



An Garda Síochána



**Vision for the
Future of Policing
in Ireland**





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Commissioner's Foreword

I am pleased to present An Garda Síochána's vision for the future of policing in Ireland and I would like to take this opportunity to thank the Chairperson, Ms Kathleen O'Toole and the Commission members for the opportunity to make this submission to the *Commission on the Future of Policing in Ireland*. We value the work of the Commission and look forward to further detailed engagement with all of our stakeholders and in the longer term the implementation of a positive future vision for An Garda Síochána.

An Garda Síochána has a long and proud history, policing the nation with the widespread support of the communities it serves. However, in recent times the Organisation has suffered significant reputational damage. We recognise the urgent requirement to address these underlying issues and have embarked upon an extensive programme of reform with the *Modernisation and Renewal Programme 2016-2021*. This programme will lay a firm foundation from which An Garda Síochána can move into the future.

As a unitary police service, An Garda Síochána is responsible for both State security and the provision of policing services. This places An Garda Síochána in a uniquely advantageous position due to the considerable operational cohesion enabled by this structure. Our vision is to build upon this cohesion, exploiting synergies between policing and security to keep our communities safe, and ensure quality of life for our people to enjoy and prosper.

Our vision reaffirms our core ethos of community policing and collaboration with communities. The future of policing remains committed to this philosophy, and we will expand and develop our community policing ethos to serve the public. We will move into a digital age of policing, exploiting technological advances and utilising modern policing methods to engage with people and serve the State.

Our people, both Garda members and civilian staff are at the heart of the successful delivery of policing services and we will realise our vision through their commitment and dedication. The future of An Garda Síochána lies with the 21,000 men and women who will make up the organisation. We must provide them with opportunities to develop themselves and advance their careers within the organisation, attracting a diverse range of people at all levels and rewarding our top performers. We will transform our culture, retaining the many positive attributes that have been instrumental to our success, but challenging the negative elements which have affected our Organisation. Our vision will be achieved by a commitment to professional standards, with the Code of Ethics central to our decisions and actions, underpinned by our legislative framework.

I am confident the future of An Garda Síochána is bright and our vision can be achieved. We will provide a policing and security service that is accountable to, representative of, and dedicated to the people we serve. We are taking bold and decisive steps to meet the future policing and security challenges of tomorrow and, above all else, we will ensure that we continue to have a police service that enjoys the trust and confidence of the people we serve.

Dónall O'Cualáin
Acting Garda Commissioner



Glossary

ANPR - Automatic Number Plate Recognition
CAB - Criminal Assets Bureau
CAD - Computer Aided Dispatch
CHIS - Human Intelligence Source
CPD - Continuous Professional Development
CTU - Coordination and Tasking Unit
DIGINT - Digital Intelligence
DMT - Divisional Management Team
DPM - Divisional Policing Model
DPSU - Divisional Protection Service Units
ECM - Enterprise Content Management System
GCCB - Garda Cyber Crime Bureau
GIAS - Garda Internal Audit Section
GNECB - Garda National Economic Crime Bureau
GNPSB - Garda National Protective Services Bureau
GSAS - Garda Síochána Analysis Service
GSOC - Garda Síochána Ombudsman Commission
HR&PD - Human Resources and Professional Development
HRIS - Human Resources Information System
IMS - Investigation Management System
INIS - Irish Naturalisation and Immigration Service
IRHC - Irish Human Rights Commission
KPI - Key Performance Indicator
LMS - Learning Management System
MRP - Modernisation and Renewal Programme
NCIU - National Criminal Intelligence Unit
NSIB - National Security and Intelligence Bureau
PAF - Performance Accountability Framework
PALF - Performance, Accountability and Learning Framework
PAS - Public Appointments Service
PGCU - Policy and Governance Co-ordination Unit
PSNI - Police Service of Northern Ireland
PSU - Protective Services Unit
RCIU - Regional Criminal Intelligence Unit
RCMT - Regional Crime Management Teams
RDMS - Roster and Duty Management System



Executive Summary

Introduction

This submission from An Garda Síochána to the *'Commission on the Future of Policing in Ireland'* encapsulates the main themes, concepts and vision for policing and security in Ireland into the future. It identifies the steps currently progressing under the *Modernisation and Renewal Programme 2016 – 2021* (also referred to as the Modernisation Programme) and further future advances required to meet emerging crime trends and changing public expectations. An Garda Síochána's approach to policing has always been based on earning and retaining the trust of the communities we serve, and the success we have enjoyed since the foundation of the State has been attributed in no small part to this ethos. The future vision for An Garda Síochána will continue to be firmly anchored in this community focused ethos. Indeed, community is the central theme embedded within every aspect of our future vision. Our future lies in a collaborative policing approach with the people we serve, to ensure the service we provide improves the quality of their lives. We are firmly of the view that the security of the State will be best served by remaining under the remit of An Garda Síochána into the future. This document outlines key changes required to ensure that State security meets governance and oversight expectations, while being ready to deal with emerging terrorist, subversive and organised crime threats.

Our Commitment to Reform

Over the last number of years, An Garda Síochána's public reputation has been damaged by well-documented failings in governance, accountability and professional standards. These shortcomings were exacerbated by years of austerity, which resulted in a lack of investment leading to diminished resources and a degree of organisational stagnation. The Organisation has responded proactively to the criticism contained in successive reports, tribunal findings and public commentary with the implementation of the **Modernisation and Renewal Programme**. The thirteen key themes laid out in this Programme bring a refreshed agenda and focus to An Garda Síochána, and we are confident that this will go a considerable way towards addressing the deficiencies identified in the last decade.

While it is difficult to accurately predict the future, the Modernisation Programme will ensure the Organisation is better prepared for the many technological, criminal and societal changes that lie ahead. The programme will lay the foundation for the future of the organisation, delivering structural change, increasing our workforce, upgrading capabilities and transforming our culture. Beyond the programme we will continue to innovate and An Garda Síochána will continue to change and respond to the challenges we face. The ultimate aim for the Modernisation and Renewal Programme is to create an adaptive and agile organisation, equipped for an unpredictable future.

We will build upon our community policing ethos to ensure we maintain and build upon trust the public places in us to provide a professional policing service.



The Role of Policing

An Garda Síochána has played a vital role in Irish society since the foundation of the State. Our role of protecting and serving the people has always been carried out with the consent of the people, as an **unarmed police service**. This is a position highly valued by An Garda Síochána, one we cherish and will strive to retain into the future. The membership of An Garda Síochána have widespread links with communities across the country, and have generally held trusted and respected positions within these communities. It is on this privileged position that we provide our services; preventing and detecting crime, responding to requests for service, engaging and collaborating with communities, providing support to victims, policing a safe roads network, managing events, providing State security, working with key stakeholders and providing other ancillary roles. These services are all facilitated through the legitimacy and trust conferred on us by the people. Our strengths and successes are attributable to this network of community contacts and our ethos of collaboration; and for this reason we are determined to build on this strength and continue our successes into the future.

Community Policing: Our Past, Present and Future

Community policing, and maintaining **public confidence and trust**, has been, and will remain, the core focus and central ethos of An Garda Síochána. This was a guiding principal when devising the Modernisation Programme and will remain the central tenet of the Organisation's vision for future policing in Ireland. However, we recognise that as we prepare for the future we must **adapt our community policing strategies** to ensure our community orientated approach continues to define the Organisation and impacts positively on all areas in an increasingly **diverse society**.

Effective policing is essential to maintaining quality of life for individuals and communities, while also ensuring foreign investment and economic prosperity. We are currently developing a new Community Policing Framework, which will be a major step in ensuring our communities are at the heart of the Organisation into the future. A renewed focus on community-oriented and **customer-centric** policing will see An Garda Síochána transition to become an externally-focused organisation, adopting **modern processes** and **digital platforms** to manage our relationship with communities and individuals, with a view to better understanding their unique needs and expectations. This re-invigorated community policing approach aims to reduce crime, lessen the fear of crime, improve public confidence and, ultimately, increase the quality of life for the people living in our communities.

Roads Policing

An Garda Síochána sees the **retention of its roads policing role** as essential to its future vision. Road safety and the protection of life is of course a key element in roads policing, however roads policing is also a vital source of local knowledge, garda visibility, crime prevention and national intelligence. Cohesion between our community policing, roads policing, crime investigation and intelligence functions is a uniquely important characteristic of the Organisation, and represents a key element in our goal to ensure community safety. As part of our new Roads Policing Strategy, we will develop new **roads policing units** to replace and augment the existing Garda Traffic Corps. Enabled by **digital capabilities**, such as mobile devices with custom-built roads policing apps and expanded use of Automatic Number Plate Recognition (ANPR) systems, roads policing units will be equipped to take full advantage of advances in technology. These units will merge road safety with crime detection and



prevention on the roads, and will work with other sections of An Garda Síochána to carry out intelligence-led operations, all the while increasing visibility and community presence. Interoperability of policing units, with multidimensional awareness and focus across units is vital to success across our Organisational goals. In this regard, units not designated to traffic functions will have an awareness and emphasis on road safety, ensuring a holistic impact on road safety.

Core Policing Functions

We will examine and evaluate a number of non-core functions (e.g. prisoner escorts, GSOC enquiries) and administrative functions (e.g. firearms process) to assess their impact on our ability to concentrate on **our core policing functions**. The evaluation will also allow us to identify roles that would be suitable for civilianisation, processes that could be made leaner or functions that should transfer to other agencies. The Organisation aims to redeploy resources used in these areas into operational roles, with civilian staff supporting our key functions. The benefits of this approach have been demonstrated by the creation of the Irish Naturalisation and Immigration Service (INIS) operating at ports of entry; with gardaí supporting INIS in their functions and maintaining the investigative role in immigration matters.



Leadership and Structures

The organisational structure of An Garda Síochána is centred around the communities we serve, with most services delivered through the six garda regions. We consider it essential that the Organisation retains the current **six region** structure in order to maintain the close relationships we enjoy with these communities, decentralise decision-making and ensure that senior leadership are visible to members on the ground.

Central to the vision for An Garda Síochána is the devolution of power and responsibilities from Garda Headquarters to the six garda regions. Garda Headquarters will establish policy and procedures to be adopted and ensure consistency of service, standards, accountability and governance across the Organisation. With Garda Headquarters providing oversight and strategic direction, enhanced capabilities will be developed at regional level allowing each garda region to operate independently, with the exception of a small number of specialised national units/sections. Leadership and management within each region will be empowered to make decisions on a more autonomous basis. The delegation of operational policing responsibility to the regions will include resourcing, deployment, oversight, accountability and leadership. **Enhanced regional capability will form part of a new operating model** for An Garda Síochána. These changes will optimise our structures for modern policing and leave us better prepared to adapt to emerging trends in a consistent, effective and efficient manner in the future.

In order to enhance our commitment to our core **community-policing ethos**, we are shifting from a **reactive to a proactive** policing model. A revised model of service-delivery at divisional level, known as the **Divisional Policing Model**, is currently being developed. This will refocus gardaí on community-driven and victim-focused policing, while improving governance structures and strengthening leadership capacity and supervision. The Divisional Policing



Model will also increase our capabilities at divisional level and allow us to support community gardaí more consistently with specialised services.



Recruitment, Training and Professional Development

The moratorium on recruitment in the public service between 2009 and 2013 profoundly affected An Garda Síochána. During this period, the number of sworn gardaí in the Organisation decreased by 12%¹. Since recruitment recommenced, this number has risen to 13,500², supported by 2,100 civilians and 600 reserves, although there are a number of challenges which are impacting on our ability to replenish numbers. An Garda Síochána recognises these challenges and we are working with key stakeholders to reduce recruitment periods, increase training capacity, attract a diverse workforce and adopt modern technology for training and recruitment methods.

In July 2016, the Government approved a new, five-year workforce plan for An Garda Síochána. This targets an expanded and more civilianised garda workforce of 21,000 members, comprising 15,000 gardaí, 4,000 civilian staff and 2,000 reserves, by 2021. Taking predicted retirement patterns into account, this will require the recruitment of 7,400 personnel into An Garda Síochána.

Our Human Resources and Professional Development section are currently working with a **recruitment model** that prioritises front-line services, and aims to fill appropriate roles within the Organisation with suitably qualified civilians. An Garda Síochána will firstly recruit for roles, particularly civilian support staff, that will facilitate resource increases and ensure the appropriate deployment of gardaí, supervisors and management. The Organisation will increase the number of supervisory and management personnel in line with the requirements set out in recent Inspectorate reports. The structural changes described in chapter three will support this process by providing for an increase of sworn personnel on front-line duties and providing support staff into key divisional and regional support positions.

This recruitment drive will be accompanied by a review of our recruitment and promotion processes in order to identify efficiencies and streamline them. **Civilianisation, currently named 'Project 21:21'**, is a top priority initiative in the Modernisation Programme and will free up more gardaí for operational and community-policing duties while professionalising our supporting services. We will also continue to recruit expert staff in specialist fields such as human resources, communication, legal affairs and analysts' services.

An Garda Síochána derives its legitimacy from public approval, policing with the consent of the people we serve. As Irish society becomes more diverse, we must ensure that we continue to represent the communities we police by better reflecting the increase in diversity in Ireland. As part of the Modernisation Programme, we will launch a **Workplace Equality, Diversity and Inclusion Strategy** that will inform all aspects of our Organisation, particularly our future recruitment strategy. As we reform our culture, we will embrace other cultures, both within the Organisation and among the people we serve through our recruitment and

¹ to a low of 12,799 in late 2014

² Garda personnel as of 31 December 2017 was 13,411



training strategies. The predicted demographic for Ireland envisages a more diversity society, with a population increase, particularly in the greater Dublin area, indicating the necessity for our expanded and more diverse workforce.

We are strongly committed to a **lifelong-learning philosophy** across all areas of the Organisation and will implement a **Learning and Development Strategy** to address current and future training gaps. A substantial amount of training will be delivered on new IT systems as part of our **eLearning** initiative, reducing extraction and costs associated with training, and allow gardaí to spend more time in the community. Expert instructors will be involved in all aspects of training, with relevant stakeholders providing valuable input into our programmes. Core training will undergo external validation and third-level institutions will be engaged to deliver, validate and accredit approved training programmes.

New recruits will be **'digital natives'** and will have different expectations, experiences and training to past generations of gardaí. The opportunity to experience a rich and varied career, develop new skills and receive world-class training will be a key selling point for An Garda Síochána both in terms of recruitment and retention.

We will develop a new operating model for our human resources function and roll out additional supporting technologies that will integrate our systems. These supporting technologies will provide **data-driven workforce-planning**, support transparent allocation and transfer systems and ensure proportionate resource allocation. We are confident that the HR foundations provided within the Modernisation Programme will be developed into the future, to provide a talented, highly trained, technology-driven, well supported and committed workforce to serve the people of Ireland.



Digital Innovation

An Garda Síochána aims to become a truly **digital organisation** with sophisticated technologies to facilitate modern investigative techniques, integrated systems, information-sharing, communication and external collaboration that will support our community-policing ethos and ensure that we are equipped to meet the demands of the future.

We are in the process of improving supervisory systems across the Organisation. A revised **Performance Accountability Framework** is being developed to standardise supervisory practices, enabled by a digital dashboard providing access to key management information from multiple sources. A new **Investigation Management System** will allow us to deliver better outcomes to communities by more effectively managing investigations and individuals as they pass through the criminal justice system.

We will **intensify collaboration** with our domestic and international criminal justice, policing and security partners through enhanced IT infrastructure and data-sharing. This will be supplemented by information extracted from online open sources, such as social media, as well as the ability to penetrate and analyse the dark web. As the volume of data available to us increases, it will be critical to ensure that the appropriate **data-protection safeguards**, including those established in EU directives such as the General Data Protection Regulation (**GDPR**), are in place.



Technology will be at the heart of enabling a more effective and accountable police service. The **GardaIS Modernisation Project** will provide upgrades to key IT systems in our information-management structure, while an integrated command and control platform will deliver improved response capabilities and greater situational awareness for operational gardaí and their supervisors. Our **Mobility Programme** will provide front-line gardaí with mobile devices and deliver access to key garda systems in the field. This will provide gardaí with immediate data, aid as a decision-making tools, reduce administration and ultimately allow them to spend more time in the community.

Behind all of these systems an **Analytics Platform** will enable us to unlock more value from data we collect. The ability to combine and interrogate data derived from disparate sources and extract meaningful insights in real-time will be an essential capability for any modern police service. These tools will empower An Garda Síochána to prevent and investigate crime, build intelligence and improve resource-allocation.

As new trends emerge in fields like artificial intelligence, automation, facial recognition, and cloud computing, more risks and opportunities will emerge for society and An Garda Síochána. An Garda Síochána requires continued investment to ensure our technological advances are aligned with emerging technology. The Organisation must also be **agile** enough to respond and adapt to both opportunities and threats deriving from new technologies.



Culture and Ethos of An Garda Síochána

Since its establishment, An Garda Síochána has been defined by an ethos of community service. Over the years the decisiveness, bravery and empathy of our members has been essential in earning the public's trust and represents our cultural values that are held in the highest esteem. In recent years however, a number of internal and external factors have exposed negative aspects of the Organisation's culture. An Garda Síochána is strongly committed to cultural transformation and has commenced this adjustment through the Modernisation Programme, leading with the **Code of Ethics**. We have commissioned a **cultural audit** of the Organisation, with the outcomes used to inform future determinations on cultural reform and serve as a reference point against which to monitor our progress.

The Modernisation Programme will play an important role in modifying the culture of An Garda Síochána by bringing about targeted improvements around organisational structure, technology, processes and people. In recent decades, economic pressures have diverted resources from community policing into other areas of the Organisation, however the Modernisation Programme creates a renewed focus on community-oriented policing.

The new **Code of Ethics** for An Garda Síochána, developed by the Policing Authority, will serve as a key vehicle for bringing about cultural reform. We are now embedding and promoting the Code across the Organisation to ensure every action and decision encompasses the values and principles of ethical behaviour we aspire to. This process will include specific training for personnel at all levels in An Garda Síochána and will place special focus on leadership structures and cultural reform.

An Garda Síochána's Strategy Statement for 2016-2018 updated our **organisational values** of Honesty, Accountability, Respect and Professionalism to include **Service** and **Empathy**. These



values are a central tenet in our decision-making processes and are a central thread through all development programmes.

In light of recent crises, there is a clear recognition across the Organisation of the importance of strong, ethical leadership. New leadership practices will be guided by a strong framework of public service stewardship, ethics and values, and by a commitment to supporting diverse and collaborative networks in management. The future leadership of An Garda Síochána will be open to healthy debate and dissent, less averse to risk-taking and more willing to acknowledge and learn from mistakes.

The next decade will see Ireland become a more diverse society, with technology continuing to drive changes to societal norms, information flows, public values and expectations. An Garda Síochána, therefore, must become more adaptable to change, while retaining the many positive elements of our culture which have allowed us to earn the trust of the communities we serve³. Technological advances will improve our communication capability, making An Garda Síochána a more accessible organisation for staff and the public alike, however we must ensure that we **learn to listen** more, both individually and as an organisation. A reaffirmation of our community orientation will improve engagement with stakeholders, while we will continue to embed our culture of community service, through our training curricula and professional-development programmes. As a more customer centric, open and transparent service we will ensure that we continue to meet the expectations of the public in future.



Strengthening Governance, Oversight and Accountability

The recent reputational damage to An Garda Síochána has highlighted the need for **improved governance and accountability structures**. Good corporate governance is essential to our organisational structure, strategic goals, operational policies and practices, public and stakeholder confidence. We are strongly committed to implementing governance mechanisms to ensure we meet the high public standards expected from An Garda Síochána, and retain the support and confidence of the public, key stakeholders and oversight bodies.

As part of our commitment to the Civil Service Renewal Plan 2014, we adopted the Corporate Governance Standard for the Civil Service. This has led to the development of a **Corporate Governance Framework** for An Garda Síochána and the introduction of structures that reflect the recommendations made by the Garda Inspectorate. A separate Governance Assurance Framework will also be developed to support this, providing review and maintenance processes.

In the future, governance in An Garda Síochána will be assured by our '**Five Lines of Defence Model**'. The governance defence model will be reinforced by increased devolution of structures and with devolved responsibilities to regional level. This comprises of:

- 1) *Operational Management* within front-line and business-operational areas of the Organisation.

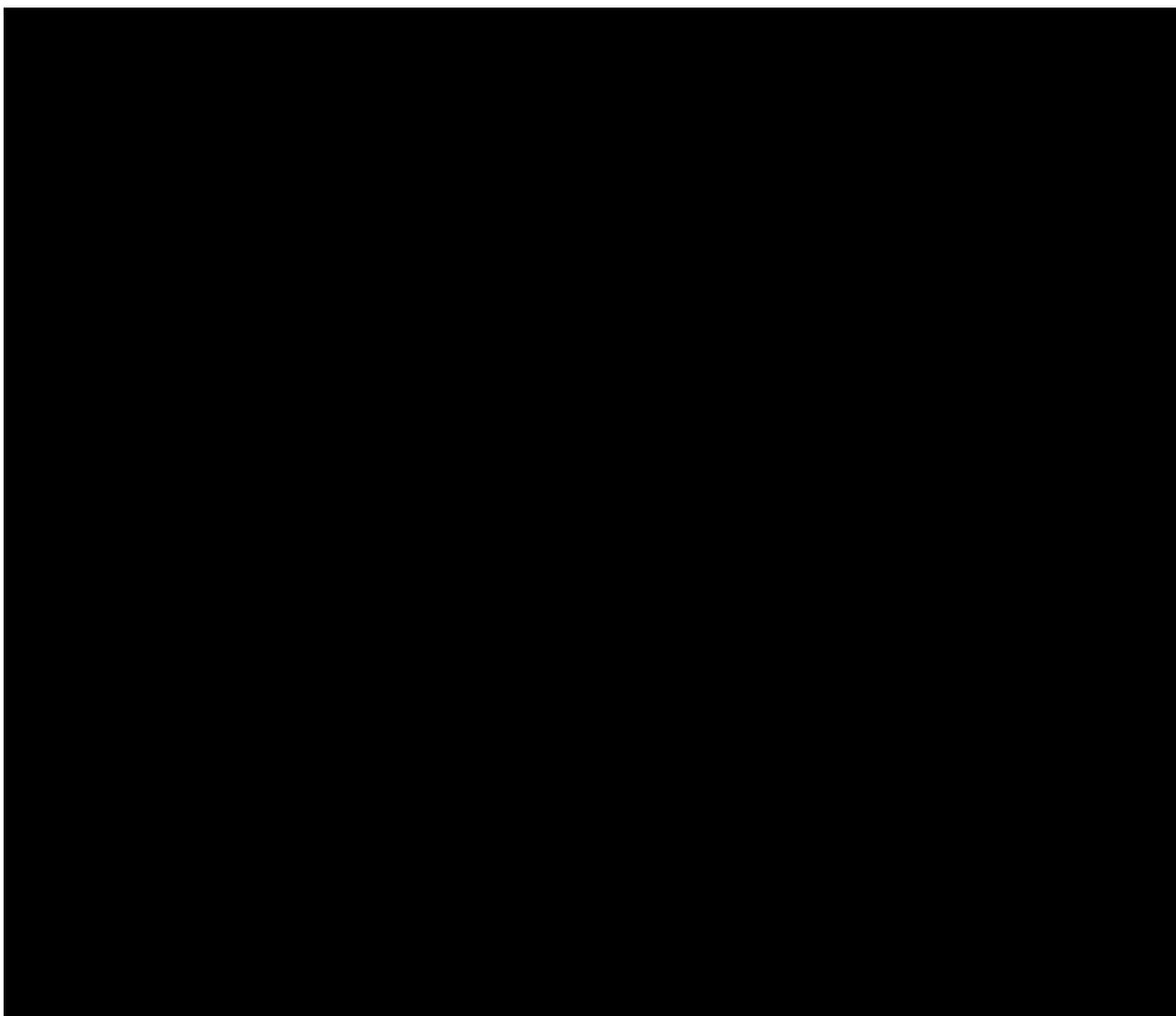
³ In Q3 2017, 89% of respondents stated they had a mid to high level of trust in An Garda Síochána. Over the last four quarters (Q3, 2016 – Q2, 2017), trust has remained largely stable between 89% and 92%.

