



GARDA
INSPECTORATE
PROMOTING EXCELLENCE & ACCOUNTABILITY

Report of the Garda
Síochána Inspectorate

SENIOR
MANAGEMENT
STRUCTURE

OCTOBER
06

GARDA SÍOCHÁNA SENIOR MANAGEMENT STRUCTURE

The Garda Síochána Inspectorate feels strongly that reform in the Garda Síochána will only be effective if built on a strong foundation. The existing Garda organisational structure is outdated and does not conform to best international practice. This report makes recommendations for its reform acknowledging that the Garda Commissioner has advocated reform and supports the recommendations being put forward.

This report addresses two serious issues that will be described in detail below. They are:

- **Lack of experienced civilian managers in key, senior positions in the Garda Síochána; and**
- **The potential risk of disproportionate emphasis being placed on Headquarters and specialised units to the detriment of uniformed field operations.**

The appendices to this report should be referenced when considering the findings and recommendations in the main text. The Chart at Appendix A is the current senior management structure of the Garda Síochána as it appears on its web site. It should be considered in the context of the two issues previously mentioned. It is important to clearly understand the weaknesses in the existing structure before contemplating the recommended reforms. The Chart at Appendix B is a proposed new structure that will provide a sound foundation for additional reforms and bring the Garda structure into alignment with best international policing practices. The text at Appendix C describes the proposed new structure.

Lack of Experienced Civilian Managers in Senior Positions

Currently, the senior command staff of the Garda Síochána includes the Commissioner, two Deputy Commissioners, twelve Assistant Commissioners and the Director of Finance. Other than the civilian

Director of Finance, all of them are capable, experienced and committed police officers who have risen through the sworn ranks. While they all have substantial management experience, the Garda Síochána would benefit from having more civilian expertise at this level in such areas as Human Resource Management and Information Technology.

While other civilian managers have been hired to support various functions such as Human Resources and ICT, they are disproportionately few in number and typically report to uniformed Assistant Commissioners or Chief Superintendents. A structure of this nature was the norm in policing twenty years ago, but it certainly is not today. Most large police organisations in Europe, North America, Australia, New Zealand and elsewhere have moved decisively in the direction of civilianising senior management positions not requiring sworn police personnel. Not only does this trend free up police leaders to more appropriately focus on law enforcement and other public safety strategies, but it dramatically enhances management of the police service by placing civilian subject matter experts in leadership positions for which they are better skilled.

The Inspectorate acknowledges that the Commissioner values the contribution of civilian managers hired to date and would welcome open recruitment of more civilian specialists to command levels in the organisation. The current budget of the Garda Síochána is approximately €1.3 Billion. At this time, there are approximately

12,500 sworn members and 1,300 non-Garda personnel employed by the organisation. Certainly, a private corporation of this size would employ a highly specialised management team. So too should the Garda Síochána.

Proposed New Senior Management Structure

The Chart at Appendix B, which depicts the Inspectorate's recommended changes, includes two Deputy Commissioner positions and a new senior civilian manager at that level.

One Deputy Commissioner position is responsible for Strategic Change Management. This sworn position, recently created by Government as a temporary post, should be retained permanently. There should always be a member of senior management focused on future initiatives that will enhance the organisation's performance.

The second Deputy Commissioner position, the existing post of Deputy Commissioner, Operations, will oversee field and investigative operations, as is currently the case.

The third position at this level involves a redefinition of the existing post of Deputy Commissioner, Strategic and Resource Management. A senior-level civilian manager should be recruited immediately to work through a transition period with the serving Deputy Commissioner. At the time of that Deputy's retirement, the new civilian manager would assume the title of Chief Administrative Officer, Resource Management.

The person envisaged by the Inspectorate for this position would be a civilian possessing the broad experience and skills commensurate with a private-sector, corporate Chief Operating Officer. The Chief Administrative Officer would oversee all administrative and technology systems. Reporting to the Chief Administrative Officer would be the serving Director of Finance and three new executive civilian managers, i.e. Legal Advisor, Director of Human Resource Management and Director of ICT. The Chief Administrative Officer would also have responsibility for forensic support, accommodation and fleet management.

While an organisational shift of this nature may seem radical in respect to the current structure of the Garda Síochána, it is necessary in order to bring the Garda structure into line with common practice in modern police services.

