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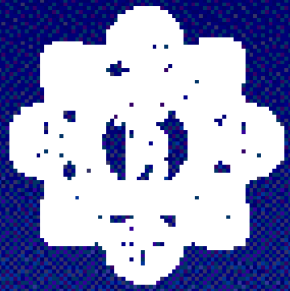
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CHIEF SUPERINTENDENT CATHERINE CLANCY joined the service in 1975 serving in Pearse Street, Dublin and later in Naas. In 1980 she served as Detective Garda with the Investigation Section, Technical Bureau. On promotion in 1989 she served as uniform Sergeant in Ballyshannon and Detective Sergeant in Donegal Town. In 1993 on promotion to Inspector, she served with the United Nations Transitional Authority in Cambodia. She served in Community Relations from July 1993 to 1996 and on promotion to Superintendent went to Dungarvan, Co. Waterford as District Officer. She holds a Management Diploma from the College of Catering, Dublin, has lectured at Penn State University, USA and since promotion to Chief Superintendent in April 1999 she is responsible for the Garda Community Relations Section. The work of the Community Relations Section covers Juvenile Offenders, Community Relations, Crime Prevention, and Ethnic and Race Relations. She was co-ordinator of the Capital Police European Conference held in Dublin in 1996.

The Garda Síochána Website *www.garda.ie*

Superintendent John Farrelly



John Farrelly

INTRODUCTION

The Internet was developed in the 1960's and its emergence as a popular medium of communication across the world did not take place until 1993. That was the year when Mosaic, a viewing/browsing technology was launched creating a graphical layer sitting on top of the internet, making content retrieval more user friendly. During the remainder of the 1990's the number of people gaining access to the internet grew at a significant rate. It is difficult to accurately state the number of persons who now have regular access to the internet, but recent figures suggest that 30 per cent of all Irish adults are regularly 'online'.

An Garda Síochána realised the potential of this relatively new medium of communication with the public. Accordingly, in 1997 a small working group was established under the guidance of the Garda Information Technology Section. This group had a brief to design a new Garda website which first went 'live' in May 1998. Information pages on the first website focused on Careers Information, Press Releases, Tourist Information, History and a general overview of the service structure. An email page was also available to elicit feedback from users. The initial response from the public was very positive.

However, with any website one of the keys to success is to constantly update the site content. Within the web design profession, the saying "Content is King" is well known and always adhered to. Changing content is what encourages people to return to a website. Within the Irish Public Sector, over 80 per cent of all websites are managed by the Press/Information/ Marketing Office. A decision was thus taken to transfer editorial control of the Website to the Garda Press and Public Relations Office, becoming effective in October 1998.

STAFF TRAINING

A number of steps were taken to ensure that Press Office personnel could effectively manage such a high profile website. One week was spent at RUC Headquarters in Belfast observing at first hand the procedures used by their webmaster. The knowledge gained there was invaluable, since the two organisations are closely matched in terms of the mutual challenges being faced by their website staff. Later, three from the Press Office completed external training courses in HTML – the language used to create standard webpages. In early 2000, two members completed another course in website design and maintenance at the Financial Services Centre, Dublin. This course was funded by the Information Society Commission to fast track the skills acquisition of Public Sector webmasters. In March 2000, the Garda Webmaster visited the NYPD web team as part of the Mc Cabe Fellowship Programme.

Since 1999 the Gardaí have been members of the Public Sector Webmasters Network, a group established and managed by the Centre for Management and Organisation Development (CMOD) at the Department of Finance. The group with representatives from central Government Departments, semi-state organisations and An Garda Síochána, meet on a monthly basis to discuss topics concerning public

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sector websites, and input to policy-making decisions in this area. The Network allows relationships to be established with other public sector web specialists, enabling exchanges on ideas and best practice methods.

A web publication guideline was published by the Department of the Taoiseach in 1999. This important and useful document lays down the guidelines to which all public sector websites, including www.garda.ie must adhere. It advises against “fancy” or “gimmick” type graphics, and the need to use the organisation’s web address on all official stationery. Important, also, is the requirement that any publication must be published on the organisation website at the same time, or before, publication by traditional means. All Garda publications must be made available on our website at the same time as or before, publication by normal methods. For example, The Garda Síochána Annual Report 1999 was published on the Garda Website the same morning as it was released by the Minister for Justice, Equality and Law Reform.

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THE NEED FOR A NEW WEBSITE

Although the first Garda Website had generally performed well, it was felt that a new look website with vastly enhanced content was needed. The original website did not have a dedicated area for missing persons. As the number of Press Releases on the site grew, it became harder to find particular missing person cases. In addition, missing person cases originating prior to the establishment of the site in 1998 were not listed. This needed to be addressed. The original website also required changes to take into consideration some of the Government guidelines mentioned above. For example, the need to have a publications page, where all Garda publications could be made available.