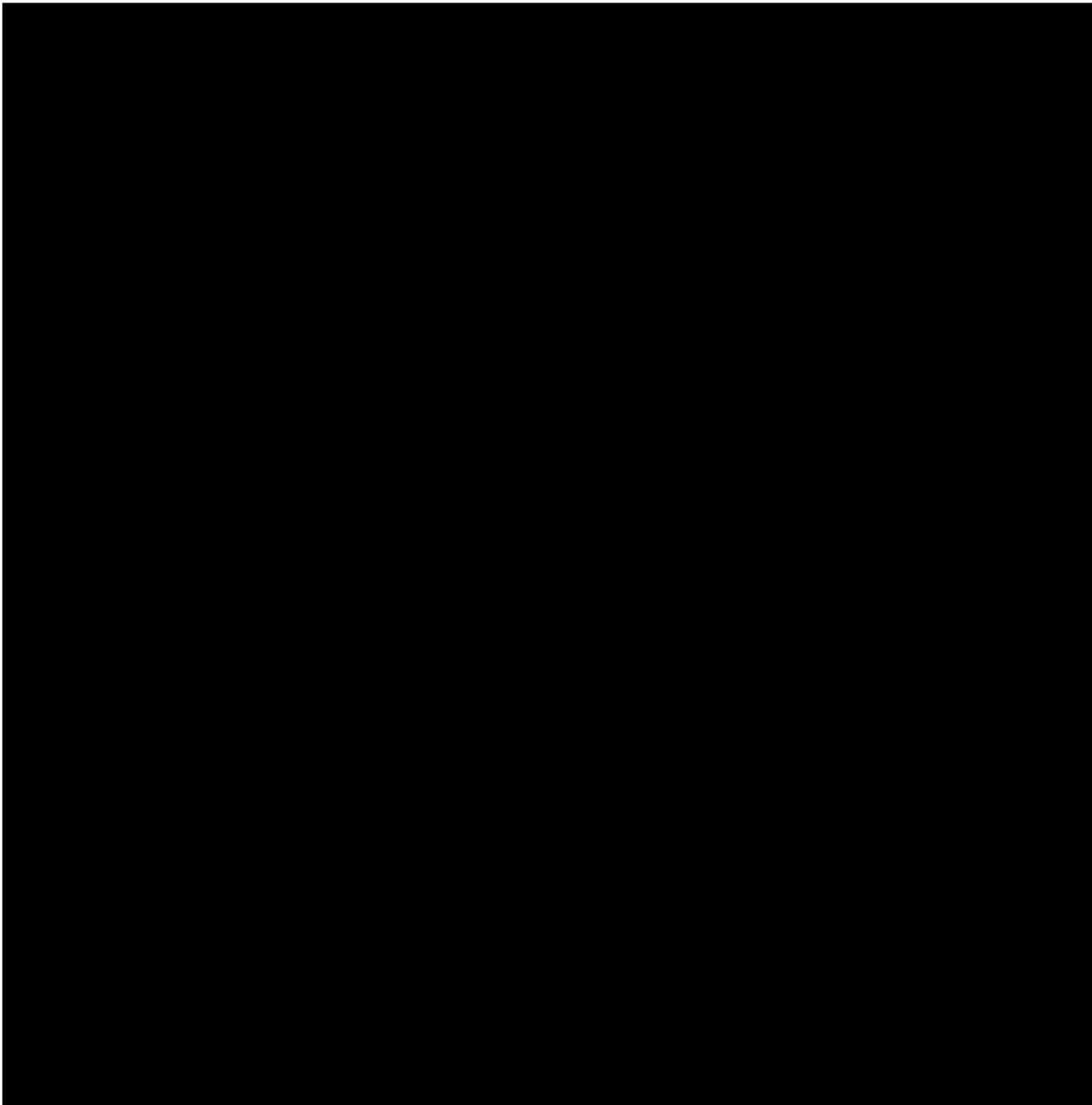


- 2) *Risk Management and Compliance* functions that will provide oversight of front-line management activity.
- 3) *Internal Audit* sections that will give independent assessment of governance mechanisms, risk management and control across the Organisation.
- 4) *External Review* by audit and assurance agencies. Regular public attitudes surveys to evaluate public satisfaction levels with our service delivery.
- 5) *The Tone of the Organisation* across all ranks and grades. This sets our organisational culture and values, and defines ethical behaviour we will adhere to.

Over the coming decades, there will be significant pressure on An Garda Síochána to keep pace with the changing nature of criminality. This will coincide with demand for more accountable and transparent public services. However, the **robust governance and assurance practices** that are currently being embedded within the Organisation will allow it to better adapt to emerging challenges.

An Garda Síochána also believes that a review of the reporting structures between it and its external governance and oversight bodies would be worthy of consideration by the Commission. The current architecture should be streamlined in order to reduce overlap and simplify interaction processes, avoid the necessity to deal with competing demands, while ensuring that the Organisation continues to receive the valuable input of these agencies.





Conclusion

Our vision for the future of An Garda Síochána is anchored in our most enduring strength: the trust and respect we enjoy from the communities we serve. Despite our rapidly transforming society and the ever changing nature of crime and security, we will strive above all else to retain our close community ties and build upon our community policing ethos.

We strongly believe An Garda Síochána should retain its unitary structure, delivering policing and security services under the remit of a single organisation. This allows our members, the public and the State to continue to benefit from the cohesion brought about under this unified structure and approach. The fundamental role of An Garda Síochána *‘to deliver professional policing and security services with the trust, confidence and support of the people we serve’* will remain constant, however the means by which we achieve this aim will change and adapt



with the future environment. We will optimise our organisational structures and operating model to empower our people to solve problems, while strengthening the policies, governance, oversight and support they receive from Garda Headquarters.

We will rebuild our workforce and increase the number of civilian staff in support roles, freeing up sworn members for frontline and operational policing. Our recruitment and training strategies will ensure that we attract the best available talent and that our personnel are equipped to deal with the challenges they face. Digital innovation will underpin the services we deliver, allowing us to gain greater insight from the data we collect and enable our members and staff to access this information seamlessly from a range of devices. Technology will also empower our renewed communications strategy, both internally and with the public.

We will build a greater understanding of our culture and how this culture impacts the service we deliver. We will define our target culture, retaining the best elements of our ethos and implement a multifaceted approach to achieve cultural change. Our transformed culture, firmly anchored around the Code of Ethics, supported by strong leadership, and embedded within the spirit of an empowered workforce, will ensure we can realise our **Vision for the Future of Policing in Ireland**.



1 Overview of Current Position in An Garda Síochána

1.1 Introduction

In recent years An Garda Síochána has conducted a rigorous and systematic critical analysis of the current state of the Organisation at strategic, tactical and operational levels. The Organisation has identified strategic leadership, management, governance and operational effectiveness deficits, which has undermined our proud traditions, core strengths and fitness for purpose. Such deficits are resulting in a diminution of trust and confidence in An Garda Síochána. This lessening of trust is affecting our reputation with the public, our key stakeholders, oversight bodies and the Oireachtas.

Notwithstanding identified deficits, analysis confirms that An Garda Síochána retains a very strong and valuable positive core that is highly energised and unselfishly committed to the safety, security and protection of all our communities and our democracy. This is a view not only held within the Organisation but by the public and some of our key stakeholders. It was recently evidenced in 'An Garda Síochána Public Attitudes Survey 2017', which identified that 74% of respondents stated they were satisfied with the service provided by An Garda Síochána to local communities⁴. As we approach the challenges of the future, An Garda Síochána aims to build upon our achievements of the past, and specifically our: -

- Unique day-to-day engagement with our citizens, armed only with our moral authority to serve the public, through trust and collaborative engagement with our communities.
- Unrelenting strategic commitment to maintaining the security and safety of the Irish State.
- Networked intelligence, investigative and relational excellence in challenging, countering and controlling indigenous and international terrorism and criminality.
- Operational tradition of bravery, commitment and loyalty.
- Sustaining achievements as a progressive core partner in the Irish criminal justice system, addressing organised crime and the fear of crime.
- Ongoing contributions to preserving and presenting Ireland as a safe and secure destination for foreign direct investment, where global and national corporations may confidently do business.
- Leadership with the United Nations and other international peace-keeping and policing missions.

1.2 The Challenge Presented

An Garda Síochána has been presented with a significant challenge and recognises the erosion of public trust and confidence, as a consequence of Organisational failures. These failures stemming from leadership, management and supervisory deficits, and our lack of commitment to training, have been exacerbated by other factors such as years of global austerity, which resulted in a lack of investment in modern technologies and resources

⁴ An Garda Síochána (2017). *Public Attitudes Survey Q1 2017*.



(personnel, fleet, accommodation, etc.). As a result of these deficiencies the Organisation has not moved in pace with the accountability and governance structures required in a modern police service. In addition, the global downturn resulted in years of austerity felt by every organisation and within An Garda Síochána this austerity resulted in a recruitment embargo, increased retirements and ultimately a significant reduction in manpower. Throughout these years of austerity there was no funding for capital programme of IT systems of digital technologies, that were required to keep pace with the needs of society and oversight bodies. External factors combined with significant internal failings has resulted in an inability to adapt sufficiently to changing policing and governance requirements, has ultimately led to a loss of public and political trust.

This has now created an impetus for significant change in key areas in order to address: -

- The need to listen to concerns, be they from lessons of previous reform recommendations or from dissenting voices.
- Over centralisation of power and decision making authority in our existing traditional hierarchical structure.
- Leadership and management failure to recognise, challenge and correct serious breaches of our core public duty responsibilities.
- Failure to demonstrate our leadership commitment to organise and execute our public duties with the highest of ethical standards.
- Ineffective governance and accountability framework.
- Failure to recognise, align with and respond consistently and professionally to the dynamic policing service needs and expectations of members of our communities.

Such assessment findings required urgent, deep and critical transformation of our policing ethos and culture, our strategic management and leadership, our Organisational structure and functions, and operational performance, measurement and accountability competence. Despite the highly concerning deficits identified and the challenges immediately ahead, there is full confidence in the capacity of the men and women within An Garda Síochána, to engage collaboratively and progressively with this challenge and opportunity, to create a thriving and sustainable world class policing service that is fit for future purposes; and that fully satisfies, the expectations and requirements of our citizens, communities, governing bodies and the Oireachtas.

1.3 The Modernisation and Renewal Programme 2016-2021

The changing demands and expectations of citizens, the emerging security and policing challenges, required a programme to professionalise, modernise and reform An Garda Síochána to ensure we can meet present and future challenges. The Organisation responded with vigour, with the planning and design of an ambitious programme for change, modernisation and reform, which has received significant commitment and investment from Government. This programme titled '*An Garda Síochána Modernisation and Renewal Programme 2016-2021*' (also referred to as the Modernisation Programme) launched on 9th June, 2016, is a detailed five-year programme that will professionalise, modernise and renew An Garda Síochána to meet present and future challenges. The Modernisation Programme is now in its second year and although significant modernisation and change has been implemented there is a challenging road ahead. The Modernisation Programme is the corner-



stone for reforming An Garda Síochána; and we are committed to reform and the implementation of the Programme.

The Modernisation Programme focuses on improvements in areas such as supports for our people; our processes, our technology and our structures, to deliver a better service across our core areas of prevention, response, investigation, security and intelligence. It also sees a renewal of our culture, a focus on living up to our values, listening to and learning from the experience and expertise of our partners. Albeit the Modernisation Programme was devised and commenced prior to some more recent controversies (breath tests scandal) the revised processes, systems contained within the Programme address the internal failings highlighted in these controversies. The Modernisation Programme is also fundamental to cultural reform, a key factor in ensuring failures of the past are not repeated. The individual themes of the programme are outlined below.

1.3.1 Renewing the Culture of An Garda Síochána

An Garda Síochána's culture includes an esprit de corps, close ties to communities and dedication to service, which have been, and will remain integral to our service and our culture. However, various tribunals and the Garda Inspectorate have identified weaknesses in corporate culture and as such demand a 'sea change' of culture reform.

The mechanisms for cultural change are in motion and we are committed to ongoing measurement to establish that we are professionalising our service, improving performance, reducing bureaucracy, empowering our workforce and demonstrating empathy, honesty, accountability and respect at every interface, internally and externally.

Weaknesses in governance, oversight and accountability will be addressed allowing An Garda Síochána to be supportive of our people and listen to their concerns and ideas. The hiring of civilians with the right skills and placing them in the right roles, will enhance our professionalism. The workforce will be more reflective of the society, with equality, diversity and inclusion strands of our HR strategy. We will listen to, and learn from, the experience and expertise of our partners and stakeholders; to ensure our leadership have an understanding of organisation culture, where we are and where we want to be.

1.3.2 Putting Victims at the Heart of the Garda Service

Victims of crime must be at the heart of the garda service and the Organisation has significant legislative and moral commitments to victims of crime. Steps to improve the service provided to victims has commenced, with victim service offices established in each division across the Organisation. Other steps to improve services provided to victims and vulnerable persons includes the establishment of divisional protective service units to ensure each domestic and sexual violence complaint is thoroughly investigated and victims are fully supported. The requirements of the EU Victims' Rights Directive and the Istanbul Convention [on 'preventing and combating violence against women and domestic violence'](#) will be met through the introduction of these initiatives. Better management of incidents and consistency of investigations will provide a better and more consistent service to victims of crime.

1.3.3 Community Engagement and Public Safety

Enhanced community safety and enhanced delivery of community policing is what is envisaged for the Organisation. A new community policing model will enhance community



engagement and public safety. New Community Policing Teams will work with local communities to prevent and detect crime in their locality, supported by community safety fora, made up of local gardaí, members of the public and community groups.

1.3.4 Preventing Crime

Crime prevention will become a key policing priority, with greater emphasis on prevention and working towards the concept that 'it's better if it never happened'. Improved data analysis will ensure patrols and checkpoints go to areas affected by particular crimes. An Garda Síochána will work closely with public and private sector partners to reduce the opportunities for crime and re-offending. Impactful and engaging crime prevention advice, delivered in combination with high visibility policing initiatives, will be key to increased community engagement, preventing criminality and ensuring we retain the trust of our communities.

1.3.5 Bringing Crime Investigation to a New Level

The Organisation's approach to crime investigation will be transformed. From the moment a crime is reported to finalisation in Court, we will have the systems to effectively manage the process. IT systems will support investigations from ensuring the right resources are deployed to an incident, to systematically cataloguing evidence seized, to monitoring the many threads in the investigation, to electronically managing case files, to presenting the evidence in Court. The intended advances will bring about a standardised, accountable and efficient management of all investigations at all levels, particularly against serious and organised crime.

1.3.6 Roads Policing

While An Garda Síochána has one of the best road safety records in Europe, more needs to be done to reduce the number of deaths on our roads. The use of technology will be expanded with digital capability, in combination with automatic number plate recognition and mobile safety cameras. A multi-agency approach will be fully exploited at checkpoints, education and awareness activity will be enhanced. Garda traffic corps will be reinvigorated into roads policing units through redeveloped of their structure and roles.

1.3.7 National Security and Organised Crime

An Garda Síochána has developed considerable experience in identifying, disrupting and suppressing threats from domestic terrorism. Garda National Security and Intelligence work to protect the State from new and emerging threats. We will continue training with our security partners to ensure readiness to deal with dynamic threat situations and strive to continually increase the sharing of information and intelligence with our national and international partners, proactively investigating the activities of those suspected of involvement in terrorism including those who benefit from or fund crime and terrorism. We will continue to engage with minority communities who may feel vulnerable.

1.3.8 Cyber Security and Cyber Crime

New strategies have been developed to meet the ever increasing challenges of cyber security and cybercrime. On cyber security, specialist units will be set-up to liaise with international partners on current and emerging threats, and to provide cyber and forensic tools to support front line policing and State security. The Organisation will continue to work with Government agencies and international partners to protect national infrastructure. An Garda



Síochána will expand cyber-crime capabilities through training with academic partners, increased investment in technology and people, assisted by the regionalisation of the Computer Crime Investigation Unit. Overall the objective is the enhanced investigation of cyber-crime.

1.3.9 Leading and Governing a Changing Organisation

The Modernisation Programme has outlined major changes to the governance of the Organisation and also the reduction and streamlining of administrative and bureaucratic structures. Regional managers will be given greater responsibility to make decisions based on the policing needs in their areas. The Organisation will be transparent, open and demonstrably accountable. Leaders throughout the Organisation will create an environment in which people can learn and develop. This will be achieved through an updated organisational structure, with revised roles and responsibilities for various ranks and grades across the Organisation. A clear model for governance and ownership of policy will be put in place, with clear auditability and traceability processes.

1.3.10 Managing and Motivating our Best Asset

Our approach to HR will take an important shift to ensure our people have the right skills, tools and resources to do their jobs effectively. We will provide staff with the leadership, guidance and support to deliver this Programme. This is intended to attract, develop and retain the best people by providing them with career development opportunities. We will increase our investment in training, and opportunities for lateral movement and promotions. Supports will be introduced to help protect the physical and mental health of our people. The benefits of recent investments in vehicles and the recruitment of additional gardaí are already being seen in communities. The new building and refurbishment programme for thirty stations will help provide appropriate working conditions for our people.

1.3.11 Partnerships and Collaboration

The problems of crime, fear and public safety can only be fully addressed through productive partnerships. An Garda Síochána will work with our criminal justice partners, non-State bodies, community groups, and businesses to prevent and detect crime. Our human rights partners will help ensure that human rights principles are imbedded in all our activities. An Garda Síochána will work constructively with our oversight bodies to improve the service we provide, and liaise closely with agencies such as Interpol, Europol and the FBI on global threats and crimes.

1.3.12 Technology

Technology is critical in supporting policing activities. Over €200 million has been secured to invest in advanced ICT systems so our people can spend less time on paperwork and more time among local communities. Members on patrol will have access to real-time information on mobile devices enabling them to react quicker to events and reduce retrospective administrative work. We will make more use of data and technology to prevent and detect crime. New systems will ensure we have the right people in the right places at the right times, and provide a better response to calls for service from the public.

1.3.13 Communicating Better on all Fronts

Communications plays a key role in building trust. The new Office of Corporate Communications will substantially improve our information flow to key stakeholders. Based



on successful models in other police services, it will incorporate the Garda Press Office, PR, marketing/public information campaigns, corporate information, and internal communications. Some channels, such as Garda.ie will be revamped, while other communication avenues such as social media will be extended and will be utilised to highlight crime prevention investigation and public safety.

1.4 Conclusion

The Modernisation and Renewal Programme sets out an ambitious plan for reform, with some initiatives already implemented, many medium term initiatives underway, while others will require a number of years to implement fully. Each initiative will be measured and evaluated to determine success through engagement with the public and stakeholders, and detailed benefit analysis. The Modernisation Programme is designed to be agile and plans will be adjusted based on consultation with our partners and the emergence of new challenges in the future.



2 The Role of Policing



2.1 Introduction

An Garda Síochána has played a key role within Irish society since the foundation of the State. From its inception, the role of An Garda Síochána has always been anchored in protecting and serving the community. As an unarmed police service, An Garda Síochána is proud to remain servants of the people who continue to police on the principle of consent. Public trust, and the legitimacy we derive from this, has been essential to everything we have achieved and remains a valued principle as we prepare for the future. An Garda Síochána's success in this regard has been due in no small part to the central role the garda institution and its members play in local communities nationwide. Gardaí are often key figures and leaders within communities, both on and off duty. The involvement of many of our members in community groups and local sports clubs, creates trust, understanding and respect among the public. The ethos of An Garda Síochána supports and encourages active community participation, with this participation benefiting the Organisation by strengthening community bonds and ensuring gardaí are embedding within communities throughout the country. It also ensures the Organisation has the ability to attract nationwide talent, with garda trainees keen to emulate those who have gone before them through integration within communities and taking an active interest in the communities they serve. These bonds allow members of An Garda Síochána to build local knowledge and insight, while remaining accessible and approachable to individual members of the public. This trusted relationship enables a broad range of problem solving at local level, such as juvenile diversion and reducing the fear of crime in localities, and provides significant benefits for individuals and communities. Although these benefits are often intangible, the role of An Garda Síochána is, and will continue to be, firmly rooted in community level engagement. All aspects of the policing service we deliver are built on this foundation, and the Organisation see our roots in communities as central to our future policing.

2.2 Core Policing Services

Long-established policing methodologies are coming under continuous pressure in the twenty-first century. These pressures and well-documented criticism of the Organisation, has culminated in An Garda Síochána committing to an ambitious programme of modernisation and reform. This Modernisation Programme will change how we conduct our business and ultimately what business we conduct. The future of policing will continue to rely on maintaining and building relationships in our communities and retaining the trust of people we serve. This will still be achieved by serving their needs, providing safe environments for people to live and work. To achieve this end, An Garda Síochána feel the identification of the role of policing and the prioritisation of core functions is vital part of achieving our goals. However, although our annual policing priorities are documented in the annual policing plan, we do not propose to prioritise one policing role to the detriment of another role. The role of policing is complex and varied, dealing with a multiplicity of societal issues, in conjunction with other private, public and State organisations. An Garda Síochána is often 'the lead agency by default' when interagency activities arise, which can divert sworn members from core policing functions. An Garda Síochána does not propose to limit or confine our role but merely transfer ancillary roles which better align to the services provided by other departments or service providers.





