DECEMBER 2007

AN GARDA SIOCHANA

EDITORIAL

This edition of Communiqué presents the reader with a collection of articles on the subjects of Public Attitudes to the Garda Síochána 2007, Managing Diversity in the Garda Síochána, Road Safety, Internal Audit and finally a brief history of the Garda college.

Sergeant Patrick Kennedy and Ms. Mary Walker of the Garda Research Unit provide an analysis of the findings from the Public Attitudes Survey 2007 and the Traveller/Ethnic Minority Survey 2007. It examines findings from both surveys on a number of key themes i.e. satisfaction, contact, local performance, experience of crime, visibility, approachability, policing priorities, racism, fear of crime and policing different cultures. The findings reveal that while satisfaction is generally high, some groups are not as satisfied with the Garda service. This was most evident among Travellers. Furthermore, policing priorities were different for distinct groups. The challenge is therefore to fulfil expectations and, when this is not possible, to know it did not arise from an inadequate Garda service.

Superintendent Christopher Gordon tracks the rapid levels of change that has recently occurred in Ireland and sets out the need for the organisation, to strategically manage this change. In addition the article examines the 'business case' for managing diversity in the Garda Síochána and an insight into models used in other countries for the integration of ethnic and religious minorities. The 'intercultural' model adopted by the Garda Síochána is discussed in conjunction with a number of proactive diversity initiatives already implemented in the Garda organisation. This article focuses on cultural diversity and integration which presents the greatest number of challenges and opportunities for policing.

Inspector Helen Deely examines the area of road safety. The article reminds the reader that road safety is the responsibility of every individual in the state who uses the roads infrastructure. Everyone needs to take responsibility in how they behave on the roads as drivers, passengers, pedestrians, cyclists and motor cyclists. Awareness of road safety, and of the contribution each individual can make to saving lives is increasing all the time, through schools programmes and media campaigns.

Mr. Niall Kelly discusses the role of Internal Audit within the Garda Síochána and how internal audit assists the Garda Síochána in achieving its strategic goals. The role of internal audit has changed in recent times with the reform agenda flowing from the Morris Tribunal, Hayes, and Mullarkey Reports and from the Garda Síochána Act 2005. This article discusses the advantages of risk management and explains the accountability framework from the Garda Commissioner directly to the Oireachtas. It concludes that financial control and accountability cannot be ensured by simply focusing on financial risk but must also take account of the wider risks for the organisation.
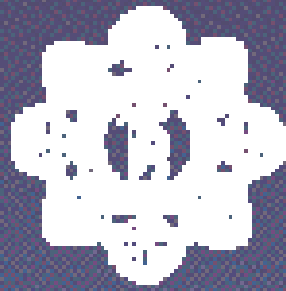
Sergeant John Reynolds gives a brief history of the Garda College as it approaches its 200th anniversary. Since construction in the early part of the nineteenth century as Richmond Barracks, it has been used as a military training depot, Prisoner of War camp, and has now found a new lease of life as a third level Police training faculty. This article gives a brief history of the college and the various roles it has fulfilled during the Victorian era, World War I, the Anglo-Irish and Civil Wars, and finally the current essential role it fulfils in Irish society as the national training college for the Garda Síochána.

The Centrepoint highlights the importance of effective planning within the Garda Síochána and how it assists in ensuring that outcomes are deliberate and planned rather than emergent. It provides an insight into the development of Garda Síochána policing plans and how they reflect the needs of society.

CONTENTS

Ms. Mary Walker

*Sergeant
Patrick Kennedy*

*Superintendent
Christopher Gordon*

Inspector Helen Deely

Niall Kelly

*Sergeant
John Reynolds*

SERGEANT PATRICK KENNEDY is attached to Change Management, Garda Headquarters. He joined the Garda Síochána in 1985 and served in Dingle, Tralee, Carrick-on-Suir, Tipperary Town and Garda College (1986-1999). As a Sergeant he served in Listowel and Garda College (1999-2001) and is now serving in the Garda Research Unit. He holds a BSc Economics (Management) from London School of Economics, University of London and MA Sociology (Applied Social Research) from University of Limerick. He is currently pursuing an LLB with University of Limerick.

MARY WALKER is a Researcher at the Garda Research Unit based in the Garda College, Templemore since 2002. She worked previously in the ESRI. She has a primary degree in Applied Psychology from University College Cork and a Masters Degree from Keele University in Criminology. She also holds a H. Dip in Crim. Studies.

SUPERINTENDENT CHRISTOPHER GORDON is a native of Dublin and joined the Garda Síochána in 1980. He has served in Store Street, Garda Headquarters, Donnybrook and the Garda College. On promotion to the rank of Superintendent in 2005 he took charge of the Student Probationer School at the Garda College. In May 2007 he was the Superintendent serving in the Office of Deputy Commissioner, Strategic and Resource Management, Garda Headquarters. He is currently attached to the Office of the Chief Administrative Officer. He holds a Bachelor of Commerce (Hons) Degree from University College Dublin and a Master of Science Degree in Public Sector Analysis from Trinity College Dublin.

INSPECTOR HELEN DEELY joined the Garda Síochána in 1990. Following attestation in 1991 she served at Store Street, Fitzgibbon Street and Mountjoy Garda Stations. As a Sergeant she served in the Court Presenters Office at the Bridewell, Garda Station (2000-2002) and at Crime, Policy and Administration, Garda Headquarters (2002-2007). She is currently attached to Garda National Traffic Bureau at Garda Headquarters. She holds a Diploma in Psychology of Criminal Behaviour from National College Ireland and B.Sc in Management and Law from the Dublin Institute Technology, Aungier Street.

NIALL KELLY was appointed Head of Internal Audit in June of this year. Niall was Head of Internal Audit at the Department of Communications Marine and Natural Resources for the previous seven years. He worked with the Management Accounting Service of the Office of Public Works from 1994 to 1999 and worked for nine years in the private sector with companies including Clondalkin Group Plc, Airmotive Ireland Ltd and Lithographic Universal Ltd before entering the public service. He is a management accountant (ACMA) with a degree in Business Studies from Dublin City University. He was conferred with an MSc in Innovation in the Public Sector by University of Ulster and Letterkenny Institute of Technology in 2006.

SERGEANT JOHN REYNOLDS is a native of Dublin and joined the Garda Síochána in 1985, serving in a number of stations in Dublin including Rathfarnham, the Special Surveillance Unit, Garda Communications Centre and Garda Headquarters. He is currently the Sergeant in charge of Continuous Professional Development, Garda College. He established the Garda College Museum in 2002. He holds an M.A with first class honours in History and Local Studies from the University of Limerick, and is currently studying towards a Ph.D in History at the same University.

Public Attitudes Survey & Traveller/Ethnic Minority Communities Attitudes Survey to the Garda Síochána 2007

Sergeant Patrick Kennedy &
Ms. Mary Walker

Sergeant Patrick Kennedy

Ms. Mary Walker

INTRODUCTION

The Garda Public Attitudes survey (PAS) and the Traveller/Ethnic Minority Communities Attitudes survey (TEMCAS) conducted by the Garda Síochána were established as part of a commitment in the Policing Plan 2006. Both sought to identify the levels of satisfaction and related attitudes which the public have with the service provided by the Gardaí. While the Public Attitudes survey has been conducted on a yearly basis since 2002 (though first commissioned in 1994), the Traveller/Ethnic Minority survey was initiated in 2007.

Due to methodology issues, a limitation of the Public Attitudes survey is that it under-represents hard-to-reach groups. As a consequence, the Traveller/Ethnic Minority survey went some way to address this shortcoming. This was seen as vital with the increase in immigration and subsequent changes in Ireland's population in the last five years. Therefore, the two surveys together facilitate a better evaluation of the Garda service given that they reach more of its service users.

In the Public Attitudes survey the sample size is 10,000 in order to allow a breakdown in each of the 25 Garda divisions, a minimum of 400 respondents is needed to be able to analyse at this level. Quotas could not be set for the ethnic groups as Census data at the time did not record ethnicity nor could provide information on size and distribution of both Travellers and ethnic groups. As the Traveller/Ethnic Minority survey did not seek to have a divisional breakdown, the 600 respondents who took part in the survey was deemed sufficient. This survey was essentially exploratory in nature. However, information on ethnicity has since become available with the publication of Census 2006 data in May 2007. This will be incorporated into any future ethnic minority surveys conducted by the Garda Research Unit.

Overall, the results of the Public Attitudes survey are fairly consistent with previous surveys and other studies of the public in other jurisdictions. Equally, the findings of Traveller/Ethnic Minority survey are consistent with the Public Attitudes survey, yet, though informative, it would be premature to claim a large degree of confidence due to sampling constraints. As the Traveller/Ethnic Minority survey retained a number of questions from the Public Attitudes survey questionnaire, it allows for comparability between certain aspects of the two surveys. The following key areas of comparability are addressed.

GENERAL SATISFACTION WITH THE GARDA SERVICE

Eighty-one per cent of Public Attitudes survey respondents and 79 per cent of Traveller/Ethnic Minority survey respondents were satisfied with the overall service to the community in 2006.

Although most surveys in the UK, the US and elsewhere would also have found that people feel positive about their police force, they also identified a segment of the population who are far less satisfied. Bowling and Phillips (2003) state that the service provided by the police is experienced as being less satisfactory by ethnic minority communities than other communities. In this respect, Traveller/Ethnic Minority survey results show that Travellers are significantly less satisfied with the Garda service than the broad spectrum of the public, migrants and refugees.

4

TABLE 1.1: OVERALL SATISFACTION WITH GARDA SERVICE
           BY RESPONDENT CATEGORY

	Very satisfied (%)	Satisfied (%)	Dissatisfied (%)	Very dissatisfied (%)
General population	14	67	16	3
Travellers	5	47	26	22
Migrants	10	81	5	3
Refugees	25	67	7	1

*percentages may not equal 100% due to 'rounding'

CONTACT
Forty per cent of Public Attitudes survey respondents and 82 per cent of Traveller/Ethnic Minority survey respondents reported having contact with the Gardaí in 2006.

The most frequent reasons cited in the Public Attitudes survey for contacting the Gardaí were to get a passport signed (26%) and to report a crime (14%), whereas in the Traveller/Ethnic Minority survey to make a general enquiry (28%) and to report a crime (18%) were predominant. The majority of respondents (PAS 83%; TEMCAS 68%) made their initial contact with Gardaí by visiting or telephoning a Garda station.

The majority of respondents were positive about the way in which they were treated by Gardaí and/or staff during the course of their contact. In the Public Attitudes survey, 72 per cent and in the Traveller/Ethnic Minority survey 78 per cent of respondents were 'satisfied' or 'very satisfied' with how they were treated.

Findings in the Public Attitudes survey and to a lesser extent in the Traveller/Ethnic Minority survey suggest that attitudes towards the Gardaí are negatively related to personal experience of the Gardaí. Public Attitudes survey respondents who had no contact were more likely to rate the Gardaí with higher levels of overall satisfaction (84%) than those who had contact with them (72%) over this period. In the Traveller/Ethnic Minority survey, there was a 14-point difference between Travellers who had no contact with the Gardaí and those who had contact (see Table 1.2).

