



AN TÚDARÁS PÓILÍNEACHTA  
POLICING AUTHORITY

## Minutes of Meeting of the Policing Authority

**Date:** 25 May 2017

**Venue:** Garda College, Templemore

### Part A – Authority Meeting

#### Attendance

**Authority:** Josephine Feehily (Chairperson), Noel Brett, Bob Collins, Vicky Conway, Pat Costello, Judith Gillespie, Valerie Judge, Maureen Lynott, Moling Ryan.

**Secretary:** Aileen Healy

**Executive:** Helen Hall (Chief Executive), Catherine Pierse, Margaret Tumelty

#### 1. Closed Session – Authority members only.

The following actions arising from the meeting of the Authority in closed session were noted:

No.	Action point	By Date	By Whom
A_022_01	The Authority's Code of Conduct, Standing Orders and Committee rules to be reviewed, including to reflect the situation where Members and Executive staff are representing the Authority on external groups, and brought for discussion at the next meeting.	29 June	Secretary
A_022_02	The Chairperson to consult Members regarding the content and presentation of future CEO Reports.	ASAP	Chairperson

#### 2. Chairpersons Opening Remarks

The Chairperson updated the Members in relation to the Interim Internal Audit Report on financial management issues in the Garda College, noting the Public Accounts Committee indication that it would hold a number of meetings to examine this issues in the coming weeks with the intention of publishing a report in July. The Chairperson also updated Members on the work planned by the C&AG in relation to the matter. In light of this and the ongoing work by the Garda Internal Audit Service, it was agreed that for the present, the Authority would focus on the specific task of overseeing the progress on implementation of the recommendations of the Interim Audit as requested by the Tánaiste and Minister for Justice and Equality ('the Tánaiste')

Congratulations were extended to Dr. Vicky Conway on her appointment to the Commission on the Future of Policing and it was agreed that it was essential that there be a close link between the Authority and the Commission There was agreement amongst Members that there was no apparent conflict of interest between Dr. Conway's role on the Commission and her membership of the Authority and should any

conflict of interests arise they could be dealt with in the normal manner in accordance with the Authority's Code of Conduct.

The draft agenda was discussed and approved. It was agreed that in order to optimise the Authority's visit to Templemore for focus on training issues under Agenda Item 7, all routine business would be taken as read.

Two Members declared potential conflicts, in light of their previous and current roles, in the event that there was detailed discussion in relation to tax and banking matters in relation to the Interim audit report - Financial Procedures in the Garda College, Templemore.

### **3. Correspondence**

Correspondence was dealt with under the relevant agenda items.

### **4. Minutes and Matters arising**

The minutes of the meeting on 27 April 2017 were agreed subject to minor drafting changes and cleared for publication.

The log of actions was noted and there was agreement to close completed items.

It was noted that some suggestions had been received from Members regarding proposed revisions to the format and content of the Commissioner's Monthly Report and any further ideas should be provided to the Secretary in the coming days with a view to the Executive discussing suggested changes to the Commissioner's Monthly report with the Garda Liaison Office.

### **5. Chief Executive' Report**

The Chief Executive's report was taken as read.

The Chief Executive updated Members on various matters relating to the Authority's remit in relation to staffing matters in the Garda Síochána (GS) and related correspondence with the Commissioner, including:

- Noting that, while the Authority had indicated that it would support requests for additional staffing in a number of key areas, these requests had not yet been received;
- Correspondence with the Commissioner in relation to:
  - a) a proposed promotion competition for ICT positions, emphasising the necessity that these positions be filled in accordance with the principle of 'civilian by default'; and
  - b) a competition for a number of acting AP positions for which the Authority's approval in accordance with s.19 of the Garda Síochána Act must be sought in advance of proceeding with the competition.
- Noting that a meeting has been arranged with the Chairperson of the GS Promotions Advisory Council to discuss the role and functions of the Council in light of the Authority's role as the statutory body in approving civilian appointments and its functions under the Promotion Regulations; and
- Continuing efforts to arrange a meeting with the GS, the Department of Justice and Equality ('the Department') and the Department of Public Expenditure and Reform ('DPER') in an attempt to

progress preparation of the GS Work Force Plan. It was agreed that this would be a useful forum to progress matters relating to staffing matters in general, allowing for a shared view of progress on civilianisation and redeployment of Garda members to front line duties and to assist in streamlining processes for approval for new civilian positions.

