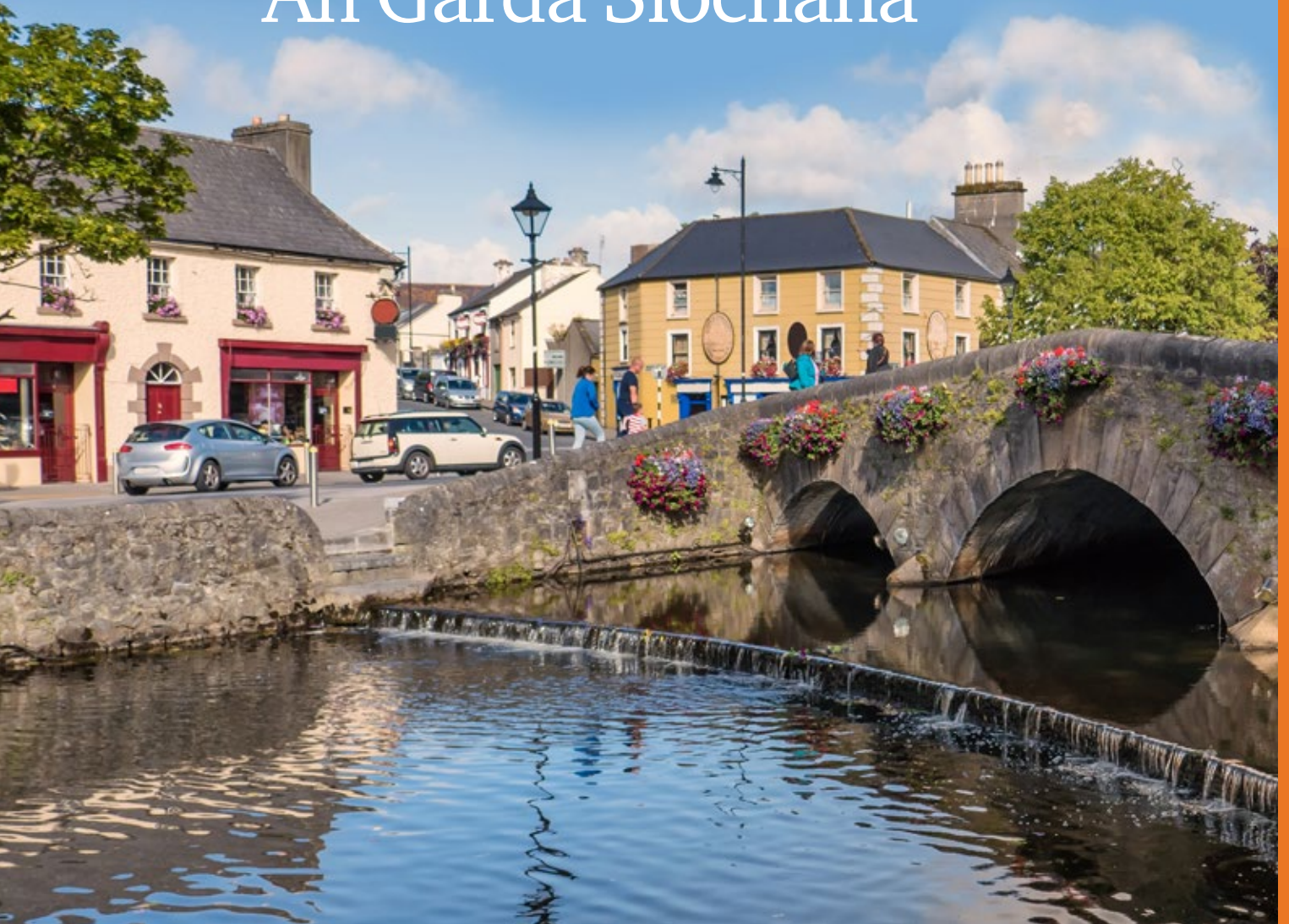


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Play Your Part Cultural Audit of An Garda Síochána





GARDA

Foreword

As the independent members of the Cultural Audit Advisory Group we are pleased to have the opportunity to provide a foreword to the final report. This cultural audit represents a powerful step on the journey to fundamental cultural reform of an Garda Síochána.

It is clear that the independence of PwC throughout the process, the competence and integrity of the PwC-Garda cultural audit team and the sophistication of the audit process used, engendered a level of trust that enabled respondents to speak their mind. The candour of participating Gardaí and civilian staff is particularly evident in the richly coloured, qualitative focus group comments. To have achieved a response rate of over 40% speaks to the desire of the membership of the organisation to be heard on this critical issue.

Therefore, the cultural audit has delivered more than an evidence-based benchmark against which to track progress into the future. We believe that the act of performing the audit was in itself an intervention in commencing the journey of cultural transformation within An Garda Síochána. This process has enabled discussion of issues that have been heretofore closed to discussion, a vital breakthrough but one that will reap benefit only if the ‘voice’ of this audit is heard, respected and acted upon by Garda leadership. Then, and only then, will the many positive aspects of the An Garda Síochána culture have the opportunity to flourish and the idealism of the vast majority of members find fulfilment.

Eddie Molloy, M.Psych.Sc.; M.S. (Org Behaviour); Ph.D. Director, Advanced Organisation and Management Development

Professor Mary Rose Greville, Adjunct Professor in the TCD School of Business

Foreword

PwC firms across the globe work to a common purpose - “to solve important problems and build trust in society”. Its hard to imagine an engagement that more directly goes to the heart of delivering on that purpose. The challenges facing An Garda Síochána have been well publicised and debated. There are many inside and outside the organisation who are committed and endeavouring to improve the situation. Our belief is that culture is the fundamental building block of any transformational change effort.

The team who worked on this report for the past nine months have gone above and beyond in the delivery of a robust and comprehensive piece of work. We think it articulates a clear baseline for the culture in An Garda Síochána and helps to set a roadmap for the transformation effort which we hope will follow.

We would like to thank the team in An Garda Síochána and the members of the external advisory board for their help and support throughout the process. Their support, while respecting our independence, was invaluable.

David McGee, Partner, PwC



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Chapter 1. Culture and An Garda Síochána

Background to the Cultural Audit

In June 2017, following a public tender process, PwC were commissioned by An Garda Síochána to conduct an independent Cultural Audit of the organisation. This audit is part of An Garda Síochána commitments under the Policing Plan 2017 to begin the process of establishing cultural reform, as set out under the Modernisation and Renewal Programme (“The MRP”). The purpose of the audit is to establish a baseline of measures in relation to behaviours as set out under the MRP as well as to establish a baseline in relation to the Code of Ethics. In formulating our approach, PwC also sought to establish a baseline against PwC’s own methodology of cultural levers and reinforcers. As such, the audit provides a baseline view of the culture of An Garda Síochána.

Furthermore, because of the robust and representative views garnered during the Cultural Audit, it sets out a number of recommendations in relation to future culture change interventions. Finally, it establishes a benchmark for the future measurement of progress by way of future surveys.

What do we mean by culture?

An organisation’s culture is its basic personality, the essence of how its people interact and work. However, it is an elusively complex entity that survives and evolves mostly through gradual shifts in leadership, strategy, and other circumstances.

“It can be simply defined as the self-sustaining pattern of behaviour that determines how things are done”¹

1 Strategy & / Katzenbach Centre: 10 Principles of Organisational Culture (Jon Katzenbach, Carolin Oelschlegel, James Thomas, 2016)

Policing cultures generally

It is widely acknowledged in the general literature on organisational strategy and reform that culture is one of, if not the, critical component in any organisational transformation. The body of research on police and law enforcement agencies specifically would support this view and would also endorse many of our findings in this baseline cultural audit.

In general culture is perceived as a major impediment to the transformation of policing organisations² with research also identifying that focusing on culture can help to drive change.³

The view of policing cultures generally is not dissimilar to our findings not dissimilar to our findings in the audit. A review of the published literature⁴ describes loyalty to the team (above all else), focus on task and goal orientation, a ‘them and us’ culture and a tension with supervision and external oversight as all being factors common to multiple law enforcement agencies. The literature describes two factors as making policing culture different - the omnipresence, perceived and real, of *danger* and the *coercive power* and authority which policing organisations wield over the general citizenry. It is also notable in the research that police officers are often concerned more with procedural failings than substantive delivery - a finding replicated in our research of An Garda Síochána.

2 Dean, G. (1995). Police reform: Rethinking operational policing. *Journal of Criminal Justice*, 23, 337 – 347. Skogan, W. G., & Hartnett, S. M. (1997). *Community policing, Chicago style*. New York: Oxford University Press

3 Crank, J. P. (1997). Celebrating agency culture: Engaging a traditional cop’s heart in organizational change in QC Thurman & E. McGarrell (Eds.), *Community policing in a rural setting* (pp. 49-57). Cincinnati, OH: Anderson Publishing

4 Paoline III, E A (2003). Taking Stock; Towards a richer understanding of police culture. *Journal of Criminal Justice*, 31 pp 199 – 214, 2003.

“Officers come to find out that when they are recognized it is usually for something that they have done wrong (procedurally), rather than for something they have done well (substantively).”⁵

Finally it is also worth noting that police organisations have a strong and positive focus on tasks and actions⁶.

Culture in the context of An Garda Síochána

An Garda Síochána is a highly significant organisation within the State and as such the role of culture within the nation’s policing and national intelligence service is of great importance to all stakeholders – to the leadership and staff within the organisation, to government and external oversight bodies and to the public at large.

Historically the organisation has prided itself on being one that has a “constant can do attitude” (The MRP, 2017). As articulated in the MRP “it had a clear line of duty with daily variations: that was the career. It had a particular way of doing things; that was the practice.” (The MRP, 2017).

However, An Garda Síochána and its staff have become subject to an ever increasing degree of public and media scrutiny resulting from recent matters of governance and oversight that have been (and at the time of writing continue to be) dealt with in various public tribunals.

At the time of writing, the recent past has been particularly turbulent for the organisation. This critical viewpoint and ongoing media scrutiny is not dissimilar to police forces around the world as research has shown that most studies “tended to depict police culture in unflattering terms.” (Van Buuren, 2009).⁷ It does, however, have a material impact on how staff

5 As per footnote 4

6 O’Neill, M and McCarthy, D J (2012). (Re) negotiating police culture through partnership working: Trust, compromise and the ‘new’ pragmatism. *Criminology and Criminal Justice*, Vol 14, Iss 2, PP 143-159

perceive the organisation and on the overall levels of morale.

Public attitudes are surveyed annually and the most recent survey results revealed the majority of adult respondents perceive An Garda Síochána as friendly, helpful, community focused, effective in tackling crime and progressive (Public Attitudes Survey, 2017). However, some areas of concern were also identified with the majority of respondents disagreeing with the statements that An Garda Síochána provides a world class service or is well managed.

The organisation is going through a period of significant change as set out under the MRP. Under the MRP the organisation has ambitious plans to professionalise, modernise and reform to meet the challenges it is facing. Fundamental to reform will be successfully navigating the greatest cultural shift An Garda Síochána has ever seen.

An Garda Síochána describes its culture as one that is “insular and defensive, not listening to dissenting voices, risk averse, and for not accepting constructive criticism”. Findings from tribunals and the Garda Inspectorate have shown that there are internal weaknesses in the organisation, some of which relate to culture, including defensiveness, insularity, and risk aversion. The desired culture of the force, as set out in the MRP, is one which embodies honesty, accountability, respect and professionalism. The organisational culture will also be influenced by the ongoing roll out and embedding of the Code of Ethics. The Code of Ethics contains the nine standards of conduct and practice which form the guiding principles to guide the actions of every member in An Garda Síochána.

Why culture matters during a time of change

Organisational culture affects the way people interact and behave. A strong organisational culture creates positive norms of behaviour across an organisation. If those norms of behaviour are consistent with espoused values and behaviours, it will ensure people do the right thing even when no one is looking.

A strong organisational culture can also be linked to strategic organisational objectives and priorities, ensuring coherence and a broad sense of ownership of those objectives and priorities.

All organisations have a culture, with varying degrees of positive and negative aspects, and typically a blend of both. An Garda Síochána is no different. It undoubtedly has a deeply embedded culture, many elements of which are positive: the ‘esprit de corps’, the ‘can do’ attitude of members and the sense of duty inherent in the force. There are areas, however, that need to be addressed (as mentioned above) if meaningful and sustained change is to be achieved.

Moving forward in An Garda Síochána

As we reach the conclusions and recommendations from the cultural audit we believe behavioural change is fundamental to cultural transformation and renewal in An Garda Síochána. This behavioural change is also critical to the successful execution and delivery of the many important initiatives as set out in the MRP.

We urge An Garda Síochána to consider alternative approaches to addressing their cultural transformation. Taking into the consideration the feedback from staff through the survey as to the large number of different change initiatives that are currently underway we suggest that leadership may seek to resist the urge to develop a myriad of new initiatives to address the findings in this report but rather to focus on those small number that will have the greatest impact.

Terms of Reference

The Request for Tender for the Provision of a Cultural Audit of An Garda Síochána was as follows: “a Cultural Audit involving a staff survey and follow-up focus groups is required. This will benchmark the organisation’s current position and measure progress going forward. It will be a critical monitoring tool to assess whether the required cultural changes are being made to deliver on the modernisation programme”. The full Terms of Reference are presented in Appendix 6 of this document.

Purpose and Scope of the Project

The requirement of this project was to conduct a Cultural Audit to establish a benchmark of the organisation’s current position and measure its ongoing performance. More specifically, we understood the scope of this Cultural Audit to be as follows:

- To undertake staff surveys and focus groups across a representative sample of An Garda Síochána employees (Garda members; civilian members; and Reserves);
- To establish a baseline measure of how current staff attitudes and behaviours aligned to target ‘measures’ which support the Modernisation and Renewal Programme;
- To provide a meaningful, ongoing measure to monitor and benchmark performance progress towards target behaviours and the culture An Garda Síochána wish to create;
- To identify where targeted focus is most required to inform focus group design for gathering further qualitative insights;
- To design a repeatable research approach which can be rolled out alongside the modernisation and renewal programme.

Acknowledgements

We would like to thank all the staff across An Garda Síochána who took the opportunity and time to participate in the Play Your Part survey resulting in a robust and representative view of the organisation. The high volume of participation was extremely helpful in the development of accurate and insightful recommendations for change across the organisation. Furthermore, we would like to extend our thanks to all those across the organisation who took the time to travel to and to participate in focus groups. Their openness and frankness has been invaluable in bring the quantitative results to life and in offering a broader overview of the organisational culture. We would like to thank An Garda Síochána senior leadership and line management for encouraging participation in the survey and focus groups, and also the associations and unions for their support of the survey and focus groups amongst their members.

We would also like to make a special mention to the An Garda Síochána Steering Committee and the Advisory Group for their guidance, input and advice throughout the Cultural Audit.

Finally, we would like to thank in particular our project sponsor, Gurchand Singh, and project manager, Kate O’Hara, within An Garda Síochána Analysis Services. Their help and expertise have been invaluable in our work.

Chapter 2. Executive Summary

Background

In June 2017, following a public tender process, PwC were commissioned by An Garda Síochána to conduct an independent Cultural Audit of the organisation. This audit is part of An Garda Síochána commitments under the Policing Plan 2017 to achieve cultural reform, as set out under the Modernisation and Renewal Programme (“The MRP”). The purpose of the audit is to establish a baseline of measures in relation to behaviours as set out under the MRP as well as to establish a baseline in relation to the Code of Ethics.

The **MRP**, published in 2016, sets out the detail of a 5 year programme to professionalise, modernise and renew the organisation. It identifies behaviours across 11 pillars which we have sought to baseline.

The **Code of Ethics** contains nine standards of conduct and practice to guide the actions of every member in An Garda Síochána.

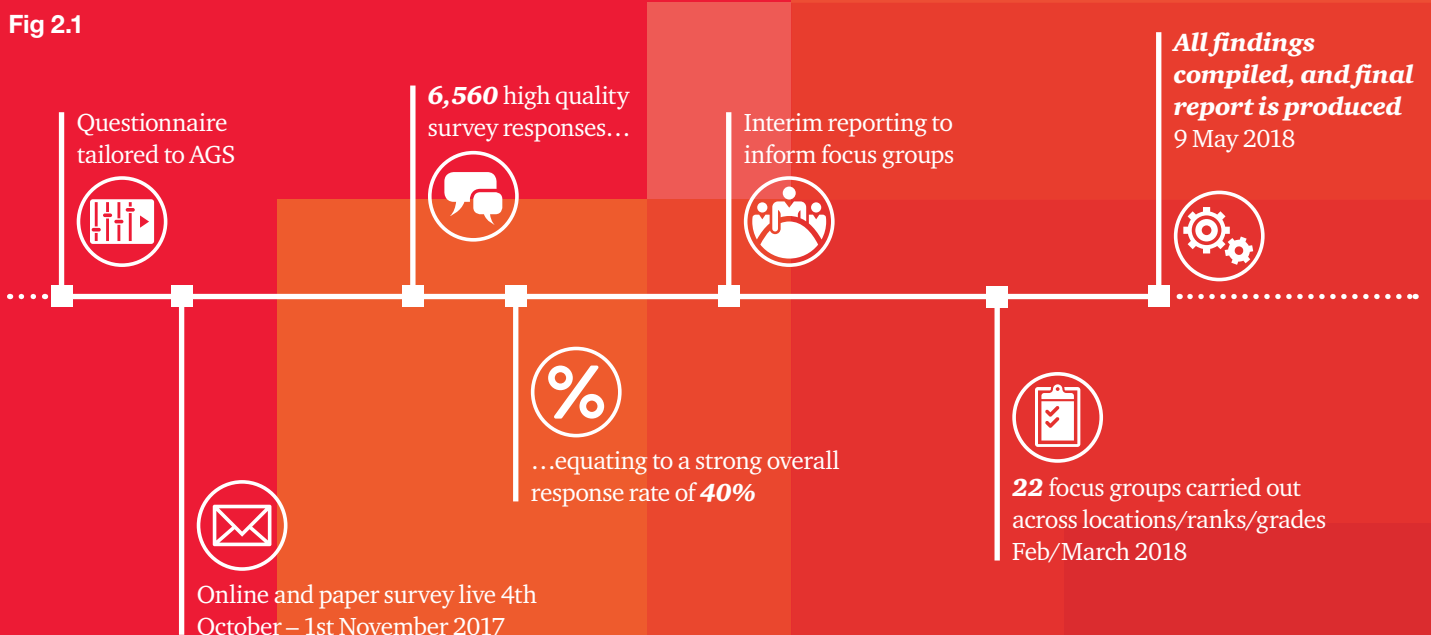
Finally, in formulating our approach, PwC also sought to establish a baseline against PwC’s own methodology of **cultural levers and reinforcers**. The methodology contains a number of levers that can be used to achieve cultural change and reinforce the desired behaviours.

Methodology

To undertake the Cultural Audit, we adopted a mixed methodology. This involved an initial survey that was designed to benchmark the organisation against the MRP, the Code of Ethics, and the PwC methodology of cultural levers and reinforcers. This survey was called “Play Your Part”. A range of quantitative analyses were then applied to these scores. These scores were all on a 1-10 scale (with a score of 1 low and 10 high) and average scores were calculated as per Fig 2.1. The results of the quantitative analysis were used to inform the themes explored in the qualitative phase. A mix of focus group and senior management interviews were conducted to provide further insights and real examples about life in the organisation from its workforce.

The Cultural Audit timeline and approach is set out below.

Cultural Audit Timeline

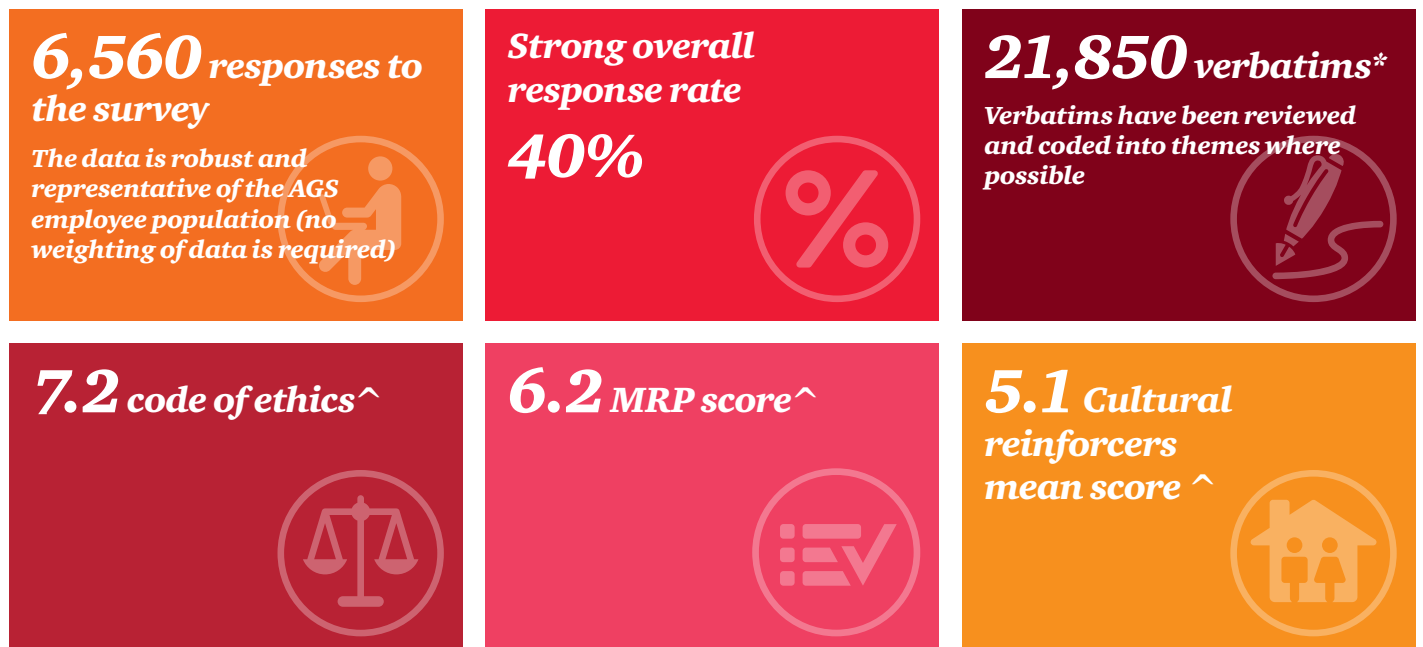




Summary of Survey Results

The table below, Fig 2.2, shows a summary of the high level results of the Cultural Audit. The scores detail the aggregate average score that was received for each of the 3 baseline measures - the MRP, the Code of Ethics and the cultural reinforcers as set out under the PwC methodology for culture change.

Fig 2.2



*In the online survey, we asked three open text questions, where the participants could input their responses in their own words. Each answer collected is what we refer to as a “verbatim”

[^]These aggregate scores for each of the three measures represent a baseline measurement of current attitudes, behaviours and beliefs against the desired cultural traits outlined in the Code of Ethics and MRP and of the effectiveness of cultural reinforcers. These scores are the aggregate of the scores for each of the individual pillars, as set out on pages 6 and 7, that make up the Code of Ethics measure, the MRP measure and the cultural reinforcers measure. We explain how to interpret the scores overleaf.

A summary of each of the scores (for the Code of Ethics, MRP and cultural reinforcers) is set out below.

The scores for every statement, which make up the different pillar scores, are contained in the Appendix 4.

Interpreting the scores

A score of 8-10 is considered a strong score and demonstrates strong alignment to the behaviour being measured.

A score of 6-7 is typically regarded as showing some alignment with the behaviour being measured.

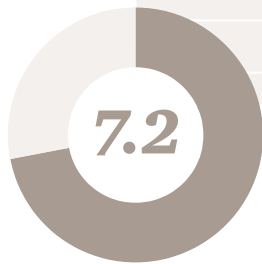
A score of 1-5 is considered a poor score and is an area that needs improvement.

Code of Ethics

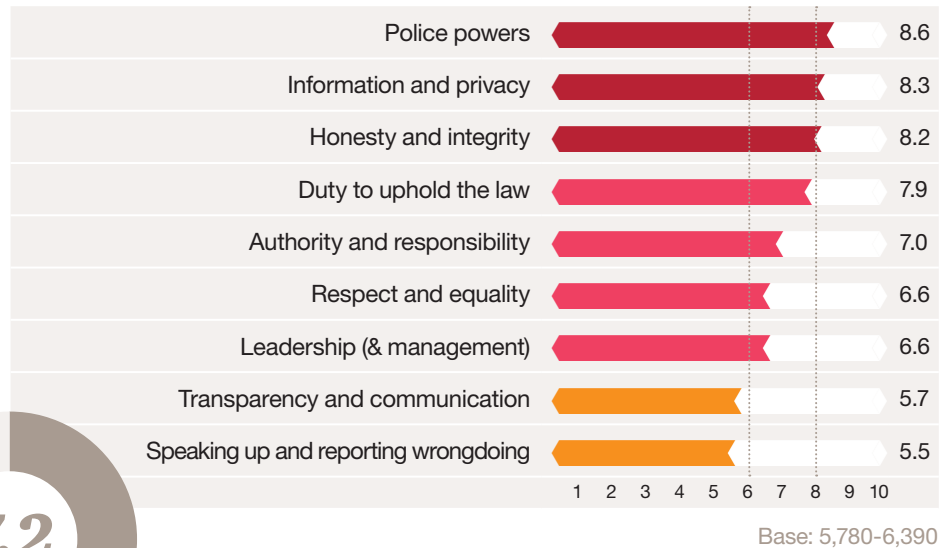
The Code of Ethics is An Garda Síochána's set of guiding principles, designed to inform and guide the actions of every member of their staff at every level of the organisation. The Code of Ethics pillars achieved an overall score of 7.2, with 3 of the 9 pillars achieving a score of 8.0 or above. "Police powers"; "information and privacy"; and "honesty and integrity" were the top 3 scoring Code of Ethics pillars with "transparency and communication" and "speaking up and reporting wrongdoing" both scoring less than 6.0.

Fig 2.3

Overall Code of Ethics score



Index score by Code of Ethics principle



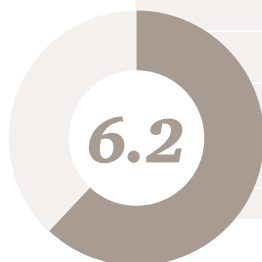
*In order to qualify for an index score within a pillar, a participant must have given a meaningful score for each question, that maps to the pillar (1-10).

MRP

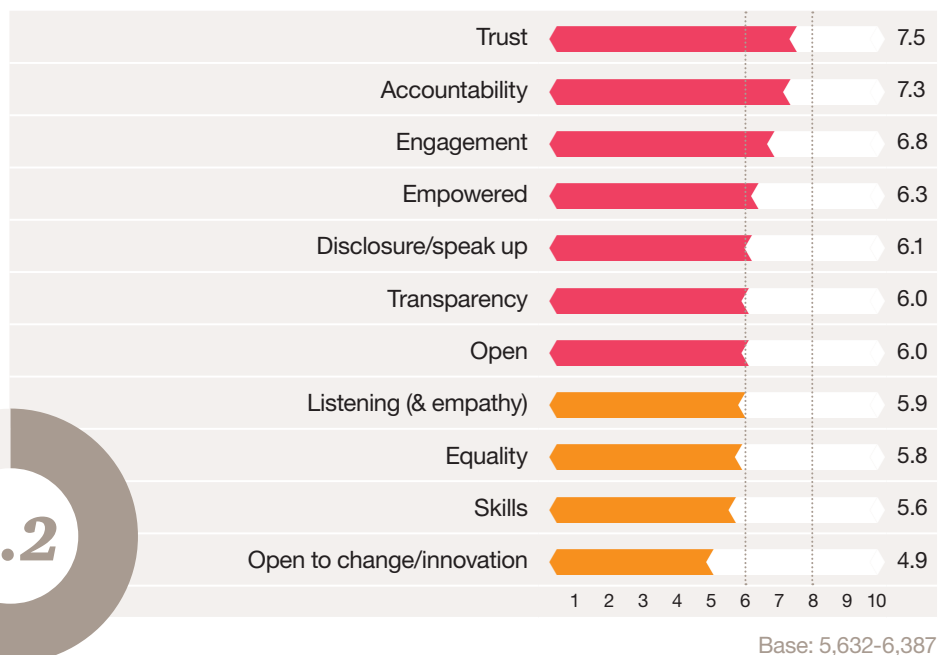
The MRP is a five year programme designed by An Garda Síochána that aims to professionalise, modernise and renew the organisation, in order for them to meet present and future policing and security challenges. The MRP measures achieved an overall score of 6.2, with none of the measures achieving a score of 8.0 or above. "Trust" and "accountability" were the highest scoring measures, with "open to change/innovation" scoring the lowest at 4.9.

Fig 2.4

Overall MRP score



Index score by MRP measure

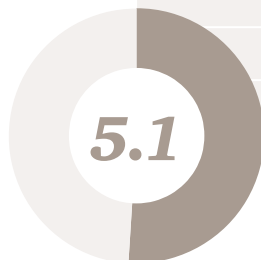


Cultural Reinforcers

The cultural reinforcers provide some of the practical and tangible experiences of the culture on a day to day for employees. The perceived effectiveness of behavioural reinforcers is relatively low, with an overall score of 5.1. The low score here of 5.1 is concerning and will be explored in more depth later in this report.

Fig 2.5

Overall cultural reinforcer score



Index score by cultural reinforcer

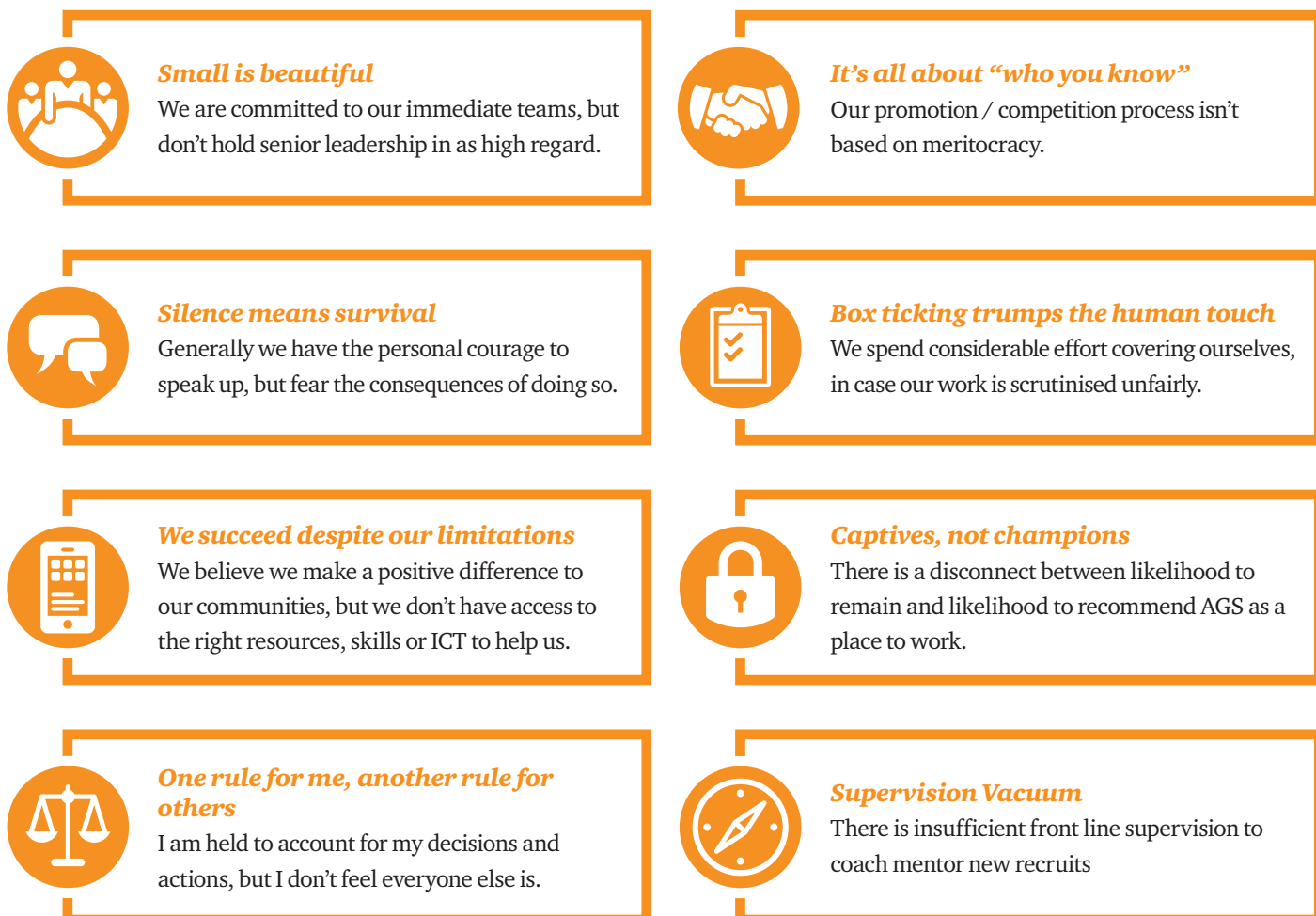


Base: 5,922-6,426

Cultural insights we have identified

Based on the survey results and focus group feedback 8 key cultural insights have emerged as set out in Fig 2.6. These are some of the key cultural behaviours in the organisation and form the basis for our recommendations.