This poses the question whether members of the public who have direct dealings with Gardaí have different expectations/perceptions of the Gardaí than those who have had no contact and who are they?

TABLE 1.2 OVERALL SATISFACTION WITH GARDA SERVICE BY RESPONDENTS
WHO HAD CONTACT AND NO CONTACT WITH GARDAÍ

		Very satisfied (%)	Satisfied (%)	Dissatisfied (%)	Very dissatisfied (%)
General population	Contact	11	61	22	5
	No contact	14	70	13	3
Travellers	Contact	5	44	28	23
	No contact	5	58	20	17

Research also shows that the vast majority of interactions with the public were non-problematic, but still identified a significant number of people who came away dissatisfied with how they were treated (National Research Council, 2004).

Further research conducted by Radford et al. (2006) found that many of the problems victims had with the police were related to the quality of the service. These issues were cited as failure to take respondents seriously, unsatisfactory service, failure to keep victims informed or to follow up calls. Previous Garda Research Unit reports have also captured these opinions (Walker, 2004).

LOCAL PERFORMANCE
Respondents were asked to rate how good a job the Gardaí do in their locality. In the Public Attitudes survey, 82 per cent and in the Traveller/Ethnic Minority survey 81 per cent of respondents indicated that the Gardaí do a 'very' or 'fairly' good job. However, 62 per cent of Travellers indicated that the Gardaí do a 'very' or 'fairly' good job in their locality.

In the light of findings from the Public Attitudes survey, good local performance by Gardaí is a significant determining factor in overall satisfaction with Garda service. Where Gardaí do a 'very' or 'fairly' good job in the locality, respondents are 13 times more likely to be satisfied with the overall Garda service.

Furthermore, the ratings in the Public Attitudes survey as to how visible and approachable Gardaí are have a strong impact on how good the public perceive Garda performance locally. Where respondents were 'very satisfied' or 'satisfied' with visibility, they were 16 times more likely to identify Garda performance in their locality as 'very good' or 'fairly good'. Respondents who found the Gardaí at their local station to be 'very approachable' or 'approachable' were 10 times more likely to identify Garda performance in their locality as 'very good' or 'fairly good'.

APPROACHABILITY
Seventy-nine per cent of respondents in the Public Attitudes survey and 76 per cent in the Traveller/Ethnic Minority survey indicated that they found Gardaí at their local station approachable. For Travellers in the Traveller/Ethnic Minority survey, only one in two found the local Gardaí approachable, whereas nearly nine out of 10 migrants and refugees found the Gardaí approachable.

VISIBILITY
Sixty-two per cent of respondents in the Public Attitudes survey and 66 per cent

5

of those in the Traveller/Ethnic Minority survey indicated that they were satisfied with Garda visibility. For Travellers in the Traveller/Ethnic Minority survey, three in five were satisfied with Garda visibility. This is in contrast to 76 per cent of migrants and 65 per cent of refugees being satisfied with Garda visibility.

Findings like these suggest that in order to change public perceptions of the Gardaí in a positive way, the Gardaí must change more than just the way they relate to the public. They need to work more closely with communities by encouraging the participation of community members in developing strategies and setting priorities and thus be in a position to change prevailing ideas about policing.

6

PRIORITIES

As with previous Garda surveys, respondents were asked what they considered Garda priorities should be, having been given a list of tasks covering a broad sphere of Garda activity.

Across both surveys, respondents identified three priorities in particular:
   (1) to ensure immediate response to emergencies,
   (2) to enforce laws relating to drugs and
   (3) to target organised crime.

This is consistent with previous Public Attitudes surveys and with studies of this type in other jurisdictions. However, while refugees identified 'ensuring an immediate response to emergencies' as their top priority, Travellers highlighted their top priority as 'dealing with crimes of sexual violence' and migrants prioritised 'targeting organised crime'.

The differences identified in the survey highlight that different sections of the community feel differently about what the Gardaí should be doing primarily.

RACISM

Just over 2 per cent of the Public Attitudes survey respondents reported that they were subjected to a racist incident in contrast to 33 per cent of the Traveller/Ethnic Minority survey respondents. By and large, the respondents in the Public Attitudes survey reflect Ireland's homogenous population, which may attribute to the low level of racism identified in the Public Attitudes survey. The greatest victimisation was observed among Travellers, followed by Black people, Asians and those from a mixed ethnic background.

Reporting of racist incidents was low at 13 per cent among Traveller/Ethnic Minority survey respondents and 18 per cent for Public Attitudes survey respondents. Under one-third (28%) of respondents were satisfied with the way in which their case was handled in the former survey, while in the latter just under half (49%) were satisfied.

POLICING DIFFERENT CULTURES

In light of Ireland's population becoming ever more culturally diverse, respondents were asked how sensitive the Gardaí were to their cultural and religious traditions. One-quarter stated that they did not know, while a further

43 per cent stated that the Gardaí were not sensitive to people's cultural and religious traditions when dealing with them (see Table 1.3).

TABLE 1.3: GARDAÍ SENSITIVITY TO ETHNIC MINORITY COMMUNITIES' CULTURAL TRADITIONS BY RESPONDENT CATEGORY

Sensitivity to cultural traditions	Yes, a lot of the time (%)	Yes, some of the time (%)	No (%)	Don't know (%)	Total (n)
TEMCAS	11	21	43	25	595
Travellers	8	27	55	10	190
Migrants	8	20	34	38	204
Refugees	17	15	41	27	201

When the reason for non-sensitivity was explored, 21 per cent felt that Gardaí were unaware of customs, 28 per cent felt they ignored customs, 1 per cent thought it was a combination of both, 4 per cent did not know why; however, the majority (45%) stated that it was due to 'other' reasons. This is an area that certainly could be explored further. While in interview, some described this 'other' as: 'a standard approach to all individuals should be the norm instead of treating people differently'. Bradley (1998) highlighted that the police service should adopt a different approach to policing different groups in the community. This segmented policing does not imply difference in standards but rather different styles of policing should be developed in order to address the different views and expectations that different groups have of the police service.

FEAR OF CRIME
Fear of crime was experienced by more members of minority groups than the general population, as 39 per cent of minorities felt unsafe or very unsafe walking in their neighbourhood after dark in comparison to 13 per cent of the general population. Travellers and Black people reported the greatest amount of fear. Furthermore, Public Attitudes survey respondents (37%) were less fearful about becoming a victim of crime than members of minorities groups (46%).

Interestingly, more Traveller/Ethnic Minority survey respondents were fearful of becoming a victim of personal injury than Public Attitudes survey respondents. Moreover, they also feared a friend or family member would become a victim of personal injury (see Table 1.4).

TABLE 1.4: FEAR OF BECOMING A VICTIM OF CRIME BY SURVEY

Person	Personal injury (%)	Property theft/damage (%)	Both (%)	Total (n)
You (PAS)	10	14	77	3656
You (TEMCAS)	40	12	48	276
Family member or friend (PAS)	25	6	69	4325
Family member or friend (TEMCAS)	35	5	61	258

7

8

VICTIMS OF CRIME

The difference in the levels of crime victimisation reported in the two surveys was notable: 13.5 per cent among Public Attitudes survey respondents and 18.3 per cent among Traveller/Ethnic Minority survey respondents. While this is significant it is not surprising as other research studies suggest that ethnic minorities are more likely to be victims of crime and serious threats than white people (Fitzgerald and Hale, 1996). The main reasons for this are their age structure, their socioeconomic characteristics and the type of area in which they live.

The most common crime cited by both surveys was domestic burglary. The offence of theft from the person, without force and physical assault (other than sexual or domestic), was also cited as a common crime in the Traveller/Ethnic Minority survey.

Reporting of crimes was high for both groups with over 80 per cent of respondents reporting an incident of crime (PAS 87%; TEMCAS 84%).

CONCLUSION

The evidence gathered from the Public Attitudes survey and the Traveller/Ethnic Minority survey regarding the capability of the Garda Síochána to deliver a service to the public is not definitive but indicative of the public's view. The research shows that while people in general are satisfied with the Garda service, there is some dissatisfaction among certain groups or with certain services.

As Newburn (2003) states, "policing changes as the society it polices changes", and this is true for the Garda service today. More respondents from the Traveller/Ethnic Minority survey contacted the Gardaí than those in the Public Attitudes survey.

These surveys highlight some of the emerging issues in how the Gardaí provide services for different communities in Ireland. Effective and suitable service delivery for different communities in society presents different challenges for the Gardaí. This was noted in 2006 when Garda Commissioner Noel Conroy stated that *'An Garda Síochána [must] adapt to meet the needs of our diverse communities . . . and is obliged to perform its function in a manner that is compatible with the State's obligation under the European Convention on Human Rights (ECHR)'.*

The results of the surveys would suggest that the general public not only wish that the Gardaí would protect their property and personal safety but would adopt a more 'customer-orientated approach'. A police service that the public can identify with is important, especially one that responds to their needs in a timely manner, thus building confidence in a police service that is approachable, trustworthy and friendly.

The kernel of optimal service delivery is in identifying the needs and perceived threats that each group has, which may be many and varied in a multicultural society. These can only be developed through good working relationships at local level between the Gardaí and the public. The belief that each sector of society

feels they receive a service of equal quality which meets their needs while incorporating cultural nuances should address people's expectations and subsequent experience.

To conclude, the central focus should be the nature of the service delivery to all potential users of the Garda service. Many issues feed into this service, namely, police culture, policing styles, community policing, monitoring, service evaluation and reforms. Ultimately, all users want a professional unbiased service where their needs are met. The challenge is thus to fulfil people's expectations and, when this is not possible, to know it did not arise from an inadequate Garda service.

9

BIBLIOGRAPHY

An Garda Síochána (2006). Annual Policing Plan 2006, Government Publications Sales Office: Dublin.

An Garda Síochána (2006). A Guide to Cultural and Diversity Awareness and the European Convention on Human Rights Act 2003: Garda Human Rights Office Templemore.

An Garda Síochána (2007). Annual Policing Plan 2007, Government Publications Sales Office: Dublin.

An Garda Síochána (2007). Corporate Strategy 2007–2009, Government Publications Sales Office: Dublin.

Kennedy, P. and Browne, C. (2007). Garda Public Attitudes Survey 2007 Research Report No. 12/07, Garda Research Unit: Templemore.

Bradley, Russell (1998). Public Expectations and Perceptions of Policing Home Office: Policing and Reducing Crime Unit: Police Research Series Paper 96.

National Research Council (2004). Fairness and Effectiveness in Policing: The Evidence. Committee to Review Research on Police Policy and Practices. W. Skogan & K. Frydl (eds.), Committee on Law and Justice, Division of Behavioural and Social Sciences and Education. National Academic Press: Washington, DC.

Newburn, Tim (2003). The Handbook of Policing Willan Publishing Ltd: Devon.

Fitzgerald, Marian and Hale Chris (1996). Ethnic Minorities, Victimisation and Racial Harassment. Home Office Research and Statistics Directorate: Research Findings No.39.

Radford, K., Betts, J. and Ostermeyer, M (2006). Policing, Accountability and the Black and Minority Ethnic Communities in Northern Ireland. Institute of Conflict Research: Belfast.