The Chief Executive noted an updated status on the GS tender for the Culture Audit and it is anticipated that a contract will be in place and the work will commence in June. At that stage the Authority will meet with the successful contractor to provide its views in advance of the development of the Culture audit process.

## 6. Committee Updates

This item was taken as read.

The change of membership of the Organisational Development Committee, with Dr. Moling Ryan replacing Mr. Noel Brett, was noted.

## 7. Audit, Governance and Risk

This item was taken as read. It was noted that the draft risk register had been circulated and Members were asked to consider and provide observations to the Secretary with a view to a further draft for discussion and adoption at the June meeting.

No.	Action point	By Date	By Whom
A_022_03	Members to provide feedback on the draft risk register to the Secretary in the next 2 weeks and a further draft to be discussed at the June meeting with a view to its adoption.	29 June	Authority
A_022_04	The Authority to review the mid-year position and consider thematic areas for discussion with the Commissioner at Authority meetings to year end.	27 July	Authority

## 8. Annual Report of the Garda Síochána

The Authority considered the GS Annual Report. Members noted that many of the Authority's suggestions in relation to the format of the report had been taken into account and welcomed the new format of the report which includes stronger links to the Policing Plan and provides a greater degree of accountability to the public. While the Authority has no role in approving the content of the report, it was agreed that some feedback would be provided to the Commissioner with a view to informing future reports, including to draw attention to concerns regarding the need to strengthen reporting on progress against Key Performance Indicators (KPIs) in the Policing Plan. A more comprehensive reflection on the environment for policing during the year in question, including challenges and the response to those challenges would be helpful. The Authority will also note these matters when submitting the report to the Tánaiste.

No.	Action point	By Date	By Whom
A_022_05	The GS Annual Report to be submitted to the Tánaiste in accordance with s.46 (2A) of the Garda Síochána Act 2005.	ASAP	Chairperson
A_022_06	The Executive to follow up items in the GS Annual Report for a status check in the context of the Policing Plan by Policing Strategy and Performance Committee.	ASAP	Executive & Chair of PS&P Committee

#### 9. Other Business

No.	Action point	By Date	By Whom
A_022_07	The Authority's submission to the Garda Inspectorate on open recruitment to the GS to be published.	ASAP	Executive
A_022_08	The Authority's 2 <sup>nd</sup> Quarterly report to the Tánaiste on progress in implementing the recommendation of the Garda Inspectorate report 'Changing Policing in Ireland' to be published.	2 June	Executive

#### 10. Preparation for meeting with the Garda Commissioner

Members discussed the agenda for the meeting and agreed the matters to be discussed with the Garda Commissioner.

## Part B – Authority Meeting with Garda Training College Representatives

### Attendance

**Authority and Executive:** As above

**Garda Síochána:** John Barrett (Executive Director HRPD), Alan Mulligan (Director HR) Margaret Nugent (Chief Superintendent, Director Training & Development), Pat McCabe (Superintendent), Seamus Nolan (Superintendent), Brian Conway (Superintendent), Margaret Howard (Inspector), Andy Lacey (Sergeant).

The Chairperson thanked the College representatives for hosting the meeting and for the material provided in advance. She expressed Members' regrets that, due to time constraints, it would not be possible for Members to sit in on classes but it was hoped that this would be possible on a future occasion and Members would take the opportunity to meet students over the lunch break.

