

Annual Report 2025



Glossary

PSA	Private Security Authority
Act	Private Security Services Act 2004
QQI	Quality and Qualifications Ireland
PDA	Performance Delivery Agreement
PSAB	Private Security Appeal Board
A&RC	Audit and Risk Committee
CEO	Chief Executive Officer
ISL	Irish Sign Language
IT	Information Technology

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Mission, Vision and Our Values

In pursuit of our mandate to protect the public and improve standards within the private security industry, we are committed to the following mission and values.

Our Mission is to protect the public by regulating the private security industry through raising standards, increasing awareness and enforcing compliance.

Our Vision is one of enhanced public confidence and consumer protections in a well-regulated security industry.

Our Values, which we will follow when conducting our business include:

Partnership: Work with our industry partners to support regulation.

Excellence: Excel in the provision of regulation and business delivery.

Openness: Be fair, transparent and respectful.

Performance: Operate an effective and efficient service with good governance.

Commitment: Deliver an environment in which our staff can excel, our industry can prosper and the public is safe.

Opening Statement

by Jillian van Turnhout, Chairperson
and John Phelan, Chief Executive

2025 was a significant year for the PSA — the final year of our Strategic Plan 2023-2025 and one in which we made strong progress across all of our strategic objectives. Licensing was extended to contractors working as Suppliers or Installers of Safes with a new standard introduced to support the commencement of licensing. In addition, a technical standard for Installers of Powered Gates was finalised and introduced during the year. Contractors licensed for Access Control who install powered gates will need to meet this new standard.

PSA licences issued to individuals have a duration of three years and those issued to contractors a duration of two years. Every sixth year, the peaks for individual licensing and contractor licensing renewals coincide, with 2025 being such a year. This created an exceptionally high volume of work for our licensing teams. In addition to renewals we saw significant numbers of applications for first-time licences, reflecting a continued strong demand for security services in the economy. We processed 18,798 applications, and at the end of the year had 1,383 contractors and 43,958 individuals under license. The increase in individual license holders was 2,279 or 5.5 per cent on 2024, itself a record year.

Our inspections teams visited over 2,200 business premises all around the country during 2025. We conducted five multi-agency inspections in towns and cities, teaming up with the Department of Social Protection, the Revenue Commissioners and An Garda Síochána to call on bars and nightclubs to check compliance by staff providing security services and their employers.

Our compliance work is central to our public protection mission. During 2025 we received 645 intelligence reports. We revoked the licences of 6 contractors and 243 individuals, while 2 contractors and 10 individuals had their licences suspended for a period.

We also issued 43 enforcement notices and brought a successful prosecution in court.

Over the course of 2025 we consulted with stakeholders, both through representative bodies and individually, on strategic priorities as an essential element of preparing a new strategic plan for the three years ahead. The Board of the PSA set clear goals that align with the mission of the organisation. Those goals are stretching but achievable. Our new Strategic Plan 2026-2028 was launched by the Minister for Justice, Home Affairs and Migration in November.

We express our appreciation to the members of our Board for their continued leadership. We acknowledge the support of the Minister for Justice, Home Affairs and Migration and his Department, An Garda Síochána, the security industry, and all who have helped us work towards our goals. Collaboration and stakeholder engagement are always important but were especially so this year. In what was a very busy year we acknowledge the work and dedication of our staff and their unwavering commitment to our mission.



Jillian Van Turnhout

Ms. Jillian van Turnhout
Chairperson



John Phelan

Mr. John Phelan
Chief Executive



2025 Licensing Figures

Sector	Individuals	Contractors	Turnover (€)***
Cash In Transit	863	4	€63,204,000
Door Supervisor (Event Security)	N/A	37	€6,949,000
Door Supervisor (Licensed Premises)	12,773	43	€11,986,000
Electronic Security Sector ¹	N/A	970	€356,131,000
Enforcement Guard	19	4	€157,000
Locksmith	N/A	196	€25,176,000
Private Investigator	267	83	€10,198,000
Security Guard (Alarm Monitoring)*	1,037	38	€79,405,000
Security Guard (CCTV Monitoring)	N/A	35	€19,691,000
Security Guard (Event Security)	N/A	49	€14,573,000
Security Guard (Static)	38,018	184	€589,055,000
Total **	52,977	1,643	€1,176,525,000

- * The figure for individuals includes Alarm Monitoring and CCTV Monitoring as one licence covers both categories.
- ** The number of licences issued is greater than the number of licensed individuals and contractors as some licence holders have licences in multiple sectors.
- *** Turnover is based on figures provided by contractors with their application and relates to their previous accounting period.

¹ Reference in this Report to the Electronic Security sectors should be read to include installers of Access Control (including Powered Gates), CCTV, and Intruder Alarm systems.

Board of the Authority

Jillian van Turnhout*	Chairperson
Una Doyle	Representative of the Minister for Justice, Home Affairs and Migration
Aiden Harper**	Employers' Representative
Mark Griffin	Employers' Representative
Brian Nolan***	Employees' Representative
Ed Kenny	Employees' Representative
David McGuinness	PSA Staff Representative
Assistant Commissioner Paula Hilman	Representative of An Garda Síochána
Aideen Neylon	Legal Representative
Joanne Morrissey**	Representative of the Minister for Further and Higher Education, Research, Innovation and Science
Patricia McMahon**	Discretionary Non Defined Appointee

* Jillian van Turnhout was appointed Chairperson in 2024 replacing Richard O'Farrell who retired.

** Board members Joanne Morrissey, Aiden Harper and Patricia McMahon were appointed in 2024.

*** Brian Nolan was re-appointed in April 2024.

Senior Management Team

John Phelan	Chief Executive
Joe Duggan	Chief Inspector
Lisa Kelly*	Head of Licensing
Siobhan Cleary	Head of Qualifications and Standards
Keith Nolan	Head of Corporate Affairs

* Held the position of Head of Licensing until November 2025.

Board Members



Ms. Jillian van Turnhout



Ms. Una Doyle



Mr. Aiden Harper



Mr. Mark Griffin



Mr. Brian Nolan



Mr. Ed Kenny



Mr. David McGuinness



Assistant Commissioner
Paula Hilman



Ms. Aideen Neylon



Ms. Joanne Morrissey



Ms. Patricia McMahon

Corporate Governance

The Board, Chief Executive and staff of the PSA are committed to acting at all times in accordance with best corporate practice. We conduct our business ethically and transparently, in line with our statutory responsibilities. Corporate Governance within the PSA is guided by:

- Code of Practice for the Governance of State Bodies.
- Private Security Services Acts.
- PSA Board's Own Code of Conduct for Board Members.
- Public Financial Procedures/Public Procurement Procedures.
- Oversight Agreement between the Department of Justice, Home Affairs and Migration and the PSA.

As a public body and agency of the Department of Justice, Home Affairs, and Migration we comply with all other miscellaneous instructions on the matter of corporate governance that may from time to time be issued by the Department on behalf of the Department of Public Expenditure, Infrastructure, Public Sector Reform and Digitalisation or other Government Departments thus ensuring that appropriate structures and processes are in place so that the highest level of corporate governance is maintained. Each year, the Board undertakes an annual review of the system of internal controls in operation in the Authority.

The Board is responsible for the strategic direction of the Authority and the Chief Executive is accountable for the delivery of the Board's strategic objectives. At each Board meeting, the Chief Executive provides the Board with a range of documents including a risk management report, financial statement, updates on the progress and implementation of the Strategic Plan and Business Plan, and a report on the implementation of Board decisions.

