



GARDA
INSPECTORATE
PROMOTING EXCELLENCE & ACCOUNTABILITY

Report of the Garda
Síochána Inspectorate

POLICING
IN IRELAND
LOOKING FORWARD

AUGUST
07

THE OBJECTIVE OF THE GARDA SÍOCHÁNA INSPECTORATE IS:

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

(s. 117 of the Garda Síochána Act 2005)

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INTRODUCTION

Over the past twelve months, the Garda Síochána Inspectorate has committed to conducting a fair and accurate assessment of policing in Ireland. Together, and individually, members of the Inspectorate have travelled the country to meet personally with representatives of the Garda Síochána, from command staff at the Phoenix Park to patrol officers working in cities, towns, and remote rural stations. The Inspectorate has also met regularly with senior officials of the Department of Justice, Equality and Law Reform, the Garda representative associations, the Morris Tribunal, the Garda Síochána Ombudsman Commission, and the Advisory Group on Garda Management and Leadership Development. In addition, the Inspectorate has interacted daily with members of the community; by mail, e-mail, phone and regular participation at community events.

The Inspectorate has reviewed a considerable volume of research and management reports on the Garda Síochána. It has closely followed community concerns about violent crime, drugs, public order and road safety to gain a full appreciation of the challenges facing Irish policing. The Inspectorate has also conducted independent research, in Ireland and externally. As the result, the Inspectorate now has a good overall appreciation of policing in modern Ireland.

It is important to understand that this assessment is not a critical, retrospective view of Irish policing. Nor is this an exhaustive analysis of Irish policing today. Rather, this report prioritises certain operational and administrative issues and suggests reforms to bring the Garda Síochána in line with international best practices and enable the organisation to realise its vision of policing excellence. Similar to its two prior published reports, the Inspectorate has endeavoured to keep this report concise and action-oriented.

The Inspectorate wishes to acknowledge with sincere thanks the assistance and encouragement we have received from many people in preparing this report. The Inspectorate appreciates the candour and openness of members of the Garda Síochána, in addressing current issues and the future direction of the organisation. The Inspectorate is grateful, too, for the constructive suggestions made by people outside the Garda Síochána, including members of the community who rely on Garda services.

The Inspectorate welcomes continuing contributions from all interests during the course of its work. In fact, significant input is essential to the Inspectorate's work, not just from Government and the police, but also from the community. To a large extent, the members of the Inspectorate consider themselves facilitators. After all, the people living and working in the community in Ireland, within and outside the Garda Síochána, whether in urban, suburban or rural neighbourhoods, know best the challenges they face. They also generally provide the most sensible solutions to problems. The Inspectorate will continue to take their collective input, benchmark it against best international practices, and recommend policing strategies that it believes will succeed in the unique Irish environment.

The Inspectorate is conscious that this report is being published at an important juncture in Irish policing. All political parties during the recent election accorded a high priority to continuing police reform and modernisation. The newly-appointed Minister for Justice, Equality and Law Reform is developing his agenda for policing. New appointments are imminent at the most senior levels in the Garda Síochána. A new culture of performance and accountability triggered by the Garda Síochána Act 2005 is unfolding. Amid all of these developments, the Inspectorate hopes that this report will be a catalyst for further change and for a continuing commitment to excellence in Irish policing.

CHAPTER

01

VISION AND
CHANGE

A characteristic of high performing organisations is that they continually look to the future. They establish a vision that outlines where they want to go and how they intend to get there. In both the private and public sectors, it is now standard practice for large enterprises to prepare corporate plans containing a vision, a mission statement, values and goals. Considerable effort usually goes into preparing and disseminating these plans. The highest returns go to those who devise plans that are focused, action oriented, effectively communicated and readily understood. This brings clarity to everybody's role. It builds unity of purpose and adherence to standards. It keeps attention on what is important to the organisation.

Leading a major police service such as the Garda Síochána in the 21st century is an exceptional and demanding remit. In addition to managing an organisation with more than fifteen thousand employees and a €1.4bn budget, the Garda Commissioner and his team must also address the day-to-day crises associated with violent crime and other public safety issues. Members of the Inspectorate personally acknowledge how difficult it is for police leaders everywhere to step outside the day-to-day crises to engage in a more strategic approach to policing. To their credit, Garda management has endeavoured to do so. During the past seven years, the Garda Síochána has published three corporate strategy documents that articulate the organisation's vision, mission statement, values and goals.

Strategic planning is a developing concept in the Garda Síochána. The main success of the Garda corporate strategies launched to date is the new focus on operational initiatives. In particular, there is significant emphasis on crime reduction and road safety. Garda management has successfully communicated its commitment to these areas and an accountability framework has been designed to monitor progress. Going forward, the Garda Síochána must build on this model and bring similar resolve to achieving organisational change.

As the Inspectorate sees it, there are two important steps to be taken in pursuing organisational change in the Garda Síochána. First, Garda management must widely articulate strategic and measurable change priorities in clear and unambiguous terms.

This communication should take account of the recommendations from the Morris Tribunal, the Advisory Group on Garda Management and Leadership Development and this Inspectorate. As well as bringing greater clarity to the change agenda, this should provide a high-level steer for the development of the more detailed operational and administrative strategies recommended in the later chapters of this report.

Second, as part of the change process, more attention must be given to the values of the Garda Síochána so that all employees know them, embrace them and put them into effect in their daily work. While the values published in the Garda Corporate Strategy are certainly on target, simplifying the language will make them easier to communicate and understand. For instance, the simple words "respect, courtesy, integrity and human rights" would sum up the most important organisational values. It may be a cliché but everybody in the Garda Síochána must "walk the talk." Every interaction with every member of the public and every Garda policy, practice and procedure should be informed by the values.

The Inspectorate is satisfied that the Garda Síochána is committed to realising its vision of policing excellence. The Inspectorate is also satisfied that, notwithstanding the revelations of recent years, the Garda Síochána can count on the support of the vast majority of the Irish people in pursuing that vision. Effectively communicating the vision and living the organisation's values are the means to maximising that support.

CHAPTER

02

ORGANISATIONAL
STRUCTURES

Whereas policing in many countries involves a mix of local and national police organisations supported by specialist agencies, the Garda Síochána is a unitary, national police service. A unitary policing structure can have the benefit of consistency of approach, the ability to redeploy significant resources quickly to meet particular needs, and economies of scale. In the world of contemporary transnational policing, this structure has the distinct advantage of affording a single point of contact for international police cooperation in combating terrorism and organised crime.

For a jurisdiction of this size, the Inspectorate believes that a unitary police service makes good sense. Whether in Ireland or elsewhere, it is important, however, to exploit the advantages of a unitary structure while working to mitigate its inherent weaknesses. One of the more significant weaknesses of a unitary structure is the tendency to centralise decision-making, resulting in a potential misalignment of responsibility and accountability at operational level. The Inspectorate sees considerable scope for Garda management to devolve greater decision-making and accountability to the six Garda regions and national units, while maintaining strategic direction at the headquarters level. The need for this devolution is becoming more significant as the organisation increases in size and the policing environment becomes more complex and diverse. The Inspectorate is convinced that the strengthening the Garda regional structures is crucial to future change and the enhancement of Irish policing.

