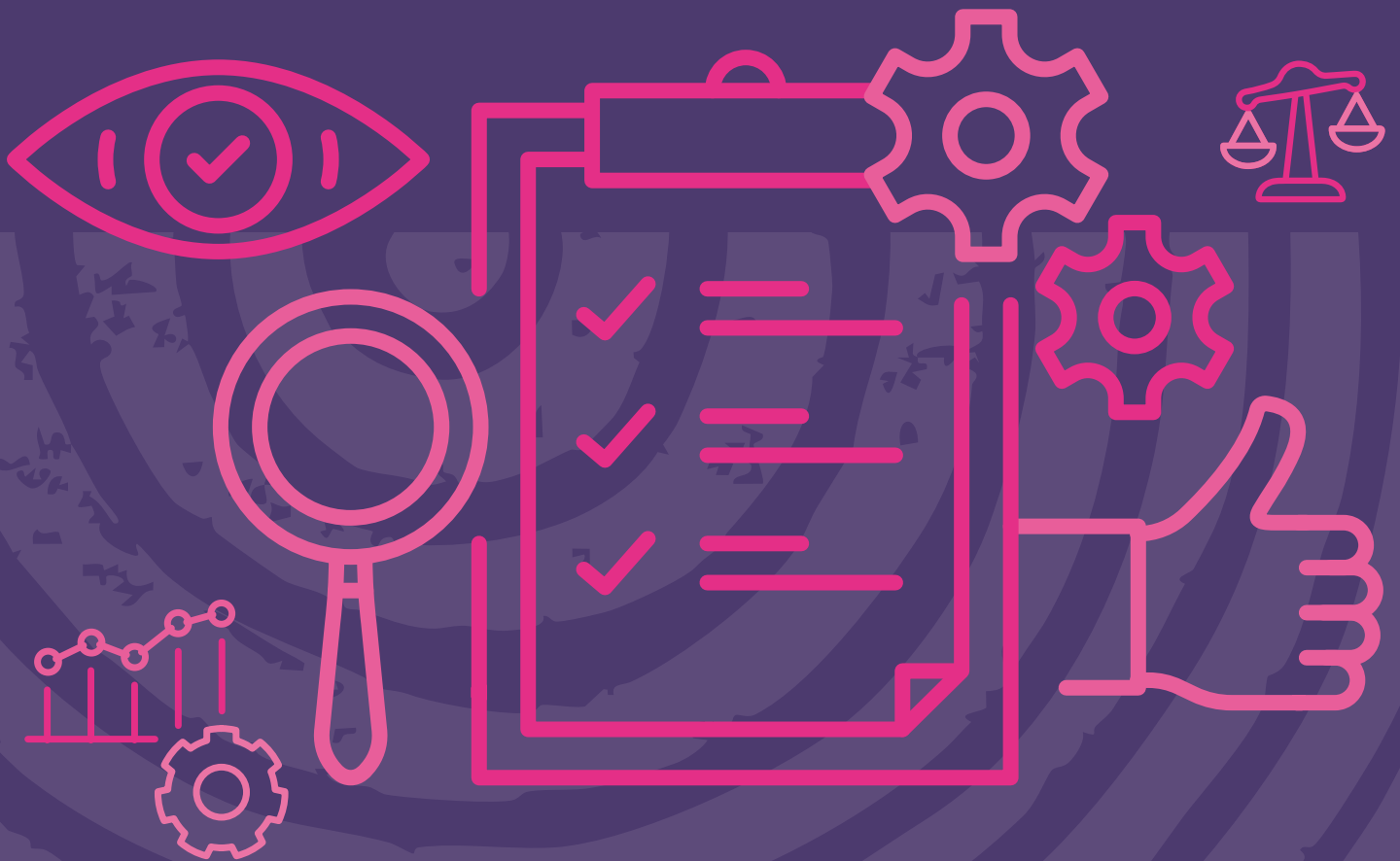


Assessment of
**Policing
Performance**
During 2025



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EXECUTIVE SUMMARY

The core objective of the Policing and Community Safety Authority (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 report offers an independent and transparent assessment of An Garda Síochána's performance and the progress that was made against An Garda Síochána's Annual Policing Plan and the Policing Priorities for 2025. It also offers a spotlight section on Roads Policing.

This assessment is based on an analysis of several reports received from An Garda Síochána, as well as extensive engagement with garda personnel and external stakeholders.



Achievement of Policing Plan Targets

Of the 18 targets contained in the Policing Plan 2025, by the end of the year, 10 were reported by An Garda Síochána as being 'on-target', Seven targets were reported as being 'at-risk' and one was reported as 'off-target' (in the area of community engagement). Key points in relation to the progress made in 2025 are set out below.



Service for Victims and Vulnerable Persons

- The policy and procedures to give effect to the Criminal Justice (Victims of Crime) Act 2017 were published in November 2025.
- A data sharing agreement between An Garda Síochána and Tusla was signed in December 2025.
- The mandatory call-back rate to people who have reported domestic abuse stands at 77% at the end of 2025 (compared to 72.6% in 2022-2024). However, inconsistencies remain across divisions, with some reporting lower rates.
- The recorded incidents of rape increased in 2025 (+3% to 1,016 recorded incidents in 2025). This appears to be in line with a longer-term increase in reporting of rape incidents since 2016, and can be indicative of increased awareness, greater confidence to report, and an enhanced appreciation of the efforts An Garda Síochána is investing in this area.
- There is some evidence of an increasing willingness to report domestic abuse to An Garda Síochána in recent years, with 67,000 domestic abuse calls made to An Garda Síochána in 2025 compared to 65,224 in 2024. This may be indicative of the increased trust the public has in the organisation.
- Resource pressures remain a risk with respect to the operation of the Divisional Protective Services Units (DPSUs). The Garda National Protective Services Bureau (GNPSB) is currently at 50% of its allocated resourcing level.



Community Safety

- Notable progress has been made in the development of a community engagement policy and principles, due to be finalised by the end of 2026. This is a significant step towards a clear articulation of what community policing is and how it is undertaken within An Garda Síochána. This is critical in the context of the changed policing landscape and the changing composition of Irish society.
- There has been significant engagement and investment by An Garda Síochána in supporting and participating in the Local Community Safety Partnerships (LCSPs). A new support office has been set up by the Garda National Community Engagement Bureau to support those Superintendents who are members of the LCSPs and to encourage consistency of approach by An Garda Síochána across the country,
- The target to complete a Garda National Children and Younger Person's Plan was not achieved. This plan will be important in informing the approach to the range of areas in which children and young people come into contact with An Garda Síochána, as victims, witnesses, suspects and members of the public. Examples of these areas include drug related intimidation, the schools programme and engaging with children who are neurodiverse.
- The Customer Relations Management (CRM) tool, which is expected to enable community engagement activities to be documented is still not in place.



Crime

- There is continued success in identifying, targeting and disrupting organised crime, with large amounts of drugs, cash and weapons being seized. This is assisted by high levels of international cooperation between the Garda National Drugs and Organised Crime Bureau (GNDOCB), Europol and other police services.
- Challenges in addressing Drug-Related Intimidation (DRI) and the grooming of children and young people into organised and drug crime remain a significant problem in 2025 and continues to require an effective and comprehensive response which An Garda Síochána has a crucial role in developing.
- The introduction of High Visibility Patrols (HVP) in Dublin, while providing increased visibility has also proven effective in terms of gathering intelligence on local crime groups, with collaborative work between the different arms of the organisation.
- There has been some positive progress in terms of the capacity of An Garda Síochána to prevent and respond to cyber-crime.
- The capacity of An Garda Síochána to prevent and respond to corruption, fraud and other economic crime types remains a challenge, with the Hamilton Report¹, which relates to the required resourcing of the Garda National Economic Crime Bureau (GNECB) still not addressed over five years later. Ongoing challenges in the recruitment and retention of skilled personnel to both GNECB and the Garda National Cyber Crime Bureau (GNCCB) remain.
- There has been a 75% drop in burglaries since the introduction of Operation Thor in 2015. However, Retail Theft continues to rise and is a major contributor (40%) to the numbers of recorded crimes against the person. This has seen a particular rise in Dublin, despite the introduction of high visibility patrols in the city centre.

1. The Hamilton Report, published in November 2020 was a report by the Review Group (led by Justice Hamilton) on the structures and strategies to prevent, investigate and penalise economic crime and corruption in Ireland.



Health and wellbeing

- Substantive engagement was held between the Chief Medical Officer (CMO) and Garda management within the divisions in relation to the management of personnel on long-term sick leave, with the adoption of a structured and tiered approach to allow better progression of cases. However, while the Office of the CMO has been resourced to meet the demands of the organisation, attracting permanent doctors remains a challenge given current pay scales within what is a competitive market.



Conduct

- The publication of the Crowe Report into Roads Policing highlighted significant issues in terms of the conduct of some members of An Garda Síochána. In particular, the report concluded that: “the majority of RPU members we encountered are productive, professional and focused on improving safety... Nevertheless, it appears to be accepted across Roads Policing that there is a minority who are disinterested in being productive and effective, and who are able to get away with such behaviour, to the frustration of their colleagues, supervisors and managers”. This raised issues regarding the supervision and management of performance within An Garda Síochána generally, not just in Roads Policing. The absence of an effective performance management system has been and remains an enduring focus for oversight. As well as being in the public interest, a system of performance management which addresses the underperformance of members is clearly in the interests of their hard-working colleagues.
- Following the independent review on Roads Policing conducted by Crowe, the current Performance Accountability and Learning Framework (PALF) system is being reviewed. However, it is unclear when a revised or a new system will be introduced.
- Progress was made in 2025 in embedding the new Performance, Conduct and Professional Behaviour Regulations.
- The introduction of In-Career Vetting and Substance Misuse Testing is still not in place and requires statutory regulations to support their implementation.



Management of Garda Resources

- A number of key strategies are instrumental in guiding progress in the recruitment and development of An Garda Síochána's workforce to match current and evolving policing needs remain outstanding, namely:
 - A Strategic Workforce Plan; and
 - A Training Strategy.
- A Human Resource Information System (HRIS), which is a key element in increasing the organisation's capacity to manage its workforce, is still not in place.
- No progress was reported in 2025 in relation to the Implementation of the Garda Reserve Strategy.
- Progress was made in leveraging the opportunity for effectiveness and consistency across divisions presented by the network of 21 divisional Performance Assurance Functional Areas (PAFA) and divisional PAFA Superintendents under the guidance of what is currently the Professional Standards Office (PSO).



1. INTRODUCTION

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

The PCSA was formally established on 2 April 2025, following the commencement of the Policing, Security and Community Safety Act 2024 (The Act). It is a successor organisation to the Policing Authority (established in 2016) and An Garda Síochána Inspectorate (established in 2006), taking on most of their existing functions. The PCSA also has an additional role in relation to community safety. Community safety is about people in Ireland not only being safe but that they feel safe day-to-day within their local communities. This new remit to oversee how the policing service plays its part in enhancing both community safety requires working relationships with the National Office for Community Safety, participating in the Steering Group² and promoting inter-agency collaboration and community engagement [S.122(2)(m)].

