



Údarás Póilíneachta
& Sábháilteachta Pobail
Policing & Community
Safety Authority

Policing and Community Safety Authority

Annual Report

2025





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Chairperson's Foreword

This has been a significant and formative year for the Policing and Community Safety Authority (PCSA). This first annual report provides an opportunity for me, as Chairperson, to introduce the organisation and outline our work during this important period of establishment. From my perspective, the pace and scale of this work has been both challenging and rewarding.

The creation of the PCSA brought together two organisations — the Policing Authority and the Garda Síochána Inspectorate. This merger has resulted in an entity unique among policing oversight bodies in Europe, combining oversight and inspection functions within a single statutory framework. The Authority operates independently in carrying out its statutory oversight and inspection functions.

In 2025, as a newly established Authority, there was an immediate need to put in place the structures and systems required to support our work. A central achievement was the establishment of the PCSA on a statutory footing under new legislation, including the formal assumption of its oversight and inspection functions. During the year, the Authority developed its governance arrangements and operational frameworks, enabling it to discharge its statutory responsibilities effectively. It also commenced delivery of its statutory work programme, laying the foundations for a more integrated approach to policing oversight. There is still much to do, but important foundations have now been put in place.

This work was undertaken in a challenging and fast-changing environment, shaped by increasing public expectations and the complex nature of community safety issues. Our approach has been grounded in the experience of our legacy organisations and in an ethos of listening — listening to communities about what they need from policing services, and to those who deliver those services.

A further defining feature of the PCSA is its role within a broader community safety context. The legislation recognises that safety in our communities cannot be delivered by policing alone. In 2025, the Authority engaged with the National Office of Community Safety and met with the Chairperson and representatives of the first Local Community Safety Partnership established in the country. Supporting multi-agency collaboration and understanding the performance of An Garda Síochána within this wider context, has real potential to address many of the complex challenges facing communities.



Policing is dynamic and demanding. During the year, the Authority engaged on a wide range of issues with the Garda Commissioner, including visible policing, supervision, conduct and discipline, domestic abuse, and sexual and gender-based violence. The Authority also engaged directly in Garda stations, with specialist units, and with communities across the country to inform its work. The extent of this engagement is set out later in this report, and the Authority is grateful for the time, candour, and insights shared, which continue to shape its work.

As an oversight body, we are committed to transparency, accountability, and continuous improvement. Our work is directed towards strengthening public trust and ensuring that policing delivers effectively for all communities.

Looking ahead, the Authority will prioritise the delivery of its statutory inspection programme, alongside further embedding its oversight functions and strengthening engagement with communities and stakeholders. A key focus will be the development and implementation of our inspection programme to support improved performance, accountability, and transparency within An Garda Síochána. The Authority will be clear and firm in holding policing performance to account where required. Through this work, the Authority will contribute to a policing service that is effective, responsive, and trusted by the public.

Finally, I would like to thank my colleagues on the Authority. It has been a privilege to work with such breadth of experience and expertise, and to have their support and commitment in undertaking this work. I also wish to thank our Chief Executive, Helen Hall, and her staff, whose professionalism and commitment continue to support the delivery of an engaged, effective, and rights-based policing service that ensures the safety of all communities. The Authority looks forward to continuing this work in the year ahead in the interests of safer communities.



Elaine Byrne, Chairperson
31 March 2026



The creation of the PCSA brought together two organisations — the Policing Authority and the Garda Síochána Inspectorate. This merger has resulted in an entity unique among policing oversight bodies in Europe, combining oversight and inspection functions within a single statutory framework



Chief Executive's Review of the Year

The first year of any new organisation is an exciting and demanding period. The creation of the PCSA was anticipated for some time and so by the time the legislation was passed, much of the groundwork that saw the merger of the Policing Authority and the Garda Síochána Inspectorate had been laid. The ease with which both organisations have merged and established new ways of working, a new culture and solid working relationships is testimony to that early co-operation that was undertaken before our establishment on 2 April, 2025. I would like to thank both the staff of the Policing Authority and the Garda Inspectorate and former Chief Inspector Mark Toland for the energy and enthusiasm that was given to making the merger work.

The emphasis in our preparation and our work since has been on recognising that the PCSA is a new entity. While drawing substantially on the experience of its legacy organisations, 2025 was about defining our ways of working, our strategy for the next three years and determining our Business Plan which would give effect to the strategic vision set out by the new Authority.

Ensuring that the organisation has the requisite skills and experience, information and communications technology (ICT) infrastructure and facilities to deliver effectively on our statutory remit was and remains a key focus. So too was establishing our organisational structure, which in itself speaks to our approach as an organisation and the breadth of our statutory remit. Our work is organised around four key pillars. The first is strategy, research and insights which speaks to our statutory role in undertaking research and promoting policing standards, as well as promoting awareness of policing matters amongst the public. The second is oversight delivery which focuses on performance assessment and inspection of policing. The third is outreach and engagement which focuses on our desire to listen to the experience of communities of their policing service as well as our communications function to raise awareness of policing and to give transparency to our work. The fourth is business services which supports and enables the work of our organisation. In 2025 our staff numbers increased and with it our ability to give effect to the potential that exists in the Authority's powers and obligations set out by the Act.



There remain areas to be explored and fully understood, not least our work around community safety. In 2025 I represented the Authority on the Community Safety Steering Group established under the Act. It offers huge potential for multi-agency working that can recognise and tackle the complex issues that exist within our communities.

2025 was an exciting year and it has set the PCSA up well. Foundational documents are now in place that map our direction and work in 2026. Structure and staffing is in place and ways of working established that will leverage the expertise and experience of our staff. I would like to thank the Chairperson for her direction, support and encouragement and the Authority Members for their support and energy. Finally, I would like to thank the staff for coming through what has been a significant change process with dedication, good humour and professionalism.



Helen Hall, Chief Executive
31 March 2026



While drawing substantially on the experience of its legacy organisations, 2025 was about defining our ways of working, our strategy for the next three years and determining our Business Plan which would give effect to the strategic vision set out by the new Authority.

1

Who We Are

The Policing and Community Safety Authority (PCSA) was established on 2 April 2025 as an independent, statutory agency responsible for the oversight of An Garda Síochána. It is made up of an Authority of nine members, supported by an Executive team under a CEO. It is a successor organisation to the Policing Authority and Garda Síochána Inspectorate.

The core objective of the PCSA is to oversee and assess the performance of An Garda Síochána in providing policing services to communities across Ireland and its work with partner organisations to ensure the safety of those communities. This is done through:

- **Determining Policing Priorities** for An Garda Síochána – areas that require extra focus or attention to improve the policing service delivered to the public;
- **Assessing policing performance** against these Priorities, An Garda Síochána's Strategic Plan and its Annual Service Plan, and the National Strategy for Improving Community Safety;
- **Undertaking inspections** and making recommendations to improve policing services;
- **Engaging with communities and stakeholders** to listen to and understand experiences of policing and being policed;
- **Promoting policing standards** and the continuous improvement of policing, in line with international best practice and human rights standards;
- **Promoting awareness and understanding** of policing matters through publishing reports, holding events, and undertaking research; and,
- **Informing and advising** the Minister for Justice, Home Affairs and Migration and other key stakeholders on policing matters.

This Strategy sets out how we will perform these functions under four strategic objectives. You can read more about the PCSA and keep up to date with our work [here](#).



Our vision is of an engaged, effective and rights-based policing service that ensures the safety of all communities.

Our objective is to independently oversee and assess An Garda Síochána to ensure the policing services provided to all communities are effective, consistent, and fair.

We will work in a way that:



Provides fair, honest, and independent assessment and advice that supports and promotes improvements in policing;



Places the experiences of communities, particularly the most vulnerable, and of garda personnel at the heart of our oversight;



Is transparent, open, and accountable about the way we go about our work and the evidence we use;



Collaborates with partners and stakeholders to improve policing services and advance community safety for the benefit of our communities; and,



Ensures we work efficiently and meet the highest standards as an oversight body, a public body, and an employer.

2

Profile of the Authority Members

The Policing, Security and Community Safety (PSCS) Act 2024 provides for the Authority to have a total of nine Members – a Chairperson and eight ordinary Members. The composition of the Authority is in line with the statutory objective of there being at least four men and at least four women on the Authority. Members are appointed for a three or four-year term with the possibility of reappointment for a further term subject to a maximum of eight years. The Chairperson and Members of the Authority were selected for appointment by the Government following a State Boards process run by Public Jobs.

The Act requires that Authority Members should have appropriate experience, qualifications, training or expertise and knowledge in areas connected with:

- Policing services;
- The criminal justice system;
- Human rights, equality and diversity;
- Services for victims of crime;
- Healthcare, child and social services;
- Improving the safety of communities including through inter-agency collaboration and community engagement to promote the prevention of crime and the prevention of harm to individuals, in particular those who are vulnerable or at risk;
- Public sector administration;
- Business and innovation;
- Board management and corporate governance;
- Data protection; and
- Financial management and, in particular, the allocation, management of and accountability for the effective use of financial resources.

The Authority is supported by the Executive, which consists of a core team of staff headed up by Chief Executive Officer, Helen Hall.

**Elaine Byrne (Chairperson)**

Elaine Byrne is a practising barrister on the South Eastern and Dublin Circuits with a specialisation in Regulatory Law and Employment Law.

Elaine served as a member of the Policing Authority since March 2021 and served as Chairperson of that body from 1 January 2024 to 1 April 2025. She has acted as a consultant on governance matters for the European Commission, the United Nations and the World Bank. Her book, “Political Corruption in Ireland 1922-2010: A Crooked Harp,” was published in 2012. She has served as a member of the Hamilton Review Group on Economic Crime and Corruption, and the Seanad Working Group on Reform.

**Joe Costello**

Joe Costello is a former member of the Oireachtas (1989 to 2016). During that time, he served as a Senator, Deputy to the Dáil (TD), and Minister of State for Trade and Development at the Department of Foreign Affairs. He also served as a Dublin City Councillor from 1991 to 2003 and more recently from 2019 to 2023. As a City Councillor, he was a member of the Grangegorman Development Agency, the City of Dublin Education and Training Board, and Dublin City Council Joint Policing Committee.