An Audit and Risk Committee of the Board reviews and assesses the financial and governance processes within the PSA. A minimum of two governance meetings are held with the Department of Justice, Home Affairs and Migration each year. The PSA is also subject to annual audit by the Department of Justice, Home Affairs and Migration Internal Audit Unit and by the Comptroller and Auditor General (C&AG). The Chief Executive is also supported by a PSA Audit Team.

There are procedures in place to ensure that the members of the Board and the staff of the PSA holding designated positions comply with the provisions of the Ethics in Public Office Act and the Standards in Public Office Act. We encourage Board members, staff and others who may have concerns about how we conduct our business to engage with protected disclosure and anti-fraud regulations, as appropriate.

The Board met on 6 occasions in 2025. The table below summarises attendance at these meetings:

Board Member	Role	Term of Appointment	Board Meetings Attended	A&RC Meetings Attended
Jillian van Turnhout (Chairperson)	Chairperson	16/03/2022 - 15/03/2026	6	-
Una Doyle*	Representative of the Minister for Justice, Home Affairs and Migration	16/03/2022 - 15/03/2026	6	6
Aiden Harper*	Employers' Representative	30/04/2024 - 29/04/2028	6	4
Mark Griffin**	Employers' Representative	16/03/2022 - 15/03/2026	6	-
Brian Nolan**	Employees' Representative	30/04/2024 - 29/04/2028	4	-
Ed Kenny	Employees' Representative	16/03/2022 - 15/03/2026	4	-
David McGuinness	Staff Representative	16/03/2022 - 15/03/2026	6	-
Assistant Commissioner Paula Hilman	Representative of An Garda Síochána	07/03/2023 - 15/03/2026	4	-
Aideen Neylon*	Legal Representative	16/03/2022 - 15/03/2026	6	3
Joanne Morrissey**	Representative of the Minister for Further and Higher Education, Research, Innovation and Science	16/03/2024 - 15/03/2028	4	-
Patricia McMahon*	Discretionary Non-Defined Appointee	30/04/2024 - 29/04/2028	6	5
Lawrence Byrne*	Independent Member to the Audit & Risk Committee	16/03/2022 - 15/03/2026	-	6

* Members of the Audit and Risk Committee.

** Members of the Electronic Security Apprenticeship Working Group.

The role of the Audit and Risk Committee (A&RC) is to support the Board in relation to its responsibilities for the issues of risk, control and governance and associated assurance. The A&RC is independent from the financial management of the organisation. In particular, the A&RC ensures that the internal control systems including audit activities are monitored actively and independently. The A&RC reports to the Board at each meeting, formally and in writing.

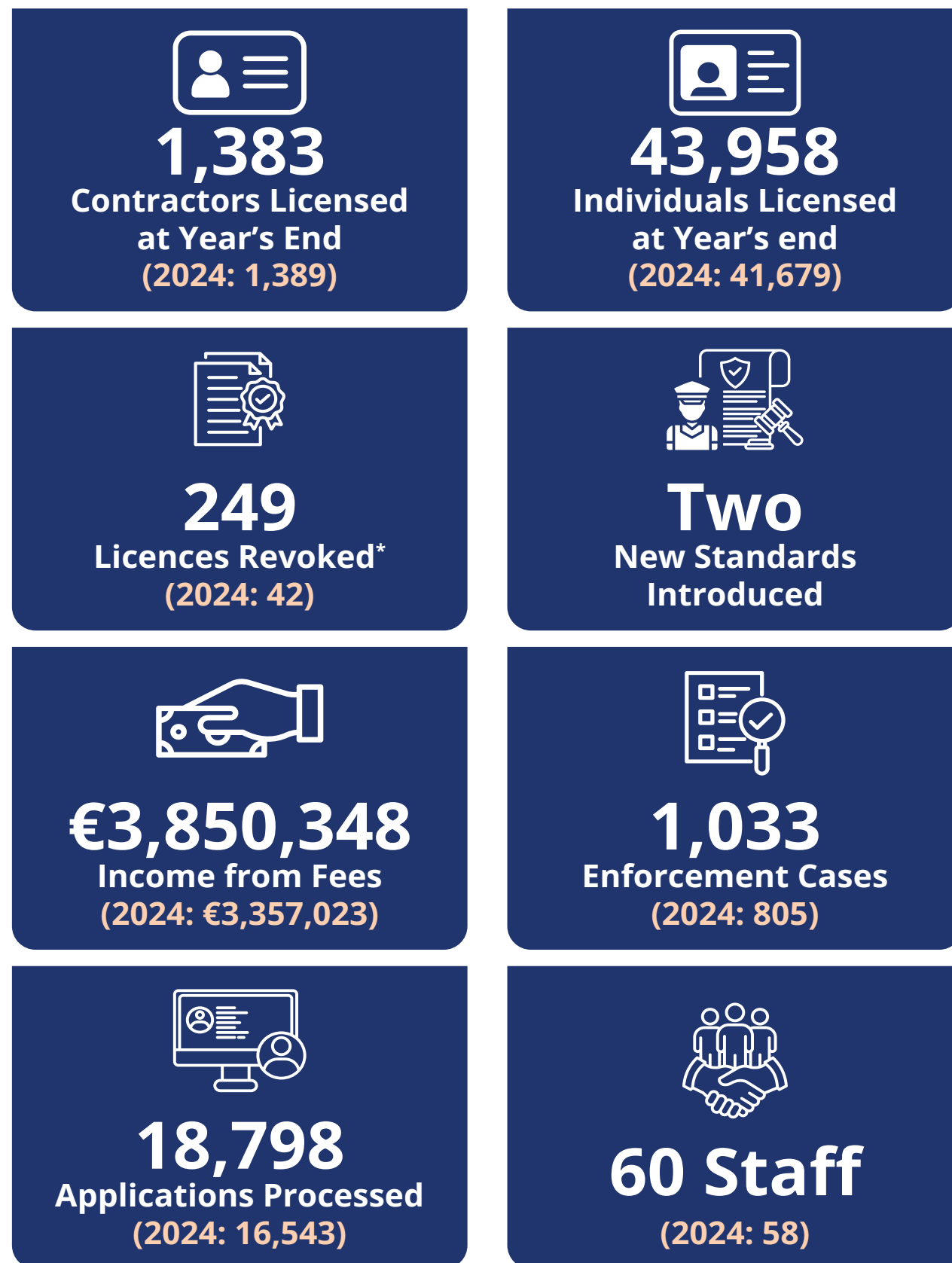
The Audit and Risk Committee met on 6 occasions in 2025. The activities of the committee included but were not limited to:

- Meeting with the Office of the Comptroller and Auditor General (C&AG) and the Department of Justice, Home Affairs and Migration Internal Audit Unit.
- Meeting with the Contracted Accountant for the PSA.
- Meeting with the PSA Chief Executive.

- A review of both the Department of Justice, Home Affairs and Migration Internal Audit Report and the C&AG Report for 2024.
- Review of System of Internal Control and Statement on Internal Control 2024.
- Review of 2024 Assurance Statements.
- Review of the 2024 Financial Statements.
- Review of the Authority's Risk Management Committee Report(s), Risk Register, Risk Management Policy and Risk Appetite Statement.

The Working Group on the Electronic Security Apprenticeships met on 1 occasion in 2025 to consider the licensing requirements for employees in the electronic security sectors.

2025 at a Glance



* Revocations of individual licences increased in 2025, reflecting significant work done to verify training results and so ensure the integrity of the licensing system.

Strategic Plan

Following its appointment in March 2022, the Board of the Authority commenced the development of a new Strategic Plan, in accordance with the requirements of Section 9 of the Private Security Services Acts. The 2023-2025 Strategic Plan was published in January 2023 by the Minister for Justice, Home Affairs and Migration and covers the period 2023 to 2025.