This section gives a brief outline of the policing services that are highly valued in An Garda Síochána and which we believe will be integral to how we will police into the future, however the role of policing is examined in depth throughout several other chapters. Chapter eight gives an overview of the '*national security*' role currently provided by An Garda Síochána and how we envisage policing and security services being performed into the future. Chapter three of this report outlines the '*leadership and structures*' architecture that is envisaged in An Garda Síochána. These structures, both geographical and organisational, will be formed around a new operating policing model in our regions and divisions. Central to this new operating model will be a back to basics approach to policing, with the core focus on community policing and serving our communities.

2.2.1 Community Engagement

As outlined above the role of An Garda Síochána is built on community policing. An Garda Síochána is determined to re-invigorate community policing and is formulating a new Community Policing Framework to revitalise methods of service delivery to communities. This will reaffirm our foundational ethos and role, by strategically placing the community at the heart of the Organisation, while updating it to meet modern expectations and challenges. There is a strong international consensus of the importance of community policing and our successes in this field is sought by many other policing services. However, the Organisation appreciates the need to re-invigorate community policing and the new Community Policing Framework will provide a model for dealing with the future demands of policing and serving our communities. We understand that communities are rapidly changing in 21st century Ireland and that this is made up of individuals with diverse needs. As such, a one-size-fits-all approach to policing is not fit for purpose and our community policing model will have to be multi-dimensional to cater for diverse communities in various locations. Community-oriented policing will mean transitioning to become an externally-focused organisation, which employs modern processes and procedures to manage relationships with communities and individuals, and to better understand their unique needs. This will entail new ways of generating information from the public, disseminating this better within the Organisation and tracking all of the stages of our response. We will adopt a more structured approach to community policing, to ensure resources and time are ring-fenced for this vital element of the service we provide. This approach will be based on challenging traditional practices while building upon past successes and introducing new levels of accountability before the public.

Divisional community policing offices will serve as a point of contact for communities and individuals, documenting and tracking community concerns, and overseeing police actions. This will allow us to deliver a tailored policing response that is appropriate to each situation and location. Community policing resources will have more ownership of, and responsibility for, public engagement and problem-solving in their area. These will be supported by specialist units and civilian support teams as required, with the garda reserve fully integrated into this process. Specialised training staff and community policing gardaí will engage with communities in order to fully understand and resolve the issues that affect the quality of life in local areas. The divisional community policing offices will support this function by relaying the information generated through these interactions to senior management in An Garda Síochána so that it can inform Organisational decision-making. The timely analysis of crime and quality-of-life data will enable us to proactively respond to the needs of each community and each divisional community policing office will be supported by a data analyst for this purpose. Further analysis of calls for service and crime data will help us to identify repeat





victims in communities, mitigate risk, target vulnerable areas and ensure effective deployment of personnel. Greater digital capabilities such as an online portal for members of the community to interact with An Garda Síochána and an increased social media presence will improve our reach within communities. Access to mobile devices for frontline personnel will increase the time spent within communities, providing a reassuring and visible presence.

We will maintain an accessible policing service, which will communicate effectively with communities and individuals, throughout this process. Divisional community policing offices will support communities through a modern database of collating, assigning, tracking and overseeing issues raised within communities. Greater diversity within the communities of modern Ireland will necessitate increased cultural awareness among gardaí, to ensure that we remain an open and approachable service to all members of the community. A rigorous review process will be implemented to ensure that community-policing teams are held accountable to senior management over the performance of their community policing area. These will focus on identifying long-term, sustainable solutions to trends in crime and quality of life. Our divisional community policing offices will continually engage with local stakeholders to ensure that they receive feedback on their approach and coordinate with community crime-prevention initiatives like neighbourhood watch.

2.2.2 The Role of Roads Policing

A key part of An Garda Síochána's role is to protect and safeguard the public on our roads. An Garda Síochána considers the retention of its current roads-policing role essential to its future vision of policing in Ireland. The importance of this function is reflected by the central position which roads policing occupies in the organisational structure of An Garda Síochána. The preservation of life is one of An Garda Síochána's key priorities and we have been working with other statutory bodies and external partners to reduce the number of fatalities and serious injuries on Irish roads as part of the Government's Road Safety Strategy 2013-2020. The high degree of collaboration and cohesion between local policing, roads policing and intelligence functions within An Garda Síochána is a uniquely important attribute which supports this approach. Successes in this field⁵ have been achieved through significant garda dedication across a variety of policing units, in conjunction with our collaboration with key partnerships in both State and voluntary organisations. In tandem with our Modernisation Programme we are working to expand capabilities, enhance enforcement and prevention, and develop further partnerships in roads policing. A revised roads policing strategy will standardise resource allocation and address the legislative, supervisory and technical challenges highlighted in recent reports, while also articulating the relevance and importance of roads policing to our community policing function.⁶

As part of our revised strategy, we will develop new garda roads policing units, which will replace the former garda traffic corps. New methods and technologies will enhance capabilities of roads policing units, both in terms of improving road safety but also deterring criminals using our road network, providing garda visibility, preventing and deterring crime. These dedicated units will be assigned to divisions across the country and will work with other sections across the Organisation to carry out intelligence-led crime operations to deny

⁵ 158 road deaths in 2017, with 338 in 2007 and 472 in 1997

⁶ An Garda Síochána (forthcoming 2018), *Roads Policing Strategy 2018-2022*.





criminals the use of the roads network, in addition to traffic policing. Tasking and performance management will also take place at divisional level to ensure that resources are distributed evenly and operating consistently. This holistic approach to policing on the roads will play a vital role in saving lives and preventing harm in communities.

The formation of these new units will be supported by considerable investment in training, including the creation of a new roads policing training group to oversee traffic training across all units and the introduction of secondment period for probationary gardaí to roads policing units. We will also invest in technology and digital aides to support our roads-policing function. This will include upgrades to fleet, drug and alcohol-testing devices and speed-detection equipment. An automated fixed charge processing system will allow penalty points to be issued at the time of the incident, rather than through paper means; and the progressive expansion of our active mobility project to deliver real-time, mobile access to relevant systems to roads policing units. Greater Automatic Number Plate Recognition (ANPR) capabilities will enable road safety and traffic policing as well as providing a valuable source of information for investigations.

A new roads policing advisory group will be created to elicit the input of stakeholders with an interest in improving road safety and improve cross-community engagement on the issue, while an external roads policing governance board will oversee the direction, performance and effectiveness of roads policing in An Garda Síochána. It will also ensure that roads policing resources meet the governance and accountability standards that are currently being embedded across the Organisation.

2.2.3 Focus on Core Policing

As we optimise our Organisational structure, the functions of An Garda Síochána must also be focused on the delivery of its core policing and security services. A number of ancillary functions that are currently performed by An Garda Síochána, but are not aligned to core policing roles (e.g. prisoner escorts, processing of firearms certificates, service of summonses, administration of forms, GSOC enquiries etc.), should be transferred to other State departments or services as part of this process. An analysis of each of these functions will identify their importance to the policing and security roles, whether is appropriate for gardaí to carry them out and whether or not they typically require the powers or skills of a trained police officer in order to be executed. This analysis will be vital to the development of the new operating model for An Garda Síochána. It is anticipated that the realignment of these services to other State departments or organisations may require some legislative changes. Some of these functions present particular resource and extraction issues for An Garda Síochána and the outsourcing of these functions (such as prisoner escorts and court prosecutions) will generate considerable extra policing capacity. The review of core and ancillary policing functions will also consider the security protection role performed by gardaí in protection post of State facilities, and Government (including ex-Government) representatives.

In many instances, GSOC enquiries are carried out by members of An Garda Síochána, largely due to a lack of capacity within the offices of the Ombudsman Commission. Such enquiries are time consuming and divert investigators from operational policing matters. It is the view of An Garda Síochána that these enquiries should be investigated by GSOC staff, and that GSOC should be appropriately resourced to facilitate this.





One such function which has been significantly streamlined to the benefit of the Organisation is An Garda Síochána's involvement in matters pertaining to immigration and the entry of non-nationals into the State. An Garda Síochána had responsibility for granting or refusing leave to land in ports of entry, registering and maintaining a database of all non-EU nationals, and processing the documentation of all non-EU nationals who wish to remain in the State on a long-term basis. However, with the aim of releasing more operational gardaí to core policing roles, ownership of immigration control and registration is being transitioned to the Irish Naturalisation and Immigration Service (INIS). While An Garda Síochána will retain sole responsibility for the investigation of almost all immigration related crime and for the deportation, removal and transfer processes, this process had led to a lessened administrative burden for the Organisation. Moreover, it illustrates how An Garda Síochána can scale back the tasks which detract from its core functions through collaboration with other State bodies.

2.3 Future Vision

In the future it is expected that An Garda Síochána's role within society will remain anchored in the communities we serve. We value the fact we police by consent as an unarmed police service, embedded within the communities we serve. Our vision is to build on this core position, while transitioning to a modern police service. As the Organisation undergoes significant reform and change over the next number of years it is of critical importance that the characteristics which enable us to enjoy the trust and confidence of the public are retained, be they in an urban or rural context.

Although the role of policing will not fundamentally change, how An Garda Síochána carries out that role must evolve to adapt to a changing society. New approaches, capabilities, structures and technology must be applied to ensure services are delivered cohesively. These elements will be examined in greater detail in subsequent chapters. To meet rising public expectations and demands An Garda Síochána must prioritise the functions that only a police service can deliver. The benefits of this consolidated, holistic approach to policing will be realised over the next decade.

Our renewed community-policing ethos will remain at the core of the Organisation and will inform all aspects of our work. This will lead to better services for communities and individuals who require our assistance in the future. As an open and inclusive organisation, An Garda Síochána will be well placed to connect and engage with all community groups in an increasingly diverse society. Cohesion between different policing functions will ensure we retain a critical advantage on other police services and cultivate the interoperability of policing units across various functions. An Garda Síochána also experiences many of the benefits which this approach brings in the interactions between its policing and State-security functions, which is examined specifically in chapter eight.





 <p>What should we value?</p>	<ul style="list-style-type: none"> ▪ An Garda Síochána places the highest value on the close ties and trust established with the communities we serve ▪ Our place within Irish society – since the foundation of the State gardaí have been ever present as an unarmed, professional and approachable service ▪ Organisational cohesion and integrated delivery of services, from community, roads policing, crime investigation and prevention, to national security
 <p>What should we improve?</p>	<ul style="list-style-type: none"> ▪ Our approach and framework for community policing will be revised and updated in line with public expectation of a modern police service ▪ Our approach to roads policing, expanding the interoperability across policing units, to ensure high visibility, road safety, crime prevention and community safety ▪ Our integration with diverse community groups which are growing in modern Ireland
 <p>What should we change?</p>	<ul style="list-style-type: none"> ▪ Focus on core policing functions, with operations and policing activities focused on delivery of key services within communities ▪ Build our capabilities and capacity to deal with emerging policing trends, with highly trained and skilled personnel, empowered by policy and tools to deliver a professional service



3 Leadership and Structures



3.1 Introduction

An Garda Síochána is facing unprecedented challenges on a number of fronts, both internally and externally, and must aim to meet the priorities and expectations of a wide variety of varied stakeholders. Criminality is ever evolving in response to the preventative measures employed by police and security services. The proliferation of cybercrime has opened up a new frontier in this battle and is enabling criminals to adapt at a faster rate than before, while new approaches to certain crimes such as fraud and sexual offences require specialised skills, resource-intensive methods and digital policing.⁷

We are planning to adapt our organisational structures in order to meet these challenges, and to address issues related to governance, oversight, supervision and capacity. The goal is to build an advanced and agile organisation to meet the demands of policing in a rapidly changing Ireland. Restructuring elements of the organisation, with the support and guidance of the Policing Authority, is a central element of the Modernisation & Renewal Programme. This approach will create increased management capacity and empower our leaders to manage and make decisions. This approach will also build increased specialisation among our members, enabling us to better engage with the communities we serve and to effectively tackle modern crime trends.

3.2 Geographical Policing Structure

The organisational structure of An Garda Síochána is centred around the communities we serve. This is a geographic structure, where the existing six regions, each headed by an assistant commissioner, are further subdivided into twenty-eight divisions, each headed by a chief superintendent, and ninety-six districts, each led by a superintendent. The rationale for retaining six regions has been questioned in the 2015 report of the Garda Síochána Inspectorate, *Changing Policing in Ireland*.⁸ However, An Garda Síochána consider the retention of six regions essential to maintaining the close relationship it enjoys with communities, vital to the decentralisation process of decision-making, necessary to ensure visible senior leadership and key to the accessibility of increased regional capabilities (analyst, surveillance, cyber, etc.). An Garda Síochána has a very narrow management hierarchy, with significantly fewer managers per head of staff than comparable police services. Consolidating the existing six regions into three would create wider spans of control for managers, resulting in reduced time available to provide visible leadership, and to mentor and manage staff.

The Organisation is currently examining its model of policing and, consequently, its leadership, operating structure and divisional and district models of service delivery. The implementation of a new model of policing will change the roles of divisional and district offices, and it is anticipated that part of this evaluation will include an assessment of divisional and district boundaries to best facilitate policing. We value previous realignments of boundaries, which aligned garda (division/district) boundaries with county boundaries. This

⁷ National Police Chiefs' Council (2016), *Policing Vision 2025*.

⁸ Garda Síochána Inspectorate (2015). *Changing Policing in Ireland*.





facilitates a joint policing approach, with county councils, other State agencies and elected officials who generally working within areas of responsibility aligned with county boundaries, and this will form an important consideration point. Public sentiment will also be a key factor in assessing policing boundaries, as familiarity and knowledge of local gardaí contributes to feelings of safety within the community.

3.3 Building for the Future

3.3.1 Optimising Organisational Structures

While maintaining community policing as its core ethos, An Garda Síochána is shifting its focus from reactive policing to a proactive service-delivery model, which aims to build upon the trust and relationships we have established within communities. An Garda Síochána's preferred approach is that the role and functions of Garda Headquarters will be restructured to provide greater oversight and governance, while more responsibility and accountability will be devolved to the six garda regions. The future vision for the six garda regions is for the devolution of decision-making and authority for all aspects of operational policing regarding resourcing, capability, deployment, oversight, accountability and leadership. Regional centres will have the capability, capacity and excellence to perform all aspects of policing across the country, supported by the strategic vision, policy support and governance structures from central authority within Garda Headquarters. Regional centres of excellence will also be supported by national units operating from Headquarters and other accommodation situated in Dublin. National units will continue to target serious and organised crime across the country, ensure operational oversight, national co-ordination, and providing specialised support to regional centres and local units as required.

Changes to the structures for the delivery of policing and security services will be guided by the design of a new operating model for An Garda Síochána. This project will combine all planned organisational changes at corporate, regional and divisional level, along with An Garda Síochána's strategic aims, to ensure the organisation's structure is optimised to deliver policing and security services into the future.

3.3.2 Creating Leadership and Management Capacity at Divisional level

The Divisional Policing Model

Regional capabilities and oversight, under the direction of an assistant commissioner will be supported chief superintendents with responsibilities for garda divisions. The existing model of service-delivery at divisional and district level is current under review, with a revised model for oversight and delivery of core policing services at divisional level at an advanced stage and scheduled to be operationally piloted in four divisions from early 2018. This model, known as the Divisional Policing Model (DPM), will see the introduction of the following structural changes:

- Services will be delivered at division rather than district level
- Functional hubs will be established with clear and focused responsibility and accountability (functions, budget, resources, processes)
- Chief superintendents will be ultimately accountable for delivering strategy, budget, operational performance, community engagement, communications, investigation management and oversight across the division





- A Divisional Management Team (DMT) with specific portfolios will be responsible for coordination and deployment of policing services, with operational governance and oversight to support the chief superintendent.

The outcomes of the project will be to refocus gardaí on proactive, community-driven and victim-focused policing. Redeploying sworn members away from administrative duties will increase visibility and enable greater community engagement. Changes to the scope of governance and strengthening leadership capacity and supervision will improve performance and accountability. Streamlined processes and procedures will empower decision-making, standardise operations and service-delivery, improve reporting and communications systems and enhanced governance across the organisation.

The benefits of the DPM will be enhanced by increased divisional capability, with additional specialised services and units available at divisional level to support community and operational gardaí. Recent expansion of divisional capability includes the establishment Protective Services Units (PSU) in each division, staffed with specially trained detectives and supported centrally by the Garda National Protective Services Bureau (GNPSB). These units will build dedicated capacity for the investigation of crimes perpetrated on vulnerable members of society and provide expertise for the investigation of serious crime including sexual assault, human trafficking and online child exploitation. Further expansion of cybercrime and economic crime units may also be necessary to deal with emerging crime trends in these areas. There will be close interoperability with these divisional units due to the tendency for these crimes to be digitally enabled.

Following the pilot roll out of the Divisional Policing Model, feedback from all stakeholders will be gathered and the effectiveness of the model will be assessed on an ongoing basis. This will allow senior leadership, in consultation with our external governance bodies, to evaluate and adjust the model. Assuming the benefits outlined above are achieved, the model will then be deployed nationwide.

Divisional Capabilities

Victims services offices have been established at divisional level to create a liaison point for victims of crime, to place victims at the heart of policing and to guarantee that victims feel connected with the justice process. A number of continuous improvement initiatives are currently underway to enhance victims' services, so that they exceed the expectation of crime victims and ensure compliance with legislation.⁹

Divisional teams will be supported by analysts, with the skills and tools to extract meaningful insights from the data stored in garda systems. These resources, supported by and tasked from the Garda Síochána Analysis Service (GSAS), will be embedded within each division and assist with intelligence led investigations (assisted by RCIU), crime statistics, planning and resource allocation. Skilled crime analysts are of particular benefit to Divisional Management Teams, as insights gained through data analytics are an invaluable asset in the interrogation of management information and the development of data-driven strategies.

⁹ Criminal Justice (Victims of Crime) Act 2017, future EU Directives and domestic legislation.





This focus on establishing devolved specialised functions will deliver improved supervision and create management capacity at regional and divisional level. The skills and resources deployed at regional and divisional level will mirror those of the national units to ensure the most modern up-to-date crime investigation techniques are adopted.

In parallel with the planned organisational structures, the expanded interoperability of specialised capabilities at regional and divisional level will be enhanced by new deployment and service-delivery models in each division. A common goal of these projects will be to expand the capacity among senior ranks by creating a narrower band of focus for individual managers. Structural changes will be augmented by increased resources available for policing duties, enabled by a number of the human resource initiatives (as outlined in chapter four).

3.3.3 Creating Leadership and Management Capacity at Regional level

Fundamental to the changing of policing in Ireland will be the enhanced regional capability within An Garda Síochána, with a replication of our current national capability across each garda region. This regional capability will incorporate advances in the current capability and capacity of existing units such as regional surveillance units, analyst service and regional coordination and tasking units. The expansion of regional capabilities will improve the Organisation's crime investigation and intelligence management capabilities, reducing demand on local units and creating capacity for both managers and supervisors to operate at a more strategic and proactive level.

Regional Crime Management Teams (RCMT) will be established to manage and investigate serious crime within regions. These teams will be staffed with investigators equipped with the necessary skills and expertise to deal with serious and organised crime and supported by the Investigation Management System (IMS). Complementing the RCMTs will be national units such as Criminal Assets Bureau (CAB) and the National Security and Intelligence Bureau (see chapter eight) when required. Outside of these specific national units, regions and the RCMTs will develop intelligence gathering capabilities, conduct surveillance, and investigate all serious crime. With advanced regional capabilities and utilisation of digital policing methods An Garda Síochána will be in a position to identify, profile, and target criminals involved in serious and organised crime. Examples of some of the key regional capabilities supporting the RCMT's will be Regional Criminal Intelligence Units (RCIU), which will have a direct link to the National Criminal Intelligence Unit to ensure the effective management, coordination and flow of intelligence through the Organisation. It should be noted that these teams are concerned with criminal intelligence only – as distinct from the functions provided by Security and Intelligence.

To combat the proliferation of cyber-enabled crime, including fraud and exploitation, the Garda Cyber Crime Bureau (GCCB) will establish regional units under central guidance. These regional units will provide the capability to support any investigations which include a cyber or digital element. A national unit within the GCCB will have specialised capabilities to investigate cybercrime which is carried out entirely on computer networks such as hacking and data theft.

Other existing national operational support services will also be considered for expansion across regions to include drugs and organised crime, major event/emergency management, operational support units (e.g. dog unit) to ensure each region has full independent capability. When full regional capability is not viable, consideration will be given to a geographic spread





of capability. Where costs and operational remit are prohibitive some operational support units will remain in situ.

With the increased regional capabilities there will be a devolution of decision-making and authority regarding resources and deployment. This devolution of power will be supported by a regional HR team (expert HR manager and specialist support staff), who will have oversight of policy, deployment and allocation of personnel across the region, and report directly to the assistant commissioner for the region. This team will also oversee the entire HR function across regions and have responsibility for areas such as equality and diversity, health and safety, training and professional development. The regional HR team will feed into divisional HR managers and ensure consistency of practices and implementation of policy across the region. Current recruitment practices will be modified to ensure expert civilian staff can be recruited at regional level.

Governance boards at regional level, aligned to the Risk and Policy Governance Board (and contained within the Corporate Governance Framework), will ensure governance, oversight and accountability at regional and divisional level. The regionalisation of governance and internal oversight functions such as professional standards, internal audit, risk management, information (data) management and internal affairs units/sections will ensure consistency of policing standards, practices and policies throughout the regions. This cross-learning from these units at regional level (e.g. internal affairs and professional standards) will ensure that emerging trends and issues are highlighted quickly and that remedies are effectively implemented. The devolution of the internal affairs functions will provide expertise and consistency to the investigation of discipline complaints. This will ensure discipline investigations are consistently, fairly and quickly addressed and also provide for a more streamline dissemination of information to GSOC. The regionalisation of internal oversight and governance structures will be critical in the standardisation of process, consistency of practices and ensure overall accountability (referred to in further detail in chapter seven).

Existing regional administrative supports, such as strategic transformation and continuous-improvement and risk-compliance officers, will be expanded to meet future demands, and emerging strategic and change management requirements. National capabilities will also be expanded into regions such as legal services, corporate services, occupational health and wellness, IT, finance, procurement, fleet and estate management. Communication, both internally and externally, will also be advanced across the Organisation through the establishment of regional offices of Corporate Communications to improve the communication strategy and external engagement. This will support leadership and operational gardaí in serving their communities and building trust.

3.3.4 Improving Management Information and Supervisory Systems

Strengthening management systems and facilitating greater levels of supervision is an essential component in building management capacity and improving accountability throughout the organisation. The structural changes described in the sections above will play a key role in improving supervision. Supplementing these changes is a range of initiatives to standardise core policing activities and strengthen management practices, which have been prioritised within the MRP.

