

Assessment of Policing Performance

Mid-Year Review



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EXECUTIVE SUMMARY

The Policing and Community Safety Authority (PCSA) has assessed An Garda Síochána's progress against its Annual Policing Plan¹ and the Policing Priorities for the first half of 2025. This assessment is part of the PCSA's statutory role to independently assess the policing performance of An Garda Síochána. It is based on an analysis of several reports received from An Garda Síochána, as well as extensive engagement with garda personnel and external stakeholders.



Achievement of Policing Plan Targets

Of the 18 targets contained in the Policing Plan 2025, by the end of June, seven were reported as being 'on-target', 11 targets were reported as being 'at-risk' and none were reported as 'off-target'.



Recruitment and Retention

- Resources continue to be highlighted as a barrier to achieving recruitment targets, with recruitment and retention of personnel representing an ongoing challenge. New practices have been introduced to enhance and speed up the recruitment process.
- Key strategies and plans to support this work – the Recruitment and Retention Strategy, the Strategic Workforce Plan, and the Training Strategy have not been produced.
- Garda Reserve numbers were reported as being at 296 in June 2025, despite targets having been set to increase the strength of the Garda Reserve to 1,000 by 2026 and to 2,000 in the longer term.



Management of Garda Resources

- The Operating Model is now fully operational across all 21 divisions. This represents a significant milestone and achievement for An Garda Síochána.
- The introduction of the Performance Assurance Functional Areas in each division, as part of the new Operating Model, is assisting in the standardisation of governance reporting across the organisation.
- A Human Resource Information System (HRIS) to allow a detailed financial and human resources management capacity is still not in place.
- A comprehensive Estate Strategy is still not in place.

1. As per the Policing, Security and Community Safety Act, 2024, the Policing Plan will be replaced by an Annual Service Plan.



Service for victims and vulnerable persons

- The policy and procedures to give effect to the Criminal Justice (Victims of Crime) Act 2017 have not been produced.
- The mandatory call-back rate to people who have reported domestic abuse stands at 77.2%. Inconsistencies remain across divisions, with some demonstrating rates below the 60% target.
- The recorded crime rates of rape and sexual assault (+8% cent to 863 in Q1 2025), and other sexual offences (+16% to 111 in Q1 2025), have both increased, relative to the same period of 2024. This can be indicative of increased awareness, greater confidence to report, as well as an enhanced appreciation of the efforts An Garda Síochána is investing in this area.
- There is some evidence of an increasing willingness to report domestic abuse to An Garda Síochána in recent years, although data for the first half of 2025 is not yet available. Even when the increase in population is accounted for, the numbers of calls relating to domestic abuse, and of domestic incidents recorded, have risen in every division and region. This can be indicative of the increased trust the public has in the organisation.
- The Data Sharing Agreement between An Garda Síochána and Tusla is still not finalised.
- There is an increase in the recording of hate crimes and hate incidents across most divisions since 2021. This can be indicative of the efforts An Garda Síochána is investing in this area and the trust the public has in the organisation.



Crime

- The high visibility policing initiative established in Dublin city centre is not included in the Policing Performance Report for Quarter 2 which An Garda Síochána provided to the Authority (Q2 report). It is important to note that this initiative, which has resulted in an increased visibility of gardaí on the streets of the capital, was made possible because significant numbers of new gardaí were assigned to the city centre and a defined approach to how and when patrols are organised was put in place. It will be interesting to see whether this level of visibility can be sustained over time and the impact it has on the public's reported levels of feeling safe in the city centre, as well as a potential decrease in reported offences.
- There is continued success in identifying, targeting and disrupting organised crime, with large amounts of drugs, cash and weapons being seized. This is assisted by high levels of international cooperation between the Garda National Drugs and Organised Crime Bureau (GNDOCB) and Garda National Immigration Bureau (GNIB), along with Europol and with other police services.
- An Garda Síochána has enhanced its cyber-based crime capacity and capability. It is, however, very challenged in its efforts to keep pace with what has been described as 'an exponential growth' in this type of crime, which is also seeing other police services across the globe severely challenged by this type of activity.
- No significant progress is reported so far in 2025 in addressing Drug-Related Intimidation (DRI) and the grooming of children and young people into organised and drug crime.



Crowe Report on Roads Policing

- The Independent review on roads policing, conducted by Crowe found significant variation in productivity between members of roads policing units (RPU). This was interpreted by Crowe as a result of a lack of performance management of RPU members, as well as ineffective supervision.
- The Authority believes that attempts to address the ongoing concern An Garda Síochána is raising in relation to resourcing issues within Roads Policing must be considered in the context of the Crowe Report, which questions whether existing resources are being leveraged sufficiently.
- It is worth noting that the Crowe Report was not mentioned in the Q2 report. Nonetheless, the Authority believes that the resourcing of roads policing must be considered in light of the Crowe findings, specifically in relation to whether or not existing resources are being used effectively.



Policing Diverse Communities

- No progress was made in relation to the National Diversity Forum in terms of resuming its operation. While the PCSA accepts An Garda Síochána's comments that the forum needs to be aligned with the strategy of the National Office for Community Safety (NOCS), it is concerned by the lack of any apparent interim solutions to strategically obtain national feedback from diverse groups.
- Members of some communities, including the Traveller community, the Roma community, along with Brazilian people and those of African descent report negative experiences when interacting with members of An Garda Síochána.



Information-Led Policing

- Progress was made in the routine publication of data by An Garda Síochána, as well as in the organisational capacity to respond to data and information, with the Garda Síochána Analysis Service (GSAS) producing dashboards, trend analysis and hot-spot analysis. This includes the Operation Thor (burglary) dashboard, monthly internal reporting for Operation Tara (controlled drugs), and Operation Táirge (retail theft) dashboard, to assist front-line policing.



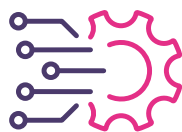
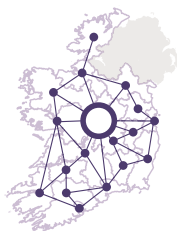
Conduct

- There has been no significant progress made in the introduction of in-career vetting.
- An Garda Síochána still does not have an effective performance management system in place for any of their personnel, either garda members or garda staff.
- As of 1 July 2025, 95 garda members were suspended, of whom 48 were suspended for four to six years. A welcome and transparent routine of publicly reporting the reasons for suspensions has commenced.



**High Visibility
Foot Patrols**
In Key Areas
Around Dublin
City Centre
Commenced
In March 2025

The **Garda Síochána
Operating Model** is
now fully operational
across all
21
garda divisions,
**marking a significant
achievement**

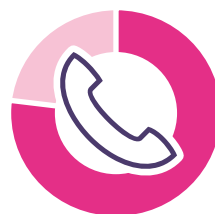


The Domestic
Risk Evaluation
Tool rolled out
to over

12,000
mobility devices
and is now
available in
digital form

National
average call
back rate to
victims of
domestic abuse

77.2%



44%

Of women who
contacted An Garda
Síochána for support
for domestic abuse
found gardaí unhelpful

Victims of crime who
engaged with An Garda
Síochána had less
positive perceptions,
than members of the
public who had no
dealings with An Garda
Síochána

The policy and procedures
to give effect to the
*Criminal Justice (Victims
of Crime) Act 2017* are
still outstanding



Increase in the number
of victims of rape and
sexual assault who reported
the incident to An Garda Síochána

+8% to 863

in Q1 2025 - this can be indicative
of higher levels of confidence in
An Garda Síochána



Key Strategies still
not developed,
including a
National Equality,
Diversity And
Inclusion (EDI)
Strategy and a
Strategic Workforce Plan
to guide recruitment and
retention



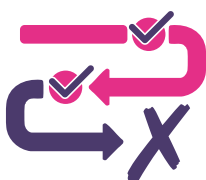
Increase in recording
of hate-motivated
incidents

676

incidents recorded
in 2024, compared
to 448 in 2021



Lack of
progress in
implementing
the Garda
Reserves
Strategy



Difficulties in responding
to economic crime



Large volume of international
cooperation to
disrupt organised
crime and to
increase seizures
of drugs and
weapons

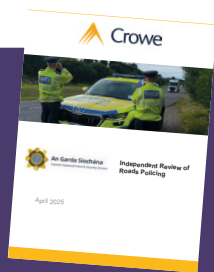


In-career vetting of garda
personnel still not in place

Minority
communities
report low levels
of trust in An
Garda Síochána
and unfair
treatment



No effective
performance
management
system in
place





1. INTRODUCTION

The main function of the **Policing and Community Safety Authority** (PCSA) is to oversee and assess the performance of An Garda Síochána in the provision of policing services in an independent and transparent manner.

The PCSA was formally established on 2 April 2025, following the commencement of the Policing, Security and Community Safety Act 2024 (The Act). It is a successor organisation to the Policing Authority (established in 2016) and An Garda Síochána Inspectorate (established in 2006), taking on most of their existing functions. The PCSA also plays an additional role in relation to community safety.

Community safety is about people in Ireland not only being safe but also feeling safe day-to-day within their local communities. This new remit to oversee policing services both impacted by and impacting community safety requires working relationships with the National Office for Community Safety, participating in the Steering Group² and promoting inter-agency collaboration and community engagement [S.122(2)(m)].

This *Assessment of Policing Performance* is the latest in a series of reports that assess the performance of An Garda Síochána. The reports are provided to the Minister for Justice, Home Affairs and Migration, the Garda Commissioner and other stakeholders, and are made publicly available through the PCSA website. The reports are intended to provide transparency to the communities that An Garda Síochána serves, the garda workforce and other stakeholders in relation to policing performance, the oversight of policing and the outcomes of that work.



“The objective of the Authority shall be to oversee and assess in an independent and transparent manner the performance by An Garda Síochána of its function relating to policing services in order to support the effective provision and continuous improvement of such services to the benefit of the public”

Policing, Security and Community Safety Act, 2024, S.122(1).

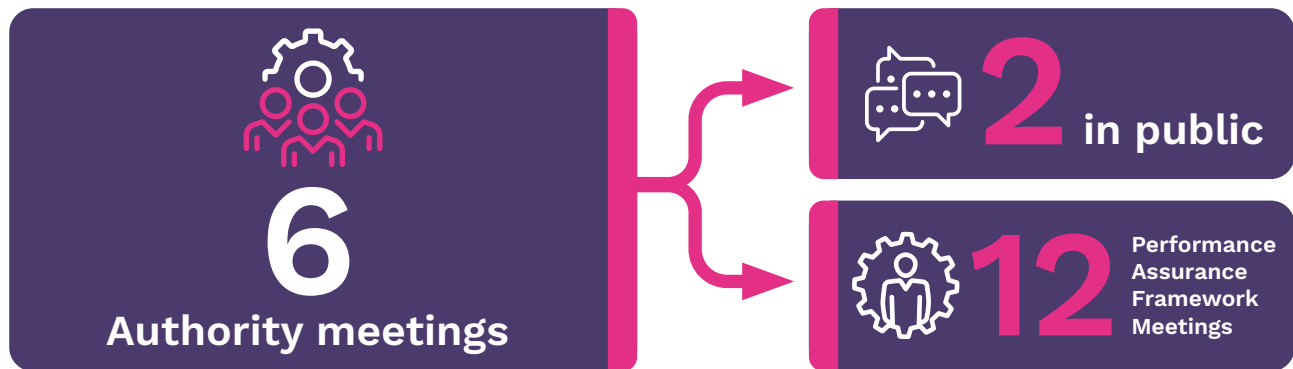
2. S.107 of the Act refers

3. See Appendix 1 for more information

4. See Appendix 2 for more information

The oversight work and the engagement with garda management, gardaí and stakeholders which informs and underpins the assessment of performance contained in this report was conducted by the PCSA and its predecessor body during the **first half of 2025**.

This report assesses An Garda Síochána's performance against the **2025 Policing Plan**³ and the **Annual Policing Priorities 2022–2024**⁴ which were extended to 2025.