Walker, M. (2007). Traveller/Ethnic Minority Communities' Attitudes to the Garda Síochána Survey 2007: Research Report No. 9/07, Garda Research Unit: Templemore.

Walker, M. (2003). The Implementation of Garda Policy to Victims of Crime in Relation to the Garda Referral System to Victim Support: Research Report No. 2/04, Garda Research Unit: Templemore.

Superintendent Christopher Gordon

Managing Diversity in the Garda Síochána

Superintendent Christopher Gordon

'Managing diversity is one of the key aspects of management and personnel practice to emerge from the profound socio-economic changes of the past thirty years' (Bruce, 2004).

INTRODUCTION

International migration flows have made the management of ethnic and cultural diversity a significant issue for many governments across the world. In Irish terms, the changing demographic trends, with 11% of the population born outside the State[1], present many challenges for the Police service.

For the Garda Síochána, diversity is not just about issues such as nationality and ethnicity. It also includes the following eight strands: marital status, family status, religious belief, gender, sexual orientation, disability, age and membership of the traveller community. This article is primarily focused on the tenets of cultural diversity and integration which present the greatest number of challenges and opportunities for policing.

It tracks the rapid levels of change that have recently occurred in Ireland and sets out the need for the organisation, to strategically manage this change. The article examines the 'business case' for managing diversity in the service and explores traditional models used in other countries for the integration of ethnic and religious minorities. Reference is made to the 'intercultural' model adopted by the Garda Síochána, in accordance with the National Action Plan Against Racism (NPAR) 2005-2008. International police experience in managing diversity is alluded to, along with a number of proactive diversity initiatives already implemented in the Garda organisation.

MANAGING AND PLANNING FOR CHANGE

"Change is the law of life and those who look only to the past or present are certain to miss the future"[2]. John F Kennedy

Human life and social organisations are never static but just like an individual changes over a lifetime, a society and culture can also change. Change can, however, be shaped and directed. In Ireland the pace of recent change has been nothing short of startling. In less than two generations Ireland has rapidly transformed from:

- A country of strong emigration to a country of net immigration
- A poor and weak economic base to a highly successful high-tech, export driven economy
- A monocultural society with one dominant religion to a multi-cultural society with numerous and growing minority religions
- A country with two official languages and one ethnic perception to a multilingual and ethnically diverse society.

In his book 'Future Shock' Alvin Toffler (Toffler, 1970), the famous American writer and futurist, accurately predicted the coming of the digital revolution, the communications revolution and increasing social and cultural diversity. Significantly, Toffler demonstrated that it is possible to plan for the future, it is possible to identify trends and thus anticipate change and deploy resources accordingly. This can be achieved through research, communications and leadership.

---

1 Census of Population 2006, Central Statistics Office
2 Address in the Assembly Hall at Paulskirche, Frankfurt, Germany, 25 June, 1963, Source: www.jfklibrary.org

THE BUSINESS CASE FOR DIVERSITY

DEMOGRAPHIC AND SOCIAL CHANGE

The composition of Irish society has altered significantly during the past decade. These changing demographic trends are directly related to the continuing economic expansion the country has experienced. Economic development could not have continued at the same pace without the immigration of Polish, Chinese and other foreign nationals to satisfy shortages in the Irish labour market. Almost 256,000 Polish nationals registered for Personal Public Service Numbers between May 2004 and November 2007[3]. There are also significant numbers of Chinese, Lithuanian, Brazilian, Latvian, Estonian and Indian nationals, amongst others, resident in Ireland.

The Garda Síochána faces many challenges in dealing with the changing cultural diversity arising from immigration. On the one hand, the policing service must ensure that it is accepted by all sections of the community as a service that is conducted in a fair and equitable manner, free of discrimination and oppression. Also, to do this effectively, the organisation must strive to ensure that its membership is representative of all ethnic backgrounds. These are significant challenges, which many police services elsewhere have struggled to meet. As cultural diversity is a recent phenomenon in Ireland, the Garda Síochána has the advantage of starting with a blank sheet of paper and learning from the positive and negative experiences of other countries.

11

STRATEGIC PLANNING

Ethnic and cultural diversity forms one of the six strategic goals in the Garda Síochána Corporate Strategy 2007-2009. The strategy sets out a series of initiatives to develop the *'trust and confidence of ethnic and culturally diverse communities in the Garda Síochána'*. To complement, enable and take strategic advantage of diversity, the Garda Síochána is currently working towards the completion of a robust diversity strategy and implementation plan.

LEGAL COMPLIANCE

The Employment Equality Act (1998) and the Equal Status Act (2004) outlaw discrimination. The Garda Síochána as a service provider and an employer is faced with a number of issues as a result of this legislation and increased Diversity among its staff and customers.

DIVERSITY & APPROACHES TO INTEGRATION

The Garda organisation takes its instruction from the Irish Government's National Action Plan Against Racism 2005-2008, which advocates an 'intercultural' model for accommodating cultural diversity and integration in Ireland. The NPAR originated from commitments given by Governments at the United Nations World Conference against Racism in South Africa in 2001. The decision to develop the NPAR was further reaffirmed in Sustaining Progress, the Social Partnership Agreement 2003-2005. The emphasis throughout the plan is on developing *'reasonable and common sense measures'* to accommodate cultural diversity in Ireland. The NPAR seeks to take into account the significant economic, social and cultural changes which have taken place in Irish society in recent years and which are still taking place. The overall aim of the plan is to provide strategic direction to combat racism and to develop a more inclusive, intercultural society in Ireland. This is based on a commitment to inclusion of

---

3 Department of Social and Family Affairs, Dublin.

12

minorities by design, not as an add-on or afterthought and based on policies that promote interaction, equality of opportunity, understanding and respect. The concept of interculturalism is widely advocated by the European Commission in its policy statements and through specific programmes.

Multiculturalism and assimilation have been the traditional models of integration in Western Europe. Neither of these models has had a positive impact on the integration of minority communities. The multicultural model recognises and celebrates different cultures and supports their economic and social integration into society. It views all cultures as equally valid and worthy of recognition and acceptance but it leaves the amount of integration totally to chance. Britain and Holland are the principal examples of this approach. While it has led to successful integration of some minorities, it may have led to greater exclusion of others with less desire to integrate and the development of separate and sometimes antagonistic communities. In December 2006, Tony Blair in a lecture criticising some failures of the multicultural model in Britain, said that multiculturalism encouraged division but not diversity and has not led to integration:

"The whole point is that multicultural Britain was never supposed to be a celebration of division; but of diversity. The purpose was to allow people to live harmoniously together, despite their difference, not to make their difference an encouragement to discord…..We should continue celebrating it. But we need in the face of the challenge to our values to reassert also, the duty to integrate"[4].

Trevor Phillips, head of the Commission for Equality and Human Rights in Britain declared that multiculturalism is a mistaken and socially harmful ideology. Mr Philips, a member of Britain's black community, also stated that multiculturalism is of another era and should be scrapped. *"That sort of thing is bad for immigrants who come to Britain not just for jobs but because of Britain's tolerance and parliamentary democracy"*[5].

The inadequate integration of diverse communities in Britain is reflected in the composition of the police service and its relationship with minorities. The McPherson Report (1999) into the murder of Stephen Lawrence found the London Metropolitan Police to be institutionally racist in its policies and practices. The effects of this were an inability to deliver neither a quality service nor equality of service to ethnic minority groups. The under-representation of non-white people within the police service in Britain was highlighted as early as 1962 in a Royal Commission on Police. The Scarman Report (1981) following the Brixton Riots noted that there was some reluctance amongst the black community to seek careers within the police service. A study by Rowe (2004) found that 3.5% of police officers in Britain were from ethnic minority backgrounds despite decades of recruitment drives and associated activity.

The recruitment and retention of minorities in the Dutch police has also been problematic. In Amsterdam, for example, 50% of the population are from minority backgrounds yet only 11% of police are from such backgrounds. Much of the blame for this situation is attributed to the pursuit of political correctness in dealing with ethnic officers. Given the political concern surrounding diversity issues in policing, a national police supremo was appointed in 2004 to coordinate and manage this issue.

---

4 Source: www.number10.gov.uk
5 Source: www.timesonline.co.uk

Most European countries, while sometimes still paying 'lip service' to the concept of multiculturalism, are rowing back on it as a tool that may create a harmonious society. This trend is most clearly identified in Holland where government has begun to dismantle the machinery of multiculturalism following recent events that have identified wide schisms in Dutch society (for example, the murder of film director Theo Van Gogh by an islamic extremist in 2004).

The assimilation model views ethnic diversity as a source of conflict. The underlying assumption is that minority ethnic groups are deficient, deprived and lacking in cultural capital. All attempts are made to absorb minorities into the dominant culture in the belief that the socialisation of all into a shared value system is the only way forward. Within Europe the country that most emphasises this approach is the French Republic. When a new immigrant enters France it is assumed that he or she will become a model French citizen and rapidly adopt the secular values of the French Republic. No concession or sop is made to ethnic or cultural diversity throughout the whole state system. This was true even to the extent that no mention of race or ethnicity was made in news reports during the race riots which lasted for several weeks in late 2005.

13

As immigration to Ireland is a recent phenomenon, the management of diversity through an intercultural approach can benefit from the experiences and mistakes of multiculturalism and assimilation elsewhere. The intercultural model is a middle path and it provides the greatest potential for the successful integration of religious and ethnic minorities as it is the only model that is focused on *interaction* between minority and majority groups. It recognises that integration is a 'two way street' and places demands on both the majority and minority communities to create proper conditions for harmonious integration.

GARDA DIVERSITY INITIATIVES
The Garda organisation is committed to recognising and accepting ethnic and cultural diversity within its membership and working environment. The following initiatives indicate how the organisation has already actively focussed and championed diversity issues in recent years in accordance with the intercultural approach advocated in the NPAR:

ETHNIC RECRUITMENT
Following recommendations from the Morris Tribunal, the eligibility criteria for entry to the Garda Síochána were altered in 2005 to open-up recruitment to Irish residents from different ethnic backgrounds. Recent student-intakes to the Garda College have included candidates from countries such as China, Poland, Romania, Holland, Canada and the United States. A range of organisational support mechanisms have been introduced to ensure the retention of minorities in the service. This aspect is crucial as retention of minorities has been a problematic issue in British and other European police services. These mechanisms include 'Diversity Support Officers' and an 'Integration Review Committee' to oversee policy and welfare concerns of minority staff. The participation of minorities in the service will make a positive and lasting contribution to the continuing change and modernisation in the Garda Síochána.

EU POLICE COOPERATION
In 2006 the Garda Síochána in association with the Dutch national police established an 'Innovation' group to enhance professional skills in diversity

14

amongst European police services. The group now involves seven European states and is working towards developing structures for the formulation and exchange of best practice to benefit police organisations in fast changing societies marked by increasing differences and tensions.

GARDA HUMAN RIGHTS INITIATIVES

The development of Human Rights initiatives in the Garda Síochána can be traced back to the 1997 pan European Programme entitled 'Policing and Human Rights 1997–2000'. In response to this initiative, the Garda Síochána established the 'Garda Human Rights Working Group' and set up a 'Garda Human Rights Office' at the Garda College. The progression of an initiative for a Human Rights Audit of the Garda Síochána was proactively instigated by the organisation when between 2003/4, Ionann Management consultants were commissioned to conduct an audit of the organisation. In March 2005, the Commissioner accepted all 15 recommendations made in the audit and responded by publishing a five point 'Audit Implementation Action Plan'.