**Michael Feehan**

Michael Feehan has in recent years worked on contract with the United Nations Office for Drugs and Crime in various countries including Sri Lanka, Thailand, Laos and Nigeria. The focus of this work was on the development of police and community partnerships, which was also the topic of his doctoral thesis.

Following his retirement from An Garda Síochána in 2012, Michael worked as Chief Security Officer for the Dublin Airport Authority from 2013-2017. He was previously Assistant Garda Commissioner for the Dublin Metropolitan Region (2009-2012) and Assistant Commissioner Northern Region (2008-2009).



Nessa Lynch

Nessa Lynch is an academic at the School of Law, University College Cork, specialising in law and technology, policing and youth justice. Originally from Cork, she spent most of her career in New Zealand, mainly in an academic role. She has held high-trust roles in data ethics and technology assurance in the public sector and consulted for a range of private sector and public sector clients. Prior to re-joining academia in 2024, she held a senior leadership position in New Zealand Police, covering the Royal New Zealand Police College and training quality assurance.



Freda McKittrick

Freda McKittrick qualified as a social worker in 1985 and has practiced in the UK and Ireland. She was head of Barnardos Guardian ad litem service from 2000 to 2024. She continues to work as a Guardian ad Litem and independent social worker. She is a board member of the Legal Aid Board and is a lay member to the Legal Practitioners Disciplinary Tribunal.



Martina Moloney

Martina Moloney was a career official in Irish Local Government for 37 years, culminating in the role of County Manager/Chief Executive in County Louth and County Galway. She holds a Bachelor of Arts and Master of Arts in Public Management and a Doctorate in Governance. Since retirement, she served on the National Oversight and Audit Commission for Local Government, and a number of state agencies and Audit Committees and currently is Chairperson of the Heritage Council. She chaired the inaugural pilot Community Safety Partnership in Longford, which developed the first Community Safety Plan.



Tony O'Brien

Tony O'Brien is former Director General of the Health Service Executive (HSE). He was previously Chief Advisor to the HSE on implementing the National Cancer Control Strategy and Chairman of the National Cancer Registry Board. He was the founding Chief Executive of the National Screening Service. Prior to the HSE, he was Chief Executive of the Irish Family Planning Association and the UK Family Planning Association. He is Adjunct Associate Professor with the Centre for Health Policy and Management, in the Discipline of Public Health, at the School of Medicine Trinity College Dublin. Tony is Chair of Safety Net Primary Care and became Chair of the Peter McVerry Trust in May 2025. He contributes a regular health policy column to the Sunday Independent. Tony is a registered Emergency Medical Technician (EMT) and is a community emergency first responder, on a voluntary basis, with the National Ambulance Service.



Ken O'Leary

Ken O'Leary is a former senior official of the Department of Justice, where he worked in a wide range of areas during the course of a lengthy career, including prisons, law reform, crime, and security, culminating in his appointment as Deputy Secretary, Criminal Justice. He was a member of the interdepartmental group of officials responsible for advancing the Northern Ireland peace process and, in this context, co-chaired the working group of senior officials established under the Intergovernmental Agreement on Cooperation on Criminal Justice Matters. More recently he served on the group established under the chairmanship of Mr Justice Michael Peart to review the Offences Against the State Acts.



Emma Reidy

Emma Reidy has been the Chief Executive of Aoibhneas Domestic Abuse Support for women and Children since 2012. For 20 years Emma has worked and volunteered with non-for-profit organisations that support vulnerable people affected by prostitution, addiction, domestic abuse, and homelessness.

Emma has a Bachelor's (Hons) degree in Social Science, Masters degree in Equality Studies, and Masters degree in Business Administration with additional qualifications in Human Resource Management, Group Facilitation, Supervision and Coaching. She has concluded two terms as a Director in Safe Ireland and is a member of the National Observatory against Violence, National Women's Council.

3

What We Do

The oversight of the performance of An Garda Síochána is a broad term encompassing a variety of methods of monitoring and assessing garda performance.

The PCSA considers and independently decides on the most appropriate method(s) of oversight for the areas of policing it examines. The methods of oversight used by the PCSA include:



Authority meetings with the Garda Commissioner and his senior team



Seeking written reports and information from An Garda Síochána



Reviewing garda performance, including against An Garda Síochána's Strategic and Annual Service Plans and the Policing Priorities set by the PCSA



Engaging with garda divisions, national units and personnel



Engaging with stakeholders and communities across the country



Conducting inspections and monitoring and assessing the implementation of recommendations by An Garda Síochána



Observing garda governance meetings



Engaging with relevant material and reports produced by third parties



Conducting research



Authority Meetings

The Authority holds a day long plenary meeting each month, apart from the month of August. Each meeting includes a meeting with the Garda Commissioner and his senior colleagues. The Authority is required by the PSCS Act 2024 to hold no less than four meetings in public with the Garda Commissioner annually. The schedule of meetings for the year is published in advance, including an indication of which meetings are to be held in public with the Commissioner. From time to time, the Authority holds additional or exceptional meetings, which may include meetings with An Garda Síochána.

Between April and December 2025, the Authority met a total of eight times. The Authority met with the Garda Commissioner and his senior colleagues on each of these occasions. Four meetings with the Commissioner were held in a public venue and were streamed live, which facilitated the public and media to observe proceedings. The Authority published the draft agenda for meetings on its website one week in advance and approved minutes were also published on the website.

The Authority made provision for meetings in private during each monthly meeting without the Executive present as this was considered standard best practice for boards/authorities and this was availed of on six occasions during 2025. It was agreed at the June meeting of the Authority that provision would be made for the Authority to meet routinely in private, as a matter of good practice, as part of future meetings.



Authority meeting in Castleknock

4 Our Work in 2025

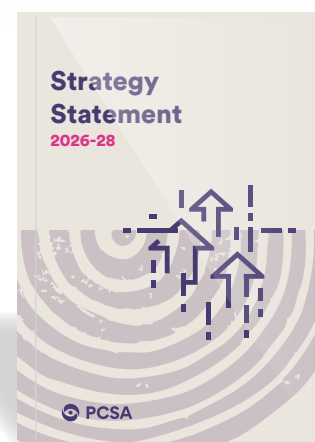
Our work in 2025 was underpinned by our statutory functions, which in turn informed our Business Plan for 2025. The plan had 36 actions across our key business areas of outreach and engagement, performance assessment, inspection, business services and strategy and research. The following is a brief overview of the type of work undertaken, some aspects of which are set out in greater detail later in the review.



Establishment and Determination of Foundational Documents

As a new entity, the PCSA's first year necessarily involved the development of a suite of statutory documents. These documents are the scaffolding and foundation of much of the work of the PCSA over the coming years. The importance of these foundational pieces is perhaps best exemplified by the time, effort and breadth of work undertaken to bring them into being.

These were the Policing Priorities for An Garda Síochána, which drew on months of engagement with community and garda members and staff across the country. The Priorities are set by the PCSA for An Garda Síochána and on behalf of the public. The legislators saw the importance of the Priorities for policing being set by a body independent of the policing organisation. The priorities were subsequently approved by the Minister for Justice, Home Affairs and Migration.



The PCSA also in 2025 worked to establish its own strategic direction for the next three years. This too drew on input from communities and statutory stakeholders. The resulting Statement of Strategy seeks to give effect to our statutory obligations in a way that best serves the public.

The PCSA also determined its oversight framework – a description and documentation of how it will approach oversight and carry it out. This was important in recognising that the PCSA while building on the experience of its legacy organisations is a new entity. The framework also provides transparency for the public as to the ways of working within the PCSA.

And finally, the development of an Inspection Plan for 2026 was a key piece of work that assessed which areas of policing and what aspects of those areas would benefit from early attention of the inspection function.



Engagement with the Garda Commissioner

Key to our work in assessing policing performance on behalf of the public is the monthly engagement between the Authority and the Garda Commissioner and his senior leadership team. In 2025, four of the eight meetings held with the Garda Commissioner were conducted in public, with one of the meetings held in Wexford, focusing on policing issues in that area. These meetings in public are streamed live and available to watch back on the Authority's website.



Garda Commissioner Justin Kelly (C) alongside Assistant Commissioner Catharina Gunne (L) and Acting Deputy Commissioner Paul Cleary (R).

The meetings in public are an important opportunity for the public and the garda workforce to watch and understand the key oversight issues that are being discussed. Transparency in oversight is an important element of both the PCSA's ethos, but also its commitment to undertake oversight on behalf of the public. The items discussed across the eight meetings, held in public and private, have at their core an impact on the service received by the public and have an ability to impact public confidence in policing - both positively and negatively.

Key topics that were discussed with the Garda Commissioner in 2025 included community policing, visible policing, and the service provided to victims of domestic abuse and sexual and gender-based violence. It also included roads policing and specifically the issues raised in the Crowe Report on Roads Policing, as well as conduct and discipline within An Garda Síochána, what structures and practices are in place to prevent corruption within the organisation, the introduction of tasers and body-worn cameras, as well as issues relating to the experience of those working within An Garda Síochána.

Few of these issues are ones that can be resolved or dealt with quickly. An important aspect of our work is our ability to maintain a focus on a topic over a period of time. Many of the topics that were considered in 2025 such as -supervision, conduct and discipline, visible policing – will endure as areas of focus critical to policing performance and public confidence. These topics will carry over into our work in 2026.

The Authority has made a commitment to hold a number of its meetings each year outside of Dublin. This is important to ensure that oversight is informed by a breadth of experience, from across the country.



Engagement with Those Delivering the Service

A unique but important aspect of our work in 2025 has been the engagement of Authority staff with garda members and garda staff across the country. This is informed by a recognition that those delivering the service in stations, bureaux and national units have unique experiences and insights that can inform our oversight and our engagement with Garda leadership. This includes engagement as observers at performance meetings with local management within garda divisions and regions as well as visits to stations to talk to garda members and staff about local policing challenges and operational challenges for them as personnel.