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



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

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

2. **S.107** of the Act refers

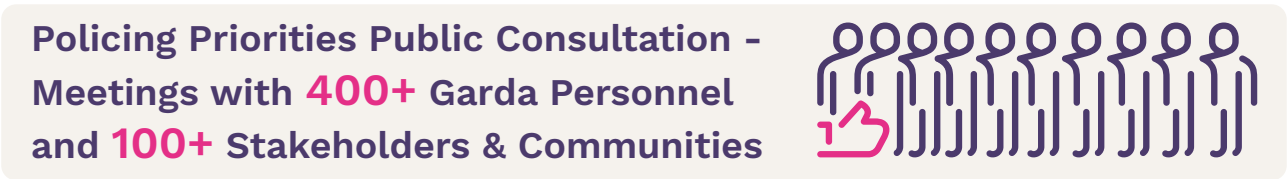
The oversight work and the engagement with garda management, gardaí and stakeholders which informs and underpins the assessment of performance contained in this report was conducted throughout 2025.

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

Figure 1: *How We Assess Performance, 2025*



* Performance Accountability Framework meetings are held by senior garda management in divisions to oversee and manage the work of the division.



3. See appendix 1 for more information

4. See appendix 2 for more information



2. PROGRESS AGAINST THE POLICING PLAN AND THE PRIORITIES

2.1 Overview

This section provides an overview of the performance of An Garda Síochána against the Policing Plan throughout 2025, building on the Policing Performance Reports received quarterly from An Garda Síochána - mostly the Q4 report - and the range of oversight activities conducted by the PCSA.

In making our assessment, the PCSA looks at how performance in this period has contributed to the achievement of the policing priorities and met the commitments made in the Policing Plan. The status is rated as Red, (Off-target) Amber (At-risk) or Green (On-target) – the R.A.G. status.

Table 1: Full-Year RAG Status update, end Q4, 2025

On-target	At-risk	Off-target	Reported to Dep. of Justice, Home Affairs and Migration
10	7	1	2

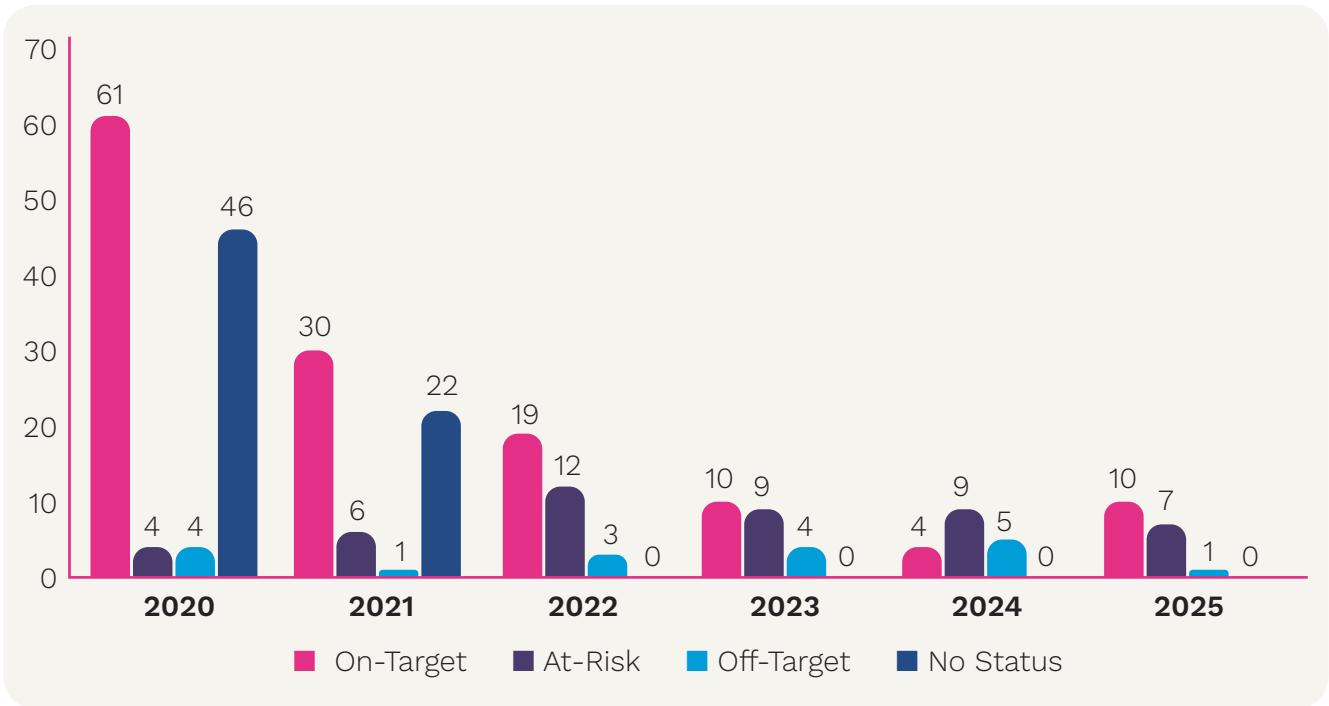
At the end of Q4, performance against the Policing Plan 2025 was reported by An Garda Síochána as largely on-target, with 10 of the 18 targets reported on to the PCSA marked as on-target. Two are marked as complete - these relate to the rollout of An Garda Síochána's Operating Model and the completion of research commissioned in respect of mental health and resilience. Seven targets are marked as at-risk (including training plans, data quality and policing roads behaviours), and one target is reported as off-target (community engagement).

Progress against both targets under Pillar 4 - Ensuring the Security of the State - are reported separately to the Department of Justice, Home Affairs and Migration as they are not within the remit of the PCSA.

The PCSA's assessment of An Garda Síochána's performance against these targets is provided in section 2.2 below.

A comparison of the overall RAG statuses at the end of Q4 in each of the last six years (as per figure 2 below) shows that this Q4 position is similar to the years prior to 2024. It should be noted that the 2025 targets were a direct continuation of the 2024 targets, and this allowed a greater timeframe in which to achieve the targets in the plan.

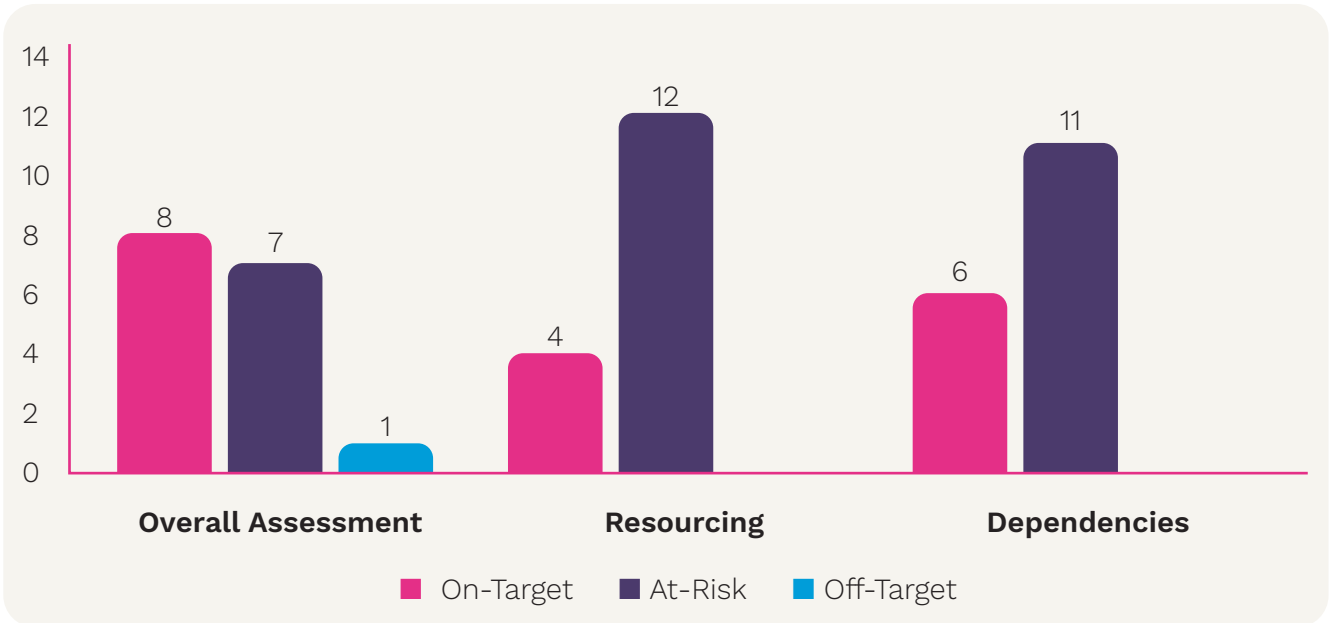
Figure 1: Q4 RAG Status Comparison, 2020-2025



In providing its **overall assessment** of the progress made, An Garda Síochána also sets out its view as to how many of its targets are being impacted by **resources** (personnel and other key resources) or **dependencies** (ICT, accommodation, training, legislation).

The challenging nature of resourcing in respect of progress against the plan is evident in reporting on performance in 2025. Twelve of the 18 targets are reported as at-risk with respect to resourcing. Eleven of the 18 targets are also reported as at-risk as a result of dependencies, with resource profiles and competing demands for service featuring under a number of targets. The two completed targets while included above are excluded here as they are no longer viewed as having resources or dependencies relating to them.

Figure 2: Q4 2025 Policing Plan Target, RAG Status overview



2.2 Assessment against the Policing Plan commitments and measures

The PCSA's assessment of An Garda Síochána's performance is undertaken using five themes. This allows a holistic view of all the commitments and measures of success included under the Policing Priorities and Policing Plan.



VICTIMS AND THE VULNERABLE

Performance relating to services to victims of crime and vulnerable members of society is captured under the first Policing Priority which has seven measures of success and two specific targets in the Policing Plan:

Policing Priority

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

- 1) Increased reporting and detection of sexual crime, domestic abuse and coercive control
- 2) Maintenance of the organisation's response to domestic abuse
- 3) The rollout and review of the Domestic Abuse Risk Evaluation Tool to all members
- 4) Consolidation of the operation of the Divisional Protective Services Units
- 5) Implementation of the recommendations from the Garda Inspectorate's report on Child Sexual Abuse
- 6) Increased cyber-crime capability resulting in higher detections of child sexual exploitations
- 7) Implementation of the recommendations of the CAD/999 review process

Policing Plan Targets

Work in partnership to provide victims of crime with appropriate services and support

Promote and enforce responsible behaviour on our roads

Progress was made with respect to the **provision of appropriate services to victims**, mainly:

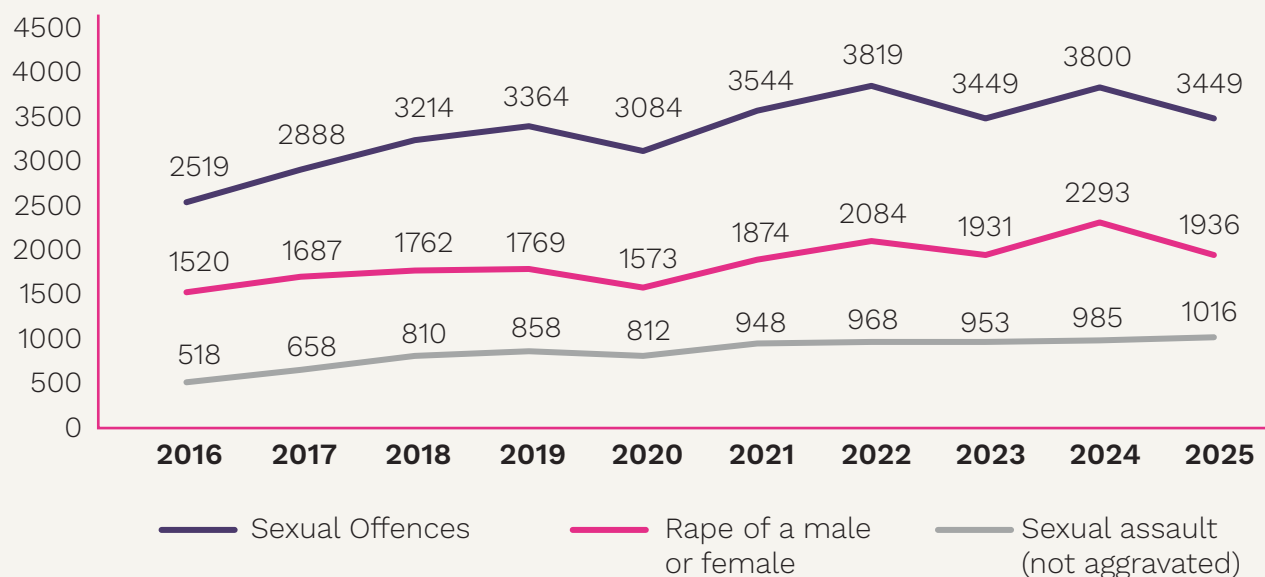
- ✓ The finalisation and publication of the Victims Policy in November 2025 and the subsequent PULSE updates undertaken to allow for greater recording of victim assessment and victim engagement.