The Performance Accountability Framework (PAF) is the set of processes governing day-to-day oversight and supervision of An Garda Síochána. A revised framework is being developed,





which will standardise and add rigour to supervisory practices, from unit briefings up to regional and leadership accountability meetings. Administrative overhead for the new framework will be minimised through the development of an intuitive technology-based dashboard. This dashboard will be capable of aggregating data from multiple sources and highlighting key management information and KPI's to supervisors and management. The integration of this system, with the RDMS and the digital mobility of gardaí serving the community will be a vital component to the Organisation future responsive and proactive policing model, with community policing as its core ethos. Both systems will provide improved management information at divisional and regional level.

Effective management of cases and individuals through the criminal justice system is important to delivering positive outcomes for our communities. Supervision from experienced staff is critical to achieving this. A new Investigation Management System (IMS) will modernise incident management and the coordination of investigations, allowing for improved supervision and management by senior investigators. The IMS will also monitor performance and capacity of individual members in conducting their policing role and assist supervisors in the equitable allocation of work.

An Garda Síochána are engaging with our partners in the criminal justice system to lay the foundations for a more integrated and efficient service. Data sharing between An Garda Síochána and our criminal justice partners will be enhanced through new and upgraded IT systems. Internal processes relating to the prosecution of court cases will be standardised, with further interagency working agreements aimed at reducing extractions to assist management and supervisors. Integration of services and ICT infrastructure is also envisaged with our partners in the criminal justice system to ensure closer collaboration, particularly regarding victims' rights, and avoid unnecessary duplication of services and administration.

Collaboration with international partners in policing services and security agencies has always been critical to safeguarding the State and coordinating efforts to tackle crime. However, the volume of information exchanged is set to grow rapidly in the coming years to cope with emerging crime trends. Data-exchange between international partners must be tightly managed and controlled, given the sensitive nature of transmitting and acting on such information. As volumes increase, it is essential that An Garda Síochána has the appropriate management systems and structures in place to use these capabilities effectively. The Garda SIRENE Bureau will manage collaboration with individual police agencies in other countries, supported by the implementation of new case management system and connectivity to the European Schengen Information Systems (SIS) Database.

In addition to the information supplied by our security and policing partners, information from external open sources will expand considerable into the future and information management will be a key component of policing. The flow of information from social media, the internet and deep web¹⁰ (including dark web and dark net) are creating information and

¹⁰ Early estimates suggest that the deep web is 400 to 550 times larger than the surface web. However, since more information and sites are always being added, it can be assumed that the deep web is continuously growing at a rate that cannot be quantified.





data exchange challenges for policing which will require new, updated information management systems to harvest and incorporate this information into policing methods.

A powerful Data Analytics platform will enable management information to be generated by combining and interrogating data from any of the above sources. This will enable our managers to unlock the full value of the data at their disposal and generate useful insights to support decision making.

3.4 Future Vision

The future vision for the leadership and management structures of An Garda Síochána is to adopt a model better suited to a more focused and proactive police service. As the demands of policing change, the Organisation must adapt its structures and empower leadership to leverage these capabilities. In parallel, policy formulation, governance and oversight role of Garda Headquarters and national units should be advanced and strengthened.

An Garda Síochána is acutely aware of the leadership and organisations structural challenges ahead, following a significant period of austerity and significant controversies. Despite these challenges there are significant developments underway within the Modernisation Programme, which will impact significantly on both the leadership and organisational structure. These changes will change the way we fulfil our policing role and ultimately must be combined with a focus on our core policing priorities. The span of functionality needs to narrow to allow a focus of our core policing priorities of serving our communities, preventing and detecting crime and ensuring road safety. Narrowing the focus of our functionality will require a review of ancillary policing functions, with consideration given to the outsourcing of these functions to other State services or bodies.

In conjunction with a renewed focus on core policing functions will be a revision of the roles, functions and responsibilities of Garda Headquarters, regions, divisions and districts. Garda Headquarters will take an overarching role, with responsibility for the formulation of policy and for providing oversight and strategic direction to the six garda regions. The future vision for garda regions is for decision making autonomy and independent operational capability. Within each region will be divisions and districts operating under a new model (Divisional Policing Model), which will determine the optimum geographical structure of garda divisions.

Our vision for enhanced regional capability is for the replication of our current national capability across garda regions. This regional capability will require improvements to existing units (e.g. surveillance units, analyst services, coordination and tasking units) and establishing other units (e.g. crime management teams, economic and cyber-crime units) to manage and investigate serious crime within regions. These operational capabilities will be supported by other regional units/sections to include human resources, oversight and governance units; again replicating existing national units/sections. This will ensure that the strategic vision regarding human resources, risk, oversight and governance is operating consistently within each region. Corporate communication sections will also operate at regional level to ensure that the entire suite of capability, expertise and supports is available at regional level. Increased alignment of oversight sections such as internal affairs and professional standards will ensure emerging trends are quickly addressed. This will





also ensure that there is expertise in niche areas, while providing a consistent approach and efficient processes, delivering fairness, transparency and greater overall accountability.

Improved support systems (e.g. Investigation Management System, Performance Accountability Framework) will provide better access to management information for decision makers at regional and divisional level. Access to this information will be essential to enable decision making and empower management.

The goals of this vision are to: -

- Refocus and redeploy gardaí to proactive, community-focused and victim-centred policing initiatives
- Increase visibility and enable greater community engagement
- Devolve power, decision-making and responsibility to garda regions
- Streamline processes and procedures into a standardise operational and service-delivery model
- Strengthen leadership visibility and narrow areas of focus
- Improve management and supervisory capacity through advanced specialist services and units within regions to ensure full operational capability at regional level
- Improve regional supports sections to assist leaders and managers
- Engage in greater collaboration with external stakeholders
- Increase the scope for oversight and governance
- Improve performance, professionalism, ethical standards and accountability.

 <p>What should we value?</p>	<ul style="list-style-type: none"> ▪ The local knowledge and presence of Garda leadership which is vital to devolved decision making and close community relationships ▪ Leadership visibility at local level among rank and file members which is important for morale and mentoring ▪ The lean management hierarchy within the Organisation which supports efficient reporting and spans of control
 <p>What should we improve?</p>	<ul style="list-style-type: none"> ▪ Access to and quality of management information assembled from criminal and personnel databases available to decision makers ▪ The systems and processes in place that support supervisors and managers ▪ The range of specialised capabilities and skills available at regional and divisional level ▪ Our leadership training programme and opportunities
 <p>What should we change?</p>	<ul style="list-style-type: none"> ▪ Our service delivery model and management structures at district and divisional level ▪ Create specialised units at regional and divisional level, mirroring national units, to expand capability and improve service delivery ▪ Empower decision making at regional and divisional level, increasing capacity within Garda Headquarters to perform a policy, governance and oversight role





4 Recruitment, Training and Professional Development



4.1 Introduction

As a response to economic conditions, Garda recruitment was halted from 2009 until late 2013. During this period the number of sworn Garda members decreased by 12% to a low of 12,799 at the end of 2014. At present, the Garda workforce comprises 16,136 personnel, made up of 13,411 sworn gardaí, 2,121 civil servants and 605 reserves. A number of challenges are impacting recruitment into the Organisation:

1. Long recruitment lead times
2. Capacity to train new recruits
3. The need to improve diversity within our ranks
4. Lack of investment in technology

Long recruitment lead times are directly impacting the speed at which An Garda Síochána can increase the number of operational resources on the frontline. The recruitment of staff for An Garda Síochána takes longer than for most other public-service organisations, primarily due to the stringent, but necessary, vetting requirements. Where the Public Appointments Service (PAS) has existing panels in place for civilian staff, vetting usually takes between three to six months. Where it is necessary to advertise and hold a competition for new staff, the recruitment process usually takes a minimum of 6 months and typically takes 9 months. The garda process may be even lengthier, as prospective recruits must undertake an online assessment, interview, vetting and medical examination.

Training capacity is both a challenge to the recruitment process as well as a hindrance to the Modernisation and Renewal Programme. The Garda College in Templemore is the centre for police training, development and education and is the location where a very high proportion of garda education and training is delivered. This includes foundation training for new recruits, crime, specialist and operational training, and leadership and management training. It also supports the continuous professional development (CPD) requirements of serving garda members and staff. Over the last decade, training capacity in all areas of An Garda Síochána was reduced considerably, primarily due to insufficient budgets and the moratorium on recruitment. This has been combined with a significant loss of corporate knowledge due to retirements, while at the same time there has been an increase in the volume and complexity of legislative change. Training delivery is heavily classroom based, with little use of online or self-paced learning. The challenge now for An Garda Síochána is to ensure that our learning and development is delivered in an effective and timely manner, while recognising the business-critical nature of training to the provision of a twenty-first-century policing service.

While An Garda Síochána gender diversity statistics are in line with other similar police services, more must be done to match the make-up of the organisation with that of society. With regard to increasing ethnic diversity in its ranks, An Garda Síochána is facing a significant challenge. At present, only 0.6% of sworn personnel identify as being from an ethnic minority, compared to 12% of Ireland's population. This contrasts to 6% throughout the police services in England and Wales, where ethnic minorities make up about 14% of the population.





Compounding the challenges outlined above in relation to recruitment, training and diversity, the human resources functions within An Garda Síochána are facing capacity challenges as well as outdated technology. As a result, staff are struggling to manage incomplete data sets across a number of stand-alone databases. This impacts almost all HR functions and adds complexity to resource-allocation.

4.2 Building for the Future

4.2.1 Workforce

The Government decision of the 19th July, 2016 sets the future vision of the Garda workforce at 21,000 personnel by 2021; this comprises 15,000 garda members, 2,000 garda reserve members and 4,000 garda staff. It is envisaged that this will allow for improved service delivery and meet the anticipated demands and challenges of society. The proposed structural changes to An Garda Síochána, outlined in chapter three, will provide for an increase of sworn personnel on front-line duties.

Taking account of predicted retirement patterns, the target of 21,000 personnel by 2021 will result in a requirement to recruit more than 7,400 personnel to An Garda Síochána over the next five years. This involves three separate and distinct competitions run through the Public Appointments Service for garda, civil service and reserve personnel. Appropriate resourcing of the Garda Reserve will provide a platform for selection and recruitment of the best candidates for An Garda Síochána. This will be combined with opportunities for recruitment of officers and lower-ranking personnel from external police services.

Human Resources and Professional Development (HR&PD) are currently working to a model based on the following principles:

- 'Civilian by Default' – each new role in the organisation, other than those of an operational policing nature, is considered to be filled by garda staff members first, unless evidence is provided to demonstrate that it must instead be filled by a garda member.
- 'Front-line First' – priority be given to freeing up garda members to be more directly involved in the delivery of front-line policing services.
- 'Greater Supervision' – a significant increase in the number in supervisory personnel, recognising international comparative experience and informed by recent Inspectorate reports.
- 'Transition Arrangements' – initial priority will be given to recruiting into roles which will be required to facilitate resource increases.

This recruitment drive will include a review of the available recruitment processes with the Department of Justice and Equality and PAS in order to identify efficiencies that could facilitate greater flexibility and reduce waiting times. In addition, a review has been undertaken of the middle-ranking promotion competitions, with a view to ensuring that the processes are streamlined to provide for the timely selection of the best candidates.

As the organisation increases its corporate communications capabilities and social media footprint, new opportunities to target recruitment at specific groups will help in building a more diverse workforce and attract specialised skills in both the garda and civilian areas. The Equality, Diversity and Inclusion office will play a key role in recruitment of people from diverse community groups, by ensuring that An Garda Síochána is an open and inclusive place





to work. From an external perspective, an increased focus on Community Policing coupled with initiatives lead by the Garda Racial, Intercultural & Diversity Office (GRIDO) will ensure that An Garda Síochána remains a visible and approachable service for all sectors of society.

Running in parallel with this recruitment drive, the Civilianisation project is a top priority project for our Modernisation and Renewal Programme. This project will identify roles currently filled by sworn members which could be performed by appropriately skilled civil servants, freeing up gardaí for operational and community roles.

The current breakdown of the 16,136 personnel in An Garda Síochána is 83.1% sworn members, 13.2% garda staff and 3.7% reserves. A comparison with the 43 Police constabularies of England and Wales, Police Scotland and the Police Service of Northern Ireland shows an average of 65.3% police to 34.7% civilian staff, ranging from a low at the Cleveland Police (82.8% v 17.2%) to a high at the PSNI (45.6% v 54.4%). By 2021, An Garda Síochána will have a workforce comprising 71% sworn members, 19% garda staff and a reserve of 10%.

4.2.2 Human Resources Capability

In order to efficiently deliver these workforce changes, a new operating model will be developed for the Organisation's Human Resources function, combined with the roll-out of supporting technology, including a new Roster and Duty Management system (RDMS) and ultimately an integrated Human Resources Information System (HRIS). Data-driven workforce-planning and resource-allocation models, supported by expert staff in HR, will ensure the appropriate allocation of personnel in the communities they serve, while also assuring that there is sufficient flexibility to meet demands, cater for abstractions from front-line duties and include tenure-of-post policy. Greater understanding of the breakdown of our workforce will enable us to manage diversity and gender balances across the organisation. The devolution of decision making and authority regarding resources and deployment, enabled by the Divisional Policing Model project will allow management teams at this level to take more control of the allocation and distribution of resources across the division, improving service delivery.

4.2.3 Equality, Diversity and Inclusion

The ability of gardaí to perform their duties is ever dependent upon community approval of their legitimacy, actions and behaviour. A workforce which reflects the communities we serve is essential to this.

Key to building a diverse workforce is becoming a truly inclusive organisation; this is an organisation where all employees are appreciated for who they are and have their contributions valued. In order to achieve this, the MRP will see the launch of An Garda Síochána's Workplace Equality, Diversity and Inclusion strategy, aimed at ensuring an inclusive, diverse and non-discriminatory working environment, in which all personnel are treated equally.¹¹ This aim must be achieved if the workforce of An Garda Síochána is to accurately mirror an increasingly diverse Ireland. In parallel, recruitment and community

¹¹ An Garda Síochána (forthcoming 2018), *Garda Workplace Equality, Diversity and Inclusion Strategy 2018 – 2022*.





orientated campaigns will aim to inspire people from minority communities to join An Garda Síochána.

4.2.4 Learning and Development

An Garda Síochána is committed to a lifelong-learning philosophy for the training of its members. In addition, there are ongoing professional development requirements in each rank, role and specialisation for both garda and civilian staff.

The MRP sets out an ambitious programme of reform across all aspects of training. The reform programme for training within the MRP is a commitment to increasing, enhancing and widening the extent and level of training and personal development opportunities, processes, standards and outcomes at all grades/ranks within An Garda Síochána.

An Garda Síochána will implement a Learning and Development Strategy to address the training gaps which exist within the Organisation. This strategy will combine the tried and tested elements of classroom based training with more innovative approaches to continuous professional development. Keeping the knowledge and expertise of our members up-to-date during rapidly changing times is essential to delivering an effective policing service. The substantial volume of training to be delivered on new IT systems, new tactical skills, changes to legislation and changes to policy, in addition to the curriculum for new recruits, will demand a highly organised, modern approach to training with enough flexibility to ensure front-line service-delivery is not impacted.

A key element in this strategy will be ensuring that expert instructors are involved in all aspects of training. Instructors must have sufficient policing experience and be fully aware of current operational policing challenges. To this end, instructors at the Garda College are undertaking a Level 9 programme on the National Framework of Qualification. External qualifications and validation will be a feature of all future garda training. Non-garda instructors with competencies in specialised areas, such as humanities, psychology, customer service, communications and diversity, will continue to supplement garda instructors in the delivery of this.

The current philosophy of inviting external input into training will be expanded to ensure that this involves relevant stakeholders and public representatives, including a range of NGOs, the Office of the DPP and An Garda Síochána's external oversight bodies. It is also essential to engage third-level institutes in the delivery of certain types of training (for example, leadership and management training).

It is envisaged that most, if not all, future training courses will undergo an external validation and accreditation process. This will include specialised, promotion developments, management and leadership training courses. This will ensure a best-practice approach to learning and development, which will be based on international research.

Evaluation and measurement of courses and personnel who undergo training will play a key part in this strategy. This will mean expanding upon initiatives such as the longitudinal study presently being conducted by Trinity College (in partnership with Dublin City University) to examine factors that contribute to psychological wellbeing and productivity of a garda trainee. In addition to this study, the University of Limerick are currently conducting a review of the BA degree programme in Applied Policing and the findings of that review will also inform future training.





It is essential that a Learning Management infrastructure is in place to enable digital learning, while ensuring that the investment achieves the required learning and development outcomes. A Learning Management System (LMS), capable of delivering immersive, rich training experiences as well as tracking the participation and completion of participants will be implemented as part of the overall strategy.

In parallel with the Learning and Development Strategy, Garda's Performance and Learning Framework (PALF) is being deployed. PALF is a goal- and competency-based performance management system designed to contribute to the effective management and development of members and teams in order to achieve greater job satisfaction and the delivery of a high quality policing service. Further developments of PALF together with the introduction of 360-degree reporting at management level will provide for greater accountability and productivity in the future.

The challenge now for An Garda Síochána is to ensure that our learning and development is delivered in a cost-effective and focussed manner, while recognising the business-critical nature of training to the provision of a twenty-first-century policing service. It is planned that in the near future the Garda College will have organisational control and responsibility for the training budget for the full Organisation.

4.3 Future Vision

The population of Ireland will continue to rise beyond the life cycle of the Modernisation Programme and into the future. Demographic predictions indicate this growth will occur disproportionately in Dublin and the surrounding commuter counties. This population will be increasingly diverse if trends in inward migration continue. As the population increases, the workforce of An Garda Síochána will need to expand and diversify to keep pace.

The opportunity to develop new skills and receive world-class training will be a key selling point for An Garda Síochána. Innovative and comprehensive approaches to training that incorporate the latest expertise from academia and international partners, as well as enabling learning through technology, will support this aim.

The current trend towards increasing the proportion of garda staff within the Organisation will continue beyond 2021, bringing An Garda Síochána closer in line with comparable police services. The demand for resources with highly specialised skills will continue to contribute to this shift and changes to the internal and diversity of our workforce. Targeted diversity and inclusion strategies will ensure that An Garda Síochána is truly representative of the communities we serve.

New recruits to An Garda Síochána will be 'digital natives', from a generation that has grown up online with ever-present smartphones and social media. They will want to join technologically advanced organisations and are likely to have different career expectations to previous generations. An Garda Síochána will have to compete with the most attractive corporate firms for the best available talent and provide a compelling case for new recruits to pursue a career in policing. We will also need to be able to acquire increasingly specialised skills, in areas such as data analytics, cyber forensics and information technology. As a digital organisation, offering diverse and exciting career prospects for





both sworn and non-sworn members, An Garda Síochána will be well placed to attract the best from this pool.

 <p>What should we value?</p>	<ul style="list-style-type: none"> ▪ The interesting, rewarding and diverse career opportunities available to all members and staff of An Garda Síochána ▪ A workforce comprised of people from all parts of Ireland and all sections of society ▪ The organisation’s commitment to learning and the continuous professional development
 <p>What should we improve?</p>	<ul style="list-style-type: none"> ▪ The level of diversity within our ranks, from multiple perspectives including gender and ethnicity ▪ Our human resources operating model, capabilities and systems ▪ Our ability to manage skills and deliver training and professional development ▪ Implement performance management linked to career progression & succession planning
 <p>What should we change?</p>	<ul style="list-style-type: none"> ▪ The composition and size of our workforce, increasing the total workforce but also the percentage of support staff and ▪ A fair and transparent process for the allocation of resources and management of internal transfers ▪ Our recruitment strategies and career progression models to ensure we remain an attractive employer and can compete for the best available talent





5 Digital Innovation



5.1 Introduction

Embracing digital innovation is essential to the successful delivery of modern policing and security services. The Programme for a Partnership Government recognises that Gardaí must have the modern technology and resources necessary to detect and investigate crimes, and to prevent loss and harm to citizens and their property on a 24/7 basis. As technology becomes more widespread throughout society, both the communities we serve and our workforce expect An Garda Síochána to be a digital organisation. An Garda Síochána must ensure that the technology and communications systems we rely on are fit to support a modern police service.

5.2 Building for a Digital Future

5.2.1 Enhancing Core Capabilities

Under the Modernisation Programme, An Garda Síochána will build the foundation for becoming a truly digital organisation. New and upgraded technology systems form a key element of the programme and will transform the way in which policing and security services are delivered.

Upgrades to the IT systems, such as the PULSE database, which form the backbone of the organisation's information management infrastructure, under the GardaIS Modernisation Project, will ensure that user interface, system architecture and support processes can support the future needs of the organisation.

A new Investigations Management System will standardise, digitise and support the management of activities completed as part of an investigation. The introduction of this system will ensure victims of crime across the country receive a standardised service from investigators, will deliver enhanced search functionalities of electronic content to help investigators, and will provide supervisors and management with oversight tools to ensure that all investigations are carried out in a professional and effective manner. The implementation of the Investigations Management System will be preceded by the development of a new Property and Exhibits Management System. This system will provide a single database to record all property and exhibits which come into Garda possession and manage them throughout their lifecycle, from crime scene to court.

The Schengen project will deliver a system to receive and respond to alerts on people, vehicles and property from participating European member states. This will facilitate the rapid dissemination of information relating to criminal and subversive activities. The Garda SIRENE Bureau will manage collaboration with individual police agencies in other countries. This project will also include a new case management workflow system to facilitate the secure exchange of additional data. Further technology projects will improve An Garda Síochána's access to international biometric and travel document databases.¹² The ability to search European criminal databases will be implemented into existing core systems such as PULSE.

¹² Technology and data-integration projects which will be considered include EU Pruem DNA Data Exchange Network, Interpol FIND and MIND software, CODIS, ECRIS, ADEP, etc.





Command and control services, which are currently not integrated into a central system and operate on outdated technology, will be consolidated into a central function delivered from a small number of seamlessly interchangeable sites. Modern computer aided dispatch (CAD) and contact management systems, with real-time access to the locations of units in the field will be able to improve the consistency with which calls for service are dealt with. An integrated command and control platform, similar to those in use in other jurisdictions, will ensure that any relevant information relating to a person or place is available to the responding unit.

A number of technology projects designed to improve officer and public safety will be implemented. A central CCTV management and storage system along with simplify the existing processes relating to harvesting and analysing CCTV footage. Body worn camera technology will improve officer and community safety, as well as making video evidence gathering a much more streamlined process. Enhanced capabilities and usage of automated number plate recognition (ANPR) systems will lead to greater road safety as well as enhanced investigative capabilities.