This is the Authority's fifth Strategic Plan, and builds on previous achievements, while also acknowledging areas where further progress is required. The plan considers the continued development of the security industry and provides a structured framework to guide the Authority's work.

The key goals set out in the Strategic Plan are:



The Strategy places a focus on the expansion of licensing, the raising of standards and qualifications, and the enhancement of communications with licence holders and the public. It also includes a commitment to examine whether regulation affects the ability of minority groups to access the industry, and if so, to consider appropriate mitigating measures. In addition, complementary actions explore ways to support career paths for those working in the industry.

During 2025, the Authority finalised and published its new Strategic Plan for 2026–2028, setting out a clear framework to guide the Authority's work over the next three years. The plan was developed by the Private Security Authority alongside the Board of the Authority following recommendations from an external consultant. The plan was informed by engagement with key stakeholders, including industry representatives and public sector partners.

The Strategy reaffirms the Authority's commitment to effective regulation, public protection and the continued professionalism of the private security industry. It sets out four strategic priorities: strengthening regulatory effectiveness and enforcement, advancing standards and professional practice, modernising systems and operational processes and building organisational capacity to support delivery.

The plan was formally launched in November 2025 by the Minister for Justice, Home Affairs and Migration. The 2026–2028 Strategic Plan provides a focused roadmap to ensure the Authority continues to meet its statutory responsibilities and respond effectively to developments within the private security sector.

2025 Achievements

Goal 1	New standard for the Powered Gates sector and licensing introduced for contractors operating as Suppliers or Installers of Safes
Goal 2	Prosecuted unlicensed Security Guard
Goal 3	Two new standards developed
Goal 4	Increased use of social media channels
Goal 5	Progress on the development of a new digital system for the PSA

Progress against Our Goals

Goal 1

Regulating the Private Security Industry

The number of contractor sectors licensed stands at 15, while employee licensing covers 6 sectors.

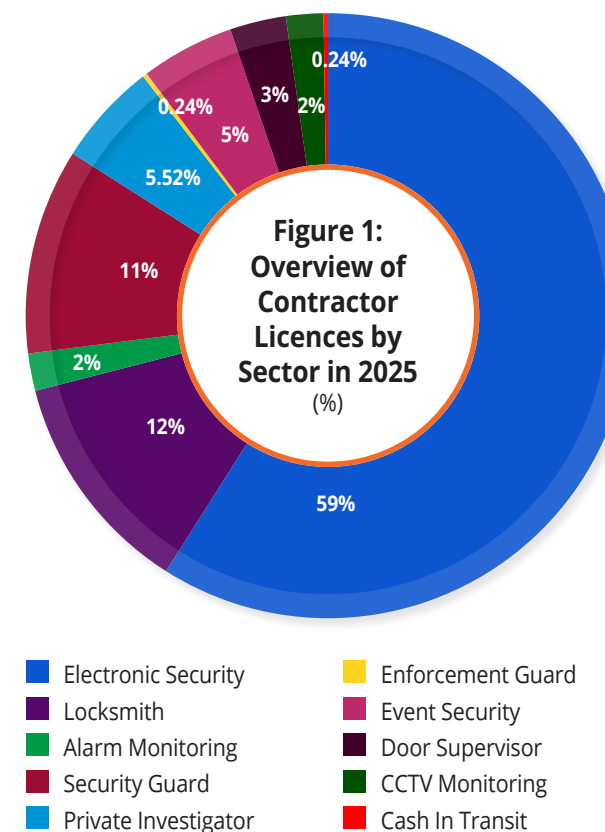
Business Licensing

2025 saw slight decreases in both the number of contractors licensed and the number of sectoral licences. There were 1,383 contractors licensed at the end of December, a decrease of 6 on the number licensed at the end of 2024. The number of sectoral licences issued in 2025 fell by 8 to 1,643.

Sector	2022	2023	2024	2025
Cash In Transit	4	4	4	4
Door Supervisor (Event Security)	34	34	37	37
Door Supervisor (Licensed Premises)	49	43	43	43
Enforcement Guard	N/A	4	4	4
Electronic Security Sector	1,072	988	972	970
Locksmith	215	206	203	196
Private Investigator	96	92	87	83
Security Guard (Alarm Monitoring)	37	36	37	38
Security Guard (CCTV Monitoring)	32	33	34	35
Security Guard (Event Security)	46	44	47	49
Security Guard (Static)	185	178	183	184
TOTAL	1,770	1,662	1,651	1,643

Table 1: Comparison of Number of Licences Issued for each Sector in the years 2022 to 2025

The Electronic Security sectors comprising of Access Control, CCTV and Intruder Alarm contractors account for 59% of business licence holders. Locksmiths are the next largest group (12%), followed by Security Guard (Static) at 11%.



Application Processing

858 contractor applications were received during the year, an increase of 199 from 659 in 2024. The increase can be accounted for by the two-year licence cycle which sees a higher volume of licences falling for renewal in odd years.

Of the 761 contractors due to renew their licence in 2025, 16 had not done so by the end of the year. This represents a contractor renewal rate of 98% for 2025, an increase of 6% on the year-on-year rate in 2024.

There were 110 first time licence applicants, an increase of 28 on 2024. 24 contractors lodged applications to add a sector or sectors to an existing licence.

19 contractors withdrew their application prior to the PSA making a final determination on their application, up on 14 from last year. Contractors do this in order that they may obtain a refund of the license fee before a refusal decision is issued. 1 contractor subsequently re-lodged an application when their paperwork was in order.

Rejections, Refusals and Appeals

17 contractors had their applications rejected because they were invalid as the correct paperwork or fee was not submitted. A further 15 contractor applications were refused as the contractor failed to meet the requirements of licensing.

There were no appeals made by contractors to the Private Security Appeal Board (PSAB) in 2025.

Temporary Licences

At the end of the year, there were 36 temporary licences in circulation, a decrease of 14 on the same period last year. Temporary licences are issued to new contractors in the Electronic Security sector so that they may install systems for the purpose of obtaining the standards required for licensing.

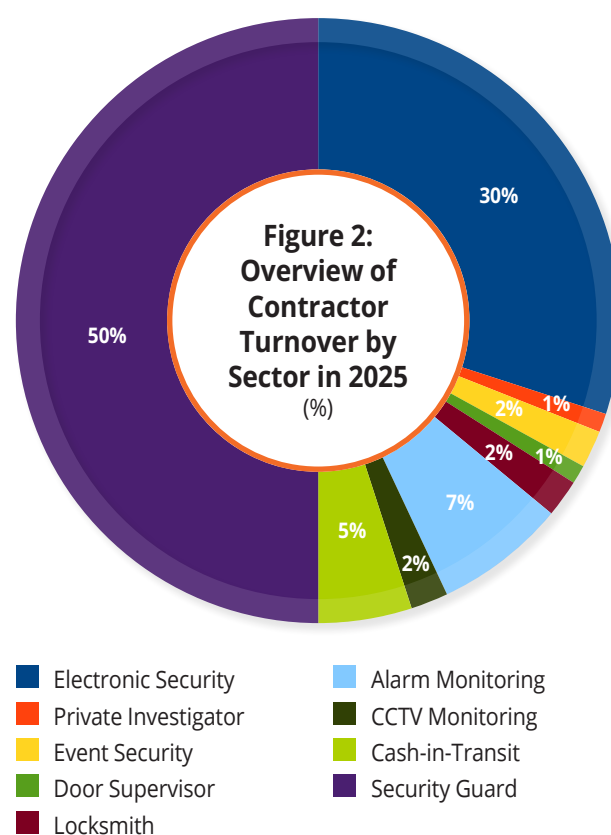
Licence Fees

€1,636,976 was received in contractor licence fees in 2025 compared to €1,573,284 in 2024 and €1,545,338 in 2023 (the comparable year in the 2-year licence cycle).