The Inspectorate, with the strong support of the Commissioner, has identified civilianisation of the Garda Síochána as a priority for further study, benchmarking and recommendation. A comprehensive report addressing civilianisation at all levels of the organisation will follow. The Inspectorate considers the recommendation in this report, however, as more urgent in nature. A cadre of executive civilian managers reporting to a civilian Chief Administrative Officer will not only bring the Garda Síochána in line with best international practice, but will bring expertise to the organisation that will dramatically impact its future effectiveness and efficiency.

The Commissioner currently has the benefit of counsel from an expert civilian advisory group chaired by Senator Maurice Hayes. The Inspectorate sees this as an important asset to the Garda Síochána and encourages on-going external input of this nature. The further development of this valuable concept, especially during the current period of significant organisational change, merits further consideration.

Risk of Emphasis on HQ and Specialised Units

In recent years, new policing challenges have emerged in Ireland. In response to these changes, the Garda Síochána has developed several creative and effective responses. CAB, for instance, is an internationally recognised best-practice model for addressing the proceeds of crime.

The development of many centralised and specialised units was necessary and the Garda Síochána should be commended for their prompt responses and successes in several areas. There is a strong sense, however, particularly amongst uniformed field commanders, that the pendulum is in danger of moving too far in the direction of specialisation, to the detriment of core policing operations. Commanders assigned to Divisions and Districts in the six Regions are clearly under

great pressure to field more visible patrols, in part because some of their best people are regularly transferred from their contingents to support centralised and specialised units. Both the Inspectorate and the Commissioner are very conscious of the heavy responsibilities carried by field commanders, up to and including the Regional Assistant Commissioners, in providing essential policing services to the Irish people. We will continue to work with the Commissioner and Garda management on strategies to enhance resources available for deployment on routine beats and patrols. The imminent assignment of newly-attested Gardaí will afford opportunity to begin to respond to strong internal and external demands for greater and more effective uniformed police visibility.

It is internationally recognised that the uniformed branch of any police service is the lifeblood of the organisation. The chart at Appendix A, the current organisational structure, presents a picture that, in our view, fails to reflect this principle. The six Regional Assistant Commissioners responsible for the core function of day-to-day field operations are placed on the far right of the organisational chart. While a graphic depiction may not entirely represent reality, in this instance it certainly supports the emerging perception that routine field operations are not given the appropriate priority in the Garda Síochána.

It prompts the question, “Could a culture of excessive specialisation and centralisation be emerging in the Garda Síochána?” The Inspectorate has spoken to many members of various ranks who feel strongly that this is the case. It is particularly troubling to hear young Gardaí speak of assignments to specialised units as “the only way to get ahead,” even if the perception may not be absolutely correct.

In fairness, it is important to note that the competition for resources between uniform field operations and specialised support units is very

common in police services internationally. Young officers, in particular, often aspire to join “elite” specialised units. Managers and supervisors must pay close attention to this potentially damaging phenomenon. Without dashing the aspirations and spirit of those under their commands, they must promote strategies that emphasise the importance of uniformed field operations and deliver fulfilling career paths that reward police officers who remain committed to uniformed police services.

The Inspectorate recommends an immediate step that will appropriately acknowledge the importance of uniformed field operations in the Garda Síochána. Accordingly, the six Regional Assistant Commissioners are depicted at the heart of the organisational chart at Appendix B. All support units and services are shown surrounding the Regional Assistant Commissioners, properly acknowledging the critical importance of field operations.