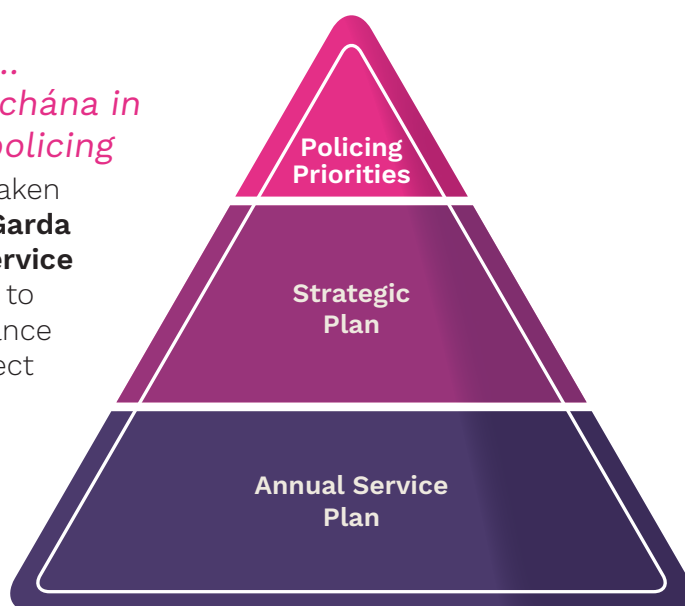


2. PROGRESS AGAINST THE POLICING PLAN AND THE POLICING PRIORITIES

2.1 Overview

This section provides an overview of the performance of An Garda Síochána against the Policing Plan in the first half of 2025, building on the Policing Performance Reports received from An Garda Síochána (Q1 and Q2 reports) and the range of oversight activities conducted by the PCSA.

One of the main functions of the PCSA is to “... *determine priorities for An Garda Síochána in performing its functions relating to policing services*” [S.61(1)]. These priorities are then taken into consideration in the development of **An Garda Síochána’s Strategic Plan** and the **Annual Service Plan**⁵, with the latter setting up the objectives to be achieved in any one year and the performance targets in relation to each objective, giving effect to the Policing Priorities. As noted above, the 2024 Policing Plan (to be replaced by the Annual Service Plan under the new Act) and the Policing Priorities were extended to 2025. Performance against these priorities are assessed in this report.



In making our assessment, the PCSA looks at how performance in this period (the first half of 2025) has contributed to the achievement of priorities, and met the commitments made in the policing plan.

Table 1: Mid-Year RAG⁶ Status update, Q2, 2025

On-target	At-risk	Off-target	Reported to DoJ
7	11	0	2

5. Referred to as the Policing Plan under the previous act.

6. RED-AMBER-GREEN

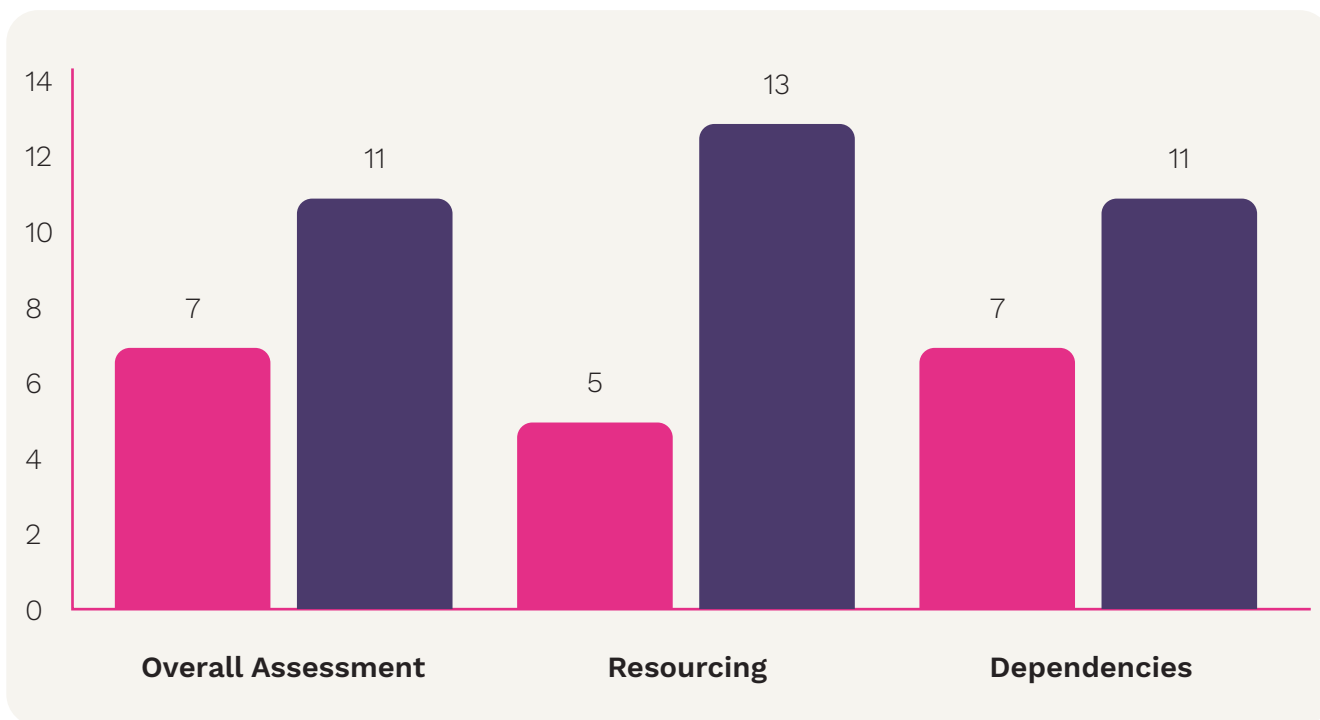
At the end of Q2, performance against the Policing Plan 2025 was reported as largely on-target, with seven of the 18 reported targets marked as on-target, 11 marked as at-risk with none off-target. Two additional targets under Pillar 4 (State Security) are reported on directly to the Department of Justice, Home Affairs and Migration.

In providing its assessment of the progress made, An Garda Síochána, in addition to providing an overall assessment, also sets out its view as to how many of its targets are being impacted by resourcing or dependencies.

- **Overall assessment** – Likelihood the year-end target will be met, based on all other factors
- **Resources** – Personnel and other key resources
- **Dependencies** – ICT, accommodation, training, legislation

A continued awareness of the challenging nature of resourcing in respect of progress against the Policing Plan is evident in 2025, with 13 of the 18 targets being at-risk with respect to resourcing. Eleven of the 18 targets are also reported as being at-risk as a result of dependencies.

Figure 2: Mid-Year RAG Status Update, Q2, 2025



2.2 Assessment against the Policing Plan commitments and measures

This section provides an assessment of An Garda Síochána's performance under five themes, which allow a holistic view of all the commitments and measures of success under the Policing Priorities and Policing Plan.



VICTIMS AND THE VULNERABLE

Matters related to services to victims of crime and vulnerable members of society are captured under the first policing priority which has seven measures of success and two specific targets in the Policing Plan:

Policing Plan Targets

- Work in partnership to provide victims of crime with appropriate services and support.
- Promote and enforce responsible behaviour on our roads.

Priority 1

Protecting and Supporting Victims and the Vulnerable

To deliver a policing service to victims of sexual crime, domestic abuse, and coercive control, that is victim centred, trauma-informed, effective in preventing and detecting these crimes, vindicates human rights, and trusted by victims.

Both Policing Plan targets are reported by An Garda Síochána as being on-target. However, when progress against the priority measures is considered, the assessment of performance is less clearcut.

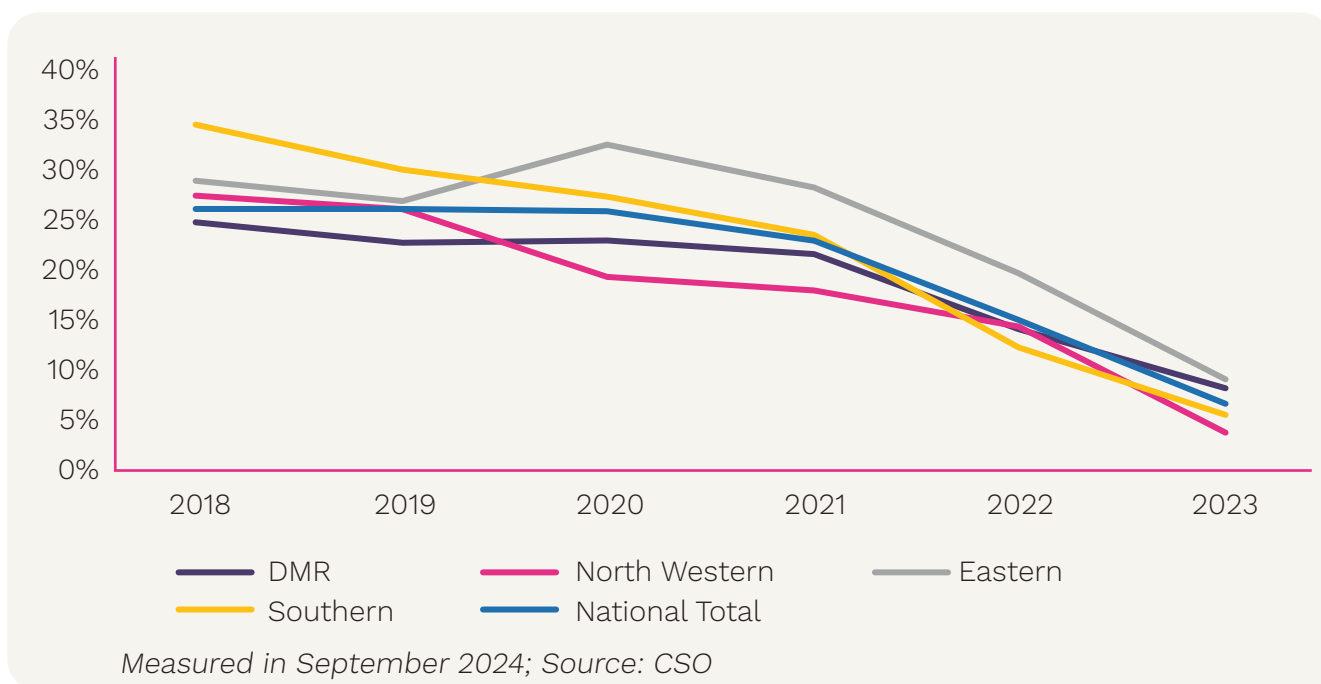
Measure 1 Increased reporting and detection of sexual crime, domestic abuse and coercive control.

The recorded crime rates of rape and sexual assault (+8% to 863 in Q1 2025), and other sexual offences (+16% to 111 in Q1 2025), have both increased relative to the same period of 2024. This appears to be in line with a longer-term increase in reporting (since 2018).

In June 2025 the detection rate for *sexual offences*, representing the proportion of crimes reported in the previous 12 months that are currently marked as detected⁷, was reported as 3.07%. In keeping with annual official crime detection rates published by the Central Statistics Office (CSO), as shown in Figure 3, detection rates in cases reported around two years before are closer to 15%, and in cases 3–4 years old, detection rates are in the region of 24–25%.

7. Cases are detected when a charge, summons or caution has been issued to at least one suspect. Crimes may also be marked detected in the absence of a prosecution due to the unavailability of key witnesses or suspects who are deceased.

Figure 3: Sexual Crime Detection Rates, 2018-2023



This pattern is understood to be reflective of the complexity and time required to investigate and prosecute crimes of this type, and is on a par with other jurisdictions internationally.

Regional analysis reveals consistency in the reporting of incidents. However, some regional variance occurs in terms of the rate of detections, with recent cases in the Dublin Metropolitan Region (DMR) and the Eastern Region appearing more likely to be marked as detected than cases in the Southern and North Western Regions, though this may change over time. Factors external to An Garda Síochána, particularly the responsiveness and workload of the Office of the Director of Public Prosecutions (DPP), have some influence on these metrics.

