Spending Review 2018

Policing Civilianisation in Ireland
Lessons from International Practice

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Executive Summary

The analysis in this paper was carried out as part of the 2018 Spending Review to inform and provide an evidence base for decisions taken as part of Budget 2018. The main findings and recommendations are set out below.

This topic was picked for examination because of the slow rate of civilianisation thus far, both in the current Modernisation and Renewal Programme and historically in An Garda Síochána. It is paramount that the significant investment in the organisation delivers quantified benefits and, as such, this paper offers the opportunity to inform policy and implementation based on international examples of police services that have much higher proportions of civilian staff.

Police services in Northern Ireland, New Zealand and England and Wales were chosen as comparators due to the perceived successes of their civilianisation programmes and the potential for learning due to information availability in English. Whilst there are similarities between Ireland and these countries that benefit the comparisons, it also offered the opportunity to examine actions taken in both larger and smaller countries and see how these could translate to the Irish context.

Key Findings and Recommendations

Findings

- Ultimately, the jurisdictions studied for this paper have all successfully completed civilianisation programmes – often these programmes are long since completed and these police services are now focused on other strategic HR priorities such as workforce planning.

- While it is difficult to isolate why these programmes were executed successfully, there are some important factors:
  - Leadership and culture play important roles;
  - Central direction has been an important driver of delivery and execution;
  - Financial pressures have often been an impetus for reform;
  - Strategic HR tools to underpin resource prioritisation are important (e.g. in the PSNI); and
  - A focus is needed on the details of individual posts and succession planning at a granular level.

- Many police services have also looked at and introduced new types of 'quasi-civilian/policing' roles to supplement regular police officers. Professionalisation and specialisation have also been important priorities. Civilians tend to be employees of the relevant policing service as opposed to more general civil servants. This is good for culture but has mobility impacts.

- It has proven difficult to properly evaluate the success of civilianisation programmes in terms of pay-bill efficiencies and more effective policing.

- Assessing current demand and estimating the demand for future policing services are becoming the more important topical challenges for policing services.

Recommendations

The issues raised in this paper and in the recommendations below will be considered further, including in the forum of the new Joint Working Group on Garda Resources which comprises the main stakeholders.

- There is a need for a **more outward looking approach from Garda management** as part of the policing reform process given that other jurisdictions are much further along the civilianisation and strategic HR agenda. The rich experience of nearby jurisdictions should be tapped into as a matter of urgency.

- There is an opportunity to learn some of the lessons from civilianisation programmes in other jurisdictions by **focusing on the benefits that accrue**. These include, among others:

  o Higher levels of professionalisation which leads to a greater capacity to adapt quickly to the increasing challenges faced by modern police forces.
  o Freeing up police officers (and policing hours) from administrative duties and into more rewarding work for which they have been trained.

- Analysis of future demand of their services is a difficult space for most police forces. However to varying degrees it is broached in most jurisdictions and confirms the belief that police services need to understand what drives demand for their services, both currently and into the future. This informs the skills mix required to meet policing challenges. A **sworn cadre of police officers must be supplemented to a significant level with varying degrees of expertise that can be sourced readily from the general labour market**. Continued efforts by Garda HR to fully embrace Workforce Planning, including demand analysis, is critical.

On 19 July 2016, the Government decided to approve a *Five Year Reform and High-level Workforce Plan for An Garda Síochána*. This included proposals for implementation of the Garda Inspectorate Report *Changing Policing in Ireland*[1] and the Programme for Partnership Government commitments in relation to the overall Garda workforce[2]. The Government further agreed that the Garda Commissioner's *Modernisation and Renewal Programme* (MRP)[3] 2016-2021 would be the vehicle for the implementation of the plan. It set out a broad range of reform policies, building on the recommendations from the Garda Inspectorate's 2015 report and ongoing work by stakeholders subsequent to its publication.

Central to the MRP is the vision to increase the size of An Garda Síochána (AGS) to 21,000 people by 2021, encompassing 15,000 Garda members, 4,000 civilian staff and 2,000

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[1] http://www.gsinsp.ie/en/GSINSP/1286-ChangingPolicinginIreland_Low-Full.pdf/Files/1286-ChangingPolicinginIreland_Low-Full.pdf
[2] https://www.merrionstreet.ie/MerrionStreet/en/ImageLibrary/Programme_for_Partnership_Government.pdf
[3] https://www.garda.ie/en/About-Us/Publications/Policing-Plans/Strategy/Modernisation-and-Renewal-Programme/Modernisation-and-Renewal-Programme-2016-2021.pdf

voluntary reserves. At end-Q2 2016 and the announcement of the MRP, AGS stood at a total size of 16,062 people, of which 13,191 were gardaí (including 383 students), 2,055 were civilians[4] and 817 were reserves[5]. The goal of the MRP, therefore, is to increase the Garda membership by almost 2,000, increase the reserves by almost 1,200 and to double the number of civilian staff.

Civilianisation is the process of police services hiring and deploying staff who are not trained and sworn as police officers in roles for which sworn powers or policing experience are not required and also replacing police currently performing those roles. The aim of the AGS civilianisation agenda - as set out in the memorandum informing the Government decision on the Five Year Reform and High Level Workforce Plan in 2016 - is to (i) recruit civilians by default to new positions and (ii) facilitate the redeployment of Gardaí occupying roles suitable for civilians to operational policing.

The benefits of civilianisation[6] include:
- The redeployment of police performing administrative and technical duties to more appropriate operational policing duties for which they are trained;
- the professionalisation of the organisation with the introduction of a range of new and specialised skillsets;
- the opportunity to introduce a broader and more diverse profile of staff and skills;
- long-term cost savings and productivity dividends via lower salaries, allowances, overtime and less costly long term pension costs; and
- lower training costs, especially where civilians with specialised skills are hired.

On the issue of training cost, €30.469m was allocated in 2018 for the costs of the Garda College. In respect of Phase 1 Garda Training (i.e. the first 32 weeks in the Garda College) the approximate estimate cost per recruit is €24,000[7]. An additional 800 new recruits have been approved and will enter the Garda College during 2018.

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[4] DPER INFOR System

[5] Number provided by Department of Justice & Equality

[6] Kiedrowski, J., Melchers, R-F., Ruddell, R. and Petrunik, M. (2015). *The Civilianization of Police in Canada.* Ottawa. p37

[7] Estimate provided by An Garda Síochána

In terms of long-term cost, civilians tend to be cheaper than their police equivalents due to not accessing the same level of allowances and overtime. Significantly, civilian staff also come under more standard pension terms and conditions unlike police, who tend to receive fast-accrual pensions that allow them to retire earlier. In AGS, due to the physical nature of the job, Gardaí tend to retire on full pension after 30 years of work, compared with 40 years for civil servants. Pensions savings can also be made as there is a margin between the notional employer contribution rate between Gardaí and civilians. This is very significant for Gardaí hired pre-2013, at a rate of 53% versus 8% for civilians. For post-2013 Gardaí, the margin is 14% versus 8%[8].

The vision to increase civilians by 2,000 by 2021 is a phased one and is to be completed incrementally with the annual addition of a net 500 staff per year up to 2021. Of the 2,000 increase, 500 relates to new positions and 1,500 relates to redeployment i.e. replacing Gardaí in civilian roles. The backdrop to the target of 1,500 relates to previous work by the Garda Inspectorate which identified 1,211 "technical and administrative posts that may be suitable for assignment to Garda staff"[9] (See Appendix A for an illustrative list of posts identified in the report).

In addition, according to a recent internal AGS Organisational Deployment Survey (on 20th February 2017) there were up to 2,055 personnel working in roles that have been identified as "suitable for examination with a view to possible civilianisation". These roles exist across the administrative, technical and support areas, with 871 being identified as administrative. Whilst the report suggests that not all of these roles may be immediately feasible for redeployment, it highlights the fact that there is considerable scope for redeployment. AGS has established a dedicated Project Team to drive momentum on redeployment and is conducting a detailed review of the survey results to identify specific roles for redeployment on a phased basis. To end-June 2018, 109.5 Gardaí have been redeployed, with a minimum target of 250 to be achieved by year-end.

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[8] Dormer, E. Gavin, T. (2017) *Challenges to Investment in Policing: A Public Expenditure Perspective,* Dublin. p25
[9] Garda Inspectorate (2015). *Changing Policing in Ireland*. Dublin. p293

Over a period of just five years, increasing the size of any organisation by almost one-third would cause major change management strain and issues. However, complicating matters further, experience has shown that the integration of civilian staff within AGS over the decades since the 1970s has involved significant cultural and organisational challenges and has been slow to achieve[10][11]. Doubling the number of civilian staff in five years and the associated investment required, therefore, must be closely monitored and managed to ensure that it is being achieved in a timely manner and is yielding both efficiency (freeing up policing hours to deliver more services and reducing overtime) and effectiveness (through more professional and specialised staff) outcomes.

AGS is behind other police services in terms of police civilianisation. As will be shown further on, civilian staff make up a much smaller proportion of the organisation compared with international examples, at about 14% in AGS versus an average of 25% internationally (see Figure 2.5). This point is not a new one and has been made previously by the Garda Inspectorate[12].

As acknowledged by the Garda Inspectorate, it is understood that the moratorium on recruitment and promotion for civil and public service under the employment control framework impacted on the civilianisation programme[13]. The 2005 Garda Síochána Act gave the Garda Commissioner power to recruit and appoint civilian staff, who had previously been seconded from the Department of Justice. Between 2005 and 2008, the number of civilians in AGS grew by 939 to 2,105, before falling to 2,054 by 2014 under the moratorium. The restraints on hiring and promoting civilian staff necessitated the use of Gardaí in performing administrative roles. However, the growth in civilian numbers prior to the effects of the financial crisis demonstrates that civilianisation can be successful in AGS once there is the requisite impetus. It is important that lessons from this period are taken on board.

[10] Garda Inspectorate (2015). *Changing Policing in* Ireland. Dublin. p286

[11] Dormer, E. Gavin, T. (2017) *Challenges to Investment in Policing: A Public Expenditure Perspective,* Dublin. p2.

[12] Garda Inspectorate (2015). *Changing Policing in Ireland,* Dublin. p283

[13] Garda Inspectorate (2015). *Changing Policing in Ireland*. Dublin. p286

Other reasons for the lack of progress on civilianisation besides the financial crisis and subsequent moratorium were identified in the 2017 Spending Review paper[14]. In addition to cultural issues, these include:

- Lack of an integrated HR system with data on staff deployment by function, grade and area;
- Insufficient visible commitment to the policy goal;
- The absence of established targets for civilianisation which are robustly enforced; and
- The absence of robust workforce planning frameworks which links demand for civilian posts in specific functions with plans to release Gardaí performing civilian roles to specific Garda units.