Engagement with Communities

Another element of our work in 2025 was the establishment of relationships with a broad range of stakeholders and communities to understand their experience of policing. As set out in section 6 of this report, this stretched across the country and it is work that will continue to expand in 2026.



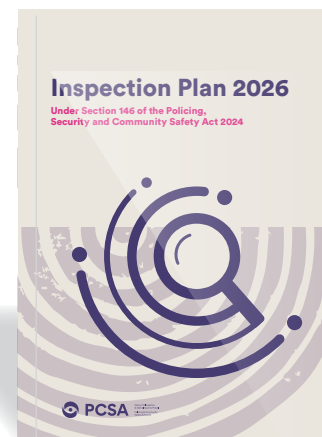
Community Safety

The work in this area in 2025 was in the first instance to explore and understand the PCSA's role in relation to community safety. This includes, how it can best engage with the new structures established under the Act and how it might ensure that a lens of community safety informs its approach to oversight and assessment of policing performance. As a member of the National Community Safety Steering Group, the PCSA worked with others to support the National Office for Community Safety (National Office) in translating legislation into practical action. The development of Local Community Safety Partnerships was underway in 2025; these will offer another avenue by which the Authority can engage with community safety.



Inspection

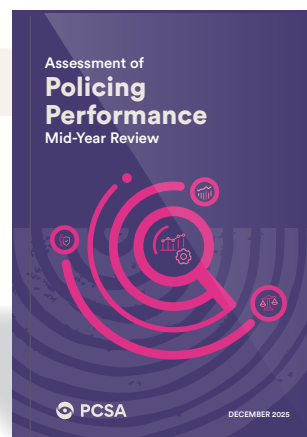
Considerable work was undertaken in 2025 to develop the inspection function within the PCSA. A key achievement was the signing of the Memorandum of Understanding between the PCSA and An Garda Síochána, which guides the inspection as envisaged in the legislation. Follow-up work was also undertaken to assess the degree to which prior recommendations made to An Garda Síochána in the areas of anti-corruption and the policing of child sexual abuse have been implemented.





Performance Assessment

Assessment of performance was ongoing in 2025 with monthly reports to the Authority and the publication of a half-year report on policing performance which is available on the PCSA website.



Establishment of the Organisation

In a first year of establishment there was considerable work to be undertaken to recruit and train staff, to establish new policies, establish financial procedures and ICT infrastructure and to procure services. The Business Services Directorate delivered across the breadth of this work in 2025 and ensured the conditions existed in terms of capacity and resources that enabled the organisation to fulfil its statutory obligations. There was also considerable work to be undertaken to build awareness of the PCSA as a new organisation through communications and outreach.

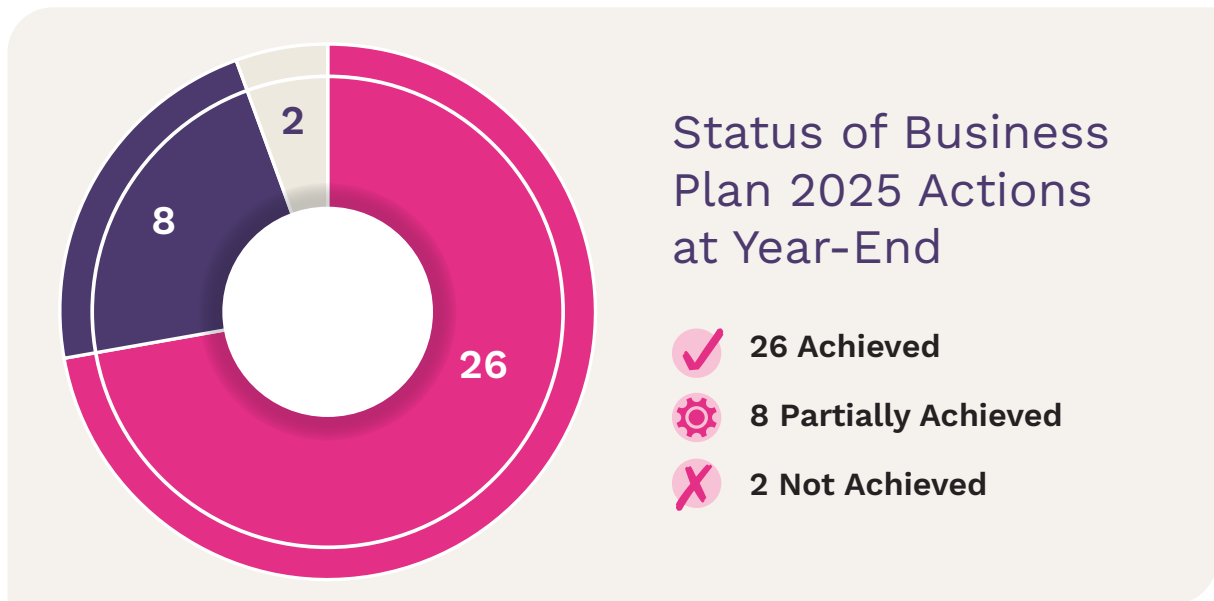


Achievement against the Business Plan 2025

As of 31 December 2025, the high-level status of the Business Plan was one of significant achievement.

As shown in the graphic on the right, 26 of the 36 actions were achieved at year-end. These actions include:

- Oversight of An Garda Síochána's performance;
- The undertaking of a meeting on local policing issues in Wexford Division; and,
- Assessing An Garda Síochána's response to the Garda Inspectorate's 'Countering the Threat of Internal Corruption.'



Eight actions were 'partially achieved'.

This means that there was substantial work completed but that the action requires further work in early 2026 to be fully achieved.

This includes:

- ➔ The finalisation and publication of a post-implementation review on recommendations concerning Garda Síochána handling of child sexual abuse and our assessment of An Garda Síochána's performance in 2025. The post-implementation review work could not be completed in 2025 as necessary data and reporting from An Garda Síochána was not received in time;
- ➔ Ensuring sufficient human rights and associated expertise within the PCSA. While progress has been made with respect to internal capacity, further work, including the appointment of external human rights advisors will occur in 2026; and
- ➔ Engagement in respect of the experiences of female personnel in An Garda Síochána was progressed but has changed in scope following discussions between the Authority and An Garda Síochána. An updated action is included in the Authority's Business Plan for 2026.

Finally, two actions ended the year as 'not achieved'. The first concerns the ability of the PCSA to hire external advisors or experts to assist in the delivery of its functions. While it was intended to establish a panel of experts in 2025 to assist with potential inspection activity in 2026, the PCSA currently has sufficient in-house expertise to deliver against the areas identified in the Inspection Plan for 2026. As such, it was decided to defer any such recruitment and reconsider the need to engage such external expertise in the preparation for future inspections.

The second 'not achieved' action concerns the delivery of a learning and development plan. This status does not indicate that no training was provided, as there was a wide array of individual training provided throughout the year. However, due to capacity constraints in the human resources team and the need to prioritise recruitment and induction of new staff, a high-level plan was not completed. The development of a learning and development plan is a priority action in Business Plan 2026.

5

Key Milestones in 2025

1

Development
of the Policing
Priorities
2026-2028

2

Development
of the PCSA
Strategy
Statement
2026-2028

3

Development
of the
first PCSA
Inspection
Plan



Carrick-on-Shannon Policing Priorities Consultation



Development of the Policing Priorities 2026-2028

One of the key functions for the PCSA in overseeing and assessing the performance of An Garda Síochána is the statutory role to determine, with the approval of the Minister for Justice, Home Affairs and Migration, Policing Priorities for An Garda Síochána.

These establish what An Garda Síochána must prioritise and give the most attention, to improve the policing services offered to communities and ensure their safety.

The PCSA has set three Priorities for 2026-2028:



**Work in Partnership
to meet Community
Needs**



**Provide a Consistent,
Supportive, Quality
Service**



**Enable the
Frontline**

There are seven key areas set out under these Priorities, along with the outcomes that would indicate successful delivery against them. The PCSA will focus on An Garda Síochána's progress against these Priorities, key areas, and outcomes in the coming years. The Priorities will also be reviewed annually to make sure they remain relevant and fit-for-purpose.

How we decided on these Priorities

An Garda Síochána provides a wide range of services to the public and there are huge demands on the organisation. However, not everything can be a priority, and these Priorities have been set in a context of:

- The current resources available to An Garda Síochána, including members and staff, finance, and technology;
- The huge policing demand of Ireland holding the Presidency of the Council of the European Union in 2026; and,
- The wider socio-political and economic environment.

As such, the PCSA was aware in developing the Priorities that there are many competing areas of concern. The PCSA wanted to hear directly from communities and from personnel working in An Garda Síochána to see what they would most like to see included. To this end, actions undertaken included:

-
- Running an online public consultation that received 3,794 responses;
 - Meeting approximately 400 serving garda personnel, across every county;
 - Engaging with experts and academics working in the policing and community safety field; and,
 - Holding four regional events to hear directly from approximately 100 community stakeholder groups.
-

The extensive feedback from these engagements was considered, along with information gathered from other sources. This included considering similar Priorities from other countries, reviewing the performance of An Garda Síochána in recent years, and a range of other activities.

All of this information was considered in full to decide on draft Priorities, which were then consulted on with the Garda Commissioner and the Director of the National Office for Community Safety.

Following this process, the PCSA is confident that these Priorities identify the key areas for improvement to ensure that:

-
- The service offered to communities is improved where improvements are most needed;
 - Garda personnel are enabled to provide this service to the best of their abilities; and
 - They are also realistic and achievable with the resources available to An Garda Síochána.
-

The Priorities are published on the PCSA's website – www.pcsaireland.ie. Progress against the Priorities will be subject to ongoing engagement with the Commissioner and garda colleagues, including through the public meetings with the Commissioner, and will be reported on through future PCSA publications.

Development of the PCSA Strategy Statement 2026-2028

Following establishment, one of the key actions for the PCSA in 2025 was to develop the first PCSA Strategy Statement (in line with section 137 of the PSCS Act).