One key recommendation was the establishment of the Strategic Human Rights Advisory Committee (SHRAC) comprising senior management and external professionals in the field. The SHRAC is an advisory committee to the Garda organisation, in driving the implementation of the Garda Human Rights Audit Action Plan. Strategic Priority 3 of this Action Plan entitled *'Policing in a Diverse Society'* comprises several objectives and actions commensurate with the strategic management of diversity.

DIVERSITY TRAINING

For many organisations, the strategic provision of quality diversity training and development programmes for human resources is an integral component in the management of the diversity process. In this regard, the record of the Garda Síochána to date has been notable. In advance of ethnic recruitment, a Cultural Diversity Awareness Training (CDAT) programme in the Garda College proactively supported staff in raising their knowledge of key workplace diversity related issues. Also, the Garda Síochána *Diversity Works* Programme was developed from an EU funded cross border training initiative with the PSNI. This one day programme was designed following wide consultation with organisational, community, and private enterprise stakeholders.

From a strategic perspective, managing diversity both in the workplace and community is a core priority for Garda management. To cater for this, a two day workshop for Inspectors and Superintendents entitled *'Managing Diversity Works'* was developed at the Garda College in consultation with the National Consultative Committee on Racism in Ireland and Universal Learning Systems. The aim of this course, which was launched in September 2007, is to provide participants with strategic leadership competency, in managing diversity, both in the workplace and in the community.

GARDA RACIAL AND INTERCULTURAL OFFICE

In 2001, the establishment of the 'Garda Racial and Intercultural Office' (GRIO) to oversee and advise on intercultural policy and community relations, demonstrated the strong intent of the Garda Síochána to meet the ever changing needs of a modern police service. The GRIO has been critical in the building and fostering of partnerships with diverse populations. To complement and

support the work of the GRIO, in excess of 500 Garda Ethnic Liaison Officers have been appointed throughout the organisation to offer ethnic and cultural support nationwide.

Positive Outcomes of Managing Diversity

For many organisations, the benefits of managing diversity are tangible. For the Garda Síochána, successful integration and diversity management will lead to the following positive outcomes:
• Improved employee relations
• Securing new sources of talent
• Improved communications and flexible working
• Achievement of legislative compliance
• Improved corporate image.

Conclusion

15

The successful management of diversity by the Garda Síochána is a crucial factor for the future wellbeing of our society. It is of fundamental importance that people from all communities and backgrounds can rely for help and protection often provided through the police. The organisation must be predictable and professional and must take heed of all facets of society. It must also be aware of its role in society as a guardian of human rights. To achieve these objectives the composition of the Garda Síochána must reflect the diverse population to help maintain the organisation's legitimacy. It is important that each member of the Garda Síochána develops three sequential qualities in relation to diversity. These are:
• to *recognise* difference
• to *acknowledge* it and,
• to *respect* it.

Diversity is not only the right thing to do, but the business case for diversity assumes that proactively *managing* it, will result in higher staff commitment and increased public confidence.

References

Bruce, Alan Dr., Managing Diversity, 2002, 'A Position Paper for the TRED Equal Project'.

Garda Síochána Corporate Strategy 2007-2009. The Garda Síochána, Phoenix Park, Dublin 8.

Home Office Research Group, Police Research Series 107, (1999) 'Career Progression of Ethnic Minority Police Officers', London: Her Majesty's Stationery Office.

McPherson, Sir W. (1999) 'The Stephen Lawrence Inquiry', London: HMSO

The National Action Plan Against Racism 2005-2008. Department of Justice, Equality & Law Reform, Dublin.

Royal Commission on the Police (1962) Final Report, London: HMSO.

Rowe, Michael (2004) "Policing, Race and Racism', Willan publishing, England (Policing and Society Series).

Scarman, Lord (1981) The Brixton Disorders 10-12 April 1981: Report of an Inquiry by the Rt. Hon. the Lord Scarman. O.B.E, London: HMSO.

Toffler, A (1970) Future Shock, New York: Random House publishers.

Road Safety

Inspector Helen Deely

The road transport infrastructure caters for many different road users. The roads network is an interaction between drivers, their passengers, pedestrians, cyclists, and motorcyclists. Drivers and their passengers are, to a certain degree, protected within their vehicles. However, pedestrians, cyclists and motorcyclists have a greater risk of injury or death as they have little or no protection, if involved in a road traffic collision.

VULNERABLE ROAD USERS

Pedestrians, cyclists and motorcyclists are therefore categorised as 'vulnerable' road users. A clear imbalance exists between vulnerable road users and those utilising cars, buses and trucks. It is therefore reassuring, that the Road Safety Authority will research, develop and publish a national safety strategy incorporating best practice, engineering and enforcement issues for pedestrians, cyclists and motorcyclists by the first quarter of 2009 (Road Safety Strategy 2007-2012).

With the increasing popularity of more environmentally friendly modes of transport, cycle lanes have become an integral part of a modern transport infrastructure. In most urban developments, the increasing use of cycle lanes indicates that cyclists need to be separated from motor vehicles and especially from large goods vehicles and buses. The "One Small Step" programme promoted by the Dublin Transport Authority is an example of a deliberate change of policy, as it promotes and encourages an aspirational alternative to the car, which is 'to walk' or 'cycle' (Dublin Transportation Office 'One Small Step' 2007).

A less environmentally friendly version of avoiding the daily grind of traffic congestion has seen a dramatic increase of motorcyclists in Ireland, especially over the last decade. For instance, in 1998 24,398 motorcycles were registered in the State, this now stands at 34,927 in 2006 (Department of Environment, Heritage and Local Government 2006, Irish Bulletin of Vehicle and Driver Statistics).

While these initiatives combat traffic congestion, promote a greener environmental policy, a healthier society, and indeed have a positive economic net affect, the safety that vulnerable road users perceive will be paramount in encouraging other road users to switch to these modes of travel.

To date (31st October 2007), 64 pedestrians (23.2% of total fatalities), 13 cyclists (or nearly 5%) and 28 motorcyclists (or over 10%) have died on the roads of Ireland. It is somewhat disconcerting that these percentages reflect an actual increase when compared with 2006 figures, where pedestrians and cyclists accounted for 19% and 3% respectively of all road fatalities (Road Safety Authority 'Road Collision Facts 2005'). There is also a concern that the pedestrian fatality rate is higher for those over 76 years of age.

Overall, the proportion of fatalities of vulnerable road users has decreased substantially over the last decade or so. While motorcycle deaths did peak relative to other road user deaths in the recent past the relative number of motor cycle fatalities has decreased in the last two years.

16

ACHIEVING ROAD SAFETY

Improved road safety for vulnerable road users can be achieved in two ways. The first is for drivers to be acutely aware of pedestrians, cyclists and motorcyclists by attempting to anticipate the actions of such road users. The second way is for vulnerable road users to be aware of their own actions and to refrain from reckless manoeuvres that could increase their risk exposure rates while on the road network.

Drivers must be aware that vulnerable road users are less visible than other road users, especially in winter, when lighting conditions, in-car conditions and weather conditions make it more difficult to be aware of vulnerable road users in the vicinity of their vehicles. Recent television advertisements have been very informative to drivers on this issue.

17

Vulnerable road users must take responsibility for their own actions and behaviour. Cyclists and pedestrians must wear high visible clothing both in urban and especially, in rural areas.

Motorcyclists must wear helmets that are of a high quality standard. They must wear proper high visible clothing that will also protect them in the case of a collision. They must travel at a safe speed for the weather and road conditions they find themselves in and finally, they must be aware that they are less visible to drivers of motor vehicles, especially goods vehicles and buses.

Cyclists, in turn, should also wear helmets, while there is no legal requirement to do so, the best advice available indicates that the wearing of a helmet can prevent serious head injuries and may save their lives (Department of Transport (UK 2002).
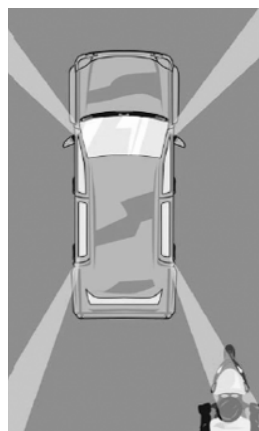
Blind spots in the average car

IMPAIRED DRIVING

Motorcyclists and cyclists are aware that the consumption of either alcohol or drugs will impair their driving ability. The Garda Síochána intensified its roadside screening tests for alcohol with the introduction of Mandatory Alcohol Testing (MAT) in July of 2006. These additional powers under the Road Traffic Act, 2006 to test all drivers at such checkpoints have greatly increased the likelihood of an impaired driver or motor cyclists being apprehended. There is no doubt that this ability by members of the Garda Síochána to carry out such tests has contributed to the saving of over 90 road user lives in the second half of 2006(net difference in fatality figures between the introduction of MAT in July 2006 and the end of that year) and the continuing decrease we have experienced to date for 2007.

Pedestrians should also be aware of the deterioration in their ability to act safely on the roads as a result of the consumption of alcohol and drugs. In 2003 it was found that alcohol was a factor in 24 (38%) pedestrians deaths on the roads and that the average blood alcohol level was 143mg/100ml (the legal limit is

Development of

Planning is a key management function. It is required to enable the Garda Síochána to change, adapt and to meet the needs and demands of the community. Effective planning provides a framework through which the Garda Síochána will achieve its mission and aims and will assist in ensuring that outcomes are deliberate and planned rather than emergent. Under Section 20 Garda Síochána Act, 2005 policing priorities are determined by the Minister for Justice, Equality and Law Reform. These priorities underpin the preparation and formulation of the organisation's annual Policing Plan.

Policing plans are developed after extensive consultation with our key stakeholders and partners and encompass the needs of Irish society. The consultation process allows the organisation to establish views on various issues of concern that have a direct impact on the daily lives of the communities we serve. It exemplifies how the Garda Síochána, the community and various stakeholders can and should work together in the identification and resolution of problems. The Garda Síochána receives submissions from up to 200 organisations across the public and private sectors. Submissions are sought from government departments, local authorities, county development boards and various State agencies and advertisements are placed in the four main national newspapers, inviting views and submissions. This process helps ensure that our public partners, various community organisations and staff associations have a say in defining key policing objectives, and these views and opinions are included directly into the planning process. In planning for the future, new and stronger links have being forged with a range of organisations and agencies across local communities. Ongoing consultations with Joint Policing Committees and Policing Fora assist in the formulation of local Policing Plans. This partnership approach helps to deliver on the needs of local communities and assists the organisation in

Managing Diversity

Road Safety

f Policing Plans

establishing a framework from which a progressive and professional policing service can be provided.

The National Policing Plan endeavours to be a comprehensive plan which represents the input of internal and external stakeholders. Views and opinions are sought, not only from external agencies, individuals and organisations but also from within the organisation. Workshops are held with Divisional and District heads, who in turn confer with staff in their respective areas to ensure that the views, opinions and concerns of the service are considered in the planning process.