It is also worth noting that in many jurisdictions, financial/efficiency reasons, at least initially, are actually a starting point/rationale for civilianisation programmes.

A key aim of civilianisation in AGS should be to create one unified organisation in which the policing work of Gardaí is supported and enhanced by capable and professional civilians. An environment should be generated in which the valuable and pressurised time of a Garda is freed up to undertake policing tasks by civilians completing administration support tasks, as well as more specialised roles such as forensics, investigative support, analysis etc. Other strategic HR questions also arise in this context such as:

- Increasing mobility and promotion opportunities;
- Providing L&D opportunities; and
- Providing proper performance management.

1.2 Objectives

As the Policing Authority already produces regular reports to the Minister for Justice and Equality on progress in delivering the MRP, including civilianisation, the focus of this paper is

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[14] Dormer, E. Gavin, T. (2017) *Challenges to Investment in Policing: A Public Expenditure Perspective,* Dublin. p.23

less about actual delivery against targets (although the current position will feature as part of the context by way of background) but more about insights from best international practice to achieve civilianisation targets e.g. incentives, structures, workforce planning, scope of roles for civilianisation, HR strategic tools, outsourcing etc. Other measures used to address typical barriers to civilianisation are also of relevance here e.g. retraining, CPD issues, retention of specialists etc.

The Terms of Reference/objectives for the review are as follows:

- To outline the current role, deployment and function of civilians in An Garda Síochána;
- To examine good practice and lessons learned from policing services in other jurisdictions in the implementation of civilianisation and strategic HR reforms; and
- To consider opportunities to maximise the scope of civilianisation reform in order to improve policing services.

This paper has also been undertaken as a follow up to the 2017 Spending Review paper *Challenges for Investment in Police Expenditure: A Public Expenditure Perspective* and is published alongside another Justice Vote section paper on overtime expenditure.

The paper is also aimed at being an exercise in learning from international examples of civilianisation and informing the Garda approach to the issue. Investment in Garda reform - both to-date and planned - is very significant and offers an important but one-off chance to create a more efficient policing organisation for Ireland. This paper will build on the key work of the Garda Inspectorate in 2015, which examined and highlighted significant reform opportunities in AGS. It also comes ahead of the report of the Commission on the Future of Policing in Ireland, which will make wide-ranging recommendations later this year. This report, as well as the appointment of a new Garda Commissioner, has the potential to give further impetus to AGS reform.

1.3 Data and Methodology

The methodology for this paper has been a mix of desk-based review, and interviews via field visits. Selected indicators have been used to compare police services in Ireland to international benchmarks.

The main sources for the paper are as follows:

- DPER databank information on spending and staff numbers;
- HR and Financial management information data obtained directly from AGS via Spending Review Steering Group;
- Documentation and published reports

Field visits were undertaken to the PSNI in Belfast and Home Office in London. The list of questions/themes relating to civilianisation provided for these meetings are attached at Appendix B. The vote section is particularly grateful to Mr Mark McNaughten and Deputy Chief Constable Drew Harris of the PSNI for the assistance provided during the site visit to Northern Ireland.

The police services of Northern Ireland and New Zealand and selected examples from the 43 police services of England and Wales are used as comparison countries in this paper. These organisations were chosen because some of these are neighbouring jurisdictions with similarities between our countries and also due to the ease of access to information. Whilst there are similarities in the police services in these countries, there is also variance between these services in terms of staffing, demands for policing services, demographics, responsibilities etc. However, to the extent that civilianisation and reform programmes are common to these jurisdictions, the lessons learned and best practice should be transferable between contexts.

It should be noted, however, that this paper is not exhaustive. It is intended as a platform from which other stakeholders - namely AGS, the Policing Authority, the Department of Justice and Equality and others - can launch more in-depth and dedicated analysis of the findings and seek to tailor them to the AGS context.

1.3 Governance and Quality Assurance (QA)

Quality assurance refers to the concepts of accuracy of the data and other information supplied for this paper, the rigour applied in using analytical techniques as well as the integrity of the reporting. In this context, a steering group was set up to co-ordinate data requests and to co-ordinate finalisation of this paper along with the other Justice Vote section paper on overtime expenditure. This group played an important quality assurance role for the paper as it was tasked with ensuring the factual accuracy of the paper and provided a mechanism to consider the views of all stakeholders prior to its completion. The Group comprises:

- D/PER
- D/Justice – Finance Unit, Policing Division and IGEES
- Policing Authority
- An Garda Síochána

It is important to note that involvement in this QA process by members of the Group does not infer agreement with the interpretation of analysis and recommendations arising. Rather the input of the group focused on data integrity and consideration of all perspectives. In addition, the paper was also subject to review by the internal Spending Review steering group in D/PER as well as line management for the Justice Vote section.

Further detail on the quality assurance process undertaken is set out at Appendix C.

1.4 Structure of the Paper

The analysis in this paper was carried out as part of the 2018 Spending Review to inform and provide an evidence base for decisions taken as part of Budget 2019. The paper is structured as follows:

- Section 2 of the paper provides some information on the profile of civilian staff in AGS.
- Section 3 contains the international case studies in relation to Northern Ireland, England and Wales as well as New Zealand. The main headings considered are policy

background, staffing profile, culture, workforce planning and types of staffing roles. Each section concludes with a lessons learned section.

- Section 4 concludes with some broad findings and recommendations.

2. Civilian Profile of An Garda Síochána

2.1 Current Civilian Profile

As of end-Q1 2018, civilian staff made up a total of 2,422.5 FTE of the overall AGS workforce of 17,011. This is based on Q1 figures from the DPER Databank and other figures reported to D/PER (i.e. reserves). Figure 2.1 below gives a breakdown of the civilian staff by grade and average age.

**Figure 2.1: Grade and Average Age Breakdown of AGS Civilian Staff at end-Q1 2018**
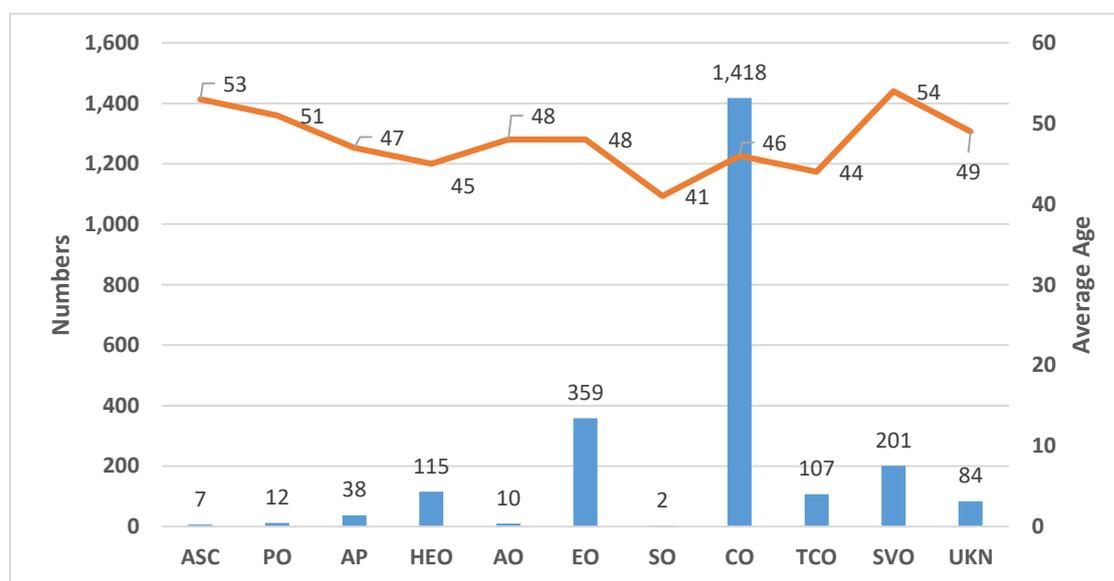
Source: Civil Service HR Databank (excludes industrial staff)

Figure 2.1 shows that the majority of civilian staff in AGS are at lower grades: 60% are Clerical Officers (CO), rising to 65% when including Temporary COs (TCO); Executive Officers (EO) represent 15% of the civilian workforce. Senior positions of Assistant Principal (AP), Principal Officer (PO) and Assistant Secretary (ASec) comprise less than 3% overall. This is partly due to the limit during the moratorium of having no more than 33 civilian staff at or above AP (or equivalent) level.

As a comparison, in the wider civil service, COs comprise just under a third of the workforce (reflecting the more traditional focus on administrative support in AGS).

Figure 2.2 below depicts the breakdown of the 2,326 AGS civilian staff by function at Q1 2018, as provided by AGS Internal data. It should be noted that the disparity in employee numbers between the Figures 2.1 and 2.2 is attributed to differences due to the point in time at which the data is collated and available for report, among others.

**Figure 2.2: AGS Civilian Staff by Function at Q1 2018**
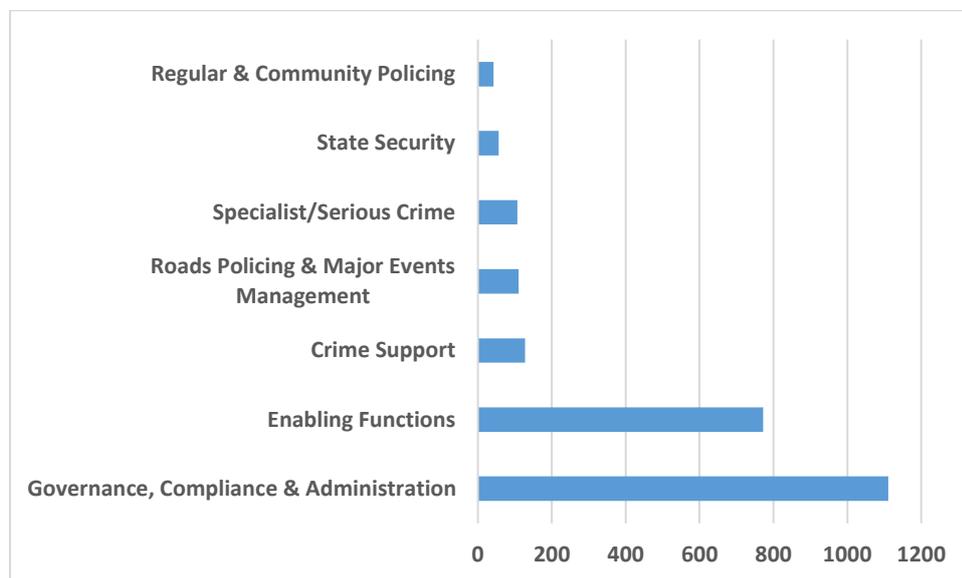
Source: AGS Internal HR Data

A list of the service areas included under each of the above functions is provided at Appendix E. The graph shows that the vast majority of those staff - 1,883 or 81% - work either in Governance, Compliance & Administration or Enabling Functions areas. These functions include services such as Corporate Services, Legal Affairs, Policy, Audit, Finance, HR and ICT; that is to say, they are largely administrative, clerical or corporate specialist and not so directly related to policing, as with the other functions. It is important to note that there are also 1,332 Gardaí working in Governance, Compliance & Administration (55% of function total) and 428 Gardaí in Enabling Functions (36% of function total); these are potential target areas for redeployment of Gardaí to operational policing.

