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# Commissioner's Foreword

**As a landmark in the history of An Garda Síochána, this document is significant. It is the first time An Garda Síochána has laid out its mission, direction, plans and challenges spanning a five year period.**



It is also the culmination of a sustained period of self-examination and self-reflection. This has included seeking the views of our people and the public. Taking on board the findings of the reports of the Garda Inspectorate, as well as other critical friends including the Policing Authority, the Garda Síochána Ombudsman Commission, the Department of Justice and Equality and other Government Departments, and countless individuals and organisations that take a view on *how we do what we do*.

It indicates, I believe, a new openness and a wider vision than that required of us in our long and proud history.

We're already on our way. Current research indicates a positive trend with 85% of the public expressing their trust in An Garda Síochána.

That's a figure to build on. And it's not easy to build on it. Crime moves and develops at a pace, and we have to move quickly and flexibly to cope with it. We've made major changes this year alone in response to organised crime and security threats, and have new strategies to address other emerging crimes and security challenges.

The objective is simple. Not easy, but simple. The objective is that An Garda Síochána becomes a beacon of policing and security that can be measured against any police or security service in the world.

A magnet employer, attracting, retaining and developing the brightest and best.

A powerful factor in shaping an Ireland that is safe to live in, safe to work in, safe to visit, and safe to invest in.

An organisation with a positive, respectful attitude to all its members and to all victims of crime.

An entity with a confident and open culture.



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*The objective is that An Garda Síochána becomes a beacon of policing and security that can be measured against any police or security service in the world.*

To get there does not require us to lose the best of what we have been. We are in and of the community. Community policing is key and core to what we do, in routine operations, and in exceptional operations; this year's St. Patrick's Day celebrations and more significantly the 1916 Easter Rising Commemorations were hugely successful and passed off without incident. The central ethos for these successful policing operations was 'community safety' and the women and men of An Garda Síochána who policed these events showed fantastic understated professionalism.

An Garda Síochána is unique amongst policing services as a unitary body responsible for the security of the State *and* the provision of policing services. Two very different functions.

Two functions united by an underpinning philosophy: the protection of the individual and the safety of communities.

The goals set out in this document are unprecedented in their ambition. This is not just about reform. Reform is needed at all levels, but the task is much more comprehensive. It is one of modernisation and renewal.

Recent Government funding has allowed us to recruit new members and enhance training of all members and staff, as well as purchase new vehicles. It has also allowed us to begin to address the lack of investment in ICT in the past twenty years. All of the directions laid out in this document will require significantly greater State funding. To that extent, I must state here that although the programme outlined here is supported by detailed action plans, it is contingent upon increased and sustained State funding.

An Garda Síochána stands on the cusp of massive development in its capability and capacity. And, in seeking to make the service a beacon of good policing, each individual – whether they are a uniformed member or one of our growing civilian staff or reserve members – matters.

Understandably, because of the plethora of reports, tribunals, commissions and adverse coverage over recent years, many Gardaí have felt undervalued and didn't believe we listened.

This had to change. It is not where we are at now. Now we are committed to openness and accountability. To listening. To learning. Because it's all about trust, and that's how trust is built.

Trust is built up, one encounter at a time, one day at a time. And the important thing about it is that it's a two-way process. Every time a member of An Garda Síochána proves to a member of the community they can trust them, they learn to trust the whole service: they trust An Garda Síochána.

That's the thread running through everything we plan to do in the next five years.

**Nóirín O'Sullivan,**

COMMISSIONER

# Executive Summary

The changing demands and expectations of citizens, the emerging security and policing challenges, require a programme that will professionalise, modernise and reform An Garda Síochána over the next five years to ensure we can meet present and future challenges.

Our *esprit de corps*, close ties to communities and dedication to service are key to our **culture** and will continue. However, weaknesses in corporate culture as identified by various tribunals and by the Garda Inspectorate demand a sea change in this area, with attention to corporate culture demonstrated at every level from training of new recruits upward.

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

Weaknesses in governance, oversight and accountability will be addressed. We will be supportive of our people and listen to their concerns and ideas. The hiring of civilians with the right skills and placing them in the right roles will enhance our professionalism. Our workforce will be more reflective of the society we serve. We will listen to and learn from the experience and expertise of our partners.

**Victims of crime** will be put at the heart of the Garda service. 28 Victim Service Offices across the country will inform victims as their case progresses through the justice system. A specialist Service unit will ensure each child protection, domestic and sexual violence complaint is thoroughly investigated and victims are fully supported. We will meet or exceed the requirements of the EU Victims Rights Directive and the Istanbul Convention on Violence against Women and Domestic Violence.

A new community policing model will enhance **community engagement** and public safety. New Community Policing Teams will work with local communities to prevent and detect crime in their locality supported by Community Safety Fora made up of local Gardai, members of the public and community groups.

**Crime prevention** will become our number one policing priority. Improved data analysis will ensure patrols and checkpoints go to areas affected by particular crimes. We will work closely with public and private sector partners to reduce the opportunities for crime and re-offending. We will provide impactful and engaging crime prevention advice. We will ensure high Garda visibility in communities.



The organisation's approach to **crime investigation** will be transformed. From the moment a crime is reported to the point at which it is in front of the Court, we will have the systems to effectively manage the process. From ensuring the right resources are deployed to the incident, to systematically cataloguing evidence seized, to monitoring the many threads in the investigation, to electronically managing case files to presenting the evidence in Court. As well as digitising the investigate process, we are enhancing the investigate skills of all our members.

While we have one of the best **road safety** records in Europe, more needs to be done to reduce the number of deaths on our roads. We will expand our use of technology such as Automatic Number Plate Recognition (ANPR) and mobile safety cameras. Mandatory Alcohol Testing and multi-agency checkpoints will be increased. Education and awareness activity will be enhanced. The Garda Traffic Corps will be strengthened and its function redeveloped into the Garda Roads Policing Unit to also tackle the use by criminals of the road network.

An Garda Síochána has developed considerable experience in identifying, disrupting and suppressing threats from domestic terrorism. To protect our **national security** from new and emerging threats, we will increase the sharing of information and intelligence with our national and international partners. We will continue to train with those partners to ensure we are ready to deal with dynamic threat situations. We will proactively investigate the activities of those suspected of involvement in terrorism including those who benefit from or fund crime and terrorism. We will continue to engage with minority communities who may feel vulnerable due to worldwide events.

New strategies have been developed to meet the ever increasing challenges of **cyber security and cyber crime**. On cyber security, specialist units will be set-up to liaise with international partners on current and emerging threats, and to provide cyber and forensic tools to support front line policing and State security. We will also work with Government agencies to protect national infrastructure. On cyber crime, we will expand our capabilities in this area through training with academic partners, increased investment in technology and people, and regionalisation of the Computer Crime Investigation Unit.



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*Our people are hungry for change. Communities have told us we need to manage the organisation better. And we will.*

This programme outlines major changes to the **governance** of the organisation. We will reduce and streamline administrative and bureaucratic structures. Regional officers will be given greater responsibility to make decisions based on the policing needs in their areas. We will be transparent, open and demonstrably accountable. Leaders throughout the organisation will create an environment in which people can learn and develop.

Our approach to HR will take a quantum shift to ensure **our people** have the right skills, tools and resources to do their jobs effectively. We will provide them with the leadership, guidance and support to deliver this programme. We want to attract, develop and retain the best people by providing them with career development opportunities. This will see an increase in our investment in training, and opportunities for lateral movement and promotions. Supports will be introduced to help protect the physical and mental health of our people.

The benefits of recent investments in vehicles and the recruitment of additional Gardai are already being seen in communities. The new building and refurbishment programme for 30 stations will help provide appropriate working conditions for our people.

An Garda Síochána cannot solve the problems of crime, fear and public safety alone. These can only be fully addressed through productive **partnerships**. We will work with our criminal justice partners, non-State bodies, community groups, and businesses to prevent and detect crime. Our human rights partners will help ensure that we continue to embed human rights principles in all our activities. We will work constructively with our oversight bodies to improve the service we provide, and liaise closely with agencies such as Interpol, Europol and the FBI on global threats and crimes.

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

**Communications** plays a key role in building trust. Our new Office of Corporate Communications will radically improve our information flow to key stakeholders. Based on successful models in other police services, it will incorporate the Garda Press Office, PR, marketing/public information campaigns, corporate information, and internal communications. Some channels, such as Garda.ie will be revamped. Some, such as our social media offerings, will be extended. We will produce more of our own video content to highlight crime prevention investigation and public safety.

This transformational programme will be delivered over the next five years. Some initiatives can be implemented in the short to medium term. Others will require a number of years to implement fully. It is ambitious, but achievable.

Clear objectives and outcomes have been established for each initiative. A central hub of skilled resources will deliver this complex programme on time and within budget while maintaining current policing and security services.

We will measure and evaluate the success of each initiative through engagement with the public and stakeholders, and detailed benefit analysis. The programme is designed to be agile and plans will be adjusted based on consultation with our partners or the emergence of new challenges.

Central to the success of the programme will be the support of all members, staff and reserves in An Garda Síochána. We will ensure everyone understands what is happening and why, and their individual and collective roles in ensuring changes are embedded in day-to-day operations, as will be the thinking of our partners locally, nationally and internationally, from community groups to Government to international police and intelligence agencies.

This major journey of renewal will be challenging. It won't be a quick process. However, it will make measurable and significant improvements to our service to the nation.



CONNECT  
WITH  
RESPECT

GARRA SECONDARY SCHOOLS PROGRAM





## Chapter 1

# Renewing the Culture of An Garda Síochána

**We will build on the best elements of our culture, while changing behaviours to deliver a professional policing and security service that meets the expectations of the people and communities.**

## Chapter 1

# Renewing the Culture of An Garda Síochána

## Introduction

**There are many good things about An Garda Síochána's culture. Our defining characteristics are our esprit de corps, our close ties to communities and our dedication to service. We can be measured in many ways, but the one that matters the most is when a member of the public says "The Guards were there for me at one of the worst moments of my life."**



Time and time again members of An Garda Síochána have gone beyond the call of duty to protect individuals and communities. On countless occasions, off-duty Gardaí have put their lives on the line to save the lives of others, catch criminals and protect members of the community.

Eighty eight members have given their lives in service of the State. Many, many more have been seriously injured.

However, as an organisation we have been criticised for being insular and defensive, for not listening to dissenting voices, for being risk averse, and for not accepting constructive criticism.

An Garda Síochána cannot operate effectively without the trust, support and confidence of the people we serve.

Weaknesses in governance, oversight and accountability diminished that trust and confidence. Although our Public Attitude Survey shows we are winning this back, we need to build on the best elements of our culture, while changing behaviours to ensure we deliver a human-rights-based, victim-centred, community focused professional policing and security service that meets the expectations of the people and communities.

## Culture in An Garda Síochána

Until recently, little was ever said about culture in An Garda Síochána. The organisation knew what it did: that was the task. 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.

When the notion of a culture within An Garda Síochána came into public discourse, as it frequently has in the last decade, it has tended to happen in generally negative contexts. This mirrors international experience. Van Buuren noted in the 2009 the trend "to depict police culture in unflattering forms."<sup>1</sup>

Corporate culture amounts to the unwritten rules of an organisation; the often unspoken norms adopted by incoming individuals without explicit instruction. Culture is how we do what we do. It's the sense we have, within an organisation, that this is what we stand for and what we won't stand for. It is the mindset behind what we do, the assumptions underpinning how we do it, and sometimes the prejudices that skew both. A good corporate culture translates values into behaviours.

<sup>1</sup> Van Buuren, J. (2009) 'State-of-the-art literature review on the ethics research and knowledge among security professionals', International Peace Research Institute.

The Patten Commission Report noted that:

“The culture and ethos of an organisation include both the way in which it sees itself and manages itself internally and the way in which it sees and interacts with its clients and others outside the organisation. Culture and ethos are hard to gauge and judgements made about the culture and ethos of others are inevitably subjective.”<sup>2</sup>

One of the ways in which An Garda Síochána manages itself is by thinking community. From its earliest days, members of An Garda Síochána were encouraged to live in the community, rather than in barracks, and operated from an awareness of the needs of their neighbourhood. They had a sense of vocation, believing themselves to be “a band of brothers” united against criminals and subversives.

Women started to join the service in 1959. In that year, twelve of the four hundred new recruits were female.

While an out-dated all-male culture may have been experienced by women in An Garda Síochána, that wasn't exceptional. Many women in the same half-century in private and public sectors experienced similar discrimination.

But significant progress has been made in An Garda Síochána. Women are now involved in every aspect of policing. Over 25% of the service is female – ahead of the European average of 20% – and we will continue to achieve greater diversity to reflect the society we serve.

## An Garda Síochána's Founding Ethos

“The Garda Síochána will succeed not by force of arms or numbers, but on their moral authority as servants of the people”

*Michael Staines, the first Garda Commissioner.*

An Garda Síochána sees culture as much more than minimum standards and protection of people in the workplace. It's about pride and place. It's about trusting colleagues and being trusted by the people we serve. It's about wanting to be, not best in class, but better than best in class, from the reserve to the topmost ranks. It is about striving to stay in tune with a changing society.

This will define the cultural direction of An Garda Síochána.

Moving from where we have been to where we need to be will take time, training and constant reinforcement. It will take leadership at all levels to drive a new professionalism.

The task will neither be easy nor short term. Dame Professor Shirley Pearce, Chair of the UK College of Policing, has written of the need “to balance the requirement for command in some operational situations with a culture of asking questions and enabling challenge – embedding reflective practice, peer review and a commitment to building a body of knowledge to enhance policing learning and practice.”<sup>3</sup>



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*Time and time again members of An Garda Síochána have gone beyond the call of duty to protect individuals and communities.*

<sup>2</sup> Independent Commission on Policing for Northern Ireland (1999), *Policing in Northern Ireland: A New Beginning*.

<sup>3</sup> UK College of Policing (2015) *Leadership Review*.

## Chapter 1

# Renewing the Culture of An Garda Síochána

### Cultural Renewal in An Garda Síochána

We recognise the need for cultural renewal. We will deliver the reforms described by Minister Fitzgerald as “a ‘sea-change’ in the performance, administration and oversight of justice and policing in this state”.<sup>4</sup> In doing so, we must be careful not to abandon the positive elements of our culture.

Such a sea-change will require a mosaic of small alterations. Neither instruction nor structural change alone will do it. The Garda Inspectorate Report in 2015 discussed this issue.

“A Police Service in the U.K., which has undergone significant structural change, informed the Inspectorate that the first stage of their reform programme was unsuccessful because they had overemphasised the structure and process of the reform programme, without addressing the culture. The goals of their organisational change had been targeted in isolation, without looking at the behaviours desired behind the goals. Thus, the change process was more likely to fail, as the organisation simply defaulted to its older way of working. This demonstrates the important linkage between organisational culture and successful reform.”<sup>5</sup>

Cultural renewal is a key element of our modernisation programme with a focus on creating the behaviours and attitudes that will not alone support this programme, but create a more open, innovative, collaborative, and listening police and security service. This will take time and will need to be addressed on many fronts.

Nor will we be able to achieve it alone. We will need to work in collaboration and partnership with internal and external stakeholders.

We will ensure that every individual and community we come into contact with, regardless of their background, will be treated equally, fairly and with dignity. Everybody in the service must be aware of, and respond sensitively to, the diversity within their community. We will work with other agencies to achieve inclusivity and integration.

We are a responsive, increasingly diverse and inclusive service. We must therefore ensure that An Garda Síochána creates and sustains a culture where its strength is dependent upon a multiplicity of gender, ethnic, sexual orientation and age strands. We will be more representative of society. We will do this through more inclusive recruitment campaigns.

We will build on the diversity of experience and expertise in the organisation through further civilianisation.



The more than 2,000 civilians in An Garda Síochána play important roles across the organisation. Key areas civilianised in recent years include the Garda National Immigration Bureau, the Garda Analysis Service, Garda Information Services Centre, Command and Control, and Vetting.

An Garda Síochána has also hired civilians for key management and specialist positions to bring new perspectives and expertise. For the first time in our history key roles such as Chief Administrative Officer, HR, Finance, Communications, ICT and Analysis are held by civilian personnel, as recommended by the Hayes Report and the Garda Inspectorate.

Civilianisation on its own won't enhance professional policing. We must have civilians with the right skills in the right places to support the professionalisation of the organisation.

The moratorium on recruitment within the civil service in this country since 2009 constrained our ability to do this. However, we are committed to maximising the use of professional civilian skills. This will be achieved in consultation with the Departments of Justice and Public Expenditure and Reform.

Significant advances have been made, but we need to go further to align with best international practice. This will form part of the HR strategy with the objective of increasing recognition of roles, integration of Gardaí, reserve and civilian staff, and redeployment of Gardaí to operational roles thereby increasing Garda visibility.

In increasing civilianisation, we will be conscious of not developing a two-tier service.

Our service is predicated on listening. To the people we serve. And to our colleagues. Every person in An Garda Síochána – Garda members, civilian staff and reserves – will have a voice and be listened to. This process has

<sup>4</sup> Frances Fitzgerald T.D., Minister for Justice and Equality, on Justice Reform at the MacGill Summer School, July 2014.

<sup>5</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

commenced with feedback sought from every member of the organisation on what's good, what's bad and what we can do better. This has identified our mistakes and the organisation is now learning from those and ensuring they don't happen again.

We will leverage the vast experience and knowledge of all our people, and encourage them to be critical thinkers. We will foster innovation and a culture of continuous improvement.

Leaders at all levels in the organisation need to be more open and responsive to the views and expertise of the workforce.

As noted by the Garda Inspectorate, “strong, visible leadership is required to develop, inspire and deliver a clear measurable programme of cultural reform”.<sup>6</sup>

The Commissioner and members of the senior leadership team regularly visit stations around the country to hear the views of members and staff on how we can improve. That will continue and extend to all leaders who will emphasise engagement and listening in every aspect of their roles.

Dissent shall not be seen as disloyalty. Employees will be encouraged to bring forward any ideas or concerns they may have and will be listened to and supported.

To help ensure anyone making protected disclosures receives the appropriate supports, a single point of contact for employees making protected disclosures has been appointed. Known as the protected disclosures manager, they will be supported by trained and dedicated staff. Employees making protected disclosures will also be given a dedicated phone number if they need to contact the protected disclosures manager or their representatives at any time.

In addition, as part of our Employee Assistance Programme (see Chapter 10: Managing and Motivating our Best Asset) there will also be a 24-7 Independent Counselling Service available for all personnel.

We will also strengthen our processes around protected disclosures. This will include engaging with external experts to ensure the mechanisms we have in place are in accordance with best practice.

We value the experience and expertise of all Garda employees and we want to ensure that their working environment is safe and supportive. We will carry out biannual staff climate surveys and take corrective action where required.

Like all policing services, as a disciplined, command and control organisation it is necessary for An Garda Síochána to have a hierarchical structure. However, it has evolved very little since its foundation.

## Policing Culture

*Dame Shirley Pearce, Chair of the College of Policing in the UK:*

“There are many positive aspects of police culture including decisiveness in difficult situations, compassion and care, and a constant ‘can-do’ attitude. However, in the research for this review people both inside and outside policing identified negative aspects of policing culture that may impede change, prevent internal challenge, restrict innovation and, at worst, damage individual and institutional legitimacy. The nature of police work, including the presence of personal risk, can encourage a tendency to stick together in the face of threats and at worst results in insular attitudes that inhibit change.”

Our cultural renewal will be supported by a revised organisational structure. This will devolve to the regions the power and decision-making traditionally held in Garda Headquarters. This will help instil a culture of empowerment throughout the organisation – top down and bottom up, by placing a stronger emphasis on professional and ethical behaviours.

We will live up to the values of the organisation – honesty, accountability, respect and professionalism. And instil empathy as a core value. Behaviours that don't meet those standards will not be tolerated.

Commissioner O'Sullivan in 2015 told the first new student Gardaí for five years, “From today, each of you is responsible for Garda culture. That wasn't the way it was at any stage in the past. In the past, culture came from the top. It's time to upend it. Yes, the direction must be set down from the top, but each of you, like every other member of An Garda Síochána has an individual responsibility to behave professionally and ethically.”

The mechanisms to support cultural renewal and a new era of oversight are in motion;

- Externally with the increased role of the Garda Síochána Ombudsman Commission, the Garda Inspectorate, and the Policing Authority
- New accountability structures, devolving responsibility, empowering personnel, and introducing a new performance management system and training programmes for all personnel
- Roles, responsibilities, and accountability for all ranks and grades more clearly outlined
- Introduction of a new governance framework with revised practices, procedures and policies.

<sup>6</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

## Chapter 1

# Renewing the Culture of An Garda Síochána



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*The objective is a police service that is professional, accountable to the people it serves, performance-driven, with clear governance and oversight structures internally and externally.*

We are committed to improving trust and public confidence. We have begun quarterly surveys of public attitude and sentiment towards An Garda Síochána, and will also be examining through focus group research how victims of crime view their engagement with us.

This information will not only allow us to monitor progress, but will also further a process which, as little as a decade ago, would have been unthinkable: the building of a better police service based on feedback.

The mechanisms to confront and form internal cultures have been put in place; from training initiatives, to information dissemination, to unit/station/office briefings. These are the first steps in implementing corrective action, improving morale and changing culture.

The objective is a police service that is professional, accountable to the people it serves, performance-driven, with clear governance and oversight structures internally and externally. Reduced bureaucracy in decision making, empowerment of the workforce, a reinvigorated model of community policing, and an updated HR strategy, which includes civilianisation, will all contribute to the major cultural shift required.

We will provide a human-rights-focused policing service, not because it is what we are obliged to do but “because it is the best thing to do for individuals, communities and the organisation.”<sup>7</sup>

The impact of this culture change on our people and the service we provide will be regularly monitored through our staff climate survey, our quarterly Public Attitude Survey, focus group research, and external measures such as level of complaints made.

We appreciate that, in addition to shedding fibres and cells, we shed impressions. As the pioneer in forensics Dr Edmond Locard said, “Every contact leaves a trace.” This applies to more than the inanimate.

Every contact between every member of An Garda Síochána and a member of the public leaves a trace on both sides. It’s up to us to make sure it’s a good impression, backed by solid substance.

### **Outcomes for the citizen, the State and the organisation**

A renewed Garda culture will result in a police service that is professional, accountable to and representative of the people it serves, performance-driven, and with clear governance and oversight structures internally and externally.

The culture will be one of openness, transparency and accountability.

This will lead to an improved service to the public, which will result in enhanced community safety and increased trust and confidence in An Garda Síochána.

A professional, human-rights based policing service will be of immense benefit to society and help grow the country’s reputation as a safe and welcoming place for people to live, work, visit and invest in.

By listening to our people, communities and stakeholders we will be better able to meet their needs.

<sup>7</sup> Dr Vicky Conway, Speech to Criminal Justice and Human Rights Conference, Dublin, 2014.

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Organisational Structure and Design</b>	Complete a high level review of the structure and design of the Garda Organisation including functions, roles and responsibilities	An effective and efficient organisation structure, and clarity of associated resource requirements to deliver policing and security services in an evolving and dynamic policing environment	Q2 2016	Q4 2017
<b>HR Strategy</b>	Develop a HR Strategy	Right people with the right skills in the right places	Q4 2015	Ongoing
<b>Diversity and Inclusion Strategy</b>	Develop a Diversity and Inclusion Strategy and establish diversity networks	An organisation that is inclusive and respectful	Q3 2015	Q3 2016
<b>External Communications Strategy</b>	Implement new Communications Strategy to better promote the good work of the organisation through a range of channels	Increased trust in An Garda Síochána	Q4 2015	Ongoing
<b>Internal Communications Strategy</b>	Develop and implement an internal communications strategy to ensure our people are kept regularly informed about developments in the organisation in a timely way	Increased openness, transparency and trust between Garda personnel and management, and improved morale	Q4 2015	Ongoing
<b>Public Attitude Survey</b>	Conduct quarterly surveys of approx 1,500 people to ascertain their views of An Garda Síochána	Policing plans and activities informed by the views of the public	Q4 2014	Ongoing
<b>Enhanced Engagement with Employees</b>	Ensure greater engagement between senior managers and personnel through regular meetings and biannual climate survey	A positive working environment	Q1 2015	Ongoing

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*A professional, human-rights based policing service will be of immense benefit to society and help grow the country's reputation as a safe and welcoming place for people to live, work, visit and invest in.*





## Chapter 2

# Putting Victims at the Heart of the Garda Service

**We will provide a respectful, reassuring, responsive and reliable service addressing the needs and expectations of all victims.**

## Chapter 2

# Putting Victims at the Heart of the Garda Service

### Introduction

**Gardaí are often the first people victims make contact with after a crime has been committed against them. Victims of crime have gone through a traumatic and potentially life-changing experience. They can be vulnerable and need a lot of help and support. But while getting the first contact with a victim right is critical, so too is ensuring this care and attention continues as their case, which is incredibly important and personal to them, moves through the justice system.**



We are all too aware of the emotional and physical pain victims of child abuse, and domestic and sexual violence suffer. This can make it very difficult for them to report the crimes they have suffered. They may also feel that their complaint will not be taken seriously or fully investigated.