Fig 2.6



Key Considerations & Recommendations

Based on the high level of participation in the survey and strong engagement with the focus groups we have established a very strong and representative view of the culture of An Garda Síochána.

From this we have identified a number of cultural insights and common themes as seen in Fig 2.6.

Taking the results of the research and our experience working with other organisations, the table below sets out our

key considerations and recommendations. The considerations are a consolidated view of the key insights gathered from our research over the course of the Cultural Audit; the recommendations are suggested interventions or areas of focus to address these considerations.

	Consideration	Recommendations
<i>Strengths inherent in current culture but overall not fit for purpose</i>	<ul style="list-style-type: none"> • Broad, representative view of culture established based on strong levels of participation • Many positives identified – vocational ethos and role An Garda Síochána plays in communities, team work and camaraderie • However certain elements require reform 	<ul style="list-style-type: none"> • Need for meaningful and authentic commitment to change • Owned and led from most senior levels in the organisation • Supported and embraced by everyone within and across the organisation
<i>Leadership</i>	<ul style="list-style-type: none"> • There is a disconnect between senior leadership and the other ranks and grades of An Garda Síochána • There is a view that senior leadership are reactive to external stakeholders at the expense of the organisation – they do not ‘stand up’ sufficiently for the organisation nor push back on unrealistic or unachievable demands • Senior leadership don’t communicate with or listen to lower ranks sufficiently • There is a lack of a clear vision for the organisation that is understood by all members 	<ul style="list-style-type: none"> • There is a need for greater visibility of senior leadership throughout the organisation • Senior leadership need to be more empathetic and show a greater understanding of the operational realities faced by people across the organisation • Demonstrating organisational vulnerability through publicly acknowledging operational constraints and ‘standing up’ for the organisation seen as critical • There needs to be a clearly defined vision of the future, and this needs to be communicated
<i>Speaking up</i>	<ul style="list-style-type: none"> • Members described how they feel they cannot speak up due to either fear (fear of repercussion) or futility (nothing will come of it) • It is apparent that there is a climate where people believe that senior management don’t encourage open communication or two way feedback 	<ul style="list-style-type: none"> • Need to introduce a culture of “psychological safety” i.e. a culture of openness where members know they can speak up without fear of repercussions, but rather that their views will be seen as positive and constructive • To be embedded as part of a broader programme of behavioural change
<i>Fixing the basics</i>	<ul style="list-style-type: none"> • As outlined earlier both behavioural and operational change required • Operational change includes fixing ‘some of the basics’ • An opportunity to display tangible progress in the short to medium term and to demonstrate that members’ views have been listened to and acted upon 	<ul style="list-style-type: none"> • Some core tools of the job need to be addressed including the uniform, vehicles, and mobile technology • Skills and training need to be addressed to ensure all staff members have the necessary capability now and into the future • Communication needs to be more effective • We recommend more consistent standard operating procedures in order to enable greater consistency and to help embed accountability

	Consideration	Recommendations
<i>Accountability</i>	<ul style="list-style-type: none"> • Embedding accountability is a key area of focus for the organisation and its oversight bodies • There is a sense across the organisation that individually everyone feels they are accountable for their own actions, but they don't see other people being held to account • We believe accountability is intrinsically linked to empowerment and decision making with each interdependent on the other • In addition there are significant gaps in the performance management processes with poor performance not addressed and good performance not recognised • Linked to performance management is the perception that the focus of the organisation is too much on outputs rather than on outcomes at both an individual and organisational level 	<ul style="list-style-type: none"> • Performance management needs to be addressed across the organisation. We are aware PALF (Personal Accountability and Learning Framework) and PMDS (Performance Management Development System) are both being rolled out but believe there are some fundamental challenges with this that need to be addressed • Linked to the roll out of PALF, in particular, is the need to clarify the focus in relation to goal setting and whether ultimately the process is seeking to drive a higher level of output or more positive outcomes • It is also a mechanism for personal development but requires the right infrastructure to enable this
<i>Merit based promotion</i>	<ul style="list-style-type: none"> • The perception or the real lack of meritocracy is the greatest area of divergence between the more junior and senior ranks / grades • There are strong perceptions of favouritism and nepotism • Real or not, this view has created disillusionment and resentment across the organisation 	<ul style="list-style-type: none"> • The promotions system and how it is currently conducted needs to be reviewed and changed, where required • We believe positive change here would be viewed as a symbol of genuine culture change occurring in the organisation
<i>Supervision vacuum</i>	<ul style="list-style-type: none"> • Throughout the research significant shortcomings in front line supervision were articulated • There was widespread acknowledgement that there are not enough front line management (Sergeants), and that their role has become increasingly desk bound which has taken away from the coaching and people management aspect of the role • Front line management is a critical operational gap, and is placing pressure on newer members to step up to tasks before they are ready to do so 	<ul style="list-style-type: none"> • We would recommend that the number of Sergeants and their coverage across all the units and shifts be looked at as a matter of priority. • We recognise that this may have financial considerations and may require the support of oversight bodies and or the government
<i>Integration of Civilians</i>	<ul style="list-style-type: none"> • There needs to be a further acceptance of the benefit of civilianisation in An Garda Síochána 	<ul style="list-style-type: none"> • For increased civilianisation to take place, practical issues of such implementation need to be addressed • These include but are not limited to the creation of role profiles, improved onboarding processes, clear reporting structures
<i>A new approach to change management</i>	<ul style="list-style-type: none"> • High level of scepticism as to whether any action will be taken as a result of the Cultural Audit 	<ul style="list-style-type: none"> • A need for a new approach to change management • Requirement to focus on both behavioural and operational change • However, behavioural change fundamental to driving long-term change across An Garda Síochána
<i>Build on the positives</i>	<ul style="list-style-type: none"> • Community policing ethos viewed by Cultural Audit participants as being at the heart of the organisation and what it stands for • <i>Esprit de corps</i> a key strength 	<ul style="list-style-type: none"> • Need for continued investment in and commitment to community policing • <i>Esprit de corps</i> to be protected and enhanced through management practices (recognition mechanisms, effective performance management, communication, learning and development)

Chapter 3. Methodology and approach

Mobilising the Project

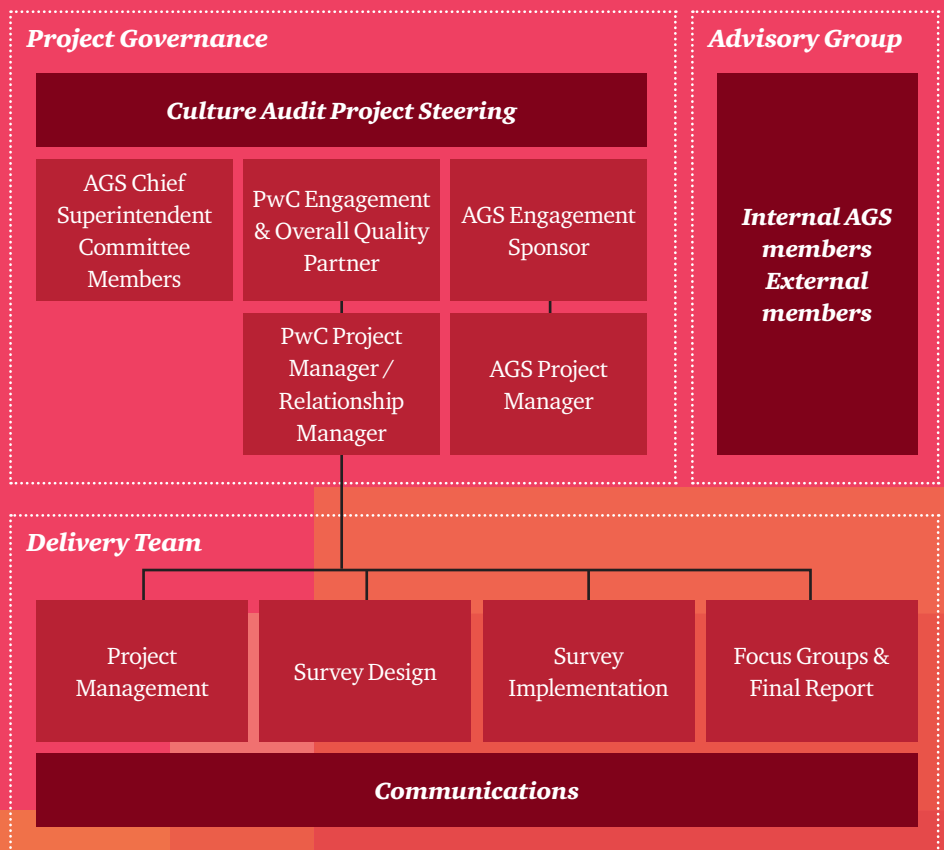
In mobilising the Cultural Audit a robust governance framework was implemented as set out in Fig 3.1. Regular meetings took place with the Project Steering group throughout the Cultural Audit as well as a series of meetings with the Advisory Group at certain stages.

The Advisory Group was established to provide advice and input into the process. It consisted of members from within An Garda Síochána and external members who provided independent advice and guidance:

- Dr. Gurchand Singh, Head of the Analysis Service, An Garda Síochána
- Andrew McLindon, Director of Communications, An Garda Síochána
- Eddie Molloy, M.Psych.Sc.; M.S. (Org Behaviour); Ph.D. Director, Advanced Organisation and Management Development
- Professor Mary Rose Greville, Adjunct Professor in the TCD School of Business
- John Barrett, Executive Director of Human Resources and People Development, An Garda Síochána
- Chief Superintendent Tony McLoughlin, An Garda Síochána
- Dr. Kate O'Hara, Strategic Crime and Policing Analyst, An Garda Síochána

Meetings with the Advisory Group took place at four agreed key junctures: (i) the mobilisation stage, (ii) to provide input to the survey questionnaire design, (iii) to share the initial high level results of the survey and to provide input to the focus group design and then, finally, (iv) to share the draft final conclusions and recommendations.

Fig 3.1



The membership of the Project Steering Committee comprised of the following members:

- Dr. Gurchand Singh, Head of the Analysis Service, An Garda Síochána
- Dr. Kate O'Hara, Strategic Crime and Policing Analyst, An Garda Síochána
- Chief Aidan Glacken, An Garda Síochána
- Chief Catherine Kehoe, An Garda Síochána
- David McGee, Partner, PwC Ireland
- Ger Twomey, Senior Manager, People & Organisation, PwC Ireland

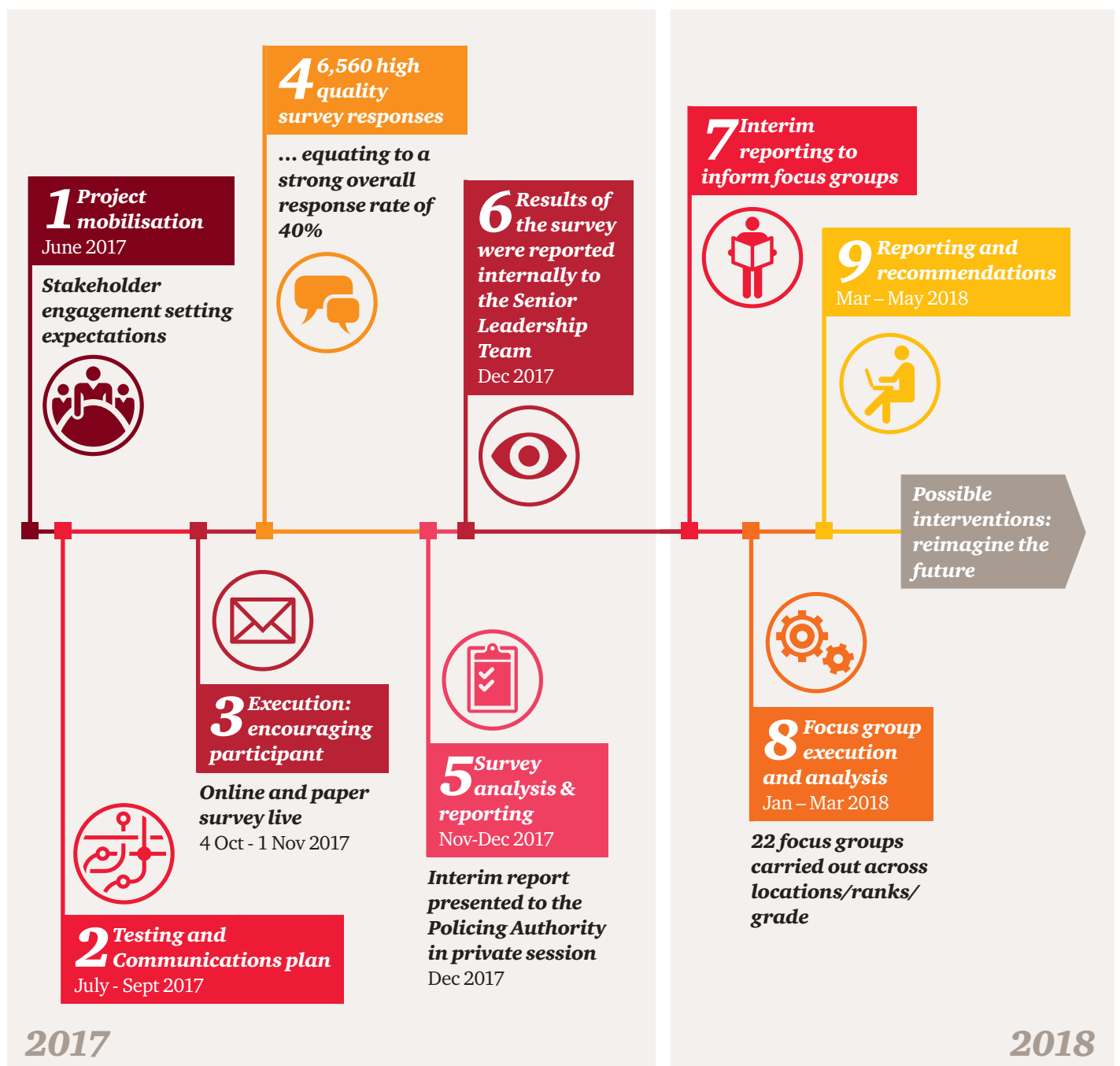
Methodology

The Project Steering Group and the Advisory Group determined a mixed methodology would be important to achieve the best outcome from the audit i.e. we would baseline the culture with quantitative analysis and use qualitative analysis to gain further insight and validation of the themes that emerged from the quantitative research.

Approach and timeline for quantitative and qualitative research

The overall timeline for the project agreed at the outset is set out below in Fig 3.2.

Fig 3.2



Play your Part Survey

Survey Design

As described in Fig 3.3, the staff survey is the first assessment method which was deployed under the Cultural Audit and had a universal reach across the Garda Síochána population. To this end, it is viewed as the spine of the Cultural Audit. The survey, named the Play Your Part Survey, was designed to measure attitudes and behaviours in relation to target behaviours as well as to assess cultural reinforcers of change over time.

The questionnaire was designed by PwC in consultation with the Garda Síochána Steering Committee and the Advisory Group. Within the survey an area was created to capture participant's responses in their own words. These verbatim responses sought to uncover the full "unwritten rules" of the organisation as well as assessing aspects of the culture that the participants are both most and least proud of.

The survey followed good practice guidelines and was kept to an average of 25 minutes to complete to avoid "survey fatigue". It was agreed that the entire Garda Síochána population would be invited to participate in the survey to obtain a representative sample of the employee base.

A sampling frame was designed to monitor response rates against key demographic groups. In addition, paper surveys were issued to around 1,100 employees (facilities and cleaning staff and employees on long term leave) who did not have access to email.

Prior to launching the survey, it was agreed that high participation rates would be critical, ensuring a representative view of the organisation was gathered. To achieve this, a comprehensive communications plan was developed and implemented to help drive participation.

Survey Methodology Deployed

As mentioned earlier the Cultural Audit is based on three main frameworks: The Code of Ethics ("The CoE"); The Modernisation and Renewal Plan ("The MRP"); and PwC's Methodology of Cultural Reinforcers:

- In its own words the **Code of Ethics** for An Garda Síochána "sets out guiding principles to inform and guide the actions of every member of staff of the Garda Síochána at every level of the organisation. The Code sets out nine standards of conduct and practice for everyone in the Garda Síochána, each with a number of commitments. It has been developed by the Policing Authority in accordance with the Garda Síochána Act 2005, as amended in 2015.... This Code applies to every person working in the Garda Síochána, at every rank or grade, including civilians, reserve Gardaí and sworn members." The survey provides a baseline measure against the **9 pillars** of the Code of Ethics.



- On the 9th June 2016 An Garda Síochána released their **Modernisation and Renewal Plan**. The MRP is a five year programme to professionalise, modernise and renew the organisation to ensure it can meet present and future policing and security challenges. In this plan, there is a strong emphasis on renewing the Garda culture, a focus on living values and listening to and learning from the experience and expertise of partners. Against this backdrop, the MRP sets out **11 behaviours** for which this survey establishes a baseline.

- In PwC we understand that the culture of any organisation is hugely complex and driving real change can present challenges. The first step is assessment of the current state and to do this we start by establishing a baseline. Assessment provides a clear indication of whether employees understand what is expected, whether they are translating this into their day-to-day activities and whether rewards and other reinforcing mechanisms appropriately support this. To support the assessment, PwC has developed a **methodology for Cultural Change** which includes **7 levers** that can be

used to achieve cultural change and reinforce the desired behaviours. In this survey we have established benchmark measures of the current effectiveness of these levers against the organisational cultural aspirations and behavioural expectations, as perceived by employees.

Independence, confidentiality and anonymity have been underlying design principles that have directed how the Cultural Audit was conducted by PwC and how PwC has engaged with An Garda Síochána during the project as described in Fig 3.3. To ensure confidentiality and independence during the Cultural Audit,

Fig 3.3



Objectives	Methodology	Communication Plan
<p>Maintain commitment to ensuring confidentiality and anonymity</p> <p>Designed to maximise participation across all Regions, roles, and levels</p>	<p>To maximise participation, that the survey would be hosted on an online independent platform, facilitated by PwC. Beforehand, a paper version of the survey was piloted with a small number of AGS employees. Based on pilot feedback the questionnaire was refined where appropriate, so that all statements and questions included in the survey were meaningful, understood and relevant to all employees.</p> <p>A technical pilot was conducted to test the functionality and technology of the survey before wider rollout of the “live” survey. PwC were provided with a cleansed data file of all employees in the organisation, on a no name basis and identified only by their staff number and their staff number email address (eg. S1234@garda.ie) to ensure anonymity. The live survey was issued online to 15,313 employees. This was sent via an email from PwC containing an individual link to ensure there were no duplications. Participants had the option to “forward” this link to their personal email account to complete at a time that suited them best. This aimed to encourage a strong participation response rate.</p> <p>A small percentage of employees (1,166) were unable to complete the survey online due to the nature of their work. Those employees were sent a paper based survey to ensure a fair and representative approach to the survey.</p>	<p>A comprehensive communication plan was initiated both prior to and during Survey Go Live to maximise participation.</p> <ol style="list-style-type: none"> 1. Visual reminders to “Play Your Part” - Posters 2. FAQ about the survey circulated to all 3. Email reminders to complete the survey sent from PwC 4. An AGS HQ directive encouraging employee participation
Duration		
<p>Online and paper survey live</p> <p>4 October - 1 November 2017</p>		

all data has been hosted and retained by PwC at all times. On conclusion of the Cultural Audit, data will be transferred to An Garda Síochána only at an aggregate level and in a manner that makes it impossible to identify any individual. The data received by An Garda Síochána will only include scores where the respondent group is a minimum of 30 people.

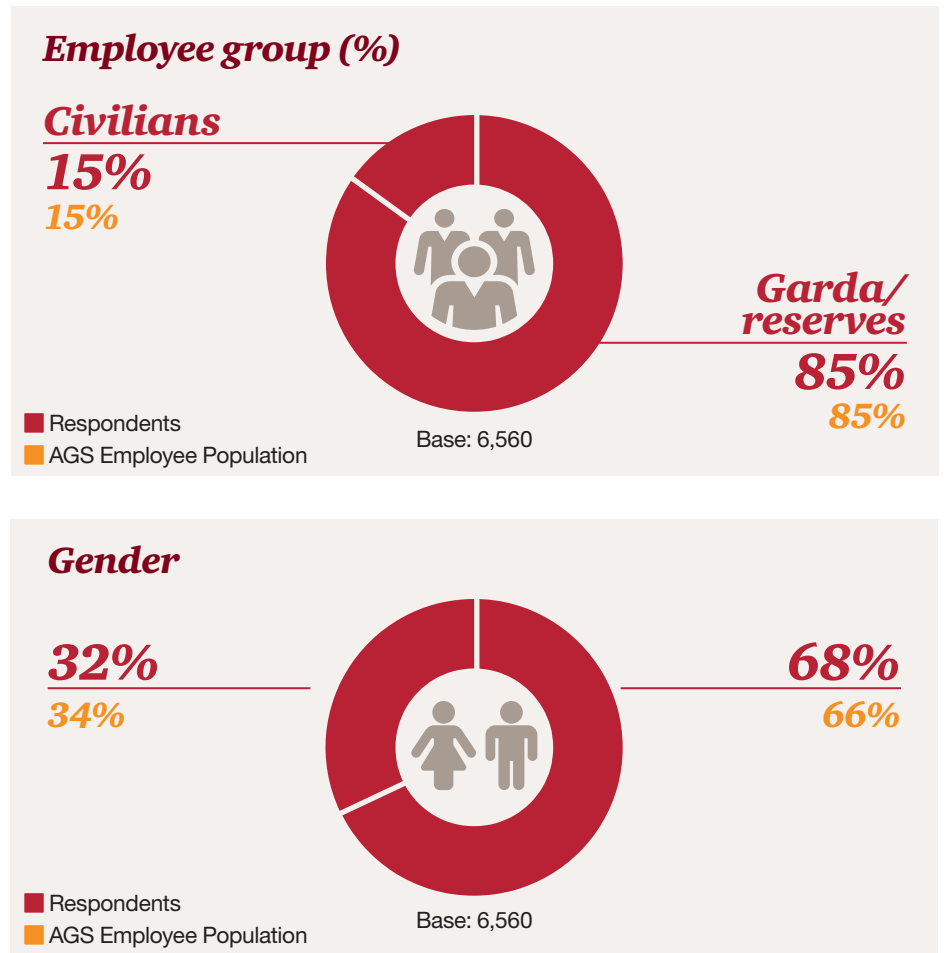
Response Rates

Of the 15,313 employees who were invited to complete the online Play Your Part survey, 42% (N=6,492) completed the survey with high quality responses. We received 68 paper surveys out of 1,166 that were issued, resulting in a paper survey response rate of 6%. The combined overall response rate was 40%. This overall strong response rate has given us a data set that is both robust and representative of the Garda Síochána employee population. This response rate also needs to be considered in the context of the last employee engagement survey conducted by the organisation, in 2014 when the response rate was just 11%.⁷ We would once again like to thank all members of An Garda Síochána who took the time to participate in the survey and to make their views known.

We received a proportionate and representative view of perception across the organisation. Garda / reserves made up 85% of the population who completed the survey which is in line with the overall demographics of An Garda Síochána.

Response rates (online) varied from Region to Region and between Garda members and civilians as set out in Fig 3.5. The overall response rate for Garda members was 42% with a higher overall response rate of 49% for civilian members. Given the much higher numbers of Garda members in the organisation, this resulted in the overall rate of 42% (online) for the organisation as a whole.

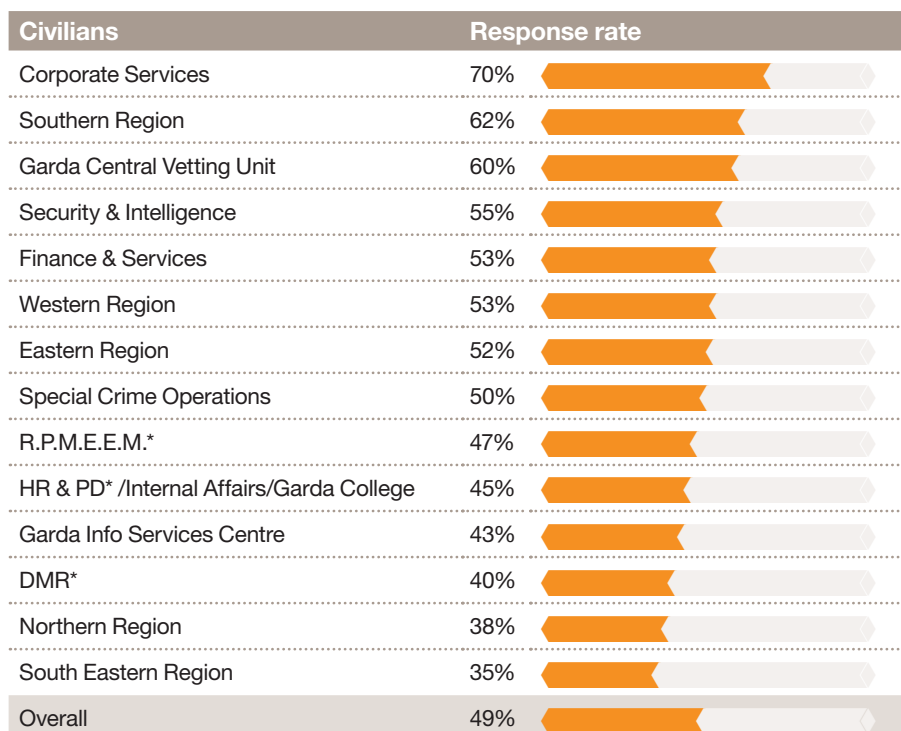
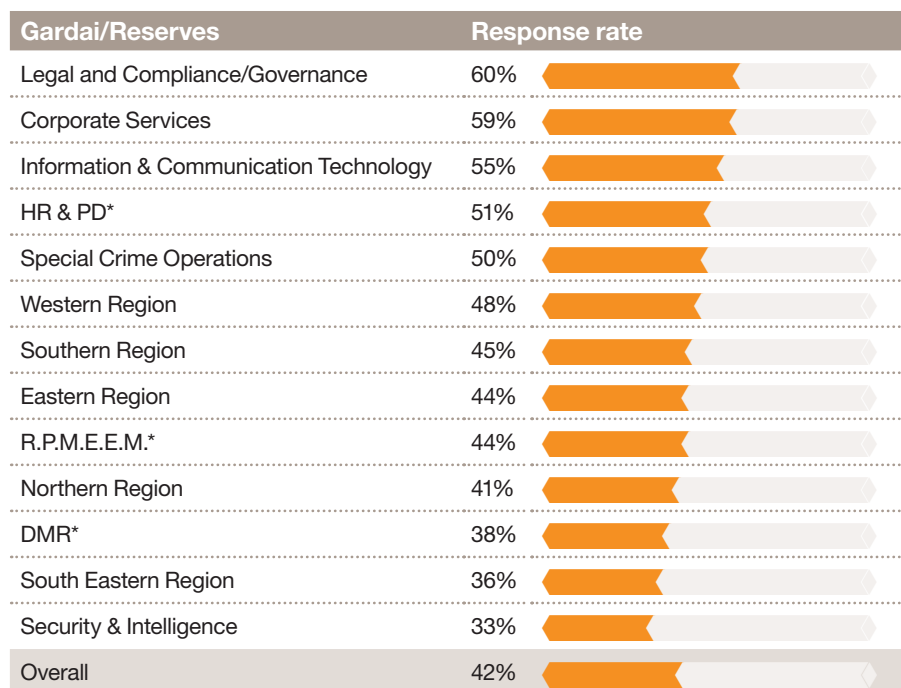
Fig 3.4



⁷ www.garda.ie/en/About-Us/Publications/Research-Publications/An-Garda-Siochana-Online-Survey-Analysis-Report-.pdf

Fig 3.5

Response rates by Region (online)



*HR&PD refers to Human Resources and Professional Development; DMR refers to Dublin Metropolitan Region; RPMEEM refers to Roads Policing Management and Emergency Event Management

Survey Analysis Approach

On conclusion of the survey in early November 2017, the survey was cleansed before commencing the analysis. This involved:

- Removal of any personally identifiable information for respondents⁸;
- A review for any respondents who completed the survey in an unfeasibly quick time and therefore we could assume appropriate consideration has not been applied;
- A check for any incomplete responses that might need to be removed (this was not the case in this Cultural Audit); and
- Review of the profile of respondents compared to the profile of the organisation as a whole, to check for representation.

The steps taken to ensure anonymity and confidentiality were:

- Quantitative responses were only analysed and reported in aggregate e.g. mean scores, and responses of sub-groups have only been provided where there are 30 or more responses pre sub-group, in order to maintain confidentiality. For the purposes of this report, reporting has been maintained at a Divisional level;
- Individual responses including verbatim comments have not been provided to An Garda Síochána. Rather, the common themes from the verbatim responses have been identified with a small number of anonymous quotations shared in this report to provide extra context;
- The analysis conducted provides a single 'score' for each agreed pillar of the Code of Ethics and MRP. Each 'score' comprises a number of statements designed in line with the description of the measure from the Code of Ethics or MRP and agreed with An Garda Síochána (refer to Appendix 2 for mapping of statements to the agreed CoE and MRP pillars);

⁸ In instances where participants included comments that would make them personally identifiable, those comments were deleted. No participant was removed from the survey.

- Efforts were made to ensure that the composition of the ‘scores’ was not overly complex. We believe that a simple index score, based on the right measures, is more effective and easier to replicate year on year (i.e. to enable benchmarking and measurement of progress).

In analysing the data, a number of analysis techniques were applied including top line frequencies and mean scores, cross tabulations, index / composite scores, key driver analysis, text analysis and analysis of the verbatim responses.

Qualitative Approach – Focus Groups and Senior Management Interviews

The survey response rate established a strong baseline view of the organisation that is both representative and statistically robust. The next phase of the Cultural Audit was to gain further insight and a more rounded view of the culture through two sets of qualitative research: a series of facilitated focus groups with a representative sample of employees and structured interviews with some of the most senior members of staff.

The results of the quantitative analysis informed the proposed approach to and structure of the focus groups and interviews. These results also informed the themes we explored within them.

The focus groups and structured interviews allowed us to gather real - time, qualitative research in the participants own words. This research gave us a deeper understanding of the culture. It has provided us with colour and depth to the cultural picture, as well as clarity, new insights and real life experiences and examples.

Senior Management Interviews – roles interviewed

We undertook a series of interviews with agreed members of senior management. Firstly we met the members of the Executive (the Acting Commissioner, Deputy Commissioner and Chief Administrative Officer) as we considered it more appropriate to meet these individually rather than seek input in a focus group with the wider senior leadership team (Assistant Commissioners and Executive Directors). We also met two of the Executive Directors whose roles will, we believe, have a fundamental part to play in the planning, implementation and execution of cultural change initiatives, namely the Executive Director Human Resources and People Development and the Executive Director for Strategy and

Transformation. Given the unique insights these role holders have into the organisation, the structured interviews gave us the opportunity to better understand the governance and internal decision making processes and also to discuss the emergent themes from the survey results.

Each of these interviews followed a structured interview format. To ensure consistency, similar questions were asked of each participant. These questions were developed in line with the themes to be explored in the focus groups and, as such, topics ranging from promotion and performance to the role of senior leadership were examined.

The structured interviews lasted approximately 90 minutes each and were facilitated independently by PwC.

Focus Group Design Principles

The Design Principles below were developed and agreed between PwC and An Garda Síochána and these framed the approach and methodology for the focus groups.