### 11. Recruitment, Training and Development

Members were provided with significant material in advance from Garda Training College Representatives which formed the basis for questions and a broad ranging discussion in relation to recruitment, training and development of Garda Síochána Members, staff and Reserves, across all stages of their careers. Matters discussed included:

- How potential leaders are identified in the organisation and the structure of leadership development they receive throughout their career. Members emphasised the importance of having a formal structured approach to developing leadership capacity, noting the impact on changing culture.
- The role of the college in addressing the issues arising in various reports and enquiries through training, for example in relation to deficiencies identified in supervision by first line management. It was noted that while all such reports are forwarded to the College to identify and integrate responses into training programmes, this is not done on a structured basis. Members emphasised the importance of a structured training response to such issues so as to ensure that best practice is communicated and to provide confidence that deficiencies are addressed.
- How the Code of Ethics and issues such as speaking up are incorporated into training;
- The selection and development of trainers, especially local tutors for trainee Gardaí, and the opportunity for cultural renewal through this system by integrating the up to date learning of new recruits when they go out to local stations;
- How quality of delivery of the Foundation programme is ensured and in particular student feedback, which does not appear to be sought in a structured way;
- How competing training needs are prioritised in light of a substantial deficit of resources in the College. Members raised concerns regarding prioritisation and the risk that lack of training was contributing to delays in delivering reform, and requested details of the budget requirements;
- The Authority expressed surprise at the number of Gardaí on the college staff and noted that operational Gardaí are 'pulled in' to supplement trainers. While the benefit of input from experienced Members who have 'lived the job' in delivering training, was acknowledged, there is an opportunity to redeploy some of these Gardaí and replace them with suitably qualified trainers, in a range of disciplines; and

- The need for a clear strategy to deliver the amount and range of training required in order to be able to prioritise demands for training and to ensure that capacity can be expanded to meet key priorities and skills requirements.

Members emphasised the importance of a vision for training and continuing development for staff to develop the skills they need to do their jobs well, to support the reform of the GS and to develop future leaders. This will require a clear strategy and structure across all elements of training and development for the longer term.

No.	Action point	By Date	By Whom
A_022_09	The GS to provide the criteria for selection of applicants to participate in developmental training and academic courses including the BSc Leadership and Governance programme and the numbers participating.	ASAP	GS
A_022_10	The GS to submit a business case for additional priority civilian staffing resources for the Garda College.	ASAP	GS
A_022_11	The GS to provide a copy of the final Training Plan, which includes training budget requirements.	ASAP	GS

### Part C– Authority Meeting with the Garda Commissioner

#### Attendance

**Authority and Executive:** As above

**Garda Síochána:** Nóirín O’Sullivan (Garda Commissioner), Dónall Ó Cualáin (Deputy Commissioner), John Twomey (Deputy Commissioner), Joseph Nugent (Chief Administrative Officer), John Barrett (Executive Director HRPD), Alan Mulligan (Director HRPD), Margaret Nugent (Chief Superintendent), Fiona Delaney (Administrator, Garda College), John Keegan (Superintendent), Marie Broderick (Superintendent), Gráinne Shortall (AP, Policing Authority Liaison).

The Chairperson reiterated the Authority’s thanks to the Commissioner for hosting the Authority’s meeting in the College and noted a good discussion with the College representatives arising from which Members would raise some matters with the Commissioner.

#### 12. Commissioners Monthly Report to the Authority and progress on the 2017 Policing Plan

Members noted that material requested in relation to progress on civilianisation and the embedding of the Code of Ethics were not included as expected in the written report. The Authority expressed concern regarding a lack of urgency in progressing civilianisation and redeployment of Gardaí to front line services

and disappointment, in light of the Commissioner’s stated priority in relation to the Code of Ethics, that there is not yet a plan or progress in relation to this matter.

The GS acknowledged difficulties in progressing the civilianisation agenda due to the need to build HR capacity to undertake this task but that this was now moving forward with the assignment of some new HR staff and the preparation of 560 cases for civilian staff which are being considered by the Executive with a view to prioritisation of positions for submission for approval to the Authority. It was noted that of the first 161 positions identified where Gardaí could be redeployed from the census exercise, 50 would be replaced in the first group. While the full output of the census was not yet available, the 161 posts mentioned were an early indication of immediate opportunities for redeployment when a replacement is available. It is expected that the full results of the census will identify a potential 2,000 such positions in the medium to longer term. Challenges in relation to rolling out civilianisation were also noted, in particular relating to the supply of staff and the lead time to deployment, with particular difficulties in filling positions in some regional locations and for shift work.