Year	Turnover
2021	€902,579,000
2022	€962,963,000
2023	€1,006,596,000
2024	€1,070,008,000
2025	€1,176,525,000

Table 2: Contractor Turnover Recorded on Licence Applications 2021 to 2025

Table 2 above shows that the security industry continued to grow with the turnover recorded for licensed contractors increasing by 10% in 2025. Most sectors experienced a growth in turnover in 2025, the most substantial being the Door Supervisor, Security Guard (Event) and Cash in Transit sectors.



While the Electronic Security Sector accounts for 59% of licensed contractors (Figure 1 on page 15), it accounts for 30% of industry turnover. This is due to the number of small businesses operating in the sector. In contrast, the Security Guard (Static) sector accounts for 11% of licence holders and 50% of industry turnover. Locksmiths account for 2% of turnover but 12% of licence holders which, similar to the Electronic Security Sector, reflects the number of small businesses operating. The opposite is true of the Cash-in-Transit sector with 6% of turnover but less than 0.25% of licence holders. As turnover for the Enforcement Guarding sector is only 0.01% of the total, it has not been shown separately in Figure 2.

Employee Licensing

There was a significant increase in licensed employees in 2025 driven by the economy's strong demand for security services. The number of individuals licensed stood at 43,958, the highest number recorded since licensing commenced. The number of sectoral licences also reached a new high, 52,977, surpassing the previous recorded high of 50,636 in 2024.

	2022	2023	2024	2025
Cash In Transit	1,017	988	999	863
Door Supervisor	10,852	11,588	12,895	12,773
Enforcement Guard	N/A	N/A	N/A	19
Private Investigator	62	202	254	267
Security Guard (Guarding)	27,294	30,081	35,583	38,018
Security Guard (Monitoring Centre)	783	990	905	1,037
TOTAL	40,008	43,849	50,636	52,977

Table 3: Comparison of Total Number of Licences held across each Sector at year end 2022 to 2025

All sectors, with the exception of the Cash In Transit sector, grew.

Application Processing

We received 17,940 individual licence applications during the year comprising 9,105 renewals and 8,645 first time applications together with a further 190 applications which were rejected. The number of applications received has increased by 2,056 since 2024, when we received 15,884, which is in line with our 2022 figures, the corresponding year in the 3-year employee licence cycle.

During 2025 we rejected 1% of all applications received, down from 3% in 2024. The main reasons for rejection include insufficient supporting documentation, incorrectly completed documentation and absence of payment. Many rejected cases are subsequently re-lodged as valid applications.

Refusals and Appeals

As in 2024, the main reasons for refusing applications were the failure to participate in the Garda vetting process or the result of convictions disclosed following Garda vetting. The figure this year also included 42 refusals in relation to the submission of invalid training documents. A total of 168 employee applications were refused in 2025, compared to 107 in 2024.

The Private Security Appeal Board (PSAB) is independent of the Authority and adjudicates on appeals of our decisions. There were 29 appeals lodged with the PSAB in 2025, together with 5 appeals on hand from 2024. The decision of the PSA was upheld in 20 cases and overturned in 7. One was withdrawn. Six appeals remained on hand at the end of the year for decision by the PSAB.

Licence Fees

Individual licence fees in 2025 were €2,213,373 compared to €1,783,739 in 2024. The fees in the last comparable year in the 3-year licence cycle, 2022, were €1,996,518.

Progress against Our Goals

Goal 2

Ensuring compliance by tackling unlicensed activity

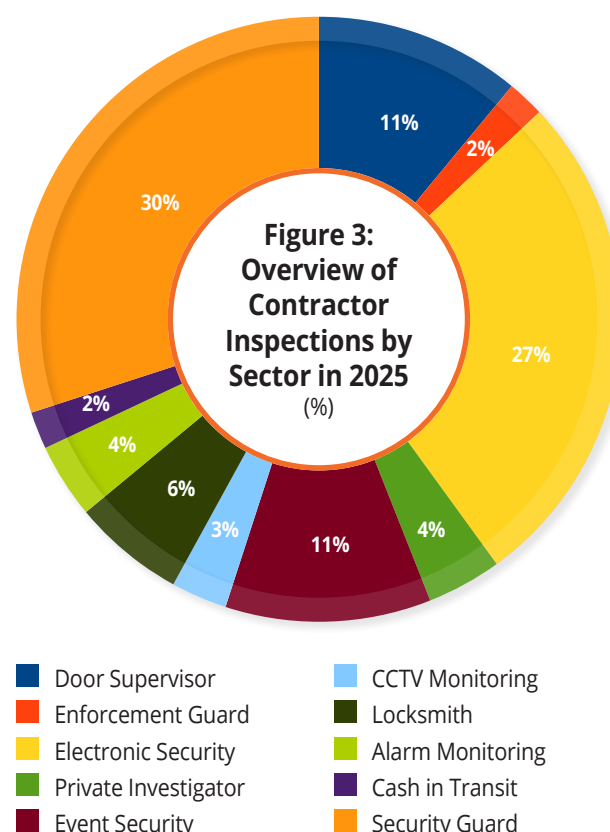
Ensuring compliance with the Private Security Services Acts and the Regulations governing licensing is an integral part of our work. Our inspections teams operated throughout the country visiting over 2,200 business premises during 2025. We opened 1,033 enforcement cases during the year compared to 805 in 2024. These comprised of 486 contractor cases, 206 security buyer cases and 341 employee cases.

We received 645 intelligence reports during the year. All reports are assessed by our compliance team and selected for action as appropriate.

Intelligence reports from the public and industry are an important tool in combating non-compliance and targeting our inspection resources. Following assessment by our compliance team, 443 of these cases were not investigated for a variety of reasons, the most common being that there was no licensable activity evident, the intelligence received was not sufficient or because the contractor was already licensed. Where we do not investigate intelligence reports, the intelligence is retained and if further reports on the same matter are received, we review the intelligence in light of the new information obtained. The remaining 202 intelligence reports formed part of the 1,033 enforcement cases opened during the year.

We visited 177 licensed contractors in 2025 inspecting their records to ensure that compliance with the licensing regulations was maintained. 57% of contractors were found to be fully compliant with the licensing requirements on the inspection date compared to 48% in 2024. All non-conformances were rectified within 5 weeks of the inspection date.

We made 2,237 unannounced inspections on licensed premises, retail outlets and a range of other businesses at 270 locations targeting every county across the country. The focus of the



inspections was to ensure that those employed providing security services were licensed and complying with the requirement to wear ID badges. 98% of those encountered were licensed and found to be wearing their ID badge.

The compliance actions, which we can take against licence holders who breach the licensing regulations, include prosecution, revocation or suspension of licence or the issuing of an enforcement notice. In 2025, we prosecuted an individual found providing Security Guard services without a licence. This followed an investigation by the PSA into the provision of Security Guard services in the Dublin area. The individual pleaded guilty to 11 counts and was fined a total of €2,200 with costs of €3,983.90 also awarded.

In addition, 6 contractors and 243 individuals had their licence revoked while 2 contractors and 10 individuals had their licences suspended for a period. A further 43 enforcement notices issued to licence holders in the year. Where a licence holder who has received an enforcement notice is found to further breach the licensing regulations, consideration is given to revoking or suspending their licence. Revocations of individual licences increased in 2025, reflecting significant work done to verify training results and so ensure the integrity of the licensing system.