Civilians have shown a small but steady rise in their proportion of AGS workforce over the last decade. At end-2017, civilian staff represented 14% of the overall workforce. At end 2008, this figure stood at approximately 11%.

Figure 2.3 below depicts the overall Garda workforce for the decade 2008-2017[15], with Figure 2.4 showing civilians as a percentage of the organisation, both with and without the voluntary Reserve.
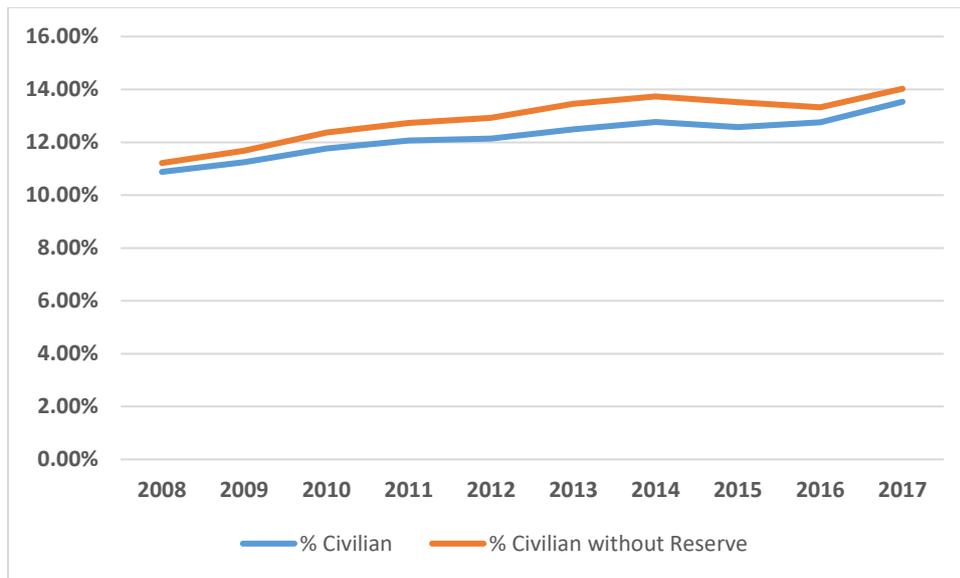
Figure 2.3: AGS Workforce 2008-2017
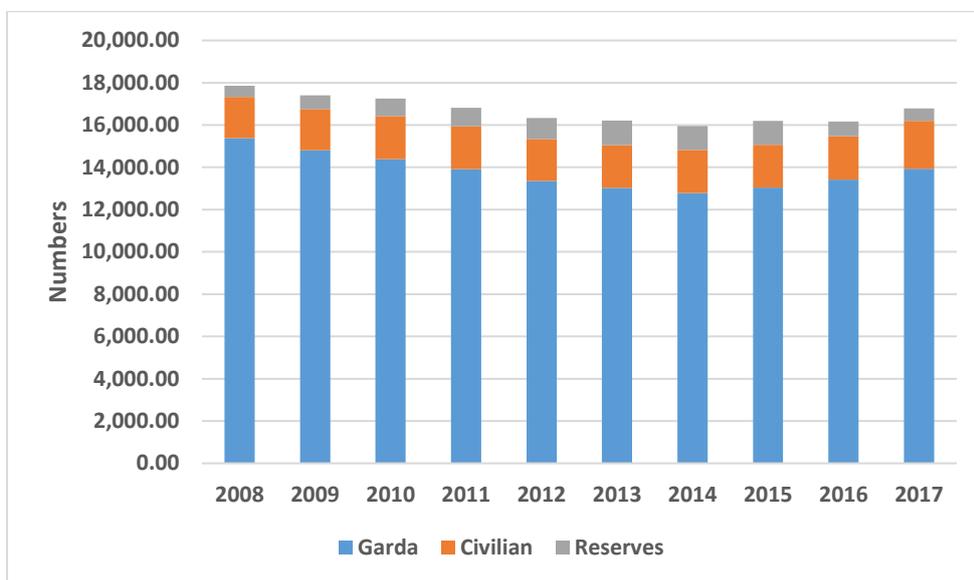
Source: DPER INFOR System

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[15] This includes student Gardaí

Figure 2.4: Civilians as a % of overall AGS Numbers 2008-2017

Source: DPER INFOR System

Over the past decade, civilians have represented an average of 12% of AGS. However, actual numbers of employed civilians have remained largely steady, with the percentage increase attributed to the fall in the number of Gardaí between 2008 and 2015 as a result of the moratorium on numbers.

2.2 International Comparison

Whilst Figure 2.4 shows that civilian proportion in AGS has been steadily increasing, it is still far below international norms and best practice. Figure 2.5 shows a comparison of select international police, outlining civilian staff as a percentage of their organisations.

Figure 2.5: Civilians as a Percentage of Overall Police Workforce
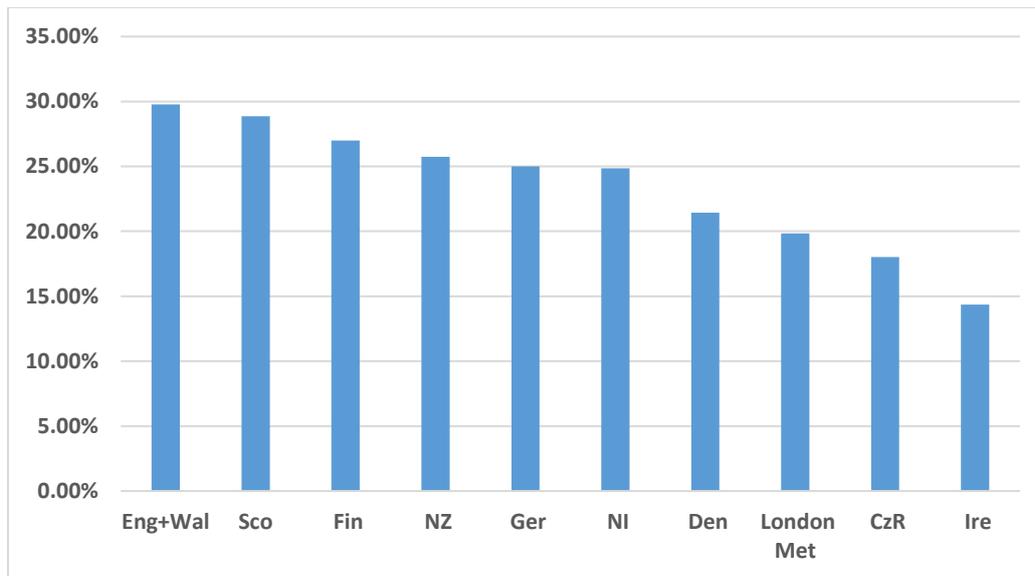
Sources: Annual Reports, HR documents and Policy documents relating to each Police Service as well as Interpol data (see Appendix G)

Note 1: AGS civilian percentage at 14.4%. The goal of the MRP is to increase this to 19.0% or 21.1% when disregarding voluntary Reserve.

Note 2: As above, disregarding voluntary positions or counting 'quasi-civilian' posts in civilian numbers would alter the rate of civilianisation. For New Zealand Authorised Officers could be counted as civilians. For England and Wales (including London Met), Police Community Support Officers and Designated Officers could be included as civilians, whilst disregarding voluntary Special Constables.

Note 3: Germany figures relate to the nationwide *Bundespolizei*

Note 4: Scotland civilian figures include Scottish Police Authority staff.

In New Zealand's case, Authorised Officers are counted in the constabulary numbers in official statistics and are not broken down separately, so it is not possible to view civilianisation statistics in this light.

However, in the case of the London Metropolitan Police, the figures are produced distinctly. When counting PCSOs among the civilian cohort, the percentage civilianisation increases from 20% to 23%. Similarly, if disregarding the volunteer Special Constables in the London Met, percentage civilianisation increases to 21% (25% when including PCSOs as civilians).

For the 43 England and Wales police services as a whole, these figures rise from 30% to 36% if including PCSOs and DOs in the civilian numbers, 31% civilian staff if disregarding Special Constables and 38% when both including PSCOs and DOs as civilians and disregarding Special Constables.

2.3 MRP Civilianisation

With the MRP vision of reaching 4,000 civilian staff, this requires an additional net 500 hires annually from 2017 to 2020. To end-Q1 2018, roughly 300 FTE civilian staff have been hired (in net terms) versus end-2016[16]. This shortfall versus target is in part due to the challenge of also replacing exits due to promotions, retirements, mobility as well as vetting and process delays.. Table 2.1 outlines the AGS civilian positions sanctioned by DPER since the beginning of 2017. Positions at every grade have been sanctioned, across a variety of different areas.

Table 2.1: AGS Civilian Positions Sanctioned by DPER from start-2017

Area	ASec	PO	AP	HEO	AO	EO	CO	Other	Total
Other Areas	3	5	16		14	24	29	3	94
Garda Síochána Analysis Service						25			25
Garda Information Services Centre				4		10	10		24
Garda College		1	2	2		1	7	15	28
Modernisation and Renewal Support		6	8			6	2		22
Fleet Management		1		2		5		3	11
Communications Unit			1	2		7			10
Garda Internal Audit Section		1		2		6			9
Garda Bureau of Criminal Investigation				1		2	5		8
Divisional Model				8					8
Professional Services Sections			4						4
Community/Customer-Oriented Policing Bureau		1							1
Kevin St., Dublin				1					1
Western Regional HQ				1					1
Chief Data Officer	1								1
Data Protection Officer		1							1
Total	**4**	**16**	**31**	**23**	**14**	**86**	**53**	**21**	**248**
% Total	**1.6**	**6.5**	**12.5**	**9.3**	**5.6**	**34.7**	**21.4**	**8.5**	**100**

Source: DPER and Department of Justice and Equality

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[16] DPER INFOR System

It should be noted that DPER also provided sanction for the additional backfilling of 43 redeployed Gardaí at the beginning of 2017. Whilst a specific grade breakdown of these positions is not available, they were filled at CO and EO level.

As is the case with the current AGS civilian workforce, the majority of these sanctioned posts have been at EO and CO level. However, a significant number of the sanctions have been for senior managerial positions at PO and AP level indicating an increase in civilian presence at decision-making levels. This is further enhanced by the 4 Assistant Secretary level positions sanctioned, as these roles have a key influence in the running of AGS.