From a conceptual perspective, the Inspectorate believes that Garda Headquarters must operate as a corporate head office enabling the six Garda regions to function as more autonomous business units. Headquarters functions should include:

- setting strategic targets and monitoring compliance;
- allocating human and other resources;
- monitoring expenditure;
- maintaining and ensuring compliance with operational and administrative policies and procedures;
- ensuring adherence to professional standards and human rights; and
- providing specialist and technical support to the regions.

Regional assistant commissioners must be made fully responsible and accountable for all aspects of policing, operational and administrative, in their respective regions. The Inspectorate strongly endorses the recommendation of the Advisory Group, chaired by

Senator Maurice Hayes, on implementation of the Garda Síochána Act 2005 that ‘management, operational and crime statistics (should be) collated at regional level and used for comparative purposes in monitoring performance and the effective use of resources.’ To this end, regional assistant commissioners must be given a clear remit and be properly resourced by having civilian staff available to manage HR, finance and implementation of corporate goals. Crime analysts should also be assigned to each Garda region.

While the Inspectorate advocates for stronger regional structures, it would not support the reassignment of additional sworn personnel as administrative staff to regional Assistant Commissioners. Administrative and clerical functions should be performed by civilian personnel whenever possible. The regional assistant commissioners should each publish an annual policing plan and report individually on performance in their regions as part of the Garda Síochána Annual Report.

In conjunction with the strengthening of regional structures, the Inspectorate believes that there is a need to review the roles of Chief Superintendents and Superintendents in charge of Garda divisions and districts. The importance of these positions cannot be overstated. For instance, the ‘Local Super’ holds a core role in Irish policing and is the highest ranking officer that most people interact with. These district superintendents and divisional chief superintendents must have new, updated job descriptions and should be delegated sufficient authority to manage the human and other resources available to them. This will require both training and the allocation of additional administrative support. In the case of superintendents assigned to regions other than the Dublin Metropolitan Region, it will also mean relieving them of the current burden of their court prosecution role. The role of inspector in the Garda Síochána, which is currently not well defined and is unclear to members of various ranks in operational posts, should also be reviewed.

CHAPTER

03

POLICE
OPERATIONS

The Inspectorate was not surprised to discover issues in its early work that are common themes in the policing world. For instance, both rural and urban communities in Ireland are demanding more community policing, a more visible Garda presence, more effective responses to guns, gangs and drugs, more public order policing and increased road safety. The Government has responded by substantially increasing resources to the Garda Síochána and by establishing a new policing framework in the Garda Síochána Act 2005. At the same time, the Garda Síochána has introduced a variety of new policing strategies; a better organised approach to crime reduction, measures to deal with gangland offenders and major drug dealers and deployment of additional Gardaí to roads policing.

It is important to acknowledge that there is significant, ongoing change taking place in operational policing in the Garda Síochána. Planned developments will further impact on how policing is conducted in the years ahead. In this Chapter, the Inspectorate highlights particular policy and practical areas of operational policing in which the Inspectorate believes that new or renewed focus would add significantly to the overall policing effort.

COMMUNITY POLICING

The Inspectorate believes that community policing should be at the heart of policing in Ireland and that there is a strong foundation for it. When the Irish State emerged, long before the term ‘community policing’ was in vogue, a commitment was made to establish a routinely unarmed, community-based police service. For decades, local Gardaí maintained a relatively peaceful environment in Ireland’s cities, towns and country areas. The majority of people in Ireland remember those times and, indeed, in some rural areas, not much has changed.

A key element in successful community policing is partnership. Even a police service demonstrating an agency-wide commitment to community policing will only succeed if the community itself shares responsibility and supports the police. As expressed in the Report of the Independent Commission on Policing in Northern Ireland, 1999, “policing is a matter for the whole community, not

something that the community leaves to the police to do.” Essential community support will only evolve if the community has confidence and trust in the police. A police service must work tirelessly to earn and maintain that trust.

Trust and confidence in the Garda Síochána were shaken in recent years by the findings of the Morris Tribunal in regard to “indiscipline and insubordination.” Disciplinary action taken by the Garda Commissioner, the establishment of the Garda Síochána Ombudsman Commission, the development of new disciplinary regulations, the introduction of the Covert Human Intelligence System and other measures have been taken to address the situation. While these measures represent a significant response, there is no room for complacency. The Garda Síochána must strive continuously to maintain the confidence of the community.

One of the ways in which the Garda Síochána can seek to maximise community support is by demonstrating a passionate commitment to the basic principles of community policing—respect for human rights, partnership, prevention and problem-solving. Respect for human rights is the most important of these principles. A police service in a democratic society must be firmly grounded in a human rights culture. The very essence of policing is the guarantee and protection of people’s human rights. This must be the foundation on which the police service and police community relations are built.

The Inspectorate has been impressed by Gardaí in every region who are assigned to community policing efforts. These police officers should be commended for their dedication to many successful initiatives. The Inspectorate believes, however, that community policing should be more than a separate unit or operation within a police service. It must be the fundamental policing philosophy at the core of the organisation. It can only be achieved by a community policing approach and commitment that permeates the entire police service, from top to bottom. The Irish people and the Garda Síochána should be proud of their community policing roots and should work together to build a modern model of policing excellence based on the early ethos.

The Inspectorate welcomes the review of community policing now underway in the Garda Síochána. The review should take account of the lessons learned by effective, modern police services that, in order to be credible and effective, they must have strong lines of communication and formal structures in place to support community engagement. The police must be transparent and accountable. They must be representative of the communities they serve. They must work to solve local difficulties and address quality of life issues before they escalate into community-wide problems and tragedies.

The Inspectorate looks forward to studying the Garda review of community policing and will continually monitor its practical implementation.

VISIBILITY

As members of the Inspectorate have travelled throughout the country, the demand for greater Garda visibility has been a recurring theme.

The additional police resources provided to the Garda Síochána in recent years have helped to increase Garda presence in the community but public concerns about visibility still persist. The Garda Síochána is engaging in a pilot action programme in a number of Garda divisions to increase visibility by making the maximum

number of Gardaí available for duty and deploying them in ways that make them most visible to the community. The Inspectorate commends this programme and recommends the following further measures to increase visibility.

Greater Garda Visibility in Rural Policing

Currently there is no consistent model for policing rural areas across the country. While a model working in one area may not be entirely appropriate for others, the Inspectorate believes that much greater consistency in rural policing, driven by a commitment to deliver a quality service, could lead to a significant increase in Garda visibility. The Inspectorate has visited several rural stations and come away with very different perspectives. In many instances, small rural stations were serviced by one officer answering to a district headquarters, mostly operating alone, without ready access to supervisors, an official car or Garda IT systems. In other cases, resources were being more sensibly harnessed through cooperative working arrangements between small neighbouring rural stations that, according to participants, provided a significantly better service.

The Inspectorate believes that it is time to put in place a consistent rural policing model that makes best use of Garda resources in serving local communities. The end result could be a model in which neighbouring rural stations would pool their personnel and be allocated additional shared resources such as transport, information technology and administrative support to boost visibility and efficiency. This could be done without impacting significantly on current Garda assignments to individual rural stations so as to preserve the strong relationship between those Gardaí and the communities they serve.

