síochána expands the remit of the Victim Offices to provide a single point of contact for all customer service enquiries.
3.17	The Garda Síochána facilitates customer feedback and develops a series of performance indicators to measure and improve the quality of customer service. (medium term)
3.17.1	Develop, in consultation with customers, alternative forms of access for members of the public.
3.17.2	Consider options for obtaining customer feedback such as customer comment cards, on-line systems or mystery shoppers.
4.2.1	Assess the range of options available to the Garda Síochána to adjust the workforce mix.
4.2.2	Identify any legislative or procedural challenges causing rigidity in workforce composition.
4.3	The Garda Síochána develops and implements a Workforce Planning process for all positions within the organisation to release garda members for front-line deployment. (medium term)
4.3.4	Conduct an immediate review of all sergeant, Inspector and Superintendent posts in non-operational duties to release supervisors from administrative and back-office support functions to front-line operational duties.
4.3.6	Provide annual status implementation updates by number, type and assignment of garda staff recruited and assignment of members released to operational duties.
4.3.7	Prepare a business case report as justification for any rejection of garda staffing of administrative positions.
In progress, 'Under Control'	
3.4.7	Develop and establish a framework for measuring organisational performance.

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No	Description
3.18	The Garda Síochána develops and utilises alternative forms of access for customers to obtain information on policing and policing services, including the development of divisional websites. (medium term)
3.22	The Garda Síochána assigns to the Office for Corporate Communications an appropriate number of staff with the knowledge, skills and abilities necessary for that function. (short term)
3.23	The Garda Síochána assigns staff to regionalise the Office for Corporate Communication's local functions with clear guidelines, training and support from the Office for Corporate Communications. (medium term)
3.25	The Garda Síochána develops and communicates clear protocols and guidelines, as necessary, to support information sharing with other government agencies. (medium term)
3.26	The Garda Síochána provides essential technology in the Office for Corporate Communications, following the completion of a full technological needs assessment, using suitably qualified external professional assistance if necessary. (short term)
4.10.1	Engage in proactive outreach programmes and CPD training to support members in maintaining healthy practices.
4.13	The Garda Síochána establishes and implements one performance management system for all members and garda staff.
4.13.1	Central monitoring to ensure consistency and fairness of evaluation and in the application of sanction.
4.13.2	Ensure that clear sanctions are in place to address all levels of underperformance, up to and including dismissal.
4.13.3	Consider an external evaluation of the new process.
In progress, 'On track'	
3.1	The Garda Síochána assigns to the recommended Deputy Commissioner Governance and Strategy the responsibility to ensure alignment of the Garda Síochána organisational culture with the policing plan and the reform programme. (short term)
3.1.1	Conduct, on a regular basis, a cultural audit of the real working culture within the organisation informed by both internal and external stakeholders.
3.5.11	Conduct an evaluation of the new risk management programme.
3.11	The Garda Síochána develops a Talent Management Strategy to identify and develop leaders for the future. (short term)

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No	Description
3.12.1	Develop a regular process of staff surveys at corporate, national and divisional levels and publish them.
4.5	The Garda Síochána creates a single HRM Directorate. (short term)
4.5.2	Amalgamate the garda staff and garda member HRM functions.
4.5.3	Co-locate HRM personnel where possible.
4.5.4	Release the Chief Superintendent HRM to operational duties.
4.5.5	Devolve HR decision-making to the lowest appropriate level.
4.5.6	Establish clear policies delineating the specific roles and responsibilities of devolved HRM units.
4.5.7	Provide HR business support at the most appropriate level.
4.7.2	Develop a more efficient member application process, including rolling applications.
4.21.3	HRM should hold all training records.
5.8	The Garda Síochána analyses data from recently finalised compensation claims and the implementation of the AVLS system and body cameras to identify areas of risk with the aim of reducing injury claims. (short term)
Other	
1.2.6	Take the national lead for command and control and for the development of national call handling practices.
2.1	The Garda Síochána implements the model for regional deployment of national resources as displayed in Figure 2.2. (medium term)
2.1.2	Seek all opportunities to regionalise national unit resources to improve service delivery.
2.1.3	Seek all opportunities to reduce management and administrative overheads.
2.1.4	Publish clear protocols outlining national and regional unit responsibilities.
2.5	The Garda Síochána conducts a full assessment of the policing needs of the amalgamated divisions to establish the required staffing levels and deploys appropriate resources to meet those needs. (short term)
2.6	The Garda Síochána develops a Standard Operating Procedure to improve operational deployment of garda resources. (short term)
2.6.2	Develop standardised call signs for all operational units, including supervisors.
2.6.5	Enhance garda visibility by increasing the time spent out of garda stations.
2.6.6	Develop a range of indicators to measure the effectiveness of deployment practices.