In recent years An Garda Síochána has worked hard to improve the service it provides victims. Drawing on the recent experience and lessons learned we will now refine our Victims Charter.<sup>8</sup> The Charter will outline the rights of victims and what they can expect from An Garda Síochána when they report a crime. Our Victims Forum will continue to enable support groups working in the area to tell us what we are doing well and what we need to improve.

Surveys have shown that many victims of crime feel they have been treated with compassion and sensitivity by members of An Garda Síochána.<sup>9</sup>

However, others have complained they have not received adequate information about the investigations into their complaints or were not fully informed about the support services available to them from other organisations.<sup>10</sup>

According to victims who spoke to the Garda Inspectorate for its 2014 report, when the incident they reported related to property crime such as burglaries Gardaí were supportive and helpful. However, when the incident was violent, then, at times, Gardaí lacked empathy and seemed uninterested. In particular, victims of domestic violence felt Gardaí often failed to take their complaints seriously.

It is clear we need to move from a view of victims as a small part of the process to an integral part of our work. We need to do more to place victims of crime where they should be – at the heart of the Garda service.

An Garda Síochána will provide a respectful, reassuring, responsive and reliable service addressing the needs and expectations of all victims.

We will have a strong victim-orientation balanced with a perpetrator-focus. This will enhance community safety, reduce the number of people who become victims of crime and – if someone does become a victim of crime – lead to a professional investigation to bring the perpetrators before the Courts with progress communicated to victims.

Respect for victims is a relatively recent concern of international police services.<sup>11</sup> An Garda Síochána is at the beginning of a journey which will demand of us that we quickly reach and match international best practice, and meet and exceed the requirements of the Victims Directive (see Panel on Victims Directive).

The overall objective is to provide a step-change improvement in the relationship between An Garda Síochána and victims.

<sup>8</sup> Garda Victims Charter is available at [www.garda.ie](http://www.garda.ie)

<sup>9</sup> Commission for the Support of Victims of Crime (2010) *The Needs and Concerns of Victims of Crime in Ireland*. Garda Inspectorate (2014) *Crime Investigation*.

<sup>10</sup> Garda Inspectorate (2014) *Crime Investigation*.

<sup>11</sup> Gottschalk, M. (2006) *The Prison and the Gallows*, Cambridge University Press.

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## Victim Service Offices

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Fundamental to our commitment to put victims at the heart of the Garda service was the establishment in 2015 of 28 Garda Victim Service Offices (GVSOs) throughout the country.

The Garda Victim Service Offices are now the central point of contact for victims of crime and trauma in each Division.

As each crime is different and the way it is experienced by a victim is different, our response in the Victim Service Offices is individual to each victim. Victims receive regular updates on the progress of the investigation into their case. Timely assessment is made of the protection needs of vulnerable victims. They are given information on the different supports available depending on the crime they have suffered.

The Offices are staffed by Gardaí and civilian staff who have been specially trained with input from victim support groups in how to deal with victims with empathy. To ensure consistency of approach across the network of Offices, they operate to a Standard Operating Procedure.

The Victim Service Offices staff are responsible for communicating with victims of crime and prioritising their needs.

In crimes such as burglary, assault or criminal damage, victims of crime receive a follow-up call from the Victim Service Office to ensure they have all the information they require including contact details of the investigating Gardaí. Victims can also raise any issues with the Victim Service Office personnel. They will be provided with crime prevention advice and details for external services available from other State and/or Non-Governmental Agencies. Investigating Garda members will continue to ensure victims are kept informed of developments in the investigation.

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*As each crime is different and the way it is experienced by a victim is different, our response in the Victim Service Offices is individual to each victim.*

Victims of domestic violence, sexual assault or other crimes involving trauma will continue to be given advice and support in person from investigating or specialist Gardaí.

The Victim Service Office model is based on feedback from victims and victim support organisations to An Garda Síochána, results from our Public Attitude Survey, and victims' experiences provided to the Garda Inspectorate.

Initial feedback from victims who have used the Offices has been generally positive and we will continue to monitor the satisfaction of victims of crime with the service provided to them through our quarterly Public Attitude Survey, focus group research, and engagement with victims and their representative groups. We commit to continuously improving our service to victims.

## Chapter 2

# Putting Victims at the Heart of the Garda Service

### Enhanced Services to Victims of Crime

In 2016 we will establish a dedicated confidential freephone line to encourage victims of child sexual abuse – historic or current – to report such incidents.<sup>12</sup> The phonenumber will operate 24/7. All complaints received over the phonenumber will be treated with the strictest of confidence and fully investigated.

Community safety will be enhanced by reducing the number of people who become victims of crime. This will be achieved by our strong focus on preventing crime in the first instance (see Chapter 4: Preventing Crime).

For example, under Operation Thor, a number of measures were taken to prevent burglaries. Crime trend analysis was used to identify burglary hot-spots and extra high-visibility patrols were then put into affected areas; targeted crime prevention advice was given to local communities; bail conditions of prolific offenders was closely monitored, and programmes were put in place to help reduce re-offending by prolific offenders.

A new call management system will be introduced that will grade calls based on their priority to provide victims with a better service (see Chapter 4: Preventing Crime).

We will ensure all crimes are professionally investigated by highly trained investigators using better investigative systems (see Chapter 5: Crime Investigation).

Our quarterly Public Attitude Survey includes several questions on how satisfied victims of crime were with the service they received from us. We will use this information to address issues raised and will ensure that feedback from victims is continually coming back into the organisation, facilitating continuous learning and supporting the delivery of a professional service to all victims of crime.

We will also continue our Victims Forum, which provides an opportunity for Gardaí and representatives of victims' supports groups and NGOs working in this area to collaborate and exchange views on how best to improve the service we provide to victims.

### EU Victims Rights Directive

The EU Victims Rights Directive became law in late 2015.

Under the Directive, An Garda Síochána is obliged to:

- Ensure information is consistently provided to all victims throughout the criminal process
- Provide information to victims on how to access supports such as medical, psychological, and alternative accommodation
- Provide contact details so that a victim can communicate with Gardaí about their case
- Provide information on access to legal advice and the procedures available if a victim wants to make a complaint

The establishment of the Victim Service Offices and a National Victims Office will ensure we meet our obligations under the Directive.

<sup>12</sup> Garda Inspectorate (2010) *Responding to Child Sexual Abuse*.

## Protective Services for Vulnerable People

Domestic, sexual, child and gender-based violence are insidious crimes that physically and mentally scar victims and their loved ones. Every day our members see at first hand the devastating impact this violence has on people and their families.

Given the trauma involved, it is critical that such crimes be sensitively and appropriately addressed. It is also vital that these crimes are fully and professionally investigated.

In 2015, a number of Garda units were brought together to leverage their experience and expertise in investigating serious crimes against vulnerable people.

The Garda National Protective Services Bureau (GNPSB) is a specialist team dedicated to making sure each and every complaint relating to child protection, human trafficking and domestic and sexual violence is thoroughly investigated. And that such investigations are handled correctly. In addition, they are responsible for working with other agencies to manage sex offenders in the interest of community safety.

We will provide a consistent approach to domestic abuse and sexual crime investigations across the country, Protective Services Units (PSUs) will be setup around the country with specially trained staff. By the end of 2016, PSUs will be established in selected areas. The PSUs will work with the Victim Service Offices in their area to ensure that the needs of vulnerable victims are adequately catered for.

We will fully implement all of the actions we are responsible for under COSC's National Strategy on Domestic, Sexual and Gender-based Violence (2015-2021). As part of this we will introduce a Risk Management Process to protect victims of domestic abuse (see panel).

## Istanbul Convention on Violence Against Women and Domestic Violence

The Istanbul Convention has, at its core, a strong focus on the prevention of violence against women and domestic violence with the aim of saving lives and reducing human suffering.

Governments that agree to be bound by the Convention are obliged to:

- train professionals in close contact with victims
- regularly run awareness-raising campaigns
- take steps to include issues such as gender equality and non-violent conflict resolution in interpersonal relationships in teaching materials
- set up treatment programmes for perpetrators of domestic violence and for sex offenders;
- work closely with NGOs
- involve the media and the private sector in eradicating gender stereotypes and promoting mutual respect.

To meet our obligations under the Convention, we will train our members to respond to and investigate domestic abuse and sexual crime sensitively and professionally.

## The National Protective Services Bureau

The National Protective Services Bureau consists of:

- The Sex Crime Management Unit
- Specialist victim interviewers
- The Online Child Exploitation Unit
- The Sex Offender Management and Intelligence Unit
- The national SORAM office. (Multi agency office staffed by a member of GNPSB, the Probation Service, the Child and Family agency (TUSLA) and a representative from Dublin City Council housing section to manage sex offenders)
- Human Trafficking Investigation and Co-ordination Unit
- Operation Quest – Garda operation targeting organised prostitution and habitual brothel keeping
- The National Victims Office
- Domestic Abuse Intervention policy
- Missing Persons Bureau

## Chapter 2

# Putting Victims at the Heart of the Garda Service



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*Victims will be helped through what can be the stressful task of being a witness in court. Informing all of our work with victims will be the facilitation of their active contribution to the process of justice.*

### Investigating domestic abuse

Domestic abuse complaints will be speedily and fully investigated, using intelligence to focus on recidivists, and support programmes aimed at getting perpetrators to stop.

In our new three-stage Risk Management Process:

1. Call-takers will gather information to assess the risk level and assign appropriate priority
2. Gardaí on their arrival at the scene will identify the immediate risk to the victim and their family
3. As soon as possible thereafter, the Domestic Abuse Investigator will establish long-term risks to the victim and their family and multi-agency supports needed to reduce those risks. This risk assessment will be done in a safe and controlled environment without the perpetrator being present.

This is based on research with the PSNI, Swedish Police and NYPD.

We will also pilot patrol vehicles carrying Crime Scene Kits including a digital camera to record evidence of injury or damage at domestic abuse incidents. This means that if even a victim does not – initially – wish to make a complaint, evidence relating to the incident can be put to the perpetrator should a complaint be made at a future date.

### Outcomes for the citizen, the State and the organisation

Victims of crime will receive a consistent and professional service that puts their needs and concerns at the centre of the investigative process.

Victims will be helped through what can be the stressful task of being a witness in court. Informing all of our work with victims will be the facilitation of their active contribution to the process of justice.

Victims of domestic violence, sexual crime or other crimes causing trauma will be given specialist support and we will have a pro-arrest policy with the aim of bringing the perpetrators of these insidious crimes to justice.

We will monitor and measure our actions, giving priority to the viewpoint of those we serve. We will assess emerging crime types and the different victims they create.

An Garda Síochána will fully play its part in ensuring the State meets its obligations under the EU Victims Rights and the Istanbul Directives.

A victim-orientated ethos will increase trust within the communities we serve.

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Victim Service Offices</b>	Introduce 28 dedicated offices to provide victims with a professional, consistent and caring service	Victims will be provided with a better and more consistent service	Q1 2015	Complete
<b>Regional Protective Service Units</b>	Establish Protective Service Units in each Region	A consistent approach to investigation of crimes involving vulnerable victims	Q1 2016	Q4 2017
<b>Public Attitude Survey</b>	Survey victims of crimes each quarter to establish level of service provided to them	Improved service to victims based on their feedback	Q4 2014	Ongoing
<b>Investigations Management</b>	Our investigative skills and capabilities will be enhanced through advanced technology and increased training	All complaints professionally investigated	Q3 2015	Q4 2017
<b>Control Room Strategy</b>	Develop and implement a Control Room Strategy	A more professional service to victims of crime	Q3 2015	Ongoing
<b>Confidential phonenumber for victims of child sexual abuse</b>	Introduce 24/7 phonenumber for reporting of child sexual abuse	A professional service for victims of child sexual abuse	Q2 2015	Q4 2016
<b>Domestic Abuse Risk Management Process</b>	Develop and implement a risk management framework for victims of domestic abuse	Greater protection for victims of domestic abuse	Q3 2015	Q4 2016

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*Victims of domestic violence, sexual crime or other crimes causing trauma will be given specialist support*





## Chapter 3

# Community Engagement and Public Safety

**We will work with  
communities to deliver  
a policing service tailored  
to their needs.**

## Chapter 3

# Community Engagement and Public Safety

### Introduction

**Every day, members of An Garda Síochána work with the community in every part of the country. Policing in Ireland has been synonymous with being of the people and for the people. An Garda Síochána has traditionally had a close relationship with the community through sport, community groups, schools and a wide array of local activity.**

However, in the 1970s, 80s and 90s, the emergence of a serious drugs problem, the prevailing security situation, and increasing urbanisation meant more resources going to specialist units and diverted away from community policing.

More recently, as the Garda Inspectorate has pointed out<sup>13</sup>, the introduction of a new roster and constraints on our resources saw a reduction in the number of dedicated Community Policing Units, particularly in rural areas.

The challenge for An Garda Síochána is to deliver the style and type of community policing capable of satisfying the needs of the community in the 21st Century.

As no one organisation has all the answers or resources to tackle the problems in our society it is critical that we collaborate more with a wide range of organisations to help improve the quality of life of people.



### Our Community Policing Ethos

An Garda Síochána will develop and support an ethos where every Garda member and civilian staff member, regardless of rank or grade, regards themselves as a community Garda or there to serve their community.

Working with the community and being part of the community has been one of our major strengths as a police service. We want to build on that to continue to protect and support communities. We want every Garda to make a connection with their local community, to develop an understanding of their needs and how we, with our strategic partners, can make that community better.

We will enhance our model of community policing to deliver the style and type of policing that shows our commitment to preventing crime, making communities safer, and addressing the policing challenges of each community.

This will see us:

- provide a policing service that is more visible and more accessible;
- spend more time engaging with the community to enhance their safety;
- build a diverse, agile, and responsive policing service that meets the needs of modern society;
- increase our collaboration, co-operation and partnerships with industry, academia and national and international partners;
- develop highly trained Garda members, staff and reserves equipped with the tools, skills and supports they need to prevent and combat crime and terrorism.

A number of elements of our modernisation programme will deliver tangible benefits to the community: our new contact management systems, with enhanced call screening services, will provide a more efficient response to emergency and non-emergency calls, while new modernised crime management systems will see crimes being investigated more efficiently (see Chapter 5: Crime Investigation).

These changes, coupled with increased civilianisation and streamlined processes, will lead to Gardaí spending less time in offices and more time in the community.

We will establish Community Policing Teams (CPTs) in every District. CPTs will have Gardaí from a number of different disciplines working with the local community to prevent and detect crime.

<sup>13</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

A key focus of our community policing model will be gaining public confidence and trust, listening to the problems of the local community, and demonstrating that An Garda Síochána is committed to a new way of policing focused on the needs of the community to provide a greater sense of security within the community.

We will demonstrate our new policing ethos by engaging with the community through Community Policing Fora to determine their policing requirements. We will hold ourselves publicly accountable to the local community, at their local fora and community meetings, for the level of policing service that we provide in the community.

The role of the Regional Assistant Commissioner, the Divisional Chief Superintendent and local Superintendent will be significant in ensuring our enhanced approach to community policing incorporates greater engagement with, and participation from the community, to deliver long lasting solutions for their benefit.

To ensure the consistent delivery of the new policing ethos at national level, an Assistant Commissioner for Community Engagement and Public Safety will be put in place. Their focus will be on community engagement, public safety, and diversity and integration.

## Peel on Community Policing

“The police are the public and the public are the police; the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence”

*Sir Robert Peel, the founder of modern policing.*



“ ”

Community Policing Teams will have Gardaí from a number of different disciplines working with the local community to prevent and detect crime.

## Chapter 3

# Community Engagement and Public Safety

### Community Policing Teams

Research in the UK<sup>14</sup>, New Zealand<sup>15</sup> and Scotland<sup>16</sup> supports the concept of community policing delivered through CPTs working with the local community to reduce public safety fears and enhance confidence in the police.

We will divide each District into a series of community policing areas that reflect the make-up of the community taking into account population, geographical area, level of crime and anti-social behaviour activity, as well as Garda resources. To ensure consistency of approach, we will apply the same fundamental principles to both urban and rural areas.

Each community policing area will have its own CPT headed by an Inspector. The CPT will be accountable for delivering the range of policing services provided to that community. They will be required to meet with the community to establish the problems in their area and develop action plans to address them.

The CPT will comprise at least one uniformed Community Policing Garda and a Sergeant responsible for Community Policing for that area; a Detective Garda and Detective Sergeant responsible for crime investigation in the area; a Juvenile Liaison Officer for the area, and a member of the Traffic Unit designated for local roads policing issues.

The CPT will take proactive measures to prevent crime from happening in the area. This will entail a combination of crime prevention advice, targeting and disrupting criminals through operations and patrols, and where possible diverting people from committing crime.

When crime does occur, the CPT will be responsible for ensuring that a comprehensive investigation takes place and there is a thorough review on how such crimes can be prevented in the future. They will ensure the victim of the crime is visited within 48 hours so they can be advised on steps to reduce the risk of becoming a repeat victim.

In addition to the investigative work, and disrupting how crime is committed, the community-based aspect of the CPT work will include liaising with the community and key stakeholders such as residents associations, neighbourhood watch and community alert groups. They will also work with the business community to help reduce opportunities for crime and share best practice on crime prevention.

The CPT will deliver the Schools Programme in their area and take proactive steps to build trusting relationships with leaders in the local community associations and clubs, especially those dealing with young people.

In carrying out their work, each CPT will work intensively with the community to develop a deep and comprehensive understanding of:

- How the people in their area are affected by crime and anti-social behaviour
- Which types of crime and anti-social behaviour most affects them
- How these crimes and anti-social issues can be addressed by An Garda Síochána and the wider community.

The CPT will be responsible for building relationships with the community; in particular minority and hard-to-reach communities. How the CPT gains insight into the needs of each community policing area will vary from location to location. It will range from house-to-house visits, attending community fora meetings and conducting public attitude surveys in their areas. Whatever method is employed, An Garda Síochána will work closely with each community to identify how best to address their policing demands.

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*Participation from the community in helping to prevent and detect crime is vital.*

<sup>14</sup> UK Home Office (2011) *A New Approach to Fighting Crime* <https://www.gov.uk/government/publications/a-new-approach-to-fighting-crime>.

<sup>15</sup> New Zealand Police (2011) *Formulative Evaluation of Neighbourhood Policing Teams in Counties Manukau District* <http://www.police.govt.nz/sites/default/files/publications/neighbourhood-policing-teams-counties-manukau-formative-evaluation.pdf>

<sup>16</sup> Scottish Government (2009) *Community Policing: a Review of the Evidence* <http://www.gov.scot/resource/doc/292465/0090209.pdf>



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*The Community Policing Team will take proactive measures to prevent crime from happening in the area.*

## Community Safety Fora

Participation from the community in helping to prevent and detect crime is vital.

The community itself has a very important role to play in setting the norms for behaviour in their areas. Research has shown the importance of local networks and associations in community policing.<sup>17</sup>

Assisting communities in solving the problems within their area instils a level of community cohesiveness and self-belief that strengthens the very fabric of the community.

We are determined to make interventions that deliver fair outcomes for the entire community and not just for specific groups or associations. Building sustainable outcomes is important. Community policing requires more than once-off interventions by Gardaí - regular, consistent and meaningful interventions are needed. These must encourage and promote the accessing of our services by the community and their participation in agenda-setting for policing in their locality.

In every Garda District, a Community Safety Forum will be established. Chaired by the Superintendent, the Community Safety Forum will have local Gardaí working with people in their area, representative groups such as resident associations and community organisations, and local agencies to identify neighbourhood issues impacting on the quality of life and the measures needed to address them. Increased lighting in a housing estate or the greater use of restorative justice to tackle anti-social behaviour are just two possible measures.

To ensure the most pressing issues are being addressed, the work of the Community Safety Forum will be informed by the views of the local CPTs on the priorities for their communities. In addition, the Community Safety Forum will bring forward issues requiring large-scale investment or a wider cross-agency approach to the Joint Policing Committee.

<sup>17</sup> Fielding, N (2009) *Getting the best out of Community Policing*. UK Police Federation.

## Chapter 3

# Community Engagement and Public Safety

### Engaging with Minority Communities

With the changing nature of our society, new communities have evolved in every town and city. Many people from minority communities come from countries where engaging with the police is far removed from their culture. Yet within these communities lie victims of crime, domestic violence and anti-social behaviour.

An Garda Síochána was one of the first police services in Europe to establish a dedicated office to liaise with minority communities. Operating since 2002, the Garda Racial and Intercultural and Diversity Office (GRIDO) now has over 270 Diversity Officers working nationwide. These members are extensively trained to deal with a wide variety of crimes that impact on the human rights of citizens including hate crime and racism. While the numbers of hate crimes reported to An Garda Síochána reduced over the past four years<sup>18</sup> not all hate crimes are reported to the police.<sup>19</sup> It is important for diverse communities to feel they can report hate crimes and incidents of racism to An Garda Síochána.

We are committed to engaging with minority communities to win their trust and confidence. We will work with their community leaders through our network of Community Gardaí and Diversity Officers. If we do not have existing links into these communities, we will take the first steps to make that connection through our CPTs.

We will ensure that every Garda treats members of minority communities with respect and that the engagement is helpful and meaningful. We will win their trust and confidence, and enhance the level of service they receive from An Garda Síochána.

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*Increased community engagement and a strong focus on crime prevention will enhance community safety, result in a reduction in the fear of crime, and an improvement in quality of life.*

We are committed to further training our staff to make sure our community policing approach is embedded in the organisation and part of the everyday work of each Garda. Through our training programme we will develop our cultural competence in interacting with minority communities ensuring we meet international best practice in human rights compliance.

An Garda Síochána will publish its revised and enhanced Diversity and Inclusion Strategy in 2016. It will embrace the recommendations from the Children’s Ombudsman when dealing with families from diverse communities.<sup>20</sup>

An Garda Síochána recognises the importance of recruiting personnel from a wide cross section of the community so we are representative of the increasingly diverse society we serve. This has started and will continue (see Chapter 10: Managing and Motivating our Best Asset).

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*We will ensure that every Garda treats members of minority communities with respect and that the engagement is helpful and meaningful.*



<sup>18</sup> <http://hatecrime.osce.org/ireland>

<sup>19</sup> The Irish Times, July 13, 2015 <http://www.irishtimes.com/news/social-affairs/new-laws-could-see-people-prosecuted-over-hate-crimes-1.2282355>.

<sup>20</sup> The Inquiry was carried out to review the manner in which An Garda Síochána involved its powers under Section 12 of the Child Care Act 1991 in relation to two Roma children and was published on [www.specialinquiry.ie](http://www.specialinquiry.ie)

## Outcomes for the citizen, the State and the organisation

This new model of policing will bring An Garda Síochána even closer to the people it serves. Communities will get to know their local Garda and their local Garda will get to know them.

Our Community Policing Teams will be visible and accessible to the community. Whether in a village, town, urban area or city the name of the local Gardaí will be known or easily obtained by any member of the public wishing to avail of our services.

Communities will have a greater input into what they want An Garda Síochána to prioritise, they will get a more personalised service, a greater police presence in the community, and issues and queries will be dealt with quicker.

Increased community engagement and a strong focus on crime prevention will enhance community safety, result in a reduction in the fear of crime, and an improvement in quality of life.

Stronger relationships with minority communities and individuals based on mutual respect should lead to greater reporting of general crimes and racist or hate crimes to An Garda Síochána.

For the State, this approach should reduce crime rates and the associated costs. This will also enhance Ireland's international reputation as a place in which to do business and to visit.

For An Garda Síochána, significant decision-making power will be devolved to local teams. This will empower staff by giving them ownership and pride in policing their local area. Giving communities input into local policing will also help enhance confidence and trust in An Garda Síochána.

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Community Policing Teams</b>	Establish Community Policing Teams made up of Gardaí from across a range of areas to work with local community to prevent and detect crime.	Enhanced community safety. Enhanced delivery of community policing.	Q1 2016	Ongoing
<b>Community Safety Fora</b>	Establish Community Safety Fora comprising of local Gardaí, local communities and key stakeholders	Enhanced community safety and reduction in fear of crime	Q1 2016	Q4 2017
<b>Diversity and Inclusion Strategy</b>	Enhance engagement with minority communities	Increased trust in An Garda Síochána among minority communities	Q3 2015	Q3 2016
<b>HR Strategy</b>	Ensure the organisation is representative of all communities	An organisation that is representative of all communities	Q3 2015	Ongoing





## Chapter 4

# Preventing Crime

**Preventing crime will be the number one policing priority of An Garda Síochána.**

## Chapter 4

# Preventing Crime

### Introduction

**Crime prevention has always been a core function of policing. In 1829, the first Commissioner of the Metropolitan Police in London, Sir Richard Mayne, said, “The primary object of an efficient police is the prevention of crime. The next is that of detection and punishment of offender if crime is committed. To these ends, all the efforts of police must be directed.”**

Section 7 of the Garda Síochána Act 2005 puts the functions of An Garda Síochána on a statutory footing. One of these is to provide policing and security services for the State with the objective of preventing crime and protecting life and property.