- ✓ The data sharing agreement between An Garda Síochána and Tusla was signed and published. This was a significant action arising from **the recommendations from the Garda Inspectorate's report on Child Sexual Abuse**.
- ✓ A conference hosted by the Garda National Protective Services Bureau (GNPSB) with organisations providing services to victims/survivors to discuss progressing the recommendations made by the Garda Inspectorate Report on Domestic Abuse and to develop structures to enable multi-agency approaches.
- ✓ Continuous work on expanding the High-Risk Victim Support Programme across the country.
- ✓ A multiagency operation to raise awareness of Domestic, Sexual and Gender Based Violence, carried out on 10 December 2025, to provide information on supports available to victims and survivors.

Progress against the measures of the associated policing priority is considered below.

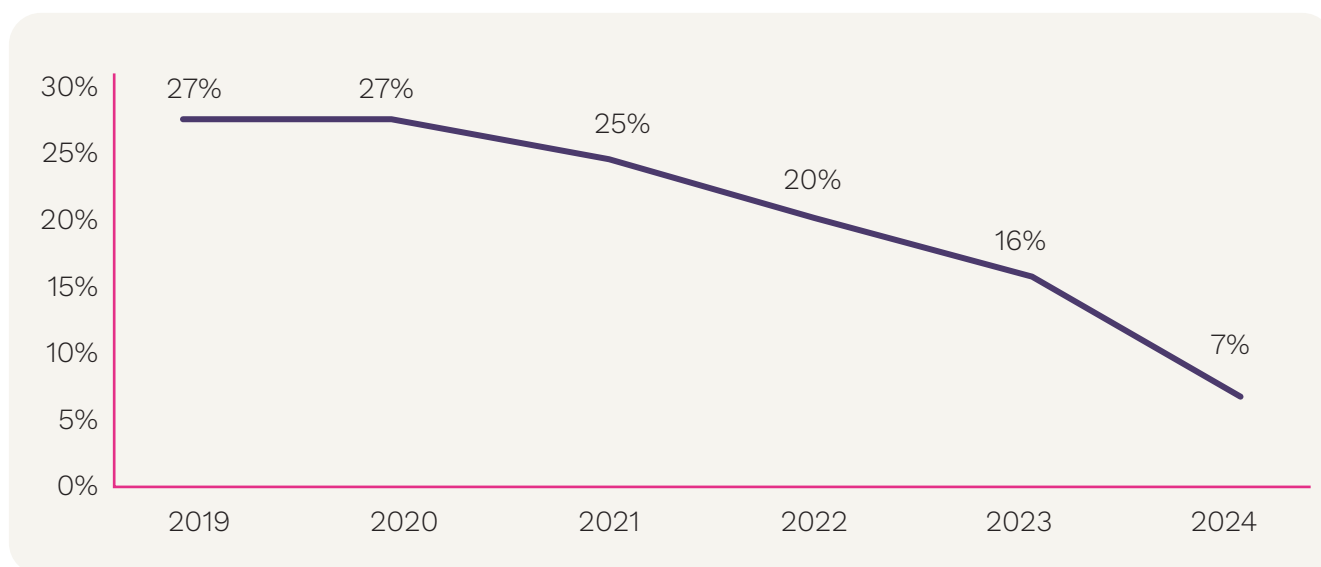
- ✓ The **recorded incidents of sexual offences decreased 9% in 2025** (3,449 incidents recorded in 2025, compared to 3,800 recorded incidents in 2024). This is largely due to a reduction in the recorded incidents of sexual assault. This is also driven to a lesser extent by medium-term trends of falling levels of recorded incidents of defilement of children, sexual offences involving a mentally impaired person, and 'other sexual offences' (incest, child pornography, and gross indecency). In contrast, **recorded incidents of rape increased in 2025** (+3% to 1,016 recorded incidents in 2025). This appears to be in line with a longer-term increase in reporting of rape incidents, since 2016, as can be seen in figure 3 below.

Figure 3: Recorded Crime Rates, CSO, 2016-2025



- ✓ In December 2025 the **detection rate for sexual offences**, representing the proportion of crimes recorded in 2024 that were marked as detected on 01 September 2025⁵, was reported as 7%. Consistently, the detection rate for sexual offences tends to be extremely low (3-5%) within the first 12 months. In keeping with annual official crime detection rates published by the CSO. Detection rates in cases reported around two years before are closer to 15%, and in cases 3–4 years old, detection rates are in the region of 24–25%. This pattern is understood to be reflective of the complexity and time required to investigate and prosecute crimes of this type and is on a par with other jurisdictions internationally.

Figure 4: Sexual Crime Detection Rates, CSO, 2019-2024

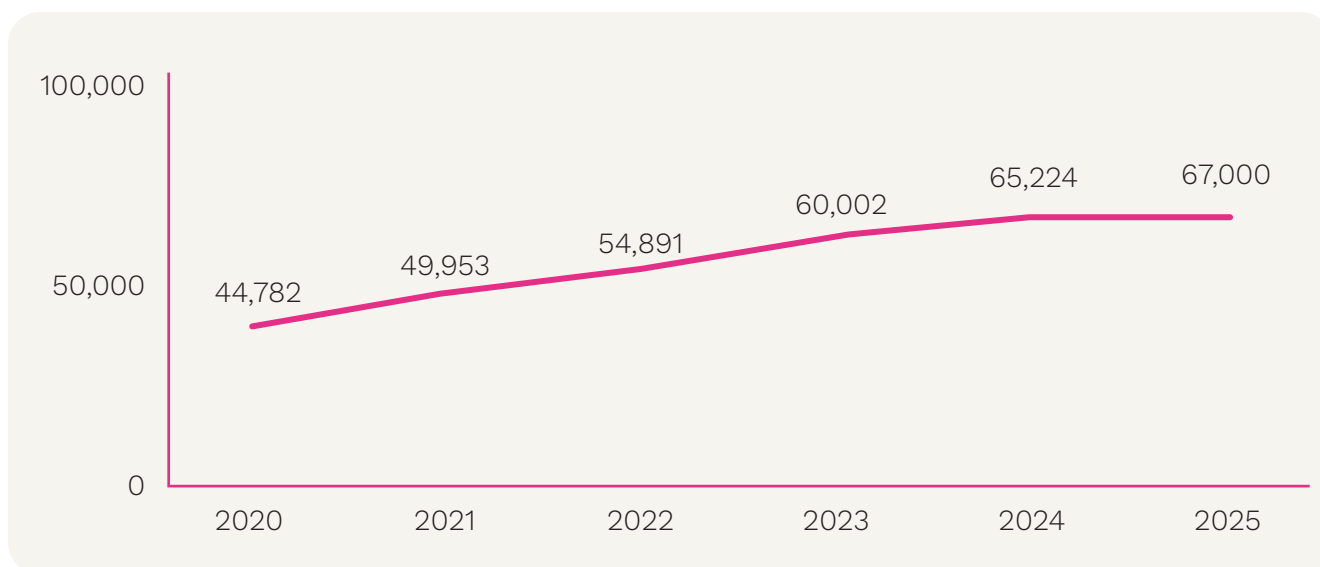


- ✓ There is an **ongoing increase in the national average of call-backs** made to persons who have reported domestic abuse. Call-backs take place within seven days of an incident occurring. The national average for meeting this target stands at 77% at the end of Q4 2025 (compared to 72.6% in 2022-2024). However, as reported in the PCSA half-year Performance Assessment Report, inconsistencies across divisions remain, with some reporting lower rates. This can be impacted by capacity issues, varied volumes of crime or differences in approach. It does indicate however that there can be significant variance in the service provided to victims across divisions.
- ✓ The number of domestic abuse call backs has been quantitatively assessed on an ongoing basis. In 2025, some assessment of the quality of the engagement was undertaken in the Southern Region. A dip sample of call-backs was conducted which allowed regional garda management to review the quality of the call-back, whether it was properly recorded on PULSE and whether the Domestic Abuse Risk Evaluation Tool was completed. The PCSA understands that the dip sampling has provided valuable information to the Southern Region, which it can use to improve consistency of performance. It would appear to be an initiative that could be useful in informing the assessment of quality and consistency across the organisation.

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

- ✓ In 2025, 67,000 domestic abuse calls were made to An Garda Síochána. This is a slight increase compared to 2024 (65,224). This can be indicative of greater prevalence, increased awareness and/or greater confidence to report⁶.

Figure 5: Domestic Abuse Calls, CSO, 2020-2025



- ✓ **The Domestic Abuse Risk Evaluation Tool (RET)**⁷ was rolled out to more than 12,000 mobility devices used by frontline members and related changes made to the PULSE system concerning victim assessment and victim engagement. The RET consists of a questionnaire to be put to the person reporting the domestic abuse incident. The questions are designed to inform an assessment by the garda member of the risk of further harm to the person. However:
- ✗ There are inconsistencies in the use of the RET across divisions. A key reason recorded by garda members as to why they have not completed the questionnaire is that the victim refused to complete it. The PCSA has been informed in some divisions that local management have made completion of the questionnaire mandatory. In the event that the victim does not wish to complete the form her/himself, garda management believes that the questions can be completed to a degree based on what the garda member observes at scene and in the case of repeat calls, drawing on information that already exists on the system. The more information is recorded in the system, the better and more informed the service can be provided to the complainants. At the moment, the completion of the RET is not mandatory, however it is mandatory to consider its application. Due to the low percentages of completed RETs, the PCSA understands that consideration is being given to revisiting this policy to make its usage a mandatory obligation.

6. Source: 2020-2024 from <https://www.oireachtas.ie/en/debates/question/2025-07-02/170/> ; 2025 from AGS Q4 2025 Report

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

- ✗ Resource pressures remain a risk with respect the operation of the **Divisional Protective Services Units** (DPSUs). Furthermore, the Garda National Protective Services Bureau⁸ is currently at 50% of its allocated resourcing level.
- ✗ Previous reporting has highlighted concerns about the minimal advancement made in the use of technology to streamline the processing and identification of child sexual abuse material online. This remains the case.
- ✗ The majority of the recommendations of the CAD/999 review are now implemented, with policy and procedure in place to guide when a 999 call can be appropriately cancelled. Divisions continued to report during 2025 that what is referred to as an ‘over correction’ of calls still occurs. This relates to calls being put through for response that are not – in the view of divisions – policing matters. The question of whether there is a reluctance amongst control room staff to cancel any call and whether supervision within the control and command rooms is effective has been raised with garda management in private and in public. Garda members have stated during station visits around the country that they believe this has a significant impact on resources at divisional level. As a result, the PCSA included an inspection on this specific issue in its 2026 Inspection Plan and this inspection commenced in April 2026.