Action	2022	2023	2024	2025
Advice	1	1	0	0
Caution	1	4	3	5
Warning	16	27	35	38
Reprimand	1	0	1	0
Suspension	16	24	9	12
Revocation	36	29	42	249
Prosecution	5	2	4	1

Table 4: Summary of Enforcement Actions taken in the years 2022 to 2025

Section 39 of the Private Security Services Acts provides a mechanism by which a person may make a formal complaint against a licence holder. In 2025, 15 such complaints were received in addition to 8 carried over from 2024. In 2 cases the complainant did not proceed with the case and in another 18 cases the complaint was not upheld by the PSA. There were 3 cases still under enquiry at year end.

Progress against Our Goals

Goal 3

Enhance the provision of security services through the use of standards and qualifications

An important part of our mandate is specifying standards and qualifications to be met by applicants for licences and licence holders. As part of this, two new PSA standards were finalised and launched in 2025.

The first was for Suppliers or Installers of Safes (PSA 94:2024) which came into effect on 30 May 2025. The second is a technical standard for Installers of Access Control (Powered Gates) (PSA 80:2025) which came into effect on 31 October 2025. It is a mandatory requirement for contractors in the Safes and Access Control sectors to obtain Certification to the relevant standards to obtain or maintain their PSA licence. Both standards were subject to a Public Consultation process prior to their launch and, subsequently, were included in our media advertising campaigns to create awareness. The engagement of all the stakeholders during the development phase of a new standard is a critical factor for the success of the introduction of licensing in the sectors and is greatly appreciated by the Private Security Authority.

The PSA held three forums for its contracted auditing bodies and one for its approved training providers who support the industry and the PSA with certification and training services. These meetings ensure that those services support the PSA's regulatory mission and provide forums for discussion and exchange of views on licensing matters.

The PSA continues to undertake inspections of service providers to ensure compliance with our training and certification requirements. In addition to this, the PSA and the IT Division of the Department of Justice, Home Affairs and Migration successfully carried out a project to further ensure the integrity of training services provided following the detection of fraudulent training results submitted to the PSA.

A sub-group comprising of members from the Board of the Authority and the Private Security Authority executive continued to examine the introduction of licensing for all individuals providing services in the Electronic Security Sector. Contractors in the sector have been licensed over a phased period since 2006.



Progress against Our Goals

Goal 4

Look at ways our industry can benefit society

The success of regulation depends on meaningful engagement with our licence holders, industry stakeholders, their clients and the wider public. In 2025, we continued to utilise traditional communication channels across radio, newspapers and trade magazines and focus on utilising social media as our primary means of communicating information to our stakeholders and the public. We ran four separate digital campaigns during the year across Meta, X, LinkedIn and Google, raising public awareness of regulation in the Locksmith sector, Suppliers or Installers of Safes, Door Security and on the importance of using licensed security services for the installation of intruder alarms.

Among the objectives in our Strategic Plan is the promotion of respect, diversity and inclusion in the security industry and supporting career paths for those seeking a career in the security industry. In 2024, Amárach Research undertook research, commissioned by the PSA, to identify real and perceived barriers to working in the security industry with a particular focus on equity, diversity and inclusion. The research findings were published by the PSA in April 2025.

In 2025 we continued to require anti-child trafficking training for security personnel working in the Door Supervisor, Event Security and Security Guarding sectors.

We published 6 issues of our e-zine "PSA Watch" which provides the industry with information on key events, important updates and significant industry developments.



Progress against Our Goals

Goal 5

Deliver the supports necessary to develop our staff and enhance our organisation

In 2025, we continued to operate a blended working model for our staff while meeting all service obligations. The dedication and professionalism of our staff are central to our organisation and throughout the year we remained committed to supporting their development through training and wellbeing initiatives at every level. We also continued to invest in the office environment and supports for staff working remotely.

Over the course of the year, the development of a new digital IT system made continued progress. The existing IT systems have been in place since licensing commenced in 2006 and we continued to work closely with the Department of Justice, Home Affairs and Migration to manage the project. While this project has placed a demand on our resources during the development phase, it has the potential to deliver significant long term improvements to our business operations.

At the end of the year we had a staffing level of 60, up two on 2024.

Data Protection

Our Data Protection Officer dealt with 4 subject access requests and 5 low level data breaches in 2025. In addition, we received 23 requests for information under Section 41(B) of the Data Protection Act 2018 for use in “preventing, detecting or investigating criminal offences, apprehending or prosecuting offenders”.

Protected Disclosures

The Chief Executive of the PSA is prescribed as a recipient of protected disclosures in relation to all matters relating to the licensing and regulation of private security services under the Private Security Services Acts. During 2025, two external protected disclosures received resulted in the commencement of an investigation which was still ongoing at year end. There were no internal protected disclosures during the year.

Official Languages Act

The Authority is committed to meeting its obligations under the Official Languages Act 2003. We have appointed a member of our senior management team to oversee our compliance with our obligations under the Official Languages Act 2003. Our commitment includes responding to all written communication in the official language through which it is received, issue key publications in both Irish and English simultaneously and meet the requirements relating to advertising and advertising spend.

Irish Sign Language

In 2025, the PSA continued to participate in the HSE's “Sign up for ISL” programme to encourage the use of Irish Sign Language, which has enabled us to communicate with members of the Deaf community who use ISL.

Communications and Engagement

During 2025, the PSA continued to develop its communications and engagement work to increase awareness of its role and improve engagement with licence holders, industry, and the public. Communications activity focused on making information clearer and more visible across digital channels, print media, radio and industry events.

Public Awareness Campaigns

Throughout 2025, the PSA delivered a series of quarterly digital public awareness campaigns focused on key areas within the private security sector. Digital campaigns focused on areas such as licensed locksmith services, installers of safes, door security and intruder alarm installation. These campaigns aimed to help the public better understand licensed security services and the importance of using compliant providers.

Print Advertising and Industry Engagement

Print advertising continued to support communications activity during 2025, particularly in industry publications that reach key sectors in the industry. The PSA also attended the Out of the Blue expo which provided a direct opportunity for the PSA to engage with a cohort of individuals, many of whom would be interested in obtaining a security license. These advertising opportunities enable the PSA to engage directly with the industry, share information about licensing requirements and maintain visibility within the sector.

Radio Advertising

In 2025, the PSA ran a two-week long radio campaign supporting public awareness campaigns. This provided broad national, local, and rural coverage and helped reinforce key messages about licensing, compliance and the importance of using licensed security providers. Radio advertising complemented digital and print communications by reaching audiences who may not engage regularly with online channels.

Forums

The PSA held 3 Auditing Body Forums in January, April & September of 2025. The Auditing Body Forums are an important platform that allows the PSA to discuss issues as they arise directly related to the certification of PSA prescribed standards.

A Training Provider Forum held by the PSA and attended by PSA approved training providers took place in October. Several topics were considered and addressed. The Training Provider Forums allow the PSA to keep in touch with the training industry and stay informed on current training requirements and guidelines.

Development of Communications Strategy

In October 2025, a Communications Specialist was appointed to support the development of the PSA's communications work. This role provides a dedicated support for public awareness activity, industry engagement and communications planning, helping to ensure a more structured approach to outreach.

