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Audit Report

Audit of Human Resource Allocation and Management at Divisional and District Level



September 2018

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Executive Summary

INTRODUCTION

The objective of this report is to review the allocation of staffing in line with stated policy on deployment of Garda Officers to policing duties and the deployment of Garda Staff to roles not requiring policing powers and to consider whether processes in place in relation to staff development are adequate.

In line with the Policing Plan, and the Garda Inspectorate Report (December 2015)¹, it was recommended that the maximum number of Gardaí are assigned to frontline policing duties with “direct contact with the public”. Administrative and other non-policing roles should be undertaken by Civil Servants (Policing Staff) to the fullest extent possible to allow Garda members (Garda Officers) to perform high visibility policing roles. It is essential in line with the policing plan and the Garda Inspectorate Reports that more Garda Officers are moved to the normal roster of patrolling, crime prevention and high visibility policing. It is disappointing that new administrative roles are being assigned to Garda Officers that should more appropriately be undertaken by Garda Staff. This is partially as a result of Garda Staff, particularly at grades higher than Executive Officer, not being available for deployment due to a lack of training and staff development for Garda Staff over many years in An Garda Síochána. GIAS recognises that Garda Staff have a huge organisational and policing knowledge and recommend that Garda Staff should be developed through performance management, training and mentoring, in order to enhance their skills and allow them to perform in new roles at a higher level.

In the conclusion to the Disclosures Tribunal² under the heading “obligations of Gardaí” (page 296), Mr Justice Charleton says;

“The third obligation of gardaí is to be visible.....It is extraordinarily rare that gardaí are seen in uniform on the streets.....So, where are the gardaí?”

In the course of this report GIAS were challenged for focusing too much on “high visibility policing”. The point being made is that front desk duties in Garda Stations and Detective Duties are also serving the public. While acknowledging this criticism GIAS would echo the words above of Mr. Justice Charleton in emphasising the importance of visibility in policing work.

¹ Garda Síochána Inspectorate; December 2015; Changing Policing in Ireland.

² Third interim report of the tribunal of inquiry into protected disclosures made under the Protected Disclosures Act 2014 and certain other matters (October 2018)

AUDIT OPINION

Garda Internal Audit Section (GIAS) can provide **limited assurance** in relation to the commitment of Garda Management to address the issue of Civilianisation so that more Garda Officers (attested Gardaí) can be allocated to high visibility policing with direct contact with the public.

In the context of this general audit objective the following specific objectives were examined:

1. GIAS can provide **no assurance** that there is compliance with Department of Finance requirements in relation to Performance Management and Staff Development.
2. GIAS can provide **limited assurance** that strategic and operational plans will adequately and effectively address the issue of deployment of staff, in line with the recommendations of external reports and professional policing practice.

FINDINGS

There is a potential opportunity saving per annum of approximately €78,500 in relation to displacement of overtime, basic pay differential and reduction in allowances paid for every Garda or Sergeant redeployed from administrative roles to direct policing roles.

Recently the Garda Commissioner has decided that the Performance Accountability and Learning Framework (PALF) should be implemented for all Garda employees including Garda Staff. GIAS would support the Commissioner in adopting one performance management system but would have concerns regarding the adequacy of PALF when compared against the more established and more comprehensive Performance Management and Development Systems (PMDS), which is in place for approximately twenty years across the public service.

RECOMMENDATIONS

Priority 1

1. The concept of Civilianisation should be embraced within An Garda Síochána. All current roles that do not require policing powers should be performed by Garda Staff, this will facilitate the optimum level of policing resources utilised in the provision of front line policing services.
2. Every Division, Specialist and Business Unit should be required to have a Civilianisation Plan to identify positions and timeframes for

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Civilianisation of positions not requiring policing powers at all level grades/ranks in order to increase the number of Gardaí actively engaged in high visibility policing with direct contact with the public.

3. Role profiles should be established for every job and task at District and Divisional level. The skills required to perform these roles should also be documented.
4. One Performance Management System should be implemented for all Garda Members (attested Gardaí) and Garda Staff (Civil Servants) employed in An Garda Síochána in line with Department of Finance Policy, which is mandatory across all Departments and Agencies of State. Dedicated training budgets must be established to fully develop Garda Employees.
5. The Human Resources and People Development Directorate must identify roles to be civilianised and provide the training and development requirement necessary.