Assessment of the achievement of the **second Policing Plan target to promote and enforce responsible behaviour on our roads** is marked as at-risk by An Garda Síochána. A spotlight on matters related to Roads Policing is provided in section 3 of this report.

In summary, while the PCSA notes the progress made in certain areas relating to services to victims and vulnerable people, a number of issues which were raised in the previous reports remain.

8. The Bureau was established in 2015, focusing on managing complex cases of human trafficking, child protection, domestic violence and sexual violence.



COMMUNITY SAFETY

Performance relating to community safety is captured under the **second policing priority** which has 10 measures of success and under **three specific targets in the Policing Plan**:

Policing Priority

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

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

- 1) Rollout of the Community Policing Framework
- 2) Policing with communities
- 3) Fear of crime being lower, with increased confidence in the policing response to crime
- 4) Strengthen interagency working
- 5) Positive engagement in the establishment and commencement of the activity of the Local Community Safety Partnerships
- 6) Implementation of the Garda Reserve Strategy
- 7) Continued rollout of the Divisional Diversity Forums and facilitating of the National Diversity Forum
- 8) Increased reporting and detection of hate crimes
- 9) Improve road safety in conjunction with partners through the provision of new technologies, public awareness and education, and increased information sharing
- 10) Demonstration of strategic and operational approach to Roads Policing activity, including enforcement, that is evidence-based, consistent and responds to local and national trends.

Policing Plan Targets

Work in partnership to develop sustainable solutions to address community safety concerns, including the harm caused by drugs

Engage across all communities to deliver a policing service that understands and responds to the diverse needs of society

Work with partners to enhance multi-disciplinary and 'whole of service' approach to keeping people safe (enabler 2.1)

The first policing priority target is assessed as off-target, due to:

- ✗ The lack of a completed Garda National Children and Younger Person's Plan. It is reported that it is expected in Q2 2026. The PCSA understands that there are still parts of the organisation that have considerable engagement with young people and children, but that have yet to contribute to the plan. These include for example the Drugs and Organised Crime Bureau (GNDOCB). Given the scale of young people involved in the drugs industry and their inherent vulnerability, the PCSA regards GNDOCB as important contributors to the plan.

Indeed, the PCSA noted in the past its hope that the development of this plan will see contributions from a wide range of stakeholders, including those within the organisation.

A second aspect that the Authority expects to see in the plan concerns neurodiversity and what training will be provided to garda members to support their engagement with neurodiverse young people, as well as recognising the importance of trauma informed approaches.

The Authority also expects the plan to include the issue of drug-related intimidation (DRI), which often includes children and young people.

- ✗ The Customer Relations Management (CRM) tool, which is expected to enable community engagement activities to be documented - whether executed by regular gardaí or community policing gardaí - has not been put in place. In discussions with the Garda National Community Engagement Bureau (GNCEB), the rationale and importance of such a tool has been reaffirmed.

Notwithstanding the above, there have been a number of positive developments in 2025 under this priority. These include:

- ✓ The launch of two new JARC (Joint Agency Response to Crime) pilot sites in the Wexford/Wicklow Division. This is a strategic multi-agency initiative to reduce crime, reduce risk or harm caused by offenders, reduce the negative impact offenders have on communities, and improve community safety.
- ✓ The contribution made by An Garda Síochána as a stakeholder in the development of a new National Drug Strategy.
- ✓ The new approach to the development of a community engagement policy and principles, led by the GNCEB. The Community Policing Framework was paused in 2024. In 2025, the Bureau commenced an extensive review of the Community Policing Policy, taking into consideration the changed policing landscape and the changing composition of Irish society. The Bureau, and indeed An Garda Síochána generally, has acknowledged that a framework with a 'one size fits all' approach is no longer appropriate. Therefore, a new approach will be embedded in the revised Community Policing Policy. It is expected that this will focus on increased autonomy for garda divisions to respond to needs within their communities while operating within a strong framework of expected outcomes. The work around the revision of the policy is expected to be finalised by the end of 2026. The PCSA sees this as a significant step towards a clear articulation of what community policing is and how it is undertaken within An Garda Síochána.

The second and third policing priority targets are assessed by An Garda Síochána as on-target, and while the PCSA notes some positives in these areas, it questions whether it should in fact be marked as at-risk, especially when considering progress against the measures of success of the associated policing priority. This is described below.

- ✓ A large list of engagement between An Garda Síochána and various communities is reported by An Garda Síochána (Q4 Report), including Travellers, the Hindu community, the Jewish Representative Council of Ireland and more.

The Q4 report provides various examples to **interagency working**. These include work in relation to Garda National Major Emergency Management (MEM), work done with the Joint Agency Task Force (JATF) to tackle and disrupt organised and cross-jurisdictional crime, cross-border operational activities and work in relation to the Community Access Support Team (CAST) pilot. This pilot is a partnership approach to responding to calls relating to mental health, between the HSE, paramedics and specially-trained members of An Garda Síochána. The pilot is due to be evaluated with a report scheduled to be completed in March 2026. This has been delayed but is expected that it will be considered and published in early Q3. The PCSA is looking forward to learning the outcomes of the evaluation. This is particularly relevant in the context of the numbers of calls for service in relation to mental health received by An Garda Síochána daily and the appropriateness of a policing response to incidents that are essentially mental health issues.

- ✓ With respect to the **establishment and commencement of activity of the Local Community Safety Partnerships (LCSPs)**, it is evident that there has been significant engagement and investment by An Garda Síochána in supporting and participating in the LCSPs. The GNCEB has set up a support office for those Superintendents attending LCSP meetings. The office provides the Superintendents with briefing packs, data (provided via a newly established dashboard by GSAS) and conducts seminars to support effective engagement. Garda Policy for LCSPs will be planned, to formalise and standardise member's participation in these meetings. Furthermore, GNCEB meets with the National Office of Community Safety (NOCS) regularly (every two months) to facilitate the operation of the LCSPs.
- ✓ The Garda National Immigration Bureau (GNIB) continues to monitor abuse of the common travel area and conduct removals from the state with a number of chartered flights in the latter half of 2025 particularly of those convicted of offences. This included extending capacity at Rosslare Europort and liaisons in airports in Europe.
- ✗ No progress was reported in 2025 in relation to the Implementation of the Garda Reserve Strategy.

The PCSA reiterates its view that an expansion of the Garda Reserve can allow the utilisation of specialist skills in various areas. An Garda Síochána has committed in its Statement of Strategy 2025-2028 to increase the strength of the Reserve to 2,000. This may be difficult to achieve in the absence of an implementation plan to the Reserve Strategy.

- ✗ The completion rate of the online Cultural and Diversity Awareness training course by Garda members stands on 36% as of 31 December 2025. Engagement to increase completion rates is planned. The PCSA looks forward to hearing about the outcomes of this engagement and reiterates its recommendation to assess the impact of such training on day-to-day activities by all garda personnel.
- ✗ It is reported that **two Diversity Fora were established in the Dublin Metropolitan Region** and that experiences from the establishment of these Fora will inform GNCEB's guidelines on how to set up a local diversity forum, to be used by other Garda divisions. It is further reported that plans for further roll out are expected to form part of the Garda Diversity Strategy, 2026-2029 currently being developed. Within the organisation there are views that there is merit in utilising existing structures within the community like the LCSPs rather than establishing new fora structures.

In summary, while the Authority acknowledges progress made in this area, particularly with respect to the development of a community engagement policy and principles, it remains concerned by the lack of a completed Garda National Children and Younger Person's Plan and the lack of a Customer Relations Management (CRM) tool.



CRIME

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

Policing Priority

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

- 1) Organised crime being disrupted
- 2) At community level, attempts by organised criminals to engage young people in criminality and drugs intimidation being increasingly disrupted
- 3) Increased capacity to prevent and respond to cyber-crime
- 4) Increase capacity to prevent and respond to corruption, fraud, and other economic crime types

Policing Plan Targets

Proactively identify, target and disrupt crime at all levels

Enhance our capacity and capability to address crime through coordination and information-led approaches

Both policing targets relating to this priority are reported by An Garda Síochána as on target. There are notable achievements in relation to the disruption of organised crime and particularity with regard to seizures of drugs and weapons. However, there is less progress evident in the area of cyber-crime and economic crime.

- ✓ The operational work carried out in 2025 by GNDOCB in conjunction with partners across Revenue, Customs and divisional drug units was strong, particularly in respect of **tackling importation of drugs** and possession of drugs for sale and supply.

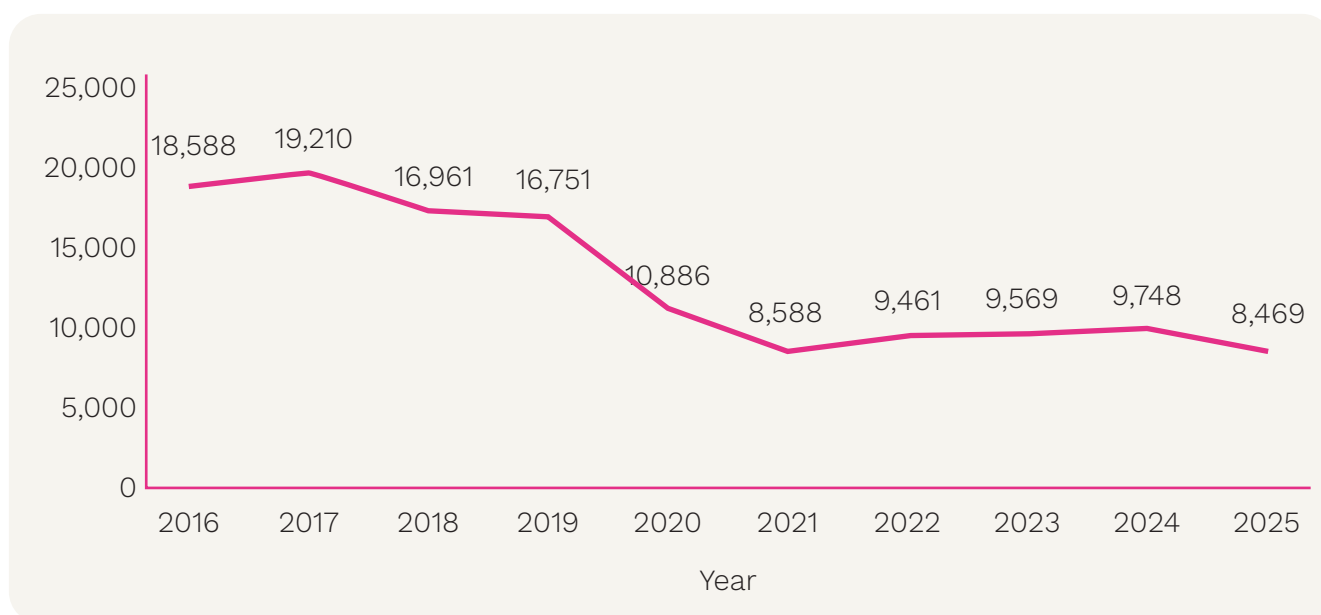
Table 2: Monetary values of seizures conducted by An Garda Síochána, 2025

Seizure Type	2025
Illicit Drugs	€126,013,780
Cash	€2,814,605 £268,860 Sterling
Firearms	1 Firearm & 132 Rounds of Ammunition
Arrests for Drug Trafficking, Money Laundering, Firearms and Kindred Offences	165