5.2.2 Integration with Security Partners

An Garda Síochána is examining the potential to integrate security solutions with other State Departments and our private security partners to improve community safety. This integration will explore the integration of security systems across large business providers, with particular efficiencies created in areas such as CCTV. Such initiatives are attractive to potential large scale investors and multi-nationals, and crucial to attracting investment in Ireland. The full potential of integration, collaboration and the utilisation of shared security services will be fully explored, with economies of scale regarding systems and resources exploited.

5.2.3 Using Data Effectively

The development of an analytics platform will provide the capability for analysts to combine and interrogate data from disparate databases to generate insights. Data analytics is becoming an increasingly important tool for police and security agencies to target crime and terrorist threats. The analytics platform will provide crime analysts with the ability to assess crime trends and identify potential offenders or people at risk of victimisation. This technology can also support efficient resource allocation and even assist in creating effective communications strategies. An integrated Analytics platform will also enable development of a digital dashboard for supervisors and managers. As An Garda Síochána gathers and processes ever increasing volumes of data, it is of critical importance that appropriate data protection safeguards are in place.

As with all organisations based in the EU, An Garda Síochána will be subject to the General Data Protection Regulation (GDPR). This regulation is set to come into force in May 2018. In advance of this, An Garda Síochána will implement a number of measures to ensure compliance.

5.2.4 Accessing Information on the Move

To realise all of the benefits outlined above, the information from these systems must be readily accessible to our members. An Garda Síochána's ACTIVE Mobility programme will deliver mobile devices into the hands of front-line gardaí. This programme will provide mobile access to key garda systems such as PULSE and FCPS, allowing members to spend more time in the community. The principle of 'mobile first' will be applied to all new development work





ensuring that mobile devices will become the frontline interface for new systems. These systems will have mobile interfaces that can be integrated into the ACTIVE delivery platform for mobile use across the organisation.

5.2.5 Engaging with Our Workforce and the Community

Digital innovation will also be central to how we engage with the community. The externally-facing garda website will be upgraded to deliver an enhanced user experience and provide citizens with digital channels to communicate online in real-time with the organisation. Current and new social media platforms will continue to play an increasingly important role in the external communications strategy, building on An Garda Síochána's success to date with these tools (with a social media audience of over 750,000 - the largest in the public sector). The roll-out of a communications office in each of the Regions will enable further expansion of our social media presence at regional, divisional and unit level. In an increasingly diverse society, a strong digital presence and brand will be vital to connecting with the public and engaging different community groups

Internal communications will be vastly improved through an enhanced portal for the organisation with an emphasis on explaining events in the organisation in simple terms via user-friendly means such as video and infographics, as well as using new means to communicate to staff in stations. An Enterprise Content Management System (ECM) will be rolled out nationwide. This system is an important first step in moving towards a digital future for An Garda Síochána, by providing a platform for future workflow and process improvement projects. Unified search functionality will allow members to perform a single search across all garda databases. Enhancements to the organisation's network infrastructure will ensure improved connectivity for our personnel, regardless of location and pave the way for more use of online communications platforms.

5.3 Future Vision

The future of policing is difficult to predict; however, An Garda Síochána can reasonably predict that crime at all levels will increasingly have a cyber or digital element to it.¹³ As more of people's lives are lived online, new risks and opportunities will emerge. The online world will continue to be a challenge to police, however police services will have new ways to connect with community groups. Technology trends, such as artificial intelligence and automation, will shape changes in society and present new opportunities for innovation in policing and connecting with the public.

Serious organised crime will be increasingly borderless, enabled by cybercrime, cryptocurrencies and the dark web. The threat of terrorist attacks in western Europe is unlikely to recede, fuelled by global instability. International collaboration among police services must match the pace with which these threats evolve. For An Garda Síochána and the Police Service of Northern Ireland (PSNI), along with the respective border control and customs functions in the UK and Ireland, Brexit poses another level of uncertainty. Ireland, the Irish Government and An Garda Síochána, share strong mutual commitments with the

¹³ National Crime Agency (2016), *NCA Strategic Cyber Industry Group: Cyber Crime Assessment 2016*.





UK and our European colleagues to ensuring that there is no diminution in the level of safety and security afforded to our country after the UK leaves the EU. All organisations involved will need to be agile enough to adapt to whatever course negotiations take.

Beyond the Modernisation Programme, advances in technology will enable An Garda Síochána to build on the platforms, analytics and mobile capabilities established under the Programme. Integrating and combining information from multiple sources, including criminal databases, intelligence repositories and contact management, with real-time data from CCTV, body worn cameras, facial recognition software and open source feeds will enable:

- Smart and fast resource deployment, with automated updates issued through mobile devices
- Improved efficiency in managing incidents and investigations
- Enhanced situational awareness to improve officer safety
- Real-time access and insight into what's happening in the field for supervisors
- Smarter and more efficient means of offender identification, monitoring and targeting

Supervisors and managers will be empowered through seamless access to management information. All personnel will benefit from access to integrated and modern information systems, improving the efficiency with which they carry out their duties and affording operational members more time among the communities they serve. Technology advances in biometrics and video analytics will reduce the manual effort associated with the investigation of crime. Integrated systems will enable close to seamless collaboration with international partners will overcome the challenges associated with pursuing criminals across national borders. Criminal cases will be managed efficiently through digital justice, with victims feeling empowered throughout the case lifecycle.

In a future where the volumes of data gathered, stored and accessed by police and security services are increasing exponentially, the policy governing usage and the security access controls will be of paramount importance. The ability to unlock valuable insights derived from data captured in garda systems will be a key capability to inform intelligence led operations, empower investigators and prevent harm.

Internal information flows will be electronic, supported by easy and flexible access to information and content. Internal communications will include an internal daily news channel highlighting organisational developments and successes, and explanations of new policies and procedures. Collaboration tools, such as video conferencing, will be widely used and secure remote or mobile working will be enabled.

When it comes to interacting with the public, a garda communications hub will provide the public and the media with a wide range of content including breaking news from our streaming news channel, public safety videos, crime reconstructions, and features on work done by different units/offices. As communities in Ireland become increasingly diverse, material will be provided in different languages and tailored to specific groups depending





on demographics. All garda services currently offered in-station and on-street will be available online. This will see garda members spend more time on the front-line.

Supported by technology, training and supervision, personnel will be comfortable operating in the digital space: interacting with members of the public, investigating crime and managing digital exhibits. This will be facilitated through a leading ICT function, focused on providing a holistic, amalgamated service to the organisation and the public to meet future challenges and deliver on An Garda Síochána’s future vision. The key to achieving this vision will be agility; An Garda Síochána must build the capability to adapt quickly, modifying management structures, providing technology supports and delivering training quickly and efficiently to ensure the organisation is equipped to meet the changing demands of policing in the community.

 <p>What should we value?</p>	<ul style="list-style-type: none"> ▪ The volume of data available to Garda members and access to a single national criminal database ▪ The importance placed on data security and data protection ▪ Data sharing with other government agencies such as the Courts Service ▪ High levels reliability and ‘uptime’ for core systems including PULSE, AFIS and GNIB
 <p>What should we improve?</p>	<ul style="list-style-type: none"> ▪ Update core technology systems, including PULSE to improve user interface and functionality ▪ Implement new technology, including Computer Aided Dispatch, Investigations Management and CCTV management to improve policing capabilities ▪ Develop our ability to share data securely with partner agencies and manage this data through the Schengen project
 <p>What should we change?</p>	<ul style="list-style-type: none"> ▪ How we use information: allow integration between different systems and build capabilities to analyse data from multiple sources ▪ How we access information: enable secure mobile devices and design new systems to be optimised for mobile use ▪ Become a more agile organisation, with the ability to respond rapidly to changing technology





6 Culture and Ethos of Policing



6.1 Introduction

Since the establishment of An Garda Síochána, members have been encouraged to behave through an ethos of community service. This was articulated by Michael Staines, the first Garda Commissioner, who stated that “*An Garda Síochána will not police by force of arms or strength of numbers but on their moral authority as servants of the people*”. This ethos has fostered many excellent attributes within the culture of An Garda Síochána. The trust of the community has been earned from through many years of dedicated service to Irish society. Individual members have demonstrated a commitment and vocation to their role in providing a policing service. The decisiveness and bravery of our members in critical situations, combined with their empathy, are cultural values that can be held in the highest esteem. Within the ranks of An Garda Síochána, a ‘can-do’ attitude and strong ‘esprit de corps’ create a sense of loyalty and belonging, which encourage members to strive for excellence and support one another in moments of adversity.

In recent times, sustained pressure on An Garda Síochána, combined with the demands of delivering a modern police service, while also rebuilding staffing levels and playing catch up on technology and training, have identified and exposed negative elements of the Organisation’s culture. The elements of garda culture which unite members in the face of danger, can generate the perception of an insular and a self-protecting organisation that is unaccepting of criticism and slow to respond to demands for reform. As an Organisation with a workforce that is trained to follow established processes methodically in order to prove the facts of a case beyond reasonable doubt, An Garda Síochána can be slow to embrace change. Weaknesses in governance and accountability have also been revealed. Levels of supervision are often lower than required and members have expressed a reluctance to speak up against bad practice which has enabled unethical behaviour in some instances. A perceived unspoken pressure from senior ranks to improve statistics resulted in inaccurate data recording, which, in turn, was accepted by incurious supervisors and managers without interrogation. As a result, An Garda Síochána has been criticised for not valuing accurate and complete data. These deficiencies been highlighted in our Organisation show the need for cultural reform, as well as the need for a revised cultural philosophy that can be instilled in An Garda Síochána into the future.

Worldwide, public expectations of police services are changing and Ireland is no exception. These rising service expectations and governance standards, combined with damage to the public’s perception of An Garda Síochána, have created an urgent need for reform within the Organisation. However, while cultural renewal is a priority under the Modernisation Programme, the Garda Inspectorate report of 2015 highlighted how a reform programme in a UK police service failed because *‘the goals of their organisational change had been targeted in isolation, without looking at the behaviours desired behind the goals’*.¹⁴ This must be taken into account. In the case of An Garda Síochána, therefore, cultural change will be intertwined with specific initiatives under its Programme of Modernisation and Renewal.

¹⁴ Garda Síochána Inspectorate (2015), *Changing Policing in Ireland*.





6.2 Implementing Cultural Change

6.2.1 Understanding our culture

As a priority under the Modernisation Programme, An Garda Síochána have developed a plan to address cultural change directly. In order to change our culture, An Garda Síochána must first develop a clear understanding of the culture and sentiment on the ground within the Organisation. A cultural audit was commissioned (2017) to establish this baseline through a strictly confidential survey and series of focus groups for all members and staff. The insights gained from this exercise will support a process to define a detailed view of the desired future culture for An Garda Síochána. This vision will then be agreed with the garda senior leadership team and the Policing Authority.

Once our desired future state has been identified, we will assess how the desired culture differs from the current culture and understand how to build on existing modernisation projects. The outcomes from this step will be used to inform a number of reform projects aimed at targeting specific aspects of organisational culture that An Garda Síochána. The findings of the initial audit will also serve as a point of comparison against which the impact of initiatives to change culture will be measured.

6.2.2 Code of Ethics

The newly developed Code of Ethics will be a key vehicle for embedding cultural change. The Code of Ethics, developed by the Policing Authority in accordance with the Garda Síochána Act (2005), sets out nine standards of conduct and practice for everyone in An Garda Síochána, each with a number of commitments.¹⁵ Behaviours promoted in The Code of Ethics include speaking up and reporting wrongdoing, acting with honesty and integrity, as well as treating others with respect and equality. By bringing these to the fore, our personnel's focus will be on behaving in line with these standards. An ethics strategy is being implemented to embed the values of An Garda Síochána, the principles of the Code of Ethics and ethical behaviour at all levels and across all functionality in the Organisation. Key elements of the strategy will be the focus on critical shift in behaviour embedded in and modelled by the leadership structure. The strategy will also include specific training for personnel at all levels within the Organisation, commencing with senior leadership ranks and grades. The Code will also be embedded within training programmes for new recruits and development programmes for other ranks and grades. A sustained programme to embed the Code of Ethics, with a continual communications strategy, visibly backed by leaders, will ensure the Code is always at the core of An Garda Síochána's collective consciousness.

6.2.3 The Modernisation and Renewal Programme as a mechanism for cultural change

As previously stated, An Garda Síochána is facing many challenges in a society that expects, and is entitled to, ever increasing standards. For these reasons, the Organisation is committed to a process of modernising and renewing its systems and culture. The Modernisation Programme will bring about a change in behavioural practices, as well as

¹⁵ Policing Authority (2017), *Code of Ethics for the Garda Síochána*.

http://www.justice.ie/en/JELR/Policing_Authority_Code_of_Ethics.pdf/Files/Policing_Authority_Code_of_Ethics.pdf





emphasising positive values and changing mind-sets. This in turn will have a positive influence on culture.

By way of example, the Performance Accountability and Learning Framework (PALF) project will encourage a culture of personal development and growth. The system will ensure members have regular face-to-face meetings with their supervisors to discuss their performance and opportunities for development. As part of the developmental reviews, a number of behavioural indicators outlining the skills and actions necessary to undertake a role effectively will be discussed. By focusing on these, PALF will encourage members to ensure the way they act displays these positive behaviours.

Organisational culture is influenced by the working environment. By building our digital capabilities we will build a culture that is better adapted to the expectations of the public and new recruits. The Enterprise Content Management (ECM) System will promote a more digital workforce that is less reliant on paper-based processes. Personnel will be encouraged to act in a collaborative way by sharing files on the ECM system and reducing the amount of data sent by emails. Adoption of this system will help to foster a culture that is more receptive to change and new ways of working, which is also a vital attribute for an organisation undergoing a substantial transformation programme. Similarly, the new Investigations Management System (IMS) will ensure members follow an electronic, systematic and standardised investigation process. Members will be empowered to provide a more consistent and professional service to victims of crime and will be encouraged to move away from manual management of investigations.

As an organisation, An Garda Síochána has become habituated to things remaining the same for long periods of time; this has affected morale, reduced collaboration and reduced the Organisation's ability to meet the standards expected by society. The Modernisation Programme will be an important part of the desired cultural shift for An Garda Síochána by delivering targeted improvements around organisational structure, technology, processes and people. Through a sustained wave of change, the Programme will deliver an Organisation that is more adaptable to change, agile and collaborative. These are qualities that will be embedded within An Garda Síochána, in consolidation with the Code of Ethics, to create a culture to meet societal demands and fit for future purpose.

6.2.4 Mission and Values

At the core of the ethos of An Garda Síochána is its mission and value system. In 2016, the An Garda Síochána Strategy Statement declared the mission of the organisation was '*to deliver professional policing and security services with the trust, confidence and support of the people we serve*'.¹⁶ The Organisation's values¹⁷ are central to this vision and reflect the long held ethos of embedding a culture of service and our commitment to community policing. The original values of Honesty, Accountability, Respect and Professionalism have been updated recently to add an emphasis on Service - that is, delivering pro-active, responsive and impartial policing and security services - and Empathy - demonstrating empathy through the human qualities of compassion, understanding and tolerance. These values set out the

¹⁶ An Garda Síochána (2016), *Strategy Statement July 2016-2018*.

¹⁷ An Garda Síochána values are honesty, accountability, respect, professionalism, service and empathy





preferred modes of conduct for all members of An Garda Síochána and they positively influence behaviour towards social responsibility. They form a central tenet of the Organisation's decision-making process and are utilised to instruct and influence members when undergoing development programmes.

6.2.5 Community Orientation

Becoming a more community-orientated service is at the heart of An Garda Síochána's Modernisation Programme. Crime and security trends over the past number of decades have resulted in more resources being diverted to specialist units and away from community policing. This has been exacerbated by the resource shortages experienced at local level in the last number of years, which have made it increasingly difficult for members to spend time engaging with communities, particularly in smaller districts where there are fewer available gardaí.

This reorientation will not be achieved with tactical fixes alone; rather all of our personnel must understand and embrace the community-orientated aspects of their role. Increased recruitment and the ongoing civilianisation project will both gradually address frontline resource shortages over the next number of years. However, true orientation towards community policing will require a major cultural and philosophical transformation of An Garda Síochána. It will require a cultural shift that embraces the Community Policing Framework as our core methodology and places communities at the heart of our policing. We must also ensure that we are prepared and open to listen more to voices from the communities we serve, using all the tools at our disposal including feedback from our members, engagement with community groups and insight from Public Attitudes surveys.

The principles of community orientation will have a direct impact on the culture of An Garda Síochána. This transformation will require An Garda Síochána to develop an appropriate organisational structure which is supported by management and staff who think and act collectively and collegiately in the interest of improved outcomes for the community, customers, victims and stakeholders.

6.2.6 Leadership

Following an unprecedented level of crisis, there is a clear recognition across the Organisation of the importance visible leadership. In this regard, there is consensus that cultural transformation must start in the hands of the senior management team.

Leaders create an environment in which people can learn, seize opportunities and make mistakes. The leadership of An Garda Síochána will strive to be more interactional, open to healthy conflict and dissent, less averse to risk taking and more willing to learning from error. We must also be more open to recognising when operations or projects cannot be delivered due to resource or funding shortages, and highlighting these challenges with our external governance and oversight partners.

The revised culture and leadership practice needs to be underpinned by a strong guiding framework of public service stewardship, ethics and values that enhances the professional disposition and performance standards of all members of An Garda Síochána. Focus needs to be placed firmly on supporting a diverse network of collaborating leaders that provides direction, commitment and momentum in the development and implementation of





collaborative community policing. Each of these leadership strands will be supported by a new HR strategy, which will support a dynamic, decisive, open and progressive leadership stream ready to implement the cultural shift required within An Garda Síochána.

6.3 Future Vision

The future will see Ireland become a more diverse and open society. Societal change will continue at pace, fuelled by a digital age of technology aligned to public expectations. The people of Ireland will expect an open, transparent and accessible service, which displays a social conscience and is adaptable to change.

An Garda Síochána must retain the many positive elements of the culture that has enabled our members to win the trust and confidence of the communities they serve. The cultural change that is currently underway in An Garda Síochána will maintain the dedication, decisiveness, compassion and bravery that have long been at the core of its ethos.

The future vision for the culture must start at the top of the Organisation, with transparent and responsive leadership that is accepting of constructive criticism from both inside and outside the Organisation. The Modernisation Programme will act as the key vehicle for this cultural change, leaving as its legacy an agile Organisation, open to innovation and with a renewed focus on its core values.

Improved communication and engagement will make An Garda Síochána a more open and accessible organisation, for Garda members and staff, as well as the public. A reaffirmation of its community orientation will lead to a renewed focus on listening to and engaging with a wide range of stakeholders. An Garda Síochána will also be a more inclusive organisation and reflect the increasingly diverse nature of Irish society. The positive elements of our culture will continue to be embedded throughout our training curricula and foster an environment of continuous improvement, while reinforcing the positive values that Garda personnel should embody. As a more technologically advanced and digital organisation, An Garda Síochána will be in a position to embrace a culture of innovation and openness to change, key attributes in the fight against the ever-changing nature of criminality. Enhanced tools and clearly defined processes will safeguard against previous issues relating to inadequate supervision or data recording surfacing again, by enabling a culture of accuracy and rigour when it comes to recording and verifying information in Garda systems.

An Garda Síochána recognises the need for cultural reform, but we also recognise the good cultural aspects of the Organisation, which have maintained community as our core ethos and retained a high level of trust in An Garda Síochána. However, cultural reform presents a challenge for the Organisation, which will require strong leadership, with an initial commitment to the Modernisation Programme, followed by our long-term commitment to our cultural reform strategy.





 <p>What should we value?</p>	<ul style="list-style-type: none"> ▪ The many positive aspects of our culture including: bravery, decisiveness, empathy, 'can do' attitude and <i>esprit de corps</i> ▪ The code of ethics and the importance of instilling ethical behaviour throughout the organisation ▪ The culture of vocation & volunteerism that exists at all levels and encourages our people to play an active role in the community
 <p>What should we improve?</p>	<ul style="list-style-type: none"> ▪ Develop our willingness to accept change ▪ Ensure the recent changes to our values are communicated and understood by all members ▪ Continue to embed the code of ethics at all levels within the organisation ▪ Build an understanding of our culture and the impacts of both positive and negative cultural elements on our organisation
 <p>What should we change?</p>	<ul style="list-style-type: none"> ▪ Define our desired culture, based on our values, ethos, history and aspirations and implement a plan to achieve this state ▪ Transform our culture to respond more positively to criticism and to be more open and transparent ▪ Instil a culture which challenges information and practice with equal rigour regardless of whether the outcome is positive or negative





7 Governance, Oversight and Accountability



7.1 Introduction

A professional policing and security service with robust governance practices and structures is central to maintaining an effective democracy. Governance relates to delivering priorities, achieving objectives, behaving with integrity and acting in the public interest. Good governance is integral to An Garda Síochána's organisational culture, strategic goals and operational policies and practices but must facilitate our primary purpose of delivering a high-quality and effective policing and national security service.

An Garda Síochána has recently suffered reputational damage due in part to weaknesses within governance and accountability structures. A robust governance structure consisting of "governance boards, policy framework, audit, financial controls, professional standards and risk management" will enable the Organisation to effectively perform its statutory and policy obligations in the delivery of an ethical, professional and effective policing and national security service.¹⁸ An Garda Síochána's governance structures and oversight arrangements have been extensively benchmarked against other common law jurisdictions and where feasible best practice has been applied.

7.2 Strengthening Corporate Governance

7.2.1 Corporate Governance Framework

The Modernisation and Renewal Programme shows the importance An Garda Síochána places on effective corporate governance structures. As part of its commitment to the 'Civil Service Renewal Plan' (October 2014) the Organisation has adopted the 'Corporate Governance Standard for the Civil Service, (November 2015) leading to the development of 'An Garda Síochána Corporate Governance Framework' (December 2016). Our Corporate Governance Framework formally established the introduction of governance boards and structures reflecting recommendations made by the Garda Inspectorate.

Adjacent to the Framework document will be a Governance Assurance Framework document, which is currently under development. The Governance Assurance Framework will ensure that corporate governance remains effective by establishing review and maintenance processes for the audit, assurance and compliance of financial, legislative and operational procedures. The Assurance Framework will provide greater detail on the subset of governance standards required by statute, government decisions, or significant administrative or external commitments. The Assurance Framework will also enable An Garda Síochána develop and direct its risk and assurance arrangements to meet the delivery and accountability requirements of the Accounting Officer (Garda Commissioner) and Garda Executive by providing evidence-based governance assurances.

¹⁸ An Garda Síochána (2016). *Corporate Governance Framework*.