The Policing Plan is framed to be consistent with government priorities and includes performance indicators for each strategic goal against which the performance of the organisation can be measured. The nomination of process owners within the plan allocates responsibility for various functions and tasks. Divisional and District Policing Plans should reflect the priorities and goals of the National Policing Plan but should also reflect the priorities of local Divisions and Districts. National Policing Plans are aimed to identify and deal with national issues, Divisional Plans are aimed to resolve and manage local issues while District Policing Plans are aimed to manage street level issues.

Effective planning provides the necessary focus and outlines priorities to assist all levels of the organisation. Effective plans should specify what is to be done, who is to do it, how it is to be done and when it is to begin and finish. The coming year will undoubtedly bring new challenges and opportunities. It is necessary that we continue to strive to deliver on our strategic goals and imperatives which will develop the Garda Síochána into a world class organisation.

T.P. FITZGERALD, EDITOR

Internal Audit

History – Garda College

80mg/100ml). In fact, pedestrians with positive alcohol levels are 8 times more likely to be killed between 10pm on a Friday night to 8 am on Monday morning (Bedford, Howel, McKeown, Vellinga 2006). It is important that drivers who may decide to walk from licensed premises consider the amount of alcohol they consume, as the rate consumed will affect how they behave on the road. It has been found that aggressive behaviour by pedestrians who have consumed alcohol is a major contributory factor in deaths on the roads (Cross Border Traffic Study 2007).

SPEED

Speed is central to the road safety problem because higher speeds reduce the reaction time of a driver in avoiding a collision and makes the impact of a collision more severe.

Speeding reduces a driver's ability to steer safely around bends or objects in the roadway, it extends the distance necessary to stop a vehicle and increases the distance a vehicle travels before the driver can react adequately to a dangerous situation. In effect, the higher the speed, the higher the probability of a collision occurring and this will be consequently reflected in the degree of severity of the final outcome – loss of life. This is why cutting motorists' speed is essential to improving road safety.

Whilst the risk linked to speed varies from road type to road type, a sound rule of thumb is that, on average, a 1% reduction in the mean speed of traffic leads to a 2% reduction in injury accidents, a 3% reduction in severe injury accidents and a 4% reduction in fatal accidents. It follows, from the high risk associated with speed that a reduction in driving speeds will make an important contribution to reducing the numbers of road traffic deaths and injuries. Reducing speed is a "guaranteed way" to make real progress towards road safety targets (Aarts, Van Schagen 2006) (Achterberg 2007).

Experience from European countries has shown that where road safety efforts were focused on moderating driving speeds, road traffic deaths were reduced; for example in France they were reduced by 31% between 2002 and 2005. The French Road Safety Observatory has calculated that three quarters of this drop could be attributed to improved speed management based an a new automated camera system.

The Garda Síochána is introducing a new speed camera system during 2008 in which speed cameras will be located at identified zones throughout the State. It is anticipated that the introduction of this new technology will lead to a reduction in road fatalities and improve road safety. Statistics on the present enforcement of speeding on our roads show that the Garda Traffic Corps are targeting drivers who are driving in excess of safe, legally established speed parameters, with 167,516 Fixed Charge Notices issued up to 31st October 2007.
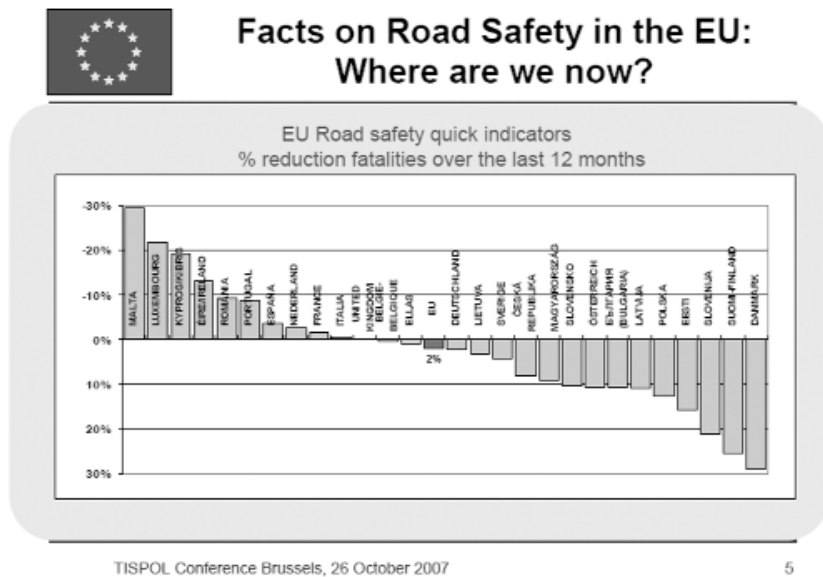
SEAT BELTS

Without a seat belt, 3 out of 4 people will be killed or seriously injured in a 50kmph head-on collision. Seat belts are proven lifesavers and must be used on every single car journey.

20

Seat belts are designed for people approximately 5ft and over and, unless exempted, every person in a car is legally obliged to wear a seat belt where one is fitted. That includes drivers and front and rear seat passengers. The driver is responsible for ensuring that passengers under 17 years of age comply with this legal requirement – Exception: Passengers of 14 years and above are responsible for seat belt compliance in respect of Large Public Service Vehicles.

It is both unlawful and unsafe to allow a child to travel unrestrained, even in the back of a car. In a road traffic collision at just 50 kmph, an unrestrained child would be thrown forward with a force 30-60 times their body weight. They would be hurled about inside the vehicle, injuring themselves and quite possibly seriously injuring other people inside the vehicle. It is also likely that they would be thrown from the car through one of the windows.

21

It is also prohibited for a person to hold a child on their lap during the course of a car journey. In a collision, the child could be crushed between their body and part of the vehicle interior. Even if one is using a seatbelt, the child would be torn from their arms. It is also extremely dangerous for a person to put a seatbelt around themselves and a child. The safest way for children to travel in cars is in a child seat that is suitable for their age, weight and height. See Statutory Instrument No. 240 of 2006.

All children (0yrs-16yrs inclusive) must be either in a legally recognised restraint in accordance with the manufacturer's instructions relating to age, weight and height or wearing a seat belt.

Facts on Road Safety in the EU: Where are we now?

EU Road safety quick indicators
% reduction fatalities over the last 12 months

TISPOL Conference Brussels, 26 October 2007   5

The only exemption to this rule are children under 36kgs/150cm in height (less than 17yrs), they can only sit in the rear of Small Public Service Vehicles.

While there is someway to go for Ireland to become one of the best states regarding road safety, the signs are encouraging. Over the last twelve months Ireland has recorded the fourth highest decrease in road death fatalities. During the same period the average rate for the 27 member states in the European Union

has had an overall increase of 2% (Hess 2007). It is therefore essential that a concentrated focus on vulnerable road users' be a constant facet of road safety policy in Ireland.

Despite our success in reducing road deaths in Ireland, it is an unfortunate fact that some roads users will ignore the advice, guidance, training and education that is disclosed about vulnerable road users. Where such ignorance is a factor, the Garda Síochána, as the enforcement agency for road traffic legislation, will continue to target offenders, both driver's and those vulnerable road users who continue to act inappropriately on our roads.

22

REFERENCES

Aarts, L. and Van Schagen, I. 2006: 'Driving speed and the risk of road crashes: a review' Accident Analysis and Prevention vol 38 pp 215-224.

Achterberg Franziska (2007), 'France as in Raising Compliance with Road Safety Council – 1st Road Safety PIN' ETSC.

Bedford D, McKeown N, Vellinga A, Howel F. (2006), 'Alcohol in fatal road crashes in Ireland in 2003' Population Health Directorate, Health Service Executive.

CAWT (2007), 'Steering to Safety Research Reports' (Various) INTERREG (EU Commission).

Department of the Environment, Heritage and Local Government, (2006), 'Irish Bulletin of Vehicle and Driver Statistics'.

Department of Transport 2002, Bicycle Helmets - A review of their effectiveness- A critical review of the Literature Road Safety Research, Department of Transport, UK.

Dublin Transportation Office (2007) One Small Step. viewed November 2007 http://www.onesmallstep.ie/ .

Hess C. (2007), Presentation to TISPOL Conference Brussels October 2007, EU Commission DGTREN Road Safety Unit.

Road Safety Authority (2007), 'Road Safety Strategy 2007 – 2012'.

Road Safety Authority (2005), 'Road Collision Facts 2005'.

Internal Audit
What is it all about?

Niall Kelly

Niall Kelly

INTRODUCTION

Some may validly ask what is internal audit. Why do we need it in the Garda Síochána? Does it have any relevance in relation to achieving our operational and strategic goals as an organisation? Does it have any relevance to policing on the ground? Or is it just an expensive overhead? This article aims to go some way towards answering these questions.

Firstly, the definition of internal audit as set out by the Institute of Internal Auditors (2001) is as follows:
"Internal auditing is an independent, objective assurance and consulting activity designed to add value and improve an organisation's operations. It helps an organisation accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control, and the governance process".

GARDA INTERNAL AUDIT SERVICE

The Garda Internal Audit Service has been in operation for over five years. Over the last year, following the implementation of the Garda Síochána Act 2005, the focus of the unit has changed slightly to take account of the changes set out in the Act. The Garda Commissioner now has greater autonomy and consequential specific accountability directly to the Oireachtas for the budget of €1.4bn. The Internal Audit Service advises the Commissioner in relation to the financial and property controls in place within the organisation. It does this by conducting audits of Garda divisions, sections and units based on an annual audit plan. The audit plan seeks to select areas for audit based on a risk assessment of the activities of the organisation. More recently the Audit Service has begun to audit issues rather than operational units and districts for example it has recently completed an audit on the systems for managing the transport fleet.

Some of the functions previously examined by Internal Audit have now been assumed by the Garda Professional Standards Unit to allow the Internal Audit Service to focus more directly on financial accountability issues.

Internal Audit is currently staffed by four Garda members and two civilian members with four additional positions to be filled in the near future.

As well as providing an advisory role to the Garda Commissioner, the Internal Audit Service seeks to be of assistance to each Division, District and Unit being audited. The aim is to encourage and recommend best practice across the whole organisation and to highlight situations where there are obsolete controls and wasteful bureaucracy.

We seek to be as unobtrusive as possible when conducting audits. Typically it gives notice and seeks information in relation to an up-coming audit about three weeks before audit testing is conducted. Terms of reference for the audit are agreed before commencement. A pre-audit and post-audit briefing meeting is held, generally with the Chief Superintendent in the area concerned. Once a draft report is completed it is forwarded to the manager in the area with space to include management responses to the issues raised. Any inaccuracies or misunderstandings can also be corrected at this stage. The completed report, along with management responses is forwarded to the Garda Commissioner.

23

communiqué — AN GARDA SÍOCHÁNA MANAGEMENT JOURNAL

Review audits are conducted between six months and one year after the original audit and focus on the implementation of the recommendations from the original audit report.