Source: An Garda Síochána, Q4 2025 Performance Report

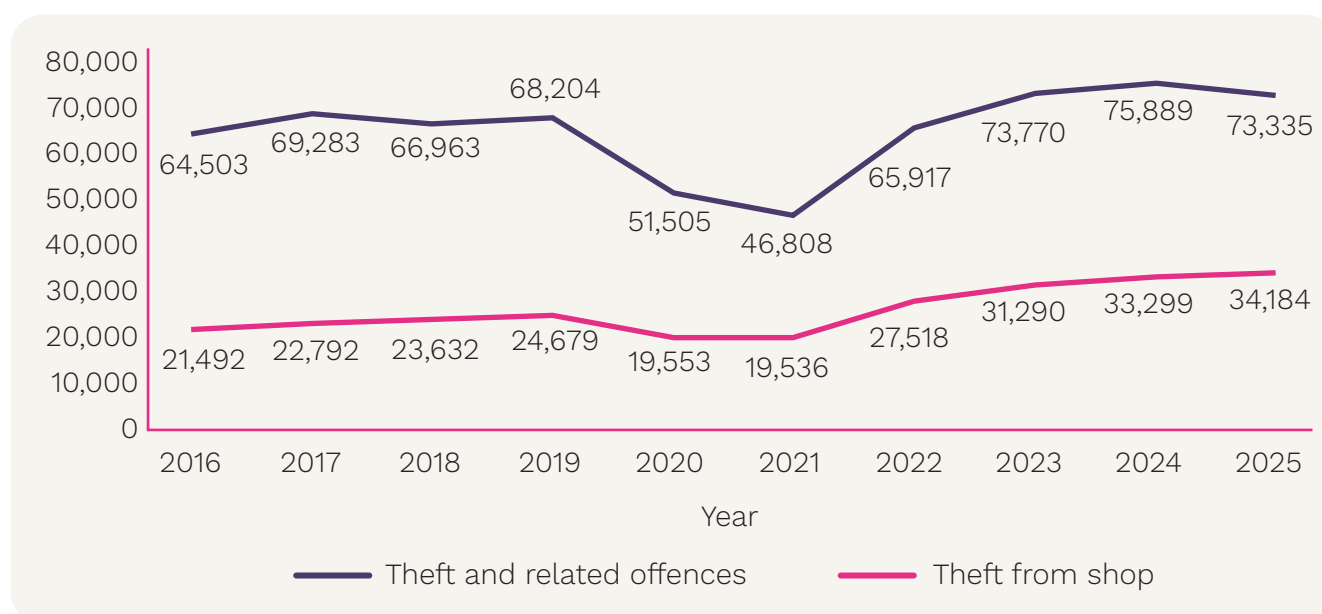
- ✓ The Organised Crime Group Threat Assessment Tool (OCTAT) and the national criminal intelligence framework, both demonstrating **information-led approaches**, have reportedly facilitated improved engagement with international partners. There has been a significant number of international operation meetings and activities related to ongoing investigations (53) and participation in Europol led international Operational Task Forces (4).
- ✓ There has been a **75% drop in burglaries** since the introduction of Operation Thor in 2015. This operation is supportive by a dashboard, providing trends and data, to enable an information-led approach to tackle this crime type. Reports, particularly in the Northwest, evidence the detections achieved through a coordinated response across garda divisions to mobile organised groups engaged in burglary.

Figure 6: *Burglary and related offences, 2016 - 2025, CSO*



- ✓ The PCSA supports the introduction of High Visibility Patrols in Dublin and other areas – greater visibility is one of the priorities the PCSA has set for An Garda Síochána for 2026-2028. The Authority is aware that members of the public and the business community have understandably welcomed the heightened visibility of garda members. This initiative has also proven useful in terms of gathering intelligence on local crime groups, showing collaborative work between the different arms of the organisation and as an effective use of resources. The Authority acknowledges the challenges involved in sustaining such resource-intensive initiatives and accepts that the continuing implementation of this initiative should be kept under review to benefit from any lessons learned from its practical operation.
- ✓ In terms of the capacity to **prevent and respond to cyber-crime**, there has been some positive progress in terms of the Garda National Cyber Crime Bureau's (GNCCB) work with international partners. A good example of this is the ongoing work of the Victim Identification Team to detect and safeguard vulnerable children both in Ireland and internationally and the introduction of a Mobile Digital Forensics Vehicle delivered in December 2025. This provides on-scene capabilities for examining devices expediting evidence gathering in serious cases. Another example is an operation in October 2025 targeting an active Darknet vendor of drugs.

Figure 7: Retail Theft, 2016 - 2025, CSO



- ✓ **Retail theft continues to rise** and is a major contributor (40%) to the numbers of recorded crimes against the person. This has seen a particular rise in Dublin despite the introduction of high visibility patrols in the city centre⁹, and initiatives such as the Garda Pop-Up Clinic, set up in the Dublin Docklands Community area in October 2025, to provide an opportunity for local organisations, business stakeholders and members of the public to engage with their Community Gardaí.
- ✗ **Drug Related Intimidation (DRI)** remains an area of concern for the PCSA. The existence of and participation of An Garda Síochána in initiatives such as the Drug Related Intimidation and Violence Engagement (DRIVE) programme, the National Drugs Strategy (NDS) and diversion mechanisms from the criminal justice system is significant. However, consideration of the vulnerability of young people to grooming by criminal gangs in certain communities and the policing response to that must remain a core consideration to improving community safety. In engagement with garda members and communities, the prevalence of DRI and the reluctance of families to engage with the divisional DRI Inspector for fear of retaliation by drug dealers frequently arises.
It is for this reason that the PCSA would emphasise the need for engagement with and inclusion of these issues within the Children and Young Person's Plan. Members of the GNDOCB who are dealing with many of the children in this sphere will arguably have significant experience to contribute to the formulation of the plan.
- ✗ Of concern is that work on the opening of an additional cyber hub in Dundalk, which was due to open many months ago, is stalled and this is impacting the service delivery to the public.

9. This is not to criticise such patrols as their importance also extends to the serving of bench warrants, intelligence gathering, and reductions in anti-social behaviour and public order offences.

- ✗ The capacity to prevent and **respond to corruption, fraud and other economic crime types** remains an area of concern. Garda National Economic Crime Bureau (GNECB) and the GNCCB engage in significant work responding to increasing levels of crime in this area. The GNECB continues to struggle with the sheer volume of Section 19 referrals which relate to banking frauds and Suspicious Transaction Reports, in what is one of the fastest growing crime types internationally. Garda members are increasingly required to deal with these types of crime. There has been some training provided across divisions however, it remains a challenge.
- ✗ The Hamilton Report in relation to the required resourcing of the GNECB remains to be addressed, over five years later.
- ✗ The work done by the organisation, particularly in GNDOCB and the Criminal Assets Bureau (CAB) is impacted by the resulting ability of the organisation to adequately resource and address money laundering and financial crime through the GNECB.
- ✗ In both GNCCB and GNECB, the recruitment and retention of skilled personnel is a key challenge.

In summary, while there is evidence of significant achievements in relation to the disruption of organised crime, including usage of information-led approaches and international cooperations, challenges remain in relation to cyber-crime, economic crime and drug related intimidation.



HUMAN RIGHTS, ETHICS, CULTURE AND CONDUCT

Matters related to human rights, ethics, culture and conduct are captured under the **fourth policing priority** which has 10 measures of success and under three **specific targets in the Policing Plan**:

Policing Priority

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

- 1) The embedding of human rights, the Code of Ethics and the Decision-Making Model in all strategic planning and service delivery functions
- 2) The successful rollout of the Decision-Making Model
- 3) The degree to which the public believes that An Garda Síochána would treat both themselves and all members of the community fairly
- 4) All existing and new policies are human rights proofed
- 5) The routine publication of progressively more data and information by An Garda Síochána
- 6) The development of the organisational capacity and system to publish and respond to data
- 7) Increased diversity with An Garda Síochána workforce
- 8) Positive improvement in the lived experience of policing within communities
- 9) Development of the Anti-Corruption Unit and implementation of drugs testing and internal vetting
- 10) Culture Audit outcomes demonstrate positive cultural change

Policing Plan Targets

Support the occupational health and wellbeing of our personnel through the implementation of An Garda Síochána Health and Wellbeing Strategy

Respond to the learnings of An Garda Síochána Culture Audit

Promote and strengthen professional conduct and ethical behaviour in An Garda Síochána

The first Policing Plan target relates to the wellbeing of garda personnel.

Health and Wellbeing is an area that saw improvements and progress throughout 2025, including:

- ✓ Work on the Health and Wellbeing Strategy 2026-2030 was completed in 2025, and the strategy was launched in March 2026 during a first of its kind Health and Wellbeing Conference for all garda personnel.
- ✓ Regional roadshows to allow the rollout of the Long-Term Sickness Absence Management Programme (LTSAMP) were completed in September 2025 and showcased a collaborative working between the CMO and the Human Resource and Professional Development (HRPD) office. During this roadshow, the CMO visited every region.
- ✓ Substantive engagement was held between the CMO and garda management within the divisions in relation to the management of long-term sick leave, with the adoption of a structured, tiered approach to allow better progression of cases. The CMO indicated that the office has worked through the backlog of appointments and is now able to offer appointments more frequently.

However:

- ✗ **Resources** of the Office of the Chief Medical Officer (CMO) have increased to allow the Office to meet the demands of the organisation. The office of the CMO has contracted 'sessional' self-employed doctors to fill current vacancies. The CMO's office is a recognised training centre for Specialist Registrars and while four have gone through the system, none subsequently applied for a role on a permanent basis when finished training. It is believed that the reason is what is regarded as the noncompetitive pay scale. An Garda Síochána's is trying to recruit doctors alongside other public offices, such contracted doctors are restricted in the work they can deliver, as they are not employees of the organisation. Of note, similar pay scales issues existed in relation to occupational nurses, however these were resolved and consequently, vacancies were filled.

The second Policing Plan target relates to learning from the outcomes of An Garda Síochána's Culture Audit. The Culture Audit 2025 was completed and marks an important milestone for the organisation. There is a need for a clear set of actions based on the learning emerging from the audit.

The third Policing Plan target has been assessed by An Garda Síochána as on-target. However, the **introduction of In-Career Vetting and Substance Misuse Testing is still not in place.**

The PCSA assessment of progress against the **measure of success** of the associated **policing priority**, highlights the following:

- ✓ The development of the Human Rights Strategy 2025-2027 was completed in 2025, and the Strategy was published during Q1 2026. The Authority has engaged with the Garda Commissioner in 2025 on a range of items that relate to An Garda Síochána's obligations in terms of human rights. These have related to the adoption of new policing technologies as well as obligations to victims and those that engage with the service. While the completion

of the Strategy is an important development, there remains scope for the organisation to increase the insight and information it provides to members of the public as to how they can be assured that the organisation delivers its service in line with these obligations. For example, in relation to new policing technologies, the Authority has recommended that a framework setting out commitments to the public regarding how human rights will inform consideration, adoption, use and governance of new policing technologies by An Garda Síochána would go some way to providing greater insight and confidence.