1. To test and gain further insight to emerging themes from quantitative analysis
2. To provide a neutral and confidential environment to encourage open and honest participation
3. Participation will be voluntary and all outputs will be anonymised
4. Focus groups will be established based on a number of different criteria:
 - a. Split by different ranks and grades providing greater ‘freedom to speak’ amongst peers
 - b. We will sample regionally but then conduct focus groups for particular groups e.g. by rank
 - c. We will also conduct some focus groups of mixed ranks for specialist units
 - d. Urban / rural split to understand any variances
 - e. To explore areas of significant variance in quantitative results e.g. significant variance based on length of service, some Regions / Divisions that scored significantly more positively or negatively
 - f. To provide a voice to some distinct populations e.g. Reserves, ethnic minorities, detectives, facilities / cleaning staff

Focus Group approach

22 Focus Groups were conducted across a representative sample of An Garda Síochána personnel from all grades and employee groups. A total of 229 Garda, Civilian and Reserve members took part in focus groups.

The purpose of the focus groups was to provide the members with a confidential and neutral environment where we had the opportunity to deep dive into areas of concern and interest from the survey results. It also enabled us to hear the respondents' view of the organisational culture in their own language.

To maximise participation and provide a safe environment the focus groups were typically split by rank (i.e. peer participants). At the more senior levels, focus groups were a mix of Garda and civilian members of management. At the lower levels focus groups were typically split between Garda and civilian by rank / grade. The focus groups were scheduled and split on a geographic basis and allowances were also made for those in the more specialist units and office based roles. We also conducted a focus group with Reserve members. The full schedule of focus groups is set out in Appendix 5.

The focus groups were developed and run independently by PwC. Participation was strictly voluntary. Throughout the Cultural Audit, confidentiality and anonymity has always been of the strictest importance to both PwC and An Garda Síochána and this was maintained during the qualitative phase. All research gathered during focus groups has been collated at an overall level and all focus group outputs have been retained by PwC and not shared with An Garda Síochána.

Focus Group Sampling

Prior to conducting sampling to identify focus group participants, a detailed focus group plan was developed by PwC and agreed with An Garda Síochána. PwC identified the recommended focus groups in order to get the most comprehensive and robust spread of opinions and insights across the organisation.

PwC conducted sampling of focus group participants independent of An Garda Síochána.⁹ PwC were provided with a cleansed data file of all employees in the organisation, on a no name basis and identified only by their staff number and their staff number email address (e.g. S1234@garda.ie) to ensure anonymity. The data files were filtered to ensure the appropriate sample was collated (eg. Focus group 1, was filtered to include only those of Garda ranks who work in the DMR Region). The full sample was then randomised and invites were issued by PwC to the randomly selected participants. As mentioned previously, participation was voluntary.

Focus group methodology

Based on the results of the quantitative research a number of themes emerged which we sought to validate and explore in more detail during the qualitative phase. Twelve overarching themes were identified as set out overleaf.

Each focus group lasted around 2.5 hours. Due to large number of themes to be validated and explored in detail, we allocated themes across the different focus groups to ensure a representative view of opinion was obtained based on different ranks / grades, locations, role types etc.

To ensure anonymity and to provide an enjoyable participant experience, a software application called MeetingSphere was utilised to conduct the focus groups. In every group, laptops were supplied by PwC to each participant. Participants were asked a series of questions online (relating to the different themes to be explored) to which they anonymously input their answers through MeetingSphere.¹⁰ All anonymous comments were however, visible to all focus group participants. This anonymity and transparency quickly created ease amongst the group, allowed for greater trust in the process and facilitated a deeper discussion of some of the points being raised. The comments by all participants formed the transcript of each focus group allowing for more accurate qualitative analysis to take place afterwards. Each focus group was facilitated and supported by members of the PwC team. The only members of An Garda Síochána who were in the focus groups were the participants.

⁹ For the ethnic minority grouping and the facilities and cleaning staff lists of eligible employees had to be compiled by An Garda Síochána HR due to the specific populations. Invitees were randomly sampled and then invited by PwC to participate in the focus groups. Insufficient numbers attended these sessions to conduct full focus groups however some insights and observations were shared by those who did attend.

¹⁰ MeetingSphere is a third party tool used to facilitate workshops digitally. Further information can be found at <https://www.meetingsphere.com/home>

Qualitative Analysis Approach

The outputs collected from the focus groups gave deeper insight into the quantitative results. As outlined earlier, the focus groups were constructed around themes that emerged from the survey as set out below and, as such, the analysis of the qualitative data was carried out to validate the survey findings on a thematic basis at the outset. After the focus groups, we reviewed all the transcripts captured through MeetingSphere. We identified where the focus group participants validated the findings in the survey, where a different perspective was shared or indeed where a new insight was brought that was not captured at all during the survey. We have also undertaken word analysis to identify the most common sentiments and views expressed in the focus groups.

Focus Group / Structured Interview Themes:



Focus Group / Structured Interview Themes:



Chapter 4. The results

In this chapter, we will discuss the results that have emerged from the Cultural Audit. As already described the cultural audit comprised of a mixed methods approach, comprising of a survey (quantitative research), and focus groups/ structured interviews (qualitative research). The chapter will first look at the results of the survey, before moving on to look at the outcomes from the focus groups and interviews. Finally, this chapter will look at what these results mean in relation to one another, to give a wider view of the current benchmark of An Garda Síochána's culture.

Survey results



Verbatim results from the survey



Demographic results



Focus group results

Play your part: A deep dive of the results of the quantitative survey:

Summary of Survey Results

Fig 4.1

7.2 code of ethics



6.2 MRP score



5.1 Cultural reinforcers mean score



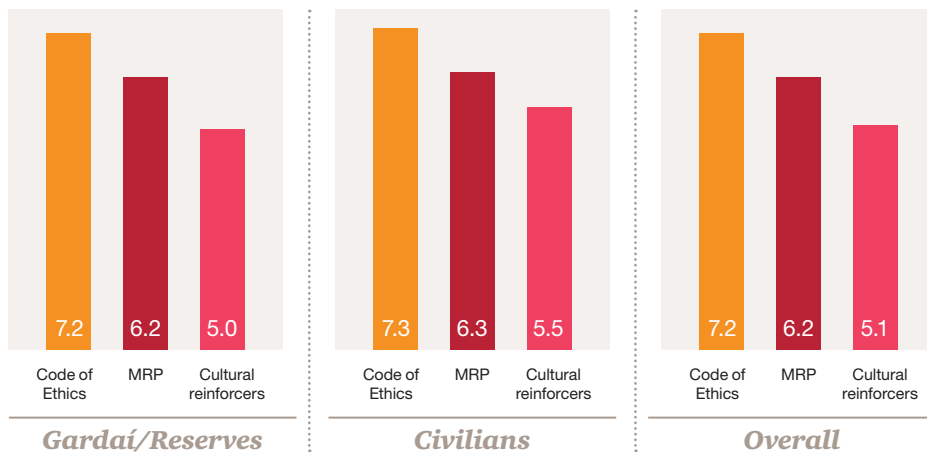
Above is a high level summary of the overall aggregate scores for the three distinct measures baselined in the survey.

As mentioned, each measure is made up of a number of distinct pillars. In Fig 4.2 we set out the detail of how respondents scored the varying pillars split between Garda and Reserves and civilian respondents. These scores are derived from the average of the index scores for each of the 9 CoE pillars; 11 MRP pillars and 7 cultural reinforcer pillars. It is from this detail that we identified emerging themes for further exploration in the qualitative phase of the cultural audit.

All responses were provided on a scale of 1-10 ranging from 10 – Strongly Agree to 1 – Strongly Disagree. For the purposes of this report a score of 8+ is considered a strong score and demonstrates strong alignment with the behaviours or cultural reinforcer being measured. A score of 6-7 is typically regarded as demonstrating some alignment with the behaviours or cultural reinforcer being measured. A score of 1-5, is considered a poor score and is typically seen as an area that needs improvement. These are indicative thresholds intended only to provide additional context to the relative distribution of scores.

Within each measure there are a number of pillars. Within each pillar a number of statements were created to measure the baseline behaviours within the pillar. In some instances, where two pillars were quite similar, there was some overlap in the statements i.e. the same statements may have fed into two separate pillars. An example of this is the statement “At An Garda Síochána we treat everybody we work with the same, irrespective of background”. This statement was used (in conjunction with other separate statements) to inform the Code of Ethics Pillar: Respect and Equality; and also the MRP Pillar: Equality.

Fig 4.2 Respondent scores by pillar, split between Garda/Reserves and civilians.



The full details of all scores for all statements are set out in the Appendix 4. We do not discuss every pillar and statement but rather, in the following section, we set out some of the most notable findings.

Code of Ethics – Summary Results

The Code of Ethics measures achieved an overall score of 7.2.¹¹

Within the overall score, there is a variation between index scores of different pillars as set out in Fig 4.3. “Police powers”, “Information and privacy” and “Honesty and integrity” were the top 3 scoring Code of Ethics pillars with “Transparency and Communication” and “Speaking up and reporting wrongdoing” both scoring less than 6.0.

The overall satisfactory score of 7.2 for the Code of Ethics is not unexpected. Tangible and real by its very nature, the Code of Ethics sets out the behaviours that An Garda Síochána espouses to live by every day and it affects all members of the organisation. Behaviours that are deemed contrary to the Code “constitute(s) a breach of discipline” so high levels of understanding and alignment would be expected.

The individual scores for each statement that makes up the overall Code of Ethics pillar are set out in Appendix 4.

Overall Code of Ethics score

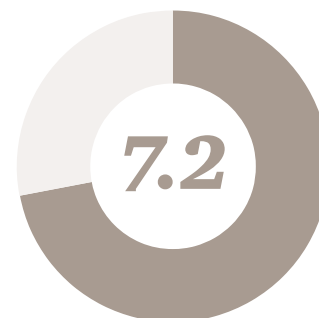


Fig 4.3 Index score by Code of Ethics principle



Base: 5,780-6,390

*In order to qualify for an index score within a pillar, a participant must have given a meaningful score for each question, that maps to the pillar (1-10).

¹¹ For further details on how scores are calculated, please refer to Appendix 1

However, within the detail of this score, some areas of concern emerge.

‘Speaking Up and Reporting Wrong Doing’:

The area of **speaking up and reporting wrong doing** has a disappointing overall result at 5.5. When we look at the individual statements that make up the Speaking Up index score of 5.5 a number of interesting themes emerge. People feel they are encouraged, at a team/local level, to speak up (6.5) but that there is not necessarily the required support for colleagues when they do so (5.3) nor are colleagues treated fairly when they do (4.8). This may indicate that while people feel they can speak up personally if they really had to, they would choose not to, because of the lack of a supportive environment within An Garda Síochána.

As we did key driver analysis¹² to better understand these results we can see that a number of the cultural reinforcers, from the PwC methodology of culture change, will have the greatest impact in terms of improving the overall sentiment towards speaking up. The key areas which will have the greatest impact are the extent to which the behaviours of senior leadership consistently demonstrate the values of the organisation and the extent to which there is compliance with organisation policies. There is a requirement for much greater consistency in the interpretation and application of policies and procedures. Efforts to break down siloes across the organisation will also make a positive difference. We will consider these themes in more detail later in this report.

‘Leadership and Management’:

Leadership and management received an overall score of 6.6. Within this, trust in senior leadership in setting out and articulating a clear strategic direction for the organisation receives a low score of 4.2. This perception is also evident in the Public Attitudes Survey where 36% of the respondents said that the organisation was well managed.¹³ This is down 6% since Q2 in 2017.

Once again the key driver analysis shows the critical view of senior leadership consistently demonstrating (and being seen to demonstrate) the values of the organisation which is also linked to the challenges with speaking up. Open and honest communication is critical as is effective management at the highest levels. Again, this topic will be addressed later in this report. As we see later in this report, senior leadership is viewed by the focus group participants as Superintendent / Assistant Principal and above.

‘Police Powers’:

Police powers scored a strong 8.6 indicating high alignment between members of staff and this pillar of the Code of Ethics. The Code of Ethics defines police powers as powers that include being able to stop and search, detain and arrest people, use force, take samples and conduct surveillance. Encouragingly, this result is also reflected in the most recent Public Attitudes Survey which shows a positive trend with 70% of the public expressing their satisfaction in An Garda Síochána.

An important factor in any type of cultural renewal and reform project is to assess the strong, positive aspects of an organisation and to work on bolstering and improving upon these attributes. In the case of An Garda Síochána the role it plays in communities is proving to be a strong positive both for the staff members and the public whom they serve.

‘Transparency and Communications’:

Transparency and Communication receives a low overall score at 5.7. Effective and transparent communication is fundamental to establishing a positive culture in any workplace. It is central to ensuring all members of staff have a better understanding of their role and how they fit in and contribute to the overall objectives of the larger organisation. Within this pillar there is a wide variation of scores for individual statements. There is a strong sense of effective communication within teams at a local level with a score of 7.9 in response to the question whether colleagues communicate and cooperate openly with each other. Additionally there is a strong sense of ‘doing the right thing’ at a local level with a very high overall score of 8.7 in response to the statement ‘My team provides truthful information’.

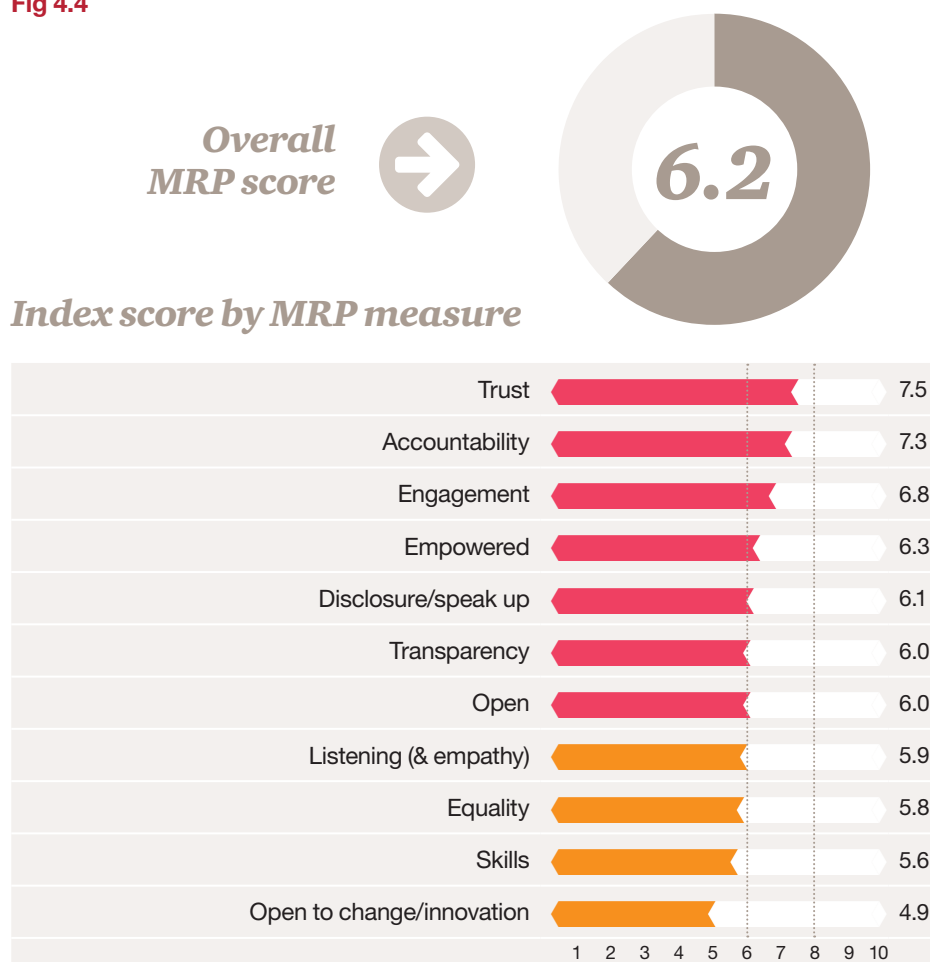
The statements in the Transparency and Communication pillar that relate more specifically to internal communication show some areas of concern which have also been validated during the focus groups. There is a particularly low score of 3.6 for people feeling listened to, a score of 3.7 for people feeling suitably informed as to the rationale behind decisions made by senior leadership and a score of 4.7 for people feeling suitably informed about things that affect them. We will discuss the area of communication as a whole in more detail later in this report.

¹² Key driver analysis was conducted using the 30 cultural reinforcer statements, to identify the top drivers of each of the COE pillars. Key driver analysis is explained in the Appendix – Key Definitions.

¹³ Public Attitudes Survey Q4 2017, - <https://www.garda.ie/en/about-us/our-departments/office-of-corporate-communications/press-releases/2018/march/public-attitudes-survey-q4-2017.html>

Modernisation and Renewal Programme – Summary Results

Fig 4.4



Base: 5,632-6,387

The overall score for the MRP pillar was 6.2. Shown in Fig 4.4 the MRP pillar looks at 11 different pillars which encompass the key behavioural elements the organisation is looking to embed and enhance. These include trust, accountability, empowerment and openness. They also include disclosure / speaking up, listening (and empathy) and transparency which have also been considered under the Code of Ethics.

Of the 11 pillars, 5 score in the '6-7' band indicating a certain level of alignment with the behaviours being measured. The remainder fall below a score of 6 which indicates misalignment with the desired behaviours.

Individual statements within each of the MRP measures, show further findings as follows.

'Trust':

The overall highest index score in the MRP pillar is **Trust at 7.5**. There is a strong sense of the core underlying principles of honesty and integrity at a team level (9.1) and of applying the law fairly (9.0) which are of course fundamental to any policing organisation. People feel the organisation makes a positive difference to the communities they serve (7.7). However for trust in senior leadership to provide the right direction for the organisation scores low at 4.2. This sense of disconnect between the 'rank and file' and senior leadership will be discussed in more detail

as part of reviewing the overall consolidated themes emerging from this cultural audit.

'Accountability':

One of the critical elements within the MRP is embedding accountability within the organisation. The overall score for **Accountability** is 7.3. Again, when looking beyond this overall score some further findings emerge. There is a strong sense of people being held personally accountable (8.9) and a view that, from an organisational perspective, confidential information is dealt with appropriately (7.8). However this sense of personal accountability seems to be based on an element of fear with a score of 6.5 to the question "I feel safe in admitting my own mistakes". In addition while there is a strong sense of personal accountability there is a view across the organisation that not everyone is held to the same level.

The key driver analysis impacting on the accountability scores shows that people do not believe that poor performance is dealt with (3.2). Improving this score could have a significant impact on the overall scores for accountability. Addressing some of the organisational factors that impact on people's ability to do their jobs effectively will also have a material impact.

'Engagement':

The pillar of **Engagement** (6.8) presents some important intricacies. People intend to remain with the organisation for the next 12 months (9.2) but there is a much lower advocacy score with 5.2 recommending the organisation as place to work. This can indicate a worrying scenario where people feel 'captive' within the organisation (e.g. because of job security, terms and conditions, a lack of confidence in transferable skills etc.) but do not feel happy in their work and would not recommend the organisation to other family or friends.

In terms of improving overall engagement levels, factors such as greater collaboration and the breaking down of siloes as having a significantly positive effect on engagement.

‘Openness’:

As mentioned, MRP is looking to address some of the perceived challenges with the culture of An Garda Síochána, for example the extent to which it is insular and not open as an organisation. The overall pillar for **Openness** received a score of 6.0. There is a wide divergence of individual statement results. People believe they communicate and cooperate openly at a local level (7.9). There are, however, poor scores in relation to openness to new ideas (4.9) and the organisation encouraging the sharing of new ideas (also 4.9).

‘Equality’:

The pillar of **Equality** received a poor score of 5.8. Again there is a significant divergence with a strong sense of needing to accommodate a diverse backgrounds within the organisation (“We treat everyone the same, irrespective of background”) 7.3 but a particularly low score of 3.0 for the statement “At An Garda Síochána we all have the same opportunity for advancing our career”.

This theme of a lack of meritocracy in relation to promotions and access to transfers and training was also expressed very clearly in the open text, verbatim comments in the survey and was a theme

explored during the focus groups. We will discuss this in more detail later.

The key driver analysis on the pillar of equality shows that addressing performance will have a significant impact in improving the perception of equality across the organisation. This relates to both addressing poor performance and consistently recognising good performance.

‘Skills’:

The area of skills development and training presents some contradictions. The overall pillar relating to **Skills** under the MRP received a score of 5.6. At an individual level people believe they have the skills to do their job effectively (6.5) however this is somewhat contradicted by the view that at an organisational level An Garda Síochána has the right skills to fulfil its role (4.7). Indeed, the response to the question “At An Garda Síochána I have access to the right resources to help me do my job”, received a score of only 3.8. Improving this statement alone will have the greatest impact on the overall score for the Skills pillar. In addition there was significant verbatim commentary in relation to the lack of training across the organisation.

‘Openness to Change’:

Finally, in relation to the pillars under the MRP, **Openness to Change** (4.9). This has received a particularly poor overall score. Despite the focus on the MRP over the last year there is a perception across the organisation that people do not perceive meaningful change to be happening (5.9). There is also a view that the organisation is not focused on continuous improvement and is not looking to constantly improve its ways of working (4.9).

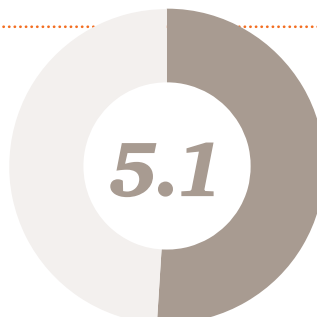
There is also a significant level of scepticism as to whether action will be taken as a result of this survey (3.7). In the focus groups we explored this further and will discuss this in more detail in the focus group results section of this chapter.



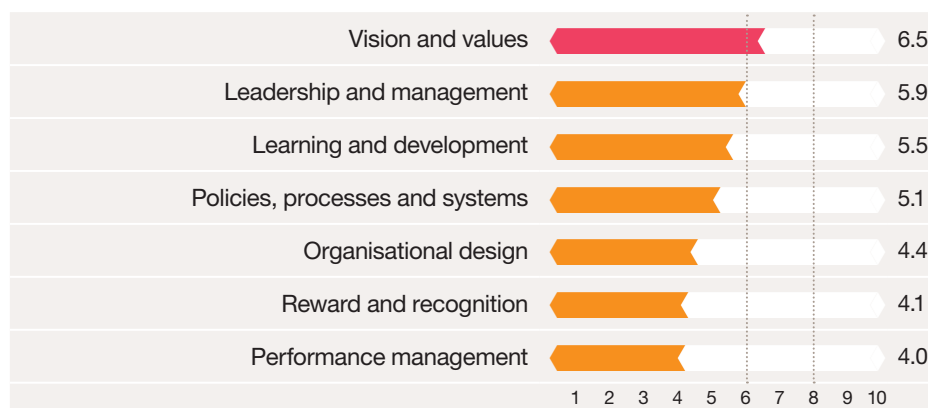
The Cultural Reinforcers – Summary Results

Fig 4.5

Overall cultural reinforcer score



Index score by cultural reinforcer



Base: 5,922-6,426

The cultural reinforcers, from on the PwC methodology for culture change, achieved an overall score of 5.1.

Fig 4.5 illustrates how the Cultural Reinforcer methodology is composed of 7 different levers of culture. Some of these overlap with other measures, e.g. “Leadership and Management” which has been considered within the Code of Ethics analysis. What differentiates the cultural reinforcers is that they are in many ways some of the ‘hygiene factors’ of an organisation from a people perspective and set the foundations within which people can perform and develop to the best of their ability. These themes form key building blocks for the people strategy in any organisation.

‘Performance Management’:

The factor “performance management” scores extremely low (4.0) across a number of statements and this is heavily reinforced in the verbatim commentary received. The absence of a performance management and promotion system that is perceived to be fair, transparent and based on meritocracy is creating a sense of mistrust and disengagement across the organisation.

Within this factor alone there are interesting variances in the underlying statements. Mechanisms and appetite to deal with poor performers are considered to be inadequate (3.2). People do not believe they have the opportunity to learn and develop – in particular, employees do not believe they receive adequate support and guidance to help them improve their performance (4.4). Meaningful improvement to performance management (e.g. in terms of the quality of the conversation between the employee

and his / her line manager) will have a significant beneficial impact.

As will be discussed in more detail later in the report, the area of **promotions** is also particularly emotive. At an overall level promotions are deemed to be based on ‘who you know’ rather than a meritocracy. This theme has been highlighted in other reports into An Garda Síochána¹⁴. Effective since the 1st of January 2017 the Policing Authority has now assumed responsibility for the appointment of senior Gardaí. This has led to significant differences in how senior members of staff are promoted – the overall feedback on this change, as raised during the focus groups, is positive. We discuss promotions again in the section on focus group results.

‘Visions and Values’:

The pillar “visions and values” received an average score (6.4). The introduction of the Code of Ethics means that the organisation now has a redefined set of guiding principles which form the basis of the organisation’s values. The MRP sets out a wide overarching view of the organisation’s vision for the future ahead. While it is felt that the values are both understood and demonstrated (7.5) it is felt that senior leadership do not communicate a strong vision of the organisation’s future (3.6).

‘Leadership and Management’:

The role of “Leadership and Management” is significant in any organisation and particularly in a police force due to the disciplined nature of the work. The overall score for this pillar is 5.9. It is important to note that it has been a turbulent time for Garda leadership during the course of this Cultural Audit with the retirement of the former Commissioner taking place a number of weeks before the online survey was launched. The advertisement of a new Commissioner was published just as the focus groups were concluding, leading to an inevitable feeling of temporary leadership during the specific period of the Cultural Audit.

¹⁴ The Policing Authority, Submission to the Commission on the Future of Policing in Ireland, January 2018.

Participants felt that senior leadership lacks visibility (4.2) and that their behaviour does not demonstrate the values of An Garda Síochána (4.0). However participants view their immediate line manager positively. Results for immediate supervisors tended to score higher with them being viewed as people who talk openly and honestly (7.3), lead by example (7.2) and demonstrate strong management skills (6.9).

‘Policies, Processes and Systems’:

The pillar “**Policies, processes and systems**” scored 5.1, which due to the nature of the organisation’s work, raises some concerns. An Garda Síochána plays a central role within Irish society and uniquely, is a unitary body responsible for the security of the State and the provision of policing services; two very different functions. The low scores in this particular pillar are not only significant for organisational culture but also raises some potential operational efficiency and control considerations. Understanding of policies was low at 6.4 and allied to this was a view that policies are poorly communicated (5.0).

‘Learning and Development’:

The results for the pillar “**Learning and Development**” are also quite low, at 5.5. Participants of the survey felt that the organisation does not have the right skills to fulfil its role adequately (4.7). In particular they felt continuous professional development was not supported (4.0). This is explored later in greater depth in the focus group results.

Organisational Design:

Organisation design refers to the extent to which people understand their roles and responsibilities. It also includes the extent to which there are equal opportunities in the organisation and the extent to which the organisation structure enables people to do their job effectively.

The strongest scoring statement of the cultural reinforcers shows that those members understand the roles and responsibilities of their job (8.0). However, the lack of career opportunities (3.0) and the lack of meritocracy in the promotion/competition process (2.9) score particularly poorly. For this reason, the role of promotion and performance has been further examined in the focus groups, here we focused on the current process, and the intricate views that make for such a low score.

Reward and Recognition:

“**Reward and recognition**” scored an average score of 4.1. When examined, the response showed that people do not feel rewarded sufficiently on a monetary basis (4.2) and, do not feel recognised for their work (4.1). Meaningful improvement of this pillar can include a focus on non-monetary recognition at a local level. This can have a lasting impact on engagement.

The overall results – verbatim analysis

In the quantitative survey, we asked a number of open text questions to seek An Garda Síochána employee insight into the culture of An Garda Síochána in their own words. These open text questions add a significant amount of depth to the quantitative results, helping to articulate what life is like on the ground and helping to capture both the formal and informal dimensions of the An Garda Síochána culture.

The survey participants were asked three open text questions:

1. Thinking about the culture of An Garda Síochána, what are you most proud of?
2. Thinking about the culture of An Garda Síochána, what are you least proud of?
3. Please record up to 3 “Unwritten rules” about the culture at An Garda Síochána, that you would tell your friend who had just joined An Garda Síochána?

The majority of the employees took the opportunity to complete the open text questions which we believe reflects a desire to have their voice heard in shaping the future culture of An Garda Síochána.

Over 20,000 pieces of verbatim data were submitted and these responses were all individually reviewed and coded into themes where possible to ease interpretation. The themes that emerged support and inform the quantitative data gathered, and also informed the themes that were explored in the focus groups.

Understanding what makes An Garda Síochána employees feel most proud

Within every organisation and every culture there are both positive and negative aspects. As part of any cultural transformation programme, it is critical that the positive elements of the culture are identified, protected and wherever possible leveraged and enhanced.

There is a real sense of pride for the members of An Garda Síochána and they are viewed well in the community, as demonstrated by the Public Attitude Survey.

Many positives were highlighted in the verbatim section of the survey. As seen in the top 10 most mentioned themes, the role of An Garda Síochána in the community came across most strongly. The community focus of An Garda Síochána has always been a cornerstone of the organisation and this is reflected in the verbatim responses. People spoke strongly about how they are proud of the “community engagement and involvement”, the ongoing “charity work” and “helping the community and the relationship between public and An Garda Síochána members”.

This may be a result of the role everyone in the organisation plays in working with and protecting the community and is likely to be further strengthened by the work of the Community Policing units. Community policing has been defined as a “partnership based, pro-active, community-orientated style ... focused on crime prevention, problem-solving and law enforcement”.¹⁵

Another strong positive that emerged from the responses to open questions was the sense of teamwork and camaraderie that members experience. The verbatim in this theme tended to be focused on immediate teams, with the “friendship and relationships ... the colleagues...the loyalty within the team” being highlighted as particularly positive. This is a strength in any organisational culture. Due to the

nature of the work undertaken by members of An Garda Síochána, a strong sense of community and trust is paramount to handling the serious and sometimes traumatic nature of events that members of the organisation may deal with on a daily basis.

The table below sets out the Top 10 most mentioned themes from a pride perspective together with some greater insight into the two most common.

Fig. 4.6

Top 10 most mentioned themes	
Community involvement/ supporting the community	19%
Strength of relationships in my immediate team/ camaraderie*	14%
Ability to do job with limited resources/support	9%
‘Can-do’ attitude/determination/ commitment	7%
Investigating cases/good work on front line	6%
Going above and beyond the call of duty/putting lives on the line/bravery	6%
Safety of the public/service to the public/ saving lives/ protecting people or public	6%
Hard work/ethic/professionalism	6%
Honesty/integrity of members	5%
Encouraged by positive comments by public/respect of public/support of public/trust of the public	3%

*In relation to the verbatim analysis we have focused on the most common themes. These themes are highlighted in yellow; at least 10% of all open text responses to the question related to this theme.

All verbatims were reviewed and coded into themes wherever possible to ease interpretation.)

Insight as to what makes employees feel least proud

Survey participants were asked to share their views of which aspects of the culture made them feel less proud.

There were three particularly strong emerging themes in response to this question.

There is a cluster of themes relating to leadership and some of the issues raised are set out in Fig 4.7. These include lack of support, failure to admit mistakes and failure to lead by example. We have discussed some of these elements already in this report and will consider leadership of the organisation more fully in our recommendations.

The second major theme that emerged centred on recent scandals, the impact these have had on the public image of An Garda Síochána and undoubtedly the impact this has had, and is having, on morale across the organisation. Members believe this is also linked to the role of senior leadership in managing relationships with external stakeholders and in representing the perspective of the organisation to the public. It may well be possible to draw some parallels between the “failure to lead by example” and to “admit mistakes” by senior management and some of the underlying reasons for the “poor public perception and negativity from the media of An Garda Síochána”. This will be discussed again later in the report.

The final theme identified related to the extent to which poor performance is addressed across the organisation. The theme of performance management arises in multiple points here and in focus groups. There is a frustration with a perceived inability to deal with poor performance. In interviews and focus groups with mid and senior ranks difficulties in managing performance given the litigious environment that exists within An Garda Síochána were highlighted.