Greater Garda Visibility in Urban Policing

Policing in Dublin and other urban areas has traditionally been organised on a three-relief system involving the assignment of Gardaí to three eight-hour shifts over each period of twenty-four hours. The Inspectorate may, in due course, look at the efficiency of rostering arrangements in general in the Garda Síochána. In the meantime, the

Inspectorate notes that Gardaí operating a separate two-relief system, or ‘flexi-shifts’, in urban areas between 10 a.m. and 2 a.m. are making a significant contribution to visibility by being on duty at the times when demand for Garda services is high. The Inspectorate believes that there may be greater efficiencies to be gained by channelling more Gardaí into the ‘flexi-units’.

In the interest of achieving maximum efficiency and effectiveness, the Inspectorate believes that each Garda unit should, as far as practicable, be led and supervised by a member of sergeant rank. The present arrangement whereby members on flexi-units report to two different sergeants in the course of each shift is far from ideal in terms of supervision, mentoring and support. Some of the additional promotion posts promised in the Programme for Government could possibly be used to provide sergeants to head-up the ‘flexi-units.’

Greater Garda Visibility by Reducing Court Attendance

The Inspectorate has been struck by the daily numbers of Gardaí who are absent from operational duty in the community to attend court. It is clear that the more successful the Garda Síochána is in detecting crime, the more occasions individual members will be in court. The Inspectorate believes, however, that the number of court attendances, and the time involved in each attendance, must be kept to a minimum in the interest of greater Garda visibility in the community.

The fixed charge penalty system for motoring offences is a welcome initiative in reducing Garda time spent in court. Further initiatives of this kind, and in the area of case scheduling, would help to maintain maximum Garda presence in the community.

On a separate courts-related matter, the Inspectorate was impressed by the potential for a pilot Court Presenters Project in the Dublin Metropolitan District Courts to increase efficiency and police visibility. In this project, a team of sergeants attends all appearances in the District Courts in place of the prosecuting Gardaí until such time as case

hearings commence. Having one sergeant in court obviates the need for several prosecuting Gardaí to be present on a number of court dates.

Some twenty-three stations in the Dublin Metropolitan Region are served by this project. It appears to be successful, resulting in large numbers of operational Gardaí from those stations spending considerably less time in court and more time on visible beats. The pilot should be evaluated without delay, and, if deemed successful, it should be extended to cover all stations in the region. While the Inspectorate heard concerns that the project may have an unintended consequence of limiting the court experience of new Gardaí, this is something that can be addressed within the scheme through mentoring and support. Evaluation of the scheme should consider the case for extending the role of the court presenters to include prosecution of certain cases.

Greater Garda Visibility by Eliminating Non-Core Police Tasks

Garda visibility can certainly be enhanced by having more Gardaí assigned to core police duties. Achieving a greater level of civilianisation in the Garda Síochána, which is addressed in Chapter 4 of this report, will be an important step in this regard. So, too, will be the shedding of non-core police tasks.

The Garda Síochána modernisation and flexibility agenda under the social partnership agreement ‘Towards 2016’ identifies a range of services appropriate for contracting out. It is not clear, however, if a timeframe is set for contracting each of these services. This needs to be addressed if delays are to be avoided.

Apart from the services listed in ‘Towards 2016’, a further non-core police task that absorbs considerable Garda time is the escorting of remand prisoners between prisons and courts. Transfer of this responsibility to the Irish Prison Service would bring prisoner escorting arrangements into line with efficient practices in other jurisdictions. The Inspectorate understands that the Garda Síochána is already in discussion with the IPS in this matter but that the latter service is likely to

require some time and additional resources before being in a position to take over remand escorts. The Inspectorate hopes that there can be an early and positive outcome to the Garda/IPS discussions.

Greater Garda Visibility using more Marked Transport and Mountain Bikes

Finally, transport is a very significant issue impacting police visibility. The Inspectorate believes that there may be scope to increase Garda visibility by increasing deployment of marked Garda transport.

Transport will be addressed later in this report and going forward as we conduct our work. The Inspectorate will benchmark the Garda Síochána transport fleet against the fleets of comparable police services. The objective will be to determine a fleet size and composition that would best support policing needs and, in particular, optimise the visible police presence in the community. This should enable the Garda Síochána to obtain full return on the substantial extra investment in sworn police numbers in recent years.

The use of mountain bikes in urban policing is a welcome trend that needs to be accelerated. The Inspectorate enthusiastically supports the use of mountain bikes in providing a more visible police presence. Gardaí on mountain bikes are able to patrol much larger areas than foot patrols. They also engage in greater contact with members of the public than their colleagues operating cars and motorcycles. Mountain bikes are more efficient in heavy traffic areas and can be used to patrol parks and laneways that are inaccessible to four-wheel transport.

STRATEGIC POLICING

Providing highly visible policing is important, but visibility is only one component of successful policing. Crime prevention, crime reduction and community safety depend heavily on the ability of the police to collect, analyse and prioritise information so that resources can be deployed to the right places at the right times. A police service must process timely information from a variety of sources, identify current problems, anticipate future

concerns and then develop appropriate strategies. The primary goal should be prevention of crime, disorder, and tragedies. When, in spite of best efforts, incidents do occur, the police must then effectively handle them. Quick response to emergency calls will always be essential, but a highly effective police service will work strategically to prevent as many incidents of crime and disorder as possible.

An example of strategic policing is the use of juvenile liaison officers. Committed police officers working in these positions can often intervene effectively to get at-risk youth and young offenders back on track. Efforts of this nature also enhance community trust and support.

While the Inspectorate believes that the development of day-to-day policing strategies are best left to police commanders and community members at the local level, there are basic considerations that should be included in all policing strategies. The following commentary includes some general suggestions.

Policing strategies based on timely intelligence are particularly effective in addressing serious crimes, including those involving guns, gangs and drugs. Robust intelligence systems can bring together information to identify suspects and map high crime locations. Undercover and uniformed police resources can then be allocated much more effectively. Whether in Ireland or elsewhere in the world, the vast majority of serious crimes are committed by a small number of repeat offenders. It is essential to identify the career criminals and their high crime locations.

The Inspectorate's initial sense is that the Garda Síochána is doing well in terms of arresting drug suppliers and intercepting large quantities of illicit substances, but securing intelligence on the most serious gang members and drug bosses is by no means easy. The introduction of the Covert Human Intelligence System and witness protection measures are positive steps in protecting and supporting those who are willing to come forward with information. The introduction of crime analysts, particularly at the local level, and greater integration of data held on Garda systems will also significantly add to Garda intelligence capability.

To their credit, the Garda Síochána has begun to establish an accountability framework, with specific targets and more focused operations. Individual commanders, particularly in the busier urban centres are piloting techniques such as electronic pin mapping to identify crime hotspots. Others are beginning to focus on how Garda patrols can better target particular forms of crime.

Because police resources are finite and costly on the public purse, they must be utilised efficiently. It is no longer sufficient for police commanders to deploy random patrols. Instead, police patrols must be purposefully directed to target areas at the times when their presence is likely to have greatest effect. This approach will inevitably achieve a significant reduction in crime and disorder.

Early in its work, the Inspectorate has noted a specific impediment that must be addressed to accomplish more strategic policing in Ireland. At present, commanders operate without routinely accessible, real-time information. Data on crime patterns, incidents, calls for service, resource availability and deployment are difficult to access and are not being presented to commanders in a user-friendly or timely manner. This undermines effective management and decision making.

Looking to the future, the Garda Síochána has plans to upgrade and extend their call handling and Computer Aided Dispatch (CAD) systems State-wide. It is also exploring the feasibility of linking the CAD system to PULSE and using geo-technology to map crime and incident locations. These are major undertakings that require an integrated development plan and designated senior level champion.