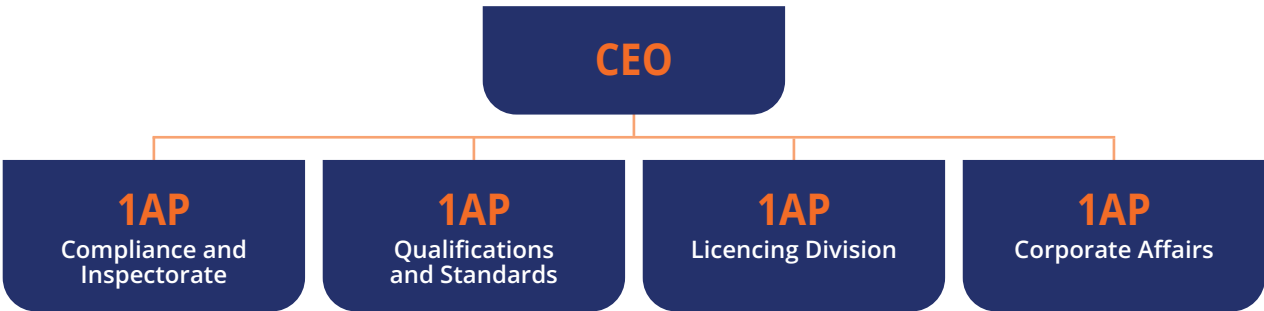


Corporate Affairs

Staffing Resources

The organisational staffing structure is continuously monitored and benchmarked against stated goals and objectives. As the activities of the Authority continue to expand, the capacity and structure are reviewed as appropriate and, where any additional resources are required, the Authority liaises with Governance and Human Resources in the Department of Justice, Home Affairs and Migration. The Authority's staffing structure is a four Unit structure led at Assistant Principal level to support the CEO with responsibility for: 1. Licensing 2. Corporate Affairs 3. Qualifications and Standards 4. Compliance and Inspectorate.

A new Communications Officer (Higher Executive Officer grade) joined the Authority during the year. At year end, the Authority had 60 staff in place (58.1 full time equivalents). The Staffing Structure Chart displays the structure of the organisation at senior management level.



By Grade	No:	FTE
Chief Executive	1	1
Assistant Principal Officer	3 ²	3
Higher Executive Officer	9	9
Inspectors (EO's)	7	7
Executive Officer	13	12.8
Clerical Officer	24	22.3
Temporary Clerical Officer	2	2
Service Officer	1	1
Total	60	58.1

² The Assistant Principal Officer in the Licensing Division retired in November 2025 and the position was not filled until 2026.

Development of IT Systems

We have been constrained by outdated technology, limiting our ability to modernise processes effectively. It is vital that we be able to deliver a better experience to both our licence holders and our staff. In the coming years we will be introducing new ICT systems to transform the way we licence, regulate, and produce and use management information. In tandem with the introduction of the new technology we will systematically identify and deploy solutions to enhance our administrative efficiency through process redesign, ICT enablement and effective system integration.

To this end, work in 2025 progressed on a new cloud-based Case Management System for processing licence applications. We will over the course of 2026 transition to online applications for individuals and contractors. The new public-facing system will enable users to apply for and make payments for a PSA licence seamlessly and efficiently. Users will complete an online application form, filling in the required fields and interaction with applicants will occur through a Customer Portal.

Outsourced Resources

In 2025, the PSA acquired the services of Premier Translation Services Limited for translation services. Their services were directly drawn down from an Office of Government Procurement (OGP) Framework. Following a tender process in 2024, the Authority engaged Innovative Procurement Solutions for procurement support services during 2025. The PSA also contracted with ID-Pal Ltd and Credit Card Systems Ltd for the provision of Identity Verification Functionality and Licence Identity Card Personalisation and Issuance Service as part of the development of our new IT platform which should begin to come on stream in 2026.

Temporary Resources

During 2025, the Authority was supported by 2 temporary clerical officers, to assist in the examination of Training Results Forms that form part of the processing of licence applications and administrative support work. The availability to the Authority of these additional resources contributed to the effective delivery of the PSA's objectives.

Financing the Authority

Each year the licence fees generated by the Authority are paid directly to the Exchequer and financial provision is then made by the Exchequer to the Authority. In 2025, the Authority paid licence fees of €3,930,030 to the Exchequer.

Performance Delivery Agreement

The PSA agrees an annual Performance Delivery Agreement with the Department of Justice, Home Affairs and Migration. The purpose of this Agreement is to define, in the context of the resource inputs provided, the targets by which the performance of the PSA will be measured each year. The ongoing supports that the Department of Justice, Home Affairs and Migration will provide to the PSA and the mechanisms for monitoring and appraising performance form part of the overall governance arrangements between the two parties and as such are set out in a separate but complementary multiannual Oversight Agreement.

As part of the Performance Delivery Agreement, certain qualitative targets are established. In 2025 the PSA had the following outcomes against targets:

Metric	2025 Target	2025 Outcome
Employee numbers processed	16,000	17,940
Contractor applications processed	800	858
Average number of days to process an application for first time employees	<25	44*
Compliance Cases processed	900	1033
% processed within 90 working days	90%	91%
Security Buyer Investigations completed	220	206
Security buyer compliance rate	90%	93%
Contractor Inspections completed	110	118

* The record number of new applications in 2025 along with necessary work on the development of a new case management system saw processing times impacted. The introduction of the new case management system next year is expected to result in faster processing.

Public Spending Code

The Authority adhered to the relevant aspects of the Public Spending Code published by the Department of Public Expenditure, Infrastructure, Public Sector Reform and Digitalisation Reform throughout the year.

Statement of Internal Control

The PSA Statement of Internal Control for 2025 will be included in the Financial Statements. These will be published on the Authority's website when they have been finalised and signed off by the Comptroller and Auditor General (C&AG).

Performance Evaluation of the Authority

The Authority's self-assessment performance evaluation, as required under the Code of Practice for the Governance of State Bodies, was undertaken by members of the Authority in 2025. The self-assessment performance evaluations are annually reviewed by the Chairperson of the Board, and the findings of these assessments were presented at a meeting of the Board on 29 September 2025.

Gender Balance in the Board membership

As of 31 December 2025, the Board had 6 female and 5 male members and meets the Government target of a minimum of 40% representation of each gender in the membership of State Boards.

Risk Management

The Authority operates a formal risk management policy and maintains a Risk Register in accordance with the Department of Finance guidelines, which is managed on an ongoing basis. The maintenance of the register is designed to ensure that risks are continually identified, assessed and necessary mitigating actions, subject to resources, are put in place. The Risk Register is a standing item on the respective agendas of each Board meeting and Audit and Risk Committee meeting.

In 2025, a Risk Management Committee was formed comprising of the PSA Senior Management Team. The role of the Risk Management Committee is to ensure an effective internal control framework is in place and operating, which includes risk management. In 2025, a comprehensive review was also undertaken of the PSA Risk Register. This is a record of information about identified risks and is the primary tool to support the formal risk management process in the PSA.

Appendices

Appendix 1 Public Sector Duty

The Irish Human Rights and Equality Commission Act 2014 requires a public body, having regard to its functions, purpose, size and resources available to it, to:

Assess – set out in its Strategic Plan an assessment of the human rights and equality issues it believes to be relevant to the functions and purpose of the body;

Address – set out in its Strategic Plan the policies, plans and actions in place or proposed to be put in place to address those issues;

Report – report on developments and achievements in its Annual Report.

The PSA has set out the following objectives in its Strategic Plan 2023-2025 which, having regard to our functions, purpose and resources, meet the requirements of Section 42 of the 2014 Act:

- Work with our industry to look at ways of supporting female participation in the security sector.
- Promote respect, diversity and inclusion in the security industry.

To achieve our objectives, in 2025, we commissioned Amárach to undertake research on barriers to working in the security industry in Ireland. The research was undertaken to identify real and perceived barriers to working in the security industry with a particular focus on equity, diversity and inclusion. The research included supporting female participation. The report was completed in April 2025 and has been published on our website.