This strategy will guide the work of the PCSA over the period 2026-2028 and sets out four strategic objectives for the organisation:

- Provide Consistent Oversight and Independent Assessment;
- Support and Promote Community Safety;
- Be a Credible, Trusted, and Expert Voice on Policing; and,
- Be a Well-Run and Effective Organisation.

This Strategy was developed through:

- Reflecting on the views and experiences of communities, stakeholders, garda personnel, experts in policing, and many others through a series of consultations, including those undertaken as part of our development of the Policing Priorities 2026-2028;
- Analysing the current and likely future challenges and issues impacting policing and community safety in Ireland;
- Considering the existing work of the Policing Authority and Garda Síochána Inspectorate;
- Reviewing the current and likely future resources available to the PCSA to fulfil its statutory objective and functions; and,
- Assessing the manner in which the PCSA could meet our requirements under the public sector duties on human rights and community safety.

The Strategy is published on our website www.pcsaireland.ie. Progress against the Strategy will be reported on in future PCSA annual reports.

Development of the First PCSA Inspection Plan

Under section 146 of the PSCS Act, the Authority is required to prepare and publish an Inspection Plan.

The Inspection Plan must set what inspections will be carried out, and give information on how such inspections shall be carried out.

In 2025, the PCSA developed its first Inspection Plan, which will be published in Q1 2026.

A number of criteria were developed and considered in 2025 to assist in the selection and prioritisation of inspection topics and a number of areas of policing services were approved by the Authority for inspection in 2026.

As well as setting out the areas identified for inspection in 2026, the Inspection Plan also set out the principles that guide how inspections will be conducted and it sets out the process that the Authority used to determine the priority areas for inspections.

Inspections are a key element of the oversight of delivery allowing for a rigorous look at specific areas of policing with a view to assessing the degree to which they are operating well and whether and how they might be improved.

6

Outreach and Engagement

The PCSA engaged extensively with gardaí, communities and stakeholders across Ireland throughout 2025 to understand and listen to their experiences of delivering policing and the lived experience of being policed.

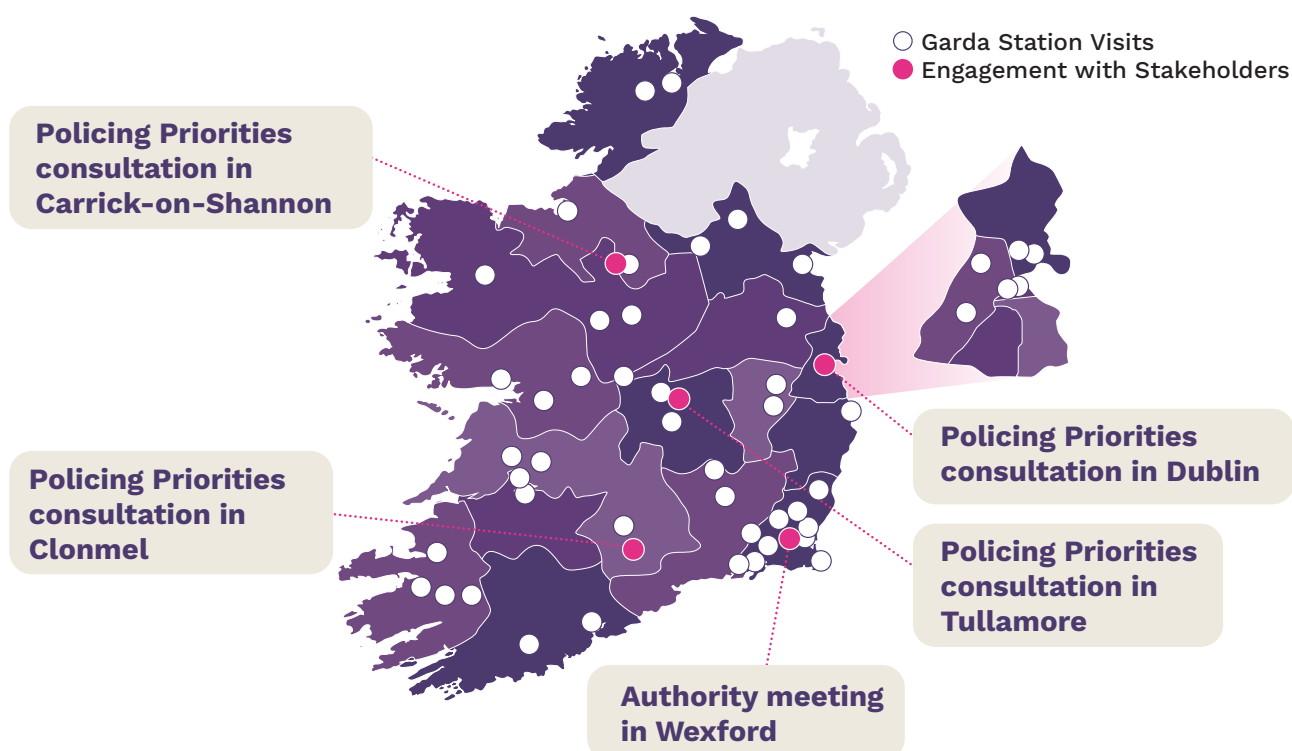
The PCSA met gardaí of all ranks in every division. People were met within their own environments and contexts, from members of the public in community settings and resource centres to organisations representing various communities, commercial interests and statutory bodies.

The conversations that took place provided insights to inform oversight and assessment of policing performance. This ensured that our oversight is alert to the issues that concern the public and impact confidence in An Garda Síochána.

It also informed the PCSA's work to understand community safety and the elements that influence the degree to which people are safe and feel safe, and what aspects of those are influenced by policing.

Garda Station Visits and Engagement with Stakeholders

The map below is an indicative example of the breadth of engagement work undertaken in 2025 across all 21 garda divisions.



7 Community Safety and the PCSA

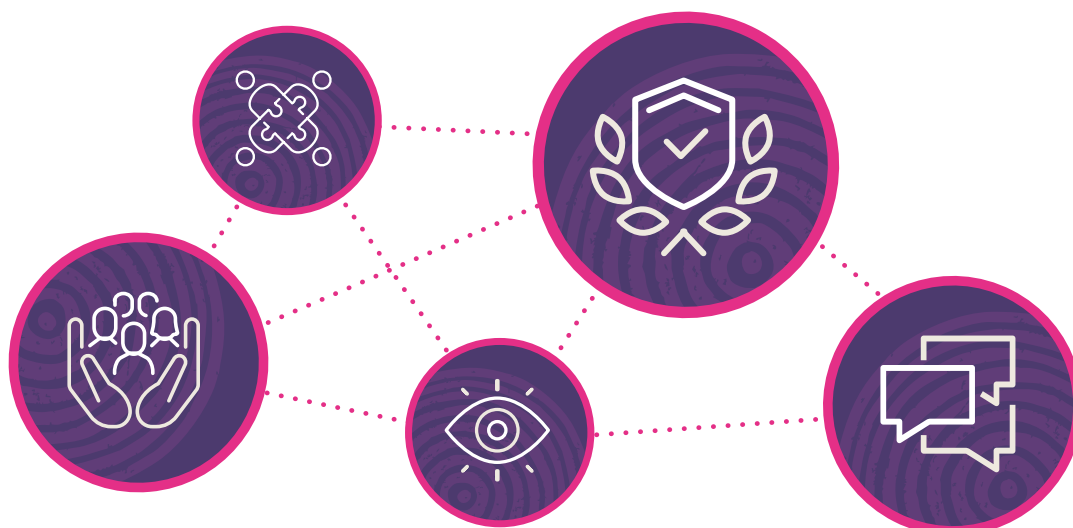
Community Safety is not defined in the Policing, Security and Community Safety (PSCS) Act 2024 and perhaps that is because what at one level can seem intuitively simple is at another level significantly complex to define. The PCSA has to engage with that concept and assess how well An Garda Síochána plays its partnership role with the other services within our communities.

The concept of community safety is discussed as being about people being safe and feeling safe in their own community. It is objective and subjective, and it can mean different things to us at different points in our lives. Indeed, neighbours can experience the same community and its environment differently.

It is also a concept with significant potential, in terms of recognising that often safety is not just about an absence of fear. Safety is also an ability to thrive in our communities and to be in a position to engage in activities and connect with others without fear or constraints, as well as to move through the normal patterns and rhythms of our lives unhindered.

It also recognises that policing is only one element of what creates safe communities. Creating the conditions for safe communities requires collaboration and collective problem solving between a range of agencies and organisations that work and deliver services within and on behalf of our communities. It also needs the involvement of those living in the communities in that problem solving process, as it is the people who are most familiar with their needs and what works. The needs within communities vary greatly and that is why problem solving needs to include direct engagement with communities in all their diversity.

The primary role of the PCSA is to oversee the performance of An Garda Síochána in its delivery of a policing service.



Under section 118 of the new Act, community safety now features as a statutory function within our work and the work of An Garda Síochána. Section 118 sets out that a public service body shall, in performing its functions, take all reasonable steps to improve community safety, and sets out specific duties relating to its strategic plan, reporting, and interagency cooperation. This is a duty on all public service bodies under the Act to improve community safety.

The PCSA's work in 2025 was to develop its understanding of its role in relation to community safety and the new structures established under the Act. In 2025, the Authority considered how it will assess the performance of An Garda Síochána in engaging and working with other agencies and organisations to deliver safer communities. The PCSA also has a role in fostering inter-agency collaboration and community engagement to improve community safety; contributing to the development of the National Strategy for Improving Community Safety (National Strategy), and, as a member of the National Community Safety Steering Group, monitoring the progress being made in delivering on the National Strategy.

This work was at an early stage in 2025. The PCSA as a member of the Steering Group worked with others to support the National Office for Community Safety to give practical effect to what the legislation enabled. Towards the end of 2025, there was increased pace and organisations and communities were being brought together in new structures and new relationships, in particular at local level. The PCSA has during 2025 engaged with the National Office for Community Safety. This included a meeting in public between PCSA and their Director. During preparation for the Authority meeting in public held in Wexford in November 2025, Authority Members and Executive staff met with the Chairperson and some members of the newly established Wexford Local Community Safety Partnership (LCSP).