- ✓ The launch, by An Garda Síochána, of a public consultation on the Code of Practice for the use of recording devices (Body Worn Cameras).
- ✓ In terms of the embedding of ethics and human rights through all strategic planning and service delivery, progress is reported in the development of a new Policy Framework, which will have better mechanisms to ensure that human rights will be central in the process of policy-making. The development of the framework drew on expert input from the Department of Justice, Home Affairs and Migration. The resulting framework has been submitted to the Garda Senior Leadership Team for review and approval.
- ✓ The area of policy development and finalisation is one that has been discussed with the Garda Commissioner as requiring improvement in terms of pace. The relevant unit in An Garda Síochána has begun recruitment of policy writers and prioritisation of policies for development is undertaken with senior leadership on a quarterly basis. The anticipated changes to the choreography of policy making will assist in the pace and content of policy finalisation.
- ✓ An Garda Síochána continues to gradually increase the publication of data and information (for example, data on suspensions and enforcement of Roads Policing). An Garda Síochána Service Analysis (GSAS) continues to provide real-time data to members to enable information-led and evidence-based approaches.
- ✓ Efforts were made by An Garda Síochána in 2025 to extend its reach to the breadth of communities in its recent recruitment campaigns. There has been an increase in the diversity of those coming through that process. This is evident in figures from the two recruitment campaigns held in 2025, in which 40% of the applicants were over thirty, 32% were women and 23% described themselves as other than “white Irish”¹⁰.
- ✗ As stated, no significant progress was made in relation to the introduction of In-Career Vetting and Substance Misuse Testing, both of which are standards in police services. Ministerial regulations are required for their implementation in An Garda Síochána. The need for these has been highlighted by the PCSA to the Department and the Minister for Justice, Home Affairs and Migration.

With regard to **garda conduct and discipline**, the PCSA continued its engagement with An Garda Síochána on the number of suspensions, complaints of bullying and sexual harassment, and the introduction of the new conduct and performance system (following the commencement of the Performance, Conduct and Professional Behaviour Regulation).

As of 1 December 2025, 104 members are suspended¹¹, with around 50% suspended for four to six years. As can be seen from table 3, the reasons for suspensions, while varied, concern serious matters, including driving while intoxicated and the use of drugs.

10. The Journal, 20/10/2025; Irish Examiner, 5/9/2025

11. Source: Commissioner’s Monthly Report to the PCSA, November 2024

Table 3: *Main Reasons for suspensions*

	Total
Driving under influence of intoxicant	16
Sexual Assault/Sexual Misconduct	14
Theft/Forgery/Fraud/Dishonesty	12
Domestic Violence/Coercive Control	11
Fixed Charge Notice (FCN) Interference	9
Corruption/Criminal Association	9
Assault/Assault Causing Harm	9
Disclosure of Information/Data Protection/Abuse of PULSE	9
Drugs/Drug Related	4
Other	9
Total	104

The main outcomes of these suspensions are shown in table 4 below. As can be seen, most cases were resolved by the member's resignation (32%), identification of an alternative non-public facing role (17.5%) and findings that led to no further actions (16%).

Table 4: *Main Outcomes for Suspensions, 2016-Q2 2025¹²*

	No.	%
Resignation	53	32
Suitable non-public facing role identified	29	17.5
Findings led to no further action	37	16
Retirement	14	8.5
Temporary reduction in pay	12	7
Dismissal	10	6

- ✓ Significant progress was made in 2025 in embedding the new Performance, Conduct and Professional Behaviour Regulation. In essence, this means that as of 2 April 2025 (enactment of the Policing, Security and Community Safety Act and the above associated regulation), the organisation operates two conduct systems in parallel: The system under the 2007 Discipline Regulations and the 'new' system under the 2025 Regulations. This will be the case until all open cases under the 2007 regulations are closed and it is estimated that the dual system will run for the next two to three years, taking under consideration investigation time and appeals.

12. Information received from An Garda Síochána

The PCSA acknowledges that this new infrastructure is challenging and received assurances in relation to its operation, to include the below:

- ✓ The **Fiosrú Engagement Office (FEO)** has been established.
- ✓ The new **Conduct Section** has developed guidance, forms and briefing packages to assist decision makers in complaints cases.

In summary, notable progress was made during 2025 on matters related to Human Rights, Ethics, Culture and Conduct, particularly in the areas of occupational health and the embedding of the new disciplinary system, with all the associated challenges. However, in-career vetting and substance misuse testing are still not in place.



MANAGEMENT OF GARDA RESOURCES

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

Policing Priority

To ensure that resources – finance, ICT, and capital assets – are appropriately and strategically managed and deployed to support garda members, garda staff and Garda Reserve

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

- 1) Strategic Workforce Plan agreed by the leadership team and being implemented
- 2) Operating Model being rolled out and functioning consistently and effectively across the country
- 3) Increased financial capacity that allows for detailed financial management information and analysis to assist decision-making
- 4) A comprehensive estate strategy agreed by the leadership team and being implemented in conjunction with statutory partners
- 5) Performance management system in place for every member of the workforce with evidence of active engagement
- 6) Comprehensive training strategy in place and implemented with the necessary structures for delivery
- 7) Governance reporting gives confidence that processes and policies are uniformly implemented across the organisation

Policing Plan Targets

Enhance the organisation's capacity and capability for change, and to support a culture of continuous improvement

Sustainability across An Garda Síochána through implementation of the Climate Action Roadmap 2023-2030

Enhanced capacity to provide appropriate Human Resources, training, learning and development supports

Cross sectors collaboration to strengthen evidence-based approach to service

Strengthen internal and external engagement through open and targeted communication

Roll out An Garda Síochána Operating Model

Advance the organisations' Data and Technology Vision through implementation of the 2024 ICT Roadmap

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

- ✗ **A Strategic Workforce Plan** remains outstanding. As noted in previous reports, such a plan is urgently required in the context of the challenges to increase the workforce of the organisation.
- ✗ A Human Resource Information System (HRIS), which is a key element in increasing the organisation's **capacity to manage its workforce**, is still not in place. The procurement process for a system has commenced.
- ✗ A comprehensive **estate strategy** is still not in place. Of note, An Garda Síochána indicated in its latest Strategy Statement that it will be developed in 2026.
- ✗ There is still no effective **performance management system** in place for garda personnel. The impact of this was highlighted by the publication of the Crowe Report on Roads Policing in 2025. The report highlighted in stark terms that for a significant minority there is no expectation that their performance of their duties each day, to deliver an effective service to the public will be actively managed. Following the Crowe Report the current Performance Accountability and Learning Framework (PALF) system is being reviewed. However, it is unclear when a revised or a new system will be introduced.
- ✗ A comprehensive **training strategy** remains outstanding.
- ✓ As noted in our previous report, the creation of Performance Assurance Functional Areas (PAFAs) in each division, as part of the Operating Model, is assisting in the standardisation of governance reporting across the organisation. Of note is the progress made in leveraging the opportunity presented by the network of 21 divisional PAFA hubs and divisional PAFA Superintendents under the guidance of what is currently the Professional Standards Office. It is the PCSA's view that this approach can assist the organisation in achieving greater consistency in its internal governance.

Furthermore, it is reported that 37.5% more Inspection and Review submissions were received from garda divisions in 2025 than in 2024. Inspection and Review is an important internal governance process within An Garda Síochána and the PAFA hubs offer potential to focus the inspection and review process onto both divisional concerns but also issues arising at national level within the organisation.

In summary, there have been positive developments within the Professional Standards Office. However, matters related to the management of garda resources remains an area of concern, with most of the targets associated with the management of garda resources, including an effective performance management system, a workforce planning strategy and a Training Strategy remain incomplete.



3. SPOTLIGHT ON ROADS POLICING

This section of the report offers a review of Roads Policing, building on engagement with An Garda Síochána, analysis of data and information received from the organisation as well as a review of data published by other relevant agencies.

3.1 Crowe Report on Roads Policing

The publication of the Crowe Report on Roads Policing activity and operations in 2025 also provided a significant insight into this area of policing. The report was commissioned by An Garda Síochána, conducted independently by Crowe, and contributed to by members of Roads Policing units. The report concluded that: *“the majority of RPU members we encountered are productive, professional and focussed on improving safety... Nevertheless, it appears to be accepted across Roads Policing that there is a minority who are disinterested in being productive and effective, and who are able to get away with such behaviour, to the frustration of their colleagues, supervisors and managers”*.

This raised issues regarding the supervision and management of performance within An Garda Síochána generally, not just in Roads Policing. The absence of an effective performance management system has been and remains an enduring focus for oversight, not least given its impact on the service delivered to the public and its confidence in An Garda Síochána, but also as a tool allowing garda members the opportunity for feedback and development. Lastly, a performance management system which addresses the underperformance of members is clearly in the interests of their hard working, dedicated colleagues.

In summary, the findings raised issues as to how effectively Roads Policing resources are being employed and Roads Policing being delivered within An Garda Síochána. It is acknowledged that the issues raised with regard to performance management are relevant across the organisation and not just in terms of Roads Policing.

The report was damaging to public confidence and discouraging for those members of Roads Policing Units who work hard every day. In recognition of this, the Authority engaged with the Garda Commissioner on three occasions in 2025 in the need to urgently address the issues raised and until such time as these have been addressed, it will continue to be an area of focused oversight.

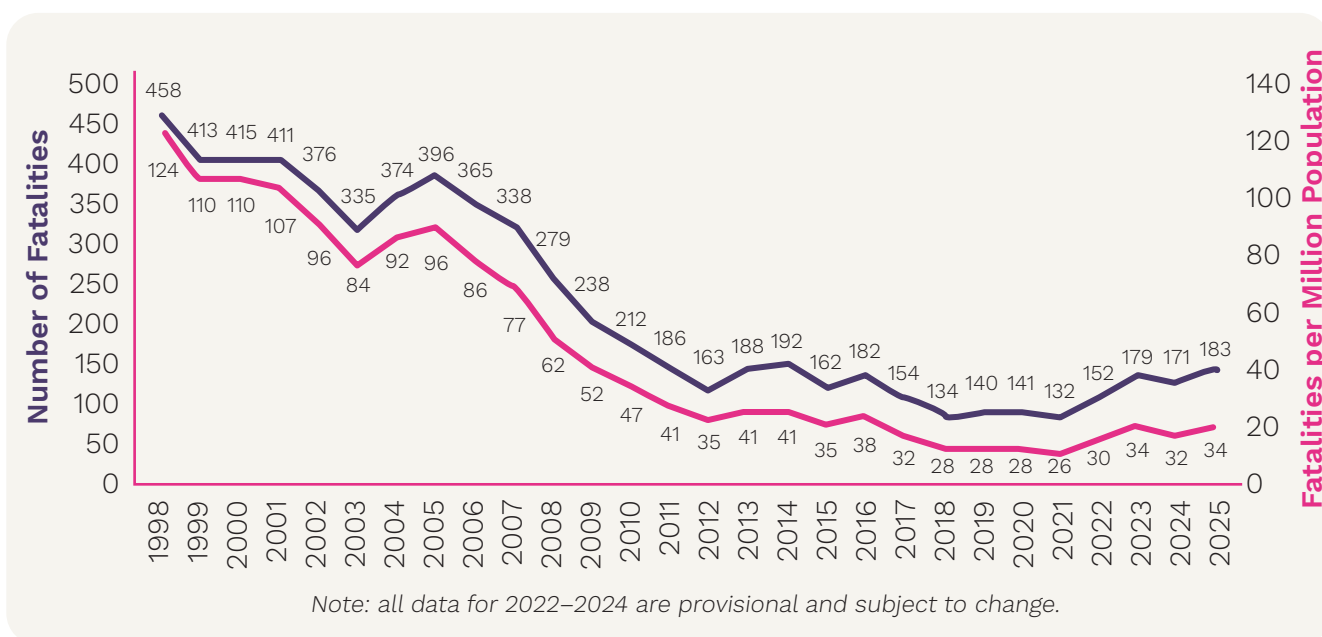
3.2 Contextual Data

Data is presented in this section in relation to road deaths and while comparisons are made in numerical terms between countries and years, these comparisons are not intended in any way to minimise the loss and impact on victims and families of each individual road fatality.