No	Description
2.7	The Garda Síochána conducts an audit every four months to review deployment practices, in order to ensure that sufficient numbers of staff with appropriate skills are on duty at all times. (short term)
3.12	The Garda Síochána develops key performance indicators to measure the effectiveness of leadership and supervision initiatives. (medium term)
4.3.3	Establish a competencies catalogue identifying all positions, the required skills and their role in supporting organisational goals.
Not Commenced	
2.6.4	Review the operational deployment of all specialist units.
3.1.2	Develop and implement a cultural reform programme, to be adjusted as necessary in the light of the findings of the regular cultural audits.
3.3.1	Move towards a single, digital repository system of information that is up-to-date with current policies and procedures.
3.3.2	Conduct a formal impact assessment for all medium to high-risk policies and directives that require action to be taken.
3.3.4	Develop data sources and key performance indicators to assist supervisors to monitor compliance.
3.6	The Garda Síochána develops a strategy to improve decision-making skills of leaders and supervisors and to become a learning organisation. (short term)
3.6.1	Ensure that decision-making and recording of decisions are part of all training courses.
3.10	The Garda Síochána develops a Standard Operating Procedure for recognising and rewarding good work and outstanding performance by all garda personnel. (short term)
3.10.1	Create a process to provide early identification and acknowledgement of good work and committed service.
3.10.2	Develop a divisional level commendation process and formal ceremony.
3.10.3	Develop long service awards for garda staff and reserves.
3.10.4	Introduce a long service award ceremony.
3.10.5	Include the importance of and process for recognition of good work in all promotion training courses.
4.7.3	Review the current process for recruitment of garda staff.
4.7.4	Develop a retention strategy for those selected and awaiting a start date, in order to reduce the attrition rate.
4.9	The Garda Síochána establishes new promotion and selection processes that are perceived as fair and transparent. (medium term)
4.9.4	Provide training and skills development for potential candidates in key competencies as well as in test preparation and study practices.

Appendices

No	Description
4.9.5	Institute pre-interview filtering to ensure that interviewees are skilled, talented personnel suitable to the position.
4.9.6	Assessment boards should be comprised of members who are no more than two grades or ranks above the competition level.
4.9.7	Introduce a declaration process for both candidates and members of selection boards to identify personal associations or any conflicts with those being assessed.
4.9.8	Introduce an organisational review of the testing outcomes to ensure that performance development and training are addressed.
4.9.9	Ensure that the default position for promotion assignment is an operational post.
4.16	The Garda Síochána conducts a training needs analysis annually and uses this process when new legislation or significant changes in policy or procedures are introduced. (short term)
4.19	The Garda Síochána establishes a garda staff induction training programme. (medium term)
4.20	The Garda Síochána provides pre-promotional training to all personnel prior to placement in their new roles. (short term)
4.21	The Garda Síochána establishes a programme of ongoing CPD for all garda personnel. (medium term)
4.2.1.1	The recommended Training Governance Committee should determine the priorities for the CPD programme.
4.2.1.2	Consider new ways to deliver CPD, including through distance-based learning and regional training facilities.