However, the Garda Inspectorate has said that preventing crime has not been the main focus of our activities, there is no guiding crime prevention strategy, and that good crime prevention practice is not applied consistently across the organisation.<sup>21</sup>

An Garda Síochána is committed to making crime prevention central to all policing activities. Taking care of communities and preventing crime from happening is fundamental to our new policing philosophy.

**IF YOU LOVE IT,  
LOCK UP AND  
LIGHT UP.**



To achieve this we will engage with communities to identify and tackle the causes of crime in their areas. Our crime prevention officers will help inform the public on how together we can protect them, their homes and their businesses from becoming victims of crime in the first place. We are confident that, together, we can make a more significant contribution towards making the community a safer place in which to live, to work and socialise.

Most major police services now incorporate crime prevention into their strategies. An Garda Síochána has examined international crime prevention and reduction strategies. Some of the most successful crime prevention initiatives were those in New Zealand, Canada and the United Kingdom who incorporated crime prevention into every aspect of their work, but identified it as being a role for the whole of society.

The aim of New Zealand Police’s new operating strategy – Prevention First<sup>22</sup> – was to seek out prevention opportunities as part of its existing day-to-day work. Understanding the drivers of crime and the efficient deployment of resources were the key to the success of this programme.

The Canadian Police<sup>23</sup> has a centre of excellence providing a whole suite of crime prevention advice and international best practice to their policing teams. Its approach is to provide national leadership on effective ways to prevent and reduce crime by addressing the risk factors before crime happens.

The UK experience<sup>24</sup> in recent years has seen a shift back to community engagement in an effort to prevent crime. The focus now is very much on operational police officers working closely with the community to tackle the causes of crime and to prevent it.

All of these examples demonstrate an holistic approach to crime prevention involving all levels of government and society.

An Garda Síochána has the key role in leading the drive to combat crime and prevent crime. As we develop, expand and extend our crime prevention policies, we will develop partnerships with other agencies and the wider community to ensure crime prevention and crime reduction strategies take a whole-of-society and whole-of-community approach. Crime prevention is our job. We can be more effective when it is everybody’s job.

<sup>21</sup> Garda Inspectorate (2014) *Crime Investigation*.

<sup>22</sup> New Zealand Police (2011) *Prevention First Strategy* <http://www.police.govt.nz/sites/default/files/publications/prevention-first-strategy-2011-2015.pdf>

<sup>23</sup> Government of Canada (2016) National Crime Prevention Centre <http://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/ntnl-crm-prvntn-cntr-eng.aspx>

<sup>24</sup> City of London (2016) *Safer City Partnership* <http://www.cityoflondon.gov.uk/services/community-and-living/Pages/safer-city-partnership.aspx>

## Crime Prevention Ethos

Preventing crime will be the number one policing priority of An Garda Síochána.

The focus of our operations will change from our traditional emphasis on responding to crimes that have occurred to being out actively patrolling areas, targeting criminals and preventing crime from happening.

Crime prevention, and an ethos of preventing crime occurring in the first place, will be at the forefront of every aspect of our work from our daily briefing to our coordinating and tasking plans. Working with our strategic partners in the community we will reduce the factors causing crime in their area. Crime prevention will be a key strand of all our anti-crime strategies.

An example of this is Operation Thor. This initiative was set up to address the seasonal trend that sees burglaries rise in the winter months.

Along with enforcement, we conducted a range of initiatives such as high visibility checkpoints that reduced the level of criminal activity taking place, providing victims of crime with better support and after care, while educating the public through a national awareness campaign.

We will change our deployment so that greater emphasis is placed on Community Policing Teams (see Chapter 3: Community Engagement and Public Safety). Community Policing Teams will assess the factors which caused each crime in the first place and the likelihood of this type of crime happening again in that area.

We will increase our use of predictive analysis. This is the use of historical data to predict what crimes are committed, who they are committed by, and where and when. This enables us to identify high-risk individuals and locations, and target them with patrols as a preventive measure.

We will use our Community Policing Teams and a variety of communications channels to provide information to the community on what types of crime they need to be on the alert for and how they can take action to help reduce the likelihood of them being a victim of crime.

Along the lines of the Canadian model, An Garda Síochána will establish a National Crime Prevention Centre responsible for researching, setting and distributing best practice on crime prevention.

The National Crime Prevention Centre will work with third-level institutions, international law enforcement agencies and police services, and other stakeholders to identify emerging crime trends and proven international best crime prevention practice.

This information will be provided to Community Policing Teams through the network of crime prevention officers throughout the country.

We provide crime prevention advice locally and nationally to the public through a variety of ways – one-to-one, in talks to groups, through local and national media, to our more than 250,000 followers on social media, and to more than 350,000 viewers of Crimecall on RTE 1.

To build on this, we will use crime data and predictive analytics, and our Public Attitude Survey to ensure our crime prevention advice is highly relevant, targeted and engaging. Impactful and informative national and local crime prevention campaigns such as our Lock Up & Light Up anti-burglary campaign will be run on particular crime types using the most effective means of getting the information to the people who need it most. Particular emphasis will be placed on ensuring we communicate with vulnerable and hard-to-reach segments of our society.

New communications channels will be developed to provide additional ways for the community to engage with us such as the development of crime prevention apps.

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*The focus of our operations will change from our traditional emphasis on responding to crimes that have occurred to being out actively patrolling areas, targeting criminals and preventing crime from happening.*

## Chapter 4

# Preventing Crime

### Crime Prevention through Partnership

We will work with the business community and industry leaders to reduce the opportunities for crime. We will engage the public so they feel part of our community policing process and see the tangible difference working together can make.

We will work closely with partner agencies to maximise the impact of our initiatives. We will use our offender and case management programmes, in conjunction with the Courts, Probation Service, the HSE and TUSLA, to manage prolific and high risk offenders in the community to reduce re-offending. An example of this is the Joint Agency Response to Crime (JARC) where An Garda Síochána, the Irish Prisons Service and the Probation Service work together to move repeat offenders away from crime (see Chapter 11: Partnerships).

We will build on our existing relationships with community groups such as Muintir na Tíre and the IFA plus stakeholders such as local councils and Joint Policing Committees to expand successful schemes such as TextAlert<sup>25</sup> and Crime Stoppers<sup>26</sup>, and develop new partnerships to help reduce the opportunities for crime and address quality of life issues.

We will engage with local authorities in the area of Crime Prevention Through Environmental Design (CPTED).<sup>27</sup> We want the local planners as our strategic partners in this area, to think of crime prevention when they are designing developments and considering planning applications.

The Garda Youth Diversion Projects, administered by the Community Programmes Unit of the Irish Youth Justice Service in cooperation with the Garda Community Relations Bureau, are community-based, multi-agency youth crime prevention initiatives that aim to divert young people who have been involved in anti-social and/or criminal behaviour.

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*The Diversion Programme has been successful in preventing young offenders from entering a life of crime.*

These projects provide the children with opportunities to engage in education, employment training, sport, art and music. Approximately 100 projects are managed by community based organisations. In general, each project is staffed by two youth justice workers.

The Diversion Programme has been successful in preventing young offenders from entering a life of crime by an action-oriented and forward thinking approach that offers them a second chance.

Working with TUSLA, schools and youth clubs, we will develop further early intervention programmes aimed at directing young people at risk away from crime, drugs and anti-social behaviour.<sup>28</sup>



<sup>25</sup> <http://muintir.ie/about-us/community-text-alert/>

<sup>26</sup> <http://www.crimestoppers.ie>

<sup>27</sup> <http://www.garda.ie/Documents/User/CP%20Info%20Sheet%20-%20ED1%20-%20CPTED-2009-04-22.pdf>

<sup>28</sup> <http://www.tusla.ie/>

## Outcomes for the citizen, the State and the organisation

This new focus on crime prevention will reduce crime and the fear of crime, providing greater community safety.

Enhanced community safety will help copperfasten the country's national and international reputation as a place to live, work, invest in and visit.

A focus on preventing crime from happening – through partnership with the community – will enhance trust and confidence in An Garda Síochána.

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*A focus on preventing crime from happening – through partnership with the community – will enhance trust and confidence in An Garda Síochána.*

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Crime Prevention Strategy</b>	Consistent crime prevention ethos throughout the organisation	Enhanced community safety	Q3 2015	Ongoing
<b>National Crime Prevention Centre</b>	Establish a centre to research and distribute best practice on crime prevention throughout the organisation	Professional and consistent delivery of crime prevention advice and activity	Q3 2016	Q1 2017
<b>Advanced Policing Analytics</b>	Develop greater use of analytical tools such as crime mapping and predictive policing	Improved intelligence to inform crime prevention and policing activity	Q3 2016	Ongoing
<b>External Communications Strategy</b>	Conduct targeted public information campaigns to educate the public on key crime prevention advice	Enhanced community safety	Q4 2015	Ongoing
<b>New Community Channels</b>	Develop new communications channels such as apps for people to engage with, and learn from, An Garda Síochána	Enhanced community safety	Q4 2016	Ongoing
<b>Offender Management</b>	Design and implement a revised approach to offender management including youth offenders and recidivist offenders through interagency partnerships	Reduction in re-offending and youth offender rates	Q3 2016	Ongoing



## Chapter 5

# **Bringing Crime Investigation to a New Level**

**From the moment a crime is reported to when it is in front of the Court, we will have highly trained investigators using the latest systems to ensure the professional investigation of every crime.**

## Chapter 5

# Bringing Crime Investigation to a New Level

### Introduction

**The effective investigation of crime is one of the cornerstones of all police services. In combating subversive and criminal groups over the years An Garda Síochána has developed a unique capacity and capability in dealing with large scale criminal investigations.**

External reports<sup>29</sup> have, however, highlighted shortcomings in our crime investigation capabilities with some cases being investigated by members without the required skills and training. They also found deficiencies with the way crimes and incidents were logged, classified and dealt with.

Based on this feedback, we have conducted a full review of our crime investigation process. As a result, An Garda Síochána will take a new approach to investigating crime ensuring highly trained people using up-to-date intelligence and technology to effectively investigate all crimes. We will introduce new processes that will ensure a better and more consistent service to all victims of crime and all others including witnesses who are assisting An Garda Síochána in its work.

From the moment a crime is reported to when it is in front of the court, we will have systems in place to effectively manage the process. We will ensure the right resources are deployed to the incident and that evidence seized is systematically catalogued. The many threads in investigations will be monitored using a standard system and we will electronically case manage all files.



### Strengthening our Structures

An Garda Síochána has embarked on a programme to restructure how we deploy our resources and coordinate our investigative capabilities across the entire organisation.

We will establish a national crime management model that will provide for the management and investigation of crime at local community level, divisional/regional, and national/international levels. A national crime co-ordination committee chaired by Deputy Commissioner, Operations will oversee the implementation of the revised model to ensure consistent application and the deployment of resources and capabilities as required.

The national investigative units will have responsibility for the management and investigation of crimes that have a national and/or international context overseen by an Assistant Commissioner for Special Crime Operations.

Nationally, we will continue to leverage investigative experience and expertise by bringing together complementary units and skilled professional investigators. We already have created a new Bureau to coordinate the investigation of Drugs and Organised Crime (DOCB). This has brought together the significant experience and expertise built up in the organisation in the investigation of drug-related and organised crime. DOCB carries out long term strategic and short term tactical investigations into the activities of Organised Crime Groups based here and abroad.

We have also set up a new Protective Services Bureau that focuses on the investigation of domestic violence, sexual crimes and the exploitation of women (Chapter 2: Victims of Crime).

The increase in economic crime and cyber crime is a critical challenge facing all police services.

The work of the Garda Bureau of Fraud Investigations will be extended to cover all forms of economic crime under the new Economic Crime Bureau. The Economic Crime Bureau will have skilled staff to “follow the money” and advanced technologies. It will also work closely with business, industry and academia to provide the most modern police response to economic crime.

In addition, our Computer Crime Investigation Unit (CCIU) will be re-structured to ensure efficient investigation of cyber and technology-enabled crime (see Chapter 5: Cyber Security and Cyber Crime).

<sup>29</sup> Garda Inspectorate, *Crime Investigation*, 2014. *Guerin Report*, 2014.





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*Nationally, we will continue to leverage investigative experience and expertise by bringing together complementary units and skilled professional investigators.*

At regional level, we will enhance our investigative capability by providing additional capacity and capability in each region.

Regional Crime Management Teams will be established. They will manage and investigate crimes with a regional context.

Regional Crime Management Teams will be made up of investigators with the necessary skills and expertise to deal with serious and organised crime. They will be supported by national units such as CAB and the Economic Crime Bureau when required. The Regional Crime Management Teams will be equipped with the tools to develop our intelligence gathering capabilities, conduct surveillance, and investigate all elements of serious crime.

Co-ordination and tasking unit (CTU) will be extended to each Garda region. CTUs will assist in identifying, profiling and targeting those involved in serious and organised crime, and promote crime prevention through co-ordinated and focused patrolling in crime hot-spots.

The proposed national intelligence management model will ensure that intelligence gathered will be channelled through these units to our National Criminal Intelligence Unit (NCIU) (see Chapter 7: National Security and Organised Crime). The relationship between regional CTUs and NCIU will ensure the more effective management, co-ordination and flow of intelligence through the organisation.

At Divisional level, Divisional Crime Management Teams will be established to ensure we investigate high volume crimes such as burglary more efficiently and effectively with better outcomes for local communities.

The skills and resources deployed at Regional and Divisional level will mirror those of the national units to ensure the most modern up-to-date crime investigation techniques are adopted.

## Chapter 5

# Bringing Crime Investigation to a New Level

### Enhancing Customer Contact and our Incident Management capabilities

Often the first contact a member of the public has with An Garda Síochána is when they call our 999 service or when they ring or call into their local Garda station. We have embarked on a series of initiatives to improve and enhance the quality and integrity of our customer contact to ensure the public has confidence in our ability to respond to their needs and demands for service.

Currently there is no standard call management process throughout the country. In Dublin, Cork, Galway, Waterford and Limerick, when a call is received it is recorded on our Call Aided Dispatch (CAD) system which enables us to track each call to a conclusion. CAD is not currently available to the entire organisation.

Separately, the deployment of the most appropriate resources and those closest to the call is assisted by our Vehicle and People Location System (AVPLS – a map which denotes exactly where our resources are at any time). When a crime has been reported it is then recorded onto PULSE (Incident Management System). To make more efficient our call and incident management process we will upgrade and integrate each of these systems, and make them available across the entire country as a matter of priority.

We will introduce a new centralised customer contact process that will segregate calls into those requiring an immediate response and those better dealt with through a call-back process. This will give increased time for our first-line responders to provide a more professional response to those who need it most. This new process will ensure all calls for service are fully tracked, monitored and responded to more efficiently.

To support this process, we will establish new call centres. These centres will be staffed by civilians to facilitate the redeployment of Gardaí to frontline policing in every Garda Division across the country. New technologies will provide management with real-time information on the efficiency of our service and will allow us compare response times for every Unit, Station, District, Division and Region in the country.

While we are preparing for full implementation of the above proposals, as an interim step, we have recently made a new IT-enabled incident management process available to every Garda District to ensure every incident reported to An Garda Síochána is fully and comprehensively dealt with. Similarly, as an interim measure, in our non-CAD centres we have begun the introduction of a new electronic recording system to track the progress of calls for assistance.

These new processes will give management and operational Gardaí the tools to systematically record, track, and oversee each stage of the call management and investigative process until the matter is concluded.

It will enable management to monitor more closely the progress and status of calls for service and criminal investigations and review the quality of the service we provide to the public.

In addition, our new process will also allow Victim Service Offices to provide real time information to victims on the status of their investigations.

In summary, we will provide a unified end-to-end system for the management of all calls received and crimes reported to An Garda Síochána.



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*Regional Crime Management Teams will be made up of investigators with the necessary skills and expertise to deal with serious and organised crime.*

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## Crime Investigation Management

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The increasing sophistication of criminals and criminal networks means that crime investigation has become more complex for all police services.

An Garda Síochána has embarked on a programme to improve and enhance its proficiency at gathering and managing large volumes of data. We are currently developing an IT solution to enhance our Investigation Management techniques including major investigations and high volume crime, our Document and Content Management capability and our Enterprise Search capabilities (see Chapter 12: Technology).

The Investigations Management System will standardise and digitise management of all investigations. It comprises a number of interlinking systems introduced in areas such as Garda information, investigation management, role allocation, and exhibits management to enhance and professionalise our crime investigation process. This will give investigators a single view of different sources of data.

The Investigations Management System will enable investigation rooms to manage and coordinate investigations. It will also allow access and sharing of information so investigation rooms don't work in isolation.

Investigators will be able to electronically allocate roles within an investigation and each user will be able to track and manage their own investigative tasks online. It will, in effect, create an electronic incident room replacing the current paper-based "jobs book" approach.

The Property and Exhibits Management system will give investigators a single view of all property and exhibits in Garda custody relating to their investigation. It will also enable the recording, tracking and safe custody of such items. Its introduction will address a key risk for the organisation.

It will cut time spent processing exhibits, improve accountability in the holding of exhibits, and provide a standard for how all exhibits and property are stored and maintained.

The Enterprise Content Management system will allow investigators to search for and access all Garda content relevant to their case such as documents, photos, CCTV, videos and audio. This material can be sent electronically internally and externally to other criminal justice agencies such as the Office of the Director of Public Prosecutions. This will replace the current time-consuming paper-based system.

Having the facility to centrally store CCTV and audio files will enable the deployment of advanced CCTV technology to automatically analyse CCTV and make greater use of the vast amounts of information available through CCTV. This will include expansion of the Automated Number Plate Recognition (ANPR) technology and its integration into the centralised storage system to allow for wider access and analysis.

The Enterprise Search facility will give investigators the ability to view a full history of the events in an investigation electronically rather than relying on paper files. They will also be able to track the tasks completed as part of the investigation.

The end result will be an integrated crime management and investigation process ensuring a standard and consistent approach for the conduct of investigations.

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*The Investigations Management system will standardise and digitise management of all investigations.*

## Chapter 5

# Bringing Crime Investigation to a New Level

### Criminal Assets Bureau – Successful Multi-Agency Investigations

The Criminal Assets Bureau (CAB) was established in 1996. The Bureau's statutory remit is to carry out investigations into the proceeds of criminal conduct.

CAB identifies assets which derive, (or are suspected to derive), directly or indirectly from criminal conduct. It then takes appropriate action to deprive or deny their owners of the assets and the proceeds of their criminal conduct. The legal basis for this action is the Proceeds of Crime Act 1996, as amended by the 2005 Act, and Social Welfare and Revenue legislation.

CAB uses a multi-agency, multi-disciplinary partnership approach in its investigations. It works closely with the Office of the Revenue Commissioners and the Department of Social Protection in addition to other international crime investigation agencies, and has successfully identified proceeds of foreign criminality from countries such as the US and the UK. CAB also works with international bodies such as the European Commission and Camden Assets Recovery Inter-agency Network (CARIN). CARIN is an informal network of law enforcement agencies, who share knowledge and information on how to trace assets in a member's country. Significant benefits accrue in the international arena from this multi-agency approach.

During 2014, the Bureau returned in excess of €3.8 million to the Exchequer, including €0.467m returned under Proceeds of Crime legislation, €3.017m collected under Revenue legislation and €0.336m recovered in Social Welfare overpayments.

In addition, the Bureau brought 10 new proceeds-of-crime proceedings before the High Court obtaining Interim Orders (freezing orders) to the value of €6.76m. Taxes and interest demanded during the year was valued at over €14 million and social welfare savings amounted to over €190,000.

### Enhancing Our Investigative Skills and Capabilities

Ann Voskamp said "Practice is the hardest part of learning and training is the essence of transformation."<sup>30</sup>

Because the nature and extent of crime is constantly evolving it is critical we ensure all our people – from the students in the Garda College to senior investigators to relevant civilian staff – receive ongoing training in the latest crime trends and tactics of criminals.

Our Student training programme has recently been upgraded to enhance their level of investigative skills.

We will increase the level and extent of on-going Continuous Professional Development (CPD) provided to our existing personnel.

Advanced training will be provided to full-time crime investigators involved in the investigation of serious and organised crime with additional training provided to specialist staff and senior investigators.

In addition to our crime investigation programme, we will have trained key personnel in areas such as: Senior Investigating Officers; Incident Room Co-ordinators; Exhibits Officers; House to House Survey Co-ordinators; Search Team Co-ordinators; Family Liaison Officers; and Ethnic Liaison Officers.

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*Advanced training will be provided to full-time crime investigators involved in the investigation of serious and organised crime.*

<sup>30</sup> Voskamp, A (2011) *One Thousand Gifts: A Dare to Live Fully Right Where You Are*.

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## Investigative Support

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We have recruited additional crime analysts to enhance our crime investigative capabilities and our capacity to identify potential suspects, crime trends and crime hot spots.

The enactment of the new Criminal Justice (Forensic Evidence and DNA Database System) Act 2014 and the introduction of the new DNA Tracking System by Forensic Science Ireland (FSI) have enhanced evidence-harvesting and analytical capabilities for our investigators.

To support this, new evidence-gathering techniques have been introduced that improve the quality and integrity of samples taken by An Garda Síochána and submitted to FSI for analysis.

In addition, new technology has been provided to the Garda Technical Bureau that provides more accurate and timely information to operational Gardai.

The Garda Technical Bureau's work in examining and documenting potential evidence has played a critical role in many complex criminal investigations.

It recently achieved the international standard for testing and calibration laboratories by implementing best-in-practice procedures and processes. According to the National Accreditation Board, the Garda Technical Bureau is now at a standard that surpasses many police organisations.

We will continue to invest in improving the skills and expertise of the technical bureau and local scenes of crime examiners to ensure we have the latest techniques and technologies available for the detection of crime.

This will include the establishment of Regional Crime Scene Examination Units. These units, which operate under the Regional Detective Superintendent, would conduct serious crime examinations locally. This would make highly skilled crime scene investigators more readily available, and free up the Technical Bureau to operate solely as a laboratory.

We will build on our relationship with Forensic Science Ireland to develop a community of best practice to leverage the most up-to-date forensic skills and technology. A National Advisory Forum will be established. This will be made up of FSI, the Garda Technical Bureau and representatives from the Garda regions to promote best practice within An Garda Síochána on the optimum use of forensic evidence in criminal investigations.

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## Crime Recording and Classification

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A new process for managing the recording and classification of crime will ensure our data is of the highest integrity. Daily monitoring by senior management, with oversight and review mechanisms, will ensure the quality and the integrity of our data is consistently of the highest standard.

A pilot has been conducted to evaluate how we can improve our crime recording and classification processes. As a result, these processes will be centralised at the Garda Information Services Centre (GISC).

In consultation with the Central Statistics Office and other agencies, we are devising new standards for how crime is both defined and classified. This will provide consistency across the entire organisation in how crimes are recorded, counted and logged as detected.



## Chapter 5

# Bringing Crime Investigation to a New Level

### Outcomes for the citizen, the State and the organisation

All citizens will be guaranteed their complaints will be investigated to a consistently high standard. Organised crime and subversive activity will be disrupted.

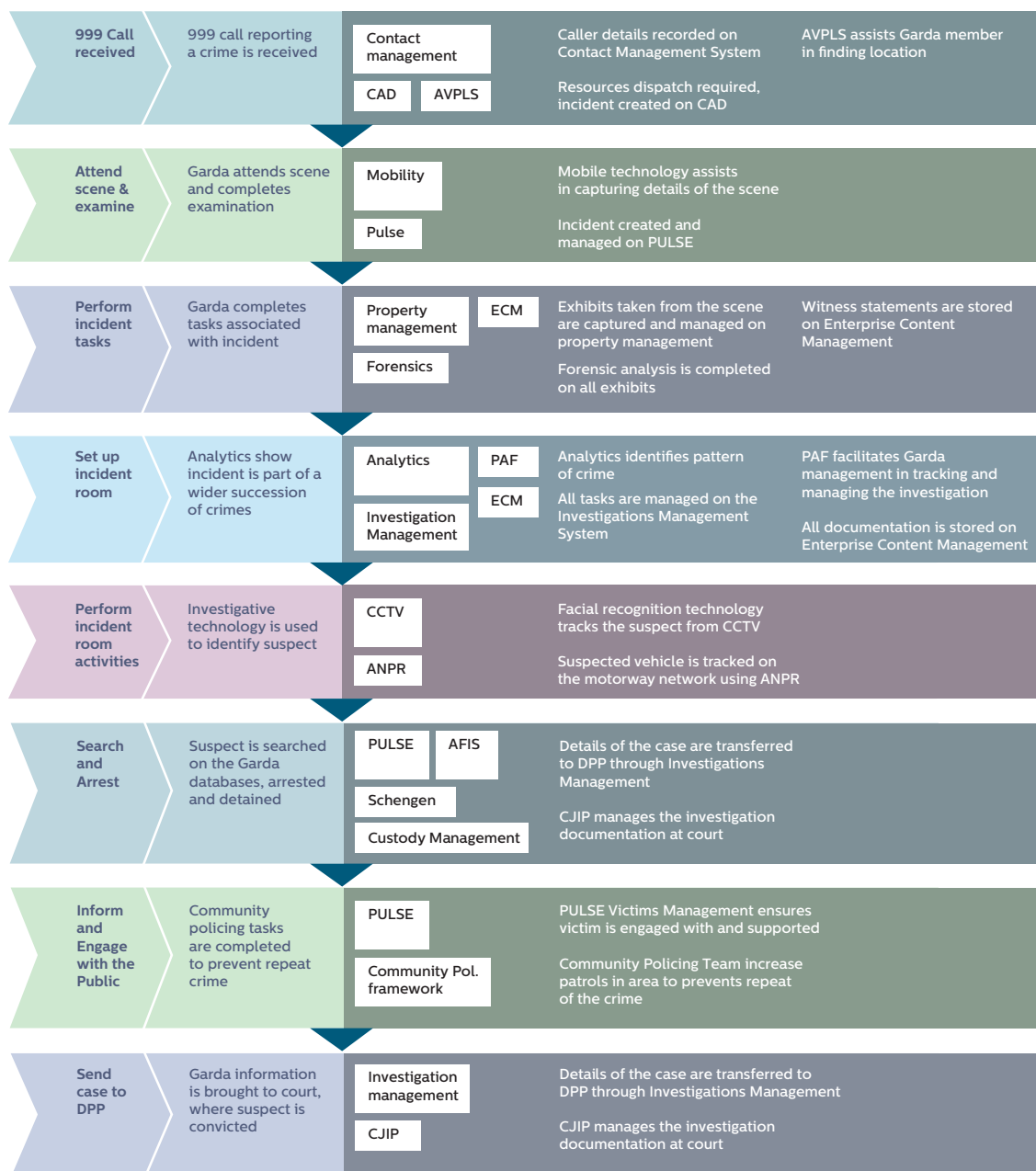
We will invest in our data analytical capabilities, technical and human, to enable the organisation to maximise the ability to prevent and detect crime in all its forms.