The Mullarkey Report (2002) gave further impetus and direction to Internal Audit when it stated:

"The sound control of public money depends on a robust system of internal control. By providing independent opinion on systems, procedures and controls, internal audit is an important element in providing assurance to the Accounting Officer on the system of internal control. This in turn assists Accounting Officers in discharging both their responsibilities for the integrity of the accounts which they must furnish to the Comptroller and Auditor General to be audited and reported on to the Dáil, and in discharging their responsibilities to the Public Accounts Committee as well as to the Minister".

24

The Commissioner must give assurance in a Statement of Internal Financial Control and he has described the role played by Internal Audit in supporting him in that responsibility, as follows:

"an internal audit function with appropriately trained personnel, which operates in accordance with a written charter is in place. Its work is informed by analysis of the financial risks to which the (Garda Síochána are) exposed and its annual internal audit plans, approved by (him), are based on this analysis. These plans aim to cover the key controls on a rolling basis over a reasonable period. The internal audit function is reviewed periodically by (him) and the Audit Committee. I (the Commissioner) have put procedures in place to ensure that the reports of the internal audit function are followed up".

Over the last year, the Internal Audit function has been redirected in order to fulfil the obligations flowing from the Mullarkey Report and to assist the Commissioner in fulfilling his obligations as Accounting Officer since July 2006. The positions of Head of Audit and Deputy Head of Audit have recently been civilianised. The Audit Committee however have emphasised that there is a requirement for Garda as well as civilian members in the Audit Service. Four additional positions have been sanctioned to bring the staffing complement up to ten staff.

THE AUDIT COMMITTEE

The Garda Síochána are fortunate in having a very active Audit Committee under the chairmanship of Mr. Robert Woods[1] and made up of three other external members, Aileen Pierce[2], Paul Turpin[3], Peter O Grady Walshe[4] plus one internal member in the person of Deputy Commissioner Peter Fitzgerald. The Committee meets approximately every two months to direct policy in relation to

---

1 Robert Woods is a non-executive chairman, director, member, trustee or committee member of a large number of organisations in both the public and private sector. He is a chartered accountant and former partner in KPMG.
2 Aileen Pierce is Director of UCD Quinn School of Business. She is a chartered accountant having worked previously with KPMG.
3 Paul Turpin is a Governance specialist with the Institute of Public Administration. He holds an MA (economics) and an MBA. Previous to the IPA he has worked in financial services, as an economic advisor to Government Ministers, with the National Economic and Social Council and with the European Commission.
4 Peter O Grady Walshe is a director of a number of companies. He is a chartered accountant who worked with KPMG. He is a former director of NCB Corporate Finance and former Managing Director of Xtra-vision plc and former finance director of Paddy Power plc.

internal audit, to review progress and advise the Commissioner. The Committee provides a report on its activities to the Garda Commissioner annually.

The Garda Síochána Act 2005 sections 44 and 45 sets out the requirement for and duties of, the Audit Committee. These duties include advising on the following matters:

(1) Proper implementation of Government guidelines on financial issues.
(2) Issues in relation to the responsibilities of Accounting Officers set out in previous acts.
(3) The appropriateness, efficiency and effectiveness of Garda Síochána procedures relating to public procurement, financial sanction for expenditure, safeguarding of assets, risk management, financial reporting and internal audit.

25

The Mullarkey Report sets out the advantages of Audit Committees as follows;
• They can act as another source of independent advice to Accounting Office/Commissioner.
• They can review the plans and reports of the Internal Audit unit and can quality assure the service provided by the unit.
• They can assess whether appropriate action is taken to deal with key issues identified by the internal audit unit and by external audit.
• They can examine and monitor the implementation of the Department's risk management strategy.
• Provided they have representatives external to the (Organisation) they can facilitate improvements in internal audit and internal control through the exchange of information between (i) Departments/Offices and (ii) between the private and public sectors.

IMPROVING THE ORGANISATION'S OPERATIONS

From the definition in the introduction above it is apparent that Internal Audit should *add value and improve an organisation's operations.* The Garda Síochána Corporate Strategy 2007-2009 sets out three key public imperatives that can add value and improve the Garda Síochána's operations. They are as follows:

(1) Public safety
(2) Public Confidence
(3) Transparent Public Accountability.

While internal audit is unlikely to be able to affect point (1) above, it should have an effect on points (2) and (3).

PUBLIC CONFIDENCE

By having systems to evaluate financial and other controls in operation and with the effectiveness of risk management, public confidence in the service can be enhanced. By encouraging a focus on risk management including the identification of major risks and putting in place risk mitigation strategies, there is a greater ability to avoid mistakes. In recent years the Morris Tribunal[5] and other events have demonstrated how things can go wrong. Difficulties inevitably

---

5 Morris Tribunal – Tribunal of Enquiry into certain Gardaí in the Donegal Division.

arise in such a complex, high profile and sensitive organisation as the Garda Síochána. Nor should we consider that such issues are unique to Ireland. Hodge (2004) summed up the findings of the Audit Commission in the UK in relation to governance failings in public sector organisations and listed seven common themes as follows

- The poor quality or absence of leadership
- Poor decision-making and decision-making processes
- Inadequate systems and processes such as performance management
- Lack of clarity in roles, responsibilities and activities creating poor accountability
- Poor working relationships and dysfunctional behaviour
- An insular organisational culture and poor focus on community and user needs
- Inadequate contingency plans or risk management strategies to deal with worst case scenarios.

Where problems arise a risk management process should help to identify these problems at an early stage. Action can then be taken to prevent these issues from developing into major problems. Borge (2001) states that *"risk management means taking deliberate actions to shift the odds in our favour – increasing the odds of good outcomes and reducing the odd of bad outcomes".* This should lead to less adverse publicity in relation to the activities of the organisation enabling the Garda Press Office to get across the positive messages rather than reacting to negative publicity.

TRANSPARENT PUBLIC ACCOUNTABILITY

In having on-going audit reports based on a risk assessment, which are forwarded to senior management and the Audit Committee for consideration, accountability is enhanced. This on-going audit work should allow for an overall view of the effectiveness of the control systems in place within the organisation. Since July 2006, when the provisions of the Garda Síochána Act 2005 came into effect, the Garda Commissioner is the Accounting Officer and has overall financial responsibility for the organisations budget of €1.4 billion. The Garda Commissioner has responsibility for presenting the Appropriation Account before the Oireachtas each year setting out the Expenditure and Income of the Garda Síochána and setting out a Statement of Assets and Liabilities. The Garda Commissioner can be queried and called before the Public Accounts Committee (Garda Síochána Act 2005) of *Dáil Éireann* in relation to:

(a) the regularity and propriety of the transactions recorded or required to be recorded in any book or record of account subject to audit by the Comptroller and Auditor General
(b) the economy and efficiency of the Garda Síochána in using its resources
(c) the systems, procedures and practices employed by the Garda Síochána for evaluating the effectiveness of its operations.

As Accounting Officer the provisions of the Mullarkey Report are now applicable to the Garda Commissioner. The most important of these is the requirement for the Commissioner to sign a Statement of Internal Financial Control with the Appropriation Account each year. This statement requires the Commissioner to give an overall opinion in relation to the following:

- The Financial Control Environment
- Administrative Controls and Management Reporting
- Internal Audit
- Enhancing Internal Control

The challenge for the Commissioner is that he cannot possibly know whether the financial and administrative controls are effective across the whole organisation, across the whole country, in every region, division, district, and station unless a robust risk management system is in place and sufficient internal audit work has been done to provide a reasonable level of assurance.

FINANCIAL CONTROL ENVIRONMENT

Under the heading of Financial controls, the Commissioner must confirm in his Statement of Financial Control that:

27

- financial responsibilities have been assigned at management level with corresponding accountability
- reporting arrangements have been established at all levels where responsibility for financial management has been assigned
- formal procedures have been established for reporting significant control failures and ensuring appropriate corrective action
- an evaluation of internal financial controls has been completed
- the need for ongoing review of internal financial controls is recognised. (Inter-Departmental Mullarkey Implementation Group 2004)

ADMINISTRATIVE CONTROLS AND MANAGEMENT REPORTING

Under this heading, the Commissioner must ensure that regular management reporting is in place including segregation of duties and a system of delegation and accountability and, in particular, that:

- there is an appropriate budgeting system with an annual budget which is kept under review by senior management
- there are regular reviews by senior management of periodic and annual financial reports which indicate financial performance against forecasts
- a risk management system is in place within An Garda Síochána
- there are systems aimed at ensuring the security of the ICT systems
- there are appropriate capital investment control guidelines and formal project management disciplines.

RISK MANAGEMENT AND ASSESSMENT

The Risk Management Guidelines for Government Departments and Offices (Department of Finance 2004), which were published as an aid to Departments and Offices of State to help them implement the recommendations from the Mullarkey Report in relation to risk management, defines risk as:

"a possible loss or adverse consequence that has the potential to interfere with a Department's (Organisation's) ability to achieve its objectives and fulfill its mission".

The Risk Management Guidelines (March 2004) further state that:

"Internal audit has a central role in advising Accounting Officers on the state of a Department's/Agencies risk management processes. Internal audit should regularly review risk management to ensure that it is robust.

Of course, internal audit always needs to heed the professional requirement for independence and objectivity.

Primary responsibility for risk management lies with line management. Internal Audit's involvement should stop short of responsibility and accountability for risk management across the organisation and of managing risks on management's behalf. However, in order to add value, it is often beneficial for internal audit to give proactive advice or to coach management on embedding risk management processes into business activities." (Internal Auditors UK and Ireland).

In recent years, risk assessment and management has become a primary tool of Internal Audit. While risk management is primarily the responsibility of line managers, internal audit uses risk assessment to set audit priorities and to ensure that systems exist for identification of risks and for putting in place mitigating strategies.

The overall risk process can be illustrated as follows (Department of Finance diagram):
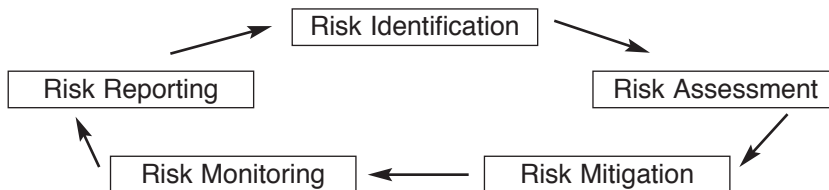
Enhancing Internal Control

The Mullarkey Report recognises that internal controls must be continuously reviewed and enhanced in the light of changing circumstances and events. It also recognises that no systems of control are perfect and that there is always room for improvement. The Statement of Internal Financial Control requires the Commissioner to set out in a note to the Appropriation Account the actions taken or planned to be taken to enhance the internal controls in An Garda Síochána.

Conclusion

The primary responsibility of the Garda Internal Audit Service is to provide adequate assurance to the Commissioner to allow him to sign the Statement of Internal Financial Control with the Appropriation Account. In order to provide this assurance sufficient Internal Audit work must be completed and a system of risk management across the whole organisation must be in place.