15 www.garda.ie/en/Crime-Prevention/Community-Policing/ as accessed on 05/03/18 at 12:23

Verbatim results from the survey

Fig. 4.7

Top 10 most mentioned themes	
Senior management/ leadership issues	17%
Recent scandals/Public image	11%
Poor performance of colleagues/no sanctions for non-performers	11%
Who you know is important/ favouritism	9%
The promotion system	8%
Lack of training, equipment and resources	7%
Lack of professionalism/honesty	5%
Treating the public poorly	4%
Divide between Garda and Civilian staff/disconnect between management and staff	3%
Lack of recognition/reward	3%

All verbatims were reviewed and coded into themes to ease interpretation.)

The “unwritten rules” that shape the organisation

In the final open text question participants were asked to record up to 3 ‘unwritten rules’ about the culture at An Garda Síochána that [they] would tell a friend who had just joined An Garda Síochána. The aim of this question is to elicit the unspoken culture of An Garda Síochána; what a member of staff would tell a friend is the “truth” about working in the organisation.

From this, the responses provided a number of very consistent “unwritten rules”, which correspond to other outputs from the survey.

The most common unwritten rule related to meritocracy in the promotion system. 22% of responses to this question indicated that “it’s about who you know / promotions are based on who you know”. Nepotism and having the right sponsor are seen as integral to promotion, access to training, access to transfers etc.

The second most mentioned unwritten rule to emerge relates to a culture of “keeping your head down”. The verbatim comments reference not challenging or rocking the boat.

The third most mentioned theme in the unwritten rules highlights the positives that are already apparent from the survey results including to the positive team culture and the strong support and bond the colleagues feel with each other. There is strong evidence that “friendship and camaraderie; the sense of being fair and sticking with your colleagues” exists within An Garda Síochána. As highlighted in this report, before any culture change can be achieved, the organisation must first identify aspects of the culture that are positive and develop ways to protect and build on these foundations. We see this esprit de corps as integral to this.

Finally, the role of accountability and keeping yourself “covered” was also identified as one of the most common unwritten rules. A Garda Síochána answers to several regulatory bodies as a result of the recent scandals that have rocked the organisation. Taking a meticulous and scrupulous approach to core policing work is not in any way a negative facet of the culture. However if this is taken to an extreme and is occurring for negative reasons, excessively to the detriment of core policing work, or with the sole purpose of ‘deflecting blame’ this represents an issue. At a practical level it seems to be impinging on the willingness or ability of people to make decisions, at all levels in the organisation, out of fear of possible repercussion. It is also impacting on empowerment and positive accountability.

Other themes were identified as unwritten rules and these also supplemented and provided additional insight to those that emerged elsewhere in the survey. They also provided deeper understanding about the day to day working of the organisation.

Fig. 4.8

Top 10 most mentioned themes	
It’s about who you know/ promotions based on who you know	22%
Keep your head down/ don’t challenge	15%
Work as a team/stick together/support colleagues	13%
Cover yourself/your back	13%
Do what you have to do/do enough/just do as you are told	10%
Honesty/integrity/confidentiality/ discretion/be professional	10%
Treat everyone fairly/treat everyone as if they were your family	9%
Get the job done/do your job/do job well/efficiently/do your best/ do the right thing	9%
Senior leadership/management issues	8%
Ask questions/ask for advice and help/learn from seniors	6%

Verbatims were reviewed and coded into themes to ease interpretation. Not all verbatims could be coded.)



The overall results – a demographic summary

In this section we present some of the demographic findings which show some interesting variances between the different groupings of employees – between different ranks of Garda and

Reserves and different grades of civilians e.g. between different age groupings, different lengths of service and between different Regions and Divisions.

Explanation of following Data Tables:

In the tables below we show the results for pillars under both the Code of Ethics and MRP for each of the different demographic groupings.

(Numbers in brackets) = the base size, the total number of respondents for each individual pillar i.e. the total number of individuals who gave a score for every statement within a particular pillar. A number range is given e.g. 5,780-6,390, representing the fact that not every pillar was responded to by all employees.

(Boxes in red / green) = relate to whether the scores are statistically significant (green = positive, red = negative) from the overall total score. Please refer to the Appendix for a more detailed explanation.

Length of Service

We see some interesting trends when looking at the overall results in terms of length of service. These length of service results are for the organisation as a whole (Garda / Reserve / Civilian). We see that individuals who are new to the organisation (0-3 years) or closer to retirement (25+ years) are typically more positive when looking at both Code of Ethics and MRP pillar scores. However those staff who are mid-career with the organisation (7-15 years) have a much more negative perception of the culture of the organisation. We believe this demographic cohort may have been most impacted by the recruitment and promotion moratorium in recent years and the reduction in funding for modernisation and training during the financial crisis faced by the country in recent years.

The table also shows the categorisation between Office Based and Non Office Based employees. Non Office Based typically relates to operational, front line Garda and Reserve members. The office based group includes office based Garda, Reserve and civilian members. The non-office based members typically have a significantly more negative perception of the culture. This is particularly prevalent when looking at the various pillars under the MRP. The three significantly negative pillars under the Code of Ethics are also apparent under the MRP.

Graph 4.1

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	<1 years service (196-259)	1<3 years service (235-284)	3<7 years service (74-92)	7<10 years service (676-769)	10<15 years service (1,532-1,678)	15<25 years service (1,966-2,119)	25+ years service (1,081-1,177)	Office based (2,446-2,744)	Not office based (3,252-3,548)
Police powers	8.6									
Information and privacy	8.3									
Honesty and integrity	8.2									
Duty to uphold the law	7.9									
Authority and responsibility	7.0									
Respect and equality	6.6									
Leadership (& management)	6.6									
Transparency and communication	5.7									
Speaking up and reporting wrongdoing	5.5									

■ Statistically significant higher score than the total at 99% confidence
■ Statistically significant higher score than the total at 95% confidence
■ Statistically significant lower score than the total at 99% confidence
■ Statistically significant lower score than the total at 95% confidence

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	<1 years service (191-252)	1<3 years service (245-278)	3<7 years service (74-92)	7<10 years service (677-772)	10<15 years service (1,470-1,678)	15<25 years service (1,910-2,132)	25+ years service (1,027-1,181)	Office based (2,402-2,732)	Not office based (3,144-3,557)
Trust	7.5									
Accountability	7.3									
Engagement	6.8									
Empowered	6.3									
Disclosure/speak up	6.1									
Transparency	6.0									
Open	6.0									
Listening (& empathy)	5.9									
Equality	5.8									
Skills	5.6									
Open to change/innovation	4.9									

■ Statistically significant higher score than the total at 99% confidence
■ Statistically significant higher score than the total at 95% confidence
■ Statistically significant lower score than the total at 99% confidence
■ Statistically significant lower score than the total at 95% confidence

Seniority

There are a number of interesting differences when looking at the variances by seniority. The Graph 4.2 sets out the results for Garda members where you can see that as seniority increases so does more positive alignment with the behaviours.

Graph 4.2

Garda/Reserves - Rank

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Reserve Garda (35-46)	Garda (3,567-3,900)	Sergeant (1,056-1,125)	Inspector (208-218)	Superintendent (125-128)	Commissioners/ Chief Superintendents (41-44)
Police powers	8.6	8.5	Green				Light Green	
Information and privacy	8.3	8.3	Green					
Honesty and integrity	8.2	8.2		Light Red	Light Green	Green	Green	Green
Duty to uphold the law	7.9	8.0	Green	Red	Green	Green	Green	Green
Authority and responsibility	7.0	7.0	Green	Red	Green	Green	Green	Green
Respect and equality	6.6	6.6		Red	Green	Green	Green	Green
Leadership (& management)	6.6	6.5	Green	Red	Green	Green	Green	Green
Transparency and communication	5.7	5.6	Green	Red	Green	Green	Green	Green
Speaking up and reporting wrongdoing	5.5	5.5	Green	Red	Green	Green	Green	Green

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves - Rank

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Reserve Garda (36-46)	Garda (3,449-3,917)	Sergeant (1,008-1,132)	Inspector (192-218)	Superintendent (116-129)	Commissioners/ Chief Superintendents (39-44)
Trust	7.5	7.5	Green	Red	Green	Green	Green	Green
Accountability	7.3	7.3	Green			Green	Green	Green
Engagement	6.8	6.8	Green	Red	Green	Green	Green	Green
Empowered	6.3	6.4		Red	Green	Green	Green	Green
Disclosure/speak up	6.1	6.1	Light Green	Red	Green	Green	Green	Green
Transparency	6.0	5.9	Green	Red	Green	Green	Green	Green
Open	6.0	6.0	Light Green	Red	Green	Green	Green	Green
Listening (& empathy)	5.9	5.9	Green	Red	Green	Green	Green	Green
Equality	5.8	5.8	Light Green	Red	Green	Green	Green	Green
Skills	5.6	5.5		Red	Green	Green	Green	Green
Open to change/innovation	4.9	4.8	Light Green	Red	Green	Green	Green	Green

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

The Garda rank, which is the largest single cohort within the organisation, has a significantly more negative view of the culture relative to Garda Reserves and to all the more senior ranks. We believe this potentially presents an operational risk to the organisation.

Demographic results

However, when we look at the variances by seniority in the civilian grades a different picture emerges. As seniority increases civilians tend to have more negative views of the organisation, particularly at the Higher Executive Officer / Administrative Officer Grades.

Graph 4.3

Code of Ethics (Figures in brackets relate to base size)	Civilians - Grade						
	TOTAL (5,780-6,390)	Civilians (710-941)	Clerical Officer (481-649)	Executive Officer (58-83)	Staff Officer (53-71)	HEO/Admin Officer (44-67)	Senior Civilian Management (31-44)
Police powers	8.6	8.8					
Information and privacy	8.3	8.3					
Honesty and integrity	8.2	7.9					
Duty to uphold the law	7.9	7.8					
Authority and responsibility	7.0	6.8					
Respect and equality	6.6	6.6					
Leadership (& management)	6.6	7.0					
Transparency and communication	5.7	6.1					
Speaking up and reporting wrongdoing	5.5	5.6					

■ Statistically significant higher score than the Civilians score at 99% confidence
■ Statistically significant higher score than the Civilians score at 95% confidence
■ Statistically significant lower score than the Civilians score at 99% confidence
■ Statistically significant lower score than the Civilians score at 95% confidence

MRP (Figures in brackets relate to base size)	Civilians - Grade						
	TOTAL (5,632-6,387)	Civilians (684-914)	Clerical Officer (466-621)	Executive Officer (58-86)	Staff Officer (55-67)	HEO/Admin Officer (44-66)	Senior Civilian Management (31-44)
Trust	7.5	7.6					
Accountability	7.3	7.1					
Engagement	6.8	6.8					
Empowered	6.3	6.1					
Disclosure/speak up	6.1	5.9					
Transparency	6.0	6.4					
Open	6.0	6.0					
Listening (& empathy)	5.9	6.3					
Equality	5.8	6.0					
Skills	5.6	6.4					
Open to change/innovation	4.9	5.6					

■ Statistically significant higher score than the Civilians score at 99% confidence
■ Statistically significant higher score than the Civilians score at 95% confidence
■ Statistically significant lower score than the Civilians score at 99% confidence
■ Statistically significant lower score than the Civilians score at 95% confidence

In the more junior civilian grades, there is broad alignment with the Code of Ethics and MRP pillars. However it is at mid management level in the civilian rank where significant misalignment appears. This also extends, to a lesser extent and primarily in relation to the MRP, to the more senior civilian grades.

Regional Demographics

The tables below set out the overall scores (Code of Ethics and MRP) for each of the Regions within An Garda Síochána. The first table relates to Garda / Reserves split by Region.

Graph 4.4

Code of Ethics (Figures in brackets relate to base size)	Total (5780 - 6390)	Garda / Reserve (5038 - 5460)	DMR (1258 - 1371)	Eastern (620-673)	Northern (499-544)	South Eastern (415 - 453)	Southern (877 - 965)	Western (649-712)	HR&PD (120-130)	Security and Intelligence (183 - 195)	Special Crimes Operations (230-251)	Roads Policing and Major Event Management (29-34)	Exec Director Info & Comm Tech (26-30)	Corporate Service (64-70)	Legal and Compliance/ Governance (39-41)
Police powers	8.6	8.5													
Information and privacy	8.3	8.3													
Honesty and integrity	8.2	8.2													
Duty to uphold the law	7.9	8.0													
Authority and responsibility	7.0	7.0													
Respect and equality	6.6	6.6													
Leadership (& management)	6.6	6.5													
Transparency and communication	5.7	5.6													
Speaking up and reporting wrongdoing	5.5	5.5													

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

MRP (Figures in brackets relate to base size)	Total (5632-6387)	Garda/ Reserve (4844-5487)	DMR (1221-1369)	Eastern (595-673)	Northern (481-549)	South Eastern (393 - 453)	Southern (857-966)	Western (626-719)	HR & PD (116-132)	Security & Intelligence (172-197)	Special Crime Operations (222-258)	RPMEEM (28-34)	Executive Director Info & Comm Technology (23-31)	Corporate Service (64-70)	Legal & Compliance / Governance (38-42)
Trust	7.5	7.5													
Accountability	7.3	7.3													
Engagement	6.8	6.8													
Empowered	6.3	6.4													
Disclosure/speak up	6.1	6.1													
Transparency	6.0	5.9													
Open	6.0	6.0													
Listening (& empathy)	5.9	5.9													
Equality	5.8	5.8													
Skills	5.6	5.5													
Open to change/innovation	4.9	4.8													

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

These results show that the Garda/Reserves, Human Resource & People Development (HR&PD) and DMR tend to score the Code of Ethics pillars and MRP measures significantly lower than the overall Garda/Reserves score. For HR&PD, this is most prevalent in relation to honesty and integrity and equality and transparency. For DMR, this is most prevalent in terms of openness to change/innovation. There are pockets of stronger cultural traits across other regions, notably Special Crime Operations.

Demographic results

The table below looks at the results in terms of civilians, split by Region / Department.

Graph 4.5

Code of Ethics (Figures in brackets relate to base size)	Total (5780-6390)	Civilians (710-941)	DMR (77-97)	Eastern (47-66)	Northern (37-48)	South Eastern (33-48)	Southern (94-126)	Western (49-73)	HR & PD (52-74)	Crime and Security (40 - 52)	National Support Services (27-45)	Traffic (24-36)	Director Finance & Services (28-35)	Corporate Services (54-78)	GISC (49-79)	GCVU (61-86)
Police powers	8.6	8.8														
Information and privacy	8.3	8.3														
Honesty and integrity	8.2	7.9														
Duty to uphold the law	7.9	7.8														
Authority and responsibility	7.0	6.8														
Respect and equality	6.6	6.6														
Leadership (& management)	6.6	7.0														
Transparency and communication	5.7	6.1														
Speaking up and reporting wrongdoing	5.5	5.6														

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

MRP (Figures in brackets relate to base size)	TOTAL (5632-6387)	Civilians (684 - 914)	DMR (73-95)	Eastern (52-64)	Northern (34-46)	South Eastern (30-48)	Southern (97-121)	Western (52-69)	HR & PD (51-77)	Crime and Security (40 - 50)	National Support Services (26-41)	Traffic (22-33)	Director Finance & Services (26-35)	Corporate Services (54-78)	GISC (48-78)	GCVU (60-87)
Trust	7.5	7.6														
Accountability	7.3	7.1														
Engagement	6.8	6.8														
Empowered	6.3	6.1														
Disclosure/speak up	6.1	5.9														
Transparency	6.0	6.4														
Open	6.0	6.0														
Listening (& empathy)	5.9	6.3														
Equality	5.8	6.0														
Skills	5.6	6.4														
Open to change/innovation	4.9	5.6														

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

While there is some variation across civilian departments /regions, the differences are less significant relative to Garda / Reserves. DMR employees score lower than civilians overall in three Code of Ethic pillars.

Results split Detective and Non Detective

In conducting the survey it was important to understand if there were any differences in perceptions between detectives and non-detectives within Garda ranks. As shown in the Graph 4.6, detectives tend to score significantly higher than Garda / Reserves across most pillars of the Code of Ethics and the MRP measures. We explored this further in the focus groups, but no clear rationale has emerged – detectives tended to have the same concerns about cultural traits in the organisation as other members although they did tend to have a more positive view in relation to topics such as access to training and appropriate equipment.

Graph 4.6

Garda/Reserves – Detective/Not a Detective

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Detective (665-699)	Not a detective (4,370-4,761)
Police powers	8.6	8.5		
Information and privacy	8.3	8.3		
Honesty and integrity	8.2	8.2		
Duty to uphold the law	7.9	8.0		
Authority and responsibility	7.0	7.0		
Respect and equality	6.6	6.6		
Leadership (& management)	6.6	6.5		
Transparency and communication	5.7	5.6		
Speaking up and reporting wrongdoing	5.5	5.5		

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Detective/Not a Detective

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Detective (619-705)	Not a detective (4,223-4,780)
Trust	7.5	7.5		
Accountability	7.3	7.3		
Engagement	6.8	6.8		
Empowered	6.3	6.4		
Disclosure/speak up	6.1	6.1		
Transparency	6.0	5.9		
Open	6.0	6.0		
Listening (& empathy)	5.9	5.9		
Equality	5.8	5.8		
Skills	5.6	5.5		
Open to change/innovation	4.9	4.8		

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Demographic results

Finally, the tables below show the overall variances between Garda/Reserves and civilians and between males and females.

Graph 4.7

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Civilians (710-941)	Garda/ Reserves (5,038- 5,460)	Female (1,777-2,041)	Male (4,000-4,354)
Police powers	8.6				
Information and privacy	8.3				
Honesty and integrity	8.2				
Duty to uphold the law	7.9				
Authority and responsibility	7.0				
Respect and equality	6.6				
Leadership (& management)	6.6				
Transparency and communication	5.7				
Speaking up and reporting wrongdoing	5.5				

Statistically significant higher score than the total at 99% confidence
 Statistically significant higher score than the total at 95% confidence
 Statistically significant lower score than the total at 99% confidence
 Statistically significant lower score than the total at 95% confidence

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Civilians (684-914)	Garda/ Reserves (4,844- 5,487)	Female (1,782-2,008)	Male (3,847-4,376)
Trust	7.5				
Accountability	7.3				
Engagement	6.8				
Empowered	6.3				
Disclosure/speak up	6.1				
Transparency	6.0				
Open	6.0				
Listening (& empathy)	5.9				
Equality	5.8				
Skills	5.6				
Open to change/innovation	4.9				

Statistically significant higher score than the total at 99% confidence
 Statistically significant higher score than the total at 95% confidence
 Statistically significant lower score than the total at 99% confidence
 Statistically significant lower score than the total at 95% confidence

The most prominent difference in scores between Garda/Reserves and civilians is in relation to the MRP measures of skills and openness to change/innovation, with civilians scoring higher in both areas.

The most notable difference in scores between males and females relates to openness to change/innovation.

In their words: results from the qualitative research:

Focus Group and Structured Interview Themes

Based on our analysis of the survey results, a number of themes began to emerge that were of interest and that we sought to explore in more detail in the focus groups. While not exhaustive, these covered key areas with each playing an important part in the creation and ongoing development of organisational culture. The most common themes discussed during the focus groups are set out below.

Leadership – the role of leadership emerged very clearly in the focus groups across the different ranks, grades and members of the organisation. The more junior ranks of the organisation defined Superintendents and above as the senior leadership. There was an overall perception as to a lack of visibility and a sense of disconnection.

The sense of disconnect with senior leadership and a sense of their remoteness from the ‘reality of the front line’ came through very strongly in the focus groups as evidenced by comments such as

“GHQ like a bubble, not intentionally detached but perceived by those on outside as being detached and not understanding operational policing”;

“I feel that senior leadership in HQ have forgotten what it’s like to be on the streets, more interested in dealing with stakeholders, media. Regional leadership is a bit more in touch but still expecting too much of members on the frontline”.

This sense of disconnect and lack of visibility is also related to a communications issue. It is felt that leadership don’t allow for two way communication with the wider organisation and this has created a silo culture.

Within the focus groups particular variances among different cohorts emerged. We found that non office based Gardaí tend to view the senior leadership and the wider management in Garda HQ, as more disconnected from the organisation and the realities on the ground. They typically have a more negative view than those who work in offices. This may be attributed to the fact that they are more geographically remote in many instances, from senior management. Gardaí who work on the regular units, in particular, felt that they are disconnected from leadership and that leadership need to spend more time understanding and appreciating the complexities and realities of front line roles. This disconnection and limited visibility is being interpreted as a lack of regard for front line staff members.

Finally, the Cultural Audit has taken place after several years of intense media scrutiny. There is a widespread perception that senior leadership are not ‘standing up for’ the organisation in the face of negative media commentary, not sufficiently articulating the constraints under which it is operating (e.g. resources, capacity, capability) and in over-committing to external requests that exceed the organisation’s ability to deliver.

Communication – there are apparent gaps in communication as evidenced during the focus groups. It is felt that there are not robust two way communication mechanisms across the organisation and this has created a siloed culture. In an organisation that works non-conventional hours a particular effort has to be placed on communications that utilise different channels and mechanisms. There were strongly held views that members hear about matters impacting on the organisation through the media rather than from leadership in the organisation.

Lack of two way trust – from the focus groups there was an underlying sense of people not feeling valued by the organisation and recognised for the difficult jobs they do under very challenging circumstances. Members of the organisation feel they have limited visibility of their leadership, nor do they have the means to communicate with them.

This has led to a sense that they are not trusted and not valued despite the work they do. It is also felt that people are only held to account at lower levels which has resulted in a culture of fear and unwillingness to take decisions. This has impacted the quality and efficiency of policing but it exists due to a ‘cover your back’ mentality across the organisation.

“Closed culture. A positive, thinking outside the box’ attitude is not encouraged.”

Lack of training – this was a topic that was clarified and expanded upon following the survey. The primary areas of concern relates to Continuing Professional Development (CPD). There was some variance within this theme; some specialist staff believe they have and continue to receive adequate training for their role.

However for the majority of focus group participants this was not the case. Participants spoke anecdotally that training is not targeted based on specific individual need nor is it allocated fairly. Training that applies to large parts of the organisation (e.g. updates in legislation) is

Focus group results

found to be ineffective due to the manner in which it is disseminated. Typically it appears that new legislation is emailed to all Gardaí without explanation or guidance in terms of how to interpret and apply it in practice. This is viewed as a ‘tick box’ exercise rather than a meaningful training intervention. There is a need for greater guidance to be provided centrally as to how the change in legislation is to be interpreted and applied rather than this being determined at a local level (leading to inconsistencies in interpretation and application).

There was also a view the key changes in legislation need to be embedded through more formal, classroom based training rather than email cascade only.

This view of training was validated by members of senior management during interviews. There were views that it can be “piece meal” and “for a specific new legislation”. This reactionary approach to training is certainly viewed by those in the focus groups as requiring attention but with an acknowledgement by participants in both the interviews and focus groups that the operational reality (i.e. available time on the roster) is a severe constraint.

An overarching view is that there needs to be a much more structured and formalised approach to training, based on needs analysis at an individual level (from a capability and role requirement perspective) with sufficient investment and allocation of budget and the freeing up of capacity to attend training. A sample response to the question in the focus groups as to the appropriateness of training received is set out below:

“CPD should be an annual process to upskill members on new procedures and legislation”;

This absence of a robust approach to ongoing and relevant training is also linked to and compounds the absence of adequate supervision (due to resourcing constraints at the Sergeant layer in the organisation and due to the large number of new recruits in the organisation) as we will discuss separately in this report.

The role of **supervision** was also raised in the focus groups. Similarly with the role of leadership, it was felt that there is a lack of supervision, particularly for newer members. Due to the volume and speed of recent recruitment it is felt that the new probationers have less support than ever. Sergeants, in particular, have an increasingly administrative workload. This has severely impacted on their ability to coach and guide their units and less experienced personnel on the ground in terms of their core policing duties.

A particularly emotive issue to emerge from the qualitative research is around the core **tools and equipment** of the job. In the focus groups of those at Garda ranks, some very consistent views and strong sentiments were expressed in relation to access to the right tools and equipment. It was felt that the the core tools from the uniform to the technology were out of date and poor quality. Examples were given of the impracticalities of the uniform and the lack of mobile technology which is hindering their day to day operations.

“Introduction of standard operating procedures, provision of fit for purpose IT equipment & processes”

The integration of civilians was generally welcomed during the focus groups. However it was felt that for increasing civilianisation to be a success there must be much greater clarity around roles and reporting lines. It was also felt, from a practical perspective, that there is a need for more on the job training and better onboarding for the civilians.

Both the **uniformed or regular Gardaí** and other colleagues in specialist units feel that uniformed units have been “forgotten” or left behind by the organisation. Strong sentiments were expressed that the work of regular units is not valued or recognised, the units are under resourced and are operating under high levels of pressure .

Discretion was a common theme raised during the focus groups with strong views that there is now less opportunity to apply discretion than would have historically been the case. As articulated in the focus groups, traditionally Gardaí were encouraged to act within “the spirit of the law” but now they feel they must follow “the letter of the law” and apply a policy of zero tolerance. This shift in emphasis is most likely linked to instances of poor behaviour in the past, however among focus group participants there were concerns that this could ultimately damage the relationship with local community.

Participants felt that there was a much greater emphasis on increased compliance and control. The sense we are getting from members is that they are under real pressure to document and demonstrate compliance and they believe that this is based on a fundamental lack of trust by management in them. Discretion and decision making and trust and empowerment are, we believe, corner stones of a positive culture of accountability.

Fig 4.9



The role of **accountability** was also explored in more detail in the focus groups. It appears that members of An Garda Síochána understand the importance of accountability. However accountability seems to be embedded against a culture of ‘second guessing’, review and reprimand. There is a strong view that Garda members, in particular at the lower ranks, now fear making a decision on the ground and in good faith for fear of challenge and potential sanction down the line. In addition, there is a perception that accountability has been ‘pushed down’ to the lowest levels in the organisation but that senior leadership have not been held to account for significant mistakes made by the organisation in the past.

“Members on the ground are afraid to make decisions. Decisions at a higher level are taking longer”;

“It’s a tale of do what I say (for management) not as management does, little accountability for management and all investigations or issues look for lower ranks and blame Gardaí and Sergeants not management”.

Another theme that emerged specifically through the focus groups related to the measurement of **outcomes versus outputs**. There are strong beliefs that the organisation is focused on measuring the wrong things and is preoccupied with outputs rather than outcomes. For example, it was felt that it might be more beneficial and reflective of the work being conducted to place metrics on the number of convictions or the preventative measures being undertaken, rather than the number of Fixed Charge Notices issued or breath tests undertaken.

In the focus groups, when discussing **promotion and performance**, a number of differing perceptions were evident. In the senior management focus groups there was a general acceptance of the apparent lack of meritocracy of promotion decisions. However there was disagreement on the validity of this view. In the focus groups with the more junior ranks of Garda members, there was very vocal concerns expressed regarding favoritism, nepotism

and lack of career opportunities for those who are not well connected in the organisation.

“When applying for a job, they will know there is a finite number of “real” spaces, as some are saved for family members, who get their pick of the stations.

In contrast with civilians ‘who you know’ was less apparent; at the more junior civilian grades a lack of career advancement opportunities overall was the more concern. They feel there are no opportunities and that civilians within An Garda Síochána are at a disadvantage due to either a lack of exposure to the right experience or a lack of exposure to the right training opportunities that might be afforded to their counterparts in other parts of the civil service.

“Courses in IPA ... ags [An Garda Síochána] civilians have to pay for it, civilians in other civil service depts. get sent there for free”

Effective since the 1st of January 2017, the Policing Authority has now assumed responsibility for the appointment of senior Gardaí. This has led to significant differences in how senior members of staff are promoted – the overall feedback on this change, as raised during the focus groups, is seen as positive and more transparent.

In relation to **performance management**, the PALF system (the new Garda Síochána Performance, Accountability and Learning Framework) is being perceived by senior management as a key change initiative but is viewed more negatively by people at lower ranks. Here it is widely regarded as a ‘tick box’ exercise and focused more on measuring ‘outputs not outcomes’ and consequently may inadvertently drive the wrong behaviours.

We cannot substantiate these views (positive or negative) in any way as we have not undertaken a review of PALF but rather have included mention of it here as we believe that it is a good, ‘live’, example of some of the challenges we see with change interventions across the organisation – a case for change that is not understood by the recipients of the change, ineffective communication and training,

not coherently integrated with other change initiatives in a way that is readily understood by everyone in the organisation and a lack of visible senior sponsorship and endorsement.

Having a performance management system, in any organisation, is we believe a positive thing. Key to this is a focus on the clarity of meaningful objectives at an individual level, measuring the right things and with alignment to overall organisational objectives. Also key is a real focus on the quality of the interaction between the supervisor and the employee from a development and feedback perspective. Linked to a formal system are the more informal, day to day means of recognition that are also particularly powerful – for example, a simple thank you for a job well done. We can see challenges with this within An Garda Síochána from a performance management capability perspective.

“No skill in the manager for how to deal with it...poor management training... no policy and no performance reviews which along with defined roles would give you opportunities to evaluate and discuss performance or lack of it....”

If the focus of the system and process is not on the quality of the conversation any performance management system can quickly come to be viewed negatively rather than as an enabler for both employees and supervisors to have an honest conversation in relation to performance and contribution.

“PALF is the new system but it’s a tick the box exercise that just adds to the workload and doesn’t work”

Focus group results

Ideally, the overall objective of any performance management system and process is to help the employee to perform to their best, to identify and address development areas and to help them to better understand how their role fits in with and contributes to the overall organisation goals.

“Consistent review of performance in specific roles whereby advice can be given without sanction of discipline. Discipline should refer to all ranks if being administered”.

It is also interesting to note that there will be different systems for Garda and civilian members. This will lead to greater complexity for line managers with mixed teams. In addition it is a practical example of the challenges being faced in integrating civilians, in a holistic way, into the organisation.

“The performance mgmt. system is unworkable – one system for Gardas, another for civilians”

There was a consensus amongst many of the focus groups that there is a **lack of role clarity**. There is an apparent lack of role profiles for civilians, both civilians and Reserves believing that their roles are not widely understood and in the case of Reserves still not widely accepted.

In addition **the move from 4 to 5 units** has been perceived as a very negative change. It has left many feeling under more pressure with less support due to an increased demand on the sergeants.

As we tested the findings that related to **speaking up** in the focus groups we received some interesting observations. Participants of the focus groups felt that they were willing to speak up, but that generally those who do are perceived as a ‘nuisance’ or ‘problem person’ when they do. We can condense the unwillingness to speak up to two main drivers, futility and fear. The first driver is an expressed view that an individual will not be listened to nor will any action be taken as a result of speaking up (i.e. futility).¹⁶ Secondly,

individuals have a fear of repercussions - of being perceived as a ‘nuisance’ or ‘problem person’ resulting in a negative impact on potential promotion opportunities, access to training, success in transfer requests etc.

“... Junior members do not wish to highlight issues, problems because they feel it will effect (sic.) their careers and (be) looked negatively at”;

“Not encouraged to voice your opinion at meetings”.

There were some different views expressed in the focus groups with a view that willingness to speak up is changing and that people are generally more comfortable to speak up to their immediate supervisor (e.g. Garda to Sergeant) but not to more senior ranks.

“Totally changing now that you are accountable if you don’t”;

“I am finding members with a few years’ service are more confident in telling it like it is”.

The lack of a willingness to speak up and challenge senior management is not that atypical relative to other organisations but we do believe that the perceived negative reaction, as outlined above, if someone does speak up is more pronounced than the norm.

This perception by staff was understood and accepted by senior management in the senior management interviews but with varying views as to whether that perception is warranted or not. Views were expressed that this was not necessarily a reality anymore and that it was more a “case in the past”. However other interviewees had a different viewpoint that speaking up is met with a “typically defensive reaction” and that “institutionally it has been made a big deal to speak up, when it should be the norm, well respected”.

Focus groups participants spoke about a **lack of consistency in policies and procedures**. Members spoke about policies and procedures differing from District to District and station to station, with no common Standard Operating Procedures in place. As such, there was a view that people provide accurate information at a local level to the best of their ability. However there was a view that how this information was captured and categorised may differ from location to location.

A **silos culture** has also emerged. While not unique to An Garda Síochána it was felt that there is a “them and us” feeling across the organisation. The Garda ranks feel siloed from the senior ranks as do the Sergeants also. The civilians in particular feel that they have not been fully accepted or fully integrated with the Garda members and the regular units feel removed from the more specialist units.