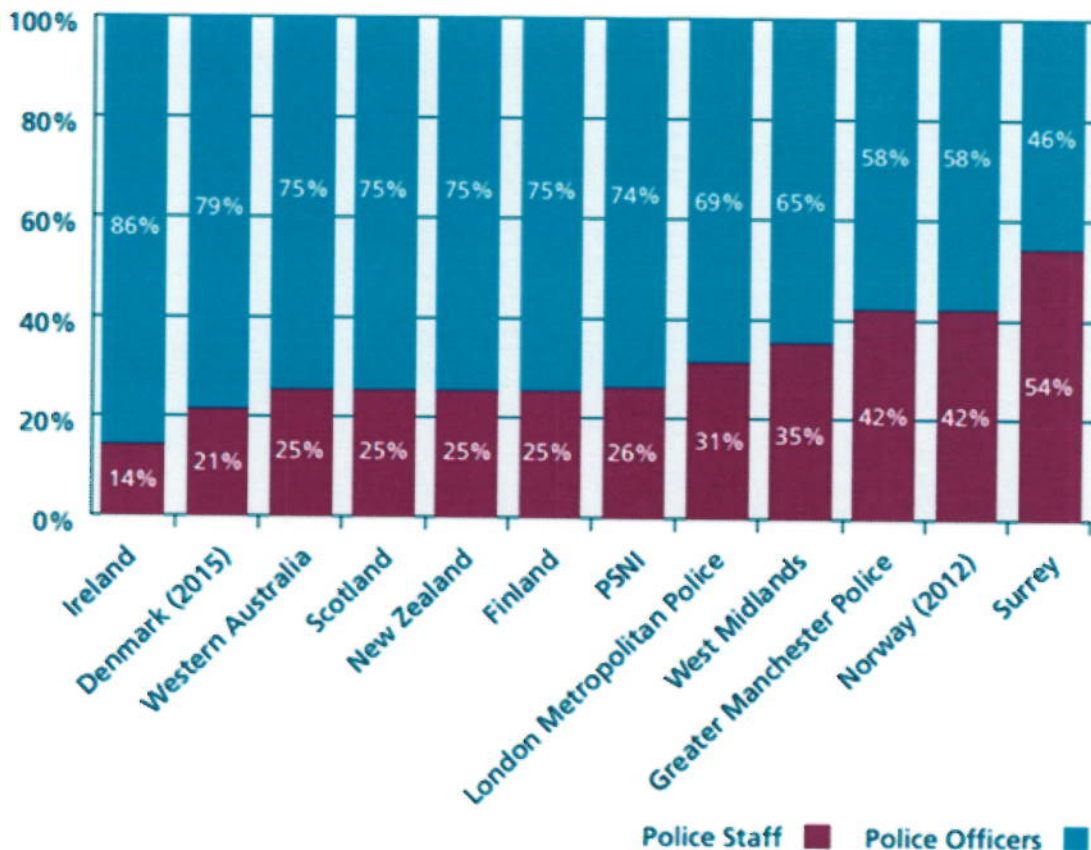
Audit Report

Background

For many years and in many reports (see page 8) it has been recommended that An Garda Síochána should civilianise roles currently held by attested members that do not require policing powers. This is to free up trained Garda resources to conduct policing roles with direct contact with the public. This strategy is in line with internationally recognised best policing practice ^{3 4 5 6}.

The Garda Inspectorate Report Changing Policing in Ireland November 2015 gives the following table as an international comparator in relation to the proportion of policing staff to police officers. Ireland in 2014 was at the bottom of the league table at that stage. In recent years this has only marginally improved.

Figure 4.2 Workforce Composition in Selected Police Services 2014



Source: Selected police service websites

³ Garda SMI Steering Group Report 2004.

⁴ Metro Police Authority (2004) 'Civilianisation' MPA, London

⁵ Bedfordshire Police Authority (2005) 'Best value review of civilianisation' BPA

⁶ HMIC (2004) Modernisation of the Police in England and Wales.

Seirbhísí gairmiúla póilíneachta agus slándála a sholáthar le hiontaoibh, muinín agus tacaíocht na ndaoine ar a bhfreastalaímid
To deliver professional policing and security services with the trust, confidence and support of the people we serve

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The Garda Audit and Risk Committee, in March 2018, when considering an Audit of Wicklow Division stated

“The Audit Committee recognises the importance of the rollout of civilian administration supports to the service so as to release Gardaí to core operations.”⁷

Audit Methodology and Scope

Since mid-2016, GIAS has examined the deployment of staffing resources at Garda and Sergeant ranks for every Divisional Audit undertaken. The deployment of all Sergeants and Gardaí is examined on the day of the audit for a 24-hour period from the first roster start time.

The test is to consider whether the members are engaged in policing duties with direct contact with the public or whether they are engaged on other duties. Policing duties for this purpose are defined as duties requiring *policing powers*. Roster duty sheets were examined and the Sergeant in Charge/ Supervisory Ranks were interviewed to gain a full understanding of the allocation of duties on the day. Only members on duty on the day are considered.

In order to analyse the activities of Sergeants and Gardaí four categories are considered as follows;

1. Front Desk Duties
2. Other Duties
3. Detective Duties
4. Patrolling and High Visibility Policing

Other duties are duties such as Administration, Performance Accountability Framework management, Property Evidence Management System, Training, etc. for which no policing powers are required. Some judgement may be required and there are no hard and fast rules. For example, the position of Juvenile Liaison Officer is usually desk bound in the Station but this person is in constant contact with the public and requires policing powers so this should be included in the “patrolling and high visibility policing”. Likewise, for work connected to Warrants, the execution of warrants is “patrolling and high visibility policing” requiring policing powers, while the administration of warrants is “other duties” requiring no policing powers. Another example is time spent in Court, if this time relates to prosecuting a suspect then it is considered “high visibility policing”.