A redesign project started in Spring 2000, involving a small working group. The project took about nine months to complete and the site went ‘live’ in mid-January 2001. At all stages during the development process, compatibility across browser platforms was uppermost in mind. The two most popular browsers are Microsoft Explorer and Netscape Communicator. Some HTML commands will work in one browser but fail in the other. Most internet users consistently use one browser and may not be aware of the difficulties that can arise.

The first main task for the project team was to draw up a list of each area of content required. It soon became apparent that the depth and breadth of the Garda Organisation with so many sections, units and areas of work impacting upon the lives of every citizen, increased the complexities of the challenges faced. This could be contrasted to less complex organisations, such as a hotel chain or airline, with a focused, limited range of activities.

A graphic designer put forward a number of concepts regarding the overall look and ‘feel’ of the new site. The final design has a yellow background, a less common website colour. The colour does make an impact, differentiating the Garda website from millions of others, making it look bright, cheerful and refreshing. The colours were drawn from the corporate colours – yellow from the yellow stripes on the Garda fleet, blue

from our uniforms and red from rank insignia. The main homepage shows a number of images of Gardaí meeting with the public we serve. These images blend from one to the other slowly. A scrolling box on the left-hand side presents the main news or developments from the service in a 'headline' type news approach. The effect is to give some 'life' to the main homepage.

The new website provides greatly expanded information on virtually every aspect of Garda work. Some of the areas covered which were not available on the old website include senior management profiles, an images database, a major events page, a 'links' section and pages on items of local interest. Special emphasis has been given to missing persons, with a red 'missing persons' tab on every page. No matter what part of the website an individual may be in, they can go straight to the missing persons index with a single click of a mouse button.

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MISSING PERSONS

Including a photograph when publishing the details of a missing person is essential. Media organisations can download and use the image once it is freely available on the internet. This obviates the need for Gardaí to physically copy and deliver photographs of missing persons to newspapers and other media. The time factor involved in getting such photographs to the media is now dramatically reduced. As soon as an image is scanned into digital format and uploaded to our website – a process that may take 15-20 minutes – it is available to be copied and used in newspapers. This greatly increases the chance of getting the photograph into the newspapers, as journalists often have tight (and surprisingly early) deadlines.

The internet is global. Website statistics have shown that people have logged onto the Garda website from almost every country in the world. In fact, approximately 50 per cent of those who log onto the site are located outside of the State. The most log-ons after Ireland are from the UK, the USA, Australia and Canada. Emails are received on a daily basis from people many thousands of miles away in different time zones. The convenience presented to such people by using email to contact the Gardaí far surpasses the alternative methods of communication like telephone or ordinary mail.

Typical queries include requests for Police Certificates of Character, requests for assistance from researchers and comments from tourists who have returned home after holidaying here. In two separate instances urgent emails were received from concerned persons, one in the USA and one in Australia inquiring about relatives living here alone that they had been unable to contact. Local Gardaí checked out both addresses, found the persons alive and well and this fact was communicated by return email within the hour.

The reporting of crimes or suspicious activity via the website is not encouraged. This is expressly indicated on the email contact page. Emails are not monitored continually 24 hours per day. Perfect security and confidentiality of email travelling across the internet is impossible.

Moreover, internet connections, being usually via ordinary telephone lines, fail resulting in some messages not reaching their destination promptly. Most people who use the internet will have experienced line disconnections and sometimes a real difficulty in connecting at all. As the world becomes more internetted and network security and connectivity becomes more perfect in a broader-band net system this policy can be reviewed. Some argue that the future of the net is hand-held – mobile phones with increased functions.

FUTURE WEBSITE DEVELOPMENTS

6 Demands on the Garda website will grow as the numbers of people using the internet grow. The Local Pages section is intended for local community news and will extend to appeals for information on burglaries and other crimes, details of stolen property recovered by Gardaí, etc. There is huge growth potential in this area and it is expected that this will be one of the most dynamic parts of the Garda website in the medium/long term. Other future developments could include such matters as online recruiting (the application form for the last recruitment campaign was available on the website) and a payment facility for fines-on-the-spot which would reduce the amount of time spent by Gardaí accepting cash at Garda Stations. Presenting core information in a wider range of languages will be considered to assist the increasingly broader cultural make-up of the population.

It is our intention to continually enhance and improve the Garda website, which should be considered as one of our main media of communication. The website is the most widely read Garda publication. Up to 12,000 different users log on each month (some of these would log on many times each month increasing the level of visits substantially). Each user who browses around the site, downloads and looks at an average of 34 pages. The new website has received very positive feedback since its launch last January. For example, the largest selling internet magazine in Ireland Dot.ie, placed the Garda Website amongst the top 7 of 86 Irish public sector websites examined (Dot.ie, March 2001).