Whilst the responsibility of Garda Internal Audit Service is primarily financial accountability the experience from both the private and public sector is that assurance cannot be given in relation to financial issues by simply focusing on financial risk and financial audit. The Turnbull Report (1998) and Combined Code on Corporate Governance (2003) cited by Cain (2005) highlight that the broad management and operational controls must also be reviewed based on a risk assessment in order to provide assurance in relation to financial controls. Indeed the main public sector report in this area the Mullarkey Report sets out

that in order to access financial controls a risk management framework needs to be in place and states as follows:

"The risks to be addressed as part of a risk assessment and management programme are wide-ranging and include strategic, operational, financial and reputational risk. A risk strategy does not mean that sensible risks should not be taken, but that they should be properly assessed and managed" (Mullarkey 2002).

It is therefore essential that progress is made quickly in relation to the development of a risk management framework in line with the guidelines set out by the Department of Finance (2004). This process will require co-ordination across the whole organisation in order to provide assurances to the Oireachtas and the public in relation to the considerable level of public monies spent and received in the course of providing a policing service in Ireland.

The Garda Internal Audit Service, by prioritising its audit work with reference to the Garda Síochána Risk Register and by conducting audits in a systematic disciplined fashion in line with the professional standards set out by the Institute of Internal Auditors, should be able to provide the required assurance or highlight issues of concern to Senior Garda Management. The Audit Committee will oversee the work of the Service and provide further advice to Senior Garda Management. In this way, public confidence and transparent public accountability will be enhanced.

REFERENCES

Borge (2001) – The Book of Risk; Wiley.

Cain (2005); How did we get here? Development of UK's Corporate Governance Regime; Internal Audit and Business Risk; Volume 29 Issue 7, July.

Department of Finance (2004) Risk Management Guidelines for Government Departments and Offices.

Department of Finance (2004) Risk Management Guidelines for Government Departments and Offices, www.finance.gov.ie/documents/publications/other/riskmgmtguide.pdf

Garda Síochána Act 2005; Section 43.1 & 43(2)

Hodge, Neil. (2004) – Public Concerns – Internal Audit and Business Risk (Official Magazine of the Institute of Internal Auditors) – 2004.

Institute of Chartered Accountants in England and Wales (1998) –Internal Control Guidance – for Directors on the Combined Code - Working Group Chaired by Turnbull.

Institute of Internal Auditors www.iia.org.uk

Mullarkey Report (2002); Report of the Working Group on Accountability of Secretaries General; Chaired by Paddy Mullarkey, July 2002.   Chapter 6 paragraph 40.

Mullarkey Report (2002); Section 6.29.

Statement of Internal Financial Control as composed the Interdepartmental Mullarkey Implementation Group (2004).

29

A Brief History of the Garda Síochána College

Sergeant John Reynolds

Sergeant John Reynolds

The 'Irish problem' constantly tested the capabilities of politicians and administrators including the Chief Secretary of Ireland Robert Peel (MP for Cashel)[1] and later Prime Minister and founder of the London Metropolitan Police), causing him to remark in 1812 that the cause of ongoing disturbance in Ireland was *'that natural predilection for outrage and a lawless life which I believe nothing can control'*. Following unsuccessful rebellions in 1798 and 1803 an intensive programme of barrack building took place in Ireland. Aside from the fear of further uprisings taking place, England was at war with France, and the threat of invasion from Napoleon's army was a real possibility, given that French fleets had arrived at Bantry Bay in 1786 and Killala Bay in 1798. Several barracks were constructed in the county of Tipperary, which had a reputation for rebellion and lawlessness. Writing about the county, Peel commented that *'you can have no idea of the moral depravation of the lower orders in that county'*. (Gash, 1976)

The Garda Síochána College was originally constructed as Richmond barracks in 1815 on a fifty-seven acre site owned by Sir John Craven Carden (1757-1820) of Templemore Abbey. Richmond was the third largest barracks in Ireland and had accommodation for *'54 officers, 1500 men and 30 horses, a hospital for 80 patients; a bridewell; a fever hospital and a dispensary, ball, news and reading rooms, and a public billiard table'*. (Lewis, 1837)

PLATE 1: RICHMOND BARRACKS, TEMPLEMORE 1829.

Drawing by Lt. Robert Smith, engraving by Henri Brocas.
Source: National Library of Ireland.

In 1847 Harry Loft, an Ensign in the 64th Regiment of foot was garrisoned in Templemore at the time of the famine. In a letter to his mother in England, he described Richmond as *'splendid barracks, with two large squares, and all the buildings three stories high.'* He described the town of Templemore as *'a wretched place…there is only one street with three or four respectable shops'*. (Loft, 2003). The presence of Richmond barracks in Templemore brought employment and much needed revenue to the local area. It also provided the opportunity for local men to enlist. Richmond was primarily a recruit-training depot, where regiments were stationed for a period of time to recruit, train and then depart on campaign throughout the British Empire. Irishmen were considered good recruits, being described by one military surgeon as *'physically and morally the best adapted for*

---

1 Sir Robert Peel was later Prime Minister and founder of the London Metrpolitan Police

service', and they signed up in large numbers to accept the *'Queen's shilling'* as shown in Table 1. (Bartlett and Jeffrey, 1996)

TABLE 1: IRISHMEN AS A PERCENTAGE OF THE BRITISH ARMY 1830–1898

Year	Percentage	Year	Percentage
1830	42.2%	1878	21.9%
1840	37.2%	1883	20.0%
1868	30.8%	1893	13.4%
1873	23.7%	1898	12.9%

The loyalty of some Irish soldiers was always an issue of concern, for example in 1865 the 11th Depot Battalion was transferred from Templemore to Enniskillen and replaced by the 59th Regiment from Glasgow as it was *'strongly suspected that the regiment was tainted with Fenianism'.* (The Nenagh Guardian, 12 December 1865).

31

WORLD WAR 1

By 1909 Richmond barracks had been vacated, and Templemore town council was informed by the War Office that there was *'no prospect of troops being quartered there in the near future'.* However, the outbreak of World War 1 in August 1914 brought a reversal of this policy. Between October 1914 and March 1915, Richmond became a prisoner of war camp, holding over 2,300 German soldiers who had been captured on the western front. The barrack square was divided into four huge cages, complete with searchlights, barbed wire and sentry towers. Two POWs died while in captivity and were buried with full military honours in Templemore. There is evidence to show that the local IRA under the command of Pierce McCan formulated a plan to attack the barracks with the objective of releasing the prisoners. The IRA were hopeful that the German Government would send troops to invade Ireland, opening up a *'second front'* against the British. When the plot was discovered, the POWs were hastily moved to a new camp at Lancashire in England. Richmond then became a large training depot for recruits of the Munster Fusiliers and the Leinster Regiment destined for the trenches of the Western Front. In 1916, soldiers of the Leinsters were dispatched from Templemore to reinforce the Dublin garrison during the Easter Rising.

PLATE 2: GERMAN PRISONERS OF WAR IN RICHMOND BARRACKS 1914.
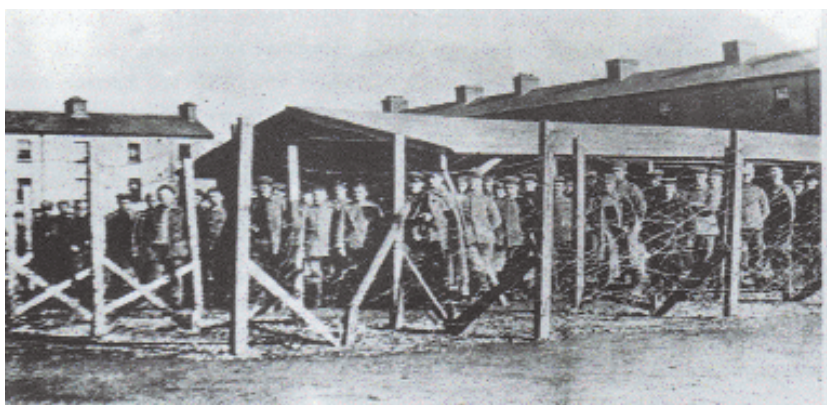
Source: Garda College Museum.

32

THE ANGLO-IRISH WAR & CIVIL WAR

The outbreak of the Anglo-Irish war is conventionally dated from 21 January 1919 when a group of nine IRA volunteers including Dan Breen and Sean Treacy of the 3rd Tipperary Brigade attacked a Royal Irish Constabulary (RIC) gelignite escort at Solohedbeg near Tipperary town. In the mêlée that followed, RIC Constables James McDonnell 50616, and Patrick O' Connell 61889 were killed. Following the outbreak of the war, Templemore rapidly became heavily militarised. The 1st Battalion of the Northamptonshire Regiment were garrisoned at Richmond, a contingent of RIC 'Black & Tans' were based in the police barracks, and 'B' company of the RIC Auxiliary Division (ADRIC) were situated in the vacated mansion of Sir John Carden at Templemore Abbey. The Tans and Auxiliaries were ex-servicemen that had been recruited in England early in 1920 to augment the regular RIC as they were *'now useless as a civil police force'* (Hansard, 1920). The Tans and Auxiliaries soon established a reputation for brutality, being described by the former Irish Member of Parliament William O' Brien as *'desperadoes of the vilest type'* (Holt, 1960).

On two occasions the Northamptonshires carried out reprisal attacks in Templemore, with many business premises being looted and burned. One attack was in revenge for the killing of RIC District Inspector Wilson by the IRA, following which the town hall was burned down. During this incident two members of the regiment were killed when they became trapped inside the town hall.

THE 'TEMPLEMORE MIRACLES'

Following the town hall incident, reports of 'supernatural manifestations, accompanied by cures' occurring in Templemore and nearby Curraheen were received (The Irish Times, 23 August 1920). It was alleged that religious statues were shedding tears of blood, and a local youth, James Walsh claimed that he was experiencing visions. Some people believed that divine intervention had taken place to prevent the town being completely destroyed in revenge for the death of DI Wilson, and that *'Our Lady saved Templemore'*. It was reported that the *'military swore to sack the town and make the Catholics pay for it'* (The Limerick Leader, 3 September 1920). Thousands of pilgrims travelled to the area each day to view the 'bleeding statues', but the Catholic Church expressed 'extreme reserve' about the cures and miracles attributed to them. (The Irish Times, 23 August 1920). Reporting the miracles to IRA General Headquarters Edward McGrath, Vice Commandant of the 2nd Brigade stated that the town was packed with *'pilgrims, beggars, stall-holders and undesirables. The police and military had disappeared off the streets and the I.R.A had taken over. They controlled traffic, introduced parking and restored order'.* The IRA also imposed a tax on pilgrims of 2/6d per day, and after deducting the Volunteers expenses, the surplus funds were used to buy arms and ammunition.

James Walsh was sent to Dublin to be interrogated by IRA Commandant Dan Breen on the instructions of Michael Collins. Breen interviewed Walsh and concluded that *'he was a fake'.* Walsh left the county shortly afterwards. Collins had received complaints from the local Catholic clergy that the statues had been engineered to bleed at specific times. When a statue was brought to Collins for examination, he broke it open and found that the internal mechanisms of an alarm clock had been concealed inside. The mechanism was connected to a

fountain pen insert containing sheep's blood. When the mechanism struck a certain time it sent a spurt of blood through the statue's heart giving the impression that the statue was bleeding.