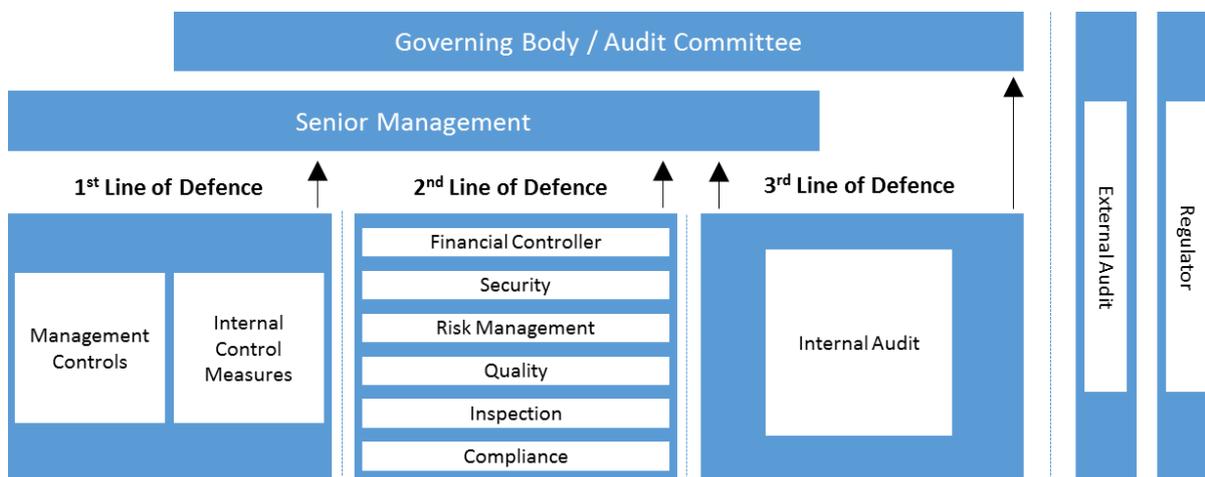
A Policy and Governance Co-ordination Unit has recently been established to develop and advise on the structure and content of the Governance Assurance Framework, but ownership and compilation of the content to inform the Framework will reside within the Organisation’s management. The Co-ordination Unit will deliver a transparent and coordinated approach to the development, implementation, monitoring and review of organisational policy. The Unit will manage the Frameworks outputs, which will be used to inform garda management on our performance relating to governance commitments.

7.2.2 Garda Policy Management Framework

A recurring theme in the Inspectorate’s reports has been the gap between the development and implementation of policy and the absence of effective governance, leadership and intrusive supervision to ensure that policy aims are actually delivered. The introduction of a Policy Management Framework will define how An Garda Síochána develops, implements, monitors and reviews policy. The Policy Management Framework will enable a better understanding of, and access to policy throughout the Garda organisation, which will strengthen our corporate governance at all levels.

7.2.3 Five Line Defence Model

Assurance can come from many sources within an organisation. In order to identify and understand the different contributions the various sources can provide, An Garda Síochána will adopt the ‘Five Lines of Defence Model’. By defining the sources of assurance in five broad categories, this model will enable the Organisation to understand how each contributes to the overall level of assurance provided and how they can be integrated and mutually supportive in an Assurance Framework.



First Line Defence – Operational Management

Within the ‘front-line’ or business operational areas of An Garda Síochána, there are many established arrangements that may be used to derive assurance on how well objectives are being met and risks managed; for example, Performance Accountability Framework (PAF) meetings, local management inspections and reviews, risk registers, routine system controls,



management information and internal reports (such as Analyst Services, Internal Audit, Professional Standards and Finance).

One initiative to assist operational managers is the introduction of a digital solution in dashboard form, which will standardise PAF meetings and ensure information is more readily accessible. The Divisional Policing Model also aims to standardise governance, local inspections and reviews, financial management and administration. An IT solution will be introduced to ensure that the self-certified inspections and reviews are recorded on a standardised form and submitted electronically to supervisors and GPSU and GIAS.

The establishment of a Corporate Services Section will act as the corporate spine for An Garda Síochána streamlining the administrative process between Garda Headquarters and the regions. This Section will coordinate actions across the executive level, disseminate key information across the wider leadership team and liaise with stakeholders from partner agencies and community groups. The Corporate Services Section spine will expand into each Region in line with the regionalisation of central capabilities (as outlined in Chapter three).

Second Line Defence – Risk Management and Compliance Functions

The Second Line Defence is *tactical oversight* of the ‘front line’ management activity. It is distinct from those responsible for delivery and does not reduce the duties and responsibilities of front line managers. A number of sections monitor and oversee the consistent and effective operation of the front line activities. Under the Modernisation Programme these functions will be increasingly devolved to regional level, as described in chapter three.

An Garda Síochána recently carried out a comprehensive review of its risk management approach and developed a ‘revised approach to risk management’ introducing a three-tier, bottom-up approach to risk management. The roles and responsibilities and composition of the Risk Governance Board was reviewed and updated. A Risk Management Unit led by a Superintendent has been established, with plans for expansion through regionalisation with future civilianisation opportunities. An IT system is being developed to improve the effective documentation and management of organisational risks and their governance.

Third Line Defence – Internal Audit

The third line of defence is *independent internal assurance* (i.e. internal audit) and includes those functions which provide the Garda Executive with an independent assessment of the Organisation’s governance mechanisms, risk management and control. The Garda Internal Audit Section conducts audits of information and records for the purpose of reporting on the controls, processes, and systems used to manage our resources, money, people, physical assets and information. Increase audit capability at regional level, combined with some of the benefits realised by the Divisional Policing Model project will strengthen the Organisation’s ability to ensure efficiency and value for money are being achieved.

Fourth Line Defence – External Review

The fourth line of defence is *external review* where external audit and assurance agencies, are responsible for providing independent monitoring and review of An Garda Síochána. Three external bodies have specific oversight responsibility for An Garda Síochána: the





Policing Authority, the Garda Síochána Inspectorate and the Garda Síochána Ombudsman Commission (GSOC).

The Policing Authority is an independent body established to oversee the performance of the Garda Síochána in relation to policing services in Ireland. This remit includes overseeing garda practice, approving strategies and plans, appointing senior ranks and reviewing recruitment, training and development arrangements for all staff. The Policing Authority play an important role in the Modernisation Programme, tracking progress and agreeing priorities in consultation with Senior Garda Leadership Team.

The Garda Síochána Inspectorate's objective is to ensure that available resources are used to maintain and achieve the highest levels of effectiveness and efficiency in operation and administration as measured against best international practice. The Inspectorate has published thirteen reports to date, which were used to inform the Modernisation and Renewal Programme.

The primary function of Garda Síochána Ombudsman Commission (GSOC) is to deal with complaints made by members of the public concerning the conduct of members of An Garda Síochána. This includes investigations into the conduct of garda members and also investigations where death or serious harm has befallen a member of the public following garda contact. Additional management capacity and organisational restructuring achieved under regionalisation and Divisional Policing Model will improve An Garda Síochána's ability to deal effectively with internal discipline procedures and liaise with GSOC. Enhanced Regional capability will also provide dedicated personnel to coordinate GSOC and internal affairs matters, which will ensure regional liaison points and expertise.

There are also a number of other external governance structures with oversight of An Garda Síochána including government departments, the Oireachtas, the Comptroller and Auditor General, the Garda Audit Committee, the Public Accounts Committee, commissions of inquiry, tribunals, the judiciary, joint policing committees and local communities. Each of these play a role in external governance. Public attitude surveys conducted on a regular basis will evaluate satisfaction levels with Garda services, facilitate the identification of areas for improvement and establish the policing priorities of local communities.

A current challenge for An Garda Síochána is the management of multiple stakeholders. The way the Organisation manages and interacts with each of these oversight bodies should be examined to ensure the most efficient and effective engagement processes are in place. This examination should aim to improve An Garda Síochána ability to service each stakeholder and reduce the demand on garda management to simultaneously meet the various priorities of multiple stakeholders. The amalgamation of oversight bodies should be considered as part of this examination.

Fifth Line Defence – The Tone of the Organisation

The tone of the Organisation across all ranks/grades sets the organisational culture, values and ethical behaviour for the Organisation and supports strong governance within An Garda Síochána. The Garda Executive sets the tone of the Organisation and assumes executive ownership for protecting the Organisation through adherence to good governance, while at the same time supporting the senior management team and their responsibilities. Central to the Garda Executive's role is the provision of leadership and direction to the 'first and second



line defence' while aligning the Organisation's activities to provide governance assurance to the Organisation's internal and external stakeholders.

The role of Deputy Commissioner Governance and Strategy has been updated under the Modernisation Programme. This officer holder is now responsible for ensuring the highest professional standards, effective governance and oversight processes to enable delivery of an effective policing service and to provide critical leadership in the strategic reform and development of An Garda Síochána. Deputy Commissioner Governance and Strategy is also responsible for the development of a positive culture of openness, transparency and accountability. In line with the Inspectorate's recommendations an Assistant Commissioner has been assigned to governance, initially as part of a dual portfolio but it is recommended that this be allocated on a full time basis. A single command for governance units and governance processes provides for a more consistent approach to oversight and accountability.

The governance function of the Garda Executive is supported by six national governance boards reflecting the recommendations of the Garda Inspectorate. The governance boards are as follows:

1. Information Technology
2. Finance and Investment
3. Training and Capability
4. Resource Allocation and Deployment
5. Risk and Policy
6. Transformation

At the next level, regional governance boards aligned to the Risk and Policy Governance Board (and contained within the Corporate Governance Framework) will ensure governance, oversight and accountability at regional and divisional level.

The tone of the organisation is heavily influenced by culture and ethos. Initiatives recently introduced such as the Code of Ethics, performance management systems and the cultural audit will help to ensure that staff feel they are working in a supportive environment that encourages constructive dissent and new ideas.

7.3 Future Vision for Governance

All modern police services are facing a period of unprecedented challenge and change over the next decade, and An Garda Síochána is no exception. There will be immense pressure placed on members to keep pace with the changing nature of criminality. Demand for accountable and transparent public services will continue to increase, placing an additional imperative on public sector managers to operate in an open manner. The appropriate structures must be put in place to ensure the Organisation is protected from future controversies and criticism due to governance or accountability failures.

The strong governance and assurance practices established and embedded as part of the Modernisation and Renewal Programme will provide a concrete foundation for An Garda Síochána to adapt to new challenges and legislation. The future vision for governance and oversight is a robust set of structures, backed by clear and unambiguous processes.

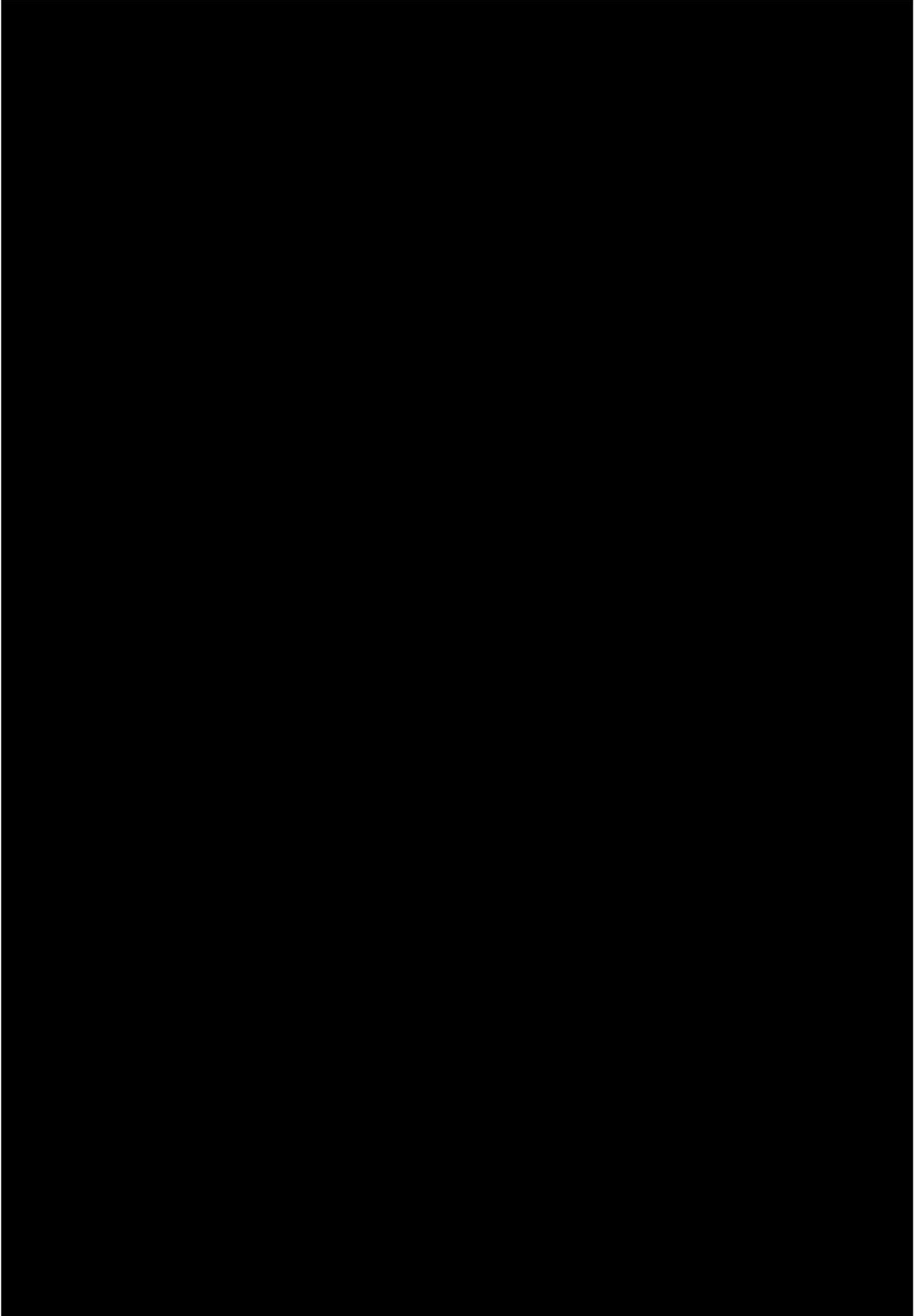


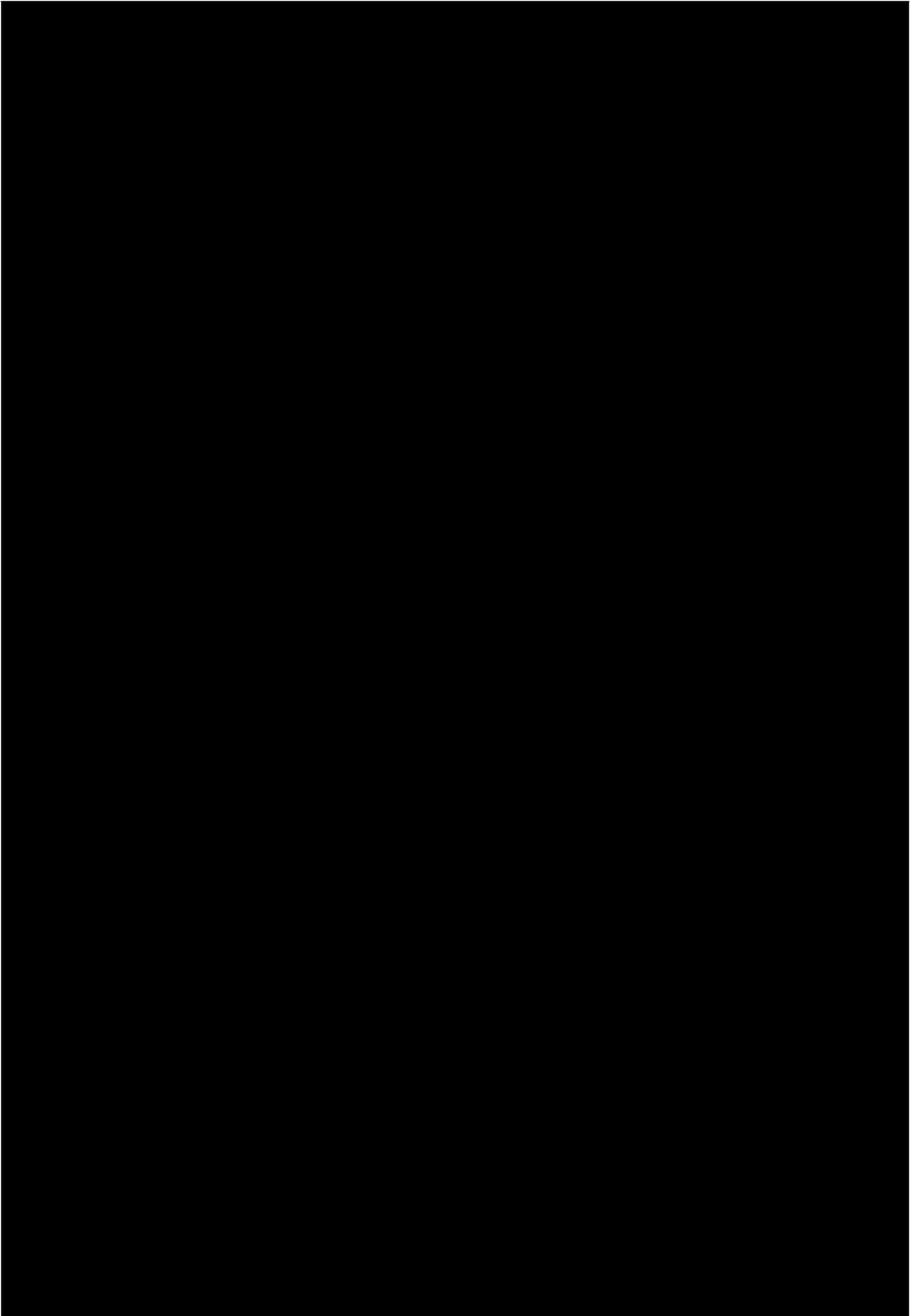


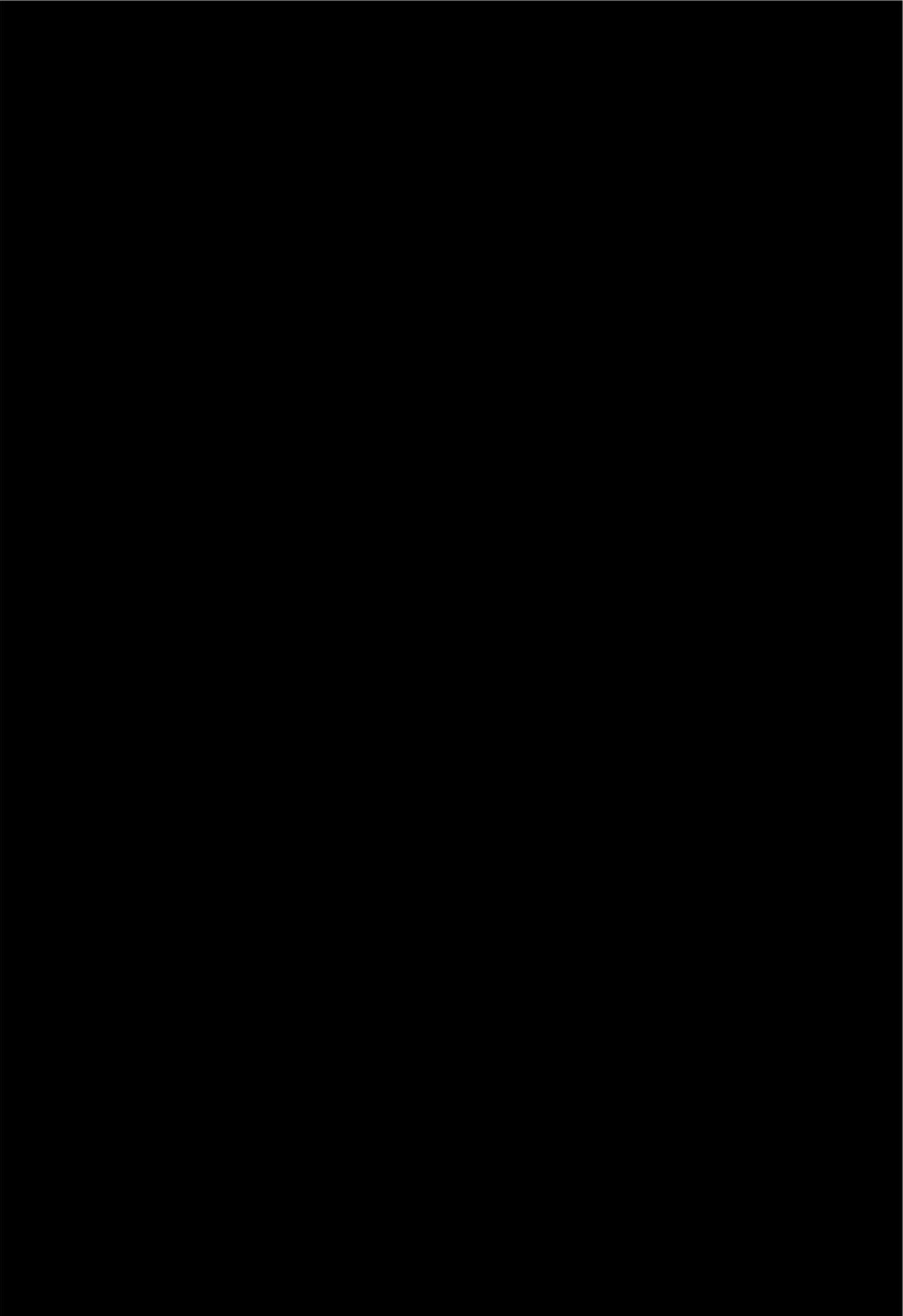
Decision making and accountability will be devolved to regional and divisional management, allowing more capacity within Garda Headquarters and national units to implement policy, monitor organisational practices and ensure oversight. An Garda Síochána will establish streamlined reporting processes for interacting with governance agencies and oversight bodies. The vision is to expand the Corporate Governance Framework, with the devolution of governance functions and boards to regional and divisional level. Skilled staff will be available throughout the Organisation to ensure rigid governance structures are in place, feeding into a centralised unit to ensure consistency and complete oversight.