The operation of the site has also been hugely cost effective. Very small sums have been expended on hardware, software and training yet there is a significant return on this investment. We have the ability to publish to a global audience and make savings in terms of less time spent copying, posting or faxing information as it is now available to anybody with a PC connected to the internet. People can usually find what they need to know on the website reducing the amount of frequently recurring information requests that are made to Garda Stations and Offices. This assists in freeing up Garda time for other tasks.

CONCLUSION

The Garda website has been very successful since its inception in 1998. Future demands on the site are expected to increase steadily. In response, it is essential that we satisfy that demand as part of our quality service goals. We must react to the needs of the community we serve and provide the quality service they demand. This will require us to continuously improve the quality of the web and the information available.

The Participation of An Garda Síochána in Local Network Approaches to Domestic Violence



Karl Heller

Inspector Karl Heller

“He beat me brainless and I felt guilty. He left me without money and I was guilty. I wouldn’t let the kids into the kitchen after teatime, I couldn’t let them near the cornflakes – and I was to blame. They went wild, they went hungry and it was my fault. I couldn’t think. I could invent a family meal with an egg and four slices of stale bread but I couldn’t think properly. I couldn’t put a shape on anything. I kept falling apart”. (Doyle 1996)

INTRODUCTION

Roddy Doyle’s fictional illustration of a woman’s experience of domestic violence⁽¹⁾ is the cold reality for many women in Ireland. One of the significant features of domestic violence is its inherent complexity.

The portrayal of the women’s shattered life is captured in his *The Woman who Walked into Doors* (1996). The violent man’s needs to control every aspect of his wife’s (and children’s) lives, his physical violence and his emotional and psychological abuse, her sense of powerlessness and sadness, her upset and anger and the negative impact on her sense of identity are all characteristics of an intricate and widespread problem affecting Irish society.

This paper will examine how An Garda Síochána has responded to the needs of these women and how its response is developing through participation in a “Local Network” type approach.

DEVELOPMENTS 1990’s

In March 1993 the Garda Commissioner established the Domestic Violence and Sexual Assault Unit (then, the Woman and Child Unit) as an acknowledgement that a more pro-active approach was required (Murray 1996) to tackle domestic violence.⁽²⁾ The following year (1994) witnessed the formulation of a pro-arrest policy by the Garda Síochána for investigators of incidents of domestic violence. The manager of the newly formed unit immediately described domestic violence “as a serious crime” (Murray 1996).

The following seven years saw the introduction of the Domestic Violence Act 1996 and the amendment, in 1997, of the 1994 Garda Síochána Policy on Domestic Violence Intervention. The Act dealt with both the civil and criminal aspects of domestic violence, and the newly amended policy document took account of the changes in the law.

1997 saw two further Acts which would impact on domestic violence, the Non-Fatal Offences Against the Person Act (1997), and the Bail Act 1997. The former consolidated definitions of assault and threats of harm



and harassment and the latter introduced more stringent bail conditions by the provision of authority to the courts to refuse bail where satisfied that refusal or failure was necessary to prevent the commission of a serious offence. The schedule in the Bail Act 1997, specifies amongst other crimes, both assaults and sexual assaults. Concurrent with changes in law and policy has been the evolution of An Garda Síochána. The 1990's saw a shift from a "traditional force type orientation and title to a more service orientated approach" (Heller 1998). This development was in line with the Garda Mission Statement, which offers the following commitment:

. . . to achieve the highest attainable level of personal protection, community commitment and state security.

(Garda Síochána Corporate Strategy 2000-2004) ⁽³⁾

There is evidence which suggests that these important changes and the resulting efforts to improve Garda response to domestic violence have created an atmosphere conducive to promoting the reporting by women of incidents of domestic violence.

TABLE 1 REPORTED INCIDENTS OF DOMESTIC VIOLENCE (1994-1999)

Region	1994	1995	1996	1997	1998	1999
Eastern Region	296	431	631	506	841	818
Dublin Region	2,875	2,408	2,996	2,306	4,988	6,628
Northern Region	200	200	199	302	373	281
South Eastern Region	168	245	164	267	531	529
Southern Region	304	570	491	530	1289	1373
Western Region	108	132	164	273	426	481
Total:	3,951	3,986	4,645	4,184	8,448	10,110

Source: Garda Síochána, Annual Reports, 1994, 1995, 1996, 1997, 1998, 1999 ⁽⁴⁾

There were 10,110 domestic violence incidents recorded in 1999, an increase of 20 per cent over 1998 and 159% when compared with 1994 ⁽ⁱ⁾.