- There has been a **long-term decline in road deaths in Ireland**, understood to primarily driven by legislative changes, improvements in road design, the expansion of the motorway network, car safety/design improvements, and changes in driver behaviour and attitudes. However, following the steep reduction in fatalities in the period 1998-2011 – with road fatalities in Ireland falling to below 200 fatalities per year for the first time since 1947 – there has been something of a plateau in recent years. In the period post-2012, there was relative consistency in the 2013-2016 period (avg. 179 deaths per year), followed by a decrease in numbers of fatalities to record lows in the 2018-2021 period, with annual totals in these years being less than 150 fatalities per annum.

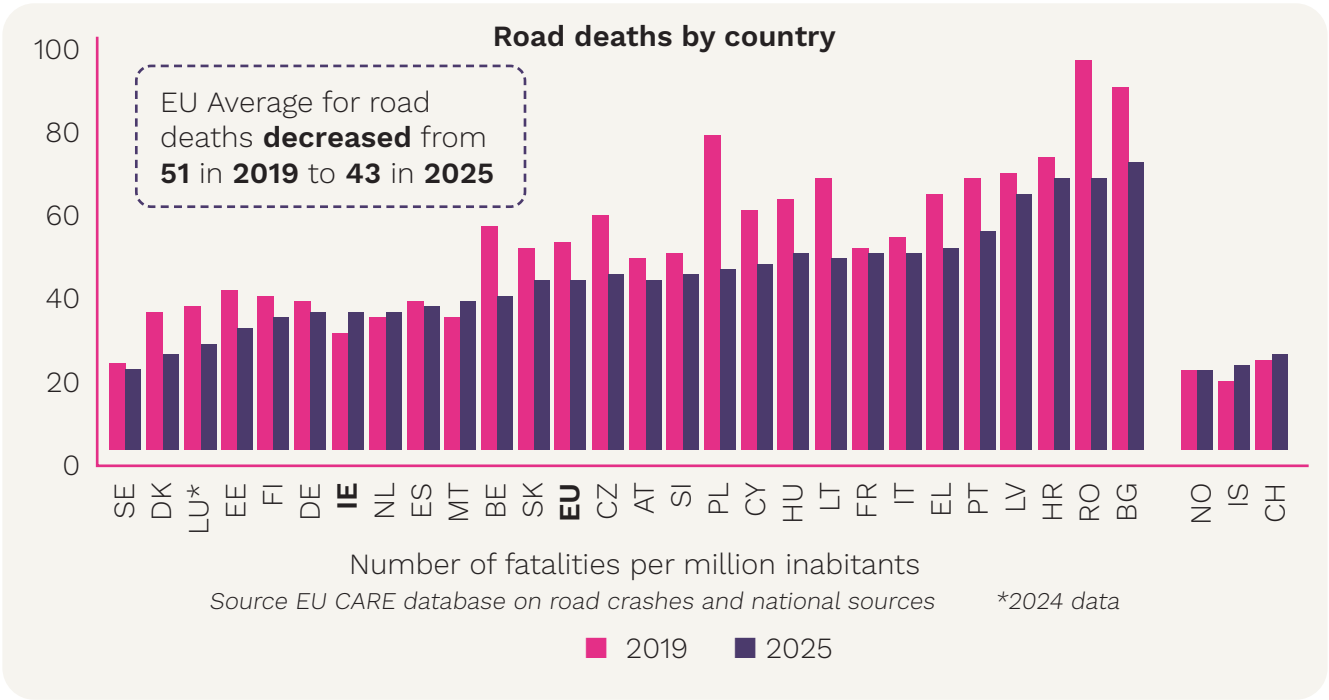
In the last three years (2023-2025) there has been a reversion to rates in 2013-2016 – however, given the growth in the Irish population over this period, there are less deaths per capita. Serious injury figures largely follow the same trends.

Figure 8: Long-term fatality data, Road Safety Authority



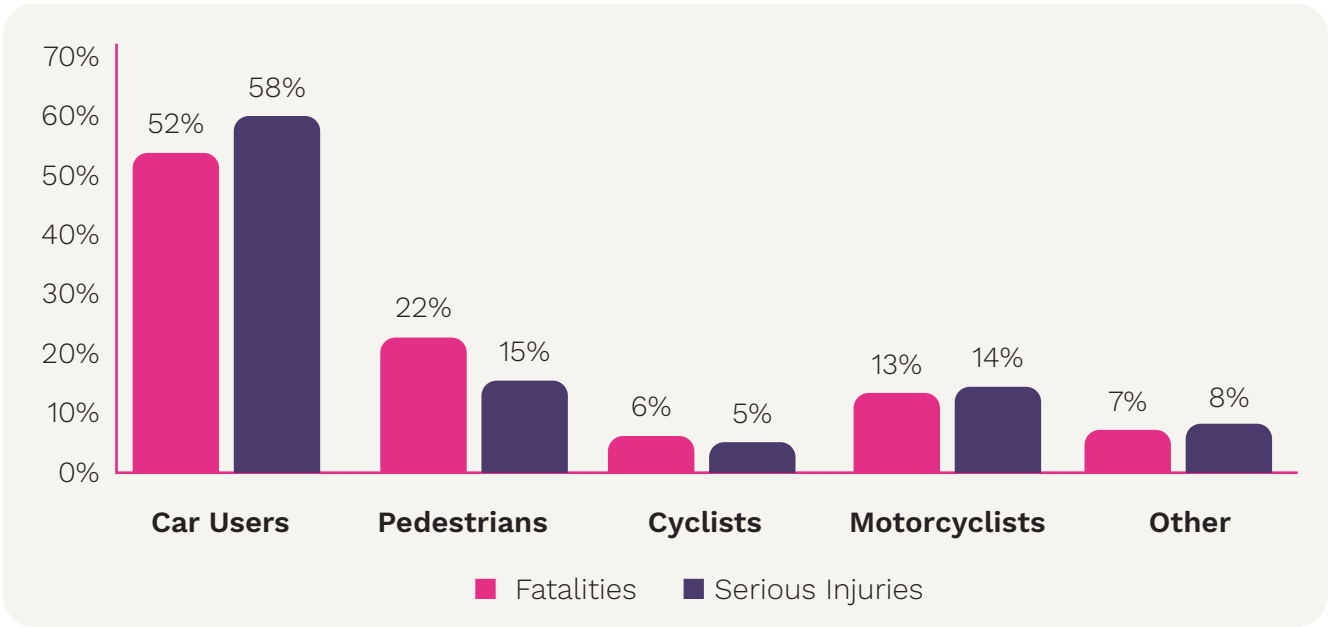
- From a comparative perspective, **fatality rates in Ireland are consistently below EU averages** (43 deaths per million in 2025). Ireland regularly joins the Scandinavian countries, Estonia, Denmark, and the Netherlands in reporting the lowest rates of road fatalities per capita. However, in the context of the EU Vision Zero targets (to half road fatalities by 2030 and to achieve zero fatalities by 2050), which are built into the Irish National Road Safety Strategy, Ireland performs comparatively poorly – in that we are one of only three countries that have seen an increase in deaths when comparing 2019 to 2025, given that baseline figures were set based on 2019 data, when Ireland had near record low fatality figures (and the second lowest in the EU that year, behind Sweden).

Figure 9: EU Road Deaths in 2025 compared to Vision Zero baseline (EU Commission)



→ In terms of the profile of fatal collisions, data shows that 52% and 58% of road users killed or seriously injured are car users, followed by pedestrians (22% killed and 15% seriously injured) and motorcyclists (13% and 15% respectively).

Figure 10: Breakdown of Road Users Killed or Seriously Injured



→ Those killed on the roads tend to be disproportionality (relative to the population) male and either 16-25 or 75+ years old.

- Fatal collisions have tended to occur on roads with a speed limit of 80km/h or 100km/h, although this proportion has fallen since the reduction of speed limits on local rural roads from 80km/h to 60 km/h in February 2025. There was instead a displacement to, and rise of, fatalities on roads with a 60km/h speed limit. This is in keeping with long-term data that shows that fatal collisions occur in the main on local rural roads. This is consistent EU-wide, with 53% of road traffic fatalities occurring on rural roads.
- 10-15% of all collisions, and 30% of fatal collisions are the direct result of speeding or inappropriate speed¹³.
- Distracted driving could be a factor in as many as 20-30% of all collisions in this country – with drivers that use a handheld mobile device four times more likely to be involved in a collision¹⁴.

3.3 An Garda Síochána and Enforcement

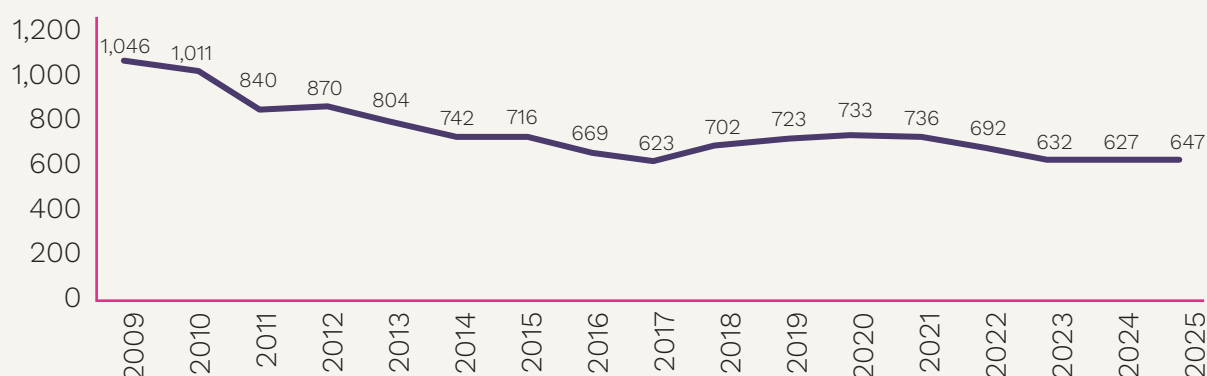
The main objective of the Garda National Roads Policing Bureau (GNRPB) is to promote safer use of Irish roads through visible enforcement, education and awareness campaigns, targeted operations, and denying criminals use of the road network.

GNRPB is headed by a Chief Superintendent and includes a number of garda members supported by garda staff. While nationally responsible, GNRPB does not control the Roads Policing Units (RPUs) across the country – rather they are managed by each Divisional Chief Superintendent. While GNRPB is equipping the RPUs with the necessary equipment, performance management of RPU members lies within the divisions. This, as noted in the Crowe report and indeed in our previous performance report, remains a challenge.

Workforce

- Number of members specifically allocated to Roads Policing policing units has fallen over the period since 2009. The overall trend – i.e. initial reduction from 2009 to 2016 and subsequent rise, fall and rise – aligns roughly with, but varies in scale than, the overall garda member numbers in the organisation. This was due to the cessation of recruitment in response to the 2008 economic crash and Covid-19.

Figure 11: Garda members allocated to Roads Policing, An Garda Síochána, 2009-2025



13. Road Safety Authority

14. Road Safety Authority

However, over the same period there has been an increase in wider organisational resources (primarily 30 minutes enforcement activity directive, implemented as of 11 April 2024), technology, and information available to undertake enforcement activity (covered further below). It is important to note that there cannot be a clear correlation of its nature between the numbers of fatalities or rates of enforcement activity and the number of members allocated to Roads Policing, as the reduction of fatalities is a result of a combination of various means, such as enforcement, behaviours, technology, engineering, education, etc.

Speeding

➔ Although speed cameras are recommended as best practice, Ireland lags behind other European countries, with only five average speed cameras in the country¹⁵ and nine static speed cameras.