Going forward, the Inspectorate will focus considerable attention on strategic policing operations that will enhance prevention and detection of headline crimes, especially relating to guns, gangs and drugs. Obviously, these crimes are of great concern to the police and the community. Focusing with precision and determination on key offenders, locations and activities and appropriately deploying resources to address them will, no doubt, lead to greater effectiveness and efficiency.

SUPERVISION AND BRIEFING

Apart from intelligence and technology, there is a need to define and establish a more structured approach to the tasking and monitoring of police units. The Inspectorate is concerned about the apparent lack of structure in briefing and tasking of Garda units at shift changeover. The Inspectorate believes that structured pre-duty briefing is essential to effective management, supervision and safety. Gardaí should routinely receive relevant information from previous shifts and specific assignments for their tours of duty.

Effective field supervision is absolutely essential to any police operation. Sergeants in the Garda Síochána must be better enabled to supervise their units on operational duty. The Inspectorate welcomes the filling of vacancies for sergeant from recently-established promotional panels to improve the levels of supervision and mentoring. However, when the Inspectorate visited some Dublin stations, it was surprised to discover that section sergeants, whose roles are primarily supervisory, are routinely deployed on foot. This is not to say that a section sergeant should not patrol on foot, especially when mentoring newly assigned officers. They can also, however, supervise mobile and multiple foot patrols while acting as observers in patrol cars, operating vehicles themselves or using mountain bikes.

In the course of future work, the Inspectorate will look more closely at the issue of supervision, with particular attention to handover arrangements between unit supervisors.

PUBLIC ORDER

Maintaining public order is a core police function. In its most routine manifestation, it involves patrolling problem locations and intervening in late-night street disorder, much of which is alcohol-related and takes place at weekends.

The Inspectorate has listened to concerns about late night public order incidents in every Garda division and district visited to date. The Inspectorate was

impressed by the determination of individual police commanders to deal with these incidents. Both the commanders and the Inspectorate recognise, however, that effective, longer-term solutions are beyond police-only action.

The late-night public order issue is definitely one requiring community resolve and partnership. The police certainly have their part to play, but a successful approach relies on overall community support. District and station commanders all clearly articulate diverse factors contributing to late night incidents of disorder, such as drunkenness, young people congregating at late-night take-aways and lack of reliable late-night transportation. The joint policing committees established under the Garda Síochána Act 2005 may be best placed to promote multi-faceted solutions to local public order issues. Going forward, the Inspectorate will highlight instances of best practice in public order policing.

TRAFFIC AND ROAD SAFETY

Road safety continues to be an issue of great concern in Ireland. The Inspectorate compliments the Government, the Garda Síochána, the Road Safety Authority and other road safety partner organisations on their collaborative and determined efforts to improve conditions on Irish roads. The priorities laid out in the National Road Safety Plan will require a significant resource commitment from the Garda Síochána. The Inspectorate was pleased to learn that of the 2000 police positions recently added to the ranks of the Garda Síochána, nearly 800 have been designated for traffic duty.

The Inspectorate is also aware that detailed deployment plans have been developed for traffic personnel, focusing their attention on

areas with the highest incidence of serious accidents over a two-year period. This type of focused, intelligence-driven patrol and enforcement will definitely enhance road safety in Ireland. Given the enormous commitment of resources, the Garda Síochána's national roads safety and traffic strategy must be continuously reassessed.

For example, having a national roads safety strategy and specialised traffic units should not excuse other Gardaí from important road safety responsibilities. The Inspectorate has previously adverted to the risk of over-specialisation and centralisation. Local supervisors must ensure that all police officers continue to pay considerable attention to traffic and road safety.

While the primary focus of traffic officers should be road safety and the free flow of vehicles, the current strategy will also require close monitoring to ensure that it complements local policing initiatives and that traffic officers remain involved in crime detection and prevention as well. In some North American jurisdictions, traffic police on highways have been effectively trained to detect and interdict the smuggling of drugs and other contraband. This is just one example of the benefits of cross-training personnel to support broader police objectives.

In order to promote a better understanding of all of these crucial issues, the Inspectorate will carry out a detailed inspection of the Garda Síochána's roads policing and roads safety programme in the near future. The inspection will mirror a concurrent effort by the Criminal Justice Inspectorate Northern Ireland and Her Majesty's Inspectorate of Constabulary, with the aim of addressing problematic road safety issues in border areas and also improving road safety on the island as a whole.

CHAPTER
04

**POLICE
ADMINISTRATION**

Managing a large police organisation is a complex operation. In addition to addressing the significant challenges associated with crime and disorder, police managers oversee very substantial HR facilities and equipment expenditures. The annual operating budget of the Garda Síochána is now approximately €1.4 billion. Government leaders and community members are continually demanding greater accountability and more effective allocation of resources. This, in turn, is creating demands for improved police administrative systems to support front-line policing.

The importance of administration and support functions in policing is often underestimated. The reality is that front-line police officers who are properly trained, managed and equipped are much more likely to be proficient in their work. To date, administrative and support issues have been at the forefront of the Inspectorate's discussions with front-line officers. This reflects both the importance of these issues in policing in general and their current significance in the Garda Síochána.

This chapter considers five critical aspects of police administration and support in the Garda Síochána. These are human resource management, technology, transport, facilities and procurement.

HUMAN RESOURCES

It is frequently said that human resources are the most valuable asset of any organisation and this is certainly the case for the Garda Síochána. The Inspectorate has met many exceptionally talented and committed personnel during our early travels to Garda facilities across the country and successful Irish policing will be assured if the organisation can fully harness their potential.

There is considerable evidence that the Garda Commissioner and his senior team have begun to introduce a modern human resource management approach. For example, leadership programmes for members of senior ranks and efforts towards achieving greater cultural diversity in recruitment are indicative of strategic human resource management. Overall, however, progress is uneven. The Inspectorate believes that development of a HR strategy for the Garda Síochána must be among the initial priorities of the appointees to the new posts of Chief Administrative Officer and Director of Human Resources.

A Garda HR strategy will be relevant to every operational and administrative activity in the Garda Síochána. It must take into account the conclusions of the Morris Tribunal on Garda discipline, management, continuing professional development, leadership and training. It should also have regard to emerging HR strategies in other areas of the public sector in Ireland and in leading police services. The strategy should include, but not be limited, to the following:

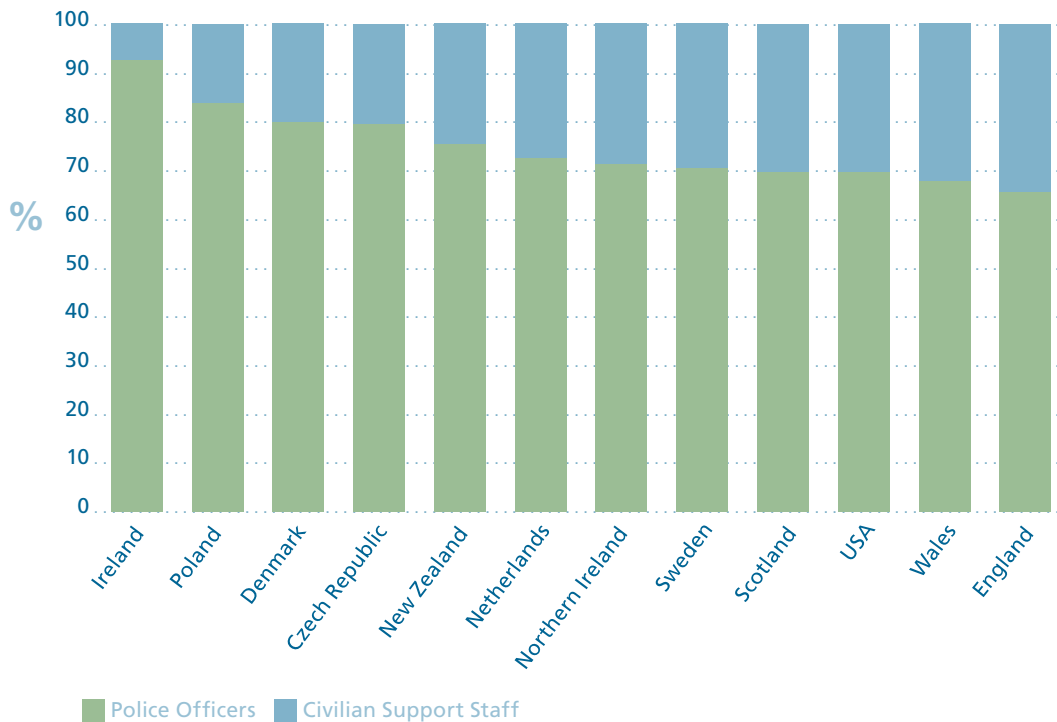
Recruitment

In recent years, the Garda Síochána has successfully attracted large numbers of excellent candidates. The commitments in the recent Programme for Government to increase Garda numbers to 16,000 by 2012 and rapidly improve the ratio of civilian staff to sworn officers across all areas of the organisation will involve substantial recruitment in the years ahead. With this in mind, it is important that the Garda Síochána develops a strategic approach to future recruitment to ensure that the organisation delivers maximum return from the very considerable investment being made by Government.

A Garda recruitment strategy must include all matters relevant to advertisement and selection processes to ensure that the Garda Síochána hires people with skills and expertise needed to achieve the organisation's vision for policing. It is particularly important in relation to new civilian posts that the Garda Síochána establishes clear job profiles so that the organisation attracts quality candidates who are best equipped to do the work.

Given the rapidly changing demographics in modern Ireland, it is not only necessary to have a quality candidate pool, but a diverse one. Non-nationals now make up approximately ten percent of the population in Ireland. This dramatic

Comparative International Proportions of Police Officers and Civilian Staff



All data refers to the position as of December, 2006 other than data for Poland, Denmark, Czech Republic, Sweden and USA which refer to January, 2006.

change in demographics presents significant challenges for the Garda Síochána. In terms of communications alone, it is estimated that more than 160 languages are now spoken in the State. Also, to be credible and effective, the composition of a police organisation operating in a democratic society must reflect the community it serves.

The Inspectorate was pleased to hear of initial steps taken to address the important issue of diversity. For instance, while there is continuing commitment to the Irish language in the Garda Síochána, there is no longer a requirement for entrants to hold an academic qualification in the language. This has opened the doors to a much larger candidate pool. The Inspectorate has also learned of community policing initiatives in local districts throughout the country that focus on establishing stronger lines of communication with non-nationals.

The Garda Síochána must maintain a strong commitment to diversity. The organisation make every effort to recruit a talented, multi-cultural, multi-lingual workforce, both sworn and civilian. Specific strategies must be put in place for future

recruitment competitions, drawing on the experience gained in prior processes, to achieve a significantly higher proportion of non-nationals. The Inspectorate welcomes the research and policy development work being undertaken within the Garda Síochána with a view to completing a diversity strategy. It is important that the strategy brought forward offers a real prospect of achieving greater cultural diversity.

Civilianisation

As will be seen from the chart, the Garda Síochána lags well behind modern police services in this category. Some police organisations today have as high as forty percent civilian personnel. The Garda Síochána has approximately ten percent. A much smaller percentage actually works in the senior levels of the organisation.

The underdevelopment of civilianisation in the Garda Síochána means that, relative to other police services, the Garda Síochána cannot deploy close to the same proportion of its fully-trained, sworn police officers to operational duties. This underdevelopment also means that there is a

poor return on investment in the two-year training programme for Gardaí if many of them are eventually assigned to posts that can be filled by competent, non-sworn personnel who do not require significant induction training.

To their credit, the Garda Commissioner and his management team have a long record of advocating for civilianisation. In an internal report prepared in 1999 as part of the Strategic Management Initiative, the Garda Síochána acknowledged that police services worldwide accelerated civilianisation throughout the 1980s and those in the United Kingdom became the benchmark for the efficient use of resources. Unfortunately, attempts to civilianise the Garda Síochána were hampered for many years by embargoes on civil service recruitment. This represented a lost opportunity in that civilianisation offered the quickest and most effective means of putting extra trained Gardaí on the streets.

The Inspectorate is pleased to acknowledge the recent hiring of two senior civilian managers for the posts of Chief Administrative Officer and Communications Director. This is a very positive development.

As well as creating first-time civilian posts at senior management level, the Government has recently approved the creation of six hundred new civilian support positions which are currently being filled in the Garda Síochána. This also represents very significant progress. The Garda Síochána must ensure that all of the new personnel are assigned so as to release the maximum number of Gardaí for operational duty. It is also important to afford due respect and dignity to each Garda returning to an operational post, especially those members who have served for considerable periods in administration. The Inspectorate is pleased to note the present commitment to retraining, as necessary, for these Gardaí prior to reassignment.

The Inspectorate welcomes the commitment in the Programme for Government to further civilianisation in the Garda Síochána. Given the significant efficiencies and cost savings involved, the Inspectorate recommends that the Government pursue a rolling programme of civilianisation.

To facilitate this, the Garda Síochána should identify priority areas for further civilianisation and indicate the potential to release Gardaí for operational duty from these areas. Civilian posts in the Garda Síochána should be exempt from any future civil service recruitment restrictions if the benefits of the civilianisation programme are to be fully realised.

Finally, the Garda Síochána HR strategy should address closer integration of sworn and non-sworn employees in the Garda Síochána and give equal recognition to their respective contributions to the overall policing effort. The strategy should also aim for a fully integrated HR function for sworn and non-sworn staff.

Training and Professional Development

Effective training and professional development are essential to any modern police service. Historically, police services have dedicated substantial resources to recruit training, but have lagged far behind the private sector in long-term professional development of personnel. The Garda Síochána has followed the same trend.

A very significant commitment has been made to training new police officers at the Garda College in Templemore. The college itself is a first class facility, having been expanded and modernised to accommodate the large influx of personnel in recent years. The recruit training curriculum, which leads to a Bachelor of Arts Degree in Police Studies, appears to be very robust and involves a level of investment in police student training that goes well beyond what is currently offered in many modern police services.

While some impressive specialised training programs have been developed in recent years, there is a concern expressed by many that consistent, valuable in-service training is lacking. These concerns have been reiterated in several meetings with the representative associations. They have also been voiced by members of various ranks who say that they have not received updated training for several years.

The Inspectorate is satisfied that the pressures associated with a greatly accelerated student/probationer training programme, and the drive for

greater police visibility in the community, have impacted on the scope to expand developmental training. Looking to the future, it is important that there is commitment to provide robust programmes of continuing professional development for all ranks. Successful public and private companies make provision for these programmes, realising that enhanced performance will lead to greater effectiveness and efficiency in the long run.

