

## Status Report, as of \* November, 2013, on the Implementation of the Recommendations of the Eighth Report Of the Garda Inspectorate – “Front-Line Supervision”

	<b>Recommendation</b>	<b>Recommendation: Accepted (A); Accepted with Modification (AM); Rejected (R)</b>	<b>Comment and Current Status</b>	<b>Original Target Date for Implementation</b>	<b>Revised Target Date for Implementation</b>	<b>Responsibility</b>
8.1	The Inspectorate recommends that, in conjunction with the Deputy Commissioner Operations’ development of a new strategy for a more effective and efficient delivery of police services, the Garda Síochána conduct an immediate review of the roles, locations and status of all personnel in the organisation. This process should determine how each member contributes to service delivery. The review should also inform Garda management as to the levels of supervision required.	A	Deputy Commissioner Operations has commenced the development of a new strategy for a more effective and efficient delivery of police services. Research and analysis was completed in 2012 and a draft strategy document is at present with the Commissioner for his consideration  The proposed new structures will be considered in the context of the proposed review of An Garda Síochána agreed under the Haddington Road Agreement.	1 <sup>st</sup> Quarter, 2013 (for update on strategy)	2 <sup>nd</sup> Quarter ,2014 (for update on strategy)	Assistant Commissioner Dublin Metropolitan Region
8.2	The Inspectorate recommends an immediate review of each sergeant’s current role to determine how support staff and improved business processes can ease administrative burdens and release sergeants for front-line deployment. The Inspectorate also recommends a fundamental review of duty patterns to ensure greater sergeant coverage at night.	A	The recommendation has synergies with 8.3 and 8.4. The three recommendations address the supervision of the frontline, and in general the availability of Sergeants for operational supervision.  As part of the development of the new policing strategy, referred to in recommendation one, much consideration was given to the requirement for frontline supervision. In addition, under the GRACE programme an Assistant Commissioner is reviewing specialisation in An Garda Síochána. While the outcome of this review is unknown at this time, it may impact on resourcing in particular the availability of Sergeants.  The station and district rationalisation programme, when complete, will see the	1 <sup>st</sup> Quarter, 2013 (for up update on policing strategy and specialisation review)	2 <sup>nd</sup> Quarter, 2014 (for further update on policing strategy and specialisation review)	Assistant Commissioner Human Resource Management

			<p>redeployment of personnel which will include sergeants.</p> <p><b>Specialisation Review:</b> The specialisation work stream of the Organisation's GRACE initiative is undertaking a comprehensive review of all Specialist Units within An Garda Síochána. An element of the review is to identify, and recommend, any changes/improvements which would improve operation efficiencies and effectiveness. This may include proposed changes in roles and responsibilities to ensure appropriate management, supervision, co-ordination and flexibility.</p> <p>The review encompasses all specialist units within the organisation and entails a six stage review process the outcome of which is presented the GRACE Executive Steering Group for its consideration. The finalised report along with the Executive Steering Group's recommendation is then transmitted to the Commissioner for his consideration and imprimatur.</p> <p>This process is complete for approximately one third of all specialist units identified for review and recommendations on these units have either been presented, or are ready for presentation, to the Executive Steering Group. The review of a further one third of the units in question will be ready for presentation by November 2013.</p>			
--	--	--	---	--	--	--