During this period the following Divisions were audited;

⁷ Garda Audit and Risk Committee Minutes of Meeting of 5th March 2018.

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Wexford
 Cork West
 DMR West
 DMR East
 Wicklow
 Westmeath
 Donegal

This represents a 10% sample from the 61 Divisions or Equivalent Business Units within AGS. It also gives a mix of rural, urban and represents a good cross-section of the organisation. As such this is a representative sample for the whole organisation.

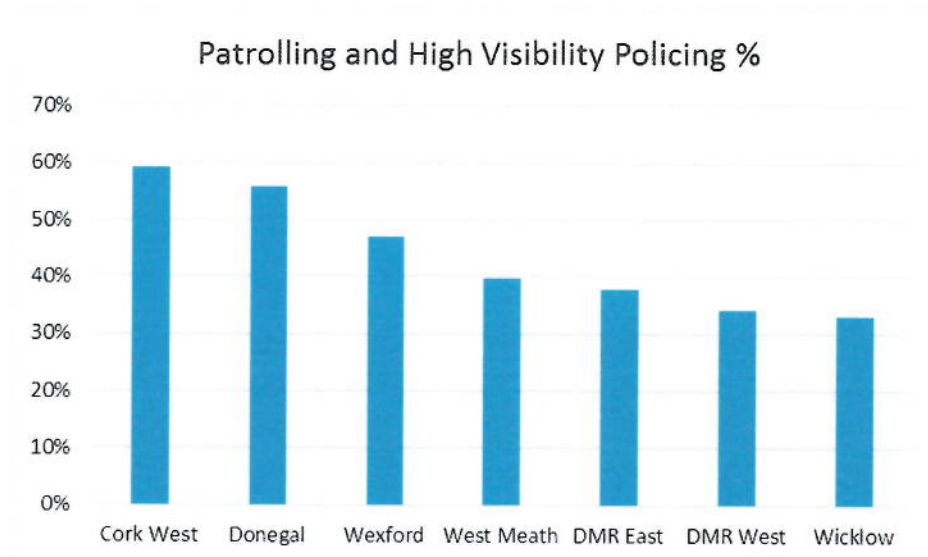
The audit methodology is in accordance with the Standards for the Professional Practice of Internal Audit as set out by the Chartered Institute of Internal Auditors.

Findings

The following figures for allocation of Gardaí and Sergeants were found on the day of the Divisional Audits as set out below. It should be noted that only staff that had reported for duty are included in these figure, staff on sick, annual or other leave were not considered.

Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling and High Visibility Policing	Patrolling and High Visibility Policing %
DMR West	200	56	52	24	68	34%
Cork West	118	28	18	2	70	59%
Wexford	117	25	33	4	55	47%
West Meath	96	19	20	19	38	40%
Wicklow	106	26	40	5	35	33%
DMR East	154	30	47	19	58	38%
Donegal	181	24	45	11	101	56%
Total	972	208	255	84	425	44%
As Percentage		21%	26%	9%	44%	

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Source : Audit of overtime and Allowances (GIAS September 2018)

Appendix 2 breaks down the allocation of resources within Divisions to District level.

It can be seen from the figures that the range of levels of patrolling and high visibility policing ranges from 33% (lowest) on the day audited in Wicklow Division to 59% (highest) in Cork West Division. While this is snapshot of one day which could be completely different the following day, nonetheless it presents considerable scope for increasing the level of high visibility policing.

In responses from management to the Divisional Audits, the Divisional Officers generally accept this analysis. Some Chief Superintendents responded that they did not have the skilled resources to affect the Civilianisation required. This has been exacerbated over the years by a deficit in training and development resources for Garda Staff.

In discussions at the Audit Committee it was pointed out that these Garda Staff in Districts and Divisions were mainly generalist Civil Service staff that traditionally are trained *on the job* to perform whatever role is required. If a Garda Officer is taken from an operational role to perform an administrative function he or she will likewise require training to fulfil the role required.

Civilianisation

The history of civilianisation in An Garda Síochána has been long and arduous and indeed, something of a misnomer as An Garda Síochána does not employ civilians. There are only two categories of staff in An Garda Síochána namely attested Gardaí (Garda Officers) and Civil Servants (Garda Staff) and their terms and conditions of employment fall into one of these categories. GIAS is continuously impressed by the talent and commitment of

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staff in An Garda Síochána from both of these categories throughout the country. It is also apparent that the absence of Performance Management and Development System (PMDS) and a limited budget for training that prioritised policing related training has meant that Garda Staff have not had the same opportunities for development available to their attested colleagues and compared to Civil Servants in other Government Departments and Agencies.