Training and education must be a component of the Garda HR strategy. As with other areas, training and education must be closely aligned with the business needs of the organisation. In this regard, the Inspectorate sees three significant areas in which training strategy must be developed:

- First, because police challenges are constantly evolving, it is opportune to look again at the Garda Student/Probationer Education, Training and Development Programme to ensure that it is providing new Gardaí with the core policing skills they require in today's policing environment. For instance, operational commanders advocate more attention at the Garda College and at training stations to developing student/probationer skills in interviewing, statement taking and presentation of evidence in court. The Inspectorate believes that there is a need to look at incorporating instruction in vehicle driving and safe-handling of firearms in student/probationer training as previously recommended in an internal Garda report.
- Second, there should be a continuing professional development programme in place for each rank and civilian grade in the organisation. The content of the programme should be closely informed by the competencies identified for each rank/grade, the development needs of individuals as identified within a performance management system and the strategic priorities of the organisation. As with recruit training, the focus should be on developing and enhancing core skills that are required in the workplace. For the more senior ranks, the programme should include assignments with other police organisations. The Garda Síochána should set targets aimed at ensuring the delivery of refresher training to the levels required to maintain proficiency in essential job skills.
- Third, the Garda Síochána is now investing more resources in leadership and executive training programmes. This is most welcome and essential to strategic change and development. To date, the programme has been largely confined to Chief Superintendent and more senior ranks. There is a need to invest more at Superintendent and Inspector ranks where a longer period of return on investment can be realised. Leadership training for Superintendents and Inspectors will further contribute to establishing a pool of qualified candidates for promotion to more senior ranks.
- The Garda Inspectorate proposes to conduct a comprehensive inspection of all Garda training and education, including student/probationer training and continuing professional development for all ranks. The outcomes of this inspection will contribute to the continued development of an enhanced Garda Síochána training and education strategy.

Performance Management and Development

Many effective, modern police services have gone to considerable lengths to develop deeply-rooted, performance-based cultures. The Garda Síochána has moved in this direction through the publication of three-year corporate strategy documents, annual business plans and the introduction of an accountability framework to drive the achievement of stated goals.

The next significant step to be taken is the introduction of a performance management and development system. Benchmarked against police and other public sector organisations, this initiative is timely. Successful implementation of a performance management system will require strong leadership and commitment on the part of Garda management. It will require equal commitment from the representative associations, who are understandably wary of the unknown when discussing performance management.

The Inspectorate welcomes the specific commitment in the Garda Síochána Action Plan under "Towards 2016" to develop and implement a performance management and development system. The Garda Inspectorate is concerned, however, that it has taken

a year to complete a request for tender to employ a consultant to develop the performance management framework. This work needs to be given greater priority. All parties need to work to an agreed timeframe in order to make real progress and avoid further delays.

The Inspectorate has heard a variety of opinions on what form performance management should take in the Garda Síochána. Whatever model emerges, the Inspectorate believes that it must:

- enhance individual accountability;
- acknowledge excellent performance; and
- confirm the organisation's responsibilities with respect to the training and development of members of all ranks.
- Performance management models of this kind are already well established in many progressive public and private sector organisations. The introduction of performance management in the Garda Síochána is not only a worthy goal, but critical to keeping pace with recognised best practice in the workplace.

Promotion

An effective HR strategy must include a commitment to promotion systems that best serve the interests of the organisation and its employees. Promotion systems must operate to the highest levels of fairness, integrity, and transparency and comply with legal requirements. They must be closely aligned with related HR systems, such as performance management and continuing professional development.

The Inspectorate acknowledges recent efforts to promote greater objectivity in promotions in the Garda Síochána through the inclusion of two external civilians on three-person interview boards for the ranks of sergeant to deputy commissioner. Previously, those boards consisted of two sworn Garda members and one external civilian. This change in board composition has been generally well-received, but there is still a view that it is not achieving sufficient objectivity. Whether accurate or not, this view must be addressed. The Inspectorate understands that a review is being undertaken of recent promotions

since the new board composition was put in place and looks forward to considering the outcome of that review.

The Inspectorate wishes to make one final observation on promotion processes to be taken into account by the Garda Síochána in developing a HR strategy. Individual assessments completed by supervisors should not contain any surprises for candidates for promotion and there should be honest and accurate feedback to all employees on their work performance. More importantly, this would best be done within a performance management and development system.

Succession Planning

The Advisory Group on Garda Management and Leadership Development, chaired by Senator Maurice Hayes, has highlighted the need for succession planning in the Garda Síochána to address the problems arising from too many senior Garda officers retiring at the same time. The Inspectorate strongly agrees. The recent decision to invite applications from chief superintendents for a new deputy commissioner position was a welcome development. A more strategic approach is, however, needed to effect change. The Garda Síochána HR strategy must identify means to accelerate the advancement of highly talented people through the various ranks. Specific provision should be made to enable these personnel to acquire the experience, training, education and mentoring necessary to equip them to compete for promotion to the most senior posts in the organisation. Senator Hayes' group made the point that people are moving through the ranks in cohorts, i.e. all training together, all being promoted together and all retiring together. This issue must be addressed. It is crucial to get the most qualified Gardaí to sergeant and subsequent ranks as soon as they are appropriately prepared to assume the requisite responsibilities.

HR Management System

Finally, the Inspectorate notes that the Garda Síochána does not currently have a fully functional IT-based system to process HR transactions and maintain a database of employment records for all staff from recruitment to retirement. The HR

strategy must incorporate the development of such a system as a priority to support the human resource management function. The system should be integrated with CAD and PULSE management data to provide a real-time, comprehensive picture of demands on police services and the resources being deployed to meet them.

INFORMATION TECHNOLOGY

In recent decades, technology tools have been of great value to modern police services. Timely and secure information is essential, not only to managers and supervisors, but especially to uniformed police and detectives on the front lines. Police officer safety is dramatically enhanced by reliable voice/data communications and police services are far more efficiently and effectively deployed when modern, integrated technology systems are in place.

In any business environment, technology should be a tool, not the driver. Bad business practices are bad business practices, whether automated or not. Manual processes should only be automated after critically examining organisational needs and opportunities. Systems should then be designed and built around appropriate business processes.

The Garda Síochána has dedicated considerable resources to the development of plans and pilot programmes in recent years and the PULSE system has grown into a massive database of information. Nonetheless, the current state of police technology in Ireland falls well short of industry standard. For instance, mobile data devices, secure radio systems, GIS mapping, automated number plate recognition systems, investigative case management and HR software programs are among the many standard technology tools now well established in many modern police services. The fact that less than ten percent of Garda personnel have corporate e-mail addresses is a simple, but stark example of the shortcomings and is clearly a great source of frustration to members, particularly those working on the ground.

The current Garda ICT Plan is very good in that it identifies system weaknesses. Also, the plan

clearly articulates the individual system needs and some plans to improve individual system functionality. It does not, however, weave these efforts into an integrated technology vision and plan that is driven by the identified business needs of the organisation.

The technology vision for the Garda Síochána should flow from the organisation's business vision and strategic plan. It must be developed thoughtfully with a clear focus on promoting efficiency and enhancing front-line police service. The current ICT Plan does not reference the overall strategic goals and operational objectives of the Garda Síochána as stated in the Corporate Strategy documents or annual policing plans. An updated plan should closely reflect those goals and objectives and outline technology solutions in support of them.