To end June 2018, 109.5 Gardaí have been redeployed to operational policing[17]. Redeployment of desk-based Gardaí poses significant problems that must be addressed by AGS. It is understood that not every Garda who has been performing such a role will be immediately able to return to full operational duties and rosters. Many will require retraining in aspects of policing to effectively return to these tasks, particularly if they have been desk-based for a significant period of time. AGS also note that consideration may have to be given to Gardaí who have been working a traditional '9-to-5' roster and have structured family lives around this. Further, some of these desk-based roles may be filled by Gardaí who may not be able to perform on the frontline due to illness, accident or similar. It is possible that a certain proportion of posts may have to be held in reserve for such circumstances.

In order to actually achieve a target of 1,500 redeployments through civilianisation, a higher number of posts should be initially targeted, taking account of issues that will likely arise to hamper progress. The internal Organisational Deployment Survey notes that up to 2,055 Gardaí are in posts that could be undertaken by civilians. As posts are identified that will not be suitable for immediate redeployment, a higher initial target will need to account for this in order to achieve the redeployment of 1,500 Gardaí. For those positions deemed not immediately suitable, it may be that other arrangements must be found i.e. wait for the retirement of the individuals or explore a policy that sees Gardaí in long-term desk positions transferring to civil service status and terms and conditions.

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[17] AGS Workforce Planning Group

3. International Case Studies
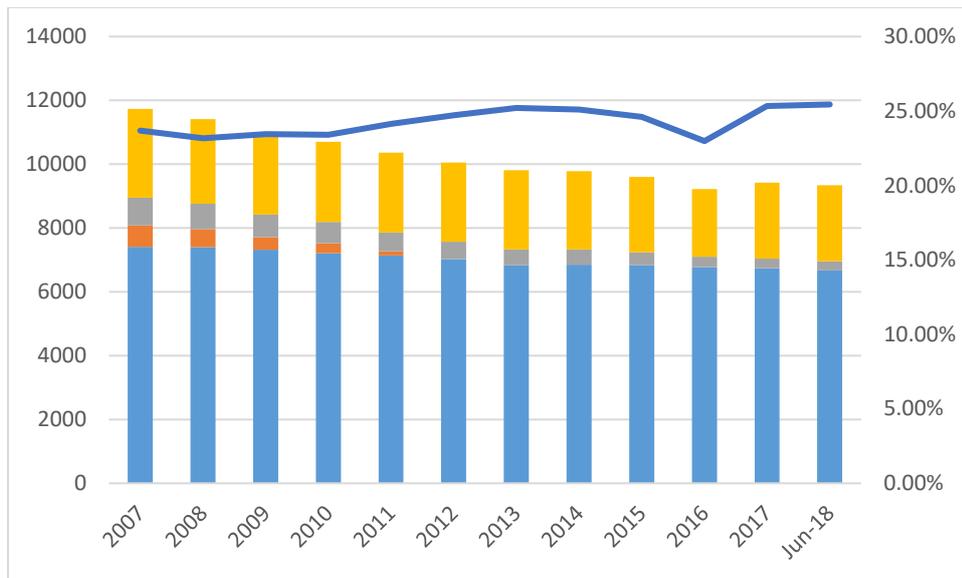
3.1 Northern Ireland

3.1.1 Profile of Force

The Police Service of Northern Ireland (PSNI) is the organisation charged with policing crime in Northern Ireland. It is the successor of the Royal Ulster Constabulary (RUC) and was set up in 2001 following the Good Friday Agreement and Patten Report - officially the Independent Commission on Policing for Northern Ireland's *A New Beginning: Policing in Northern Ireland*. At 1 June 2018, it is an organisation of 9,064 people, of which 6,570 (72%) are police, 286 (3%) are part-time reserve officers and 2,208 (24%) are civilians[18]. This is 2,673 people fewer than in 2007, when the PSNI stood at a size of 11,737, made up of 7,412 (63%) police, 673 (6%) full-time reserve officers (disbanded in 2011), 871 (7%) part-time reserve officers and 2,781 (24%) civilians[19]. Over this period, the average civilian proportion has remained at 24%. This trend is displayed in Figure 3.1.

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[18] PSNI Strength of Police Service Statistics
[19] Numbers provided by PSNI

Figure 3.1 PSNI Workforce 2007-2018

Source: Police Service of Northern Ireland HR Data

3.1.2 Policy Background

The importance of professionalisation and civilianisation of the police was understood by stakeholders from the outset of the reform agenda in the North. In light of the Good Friday Agreement, the Patten Report made many recommendations in relation to replacing the RUC with the new PSNI. It was acknowledged that a modern and efficient policing service required a mix of sworn and non-sworn personnel, working together in support of one another and in partnership[20]. This was, of course, against a backdrop of forming a policing organisation that would be accepted by all communities in the North.

It is clear to see from the report that significant civilian emphasis was to be placed on the emerging organisation*: "The development of an organization with a significant proportion of civilian members is central to our vision of a police service for the twenty-first century. The object is: to improve efficiency in the use of resources; to release highly trained officers from posts that do not require police powers, training or experience; and to help develop a more open culture in a traditionally closed organization*."

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[20] Independent Commission on Policing in Northern Ireland (1999) N*New Beginning: Policing in Northern Ireland,* Belfast. p62

It is apparent from consultation with the PSNI that the success of civilianisation in the North has also been driven by senior policing leadership and there is an understanding that a fully functional and professional police organisation requires the work of many different expertise feeding in to the overall workload.

3.1.3 Culture

As with many police services, there were similar cultural problems to those experienced at times by AGS and other police services i.e. the separation between sworn and non-sworn staff and the traditional importance of the sworn ranks. Civilian staff in the RUC were, up until the 1998 Police Act, employed by the Police Authority or seconded from the Civil Service, as opposed to by the police service itself, which is the case now[21]. There is a now clear sense that the organisation works best as a unified and integrated service at all levels to support policing objectives.

3.1.4 Workforce Planning

PSNI has placed much emphasis on workforce and succession planning. It has taken a number of approaches over the years to ensure that the workforce is made up of an appropriate evidence based mix of police, civilians, outsourced roles and temporary staff. Two of these approaches have been the use of R2R (*Resource to Risk*) and R4 (*Right people, in the Right place, at the Right time, doing the Right job*). These are strategic HR and resource prioritisation tools to promote the most efficient and effective use of the workforce. Another important tool now being used is priority based resourcing which aims to ensure the most efficient use of staff and other resources to meet measured demand. This should help mitigate any service reduction arising from reducing policing officer numbers.

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[21] PSNI (2015) *The Workforce Plan: Equality Impact Assessment*, Belfast. p38

In 2012 600 police staff were redeployed under R2R to frontline areas identified as requiring priority resourcing[22]. This is an example of a large scale process of redeployment that has been successful due to a concerted effort at analysing roles and responsibilities and following-through with action. Under R4, when filling a vacancy the PSNI first must show that policing powers are required in the role before it can be filled by a sworn member of staff. If this cannot be presented, the role must be filled by a suitable civilian. This ensures that the time of members trained and warranted is maximised as police are freed up for the performance of policing tasks. This is a process that has evolved over the years in the PSNI as part of their workforce planning implementation.

While a detailed examination of the R2R and R4 as well as PBR tools is outside the scope of this paper, they merit further investigation. PSNI is currently working towards a four-year People Strategy for 2015-2019, which aims to implement workforce modernisation and align their workforce in looking ahead to new demands.

There is a dedicated Workforce Planning unit situated in HR that is responsible for forecasting wastage to assist in determining recruitment, promotions and gender and community background levels. This involves detailed 10 year forecasting using a purpose built Excel model. The model can be used for scenario planning as part of corporate plan development. The workforce planning unit also co-ordinates and validates staffing bids to the Priority Based Resourcing Programme Board (PRB PB) chaired by the Deputy Chief Constable and the Resourcing Delivery Group (RDG) to determine an affordable Human Resource Distribution Plan (HDRP) for staffing and to maintain organisational structures, establishment and posting records for all police officers and staff. The PRB PB ensures a stringent and consistent evaluation of staffing bids against demand. Finally, the workforce planning unit provides a wide range of HR statistical information. An internally-developed Workforce Planning forecast model was purpose built to help undertake these tasks.

In the first decade of the PSNI, much of the workforce planning was based upon dealing with the recommendations of the Patten Report, such as the severance packages aimed at

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[22] PSNI *(2015)* *The Workforce Plan: Equality Impact Assessment*, Belfast. p35

reducing the size of the organisation and recruiting towards a more equal representation of Catholics. Added to the fact that this was partly taking place during a recession in the UK, this meant that planning was done against a backdrop of declining resources. Workforce planning is now undertaken to ensure the PSNI can meet the changing demands of crime with a modern workforce and skills mix.

3.1.5 Outsourcing

The PSNI makes use of outsourcing certain tasks that were previously performed by police staff. This is done as part of the 'mixed economy' model, whereby the PSNI attempts to establish an effective mix of police, civilian, temporary and outsourced staff, encouraged in the Patten Report and as seen in police services across the UK.

Outsourcing contracts in areas such as estate maintenance, catering and reprographic equipment supply and service have been in place since the RUC. Following the Patten Report, there was an effort to increase police and staff time efficiency and ensure value for money through further outsourcing in functions performed directly by PSNI.

In September 2006, PSNI entered into a contracted cleaning service. Under legislation, cleaning staff employed by PSNI were transferred to this new employer, whilst a 12 month lead-in time brought full-time hiring to a stop. This process allowed PSNI to transfer 192 staff[23] from its employment and increase cost efficiency.

The Patten Report encouraged significant IT investment in the new PSNI, though the organisation undertook to buy in ready-made software and products rather than developing them in-house. Directly-employed IT staff were tasked with identifying requirements and project-management, with contractor staff supporting delivery. In later years, managed service contracts were undertaken for regular maintenance and development. In 2015, there were 130 individuals associated with the managed service IT contracts.

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[23] PSNI (2015) *The Workforce Plan: Equality Impact Assessment*, Belfast. p42

Another area in which outsourced contracting was used was station security guarding and, as an extension, functions such as CCTV monitoring. With the falling policing and reserve numbers due to severance post-Patten, as well as the years of austerity, frontline support functions in the PSNI were at danger of being left understaffed. Outsourcing frontline support functions allowed the PSNI to safeguard its service delivery when dealing with reduced police and staff numbers.