The participation of nominated members of Inspector rank on each of the regional committees on violence against women and the appointment of an Inspector to the National Steering ⁽ⁱⁱ⁾ committee are both important developments in promoting partnership (Office of the Tanaiste 1997) ⁽⁵⁾ with communities amongst both statutory and voluntary groups and in turn improving joint service delivery to victims of domestic violence.

(i) 1994 – Introduction of domestic violence intervention policy document (revised in 1997), and the introduction of publication of domestic violence statistics.

(ii) The Task Force report on violence against women recommended the formation of both regional and national planning committees in each Health Board; these committees were established in mid 1998.

The establishment of local network^{s(iii)} in particular the development of the Dublin (North East) Domestic Violence Forum in the Coolock area is viewed by many practitioners as providing a potential role model for others developing the network approach to domestic violence ⁽⁶⁾ (Kelleher 2000).

LOCAL NETWORK (DUBLIN NORTHEAST DOMESTIC VIOLENCE FORUM)

The Forum was established by Mr. Paul Tierney (Northern Area Health Board, Community/Social Worker) following the convening of a conference at the Regency Hotel on November 24th 1998. A total of sixty-eight representatives from statutory agencies and voluntary and community groups met with the view to initiating a “coming together, of practice and awareness around domestic violence” (Tierney 1998) as a key part of its strategic development. ⁽⁷⁾ On January 19th, 1999, a steering group comprising of representative from:

- Women’s aid
- An Garda Síochána
- Adult Hospital Services
- Move
- Fingal County Council
- Northern Area Health Board (Medical)
- Northern Area Health Board (Social)
- Probation and Welfare Service
- Aoibhneas Refuge
- The Local Community
- Children’s Hospital Services
- Dublin Corporation
- Rotunda Maternity Hospital.

was formed. The initiative covers a wide area of North East County Dublin, stretching from Artane/Coolock through Malahide and Swords to Skerries and Balbriggan and incorporates a population of over 200,000. It crosses the boundaries of two Local Authorities (Fingal County Council and Dublin Corporation), three Garda Divisions, (Louth/Meath, DMR West and DMR North) and includes all of Community Care Area 8 of the Northern Area Health Board.

The group has involved itself in intensive efforts to develop a more co-ordinated response to domestic violence at local level. This process as anticipated by the task Force on violence against women has taken “some time to develop” (Office of the Tanaiste 1997). One member of the Steering Committee aptly describes the progress of the Group’s work as “slow but real; with trust slowly being built among steering group

(iii) The Task Force Report on Violence against Women recommended the piloting of local networks in each Health Board area; the Dublin North East local network started in February 1999.

members”⁽⁸⁾ (Tierney 2000). The participants in the Forum have set themselves a challenge to be respectful to each other as they travel along the road of joint agency/community co-operation.

10 In an analysis of this type of crime (which is perpetrated in nine out of every ten cases by a man against a woman – Garda Síochána 1999) it is now well established that a co-ordinated response by voluntary and statutory agencies and community groups is required to provide an effective response (Hague and Malos, 1996; Hague, Malos and Dear 1995; Leeds Inter-Agency Project: Progress Report, 1996; Task Force Report on Violence Against Women 1997; McElhaney and Effley, 1999; Kelly, 1999 as quoted by Tierney (2000). From the beginning, members of the Forum required as an underpinning principle that when bad practice in service delivery was identified it would always be challenged in an open and considered manner at forum meetings. A number of key aims are agreed by participants in the forum and they include:

- to challenge any tolerance of domestic violence;
- to understand and respond to the individual needs of victims (including children) of domestic violence;
- To raise awareness of domestic violence in agencies and the community at large;
- to develop best practice when dealing with domestic violence;
- to influence how local services operate;
- to get agencies to share information on policies, practices and services, to make sure this is widely available.

These aims are further underpinned by an acknowledgement that domestic violence is a serious crime, which is unacceptable to society, and a recognition of its detrimental impact on children.

Each of the participating organisations represented on the forum have recently been invited to sign up to a joint statement (policy) on domestic violence; as a way of demonstrating formal approval and support for the local network approach.

The joint policy statement of all participants will serve to strengthen and develop an integrated approach to tackling domestic violence. The policy has been developed over the last twelve months. It is viewed by the forum as fundamental to the development of a “real” Local Network response to domestic violence.

An Garda Síochána has committed itself in its policy document (1997) to working with other relevant services in cases of domestic violence. The Divisional Officer in the Dublin Metropolitan (North) Region is committed to seriously tackling the problem of domestic violence and has recently publicly voiced his support of the forum.