Members expressed frustration with the absence of a strategic focus and overview and their sense that there has been little progress on this agenda, compounded by the lack of sight on any tangible details on progress including in relation to recruitment for positions already approved or information on how difficulties are being addressed. While the nature of the challenges involved was acknowledged, the need to be able to measure progress was reiterated. The importance of the Work Force Plan in this context was again emphasised as a tool to identify the nature of staffing requirements, to provide a strategic context to support individual requests for staffing, to put a plan in place for ensuring a supply of suitably skilled candidates to fill these roles as required and as a yardstick against which to measure achievement.

The Chairperson noted that Members had discussed the format of the Monthly report and the Chief Executive would work with the GS Liaison Office to discuss feedback as to how it might be enhanced to everyone’s benefit, in particular in relation to removing duplication and aligning it with other reports.

No.	Action point	By Date	By Whom
A_022_12	The GS to share its current draft of the GS Work Force Plan to facilitate engagement to progress completion of the plan.	ASAP	GS
A_022_13	The Executive and the GS to discuss how the Commissioner’s monthly report to the Authority might be refined in light of experience of the first 6 months of the report.	ASAP	PA & GS

**13. Questions for the Commissioner arising from Agenda item 7, with a particular emphasis on identification and development of leaders in the Garda Síochána.**

The Chairperson noted the very helpful and informative discussion with the College representatives and reflected back the Authority’s concerns in relation to capacity, strategy and the need for training as an agile intervention to disseminate learning from various events, reviews and reports, emphasising:

- The lack of a structured training approach to identify and develop leaders as they progress through their career and the critical importance of such a strategy;

- The need for a training strategy and a prioritisation of training in light of massive competing demands; and
- The contestability for training places where resources are rationed and potential unease that lack of access to CPD and sponsored education can become a barrier to advancement.

The GS acknowledged that the backlog of training needs is a real difficulty, however the quality of training that has been put in place e.g. specialised interview training which was put in place arising from the recommendations of the Morris Tribunal, gives confidence that it can be done – the challenge is in building the capacity to scale it up. A range of models to expand capacity have been explored, including to use retired Gardaí and joint training with other forces and agencies, and it is acknowledged that a more innovative approach will be required.

The Authority expressed concern in relation to how training resources are prioritised and the risk that the provision of large scale training in relation to some areas was accounting for a disproportionate share of resources. While achievements in relation to the Foundation Programme were recognised and the need to provide essential training on other key areas accepted, an overall strategy which addresses all training needs, including the identification of many other essential areas and prioritisation of competing demands, is absent. The GS agreed that there are a number of strategically important areas where training is required and that the Training Governance board, in considering the 2017 Training Plan, had also raised concerns.

Members asked about the use of training as a response to the recommendations of various reports and the GS confirmed that the College is asked to analyse all reports including for example the O’Higgins report, Inspectorate reports, Professional Standards Unit reports, etc. so as to identify where practices need to change and to design training interventions to embed this change.

#### **14. Progress on implementing recommendations arising from the “Interim audit report - Financial procedures in the Garda College, Templemore”**

The Chairperson thanked the Chief Administrative Officer for the update on progress in implementing the recommendations of this report and communicated the Authority’s decision, notwithstanding any future developments, to focus on overseeing this implementation and reporting to the Minister for Justice and Equality in July. In this context the June deadlines were critical and the Authority expressed concern that to date only 5 of the 19 recommendations were completed.

The GS confirmed that all of the recommendations had been accepted in September 2016 and a committee has been set up to implement them. To date 5 were completed, 5 partially completed and the remaining 9 were in progress with substantial work to completion. It was acknowledged that the end June target was challenging, particularly in light of some very complex issues The Authority was assured that the GS are working through all of these issues in cooperation with other agencies as applicable (e.g. AG’s Office, OPW, Revenue). Members asked for confirmation that voluntary disclosure deadlines over the coming days referred to in the update would be met and this was confirmed.