In 2012, the list of frontline support functions covered by managed service contracts was expanded and included, amongst others:

- Security guards;

- Detention officers;

- Call handlers; and

- Station enquiry assistants

The civilian staffing trade union has been critical of the expansion of the list of functions, arguing that PSNI has "missed opportunities to address representativeness in the overall staff workforce."[24]

By way of contrast, in AGS, one area in which outsourcing has been undertaken is in the operation of the road safety camera network, whereby speed monitoring and surveying functions are provided by an external company and Gardaí have been released to operational duties. Outsourcing has also been undertaken in functions such as vehicle maintenance, towing services and cleaning [25]. In other areas, divestment of non-core services to other more appropriate public service bodies is being undertaken or is proposed. For example, in the merger of the Garda Technical Bureau with Forensic Science Ireland (FSI) under the MRP, forensic functions will be divested from AGS to FSI. The Garda Inspectorate have also noted that in the long run prosecution services should be divested by replacing the functions of AGS in this area with an independent prosecuting body, such as the Director of Public Prosecutions [26]. This would be more in line with international practice and could free up Garda hours for

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[24] PSNI (2015) *The Workforce Plan: Equality Impact Assessment*, Belfast. p45

[25] Garda Inspectorate (2015) *Changing Policing in Ireland*, Dublin. p23

[26] Garda Inspectorate (2015) *Changing Policing in Ireland.* Dublin. p281

operational duties. This issue should be revisited while noting that there are also costs associated with outsourcing and it can take time for efficiencies to emerge.

3.1.6 Use of Former Police

Between March 2002 and March 2012, the number of police officers in the PSNI decreased by around 2,300, from roughly 10,000 to 7,738[27] as a consequence of the downsizing required post-Patten Report. This was largely due to the two severance schemes operated as a result of the Report recommendations; a voluntary scheme aimed at regular police officers and a compulsory scheme for full-time reserve officers.

Whilst the downsizing was required in order to address the Patten Report recommendations and introduce a 21st century organisation more representative of the community, it necessarily caused the loss of policing experience. PSNI reported to the Northern Irish Audit Office that this equated to "51,000 years of service"[28].

To compensate for this, the PSNI made use of temporary staff in many key areas. Due to the nature of the roles, policing knowledge and experience was sometimes required and this was fulfilled due to a large number of ex-police having signed up with recruitment agencies post-severance. Of the 2,740 temporary staff engaged by PSNI during 2002 and 2012, 39% had previously been members of PSNI and availed of severance and accounted for 56% of the almost 1.5 million agency days accrued. The former police were engaged in a wide variety of roles, some of which required policing knowledge but also in roles where this was not a prerequisite.

Employing these former PSNI members as temporary civilian staff rather than police meant that the appointments did not affect their severance payments. Whilst their hiring was not illegal and may have compensated for some of the loss of experience, it also attracted negative publicity in some sections of the community. This was particularly true in the

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[27] Northern Ireland Audit Office (2012). *The Police Service of Northern Ireland: Use of Agency Staff,* Belfast. p1

[28] Northern Ireland Audit Office (2012). *The Police Service of Northern Ireland: Use of Agency Staff,* Belfast. p21

Historical Enquiries Team (HET), a special investigative unit set up to investigate the deaths of over 2,500 people during the Troubles. The NIAO 2012 report acknowledged that, whilst controls were put in place to manage any risk, there was potential for conflict of interest in former RUC officers investigating these deaths, some of which may have involved the RUC itself.

Whilst this case is quite specific to the PSNI and the situation in the North, it does show that there can be concern in re-hiring former police officers to perform civilian roles. It may be something for AGS to be aware of in the future.

3.1.7 Conclusion

Given the proximity and similarities of both jurisdictions and organisations, there are important lessons to be learned from the PSNI example. Large-scale police reforms such as civilianisation can be successfully implemented in a relatively short space of time.

The use of strategic HR tools in workforce planning in the PSNI appears to have been very successful, particularly in the redeployment of 600 police using R2R. Whilst the likes of R2R and R4 as well as PBR have not been studied in-depth for this paper, it is recommended that these and other HR tools be further examined by Garda HR. Outsourcing can increase cost efficiency and lower the overall numbers required by the organisation (but can also be expensive in the short term). It can also act as a means of ring-fencing certain roles, ensuring that police will not be transferred away from their operational duties.

3.2 New Zealand

3.2.1 Profile of force

In 2017, NZ Police was an organisation of 12,022, made up of 8,838 constabulary, 121 recruits and 3,063 non-constabulary staff[29]. This gives a non-constabulary percentage of the force of

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[29] *New Zealand Police Annual Report 2016/2017,* p123

25.5% or 25.7% when excluding recruits. These figures are in line with the average level of civilianisation over the period 2008-2017 of 25.6%.

It should be noted, however, that the constabulary figures include the 'quasi-civilian'[30] Authorised Officers position. If this position was to be counted in the non-constabulary figures, it would give an even higher proportion of 'civilian' staff for the purposes of this paper. However, as previously stated, official figures released do not give a breakdown of Authorised Officer numbers and it is not possible in this paper to realign the figures to quantify this effect.

Over the period 2008-2017, the overall size of the organisation grew by 488 people (4.3%), including an extra 385 (4.6%) constabulary and 103 (3.5%) non-constabulary staff. This is represented in Figure 3.2 below.

Figure 3.2: New Zealand Police Workforce 2008-2017
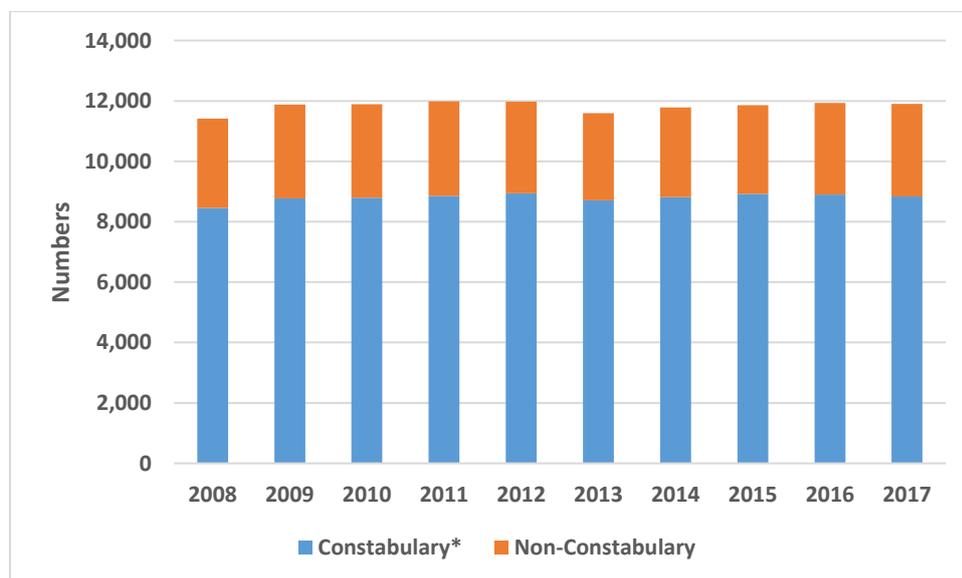
Sources: NZ Police Annual Reports

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[30] *https://www.policeassn.org.nz/new-training-new-role*

Workforce composition for the years 2016/2017 to 2020/2021 are set out in NZ Police's *The Safest Country: Policing 2021* four year plan, as shown in Table 3.1**.**

Table 3.1: NZ Police Workforce Numbers 2016/2017 to 2020/2021

	16/17	17/18	18/19	19/20	20/21
Constabulary and Authorised Officers	8,907	9,083	9,318	9,5252	9,787
Other Employees	3,026	3,206	3,271	3,271	3,271
Total	11,933	12,289	12,589	12,823	13,058

Source: *The Safest Country: Policing 2021*, p64

As Table 3.1 shows, the overall size of NZ Police is expected to increase by 1,125 (9%), comprising 880 (10%) more Constabulary and Authorised Officers and 245 (8%) additional other employees. This includes a number of initiatives targeted at increasing the diversity of recruits and workforce and working towards more gender equality. The civilian component of the Police will remain at an average of 26% over this period.

3.2.2 Policy Context

Original

Until the late 1980s, New Zealand Police was almost exclusively staffed by police constabulary. In 1958, civilian staff made up less than 2% of the workforce of more than 2,300. Over the following three decades, some civilianisation was undertaken in areas such as finance and HR and some impetus was given through amendments to the 1958 Police Act, which aimed to modernise the workforce in line with other sectors. However, civilian staff remained very much a small part of the organisation and were mostly confined to clerical and some administrative roles.

In 1989, an amendment to the Police Act meant that civilian staff came under direct employment of the Police Commissioner as one of two categories of a unified workforce - sworn and non-sworn members. Prior to this, civilian staff were employees of a central State Services Commission and embedded within the police. Coinciding with this move, the New Zealand Police Association agreed to represent both sworn and non-sworn members, made possible as a result of changes to industrial relations legislation. This was seen as being a very progressive and distinctive move in that for the vast majority of cases worldwide, police and civilians are represented separately.

Following this, as outlined in the 2008 OECD Public Management Reviews *Ireland: Towards an Integrated Public Service*[31] over the years 1989 to 2007, the civilian cohort of NZ Police almost tripled, from 944 to 2,771. At the same time, the number of sworn members increased by less than 60%, to 8,114. In 1989, civilians represented just 16% of New Zealand Police, rising to over 25% of the 10,885 employees in 2007. Civilianisation also became more prevalent in other areas of the organisation. From the traditional areas such as finance and HR, civilians now occupied such roles as fingerprint analysts, policy advisers and Police prosecutors. One of the major successes was in increasing representation in the Communication Centres, with 85% of the call takers, dispatchers and managerial-level staff being non-sworn. In the early-1990s, this area was almost exclusively constabulary.

With the Police Association representing non-sworn employees, it could be surmised that this made the civilianisation process easier in that there was not the same level of cultural barriers against civilianisation as can be evident in other jurisdictions. Timely and genuine communication and consultation allowed NZ Police to significantly improve its proportion of civilian employees in a sustainable way.

Police Act 2008

Between 2006 and 2008, a review of the 1958 Police Act was conducted and resulted in the development of a new Police Act 2008. As the main organisation affected by the Act, NZ Police

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[31] *Ireland: Towards an Integrated Public Service*, 2008. p126

itself led this review, which involved the publication of a number of policy papers and inviting input from interested stakeholders. In relation to employee structure and civilianisation, the papers and consultation process resulted in some new and interesting ideas being introduced to the 2008 Act.

One of the points raised by the papers and supported by feedback was that more flexibility was required in employing staff to the Police[32]. With an understanding of the evolving complexity of crime, it was acknowledged that the organisation would require greater freedom in assigning roles to different types of staff. This would include allowing certain specialist functions to be performed by non-sworn staff and the introduction of Authorised Officers, which is detailed below.