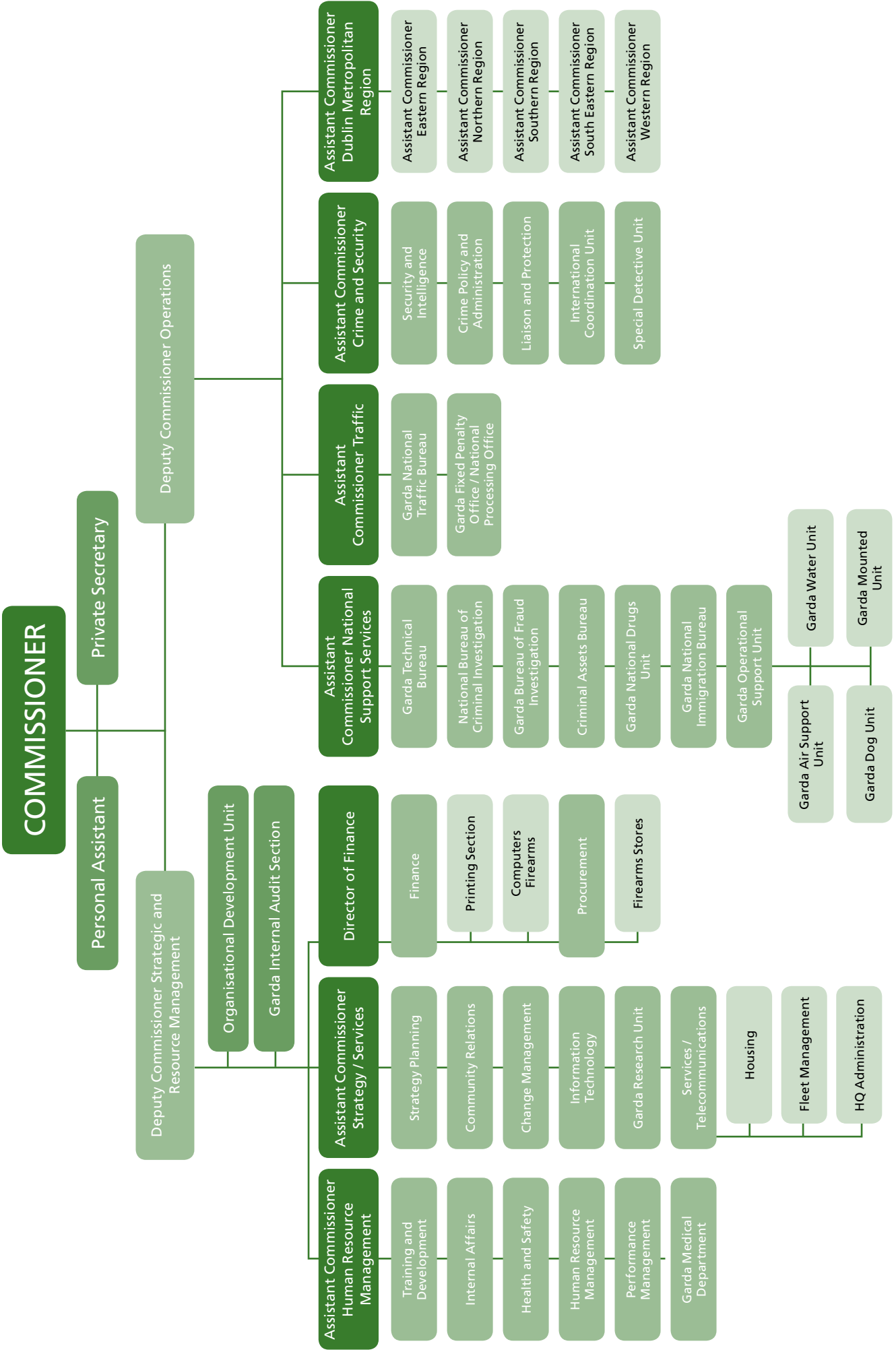
In addition to delivering a strong message in support of basic policing by updating the organisational chart, the Commissioner must be supported in his wish to ensure that the Regional Assistant Commissioners are appropriately resourced with operational, financial, HR and analytical support to accomplish their missions.

Conclusion

The Garda Inspectorate is currently engaged in a thorough operational and administrative review of the Garda Síochána and will issue a comprehensive report of findings. That report will contain several additional recommendations for reform. The suggested restructuring herein is intended to provide the immediate and necessary platform to support further change.