. . . the Dublin North East Domestic Violence Forum . . . highlights the necessity to co-ordinate our work with other relevant services in order to aid victims of domestic violence". ⁽⁹⁾ (Murphy, 2000)

CONCLUSION

The Garda Commissioner has given his formal approval to participate in the forum. This confirmation is a positive "first step" (Office of the Tanaiste 1999) in the direction of the development of a co-ordinated response at local level to Domestic Violence. The experience gained in this forum will serve to inform the development of other such initiatives. The progress made in the 1990s must be built upon. A great deal of work lies ahead. Preventing and reducing domestic violence and providing a seamless, caring service to victims – effectively and quickly – is the responsibility of a wide range of professionals and the community they serve. An Garda Síochána is strongly committed to playing a key future role in continuously improving the service we provide.

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Jim Sheridan

The Changing Role of a Superintendent *as a Manager/Leader in an Garda Síochána*

Chief Superintendent Jim Sheridan

INTRODUCTION

Traditionally An Garda Síochána was effectively a bureaucracy with power centred at the top with rank and file members obeying orders without question in fear of punishment or sanctions. One must query the effectiveness of this traditional bureaucratic structure in an organisation such as An Garda Síochána where the greatest resource is its people. The organisation certainly has entered a period of great change. As such change takes place, the role of a Superintendent as a manager/leader must also change. In this article the changing role is examined considering such matters as:

- Structure and culture of the organisation.
- Role and responsibility of a Superintendent as laid down in the Garda Code and Garda procedures.
- The role of a Superintendent as a manager/leader.

STRUCTURE AND CULTURE OF AN GARDA SÍOCHÁNA

In An Garda Síochána, as in other organisations, structure provides the framework of the organisation and makes possible the application of the process of management. Some structure is necessary to make possible the effective performance of key activities and to support the efforts of staff. The dimensions of structure can be identified in a number of ways but are usually taken to include the groupings of activities, responsibilities of individuals, levels of hierarchical authority, span of control, and formal organisational relationships (Mullins 1996).

Strategy is formed at the top – and also emerges in response to changes in the policing environment – and the rest of the organisation is seen as a means of implementation. So organisational design becomes a means of top down control – bureaucratic and mechanistic in nature.

As a follow-on from the Royal Irish Constabulary, An Garda Síochána continued to police with basically the same hierarchical structures and cultures having a management style similar to the Army, simply autocratic. This military model was ideal for the times and met the needs and expectations of people both inside and outside the Force. Many excellent historical works now describe many exceptions to this model in An Garda Síochána, but exceptions they were.

Many things have changed since the foundation of An Garda Síochána but the fact remains that our culture was formulated from and was firmly rooted in the military model which served both An Garda Síochána and the community well for over 75 years.

Many will argue that An Garda Síochána is effectively still a machine bureaucracy with a rigid hierarchical structure not particularly conducive to managing/leading a modern police service. Certainly we must

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question that traditional structure and culture. As we pass the early years of the new millennium, is such a structure and culture likely to get the best from people, helping them to fully use their talents in providing a service of quality both they and their customers expect?⁽¹⁾

CULTURE WORKSHOP

In 1992 a workshop on organisational culture was conducted⁽²⁾ by an organisation known as Diagnosing Organisational Culture for Strategic Application, (DOCSA). The workshop involved officers from five police forces in the United Kingdom. They looked back at the period from 1975 to 1985 to establish what police culture was in those days. Then it looked forward to period 1992 to 2002, taking into account the way the world and the police service are changing, to define the sort of culture we should be aiming for if a quality service is to be delivered to customers. As a result of the workshop a consultant's report was presented to the Internal Key Service Areas Steering Groups, Thames Valley Police HQ, on September 8th, 1992.

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The workshop found that in period 1975 - 1985:

- Organisation was based on a strict hierarchy with flow of information rigidly controlled from the top.
- Management style tended to be autocratic.
- Staff were expected to obey, conform, follow established practices and procedures to the letter.
- Not criticise the way things were done.
- The attitude was "as long as I stick to the rules, I can't be blamed if things go wrong".
- People who failed to produce results were presumed guilty until they proved their innocence.
- Letting staff get on with it was seen as too risky so there was a vague atmosphere of distrust and fear which resulted in personnel being guarded in both opinions and behaviour.
- The needs of the organisation were put before those of individual employees, who were expected to make everything work no matter what the difficulties.
- The organisation's needs were also put before those of the customer.
- Everyone was treated according to the rules and the need for consistent impartiality meant that people were not seen as individuals.

While the results may have been depressing, there were positives:

- There was a strong sense of identity and pulling together.
- Staff co-operated very well and the job was done smoothly and efficiently.
- As a result, public confidence was at an all time high. The culture met expectations and suited the times.

Many will argue that these findings are still partially applicable to An Garda Síochána.