Historically, 'clerks' were uniformed garda members and while clerical typists and some clerical officers were allocated to Garda stations in the 1960's to replace these clerks, there was not any significant effort to engage the services of Civil Servants. The following is a chronology of the main developments over the years;

1. The Commission on the Garda Síochána Report on Remuneration and Conditions of Service (the '**Conroy Commission**') report to the Minister for Justice in January **1970** provided for a significant change in many areas of pay, conditions and remuneration of members of An Garda Síochána. It also looked at the use of civilians and stated *'the principal function of a policeman is to do police duties, that is to say, the prevention and detection of crime, the protection of property and life, and the keeping of the peace. A policeman is not trained to do indoor clerical duties.'* Conroy concluded that most of the indoor work at present (1969) done by members of the Garda Síochána (excluding work requiring policing powers, etc.) could be done by civilians and the Commission recommended accordingly. Clerical staff were then assigned to stations and offices as vacancies arose.
2. In **1975** Stokes/Kennedy/Crowley undertook a review and identified more than 300 posts for civilianisation.
3. In **1979** the Ryan review identified 580 clerical positions and recommended 30% be civilianised and allowed Gardaí occupy 70% with the concept of a designated allowance.
4. **1982** - A pilot study was undertaken by a Working Party (of the Department of Justice) set up in 1980 to review Staffing, Systems, Procedures and Structures in Garda Offices. They looked only at clerical support at Divisional and District Offices and recommended;
 - a. Divisional level – some common areas - such as files for Security and Intelligence, Firearms Certs approvals, Fatal accident files, Complaints; civilian functions – personnel records, transfers, accommodation, local appointments, rewards; some complaints, registers of voters, circulars, etc.
 - b. District level – some common areas – firearms certificates, preparation of files for State Solicitor, Immigration, Accidents, Election duties, PQ's, Inquests & Discipline files; civilian functions – all accounts, pay, personnel records, warrants, transfers, various files and returns, etc.

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5. In **1992** the Select Committee on Crime recommended that civilianisation be actively pursued and as many as possible posts be identified to release Garda members to operational duties. Also recommended a proper career structure for the civilians.
6. In **1993**, a Garda Corporate Strategy was introduced and recommended additional civilians, including management level; Also at that time a working group carried out a feasibility study and recommended over 500 posts clerical and non-clerical, for civilianisation (also direct recruitment and career opportunities).
7. **1994** – The Government introduced a ‘Law and Order’ package which included 200 additional civilians. (This posts were not completely filled when the next package was introduced).
8. **1995** – The Comptroller and Auditor General recommended civilianisation of the Garda Garage (following controversy).
9. **1996+** - Following the murder of Ms. Veronica Guerin, the Government, as well as establishing the Criminal Assets Bureau, agreed an ‘Anti-Crime’ package of 200 with a range of additional clerical and higher grades and professionals for AGS. Posts were approved including non-clerical such as Director of Finance & ICT, Accountants, Teachers, Researchers and Cartographers. On the clerical side it was agreed on the basis of a clerical staff member for every garda re-deployed to police duties. Department of Finance were strict and monthly returns had to be provided to them to identify the garda re-deployed and the clerical assigned; having to document the replacements worked reasonably well as Garda Management were forced to identify and release the member and we had the CO’s ready to take up duty immediately.
10. **1997/2001** - Strategic Management Initiative – In 1997, the Government accepted a report of the ‘Steering Group on the Efficiency and Effectiveness of AGS’ (Deloitte & Touche); This report was in favour of substantial civilianisation including more than 400 in Garda Head Quarters; The Government established the SMI Steering Group (external/internal/AGS) to examine and recommend on a range of areas from the report. The objective was to assess structures and recommend improvements. Outcomes included the Commissioner being made Accounting Officer, the Garda Act 2005, and modernising financial management systems
 - a. Civilianisation - One of the first areas of examination undertaken was a Civilianisation Study. Its detailed analysis and report (Feb 2001) identified civilianisation as vital for the effective and efficient operation of AGS. Over 500 posts suitable for civilianisation across the organisation, including specialist roles

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were identified with 200 for 'immediate' recruitment. Some recommendations were followed up by degrees, others not so. For example, (a) it recommended that apart from a Divisional and District clerk no other garda members should be employed on administrative functions in Divisions and Districts - this has not been implemented; (b) it recommended that a Civilian Finance Officer be appointed in each District – this has been very successfully implemented.