In the focus groups we sought participant input as to what recommendations they have to protect and further enhance the role An Garda Síochána plays in **communities**. We received strong representations as to the need for a continued focus on and increased resources for community policing ensuring a greater visible presence with the necessary resources, tools and equipment to do their jobs effectively.

The **sense of pride** that exists in the organisation was explored in the focus groups in terms of how this plays in the community. The participants feel proud of their “can do attitude” and their ability to do their job with “limited resources/support” – in many ways their ability to support the community and victims when they most need it despite the limitations that the organisation faces on a day to day basis. When we discussed what people believe is necessary to protect this for the future there was a lot of sentiment expressed around the need to invest further in community policing and have resources more visible to the general public.

Openness to change, as already discussed in the survey results, was also discussed in the focus groups.

¹⁶ Fear and a sense of futility are largely cited as being two of the largest deterrents for speaking up in organisations. More information is available in (Detert & Burris, 2016. <https://hbr.org/2016/01/can-your-employees-really-speak-freely>)

Interestingly, however, in the focus groups there is a sense that people feel that they and the organisation are trying to do too much at the one time, on a reactive basis and in an uncoordinated way.

We specifically considered general openness to change in the focus groups and discussed the perceived barriers to change, what can be done to mitigate these barriers and sought to better understand the impact of these barriers day to day. We received a broad range of views relating to the barriers to change but the most common related to a perceived fear of change, ‘this is the way we have always done it’ and also an unwillingness of the organisation to publically state the challenges they are facing.

“Disciplined organisation and change is imposed from the top down. The top of the organisation is conservative and may be slow to say that the Emperor (sic.) has no clothes on in some instances”.

Other common barriers included a lack of the requisite number of resources with required skills and having the right tools and equipment to do roles properly.

Recommendations for addressing these barriers to change included

- increased training and Continuing Professional Development (CPD);
- increased transparency and authority to effect local change;
- greater honesty and openness in confronting the challenges being faced by the organisation;
- better use of technology (to increase efficiency and remove paperwork with expressed views that PULSE has not actually removed any paperwork but rather increased it) and finally;
- improvement to communications.

In terms of the impact these barriers to change are having day to day they are perceived to be slowing down decision making and causing people to be ‘bogged down’ in administrative tasks. The lack of openness to change is perceived to be causing a certain amount of apathy and frustration, a sense of ‘what is the point’ in suggesting new and better ways of doing things.

“Ideas can be stifled, at times changing could increase efficiency but this is not always accepted”

“If a new idea doesn’t suit a supervisor or management they will stop it.”

When we consider what interventions may make the most positive impact on overall openness to change, based on key driver analysis, we believe the clear communication of a compelling vision of the future of An Garda Síochána to be integral.



Chapter 5: Cultural insights

Before setting out our recommendations for future change we would like to outline in this chapter the 8 key cultural insights which have emerged from both the quantitative and qualitative research.

Fig. 5.1



A thematic summary of the cultural insights

1. Small is beautiful

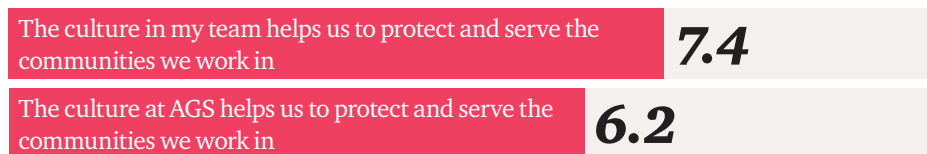
We are committed to our immediate teams, but don't hold senior leadership in high regard.

This perception is heavily prevalent throughout the summary results.

“Strength of relationships in my immediate team/camaraderie” came in as #2 under the pillar of “most proud” in the open text questions. This is further supported by the fact that “working as a team/sticking together/ supporting colleagues” came in #3 in the “unwritten rules” section. This friendship and camaraderie is rooted in a great sense of trust that colleagues will carry out their duties and responsibility (8.1). This is a consistent positive and as such is, one of the strengths of the culture that needs to be protected and improved upon. We are capturing this as *esprit de corps* and will discuss this in more detail in the following chapter.

This sense of trust and comradeship however is not reflected in how senior leadership or the wider organisation is viewed. Again, by way of recap, senior leadership is defined by focus group participants as Superintendent and above. The examples given highlight the contrast between the higher scoring statements about “my team” than about “An Garda Síochána”.

Fig. 5.2



In particular, the sense of disconnect between the team and the organisation appears to be focused on the senior leadership, with all statements as shown in Fig. 5.3, scoring relatively low. This can be explained as a sense distrust, with one participant directly saying that:

“They need to start being able to stand over their choices and back themselves up”

We have already shared some of the observations from participants regarding the sense of the perceived disconnect of the senior leadership with the ‘realities on the ground’ and their lack of visibility to the more junior ranks and grades – another example is provided below:

“Everybody from Inspector up should spend at least two Saturday nights on patrol, answering calls, each year! They might then partially realize the difficulties faced!”

Fig. 5.3



Interpreting the scores

A score of 8-10 is considered a strong score and demonstrates strong alignment to the behaviour being measured.

A score of 6-7 is typically regarded as showing some alignment with the behaviour being measured.

A score of 1-5 is considered a poor score and is an area that needs improvement.

2. Silence means survival

Generally we have the personal courage to speak up but fear the consequences of doing so.

This theme emerged after full analysis was conducted of the Play Your Part survey. The #2 most commonly written verbatim in the unwritten rules that you would tell a friend who is about to join An Garda Síochána is that “you need to keep your head down and not challenge.”

“Don’t speak up, don’t rock the boat, don’t be different, don’t look to change things, don’t be controversial - if you do any of these...you’ll get nothing only grief.”

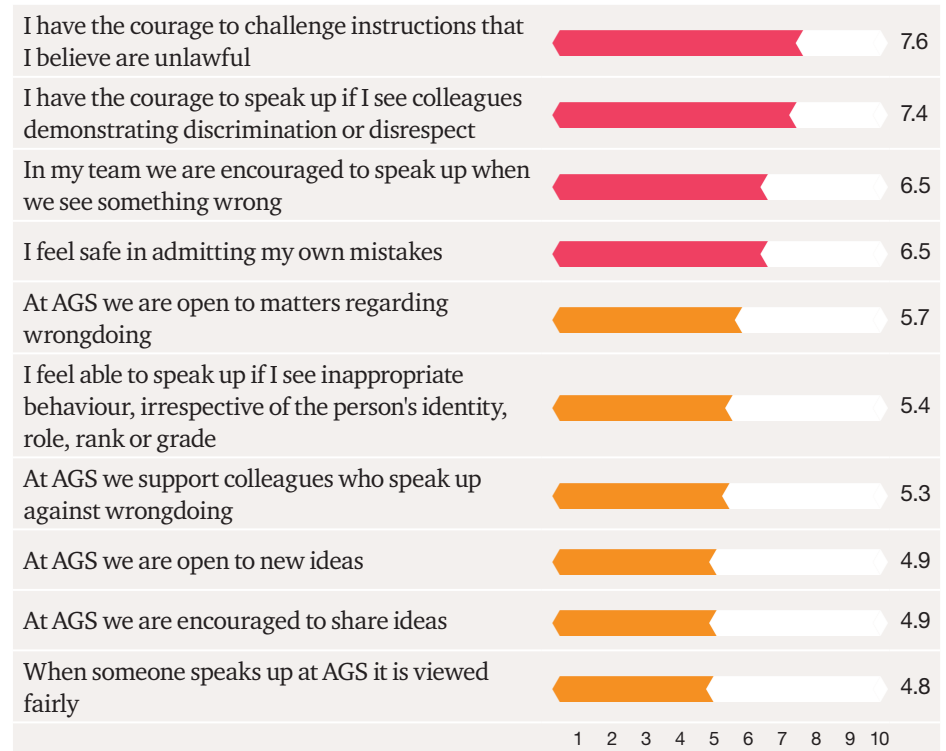
People feel they themselves can speak up, and have that courage and bravery should they need it. However, when someone else does it, they feel it isn’t viewed fairly (4.8) and that the organisation is closed to new ideas (4.9). As we explored speaking up it was not only in the context of formal protected disclosures but also in terms of a day to day willingness to call out minor wrongdoing, inefficiencies, issues etc.

The overriding theme that emerged is that people become more willing to speak up when they reach a certain level of tenure and, in particular, where they are either not actively seeking promotion or have accepted they will not be promoted. In these circumstances they feel they have ‘nothing to lose’ and need not fear the personal consequences of speaking up.

“Yes (people are willing to speak up) if they have senior service or have no further aspirations of advancement in the organisation.”

It was also apparent in the focus groups that there is a widespread recognition of the need to escalate and report any serious matters that may be brought to an individual’s attention (e.g. a complaint of a serious nature from a member of the public).

Fig. 5.4



3. We succeed despite ourselves

The participants believe they make a positive difference to their communities, but feel they don't have access to the right resources, skills or ICT to help them.

This view has been expressed as both a positive and negative. The can-do spirit and 'esprit de corp' is often considered the backbone of the organisation and, as mentioned earlier, the involvement in the community was ranked #1 in the "most proud of" section.

*"[Most proud of] the strong community focus
When given the resources and training we can and will deliver."*

However, the sheer lack of resources and infrastructure (3.8) can't be compensated for by attitude alone. Policing is a constantly evolving profession, with ever changing and new legislation being adopted every year.

Lack of access to the right tools, equipment and resources were a particularly emotive issue during the focus groups as were the lack of agreed, understood and consistently applied operating procedures.

"Introduction of standard operating procedures, provision of fit for purpose IT equipment & processes."

The lack of timely and ongoing Continuing Professional Development (CPD) is an area of particular concern as we have discussed earlier in this report.

"Recently training consists of reams of instructions being sent by email to members. PEMS would be an example."

The lack of training is an apparent issue for both Garda and civilian members. Lack of role clarity was a particular concern for civilian and Reserve members.

"No clarity about reporting lines, unclear expectations."

The basics of a fit for purpose uniform was brought forward unprompted in the focus groups (it was not one of the themes explicitly explored). This is seen as something that could quickly have a positive impact on morale whilst also addressing operational effectiveness and health and safety concerns. The uniform today is being perceived as a real life example of how the organisation and senior leadership do not care about the wellbeing of the members of An Garda Síochána operating on the ground in very difficult circumstances.

"[There is a] total lack of resources...All patrol vehicles are very poor, they are essentially family cars with a yellow stripe and a blue light. (We need proper made patrol cars, vans, etc.). Tasers are vital. Pepper spray is outdated."

"The IT system is antiquated and out of date ... improving our IT, our systems, and channels of communication needs to become a priority for the government."

"General comments on stab vests – haven't been fitted since when first given in Templemore, the boots aren't fit for walking - people have problem with their physical health from the uniforms and the belts."

Fig. 5.5



4. One rule for me, another rule for others

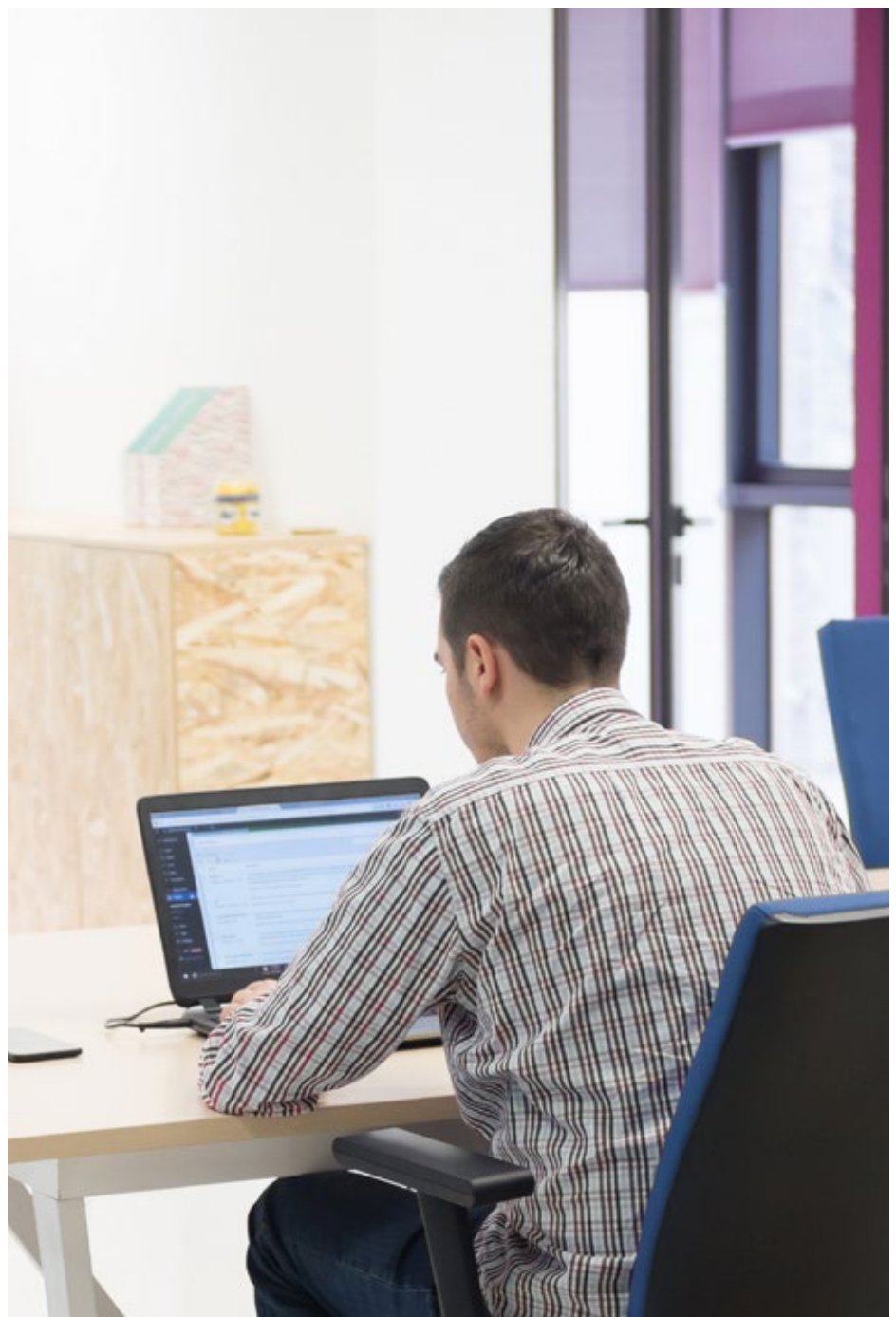
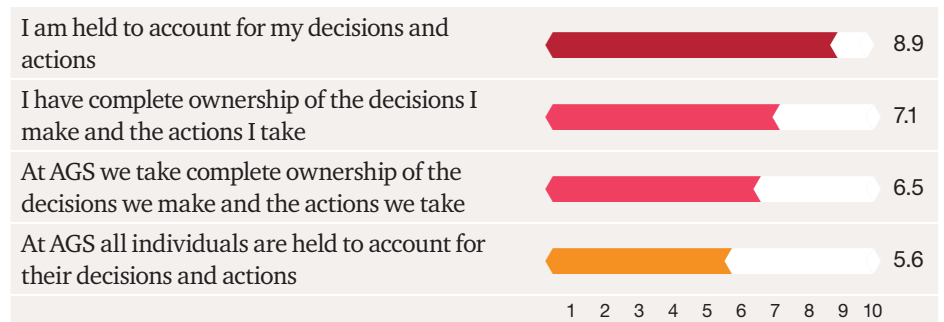
I am held to account for my decisions and actions, but I don't feel like everyone else is.

The statement “I am held to account for my decisions and actions” scored a very high score of 8.9 which contrasts with the lower scoring “At An Garda Síochána all individuals are held to account for their decisions and actions” (5.6). As detailed in the sample, examples have been given that support this perceived lack of accountability and sanction for others. This variation was further explored in the qualitative analysis.

“Your actions are your actions, make sure you can stand over them when things go wrong.”

The importance of accountability, empowerment and trust form some of our key conclusions in Chapter 6.

Fig. 5.6



5. It's all about “who you know”

Our promotion / competition process isn't based on meritocracy.

This view has been consistently evident across the survey and especially in the open text questions. Promotions being based on who you know was the #1 ranked unwritten rule in the survey results with 22% of answers making reference to the fact that promotions are not fair. The single lowest score in the full survey is attributed to the 2.9 for the question “At An Garda Síochána the promotion / competition process is based on your performance” followed closely by the 3.0 for the statement “At An Garda Síochána we all have the same opportunity for advancing our career”.

“At lower ranks it's about who you know and not what you know. Results of promotion and other competitions leave good, active members feeling disgruntled.”

Fig. 5.7



These views (whether perceived or real with strong comment from focus group participants as to it being a reality experienced every day) can only be having an impact on performance, engagement and team cohesion across the organisation.



6. Box ticking trumps the human touch

We spend considerable effort covering ourselves, in case our work is scrutinised unfairly.

In the Play Your Part survey, “cover yourself” and all its variations was ranked at #4 in the verbatim comments. This has impacted all aspects of the organisation with focus group participants saying that

“probationers are afraid to make a decision ... they will call a sergeant before making a call”.

The impact of this “cover yourself” mentality on the organisation is far reaching. Anecdotally it was reported that this has reduced productivity and efficiency, as Gardaí feel they are caught up filling out excessive or duplicate paperwork to record everything, which in turn takes them away from core policing duties.

Fig. 5.8



“there is a culture within AGS that you need to cover your back, and as result a too much time is now spent on recording details of absolutely everything”

Respondents felt that whilst it decreases productivity and efficiency it also decreases the quality of policing, as one participant said that culture of the organisation now seems to decree that administration is king:

“Once you have ticked all the boxes, solving the actual crime isn’t as important. Covering your back is the most important”

Regular Gardaí feel they are trusted less and have to do these extra administrative tasks to mitigate that lack of trust. This lack of trust they feel is unfair and is demonstrative of a lack of senior leadership willingness to stand up for the organisation.

7. Captives, not champions

There is a disconnection between the likelihood to remain and likelihood to recommend.

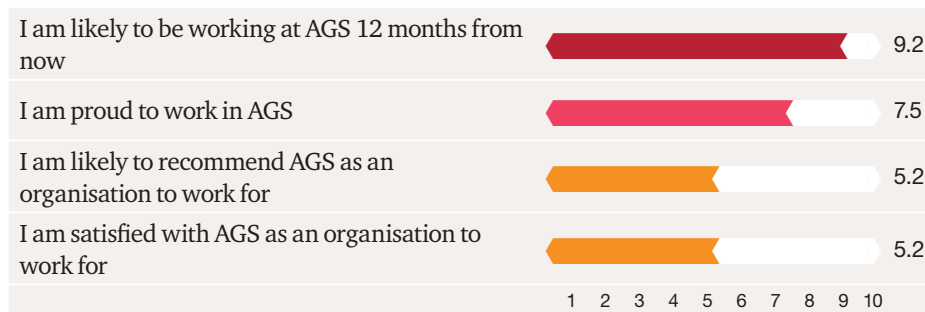
A concerning theme to emerge is the feeling that employees will stay working in the organisation, though not out of personal preference or choice – there is a feeling they are captive and would not recommend others to work there. As a corollary, however, some people did give strong vocational responses for why they are proud to work in An Garda Síochána.

There is a sense that this employee pride is wavering.

The statement “I am likely to be working at An Garda Síochána 12 months from now” scored a strong result of 9.2. Typically, this would be seen as a positive. However, comparatively, the statement “I am likely to recommend An Garda Síochána as an organisation to work for”, scored a much lower 5.2. This disconnect was explored further. The verbatim comments offered some explanation in that people may have joined the organisation, at a different time, when being a Garda was something to be proud of. The statement “I am proud to work in An Garda Síochána” scored a 7.5, but is described as:

“I used to love being a member of An Garda Síochána for the majority of my long career, but that time has passed. There isn’t much left to be proud of... I would not recommend my children join An Garda Síochána”

Fig. 5.9



There is a real need to regenerate that pride in the organisation and that belief in where it is going and what it stands for. Having a workforce who are advocates for the organisation is fundamental to having an engaged workforce. It is important that An Garda Síochána have a workforce who are committed to its vision, purpose and values rather than a staff who are only there, not because they want to be, but rather for the

“pay ... the pension ... it’s only 30 years”.

8. Supervision Vacuum

There are insufficient front line supervisors to coach and mentor new recruits

As we analysed the results of the survey and explored the identified themes in the focus groups the issue of front line supervision, and in particular the role of and number of sergeants in front line units, came increasingly to the fore.

In overall terms, the survey results show a poor score of 4.4 for the statement “I receive the guidance and feedback I need to improve my performance at AGS”. This relates to line management generally across the organisation. This is directly linked, we believe, to the fact that an effective performance management process and the positive behaviours of coaching and mentoring to underpin this, is not in place across the organisation for both Garda and civilian members as discussed earlier.

Allied with this is the specific issue of front line supervision for Garda rank members. There was widespread concurrence with the view that the rank of Sergeant is under resourced and now has an overly burdensome administration focus. This is taking Sergeants away from the on the ground supervision and coaching of new recruits and less experienced Garda members. Members of staff described how both Sergeants and Inspectors are now “drowning in paperwork”.

This lack of availability has negatively impacted the more junior ranks. In particular, there was heightened concern in relation to the support a new probationer can expect to receive. Instead of having time to learn and shadow experienced colleagues, the probationers

“are just seen as gardas, no time for adjustment, they are resources”.

This potentially has a significant impact on the future success of the new probationers. Acquiring bad habits or adopting incorrect procedures and processes by the probationer, due to lack of guidance, are seen as a critical operational risk.

“We need to get back a section sergeant ... they were on the ground and used to guide Gardas”

Chapter 6: Considerations and recommendations

As we reach the end of this report on the Cultural Audit we are going to focus on a number of key considerations and recommendations.

At its most basic the importance of organisational culture cannot be overstated. To quote Peter Drucker, 'culture eats strategy for breakfast'.¹⁷

Organisational culture forms part of the critical triangle in any organisation along with:

- Business strategy, how the organisation creates value or, in the case of An Garda Síochána, best serves the nation,
- Operating model, how the organisation is run – is there the right structure with clear accountabilities, are the policies, processes and procedures fit for purpose, does the organisation have the right people with the right capabilities and the right metrics to demonstrate if the organisation is on track.

However 60% of leaders feel culture is more important than strategy or operating model in enabling long term success. In addition, organisations with distinctive and aligned cultures are twice as likely to report superior execution,¹⁸ and the presence of a dominant culture is more typical of a higher performing organisation (Cameron & Quinn, 2011).¹⁹

This chapter is the culmination of our research, gathered from the quantitative and qualitative research that has been conducted, as well as from our experiences with other organisations.

- In the first section we will give an overview of the context and background to the Cultural Audit.
- Next, we look at some suggested areas of focus. What has emerged from the Cultural Audit is that there are a number of areas that can be highlighted for development. However, fundamental to our recommendations is a belief that the most impact will be made by a concentrated focus on a small number of key areas.
- This brings us, therefore, to suggestions in relation to adopting a new approach to affecting change. We believe how the change is managed and embedded plays a vital role in ensuring its sustainability and the realisation of positive transformation. As part of a new change approach we place a strong emphasis on the importance of behavioural change.
- Finally, we set out some high level next steps that An Garda Síochána may wish to consider. We urge caution and recommend a period of 'pause and reflection'. The organisation needs to take time to understand and appreciate what the results of the Cultural Audit means to it. Then, and only then, can a detailed plan for cultural transformation be developed.

1. Background

Learning from the lessons of the past

In any organisation we believe it is important to learn from the mistakes of the past. In this regard we believe there are insights relating to culture and the need for culture change across An Garda Síochána that can be drawn from a number of the scandals and resulting inquiries and tribunals that have beset the organisation over the past twenty years or so. These have undoubtedly damaged public perception of the organisation and impacted morale and pride in the organisation across all segments of the workforce.

O'Higgins Report – Cavan / Monaghan

The O'Higgins Report, relating to complaints made by Sergeant Maurice McCabe, considered allegations of poor performing colleagues, poor performance not being tackled or dealt with and a lack of appropriate supervision. These themes resonate strongly with themes that have emerged both through our quantitative and qualitative research as set out earlier in this report.

We do not propose to discuss in this report the wider impact on Sergeant McCabe of 'speaking up' as this is subject to separate and indeed ongoing review under the Charleton Inquiry. However as we have already discussed in this report we see evidence of a wider cultural issue of people being unwilling to 'speak up' due to either a fear of negative repercussions or a lack of conviction that they will be listened to and any or appropriate action taken as a result.

¹⁷ As first articulated by Peter Drucker. <https://www.managementcentre.co.uk/culture-eats-strategy-for-breakfast/>

¹⁸ Strategy & Global Culture & Change Management Survey 2013

¹⁹ Cameron, K. & Quinn, R. (2011). Diagnosing and Changing Organizational Culture: Based on the Competing Values Framework.

The Morris Tribunal - Donegal

The Morris Tribunal related to allegations concerning Garda corruption and malpractice in Donegal and resulted in the dismissal and retirement of a number of senior Garda members due to findings of negligence, lying and corruption. A key finding of the Tribunal related to a widespread lack of discipline within the organisation. Instances were found of purposeful mischief making, lack of regard for colleagues and lack of regard for obeying orders and policies.

Unfortunately there remains some evidence of these cultural traits in this most recent Cultural Audit with participants speaking of colleagues behaving inappropriately or speaking inappropriately to members of the public, of policies not being followed and a lack of mutual respect within and across the organisation. It was not the purpose of the Cultural Audit to assess whether these are systemic but they are certainly evidenced in our data.

We believe these historic failings demonstrate the intrinsic importance of organisational culture to a modern and progressive organisation. It is positive that the senior leadership of An Garda Síochána have recognised this in requesting that this independent Cultural Audit be undertaken. What is equally important, however, is that the findings of the Cultural Audit be accepted throughout the organisation in the positive manner in which they are being presented.

Strengths inherent in the current culture but overall culture not fit for purpose

Having reviewed the outputs of both the quantitative and qualitative research (founded on a particularly strong survey participation rate of 40% and in excess of 20 focus groups) and reflected on the significant amounts of comments received directly from Garda, civilian and Reserve members across the organisation (21k+ verbatim comments received through the online survey and active participation in the focus groups) we are confident that we have established a broad, representative view of the culture in the organisation.

The research has indicated a number of core strengths. Over the course of the report we have shared the many positive cultural traits within An Garda Síochána - the positive impact and role An Garda Síochána plays in the communities across Irish society, the teamwork and camaraderie and the interesting and varied work.

In overall terms we believe that elements of the culture of An Garda Síochána require reform in order to position the organisation for ongoing modernisation and renewal. We will set out in section 2 some of the areas that we believe require focus. However we also fundamentally believe that behavioural change will be core to addressing the findings of the Cultural Audit as we explain in section 3.

We don't believe that swift, wholesale culture change is possible or even desirable. The culture of any organisation is constantly self-renewing and evolves slowly. It can, however, be modified but we believe this needs to be done by realigning some of the core elements rather than by looking to replace it with something entirely new and different.

At the heart of our conclusions is the need for authentic and meaningful commitment to change in the organisation. This will need to be owned and led from the most senior levels in the organisation but supported and embraced by everyone at all levels.

2. Areas for action

In the previous section we provide some historical context to the Cultural Audit. In this section we will now offer some recommendations, based on some of the cultural insights in Chapter 5.

Leadership

Considerations:

It appears that there is a significant disconnect between senior leadership and the other ranks and grades within the organisation. By senior leadership we are typically referring to Superintendent rank upwards and Assistant Principal equivalent in civilian grades.

Visible and effective leadership is integral to any organisation that is looking to successfully navigate transformation and change. Within An Garda Síochána senior leadership are not visible to members and do not appear to have articulated, simply and coherently, a vision of what they want the organisation to be in the future.

Senior leadership are seen as being reactive to external stakeholder demands at the expense of what is best for the organisation. This is understandable in the context of the high level of external oversight and media scrutiny but is undoubtedly increasing the distance between the leadership and more rank and file members. Strong sentiments have been expressed in the field research of the need for senior leadership to speak up and stand up for the organisation more, to push back on unreasonable demands and requests from external bodies and to speak the truth more explicitly in relation to resourcing constraints and capacity within the organisation.

Recommendations:

Articulating organisational vulnerability

An Garda Síochána is an institution of national importance, charged with protecting the State and its citizens from threats of a criminal and national security nature. Showing strength, singularity of purpose and conviction is integral to its

operations on a day to day basis. Based on our quantitative and qualitative research, however, it appears that this can be experienced by members of the organisation as a lack of empathy from senior leadership, evidenced by a lack of understanding of the realities faced by members on the ground day to day.

There is an apparent real desire across the organisation (based on our research) for the operational constraints under which the organisation is operating to be publically acknowledged in particular by senior leadership but also by government and oversight bodies. There are heightened levels of frustration at what is seen as over commitment to what the organisation can deliver within the resources that it currently has. There has been a strongly articulated view that ‘speaking up’ and saying that something cannot be done (i.e. demonstrating vulnerability) would have a significant positive impact on morale as leadership would be seen to be “telling the truth”.

Defining a vision for the future

We have now established a very robust and representative view of the current cultural traits of the organisation – there is a clear picture of the ‘Current State’ culture.

However, what is not clear from any of the research is what the purpose and vision for the future is, what all stakeholders want the organisation to be in the decades to come (and whether there is alignment in this regard). There is no clear vision of the ‘To Be’ organisation that will shape and inform future strategies and change interventions. This came through in the Play Your Part survey where the score for “senior leadership communicate a compelling vision of the future of AGS” was 3.6.

Articulating this ‘To Be’ purpose and vision and reflecting the views and expectations of the many different stakeholders (members of the organisation, the public, government, oversight bodies etc.) would, we believe, help tease out and hopefully resolve some of the apparent conflicts or confusion we evidenced during our research. These conflicts include the



balancing of accountability with empowerment and trust, the extent to which empowerment should be aligned with the application of appropriate discretion and judgement and the model for and better integration of civilians and Reserves etc.

Speaking Up

Consideration:

We have discussed in some detail the lack of a willingness to speak up across the organisation due to either a fear of repercussion or due to a sense of futility that nothing will happen as a result of speaking up. We have shared views from the focus groups that this willingness to speak up may be slowly changing, in particular for those with longer service or from those who are not actively seeking promotion.

A willingness to speak up is directly linked to the behaviours shown by more senior management when someone does speak up, whether this is in a formal sense or related to more day to day operational

interactions. A willingness by senior management to actively and meaningfully listen, to hear and to take time to understand different perspectives, to be challenged (in a constructive, positive way) and to be able to explain decisions in a way that makes sense to members is crucial. Having a voice and being willing to make that voice heard should be encouraged and seen as a positive, a way of bringing about change and pushing everyone in the team, unit or organisation to perform better and ultimately to serve the public to greater effect.

Recommendation:

In chapter 5 we set out the 8 key cultural insights which we believe are evident from the research.

However, in addition to these 8 insights we believe there is an overarching theme of safety which we believe relates equally to the people who work for An Garda Síochána and the members of the public who are protected by it.

When we talk about the people who work for An Garda Síochána we believe the

concept of psychological safety is particularly important. Psychological safety is the idea or belief that, as a group, the team is safe for interpersonal risk taking.²⁰ Allied to this psychological safety is that of a proactive voice - that sense of identifying with the organisation and being willing to speak up, contribute and perform to the best of your ability due to an underlying confidence and faith in the structures and support that surround you in the organisation.

That sense of psychological safety, and the behaviours that underpin it, need to be built systematically and consistently through targeted behaviours in key moments. These could include the deliberate display of active listening, to show and receive gratitude, to deliberately encourage everyone to contribute in meetings or to publically thank and recognise those who voluntarily do so. As part of our overall recommendation to consider those critical behaviours that will drive change across the organisation we suggest that this includes consideration of those that will enhance speaking up and build that sense of psychological safety.

Fixing the Basics

Considerations:

There are some significant, long term challenges facing the organisation in addressing some of the cultural weaknesses that exist. We believe these relate to both behavioural and operational aspects.

It seems clear that there is a need to 'fix some of the basics' that will help set An Garda Síochána up for success for the more longer term transformation journey it needs to undertake.