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The DOCSA findings on the different culture a police service should aim for by 2002 were as follows:

- High standards of business ethics must be maintained.
- We must develop a culture which acknowledges that our major strength is our people who must be openly valued not only for the skills they bring to the job, but as individuals too.
- Our Culture needs to be more comfortable with taking some risks.
- We need to have more faith in the ability of staff who are closest to the customer to make decisions about the service they provide - after all they are usually the best informed.
- While strict rules may be necessary for some activities whenever possible, we need to let individuals use their discretion and judgement while making sure they understand that they are accountable for their actions.
- Mistakes must be treated as lessons for the future, rather than opportunities for blame or punishment.
- There should be a free flow of information throughout the organisation and with everyone participating we can ensure that the right things get done.
- There should be enthusiasms for change, as well as the wish to improve everything we do. *(DOCSA 1992)*

To deliver a quality service to customers, An Garda Síochána must change its culture and must also change from a bureaucratic structure to a more organic system. This is a more fluid structure appropriate to changing conditions. As An Garda Síochána is changing and must continue to change to meet the needs of the organisation and its customers such a system will become most important.

This system as espoused by the DOCSA Report (1992) viz-a-viz the bureaucratic model is premised on a number of key characteristics namely;

- Staff are consulted.
- Tasks are adjusted and re-defined.
- Superior knowledge not coinciding with position of authority.
- Communication is upwards, downwards and laterally.
- Members are committed to common tasks and objectives and much importance is attached to individual contributions.

An Garda Síochána is a law enforcement agency. It is also a service organisation with:

1. Mission Statement.
2. Corporate Strategy Plans.
3. Operational Policing Plans formulated through consultations.

In the organisation, our greatest resource is our people. As an organisation we must change to recognise this. The structure and culture of the service is changing and must continue to change.

If an Garda Síochána continues to change in accordance with the DOCSA report (1992) the service will be seen as dynamic, professional and committed to the community it serves, recognising and responding to their needs in an effective and efficient way.

As the service changes, so will the role of the manager. The Superintendent as a manager must lead and manage their district to achieve objectives in a way that recognises that the most important resource is people. The role of the Superintendent must strive to give these people job satisfaction, and motivate them to deliver a quality, cost effective, and efficient service to customers.

ROLE AND RESPONSIBILITY OF A GARDA SUPERINTENDENT AS LAID DOWN IN THE GARDA CODE

From an examination of the Garda Síochána Code from 1928 to 1984 it is evident that the role and responsibility of a Superintendent remained relatively unchanged over the years. The Code is issued for the guidance of and compliance by all members of An Garda Síochána who were required to conform to established policies and procedures in fear of sanctions. (Garda Síochána Code 1928, 1963, 1984).⁽³⁾

With the introduction of the first Garda Corporate Policy Document in 1993 and the SMI Report on Efficiency and Effectiveness in An Garda Síochána in 1997, An Garda Síochána became very focused on objectives and strategy with the development of a Human Resource Policy as a priority. This change in focus was reinforced in the 1995 edition of the Garda Code with the emphases of the role of the Superintendent now changing to focus on customers, motivating personnel, management and leadership. This change of focus is effectively a culture change and the culture is slowly changing within the organisation. (Corporate Strategy Policy Document 1993), (Garda Síochána Code 1995), (Strategic Management Initiative 1994).⁽⁴⁾

The focus is now firmly on the provision of a quality service to customers; focusing on people. Words like customers, managers, leaders, were rarely if ever heard in the organisation. Superintendents are responsible for delivering results through people, providing customers with the quality service they expect and indeed are entitled to.

THE ROLE OF A SUPERINTENDENT AS A MANAGER/LEADER IN AN GARDA SÍOCHÁNA

Management is the process of planning, organising, leading and controlling the efforts of the organisation's people⁽⁵⁾ and also of using resources to achieve goals (Berry et al 1998).

One leadership definition sees it as the art or process or influencing people so that they will strive willingly towards the achievement of group goals. Leadership might be interpreted in simple terms as getting others to follow on, getting people to do things willingly (Sieff 1991).⁽⁶⁾

Sometimes Management and Leadership are seen as synonymous. There is however a difference between the two and it does not follow that every

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leader is a manager nor is every manager a leader. Leadership skills have now been recognised as a key ingredient, some would say the key ingredient, in management. A good manager is now by definition a leader. Equally, a good leader will also be a manager (Adair 1979). In a police context, leadership has been defined as the role of the manager in influencing sub-ordinates to work willingly to achieve the stated objectives of the organisation (Quality Service Report UK 1993).⁽⁶⁾

APPLICATION OF LEADERSHIP THEORIES TO THE ROLE OF A SUPERINTENDENT IN AN GARDA SÍOCHÁNA

WHERE ARE WE NOW? Following the disbandment of the Royal Irish Constabulary An Garda Síochána continued to police with similarly hierarchical structures and cultures as that of the R.I.C. The management style was similar to the Army – simply autocratic. An Garda Síochána continued to implement the existing autocratic style of management as adopted by the R.I.C. This model was appropriate for the time and met expectations of people both inside and outside the Gardaí.