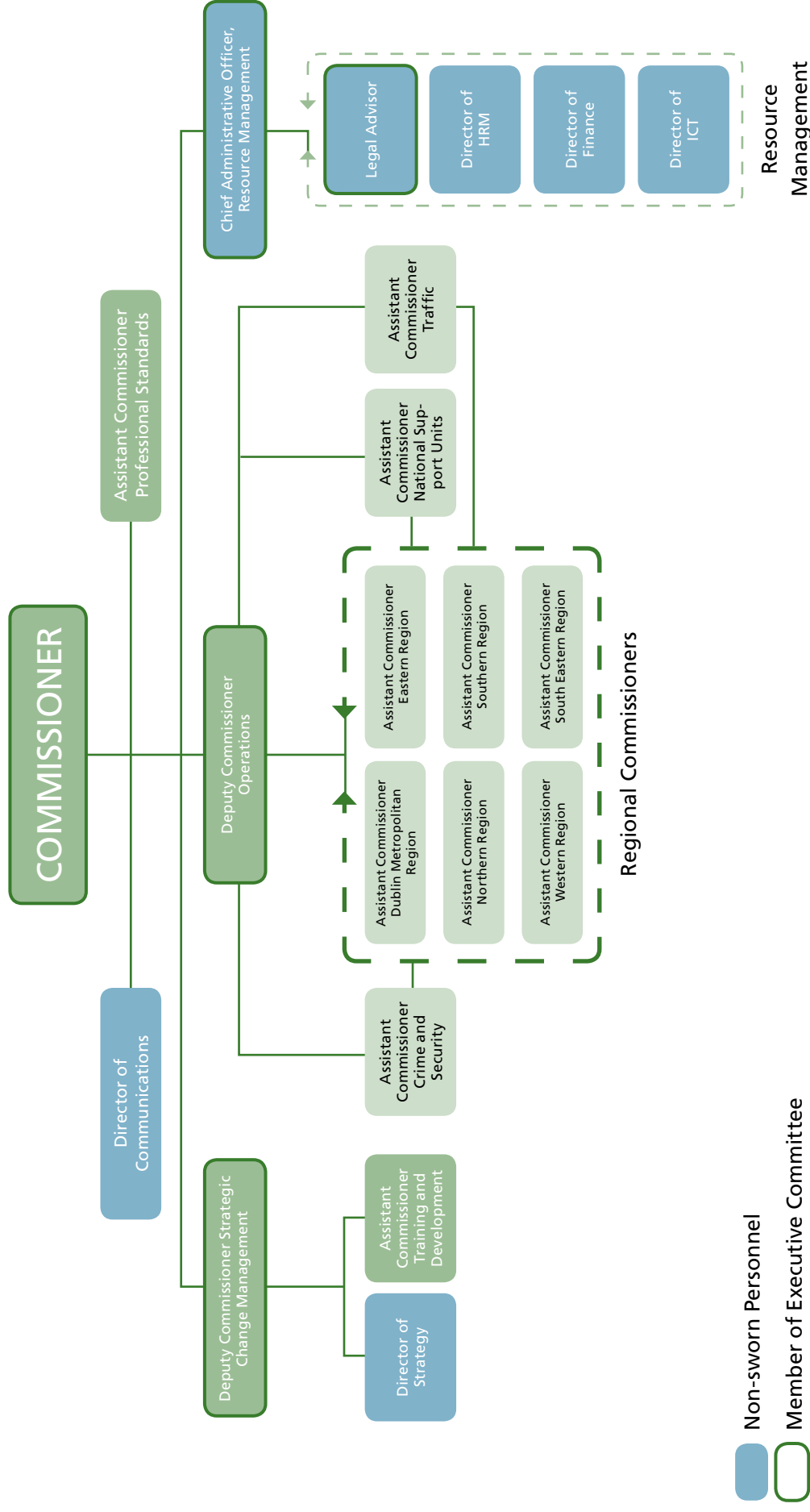
The Inspectorate wants to emphasise, at this juncture, the urgency to move ahead now with the first steps in organisational reform.

Appendix A



Appendix B

Garda Síochána Senior Management Team—
Alternative Structure



* Appoint a Chief Administrative Officer Designate immediately to work through a transition period with the serving Deputy Commissioner, Strategic and Resource Management.

PROPOSED GARDA SÍOCHÁNA SENIOR MANAGEMENT STRUCTURE

Commissioner/Executive Committee

Commissioner Conroy is the chief executive of the Garda Síochána and responsible for the overall operation and management of the organisation.

The Inspectorate recommends that the Commissioner be assisted in discharging his functions by a Garda Síochána Executive Committee which would include the Deputy Commissioners, the Chief Administrative Officer and the Legal Advisor. The Director of Communications would be designated Secretary to the Committee.

Field Operations

Deputy Commissioner, Operations

Deputy Commissioner Murphy occupies this post. He would lead the six Regional Assistant Commissioners as the core team responsible and accountable for field operations in our proposed structure.