3.2.3 Authorised Officer

An Authorised Officer (AO) is a NZ Police employee who is given certain policing powers, limited to the area in which they operate. Whilst temporary and casual constables previously existed with limited powers, the AO was a formalisation and extension of this arrangement. The types of roles for which limited constabulary powers may be warranted are governed by legislation[33] and include:

- Police jailer and escort;
- Police guard;
- Police specialist crime investigator; and
- Police transport enforcement officer.

The idea supporting the Authorised Officer is that the conventional role of the police officer does not fully fit with the realities of the modern and future policing landscape. Police have traditionally been trained in all aspects of the role and, with new and increasingly complex types of crime (cyber, international etc.), it is acknowledged that it is neither practical nor efficient to expect a police officer to be fully trained in all facets of the position.

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[32] *Perspectives on Policing,* 2007. p26
[33] http://legislation.govt.nz/act/public/2008/0072/20.0/DLM1102384.html#DLM1102384

It is also the case that there are roles traditionally performed by fully warranted constabulary - such as security and custody functions - for which a fully-trained officer is overqualified. Having a fully-warranted officer in such positions is, therefore, inefficient and not producing optimal value for money. Whereas previously, constables would have to undertake a six-month custody rotation - which was not always desirable - this role can now be performed by AOs directly hired for this purpose, allowing constables to perform policing duties.

The purported benefits, therefore, of the AO are that it frees up police time to perform the operational duties expected of them by the population. It also potentially allows for a higher skill level and professionalisation throughout the NZ Police as training and role profiles become more focused in aiming to respond to a changing nature of crime. Police will be trained in a more limited but dedicated set of responsibilities and their work will be supported and enhanced by specialised professionals.

3.2.4 Conclusion

One point to take away from the New Zealand example is that introducing new quasi-civilian/policing positions that enjoy limited and specific policing powers can play a role in civilianisation. In this case, legislation was introduced as the enabler. Communication and collaboration with police associations also played a role in ensuring the success of civilianisation. Whilst this paper is not necessarily saying that a quasi-civilian role should be included in AGS, it shows that there are other workforce mixes available for study. It may also be that these types of positions could be cheaper than full Garda members if they were to have a lower salary and/or allowances and overtime.

The New Zealand experience also shows that a policing model with a high civilian representation can be successful in a country of the same population as Ireland. Other similarities exist, such as there being a large rural element of the country, which may affect policing demands. Given these parallels, there is a lot of knowledge to acquire from New Zealand that could be directly applicable to a successful civilianisation programme in AGS.

3.3 England and Wales

3.3.1 Policy Background

Civilianisation of the police in England and Wales dates back to The Metropolitan Police Act 1829, which allowed the Commissioner to employ civilian clerks. Though the trend for civilians largely remained relatively low and confined to clerical positions, post-1945 there was a significant increase in their numbers and proportion. Dating back to the 1940s, the case for more civilianisation was being put forward in the Oaksey Committee report on police pay, pensions and service conditions. In *Democracy and Policing*[34], the Oaksey Commission report is quoted as recommending that: "police establishments in general should be thoroughly overhauled with a view to releasing policemen for police duty wherever possible by the employment of civilians".

In the 1964 Police Act, the power to employ civilians in the police was granted to policing authorities and county councils by legislation[35] thereby indicating a clear policy direction. In 1967, a report by the Police Advisory Board (PAB) - *Police Manpower, Equipment and Efficiency*[36] - examined civilianisation in detail as a way of addressing police staffing shortages. The report outlined functions which could be carried out by civilian and local authority staff, including clerical finance work, school crossing patrol and duties under the Diseases of Animals Act. Further functions which may be carried out under police or civilian supervision included facilities management, uniform management, physical training and miscellaneous administration. The report identified a larger number of areas where civilianisation could be advanced in future, including clerical and administration tasks relating to CID, crime prevention and criminal intelligence and scene of crime, fingerprinting and photography. It was also argued that intelligence rooms could be civilianised under police supervision, whilst each police force should consider appointing a civilian prosecuting solicitor.

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[34] Jones, T., Newburn, T. and Smith, T. (1994) *Democracy and Policing*, London. p168
[35] http://www.legislation.gov.uk/ukpga/1964/48/section/10/enacted
[36] Police Advisory Board (1967) *Police Manpower, Equipment and Efficiency*. London. p28-39

In the mid- to late-1970s civilisation began to slow down and even reverse. The Home Office acknowledged in 1975 that police organisations had reached maximum levels of beneficial civilianisation and official policy became the prioritisation instead of police officer recruitment, as stated in *Democracy and Policing*[37]. However, as police became more costly in the 1980s and administrative work increased, so too again did civilianisation. Police officer pay became linked to the private sector, eventually becoming much more expensive than civilian employees. Official policy once again changed in favour of civilianisation due to the relative cost effectiveness of civilians.

From the late 1980s, workforce planning and staffing strategy was being pushed by Home Office. A 1988 Circular required the identification to Home Office of medium- and long-term staffing requirements by regional police forces, with recommendations that demands for staffing and deployment would be reviewed. The Circular also set out specific tasks suitable for civilianisation, as well as highlighting the need for "grading structure, career development and personnel management"[38].

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[37] Jones, T., Newburn, T. and Smith, T. (1994) *Democracy and Policing*, 1994. p171
[38] Jones, T., Newburn, T. and Smith, T. (1994 *Democracy and Policing*, 1994. p172

Figure 3.3: Civilians and Police Officers Employed by Provincial Forces in England and Wales 1955-1993
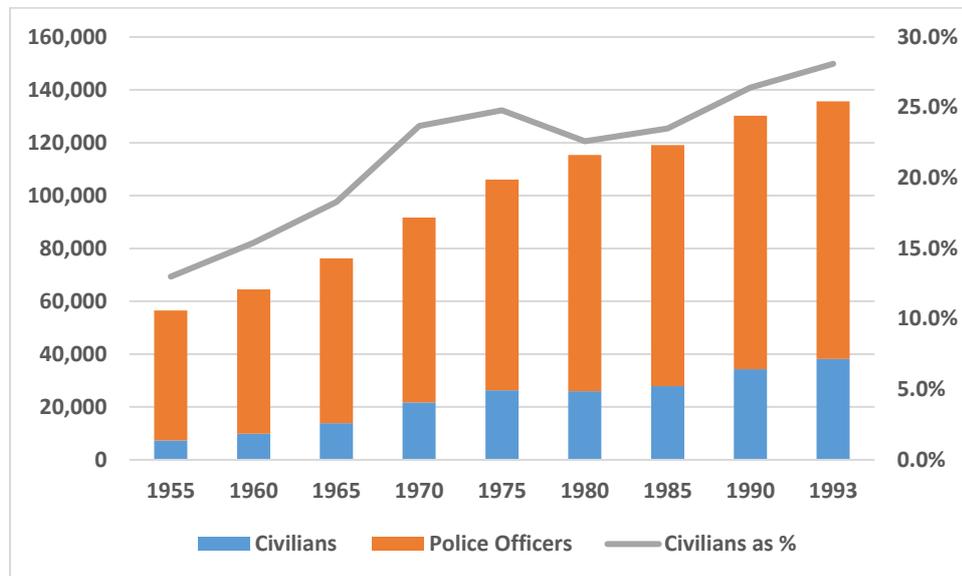
Source: *Democracy and Policing, 1994* (adapted)

Figure 3.3 shows the increase in proportion of civilian staff over the period 1955 to 1993. As can be seen from the graph, the 14% of civilians currently in AGS is similar to the proportion of civilian staff present in England and Wales between 1955 and 1960. The aim of civilians making up around 20% of AGS on completion of the MRP will bring Ireland up to the proportion seen in England and Wales between 1965 and 1970.

3.3.2 Current Profile

Since the onset of austerity following the global financial crash in 2008, the overall total numbers in the policing sector in England and Wales has fallen considerably. This has come on the back of UK government policy decision in 2010 to cut central police funding by 20% and to require savings from police organisations with a pay being one of the major savings areas.

Figure 3.4 shows the change in police workforce numbers for the period 2008-2017.
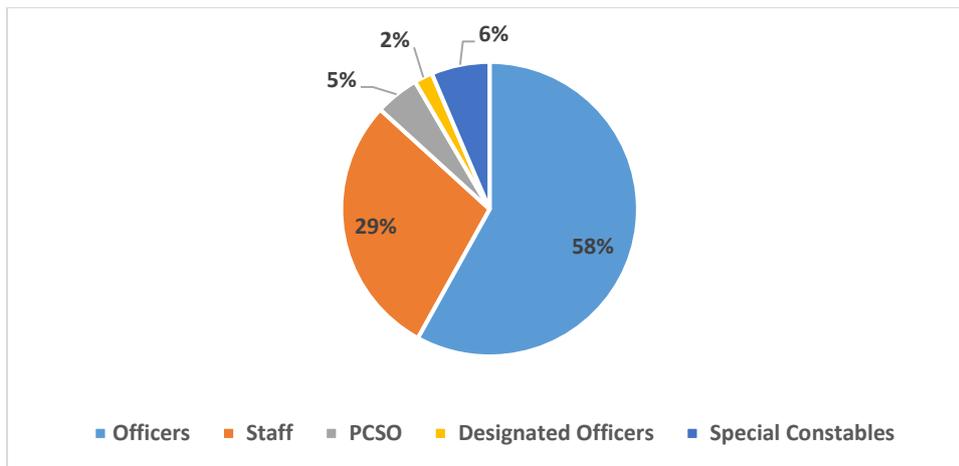
Figure 3.4: Police Workforce England and Wales 2008-2017
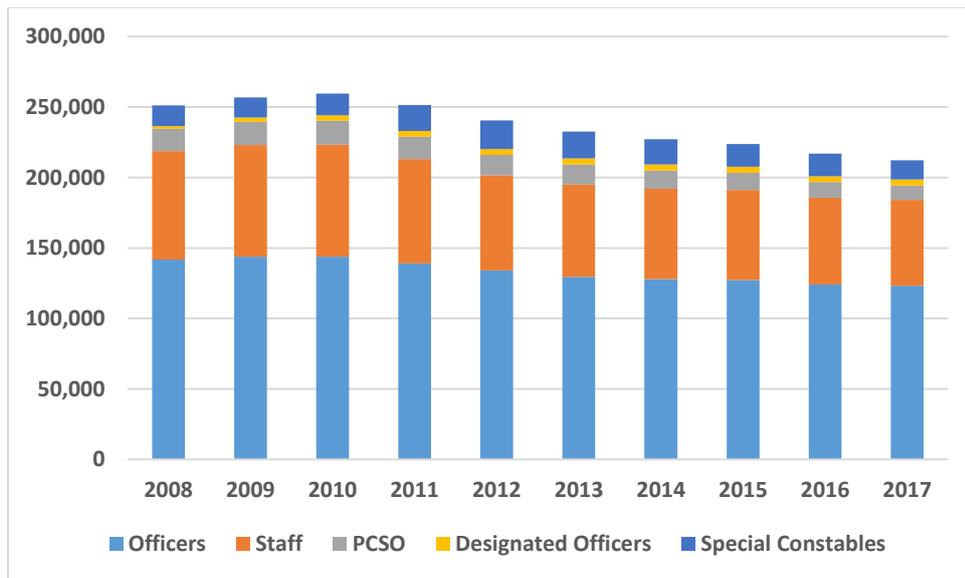
Source: England and Wales Police Workforce data

The graph depicts a fall in total numbers from a high of 259,593 in 2010 to 212,176 in 2017. This is a decrease of 47,417 or 18%. All categories of staff and volunteer saw a fall in numbers over this period, with police officers down by 20,592 (14%) and 18,533 (23%) fewer civilian staff. However, over this period, the average breakdown of total numbers by employee/volunteer type has remained relatively consistent. Figure 3.5 illustrates the position in 2017.