We are committed to proactively engaging on equality and human rights issues for service users and staff. Our goal is to improve the service we provide to licence holders and ensure that we are treating people fairly and impartially with a view to enhancing the values of dignity, non-discrimination, inclusion and fair practice in the PSA.

In accordance with Section 42 of the Irish Human Rights and Equality Commission Act 2014, in May 2024 we published our Equality and Human Rights Assessment. The Assessment outlines the human rights and equality issues of relevance to the functions and policies of the PSA and its staff.

To aid implementation in 2025, we continued to embed the Public Sector Equality and Human Rights Duty within our organisational culture. All new and existing staff in the PSA have completed an e-Learning module through the IHREC titled “Equality and Human Rights in the Public Service.” The module has been commissioned by the IHREC to enable public servants to explore the meaning and value of equality, human rights in their daily work. We also include a focus on these principles and our related ambitions in all induction training for new staff.

As part of our commitment to Public Sector Duty, we have continued to require human trafficking awareness training to be undertaken by security personnel licensed in Ireland. Since October 2023, the training designed by MECPATHS has been a requirement for all those seeking a PSA license to work in the Door Supervisor, Event Security and Security Guarding sectors. By the end of 2025, nearly 25,000 individuals have undertaken the training.

Leadership is a key element for the effective implementation of the Duty. Throughout 2025, updates on implementation of the Duty were regularly provided to the Board and the Department of Justice, Home Affairs and Migration.

Appendix 2 Statistical Report

Report 1 – Number of Individual Licences Issued at 31 December 2025 by County

County	Door Supervisor	Security Guard	Cash-in-Transit	Monitoring	Private Investigator	Enforcement Guard	Total
Carlow	124	308	7	87	3	2	531
Cavan	106	337	3	19	3	0	468
Clare	212	505	18	2	8	0	745
Cork	1,171	2,731	8	45	19	1	3,975
Donegal	322	475	2	1	4	0	804
Dublin	4,656	19,569	507	128	68	1	24,929
Galway	675	1,222	3	13	10	1	1,924
Kerry	385	594	2	0	9	0	990
Kildare	504	1,606	43	46	22	5	2,226
Kilkenny	106	262	1	10	1	0	380
Laois	205	570	11	16	11	0	813
Leitrim	87	104	2	4	1	0	198
Limerick	502	1,494	74	20	8	0	2,098
Longford	126	296	3	3	1	0	429
Louth	415	1,269	9	1	4	0	1,698
Mayo	278	446	3	1	4	0	732
Meath	389	1,179	36	10	7	2	1,623
Monaghan	112	204	0	0	2	0	318
Offaly	192	394	8	2	3	0	599
Roscommon	121	245	5	0	11	0	382
Sligo	206	341	34	0	5	0	586
Tipperary	269	640	23	16	10	0	958
Waterford	260	800	23	3	7	1	1,094
Westmeath	319	787	5	2	12	0	1,125
Wexford	268	601	4	19	13	1	906
Wicklow	234	772	19	34	5	1	1,065
Northern Ireland	446	164	10	160	13	0	793
GB (excl NI)	83	102	0	362	3	4	554
Other	0	1	0	33	0	0	34
Totals	12,773	38,018	863	1,037	267	19	52,977
% of Total	24.11%	71.76%	1.63%	1.96%	0.50%	0.04%	100.00%

Appendix 3 Statistical Report

Report 2 – Number of Contractor Licences Issued at 31 December 2025 by County

County	DSE	DSP	LK	PI	EG	SGAM	SGCM	SGE	SGS	IES	CIT	Total
Carlow	0	0	5	0	0	1	1	0	2	16	0	25
Cavan	0	0	0	1	0	1	1	0	3	19	0	25
Clare	0	0	4	2	0	0	0	0	1	21	0	28
Cork	4	3	18	4	0	3	3	4	11	89	0	139
Donegal	0	0	5	2	0	0	0	0	1	17	0	25
Dublin	20	24	66	38	3	7	6	24	83	247	3	521
Galway	1	2	11	2	0	1	1	2	4	46	0	70
Kerry	0	0	7	1	0	0	0	1	5	31	0	45
Kildare	2	2	14	6	0	2	2	2	10	56	0	96
Kilkenny	1	1	4	1	0	0	0	1	4	18	0	30
Laois	1	1	2	1	0	0	0	2	3	12	0	22
Leitrim	0	0	0	1	0	0	0	0	0	7	0	8
Limerick	0	0	4	1	0	1	1	0	3	38	0	48
Longford	0	0	0	1	0	0	0	0	1	10	0	12
Louth	1	2	5	0	0	0	0	1	9	35	0	53
Mayo	0	0	3	1	0	0	0	1	1	15	0	21
Meath	0	1	10	2	0	0	0	0	6	52	0	71
Monaghan	0	1	2	1	0	0	0	0	1	15	0	20
Offaly	0	0	5	1	0	0	0	0	0	14	0	20
Roscommon	0	0	0	0	0	0	0	0	1	9	0	10
Sligo	0	1	3	1	0	0	0	0	2	6	0	13
Tipperary	1	1	3	3	0	1	1	1	6	31	0	48
Waterford	0	0	6	1	0	0	0	0	5	15	1	28
Westmeath	0	0	3	2	0	0	0	2	6	19	0	32
Wexford	2	2	6	1	1	1	1	3	5	32	0	54
Wicklow	0	1	4	4	0	1	1	0	5	42	0	58
Northern Ireland	3	1	5	2	0	5	5	4	4	45	0	74
GB (excl NI)	1	0	1	3	0	13	11	1	2	12	0	44
Other	0	0	0	0	0	1	1	0	0	1	0	3
Totals	37	43	196	83	4	38	35	49	184	970	4	1,643
% of Total	2.25%	2.62%	11.93%	5.05%	0.24%	2.31%	2.13%	2.98%	11.21%	59.04%	0.24%	100%

Legend

DSE – Door Supervisor (Event Security)

DSP – Door Supervisor (Licensed Premises)

LK – Locksmith

PI – Private Investigator

EG – Enforcement Guard

SGAM – Security Guard (Alarm Monitoring)

SGCM – Security Guard (CCTV Monitoring)

SGE – Security Guard (Event Security)

SGS – Security Guard (Static)

IES – Installer (Electronic Security)

CIT – Cash In Transit

Appendix 4 Energy Report and Progress against our Climate Action Plan

Our main sources of energy usage continue to be heating oil and electricity. Our utilities are managed through a modern, efficient Building Management System (BMS). The energy rating for the building improved to a B3 in 2023 from a C2 in 2021, which is above average for buildings of our type. The following is the energy usage for the office in 2025:

Year	Non-Electrical (oil)	Electrical
2025	57,308 kWh	41,240 kWh
2024	60,097 kWh	41,966 kWh

During 2025, the PSA saved 70,126 kWh of energy when compared to the Benchmark Year (2018). Based on December 2025 prices, that equates to about €4,573 saved per year.

	Electricity	Oil	Total
Benchmark Year	56,281	112,394	168,674
2025	41,240	57,308	98,548
% Difference	-26.7%	-49%	-41.6%

The PSA Energy team continued to monitor energy usage by:

- Review of heating usage and electrical consumption with the assistance of our energy advisor and further training on our Building Management System to automate our heating and hot water systems.
- Staff awareness and training. Signs throughout the building remind staff to conserve electricity and be mindful of our usage. Training was provided by our energy advisor to staff to increase awareness and conservation.