20 Psychological safety as a theory was proposed by Amy Edmondson, whose research shows that the most "successful" groups are not those that are the most proficient, with the least amount of mistakes ever made. Instead, it was the groups that could make mistakes, admit to them, and discuss them to learn from them. This was essentially a group that had psychological safety, which facilitated a culture of openness. Edmondson, Amy. (1999). Psychological safety and learning behavior in work teams. *Administrative Science Quarterly*; Jun 1999; 44,2; ABI/INFORM Global pg. 350

Fixing some of the basics will demonstrate to members that their views in the Cultural Audit have been listened to and, importantly, acted upon. Doing this will generate some momentum for change across the organisation and will be something tangible that staff can identify with.

Recommendations:

The core tools of the job

When we talk about fixing the basics we mean addressing some of the fundamental tools and equipment issues within the organisation – modern, fit for purpose uniforms, appropriate vehicles, mobile technology etc. For example, in the focus groups members articulated that modern uniforms would give them a sense of pride in their organisation and, they believe, a visual representation of a more progressive and modern organisation to the public.

Many of these issues have been called out in previous reports (e.g. Report of The Garda Inspectorate "Changing Policing in Ireland", November 2015) but have yet to be addressed. Having a solid foundation in place is critical to the success of any planned transformation and addressing these 'hygiene factors' (or articulating a clear pathway as to how and when they will be addressed) will serve to build trust and a sense that meaningful change is underway.

The skills to succeed

As set out earlier in this report there is a requirement to address skills and training needs across the organisation. This training should be specific to the needs of the individual and the requirements of the role they fill. A particular area of focus must be on how that training is undertaken in a way that is effective and will lead to a meaningful uplift in capability. As we have discussed earlier, for example, there is a high level of frustration at the current approach to cascading key legislation training by email without sufficient explanation and articulation of how it is to be applied in practice.

Consistency in operating practices

Finally, from an operational perspective and linked intrinsically to accountability and capability uplift across the organisation, is the need for greater consistency in how core policing duties are performed from District to District and indeed station to station. This should be enabled by much greater use of standard operating procedures which are intended to drive consistency whilst not looking to remove discretion and judgment (where and as appropriate) from the day to day role of front line Gardaí.²¹

Accountability

Considerations:

Embedding accountability is an area of significant focus for senior leadership and the Policing Authority as set out under the MRP. As we have seen in the survey results there is a strong sense of accountability at an individual level but a perception that everyone else across the organisation is not held accountable to the same extent.

In addition there are very consistent views as to the current ineffectiveness of performance management across the organisation – the inability to effectively manage instances of poor performance and a lack of sufficient positive recognition of good performance across the organisation.

Recommendations:

We believe accountability is an important characteristic of a positive organisational culture but, in order for it to thrive, it needs to be enabled by meaningful empowerment across the organisation.

This needs to be underpinned by mutual trust between senior management and the more junior ranks / grades and between colleagues at all levels.

21 This conclusion is based on the insights gained from observations made by employees through both the online survey and in focus groups. A systematic review of all processes, technology and resources was not conducted. However, a person's perception is often their reality and as such we believe this is an important area for consideration by An Garda Síochána.

We believe accountability, discretion and empowerment are all interlinked, as we discuss in Chapter 4 and we believe these need to be considered in the context of developing and articulating the overall purpose and vision of the 'Future State' organisation.

From a performance management perspective we are aware that PALF and PMDS are currently being rolled out (or roll out is planned) for the Garda and civilian populations respectively. We believe there are still some fundamental challenges with this that need to be addressed, in relation to their implementation.

Merit based promotion

Considerations:

The perceived or real lack of meritocracy is probably the single greatest area of divergence between senior leadership and the more junior ranks and grades across the organisation. "Who you know", favouritism, nepotism and the respondents belief that it is these factors and not ability which is driving decisions around promotion, transfers, access to training etc., came through particularly vociferously in both the survey and focus groups. This has caused disillusionment and resentment across the organisation.

There is an acceptance that there are, of course, individuals who are and who have been promoted on merit but an overwhelming view that there are also large swathes of promotions where 'names are known' before the promotion competition even commences because of who the individual is connected to, or due to having been 'tapped on the shoulder' etc.

From a senior management perspective this perception is accepted as existing but the reality that this is how promotions happen is roundly refuted. In all instances we were advised by senior management that they never personally canvassed for candidates themselves nor were they the recipients of entreaties by others.

Recommendations:

Changing perceptions as to the fairness of the promotion system will take time but is, we believe, one of the very important symbols of change within the organisation that needs to be addressed. The new competition process run by the Policing Authority for senior competitions is seen as a step in the right direction – we would suggest that avenues need to be explored as to how a similar approach can be adopted for more junior ranks. A further consideration may also be a review of the most appropriate selection process(es) and the various elements that could inform a selection decision – historic performance and line manager endorsement, effective screening, assessment centres, psychometric testing, competency based interviewing, effective feedback to candidates etc.

Supervision Vacuum

Considerations:

Significant concerns about shortcomings in front line supervision were raised during all phases of the field work – the survey, interviews with senior management and focus groups.

There is a widespread acknowledgement that there are insufficient numbers of front line supervisors (Sergeants) to provide adequate coaching, support and supervision to Garda rank members and probationers in particular. Sergeants are increasingly desk bound due to the level of administrative paper work now required. This is a source of great frustration and concern to them and is leading to issues of probationers being 'thrown in at the deep end' to far too great an extent.

The role of the Sergeant appears to have evolved quite significantly in recent years to the extent that there is now a lack of clarity as to what the role is or should be. It is also seen as a 'thankless' role by those at Garda rank, perceived as being the cog in the middle receiving downward pressure and demands from senior management whilst at the same time having to field concerns about levels of manpower, poor or inadequate equipment etc. coming up the line from Garda members.

Recommendations:

We believe front line supervision gaps are a critical operational gap that needs to be addressed in the short term. It is impacting on the effective integration of new Garda members (probationers) in a controlled and positive way. It is placing increased demands on Garda members who themselves are not particularly experienced – in the focus groups we heard many anecdotes of Garda members of 2 years' service being the most experienced on a unit, being expected to mentor probationers in the absence of a sergeant but not feeling themselves ready to perform such a role. We believe this is a significant risk from an operational perspective but also an unfair demand of an inexperienced Garda member.

From a cultural perspective the role of front line supervisors is critical in sharing the beliefs and norms of any organisation, in demonstrating to people what behaviours are or are not acceptable, in providing an avenue for immediate, on the job coaching and for pre-empting issues. We would recommend that both the number of Sergeants and their coverage across all the units and shifts be looked at as a matter of priority. We recognise that this may have financial considerations and may require the support of oversight bodies and or the government.

Better integration of civilians

A key part to the breaking down of siloes is the better integration of civilians.

Consideration:

Increasing civilianisation is a core strategy of An Garda Síochána in order to free up Garda resources from administrative roles for front line duties. It is also intended to provide new expertise that may not otherwise exist in the organisation. In our research this has largely been articulated as a positive with widespread acceptance by Garda members (even those currently undertaking office-based roles) that they joined the organisation to be in front line policing.

Recommendations:

However there are some practicalities relating to the redeployment of Garda members that do not appear to be receiving sufficient attention, based on comments made in the focus groups.

Members have highlighted a lack of training before being redeployed back to the front line (despite in some instances having been in office based roles for 10+ years) as a serious concern together with a lack of sufficient notice which impacts at a human level in terms of sufficient time to make arrangements for childcare or other family requirements.

In addition, focus group participants have expressed scepticism as to whether the strategy has really been accepted at senior levels due to the very low levels of redeployment and the apparent lack of traction.

For civilians in An Garda Síochána there are some challenges that need to be addressed. There is a lack of clarity in relation to the roles to be performed with widespread comment as to the lack of role profiles and a lack of understanding by the civilian member and Garda colleagues as to what the role should or could be. In the verbatim comments in the survey there was a large number of comments relating to civilian members feeling like ‘second class citizens’, seen merely as the ‘typists’ when they feel they have much broader experience and skill sets that they could bring to bear.

Finally and fundamentally, the reporting relationships and equivalency of rank / grade between Garda and civilian members has not been clarified and is a cause of significant confusion and some angst. We would recommend that all the above elements be addressed to enable the effective integration of civilians into An Garda Síochána and to facilitate the redeployment of Garda resources in a meaningful and significant way.

3. Change Approach

A new approach to change management

In the previous section we have considered some of the changes that may need to happen, with a particular focus on cultural levers and reinforcers. In this section we will set out a new approach to managing change with a particular focus on behavioural change.

Considerations:

In the Play Your Part survey, a large number of staff took the time to complete the survey and to have their voice heard. We believe this demonstrates a real desire for change at grass root levels in the organisation.

As we have seen some of the pillar behaviours (and individual statements underpinning these) as set out in the Code of Ethics and MRP received particularly low scores. These findings were subsequently validated and brought to life in more detail in the focus groups.

We believe these findings are a stark representation of some of the ‘damaged’ elements of the culture of An Garda Síochána and help bring clarity to the

areas on which the organisation needs to focus. However, as mentioned earlier, the response to the questions “Action will be taken as a result of this survey” was 3.7. There are high levels of scepticism and even cynicism across the organisation as to whether there is a genuine and meaningful commitment to change in the organisation.

“It comes down to the question of whether management will actually take it on board and LISTEN to the members”

There is a need for meaningful action to be visible to all members of An Garda Síochána. Significant comments were also made in relation to the need for oversight of the implementation of the findings by the Policing Authority and for senior leadership to be held accountable, in a meaningful way, for timely and real progress. We also believe the representative bodies of the workforce (the various associations and unions) need to endorse and embrace the findings of the audit, reflecting and supporting in this way the desire for change expressed by their members.



Recommendations:

The change interventions to be undertaken as a result of the Cultural Audit provide a unique opportunity for the organisation to address how change is perceived and felt across the organisation.

We believe the findings of this Cultural Audit provide an opportunity to ‘pause’ and to reflect if change can be embedded throughout the organisation in a more streamlined and different way. We believe this is an opportunity to adopt an approach to change management which is much more behavioural based.

Despite the importance of fixing some of the operational or ‘hygiene’ factors we particularly want to emphasise the importance of behavioural change in driving long-term change in An Garda Síochána. Behaviour is the bridge that connects an organisation’s culture (current state) and values (aspiration) as demonstrated in Fig 6.1 below.

Behaviours are powerful because they have the ability to rapidly drive change in organisational performance and culture – ‘Its easier to act your way into a new way of thinking, than think your way into a new way of acting’.²²

We believe it will be necessary for An Garda Síochána to implement a planned programme for behavioural change. This should be based on identified behaviours that support and underpin other planned initiatives that deal with the more operational aspects of culture change. We believe this focus on behaviours will accelerate what the organisation is looking to do on the operational side of change.

Build on the positives

Considerations

We have seen that pride in the role An Garda Síochána plays in local communities is at the heart of the organisation. This relates to a sense of vocation – in working for an organisation that supports people in their greatest hour of need and under the most difficult circumstances.

In the focus groups we asked participants to share their three favourite aspects about working for An Garda Síochána.

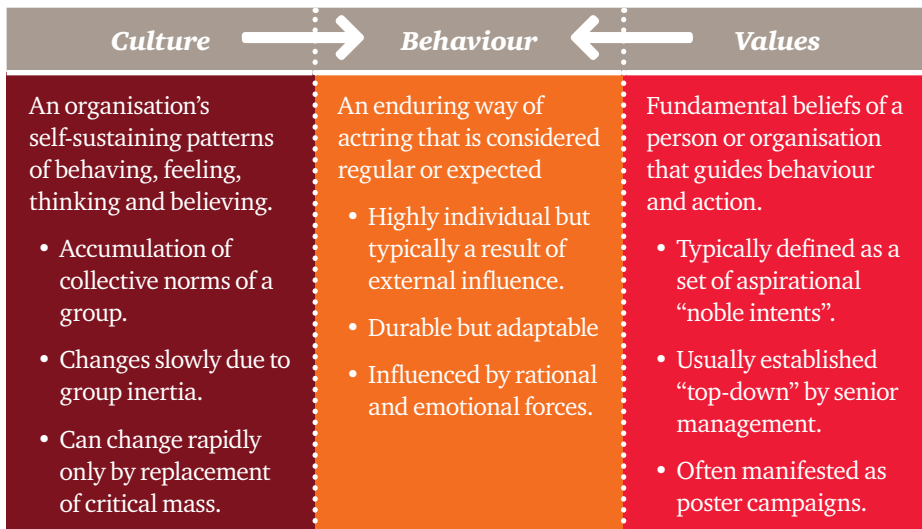
Overwhelmingly the three most common themes were teamwork / camaraderie, helping the community and the variety of the work.

Firstly, the traditional ethos of community policing is seen by many as core to what makes An Garda Síochána the organisation it is. An Garda Síochána is a large, complex organisation of 15,000+ members, many of whom are performing a very challenging, stressful and at times dangerous job. This attracts people with a vocational ethos who are committed to helping the communities they serve and who strive do to the best job they can every day regardless of the operational difficulties they may face due to manpower, equipment, financial constraints. In recent years this has also been in the face of constant negative media commentary.

Secondly, there is a strong *esprit de corps* that is, we believe, integral to the very fabric of the organisation. However this *esprit de corps* also needs to be based on the right behavioural foundations with loyalty to the team not coming at the expense of hiding or failing to call out inappropriate behaviours or actions. It would appear that this distinction is now recognised across the organisation, no doubt coloured by the inquiries and tribunals of the past.

Finally, the opportunity to engage in interesting and varied work is a key driver of employee engagement in any organisation.

Fig 6.1



²² Jerry Sternin, The Power of Positive Deviance: How Unlikely Innovators Solve the World’s Toughest Problems.

Recommendations:

In protecting the strong sense of identification with the community participants in the research believe that there needs to be continued focus on, and greater investment in community policing and in the regular, uniformed units to enable greater visibility to and connection with local communities.

We believe the ethos of team work and camaraderie needs to be seen as a positive and protected and strengthened through management practices. These include meaningful recognition mechanisms, effective performance management, communication, tailored learning and development with transparent access for all. There is still a need to break down siloes across the organisation and to ensure that the 'left hand knows what the right hand is doing' through improved communication flows and cascade of information in a succinct and digestible way.

We believe the interesting and varied work for people in An Garda Síochána needs to be better supported and enabled by appropriate investment in some core areas and in addressing some of the cultural weaknesses as discussed previously, such as equal access to training, opportunities, real empowerment and devolved decision making etc.

Communicating the results

Considerations:

As we have discussed elsewhere in this report there is a high level of scepticism as to whether any action will be taken as a result of this Cultural Audit.

Recommendations:

Given the clear challenges with communications across the organisation and the misgivings in relation to any action being taken as a result of the Cultural Audit we believe a first, critical step is to share the results of the Cultural Audit with all members of An Garda Síochána in a timely manner. This will need to be accompanied with a clear plan and timeline for the action that will be taken as a result of the audit – a road map for the future planned transformation journey.

We believe this communication of the results needs to be conducted face to face by members of the senior leadership team (e.g. by way of Town Halls around the country) to demonstrate ownership of the findings and a commitment to addressing them. We would caution against communicating the results solely via email or via the internal portal as we believe this will discredit the findings and will be perceived as an attempt for senior leadership to distance themselves from the results.

In the focus groups there was a great deal of commentary around members hearing about issues relating to the organisation through the media only. We believe this is an opportunity for senior leadership to proactively take ownership for the agenda and to lead from the front in a positive way.

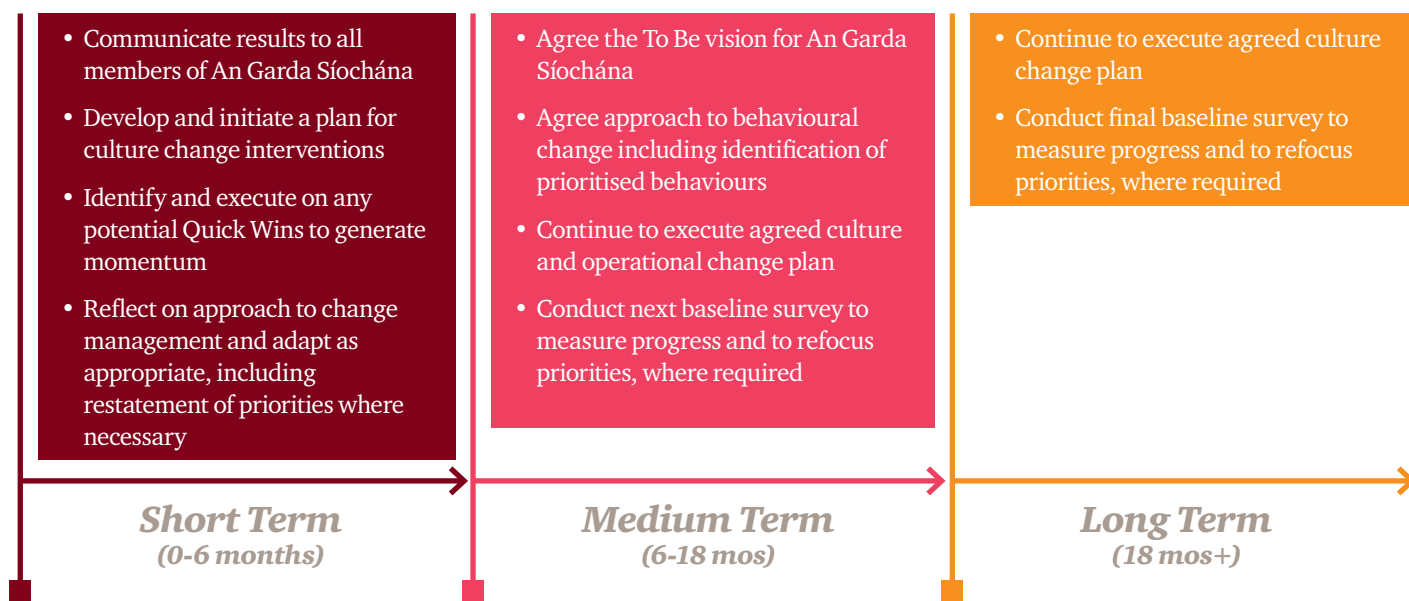
This brings to a conclusion our recommendations for change. In summary, we particularly would like to recommend that An Garda Síochána takes a short period of time to digest the findings before committing to specific actions.



4. Next steps

The table in Fig 6.2 sets out the next steps in terms of short, medium and long term requirements.*

Fig 6.2



*Our considerations and recommendations, as set out above, are based on point in time observations that were made by participants of the survey, focus groups, and senior management interviews. Their responses as such are based on their experiences to date, at this time, within An Garda Síochána. We understand that some initiatives may be underway currently, or since time of focus groups, to address some of the issues identified here. However, at time of research, these initiative were not yet visible to everyone.



Appendices

Appendix 1: Play Your Part Survey – Key Definitions

Note: The bar charts have been grouped with scores 1 to <6; scores 6 to <8; or scores 8 to 10, to provide an indication of the relative distribution of scores.

Index scores: An index score is an overall average score, which has been created for each pillar/measure of the Code of Ethics, MRP and Cultural reinforcers. In order to be included in the index for each pillar/measure, an employee had to provide a valid 1-10 answer to each of the statements making up the index. Overall scores have also been created for each Code of Ethics, MRP and Cultural Reinforcer - these are comprised of the scores for the individual pillars/measures.

Statistical significance: Any statistically significant differences in figures showing variations from the total column are shaded in a colour. Those shaded in red are lower than the overall score; or green for those higher than the overall score. Significance testing looks at a particular sub-group and compares their score against the total score, taking into account the base size of that sub-group, to determine if the difference in score is statistically significant. A statistical difference that is significant, means that the difference is reliable, and not down to chance. The different base sizes are driven by the number of employees who provided a valid 1-10 answer to each of the statements making up the pillar / measure.

Key driver analysis: Key driver analysis computes an estimate of the impact of various independent variables in predicting a dependent variable. This means for the Cultural Audit, key driver analysis can be used to identify which cultural levers can be used to most effectively promote and reinforce key target behaviours.

Appendix 2: Play Your Part Survey – Mapping of Statements

Code of Ethics – mapping of statements

Code of Ethics	Statements
Duty to uphold the law	<ul style="list-style-type: none"> • At An Garda Síochána we act within the law • In my team we apply the law fairly towards others • At An Garda Síochána we make a positive difference to the communities we serve • At An Garda Síochána we demonstrate a strong model of community based policing
Honesty & integrity	<ul style="list-style-type: none"> • In my team we act with honesty and integrity • At An Garda Síochána we establish and report facts in an honest and objective way
Respect & equality	<ul style="list-style-type: none"> • In my team we show appropriate understanding and empathy to all we come into contact with • At An Garda Síochána we treat everybody we work with the same, irrespective of background • I have the courage to speak up if I see colleagues demonstrating discrimination or disrespect • At An Garda Síochána, we all have the same opportunity for advancing our career • At An Garda Síochána we treat every member of the public the same, irrespective of background
Authority & responsibility	<ul style="list-style-type: none"> • In my team I trust that colleagues will support each other to carry out their duties and responsibilities • I have the courage to challenge instructions that I believe are unlawful • I have complete ownership of the decisions I make and the actions I take • I am held to account for my decisions and actions • At An Garda Síochána we take complete ownership of the decisions we make and the actions we take • At An Garda Síochána all individuals are held to account for their decisions and actions • I feel safe in admitting my own mistakes • At An Garda Síochána we are encouraged to use our professional judgement • I have significant freedom to make my own decisions
Police powers	<ul style="list-style-type: none"> • At An Garda Síochána we use our police powers proportionately (<i>only asked of Garda/Reserves</i>) • At An Garda Síochána we are accountable for the actions we take with regard to our police powers (<i>only asked of Garda/Reserves</i>) • I am aware of the confidential information I have access to • At An Garda Síochána we handle confidential information appropriately
Information & privacy	<ul style="list-style-type: none"> • In my team we recognise and respect every person's right to privacy • At An Garda Síochána we treat information with respect and in accordance with the law

Transparency & communication	<ul style="list-style-type: none"> • At An Garda Síochána we provide timely information • In my team we provide truthful information • In my team we communicate and cooperate openly with colleagues • I feel suitably informed about things that affect me • I feel suitably informed about the rationale behind decisions made by An Garda Síochána senior leadership • At An Garda Síochána we feel listened to • At An Garda Síochána we fully acknowledge others' point of view
Speaking up and reporting wrongdoing	<ul style="list-style-type: none"> • In my team we are encouraged to speak up when we see something wrong • At An Garda Síochána we are open to matters raised regarding wrongdoing • I feel able to speak up if I see inappropriate behaviour, irrespective of the person's identity, role, rank or grade • When someone speaks up at An Garda Síochána, it is viewed fairly • At An Garda Síochána we support colleagues who speak up against wrongdoing
Leadership (& management)	<ul style="list-style-type: none"> • At An Garda Síochána we trust senior leadership to provide the right direction for the organisation • In my team I trust our supervisors to be open and up-front • I lead by example amongst those I work with in An Garda Síochána

MRP – mapping of statements

MRP	Statements
Trust	<ul style="list-style-type: none"> • At An Garda Síochána we act within the law • In my team we apply the law fairly towards others • In my team we act with honesty and integrity • In my team I trust that colleagues will support each other to carry out their duties and responsibilities • At An Garda Síochána we treat information with respect and in accordance with the law • At An Garda Síochána we trust senior leadership to provide the right direction for the organisation • In my team I trust our supervisors to be open and up-front • At An Garda Síochána we make a positive difference to the communities we serve • At An Garda Síochána we demonstrate a strong model of community based policing
Open	<ul style="list-style-type: none"> • In my team we communicate and cooperate openly with colleagues • In my team we are encouraged to speak up when we see something wrong • At An Garda Síochána we are open to matters raised regarding wrongdoing • At An Garda Síochána we are encouraged to share ideas • At An Garda Síochána we are open to new ideas
Listening (& empathy)	<ul style="list-style-type: none"> • In my team we show appropriate understanding and empathy to all we come into contact with • At An Garda Síochána we feel listened to • At An Garda Síochána we fully acknowledge others' point of view
Empowered	<ul style="list-style-type: none"> • At An Garda Síochána we are encouraged to use our professional judgement • I have significant freedom to make my own decisions
Equality	<ul style="list-style-type: none"> • At An Garda Síochána we treat everybody we work with the same, irrespective of background • At An Garda Síochána, we all have the same opportunity for advancing our career • At An Garda Síochána we treat every member of the public the same, irrespective of background

Disclosure/speak up	<ul style="list-style-type: none"> • I feel able to speak up if I see inappropriate behaviour, irrespective of the person's identity, role, rank or grade • I have the courage to challenge instructions that I believe are unlawful • When someone speaks up at An Garda Síochána, it is viewed fairly • At An Garda Síochána we support colleagues who speak up against wrongdoing • I have the courage to speak up if I see colleagues demonstrating discrimination or disrespect
Accountability	<ul style="list-style-type: none"> • I have complete ownership of the decisions I make and the actions I take • I am held to account for my decisions and actions • At An Garda Síochána we take complete ownership of the decisions we make and the actions we take • At An Garda Síochána all individuals are held to account for their decisions and actions • I feel safe in admitting my own mistakes • At An Garda Síochána we are accountable for the actions we take with regard to our police powers (only asked of Garda/Reserves) • At An Garda Síochána we handle confidential information appropriately
Transparency	<ul style="list-style-type: none"> • At An Garda Síochána we provide timely information • In my team we provide truthful information • At An Garda Síochána we establish and report facts in an honest and objective way • I feel suitably informed about things that affect me • I feel suitably informed about the rationale behind decisions made by An Garda Síochána senior leadership
Open to change/innovation	<ul style="list-style-type: none"> • I believe that An Garda Síochána seeks to constantly improve ways of working • I see that change is happening at An Garda Síochána • I believe the ongoing change at An Garda Síochána is changing the organisation for the better • I believe that action will be taken as a result of this survey
Engagement	<ul style="list-style-type: none"> • I am satisfied with An Garda Síochána as an organisation to work for • I am proud to work in An Garda Síochána • I am likely to recommend An Garda Síochána as an organisation to work for • I am likely to be working at An Garda Síochána 12 months from now
Skills	<ul style="list-style-type: none"> • I feel I have the necessary skills to enable me to do my job effectively at An Garda Síochána • As an organisation, An Garda Síochána has the right skills to fulfil its role

Cultural reinforcers - mapping of statements

Organisation design	I fully understand what the roles and responsibilities of my job are		8.0
Vision and values	I understand AGS's values and how to demonstrate them through my own behaviours		7.5
Vision and values	I am aware of AGS's values		7.5
Leadership & management	I feel that my immediate supervisor talks openly and honestly with me		7.3
Vision and values	In my team the behaviours of colleagues consistently demonstrate the values of AGS		7.2
Leadership & management	My immediate supervisor at AGS leads by example		7.2
Leadership & management	My immediate supervisor demonstrates strong management skills		6.9
Policies, processes & systems	At AGS we comply with the organisation's policies		6.7
Learning & development	My immediate supervisor actively supports my participation in learning programmes/experiences		6.6
Learning & development	I feel I have the necessary skills to enable me to do my job effectively at AGS		6.5
Policies, processes & systems	I understand the policies within AGS		6.4
Policies, processes & systems	The policies within AGS have been clearly communicated to me		5.0
Performance management	I have regular conversations with my immediate supervisor to discuss my performance		5.0
Learning & development	As an organisation, AGS has the right skills to fulfil its role		4.7
Organisation design	The organisation structure of AGS enables me to do my job effectively		4.6
Performance management	I receive the guidance and feedback I need to improve my performance at AGS		4.4
Organisation design	I feel supported by all functions/teams within AGS		4.4
Leadership & management	The senior leadership at AGS are visible to me		4.2
Reward and recognition	My pay package fairly recognises my contribution at AGS		4.2
Reward and recognition	I feel recognised at AGS when I do a good job		4.1
Leadership & management	The behaviours of senior leadership consistently demonstrate the values of AGS		4.0
Learning & development	As an organisation, AGS actively supports continuous learning		4.0
Policies, processes & systems	The ICT infrastructure within AGS gives me the support I need to do my job effectively		3.8
Policies, processes & systems	At AGS I have access to the right resources to help me do my job		3.8
Organisation design	The way the organisation of AGS is managed at the highest level enables me to do my job effectively		3.6
Vision and values	Senior leadership communicate a compelling vision of the future of AGS		3.6
Performance management	Good performance is consistently recognised at AGS		3.4
Performance management	Poor performance is always addressed appropriately at AGS		3.2
Organisation design	At AGS we all have the same opportunity for advancing our career		3.0
Organisation design	At AGS the promotion/competition process is based on your performance		2.9

1 2 3 4 5 6 7 8 9 10

Appendix 3: Play Your Part Survey – Demographics and Data tables

Demographic Data Tables

Length of Service

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	<1 years service (196-259)	1<3 years service (235-284)	3<7 years service (74-92)	7<10 years service (676-769)	10<15 years service (1,532-1,678)	15<25 years service (1,966-2,119)	25+ years service (1,081-1,177)	Office based (2,446-2,744)	Not office based (3,252-3,548)
Police powers	8.6	9.2	8.9	8.8	8.6	8.5	8.5	8.6	8.6	8.5
Information and privacy	8.3	9.1	8.7	8.2	8.2	8.2	8.2	8.3	8.3	8.3
Honesty and integrity	8.2	8.9	8.4	7.8	7.9	8.0	8.2	8.4	8.2	8.2
Duty to uphold the law	7.9	8.8	8.3	7.9	7.7	7.7	7.9	8.2	8.0	7.9
Authority and responsibility	7.0	8.1	7.4	7.0	6.7	6.8	7.0	7.4	7.1	7.0
Respect and equality	6.6	7.9	7.0	6.5	6.2	6.4	6.6	7.0	6.7	6.6
Leadership (& management)	6.6	8.1	7.0	7.0	6.2	6.2	6.5	6.9	6.9	6.3
Transparency and communication	5.7	7.5	6.2	6.1	5.3	5.3	5.6	6.1	6.0	5.5
Speaking up and reporting wrongdoing	5.5	7.5	6.0	5.4	5.0	5.0	5.6	6.1	5.8	5.3

■ Statistically significant higher score than the total at 99% confidence
■ Statistically significant higher score than the total at 95% confidence
■ Statistically significant lower score than the total at 99% confidence
■ Statistically significant lower score than the total at 95% confidence

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	<1 years service (191-252)	1<3 years service (245-278)	3<7 years service (74-92)	7<10 years service (677-772)	10<15 years service (1,470-1,678)	15<25 years service (1,910-2,132)	25+ years service (1,027-1,181)	Office based (2,402-2,732)	Not office based (3,144-3,557)
Trust	7.5	8.7	8.0	7.6	7.3	7.3	7.5	7.7	7.7	7.5
Accountability	7.3	8.4	7.8	7.3	7.2	7.1	7.2	7.5	7.3	7.3
Engagement	6.8	8.3	7.4	6.7	6.4	6.4	6.8	7.2	7.0	6.7
Empowered	6.3	7.6	6.8	5.9	5.9	5.9	6.3	6.9	6.5	6.2
Disclosure/speak up	6.1	7.5	6.1	5.7	5.5	5.6	6.2	6.8	6.3	6.0
Transparency	6.0	7.7	6.5	6.4	5.6	5.6	6.0	6.3	6.3	5.8
Open	6.0	7.6	6.4	6.0	5.4	5.5	6.0	6.5	6.3	5.8
Listening (& empathy)	5.9	7.6	6.5	6.2	5.6	5.5	5.9	6.2	6.2	5.7
Equality	5.8	7.6	6.4	6.1	5.4	5.5	5.7	6.0	5.9	5.7
Skills	5.6	7.5	6.4	6.5	5.0	5.1	5.6	6.1	6.0	5.3
Open to change/innovation	4.9	6.6	5.2	5.3	4.4	4.4	5.0	5.5	5.5	4.5

■ Statistically significant higher score than the total at 99% confidence
■ Statistically significant higher score than the total at 95% confidence
■ Statistically significant lower score than the total at 99% confidence
■ Statistically significant lower score than the total at 95% confidence