While this model has served both the people and the organisation well, things are changing and so is our culture. We are now conscious of the fact that in addition to being a law enforcement agency we are also public servants with a corporate policy, mission statements and policing plans with the objective of delivering a cost effective quality service to customers, both internal and external.

The widespread perception in UK policing, whether well founded or not, was that police management could have been better and sometimes hindered rather than helped staff in delivering quality service. Management style – seen as conservative, cautious and authoritarian – was a major factor in this low opinion. (Quality Service Report UK 1993).

WHERE DO WE WANT TO GET TO? Effective and positive leadership is provided in a credible manner which earns staff respect. This supports and gets the best from our most valued resource - people. Staff must be openly valued as team members, recognised as competent professionals who may make decisions about their own work so that they are able to improve the quality of the service they deliver to customers. Internal customer care is seen by leaders and management as a top priority. Good work must be recognised and rewarded, and individuals are encouraged to use their initiative and develop their skills and potential to the full. Change must be welcomed and encouraged. People will certainly be motivated by positive credible leadership.

With the introduction of PULSE, SMI, and Policing Plans An Garda Síochána is entering a period of great change. Such change must be led as well as managed, otherwise it is unlikely to be accepted into the everyday culture of the organisation.

HOW DO WE GET THERE? There is a close relationship between leadership and management. But there is a difference between the two. A manager is one who gets work done through others, while a leader is

one who influences others to strive willingly towards achievement of group goals; getting others to follow and do things differently (Mullins 1996).

Most research and theory on leadership implies the clear message that to be an effective leader a system must be devised that takes into account the expectancies of subordinates, the varying motives between individuals and, from time to time, situational factors, interpersonal relations and types of rewards. Knowledgeable and effective managers give credence to these factors, designing a climate for performance, when goals and the means to achieve them are planned, when organisational roles are defined and well structured, when roles are competently and intelligently staffed, and when control, technique and information are designed to make possible control by self-control.

A Garda officer must be flexible in their style to meet situational changes and the needs of individuals. Such a person is most effective in meeting personal, democratic and organisational objectives. An action centred style of leader as advocated by Adair can meet most situations effectively. However, Garda Superintendents must never lose sight of the fact that a totally different style such as the autocratic approach is necessary, on occasion, to meet emergency situations.

Leaders manage the dream, having the capacity to create a compelling vision, one that takes people to a new place. They have the ability to translate the vision into a reality, creating an organisational climate conducive to change, change that is taking place on an ongoing basis within the organisation. Superintendents have a most important role to play in motivating their staff and in improving the level of job satisfaction among workers within the garda district.

JOB SATISFACTION

Job satisfaction is itself a complex concept and difficult to measure objectively. The level of job satisfaction is effected by a wide range of variable factors relating to:

- Individual.
- Social.
- Cultural.
- Organisational.
- Environmental factors.

Some of the major factors which have a particular influence on job satisfaction, according to theorists such as Herzberg, are:

- Money.
- Meaningful work and nature of supervisors.
- Nature of technology.
- Stress at work - welfare of employees.
- Job design encompassing job
 - rotation.
 - enlargement.
 - enrichment.

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C E N T R E

The following restatement of the *Garda Síochána Declaration of Professional Values and Ethical Standards* has been prepared by the Garda Human Rights Group. It is a draft for consultation purposes and only the *Preamble* and *Declaration of Professional Values and Ethical Standards* are reproduced here. The full text develops fifteen articles setting high ethical standards and a *Strategy for Deployment and Application*. Comments and views on the proposed text will be welcomed by the Garda Human Rights Group, Garda Síochána College, Templemore, Co. Tipperary.

PREAMBLE

PUBLIC MISSION Convinced that An Garda Síochána, being the national police service of the Republic of Ireland with a public mission, and acting in the public interest, has a fundamental role in protecting and vindicating the personal dignity and human rights of all members of the community;

LEGAL FRAMEWORK Recognising that An Garda Síochána, as a professional public body, is empowered, regulated and guided by the provisions of the Irish Constitution and subordinate Irish legislation, and International Human Rights Laws and Standards relevant to professional policing;

RULE OF LAW Recognising that An Garda Síochána is committed to upholding and promoting the rule of law, which is the basis for all genuine democracies;

LEGITIMACY Bearing in mind that An Garda Síochána can only carry out its functions with the consent and support of the community; is obligated to actively protect and promote this special relationship with the community through dialogue, consultation and partnership;