Climate Action Roadmap

In October 2024, the PSA published our PSA Climate Action Roadmap for the period 2023 to 2030. The Roadmap sets out our objectives through to 2030 and focuses on our commitment to delivering our pledge to achieve net zero carbon by 2050 to protect our planet for generations to come. With a strong focus on energy efficiency and educating our staff, we will, working with others, make a positive and lasting impact on the health and well-being of our staff and the wider security sector. Updates on progress made under our Climate Action Plan are provided to the Board on an annual basis.

We will continue to work towards meeting the public sector mandate as outlined in the Irish Government's Climate Action Plan. In accordance with public sector requirements, our overall targets are to:

- Reduce GHG emissions by 51% by 2030.
- Increase the improvement in energy efficiency in the public sector from the 33% target in 2020 to 50% by 2030.
- Update our Climate Action Roadmap annually within 6 months of the publication of the Climate Action Plan.

Climate Action Plans

The PSA in conjunction with our energy advisor has continued to look at solutions as to how we meet our obligations under the Government Climate Action Plan to achieve a 51% cut in our emissions and also increase our improvement in energy efficiency to 50% by 2030.

Since 2010, the PSA has participated in the OPW's Optimising Power @ Work energy efficiency awareness campaign with a focus on improving energy efficiency at our office in Tipperary Town.

The PSA uses the SEAI online system for reporting its energy usage in compliance with the European Communities (Energy End-Use Efficiency and Energy Services) Regulations 2009 (S.I. No 542 of 2009).

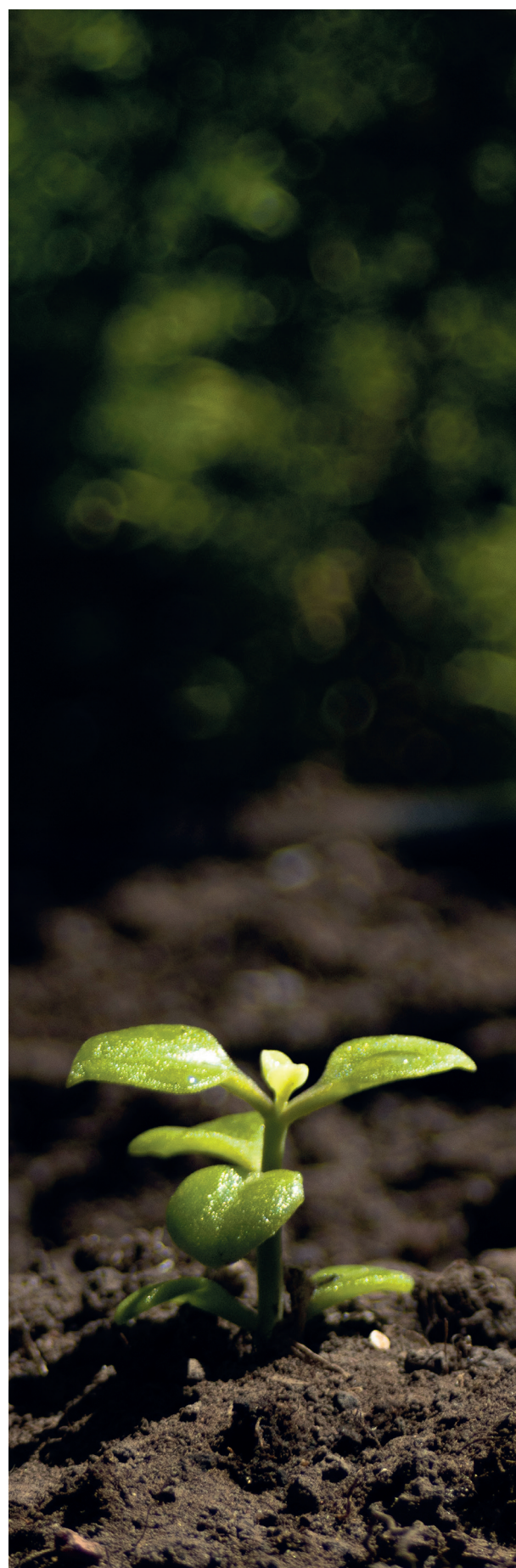
In 2025, we introduced low energy radiant heating in active areas of the building to reduce building energy requirements. We also commenced the upgrading of all lighting in the building to LED which is expected to have a substantial impact on electricity usage in 2026.

Among the other projects being considered by the PSA in the short to medium term to assist us in meeting our obligations and on which we are liaising with the Office of Public Works are:

- The more effective use of Building Management System field devices and sensors to balance temperatures and reduce heat load;
- Upgrade all casement timber windows to secondary glazing;
- Upgrade our boiler in conjunction with a change from oil to gas fuel supply.

Circular 1/20: Procedures for offsetting the emissions associated with official air travel

A payment of €27.31 was made to the Climate Action Fund in respect of air travel undertaken by staff in 2025.



Appendix 5 – Protected Disclosures Report for 2025



Protected Disclosures Act, 2014,

as Amended 2022,

Annual Report

Disclosures Made to the Authority

1. Section 22(5) of the Protected Disclosures Act 2014 (the Act) provides that every public body, prescribed person and the Commissioner shall by 1 March every year publish on their websites a report in respect of the immediately preceding calendar year containing:
 - A statement that said public body, prescribed person or the Commissioner has established internal reporting channels and procedures in accordance with the Act;
 - For prescribed persons and the Commissioner, a statement that said prescribed person or the Commissioner has established external reporting channels and procedures in accordance with the Act; and
 - The information provided to the Minister for Public Expenditure, NDP Delivery and Reform under section 22(1) of the Act.
2. This is the report of the Private Security Authority (PSA) for year ending 31 December 2025.
3. The Chief Executive Officer of the PSA is a prescribed person under section 7 of the Protected Disclosures Act and Statutory Instrument 367 of 2020. This means workers within the Private Security industry may make protected disclosures to the PSA.
4. The PSA has established a dedicated internal reporting channel and procedures to facilitate staff to report potential wrongdoing.
5. The PSA has also established an external reporting policy available on our website [www.psa-gov.ie/protected disclosures](http://www.psa-gov.ie/protected%20disclosures).
6. In 2025, the PSA received seven reports via the external reporting channel established under section 7 of the Protected Disclosure Act 2014. The information provided for calendar year 2025 to the Minister for Public Expenditure, Infrastructure, Public Sector Reform and Digitisation under section 22(1) of the Protected Disclosures Act 2014 is summarised in Table 1:

Table 1:
Information provided to the Minister under the Protected Disclosure Act 2014 – Calendar Year 2025

1. Reports received	No.
Reports received via external reporting channel	7
2. Assessment of reports	No.
Of the 7 reports received in the calendar year, the outcomes at year end were:	
Assessed as not warranting further follow-up under the protected disclosures legislation	4
Awaiting completion of assessment and may warrant further follow up	0
Referred under Protected Disclosures procedures to another Body	1
Under Investigation by the PSA	2
3. Investigation of reports	No.
Investigations* opened <i>*"Investigation" refers to any form of follow-up action to a report taken to establish the veracity of the information reported</i>	2
Investigations closed	0
Investigations open at the end of the calendar year	2
Duration of open investigations: Open less than 1 year	2
Average length of the investigations closed	N/A
Median length of the investigations closed	N/A
4. Matters Investigated	No.
Breaches of a legal obligation	2
5. Proceedings Initiated	No.
Proceedings initiated on foot of investigations	0
Cases referred to another body to initiate proceedings	0
6. Anonymous reports	No.
Reports made anonymously	0
Investigations opened in response to anonymous reports	0

John Phelan

Mr. John Phelan
Chief Executive

28 January 2026



An tÚdarás Slándála Príobháidí
The Private Security Authority

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