8.3	The Inspectorate recommends that the Garda Síochána assign a sergeant for outdoor supervisory duty of front-line staff to each station operating a 24/7 front-line patrol service.	A	<p>This is linked to recommendation 8.2. The role of the Supervisory Sergeant for outdoor duty has been developed within the DMR and is operational in each Division in the DMR. Each Division assigns a Supervisory Sergeant on outdoor duty to support front-line personnel on a 24 hr basis.</p> <p>The further development of this recommendation is dependent on the development of recommendation 8.2.</p> <p>See 8.2 for the update on the Specialisation Review</p>	1 <sup>st</sup> Quarter,2013 (for further update on policing strategy and specialisation review)	2 <sup>nd</sup> Quarter, 2014 (for further update on policing strategy and specialisation review)	Assistant Commissioner Dublin Metropolitan Region
8.4	The Inspectorate recommends that sergeants be responsible for all processes relating to detained persons. Stations designated for detentions greater than six hours should be rationalised. These stations should be staffed by sergeants on a 24/7 basis. Processing of detainees who are likely to be released in a speedy manner continues to occur at local stations, but a sergeant should still oversee initial processing.	8.4(1) Rejected	<p>When considering this recommendation consideration was given to the fact that Sergeant Rank has diminished from a high of 2,229 in 2008 to the figure of 1916 (as of the 31st October 2012). Further reductions at this Rank are expected in the future. The Commissioner accepts elements of this recommendation with modification and rejects certain elements of it.</p> <p>8.4(1) The Criminal Justice Act, 1984 (Treatment of Persons in Custody in Garda Síochána Stations) Regulations, 1987 and 2006 places the responsibility of carrying out the functions under the Regulations, 1987 and 2006 on the Member-in-Charge of a Garda Síochána Station. As per these Regulations, the Member-in-Charge need not necessarily be a Sergeant. It is believed that Sergeant Rank should not be solely responsible for all processes relating to detained persons as it would not be practicable both from an availability and operational perspective. The use of Member-in-Charge as prescribed in the Regulations, 1987 and 2006 takes into consideration a situation where a Sergeant is unable to provide the required attention to a detained person in cases where they are performing other front-line supervisory duties. Experienced members of Garda rank have competently performed the functions of Member-in-Charge since the introduction of the said Regulations and have subsequently given evidence in the highest Courts in a</p>	Rejected		Assistant Commissioner Crime & Security

		<p>8.4(2) Accepted with modifications</p> <p>8.4(3) Rejected</p>	<p>competent fashion.</p> <p><b>8.4(2)</b> The current rationalisation of the Garda Station network, District rationalisation, ongoing cell refurbishment and upgrade of audio visual recording equipment, together with the plans for the reconfiguration of the current policing model present an opportunity to move towards centralised custody facilities for the processing of prisoners. While An Garda Síochána will strive to have a supervisory capability in such centres it must retain the option of having the role performed by a member in charge.</p> <p>A Chief Superintendent is examining the feasibility of introducing a Custody Suite in the Bridewell Garda Station, Dublin. A report on this examination will be available in Quarter 4, 2013.</p> <p>8.4(3) The submission put forward in respect of 8.4(1), The Inspectorate recommends that Sergeants be responsible for all processes relating to detained persons, applies in respect of this recommendation also.</p>	<p>8.4(2) 1<sup>st</sup> Quarter, 2013 (for initial Working Group Report)</p> <p>Rejected</p>	<p>8.4(2) 4<sup>th</sup> Quarter, 2013 (for initial Working Group Report)</p>	
8.5	The Inspectorate recommends that the decision making process on prosecuting straightforward offences that exist in the DMR be replicated in other regions to the greatest extent possible.	A	<p>The decision making process relating to the institution of criminal proceedings has been placed on a statutory footing in accordance with Section 8 of the Garda Síochána Act 2005. This has most recently transposed into Garda Regulations as per HQ Directive 24/2012.</p> <p>Custom and practice in the DMR provides for the preferring of criminal charges by the arresting member on the authority of a Sergeant in respect of offences for which the DPP has given a general direction as per HQ Directive 24/2012. When such a decision has been made to charge a prisoner the Sergeant will read over the charge to arrested person in the presence of the investigating member, or alternatively the Sergeant will complete a Court Schedule in accordance with Section 6 of the Criminal Justice (Miscellaneous Provisions) Act 1997 capturing the evidence of the prisoner being charged; this Schedule</p>	Implemented		Assistant Commissioner Crime & Security

		<p>will then be presented to the District Court as evidence of the Defendant having been charged. In Stations outside of the DMR the function outlined relative to the charging of prisoners is performed by the arresting/investigating member. There are no legal or code instructions to prevent this process of charging prisoners being implemented in stations outside of the DMR immediately.</p> <p>It is imperative however, that the Supervisory input into the decision to prosecute an individual is maintained. HQ Directive 109/2011 entitled "Revised Court Procedures" issued in October, 2011 introduces standardised procedures in relation to the initiation of prosecutions, court scheduling, court procedures and the monitoring of court attendance.</p> <p>Decisions regarding the prosecution of serious offences as outlined in HQ Directive 24/2012 would remain with the District Officer or by submission of the file to the DPP according to the nature of the offence.</p> <p>It is the Commissioner's view that in the cases where a plea of guilty is indicated there should be no necessity to complete an investigation file, therefore eliminating unnecessary expenditure of time and resources on administration. A précis of the evidence should suffice in such instances. In cases where no plea of guilty is forthcoming the necessity to create a file will remain.</p> <p>The Working Group revisited this recommendation, in particular the requirement to circulate guidance and a procedural document to align, in so far as possible, the processes in the DMR and the Regional policing areas in respect of the decision making process in taking a prosecution. The Working Group considered the sufficiency of current instructions and reviewed those instructions which issued post the Inspectorate's inspection. There was general agreement that current instructions in conjunction with a new H.Q. Directive, specifically detailing the decision making</p>			
--	--	--	--	--	--