The Garda ICT Plan also repeatedly suggests the need for support from both senior commanders and supervisors. In fairness, unless those in command and throughout the ranks of front-line policing are directly involved in the development of the plans and clearly understand the benefits of robust, integrated technology systems, they are not likely to be champions for them. On several recent occasions, the Garda Commissioner commented very favourably on the technology system he saw demonstrated by the Chicago Police Department. He noted its practical applications and its obvious benefit to front-line policing. The Inspectorate was pleased to hear the Commissioner's enthusiasm because support for enhanced technology must certainly start at the top.

In fairness to the Garda Síochána, some external impediments to progress have been identified. When asked, for instance, why they have not utilised standard mobile data technology, it was explained that this country has historically lacked the national public and private technology infrastructure to support it. Also, when questioned why it has taken many years to upgrade to a secure digital radio system, one factor often cited was the elaborate procurement process.

While the Inspectorate has not assessed the merit of these explanations, it is concerned about the time it currently takes to get new projects on line.

Granted, it is extremely challenging for even the most efficient procurement systems to keep pace with the development of new technologies. Also, major government investments should be subject to appropriate legal checks and balances. Nonetheless, if procurement hurdles are not properly identified and sensibly addressed, the Garda Síochána may be impeded in obtaining the cutting edge tools that are readily available to most modern police organisations.

While timeliness is an issue, flexibility is also a key component of a successful strategic technology plan. With new demands emerging so rapidly, the Garda Síochána must be positioned to easily upgrade their voice and data systems to keep pace with new policing practices. For instance, the latest trend in police communications is to make more diverse forms of data, including images and video available to police officers to better support them in their work and enhance their personal safety. Police services at the cutting edge of technology already have efficient technological solutions in place that can deliver multiple data forms to front-line police officers carrying a single communications device.

The Inspectorate has been advised that the Garda Síochána took account of the requirement for multi-data handling in last year's RFT for the new digital radio system. As a result, it is understood that the contract terms for the new system will stipulate a capability to handle a variety of data, including images. In the absence of a detailed study, the Inspectorate is not in a position to determine the full extent of the data handling capabilities of the new digital radio system in comparison with data handling in leading police services. By way of general comment, however, the Inspectorate believes that, going forward, there should be continuing close attention to ensure that the new radio system is upgraded over time to deliver the required levels of integrated voice and data capabilities to front-line police officers. Given the multi-million Euro investment involved, this must be a minimum requirement for a major, new technology platform.

As mentioned previously, in its first report, the Inspectorate recommended the creation of several senior level civilian positions, including a Director

of ICT. This individual will be responsible for the development, implementation, and integration of all technology projects going forward. In addition to having strong knowledge of technology, the successful candidate must also possess exceptional management skill. The Senior Management Team must ensure that the Director of ICT is fully aware of strategic and operational plans so that the technology agenda can be appropriately aligned with them.

TRANSPORT

It has been recent Garda practice to maintain a fleet of the order of 2,200 vehicles of various kinds, including motorcycles.

By way of overall assessment to date, the Inspectorate concludes that, for the greater part, Garda transport policy has been shaped more by annual financial provisions than by broad policing policy considerations. Historically, changes to the size and composition of the fleet appear to have been made incrementally rather than the result of a strategic, global determination of the numbers and types of vehicles required to support a broad policing vision for the organisation.

Going forward, the Garda Síochána requires a transport fleet of a size and composition that properly supports the organisation's emerging policing strategies. The organisation must adopt a transport policy that is primarily driven by its business needs and public policy requirements. It must set out strategies to resource and implement that policy.

The Inspectorate noted in its early work that there were 408 Gardaí assigned to 300 stations (43% of all stations) that did not have a vehicle assigned to them. In several cases, the Inspectorate was advised that officers who needed transport had to travel to their district headquarters, hoping that a car would be available or, alternatively, were given permission to use their own cars to serve summonses or carry out other official business. There is potential for significant improvements in efficiency, effectiveness and visibility if additional transport is allocated to these stations on a shared basis as recommended in Chapter 3.

The Inspectorate has also noted that last year only about two-fifths of all Garda cars and vans carried Garda markings. While the Garda Síochána is endeavouring to increase the proportion of marked vehicles in the fleet, it is still surprising to see so many uniformed Gardaí using unmarked vehicles when there is strong public demand for greater Garda visibility in the community.

As indicated earlier in this report, the Inspectorate will propose to benchmark Garda transport to determine a fleet size and composition that will best support policing needs and, in particular, optimise visible police presence in the community. This exercise will recommend a Garda vehicle to officer ratio. It will consider the appropriate proportion of marked vehicles in the Garda fleet. It will also look at the feasibility, economics and potential benefits of procuring vehicles specially built for police purposes.

The Inspectorate sees a need for more structured fleet management processes and welcomes the Garda Commissioner's proposal to go to the market for a professional fleet management service. The fleet manager will need to have a full understanding of the organisation's business requirements. The manager must be told what is expected of fleet management and deliver on it.

As well as freeing up Garda personnel for other duties, new fleet management arrangements should provide better data on transport usage and support management decisions on procurement. For instance, data should be available to readily identify the safest, most cost effective, serviceable, and fuel efficient vehicles in the fleet. New fleet management arrangements should also support greater transparency in the allocation of Garda transport. There is currently considerable frustration among operational commanders who perceive a lack of information about assignments of new and replacement transport. The process of engaging a professional external fleet management service should proceed as quickly as possible.

Finally, the Inspectorate acknowledges the substantial investment that Government recently made in the Garda fleet. During 2006, 1,378 vehicles were purchased which significantly addressed

concerns of age and high mileage. A continued commitment to adequate funding coupled with a comprehensive fleet management plan will enhance officer safety, improve morale, positively impact visibility and bring Garda transport in line with international best practice.

FACILITIES

The Inspectorate has visited quite a number of Garda offices and stations in the course of its work. While visits did not focus on accommodation matters, they have served to inform the Inspectorate on the extent to which current Garda facilities are fit for purpose in supporting the delivery of efficient and effective police services.

It is fair to say that there were accommodation issues at many facilities visited by the Inspectorate. These ranged from poor or inadequate accommodation in older buildings to lack of space in relatively new buildings. At the same time, the Inspectorate also visited excellent modern Garda stations and first class accommodation at the Garda College in Templemore. There were also visits to older stations that had been modernised in recent years to provide good quality accommodation to a very acceptable standard.

The Inspectorate was surprised that the Garda Síochána was not in a position to provide a status report on the fitness of accommodation at all Garda locations. The Inspectorate was given separate priority lists for Garda building projects, minor new works, basic units and proposed rural station replacements, but a strategic, multi-annual accommodation plan has not yet been developed. The Inspectorate recommends that the Garda Síochána prepare such a plan, in consultation with the Office of Public Works, as a matter of priority. The plan should be published and set out a strategic approach to the provision of Garda accommodation. For instance, smaller replacement Garda stations in rural communities typically need no more than shop-front units to accommodate callers to the public office. More substantial stations and other facilities should be designed to accommodate not only current but future requirements that are

driven by business needs, changing demographics, legal requirements and planned recruitment.