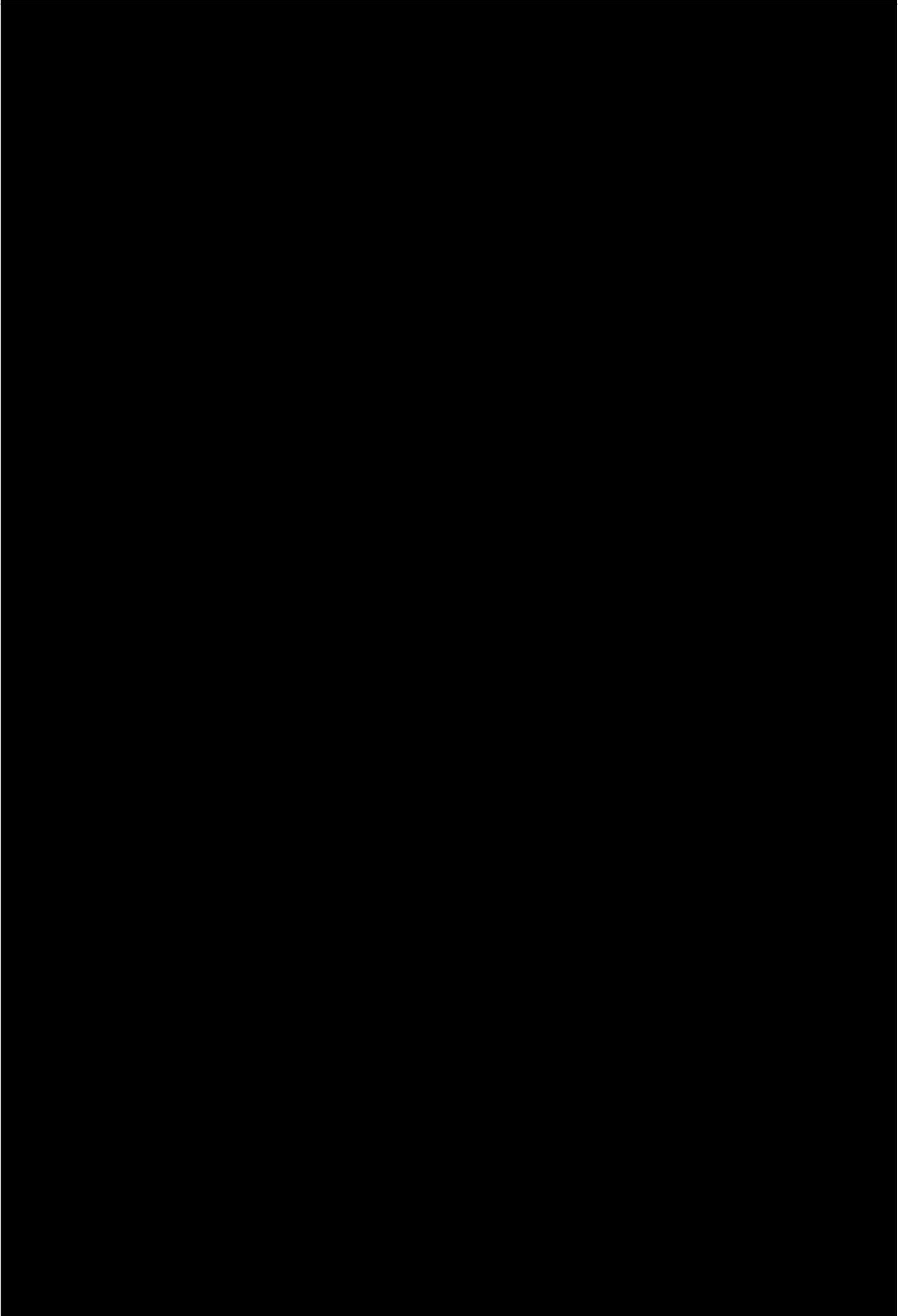
Since the Garda Síochána Act, 2005 oversight and governance structures have evolved to resolve issues highlighted internally, address criticism from external bodies, and meet the standards required by Government and the public. The Garda Síochána Ombudsman Commission, the Garda Inspectorate and the Policing Authority have been established with oversight and governance functions. This architecture has evolved to meet emerging crises but now places challenges on An Garda Síochána to simultaneously meet the requirements and demands from numerous oversight bodies. A review of existing architecture may be worthy of consideration by the Commission in order to identify opportunities for streamlining.

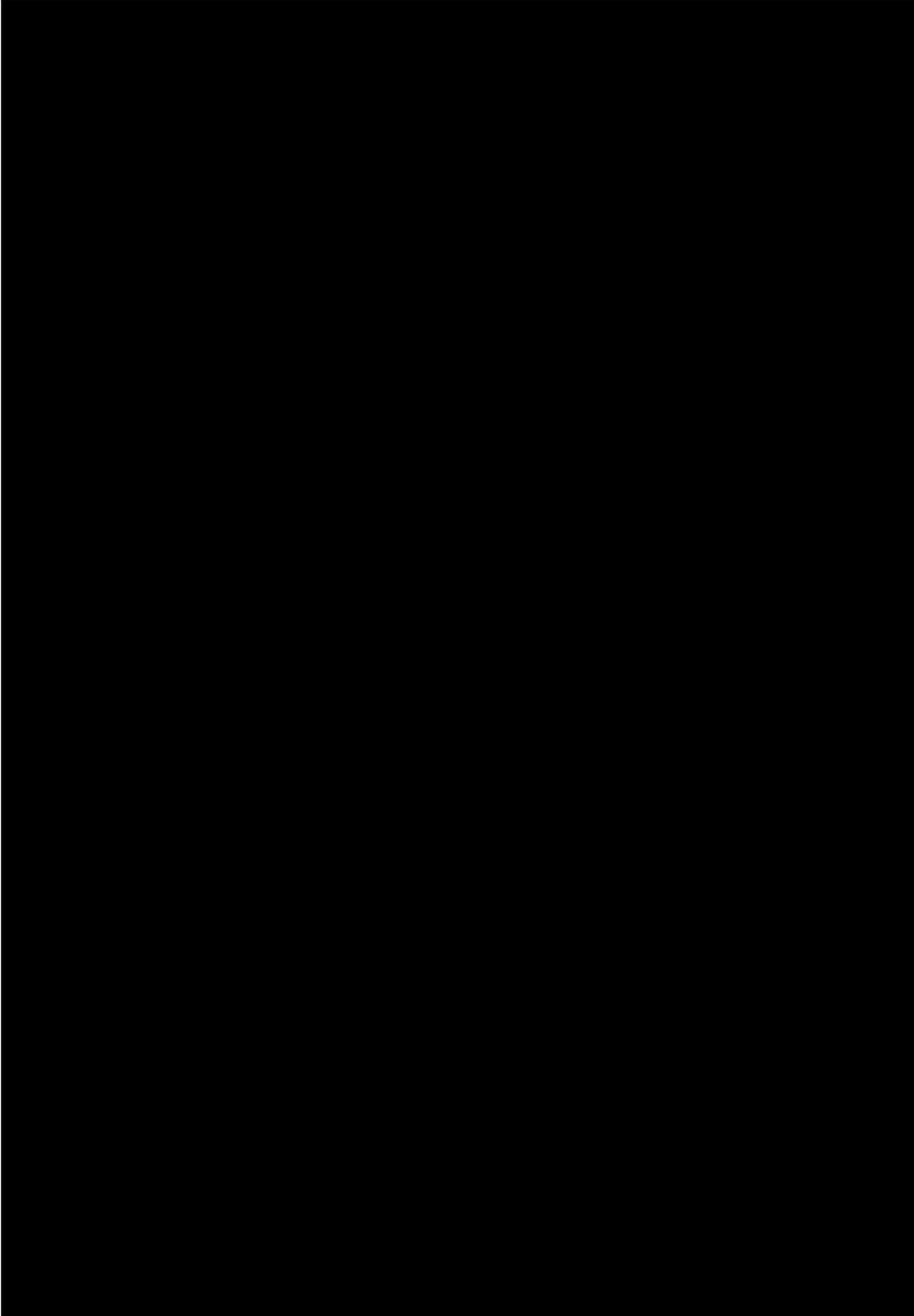
 <p>What should we value?</p>	<ul style="list-style-type: none"> ▪ The importance of robust governance practices and structures to maintaining the integrity of Policing and Security Services ▪ The support and advice provided by our external review and oversight bodies such as the Policing Authority, Garda Inspectorate and Commission on the Future of Policing ▪ The newly implemented Corporate Governance Framework
 <p>What should we improve?</p>	<ul style="list-style-type: none"> ▪ Strengthen internal governance by implementing the “5 Line Defence” governance model ▪ Introduce a management framework to ensure practice is aligned to policy and all staff have ready access to relevant policy information ▪ Deploy a revised Performance Accountability Framework supported by a technology system which makes use of all available information
 <p>What should we change?</p>	<ul style="list-style-type: none"> ▪ Streamline process and reporting lines relating to An Garda Síochána’s external governance and oversight bodies to ensure efficient reporting and alignment of priorities