11. The period since 2006 has seen an expanded programme of recruitment at clerical and supervisory/junior management levels and also the introduction of technical, professional and specialised managerial staff in such areas as HR, Finance and Procurement, ICT, Accommodation, Crime Analysis, Internal Audit, Press and Communications, Legal Services, and Medical Services.
12. In 2007 the final report from the Hayes Advisory Group recommended the urgent filling of the previously recommended and approved appointment of the CAO and Director of Communications; they also recommended immediate recruitment of 300 to release a similar number of uniformed members to visible policing duties; they also looked at and made recommendations around training, leadership and succession planning.
13. The HR 2011/2014 Strategy notes at that time the ratio of civilians to police officers in An Garda Síochána stands at approximately 1:7 compared to international best practice norms of between 1:3 and 1:5. *'Therefore, if we are to maximise the potential benefits for An Garda Síochána itself, for the public it serves and for the Irish taxpayer, further civilianisation will be required well into the future, and the organisation is committed to achieving a ratio of 1:4 over time and as resources allow'*.
14. **Garda Inspectorate** – A number of the reports from the Inspectorate have recommended improvement in the civilian structures:
 - a. The first report of the Garda Síochána Inspectorate, Senior Management Structure (**October 2006**) made a number of recommendations on the restructuring of An Garda Síochána, including the establishment of a number of senior civilian management roles within the organisation.
 - b. The Inspectorate report published **August 2007**, 'Looking Forward', addresses Organisation Structures, Police Operations and Police Administration. Among the recommendations was the development of a comprehensive HR strategy and the development of a fully integrated HR function for all sworn and non-sworn employees.
 - c. The Inspectorate report, published in **February 2010**, addresses issues of 'Resource Allocation' in the Garda organisation. It includes a number of significant recommendations relating to the

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HR function, including a review of rosters, the introduction of a Human Resource Information System (HRIS) and a Resource Management System.

- d. The report on 'Changing Policing in Ireland' (**November 2015**), stated that AGS had the lowest proportion of garda civilian staff as an overall % of employees (14%) compared to Scotland (25%) and Norway (42%). They said that the large numbers of members in admin positions failed to support organisational goals of a visible and responsive police service. They recommended conducting a review of all Sergeant/ Inspector/ Superintendent posts in non-operational areas so as to release personnel. Their recommendations also included divestiture and outsourcing of some functions to other agencies; a workforce planning structure to develop optimum workforce composition and a workforce planning process to plan and enable release of garda members for front line deployment. The report at Chapter 4 part II, addresses **Human Resources** and discusses areas such as HR structures and responsibility, recruitment practices, transfers, career development attendance & performance management and makes recommendations.

15. Mr. Paul O'Farrell (**2008**) also did some analysis and research on civilian staff while he was attached to HRM. A report was provided to the Garda Executive but was never published or disseminated to a wider audience.

16. Report on the Future of Policing September 2018 recommended the following (recommendation 26);

"To boost numbers of front line police, An Garda Síochána should urgently accelerate the redeployment of experienced gardaí currently employed in other duties. (Ch. 18 para. 3)

Job specifications should be developed for all positions in the police service, clearly indicating the skills and expertise required and whether police powers are necessary for the job or not. If not, the presumption should be that a non-sworn person should occupy the position. (Ch. 18 para. 8)"

Finding

The issue of Civilianisation has encountered significant opposition at all levels of An Garda Síochána over the years. Numerous recommendations from various reports have not been implemented. The various initiatives have been ignored, minimised or delayed, resulting in An Garda Síochána having one of the lowest levels of Civilianisation when compared with other Police Services.

Management Response – Deputy Commissioner Policing and Security.

As you are aware the Modernisation and Renewal Programme, launched in June 2016, includes Civilianisation (Project 20/20) and a Workforce plan to ensure An Garda Síochána provides increased high-visibility across all Garda Divisions.

While agreeing that increasing the number of Garda Staff is continuing at a slower pace than that is required, in my view, it is incorrect to suggest that “the issue of civilianisation has encountered significant opposition at all levels of An Garda Síochána over the years”. Every effort is continuing under the administration and direction of the Garda Executive to ensure that An Garda Síochána is provided with an increased number of Garda staff desired and required to allow and facilitate Garda members to be more appropriately allocated to more operational and frontline policing roles.

Furthermore, to suggest that numerous recommendations from various reports have not been implemented and /or that various initiatives have been ignored, minimised or delayed is, at the very least, incomplete as it is represented in the report. As you will be aware, various external elements, including the economic crash, the Government embargo on recruitment to the public service, as well as requirements of other State Agencies, have also contributed to An Garda Síochána having one of the lowest levels of civilian personnel when compared with other Police Services. A fault, I am sure you will agree, is not solely caused by Garda management but is currently being actively addressed and pursued by the current and previous Garda Executive. Equally the report does not address recent improvements in this regard.

Again as previously highlighted, your report does not address any challenges faced by An Garda Síochána in obtaining formal approval, together with the elongated recruitment process for the selection of Garda Staff to the organisation.

Recent policy decisions have seen the increase in the number of Garda trainees and following recent promotions, the allocation of Garda members to only frontline, operational positions. This will continue in 2019 and, together with the recruiting of additional Garda Staff, will result in an increase in Garda staff thereby improving Garda staff v Garda members ratio.