Age

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	18-24 years (58-67)	25-34 years (1,087-1,222)	35-39 years (1,343-1,471)	40-44 Years (1,203-1,311)	45-54 Years (1,554-1,715)	55-64 Years (520-589)
Police powers	8.6	9.2	8.7	8.4	8.5	8.6	8.7
Information and privacy	8.3	9.0	8.4	8.2	8.2	8.3	8.5
Honesty and integrity	8.2	8.8	8.2	8.1	8.1	8.3	8.4
Duty to uphold the law	7.9	8.8	8.0	7.8	7.9	8.0	8.2
Authority and responsibility	7.0	8.2	7.0	6.8	6.9	7.2	7.3
Respect and equality	6.6	7.8	6.6	6.4	6.5	6.8	7.0
Leadership (& management)	6.6	7.6	6.3	6.3	6.5	6.8	7.2
Transparency and communication	5.7	7.3	5.5	5.3	5.6	5.9	6.4
Speaking up and reporting wrongdoing	5.5	7.2	5.4	5.1	5.4	5.9	6.2

Statistically significant higher score than the total at 99% confidence
 Statistically significant higher score than the total at 95% confidence
 Statistically significant lower score than the total at 99% confidence
 Statistically significant lower score than the total at 95% confidence

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	18-24 years (55-67)	25-34 years (1,071-1,212)	35-39 years (1,300-1,466)	40-44 Years (1,190-1,325)	45-54 Years (1,505-1,717)	55-64 Years (498-586)
Trust	7.5	8.5	7.5	7.3	7.5	7.6	7.9
Accountability	7.3	8.6	7.5	7.1	7.2	7.3	7.5
Engagement	6.8	8.4	6.7	6.5	6.7	7.0	7.2
Empowered	6.3	7.5	6.3	6.0	6.2	6.6	6.8
Disclosure/speak up	6.1	7.2	5.8	5.7	6.1	6.5	6.7
Transparency	6.0	7.4	5.9	5.6	5.9	6.2	6.7
Open	6.0	7.3	5.8	5.6	5.9	6.3	6.6
Listening (& empathy)	5.9	7.3	5.8	5.6	5.8	6.1	6.5
Equality	5.8	7.5	5.8	5.5	5.6	5.9	6.2
Skills	5.6	7.2	5.4	5.1	5.5	6.0	6.6
Open to change/innovation	4.9	6.2	4.4	4.4	4.8	5.3	5.9

Statistically significant higher score than the total at 99% confidence
 Statistically significant higher score than the total at 95% confidence
 Statistically significant lower score than the total at 99% confidence
 Statistically significant lower score than the total at 95% confidence

Garda Rank

Garda/Reserves - Rank

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780- 6,390)	Garda/ Reserves (5,038- 5,460)	Reserve Garda (35-46)	Garda (3,567- 3,900)	Sergeant (1,056- 1,125)	Inspector (208-218)	Superintendent (125-128)	Commissioners/ Chief Superintendents (41-44)
Police powers	8.6	8.5	9.3	8.5	8.6	8.7	8.8	8.8
Information and privacy	8.3	8.3	9.0	8.3	8.3	8.3	8.3	8.2
Honesty and integrity	8.2	8.2	8.6	8.1	8.4	8.7	8.8	8.8
Duty to uphold the law	7.9	8.0	8.4	7.8	8.1	8.5	8.8	9.0
Authority and responsibility	7.0	7.0	8.0	6.9	7.2	7.8	8.2	8.4
Respect and equality	6.6	6.6	7.0	6.5	7.0	7.4	7.8	8.0
Leadership (& management)	6.6	6.5	7.7	6.2	6.9	7.6	8.0	8.7
Transparency and communication	5.7	5.6	6.7	5.4	5.9	6.7	7.0	7.7
Speaking up and reporting wrongdoing	5.5	5.5	6.8	5.2	6.1	7.2	7.8	8.2

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves - Rank

MRP (Figures in brackets relate to base size)	TOTAL (5,632- 6,387)	Garda/ Reserves (4,844- 5,487)	Reserve Garda (36-46)	Garda (3,449- 3,917)	Sergeant (1,008- 1,132)	Inspector (192-218)	Superintendent (116-129)	Commissioners/ Chief Superintendents (39-44)
Trust	7.5	7.5	8.4	7.4	7.7	8.1	8.4	8.7
Accountability	7.3	7.3	8.4	7.3	7.3	7.7	7.9	8.1
Engagement	6.8	6.8	8.1	6.6	7.1	8.2	8.3	8.9
Empowered	6.3	6.4	6.7	6.1	6.7	7.6	8.4	8.5
Disclosure/speak up	6.1	6.1	7.1	5.8	6.7	7.7	8.2	8.6
Transparency	6.0	5.9	7.1	5.7	6.1	6.9	7.2	7.8
Open	6.0	6.0	6.8	5.7	6.5	7.4	7.9	8.3
Listening (& empathy)	5.9	5.9	6.7	5.7	6.1	6.7	7.1	7.7
Equality	5.8	5.8	6.6	5.6	6.0	6.6	7.0	7.4
Skills	5.6	5.5	6.3	5.3	5.8	6.7	7.1	7.6
Open to change/innovation	4.9	4.8	5.9	4.4	5.4	6.3	7.1	8.1

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Civilian Grades

Civilians - Grade

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Civilians (710-941)	Clerical Officer (481-649)	Executive Officer (58-83)	Staff Officer (53-71)	HEO/Admin Officer (44-67)	Senior Civilian Management (31-44)
Police powers	8.6	8.8	9.0	8.6	8.8	8.1	8.2
Information and privacy	8.3	8.3	8.4	8.0	8.3	7.9	8.0
Honesty and integrity	8.2	7.9	8.0	7.6	7.8	7.5	7.9
Duty to uphold the law	7.9	7.8	8.0	7.7	7.3	7.2	7.7
Authority and responsibility	7.0	6.8	6.9	6.7	6.8	6.3	6.8
Respect and equality	6.6	6.6	6.6	6.5	6.7	5.7	6.7
Leadership (& management)	6.6	7.0	7.0	6.9	7.1	6.5	7.3
Transparency and communication	5.7	6.1	6.2	5.6	6.3	5.5	6.4
Speaking up and reporting wrongdoing	5.5	5.6	5.6	5.3	5.6	4.9	6.3

■ Statistically significant higher score than the Civilians score at 99% confidence
■ Statistically significant higher score than the Civilians score at 95% confidence
■ Statistically significant lower score than the Civilians score at 99% confidence
■ Statistically significant lower score than the Civilians score at 95% confidence

Civilians - Grade

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Civilians (684-914)	Clerical Officer (466-621)	Executive Officer (58-86)	Staff Officer (55-67)	HEO/Admin Officer (44-66)	Senior Civilian Management (31-44)
Trust	7.5	7.6	7.8	7.6	7.2	7.0	7.7
Accountability	7.3	7.1	7.3	6.9	7.3	5.9	6.5
Engagement	6.8	6.8	6.9	6.7	7.1	5.9	6.7
Empowered	6.3	6.1	6.1	5.8	6.1	6.2	7.0
Disclosure/speak up	6.1	5.9	5.9	5.8	5.9	5.5	6.9
Transparency	6.0	6.4	6.6	5.9	6.6	5.7	6.5
Open	6.0	6.0	6.0	5.8	6.0	5.8	6.6
Listening (& empathy)	5.9	6.3	6.4	5.9	6.5	5.5	6.4
Equality	5.8	6.0	6.1	5.7	6.0	4.6	5.5
Skills	5.6	6.4	6.5	6.0	5.9	5.6	6.6
Open to change/innovation	4.9	5.6	5.6	5.4	5.4	4.8	6.2

■ Statistically significant higher score than the Civilians score at 99% confidence
■ Statistically significant higher score than the Civilians score at 95% confidence
■ Statistically significant lower score than the Civilians score at 99% confidence
■ Statistically significant lower score than the Civilians score at 95% confidence

Demographic Subsets

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Civilians (710-941)	Garda/ Reserves (5,038- 5,460)	Female (1,777-2,041)	Male (4,000-4,354)
Police powers	8.6	8.8	8.5	8.7	8.5
Information and privacy	8.3	8.3	8.3	8.4	8.2
Honesty and integrity	8.2	7.9	8.2	8.1	8.2
Duty to uphold the law	7.9	7.8	8.0	8.0	7.9
Authority and responsibility	7.0	6.8	7.0	7.0	7.0
Respect and equality	6.6	6.6	6.6	6.6	6.6
Leadership (& management)	6.6	7.0	6.5	6.7	6.5
Transparency and communication	5.7	6.1	5.6	5.8	5.6
Speaking up and reporting wrongdoing	5.5	5.6	5.5	5.5	5.6

Statistically significant higher score than the total at 99% confidence
 Statistically significant higher score than the total at 95% confidence
 Statistically significant lower score than the total at 99% confidence
 Statistically significant lower score than the total at 95% confidence

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Civilians (684-914)	Garda/ Reserves (4,844- 5,487)	Female (1,782-2,008)	Male (3,847-4,376)
Trust	7.5	7.6	7.5	7.6	7.5
Accountability	7.3	7.1	7.3	7.4	7.2
Engagement	6.8	6.8	6.8	6.8	6.8
Empowered	6.3	6.1	6.4	6.3	6.4
Disclosure/speak up	6.1	5.9	6.1	5.9	6.2
Transparency	6.0	6.4	5.9	6.1	5.9
Open	6.0	6.0	6.0	6.0	6.0
Listening (& empathy)	5.9	6.3	5.9	6.1	5.8
Equality	5.8	6.0	5.8	5.9	5.7
Skills	5.6	6.4	5.5	5.8	5.5
Open to change/innovation	4.9	5.6	4.8	5.3	4.7

Statistically significant higher score than the total at 99% confidence
 Statistically significant higher score than the total at 95% confidence
 Statistically significant lower score than the total at 99% confidence
 Statistically significant lower score than the total at 95% confidence

Detective / Non Detective results

Garda/Reserves – Detective/Not a Detective

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Detective (665-699)	Not a detective (4,370-4,761)
Police powers	8.6	8.5	8.6	8.5
Information and privacy	8.3	8.3	8.3	8.3
Honesty and integrity	8.2	8.2	8.4	8.2
Duty to uphold the law	7.9	8.0	8.0	8.0
Authority and responsibility	7.0	7.0	7.2	7.0
Respect and equality	6.6	6.6	6.9	6.6
Leadership (& management)	6.6	6.5	6.7	6.5
Transparency and communication	5.7	5.6	5.9	5.6
Speaking up and reporting wrongdoing	5.5	5.5	5.9	5.5

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Detective/Not a Detective

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Detective (619-705)	Not a detective (4,223-4,780)
Trust	7.5	7.5	7.7	7.5
Accountability	7.3	7.3	7.3	7.3
Engagement	6.8	6.8	7.0	6.8
Empowered	6.3	6.4	6.8	6.3
Disclosure/speak up	6.1	6.1	6.6	6.1
Transparency	6.0	5.9	6.2	5.9
Open	6.0	6.0	6.3	5.9
Listening (& empathy)	5.9	5.9	6.1	5.8
Equality	5.8	5.8	5.9	5.7
Skills	5.6	5.5	5.9	5.4
Open to change/innovation	4.9	4.8	5.1	4.8

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Regional Split – Garda/Reserve

Code of Ethics (Figures in brackets relate to base size)	Total (5780 - 6390)	Garda / Reserve (5038 - 5460)	DMR (1258 - 1371)	Eastern (620-673)	Northern (499-544)	South Eastern (415 - 453)	Southern (877 - 965)	Western (649-712)	HR&PD (120-130)	Security and Intelligence (183 - 195)	Special Crimes Operations (230-251)	Roads Policing and Major Event Management (29-34)	Exec Director Info & Comm Tech (26-30)	Corporate Service (64-70)	Legal and Compliance/ Governance (39-41)
Police powers	8.6	8.5	8.5	8.6	8.5	8.7	8.7	8.6	8.1	8.6	8.6	8.2	8.2	8.0	8.5
Information and privacy	8.3	8.3	8.2	8.4	8.3	8.3	8.4	8.4	7.9	8.3	8.3	7.8	7.8	8.0	7.8
Honesty and integrity	8.2	8.2	8.1	8.3	8.4	8.1	8.4	8.3	7.5	8.4	8.5	7.5	7.9	7.8	8.0
Duty to uphold the law	7.9	8.0	7.9	7.9	7.8	8.0	8.1	8.0	7.9	8.3	8.1	7.6	7.7	8.1	8.1
Authority and responsibility	7.0	7.0	7.0	7.1	7.0	7.0	7.1	7.1	6.6	7.2	7.2	6.7		7.0	7.2
Respect and equality	6.6	6.6	6.5	6.6	6.8	6.7	6.7	6.8	6.1	6.8	6.8	6.4	6.7	6.5	6.8
Leadership (& management)	6.6	6.5	6.3	6.5	6.4	6.5	6.6	6.5	6.1	6.6	6.8	5.6	6.5	6.8	7.2
Transparency and communication	5.7	5.6	5.4	5.6	5.6	5.6	5.7	5.7	5.2	5.9	6.0	5.2	5.7	6.0	6.1
Speaking up and reporting wrongdoing	5.5	5.5	5.2	5.6	5.7	5.5	5.6	5.8	5.1	5.8	5.8	5.7	5.5	6.2	6.2

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

MRP (Figures in brackets relate to base size)	Total (5632-6387)	Garda/ Reserve (4844-5487)	DMR (1221-1369)	Eastern (595-673)	Northern (481-549)	South Eastern (393 - 453)	Southern (857-966)	Western (626-719)	HR & PD (116-132)	Security & Intelligence (172-197)	Special Crime Operations (222-258)	RPM/EM (28-34)	Executive Director Info & Comm Technology (23-31)	Corporate Service (64-70)	Legal & Compliance / Governance (38-42)
Trust	7.5	7.5	7.4	7.6	7.5	7.5	7.6	7.6	7.2	7.8	7.8	6.7	7.3	7.6	7.6
Accountability	7.3	7.3	7.3	7.4	7.3	7.4	7.5	7.4	6.8	7.3	7.3	6.9	6.8	6.9	7.2
Engagement	6.8	6.8	6.7	6.9	6.8	6.7	6.8	6.8	6.8	7.1	6.9	6.1	6.7	7.5	7.8
Empowered	6.3	6.4	6.4	6.5	6.2	6.2	6.3	6.2	5.9	6.9	6.9	6.5	6.3	6.7	7.1
Disclosure/speak up	6.1	6.1	5.9	6.2	6.4	6.1	6.1	6.3	5.7	6.5	6.5	6.0	6.1	6.7	6.7
Transparency	6.0	5.9	5.7	5.9	5.9	5.9	6.0	6.0	5.3	6.1	6.3	5.4	5.8	6.0	6.2
Open	6.0	6.0	5.7	6.0	6.0	5.9	6.0	6.1	5.7	6.2	6.4	6.0	6.1	6.7	7.0
Listening (& empathy)	5.9	5.9	5.7	5.8	5.8	5.9	5.9	6.0	5.4	6.0	6.1	5.6	6.0	6.3	6.5
Equality	5.8	5.8	5.6	5.7	5.8	5.8	5.9	6.0	5.2	5.9	5.9	5.3	5.8	5.5	5.8
Skills	5.6	5.5	5.3	5.4	5.3	5.4	5.7	5.4	5.6	5.8	6.2	5.4	5.7	6.3	6.2
Open to change/innovation	4.9	4.8	4.4	5.0	4.7	4.8	4.8	5.1	4.8	5.0	5.3	4.1	4.9	6.1	5.9

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Department / Regional split – Civilians

Code of Ethics (Figures in brackets relate to base size)	Total (5780-6390)	Civilians (710-941)	DMR (77-97)	Eastern (47-66)	Northern (37-48)	South Eastern (33-48)	Southern (94-126)	Western (49-73)	HR & PD (52-74)	Crime and Security (40 - 52)	National Support Services (27-45)	Traffic (24-36)	Director Finance & Services (28-35)	Corporate Services (54-78)	GISC (49-79)	GCVU (61-86)
Police powers	8.6	8.8	8.8	9.2	9.5	8.5	9.0	9.1	8.7	8.0	9.0	9.1	8.0	8.3	8.9	8.9
Information and privacy	8.3	8.3	7.8	8.6	9.0	8.3	8.4	8.7	8.5	8.1	8.4	9	7.7	7.9	8.1	8.4
Honesty and integrity	8.2	7.9	7.4	8.4	8.2	7.7	8.0	8.1	8.3	7.6	8.3	8.3	7.4	7.5	8.0	7.8
Duty to uphold the law	7.9	7.8	7.3	8.5	8.3	7.8	8.1	8.1	7.8	7.7	8.2	8.1	7.0	7.6	7.7	7.7
Authority and responsibility	7.0	6.8	6.5	7.1	6.9	6.6	7.0	7.1	6.8	6.8	7.1	7.8	6.4	6.5	6.7	6.6
Respect and equality	6.6	6.6	6.1	6.5	6.9	6.5	6.6	6.7	6.8	5.9	6.8	7.6	6.0	6.3	6.9	6.7
Leadership (& management)	6.6	7.0	6.8	7.2	7.0	7.1	7.0	7.2	6.9	6.6	6.8	7.8	6.7	6.7	7.1	6.9
Transparency and communication	5.7	6.1	5.6	6.5	6.1	6.2	6.3	6.0	6.4	5.9	6.1	7.2	5.9	5.7	6.1	6.2
Speaking up and reporting wrongdoing	5.5	5.6	5.0	5.9	5.8	5.7	5.6	5.4	5.9	5.3	6.0	7.1	5.3	5.3	5.4	5.4

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

MRP (Figures in brackets relate to base size)	TOTAL (5632-6387)	Civilians (684 - 914)	DMR (73-95)	Eastern (52-64)	Northern (34-46)	South Eastern (30-48)	Southern (97-121)	Western (52-69)	HR & PD (51-77)	Crime and Security (40 - 50)	National Support Services (26-41)	Traffic (22-33)	Director Finance & Services (26-35)	Corporate Services (54-78)	GISC (48-78)	GCVU (60-87)
Trust	7.5	7.6	7.2	8.1	7.8	7.7	7.7	7.8	7.7	7.5	8.1	8.3	7.0	7.5	7.6	7.5
Accountability	7.3	7.1	6.9	7.5	7.4	6.8	7.4	7.7	7.0	6.3	7.3	7.9	6.5	6.4	7.1	7.2
Engagement	6.8	6.8	6.5	7.3	7.2	6.8	7.1	7.4	7.1	6.3	7.1	6.8	5.8	6.5	6.8	6.3
Empowered	6.3	6.1	5.9	6.3	6.5	6.1	6.4	6.1	6.1	6.3	6.6	6.6	6.3	5.9	5.8	5.4
Disclosure/speak up	6.1	5.9	5.5	6.3	6.1	6.0	5.8	5.4	6.3	5.9	6.5	7.2	5.9	5.8	6.0	5.6
Transparency	6.0	6.4	6.0	6.8	6.5	6.5	6.6	6.7	6.8	6.0	6.7	7.2	6.2	5.9	6.4	6.5
Open	6.0	6.0	5.5	6.1	5.9	6.0	6.1	6.1	6.3	6.1	6.0	7.4	5.7	5.9	6.3	5.8
Listening (& empathy)	5.9	6.3	5.9	6.8	6.4	6.1	6.5	6.5	6.5	5.9	6.2	7.1	5.6	5.7	6.3	6.2
Equality	5.8	6.0	5.6	5.9	6.3	5.8	6.1	6.3	6.1	4.6	5.9	7.0	5.6	5.4	6.4	6.3
Skills	5.6	6.4	6.1	6.7	6.0	6.0	6.3	6.7	6.6	5.9	6.3	6.9	6.2	6.1	6.9	6.8
Open to change/innovation	4.9	5.6	5.6	6.6	5.8	5.8	5.0	6.1	5.9	5.4	5.3	5.9	4.9	5.1	5.9	5.2

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Divisional splits

Garda/Reserves – DMR region by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/Reserves (5,038-5,460)	D.M.R. North (276-301)	D.M.R. South (216-232)	D.M.R. North Central (207-229)	D.M.R. West (198-219)	D.M.R. South Central (168-190)	D.M.R. East (114-122)	D.M.R. Office (38-43)	Traffic Division (DMR) (36-39)
Police powers	8.6	8.5	8.4	8.5	8.3	8.6	8.5	8.5	8.4	7.9
Information and privacy	8.3	8.3	8.3	8.2	8.0	8.3	8.2	8.3	8.1	7.7
Honesty and integrity	8.2	8.2	8.2	8.3	8.0	8.2	8.0	8.1	7.4	7.8
Duty to uphold the law	7.9	8.0	7.9	8.0	7.8	8.1	7.7	8.1	7.4	7.7
Authority and responsibility	7.0	7.0	7.1	7.1	6.7	7.2	7.1	6.9	6.9	6.5
Respect and equality	6.6	6.6	6.5	6.7	6.3	6.6	6.5	6.5	6.3	6.2
Leadership (& management)	6.6	6.5	6.2	6.4	6.1	6.6	6.5	6.5	5.9	5.9
Transparency and communication	5.7	5.6	5.5	5.5	5.2	5.6	5.4	5.5	5.4	4.9
Speaking up and reporting wrongdoing	5.5	5.5	5.4	5.4	5.0	5.3	5.3	5.3	4.5	4.7

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – DMR region by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/Reserves (4,844-5,487)	D.M.R. North (268-300)	D.M.R. South (205-236)	D.M.R. North Central (208-226)	D.M.R. West (194-218)	D.M.R. South Central (164-188)	D.M.R. East (114-124)	D.M.R. Office (36-42)	Traffic Division (DMR) (32-39)
Trust	7.5	7.5	7.4	7.5	7.3	7.6	7.4	7.6	6.9	7.1
Accountability	7.3	7.3	7.3	7.4	7.0	7.5	7.2	7.2	7.2	6.6
Engagement	6.8	6.8	6.7	6.9	6.7	6.8	6.9	6.6	5.9	6.2
Empowered	6.3	6.4	6.6	6.4	5.9	6.6	6.7	6.3	6.3	5.4
Disclosure/speak up	6.1	6.1	6.0	6.0	5.6	5.9	6.0	5.9	5.4	6.0
Transparency	6.0	5.9	5.7	5.8	5.5	5.8	5.7	5.8	5.7	5.1
Open	6.0	6.0	5.7	5.8	5.6	5.9	5.8	5.9	5.1	5.3
Listening (& empathy)	5.9	5.9	5.8	5.8	5.4	5.8	5.6	5.7	5.1	5.0
Equality	5.8	5.8	5.4	5.8	5.5	5.7	5.6	5.5	5.7	5.0
Skills	5.6	5.5	5.1	5.2	5.3	5.5	5.4	5.0	6.3	4.1
Open to change/innovation	4.9	4.8	4.4	4.4	4.4	4.5	4.7	4.4	4.6	3.6

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Eastern region by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Kildare (144-157)	Laois/Offaly (109-124)	Meath (126-138)	Westmeath (112-120)	Wicklow (129-137)
Police powers	8.6	8.5	8.6	8.7	8.5	8.6	8.4
Information and privacy	8.3	8.3	8.4	8.6	8.1	8.5	8.3
Honesty and integrity	8.2	8.2	8.3	8.4	8.1	8.5	8.0
Duty to uphold the law	7.9	8.0	7.7	7.9	7.7	8.5	7.8
Authority and responsibility	7.0	7.0	7.1	7.3	6.9	7.5	6.6
Respect and equality	6.6	6.6	6.8	6.9	6.2	7.2	6.3
Leadership (& management)	6.6	6.5	6.5	6.7	6.3	7.1	6.1
Transparency and communication	5.7	5.6	5.6	6.0	5.4	6.2	5.2
Speaking up and reporting wrongdoing	5.5	5.5	5.4	5.8	5.3	6.3	5.1

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Eastern region by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Kildare (142-157)	Laois/Offaly (110-122)	Meath (120-138)	Westmeath (102-121)	Wicklow (121-137)
Trust	7.5	7.5	7.4	7.7	7.3	8.1	7.4
Accountability	7.3	7.3	7.4	7.5	7.2	7.7	7.0
Engagement	6.8	6.8	6.8	7.0	6.7	7.5	6.5
Empowered	6.3	6.4	6.3	7.0	6.3	7.1	5.8
Disclosure/speak up	6.1	6.1	6.1	6.3	5.9	6.8	5.7
Transparency	6.0	5.9	5.9	6.2	5.7	6.4	5.5
Open	6.0	6.0	5.9	6.3	5.6	6.6	5.7
Listening (& empathy)	5.9	5.9	5.8	6.2	5.5	6.5	5.4
Equality	5.8	5.8	5.9	6.0	5.3	6.4	5.2
Skills	5.6	5.5	5.5	5.5	5.0	6.2	5.2
Open to change/innovation	4.9	4.8	4.9	5.2	4.9	5.5	4.5

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – HR&PD by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Garda College & Research (92-100)	HRM Operations (27-31)
Police powers	8.6	8.5	8.0	8.5
Information and privacy	8.3	8.3	7.7	8.4
Honesty and integrity	8.2	8.2	7.4	8.1
Duty to uphold the law	7.9	8.0	7.9	8.1
Authority and responsibility	7.0	7.0	6.5	7.1
Respect and equality	6.6	6.6	5.9	6.8
Leadership (& management)	6.6	6.5	5.8	7.0
Transparency and communication	5.7	5.6	4.9	5.9
Speaking up and reporting wrongdoing	5.5	5.5	4.8	6.0

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – HR&PD by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/Reserves (4,844-5,487)	Garda College & Research (89-102)	HRM Operations (27-31)
Trust	7.5	7.5	7.1	7.7
Accountability	7.3	7.3	6.7	7.0
Engagement	6.8	6.8	6.7	7.2
Empowered	6.3	6.4	5.7	6.8
Disclosure/speak up	6.1	6.1	5.5	6.4
Transparency	6.0	5.9	5.0	6.2
Open	6.0	6.0	5.5	6.3
Listening (& empathy)	5.9	5.9	5.2	6.1
Equality	5.8	5.8	4.9	6.0
Skills	5.6	5.5	5.5	6.0
Open to change/innovation	4.9	4.8	4.5	5.5

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Northern region by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Cavan/ Monaghan (107-120)	Donegal (168-181)	Louth (105-114)	Sligo/ Leitrim (119-133)
Police powers	8.6	8.5	8.5	8.5	8.6	8.5
Information and privacy	8.3	8.3	8.3	8.4	8.4	8.2
Honesty and integrity	8.2	8.2	8.2	8.4	8.5	8.4
Duty to uphold the law	7.9	8.0	7.9	7.8	8.2	7.6
Authority and responsibility	7.0	7.0	7.1	7.1	7.0	6.9
Respect and equality	6.6	6.6	6.7	6.9	6.8	6.6
Leadership (& management)	6.6	6.5	6.5	6.5	6.6	6.0
Transparency and communication	5.7	5.6	5.7	5.6	5.8	5.3
Speaking up and reporting wrongdoing	5.5	5.5	6.1	6.0	5.6	5.2

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Northern region by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Cavan/ Monaghan (102-120)	Donegal (151-182)	Louth (103-116)	Sligo/ Leitrim (122-132)
Trust	7.5	7.5	7.5	7.5	7.7	7.2
Accountability	7.3	7.3	7.4	7.3	7.3	7.3
Engagement	6.8	6.8	6.9	6.9	7.0	6.4
Empowered	6.3	6.4	6.2	6.3	6.3	6.1
Disclosure/speak up	6.1	6.1	6.5	6.6	6.2	6.0
Transparency	6.0	5.9	6.0	5.9	6.1	5.7
Open	6.0	6.0	6.2	6.2	6.0	5.5
Listening (& empathy)	5.9	5.9	5.9	5.9	5.9	5.6
Equality	5.8	5.8	5.8	6.0	5.8	5.7
Skills	5.6	5.5	5.7	5.3	5.5	4.9
Open to change/innovation	4.9	4.8	4.9	4.7	4.9	4.4

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Security & Intelligence by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Security & Intelligence (82-91)	S.D.U. (75-78)
Police powers	8.6	8.5	8.6	8.5
Information and privacy	8.3	8.3	8.4	8.0
Honesty and integrity	8.2	8.2	8.5	8.2
Duty to uphold the law	7.9	8.0	8.2	8.1
Authority and responsibility	7.0	7.0	7.2	7.2
Respect and equality	6.6	6.6	6.6	6.7
Leadership (& management)	6.6	6.5	6.7	6.3
Transparency and communication	5.7	5.6	6.1	5.5
Speaking up and reporting wrongdoing	5.5	5.5	6.1	5.3

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Security & Intelligence by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Security & Intelligence (73-91)	S.D.U. (72-78)
Trust	7.5	7.5	7.8	7.6
Accountability	7.3	7.3	7.3	7.2
Engagement	6.8	6.8	6.8	7.3
Empowered	6.3	6.4	6.7	6.8
Disclosure/speak up	6.1	6.1	6.7	6.2
Transparency	6.0	5.9	6.4	5.7
Open	6.0	6.0	6.3	5.8
Listening (& empathy)	5.9	5.9	6.1	5.7
Equality	5.8	5.8	5.6	5.8
Skills	5.6	5.5	5.3	6.0
Open to change/innovation	4.9	4.8	5.0	4.3

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – South Eastern region by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Kilkenny/ Carlow (115-126)	Tipperary (106-113)	Waterford (85-98)	Wexford (108-117)
Police powers	8.6	8.5	8.7	8.6	8.9	8.6
Information and privacy	8.3	8.3	8.3	8.1	8.4	8.3
Honesty and integrity	8.2	8.2	8.1	7.8	8.3	8.3
Duty to uphold the law	7.9	8.0	8.2	7.8	8.1	7.8
Authority and responsibility	7.0	7.0	7.2	6.6	7.3	7.0
Respect and equality	6.6	6.6	6.9	6.5	6.8	6.7
Leadership (& management)	6.6	6.5	6.7	6.1	6.6	6.5
Transparency and communication	5.7	5.6	5.8	5.1	5.7	5.8
Speaking up and reporting wrongdoing	5.5	5.5	5.8	4.9	5.6	5.5

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – South Eastern region by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Kilkenny/ Carlow (112-126)	Tipperary (97-114)	Waterford (82-98)	Wexford (102-117)
Trust	7.5	7.5	7.7	7.3	7.7	7.4
Accountability	7.3	7.3	7.5	7.1	7.6	7.3
Engagement	6.8	6.8	7.0	6.2	6.7	6.9
Empowered	6.3	6.4	6.5	5.4	6.6	6.3
Disclosure/speak up	6.1	6.1	6.5	5.6	6.2	6.1
Transparency	6.0	5.9	6.1	5.3	6.0	6.1
Open	6.0	6.0	6.2	5.6	5.9	6.0
Listening (& empathy)	5.9	5.9	6.0	5.4	5.9	6.0
Equality	5.8	5.8	6.0	5.5	5.9	5.8
Skills	5.6	5.5	5.6	5.2	5.3	5.5
Open to change/innovation	4.9	4.8	5.1	4.4	4.6	5.1

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Southern region by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Cork City (287-314)	Cork North (145-159)	Cork West (120-134)	Kerry (143-152)	Limerick (182-207)
Police powers	8.6	8.5	8.7	8.8	8.9	8.6	8.4
Information and privacy	8.3	8.3	8.4	8.5	8.9	8.4	8.1
Honesty and integrity	8.2	8.2	8.3	8.5	8.8	8.4	8.2
Duty to uphold the law	7.9	8.0	7.9	8.3	8.6	8.1	7.8
Authority and responsibility	7.0	7.0	7.0	7.2	7.4	7.3	6.9
Respect and equality	6.6	6.6	6.6	6.9	7.3	6.7	6.4
Leadership (& management)	6.6	6.5	6.4	6.5	6.8	6.8	6.8
Transparency and communication	5.7	5.6	5.5	5.8	6.0	5.9	5.6
Speaking up and reporting wrongdoing	5.5	5.5	5.3	5.7	6.1	5.8	5.4

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Southern region by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Cork City (275-318)	Cork North (144-160)	Cork West (120-134)	Kerry (139-153)	Limerick (179-208)
Trust	7.5	7.5	7.5	7.8	8.0	7.7	7.5
Accountability	7.3	7.3	7.4	7.5	7.8	7.6	7.2
Engagement	6.8	6.8	6.7	6.8	7.2	7.1	6.8
Empowered	6.3	6.4	6.0	6.3	6.4	7.0	6.3
Disclosure/speak up	6.1	6.1	6.0	6.2	6.6	6.3	5.9
Transparency	6.0	5.9	5.8	6.1	6.4	6.2	6.0
Open	6.0	6.0	5.7	6.2	6.4	6.3	5.9
Listening (& empathy)	5.9	5.9	5.7	6.1	6.2	6.1	5.7
Equality	5.8	5.8	5.7	6.1	6.6	5.9	5.6
Skills	5.6	5.5	5.4	5.5	6.0	6.1	5.8
Open to change/innovation	4.9	4.8	4.5	4.8	4.9	5.1	5.1