			process in taking a prosecution, would be a more concise method of delivering the required instruction. In that regard, a H.Q. Directive was issued on the 17th September, 2013, providing instructions designed to streamline the decision making process in the taking of a prosecution.			
8.6	The Inspectorate recommends that the Garda Síochána develop a system which authorises experienced Gardaí to assist more junior members with case management of certain prosecution files. The system would address high volume, straightforward offences, and would ease administrative burdens on sergeants, freeing them to perform front-line supervisory duties.	R	<p>Currently an informal practice exists whereby experienced members mentor junior and inexperienced members. However, no formal system exists. Under the Education/Training and Development Programme for Student Gardaí a formal tutor/mentoring system exists whereby specially selected and trained tutor Gardaí mentor Student Gardaí. Similarly, under the new Performance and Accountability Learning Framework (PALF) system, currently being piloted, the practice of coaching and mentoring is being encouraged as a training facility. This coaching and mentoring is being carried throughout the current rank structure.</p> <p>The Commissioner is strongly of the belief that supervision of investigation files is a critical supervisory role performed by Sergeants who are not alone responsible for mentoring, but also for correction and quality control of such files. It is indeed critical that Sergeants have a continued role in how files are prepared for Court purposes and referral to the DPP.</p> <p>While the informal system of mentoring should continue to be encouraged it is believed that industrial relations issues would arise if Gardaí were required to perform this role on a formal basis as members of Garda rank do not have a supervisory role. If this recommendation was to be progressed further, in all likelihood, the Garda Representative Association would submit a claim for monetary compensation and this would entail considerable negotiation with the Garda Representative Association as the role of a Garda would be seen to have changed to include a supervisory function.</p>	Rejected		Assistant Commissioner Crime & Security + Assistant Commissioner Human Resource Management

8.7	The Inspectorate recommends that the procedures for court presentation, prosecution and attendance that exist in the DMR be replicated in other regions to the greatest extent possible.	A	<p>The court presenters system is established in all District Courts in the Dublin Metropolitan Area in all cases dealing with charge sheets. This system is provided for by the Criminal Justice (Miscellaneous Provisions) Act, 1997 which allows for evidence of arrest, charge and caution to be tendered by way of certificate by members not less than the rank of Sergeant. This removes the necessity for members to attend court unless they are required to prosecute their case on a plea of not guilty on the hearing date.</p> <p>The present system outside the DMR provides for the District Officer or Prosecuting Inspector to tender evidence of arrest, charge and caution. The roll out of the DMR Court Presenter system throughout the country will eliminate the necessity for court attendance at the initial stages by the District Officer or Prosecuting Inspector who will be replaced by the Sergeant appointed as Court Presenter. The majority of minor offences that are then listed for hearing will be prosecuted by the prosecuting members themselves or if deemed necessary the Sergeant acting as Court Presenter. The more serious offences such as Drunk Driving or Section 3 Assaults that are contested will continue to be dealt with by District Officers and Inspectors, as distinct from the DMR where the State Solicitor prosecutes on behalf of the State. It will be necessary to draw up a schedule of offences to outline who prosecutes the relevant offences.</p> <p>Following consultation and research, and the operation of an initial exploratory pilot in the Wexford Division, three (3) Divisions; Limerick, Tipperary and Wexford, have been identified as being suitable for a consolidated pilot programme which will commence in September, 2013. It is proposed that the pilot will operate for a period of twelve (12) months. It is estimated that it may take six (6) months to initiate and fully coordinate the new pilot programme and align the respective Court schedules. In the second six (6) month period, the savings gained will be measured in a defined manner</p>	1 <sup>st</sup> Quarter ,2013 (for evaluation of pilot(s) and update on related GRACE initiatives)	2 <sup>nd</sup> Quarter, 2014 (for evaluation of pilot(s) and update on related GRACE initiatives)	Assistant Commissioner Crime & Security
-----	--	---	--	---	---	---