The staffing matters arising in the report were discussed and it was agreed that some further work was required in relation to some of the issues concerned. The Authority expressed surprise that a request for approval for a number of additional civilian posts recommended by the report (College Administrator at PO level and Accountants) had not yet been received and were informed that these were included in the 560 posts under consideration. The Authority reiterated that it was positively disposed towards approving these

positions, in addition to additional resources for Internal Audit, the business cases for which were self-evident and a clear priority, and indicated that these would be expedited on receipt.

The Authority will continue to monitor progress and asked for an updated progress report in advance of its meeting in June.

No.	Action point	By Date	By Whom
A_022_14	The GS to provide job descriptions for additional staff (Principal Administrator and Accountants) based on the business case set out in the Interim Internal Audit report on Financial procedures in the Garda College.	ASAP	GS
A_022_15	The CAO to provide a further update on progress on implementing the recommendations of the Interim Internal Audit report on Financial procedures in the Garda College in advance of the Authority's June meeting	27 June	GS

#### 15. Private meeting with the Commissioner on issues impacting on public confidence in the Garda Síochána

Attendance for this item was:

**Authority and Executive:** All Authority Members, Chief Executive and Secretary

**Garda Síochána:** Nóirín O'Sullivan (Garda Commissioner), Dónall Ó Cualáin (Deputy Commissioner), John Twomey (Deputy Commissioner), Joseph Nugent (Chief Administrative Officer), John Keegan (Superintendent), Marie Broderick (Superintendent).

The Chairperson noted that the Authority had invited the Commissioner to meet with them in a more private setting to provide an opportunity to deepen understanding of a range of issues which were impacting public confidence in the GS and to discuss how the GS and the Authority could work to address these matters. Issues discussed included:

- The slow pace of delivery of reform and the importance of making and demonstrating progress, while recognising that radical change on the scale required in the GS takes time and the challenges arising should not be underestimated;
- The importance of a change management focus including the need to address resistance to change;
- The need to deal with the challenges which are providing barriers to progressing the reform agenda including capacity to deal with all of the competing demands on the organisation;
- The impact on the senior Garda team and support staff of meeting the Authority's requirements and timelines;
- The role of civilians in the context of Garda culture;
- Trust, with particular reference to data quality;
- The importance of open and timely briefing and sharing of information with the Authority; and
- The role of the Authority in supporting achievement in addition to providing constructive challenge.

A number of practical suggestions were made to help address some of the issues discussed, including:

- As had been previously indicated, for the GS to tell the Authority when material requested is not available or can't be provided in the timeframe and, rather than produce versions of material especially for the Authority, to provide what is produced and available for their own purposes;
- To actively provide opportunities for the Authority to attend existing relevant meetings or other fora in order to avoid duplication of time and effort;
- The GS to consider initiatives to bring all relevant stakeholders together to discuss how to progress matters which are proving a barrier to reform, on the lines of the group being convened by the Authority with GS and all relevant departments and agencies in relation to workforce planning; and
- The GS to propose opportunities to showcase good performance in its interactions in public with the Authority.

No.	Action point	By Date	By Whom
A_022_16	The CEO and GS to finalise the draft Relationship Agreement between the Authority and the GS	ASAP	PA & GS

#### 16. Other Business

Members provided feedback to the Commissioner in relation to the GS Annual Report. The improvements in the report were welcomed as was the account taken of the Authority's suggestions. It was noted that there was a need for greater balance in reflecting the challenges to achieving objectives, with particular regard to the pace and progress of reform and the need to reflect key visible outputs. Some further suggestions noted by Members would be communicated to the Commissioner with a view to enhancing future reports. The Commissioner requested an opportunity to reflect the Authority's feedback in the report and it was agreed that the Authority would defer submitting the report to the Tánaiste for a week to facilitate some final drafting.

No.	Action point	By Date	By Whom
A_022_17	The GS to provide a final draft of the Annual Report to the Authority.	2 June	GS