Table 5: Average Speed Cameras and Static Speed Cameras

Road	Year installed	Garda Division
Average Speed Cameras		
Port Tunnel	June 2017	DMR North
M7	Apr 2022	Clare/Tipperary
N3	Oct 2024	Cavan/Monaghan/Louth
N5	Oct 2024	Mayo/Roscommon/Longford
N2	Mar 2025	Meath/Westmeath
Static Speed Cameras		
N59	Dec 2024	Galway
N17	Dec 2024	Mayo/Roscommon/Longford
N13	Dec 2024	Donegal
N69	Mar 2025	Limerick
R772	May 2025	Wicklow/Wexford
N22	May 2025	Cork County
N80	May 2025	Waterford/Kilkenny/Carlow
N25	May 2025	Waterford/Kilkenny/Carlow
Crumlin Rd	Aug 2025	DMR South

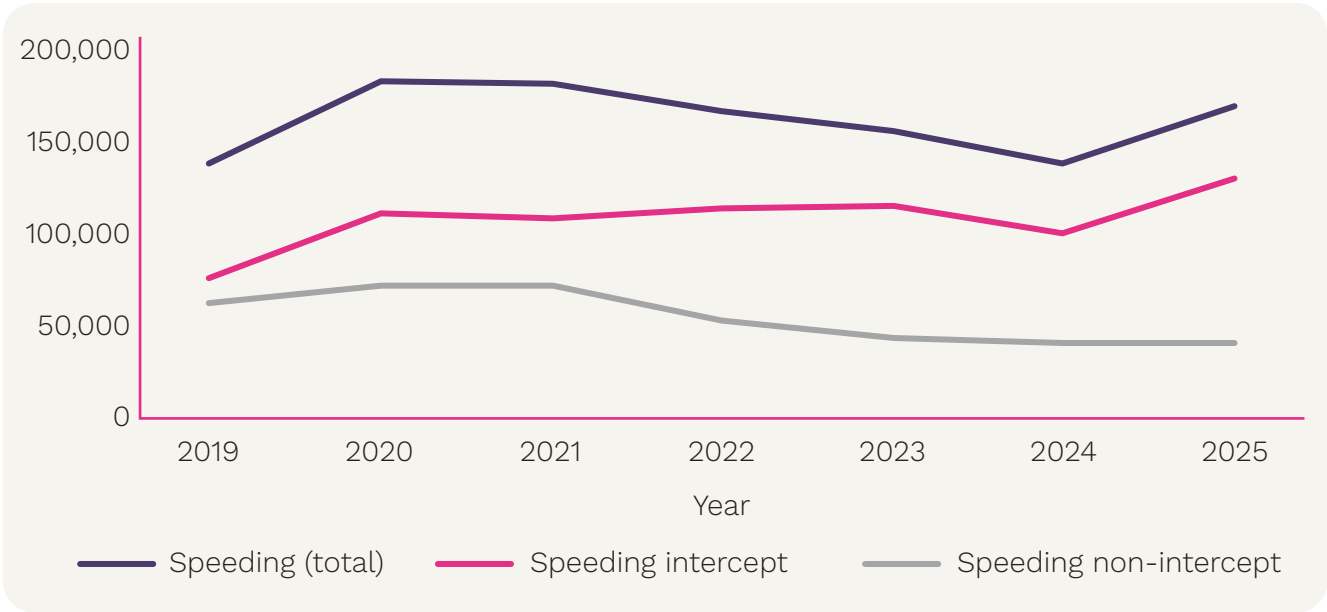
➔ As can be seen above, the cameras are installed only on national roads, not on R or D roads, where many fatal collisions occur.

15. The first camera was installed in the Port Tunnel in 2017 and then piloted on the M7 motorway in 2021/2022. Additional three cameras were installed and became operational in 2024/2025.

At our recent engagement with the GNRPB, we were informed that The National Safety Camera Strategy is managed by the Department of Transport, and currently An Garda Síochána is awaiting their directions in relation to any expansion of average speed cameras and static speed cameras.

- There is evidence that the technology works to change behaviours. For example, the Automobile Association reported in 2022¹⁶ that prior to the introduction of the speed camera in the Port Tunnel, 58% of drivers exceeded the 80 km/h speed limit, and 20% exceeded this limit by more than 10 km/h. Following the introduction of average speed cameras, the percentage of drivers exceeding the limit by more than 10 km/h has fallen to 0.15%”.
- Data available on An Garda Síochána’s website indicates a noticeable increase in non-intercept detections¹⁷ of speeding in seven of the divisions post-camera installation, compared to the year/years prior¹⁸.
- These divisional increases are in line with, and appear to largely drive, a **national increase in non-intercept detections from 2024 to 2025**. There is also a longer-term increase in non-intercept detections that may be attributable to: the increased funding made available for safety camera zones (operated by GoSafe) in 2024 and 2025 (total of 1,901 nationwide) and the implementation of the 30 minutes roads duty for all regular units in April 2024.

Figure 12: Speeding FCNs, An Garda Síochána, 2019-2025



16. <https://www.theaa.ie/blog/new-average-speed-cameras/>

17. This means detections made by cameras, rather by gardaí engaging with the road users.

18. Of note, the available data does not allow disaggregation, therefore it is not possible to be definitive on the cause.

Driving Under the Influence

- Following a decrease in the number of MIT checkpoints undertaken during 2020 and 2021, there has been an increase in recent years. In line with this and aligning with the introduction of Drugwipe 6s in December 2022, there has been a significant increase in the number of drug tests administered at checkpoints. This does not appear however to have translated to a similar increase in detections for driving under the influence of drugs. Similarly, an increase in the undertaking of drink driving tests at checkpoints has not resulted in an increase in drink driving detections.

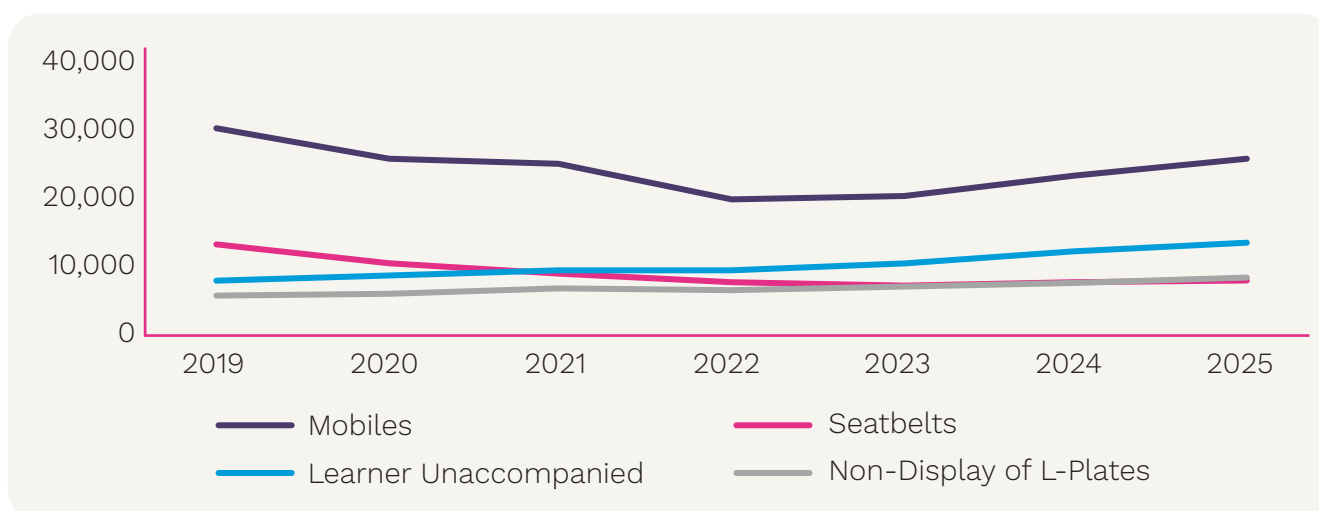
Table 6: Enforcement data in relation to driving under the influence, An Garda Síochána, 2019-2025

	2019	2020	2021	2022	2023	2024	2025
MIT checkpoints	63,966	38,286	43,337	49,978	46,221	52,689	51,075
Breath tests at checkpoints	314,788	104,993	88,888	150,031	166,673	194,694	189,736
Drug tests at checkpoints	3,522	4,287	3,736	3,124	4,831	7,454	9,486
Detections for driving under the influence ¹⁹	7,826	7,795	7,442	7,372	6,764	6,628	6,670
of which drink driving	6,561	5,159	4,978	5,500	5,052	5,002	N/A
of which drug driving	1,265	2,636	2,464	1,872	1,712	1,626	N/A

Other Lifesaver Offences

- There has been an increase in 2024 and 2025 in the number of Fixed Charge Notices (FCNs) issued in respect of use of mobile phones, unaccompanied learner drivers and non-display of L-plates. However, FCNs for non-wearing of seatbelts has fallen.

Figure 13: FCNs Issued, An Garda Síochána, 2019-2025



19. AGS has ceased disaggregating this into sub-categories for drink and drug driving. Engagement with the CSO suggests this was unilaterally decided and the CSO shares the PCSA view that this should resume.

3.4 Progress Made Against Policing Plan Targets and Priorities

The main target related to roads is “*promote and enforce responsible behaviour on our roads, working with partnership with the RSA and other partner agencies*”. This target is marked by An Garda Síochána is at-risk. This is mainly because while enforcement metrics (lifesaver offences) have increased, so too have road deaths. It is important to note however that lowering road deaths and increasing road safety is not solely the remit of An Garda Síochána and includes other agencies, such as the Road Safety Authority, The Department of Transport and Transport Infrastructure Ireland (TII).

While the PCSA agrees with An Garda Síochána’s assessment, there have been areas of progress:

- ➔ During 2025, the Bureau ran a census to gain a clear understanding of the strength and demographics of the RPU’s. This led to a better distribution of fleet and resources.
- ➔ The Bureau developed an app for the mobility devices, which facilitates the recording of the 30 minutes beat. This app will be rolled out during Q2 2026 and is a direct response to a need conveyed by the members.
- ➔ The Bureau has developed a clearer structure in relation to the ability of the divisions to manage the RPU’s and hold members to account. This work was conducted within one of the four working groups, which were established to address the findings and issues highlighted in the Crowe Report. This was provided to garda management, and it is hoped to be approved and implemented soon. While the PCSA acknowledges the work done by the Bureau to progress the issues raised, it is important to note that it is not yet agreed or implemented.

The Bureau is working closely with GSAS in mapping cameras and MIT locations to inform deployment. The Bureau is also working closely with TII, GoSafe and communities to identify areas to locate speeding vans. This represents an evidence-based and strategic approach to Roads Policing.



APPENDICES

APPENDIX 1 – The Annual Policing Plan

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

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

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

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

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

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

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

The Policing Plan was extended to 2025.

APPENDIX 2 – The Policing Priorities

The Policing Priorities are the areas of policing that the PCSA wants An Garda Síochána to give the most attention to in the given period, to improve the policing services offered to communities and ensure their safety. The Priorities for 2022-2025 were set for the duration of the Garda Strategy Statement 2022-2024 (later extended to include 2025).

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

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

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

Priorities 2026-2028

Following extensive engagement with garda personnel and communities throughout 2025, 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**

Seven key areas, each with specific measures of success that would indicate successful delivery against them, have been set under these Priorities. These are set out [in this document](#), along with detail on how we developed the Priorities.

The PCSA, in our role to oversee and assess performance, will focus on these Priorities, key areas and outcomes in the coming years. We will also review them annually to make sure they remain relevant and fit-for-purpose.