Measure 2 Maintenance of the organisation's response to domestic abuse.

→ There is an ongoing increase in the national average of call-backs made to persons who have reported domestic abuse. Call-backs are to be made within seven days and the national average stands at 77.21% at the end of Q2. However:

- (1) Inconsistencies across divisions remain, with some reporting lower rates, as can be seen from Table 3 below. For example, the call-back rate in DMR South stood on 58% in Q2 of 2025, which is below the 60% objective, while in other divisions, such as Cork County and Waterford/Kilkenny, the rates were 89% and 88% respectively. It appears from these figures, and indeed from what we have heard from garda members that there is no 'one best way' to execute these call-backs across the divisions. Whether it is a capacity issue, varied volumes of crime or differences in approach, this requires An Garda Síochána's attention to ensure that victims of crime benefit from the same quality of service, irrespective of where they live.

- (2) It is important to consider the quality of these call-backs, in addition to focussing on the numerical target. This will ensure high quality of engagement with victims. Furthermore, it has been reported to the Executive by gardaí across all divisions that conducting a call-back within seven days can put the victim at risk. However, there is no room for discretion within the policy in terms of timing.

Table 3: Number of Call-Backs by Divisions, Q1–Q2, 2025

3.1 DMR Region		
Division	Q1	Q2
DMR East	63%	60%
DMR North	68%	67%
DMR North Central	78%	67%
DMR South	58%	58%
DMR South Central	72%	67%
DMR West	73%	73%

3.2 Eastern Region		
Division	Q1	Q2
Kildare/Carlow	82%	82%
Waterford/Kilkenny	88%	88%
Meath/Westmeath	82%	84%
Wexford/Wicklow	86%	83%
Laois/Offaly	78%	75%

3.3 North Western Region		
Division	Q1	Q2
Donegal	66%	68%
Galway	87%	83%
Mayo/Roscommon/	78%	67%
Longford	82%	82%
Sligo/Leitrim	79%	81%
Louth/Cavan/	73%	73%
Monaghan	78%	80%

3.4 Southern Region		
Division	Q1	Q2
Clare/Tipperary	78%	78%
Cork City	78%	78%
Cork County	88%	89%
Kerry	87%	82%
Limerick	79%	80%

Source: Information received from An Garda Síochána

- There is some evidence of an increasing willingness to report domestic abuse to An Garda Síochána in recent years, although data for 2025 is not yet available. Even when the increase in population is accounted for, the numbers of calls relating to domestic abuse and of domestic incidents recorded have risen in every division and region between 2020 and 2024 (ranging from 0.5% to 5.0% increase in calls/incidents per capita). This can be indicative of increased awareness, greater confidence to report, as well as an increased appreciation of the efforts An Garda Síochána is investing in this area.

Figure 4: Recording of Sexual Crime by Region, 2018-Q2 2025

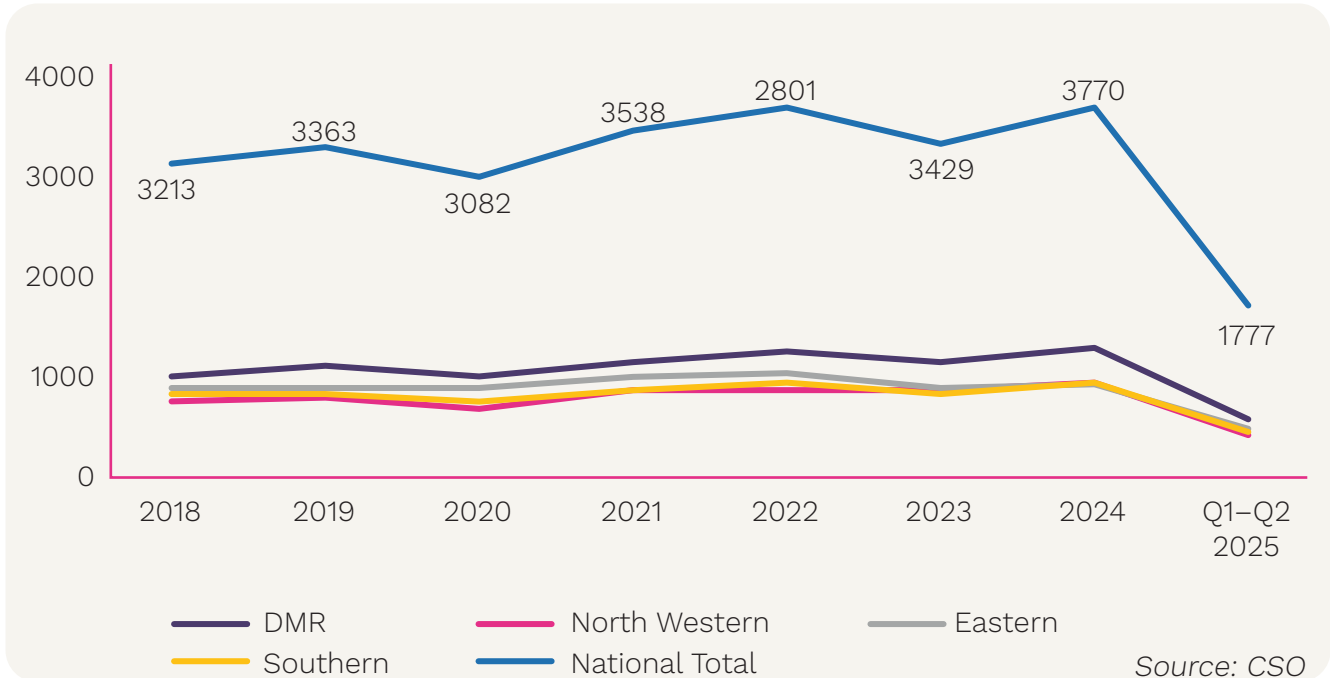
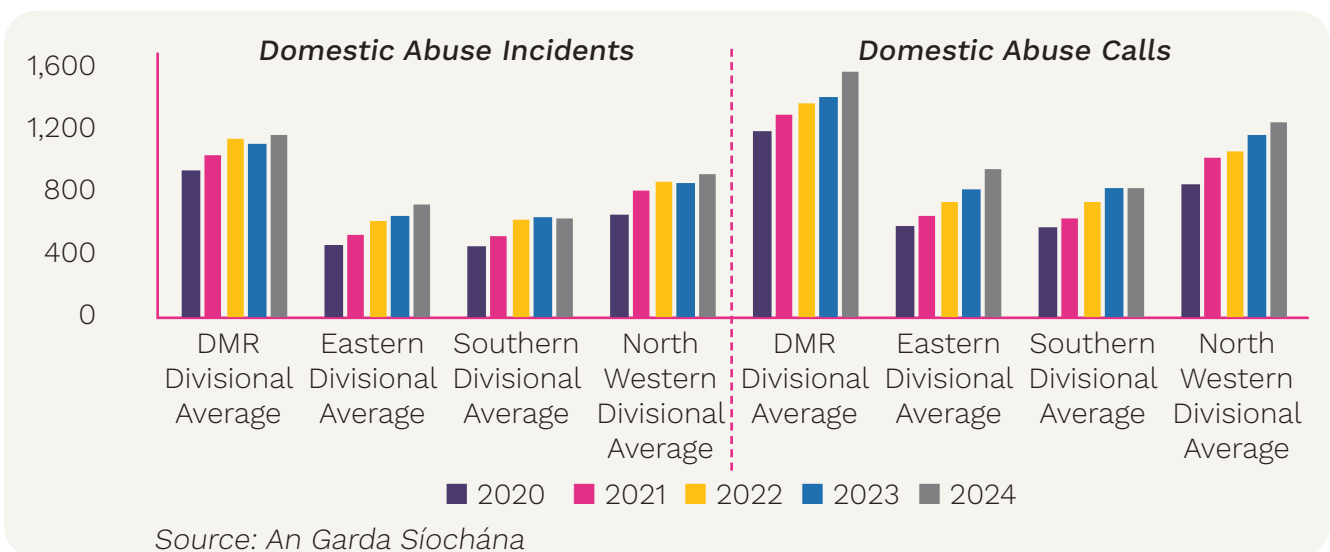


Figure 5: Domestic Abuse Incidents and Calls 2020-2024 by Region, per 100,000 people



→ Of note, over the same period, Women’s Aid has also reported a rise in demand for its services ([Women’s Aid Annual Impact Report 2024](#)). Similarly, the Dublin Rape Crisis Centre (DRCC), in its [2024 annual report noted](#) a 22% increase from 2023 on calls to their helpline and a 28% increase in clients seeking therapy following rape or sexual violence – more than a third of whom had been raped or sexually assaulted in the previous six months. Engagement with services around the country over the past number of years reflects a similar pattern of increased demand for domestic abuse and sexual assault services. All the above highlights the scale of this issue. DRCC also notes that “amongst the new clients who came to Dublin Rape Crisis Centre for therapy in 2024, the reporting rate to Gardai was 27%”. This low rate of reporting is in line with concerningly low rates highlighted in the CSO’s Sexual Violence Survey 2022 (the last such release by the CSO).

- An Garda Síochána reported publicly at the end of May 2025 that 52 prosecutions for coercive control have been through the courts since the offence was introduced in 2019. By Q1 2025, An Garda Síochána reports that over 90% of front-line gardaí had received training in recognising and dealing with cases of coercive control. In addition, since the introduction of the standalone offence of non-fatal strangulation in November 2023, there have been 67 prosecutions for this offence, 58 of which related to domestic abuse. Non-fatal strangulation is a leading indicator of escalating violence in a relationship and research has shown that it is a significant risk factor for homicide involving women. The offence of stalking, also introduced in November 2023, has led to the initiation of 12 prosecutions, six of which relate to domestic abuse⁸.

Measure 3 The rollout and review of the Domestic Abuse Risk Evaluation Tool⁹ to all members.

This tool was rolled out to over 12,000 mobility devices used by frontline members and related changes made to the PULSE system concerning victim assessment and victim engagement. The PCSA is aware of the continual reporting of inconsistencies in the use of the *Domestic Violence Risk Evaluation Tool* across divisions, as described in the previous performance report.

Measure 4 Consolidation of the operation of the Divisional Protective Services Units.

The PCSA's predecessor body (The Policing Authority) was informed through the quarterly performance reports in 2024 that an impact review concerning the Divisional Protective Services Units (DPSUs) was conducted. The recommendations of this review were requested in May 2024. However, a copy of this review has still not been shared with the PCSA, because it is still under consideration by garda management. The PCSA urges An Garda Síochána to finalise this review to facilitate the achievement of this priority, especially given ongoing reporting from garda members relating to lack of resources and insufficient training within these units.

8. Source: <https://www.garda.ie/en/about-us/our-departments/office-of-corporate-communications/press-releases/2025/march/statement-from-an-garda-siochana-on-garda-inspectorate-report-20th-march-2025-.html>

9. The Domestic Violence Risk Assessment Tool was introduced to improve consistency in the identification of victims of domestic abuse who may be at greater risk of an escalation of violence. The risk assessment tool is a list of questions to be discussed by the garda member and the victim of abuse to assist in assessing his or her risk in their current situation.

Measure 5 The implementation of the recommendations from the Garda Inspectorate's report on Child Sexual Abuse.

While some progress was made, as reported in length in our previous report¹⁰, the Data Sharing Agreement between An Garda Síochána and Tusla is still not finalised. The agreement is critical to allow for important sharing of information between the two organisations that will allow for effective and efficient response where children are involved. As it seems, currently if An Garda Síochána requests information from TUSLA, it can be received heavily redacted, unless they obtain a court warrant.

Measure 6 Increased cyber-crime capability resulting in higher detections of child sexual exploitation.

Our previous report highlighted concerns about the minimal advancement made in the use of technology to streamline the processing and identification of child sexual abuse material online. This remains the case.