The State will benefit from an enhanced feeling of security across the community and reduced crime rates. Crime statistics and data will be trusted by the public and stakeholders.

The organisation will have significantly better skills, resources and capabilities to actively investigate and target major and prolific criminals, and key crime types.

### Example of Crime Investigation Process

- Gardaí respond to a crime
- Identify similar related offences
- Uncover wider criminal gang operation



## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Control Room Strategy</b>	Create and implement a strategy for centralised contact centres to handle all request for service from the public	More efficient response to calls for service	Q3 2015	Ongoing
<b>Computer Aided Dispatch</b>	Implement new CAD system	Quicker responses to calls by the public and more efficient allocation of resources to ensure the right people are in the right places at the right times	Q3 2017	Q3 2019
<b>Contact Management System</b>	Implement system to receive, manage and track all engagements with the public	Better service to the public	Q2 2018	Q4 2019
<b>PEMS</b>	Implement system to allow for the management of all property, as well as maintaining a full chain of custody for all exhibits associated with an incident	A full chain of custody is maintained for every piece of property that enters Garda custody	Q3 2015	Q1 2017
<b>Investigations Management</b>	Introduce a system to enable the electronic management and tracking of all investigation tasks and processes	Professional and timely investigation of all crimes	Q3 2015	Q4 2017
<b>Operational Support Functions</b>	Greater utilisation of advances in forensic evidence and DNA	Enhanced detection rates	Q4 2018	Q4 2019
<b>CCTV Management</b>	Technologies such as face in the crowd and shape in the crowd biometrics will be used to identify key targets	Enhanced community safety	Q3 2017	Q1 2019
<b>Crime Recording and Classification</b>	New processes introduced for managing and recording crime.	Crime data of the highest integrity informing policing activity	Q1 2015	Ongoing
<b>National Crime Management Model</b>	Develop a framework for the investigation of crimes at national, regional and divisional/district levels	Enhanced investigations at all levels, particularly against serious and organised crime	Q4 2015	Q4 2016



**GARDA**

**GARDA**



## Chapter 6

# Roads Policing

**We will increase our use of technology and introduce a Roads Policing Unit to help make our roads even safer and deny criminals the use of the road network.**

## Chapter 6

# Roads Policing

### Introduction

**The preservation of life is a key priority for An Garda Síochána. Keeping our roads safe helps protect lives and reduce serious injuries. Working in partnership with organisations such as the Road Safety Authority and the public, road deaths have been reduced and many lives saved. However, we all need to do more to ensure Ireland has the safest roads in Europe.**

23,770 people died in road traffic collisions on Irish roads since records began in 1959. Hundreds of thousands of people have suffered sometimes life-changing injuries. Most of us know someone who has been grievously affected by tragedy on the roads.

In 2005, 396 people lost their lives on our roads. Ten years later this had reduced to 165 – the second lowest recorded year for road deaths and a 61% reduction from 2005.

Ireland now has one of the best road safety records in Europe. In 2014, the ETSC (European Transport Safety Council) ranked Ireland the sixth safest country out of 26 European countries.

This was achieved in a number of ways.

The establishment in 2005 of the Garda National Traffic Bureau (GNTB) under an Assistant Commissioner provided a consistent approach to road safety and enforcement across the country through the introduction of dedicated traffic units. GNTB was charged with co-ordinating enforcement, developing policy based on research and analysis, improving communications, and having a new approach to inter agency co-operation.

Other significant road safety initiatives over the last decade include the introduction and expansion of the penalty points system, the use of safety cameras, the lowering of blood alcohol limits, and targeted education and awareness campaigns.

However, recent research by the Road Safety Authority and An Garda Síochána indicates that despite the major overall improvement in road safety, significant challenges remain.

Almost a third of driver or passenger fatalities were not wearing a safety belt at the time of the collision. More than half of those arrested for being under the influence were between the ages of 20 and 39. Vulnerable road users (pedestrians, motorcyclists and pedal cyclists) account for a third of all fatalities on our roads.

Significant progress has been made, but An Garda Síochána will work to reduce the number of fatalities on Irish roads to – at the very least – meet the target of the Government's Road Safety Strategy 2013-2020 of matching the best performing road safety countries in Europe such as Netherlands, UK and Sweden.

In order to meet EU and Irish Government targets to reduce the number of fatalities on Irish roads, An Garda Síochána will:

- Use advances in technology to deny criminals the use of our roads for criminal activity
- Work in partnership with other agencies to enforce our roads policing strategy
- Emphasise traffic enforcement that can reduce deaths and serious injuries on our roads
- Confront dangerous road-user behaviour through public presence, legislative enforcement, education and partnership
- Expand the Fixed Charge Processing System including penalty points
- Strengthen and redevelop the Traffic Corps to tackle all forms of criminality on the road network

An Garda Síochána will adopt an all-organisation approach to keep our roads and communities safe.



The Traffic Corp will become the Garda Roads Policing Unit. It will have responsibility for enforcing road safety and an expanded role in tackling criminality on the road network.

In addition, every Garda will be expected to play their part as a community based organisation to prevent and detect the dangerous use of roads in their area.

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## Garda Roads Policing Unit

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Having a dedicated Traffic Corps has played a key role in reducing road fatalities. However, it will be strengthened and redeveloped to merge road safety and crime prevention and detection on the roads.

The function of the Garda Traffic Corps will be redeveloped to take in more road policing functions. It will become the Garda Roads Policing Unit. Working with non-traffic personnel, it will work to deprive criminals the use of the road network through high visibility policing and intelligence-led enforcement operations. We will increase the strength of the Roads Policing Unit by 2018.

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## Roads Policing Plan

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An Garda Síochána's Roads Policing Plan is designed to meet the objectives laid out in the Government's Road Safety Strategy 2013-2020.

The Plan aims to protect the public from serious harm and ensure safety on our roads by encouraging all road users to improve their standards through a concerted programme of high visibility road safety and enforcement operations in partnership with other State Agencies. We will push to regain the downward trend achieved over the last decade. Our ultimate aim is to reduce fatal and serious injury collisions.



The road safety focus will be on the vulnerable road user categories of motor cyclists, pedal cyclists, learner permit holders, and pedestrians who account for over a third of all fatalities. Operations educating and supporting vulnerable road users will be put in place with the aim of reducing the number of fatalities in these categories.

To increase road safety, An Garda Síochána will continue to focus enforcement on a number of key "lifesaver" offences: drink and now drug driving; speeding; use of mobile phone; and the use of seat belts.

This will be supported by the greater use of technology, the redevelopment of the Traffic Corps as a Roads Policing Unit to deny criminals the use of the road network, and an enhanced safety programme in association with the Roads Safety Authority and other external stakeholders.

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*Ireland now has one of the best road safety records in Europe. In 2014, the ETSC (European Transport Safety Council) ranked Ireland the sixth safest country out of 26 European countries.*

## Chapter 6

# Roads Policing

### Expansion of Automatic Number Plate Recognition Technology

Automatic Number Plate Recognition (ANPR), a recent introduction, is a camera system that reads vehicle number plates using optical character recognition technology. The technology simultaneously checks each vehicle number plate against a database of “watch lists” such as stolen vehicles and untaxed vehicles. ANPR is integrated with PULSE to identify suspect vehicles.

ANPR technology, currently installed in 100 vehicles, has helped to remove high risk drivers, unsafe vehicles and criminal activity from our roads. It is being used by An Garda Síochána to significantly reduce crime, increase detection rates and provide vital intelligence for use in counter terrorist and serious crime work.

As part of the ANPR project, a central information database has been developed. The database provides for the enhanced searching of information recorded by ANPR vehicles in real time. Intelligence gathered by the system can be analysed and reports generated (in compliance with Data Protection requirements) to assist in road traffic and criminal investigations.

We are working with the National Roads Authority, Port Authorities, local authorities and private car park operators to also get access to data from their ANPR systems, as well as CCTV systems operating on the motorway network.

Further expansion of the ANPR system will include the addition of more “watch lists” aimed at removing a greater number of dangerous drivers and defective vehicles from the roads.

The number of ANPR units will also be expanded in 2016, with all units being 3G enabled to give Gardaí real-time information on suspect vehicles.

An Garda Síochána will examine the introduction of fixed ANPR sites at strategic locations across the road network in addition to using portable ANPR units while patrolling.

### Greater Numbers of Mobile Safety Cameras

Mobile safety cameras are a key enforcement tool. They operate in zones where a significant proportion of collisions were due to excessive speed.

For the five years before their introduction, approximately 30% of fatal collisions annually happened in particular zones. By 2015, this had more than halved to 13% in these zones. This equates to a significant reduction in lives lost, from 105 in 2004 to 21 in 2015.

The number of speed enforcement zones will be increased in 2016.

We will conduct regular reviews of speed enforcement zones and if necessary increase their number.

An Garda Síochána also has eight mobile speed detection vans equipped with radar and camera technology. These vehicles can be used covertly and overtly. When we have used these vans with Garda livery, speed limit compliance in those areas has radically improved.

In line with Garda Inspectorate recommendations, we are examining the outsourcing of the operation of our own mobile speed detection vans to a private operator under the authorisation of An Garda Síochána, including input from local District Officers.



## Expansion of Checkpoints

The introduction of MAT (Mandatory Alcohol Testing) checkpoints in 2006 has led to increased compliance with road traffic legislation.

In 2015, over 70,000 MAT checkpoints were conducted and it is proposed to increase MAT checkpoints by 10% each year over the next five years. It has been shown that these checkpoints act as a significant deterrent to intoxicated driving. The proposed introduction of roadside drug testing in 2016 should be an added deterrent.

Multi agency checkpoints in conjunction with the Road Safety Authority, Health and Safety Authority, Customs and Excise, Revenue and Department of Social Protection have increased in recent times, delivering arrests for a range of offences from road traffic to counterfeiting to sham marriages. Such joint operations will be expanded during the next five years.

## Changing Driver Behaviour

The change of driver behaviour of the last decade, particularly the fall in drink-driving, has undoubtedly reduced the level of road deaths. However, as can be seen from the figures related to seat belt usage, it is vital that the public continue to be educated about safe road use.

In conjunction with the Road Safety Authority, An Garda Síochána runs national and local targeted educational campaigns to reduce driving speed during bank holiday periods when road deaths traditionally increase.

We use our own communications channels such as Crimecall and our social media channels to promote road safety. In addition, social media is used to inform people when checkpoints are taking place in particular locations. This scotches the myth that such action is about “shooting fish in a barrel” in order to gain revenue for the State.

Feedback from road users to us via our social media channels also influences road safety and enforcement activity. For example, in 2014, several people notified us about drivers not putting on their lights during the winter nights. In conjunction with Galway Traffic Corps, Operation Solas was put in place to highlight this issue to road users in Galway through checkpoints and local media. The success of the campaign led to Operation Solas being expanded nationally.

## Determining the Causes for Collisions

Determining the causes for collisions is critical, not only in cases where a prosecution is likely, but also to improve road safety in terms of driver behaviour and road engineering.

An Garda Síochána’s 45 Forensic Collision Investigators (FCIs) are highly skilled and trained. They use a range of techniques, skills and technology to determine how fast vehicles were travelling, if they had mechanical faults, the condition of the road at the time of the collision, and the driving behaviour involved.

GNTB is currently reviewing the role of a Forensic Collision Investigator to establish if additional areas such as crime scene investigation can benefit from the skills of the FCIs.

FCIs will, in future, be equipped with mobile 3-D scanners. These scanners will provide investigators with a 3-D image of the scene of a collision, making it easier and quicker for them to review the scene.



## Chapter 6

### Roads Policing



#### Improvements to the Fixed Charge Processing System (FCPS)

Much of the significant decrease in road deaths since 2002 is due to the introduction of penalty points.

A total of 238,626 FCPS notices were issued in 2015 for the key life-threatening offences of speeding, non-use of seat belts, and use of mobile phone.

GNTB, in conjunction with the Department of Transport, Tourism and Sport, is working to identify suitable road traffic offences to be incorporated into the FCPS and for Penalty Points. This will help reduce the number of offenders required to attend court for minor road traffic offences, without compromising road safety.

In addition, we plan to make the issuing of penalty points more efficient. Currently, Gardaí issue penalty points using a paper-based process, which is time-consuming. In the future, Gardaí will use handheld devices to electronically issue penalty point notices to road users at the time of the incident.

A number of measures have also been introduced to ensure consistency in how An Garda Síochána was applying penalty points and making decisions on their cancellation for individuals. A Judge is conducting regular reviews of the operation of the FCPO and in particular the decisions to cancel FNCs. The Judge has carried out a number of such examinations and has found the organisation to be complaint in how penalty points are now cancelled.

#### Outcomes for the citizen, the State and the organisation

Safer roads will reduce road deaths and serious injuries and enhance community safety. A focus on reducing the opportunities for criminals to use the road network will help reduce crime and protect communities.

Ireland will be in compliance with the EU targets and will have a reputation for safe roads.

Enhanced technologies and skills will help us deliver a more efficient and effective roads policing service.



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*A focus on reducing the opportunities for criminals to use the road network will help reduce crime and protect communities.*

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Automatic Number Plate Recognition (ANPR)</b>	Expand use of ANPR for both roads policing and as an investigative and intelligence tool	More effective use of ANPR to track and target criminals and road offenders	Q3 2015	Q2 2019
<b>Integration of ANPR Systems</b>	Expand Garda access to data from ANPR systems and CCTV cameras throughout the country by working with State and commercial organisations	More effective use of ANPR to track and target criminals and road offenders	Q1 2016	Q4 2017
<b>Roads Policing Unit</b>	Garda Traffic Corp functions redeveloped	Criminals deprived of use road network	Q1 2016	Q1 2017
<b>External Communications Strategy</b>	In conjunction with key stakeholders, explore and utilise all communication channels to provide the public with critical road safety information	Safer behaviour by road users	Q3 2015	Ongoing
<b>Outsourcing of speed vans</b>	Outsource operation of mobile speed detection vans	Improved use of resources	Q3 2015	Q4 2016
<b>Mobile issuing of penalty points</b>	Gardai will issue penalty points at the time of the incident through electronic rather than paper means	Improved operational efficiency through technology	Q2 2016	Q1 2017





## Chapter 7

# **National Security and Organised Crime**

**We will use advanced technology and intelligence-sharing to prevent, detect and deny any threats to Irish society from terrorism and organised crime.**

## Chapter 7

# National Security and Organised Crime

### Introduction

**The statutory functions of An Garda Síochána, as set out in the Garda Síochána Act, 2005, include providing policing and security services with the objective of preserving peace and public order, protecting life and property, and protecting the security of the State.**



*Image is copyright of The Irish Times*

The recently enacted Garda Síochána (Policing Authority and Miscellaneous Provisions) Act 2015 sets out a definition of security services (for the purposes of distinguishing them from policing services in the context of the respective roles of the Policing Authority and the Minister for Justice and Equality). It defines security services as protecting the security of the State including, but not limited to, the following:

- domestic terrorism,
- international terrorism,
- global security and related international cooperation,
- subversion of parliamentary democracy or institutions of the State, and
- espionage, sabotage and acts of foreign interference.

An Garda Síochána cooperates closely with the Defence Forces who provide supporting assistance in a number of areas. In addition there are other structures in place which deal with specific aspects of national security, such as;

- The National Security Committee (NSC),
- The National Civil Aviation Security Committee,
- The Interdepartmental Committee on Cyber Security,
- Task Force on Emergency Planning,

The fact that An Garda Síochána acts as both the police and security service as well as having an extensive role in relation to immigration matters, allows for co-ordination and the cohesive collection, management, control and dissemination of information and intelligence, relating to all aspects of both crime and terrorism and any overlaps that occur between the two.

While it is not appropriate to outline in detail the various strategies and methodologies employed by An Garda Síochána in fulfilling its role, a number of key principles, which do not interfere with ongoing operational actions, are outlined hereunder. A key pillar of all strategies aimed at countering the threat from terrorism, organised crime and other emerging areas of concern, is the continuous development and enhancement of relationships between An Garda Síochána and security and police partners from other States.

### Terrorism – Domestic and International

We must ensure our response to the threat of terrorist criminal activity is strategically aligned, focused and directed.

Over the last 40 years, An Garda Síochána has developed considerable experience in identifying, disrupting and suppressing threats from domestic terrorism. Major terrorist activity and intent has been thwarted. However, terrorist groups are resilient and despite persistent security and policing actions – including monitoring, disrupting, arresting and jailing of group members – a significant threat from domestic terrorism continues in the form of the activities of dissident republicans.

Recent international terrorist attacks have brought into sharp focus the serious and dynamic threat posed by international terrorism. The phenomenon of individuals travelling from all over Europe to conflict zones is a significant issue of concern to law enforcement and security partners. The majority of major security concerns relate to the radicalisation influences encountered by travellers to conflict zones and the security risks some may pose on return to their home countries.



An increasing challenge faced by law enforcement and security partners is self-radicalisation and the threat of “lone wolf” attacks. Terrorist and criminal groups are making greater use of new technologies. They are using new communications technology to inspire current and new followers, and to devise new and novel means of conducting attacks and spreading terror.

Security and law enforcement agencies find it increasingly challenging to effectively counter terrorism in this regard. Collaboration and partnership is needed to identify, counteract and combat any potential threat. It is clear that traditional counter terrorism methodologies alone will not combat this type of threat and it requires new thinking and collaborative ways of working.

The greatest current threat to Ireland’s national security is terrorist and serious organised crime activity in Ireland and abroad. Such threats are complex and unpredictable. We need to ensure capacity and capability to mount an agile and responsive multi-faceted approach to a complex and ever evolving challenge. Our counter-terrorism strategies will be strengthened to address the new challenges. This must and will include outreach and awareness at all levels of policing with community and partner groups with a focus on prevention, meeting strategic challenges, information and intelligence sharing, and enforcement.

An Garda Síochána and the Police Service of Northern Ireland have a long and successful record of co-operating to combat terrorism and cross-border crime. This co-operation will continue to be pivotal to tackling criminal activity with a cross-border dimension, whatever its source

or motivation. In dealing with domestic related terrorism our unique relationship with the Police Service of Northern Ireland will be strengthened with a key focus on our fight against terrorist criminal activities harming communities on both sides of the border.

Our investigative successes will be largely determined by our agility, responsiveness, leadership, community support, and collaboration with domestic and international law enforcement and security partners. We must and will become more proactive and responsive in accordance with the level of threat.

We will continuously improve our information sharing practices with partner agencies consistent with current policies. We will develop outreach and education strategies which will lead to engagement of communities and partners right across the country and beyond.

We will ensure awareness among our own senior leaders and the State apparatus on the state of the threat environment and enhance our ability to evaluate and assess lessons learned from at home and abroad to prevent, detect and respond to criminal terrorist activity.

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## Serious and Organised Crime

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Globalisation and rapid advances in technology have contributed to the expansion and trans-nationalisation of organised crime activity. Individual citizens can now fall victim to organised crime groups operating outside our borders through crime such as identity theft, internet/email scams, phishing and other emerging crime types. This poses new challenges for law enforcement, making crime a global problem that cannot be combated solely within our own borders.

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*The Drugs and Organised Crime Bureau will work closely with the Criminal Assets Bureau to ‘follow the money’ and target the profits and proceeds of organised crime, nationally and internationally.*

## Chapter 7

# National Security and Organised Crime

Serious and organised crime poses a massive challenge to the public good and the peace on which civilised living depends. Organised criminal activity, motivated by profit and power, includes smuggling; car theft; counterfeit goods; (including medicinal products which can seriously harm consumer health and safety), intimidation; extortion; human trafficking; prostitution, and drug related violence, which reaches into and harms local communities. While most organised crime groups are home-grown, a number have significant international dimensions.

Drug trafficking is the key driver of groups active in Ireland, but we also see activity in associated criminal markets of multi-commodity trafficking, such as smuggling of firearms and cigarettes, money laundering, robbery for financing, extortion and intimidation. An Garda Síochána has a proven track record in combating serious and organised crime, with significant success. However, the violence and corrupting effects of organised crime activity, spills over on a daily basis affecting public safety and causing harm to local communities. That is why it will remain a key priority for An Garda Síochána.

We have recently strengthened our capability to combat the threat of organised crime through the establishment of a consolidated Drugs and Organised Crime Bureau (DOCB). This brings together a range of expertise and knowledge to significantly raise our capability in proactively combating the activities of individuals and groups involved in organised crime activity at home and abroad.

DOCB will work closely with the Criminal Assets Bureau to 'follow the money' and target the profits and proceeds of organised crime, nationally and internationally. We will strengthen the training of Divisional Asset Profilers to work with CAB and the Economic Crime Bureau/Garda Bureau of Fraud Investigation (GBFI) to target the proceeds of crime, including proceeds of crime made by low and mid level criminals.

We will further develop and strengthen the role of the Economic Crime Bureau/Garda Bureau of Fraud Investigation (GBFI) to tackle economic and white collar crime and, in partnership with other statutory agencies, build the capacity and capability to tackle economic crime in all its forms.

We will enhance public awareness of the dangers and impacts of serious and organised crime. We will strengthen our work with communities, statutory and voluntary agencies to reduce the harmful effects caused by drugs and other organised crime activity to local communities. We will proactively target street level drug dealing and the proceeds of same.

We will optimise the use of our network of overseas liaison officers and build-on our close working relationships with international law enforcement agencies, including Europol, Interpol and the FBI to share intelligence and pursue the activities of these criminal networks.

We will play a leadership role in co-chairing, with the PSNI, the Joint Agency Task Force. The Task Force comprising of police and customs authorities from both jurisdictions, CAB and the UK National Crime Agency (NCA) and other partner agencies will combat the corrosive effects of cross border smuggling and criminal activity that cause harm to communities on both sides of the border.

We will enhance our collaboration and intelligence sharing arrangements with partner agencies and further develop our local, national and international structures to strengthen co-operation and flexibility. We will use the information and intelligence to maintain an up-to-date threat picture and prioritise investigations.

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## Intelligence Management

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Intelligence is the lifeblood of any security or policing service. The complexity and transnational nature of many of today's threats from terrorism and organised crime means that international co-operation and sharing of information is more important than ever before.

Policing and security threats will continue to evolve and present new challenges. The changing landscape and operating environment of instant global communications, facilitated by internet and social media platforms presents challenges and opportunities for security and law enforcement.

The rapid advancement of new communications technologies will pose a continuing challenge for governments in balancing privacy, security and public safety concerns.

Security and policing agencies increasingly need to make use of intelligence to inform their actions. This does not merely refer to operational or tactical intelligence in relation to day-to-day operations, but equally, if not more importantly, to strategic intelligence threat assessments, future planning and allocation of resources.

There will also be a greater need to engage and collaborate with academia and industry to better inform our understanding and to augment current competencies. Traditional security and policing partnerships will have to be extended in order to ensure that we have the necessary tools to do our jobs in protecting society.

Collecting, processing and actioning relevant information plays a key role in dealing with the challenges posed by terrorist and criminal activity. We will continue to share experiences and train with international partners to ensure we have the agility and readiness to deal with dynamic threat situations.

The amount of information generated by organisations and individuals continues to grow rapidly. This includes information available through open sources and digital platforms. We will develop DIGINT (digital intelligence) capability and the appropriate structures, systems and processes to make best use of this information and integrate it into analytical product that informs intelligence, threat and risk assessments.