Figure 3.5: Breakdown of Police Workforce England and Wales 2017

Source: England and Wales Police Workforce data

Despite the budget and number cuts over the last decade, the workforce proportions have remained largely stable. Civilian staff continue to represent just under 30% of the workforce, compared to 31% in 2010. If considering PCSOs and DOs as quasi-civilian and contributing to the rate of civilianisation, this proportion increases even further to 36%. Police officers, meanwhile, have increased in proportion slightly, from 55% to 58%.

3.3.3 Police Community Support Officer

Police Community Support Officers (PCSO) were introduced to the police services of England and Wales with the creation of the position by Section 38 (2) the Police Reform Act 2002[39]. The Metropolitan Police was the first organisation to employ PCSOs in September 2002. In essence, they are seen as a community supervision and engagement role which can help to increase police frontline hours by dealing with low level crime and anti-social behaviour[40]. They are seen, like the Authorised Officer in New Zealand, as a quasi-civilian role; PCSOs are non-attested and non-warranted positions who are given a variety of police powers and the power of constable in various situations but do not have the power of arrest.

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[39] https://www.legislation.gov.uk/ukpga/2002/30/section/38

[40] The *Workings of the Justice System - The Police Service,* The University of Portsmouth, 2013

PCSOs are present in each of the 43 regional police organisations throughout England and Wales. In 2007, Home Office Circular 033/2007 outlined a range of standard powers for PCSOs across all regions, with further powers being at the discretion of chief constables[41]. The standard powers, amongst others, include:

- Power to issue fixed penalty notices for cycling on a footpath or for littering;
- Power to require name and address (including for anti-social behaviour, road traffic offences and possession of drugs;
- Power to require surrender of drugs, as well as alcohol and tobacco in certain conditions;
- Power to carry out road checks; and
- Power to stop and search in authorised areas.

Some of the discretionary powers available to PCSOs include:

- Power to issue penalty and fixed penalty notices for a range of matters;
- Power to detain under certain conditions;
- Power to search detained persons for dangerous items or items that could be used to assist escape; and
- Power to enforce certain licensing offences.

Between 2003 and 2010, PCSO numbers grew to a height of 16,918. However, as with police and civilian staff numbers, recent years have seen a fall in the number of PCSOs from this peak and, at end-2017, numbers stood at just 12,213, a 28% decrease. This is shown in Figure 3.6.

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[41] http://library.college.police.uk/docs/hocirc/ho-circ-2007-033.htm

Figure 3.6: Number of PCSOs in England and Wales 2003-2017
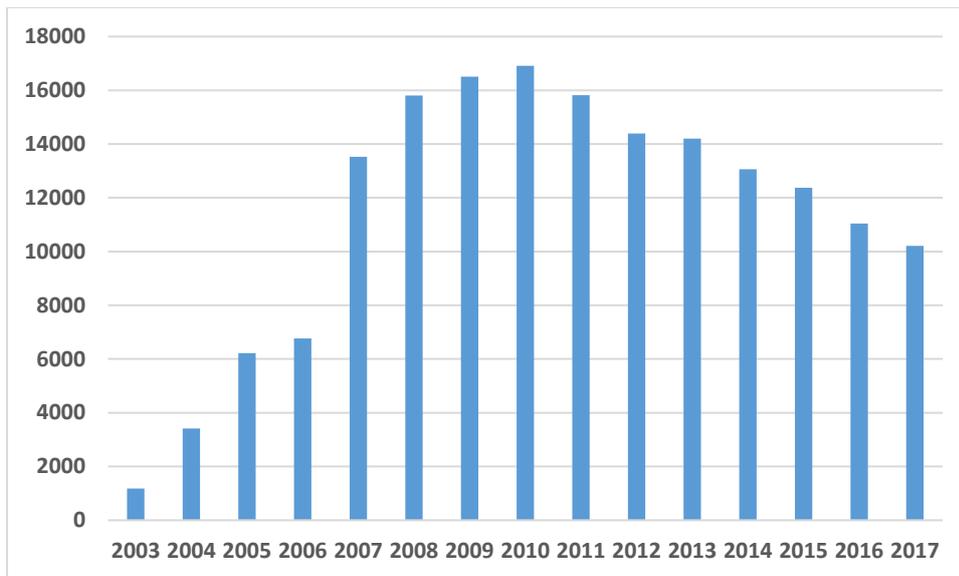
Source: Police Annual Reports and other sources

Whilst the benefits in freeing up police time to perform tasks for which warranted powers are clear, the PCSO has not been welcomed universally across the board. There is a fear that the role can be in danger of policy creep, with arguments that PCSOs may be deployed instead of police as opposed in supporting them. The Police Federation of England and Wales is wary that PCSOs should not be seen as an alternative to police in times of austerity and budget cuts and that their role should be clearly defined as a supporting one, providing information to police to "develop and formulate policing operations"[42]. Multiple interpretations of the role also caused problems across different polices services.

3.3.4 Workforce Planning

Whilst it may be thought that English and Welsh police services would have some expertise in this area, given their advancement in relation to civilianisation of the workforce, these services have yet to satisfactorily meet the expectations of the UK police inspectorate in this area. Recent HMICFRS inspections and evaluations of the 43 police services across the board

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[42] *Police Community Support Officers (PCSOs),* Police Federation of England and Wales, 2017

show that there is a wide disparity in workforce planning quality and that more work is required to accurately match demands and workforce numbers.

In its 2017 PEEL police efficiency report - which measures how efficient the police are at keeping people safe and reducing crime - HMICFRS identified that the police forces "*do not yet recognise sufficiently the important connections between understanding demand and building the capacity of a force".*[43] The police forces must focus on identifying the changing profile of crime and demand on its resources and evolving its workforce makeup to meet this, as opposed to building a future workforce that responds to current problems.

Going back to the 2015 PEEL efficiency report, it was identified that *"forces' workforce plans are based on capacity (size and cost), rather than capability (what the workforce is able to do)"*[44]. Police forces were not planning their future workforces around the skillsets they currently had and would need in the future but rather were using a numbers and expenditure basis. There is now an awareness from Central Government policy that workforce planning should focus on the key future challenges to policing including crimes against the vulnerable and online crimes. These are potentially very different to the current and past threats and, as such, services will have to develop novel ways of approaching and combatting crime.

This may now be addressed through police forces working in conjunction with the College of Police who may help to develop and pilot new schemes for meeting the future of policing. For example, the College is currently piloting an Advanced Practitioner role in seven police forces[45]. The idea behind the position is to offer lateral advancement to police and staff with expertise in a particular area. This would allow them to take a leadership approach in this area and advance their CPD whilst collaborating both within their own force and, potentially, with others.

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[43] HMICFRS (2017) P*EEL: Police efficiency.* London. p34
[44] HMICFRS (20150) *PEEL: Police efficiency.* London. p7
[45] http://www.college.police.uk/What-we-do/Development/Advanced-practitioner-pilot/Pages/Advanced-Practitioner-pilot.aspx

Box 3.1 below sets out some more of the demand analysis challenges highlighted by this case study.

Box 3.1: Demand Analysis and Planning

Police services must carefully plan their organisation around dealing with the issues of today whilst preparing for the challenges of the future and setting out a clear, strategic vision addressing this. It will not be possible to continue to meet their requirements by operating in the same, traditional manner and changes must be evidence-based. Advancing technology is one of the key considerations for police, both in how this will affect crime and how it will help tackle it. This must all be done within the realities and limitations of budgets.

Police services must:

- Ensure that they have the correct number and mix of police and employees to respond to the demands on their time and resources;
- Be able to accurately collect and measure demand data (e.g. calls from the public, major incidents, protective services, prevention etc), use this to track trends and react in novel and innovative ways.
- Work in conjunction and collaboration with all relevant stakeholders and organisations to ensure as efficient a relationship as possible.
- Effectively train all employees in advancing operations and techniques and ensure that they can fully meet the public's growing expectations.

According to the 2017 PEEL Efficiency report, there is great variance in the level of planning across the police services of England and Wales. Some - including Wiltshire Police, West Midlands Police, Essex Police, Kent Police and Durham Police - are highlighted as services that have shown high quality in one or more areas of planning. However, the report outlines that HMICFRS would like to see greater engagement in this action across the board.

3.3.5 Conclusions

Again, like with New Zealand, a key message from the civilianisation experience in England and Wales is the role that central government can play through policy and legislation. The changes in proportion of civilian employees during the 1970s and 1980s demonstrates the direct impact of central leadership. As AGS is the unitary police organisation for Ireland, this undertaking is potentially easier in Ireland given that there is only one policing organisation rather than 43 separate services with competing interests.

There is also further evidence here for the possibilities of examining new types of employee that do not exist in the current AGS model. Whilst the PCSO role may not translate directly to AGS, there exists space in which novel approaches to policing can be studied and adapted for the demands of the Irish system. They would have to be properly examined and designed so that they are fit-for-purpose and relevant to the Irish context.

Finally, it is clear that future demand analysis and workforce planning are priorities for policing in England and Wales and these areas are still works in progress. AGS has the chance to learn from what has already been implemented but also to work in conjunction with the tasks that are now being undertaken.

4. Conclusions and Recommendations

The case studies show that is possible to undertake civilianisation successfully and in significant increments. The common success factors appear to be leadership, consultation, communication and a focus on succession planning at a granular level to drive civilianisation. With the appointment of a new Garda Commissioner, this offers the chance to renew the civilianisation programme and ensure buy-in from the highest levels. The success of the new Commissioner should, at least in part, be measured by the success of civilianisation. This will require keen leadership and an ability to communicate the benefits of a change in culture and gain support from all levels.