Measure 7 Implementation of the recommendations of the CAD/999 review process.

- The majority of the recommendations are now implemented, with policy and procedure in place to guide when a call can be appropriately cancelled. However, the PCSA continues to hear from members and management across all divisions that what is referred to as an 'over correction' of calls still occurs. This relates to calls being put through for response that are not – in the member's view – policing matters. The question of whether there is a reluctance amongst control room staff to cancel any call and whether supervision within the control and command rooms is effective has been raised with garda Management in private and in public. Garda members have stated during station visits around the country that they believe this has a significant impact on resources at divisional level. A review of the effectiveness of changes made to the CAD 999 system will be conducted by the PCSA in 2025, as outlined in our business plan.

Policing Plan Commitment – to work in partnership to provide victims of crime with appropriate services and support

- The policy and procedures to give effect to the Criminal Justice (Victims of Crime) Act are still outstanding, despite being requested since 2021. The intention of such a policy is to articulate An Garda Síochána's approach to dealing with victims, to guide and give coherency across all victim-related policies and practices. At the moment, the Authority is informed that the policy has yet to be approved by An Garda Síochána's senior management team. Of note, this policy was due to be completed as part of the An Garda Síochána Human Rights Strategy 2020–2022 and was carried over to the 2022–2024 Strategy. While related policies were introduced, such as the Domestic Abuse Intervention Policy, at this point in time and years after having made the commitment to introduce a Victims Policy, it is still not produced.

10. See [here](#).

- A legal review of the draft Memorandum of Understanding (MoU) between An Garda Síochána and the Health Service Executive (HSE) concerning Death by Suicide has been completed and consultations between Garda Victim Liaison Office (GVLO) and relevant parties have taken place.

Policing Plan Commitment – to promote and enforce responsible behaviour on our roads

- The performance assessment report provided by An Garda Síochána highlights the deployment of four dynamometers in each region, to allow enforcement of breaches of technical specifications relating to personal powered transports; the go-live of four static safety cameras around the country and numerous Roads Policing Operations which took place in Q2, such as National Slow Down Day.

An Garda Síochána's Q2 report makes no reference to the findings of the independent review of roads policing, conducted by Crowe and made available to the public in August of this year¹¹. Given that the report focused on performance in roads policing, it is difficult to assess this area without considering the findings of that report. As such, the lack of reference to the Crowe Report undermines the accuracy of An Garda Síochána's assessment of its own performance, as reported, and in particular the reported concern in relation to resources issues within Roads Policing. This concern has to be considered in the context of the Crowe Report, which questions whether existing resources are being utilised sufficiently.

Therefore, it is unclear how An Garda Síochána can determine the extent to which more personnel may be needed. From our engagement with gardaí in stations across the country we have observed that the 'regular' gardaí contribute significantly to roads policing activity and are held to account to ensure they complete the 30 minutes of roads policing required of them on every shift. It is not clear that roads policing gardaí are held to account at divisional level for their activity in the same way.



In summary, while we note the progress made in certain areas relating to services to victims and vulnerable people, many concerns, which indeed were conveyed to An Garda Síochána in the past remain, and An Garda Síochána's reporting that the relevant commitments in the Policing Plan are 'on target' should be re-assessed in this context. This is particularly relevant with respect to Roads Policing.

11. See [here](#).



COMMUNITY SAFETY

Matters related to community safety are captured under the second policing priority, with 10 measures of success and 3 specific targets in the Policing Plan:

Policing Plan Targets

- Work in partnership to develop sustainable solutions to address community safety concerns.
- Engage across all communities to deliver a policing service that understands and responds to the diverse needs of society.
- Work with partners to enhance multi-disciplinary and ‘whole of service’ approach to keeping people safe.

Priority 2

Supporting and ensuring community safety

To understand and respond to anti-social behaviour, crime, and associated quality of life issues for communities.

To address these in conjunction with its partners in a way that prevents crime, reduces fear, and results in a better quality of life for communities.

An Garda Síochána reports that two of the three policing plan targets under this theme are at risk. The PCSA questions whether all three targets should be reported as at risk, considering its assessment as outlined below.

Measure 1 Rollout of the Community Policing Framework (CPF), including a review of its effectiveness and impact.

As noted in our previous report, the CPF was paused in 2024 and levels of progress in integrating the approach within this framework with the Community Engagement Functional Areas within each division remains unclear. The update within the Q2 report is not very informative and does not consider the benefits for communities arising from the reported activities and work that has taken place.¹²

In 2025 during the PCSA consultation on policing priorities, the PCSA heard from Garda members and communities the view that Community Policing has suffered in terms of resourcing, that it needs to have a defined role, and it needs to be properly resourced. The PCSA is aware that work has been undertaken to develop a clear sense of what community policing is and what principles inform An Garda Síochána’s approach. This work remains in draft form at time of writing.

12. “The alignment of Community Policing functions with wider policing activities at divisional and regional levels is progressing, with development work ongoing with the Community Engagement Principals Policy ...” (Q2 report, P.21)

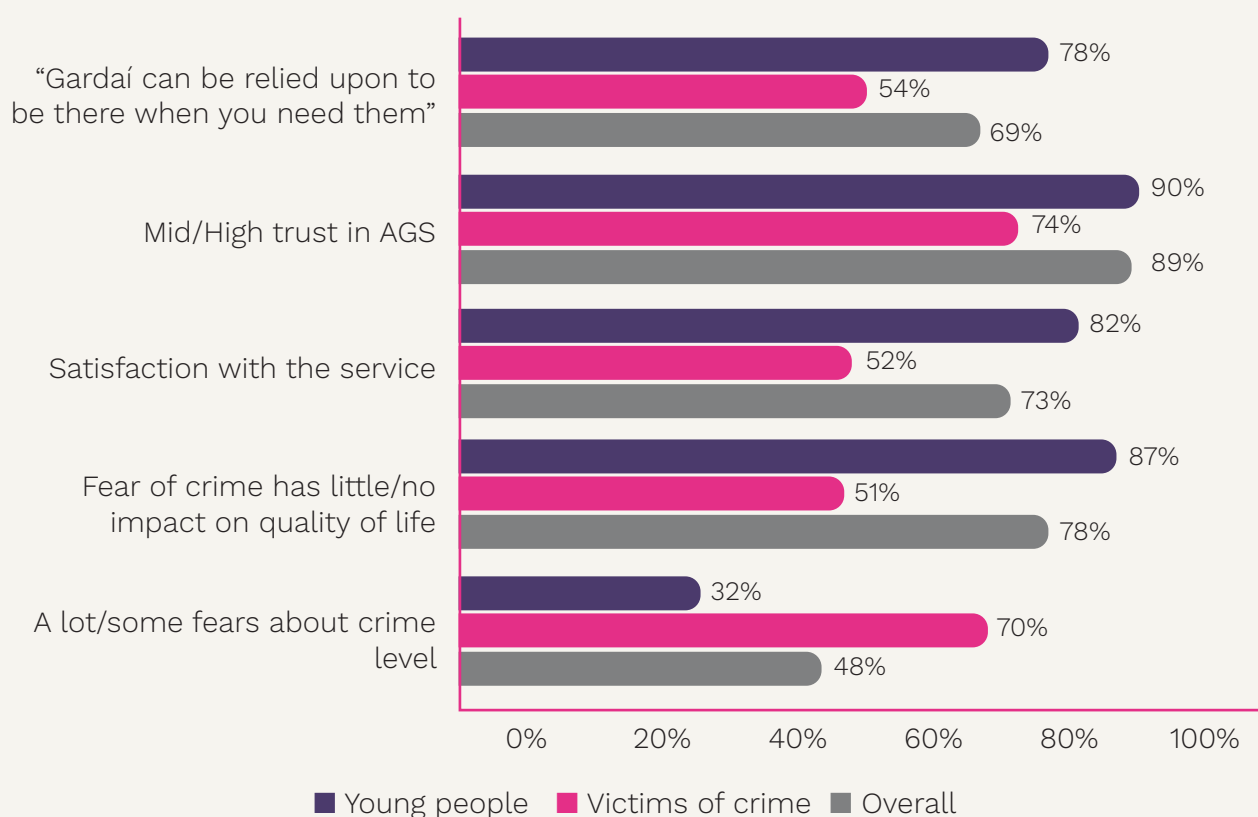
Measure 2 Policing with communities.

- The Q2 report from An Garda Síochána is inconsistent in relation to the development of the National Equality, Diversity and Inclusion (EDI) Strategy. In one part of the report, it is noted that the EDI Strategy is currently under development, while in another it is noted that the Diversity and Inclusion (D&I) action plan cannot progress, due to limited resources and funding.

Measure 3 Fear of crime being lower, with increased confidence in the policing response to crime.

- The high visibility policing initiative established in Dublin city centre is not included in the Q2 report. It is important to note that this initiative, which has resulted in an increased visibility of gardaí on the streets of the capital, was made possible because significant numbers of new gardaí were assigned to the city centre and a defined approach to how and when patrols are organised was put in place.
- It will be interesting to see whether this level of visibility can be sustained over time and the impact it has on the public's reported levels of feeling safe in the city centre, as well as a potential decrease in reported offences.

Figure 6: Summary of Responses in PAS, 2023



Source: An Garda Síochána, Public Attitudes Survey, 2023

- The annual Garda Síochána Public Attitudes Survey (PAS) asks for the views and attitudes of the general public towards An Garda Síochána and the service it provides. The results of the 2024 survey have not yet been published¹³.

While the survey does not ask directly about confidence, attitudes towards the service provided by An Garda Síochána can be revealed in responses to questions of trust in the organisation and satisfaction with the service to the public in 2023.

Results of the 2023 Public Attitudes Survey showed overall that respondents aged 65+ and non-Irish nationals had the most positive views of An Garda Síochána, in terms of expected fair and respectful treatment, reliability of gardaí and garda-community relations.

Two new questions examining the reasons for service users' feelings of satisfaction or dissatisfaction with the service received from An Garda Síochána showed that the top three drivers of dissatisfaction in 2023 were poor response times, suspects not being arrested, and non-recovery of missing property.

The top three drivers of satisfaction with the service provided were the friendliness and helpfulness of garda members, follow-up contact from An Garda Síochána after an incident was reported, and the availability of investigating gardaí when they were needed by victims.

Overall, however, the survey showed that victims of crime who had engaged with An Garda Síochána had less positive perceptions across all measures, than members of the public who had no dealings with the organisation.

- In May 2025, 69% of respondents to a Dublin City Council [survey](#)¹⁴ indicated that they feel safe in the city centre during the day and 37% feel safe in the city centre at night. This is consistent with previous surveys undertaken by DCC which show a stable rate of approximately a third of respondents feeling safe at night compared to two-thirds feeling safe during the day, in the city centre. Contrary to this, a poll conducted in August 2025 by the *Sunday Independent/Ireland Thinks* showed that 70% of respondents felt unsafe in Dublin city centre. In this poll, over half of respondents felt their community was becoming less safe, citing issues such as crime or antisocial behaviour by groups of teenagers and a perception of continued lack of Garda visibility.

Measure 4 Strengthened interagency working at strategic national level and at local level.

- The manual for Joint Agency Response to Crime (JARC) is due to be finalised in September 2025. It is envisioned that this manual will provide Garda members and other partners with guidance on how to practically operate within the National Offender Management Model¹⁵. This appears to be a good example of enabling multi-agency work and the PCSA will seek further updates on its completion and implementation.

13. It is reported that the Garda Research Unit completed a first draft of analysis of the PAS 2024 in Q2 2025 and it is currently being reviewed.

14. The Dublin City Council surveys are part of the *Your Dublin Your Voice* series. It typically has about 1,000+ respondents, mainly Irish but with about 40 nationalities represented, who live in Dublin long-term.

15. A multi-agency response to the management of offenders in prison and in the community.

- The Q2 report does not provide substantial updates on interagency working. However, it does provide updates on the engagement between An Garda Síochána and the Local Community Safety Partnerships, as described below.