We will recruit, train and develop the right people, and implement processes and technology to convert information into intelligence. The processing and interpretation of data requires trained professional analysts and intelligence officers. Converting information into intelligence and where possible exploring the potential of translating intelligence into evidence, requires highly developed analytical methods and techniques.

We will develop a consistency of approach and interpretation methodology across the Garda service.

We will develop a dedicated data analytical environment to best support analysis including the introduction of data scientists/analysts to support analytical work. We have recently commenced the recruitment and deployment of additional trained professional civilian analysts to augment our current capability. We will continue to invest in the tools and hardware to further develop and strengthen our capability.

The ability and willingness to make decisions in conditions of uncertainty is, and will continue to be, a core professional requirement of policing and security specialists. An obvious risk associated with making decisions is where the impact of possible outcomes cannot be completely predicted. In such circumstances increasing emphasis must be placed on ensuring the optimum information is available to decision makers, thus controlling and improving the quality of decisions.

We will develop cohesive, integrated intelligence structures to boost our capacity and capability for the gathering, analysis, evaluation and sharing of intelligence at local, national and international level. We will further improve existing structures to ensure appropriate analysis and dissemination of intelligence to inform threat and risk assessments and to make the right information available to the right people.

We will enhance our intelligence management systems to securely capture and disseminate timely information throughout the organisation. We will utilise advanced analytical tools and technology from within An Garda Síochána and from international partners to inform and support Garda intelligence-led operations aimed at individuals and groups threatening harm to society.

As part of our modernisation programme, we will develop stronger business processes, integrating analysis into the intelligence cycle, identifying threats, developing operational plans to tackle them, and measuring the success of our interventions.

As part of our technology investment programme An Garda Síochána will integrate with European wide information systems, including the Schengen Information System (SIS) and the Stolen and Lost Travel Document (SLTD) Database. This will further develop our competence and capability to collaborate and integrate information directly with other policing services across the EU and strengthen our borders.

We will further develop our already excellent relationships with Europol, Eurojust, Interpol and policing and security partners world-wide to ensure we leverage their experience and learning.

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*We will strengthen the capacity, competence and capability of our people to have the readiness and responsiveness to deal with current and emerging threats.*

## Chapter 7

# National Security and Organised Crime

### Outcomes for the citizen, the State and the organisation

We will protect the people and this State so Ireland is a secure and safe place in which to live, work, visit and invest.

Quicker access to information from across the organisation will enable us to disrupt the activities of terrorist and organised crime groups nationally and internationally.

A new Intelligence Management Model and operating system will enable access to information that will help identify and inform decision making and reduce unnecessary bureaucracy.

We will strengthen the capacity, competence and capability of our people to have the readiness and responsiveness to deal with current and emerging threats.

Strengthening relationships with minority communities based on trust and respect will help reduce radicalisation and promote trust and confidence in policing.

Greater integration of systems with justice and law enforcement partners here and abroad will help create a state of readiness to combat current and emerging threats.

Analytical and intelligence products will be used to inform tactical, operational and strategic planning and development of responses.

We will further enhance our national and international reputation as trusted partners.



### Partnerships Are Critical to Protecting National Security

“It is the quality of our people and our partnerships – and that ability to adapt and to innovate – that gives me greatest confidence about the future”

*Andrew Parker, the Director General (DG) of MI5, October 2015*

“Now more than ever we understand the importance of cross-border law enforcement co-operation to tackle global threats, such as terrorism and cyber crime. In this challenging time, building up strong partnerships among international law enforcers, and ensuring fast and efficient information exchange, are key to safeguarding our citizens and our collective security”

*Europol Director, Rob Wainwright, September 2015*

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*Now more than ever we understand the importance of cross-border law enforcement co-operation to tackle global threats, such as terrorism and cyber crime.*

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Intelligence Sharing</b>	Provide our people and partners with enhanced intelligence to target terrorists and/or OCGs	Enhanced national and international security and the safety of communities	Q3 2013	Ongoing
<b>Schengen Information System</b>	Implement a system to receive and action alerts on people, vehicles and property from participating member states	Enhanced national and international security	Q1 2016	Q2 2018
<b>Stolen and Lost Travel Document (SLTD) Database</b>	Provide Garda National Immigration Bureau with the ability to query Interpol SLTD to assist in immigration decision making process	Enhanced national and international security	Q3 2016	Q2 2017
<b>External Collaboration</b>	Enhance collaboration with national and international State, academic and private sector partners to counter threats	Enhanced national and international security by targeting and disrupting national and international crime gangs and terrorist groups	Q3 2015	Ongoing
<b>Enhanced Border Policing</b>	Enhance our work with a range of partners on border policing	Enhanced response to crime and security issues in the border area	Q4 2015	Ongoing
<b>Advanced Policing Analytics</b>	Advance the use of analytics to proactively investigate those involved in terrorism and/or serious and organised crime	National and international crime gangs and terrorist groups targeted and disrupted	Q3 2016	Ongoing





## Chapter 8

# Cyber Security and Cyber Crime

**We will enhance our capabilities and work with national and international partners to protect critical infrastructure and prevent and detect criminal activity.**

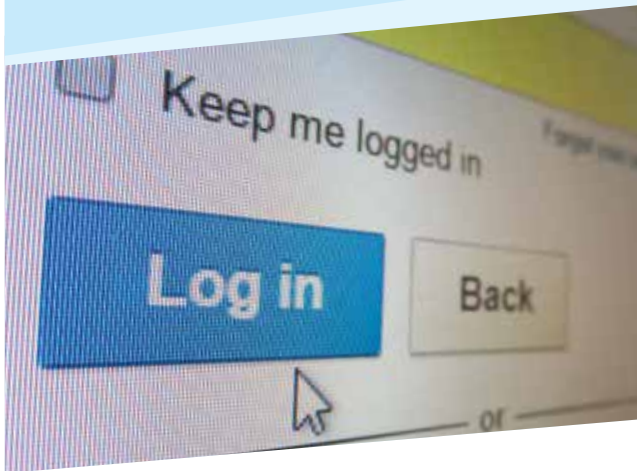
## Chapter 8

# Cyber Security and Cyber Crime

### Introduction

**The rapid pace of technological advances, coupled with the increasing sophistication of criminal networks and terrorist organisations means that cyber crime and cyber security are critical concerns of all policing and security services. Cyber attacks can have devastating impacts on Governments, State bodies, individuals, businesses and critical national infrastructure.**

An Garda Síochána will remain focused on dealing with ever-emerging threats and crimes affecting the citizens of Ireland using a new strategy to meet the challenges of cyber security and cyber crime.



### Cyber Security

Cyber security commonly refers to the safeguards and actions used to protect the cyber domain, both in the civilian and military fields, from threats to harm interdependent networks and information infrastructure. Cyber security strives to preserve the availability and integrity of the networks and infrastructure and the confidentiality of the information contained therein.<sup>31</sup>

An Garda Síochána's Cyber Strategy clearly defines our role in the Cyber Domain as following from the requirement to safeguard the security of the State under section 7 of the Garda Síochána Act 2005.

An Garda Síochána's Cyber Strategy has been developed to protect the organisation's critical information infrastructure from a cyber attack and deal with the ever increasing threat of cyber intrusion on Government networks.

However, to ensure Ireland can protect itself from cyber attack from rogue States and individual criminal elements an holistic all-of-government approach is required.

The lead Government Department in this area is the Department of Communications, Energy & Natural Resources (D/CENR). It has established the National Cyber Security Centre (NCSC), the Government Computer Security Incident Response Team (CSIRT-IE), and developed the National Cyber Security Strategy for Ireland.

The National Cyber Security Strategy has highlighted the two key areas of funding and personnel in respect to implementation of the strategy and to achieve success in a State-wide approach to cyber security. An Garda Síochána will have a substantial role to play in the operational implementation of this strategy.

An Garda Síochána will provide an holistic and joined up operation plan in line with the National Cyber Security Strategy 2015-2017 to deal with all forms of cyber attack.

This plan will address the tactical and operational requirements of the National Cyber Security Strategy.

Our Cyber Strategy recognises the need to build partnerships with all stakeholders to prevent and respond to cyber security incidents.

<sup>31</sup> Joint Communication to the European Parliament (2013) *Cybersecurity Strategy of the European Union: An Open, Safe and Secure Cyberspace*.

We will:

- Develop an integrated and coherent strategy on cyber with the Department of Communication, Energy and Natural Resources (DCENR) including the National Cyber Security Centre (NCSC)
- Develop a strategic communication process with private sector stakeholders with a view to entering into agreements to ensure An Garda Síochána can prevent and respond to cyber security incidents
- Engage with third level institutions to leverage the expertise available in research and development, including potential investment in continuous education and training (e.g. with the UCD Centre for Cyber crime Investigation). This will include a training needs analysis and the potential recruitment of specialist expertise in computer science and informatics, i.e. third level graduates with the necessary skill sets in this area.

An Garda Síochána will establish a new National Cyber Security Desk (NCSD) located at Crime and Security. It will liaise with national and international stakeholders including the Europol National Unit (ENU), Interpol National Central Bureau (NCB), police partners and security organisations such as Europol (EC3), the European Network and Information Security Agency (ENISA), and Interpol.

A Telecommunications and Information Technology Security Operations Centre will also be established. This will be made up of two separate dedicated units to deal with anomalies in Information Systems Networks and provide cyber and forensic tools and infrastructure to support operational policing and State Security activities.

The National Major Emergency Management Office located at Garda Headquarters will be given additional roles and become the central point of contact to:

- Undertake discussion and liaison with relevant Government Departments, national agencies, overseas bodies and other groups regarding security of the Irish Critical National Infrastructure (e.g. transport, communications, energy, water, etc)<sup>32</sup> in an all-of-government approach to the protection of critical infrastructure against a cyber attack.
- Examine any other issues identified as pertinent to the brief of a cyber security major emergency response by An Garda Síochána.

## Cyber Crime

Cyber crime commonly refers to a broad range of criminal activities where computers and information systems are involved either as a primary tool, primary target or enabler across all crime types. Cyber crime encompasses;

- Traditional offences committed with the assistance of new technology (e.g. fraud, forgery, money laundering, extortion, drugs trafficking, immigration offences and identity theft), content-related offences (e.g. on-line distribution of child abuse material or incitement to racial hatred)
- Offences unique to computers and information systems (e.g. attacks against information systems, denial of service and malware).

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*Our Cyber Strategy recognises the need to build partnerships with all stakeholders to prevent and respond to cyber security incidents.*

<sup>32</sup> Critical National Infrastructure (CNI) comprises of those essential services upon which daily life depends, such as electricity, water, transportation, telecommunications, commerce and health. (National Cyber Security Strategy 2015 - 2017).

## Chapter 8

# Cyber Security and Cyber Crime

### Computer Crime Investigation Unit

In its more than twenty years of existence, the Computer Crime Investigation Unit (CCIU) at the Garda Bureau of Fraud Investigation (GBFI) has had many successes in detecting crimes such as computer-related fraud, online paedophilia, and illegal trading over the DarkNet. It has built up significant experience and expertise with many of its people regarded externally as experts in their particular fields.

However, a lack of investment in technology and resources has led to a widely-reported back-log of cases in CCIU<sup>33</sup>.

Additional resources and a change in process at CCIU has led to a reduction in the backlog, but to ensure it has the capacity and capability to deal with current and future volumes of work CCIU will be restructured. This will also see further management and staff added.

A new structure will see a Superintendent heading CCIU and two Detective Inspectors appointed – one to look after cyber crime, the other to be responsible for the forensic examination of computers. Each will be supported by additional members and staff.

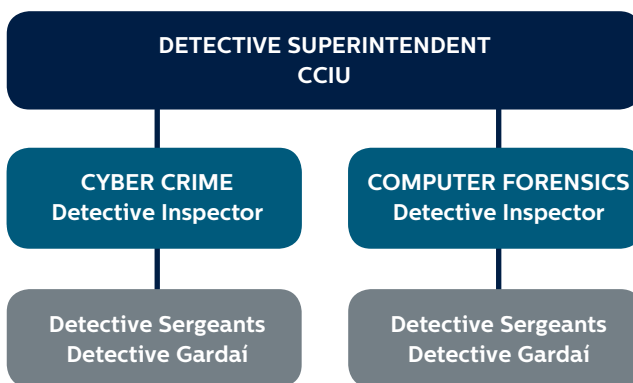
Regional CCIU units will also be established.<sup>34</sup> Pilot regional units have been operating successfully in New Ross and Ballincollig. The regional CCIU units will provide computer forensic services locally under the supervision of CCIU.

To further support the regional units, we will develop and roll-out first responder and triage capability nationally. These first responders will support the regional units and provide for a tiered level of capability nationally with the CCIU as the top tier of support and capability.

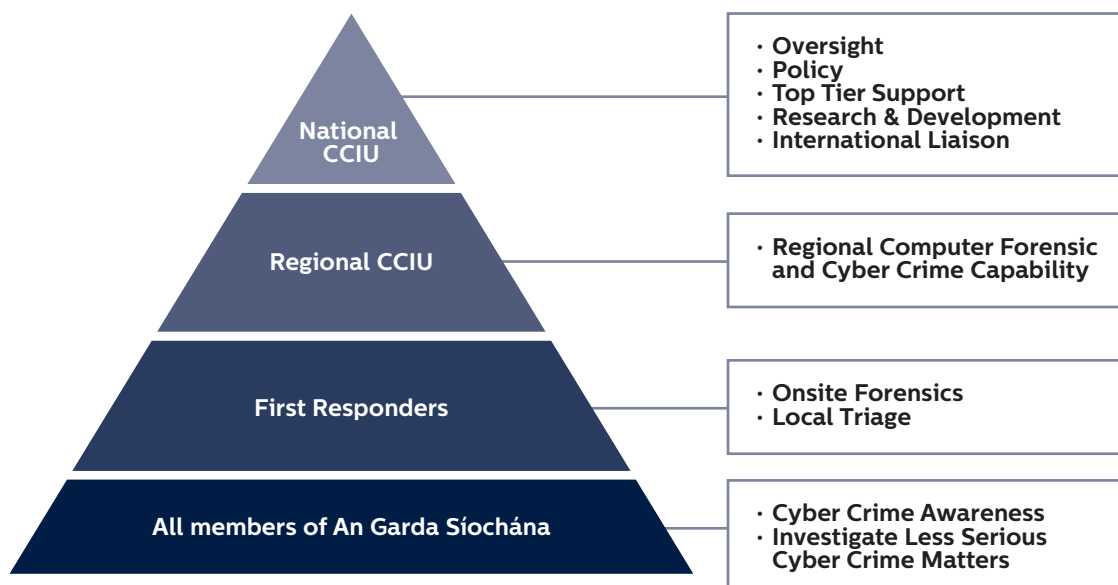
We will also work with the FBI, who are leaders in this field, to leverage best practice in this area.

On completion of this restructuring we will review how it has worked.

#### Proposed CCIU Management Structure



#### Proposed CCIU Operating Model



<sup>33</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

<sup>34</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

## Training

The CCIU in conjunction with the Garda College now has a module on cyber crime investigation for all Garda students. All other members of An Garda Síochána will be trained through our CPD network in cyber crime awareness and cyber crime investigation.

An Garda Síochána will further its long standing relationship with the Centre for Cyber Crime Investigation in University College Dublin through the CCIU and alumni who have undertaken courses of study at the University in the cyber domain.

We will develop more educational partnerships with third level institutions and international institutions with expertise in cyber security in order to ensure cutting-edge knowledge is available throughout the organisation. We will look for opportunities to further develop relationships and share expertise.

## Cyber Crime Prevention

Any individual, business or organisation using a connected device is vulnerable to cyber crime. Just as with offline crime, simple steps can often be effective in reducing these vulnerabilities.

Working in partnership with public and private sector stakeholders, CCIU will use opportunities such as Garda's communication channels, Crimecall, and public awareness campaigns to ensure people are educated on protecting themselves from cyber crime. We will further develop our crime prevention activities in this area.

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Cyber Security &amp; Cyber Crime Strategies</b>	Implement revised Cyber Security and Cyber Crime Strategies including regionalisation of Computer Crime Investigation Units	Security of critical infrastructure enhanced. Enhanced investigation of cyber crime.	Q4 2015	Q4 2017
<b>National Cyber Security Desk</b>	Establish Cyber Security Desk to liaise with national and international law enforcement and security agencies	Security of critical infrastructure enhanced	Q1 2016	Q4 2016
<b>Telecoms and IT Security Operations Centre</b>	Establish Centre to examine information system networks and provide cyber tools and infrastructure to supporting policing and security activities	Cyber security enhanced	Q1 2016	Q4 2016
<b>CCIU Regionalisation and Expansion</b>	Establish Regional CCIU units to provide computer forensic services locally	Enhanced investigation of cyber crime	Q3 2015	Q4 2017
<b>New structure for Computer Crime Investigation Unit</b>	Establish new structure for the investigation of cyber crime and the allocation of appropriate resources to support its operation	Enhanced investigation of cyber crime	Q1 2016	Q4 2017
<b>External Collaboration</b>	Enhance collaboration with national and international State, academic and private sector partners to counter cyber threats	Enhanced cyber security	Q3 2015	Ongoing
<b>External Communications Strategy</b>	Provide public and businesses with information on how to protect themselves from cyber attacks	Enhanced public and commercial awareness of and security from cyber crime	Q3 2015	Ongoing

All start dates include strategy creation to ensure the initiative is correctly prioritised before implementation begins.



## Chapter 9

# **Leading and Governing a Changing Organisation**

**There will be stronger  
governance and leadership  
throughout the organisation  
to ensure we reflect best  
practice legally, ethically  
and professionally.**

## Chapter 9

# Leading and Governing a Changing Organisation

### Introduction

**The Garda Inspectorate notes that “A recurring theme throughout the Inspectorate reports has been the gap between the development and implementation of policy and the absence of effective governance, leadership and intrusive supervision to ensure that policy aims are actually delivered.”<sup>35</sup>**

A key element of our approach to effective leadership and governance will be to redefine the roles and responsibilities at all levels throughout the organisation. We will support the Policing Authority in developing a Code of Ethics, and develop an internal code of behaviour.



### Leadership

Organisations today require leadership that is more engaging, more open to surfacing healthy debate and dissent, less averse to risk taking, and more disposed to embracing and learning from past errors.

This is particularly true within community-based services where end-user feedback is vital in maintaining, revitalising, reformulating and sometimes rethinking the organisational vision.

We will identify the skills and capabilities required to fulfil our leadership roles and provide the opportunity for our people to develop those skills and capabilities. Identifying, developing and training both current and future leaders of An Garda Síochána will be an ongoing imperative (see Chapter 10: Managing and Motivating our Best Asset).

A programme of mentoring and coaching has started at all levels, including recruits, so our members can learn from the experiences of others within the organisation on how to fulfil their duties to a high standard.

We will continue to develop our people. Our long standing collaboration with leaders in academia and industry will ensure the delivery of tailored programmes to provide relevant skills and capabilities up to and including post graduate level. We have opened up and will extend these programmes to include public and private sector organisations. This will broaden our leadership perspective and capability.

We will provide our people with opportunities to expand their skills and knowledge to develop their careers through transfers within the organisation and exchanges with other police services.

Leadership behaviours must embody our core values of Honesty, Accountability, Respect, and Professionalism. We will further develop our values as part of our new corporate strategy to include empathy.

Responsibility and accountability will be devolved through the organisation to enable collaborative leadership, more effective decision making and responsiveness to local needs. To achieve this we have commenced the redesign of the role and capability of the Regions, Divisions and Districts. Leadership must be provided at all levels of the organisation – a key element of which is the role of supervisory management.

<sup>35</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.



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## Supervision

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According to the Garda Inspectorate, “In operational policing terms, supervision is the act of overseeing staff that are directly and frequently interacting with its customers.”<sup>36</sup>

Properly trained and adequately resourced supervisory management are critical to providing the level of oversight necessary to achieve key organisational goals and delivery of an effective service to the public. We will continue to provide development opportunities for all supervisory members and staff tailored to their needs. We will also work with government departments and the Policing Authority to provide adequate resourcing.

We will ensure our Performance Accountability Framework (PAF) process provides a structured approach to collaborative engagement at all levels between senior management and their people providing opportunities to raise issues and make suggestions about how to achieve key objectives and targets.

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## Governance

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Central to maintaining an effective democracy is a professional policing and security service with robust governance practices and structures. An effective governance framework defines roles and responsibilities, adds value, enhances reputation, and provides assurances and confidence in the organisation. Corporate reputation benefits substantially from increased transparency and accountability delivered through robust and clearly visible governance and risk management structures.

According to the Garda Inspectorate, “...it is the responsibility of the Garda Commissioner and Garda senior management team to implement good governance systems that support the corporate goals and vision.”<sup>37</sup>

We are building a corporate governance structure reflecting best practice legally, ethically and professionally. Governance for An Garda Síochána must facilitate our primary purpose; delivering a high quality and effective policing and national security service. The governance arrangements for An Garda Síochána have recently been re-defined with the introduction of the Policing Authority (see Chapter 11: Partnerships and Collaboration).

We will be transparent in our actions, open, and demonstrably accountable. We will develop a clear framework for governance and decision-making in An Garda Síochána. Strategy plans, and the execution of authority, will be underpinned by the clear definition of functions, roles and responsibility. Decision-making and how decisions are reached will be transparent and rigorous; supported by good quality information and advice.

As part of our commitment to the Civil Service Renewal Plan 2014 An Garda Síochána has adopted the recently published Corporate Governance Standard for the Civil Service.

We have introduced governance boards that reflect the recommendations of the Garda Inspectorate. These boards will drive governance across the organisation and will ensure oversight, accountability and compliance. In addition to the findings of other oversight bodies, these boards will be informed by the findings of Garda Internal Affairs, Garda Internal Audit and the Garda Professional Standards Unit in order to provide consistency in delivering a professional and ethical policing service. We will re-align the positioning of these units to streamline governance and accountability mechanisms within the organisation.

This work will be further enhanced by the findings of our independent Audit Committee.

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*We will continue to provide development opportunities for all supervisory members and staff tailored to their needs.*

<sup>36</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

<sup>37</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

## Chapter 9

# Leading and Governing a Changing Organisation

### Policy Development

Good governance requires a sensible, transparent and co-ordinated approach to the development, implementation, monitoring and review of policy.

Governance challenges in the area of policy that urgently need to be addressed include the lack of a standardised and centralised structure for the management of policy; the existence of too many document types used to describe organisational policy; poor communication of policy internally and externally, and inadequate support for those assigned to draft policy.

As a result, the organisation risks producing poorly developed, poorly communicated, poorly implemented, and inefficient and/or ineffective policy

We will introduce a Policy Management Framework that will define how An Garda Síochána develops, implements, monitors and reviews policy. It will enable a better understanding of, and access to, policy throughout the organisation, which will strengthen governance at all levels.

Members of the public will have far greater access to the majority of our policy documents.

### Risk Management

An integrated and holistic approach to risk management is one of the keystones to achieving effective corporate governance. It assists in determining priorities and setting objectives, in analysing uncertainties within decision-making arrangements, in clarifying accountabilities, and in demonstrating how the public interest is best served. An Garda Síochána must be able to respond appropriately and effectively to significant risks that threaten our strategic and operational objectives.

An Garda Síochána has been operating a formal risk management process since 2008. This process has been effective in commencing the normalisation of risk management within An Garda Síochána and has enabled the organisation to make informed decisions to identify and manage risks.

While significant progress has been made over the last number of years in the development of an organisational risk management ethos, we now need to further inculcate risk into our organisation's culture and develop the maturity of our risk management approach.



In 2015, we completed a comprehensive review of our risk management approach and developed a 'Revised Approach to Risk Management'. This will ensure our risk management processes continue to be robust and reflect best national and international practice. It will comply with Government policies and ensure that corporate and local risks impacting on the achievement of the organisation's strategic objectives are managed in line with the organisation's Strategy Statement and plans.

The Deputy Commissioner Governance and Strategy is now the Chief Risk Officer for An Garda Síochána. They are responsible for identification of corporate risk, championing risk management, and advising the Commissioner and the Policing Authority on the effectiveness of risk management.

A dedicated Risk Management Office will be established to provide full-time support to the Chief Risk Officer, the Risk and Policy Governance Board, Corporate Risk Owners and all stakeholders involved in risk management.

Formal risk management is being introduced at different levels in the organisation so that risks can be surfaced and escalated, if necessary, to the Chief Risk Officer. For example, Risk Champions will be appointed at Chief Superintendent level in each Region. They will support the application of the risk management process within their Region.

Our policies, standard operating procedures and risk appetite statement will be updated, and we will implement a Risk Management IT solution to support our risk management processes into the future.

The 'Revised Approach to Risk Management' will operate in cooperation with the Garda Professional Standards Unit and Garda Internal Audit Section.

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## Structure

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One of the defining features of An Garda Síochána is its unique role in providing both a policing and security service. This provides many advantages which continue to be leveraged to ensure the protection of our communities, public safety and the security of our state. This differentiates our organisation from many other police services in that we deal with all aspects of policing and security.

Our geographic presence ensures close contact with communities nationwide. This must be maintained.