			<p>It is envisaged that outcomes of this wider pilot programme will inform a model which when implemented will release District Officers and Inspectors to perform other aspects of their managerial role as District Officers.</p> <p>Notwithstanding the aforementioned, it should be noted that currently the position of Court Presenter attracts a specific allowance. While the posts in the DMR are full time, in all likelihood this would not be the case in the majority of Districts throughout the country. The payment of a pro rata allowance may therefore apply.</p>			
8.8	The Inspectorate recommends that the Garda Síochána develop an effective system for supervision of court attendance, thereby reducing unnecessary overtime and time spent away from critical front-line activity.	A	<p>Court attendance is a matter which remains under constant review by An Garda Síochána and has been extensively examined under the GRACE programme.</p> <p>The issues highlighted in the Report may, in part, have been superseded by HQ 109/2011 (Revised Court Procedures) which sets out organisational policy regarding Court attendance, schedules and Court procedure.</p> <p>One of the work streams GRACE programme concentrated on financial savings from court attendance and the release of members to perform front line duties. In addition, the extension of the court presenters system to summons is under consideration. At present there are three submissions completed in the form of Business Cases for consideration by GRACE Programme and Garda Management:</p> <p>Extension of the Court Presenter System to the Juvenile Court Smithfield  Extension of the Court Presenter System to Summons Court DMR  Extension of the Court Presenter System to Circuit Court Number 5 CCJ</p> <p>These submissions will require both human and physical resources but will realise savings and significant efficiencies by freeing up operational Gardaí from Court attendance. The</p>	1 <sup>st</sup> Quarter, 2013 (for an update on related GRACE initiatives)	2 <sup>nd</sup> Quarter, 2014 (for an update on related GRACE initiatives)	Assistant Commissioner Crime & Security

			<p>Court Presenter system in the Criminal Courts of Justice is already well established with the required infrastructure in place. In addition, the GRACE programme has identified a process to be put in place to receive Summons list from Courts Service on an agreed basis in advance of Court hearings.</p> <p>The extension of the Court Presenter System in the DMR to the Juvenile Court, Summons Court and Circuit Court 5 is the subject of ongoing consideration by Assistant Commissioner DMR in consultation with the Court Efficiencies Group. Notwithstanding the aforementioned, the extension of the Court Presenter System in the DMR is contingent on;</p> <ul style="list-style-type: none"> <li>• the availability of sufficient sergeants</li> <li>• achieving efficiencies within the Court Management system.</li> <li>• provision of sufficient accommodation being within the CCJ complex</li> <li>• relocation of the Juvenile Court to CCJ complex</li> </ul>			
8.9	The Inspectorate recommends that training be provided to new sergeants immediately following promotion. Refresher supervisory courses should be provided as part of the Continuous Professional Development programme.	A	<p>This recommendation was considered by Assistant Commissioner HRM in conjunction with the management of the Garda College. The recommendation is accepted and the following approach will be adopted for the training of newly promoted Sergeants.</p> <ul style="list-style-type: none"> <li>• Following the publication of a Sergeants promotion list the HRM Department will provide the Garda College, in so far as possible, with the projected promotion scheduled.</li> <li>• Following promotion and allocation, a new Sergeant will immediately meet their new Superintendent/Section Head. This meeting will facilitate a formal induction by the District Officer/Section Head who will set out the Garda Organisation expectations of a newly promoted Sergeant and in particular in their new role as a supervisor. This induction meeting is to assist the new Sergeant in his/her transition from Garda to</li> </ul>	Implemented		Assistant Commissioner Human Resource Management

			<p>Sergeant</p> <ul style="list-style-type: none"> <li>• District Officers/Superintendents will appoint an experienced Sergeant to mentor/coach newly promoted Sergeants and guide them in their new role</li> <li>• The newly promoted Sergeant will, within one month of his or her promotion, attend the Garda College, for a promotion induction module. This module will be approximately 4 days in duration, and will concentrate on;             <ol style="list-style-type: none"> <li>1. Rank, role and responsibilities of Sergeants within An Garda Síochána.</li> <li>2. Legal obligations relative to rank and role.</li> <li>3. Decision making principles, criteria applied by judicial and quasi judicial authorities in examining decisions made by State Agents.</li> <li>4. Communications with both internal and external sections, victims, families and the community at large directly or through the media.</li> </ol> </li> <li>• The Sergeant upon his/her return from their induction will put into practice the skills and learning from Module 1. This will be monitored by their District Officer/Superintendent who is responsible for measuring the transfer of learning to the work place. Following a period of at least four weeks the Sergeant will return to the Garda College and complete Module 2 of their Sergeants development course which will concentrate on the following;             <ol style="list-style-type: none"> <li>1. Decision making as a Sergeant taking into account the psychology of decision making, personal and human factors, cognitive overload, and experience gained as a supervisor.</li> <li>2. Emotional intelligence.</li> <li>3. Core Supervisory functions (including emotional intelligence)                 <ul style="list-style-type: none"> <li>Delegation,</li> <li>Managing v operating</li> <li>Feedback</li> <li>Time management</li> <li>Managing performance</li> </ul> </li> </ol> </li> </ul>			
--	--	--	---	--	--	--