Measure 5 Positive engagement in the establishment and commencement of the activity of the Community Safety Partnerships.

The National Office for Community Safety (NOCS) was established in April 2025, with one of its key functions being the provision of training, guidance and support to the Local Community Safety Partnerships (LCSPs) in the performance of their functions.

An Garda Síochána has engaged with the NOCS and with some LCSPs during their pilot phase. The PCSA notes that only limited progress can be made until the NOCS publishes its strategy, which will contain targets for An Garda Síochána. Nonetheless, a number of garda divisions have been proactive and have set up local initiatives to bridge the gap by establishing temporary forums.

Measure 6 Implementation of the Garda Reserve Strategy.

As noted in the Commissioner's foreword to the Garda Reserve Strategy 2021–2025, *“the Garda Reserve offers AGS essential community links and the capability to draw on additional resources to assist in policing”*. However, limited progress has been made against the strategy to date and as such this cohort of personnel remains underutilised.

Targets to increase the strength of the Reserve to 1,000 by 2026 and to 2,000 in the longer term are unlikely to be met, particularly considering the reduction in the number of Reserve Members, from 442 in October 2021 to 296 in June 2025. There also appears to have been little progress made following the advertising of a Reserve competition in June 2024. This is particularly stark in the context of the resourcing challenges An Garda Síochána is facing and the potential benefit to frontline resources that the Reserve offers.

The Authority encourages the expansion of the Reserve to allow for the utilisation of specialist skills in areas such as cyber and economic crime, victim support etc., and would encourage engagement from the Commissioner with the Authority on this matter, under Section 52(2) of the PSCS Act 2024.

Measure 7 Continued rollout of Divisional Diversity Forums and facilitating of the National Diversity Forum.

No progress was made in relation to the National Diversity Forum in terms of resuming its operation. While the PCSA accepts An Garda Síochána's comments that the forum needs to be aligned with the strategy of the NOCS, it is concerned by the lack of updates on interim solutions until the strategy is produced. Furthermore, the PCSA is not aware of any activities in relation to the rollout of local diversity forums.

Measure 8 Increased reporting and detection of hate crimes.

- This measure seeks an increase in the reporting of and subsequent detection of hate crimes and incidents, as they have a deep and lasting impact on victims' quality of life and feelings of safety. Historically, incidents with a hate-related discriminatory motive have systematically been under-reported. Levels of recording of hate-motivated incidents since 2021 are shown in Table 4. The detection rates of hate-related crimes have not been reported, and may not be a useful measure, as the detection is related to the type of crime and investigation required, rather than the motive.

Table 4: Hate Crimes and Hate Incidents Recorded by An Garda Síochána

	2021	2022	2023	2024
DMR	226	273	289	334
Eastern Region	69	86	104	121
Southern Region	83	104	124	114
North Western Region	70	119	134	107
National Total	448	582	651	676

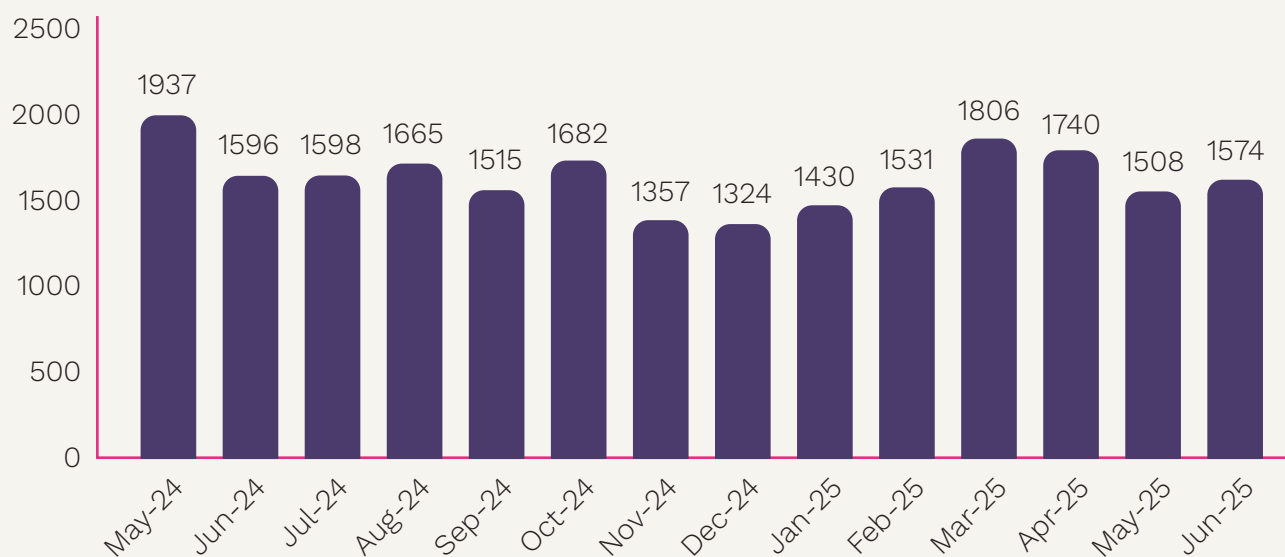
Source: Information received from An Garda Síochána

- The PCSA notes that the Diversity and Cultural Awareness training module was launched and encourages An Garda Síochána to consider measuring the impact of such training on day-to-day operations amongst all Garda personnel.

Measure 9 Improve road safety in conjunction with partners through the provision of new technologies, public awareness and education, and increased information sharing.

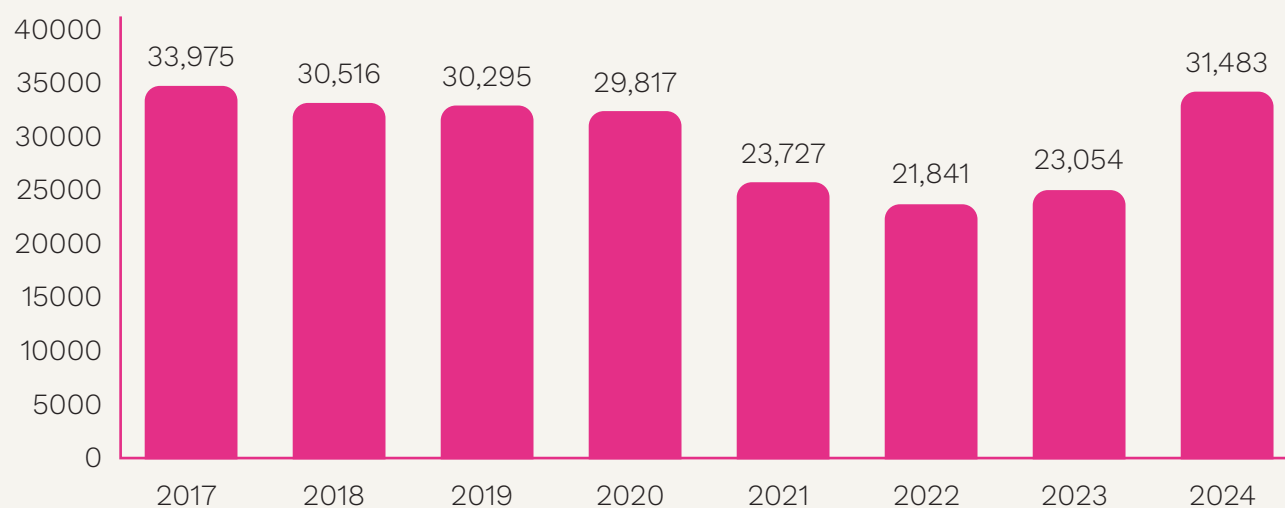
- As noted previously, the Q2 report highlights the deployment of new technologies by Roads Policing. The report further notes that progress has been made in relation to the Safety Camera Project, with the launch of more static safety cameras in early Q3. The Authority encourages An Garda Síochána to measure the impact of these technologies. Lastly, the report notes that Road Policing Operations are to increase safety and raise awareness, some in cooperation with other agencies, such as the Road Safety Authority.
- Since April 2024 the availability of up-to-date insurance details, provided by the Motor Insurance Bureau of Ireland (MIBI), on handheld mobility devices has allowed frontline members to rapidly identify uninsured drivers. Levels of enforcement have averaged 1,590 vehicles seized per month over the year to June 2025. Around 60% of vehicles seized in the year to June 2025 were not insured (some vehicles were impounded following more than one offence).

Figure 7: Total Vehicles Seized By An Garda Síochána for no insurance



Source: An Garda Síochána

Figure 8: Total Vehicles Seized By An Garda Síochána, 2017-2024

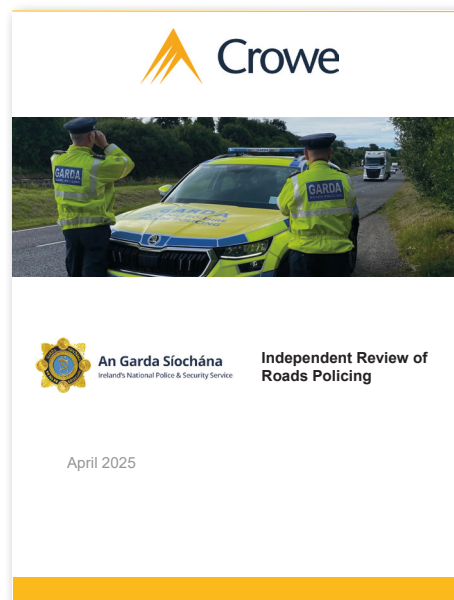


Source: An Garda Síochána

The longer-term trend is a reduction in total vehicle seizures (this includes all vehicles for all reasons) from 2017 to 2023, and a large increase was seen in 2024 that would appear, at least in part, to be attributable to the introduction of the Insurance Mobility App.

Measure 10 Demonstration of a strategic and operational approach to roads policing activity, including enforcement, that is evidence-based, consistent, and responds to local and national trends.

- In April 2024 the then Garda Commissioner introduced a mandatory 30 minutes of road safety per shift to be conducted by all uniformed gardaí. This was in response to the increasing number of road deaths, but also to support efforts to detect other crimes which rely on road networks. The introduction saw a significant increase in roads policing activity. There were different approaches taken across divisions in how the 30 minutes were to be implemented.
- The issues raised in the Crowe Report must form part of any consideration of a strategic and operational approach to roads policing activity. The ownership of roads policing policy rests with the Assistant Commissioner holding the roads policing brief. The day-to-day resourcing and supervision of roads policing units and personnel occurs at divisional level. There is a need to ensure that this does not contribute to a misalignment between strategy and operations, as otherwise it is difficult to envisage how either can be evidence-based and/or consistent.
- The PCSA is aware of the collaboration between the Garda Síochána Analysis Service (GSAS) and Roads Policing in terms of the provision of data to inform operations. Further reporting in terms of the breakdown of roads enforcement and activity as between that done by regular units and roads policing units (RPUs) will be necessary to inform how roads policing resources are deployed and their effectiveness.
- The Independent Review on Roads Policing, conducted by Crowe found significant variation in productivity between RPUs within the five divisions visited. For example, it was found that:
 - ▶ One division recorded two-and-a-half times the number of driving while intoxicated (DWI) detections per RPU member than another division.
 - ▶ Two garda divisions achieved almost double the number of speed detections per RPU member when compared with the lowest-rated division.
 - ▶ One division was 57% more productive than the lowest-rated division across all Lifesaver detections per RPU member in 2023 and 52% more productive in the first ten months of 2024.



These figures were interpreted by Crowe as a result of a lack of effective supervision and performance management of RPU members, that did not demonstrate a strategic approach to roads policing in general and to enforcement in particular.