The Garda Inspectorate noted that “...given the responsibilities under the (Garda Síochána) Act it is important that effective structures and systems are in place to enable the Commissioner to fulfil the roles for which the post holder must account on behalf of the organisation...”<sup>38</sup>.

The Garda Inspectorate also recommended a revised organisational chart to facilitate oversight and the implementation of organisational goals.<sup>39</sup>

Given the nature of the service we provide, and the geographical and cultural context in which we operate, it is difficult to identify a comparable policing service. However, we have looked at modernisation programmes in other police services and public and private sector bodies, and have taken some important learnings such as the need for organisational re-design and re-structuring.

One of the key lessons we have learnt from these organisations, and from our own experiences in amalgamating Districts and Divisions, is to ensure such major changes do not jeopardise the close relationship we enjoy with the community.

Some of the organisations which introduced critical re-structuring programmes subsequently had to reverse the changes because of the reduction in the policing service provided and the negative impact these changes had on public confidence.

We are also conscious that An Garda Síochána may not be able to take a “big bang” approach of restructuring while also downsizing management. Instead, we believe the first step is to re-design our organisational structure and then assess the impact of this change before deciding on the appropriate numbers of personnel required in Divisions and Districts.

In re-designing our organisational structure, the main requirement is to ensure the capacity and capability at all levels to continue to deliver a responsive, agile and flexible policing service with the appropriate levels of effective leadership, governance and accountability.

We will also create a structure that can meet current, future and emerging threats and challenges. In particular, the challenges posed by serious and organised crime, domestic and international terrorism, cyber and economic crime, and the delivery of an effective community policing service to local communities. A fundamental element of our philosophy is maintaining the trust and support of the community.

We will introduce a structure that not only embodies the principles of corporate governance, but delivers an effective policing and security service to the communities we serve.

It is vital that the Regional, Divisional and District Officers involvement with the local area and communities is maintained. This will be assisted by providing them with additional civilian support staff and structures in the areas of HR, Finance and specialist support capability at Regional and Divisional level.

Regional Assistant Commissioners will be accountable for all aspects of policing and security in their area of responsibility including operational, financial, administration and performance. The devolution of responsibility and accountability to each Region will enable more effective decision-making. In addition, they will be responsible for overseeing the implementation of the modernisation programme and will champion a specific policy area.

A new organisational structure, as set out below, has been developed that will enable An Garda Síochána provide an accountable policing service that meets the needs and expectations of a modern society.

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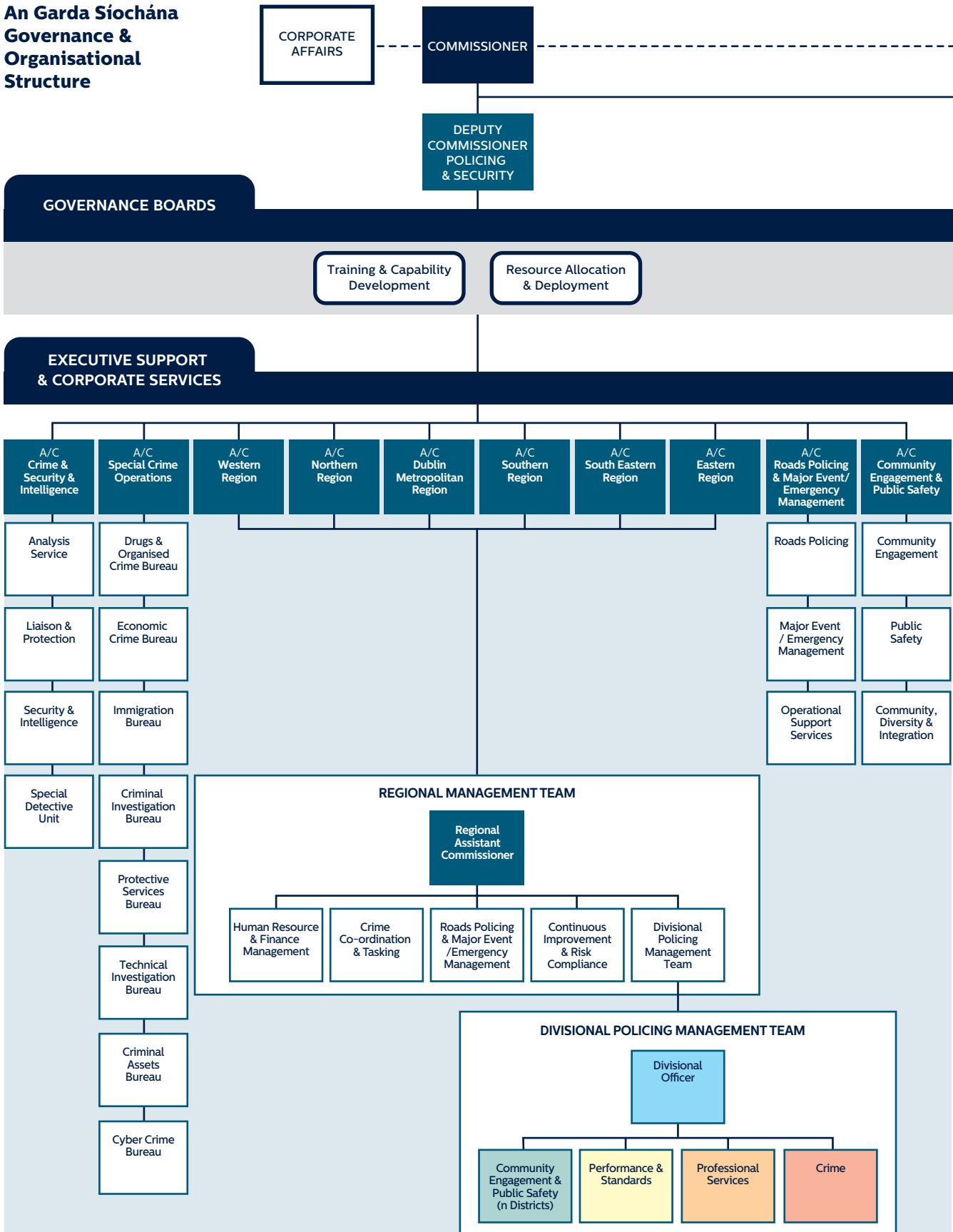
<sup>38</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

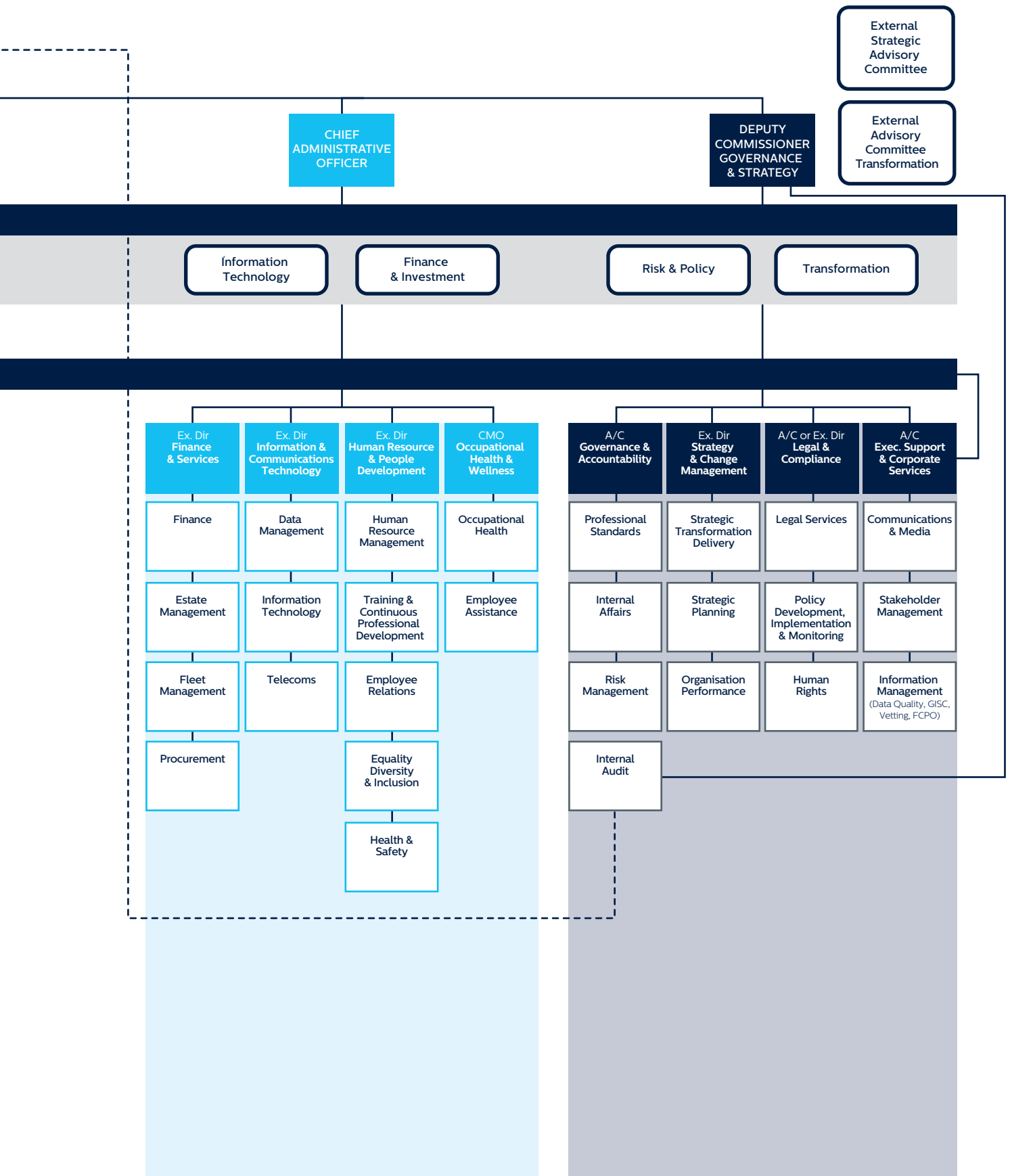
<sup>39</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

## Chapter 9

# Leading and Governing a Changing Organisation

### An Garda Síochána Governance & Organisational Structure





## Chapter 9

# Leading and Governing a Changing Organisation

### New Organisational Structure

The role and functions of Garda Headquarters will be restructured to provide greater oversight and governance, while more responsibility and accountability will be devolved to the six regions. Garda Headquarters will monitor policing operations, and consider performance and governance throughout the organisation.

A Corporate Services section will streamline the administrative process between Headquarters and the Regions.

We will re-structure the role and function of each division creating Divisional Management Teams, which will incorporate a greater focus on community engagement and public safety at district level, while streamlining the role of crime investigation, roads policing, performance and standards. This will enable greater governance and oversight for each Division and reduce the amount of time spent on paperwork. Superintendents will be able to concentrate more on the delivery of local and responsive policing, focusing on their leadership role within the District to maintain the standards and quality of operations.

As part of our workforce planning we will identify roles and function that can be undertaken by properly skilled professionals. We will work with other government departments to ensure that as many Gardaí as possible remain on operational duties. We do not simply want to replace Gardaí with civilians. We want to reduce the administrative and bureaucratic burden on all of our people through investment in technology, greater digitisation and further automation. We will become a more streamlined, efficient organisation.

In 2007 the report of the Advisory Group on Garda Management and Leadership Development outlined the importance of clearly spelling our roles, authorities and relationships. In addition, it said that delegation downwards through the organisation should be matched with accountability upwards, that there should be performance measurement and appraisal at all levels, and that proper arrangements should be made for training and staff development to prepare them for their new or changed roles.

The second phase of the Organisation Structure and Design Initiative will see the organisation's new structure, processes and procedures reviewed, and any changes required made, to ensure the organisation is equipped to operate effectively into the future in line with the overall vision and strategy.

Once completed, the Organisation Structure and Design will act as a critical reference point for Garda leadership. It will be leveraged to inform and support key programme decisions, ensuring that all initiatives are progressing in line with the overall vision and strategic direction of the organisation.



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*An inclusive working environment will lead to the development of an organisation that values and encourages learning and development.*

## Outcomes for the citizen, the State and the organisation

Stronger governance and leadership throughout the organisation will improve the quality and consistency of our service. It will demonstrate transparency and accountability.

An inclusive working environment will lead to the development of an organisation that values and encourages learning and development.

A modern, professional and effective police service will drive increased public confidence

There will be more effective and localised decision-making with clearer lines of accountability, governance and oversight throughout the organisation and matching clarity with the Department of Justice and the Policing Authority.

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*The role and functions of Garda Headquarters will be restructured to provide greater oversight and governance, while more responsibility will be devolved to the six regions.*

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Organisational Structure and Design</b>	Implement changes to organisation's structure and governance with roles and responsibilities clearly outlined	Strong governance at national and local level. Organisation able to meet current and future demands. More responsibility devolved to regions to deliver policing based on local needs. Role, responsibility and resource allocation clearly identified.	Q2 2016	Q4 2017
<b>Risk Management</b>	Improved process for the identification, control and management of organisational risks	Clearer and swifter decision making relating to risks Reduced risk for the organisation	Q4 2015	Q4 2016
<b>Learning and Development</b>	Mentoring, coaching and leadership development programmes to be introduced	Better service to the public from highly trained and motivated members and staff	Q3 2015	Ongoing
<b>Administrative Process Optimisation</b>	New processes will reduce paperwork increasing efficiency and freeing up time for policing activities	Improved service to the public	Q4 2015	Q4 2018
<b>Strategic Transformation Office</b>	Establish and maintain a central hub of skilled resources to manage delivery of modernisation programme	Successful and effective implementation of An Garda Síochána's Modernisation and Renewal Programme	Q2 2015	Ongoing
<b>Policy Audit and Framework</b>	Implement revised policy framework and complete policy audit	A knowledgeable, informed and professional workforce	Q1 2016	Q4 2016
<b>Corporate Services</b>	Streamline Garda Headquarters' administrative processes	Improved internal communications and streamlined administrative work practices	Q3 2015	Q2 2017





## Chapter 10

# Managing and Motivating our Best Asset

**We will provide our people with the rights tools, guidance and support, appropriate training and development, and the leadership to do their jobs effectively.**

## Chapter 10

# Managing and Motivating our Best Asset

### Introduction

**We have over 16,000 dedicated Garda members, staff and reserves. Their dedication and commitment will be key to transforming An Garda Síochána into a world-class police service.**

Our internal staff survey shows an appetite for the changes needed, but our people want the tools, the supports and the training to enable them to play their part in achieving this.

The recent fiscal crisis tested An Garda Síochána enormously. We had no choice but to respond by reducing our expenditure and staffing levels, while at the same time maintaining a policing and security service in an increasingly complex and demanding environment. Our people admirably rose to the challenge.



In 2014 the Garda Inspectorate Report<sup>40</sup> highlighted how budget cuts significantly reduced our ability to train and develop employees.

Addressing training and development needs is one of the main pillars of the modernisation programme. We must ensure we have the right skills in the organisation to effectively deliver the wide range of services expected of us.

We will provide our people with the tools, guidance and support, appropriate training and development, and the leadership to empower them to do their jobs. An Garda Síochána aims to be a magnet employer reflecting our diverse communities and attracting the best talent from the widest pool of people.

Our organisational structures, decision-making and ways of working, will be those of a modern, effective, and accountable policing service.

Policing and security involves risk to life. We recognise the significant physical and mental demands on our Gardai due to the complexity and variability of the work and the inherent dangers of delivering a policing and security service. We will provide supports to promote the health and wellbeing of our members.

### HR Strategy

Our HR Strategy will give members, staff and reserves the supports they need to help them develop their professional careers and deliver an excellent service to the public.

The HR Strategy has five key components – a more efficient HR service; enhanced Workforce Planning; strengthening organisational and employee performance; learning and development, and improved HR metrics.

The introduction of a HR Operating Model will see the delivery of professional HR support and services such as real-time access to information in new ways.

Our new HRM system will allow members of An Garda Síochána to use self-service functions to fulfil some HR needs. HR staff will also have access to modern, effective HR management systems linked to, and integrated with, existing systems. A new IT system supporting the deployment and scheduling of staff will be implemented in the near future.

Workforce planning will ensure we have the right amount of people with the right skills in the right places. This will include resource allocation, skills utilisation, skills database, recruitment and talent management, transfers, promotions, people mobility and succession planning.

<sup>40</sup> Garda Inspectorate (2014) *Crime Investigation*.

## Training and Development

“Effective training and professional development are essential to any modern police service. Historically, police services have dedicated substantial resources to recruit training, but have lagged far behind the private sector in long-term professional development of personnel.”

*Garda Inspectorate in its report on the future of policing in Ireland from 2007*<sup>41</sup>

We want to attract, develop and retain the best people and make sure they have clear career development opportunities. In order to achieve this we will increase our investment in training and development across all ranks and grades providing openings for personal development, lateral movement and promotion opportunities.

We will identify the skill set required for each role in the organisation with a view to identifying training and development gaps. We will then equip our people with the skills to deliver a professional service and the capability to deal with emerging trends. The delivery methodology will be a combination of traditional methods blended with technology-enabled learning.

We recently offered a qualification in Civil Service and State Agency Studies to civilian staff. Our new recruits are undertaking a BA in Applied Policing. A number of our middle to senior managers are undertaking the BSc in Police Leadership and Governance, and we will re-introduce an executive programme for our senior leadership team.

Continuous professional development must be a constant within the service with a view to providing role-specific learning and development. It is critical members and staff are kept up-to-date on relevant policies and changes to the law. This training will be provided through a blend of classroom-based and online learning. Training will also be critical to the success of the modernisation programme and will be provided on new initiatives before they are implemented.

Identifying, developing and training current and future leaders of An Garda Síochána is a priority. A programme of mentoring and coaching has started at all levels including students so that our members can learn from the experiences of others within the organisation on how to fulfil their duties to a high standard. For example, trained mentors provide development support for newly promoted Superintendents, Chief Superintendents and Senior Investigators.

We will provide our people with opportunities to expand their skills and knowledge to develop their careers through transfers within the organisation and exchanges with other police services.



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*We will increase our investment in training and development across all ranks.*

<sup>41</sup> Garda Inspectorate (2007) *Policing in Ireland: Looking Forward*.

## Chapter 10

# Managing and Motivating our Best Asset

### Garda Reserves

An Garda Síochána will continue to build and expand the Garda reserve in recognition of the essential and valuable support provided to An Garda Síochána by these volunteer members.

More than 900 reserves give freely of their own time to help us and communities. They were given additional powers in mid-2015 and the extension of further powers will be kept under constant review. As recommended by the Garda Inspectorate<sup>42</sup>, the reserve will be empowered to contribute more and in new ways.

We will also examine ways in which reserves, who have a wide-range of skills and experience in areas such as technology, finance, and training, can be used most effectively in the organisation.



### Providing Constructive Feedback

PALF, the Performance, Accountability and Learning Framework for An Garda Síochána, will play a key role in improving job satisfaction, organisational performance, and the service An Garda Síochána provides to the public.

PALF enables managers to formally evaluate the performance of their staff, set them goals, provide them with feedback, and examine what skills they need to develop.

PALF will:

- Reinforce the organisation's commitment to the development of staff by facilitating members to set out and achieve goals, receive feedback, discuss performance and development needs, and provide appropriate development opportunities
- Generate an individual and team-based approach to support District, Divisional, Regional and organisational policing plans
- Provide a tailored approach to meet the specific requirements, challenges and needs of An Garda Síochána
- Offer clear understanding of skill and competence levels across the service
- Give focus to monitoring, training, coaching and support of Garda staff
- Align with other organisational processes including recruitment, training and career development.

Following a 12 month pilot of PALF<sup>43</sup> a comprehensive review was conducted comprising focus groups, questionnaire, analysis of issues and meetings. A pilot review report was developed by an independent assessor.<sup>44</sup>

We will introduce a performance management framework to provide direction, feedback and developmental support for members.

<sup>42</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

<sup>43</sup> A PALF pilot was conducted in the Tralee District, Donnybrook District and the Garda Bureau of Fraud Investigation from January 2012 to January 2013. 381 participants were involved.

<sup>44</sup> Report on the Performance, Accountability and Learning Framework (P.A.L.F.) Pilot Project for An Garda Síochána – Dr. Gerard McMahon, Lecturer & Consultant, 2013.

## Managing our People with Care and Respect

Members and staff need to feel valued – not only by the general public, but also by colleagues, supervisors and managers in the workplace. Dignity at Work Policies for Garda members and civilian staff will be integrated into one policy.

We have introduced a number of work life balance initiatives – flexible working arrangements that go beyond statutory entitlement, such as shorter working year schemes and work sharing. We will comply with our moral and legal obligations in eliminating any workplace discrimination. We will promote a positive, equal, diverse, inclusive, fair, and just working environment. We will uphold and protect human rights for all.

Policing as a profession continues to be regarded worldwide as one of the most dangerous and stressful careers. A renewed emphasis will be placed on the psychological and physical wellbeing of our members and staff.

An occupational health and wellness strategy under the direction and guidance of the Chief Medical Officer will be developed. In conjunction with the Department of Health, we will promote physical exercise and sports with a view to becoming a healthier, fitter Garda organisation. We will ensure our pregnant, sick, injured or disabled members and staff will receive the best possible organisational support in dealing with occupational health issues.

The Garda Employee Assistance Service supports members in managing and resolving personal and work-related difficulties. This confidential and professional support referral service will be available to serving and former members of An Garda Síochána, their immediate families, students and to retired members of external police services and their families' resident in the State.

2016 will see the establishment of an Independent 24-7 Counselling Service for all members of An Garda Síochána including reserves and staff. The counselling will include a telephone and referral service which will allow for six face-to-face counselling sessions for each person. The service will provide counselling on a wide range of work and personal related issues including, but not limited to, critical incidents, trauma, financial, relationship, addiction, bereavement, stress, conflict, and health issues.

In addition, we will build our Peer Supporter network, which currently has 847 members. Peer Supporters are Garda colleagues appropriately trained to help members following a traumatic incident in the work place.

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*Policing as a profession continues to be regarded worldwide as one of the most dangerous and stressful careers.*

## Encouraging workforce engagement

Our people have great ideas for how we can improve. Regular unit briefings provide opportunities for all Garda members and staff to raise issues and bring forward ideas.

In addition to local face-to-face communications and engagement with local management, we are currently developing communications and consultation fora to provide employees with greater involvement in the future of the organisation. We will also establish an employee engagement framework to work collaboratively with all staff representative groups.

Our new Internal Communications Strategy will ensure our people know what is happening in the organisation and why. This will be particularly important as we implement the many modernisation initiatives. We will work harder to promote the great work done by employees (see Chapter 13: Communications).

### Key issues raised by Garda members and staff in internal survey:

- Low levels of morale
- The importance of maintaining community policing approach
- Need for ongoing training
- Transparency in promotion process
- Availability of resources and budget constraints
- Greater interaction from senior managers with the people they work with at all levels

## Chapter 10

# Managing and Motivating our Best Asset

### Attracting and Retaining the Best People

An Garda Síochána is determined to recruit and retain the best possible talent from a wide range of backgrounds to deliver the future of policing into the middle of the 21st Century.

The recent competition to recruit 600 Gardaí demonstrated that An Garda Síochána is a magnet employer – more than 16,500 people applied for the positions.

As well as aiming the recruitment campaign at men and women all over Ireland and the Irish Diaspora, we made a significant effort to attract people from minority communities and under-represented groups to ensure the organisation reflects the changing composition of the Irish society. A diverse and inclusive workforce provides the potential to better understand and serve our community.

As part of the recruitment drive, in addition to the media campaign, and our demonstrable efforts to contact hard to reach communities, videos were produced to highlight the diversity of An Garda Síochána in an effort to appeal to people from diverse backgrounds to consider a career as a Garda. Cumulatively, the videos were viewed on-line over 20,000 times.

By reaching out to all sectors of the community, including some hard-to-reach groups, we sought to attract the brightest and best candidates.

In addition, a separate recruitment stream was introduced for serving Garda reserve members who meet all other eligibility criteria. This positive recruitment measure demonstrates the high value we place on the significant contributions already made by our reserve Gardaí.

In order to fulfil our obligations under the Official Languages Act, fluent Irish speakers – who fulfil all other eligibility criteria – were also permitted to apply to a specialist Irish Language Stream.



Everyone who joins An Garda Síochána in future will study for a Bachelor of Arts (BA) in Applied Policing. This course, delivered in conjunction with the University of Limerick, is focused on problem-based learning with a strong focus on empathy. Then, when they leave the Garda College as probationers for on-the-job training in stations, they will learn first-hand from experienced and knowledgeable Gardaí about the practicalities of day-to-day policing.

We will broaden our senior management talent pool by recruiting dynamic highly talented senior professionals for a range of key support functions to work cohesively and energetically with the top management team.

We will also augment the wide-range of skills among our civilian professionals in data analytics, strategy and other key areas.

We will seek to retain our best people by providing them with high quality training, clear career development paths and the opportunity to gain new skills by working in specialist sections.

Employees who make a major difference to the organisation are acknowledged through a formal employee recognition programme. This will be applied consistently across the country and extend to all our people.