There are a range of functions set out in the Act relating to community safety and this is work that we are engaging with and whose potential we have begun to and will continue to explore over the next three years of our Strategy Statement, in which specific metrics for implementation of the public sector duty for community safety have been identified and set out.

It is work that builds on our emphasis in our first year on listening to communities and engaging with other stakeholders with whom An Garda Síochána needs to work to keep people safe. It will also see us engage with the LCSPs around the country, which offer a new approach to collaborative working within communities at local government level, to understand how policing is engaging as one of those essential services that contributes to each of us being and feeling safe.



8

PCSA Structure and Governance

Authority Meetings, Fees and Expenses

Eight meetings of the Authority took place since its establishment on 2 April 2025. Members of the Authority are engaged on the basis of a commitment of four to six days per month and the Chairperson's formal commitment is on the basis of 2.5 days per week. Details of the Authority Members are listed in Table 1, including their term of office and meeting attendance during 2025. Table 2 shows fees and expenses for Authority Members for 2025.

Table 1: *Terms of office and meeting attendance of Authority Members up to 31 December 2025*

Authority Member ¹	Expiry of term	Meetings attended
Elaine Byrne (Chairperson)	01/04/2029	8
Joe Costello	01/04/2028	8
Michael Feehan	01/04/2028	8
Nessa Lynch	01/04/2028	8
Martina Maloney	01/04/2029	8
Freda McKittrick	01/04/2029	7
Tony O'Brien	01/04/2028	7
Ken O'Leary	01/04/2029	8
Emma Reidy	01/04/2029	8

1. Approved by the Minister for Justice with the consent of the Minister for Public Expenditure Infrastructure Public Service and Digitalisation).

Table 2: 2025 fees and travel and subsistence costs for Authority Members (subject to audit by the Comptroller and Auditor General)

Authority Member	Annual Fees paid in 2025 €	Expenses paid for and on behalf of members in 2025 ² €
Elaine Byrne (Chairperson)	24,249	7,748
Joe Costello	11,181	27
Michael Feehan	11,181	–
Nessa Lynch	11,181	3,029
Martina Maloney	11,181	1,503
Freda McKittrick	11,181	–
Tony O'Brien	11,181	1,668
Ken O'Leary	11,181	255
Emma Reidy	11,181	341

Audit and Risk Committee

The Audit and Risk Committee (ARC) met on four occasions during 2025 to provide independent advice to the Accounting Officer and the Authority Members, supporting them in their responsibilities for issues of risk, internal control and governance under a Committee Charter which sets out its purpose, guided its work and set out the roles and responsibilities of the Committee. The ARC Charter and the approved minutes of its meetings in 2025 are published on the Authority website.

Updates from the ARC was a standing agenda item at each Authority meeting following on from the most recent meeting of the ARC, where the Chair of the ARC provided a verbal update on the Committee's work to the Authority. Papers setting out matters for the decision or approval by the Authority arising from the work of the ARC were submitted for consideration at Authority meetings. The ARC was provided with a secretarial resource.

One Member of the Authority acted as Chairperson of the ARC and the Committee also had three external members. Details of the Committee, together with membership and meetings in 2025 are set out in Table 3.

2. Includes costs paid directly to suppliers and costs reimbursed to Members – inclusive of Benefit in Kind (BIK). Of €14,571 paid in 2025 – €9,715 were Member expenses related to 2025, while €4,856 related to BIK paid to the Revenue Commissioners.

Table 3: *Audit and Risk Committee membership and meeting attendance*

Committee	Membership	Meetings in 2025
Audit and Risk	Michael Feehan (Chair)	4
	Declan Hoban (External member)	4
	Dr Geraldine Smith (External member)	4
	Niall Byrne (External member)	3 ³

Executive Team

The role of the Executive, led by the Chief Executive, is to implement the policies and decisions of the Authority. In addition, the role of the Senior Management Team is to keep the Authority informed through its regular meetings of relevant developments including any material risks and to assist the Authority’s work by providing the relevant support, information and expertise in relation to governance and policy development at both Authority and Committee level.

The role and responsibilities of the Chief Executive are set out in legislation and in the PCSA’s Governance Framework. In addition, the Chief Executive is the Accounting Officer for the PCSA’s Vote. This responsibility is separate to the governance responsibilities of the Authority members. Membership of the Senior Management Team is shown in Table 4.

Table 4: *Senior Management Team 2025*

Role	Name
Chief Executive Officer	Helen Hall
Director – Strategy, Research and Insights	Aoife Clabby
Director – Outreach and Engagement	Karen Shelly
Director – Business Services	Paul Pearson
Director – Oversight Delivery	Margaret Tumelty
Director – Oversight Delivery	Pauline Shields
Director – Oversight Delivery	Alywin Barton

The Chief Executive’s salary on 31 December 2025 was €190,262 per annum, on the salary scale for Assistant Secretary in the civil service. Travel and subsistence costs for the Chief Executive arising from the performance of her duties amounted to €5,359 for the 12 months to 31 December 2025.

3. Niall Byrne (External member) was appointed on 1 September 2025, therefore was appointed after the first meeting had taken place.

9

How We Work



Governance Arrangements

The Policing and Community Safety Authority (PCSA) is established as a statutorily independent body. In the exercise of its statutory functions, the PCSA is wholly independent and as a publicly funded body, it is appropriately accountable to the Oireachtas and the Minister for Justice, Home Affairs and Migration.

The overall Governance and Control Framework within the PCSA is guided by:

- The Policing, Security and Community Safety Act 2024;
- The Code of Practice for the Governance of State Bodies,
- The Corporate Governance Standard for the Civil Service, with which the Authority is required to comply in light of its funding by an Exchequer Vote;
- The recommendations of the Report of the Working Group on the Accountability of Secretaries General and Accounting Officers (the Mullarkey Report);
- The Code of Ethics for An Garda Síochána, which has been adopted, where applicable, by the Authority;
- Public Financial Procedures;
- The Public Spending Code; and,
- Such other legislation, government and public service policies and circulars as are applicable to civil service organisations.



Governance Framework

The governance arrangements in place in the PCSA are set out in detail in the PCSA's Governance Framework document. This is supported by a suite of other governance documents including:

- Code of Conduct for members and staff;
- Standing orders;
- Scheme of delegations and matters reserved to the Authority;
- Strategy Statements; and
- Oversight Agreement and Performance Delivery Agreement with the Department of Justice, Home Affairs and Migration.

The Code of Conduct, Standing Orders and Scheme of Delegations were approved by the Authority at its first meeting in April 2025 and are published on the Authority's website. The Strategy Statement 2022-2024 of the previous Policing Authority was adopted into 2025, to allow for the development of a PCSA Strategy Statement 2026-2028 to be developed in the latter half of 2025. The Oversight Agreement and Performance Delivery Agreement with the Department of Justice were adopted in December 2025.



Authority meeting with the Minister for Justice, Home Affairs and Migration and his officials



Responsibilities

The Authority is responsible for:

- Leading and directing the Authority's activities;
- Compliance with all applicable statutory obligations;
- Holding the Chief Executive and Senior Management to account for the effective performance of their responsibilities;
- Matters relating to audit, governance and risk management;
- Ensuring that effective systems of internal control are in place and implemented;
- The preparation and adoption of a Statement of Strategy; and
- The preparation of Annual Reports of the Authority.

The Chief Executive is responsible to the Authority for the performance of her duties and for providing it with such information in relation to the performance of those functions as the Authority from time to time required.

The PCSA operates under a financial provision voted by the Dáil annually, for which the Chief Executive is the Accounting Officer with associated responsibilities for the internal control environment.



Code of Conduct

The PCSA Code of Conduct for Authority Members and Staff (the Code) sets out the standards of principle and practice which govern the conduct of Members and staff of the PCSA, including external members of PCSA Committees. The purpose of the Code is to:

- Establish an agreed set of ethical principles for Members and staff of the PCSA;
- Prevent the development or acceptance of unethical practices; and
- Promote and maintain confidence and trust in Members.

It does this by setting out the key principles to which Members and staff needed to adhere to. These are:

- Acting in the Public Interest;
- Integrity and Independence;
- Fairness and Equality;
- Confidentiality; and
- Transparency.

The Code underscores the PCSA's commitment to the highest standards of business conduct and is prepared to assist Members and staff in understanding their duties, rights and obligations. It also commits Members and staff to abide by the Code of Ethics for An Garda Síochána.



Conflicts of Interest

Procedures are in place to ensure that the Members and staff of the PCSA comply with the provisions of the Ethics in Public Office Act, 1995 and the Standards in Public Office Act, 2001, where applicable. In addition, in accordance with the Code, Members of the Authority register their interests in other undertakings with the Secretary to the Authority on their appointment. The Code also governs conflicts of interest in any other circumstances where conflicts of interest may arise. All Members of the Authority are required to complete an annual ethics return in accordance with the provisions of the Ethics in Public Office Act.



Standing Orders

The Authority's Standing Orders set out the procedures by which the Authority conducts its business.



Scheme of Delegations

The Authority agreed a scheme of delegations. This scheme sets out:

- How the Authority delegates approval of expenditure below agreed thresholds to the Chairperson and Chief Executive;
- Matters relating to governance which are reserved to the Authority; and
- The statutory functions of the Authority and the extent to which these are delegated to a Committee of the Authority, the Chief Executive or are reserved to the Authority.



Performance Evaluation

As the PCSA was established in April 2025, a self-assessment review of the effectiveness of the Authority and its Committees will be undertaken in early 2026 in accordance with the requirements of the Code of Practice for the Governance of State Bodies.



Oversight by Parent Department

An Oversight Agreement and a Performance Delivery Agreement is in place with the Department of Justice, Home Affairs and Migration which clearly defines the terms of the Department’s relationship with the PCSA. They also describe the key roles, responsibilities and supports which underpin the relationship between the PCSA on the one hand and the Department, the Minister and the Oireachtas on the other. These agreements reflect and document the extent to which the compliance requirements of the Code of Practice for the Governance of State Bodies are suitably adapted to the circumstances (including the size and independence) of the PCSA.