- The Crowe review also looked at the operation of Mandatory Intoxicating Testing (MIT) checkpoints, and while it was found to be a centrepiece of Roads Policing, questions were raised as to the levels of its strategic operation. For example, it was found that most MITs are located within 20–30 minutes from a garda station. That tended to increase their predictability amongst the local community, and reduce the impact of the checkpoint in terms of its capacity to detect offences, as the same locations were regularly selected. Furthermore, the Crowe team found that in most of the 15–20 MIT checkpoints they attended, the location was quiet, during the period from mid-morning to mid-afternoon. The team reported that few detections were made and traffic was typically light. The report suggested that a better use of RPU resources might be achieved if there was less focus on operating MIT checkpoints, and more effort put into proactive patrolling within the divisions, especially in rural areas.

In summary, all the above indicates that not enough progress was made to achieve the relevant targets, with little evidence to demonstrate commitment to the various needs of our diverse society. Furthermore, while we note the deployment of new devices by Roads Policing and the progress made in relation to the Safety Camera Project, concerns arise from the Crowe Report in relation to the whole operation of Roads Policing, and this should urgently be addressed by An Garda Síochána.



CRIME

Matters related to crime are captured under the third policing priority, with four measures of success and two specific targets in the Policing Plan:

Policing Plan Targets

- Proactively identify, target and disrupt crime at all levels.
- Enhance our capacity and capability to address crime through coordination and information-led approaches.

Priority 3

Tackling organised and serious crime

To prevent and disrupt the activities of organised criminals, including those of international networks engaged in national and transnational crime and reduce their impact on communities.

Both policing targets relating to this priority were reported as being on target. An Garda Síochána has demonstrated proactiveness in identifying, targeting and disrupting organised crime. As outlined below, An Garda Síochána enhanced their capacity and capability in addressing cyber-based crime, but this was not the case for economic crime. The Authority would also have concerns that with the lack of capability to process the current, growing workload in the Garda National Economic Crime Bureau (GNECB), that it hampers the organisation's ability to proactively use an information-led approach.

Measure 1 Organised Crime being disrupted.

- The Q2 report provides data on seizures of drugs, cash, firearm and related arrests, highlighting the monetary value of each. While the PCSA acknowledges the importance of the monetary aspects, it reiterates the importance of adding weights of drugs seized to better understand the scale of the operations and the potential impact on society.
- It is reported that the use of the Organised Crime Threat Assessment Tool (OCTAT) is expected to increase with the national rollout of the National Criminal Intelligence Framework (NCIF). This is a tool that allows gardaí to determine the level of threat posed by organised crime groupings or gangs, highlighting their existence and allowing for a prioritisation of resources in terms of their disruption. This is currently only available in two regions. A total of 93 OCTATs were submitted from the regions/bureaus to the Security and Intelligence Division.
- Demonstrably high levels of international cooperation exists between the Garda National Drugs and Organised Crime Bureau (GNDOCB) and Garda National Immigration Bureau (GNIB), with Europol and with other police services. This has assisted in the investigation of drugs-related crime, money laundering and people smuggling.

- Work has commenced on the gathering of biometric data to assist the GNIB in its activities to prevent illegal entry to the country.

The OCTATs enable a more enhanced picture of the impact of organised crime groups on national and international levels. This increased engagement with the tool at regional level is an important development. Feedback from gardaí during station visits has cautioned that within divisions the view can exist that essentially the OCTAT is a bureaucratic application for national resourcing, to aid divisional operations. The full national implementation of the NCIF will need to address this perception and provide as intended – clarity, structure and direction for the effective management of criminal intelligence in An Garda Síochána.

Measure 2 At community level, attempts by organised criminals to engage young people in criminality and drugs intimidation being increasingly disrupted.

The PCSA, similar to its predecessor bodies (the Policing Authority and Garda Síochána Inspectorate), is concerned about Drug Related Intimidation (DRI) and the grooming of children and young people into organised and drug crime. Gardaí across the country have conveyed – during station visits – frustration in relation to what they regard as insufficient multi-agency work in this area, and the ability of An Garda Síochána to effectively tackle this issue. Young people's vulnerability to grooming by organised crime gangs, the policing response and how it will disrupt this activity is expected to feature in An Garda Síochána's Children and Young Person Plan.

Measure 3 Increased capacity to prevent and respond to cyber-crime.

- The Garda National Cyber Crime Bureau (GNCCB) continued its work with Interpol on the International Child Sexual Exploitation (ICSE) database. A total of 597 series of images uploaded to the database, depicting underage victims. five victims have been confirmed as identified through ICSE database, with two of these in Ireland.
- GNCCB attended several events to provide guidance and assistance to the public, including an online crime prevention workshop. As prevention is a key element in combating this type of crime, this work as well as increased media engagement on this issue is to be welcomed.

Measure 4 Increased capacity to prevent and respond to corruption, fraud, and other economic crime types.

- The PCSA is concerned about the ongoing backlog in relation to processing Section 19 reports. These are mandatory reports from financial institutions to An Garda Síochána of suspected or potential offences. While the Authority recognises that the ability of the Garda National Economic Crime Bureau (GNECB) to process such reports has been increased, it still falls below the current demand, meaning the backlog is still building. This has impacted divisions as they are required to investigate referrals, sometimes with very little available information. Arguably there is a need for a strategic response to Section 19 referrals that is risk-based and will likely require cooperation from the various financial institutions.
- This lies alongside the continuing and sustained increase in economic crime within the country which is one of the largest growing areas of crime worldwide. The Hamilton Report, which set out recommendations to address this increase, is now five years old, with little progress having been made by An Garda Síochána in addressing its recommendations. In our engagement with members, concerns were raised about the volume of economic crime being reported in garda stations. Gardai in stations have cited a lack of knowledge and a need for training within divisions to address this type of crime.

In summary, significant progress has been made by An Garda Síochána in response to organised crime disruption and in terms of international cooperation. The impact of organised crime on communities, and in particular in relation to the grooming of children, needs attention. Furthermore, concerns remain in relation to An Garda Síochána's ability to respond to economic crime and we particularly highlight Garda members' sense that with the increase in this type of crime incident, there is a need for consistent training in this area.



HUMAN RIGHTS, ETHICS, CULTURE AND CONDUCT

Matters related to human rights, ethics, culture and conduct in An Garda Síochána are captured under the fourth policing priority, with ten measures of success and three specific targets in the Policing Plan:

Policing Plan Targets

- Support the occupational Health and Wellbeing of our personnel through the implementation of An Garda Síochána Health and Wellbeing Strategy.
- Respond to the learnings of An Garda Síochána Culture Audit.
- Promote and strengthen professional Conduct and ethical behaviour in An Garda Síochána.

Priority 4

Rights based and ethical service delivery

To deliver a policing service in a manner that ensures that all those who come into contact with the Garda Síochána are dealt with in a way that: understands, respects and embodies diversity; vindicates and protects their human rights; is consistent with the Code of Ethics; and, is centred on the Garda Decision Making Model.

All targets relating to this priority are reported being at risk and this is also evident in relation to the measures of success of this priority, as outlined below.

Measure 1

The embedding of human rights, the Code of Ethics and the Decision-Making Model in all strategic planning and service delivery functions; The successful rollout of, including training of all members in the use of, the Decision-Making Model.

- The PCSA understands that the development of the *Human Rights Strategy 2025–2027* is at an advanced stage, and that an internal and external consultation process has concluded. The new strategy is an opportunity to mainstream human rights throughout the organisation.
- In terms of the embedding of ethics and human rights through all strategic planning and service delivery, previous performance assessments have pointed to a concern that in the case of both the Code of Ethics and human rights, the existence of bureaus for each was sometimes interpreted within the organisation as meaning that these issues were being dealt with by the bureaus rather than being the responsibility of every member of the garda workforce. Arguably the ethics bureau was required as an



entity to oversee implementation when the code was first being introduced. However, at this point in time, over 90% of the workforce having signed the Code, responsibility for its implementation lay with all levels of management rather than a bureau.

- ➔ The centrality of human rights and ethics is arguably weakened if these areas are not at the table during discussions to develop policing policies and procedures. The practice has instead been to ask for human rights proofing by the bureau near the end of the process when policy was already decided. The choreography of policy-making within An Garda Síochána is an issue that has been discussed with garda management on a number of occasions and many of the issues raised still exist.
- ➔ There are a number of commitments in the existing human rights strategy that the Authority expects will be carried over into the 2025–2027 period. These are an analysis of detentions made under Section 12 of the Mental Health Act 2021, the Code of Practice on the Lawful and Effective Use of Covert/Surveillance Techniques, along with a review mechanism of civil cases to identify adverse commentary with regard to constitutional and human rights.
- ➔ The Authority will also expect that there will be cohesion and alignment between the new Human Rights strategy, the wider Strategic Plan for An Garda Síochána, the Annual Service Plans and other strategies that focus on specific aspects of human rights, such as diversity and inclusion. This includes An Garda Síochána's obligations under Section 42 of the Irish Human Rights and Equality Commission (IHREC) Act 2014 and its implementation in line with IHREC guidance.
- ➔ In relation to human rights training, it is significant that as of April 2025, the total number of participants who have completed the course on *Policing and Human Rights Law* in Ireland, stood at approximately 4,500 garda personnel. Monitoring and assessing the impact of that course on the organisation, including frontline policing and policy development, is now of importance.

It is also important to ensure that adequate and up-to-date human rights material is available in relevant training within the Garda College, and in continuous professional development modules, including for key aspects of frontline/operational policing.

- ➔ In-person training for garda staff on the Code of Ethics is in place now for the first time. This is an important step in realising the vision of a 'one organisation'.
- ➔ The Garda Síochána (Standards of Professional Behaviour) Regulation 2024 were published in April 2025, providing a schedule of 11 behaviours and actions expected of all Garda members. These behaviours relate to ethical demeanour and are mostly aligned with the Code of Ethics. The PCSA encourages An Garda Síochána to ensure that awareness of these standards of behaviour is prevalent across all ranks.

Measure 2 The degree to which the public believes that the Garda Síochána would treat both themselves and all members of the Community fairly.

Table 5: % Agreed, PAS, 2022-2023

	2022	2023
Perceive An Garda Síochána as community-focused	73%	75%
Perceive An Garda Síochána as Human Rights focused	79%	82%
An Garda Síochána addresses things that matter to the local community	74%	73%
An Garda Síochána treats everyone fairly, regardless of who they are	75%	77%
An Garda Síochána would treat you with respect if you had contact with them	90%	92%

Source: An Garda Síochána, PAS, 2023; does not include 'don't know' responses

As can be seen from Table 5, the data from the 2022 and 2023 Public Attitudes Survey (PAS) is fairly positive, with the majority agreeing with the statement that An Garda Síochána will treat them fairly and 90 agreeing An Garda Síochána will treat them with respect. However, our engagement with certain communities – for example with members of the Traveller and Roma communities would point to a lack of trust in members of An Garda Síochána, a sense of being over-policed and a sense of being under-protected.

Furthermore, research commissioned by the Policing Authority on the experience of policing amongst Brazilians and People of African descent in Ireland – which has been shared with An Garda Síochána and published in March 2025 – reveals low levels of trust and confidence in the organisation amongst those communities.

In order to delve into this measure, An Garda Síochána will need to move beyond a reliance on the PAS to inform its sense of community trust. This survey is not – as currently constituted – going to engage with certain communities in sufficient numbers to provide that information. There are opportunities to engage with academic institutions, the local community safety partnerships when they are established, and diversity forums at local and national level, to hear about the challenges that need to be tackled. The public is not homogenous and An Garda Síochána needs to be curious and willing to engage with these communities if it is to fully achieve clarity on its public perception.

Measure 3 All policies existing and new are human rights proofed, to include any policy relating to the use of new technologies for policing.

- An overarching policy to guide the use of various new technologies within An Garda Síochána to ensure its fair and impartial usage is still not in produced.
- An Garda Síochána's current policy development process seeks to ensure that new policies, procedures and guidance documents are developed with the consideration and integration of human rights principles and standards. This is primarily undertaken through the completion of a screening process using the Human Rights Screening Tool¹⁵, which should be used in conjunction with a Human Rights Framework.¹⁶ However, there are significant delays in the revision of policies set out in recent Human Rights Strategies, including Use of Force and Victims.
- As set out earlier, there is a need for policy writers and policy owners, as well as those developing training materials, to have the necessary knowledge and understanding of human rights to ensure human rights screening is completed effectively and that human rights is at the core of policy development rather than at the end.