## Resources and Infrastructure

Our people need the appropriate resources in order to do their jobs effectively and professionally.

The addition of new 550 Gardai into the organisation with a further 600 more to come in the next year will provide our people with additional support. As will bringing in more civilian staff.

We will ensure the facilities available to our people are modernised to support their needs.

As part of the Government's Infrastructure fund, 30 stations are to be upgraded, and new Regional and Divisional headquarters will be built for Galway, Wexford and Kevin Street in the coming years. This investment programme will help provide appropriate working conditions for employees.

New vehicles have entered the Garda fleet in the last year and €46m has been committed for further investment over the next five years. We will seek investment in additional vehicles as identified by a review of transport requirements for the next five years currently under way.

Our investment in ICT will reduce the burden of paperwork to allow our people to work more efficiently. It will assist them in conducting investigations quickly, effectively and consistently to the highest standard. They'll have access to critical information while on the move so they can spend more time in the community and react quickly to emerging situations (see Chapter 12: Technology).

## A Diverse Workforce

The organisation's new Diversity and Inclusion Strategy will place a strong emphasis on creating a working environment that is open, inclusive and non discriminatory.

Our workforce must better reflect the diversity of society. We have come a long way in a relatively short period of time. Many members of our reserves come from minority communities, but much more needs to be done in this area.

We will continue to be accepting of difference to reflect the ever changing society we serve.

Diversity networks will be established in areas such as LGBT, gender, and ethnicity to allow members and staff with common experiences and perspectives to share them. The diversity networks will be an important source of feedback on the effectiveness of policies to promote equality and diversity in the workplace.

## Ensuring safe systems of work

An Garda Síochána is committed to minimising risk to the health and safety of employees, student Gardai, Garda reservists and the public affected by its activities. Our Health and Safety policy concentrates on improving health and safety performance by complying with all relevant legislation and continually improving systems.

The Health and Safety Section in Human Resources and People Development works closely with the Health and Safety Authority, the State Claims Agency, and the Environmental Protection Agency, to ensure the safety and well-being of our members and staff, as well as the customers and contract workers with whom we have made contact.

An Garda Síochána will develop shift patterns to complement the policing needs of the community and the variety of policing services we provide. Our new systems will provide up-to-date data that will guide our planning requirements and deployment levels at key times and locations.

In line with the EU Working Time Directive and in partnership with the staff associations, a new roster has been developed to better match the organisation's needs while also being family-friendly. The new roster will also allow greater flexibility for crime investigation and the work of specialist sections.

A recurring issue in recent times has been the quality and standard of uniform equipment. In the short term we will work with representative groups to ensure that this matter is examined and considered.

### Our Promise is Our Commitment

- To recruit and retain the best people from all of our diverse communities
- To induct, train, develop, and equip our people properly
- To manage our people with care and respect
- To develop careers through a vibrant talent management system
- To deliver occupational health and wellness services
- To create a culture that encourages employee engagement
- To ensure safe systems of work
- To simplify, streamline, equality and human rights-proof our HR policies
- To use technology to better manage our resources

## Chapter 10

# Managing and Motivating our Best Asset



### Simplifying and human rights proofing our HR policies

An Garda Síochána is committed to promoting equality, diversity, inclusivity and human rights in all its activities.

A new set of legal duties on public sector bodies was introduced with the enactment of the Irish Human Rights and Equality Commission Act 2014, which requires that a public body – like the case of An Garda Síochána – shall, in the performance of its functions, have regard to the need to;

- A. Eliminate discrimination
- B. Promote equality of opportunity and treatment of its staff and the persons to whom it provides services
- C. Protect the human rights of its members, staff and the persons to whom it provides services.

We are in the process of developing a comprehensive Workplace Equality, Diversity and Inclusion proofing tool to ensure our policies and practices won't just comply with the legislation, but also serve as a prime example of international best practice in our efforts to promote diversity and equality, and protect human rights.

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*An Garda Síochána is committed to promoting equality, diversity, inclusivity and human rights in all its activities.*

“ ”

*Employees in An Garda Síochána will have the right skills and resources to carry out their jobs effectively and professionally and to achieve fulfilment in the service.*

### Outcomes for the citizen, the State and the organisation

Employees in An Garda Síochána will have the right skills and resources to carry out their jobs effectively and professionally and to achieve fulfilment in the service.

A reduction in paperwork will free up more time for policing in the community and working more efficiently.

Access to enhanced technology and information will improve their ability to investigate crimes.

Welfare supports will be available to all staff.

The extensive experience and knowledge of our staff will be harnessed to improve the organisation and service provision.

Staff will feel valued and supported, and there will be a culture where policing is recognised as a profession, which will ultimately result in the delivery of a better service to the community.



## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>HR Strategy</b>	Develop and implement a HR strategy that will provide members, staff and reserves with the supports they need to help them develop their careers	An enhanced service to the public from a highly skilled and motivated workforce	Q4 2015	Ongoing
<b>Integrated HR Management System</b>	Provision of self service HR functions to Garda members. Provision of up-to-date information on available resources to HR staff	More efficient use of and enhanced deployment of resources	Q3 2016	Q1 2019
<b>Workforce Planning</b>	Introduce resource allocation system, online skills database and succession planning tools.	The right number of people with the right skills in the right places	Q3 2016	Q2 2019
<b>Learning and Development</b>	Develop a Training and Development Strategy to provide continuous professional development, mentoring and coaching to support the development and skills of all members and staff	Improved service to the public	Q3 2015	Ongoing
<b>Employee Assistance Programme</b>	Roll out a renewed Employee Assistance programme that will include 24/7 employee counselling	A more accessible and supportive employee assistance scheme	Q4 2015	Q4 2016
<b>Performance Management</b>	Introduce a performance management framework to provide direction, feedback and developmental support for members	An organisation that supports the development and learning of all staff	Q3 2016	Q4 2018
<b>Expansion of Garda reserve</b>	Expansion of the role of members of the Garda reserve	Enhanced service to the public	Q2 2015	Ongoing



## Chapter 11

# Partnerships and Collaboration

**We will work more closely with our local, national and international partners to protect and support communities.**

## Chapter 11

# Partnerships and Collaboration

### Introduction

**An Garda Síochána cannot alone solve the problems of crime, fear and public safety faced by society. It is only through committed and active collaboration between State and non-State bodies, and the community they can be fully addressed.**



Every day, we work in partnership with a range of local, national and international partners. These partnerships help to prevent and detect crime, protect our country and its people, reduce the burden on our resources, and are great learning experiences for our people.

They provide critical benefits to society such as the protection of children, reducing anti-social behaviour, tackling terrorism, and disrupting organised crime. They are pivotal to our work. Despite our strong track record in collaboration, An Garda Síochána has not always been receptive to advice and criticism from our partners and outside observers.<sup>45</sup> This has been to the detriment of the organisation and the people we serve.

An Garda Síochána will be more accepting of outside help and expertise, and leverage it as much as possible to improve the service we provide to the community.

Our partnerships will be formal and informal. They will be based on listening, learning and acting responsively.

### Working with the Community

Our strong ties to communities have been crucial in keeping them safe.

According to the Organisation for Security and Co-Operation in Europe (OSCE)<sup>46</sup>, effective police partnerships must be:

- Visible and accessible to the public
- Be known by the public
- Listen to the community's concerns
- Respond to the community's needs
- Engage and mobilise the community
- Be accountable for their activities and their outcomes.

Through a renewed focus on community policing we'll increase our presence in local neighbourhoods with dedicated Community Policing Teams (see Chapter 3: Community Engagement). This will see each Community Policing Team identify the key issues facing their area and work with local community on how best to tackle them. In addition, a Community Safety Forum will be established in every Garda District. This will see local Gardaí working with the community, local agencies and voluntary groups to find collective ways to address quality of life issues.

We will also expand the crime prevention initiatives such as TextAlert (see panel) we operate with community groups.

<sup>45</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

<sup>46</sup> OSCE, *Good Practice in Building Police-Public Partnerships*, 2008.

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## Partnerships with Statutory Agencies and Public Sector Partners

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An Garda Síochána will work with other partner agencies and organisations to address public safety and quality of life issues by:

- Having effective inter-agency protocols that clearly tell people what they can expect of our joint services
- Ensuring services and expertise are available – where possible– 24 hours a day, 365 days a year
- Fostering relationships with other agencies, internationally and locally, to provide prompt responses to emerging needs.

Joint Policing Committees (JPCs) have an important role to play in this. JPCs are local consultative bodies made up of members of the Oireachtas, the relevant local authorities and Gardaí. They review underlying factors for crime in local areas and how they can be tackled in a joined-up way that might also involve community and voluntary organisations.

The requirement for each JPC to develop annual and multi-annual strategies and report on their implementation will strengthen the working relationship between JPCs and local Garda management, while increasing local accountability. We will work with JPCs to develop strategic and tactical ways to tackle crime in particular areas.

We work with other State bodies and agencies every day. For example, partnerships between Gardaí and health and social care professionals protect some of the most vulnerable members of the community.

For instance, we work with TUSLA, other state and voluntary partner organisations, communities, and children and young people to make their lives safer and help them make a positive contribution to their community and to society.

We will continue to examine ways to develop new partnerships with State agencies to jointly deliver more efficient and effective services.

For example, the recent secondment of Garda members to the Department of Social Protection. We will explore applications to expand this initiative to others areas of the public service where our expertise can deliver benefits to both parties.

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## Criminal Justice Partners

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An Garda Síochána works closely with the Department of Justice and Equality, the Director of Public Prosecutions, the Irish Prisons Service and the Probation Service to tackle crime and reduce reoffending rates.

An example of such a programme is the Joint Agency Response to Crime (JARC) where An Garda Síochána, the Irish Prisons Service and the Probation Service work together to move repeat offenders away from crime. With 75% of property crimes committed by 25% of criminals, JARC manages prolific offenders and provides them with the opportunities to address their behaviour with the aim of protecting community safety.

Over the last five years, working with other criminal justice partners, An Garda Síochána has helped increase efficiencies in the operation of the criminal justice system. For example, we will further increase our collaboration with the Courts Service to deliver quicker timescales to charge and prosecution.

We will explore ways to expand these relationships and ensure we play a positive role in early end-to-end integration of criminal justice initiatives that include An Garda Síochána.

We will continue to work with bodies such as the Smyth Committee to ensure we meet legislative and Constitutional requirements on the rights of suspects when undergoing interview.

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## International Law Enforcement and Security Partners

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Working with colleagues in law enforcement and security agencies including the PSNI, Europol, Interpol and the FBI, An Garda Síochána has thwarted terrorist attacks, dismantled organised crime gangs, and tackled international drug dealing (see Chapter 7: National Security and Organised Crime).

An example of this was the joint operation in September 2014 between An Garda Síochána, Revenue Customs and the Irish Navy, assisted by agencies in France, the UK, and Portugal, to seize cocaine worth approximately €358m off the coast of Cork.

We will update our systems to support greater cross-collaboration with law enforcement agencies internationally to tackle criminality and terrorism (see Chapter 7: National Security and Organised Crime), and growing crimes such as cyber crime (see Chapter 8: Cyber Security and Cyber Crime).

We will play a key and proactive role in relation to national and international obligations, and tackling criminality and terrorism in all its forms.

We will play a proactive role and fully contribute to European and international institutions such as Europol and Interpol.

## Chapter 11

# Partnerships and Collaboration

## Human Rights Partners

An Garda Síochána has enjoyed a constructive partnership with our human rights and civil liberties partners through the work of the Strategic Human Rights Advisory Committee (SHRAC). The Committee members include Amnesty Ireland, the Equality Authority, the Irish Council for Civil Liberties, and the Irish Human Rights Commission.

SHRAC has significantly raised the awareness of human rights within An Garda Síochána. It is now at the core of policy development and training. A robust human rights-based policy framework has been introduced, and organisational policies and training are continually developed and reviewed to ensure the delivery of a human rights compliant policing service.

Using the expertise of our partners on SHRAC will ensure human rights principles are embedded in all our activities from training right through to operational implementation.

In doing this, we will ensure that the human rights of all people with whom we come into contact are respected, whether they are suspects, members of minority communities, or victims of crime.

This is not just about compliance with rules or regulations, but as a way to help members individually and the organisation collectively to build and maintain public trust.<sup>47</sup>

### CASE STUDY: Preventing Crime through Community Partnership

TextAlert, a joint initiative of An Garda Síochána, Muintir na Tíre, Neighbourhood Watch and the Irish Farmers Association, enables communities to set up a Group to receive alerts advising them of suspicious or criminal activity in their area.

As well as ensuring awareness among users of the service, it can also lead to them reporting suspicious activity to Gardaí.

TextAlert has over 130,000 members across more than 700 communities. Over 5 million texts have been sent to date.

Arrests and detections have been made as a result of some TextAlerts.

## Working with the Business Community

More and more joint projects with the business community are being established through direct partnerships and wider Community Fora such as the Business Watch initiatives established in many cities and towns throughout Ireland.

Such joint solutions have evolved considerably from the traditional distribution of business-focused crime prevention advice and the calling in of suspicious activity. They include:

- Co-funding, in co-operation with the Department of Justice and the Gardaí, the introduction of CCTV cameras to make city and town centres safer.
- Co-ordinating strategic security and contingency planning in co-operation with the Gardaí, Department of Justice and retail interests.
- Establishing E-Business Watch to help communication between Gardaí and businesses.
- Funding of community-focused resources such as pedal cycles, Segways and Community Vans for Community Gardaí

An Garda Síochána will continue to develop innovative partnerships with the private sector to leverage their expertise and resources to increase public safety and reduce crime.



<sup>47</sup> Dr Vicky Conway, Speech to Criminal Justice and Human Rights Conference, Dublin, 2014.



## Third-Level & Research Institutions

An Garda Síochána constantly engages with third-level institutions to examine the potential for partnerships in academic and research projects.

An example is the work done by An Garda Síochána's Computer Crime Investigation Unit and University College Dublin in developing a Masters Degree programme in Computer Forensics.

An Garda Síochána's further development of its data analytical techniques in geo-data, predictive crime mapping and socio-economic profiling creates an opportunity to partner with Universities and Centres of Excellence to leverage their skills in these areas.

One collaborative project, Feel-Secure, is aimed at providing people living, working and visiting Dublin city centre with real-time information from a range of bodies to enhance their feeling of personal safety. Partners in the project, which is seeking EU funding, include An Garda Síochána, Motorola, PwC, Dublin City Council, and Cork Institute of Technology.

We will expand our work with academia and research institutions to utilise their expertise and knowledge in a range of fields to enhance our service and to provide further training opportunities for our people.

## CASE STUDY: Tackling Anti-Social Behaviour

The Late Night League (LNL), a diversionary programme run by the FAI in conjunction with An Garda Síochána, local councils and the Department of Children & Youth Affairs, encourages at risk young people to participate in sporting activities, thus reducing anti-social behaviour involving young people in disadvantaged areas.

The LNL initiative started in 2008 in Dublin as a small initiative and has expanded organically through its own success. It is an example of how members of An Garda Síochána in the community connected with some of the marginalised youth on their terms. A decrease in excess of 50% in anti-social callouts has been experienced in the two locations where the initiative was started.

To date, the Late Night Leagues have been run in 16 counties with nearly 3,000 children and young people participating.

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*The Joint Agency Response to Crime sees An Garda Síochána, the Prisons Service and the Probation Service work together to move repeat offenders away from crime.*

## Chapter 11

# Partnerships and Collaboration

## Oversight and Regulatory Bodies

An Garda Síochána is committed to working constructively with our oversight and regulatory bodies who have an important role in not only ensuring the public trust in policing, but in helping to improve the service we deliver to the public.

### Policing Authority

The Policing Authority is an independent body overseeing the performance of An Garda Síochána. It promotes public trust and confidence in policing and helps shape policing services to meet the challenges of a modern Ireland.

The Policing Authority and An Garda Síochána share objectives. But that's not enough.

From speaking to other police services and their oversight authorities, we have identified that a relationship underpinned by trust, respect, openness and a common understanding of the respective roles of all parties creates a collaborative and productive working environment.

An Garda Síochána will work hard to build upon existing relationships to ensure a mutually productive working environment between the two organisations. Our newly introduced Corporate Services Office will ensure the requirements of the Authority and other regulatory bodies are met with speed, openness and precision.

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*An independent, effective oversight body is critical to ensuring public confidence in policing.*

### Garda Síochána Ombudsman Commission

An independent, effective oversight body is critical to ensuring public confidence in policing. The Garda Commissioner has continually stated externally and internally that GSOC has an invaluable statutory role to play in helping us to improve our service to the public.

A dedicated office within An Garda Síochána provides GSOC staff with a direct point of contact and ensures An Garda Síochána's compliance with the Commission.

This initiative has yielded positive results with approximately 90% of requests for information/ documentation from GSOC in relation to section 98 and section 95 investigations now being provided by An Garda Síochána within the agreed timeframes.<sup>48</sup> More work needs to be done in this area, but the GSOC Commissioners have publicly acknowledged that significant progress has been made in this regard.

The further development of this partnership approach will encourage the prompt sharing of information between us. Referrals to GSOC will be made not because we have to, but because we want to. Issues can be identified and joint efforts made to reduce substandard practices through training.

### Garda Inspectorate

An Garda Síochána views the Garda Inspectorate as a partner in the pursuit of policing excellence. The Inspectorate has published a number of valuable reports that have helped us improve. It has made recommendations for additional investment in systems and technology the organisation had requested.

We will continue to work constructively and collaboratively with the Garda Inspectorate to deliver a better service to the community. Our modernisation programme addresses the issues raised in the eleven Inspectorate reports.

<sup>48</sup> GSOC Operational Figures, January-September 2015 [www.gardaombudsman.ie](http://www.gardaombudsman.ie)



## Outcomes for the citizen, the State and the organisation

Collaborating with partners across different fields will reduce crime, increase community safety, and enhance national and international security.

Sharing ideas and resources delivers better results.

Partnerships help An Garda Síochána prevent and tackle crime, reduce the burden on our resources and can be great learning experiences for our staff and the organisation, leading to a culture of fearless openness and a shared understanding of the pivotal role of the security and law enforcement service represented by An Garda Síochána.

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*Collaborating with partners across different fields will reduce crime, increase community safety, and enhance national and international security.*

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>External Collaboration</b>	Enhance collaboration with key State, NGO, academic and commercial stakeholders	Enhanced services to the public to address areas of key concern	Q3 2015	Ongoing
<b>Community Policing Framework</b>	Introduce Community Policing Teams, Community Policing Fora, and expand work with statutory and non-statutory bodies to ensure the safety of communities	Safe and secure communities	Q3 2015	Ongoing
<b>Intelligence Sharing</b>	Provide our people and partners with enhanced intelligence to target terrorists and/or OCGs	Enhanced national and international security and the safety of communities	Q3 2013	Ongoing
<b>Offender Management</b>	Design and implement a revised approach to offender management including youth offenders and recidivist offenders through interagency partnerships	Reduction in re-offending and youth offender rates	Q4 2016	Q3 2017
<b>Senior Public Service Initiative (SPS)</b>	Engage with the SPS Leadership Development Strategy, which forms part of the Government approved Public Service Reform Plan	Strengthened senior leadership, through shared experiences, identifying new and innovative ways to meet the leadership challenges facing the Garda organisation.	Q4 2015	Ongoing
<b>Partnerships with 3rd Level Institutions</b>	Expand our partnerships with 3rd Level Institutions to utilise their expertise	Improved service to the public. Increased knowledge and skills among our people	Q2 2015	Ongoing



## Chapter 12

# Technology

**An Garda Síochána will be a highly connected police service using advanced technology to prevent and detect crime.**

## Chapter 12

# Technology

### Introduction

**Information is the lifeblood of any police service and so Information and Communications Technology (ICT) systems are crucial to us. Internationally, it is recognised that ICT is growing increasingly important to the delivery of policing.**<sup>49</sup>

However, the reality is that as the Garda Inspectorate found, An Garda Síochána has some ICT systems that are 20 years out of date. Many of those systems don't connect with each other. Gardaí on the beat have no hand-held devices on which to record information. Our systems don't give Garda members access to all the information they need to investigate crimes – or provides it in a disjointed way.

Budgetary constraints have severely limited An Garda Síochána's ability to invest in new technology. Numbers of support staff have reduced by one third since 1998. While more has been done with less, the end result is that we are years behind comparable police services.

In 2007, the Garda Síochána Inspectorate<sup>50</sup> pointed out that An Garda Síochána does not currently have a fully functional IT-based system to process HR transactions and maintain a database of employment records for all staff from recruitment to retirement. In 2010, the Garda Síochána Inspectorate<sup>51</sup> further recommended priority be given to the provision of a Human Resource Information System and a Rosters and Duty Management System, which would give supervisors instant information on resources available to them at any given time.

In addition, the Inspectorate found that the current Computer Aided Dispatch (CAD) system in Dublin, which enables operators to see where exactly Garda are deployed in a particular area, is outdated and should immediately be replaced. The Inspectorate also said a National CAD system incorporating GPS facilities, a Geo-Directory and Demand Profiling Software (DPS) should be developed.

Currently, the ability of Gardaí to use advanced analytics to exploit and interpret large volumes of useful data is limited.

Other police services tell us they've transformed the way their members access core systems through the development of mobile solutions, whereas the current requirement for Garda members to contact Garda Information Services Centre (GISC) and return to the station to update information wastes time.

It is imperative that the technology deployed meets the functional needs of operational policing. Members must have real-time information to aid decision-making and improve response to incidents.

Giving members real-time information on mobile devices, as well as enabling investigation teams to collect and share information digitally, will improve the effectiveness of the service provided to communities.

Our new five year technology plan comprehensively addresses these challenges. This plan has prioritised all technology projects over the next five years. Each and every technology initiative will be fully embedded in the services our members deliver to our communities.

<sup>49</sup> Victoria Police (2014) *A Vision for Victoria Police*.

<sup>50</sup> Garda Inspectorate (2007) *Policing in Ireland – Looking Forward*.

<sup>51</sup> Garda Inspectorate (2010) *Resource Allocation Report*.

It will equip our people with modern technology and support the provision of a more effective police service, while enhancing the safety of communities and our members. It will also help to significantly enhance the perception of An Garda Síochána among the public by providing more modern contact channels and addressing the findings of recent high profile reports.

The following projects have commenced and will see delivery in 2016/17 with others commencing in 2016: Investigations Management System; Property and Exhibit Management System; Enterprise Content Management system; Rosters and Duty Management system.

An Garda Síochána's new technology plan will evolve to support the demands of a modern police and security service. It will be agile and flexible, exploiting new and existing technologies to deliver value for money.

A key element will be the potential to integrate systems not only from within An Garda Síochána, but across other justice and law enforcement agencies.

An Garda Síochána will be a highly connected police service using advanced technology to help capture criminals and protect communities.

## IT Systems in An Garda Síochána

"The systems are completely out of date. It's very clear during the years of the Celtic Tiger and in the recession that the Gardaí did not get the investment in IT that a modern police force needs in order to keep up with the sophistication of current crime."

*Minister Frances Fitzgerald speaking on RTÉ radio, November 12, 2014.*



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*It is imperative that the technology deployed meets the functional needs of operational policing. Members must have real-time information to aid decision-making and improve response to incidents.*

## Chapter 12

# Technology

### A Technology-Enabled Police Service

The technology plan is policing-led and a number of key inputs have been considered in its creation.

For example, the Public Service ICT Strategy calls for a number of strategic objectives such as the adaption of digital technologies to increase productivity; the integration of services and increased data sharing between public bodies; improved ICT governance to reduce risk, and ensuring public bodies have the right ICT skills. All of these objectives were considered and form part of the technology plan of An Garda Síochána. We are also aligned with the wider objectives of the criminal justice sector.

A series of workshops with key stakeholders allowed us to fully integrate our plan with organisational requirements.

The plan acknowledges the need to maintain and support current infrastructure and services. Furthermore, it aligns with the key objectives of the Service ICT Strategy and international policing best practices. We have also considered similar modernisation programmes currently being implemented by other police services including Police Scotland and West Midlands Police.

Our international policing partners have succeeded by adopting long term strategies. This approach will be mirrored by An Garda Síochána to ensure we build the right infrastructure and extend access to centralised Garda Information Systems (GardaIS) to the fingertips of our members.

The Garda technology plan has also been reviewed by An Garda Síochána's ICT Steering Group, made up of representatives of the Department of Justice and the Department of Public Expenditure and Reform, the Government CIO and the Chair of the Policing Authority.

Over €200m will be invested in ICT initiatives over the next five years with priority given to projects with the highest community impact.

This will see a massive ICT re-vamp to ensure the service meets the needs of the community and moves it to becoming better than best in class. A tightly-integrated nationwide system is urgent and essential. Our focus will shift from maintaining ageing and inadequate systems to providing innovative solutions.

The outcome is a five-year ICT plan with three key elements:

#### 1. Enhanced Capabilities

We must enhance capabilities and new functionality to allow members and staff of An Garda Síochána to perform their duties effectively. An Garda Síochána will stay in line with policing technology trends and developments worldwide and where possible lead the field.