The six Regional Assistant Commissioners are central to delivery of police services to the public. They will need to be better resourced and supported in their new roles. They require operational, HR, financial and analytical support to drive performance and accountability at Regional level.

The Assistant Commissioner Crime and Security and the Assistant Commissioner National Support Units would provide operational support for the Regional Assistant Commissioners.

Strategic Change Management

Deputy Commissioner, Strategic Change Management

This new post should be filled by means of competition for which Assistant Commissioners and Chief Superintendents would be eligible to compete. The successful candidate would benefit from:

- Accelerated learning sufficient to equip him/her for their strategic change role, and
- A concentrated experience of day-to-day top level management in a first-class policing environment. This could include shadowing of a serving, highly-reputable senior police manager in a police force other than the Garda Síochána.

Director of Strategy

The new post of Director of Strategy should be filled within a very short time of the appointment of the Deputy Commissioner Strategic Change Management.

The Director of Strategy—as all other Director posts—would be a non-sworn civilian post remunerated at Assistant Commissioner level. The post should be filled by open public competition run by the Public Appointments Service and should be advertised internationally. A recruitment agency should be engaged to promote the post.

Candidates should possess a relevant professional qualification and proven ability in a sizeable organisation in:

- setting strategic direction;
- aligning performance to achieve corporate goals; and
- managing change and/or re-structuring projects.

Assistant Commissioner, Training and Development

This post should also be filled within a very short time of appointing the Deputy Commissioner Strategic Change Management. The post should be filled by a once-off competition among serving Chief Superintendents. Candidates should be capable of demonstrating the ability and commitment required to achieve a new culture of high-level competence, professional standards and continuing professional development in the Garda Síochána.

Resource Management

Chief Administrative Officer, Resource Management

This new, non-sworn civilian post involves, for the most part, a re-definition of the existing post of Deputy Commissioner, Strategic and Resource Management currently occupied by Deputy Commissioner Fitzgerald. It is proposed that a senior-level civilian manager be recruited immediately to work through a transition period with the serving Deputy Commissioner. On retirement of Deputy Commissioner Fitzgerald, the new civilian manager would assume the title of Chief Administrative Officer, Resource Management.

The Chief Administrative Officer Designate should be appointed by way of open public competition run by the Public Appointments Service. Candidates should possess a relevant professional qualification and a well-proven broad-base management experience sufficient to achieve delivery of leading edge HR, ICT and Financial support services to the Garda Síochána. They should also have established themselves as change drivers and excellent communicators of change and the change process. The post should be advertised internationally. A recruitment agency should be engaged to promote the post.

The post should be advertised on the basis on an initial 5-year contract. Ideally, the successful candidate would be someone who would aspire to filling a significant Chief Executive post in that timeframe.

Legal Advisor

This is a new civilian post which should be filled by open public competition run by the Public Appointments Service. Candidates should possess a recognised legal qualification and ideally have significant experience in managing the legal department of a substantial organisation.

Director of Human Resource Management (HRM) / Director of Information and Communications Technology (ICT) / Director of Finance

The serving Director of Finance would report to the Chief Administrative Officer, Resource Management. In addition, two new non-sworn Director posts—Director of HRM and Director of ICT—would need to be established. The successful candidates for these posts should possess a relevant academic qualification and substantial experience in their respective disciplines in challenging environments. They should be ‘top performers’ aspiring to further career development.

Property Management / Fleet Management

The Chief Administrative Officer, Resource Management would assume responsibility for Property Management and Transport Fleet Management.

Further study is required to determine the optimal future configuration of the Property Management and Transport Fleet Management functions.

New Functions Reporting to the Commissioner

Director of Communications

This is a further new non-sworn civilian post. The holder would be responsible for bringing a new professional perspective to managing internal and external communications.

The post should be filled by open public competition run by the Public Appointments Service. Candidates should hold a recognised public/media relations qualification, have media experience and have excellent interpersonal skills.

Assistant Commissioner, Professional Standards

This post should be filled by a serving Assistant Commissioner. Responsibilities would include managing Internal Affairs, Internal Audit, Anti-Corruption and the Professional Standards Unit and liaison with the Garda Síochána Ombudsman Commission.