Measure 4 The routine publication by the Garda Síochána of progressively more data and information.

Progress was made in this area and data which was not published in the past is now available in the public domain. For example, the reasons for garda personnel suspensions are now published. The PCSA recommends that An Garda Síochána will increase the levels of data which will be available in the public domain, similar to other police services in neighbouring jurisdictions. Such transparency can have a positive impact on levels of trust and confidence in the organisation.

Measure 5 The development of the organisational capacity and systems to publish, interrogate and respond to data and information.

- An Garda Síochána's Q2 report highlights the significant progress that has been made in this area, with the Garda Síochána Analysis Service (GSAS) producing dashboards and trend analysis on, for example, Operation Thor (burglary), Operation Tara (controlled drugs), Operation Táirge (retail theft) as well as hot-spot analysis.
- There is evidence, however, that these dashboards are being used to varying degrees in divisions around the country, with some divisional managers citing a lack of knowledge of how to use them effectively. An Garda Síochána is aspiring to be an information-led policing service, and it is therefore important to ensure that high-quality data to support daily operations is not only being produced, but also being utilised in a consistent manner by all supervisory ranks and across all divisions.

16. The Screening Tool provides a set of questions to be applied and completed by those developing policy and procedures, along with training materials.

17. This framework sets out key human rights standards and principles for specific areas of policing.

- The PCSA encourages An Garda Síochána to augment the use of its PULSE system to publish thematic reports. Areas which could benefit from such reports are, for example, knife crimes and detentions made under Section 12 of the Mental Health Act, 2001.

Measure 6 Increased diversity within the Garda Síochána workforce.

An Garda Síochána made significant efforts to reach out to the breadth of communities in its recent recruitment campaigns and there has been an increase in the diversity of those coming through that process. Twenty-two out of the 120 gardaí attested as sworn members in June 2025 were born outside Ireland, coming from Belarus, Belgium, Brazil, Croatia, England, India, Italy, Moldova, Pakistan, Poland, Russia, Scotland, South Africa, Spain and Northern Ireland¹⁷. These efforts would benefit from being contextualised within an EDI Strategy for the organisation. As pointed out earlier, this has not been completed.

Measure 7 Positive improvement in the lived experience of policing within communities.

- As mentioned previously in this report, evidence suggests that many communities cannot report their experiences with An Garda Síochána as positive. This includes Brazilian and Africans, as highlighted in the report conducted by INAR and Dr Lucy Michael in March 2025, and indeed from what we heard from direct engagement with community stakeholders throughout the first half of 2025.
- The 2024 Women's AID Annual Impact Report¹⁸ notes that 2,722 callers to the Women's Aid National Freephone Helpline had contacted An Garda Síochána for support in relation to domestic abuse. A reported 44% (853 callers) found gardaí to be unhelpful.

Measure 8 Development of the anti-corruption unit and implementation of an intoxicant testing regime and an internal vetting process.¹⁹

- There has been no significant progress in the introduction of in-career vetting, with the latest update being very similar to the one provided in Q1.
- With respect to substance misuse testing, it is reported that testing in the Garda College continues, with guidance provided on issues arising from these test results. The PCSA acknowledges that until the relevant regulations are introduced, no further progress can be made from An Garda Síochána's end.
- Ongoing engagement with An Garda Síochána on matters related to garda conduct and discipline continued in the first half of 2025, with a review of suspensions, complaints of bullying and sexual harassment and performance management.

18. See An Garda Síochána's press release [here](#).

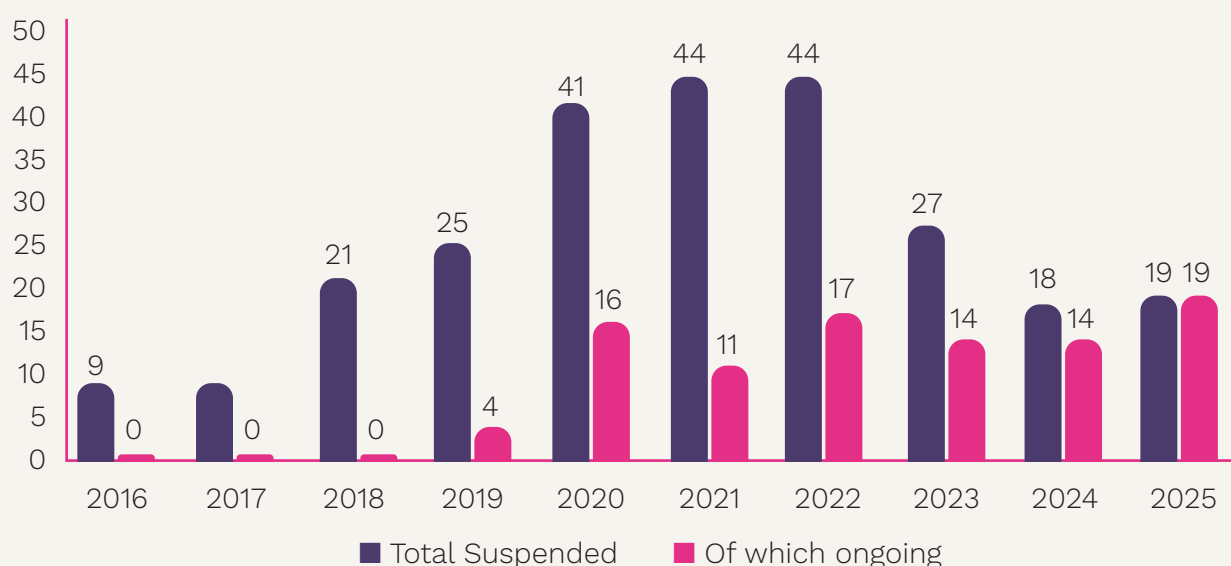
19. See [here](#).

20. Of note, the PCSA recently conducted a review of the implementation of recommendations made in the Garda Inspectorate report on combating corruption in An Garda Síochána. This piece of work is due to be published in Q4.

- We have requested An Garda Síochána to provide us with updated numbers of these type of complaints, but at the time of writing this information was not received. Furthermore, we have heard from the Garda Welfare Unit that issues arise in relation to referring those subjected to such complaints to receive assistance. We have requested An Garda Síochána to provide us with more information, which is yet to be received.
- As of 1 July 2025, 95 Garda members are suspended, of whom 48 are suspended for four to six years. As noted in our previous report, the length of suspensions and the impact it has on trust in An Garda Síochána, both from members of the public and members of the organisation, remains a matter of concern.

As can be seen from table 6 below, the reasons for suspensions, while varied, concern serious matters, including driving while intoxicated, use of drugs, domestic abuse and sexual assault.

Figure 9: Suspensions of Garda Members, 2016-2025



Source: An Garda Síochána

Table 6: Main Reasons for Ongoing Suspensions, N = 95

Drink Driving/Misuse of Drugs	20
Domestic Violence Act	10
Assault & Harassment	10
Inappropriate PULSE Access/Disclosing information	10
Theft, Fraud and Forgery	9
Sexual Harassment or Assault	8
FCN	8
Corruption, Extortion & Association with Criminals	6

Measure 9 Culture Audit outcomes demonstrate positive cultural change.

- The PCSA was informed that the GECB compiled a report on the implementation of the recommendations from the Second Culture Audit, which was provided to garda management. The report was recently shared with the PCSA, and its content is yet to be reviewed.
- Preparations for the Third Cultural Audit are due to resume in September 2025, and the PCSA is concerned that the audit will be carried out without considering the findings and recommendations emanating from the Crowe Report on Roads Policing, which has significant relevance to corporate culture and work ethics.

Policing Plan Commitment: Support the occupational health and wellbeing of our personnel through the implementation of An Garda Síochána Health and Wellbeing Strategy.

- Work is ongoing to address the difficulties with returning to work for garda personnel (mainly members) who are on paid sick leave. However, this remains a significant challenge for divisional management, who have expressed the view that there is a need for more support from the office of the Chief Medical Officer.
- The Second Health and Welfare Survey has been completed, and this will inform the Health and Wellbeing Strategy 2026–2030. The survey's results were presented to the Senior Leadership Team and Health and Wellbeing Stakeholder Forum for observations.
- The Q2 report notes that due to a lack of resources, the workplan in relation to the regional occupational health hubs will be deferred, with services to be delivered from the central occupational health function in Dublin. It is unclear whether this reporting means that the two current Health Regional Hubs (Limerick and West Coast) are no longer operational, or whether it refers to the establishment of new ones. This may impact the pace of services provided by the CMO office.

In summary, it appears that little progress was made in achieving the measures and targets on matters related to Human Rights, Ethics, Culture and Conduct. While anecdotal achievements are noted, it is felt that a strategic and comprehensive approach to address some of the issues highlighted is required.



MANAGEMENT OF GARDA RESOURCES

Matters related to the management of Garda resources are captured under the fifth policing priority, with seven measures of success and seven specific targets in Policing Plan:

Policing Plan Targets

- Embed the structures required to enhance our organisation's capacity and capability for change, and to support a culture of continuous improvement.
- Enable, develop and support sustainability across An Garda Síochána through implementation of the Climate Action Roadmap 2023-2030.
- Enhance our capacity to provide appropriate Human Resources, Training, Learning and Development supports, enabling our personnel to succeed in their role.
- Explore, develop and embrace opportunities to collaborate across sectors to strengthen our evidence-based approach to service.
- Strengthen internal and external engagement through open and targeted communication.
- Rollout An Garda Síochána Organisational Operating Model.
- Advance our Data and Technology Vision through implementation of the 2024 ICT Roadmap.

Priority 5

Development of the capacity to strategically manage Garda resources

To ensure that resources – finance, ICT, and capital assets – are appropriately and strategically managed and deployed to support Garda members, Garda Staff and Garda Reserves.

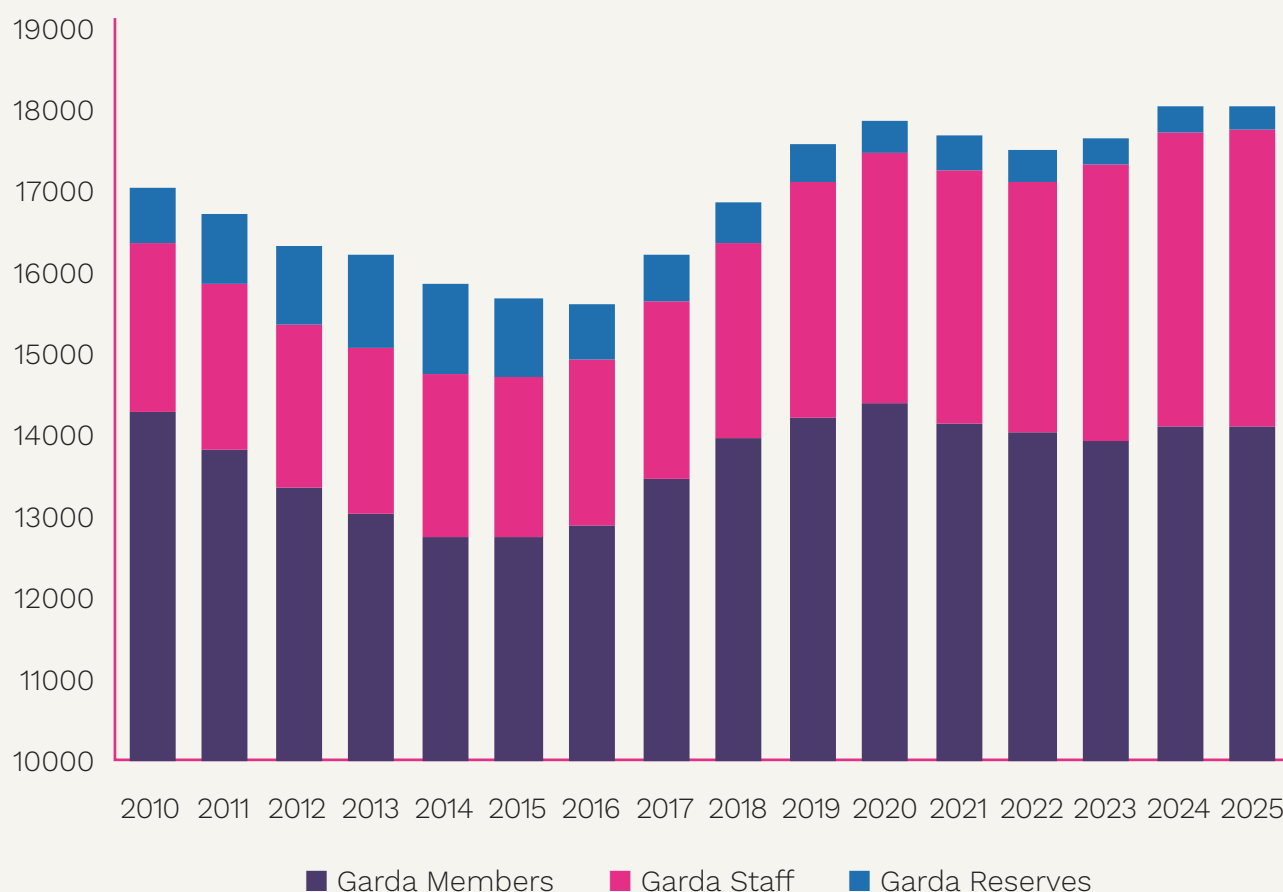
To ensure that this workforce is appropriately trained, skilled, managed and supported to provide a service that responds to the crime environment and needs of the public.