■ Statistically significant higher score than the Garda/Reserves score at 99% confidence
■ Statistically significant higher score than the Garda/Reserves score at 95% confidence
■ Statistically significant lower score than the Garda/Reserves score at 99% confidence
■ Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Special Crime Operations by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	D.O.C.B (56-59)	Technical Bureau (30-39)	Immigration Bureau (35-38)	Economic Crime Bureau (29-35)
Police powers	8.6	8.5	9.0	8.6	8.2	8.9
Information and privacy	8.3	8.3	8.9	8.2	8.1	8.4
Honesty and integrity	8.2	8.2	9.0	8.2	8.1	8.6
Duty to uphold the law	7.9	8.0	8.6	7.9	7.6	8.6
Authority and responsibility	7.0	7.0	7.9	7.2	6.4	7.4
Respect and equality	6.6	6.6	7.3	6.6	6.3	6.9
Leadership (& management)	6.6	6.5	7.6	6.0	5.8	7.0
Transparency and communication	5.7	5.6	6.9	5.6	4.9	6.3
Speaking up and reporting wrongdoing	5.5	5.5	6.8	5.3	4.8	6.4

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Special Crime Operations by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	D.O.C.B (56-59)	Technical Bureau (29-40)	Immigration Bureau (33-39)	Economic Crime Bureau (27-35)
Trust	7.5	7.5	8.4	7.5	7.1	8.1
Accountability	7.3	7.3	8.0	7.3	6.7	7.5
Engagement	6.8	6.8	8.0	6.1	6.0	7.2
Empowered	6.3	6.4	7.8	6.8	5.7	7.3
Disclosure/speak up	6.1	6.1	7.3	6.0	5.5	7.1
Transparency	6.0	5.9	7.3	6.0	5.4	6.7
Open	6.0	6.0	7.1	5.9	5.4	6.7
Listening (& empathy)	5.9	5.9	6.7	5.8	5.1	6.3
Equality	5.8	5.8	6.6	5.6	5.5	5.8
Skills	5.6	5.5	7.2	6.2	4.9	6.5
Open to change/innovation	4.9	4.8	6.0	4.8	4.1	5.7

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Garda/Reserves – Western region by division

Code of Ethics (Figures in brackets relate to base size)	TOTAL (5,780-6,390)	Garda/ Reserves (5,038-5,460)	Clare (143-157)	Galway (238-262)	Mayo (141-151)	Roscommon/ Longford (127- 144)
Police powers	8.6	8.5	8.8	8.4	8.8	8.5
Information and privacy	8.3	8.3	8.7	8.2	8.6	8.3
Honesty and integrity	8.2	8.2	8.6	8.2	8.4	8.3
Duty to uphold the law	7.9	8.0	8.2	7.8	8.0	8.0
Authority and responsibility	7.0	7.0	7.3	6.8	7.4	7.0
Respect and equality	6.6	6.6	7.0	6.6	7.0	6.7
Leadership (& management)	6.6	6.5	7.0	6.2	6.7	6.4
Transparency and communication	5.7	5.6	6.1	5.4	5.9	5.7
Speaking up and reporting wrongdoing	5.5	5.5	5.9	5.6	6.2	5.7

- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

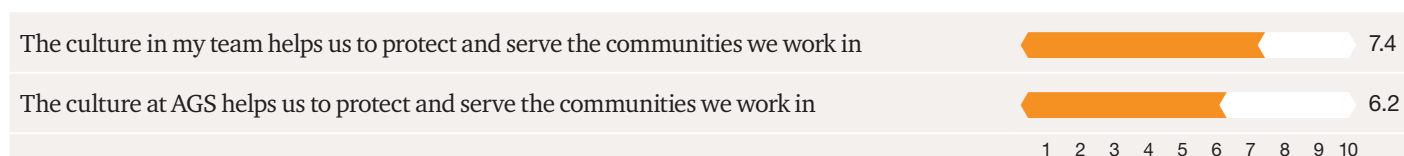
Garda/Reserves – Western region by division

MRP (Figures in brackets relate to base size)	TOTAL (5,632-6,387)	Garda/ Reserves (4,844-5,487)	Clare (137-159)	Galway (231-262)	Mayo (129-154)	Roscommon/ Longford (127- 144)
Trust	7.5	7.5	7.9	7.3	7.6	7.5
Accountability	7.3	7.3	7.7	7.2	7.7	7.3
Engagement	6.8	6.8	7.0	6.6	7.0	6.6
Empowered	6.3	6.4	6.4	5.9	6.7	6.2
Disclosure/speak up	6.1	6.1	6.4	6.1	6.6	6.3
Transparency	6.0	5.9	6.4	5.8	6.2	5.9
Open	6.0	6.0	6.4	5.8	6.4	6.1
Listening (& empathy)	5.9	5.9	6.3	5.7	6.3	6.0
Equality	5.8	5.8	6.4	5.8	6.2	5.7
Skills	5.6	5.5	5.8	5.4	5.5	5.0
Open to change/innovation	4.9	4.8	5.3	4.6	5.4	5.3

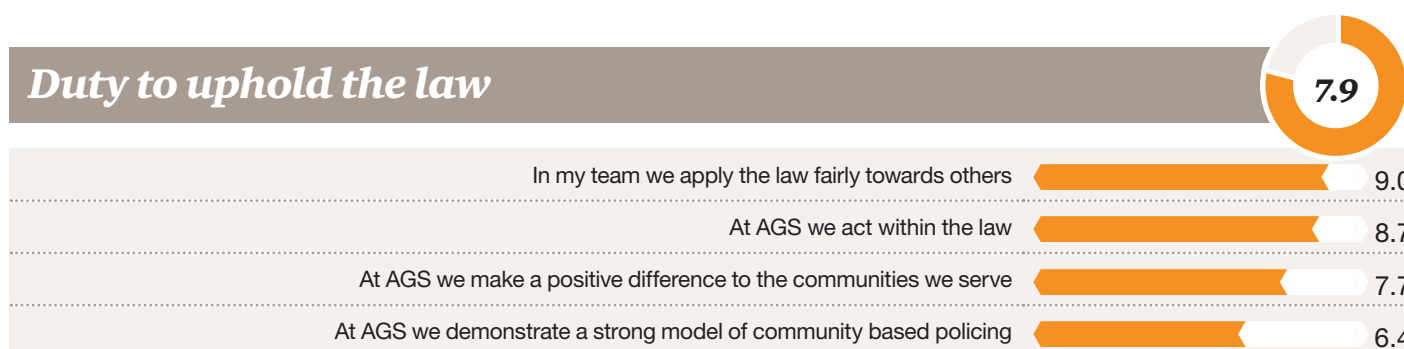
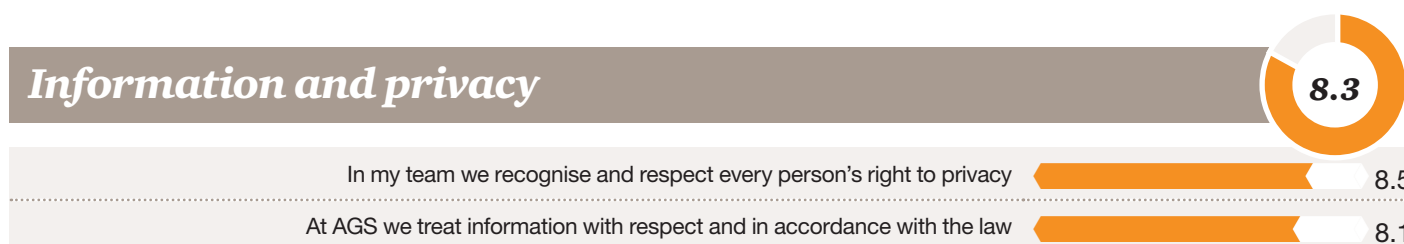
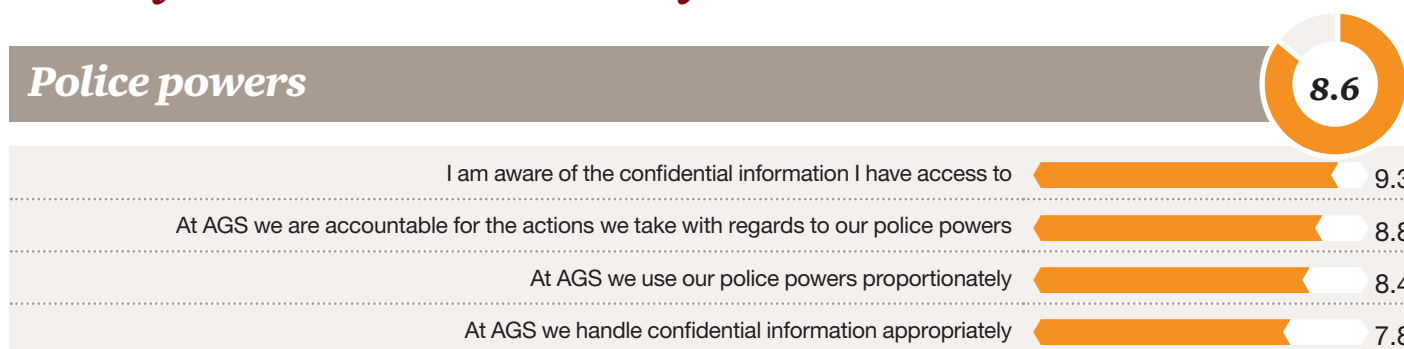
- Statistically significant higher score than the Garda/Reserves score at 99% confidence
- Statistically significant higher score than the Garda/Reserves score at 95% confidence
- Statistically significant lower score than the Garda/Reserves score at 99% confidence
- Statistically significant lower score than the Garda/Reserves score at 95% confidence

Appendix 4: Play Your Part Survey – Mean Scores by Statement

High level cultural statements

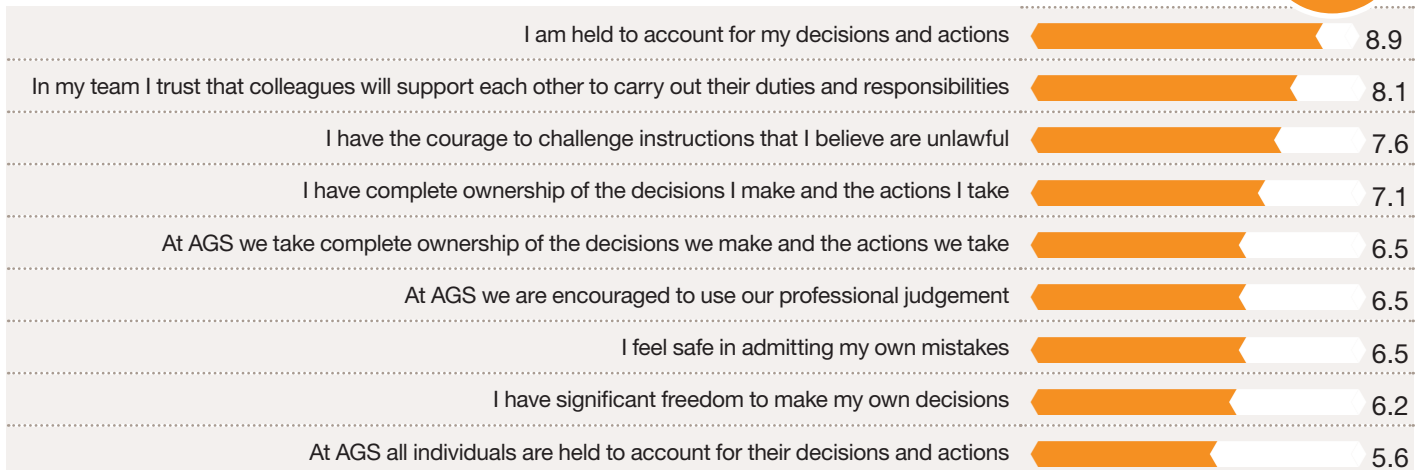


Code of Ethics - Mean scores by statement



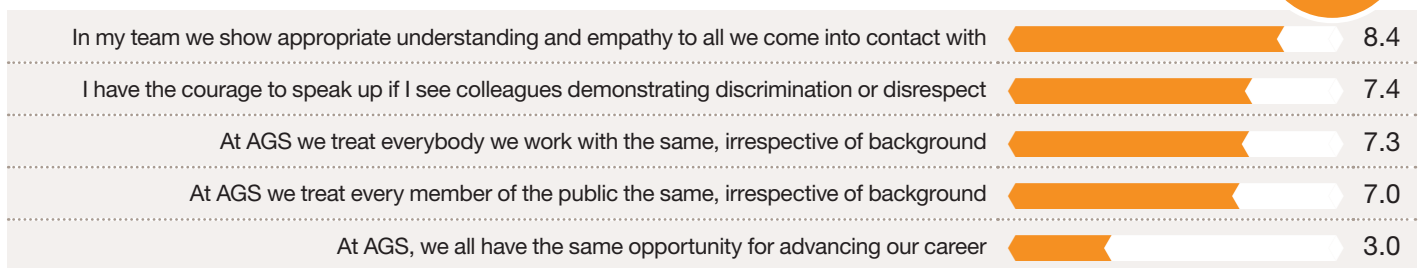
Authority and responsibility

7.0



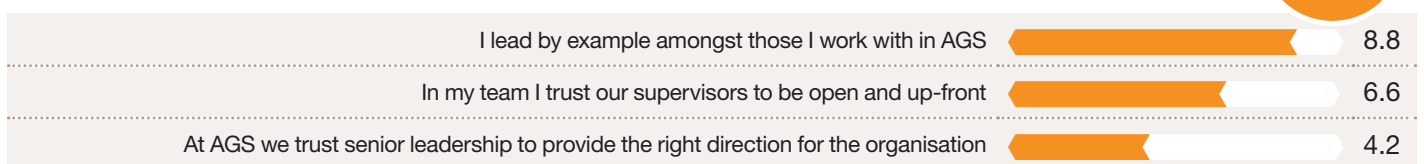
Respect and equality

6.6



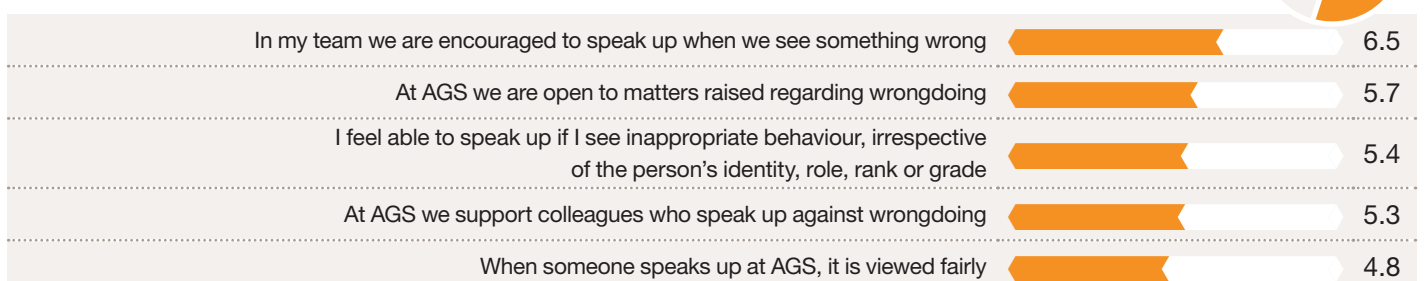
Leadership (& management)

6.6



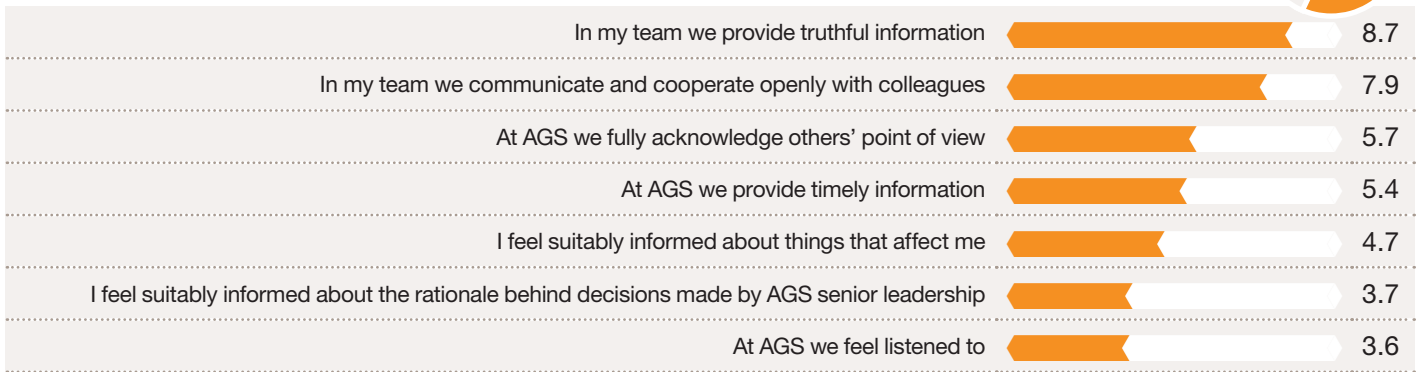
Speaking up and reporting wrongdoing

5.5



Transparency and communication

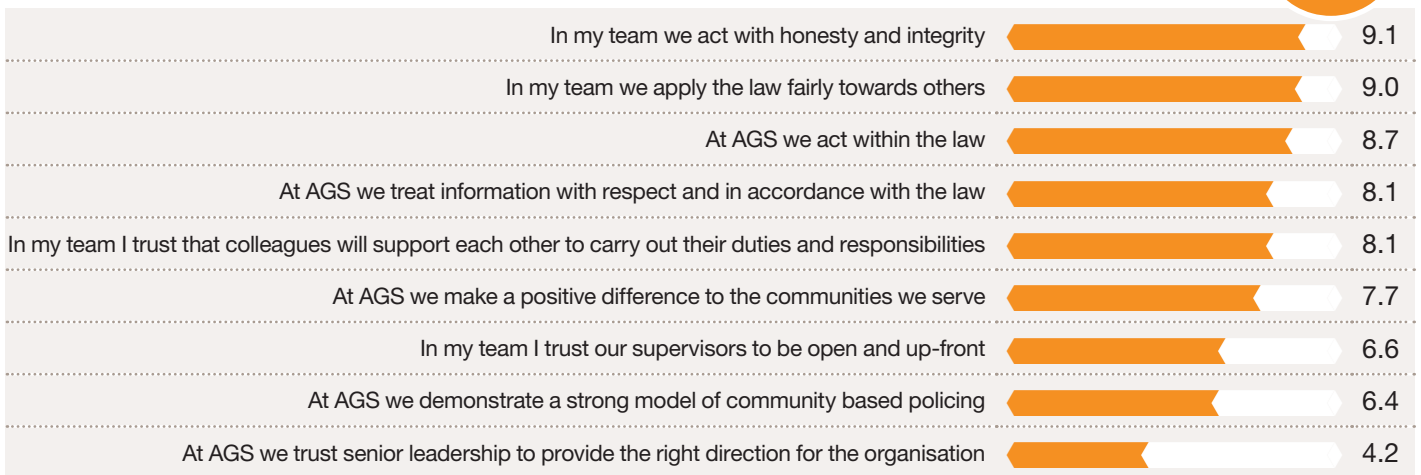
5.7



MRP - Mean scores by statement

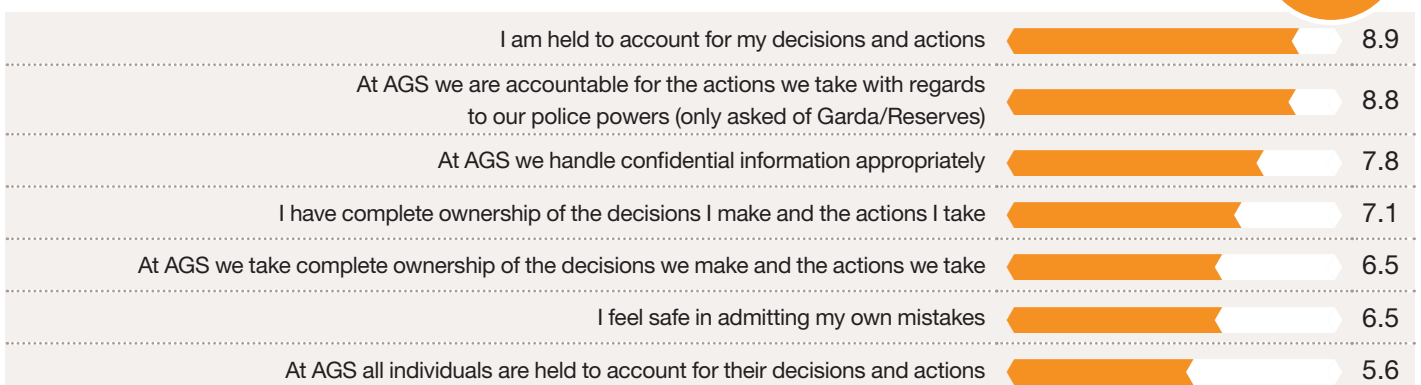
Trust

7.5



Accountability

7.3



Engagement

6.8

I am likely to be working at AGS 12 months from now 9.2

I am proud to work in AGS 7.5

I am satisfied with AGS as an organisation to work for 5.2

I am likely to recommend AGS as an organisation to work for 5.2

Disclosure/speak up

6.1

I have the courage to challenge instructions that I believe are unlawful 7.6

I have the courage to speak up if I see colleagues demonstrating discrimination or disrespect 7.4

I feel able to speak up if I see inappropriate behaviour, irrespective of the person's identity, role, rank or grade 5.4

At AGS we support colleagues who speak up against wrongdoing 5.3

When someone speaks up at AGS, it is viewed fairly 4.8

Empowered

6.3

At AGS we are encouraged to use our professional judgement 6.5

I have significant freedom to make my own decisions 6.2

Transparency

6.0

In my team we provide truthful information 8.7

At AGS we establish and report facts in an honest and objective way 7.3

At AGS we provide timely information 5.4

I feel suitably informed about things that affect me 4.7

I feel suitably informed about the rationale behind decisions made by AGS senior leadership 3.7

Open

6.0

In my team we communicate and cooperate openly with colleagues 7.9

In my team we are encouraged to speak up when we see something wrong 6.5

At AGS we are open to matters raised regarding wrongdoing 5.7

At AGS we are open to new ideas 4.9

At AGS we are encouraged to share ideas 4.9

Equality

5.8

At AGS we treat everybody we work with the same, irrespective of background	7.3
At AGS we treat every member of the public the same, irrespective of background	7.0
At AGS, we all have the same opportunity for advancing our career	3.0

Listening (& empathy)

5.9

In my team we show appropriate understanding and empathy to all we come into contact with	8.4
At AGS we fully acknowledge others' point of view	5.7
At AGS we feel listened to	3.6

Skills

5.6

I feel I have the necessary skills to enable me to do my job effectively at AGS	6.5
As an organisation, AGS has the right skills to fulfil its role	4.7

Open to change/innovation

4.9

I see that change is happening at AGS	5.9
I believe the ongoing change at AGS is changing the organisation for the better	5.4
I believe that AGS seeks to constantly improve ways of working	4.9
I believe that action will be taken as a result of this survey	3.7

Appendix 5: Schedule of Focus Groups

Location	Date	Population Sample	Rank / grades
Large Urban Areas			
Dublin	1st Feb, 2018	DMR	Sergeant & Inspectors
Dublin	1st Feb, 2018	DMR	Garda
Galway	6th Feb, 2018	Cork, Limerick, Galway Urban areas	Sergeant & Inspectors
Cork	14th Feb, 2018	Cork, Limerick, Galway Urban areas	Garda
Rural			
Cahir	13th Feb, 2018	Rural Area	Sergeant & Inspectors
Castlebar	7th Feb, 2018	Rural Area	Garda
Mixed Urban / Rural			
Athlone	19th Feb, 2018	Urban/Rural Mix	Sergeant & Inspectors
Athlone	19th Feb, 2018	Urban/Rural Mix	Garda
Cavan	14th March, 2018	Urban/Rural Mix	Garda
Functions			
Dublin	2nd Feb, 2018	Specialist Units	Garda and Sergeant
Athlone	20th Feb, 2018	Detective	Detective
Athlone	20th Feb, 2018	Corporate Services	Garda, Sergeants
Thurles	12th Feb, 2018	Garda College Templemore	Garda, Sergeants
Reserves			
Dublin	27th Feb, 2018	Garda Reserves	Reserves
By Senior Rank/Grade - mixed			
Dublin	26th Feb, 2018	Superintendents & Assistant Principals	Superintendents & AP
Dublin	26th Feb, 2018	Chief Superintendents & Principal Officers	Chief Superintendents & POs
Dublin	13th March, 2018	Assistant Commissioners & Executive Directors	Assistant Commissioners & Executive Directors
Civilians			
Castlebar	7th Feb, 2018	GISC & Non Dublin Civilians	Clerical Officers
Dublin	5th Feb, 2018	Civilians Dublin (CO)	Clerical Officers
Dublin	5th Feb, 2018	Civilians Dublin (EO, HEO and AO)	Executive Officers, Higher Executive Officers, Administrative Officers
Thurles	12th Feb, 2018	Garda College Templemore (staff)	Higher Executive Officer, teacher, researcher, other
Mixed			
Dublin (City centre)	15th Feb, 2018	Garda 7-15 years service	Garda

Appendix 6: Full Terms of Reference

SCHEDULE B: SERVICES: The Specification

Extract from RFT – Requirements and Specifications

APPENDIX 1: REQUIREMENTS AND SPECIFICATIONS

Tenders must address each of the issues and requirements in this part of the RFT and submit a detailed description in each case which demonstrate how these issues and requirements will be dealt with/met and their approach to the proposed delivery of the service. A mere affirmative statement by the Tenderer that it can/will do so or a reiteration of the tender requirements is NOT sufficient in this regard

Introduction & Background

While every effort has been made to provide comprehensive and accurate background information, as well as requirements and specifications, Tenderers must form their own conclusions about the solution needed to meet the requirements set out here. It is envisioned that the overall Cultural Audit architecture will have a mixed methods approach.

The reason for undertaking a mixed methods approach is that it will provide us with different levels of information that can be used to baseline and measure progress as well as providing us with an in depth understanding of the issues at hand. The spine of the Cultural Audit will be an internal staff survey that will allow for the quantification of certain norms and behaviours across the workforce of An Garda Síochána. It will also allow the organisation to measure change over time in order to assess whether An Garda Síochána has been successful in establishing the desired cultural behaviours and norms. Any such survey will need to be robust enough in its design and sample size to allow for us to detect change.

1. Survey

2.1 Survey requirements

Any survey of the organisation must be representative in terms of age, gender, Garda/Civilian status, management level (front line staff being the equivalent of Garda and Clerical Officer; middle management being the equivalent of Sergeants/Inspectors and Executive Officer/Higher Executive Officer) and Regions.

A clear challenge for contractors is how they intend to achieve a representative sample – this should be clearly laid out in any response to the tender. Any response to tender must also clearly set out the following:

- Sample size: whilst minimum requirements are set out above, any commissioning organisation can also add to these. However, the sample achieved must be sufficient to draw accurate conclusions for the organisation as a whole (at 95% confidence).
- Questionnaire development: What process will be used to develop measures (set out below) into indicators/questions?
- Validity and reliability: what are the processes for testing the questions to ensure validity and reliability?
- Questionnaire administration: what mechanism will be used to administer the survey?
- Response rates: What will be done to promote response rates? What will the strategy be to account for non-response in the final analysis?
- Data analysis plan: how will the survey data be analysed – what outputs are planned? How will outputs also ensure that the anonymity of respondents is also maintained?
- Quality control processes: what quality control processes will be in place for the development, administration and analysis of the survey?

- Data protection: what processes are in place to ensure the anonymity of respondents?

2.2 Measures

As noted above, the key aim is to benchmark and measure progress against key behaviours, as it is behaviours and beliefs within an organisation that create the culture. The specific measures are set out below. How these are operationalised will be the part of the work of the successful contractor of the survey.

There are several ‘levels’ of measures. Overall, the Modernisation and Renewal Programme (details are on www.garda.ie) highlights that the Garda organisation should be one that is:

- Open: where staff feel that they can bring forward any ideas or concerns, that they will be listed to and supported.
- Listening: leaders in the organisation are more open and responsive to the views and expertise of staff.
- Empowered: allowing people to be able to use their professional judgement, decentralising power away from Garda Headquarters.
- Equality: where everybody is treated the same irrespective of their backgrounds or identity.

However, there are also a wider set of behaviours, norms and attitudes mentioned in the Modernisation and Renewal Programme. Some of these refer to an organisational culture:

- Strong and visible leadership: this is required to deliver any programme of change as well as support the day to day functioning of any organisation.
- Accountability: individuals and managers are held to account for their decisions, actions and performance. The latter was specifically highlighted in the O’Higgins Commission of Investigation (report is available on www.justice.ie).

- A culture of innovation: where there is an understanding of the reasons for and consequently the need to change, as well as readiness to embrace and drive change in order to improve service outcomes.
- A culture of disclosure: Individuals feel safe to challenge, ask questions and hold each other to account, both between peers, as well as upwardly in rank.
- Transparency: the rationale behind decisions and actions are clear and open to all.

Others however refer to an individual level:

- Trust: in the leadership to provide direction and in colleagues to provide support.
- Morale: an organisation where there is a high level of morale is one where successful change is more likely to be driven out.
- Engagement and commitment: where individuals are engaged with the organisation, ready to make change, and understand their personal accountability for improvement.
- Empathy: the ability to support victims of crime.
- Skills: individuals feel that they have the necessary skills/training they need to do their work.

As noted above, these behaviours, norms and attitudes will need to be translated into a set of indicators by the successful contractor that can be measured through the longitudinal series of staff surveys envisaged through the transformation window 2016-2021.

2. Focus groups

Whilst a survey can quantify the dimensions and metrics of behaviours and views it is not as strong a mechanism for exploring in depth what is informing those views and why people hold them. To this end, part of the audit will be to have follow up focus groups once the results of the survey have been analysed. The purpose of these focus groups will be to unpick and gain a deeper and more rounded insight into findings from the survey.

Focus groups will also be used for an additional purpose. Surveys of the general population tend to miss minority groups. Focus groups can be useful mechanism of picking this population up and having a qualitative view of the organisations culture. As such, it is proposed that focus groups will be conducted of staff from key subgroups within the overall population including (although not limited to); minority ethnic backgrounds, gay and lesbian members of staff and from Non-Irish nationalities. Additionally, these focus groups will also tap into this the 'lived' experience of minority groups within An Garda Síochána which can be used to assess the impact of the organisations diversity and equality strategy. By contrasting and comparing the response data and norms from validated subgroups of the population a much greater level of actionable insight can be achieved.

In the response to the tender document, potential contractors will have to set out their capacity and skills to undertake focus group work and provide evidence of previous pieces of work.

3. advisory groups

The Cultural Audit of An Garda Síochána will be conducted by an external contractor. This will be crucial to both encouraging participation in the audit by staff. An advisory group of internal and external experts (approx. six persons) with knowledge in the area of organisational change will be required to ensure that the audit meets the needs of the Garda organisation. This group will provide both independent input and challenge to the external contractor to ensure it is of the highest design standards, and support the development of policy implications arising from the audit's findings. The terms of reference for this group will clearly reflect these requirements. Experts will be drawn from a wide range of sectors including Human Resources and Training and Development.

The group will be chaired by the head of the Garda Síochána Analysis Service and appointments to the group made in conjunction with the appointed vendor.

4. delivery

In year one the successful Tenderer will be required to provide:

- Firstly, provision of raw anonymised survey data only in the form of an Excel/SPSS file or other required format. This specific content will be decided in conjunction with An Garda Síochána
- Secondly, provision of an interim report to publishing standard incorporating online survey outputs and a detailed plan for the focus groups as the next project phase. The specific content of the report will be developed in conjunction with An Garda Síochána
- Lastly, a final report incorporating analysis of survey outputs and the integration of findings from analysis of focus groups
- In addition, weekly and monthly status updates must be provided to the project manager and/or business owner by the contractor.

Any such report would remain the property of An Garda Síochána as would the database. Neither could be provided to a third party without the permission of An Garda Síochána. Please see section 7 of Terms and Conditions set out in Appendix 6 (Schedule A)

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