To deter pilgrims from coming to Templemore, the IRA ambushed and killed two RIC members at Kiloskehan near Barnane on 29 September 1920. Pilgrims were forced to take the bodies of the dead policemen back to Richmond Barracks in their car. This ambush brought large numbers of military and police reinforcements to the area who indulged in a *'reign of terror by indulging in indiscriminate firing into houses and across fields'* (Statement of James Leahy, Bureau of Military History (BMH)/WS.1454, p42).

PLATE 3: CHILDREN PRAYING IN FRONT OF THE 'BLEEDING STATUES', SEPTEMBER 1920

33
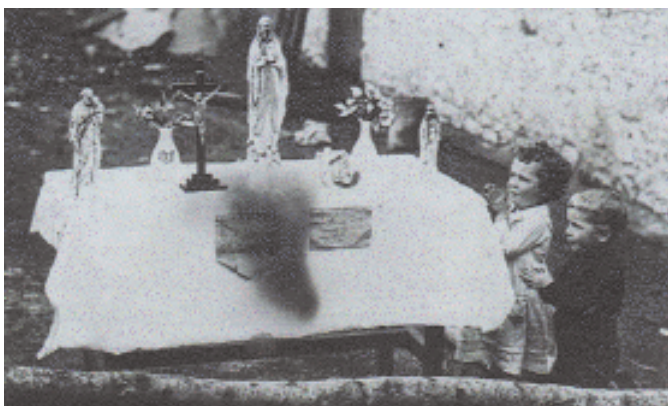
Source: National Photographic Archives.

Rumours spread that Templemore would be burned to the ground as a reprisal for the Kiloskehan ambush; Pilgrims, stall-holders and tramps all made a hasty exit. Within twenty-four hours normal conditions prevailed in the town once more. The phenomenon of the 'Templemore Miracles' had lasted for three weeks.

THE TRUCE AND CIVIL WAR

In November 1921 following the agreement of a truce between the Irish Provisional Government and the British Government, Richmond Barracks was formally handed over to the IRA by Major Phibbs of the Northamptonshire Regiment. The Regimental diary acerbically noted that *'the Barracks was handed over to a motley force calling itself the Irish Army'.* Richmond was renamed McCan Barracks to commemorate the first Member of Parliament for Mid-Tipperary, Pierce McCan, who died in Gloucester prison in 1919.

During the Civil War, which began on 28 June 1922, the situation in Templemore was very tense, with anti treaty IRA member's knows as 'irregulars' occupying McCan Barracks. Preparations were made by the national army to storm the barracks, but a truce was arranged by the Archbishop of Cashel and Emly, Dr. Harty, which allowed the barracks to be vacated by the irregulars, and the National Army took over.

THE EMERGENCY

When World War II began in 1939, a state of emergency was declared in Ireland, which remained neutral. McCan Barracks was occupied by the 10th Uisneach Battalion, and until the war ended in 1945 a large garrison was stationed in Templemore. A commemorative plaque is located at the College Driving School remembering the soldiers who served in Templemore during the emergency period. McCan Barracks was vacated except for F.C.A camps during the 1950's, and when the F.C.A was integrated with the regular Army, it became the Headquarters of the 3rd Field Artillery Regiment.

GARDA TRAINING CENTRE

34

In 1964 it was decided to move recruit training from the Depot in the Phoenix Park, Dublin to McCan Barracks, which became the Garda Training Centre (GTC). On 14 February, recruits and staff left the Phoenix Park Depot, which had been used for training recruits since 1842, and marched to Heuston railway Station and boarded a train called the 'Templemore Special'. On 21 February, the GTC was officially opened by Mr. Charles J. Haughey, the Minister for Justice, and Commissioner Dan Costigan.

An enormous tragedy for An Garda Síochána and the GTC occurred on 16 December 1983 when 23-year old recruit Garda Gary Sheehan, and Private Patrick Kelly of the Defence Forces were killed while on duty at Ballinamore, Co. Leitrim while searching for Mr. Don Tidey, who had been kidnapped by the IRA. A memorial plaque to R/Garda Sheehan is situated at the College Guardroom, and on graduation days, the Gary Sheehan Memorial Medal is awarded to the best all-round probationer.

In April 1989, following a major examination of training methods for An Garda Síochána, a new two-year Student/Probationer Training Programme was introduced. A major building programme saw the facilities developed and modernised to the most up to date standards in Europe and the name of the institution changed from the Garda Training Centre to the Garda College. In 1992 the Garda College was designated as an Institute of Higher Education by the National Council for Education Awards (NCEA). In 1993 the two-year Student/Probationer programme was accredited by the Higher Education and Training Awards Council (HETAC) with the award of a Degree in Police Studies. A more recent development was the introduction of a degree in police management for members of Inspector rank and above.

GARDA COLLEGE MUSEUM

The Garda College Museum was opened in 2002 and has a large collection of memorabilia from Ireland and around the world. Since opening, the Museum has proven to be a very popular addition to College facilities, and a planned expansion will deal with the Military history of the complex from 1815 to 1921.

The Garda College has a long and fascinating history since being built in 1815. It has been centrally involved in Rebellions, the Anglo-Irish war, the Civil War and the foundation of a new State. More recently it has found a new lease of life as a world leading Police Training facility and vibrant third level institution. As

it approaches its 200th anniversary, the Garda College is rapidly expanding to meet the needs of An Garda Síochána, and continues to play a pivotal role in Irish society.

35

REFERENCES:

Bartlett, T. and Jeffrey, K. *'A Military History of Ireland'.* Cambridge University Press 1996.

Bureau of Military History (B.M.H), Cathal Brugha Barracks.

Correspondence between Templemore Urban District Council and the War Office, 1909.

Costello, C., *'A Most Delightful Station',* Collins Press 1996.

Gash, N. *'Peel, a condensed version of Mr. Secretary Peel and Sir Robert Peel'.* Longman. 1961.

Hansard Parliamentary Debates, vol. 134 (18 November 1920), col. 2115. English National Archives. T1/11376.

Lewis, S., *'A Topographical Dictionary of Ireland, Part II, 1837'.*

Liverpool papers, British Museum, additional manuscripts 38195.

Loft, M. *'Harry Loft and the 64th Regiment of Foot'.* Churnet Valley Press 2003.

The Irish Times, 23 August 1920.

The Limerick Leader, 3 September 1920.

Statements of IRA veterans.

Statement of James Leahy, Bureau of Military History (BMH)/WS.1454, p42.

BMH/WS.1739 Daniel Breen   Quartermaster, 1st Tipperary Brigade.
BMH/WS.1454 James Leahy   Commandant, 2nd Tipperary Brigade.
BMH/WS.1475 Patrick Kinnane   Commandant, 2nd Tipperary Brigade.
BMH/WS.1522 Edward McGrath   Vice Commandant, 2nd Tipperary Brigade.
BMH/WS. 1389 Séan Gaynor   Adjutant, 1st Tipperary Brigade.
BMH/WS.1510 James Duggan   Captain, 2nd Tipperary Brigade.
BMH/WS.1486 Séan Scott   Commandant, 2nd Tipperary Brigade.

NOTES

36

Note for contributors

Copyright

Articles submitted to the journal should be original contributions and should not be under consideration for any other publication at the same time. Authors submitting articles for publication warrant that the work is not an infringement of any existing **copyright** and will indemnify the publisher against any breach of such warranty. For ease of dissemination and to ensure proper policing of use, papers and contributions become the legal copyright of the publisher unless otherwise agreed. Submission should be sent to:

The Editor

Peter Fitzgerald, Editor:
Communiqué,
Office of Deputy Commissioner,
Strategy and Change
Management, Garda Headquarters,
Phoenix Park, Dublin 8
Tel: (01) 6661254; Fax; (01)
6661692;
E-mail srmstaff@garda.ie

Editorial objectives

Ultimately, the goal of Communiqué as the management journal of An Garda Síochána is to promote best practice in policing operations and management by identifying and communicating excellence from within the organisation and without.

To accomplish this goal, Communiqué encourages:

(a) The submission of appropriate articles on policing operations and management
(b) Views on current criminal justice issues
(c) Criminal justice and, particularly, policing research results
(d) Sound methodological rigorous and substantive critiques of academic issues in policing theory and practice
(e) Contributions to best practice in training and development
(f) Lessons from the international policing arena.

The reviewing process

Each paper is reviewed by the editor and, if it is judged suitable for this publication, it is then sent to the Editorial Board for approval. Based on their recommendations, the editor then decides whether the paper should be accepted as is, revised or rejected.

Manuscript requirements

One copy of the manuscript should be submitted in single line spacing with wide margins. All authors should be shown and **author's details** must be printed on a separate sheet and the author should not be identified anywhere else in the article.

As a guide, articles should be between 1,500 and 3,000 words in length. Preferred length is between 1,500 and 2,000 words. A copy of the work should also be provided by email to srmstaff@garda.ie.

A **title** of not more than eight words should be provided. On separate paper, brief **autobiographical note** should be supplied including full name, affiliation, e-mail address and full contact details. Authors must supply an **abstract** of 100-150 words. Up to six **keywords** should be included which encapsulate the principal subjects covered by the article. Where there is a **methodology**, it should be clearly described under a separate heading. **Headings** must be short, clearly defined and not numbered. Notes or **Endnotes** should be used only if absolutely necessary and must be identified in the text by consecutive numbers and listed at the end of the article. **Figures**, **charts** and **diagrams** should be kept to a minimum. They must be numbered consecutively using arabic numerals with a brief title and labelled axes. In the text, the position of the figure should be indicated appropriately, e.g. "…as shown in Figure 3 below.". **Tables** should be kept to a minimum. They must be numbered with a brief title. In the text, the position of the table should be shown in the same way as for figures. **Photos** and **illustrations** must be supplied as good quality originals with captions. Their position should be shown in the text by typing on a separate line the words "take in Plate 1".

Final submission requirements
Manuscripts must:
• be clean, good quality hard copy
• include an abstract and keywords
• have Harvard style reference
• include any figures, photos and graphs as good quality originals
• be accompanied by a labelled disk

References

to other publications must be in Harvard style. That is, shown within the text as the first author's name followed by a comma and year of publication all in round brackets, e.g (Fox, 1994).
At the end of the article a reference list in alphabetical order must be given as follows: For books: surname, initials, (year) title, publisher, place of publication, e.g. Kenny, I. (1999), Freedom & Order: Studies in Strategic Leadership, Oak Tree Press, Dublin.

For journals: surname, initials, (year) "title" journal volume, number, pages, e.g. Fox S.(1994). "Empowerment as a catalyst for change: an example from the food industry", Supply Chain Management, Vol. 2 No.3, pp.29-33.

Final submission of the article

The manuscript will be considered to be the definite version of the article. The author must ensure that it is complete, grammatically correct and without spelling or typographical errors. The electronic version should be submitted in Microsoft Office Word format. For assistance contact Geraldine Greene at the Office of Deputy Commissioner, Strategy and Change Management, phone (01) 6661254 or at Email john.keegan@garda.ie.

IN THIS ISSUE

Letters to the Editor
Letters will be welcomed by the editor and should be addressed to:

Peter Fitzgerald, The Editor, Communique,
Office of Deputy Commissioner,
Strategy and Change Management,
Garda Headquarters, Phoenix Park, Dublin 8.

Short articles which meet the criteria in Notes for Contributors overleaf will be welcomed by the Editorial Board.