Most targets relating to this priority are reported as being at risk and this is also evident in relation to the measures of success of this priority, as outlined below.

Measure 1 Strategic workforce plan agreed by the leadership team and being implemented.

Despite ongoing engagements on this matter, a strategic workforce plan is still not produced. The urgent necessity for a clear strategy in the context of the ongoing challenge to increase the workforce of An Garda Síochána, in particular garda members, at the required pace to meet current demand for service is not contested.

Figure 10: Garda Workforce 2010 - June, 2025



Source: An Garda Síochána

While we acknowledge that the garda workforce (sworn members, staff and garda reserves) has grown from 16,845 (2011) to 18,188 (2024), this workforce growth was predominantly driven by garda staff increases of approximately 1,600. By comparison, garda member headcount increased by approximately 300 members over the same period. There were 14,276 members, as of 30 June 2025. This is against an approved target strength of 15,000, as approved by Government in 2016.

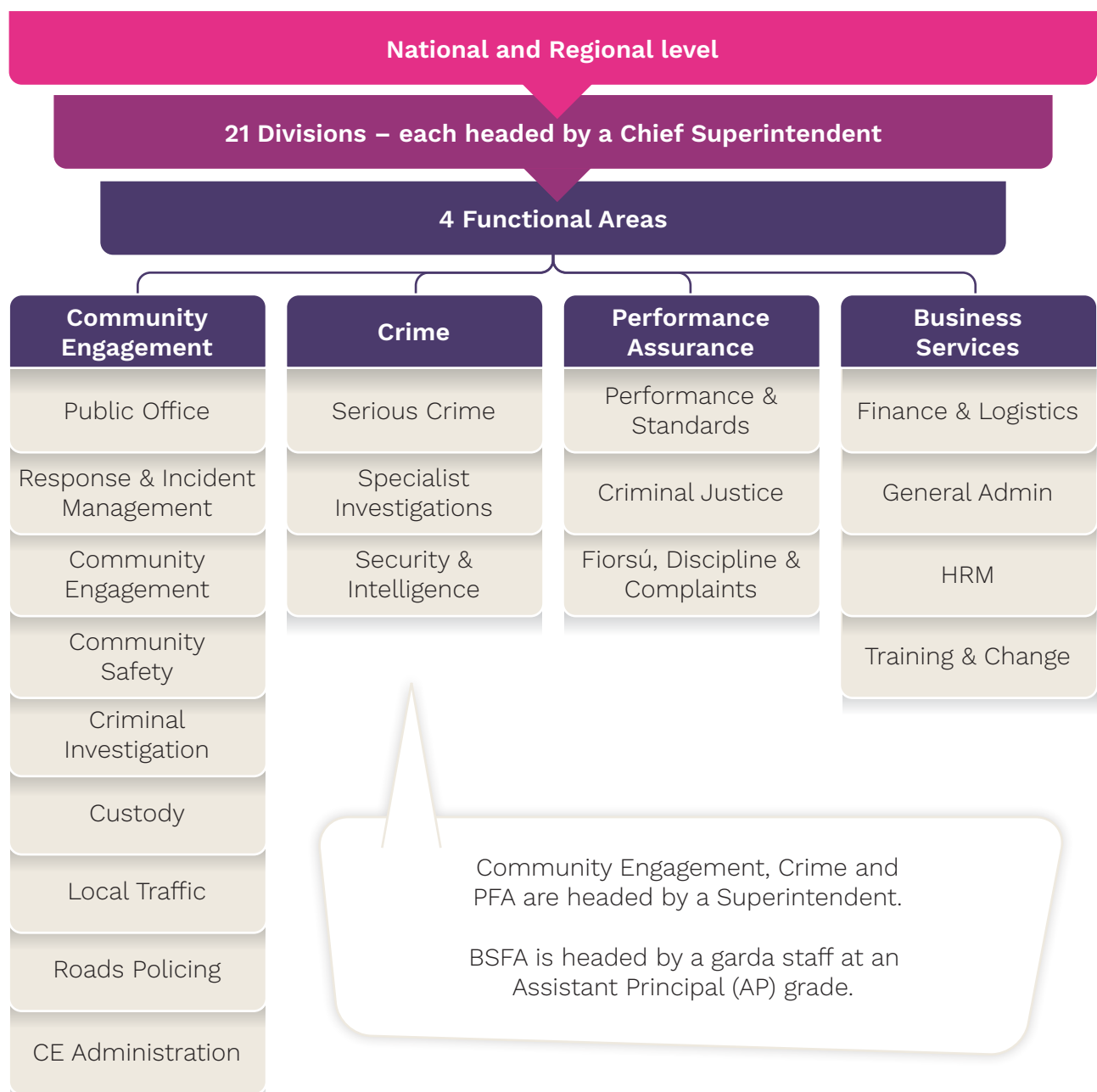
Taking into consideration the capacity in the Garda College (1,000 per year), retirements and resignations, ensuring that the recruitment pipeline will elicit sufficient new personnel in the coming years represents a challenge and a clear strategy with radical measures will therefore be required.

We acknowledge, as per the Q2 report that “a review of recruitment practices has been completed with actionable areas for improvement: Engagement took place with the Office of Public Works to support plans to increase the capacity of Garda College”. We encourage An Garda Síochána to elaborate in its Q3 report what areas for improvement have been identified, what the plans are to increase capacity in the college and whether the introduction of a Strategic Workforce Plan to encompass all the above was discussed.

Measure 2 Operating Model being rolled out and functioning consistently and effectively across the country.

The Operating Model is now fully operational across all 21 divisions, with the re-alignment of Enterprise Content Management (ECM) for all divisions completed. This represents a significant milestone and achievement for An Garda Síochána.

The PCSA heard in recent months that a review of the model and lessons from the implementation process is being considered and indeed this was confirmed by the Commissioner at a recent Authority meeting. The PCSA in its engagement with gardaí and garda management within divisions had heard a range of views regarding the positives and negatives of the model as currently experienced. There is an appetite among members to conduct a review of the effectiveness of the model, but this is in the context that some divisions are in the very early days of the model.



Measure 3 Increased financial capacity that allows for detailed financial management information and analysis to assist decision-making.

A key element in increasing An Garda Síochána's financial capacity is the introduction of a Human Resource Information System (HRIS). Such a system is still not in place and at the time of writing, a tender was not yet issued.

Measure 4 A comprehensive estate strategy agreed by the leadership team and being implemented in conjunction with statutory partners.

A comprehensive estate strategy is still not in place, and its current status is unclear.

Measure 5 Performance management system in place for every member of the workforce with evidence of active engagement.

There is no effective performance management system in place for members and staff of An Garda Síochána. The significant consequences of its absence were highlighted in the Independent Review on Roads Policing, conducted by Crowe.

The PCSA strongly believes that the creation of a single performance management system which will apply to both members and staff is vital in the context of the Policing and Community Safety Act and the shift into 'one organisation'. Without such a robust system in place, An Garda Síochána cannot identify the good work done and likewise, cannot identify and address under-performance.

Measure 6 Comprehensive training strategy in place and implemented with the necessary structures for delivery.

A comprehensive training strategy is still not produced.

Measure 7 Governance reporting gives confidence that processes and policies are uniformly implemented across the organisation.

The creation of Performance Assurance hubs in each division as part of the new Operating Model is assisting in the standardisation of governance reporting across the organisation. As reported in the PCSA previous assessment, there is a welcome consistency in the Performance Accountability Framework (PAF) process across all divisions. The Performance Assurance hubs in each division are headed by a superintendent. The network of 19 superintendents, combined with or mutually informed by the work of the National Performance Standards Office represents a key piece of organisational infrastructure now available for An Garda Síochána to drive consistency in governance.



3. APPENDICES

APPENDIX 1 – The Annual Policing Plan

The [annual Policing Plan](#) (the Plan) is the vehicle through which the medium-term objectives contained in both the Priorities and the Strategy will be realised. Each Plan sets out specific actions, with accompanying targets (18 in total) and milestones, concerned with providing an effective policing service and policing organisation. These actions represent the areas of primary focus for the organisation, its management and workforce for the year ahead and provide a lens through which performance is to be measured for that year. As with the Strategy, the Plan is drawn up by the Commissioner in accordance with the Act, and approved by the Authority with the consent of the Minister for Home Affairs and Migration.

Since 2019, the annual Policing Plans have also addressed the actions assigned to the Garda Síochána under ‘A Policing Service for the Future’ (APSFF): an implementation plan for the recommendations arising from the Government’s [Policing Reform programme](#).

The Policing Plan 2024 is the third annual Plan that will give effect to the Strategy 2022-2024. It is structured around five strategic pillars:

1. Community;
2. Tackling Crime and Preventative Policing;
3. Victims and the Vulnerable;
4. Protecting the Security of the Irish State; and
5. Sustainable Change and Innovation.

These pillars are supported by five enablers, which demonstrates the intrinsic role of the key enabling functions:

1. People and Purpose;
2. Partnerships;
3. Engagement;
4. Empowerment and Trust; and
5. Information-led Policing.

As the work suggests, enablers are those functions and activities that need to be in place and working well in order for effective policing to be delivered.

The Policing Plan was extended to 2025.

APPENDIX 2 – The Policing Priorities

The [Policing Priorities](#) are the areas of policing that the PCSA wants An Garda Síochána to give the most attention to in the given period. The priorities are set for the duration of the Garda Strategy Statement, which is currently set for 2022–2024.

It was determined following consultation with the Commissioner, that in accordance with section 20(1) of the Garda Síochána Act, the current Priorities would be extended to 2025, including a number of small changes to reflect areas that have progressed and a number of small changes to the measures of success. This decision was made mostly in light of the uncertainty in respect of a commencement date for the PSCS Act 2024 and the establishment of the PCSA.

The **five Policing Priorities** that have been set for this period are:

1. Protecting and Supporting Victims and the Vulnerable
2. Supporting and Ensuring Community Safety
3. Tackling Organised and Serious Crime
4. Rights-based and Ethical Service Delivery
5. Development of the Capacity to Strategically Manage Garda Resources

The full document can be accessed [here](#).