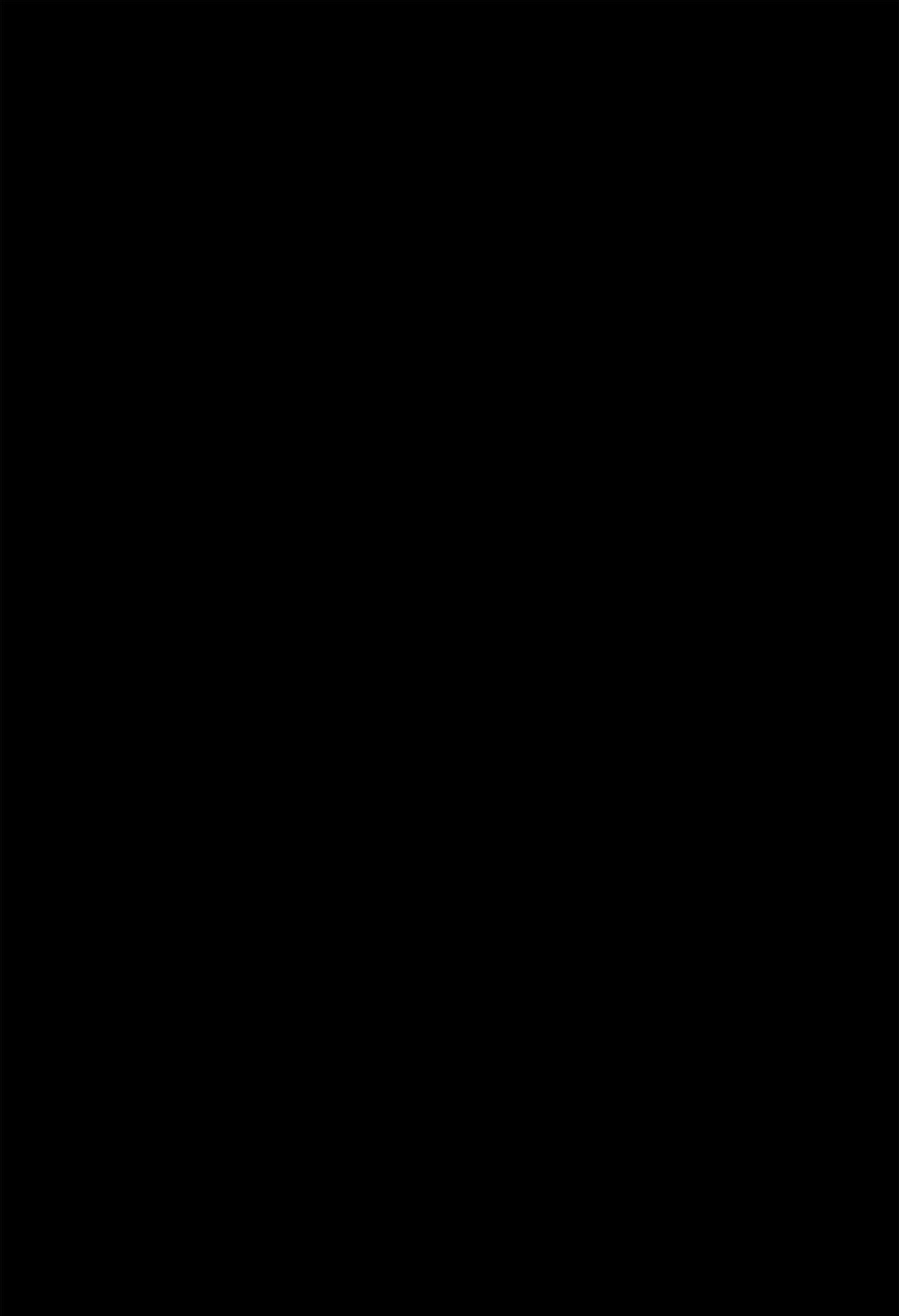


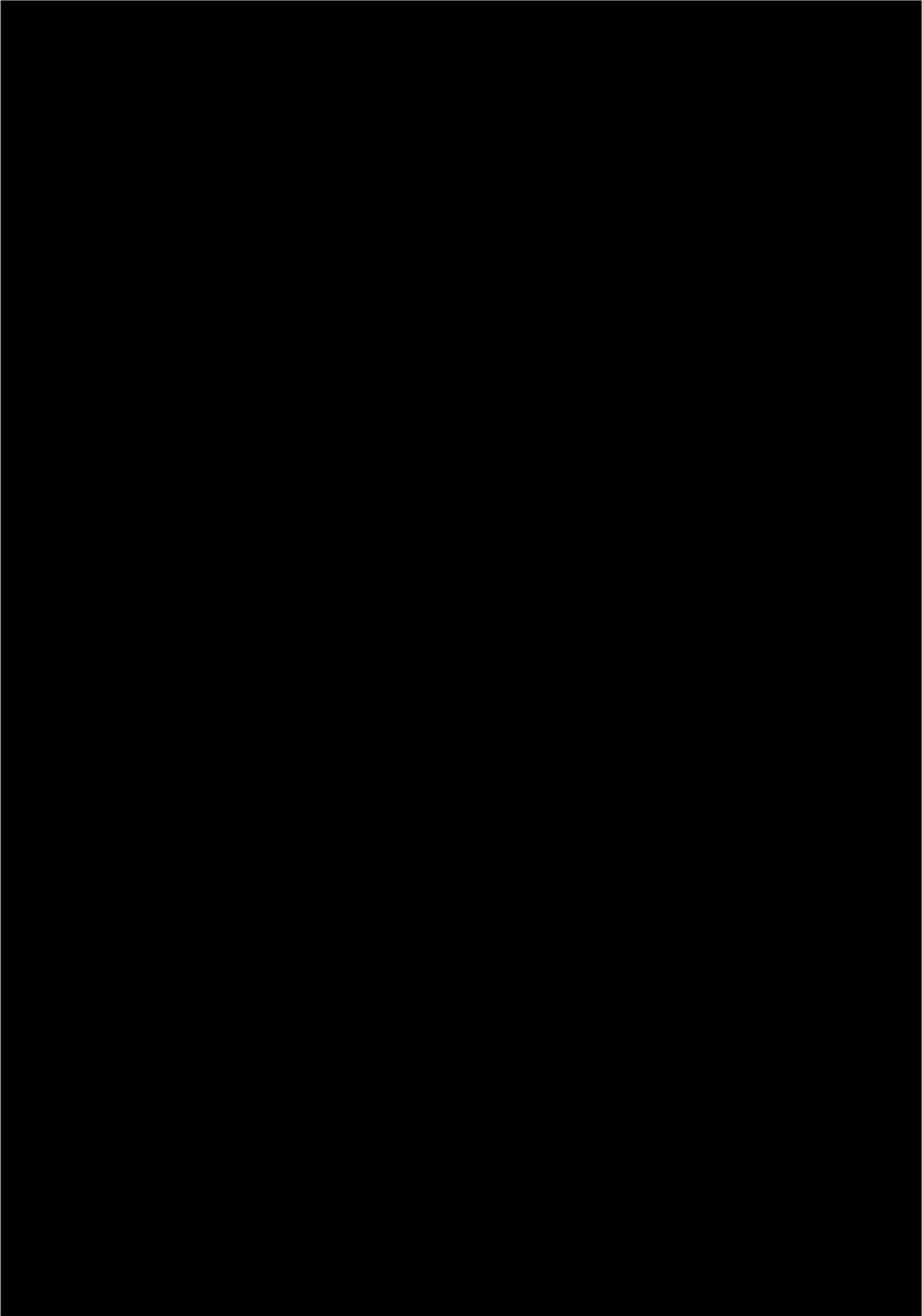


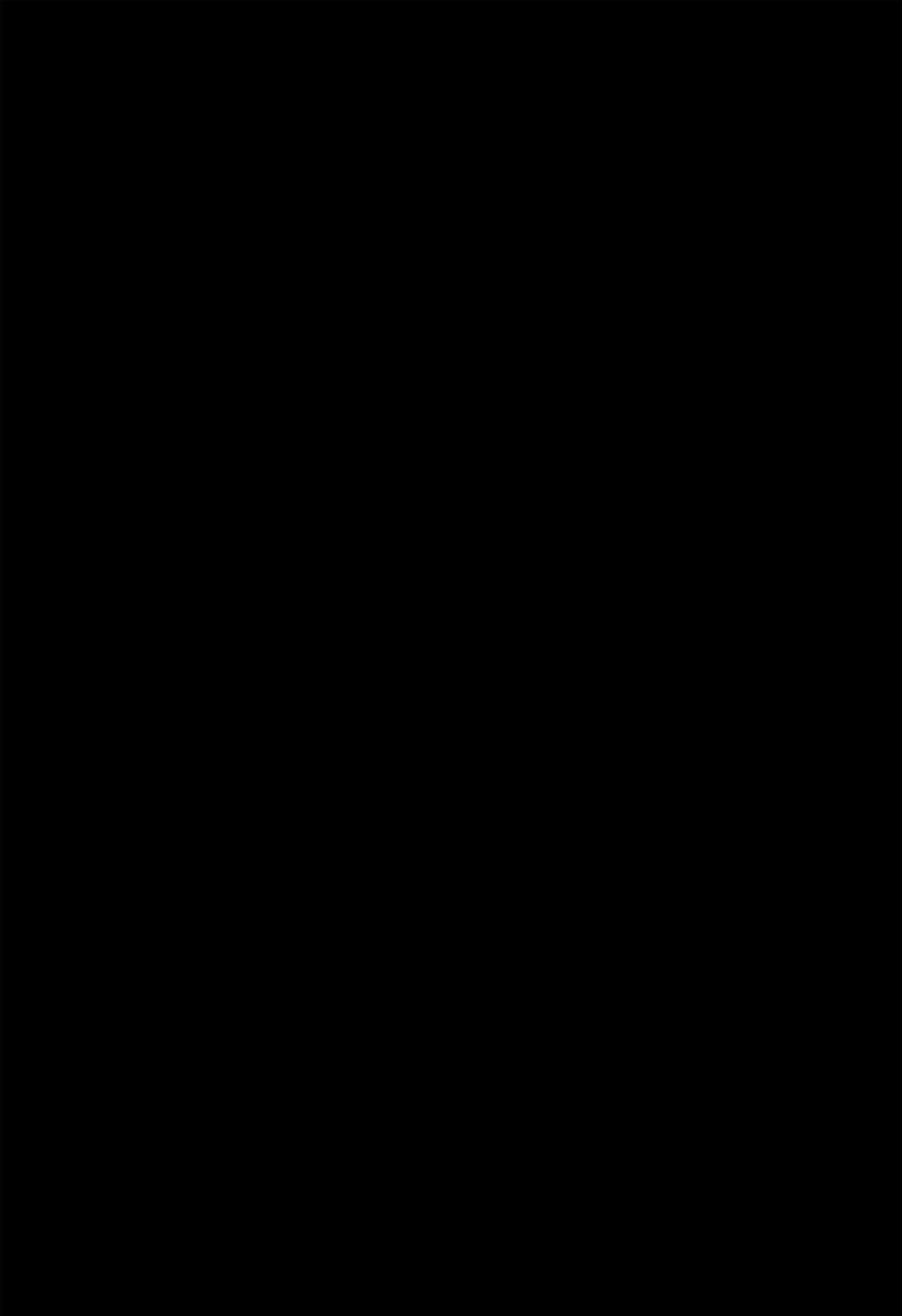


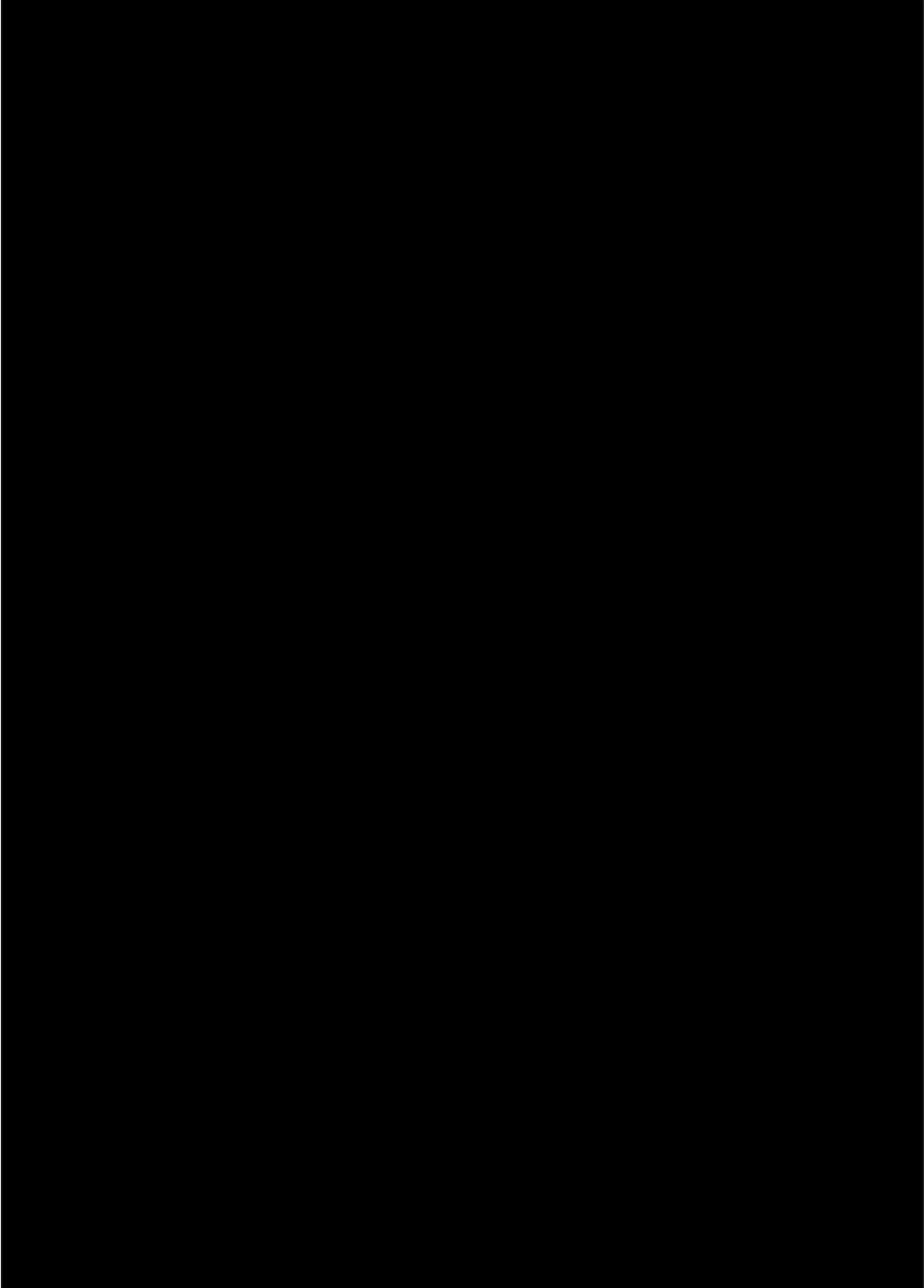


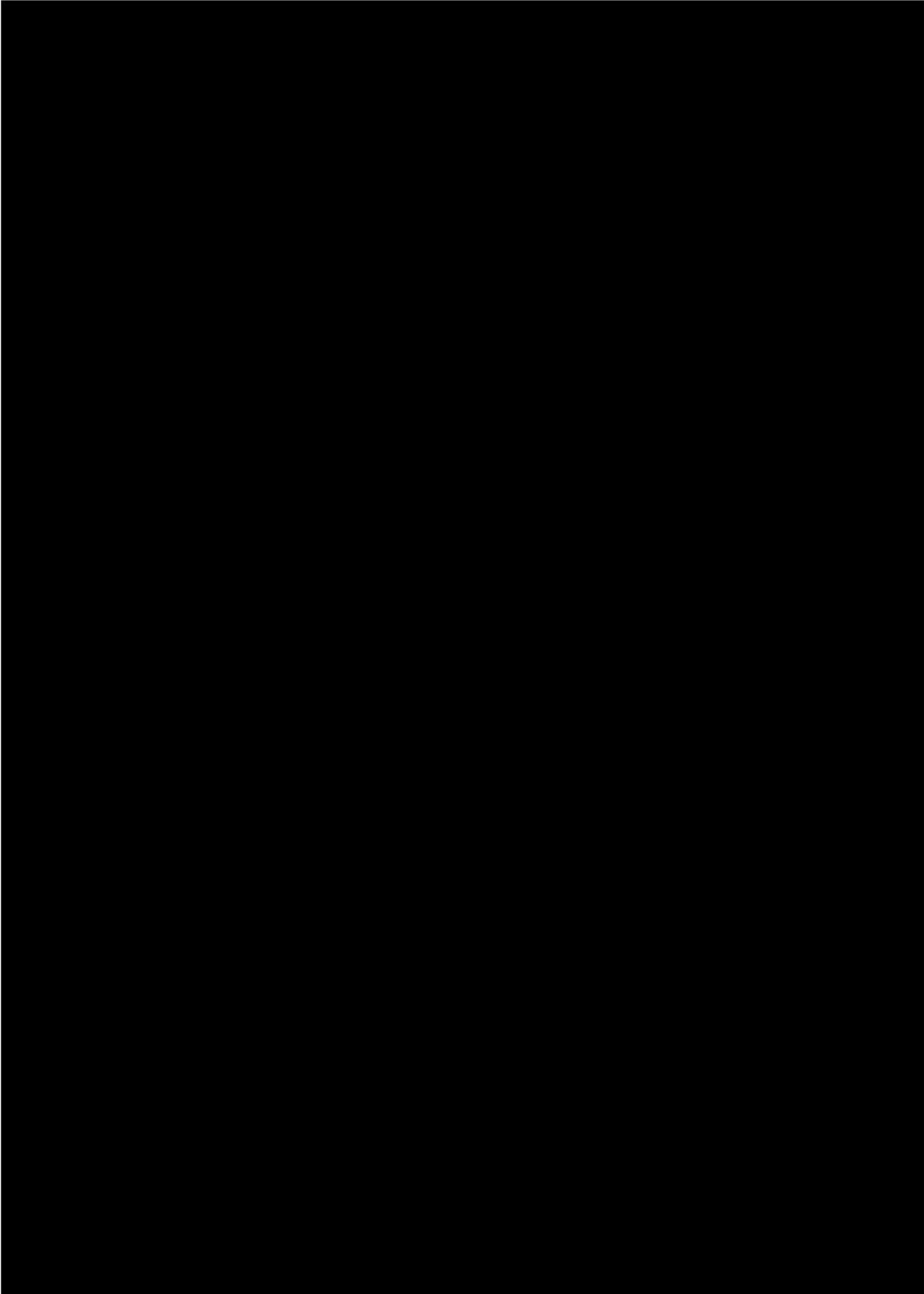


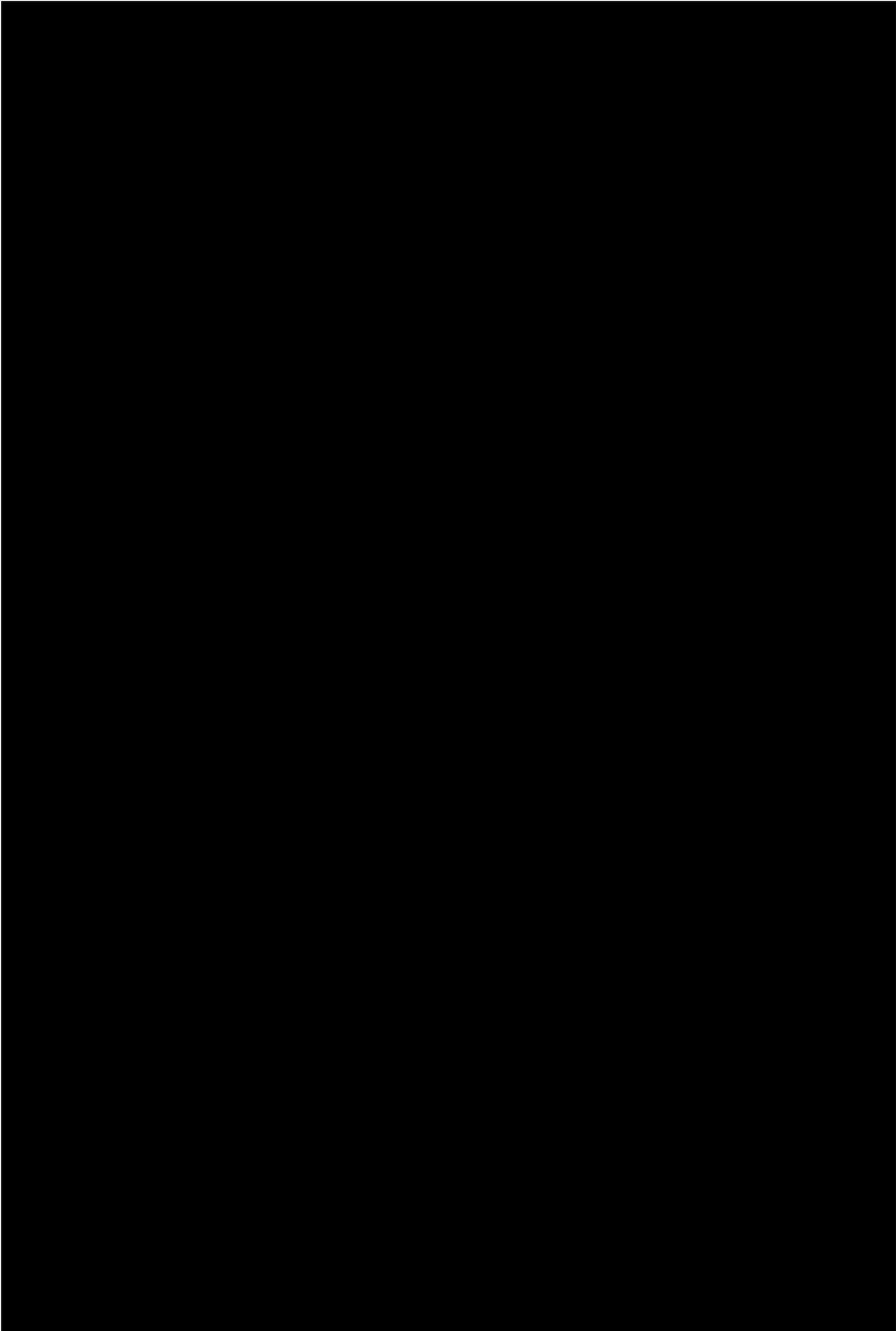


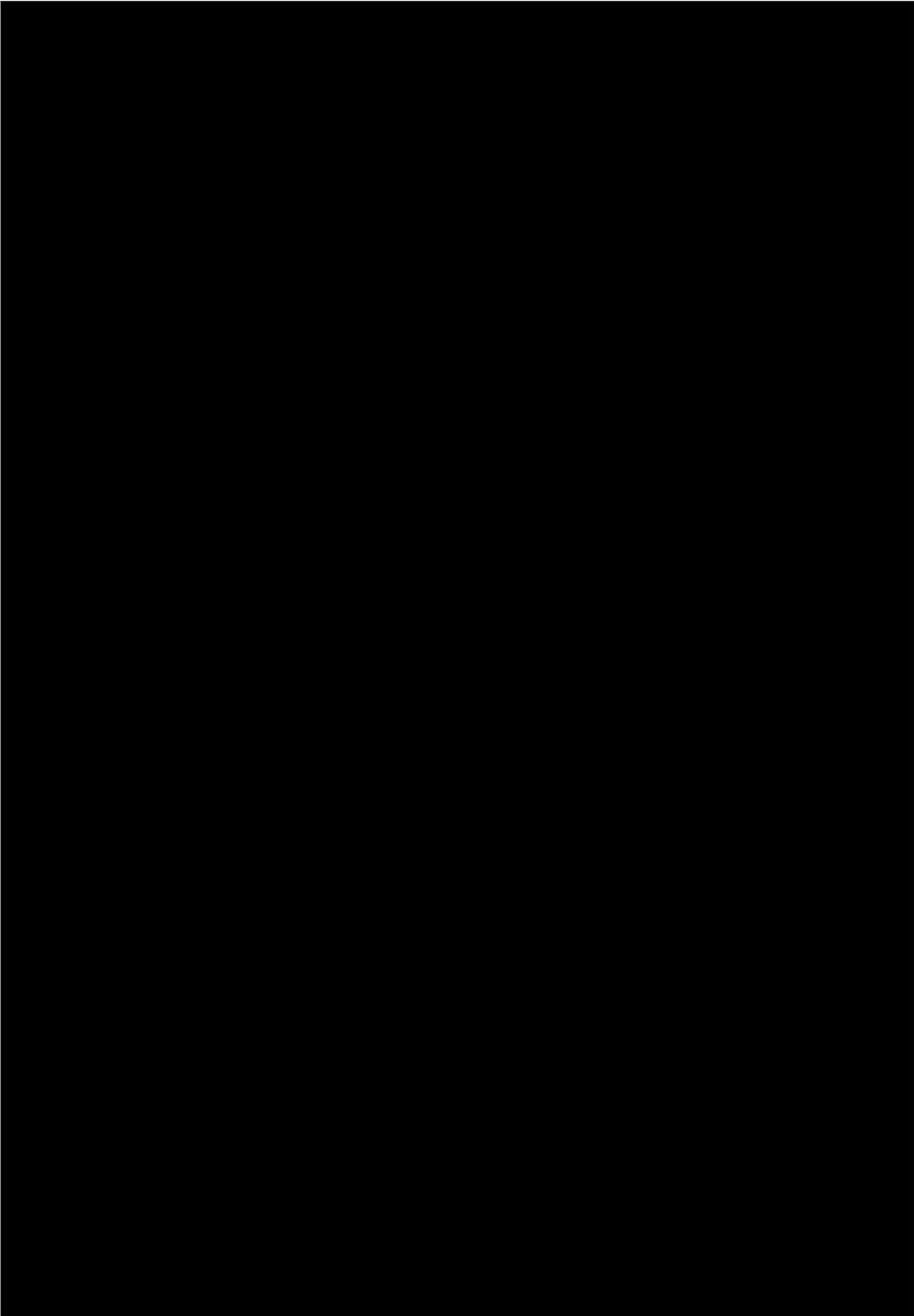


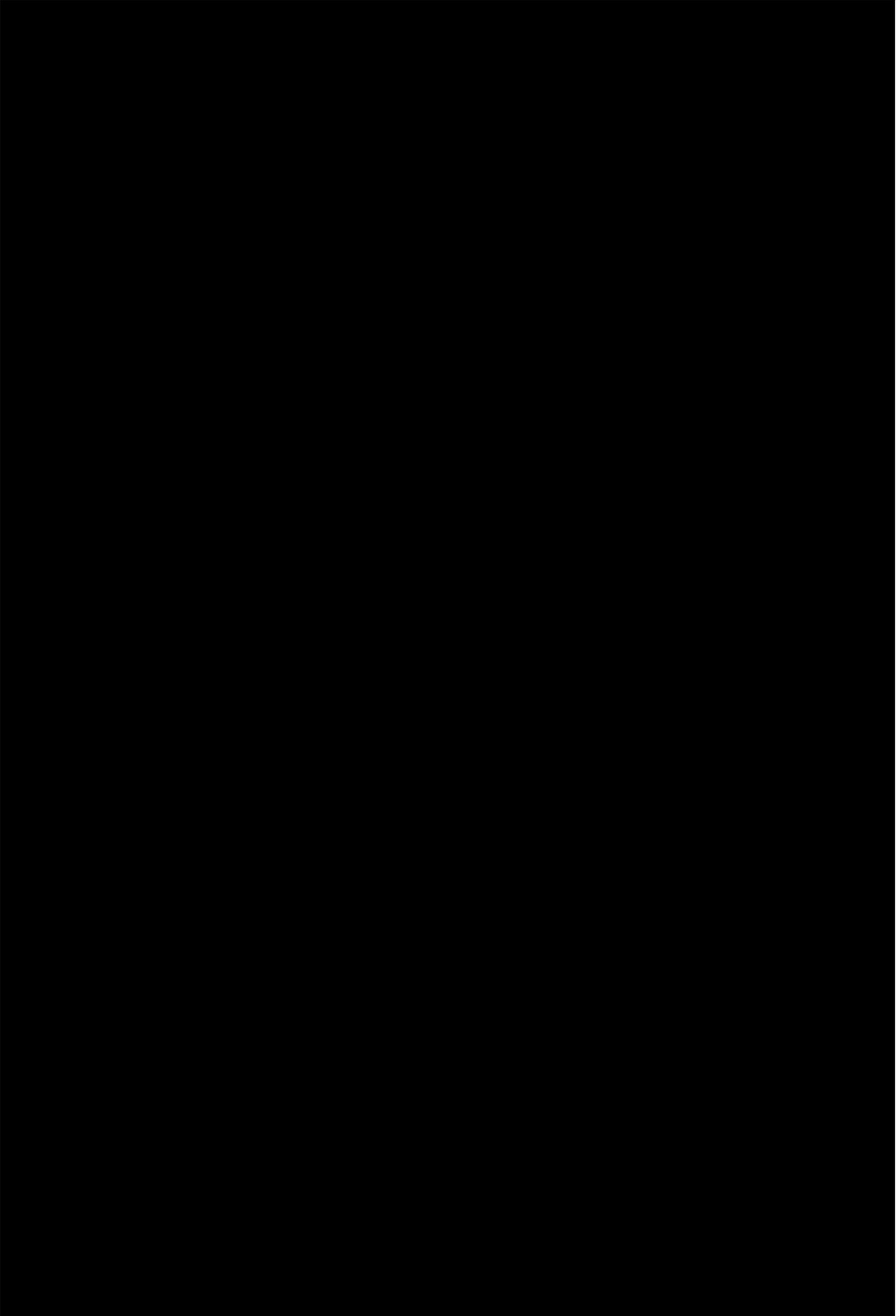


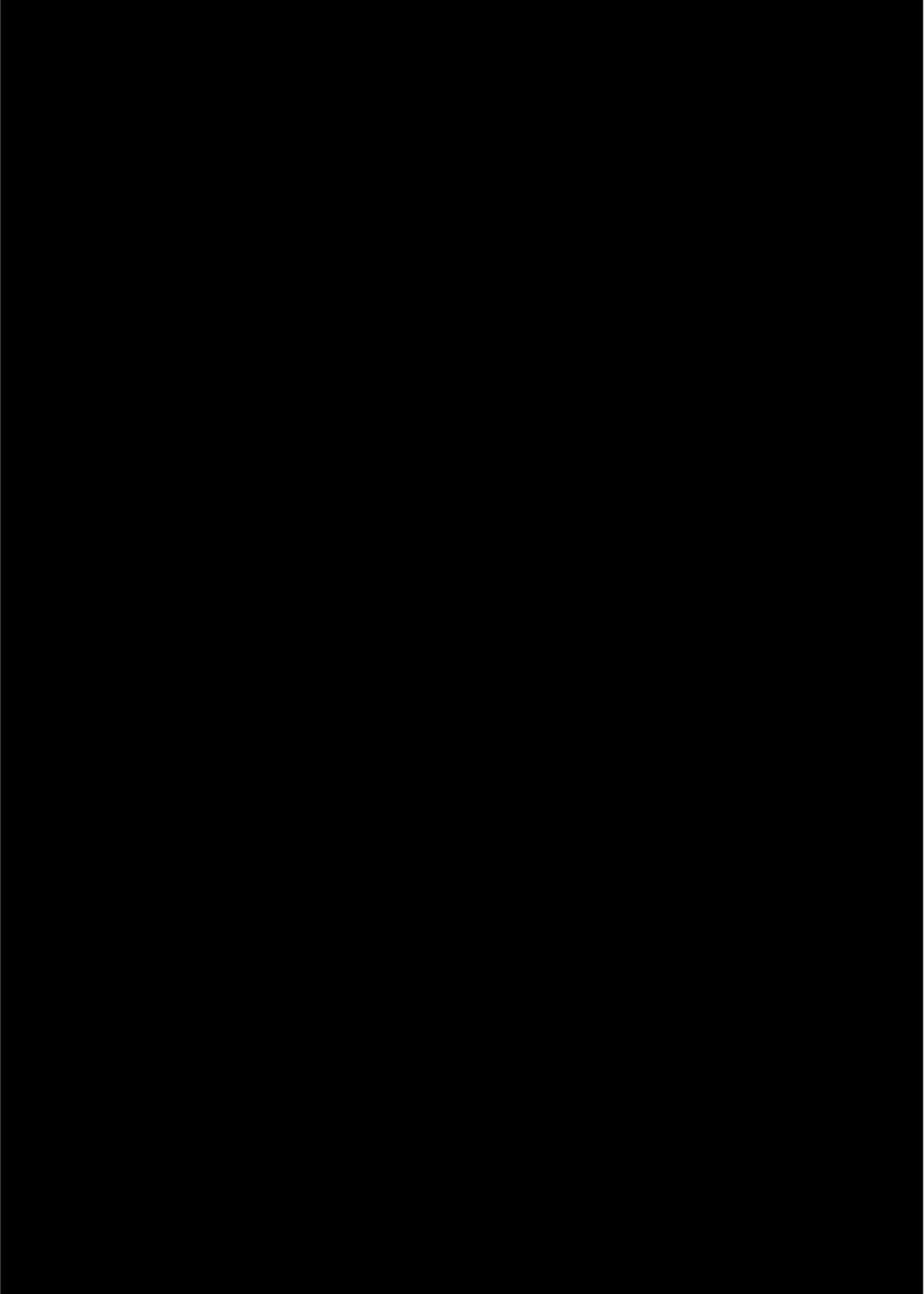














9 Conclusion

An Garda Síochána is facing a period of intensive and unprecedented change on all fronts. We are rebuilding our capabilities and infrastructure; we are increasing recruitment to replenish numbers and changing the composition of our workforce through a focus on recruiting civil servants; we are identifying and tackling the root causes of a number of failings which have damaged our reputation and effecting the necessary cultural and structural changes to ensure the same mistakes are never repeated and build a modern police service, equipped to respond with agility to the challenges of the future.

Despite facing these challenges, we occupy a privileged position among the communities we serve. Public confidence in our ability to tackle crime remains high, due in no small part to the dedication, commitment and bravery of our members. An ever present theme throughout this change will be our commitment to an ethos community focused policing.

An Garda Síochána is undertaking this transformation against the backdrop of rapidly changing society, with the rate of change set to continuously increase. A modern police service is expected to be accessible, transparent and responsive, with a strong digital presence. The public, businesses and our personnel expect a technology savvy organisation, fully equipped to respond to the demands of the day. However, as An Garda Síochána rotates towards this new way of operating it is essential that people who prefer more traditional methods of interacting with police are not overlooked, particularly older and more vulnerable members of the community. Face to face contact will remain the most important element to our public relationship and the empathy of our members and staff will remain our most essential tool. An increasingly diverse society will expect to see a police service they feel is representative of their community groups. Crime and will continue to evolve as criminals adapt to preventative measures and exploit new technology. Security threat levels are likely to remain high. By their nature crime and security threats are unpredictable, however broad trends indicate an increase in borderless crime and cybercrime.

Through the Modernisation & Renewal Programme we are building the foundations for an optimised, technologically advanced and culturally renewed organisation which is thoroughly rooted within the community. As such the programme is of critical importance to An Garda Síochána, however we must remain cognisant that the organisation must continue to adapt and change beyond the completion of the programme. The true legacy of the Modernisation & Renewal Programme will be an organisation which embraces change and is equipped to adapt quickly to the future needs of the communities we serve.

Our long term vision for An Garda Síochána is for a community orientated service that enjoys the confidence and support of the people we protect and serve on a daily basis. To achieve our vision we will make some fundamental changes to our Organisation. Our workforce will grow and transform to become more specialised. We will modernise how we access and use data, ensuring we unlock the full value from the information at our disposal and provide these insights to our people on-the-go and in real-time. We will adapt our leadership and management structures, to devolve decision making to our leaders working in the community, while increasing management capacity and supporting strategic policing. Negative elements of our culture which have damaged us will be addressed to build a more positive and open environment for our people.



To face the challenges of the future we must improve our capabilities across a broad range of internal and external services. We will expand the level of specialised capabilities at regional and divisional level as well as the quality of management information available to our leaders and supervisors. We will build our HR, training and performance management capabilities to ensure our workforce is equipped and empowered with the support they need. We will also strive to improve the diversity within our ranks, ensuring that An Garda Síochána is truly representative of the communities we serve.

Throughout this period of change we will continue to place the highest value on this ethos of service and the close ties we share with our communities. The retention of our unitary structure will be critical to maintaining the link between intelligence picked up through community orientated policing and the overall security of our State. This ability is a unique strength of An Garda Síochána, in a time when our colleagues in other agencies are striving to implement similar capabilities. We must also strive to preserve the many positive aspects of our culture: the bravery and decisiveness of our members, our empathy in times of grief or fear and the 'can do' attitude and *esprit de corps* that drives our people to deliver a difficult job to the highest standards.



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