Clerical Allowance

Clerical Allowance is paid to Garda Members who work in administrative roles and have been in those roles since before 2013. Clerical Allowance was abolished for new Garda Members taking up administrative roles since 2013.

Findings

There were 232 members who were in receipt of clerical allowances in the 2017 period. The total annual cost of this allowance was €1m in the 2017 period relating to the performance of clerical related duties.

The performance of clerical duties to the value of €1m represents policing resources that are not allocated directly to the provision of front line policing services. If these resources were redeployed to the provision of frontline policing this could generate in excess of four hundred thousand hours⁸. This could represent a reduction in overtime of €14.9m (11.3%).

Opportunity Benefit from Displacement of Overtime

In 2017, total overtime amounted to €125m or 12% of the total A1 sub-head costs. This is a huge cost to the Exchequer. Most of this overtime is spent on front line policing. If overtime can be reduced by deploying more Garda Officers to front line policing then there is a significant cost saving or benefit from the displacement of overtime costs. Garda Staff (Civil Servant) generally do not work overtime other than in exceptional circumstances. The full benefit of one person moving to a front line position and displacing overtime (100%) averages approximately €63,400 per annum.

Cost Savings from Allowances

In 2017, allowances paid to Police Officers amounted to €297m. When allowances for working un-social hours are discounted then the amount paid out was €38m. This represents an average of €2,745 in allowances that Garda Officers are paid that Garda Staff are not and which are unrelated to unsocial working hours (see Appendix 3).

Total Cost Saving

The total saving per annum from redeploying a Garda Officer from an administrative post to an operational post is as follows;

	€
Benefit from Displacement of Overtime	63,400 ⁹
Average Pay Differential (basic pay)	11,570
Reduction in allowances	<u>2,745</u>
Total Saving per Officer redeployed	77,715

⁸ Based upon 232 FTE multiplied by 1,800 working hours per annum.

⁹ If we take the example of the 232 Garda Officers on Clerical allowance who could deliver a saving in overtime costs of €14.7m. Then €14.7m divided by 232 equals

Audit Recommendations (Priority 1)

1. The concept of Civilianisation should be embraced within An Garda Síochána. All current roles that do not require policing powers should be performed by Garda Staff, this will facilitate the optimum level of policing resources utilised in the provision of front line policing services.
2. Every Division, Specialist and Business Unit should be required to have a Civilianisation Plan to identify positions and timeframes for Civilianisation of positions not requiring policing powers at all level grades/ranks in order to increase the number of Gardaí actively engaged in high visibility policing with direct contact with the public.
3. Role profiles should be established for every job and task at District and Divisional level. The skills required to perform these roles should also be documented.
4. One Performance Management System should be rolled out to all Garda Members (attested Gardaí) and Garda Staff (Civil Servants) employed in An Garda Síochána in line with Department of Finance Policy which is mandatory across all Departments and Agencies of State. Dedicated training budgets must be established to fully develop Garda Employees. PMDS provides a comprehensive performance management tool including 360 degree reviews of managers and it should be considered as the one performance management system for An Garda Síochána and extended to all Garda members.

As recommended (recommendations 33 and 43) in the Report on the Future of Policing in Ireland (September 2018);

“We recommend that An Garda Síochána should have a Continuing Professional Development (CPD) strategy, and that every member should be encouraged to have a personal CPD plan and at least annual meetings with their manager to assess their performance and competencies, identify learning and development needs, and outline career and educational objectives. (Ch. 20 para. 22)”

“Performance management should not be simply a yearly or twice-yearly assessment interview. It should be a continuous process of supervision, monitoring of targets, discussion and guidance. (Ch. 22 para. 20)”

5. The Human Resources and People Development Directorate must identify roles to be civilianised and provide the training and development requirement necessary.

Management Response – HR&PD

Recommendation 1

HR&PD fully agree that Workforce Modernisation should be embraced within AGS and it is fully supported by the Executive. In 2018 the target of redeploying 250 Garda Members to frontline policing was achieved and 258 members were redeployed by Quarter 4. The target for 2019 is the redeployment of 500 Garda Members and a detailed plan to achieve this is attached.

Recommendation 2 & 3

HR&PD welcomes the recommendations. In the course of 2018 the Divisional Policing Model was developed across four divisions and the pilot phase commenced on 25th February 2019. This has introduced centralised hub structures within which specific related functions sit and in support of this role profiles have been developed for all personnel (Garda Staff and Garda Members) within the divisional structures. Throughout 2019 the organisational operating model will be developed and job specifications will subsequently be designed on a phased basis. These specifications will also be informed by the organisation census which is being undertaken in Quarter 1 2019.