#### 2. Service Delivery

We must deliver the highest levels of ICT service to the organisation with the resources available. This includes management of all hardware and software, as well as providing support for over 100 information systems, 9,000 devices and 15,000 end users across 570 locations, and maintaining compliance with best practices for security and levels of service.

#### 3. Efficiency

We must ensure ICT delivers maximum value and cost efficiency to the organisation now and in future years. Automating and streamlining ICT services and processes through the use of the most efficient practices and tools to reduce running costs will allow greater focus on new initiatives and high value add projects.

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*Over €200m will be invested in ICT initiatives over the next five years with priority given to projects with the highest community impact.*

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*CCTV will be used in new ways using technologies such as Face in the Crowd and Shape in the Crowd biometrics to identify key targets and enhance community safety.*

## Community Safety

The integration of a new Computer Aided Dispatch (CAD) System and new Contact Management System will ensure we efficiently handle requests for service from the public to reduce response times for emergency incidents. Using mobile technology, the information given on a particular incident to a call-taker will also be available to the Gardai responding to the call, so they're equipped to deal with whatever they have to confront.

We'll expand our Advanced Policing Analytics, which includes tools such as crime mapping, crime hotspot mapping, and predictive policing, to identify key criminals and where they operate. This information will lead to additional preventive measures in communities.

CCTV will be used in new ways using technologies such as Face in the Crowd and Shape in the Crowd biometrics to identify key targets and enhance community safety.

More vehicles will be equipped with Automatic Number Plate Recognition (ANPR) technology, and have the capability to receive and transmit data over 3G, so they can quickly track criminals using the road network and road traffic offenders (see Chapter 6: Roads Policing).

## Investigations

The Investigations Management System will standardise and digitise management of investigations. It comprises a number of interlinking systems introduced in areas such as Garda information, role allocation, and exhibits management to enhance serious crime investigation. This will give investigators a single view of different sources of data.

The Investigations Management System will allow investigation rooms to manage and coordinate investigations. It will also allow access and sharing of information so investigation rooms don't work in isolation.

Investigators will be able to electronically allocate roles within an investigation and each user will be able to track and manage their own investigative tasks online. It will, in effect, create an electronic incident room replacing the current paper-based "jobs book" approach.

The Property and Exhibits Management system will give investigators a single view of all property and exhibits in Garda custody relating to their investigation. It will also enable the recording, tracking and safe custody of such items.

It will cut time spent processing exhibits, improve accountability in the holding of exhibits, and provide a standard for how all exhibits and property are stored and maintained.

The Enterprise Content Management system will allow investigators to search for and access all Garda content relevant to their case such as documents, photos, CCTV, videos and audio. This material can be sent electronically internally and externally to the other criminal justice partners such as Director of Public Prosecutions. This will replace the current time-consuming paper-based system.

Having the facility to centrally store CCTV and audio files will enable the deployment of advanced CCTV technology to automatically analyse CCTV and make greater use of the vast amounts of information available through CCTV for the relevant areas. This will include expansion of the Automated Number Plate Recognition (ANPR) technology and its integration into the centralised storage system to allow for wider access and analysis.

Investigators will be able to view a full history of the events in an investigation electronically rather than relying on paper files. They will also be able to track the tasks completed as part of the investigation. The end result? A standard and consistent approach for the conduct of investigations.

## Chapter 12

# Technology



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*We'll equip our people with the information and tools to make faster, more informed decisions.*

### Supporting our People

We'll equip our people with the information and tools to make faster, more informed decisions.

A Human Resource Management System and a Rosters and Duty Management System will give supervisors instant information on the resources available to them at any given time.

In addition, the new Computer Aided Dispatch (CAD) system, a key component in the overall Control Room Strategy, will enable operators to see where exactly individual Gardaí and mobile units are deployed in a particular area. These features will provide vital management information to the Control Room, permitting more efficient deployment of resources.

Integrated systems are a key tenet of the Control Room Strategy, a modern CAD system that integrates with our Human Resource Management System and Resource Allocation Deployment System to deliver efficiencies in operational policing and back-office administration functions by cutting away labour-intensive manual processes.

Mobile policing solutions will free Gardaí from time-consuming paperwork in the station and help them to spend more time preventing and tackling crime in the field.

Key information will be accessed from and entered into the integrated systems from the beat, patrol or scene of an incident using a mobile device or devices, such as smartphones, tablets and laptops.

Data from core applications such as PULSE or Investigations Management, will be available to members through a suite of mobile applications. Additional functionality such as the ability to upload information in real time to Garda systems will further empower investigators. Gardaí with access to up-to-date information at their finger-tips while on patrol will be able to quickly react to incidents and focus on preventative activities, such as patrolling crime 'hotspots'.

Garda Information Systems such as PULSE will be modernised to ensure members have quick access to timely and accurate information.

Effective data quality processes and procedures will generate accurate crime statistics and information.

A Learning Management system will enable employees to train on a range of topics at their desks.

Key technology and systems including policing databases and email will be distributed widely across the organisation, including locations which have faced connectivity challenges to date.



## The Connected Garda

From the minute the Garda signs on at the beginning of their shift to the Garda Information System they will be connected to a wealth of real-time data and information.

The system will tell them what their duties are for the day, the key areas for patrolling, and the crime patterns in their area.

This information will be available on their mobile device when they leave the station. Throughout their shift they will get real-time updates on reported crimes in their area and whether they need to change their patrolling pattern to prevent further crimes.

The Garda will be able to view details on key targets, their patterns of criminal behaviour, and warrants outstanding, as well as vehicle registration details.

Before they deal with an incident, the Garda will know if the individual or group involved has a previous history of violence.

As they are permanently connected, supervisors will know exactly where the Garda is, in case they require additional support to deal with an emergency situation.

Throughout their shift, the Garda will be able to update information on the system and file reports either by contacting GISC or through their mobile device so they no longer have to devote so much time at the end of their shift filling paper forms, which will increase the time they spend among the community.



## National Security

To contribute to the mitigation of threats posed by international terrorism, new systems will be used to ensure greater collaboration and sharing of information with security and law enforcement agencies. An example of this is our integration with the Schengen Information System, a European wide database of European Arrest Warrants (see Chapter 7: National Security and Organised Crime).

A custom-built Intelligence Management System will securely capture and disseminate intelligence throughout the organisation.

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*Gardai will be able to view details on key targets, their patterns of criminal behaviour, and warrants outstanding, as well as vehicle registration details.*

## Chapter 12

# Technology

### Information Sharing with Partners

An Garda Síochána already shares services with State agencies and Government departments. For example, An Garda Síochána currently manages all 999 emergency calls through a shared service solution for itself and the Health Service Executive. This has reduced capital and running costs for each organisation. Further participation in government-shared services initiatives will be examined on a case-by-case basis.

Where possible, we'll further integrate our systems with those of the Courts Service and Irish Prison Service to add to the information available to our members to make decisions in real time. We'll also exchange data with other law enforcement agencies such as the PSNI.

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*Gardaí with access to up-to-date information at their fingertips during patrols will be able to react more quickly to incidents and reduce investigation times.*

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*A policing future enhanced by technology will free members of An Garda Síochána from time-consuming processes and unwieldy information systems, so they spend more time focused on operational policing.*

### Outcomes for the citizen, the State and the organisation

Robust ICT services will help An Garda Síochána provide a prompt and professional service to our communities. It will enable Community CCTV capabilities to be expanded and extended to isolated communities. We will have improved response times for emergency calls and enhance the level of service provided to our customers. We will be able to deliver more professional and quicker investigations with better outcomes.

Gardaí with access to up-to-date information at their fingertips during patrols will be able to react more quickly to incidents and reduce investigation times. Useful crime prevention advice will be provided to the public directly to their smartphones.

A policing future enhanced by technology will free members of An Garda Síochána from time-consuming processes and unwieldy information systems, so they spend more time focused on operational policing.

Corporate functions, such as Human Resources, will provide better and more efficient support to operational policing by making data speedily available.

Investment in new integrated ICT systems will facilitate an organisation-wide view of information across An Garda Síochána.

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Control Room Strategy</b>	Create and implement a strategy for centralised contact centres to handle all requests for service from the public	Improved response capability and service provision to the public	Q3 2015	Ongoing
<b>Investigation Management</b>	Develop a system to enable the electronic management and tracking of all investigation tasks and processes	Professional and timely investigation of all crimes	Q3 2015	Q4 2017
<b>Enterprise Content Management System</b>	Improve storage and access to all documents and data including video, audio and images relating to investigations	More efficient investigation process from crime scene to court	Q3 2015	Q4 2016
<b>Operations Tools and Infrastructure</b>	Implement enhanced tools and technology to support national security requirements	A modern, equipped organisation ensuring the security and protection of the State	Q3 2016	Q4 2019
<b>Garda Mobility</b>	Ensure Garda members have remote access to information and technology	Improved service delivery and higher Garda visibility in communities	Q4 2016	Q1 2017
<b>Garda Information Systems Modernisation</b>	Technology platforms including PULSE will be modernised to provide relevant information to the right people	Garda members will have better access to the latest, most accurate information across core policing systems	Q4 2016	Ongoing



## Chapter 13

# Communicating Better on All Fronts

**We will promote  
policing excellence  
and our changing culture  
through a wide variety of  
communications channels.**

## Chapter 13

# Communicating Better on All Fronts

### Introduction

**This chapter comes at the end of our Programme Document for a simple reason. Good communications will be critical to the achievement of every one of the objectives outlined. Communications plays a key role in building or dismantling trust, just as it plays a key role in building or dismantling a corporate reputation and an organisational culture.**



Public support and trust is vital to An Garda Síochána. This support and trust has been built-up over generations through the interactions our members have with people and communities every day. Telling the public via the media about how we prevent and tackle crime has also been of critical importance.

An Garda Síochána is one of the most trusted institutions in the State, despite recent controversies. Approximately 85% of people trust An Garda Síochána.<sup>52</sup>

Because of huge public interest in the work of An Garda Síochána, all strands of mainstream media wish to cover it and, when merited, do so in a positive way.

However, the media can do this only if they are told about it. Quickly. And with the correct information.

Missed opportunities to provide the required information not only impact on our reputation with the public, but also on our people. A common complaint from our staff survey was that the public are not being told of the good work being done across the organisation.<sup>53</sup>

Our people also felt this good work isn't being recognised by the organisation. And they believe they are not being kept informed about developments within An Garda Síochána.<sup>54</sup>

This requires An Garda Síochána to make a major shift in structure and practice when it comes to communication. Communications must be seen as central to activities, not peripheral.

An Garda Síochána has committed to being more open and transparent. And we need the trust of the public, our own people and our stakeholders in order to operate effectively. We have great stories to tell about the work our people are doing every day across the country to keep communities safe. The public want to hear those stories. We need to start telling them more often and in a clear, consistent, engaging and timely way.<sup>55</sup>

### Communications Strategy

In order to develop a new communications strategy, we undertook a review of the external and internal communication challenges facing An Garda Síochána.<sup>56</sup>

This found we have to do more to openly demonstrate how we are changing for the benefits of citizens and the State; work harder to connect with different communities using a wider range of channels; provide accurate and engaging information quicker, and ensure we regularly provide our employees with interesting, engaging and useful information.

<sup>52</sup> An Garda Síochána Public Attitude Survey, Q4 2015. IPSOS MRBI Veracity Index, Q1 2015.

<sup>53</sup> An Garda Síochána Staff Survey 2014.

<sup>54</sup> Ibid.

<sup>55</sup> Davis E.F, Alves, A.A, Sklansky, D.A., (2014) 'Social Media and Police Leadership: Lessons from Boston', Harvard's Executive Sessions.

<sup>56</sup> Major Cities Chiefs Association (2010) *Key Leadership Strategies to Enhance Communication*.



The objective of the communications strategy is to improve trust in An Garda Síochána by communicating directly and indirectly with the public and other stakeholders about how the organisation is changing for the better, while remaining committed to day-to-day policing and national security.

The new communications strategy for An Garda Síochána commits to promoting policing excellence and our changing culture through a wide variety of communications channels in a co-ordinated and consistent way to demonstrate our on-going commitment to protecting and supporting communities and the State.

This will be underpinned by core communication principles of openness and honesty; professionalism, accuracy; engagement; being informative; responsiveness, and being legally sound.

To ensure the credibility of the strategy, it is important we demonstrate change is happening. We also need to be seen to be driving this change rather than it being forced upon us. This will require the organisation to “open up” more to media, stakeholders and key influencers.

An Garda Síochána need to ensure all communications adhere to the organisation’s key messages around commitment to protecting and supporting communities; putting victims first; being a modern and professional police service; and our commitment to openness and accountability.

These communications should be primarily designed to appeal to and reassure the general public, but we also need to target specific communications at groups where trust needs to be considerably improved.

A consistent, professional approach to how we communicate and what we communicate will help build our reputation as a world-class police service.

## Office of Corporate Communications

In order to assess the scale and detail of the change required in how we approach communications, we examined models used by police services in Northern Ireland, New South Wales, Queensland, Greater Manchester and London, while taking into account the unique exigencies placed on us by our twin functions of law enforcement and national security.

In these police services communication activity – external, internal, press relations, social media, video, public awareness – is centralised under one office.

Currently, a number of units within An Garda Síochána provide information to key stakeholders such as the public, the media, and key influencers. The result is a lack of consistency that is inefficient and constitutes a risk to the organisation.

Under the direction of the Director of Communications, the Office of Corporate Communications is in the process of being established to help address this. The Office will compromise units including:

- Internal Communications
- Communications with the Public
- Media Relations
- Stakeholder Information

Each unit will have its own remit, while working in tandem and with common strategy and oversight. Each unit will identify the needs of those it serves, together with preferred platforms for communications and what it needs to communicate. Each will contribute to public service and the reputation of the organisation either internally or externally.

The Office of Corporate Communications will also continue to provide training throughout the organisation on key areas such as social media, interviewee skills and media liaison.

As noted by the Garda Inspectorate<sup>57</sup>, the Office of Corporate Communications has to rely on outdated equipment and systems, and requires a broader range of skilled people to be fully effective. To address this, there will be investment in modern systems in areas such as media monitoring and content creation, and the required skills and resources to provide compelling information across a range of traditional and digital media.

<sup>57</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

## Chapter 13

# Communicating Better on All Fronts

### Internal Communications

Given the scale of the modernisation programme being undertaken, it is absolutely critical staff are regularly updated on what this means for them and the organisation.<sup>58</sup>

Based on feedback from members, staff and reserves through mechanisms like the recently established Communications Advisory Council, an Internal Communications Strategy will be developed to ensure all employees are kept informed of relevant information in a timely and engaging way.

One of the key principles of the Strategy will be that face-to-face communication is highly productive.

There will be more briefings and meetings between members and staff and those to whom they report to (see Chapter 10: Managing and Motivating Our Best Asset). In addition, senior officers and managers will more frequently visit stations to not only inform people about what is happening in the organisation and why, but to hear their views (see Chapter 1: Culture).

It is important that everyone who works for the service has a knowledge of, and takes pride in, areas of operation outside their area of work. We are one organisation, not a loosely-linked chain of different organisations. Every single member and staff member in An Garda Síochána is an ambassador for the whole of the service, and that must be based on an understanding of all of the pieces of our organisational jigsaw.

Awareness of our renewed culture will be enhanced by keeping our people informed of the wide variety of important work taking place across the organisation. For example, through a weekly e-mail update on the events of the week and a revamped Garda Portal with videos from members and staff explaining the work undertaken in their area.

It is also critical that communication facilitates a two-way flow of information. We will put in place an electronic system to allow suggestions to be made on how the organisation can be improved.

We will also introduce standards in written and spoken communications through a formal Style Guide. This will ensure consistency and clarity in our communications in every letter, report, press statement, speech, tweet and public communication.

In conjunction with this, guidelines will be established on how the Garda crest, flag and signage can be used so as to best reflect our professionalism and values. As has been done in other police services, a brand image and values statement will be developed. Every aspect of our branding will be in line with these guidelines, just as our communications will adhere to our Style Guide.

<sup>58</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

<sup>59</sup> Davis E.F., Alves, A.A., Sklansky, D.A., (2014) *Social Media and Police Leadership: Lessons from Boston*.

<sup>60</sup> Garda Press Office figures, February 2016.

### Communications with the Public

Each member of the public who meets a Garda who listens, cares and responds in the right way goes away with an improved perception of the service as a whole. Our members personify the service.

It is vital that such interactions whether in conversation, letter or through social media is respectful and responds to peoples' concerns.

One of the things we want to do in the coming years is catch ourselves doing something right: observe and capture great communication happening on the ground and share it across the entire organisation. We will develop methods to do just that.

For An Garda Síochána, social media is another highly effective channel of community engagement.<sup>59</sup> Our significant social media presence – the largest in the public sector – has been built on a high level of engagement between ourselves and the public.<sup>60</sup> For instance, feedback from the public led to the introduction of a nationwide operation targeting drivers not using their lights during winter mornings and evenings.

We will expand our social media presence at a local level so as to provide more opportunities to get such feedback from the public.





We will revamp our website so that interesting and useful information is easily accessible.

We will produce more of our own video content to highlight crime prevention and safety messages, and will introduce additional ways of communicating with the public through blogs and Apps. We will work with private sector and academic partners to find new and interesting ways to engage with the public.

We will run more information campaigns to provide the public with key crime prevention. Crime trend analysis will be used to ensure we are targeting the right messages at the right people in the most effective ways.

When it comes to engaging directly with the public, An Garda Síochána has a considerable tradition of serving schools, adult education institutions, community groups and universities. Formal individual programmes will ensure all primary and secondary schools receive visits from their local Gardai at regular intervals and that student groups are welcomed in Garda stations on educational trips.

The same approach will be taken to community and adult education groups so they are well informed about necessary crime prevention advice. Local and national events such as Garda Station Open Days and the Bloom Festival have proven to be great opportunities to inform people and communities about the work we do and meet units such as the Mounted Unit and the Garda Band. The number of these events will be expanded.

We will promote the revamped Garda Museum, which is due to open in Dublin Castle in 2016. This interactive exhibition will showcase the contribution the organisation has made to society over the generations.




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## Media Relations

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The Garda Press Office is one of the busiest press offices in the country. It handles a large volume of calls and e-mails from 7am to 11pm seven days a week. Staffed by members of the service and civilian staff, it provides a professional service to media. However, the organisation has tended to be reactive, rather than proactive, when it comes to dealing with the media.

The challenge for An Garda Síochána is to keep pace with the media, meeting their evolving needs, while never losing sight of the fact that they are a conduit to the individual citizens and the communities we serve.

To address this, the organisation must ensure the Press Office has correct information as early as possible so that depending on operational and legal constraints it can be quickly provided to the media. This requires the Press Office having early involvement in operational and crisis/difficult situations.<sup>61</sup>

The Press Office will introduce an annual PR plan setting out the key proactive communications activities to be undertaken to promote key messages and key functions of the organisation.

A significant deficit in recent years has been the lack of informed, confident and authoritative Garda analysts on current affairs radio and television programmes.

This has had a number of negative outcomes, starting with the perception on the part of media that An Garda Síochána is either a closed, secretive organisation or lacks the competence to fulfil such a role. It permits negative views of the service to achieve acceptance.

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<sup>61</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

## Chapter 13

# Communicating Better on All Fronts

A panel of expert spokespeople will be fully briefed and trained on delivering effectively through media. This training programme has begun.

Placing spokespeople on TV/Radio programming, when appropriate, will demonstrate wide-ranging expertise and a willingness to answer difficult questions in public. We have put in place a list of Gardaí fluent in Irish to provide comment to Irish language media.

Because of their strong links to the communities they cover, local media are incredibly important to An Garda Síochána. While there is generally good interaction between members and local media, there is a lack of standard practice and guidance.

The Local Media Strategy will provide members with a common approach for working with local media to help them provide a regular flow of interesting information and advice to their communities in line with the Communications Strategy.

It will also see dedicated personnel in each of the regions responsible for co-ordinating local media activity and providing greater access to Garda spokespeople.<sup>62</sup>

## Stakeholder Information

In common with other public service bodies, An Garda Síochána receives a large volume of requests for information from a range of statutory bodies such as Parliamentary Questions, Oireachtas Committees, Government Departments, and the Policing Authority.

The Office of Corporate Communications will work with Corporate Services to ensure that An Garda Síochána provides professional, timely and informative responsive to such requests in a consistent way. The same will be the case for appearances by senior officers and management in front of bodies such as Oireachtas Committees and the Policing Authority.

Based on feedback from stakeholders including the public and media, the Director of Communications will regularly advise senior officers and managers on key issues facing the organisation and how they can be addressed.

To increase openness and transparency, we will – subject to legal and operational constraints, – proactively publish the significant amounts of data we have on our activities that may be of public interest.

## Outcomes for the citizen, the State and the organisation

The public will have a better understanding of what we do and how it benefits them individually and collectively. Actively demonstrating our professionalism and dedication to duty will improve public trust and support.<sup>63</sup> This, in turn, will make us more effective and further enhance trust.<sup>64</sup>

Providing prevention advice on key crimes across a range of channels will help reduce crime rates and reassure the public. It will also enable us to reach and influence demographic groups such as young people that often avoid direct contact with the police.<sup>65</sup>

State and statutory bodies will be better informed about the work of An Garda Síochána. This will help them when making important decisions on the future of policing in this country.

Our people will be better informed about what's happening in the organisation and why. They should hear this news first from senior management and not through the media. The work they do will be better recognised internally and externally.



<sup>62</sup> Garda Inspectorate (2015) *Changing Policing in Ireland*.

<sup>63</sup> Mawby, R., (2010) 'Police corporate communications, crime reporting and the shaping of news', *Policing & Society*, Vol 20, No 1.

<sup>64</sup> Rix, A., Faye, J., Maguire, M., (2009) *Improving public confidence in the police: a review of the evidence*, UK Home Office.

<sup>65</sup> Metropolitan Police Service (2012) *Strategic Review into the Disorder of August 2011*.

## Key Programme Initiatives

Initiative	Action	Outcomes	Start Date	Estimated Completion Date
<b>Expansion of Communication Channels</b>	Increase the use of social media channels and revamp of www.garda.ie	An informed public and increased trust in, and engagement with, An Garda Síochána	Q2 2015	Ongoing
<b>Media Training Programme</b>	Provision of training to relevant officers and managers on how to conduct media	Increased public confidence in An Garda Síochána	Q3 2015	Ongoing
<b>Internal Communications</b>	Develop and implement an internal communications strategy to ensure our people are kept regularly informed about developments in the organisation in a timely way	Greater openness, transparency and trust between Garda personnel	Q4 2015	Ongoing
<b>Garda Portal and Collaboration Tools</b>	Upgrade existing Portal and introduce new collaboration tools to provide members and staff with ease of access to knowledge and information	An informed and educated professional workforce	Q1 2017	Q4 2019
<b>Local Media Strategy</b>	Implement a common approach for working with local media so as to provide them with a regular flow of information	An informed public and increased trust in, and engagement with, An Garda Síochána	Q3 2016	Ongoing
<b>Public Information Campaigns</b>	Conduct targeted public information campaigns to educate the public on key crime prevention advice	Enhanced community safety	Q3 2015	Ongoing
<b>Stakeholder Information</b>	Collaboration between Office of Corporate Communications and Corporate Services to provide accurate and timely information to key stakeholders	Key stakeholders better informed about the work done by An Garda Síochána	Q1 2016	Ongoing



## Chapter 14

# Conclusion

**Our five-year programme is focused on delivering modernisation, professionalisation and cultural renewal resulting in tangible benefits for the community, our people and the State.**

## Chapter 14

# Conclusion

For communities, their safety will be enhanced through greater visibility of Gardaí, by policing being focused primarily on preventing crime in the first instance, by ensuring that when crime does occur that it is thoroughly and professionally investigated, and by using advanced technology and data to target and disrupt criminal and terrorist activity. We will build on our already close relationship with communities to ensure we meet their needs and concerns.

For our more than 16,000 dedicated and committed Garda members, staff and reserves, they will be given the tools, resources and supports they have told us they need to do their jobs effectively.

For the State, it will have a highly trusted and effective police and security service that ensures Ireland is a safe place to live, work and visit.

Central to the success of the programme will be the support of all members, staff and reserves in An Garda Síochána. We will take every opportunity to ensure everyone understands what is happening and why, and their individual and collective roles in ensuring goals are achieved.

This is an extensive programme to be delivered over the next five years. Some initiatives can be implemented in the short to medium term, while others will require a number of years to implement fully. Due to the scale of the programme, a phased planning approach is essential to take account of the capacity of the organisation to absorb change.

We will measure and evaluate the success of each initiative through engagement with the public and stakeholders, and detailed benefit analysis. If plans need to be changed or adjusted based on this feedback then they will be.

Transformation in An Garda Síochána has begun. Funding for significant investment programmes over the next five years in ICT, fleet, and station upgrades has been secured. A wide-range of initiatives are already underway and communities are already seeing the benefits of some of these.

An Garda Síochána is fully committed to embarking on this major journey of renewal. It will be challenging at times and will not be a quick process, however, it will make a real change for the better in the way An Garda Síochána serves communities every day.





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