			<ul style="list-style-type: none"> <li>Module 2, of approx five days duration, will be conducted by way of presentation and discussion with a number of exercises delivered via scenario based immersive training and learning at the Hydra Suite in the Garda College. These exercises will be designed to develop and instil in newly promoted Sergeants, the leadership and decision making skills and to give members a solid understanding of their rank, role and responsibilities as supervisor and leaders of teams/units. This will increase accountability and the need to ensure that Human Rights are properly considered in the decision making process.</li> </ul>			
8.10	The Inspectorate recommends that divisional control rooms become a focal log-in point for all front-line Gardaí. Front-line staff should inform the control room of their presence when going on and off duty, and should regularly provide updated availability status. Systems and practices for signing on and off duty should be improved and applied uniformly at all levels of the organisation.	A	<p>The CAD system has been extended to Cork, Galway and Waterford, and it is planned to build on this extension to develop regional control rooms across the organisation which will enable the signing on and off duty of all members. The pilot of ALVPS currently underway in the DMR North Central and Waterford is currently being assessed and upon completion it is proposed to deploy this system in all locations where CAD is in operation.</p> <p>This will again enhance management knowledge of the location of vehicles and staff. When regional control rooms are implemented in due course this facility will then be available nationwide.</p> <p>The roll out of Regional CAD is on hold pending the availability of civilian staff to conduct call taking duties</p>	1 <sup>st</sup> Quarter, 2013 (for update CAD Regionalisation Project)	1 <sup>st</sup> Quarter, 2014 (for update CAD Regionalisation Project)	Assistant Commissioner Organisation Development & Strategic Planning

8.11	<p>The Inspectorate recommends that the subject of resource allocation, availability and visibility be given the highest priority. The effective supervision and deployment of resources should be a standing agenda item at all accountability meetings throughout the organisation.</p>	A	<p>The current Performance and Accountability Framework Meetings (PAF) are governed by HQ Directive 94/2006 which sets out the following:</p> <p>The accountability framework involves a series of meeting which are designed to formalise accountability for all sections within An Garda Síochána.</p> <p>The framework will include:</p> <ul style="list-style-type: none"> <li>• District accountability</li> <li>• Divisional/Section accountability</li> <li>• Regional/Branch accountability</li> <li>• Strategic accountability</li> </ul> <p>The framework established that District accountability will take the form of:</p> <ul style="list-style-type: none"> <li>• Daily meetings</li> <li>• Weekly meetings</li> </ul> <p>The Accountability Framework introduced a standard approach to the way in which Regional, Divisional and District accountability meetings are conducted. The approach is at present under review and the Review Group has been instructed to include the effective supervision and deployment of resources in its final report.</p> <p>In the intervening period a direction will be issued to Assistant Commissioners instructing that the subject of resource allocation, availability and visibility is given the highest priority and included on the agenda for all Performance and Accountability Meetings (PAF) at district, divisional and regional level.</p> <p>Additionally, a High Visibility Strategy developed by Organisation Development and Strategic Planning has been forwarded for the consideration of the Garda Executive.</p> <p>The High Visibility Strategy is currently being reworked. A revised Performance and Accountability Framework proposal is nearing completion.</p>	<p>1<sup>st</sup> Quarter, 2013 (for update on the implementation of the High Visibility Strategy)</p>	<p>4<sup>th</sup> Quarter ,2013 (for update on the implementation of the High Visibility Strategy &amp; the introduction of a revised Performance &amp; Accountability Framework)</p>	<p>Assistant Commissioner Organisation Development &amp; Strategic Planning</p>
------	---	---	---	--	---	---