Recommendation 4

HR&PD is in agreement that Performance Management should be in place in the organisation. The Performance Management and Development System (PMDS) is a performance management framework, with a supporting IT system, currently in use across the Civil Service. At the start of 2018 the intention was to introduce PMDS for all Garda Staff; however, there is no IT system available in AGS to support same. As a result of this development, the introduction of PMDS was not progressed. Under the MRP, the rollout of PALF to all Garda Members was commenced in 2017 and the Garda Executive have indicated a desire to rollout PALF to the whole of the organisation. This proposal was the subject of discussions with the Garda Staff Unions in 2018. In February 2019, directly following a meeting, a formal request was issued to the Garda Staff Unions to agree to the introduction of PALF for Garda Staff and a response is awaited.

In January 2019 the Garda College finalised a fully costed Learning and Development Strategy which sets out the training that will be delivered to all Garda Personnel (Garda Staff and Garda Members).

Recommendation 5

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HR&PD responses outlined above clarify the position in relation to this recommendation.

Management Response – Deputy Commissioner Policing and Security.

Civilianisation Plans

I agree that every Division, Specialist and Business Unit should be required to have a Civilianisation Plan in order to identify role / positions for the deployment of additional Garda staff, but in-line with national policy as set out by the Commissioner and not at local direction.

Increasing the number of Gardaí actively engaged in high-visibility, operational, frontline policing with direct contact with the public is a high priority for An Garda Síochána. It should be noted that “high visibility” policing is not the only direct contact Garda members have with members of the public and the communities we serve.

Direct contact, while important, is supported and supplemented by other interactions such as staff from Victims Officers, Community Policing & crime prevention, the role and responsibilities of specialist units, at Regional and National level, are equally important in the area of interaction with the public / communities we serve, particularly in their responsibilities of crime prevention and intervention.

A civilianisation plan will be incorporated into new National Policing Plan 2019, ensuring an effective civilianisation plan at Divisional and District level, including within the new Divisional Policing Plan Model.

Role Profiles

I agree the creation of Role Profiles, already in existence for the main administrative roles carried out by Garda Members, is a prerequisite for any vacancies previously and currently advertised, and includes the skills / competencies required for these roles, positions and functions. The details of the skills / competencies should assist in the recruitment of Garda Staff.

The creation of Role Profiles should be tasked to Human Resources & People Management with input at Divisional / District level, in conjunction with relevant Associations / Unions.

The identification of skills / competencies should assist in the recruitment of appropriately skilled Garda staff, in conjunction with the development of a training / induction programme to ensure the smooth transition of Garda Staff into the organisation.

Performance Management and Development System

As previously highlighted in my minute dated 4th October 2018, I believe that one performance management system should be considered for An Garda Síochána.

I believe this is a matter better addressed by HR Directorate and would be a valuable tool/ support mechanism for [system to] the organisation.

Roles to be civilianised

Training / continuous Professional Development, to include initial induction for new / transferred staff, should be in place and is essential in ensuring a pool of suitable and appropriately skilled Garda staff is permanently available to An Garda Síochána in order to support operational frontline policing.

The Human Resources and People Development Directorate must identify those roles deemed suitable to be civilianised and develop and provide the induction, training and continuous professional development required. This is an ongoing process within An Garda Síochána, with some advancements within the Modernisation and Renewal Programme, under the remit of Executive Director, Strategy and Transformation.

Conclusion

This report highlights that despite the recommendations of other policing oversight reports most notable the Garda Síochána Inspectorate Report: Changing Policing in Ireland (December 2015) that civilianisation of administrative and support roles within An Garda Síochána take place and that more Gardaí are assigned to direct Policing Duties this has not occurred. The figures shown on pages 4 & 5 above show that the percentage of Police Staff (14%) has remained the same over the last four years.

The recommendations from this report are fully consistent with the Inspectorate Report (December 2015), the Policing Authority Report: Fifth Report to the Minister (June 2018)¹⁰ and the Report of the Commission for the Future of Policing (September 2018). The recommendations from this audit report provide a practical approach to the advancement of Civilianisation and a methodology for implementation of the recommendations from the oversight bodies.

GIAS consider that the current roll out of the PALF system will not meet the requirement and will result in two systems for Performance Management within An Garda Síochána. GIAS consider that this is unacceptable as it is not

¹⁰ Policing Authority (June 2018) Fifth Report to the Minister; Monitoring and assessment of the measures taken by the Garda Síochána to implement recommendations of the Garda Inspectorate Report Changing Policing in Ireland”.

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in line with the ethos of the Report of the Commission for the Future of Policing (September 2018). There are skilled resources within the Civil Service systems and the learning from the PMDS system that are almost twenty years in operation, that could be levered to assist An Garda Síochána. GIAS are conscious that significant resources are being deployed to roll out the PALF system which may not meet the requirement and could be criticised as a waste of public monies with significant reputational damage accruing.

Acknowledgement

Garda Internal Audit Section would like to express our gratitude to the staff of the seven Divisions audited the assistance of the HR&PD Directorate and the Office of the Deputy Commissioner, Policing and Security for their assistance and co-operation in the course of this assignment.