The plan should define guiding principles for the provision of Garda accommodation. For instance, given the size of the Garda estate and the very significant investment that will be required to make it wholly fit for purpose, new buildings should, as far as possible, be constructed using materials that will minimise maintenance costs in the years ahead and leave maximum finance available for new/replacement accommodation.

More particularly, the plan should indicate how the €260m provided by the Government under the National Development Plan 2007-2013 will be spent. In this regard, the plan should prioritise the replacement of outdated accommodation that no longer provides acceptable working conditions.

The Garda accommodation plan should also address two further accommodation issues that have come to the attention of the Inspectorate.

First, pressure on storage space for recovered and confiscated vehicles and property is a serious issue at many Garda facilities. Recent moves towards more regular disposal of unclaimed property will help to ease the pressure. However, consideration should also be given to the provision of central, secure warehousing facilities at the busiest centres.

Second, the Inspectorate's previous report on Garda Síochána Practices and Procedures for Barricade Incidents highlighted the requirement for Garda firearms ranges and facilities for tactical firearms training. While Gardaí currently have access to Army firing ranges, the Garda Síochána should have their own ranges to train members who are authorised to carry firearms.

PROCUREMENT

The quality of procurement in police organisations impacts considerably on service delivery and the front line. Effective procurement ensures that police officers are properly supplied with all they require to do their jobs. On the other hand, when

there are procurement difficulties, service levels may be reduced, morale is affected and valuable time is lost in rectifying problems.

The Inspectorate has learned of procurement issues from various ranks during virtually all visits to Garda facilities. Members have expressed concern on issues from inordinate time, expense and bureaucratic correspondence required to purchase simple, inexpensive items to failure to replace patrol cars at 100,000 miles, delay in replacing the radio system and the long wait for stab-proof vests.

While the Inspectorate has been repeatedly impressed by how smartly Gardaí are turned out and the obvious pride they take in their appearance, there have been lots of complaints about uniform materials. Some Gardaí have suggested that their smart turn out is in spite of, rather than because of, the quality of uniform materials and protective clothing being provided to them.

The complexity of tendering processes under EU and national rules was often cited as the reason for delays in procurement. The merits of this explanation are yet to be assessed. The Inspectorate is by no means convinced that it alone provides the full answer as to why Garda procurement projects can take so long.

The National Procurement Policy Framework published by the Department of Finance set out broad practices and principles to develop public sector procurement policy and practice. The framework expects public bodies to 'include procurement management reform as one of the key strategic priorities and aims as part of their statements of strategy or other key strategic documents.' The framework also asks public bodies to develop a corporate procurement plan and plans for significant purchases.

The Inspectorate proposes to undertake an inspection of procurement policies, processes and practices in the Garda Síochána and to benchmark them against the National Public Procurement Policy Framework and international best practice in comparable police agencies. The inspection will focus on professional approaches in drawing up specifications and exercising quality control.

CHAPTER
05

SUMMARY OF
RECOMMENDATIONS

Chapter One: Vision and Change

- Effectively articulate strategic and measurable change priorities in clear and unambiguous terms.
- Communicate the Garda values so that all employees know them, embrace them and put them into effect in their daily work.

Chapter Two: Organisational Structures

- Devolve greater autonomy to the six Garda regions, making assistant commissioners fully responsible and accountable for all aspects of policing in their respective regions.
- Operate Garda Headquarters as a corporate head office maintaining strategic direction and control.
- Provide administrative/clerical support for regional assistant commissioners, divisional chief superintendents and district superintendents and assign crime analysts to each Garda region.
- Collate management, operational and crime statistics at the regional level and monitor comparative performance and the utilisation of resources (reiteration of ‘Hayes’ Advisory Group recommendation).
- Have regional assistant commissioners publish annual policing plans and report individually on performance as part of the Garda Síochána Annual Report.
- Provide clear, updated job descriptions for chief superintendents, superintendents and inspectors within the regions to clarify their respective remits.

Chapter Three: Police Operations

- Develop community policing as the fundamental policing philosophy at the core of the organisation.
- Implement a consistent rural policing model that enhances visibility and makes best use of Garda resources in serving local communities.
- Channel more Gardaí in urban areas into better organised and properly managed ‘flexi-units.’
- Relieve superintendents assigned outside of the

Dublin Metropolitan Region of their court prosecution role.

- Evaluate the “Court Presenter” pilot project without delay and, if deemed successful, extend it to cover all stations in the Dublin Metropolitan Region.
- Develop timeframes for the contracting out of non-core services under ‘Towards 2016’ and agree the transfer of responsibility for remand prisoner escorts to the Irish Prison Service.
- Develop a more strategic policing model, utilizing timely data and emphasizing the importance of prevention and intervention.
- Implement structured briefing/tasking of Garda Units at shift changeovers.
- Enhance section sergeants’ ability to supervise by making them more mobile.
- Promote multifaceted solutions to local public order issues in conjunction with the joint policing committees.
- Ensure that all police officers, not just specialised traffic units, pay considerable attention to traffic and road safety.
- Cross-train traffic officers to prevent, detect and interdict crime, such as the smuggling of drugs and other contraband.

Chapter Four: Police Administration

- Task the new CAO and HR Director with the development of a comprehensive HR strategy as a top priority and develop a fully integrated HR function for all sworn and non-sworn employees.
- Develop a recruitment and selection strategy that ensures a talented, multi-cultural, multi-lingual workforce, both sworn and non-sworn.
- Review the recruit training program to ensure that it is providing new Gardaí with the core policing skills they require to do their jobs.
- Assign the balance of the 600 additional civilian personnel approved by Government such that they will release the maximum number of Gardaí for operations.
- Pursue the commitment in the Programme for

Government to further rapid civilianisation in the Garda Síochána by means of a rolling programme and exempt civilian posts from any future staffing restrictions.

- Build a continuing professional development and training programme for each rank and civilian grade in the organisation.
 - Provide necessary training and professional development to enable managers in the regions to perform their roles more effectively and invest in leadership and executive training programmes for the superintendent and inspector ranks.
 - Agree a strategy and develop a timeframe for the introduction of a professional performance management system.
 - Continue the review of promotion processes to ensure relevance and fairness and identify means to accelerate the advancement of highly talented employees through the various ranks.
 - Develop a technology vision for the Garda Síochána that directly flows from the organisation's vision and strategic plan, with particular focus on enhancing front-line police service. Involve both commanders and front line police officers in the development of the technology vision.
 - Include the Director of ICT in senior policy discussions to ensure he/she is fully aware of strategic and operational plans so that the technology agenda is closely aligned with them.
- Develop a transport policy that is primarily driven by business needs and set out strategies to resource and implement that policy.
 - Increase the size of the transport fleet and the proportion of marked vehicles to ensure that proper transport is available to improve the visibility and productivity.
 - Expedite the process of engaging a professional, external fleet management service and negotiate a contract with specific deliverables, including a provision to develop data to determine the safest, most reliable and fuel efficient vehicles.
 - Develop, prepare and publish a strategic Garda accommodation plan.
 - Detail how the €260m provided by the Government under the National Development Plan 2007-2013 will be spent, prioritising the replacement of outdated accommodation that no longer provides acceptable working conditions for Gardaí.
 - Provide central, secure property storage sites at the busiest centres and construct dedicated Garda firearms ranges and facilities for tactical firearms training.
 - Adopt a strategic approach to procurement as recommended in the National Public Procurement Policy Framework.