A number of the functions of the PCSA set out in the Policing, Security and Community Safety Act 2024 require the PCSA to either consult, advise or inform the Minister or the Government on various matters. Governance liaison meetings between Senior Management of the Department and Senior Management of the PCSA take place on a bi-annual basis to monitor performance and consider items of common interest in relation to the PCSA’s remit.



Audit and Risk Committee

An Audit and Risk Committee, consisting of three members who are external to the PCSA, together with one Authority Member, was established in May 2025 under an Audit and Risk Committee Charter and met on four occasions in 2025. The Committee provides independent advice to the Authority and the Accounting Officer, including in relation to the suitability and robustness of the organisation’s internal control, internal audit, risk management and governance systems and procedures.



Risk Management

The PCSA has a comprehensive Risk Management Policy, Appetite Statement and system in place to review and monitor both risks and opportunities, including a detailed up to date Risk and Opportunity Register. The Risk and Opportunity Register includes a detailed assessment of the Authority's principal risks, a description of the risks and the internal controls and measures put in place to mitigate each risk. The Risk and Opportunity Register is maintained by the PCSA's Chief Risk Officer and is updated on an ongoing basis to reflect new risks arising at all levels in the organisation and changes in controls to mitigate risks.

The Risk and Opportunity Register is reviewed by the Audit and Risk Committee each quarter and a full review by the Authority takes place at least once per year. Risk management is a standing item on the Authority's monthly meeting agenda and a monthly Risk Management Report is reviewed with specific risks being discussed. Risk management is also a standing item on the management and staff meetings, assuring that risks and measures to mitigate risks are addressed in the context of all significant PCSA discussions, decisions and procedures.



System of Internal Controls

Robust and effective internal controls systems and procedures are in place in the PCSA to ensure compliance, as appropriate, with the relevant principles, requirements and guidelines of the Public Spending Code and to mitigate against risk. A review of the effectiveness of internal control systems is undertaken annually by the Internal Audit provider to ensure all aspects of risk management and internal control for the year are considered and to provide significant assurance regarding the adequacy of internal control systems to mitigate and/or manage key inherent risks. The audit of internal controls in respect of the full 12 months to 31 December 2025 was commenced in quarter four of 2025 and will be finalised in quarter one of 2026. This audit will incorporate the internal controls within the Policing Authority up to 1 April 2025, along with the controls within the PCSA for the remainder of 2025.



Internal Audit

The PCSA's internal audit function is supported by its internal audit provider, Crowleys DFK, which was contracted following a procurement process undertaken in 2024. The internal audit function, including the annual work plan, is overseen by the Audit and Risk Committee.



Procurement

All procurement activity is guided by the Public Spending Code published by the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation and a Corporate Procurement Plan was in place for 2025. The PCSA has policies and procedures in place for the procurement of goods and services. Formal sanction is sought from the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitisation, where appropriate, for expenditure above an agreed threshold.



Quality Customer Service

The Authority is committed to providing all those who communicate with it with a professional, efficient, courteous and high standard of service in accordance with the principles of Quality Customer Service. As such, both a Customer Charter and a Customer Action Plan are in place.



Compliance with Legislation

The PCSA was established by the Policing, Security and Community Safety (PSCS) Act 2024 and operates in accordance with the provisions of that Act. It also has arrangements in place to ensure that it is in compliance with the following statutory provisions, where applicable:

Data Protection

- The Authority is in compliance with the General Data Protection Regulation (GDPR) and the Data Protection Act 2018. Arrangements are in place to ensure ongoing compliance with the GDPR which are managed by the Authority's Data Protection Officer who has received appropriate training and has a direct reporting line to the Chief Executive. The Data Protection Commission (DPC) has been notified of the Authority's Data Protection Officer.
- The Authority has a Data Protection Policy in place which includes a set of guidelines for staff based on the eight Data Protection Rules to ensure that the Authority is in compliance with the GDPR and the Data Protection Act 2018. From 2 April to 31 December 2025, the Authority received two Subject Access Requests under the Data Protection legislation. No data breaches were reported to the DPC in 2025.

Freedom of Information

The Authority provides comprehensive information on its website in relation to its compliance with the Freedom of Information legislation. This includes a publication scheme that provides information about the functions of the Authority and what material is made publicly available. From 2 April to 31 December 2025, the Authority received three Freedom of Information requests. The details of all requests not related to personal data can be found on the disclosure log on the Authority's website.

Section 42 Irish Human Rights and Equality Commission Act 2014

Section 42(1) of the Irish Human Rights and Equality Commission (IHREC) Act 2014, also known as the Public Sector Duty (Duty), places statutory requirements on public bodies. They are required to have regard to the need to eliminate discrimination, to promote equality of opportunity and treatment of its staff and the persons to whom it provides services. They are also required to protect the human rights of their members, staff and the persons to whom they provide services.

Section 122(2)(r) of the PSCS Act 2024 sets out that the PCSA must have appropriate policies, plans and actions in place to enable compliance with its obligations under section 42 of the Irish Human Rights and Equality Commission Act 2014. The following is an update on the PCSA's implementation of the Duty per section 42(2) which requires public bodies to undertake an assessment of the human rights and equality issues relevant to its work, address these issues through specific policies, plans and actions, and to report on achievements in its annual report.

The PCSA places a strong emphasis on the right to fair procedures, the right to privacy, equal access and equal treatment in all aspects of its functions and strives to ensure that all activities are conducted through the lens of human rights and equality. The PCSA's obligations in this regard are inherent in all of the objectives and activities set out in this Annual Report.

The PCSA continuously works to ensure that the dignity and welfare of all staff are protected, and a culture of participation and respect is encouraged, having regard to these rights and principles. The Executive explores and implements reasonable accommodation and positive actions to ensure that the workplace, work practices and communications are accessible to a diverse workforce and stakeholders, as outlined below. All internal policies and practices are kept under review to ensure compliance with best practice in those areas.

The PCSA is focused on improving the accessibility of published communications to meet the required standards set out in the European Union Web Accessibility Directive. Accessibility requirements will be included in the procurement of a new website for the PCSA during 2026.

The PCSA is committed to promoting equality, diversity and inclusion and acknowledges that the key metrics of performance for State bodies are not only economic, but also include culture, diversity and inclusiveness, together with the well-being of those employed, fostering greater engagement among staff and stakeholders and leading in turn to better outcomes for citizens and communities. Women and men working and governing as equals leads to outcomes that deliver positive benefits for Government and society.



Authority members Emma Reidy and Joe Costello

While the appointment of Authority Members is a matter for the Minister for Justice, Home Affairs and Migration, appropriate gender balance in relation to the Authority is set out in Section 123(5) of the PSCS Act 2024 which states that “the Government shall, in so far as is practicable, endeavour to ensure that among the members of the Authority there is an equitable balance between men and women”. As at 31 December 2025, of the nine Authority Members there are five women and four men. The Executive Senior Management Team comprises five women and two men. Diversity of views is promoted by inviting and welcoming a wide range of views from Authority Members, committee members and staff.

‘Human Rights’ is one of the Authority’s values as set out in the Strategy Statement 2022 – 2024. The Strategy Statement 2022-2024 of the previous Policing Authority was adopted into 2025 and extended by the Authority. This was done to allow for the development of a PCSA Strategy Statement 2026-2028 to be developed in the latter half of 2025. The PCSA is committed to the ongoing review of its policies and procedures so as to maintain compliance with the principles of human rights and specifically the obligations under the Duty.

The PCSA’s core function is to oversee the performance of An Garda Síochána in its functions relating to policing services. This includes ensuring that policing services are delivered according to the highest ethical standards and in a manner which vindicates the human rights of each individual.

In December 2025 the PCSA contracted Human Rights Advisors to advise and assist the PCSA with the performance of its functions in the areas of human rights, including the assessment of An Garda Síochána’s compliance with its human rights obligations. Work was done in 2025 to identify which areas the Human Rights Advisors will advise on and assist with in 2026.

The PCSA also continues to promote equality, diversity and inclusion through its outreach and engagement including listening to a diverse range of stakeholders, on an ongoing basis, to inform the PCSA’s oversight work and key functions. The PCSA engaged with a wide range of groups representing different communities in 2025, including seldom heard and minority groups, to gain insight into their lived experience of policing and assess the degree of fairness and equity exercised in the use of police powers. The Members of the Authority and staff of the Executive also engaged with garda members and staff across all ranks and grades. All reasonable accommodations are made to ensure meetings held in public and meetings with all stakeholders are accessible to all attendees.

Community Safety

Section 118 of the PSCS Act 2024 sets out that a public service body shall, in performing its functions, take all reasonable steps to improve community safety, and sets out specific duties relating to its strategic plan, reporting, and interagency cooperation.

In the development of its draft Strategic Plan 2026-28, specific metrics for implementation of this public sector duty for community safety have been identified and set out. This will guide the PCSA in the fulfilment of its obligations under section 118.



PCSA Chair Elaine Byrne and Garda Commissioner Justin Kelly speak to the media after the Authority meeting in Castleknock

Protected Disclosures Act 2014

There were no Protected Disclosures made to the PCSA in the period 2 April to 31 December 2025.

The PCSA is committed to fostering an environment where everyone who works at the PCSA feel able to “speak-up”. By speaking-up, staff can improve the organisation and help to ensure that high standards are maintained. The PCSA is committed to ensuring that any concerns raised by staff members are carefully listened to, so that prompt action can be taken to address problems. The PCSA is committed to the Transparency International ‘Integrity at Work’ programme.

The Protected Disclosures Act 2014 provides for certain legal protections to workers when they raised concerns regarding potential wrongdoing in the workplace. It sets out what is a protected disclosure and the legal safeguards in place to protect workers who make protected disclosures. In accordance with this legislation, the PCSA has a Protected Disclosures Policy in place which sets out the procedures in place for reporting of wrongdoing in accordance with the requirements of the Protected Disclosures Act 2014. The Policy sets out the principles underpinning the development and maintenance of an ethical culture in the organisation and the operational detail of how protected disclosures can be made by staff and Members of the PCSA. The PCSA is not a prescribed body under the Protected Disclosures Act 2014.