Niall Kelly

Head of Internal Audit

Date: 26/03/19

Appendix 1 - Categorisation of Audit Findings

The findings in this report have been categorised using a formalised assessment process as follows;

Priority 1: Where both the impact of the control weaknesses on the operations of the Division and the likelihood of occurrence is considered to be high. Priority 1 issues need to be given immediate attention by management as this represents **high risk**.

Priority 2: Where one of either the impact of the control weakness on the operations of the Division or the likelihood of occurrence is considered to be high and the other is considered medium. Priority 2 issues need to be given attention by management as this represents **medium to high risk**.

Priority 3: Where one of either the impact of the control weakness on the operations of the Division or the likelihood of occurrence is considered to be medium and the other is considered low. Priority 3 issues need to be given attention by management as this represents **medium to low risk**.

Priority 4: Where both the impact of the control weak on the operations of the Division and the likelihood of occurrence is considered to be low. Management should keep Priority 4 issues under review as this represents **low risk**.

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Appendix 2: Analysis of Deployment by Districts Audited

Wicklow Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling & Front Line Policing
Bray	49	14	21	2	12
Wicklow	35	7	14	3	11
Baltinglass	22	5	5	0	12
Total	106	26	40	5	35
As Percentage		25%	38%	5%	33%

Westmeath Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling & Front Line Policing
Mullingar	55	11	11	11	22
Athlone	41	8	9	8	16
Total	96	19	20	19	38
As Percentage		20%	21%	20%	40%

Wexford Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling & Front Line Policing
Enniscorthy District	25	6	5	1	13
Gorey Sub-District	22	4	2	3	13
Wexford	55	10	24		21
New Ross	15	5	2		8
	117	25	33	4	55
As Percentage		21%	28%	3%	47%

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West Cork Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling and High Visibility Policing
Bandon	48	10	12	2	24
Bantry	20	5	4		11
Clonakilty	24	7	2		15
Macroom	26	6			20
Total	118	28	18	2	70
As Percentage		24%	15%	2%	59%

DMR West Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling and High Visibility Policing
Blanchardstown	102	22	31	15	34
Lucan	67	24	12	9	22
Clondalkin	31	10	9	0	12
Total	200	56	52	24	68
As Percentage		28%	26%	12%	34%

DMR East Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling & Front Line Policing
Dun Laoghaire	96	21	32	8	36
Blackrock	57	9	15	11	22
Total	154	30	47	19	58
As Percentage	100%	19.50%	30.50%	12.50%	37.50%

Donegal Resource Allocation	Strength Gardaí & Sergeant	Front Desk Duties	Other Duties	Detective Duties	Patrolling and High Visibility Policing
Ballyshannon	44	7	4	5	28
Buncrana	28	4	7	1	16
Letterkenny	68	8	28	4	28
Milford	41	5	6	1	29
Donegal	181	24	45	11	101
		13%	25%	6%	56%

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Appendix 3: Analysis of Allowances

Overtime & Allowances	Expenditure €	
	2017	2017
	Total Allowances	Allowances excluding allowances based on un-social hours
Sunday Allowance	52,676,560	
Night Duty	49,736,003	
Public Holiday	14,691,263	
Annual Premium	9,387,091	9,387,091
Non-Public Duty	5,665,408	
Saturday Allowance	3,591,400	
Uniform Allowance	2,581,261	2,581,261
Detective Allowance	2,505,131	2,505,131
Rent [1]	2,173,520	2,173,520
Instructor Allowance	2,099,395	2,099,395
Boot Allowance	1,964,255	1,964,255
Availability Allowance	1,743,406	1,743,406
Plain Clothes Allowance	1,577,317	1,577,317
I.C.B.	1,343,733	1,343,733
Premium Payments – Injured On Duty	1,340,783	
Clerical Allowance	1,037,942	1,037,942
Other	11,305,921	11,305,921
Total	297,298,875	37,718,972
No of Garda Officers	13,739	13,739
Cost per Garda	21,639	2,745

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Appendix 4: Pay Differential Garda Officers and Garda Staff

Garda Pay Scale	CO Pay Scale			
€	€	€		
30,656	23,801			
33,160	24,864			
34,773	25,565			
36,882	26,615			
40,200	27,663			
42,392	28,712			
44,373	29,759			
46,284	30,790			
47,946	31,808			
49,819	32,514			
	33,519			
	35,082			
	36,314			
	36,880			
406,485	423,886			
				Mean
40,649	30,278	10,371		34% Difference %
Sergeants Payscale	EO Payscale			
50,242	30,617			
51,312	32,415			
52,436	34,016			
53,648	35,571			
54,885	37,116			
56,902	38,629			
	40,158			
	41,645			
	43,176			
	44,198			
	45,639			
	46,714			
	47,788			
	48,863			
319,425	566,545			
				Mean
53,238	40,468	12,770		32% Difference %
Average Saving per Garda /Sergeant Redeployed basic salary				
		11,570		

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