AGS has the opportunity to engage with and learn from other police organisations - including very close neighbours - that have undertaken the civilianisation challenge. One of the main recommendations, therefore, arising from this paper is that AGS should actively seek to meet relevant stakeholders from other police organisations and gain insight from their experience to apply to the Irish context.

A major component evident across the international examples listed above is the requirement for more thorough and sophisticated workforce planning. This is a challenging area for many police services. This tool allows organisations to examine the skillsets currently available to them, the changing requirements in the future and how it must act to effectively meet these requirements. Important priorities here include specialisation, diversity, supervision and structural change.

However, it has become clear in researching this paper that performing quantitative and qualitative benefits measurement is very difficult. Kiedrowski *et al.* note that "In the existing police research literature there is no comprehensive inventory of the costs and benefits of civilianization"[46].

There appears to be few detailed evaluations - at least publically - that clearly illustrates, for example, the additional number of operational policing hours generated through a civilianisation programme. Most benefits appear to relate to the savings in salary and pension costs, with interviews, surveys etc. allowing for some qualitative analysis of effects such as productivity.

This does, however, offer AGS the opportunity to become an example of good practice in measuring, analysing and communicating the benefits of civilianisation. The organisation should use the MRP as a chance to detail the efficiency and effectiveness impacts of developing a new workforce mix (allied to better ICT and other reform measures) and develop a body of evidence that can be used by itself and other organisations in the future.

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[46] Kiedrowski, J., Melchers, R-F., Ruddell, R. and Petrunik, M. (2015). *The Civilianization of Police in Canada.* Ottawa. p47

Appendix A: Technical and Administrative Posts That May Be Suitable For Assignment to Garda Staff

Position	Number of Sworn Members
Analysts	5
Change Management	12
Clerical posts	310
Collators/Criminal Intelligence Officers	54
Community Relations/Crime Prevention	84
Experts such as in Technical Bureau	74
Immigration officers	122
Instructors/all ranks	251
Pool Drivers	34
Motor Technician posts	2
Private Secretary	1
Public Service Vehicle (PSV) Inspectors	23
Radio Technicians	68
Safety Advisors	6
Scenes of Crime Examiners	154
Welfare Officers	11
Total	**1,211**

Source: Changing Policing in Ireland, 2015

HR and Workforce Planning

1) To what degree are policing and civilian staff numbers set centrally?

2) How is the total number and composition of policing staff decided upon and what analysis underpins this?

3) Is there decentralised control whereby the PSNI can decide on numbers per grade or must approval be sought from a central authority?

4) Does the PSNI have a current workforce plan and/or strategic HR plan?

5) Were there any significant challenges to developing or implementing these plans?

6) Do these plans encompass wider HR issues such as:

   o Diversity
   o Specialisation
   o Lateral entry routes
   o A common performance review system
   o Demand analysis i.e. drivers of need for policing services

7) Are any particular examples used to benchmark HR practices (e.g. other police forces or public/private organisations from different sectors)?

Civilianisation

8) How successful has the historical implementation of civilianisation been? Were there cultural barriers and how were these overcome (incentives) ?

9) How do police ranks interact with civilian staff?

10) To what extent do civilians and police staff operate under common HR systems?

Appendix B2: Themes for International Meetings: UK Civil Service

HR and Workforce Planning

1) How is the total number and composition of policing staff across UK police services decided upon and what type of analysis underpins this?

2) What is best practice in terms of developing workforce plan and/or strategic HR plans for police services in the UK? Are there central guidance and requirements?

3) What are the challenges to developing or implementing these plans and linking them to resource allocation?

4) Do these plans encompass wider HR issues such as:

   o Diversity
   o Specialisation
   o Lateral entry routes
   o Common performance review system
   o Demand analysis i.e. drivers of need for policing services

Civilianisation

5) How successful has the historical implementation of civilianisation been? Were there cultural, management, IR or other barriers and how were these overcome (incentives etc)?

6) Which new civilian grades have been the most successful e.g. PCSOs etc?

7) To what extent do civilians and police staff operate under common HR systems? Are civilian (i.e. non police officers) employees civil servants or direct police service employees?

8) What is the most recent policy thinking on best practice for the mix of staffing skills in UK police services?

9) How successful has outsourcing been as a driver of civilianisation? What are the major successes and failures?

Appendix C: Quality Assurance Process

All authors of published IGEES analytical output must ensure that necessary steps are taken to ensure the high quality and robustness of the analytical work presented. As IGEES operates in a variety of policy areas and organisational contexts, there is no one prescribed IGEES quality assurance process. Instead, all authors of work published on the IGEES website are obliged to outline in their work the review process that was undertaken to ensure the content of the analysis is of the highest possible quality. This will give a reader/user of the analytical work clear understanding of the scrutiny that has been applied.

It is recommended that all IGEES quality assurance processes are open, so that reviewers are known to the author. This is to encourage constructive discussion between the author and reviewer(s) and facilitate learning and capacity building for the author and the IGEES network.

This spending review paper has been through the designated quality assurance process outlined by the IGEES QA guidelines. Below and overleaf are the steps taken within this quality assurance process:

1) Line Management: This paper has been reviewed by the Principal Officer for the Justice Vote section in the Department of Public Expenditure and Reform.
2) Peer Review: The paper has been circulated to two Assistant Principals within IGEES.
3) Steering Group: This paper has been circulated for review to a sub group of the Steering Group of the Spending Review 2018.
4) External: This report was also circulated to a steering Group set specifically to co-ordinate the finalisation of Spending Review papers in the justice sector. It comprised the Department of Public Expenditure and Reform, the Department of Justice and Equality, An Garda Síochána and the Policing Authority.

Quality assurance process

✓ Internal/Departmental
      ✓ Line management
      ✓ Spending Review Steering group
      ☐ Other divisions/sections
      ✓ Peer review (IGEES network, seminars, conferences etc.)

✓ External
      ✓ Other Government Department
      ✓ Steering group
      ☐ Quality Assurance Group (QAG)
      ✓ Peer review (IGEES network, seminars, conferences etc.)
      ☐ External expert(s)

☐ Other (relevant details)

Appendix D: Comparison of Garda Ranks to Civil Service Grades

Garda Rank	Civil Service Grade
Garda Commissioner	Secretary General
Deputy Commissioner	Deputy Secretary
Assistant Commissioner	Assistant Secretary
Chief Superintendent	Principal Officer
Superintendent	Assistant Principal
Inspector	Higher Executive Officer/Administrative Officer
Sergeant	Executive Officer
Garda	Clerical Officer

Appendix E: Breakdown of Garda Functions by Service Area

Function
Regular & Community Policing
Victim Services
Prison / Protection
National Community Engagement
JLO / Youth Diversion
Community Policing
Courts
Crime Prevention
Warrants & Summons
Regular Unit
Roads Policing & Major Events Management
Escort Unit
Regional/Divisional/District Roads Policing
Special Events
Fixed Charge Penalty Office
National Roads Policing
Specialist / Serious Crime
National Cyber Crime
National Immigration
Regional/Divisional/District Detective Unit
Regional/Divisional/District Cyber Crime
Regional/Divisional/District Immigration
Child Protection & Support
National Protective Services
National Drugs & Organised Crime Bureau
Economic Crime
Coordination & Tasking
Divisional Protective Services
Divisional Drugs and Taskforce
Criminal Assets Bureau
National Bureau of Crime Investigation
Armed Support Unit
State Security
Special Detective Unit
Liaison & Protection
Surveillance
Security & Intelligence

Function Continued
Crime Support
Scenes of Crime
Intelligence
Technical Bureau
National Analysis
Operational Support
Regional Analysis
CCTV Examination
Command & Control
Enabling Function
Estate Management
Training
Divisional Telecoms
Occupational Health
Corporate Communications
Finance
Human Resources
Information Services (GISC)
Fleet Management
Employee Support
Vetting
ICT
Governance, Compliance & Administration
Corporate Services
Garda Band
Divisional Planning Units
Legal Affairs
Policy
PEMS
Internal Affairs
Records Management (GDPR & FOI)
Executive Offices
Risk, Compliance & Audit
Strategy & Planning
Regional/Divisional/District Administration

Source: AGS

Appendix F: Case Study on Garda Síochána Analysis Service

The Garda Síochána Analysis Service (GSAS) is a fully civilianised function within AGS, comprising 68 employees. Established in 2007, it is a professional and specialised area that supports effective strategic and operational policing through the provision of analysis. The role of the analyst is to collate data from a number of different sources - mostly AGS's internal PULSE network, but also from a variety of international sources - analyse it and produce concise reports on the findings for use by senior management and operational policing.

GSAS is viewed as a good example of civilianisation in AGS as it provides clear benefit to the policing operations of the organisation, indicating the potential for close relationships between Garda members and staff.

The MRP recognises the importance of analysis for AGS, explicitly highlighting its benefits as below:

- Effectively targeting resources (such as patrols, checkpoints, and crime prevention advice) on the basis of analysis;
- Pulling together information from various sources of intelligence (both open source and Garda generated) in order to develop the understanding of emerging crime problems and crime groups;
- Using analysis in order to support the development of operations to tackle volume;
- Using analysis to support serious crime investigations;
- Supporting the renewal of the culture of AGS through engagement surveys; and
- Supporting performance management through tracking progress against targets, analysis of areas where we are 'off target' and making recommendations for the development of improvement plans.

GSAS itself outlines that it has even greater potential to contribute to AGS over the coming number of years:

- Using analysis in order to support local problem solving of crime and policing issues;
- Developing evidenced-based approaches that improve the delivery of services to the public, including victims of crime;
- Developing analytical models that can inform more effective policing. This can cover operational areas, crime prevention and communications (for example, using analysis to target key messages to certain groups on social media on the basis of current crime patterns); and
- Developing analytics to support the development and deployment of people across the organisation (for example, within the area of Human Resources, there can be analysis of future resource requirements, and development of deployment models).

Sanction Approval

In December 2017, GSAS requested sanction for an additional 25 junior analysts at EO level throughout the country. DPER believes this to be an example of good practice in the civilianisation process, reflected in the quick turnaround in sanction approval.

The sanction request was viewed with approval for the following reasons:

- The GSAS business case attached to the sanction request was detailed but concise. It clearly highlighted the need for the positions, the potential benefits added to the organisation and the areas in which all of the positions would work. Providing this detail to DPER shows that the request has been fully planned out and reduces the volume of back-and-forth questioning required to establish the need for sanction.
- It is known that GSAS is seen both internally and externally as adding value to the policing functions of AGS. Therefore, whilst these positions were viewed as 'new' under MRP and did not directly allow for Garda redeployment, the value of the work is such that operational policing could be better targeted and become more efficient. This was explicitly highlighted in the business case.

Appendix G: Sources for Figure 2.5 Civilians as a % of police workforce

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