Procedures are in place for the making of protected disclosures in accordance with section 21(1) of the Protected Disclosures Act 2014.

10

Financial Information 2025

Financial Reporting

All appropriate procedures for financial reporting were in place within the PCSA in 2025, including:

- An annual budget against which expenditure was monitored by the PCSA, by reference to the achievement of the PCSA's statutory remit throughout the year;
- A financial overview provided by the Chief Executive to Authority Members on a monthly basis and a detailed report provided quarterly;
- Relevant and timely reports containing financial and non-financial information were provided to senior management;
- Formal reports on actual expenditure against budgets were submitted to the Department of Justice and the Department of Public Expenditure Infrastructure Public Service Reform and Digitalisation on a monthly basis and reported to the Authority at the end of each quarter and to the Audit and Risk Committee at each of its meetings;
- The PCSA was represented at monthly meetings of the Justice Sector Vote Financial Management Committee to monitor and review expenditure for the Vote Group, discuss any common financial issues and to review significant items of new expenditure; and
- The 2025 Annual Appropriation Account will be prepared in quarter one 2026 and will incorporate the full year to 31 December 2025. The Appropriation Account will consolidate the financial statements of the Policing Authority and Garda Inspectorate to 31 March 2025, plus the financials for the PCSA from 2 April to 31 December 2025. This consolidated Appropriation Account will be submitted for audit to the Comptroller and Auditor General.

This section sets out financial information in terms of the monies allocated to the PCSA and how that was spent in the year. The PCSA, in carrying out its mandate, is directly funded by the Exchequer in the form of an annual allocation of Voted Expenditure.

The Chief Executive is the Accounting Officer for the PCSA's Vote and, in that capacity, is accountable to the Oireachtas in respect of all funds voted to the PCSA for the provision of services.

2025 Expenditure

On 2 April 2025 the Minister for Justice signed the Establishment Order for the Policing and Community Safety Authority (PCSA), merging the functions of the two legacy organisations, the Policing Authority (PA) and the Garda Síochána Inspectorate (GSI), under the current structure of Vote 41.

The previous evening, on 1 April, the Dáil passed a motion to withdraw the 2025 Revised Estimates (REV) for the Policing Authority and approve the allocation of funds (Further Revised Estimates (FRE)) to Vote 41, the PCSA. The PCSA FREV is a consolidation of the PA and GSI's 2025 Estimates (budgets) for the financial year, 1 January to 31 December 2025.

The financial information in this report reflects the FREV for Vote 41 as voted in by the Dáil on 1 April. The report consolidates the PA and GSI's budget and expenditure for the 12 months, from 1 January to the 31 December 2025

All financial information is subject to audit by the Comptroller and Auditor General. Gross expenditure from the PCSA Vote for 2025 amounted to €4.572 million. This included staff payroll of €3.759 million, representing 82% of total expenditure.

The financial statements of the Authority take the form of an Annual Appropriation Account which is submitted by the Accounting Officer for audit by the Comptroller and Auditor General (C&AG). The Authority's 2025 Account will be published by the C&AG in the Appropriation Accounts publication in September 2026.

The summary financial report to 31 December 2025 in Appendix three provides an analysis of the Vote position and related information for 2025. This report is subject to audit by the C&AG during 2026.

Apportioned Costs

In addition to costs directly incurred by the PCSA, costs incurred by other Departments and offices must be considered in order to present an overall picture of the cost of operating the PCSA.

The following apportioned costs were incurred elsewhere on behalf of the PCSA:

- €295,000 under Vote 13 - Office of Public Works in respect of rent and associated services for the Authority's offices;
- €37,000 under Vote 18 – National Shared Services in respect of HR, Payroll Shared Services and from 30 September 2025 Financial Shared Services;
- €30,000 under Vote 24 – Department of Justice, Home Affairs and Migration in respect of Financial Shared Services up to 29 September 2025; and
- €70,000 under Vote 43 – Office of the Government Chief Information Officer Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation in respect of Information and Communications Technology Services.

Fees, Salaries and Expenses

The annual fee payable to Members of the PCSA for 2025 is in accordance with the rate approved by the Minister for Public Expenditure, National Development Plan Delivery and Reform. In accordance with Department of Public Expenditure, National Development Plan Delivery and Reform's One Person One Salary guidelines, no fees are paid to public servants serving on the Authority.

Government pay guidelines on the pay of Chief Executive Officers and State Body employees are complied with in full. All employees of the PCSA are civil servants and are remunerated in accordance with the civil service salary scales appropriate to their grade and service. The total staff payroll cost for the PCSA in 2025 was €3.759 million. The staff complement of the PCSA was increased from 38 on 1 January 2025 to a total of 54 on 31 December 2025. The number of employees whose total employee benefits (including Employers' PRSI but excluding employer pension costs) paid in 2025 fell within each of the following pay bands is shown in Table 5:

Table 5: *Pay bands of employees 2025*

Pay Band	Number of Employees
€60,000 - €70,000	7
€70,000 - €80,000	4
€80,000 - €90,000	2
€90,000 - €100,000	1
€100,000 - €110,000	6
€110,000 - €120,000	1
€120,000 - €130,000	-
€130,000 - €140,000	1
€140,000 - €150,000	1
€150,000 - €200,000	2
€200,000 - €210,000	-

The aggregate compensation for the Senior Management Team of the PCSA in 2025, comprising salaries and Employer's PRSI, was €803,930. In addition, total expenses of €20,246 were paid in relation to travel for the Senior Management Team in the performance of official duties.

Travel expenses are paid to Authority Members and staff as appropriate and in accordance with the PCSA's Travel Policy and the amounts paid to Members and the Chief Executive are disclosed by in Table 2 and page 17 above. Total expenditure in relation to hospitality and gifts in 2025 was €760.

Consultancy Expenditure

A total of €68,742 of expenditure in 2025 related to external consultancy and adviser fees, categorised as follows:

→ Legal: €56,719

→ Advisory: €12,023

Taxation

The PCSA has complied with its obligations under tax law in 2025.

Prompt Payment of Accounts Act 1997

It is the policy of the PCSA to fully comply with the terms of the Prompt Payments of Accounts Act 1997. The PCSA has procedures in place to ensure that invoices are paid within the statutory time limit. While the procedures have been designed to ensure compliance with the Act, they only provide reasonable and not absolute assurance against material non-compliance with the Act.

In 2025, three invoices incurred late payment penalties. The total penalties paid during 2025 resulting from late payments amounted to €40.03 (made up of €0.03 in interest and €40 in compensation). This amount represents 0.04% of the total value of invoices paid late, which was €912.61.

Table 6: Expenditure on the PCSA's vote for the 12 months to 31 December 2025 (subject to audit by the Comptroller and Auditor General)

	Estimate Provision €000	Expenditure €000
A (i) Salaries, Wages and Allowances		
Salaries, etc.	4,320	3,759
Overtime	-	-
Total A (i)	4,320	3,759
A (ii) Travel and Subsistence		
1. Travel and Subsistence	87	72
2. Air Travel Emissions Offsetting Payment	1	-
Total A (ii)	88	72
A (iii) Training and Development		
1. Staff Training & Development	106	53
Total A (iii)	106	53

	Estimate Provision €000	Expenditure €000
A (iv) Operational Services, Supplies and Sundry Equipment		
1. Postal, Courier and Delivery Services	3	-
2. Public Relations and Advertising	65	25
3. Business meetings & events costs	40	54
4. Publications, Reports, Periodicals etc.	28	12
5. Entertainment	2	1
6. Miscellaneous	836	155
7. Members Fees and Expenses	180	176
Total A (iv)	1,154	423
A (v) Digital, Capital Investment and IT Expenses		
1. IT Capital and Current costs	132	150
2. Office Machinery, stationery and printing supplies	76	10
3. Telephone charges	29	12
Total A (v)	237	172
A (vi) Premises Expenses		
1. Maintenance	199	48
2. Heat, Light & Fuel	70	25
3. Furniture & Fittings	30	8
Total A (vi)	299	81
A (vii) Policy Reviews, Consultancy Services and Research	80	12
Gross Expenditure	6,284	4,572
Less		
B. Appropriations-in-Aid		
Pension Levy	118	118
Miscellaneous Receipts	8	-
Total A-in-A	126	118
Net Expenditure	6,158	4,454

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Chairperson's Statement of Internal Control

I acknowledge the Policing and Community Safety Authority's responsibility for the system of internal control.

Any such system of internal control can provide only reasonable, and not substantial, assurance against material error. In considering the effectiveness of internal controls the PCSA has had regard, among other things, to the requirements of the Code of Practice for the Governance of State Bodies and has made every effort since its establishment on 2 April 2025 to follow the requirements of the Code insofar as is appropriate to a small, non-commercial, independent agency.

The procedures that have been put in place, designed to provide effective internal control, have been tailored to reflect the size and complexity of the organisation and reflect the evolving nature of the PCSA. In this context, I note that a large proportion of the PCSA's expenditure in 2025 was pay related costs which were administered by the Payroll Shared Service Centre in the National Shared Services Office (NSSO) and are consequently subject to the internal control systems, including internal audit, in place in that organisation. Other HR, ICT and financial transaction processing services were undertaken on the Authority's behalf by the Financial Shared Services, the National Shared Services Office and the Office of the Government Chief Information Officer Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation.

The Authority took steps to ensure that an appropriate control environment is in place by:

- Clearly defining management responsibilities;
- Formalising a clear separation between the functions and powers of the Authority and the Executive;
- Setting regular reporting requirements concerning financial, risk and governance matters;
- Establishing an Audit and Risk Committee;
- Establishing and publishing Codes of Conduct for Members and staff of the PCSA;
- Ensuring that staff are appropriately skilled and experienced; and
- Seeking to establish a strong culture and values, which encourage high standards of ethical behaviour across the organisation.

Risk is a standing agenda item at monthly Authority meetings where high-level risks and mitigation actions are monitored, and risk is addressed in the context of all significant Authority decisions. The PCSA's risk management system is embedded throughout the organisation, and the operation of the risk management system is overseen by the Audit and Risk Committee.

In 2025, the PCSA operated a hybrid working system of office working, remote working, and site visits. The Senior Management Team, Audit and Risk Committee, Internal Auditors and the Authority pay close attention on an ongoing basis to the impact of this on the PCSA's operations in general and the control environment in which the Authority operates.

The significant risks identified in 2025 were risks relating to:

- Changes in the policing and policing oversight infrastructure arising from the PSCS Act 2024, changing stakeholder expectations and the establishment of a new organisation;
- The timely/appropriate access to information required for the PCSA to fulfil its statutory oversight responsibilities;
- Matters concerning the recruitment, retention and development of staff, ensuring the PCSA possesses sufficient capacity to perform its statutory functions; and
- Governance of data protection, information security, confidential / sensitive information, and compliance with relevant obligations.

The PCSA responded to these risks through the following actions:

- The promotion of awareness to all stakeholders of the PCSA's role;
- Extensive engagement with partners, including the Department of Justice, Home Affairs and Migration and An Garda Síochána;
- Putting in place processes for the identification and dissemination of critical oversight information; and
- Investing in systems and training and maintaining an effective control environment and control culture with relevant policies and procedures implemented.

The procedures for monitoring the effectiveness of internal controls included:

Audit and Risk Committee

The Audit and Risk Committee ("ARC"), which was established in May 2025, met on four occasions in 2025. The first Annual Report of the Committee will be presented to the Authority in early 2026 and thereafter will be made available to view on the PCSA website.

The Annual Report of the Committee will be informed, in part, by the activity undertaken by the Internal Audit Provider and the Comptroller and Auditor General, as the Authority's external auditor. This activity includes the annual review of the internal controls system which was carried out by the Internal Audit provider in Q1 2025 and presented to the previous Audit and Risk Committee of the Policing Authority in March 2025. The assessment of this report is that substantial assurance can be placed on the adequacy and operating effectiveness of controls to mitigate and/or manage risks to which the audit area may be exposed.

The activity also includes the annual C&AG audit, the outcomes of which were presented to the ARC of the PCSA in November 2025 in respect of the 2024 Appropriation Account.

Accordingly, I am satisfied that the Audit and Risk Committee discharged its role appropriately during the tenure of the Policing Authority.

Diversity and Inclusion

The PCSA is committed to promoting equality, diversity and inclusion and acknowledges that the key metrics of performance for State bodies are not only economic, but also include culture, diversity and inclusiveness together with the well-being of those employed, fostering greater engagement among staff and stakeholders and leading in turn to better outcomes for citizens and communities.

The appointment of the Members of the Authority, and therefore matters relating to diversity of its membership, is the prerogative of the Minister of Justice, Home Affairs and Migration. However, the Authority seeks to ensure that a diversity of views, experiences and perspectives is central to the work of the PCSA by:

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- Inviting and welcoming a wide range of views from Authority Members, committee members and staff at all meetings of the PCSA and its Committees;
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- Undertaking an extensive programme of stakeholder engagement in the performance of the PCSA's oversight functions. This includes a focus on the experience of diverse communities, including diversity in respect of ethnicity, race, gender, socio-economic standing, etc.;
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- Engaging with the research community, including the commissioning of research to capture and give voice to the experience of minority and diverse communities; and
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- Focusing on human rights in the consideration and assessment of policing performance and wider oversight activity.
-

The PCSA allocates the necessary funds to ensure that appropriate accommodation is made for staff with disabilities to enable them to participate fully in the workplace.

Financial and Management Controls

Appropriate financial controls are in place and documented, including financial procedures, separation of duties, appropriate supervision, authorisation and approval limits, accounting processes, control over physical assets and management review.

Appropriate budget and monitoring systems are in place, based on financial records maintained by the Financial Shared Services in the Department of Justice under a Shared Service Agreement. The Financial Shared Services was successfully migrated to the National Shared Services Office (NSSO) in September 2025 as part of a broader public-sector shared-services programme. This migration introduced substantial changes to procurement and financial processing arrangements, including new systems, revised workflows, supplier onboarding requirements, coding structures, and centralised accounts payable processes. Assurance has been received from the Department of Justice and NSSO Accounting Officers of the adequacy of these systems and related internal controls. Further operational systems for the management of information by the PCSA are in place or being developed in line with business activities and requirements.

The PCSA is compliant with relevant current procurement rules and guidelines as set out by the Office of Government Procurement.

Internal Audit

An internal audit function for the previous Policing Authority was established in January 2017 and has been provided by an external service provider since that time. The Authority's internal audit function is supported by its internal audit provider, Crowleys DFK which was contracted following a procurement process undertaken in 2024. This contract carried through to the establishment of the PCSA. The internal audit function, including the annual work plan, is overseen by the Audit and Risk Committee. As of 31 December 2025, there were no recommendations open for the period 2017-2025 (inclusive).

Conclusion

In reviewing the adequacy and effectiveness of the Internal Control system, reliance is placed on:

- The Internal Audit risk-based audit planning and work undertaken in 2025, and associated internal audit reports, in particular, the annual review of internal controls undertaken in February 2025;
- Management reports and reviews, including on the progress in implementing audit recommendations, corporate priorities and Authority actions;
- The PCSA's Risk Register;
- The work undertaken by the Audit and Risk Committee;
- The report of the C&AG on their audit of the Appropriation Account; and

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- Assurances from external organisations to which functions have been outsourced, including the:
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- Secretary General, Department of Justice, Home Affairs and Migration in relation to Financial Shared Services;
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- Department of Justice, Home Affairs and Migration Internal Audit report on Financial Shared Services;
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- Office of the Government Chief Information Officer Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation in relation to ICT; and
-
- National Shared Services Office (NSSO) in relation to the provision of Human Resources, Payroll Shared Services and Financial Shared Services.
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The internal control system, including this Statement of Internal Control, is reviewed by the Comptroller and Auditor General's Office as part of the audit of the Appropriation Account to confirm the Authority's compliance with the requirements of Paragraph 1.9 (iv) of the Code of Practice for the Governance of State Bodies and is consistent with the information of which they are aware from their audit work.



A stylized, handwritten signature in black ink, appearing to read 'Elaine Byrne'.

Elaine Byrne
Chairperson
31 March 2026

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Climate Action and Energy Use 2025

The Policing and Community Safety Authority (PCSA) is located on one floor of a five-story building at 90 King Street North, Smithfield, Dublin 7. The number of employees increased by 16 over 2025, with 54 members of staff in place on 31 December 2025.

The PCSA is committed to the all-of-Government plan for carbon abatement. The PCSA, continuing on from the previous work done by the Policing Authority at the 90 North King Street premises, takes all available opportunities to identify measures for improvements in energy efficiency and green initiatives.

The PCSA, in so far as is practicable, performed its functions in a manner consistent with the furtherance of the national climate objective as set out in the Climate Action and Low Carbon Act 2021. In 2025 it reported on 2024 data as an aegis body under the remit of the Department of Justice, Home Affairs and Migration and the PCSA's figures were included in the Department's overall statutory Monitoring and Reporting (M&R) returns.

During 2025 the PCSA amalgamated the data of the two legacy organisations, the Policing Authority and Garda Síochána Inspectorate, from 2016 to 2024, and set up a reporting mechanism for the PCSA to report directly to the Sustainable Energy Authority Ireland (SEAI) from 2025 onwards.

The PCSA continues to liaise with both its parent Department and the SEAI, and it remains committed to exploring and introducing several initiatives in relation to reducing its electricity, gas and water usage and promoting energy efficient practices among staff in the hybrid working environment.

In line with the updated public sector Climate Action Mandate 2025, published in the Climate Action Plan 2025 (CAP25), the PCSA's Climate Action Roadmap was signed by the Chief Executive Officer on 15 October 2025 and published on our website. This fulfils the requirement to publish a Resource Efficiency Action Plan (REAP).

Appropriate procedures for managing energy usage and implementing climate action are in place within the PCSA, including:

- A "Green Champion" designated at Senior Management level with responsibility for driving improvements and innovation in this area.
- Regarding compliance with Circular 1/2020 in respect of offsetting air travel emissions, the PCSA calculates the cost of air travel emissions annually, and submits payment to the Department of Environment, Climate and Communications Climate

Action Fund in respect of offsetting these emissions. A payment of €260.38 was made on 29 January 2026 in respect of 2025 to offset the emissions associated with 37,700km of official air travel in 2025.

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- The PCSA continues its efforts in climate action and to minimise energy use through a number of initiatives including:
 - Waste streamlining and improved segregation;
 - Introduction of paperless processes and a policy of 'soft copy by default';
 - Ceasing the use of disposable cups, plates and cutlery. In exceptional circumstances where required, biodegradable items are used; and
 - The promotion of sustainable business travel among staff and Members.
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- The PCSA produced a Climate Action Roadmap to act as a guide to the PCSA's structure, governance and actions relating to environmental sustainability.
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- A Green Team has been established with representation from all Directorates. The Green Team has an agreed Charter which provides that the aim of the Green Team is to:
 - Reduce the organisation's environmental footprint;
 - Ensure a comfortable working environment;
 - Enlist co-workers as partners in sustainable business practices in processes and facilities; and
 - Promote awareness of environmental practices and impacts in a wider context, such as transport to work, during home working and in staff members' daily lives.
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- Staff are engaged in implementing green practices and energy saving initiatives relating to the office and their homes when working remotely, through discussions and workshops such as organisational engagement days.
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- The PCSA, through its Learning and Development Strategy, ensures appropriate climate action technical and behavioural training and workshops for staff was incorporated into staff learning and development plans. Ongoing climate action and sustainability training courses are included in the organisation's training tracker circulated to all staff.
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- The PCSA has use of a shared building. During 2024, a meter was trialled with the aim of obtaining more specific Authority energy details, which is being monitored on an ongoing basis.
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- The energy consumption of the PCSA for 2025 will be reported directly to the SEAI in 2026.
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