DIVERSITY & EQUALITY Considering the diversity and equality of humanity, the requirement for tolerance¹ and the obligation for such diversity and equality to be reflected in all aspects of An Garda Síochána including its professional policing practice;

TRUST & INTEGRITY Mindful that the office of Garda and its associated legal powers and authority are bestowed on officeholders in trust from the community, to act on their behalf with integrity in the pursuit of peace and freedom and the protection of human life and property;

RESPONSIBILITY & ACCOUNTABILITY Recognising that officeholders in An Garda Síochána, entrusted with that office and associated powers and authority, have significantly increased responsibilities to the community, to whom they are accountable, regarding the use of such office and powers and authority;

MORAL DUTY Emphasising that every member of An Garda Síochána has the right and duty, to abstain from acting in any way, or on any instruction, order or encouragement, which is unethical, illegal, or against professional principles;

COMMITMENT An Garda Síochána and every member thereof, do hereby adopt, and accept and commit ourselves to this Declaration Of Professional Values and Ethical Standards

1. Being willing to let others think, live, worship according to their own beliefs and to refrain from judging harshly or with prejudice.



Domestic violence

Local network approach

Community

P O I N T

PROFESSIONAL VALUES & ETHICAL STANDARDS

ARTICLE 1 Respect the human dignity of every person

ARTICLE 2 Uphold and protect the human rights of all

ARTICLE 3 Respect and support the diversity and equality of cultures and belief in our society

ARTICLE 4 Comply with the terms and spirit of the law

ARTICLE 5 Apply the law in a fair and equitable manner

ARTICLE 6 Be open and accountable in all matters pertaining to the discharging of the professional duties and responsibilities of our office

ARTICLE 7 Confine the use of our professional position and powers as officeholders in Garda Síochána to legitimate and professional purposes

ARTICLE 8 Adhere to the principles of necessity and proportionality at all times

ARTICLE 9 Maintain confidentiality in all matters, which refer to the affairs of others, unless there is a requirement to disclose by law

ARTICLE 10 Accept personal responsibility for the development of our professional competencies to serve the community better

ARTICLE 11 Disclose immediately all conflicts of interest in accordance with our public mission as officeholders in An Garda Síochána

ARTICLE 12 Challenge and oppose and expose illegal, unprofessional or unethical behaviour in our profession

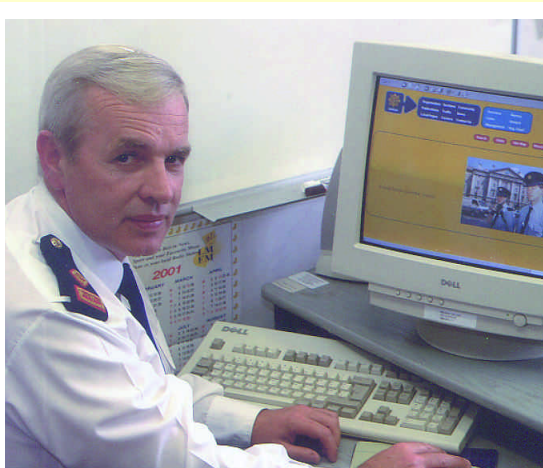
ARTICLE 13 Carry out our functions, as officeholders in An Garda Síochána, in consultation and partnership with the community

ARTICLE 14 Apply and use Garda resources to the maximum benefit of the community

ARTICLE 15 Pursue the truth by establishing and reporting all of the facts in an honest, objective, fair and impartial manner: justice being the aim

The Garda Human Rights Group will be consulting widely to gain agreement and commitment to a text which will underpin an even higher level of human rights protection for everyone who comes in contact with An Garda Síochána, including Garda staff. An Garda Síochána has rigorously and successfully implemented the Council of Europe's *Human Rights in Policing Initiative*. The Council's latest Human Rights Quarterly praises the extent, commitment and success of our human rights achievements over the past two years and An Garda Síochána was awarded an EU Commission prize for innovation in an anti-discrimination programme. While recognition from abroad is welcome and a great tribute to those whose commitment and dedication gained the plaudits, the most important recognition is that every person we come in contact with feels that their human dignity is respected and that their human rights are protected.

Peter Fitzgerald, EDITOR



- Employee involvement, empowerment.
- Organisational culture and management style.
- Organisation climate.⁽⁹⁾

All of these factors are likely to influence job satisfaction in An Garda Síochána.

As our culture changes so must the managerial and leadership style of Superintendents, becoming more focused on people rather than on the organisation.

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ORGANISATION CLIMATE

Organisational Climate can be said to relate to the prevailing atmosphere surrounding the organisation to the level of morale and to the strength of feelings or belongings, care and goodwill among members. A healthy climate in itself will not guarantee improved effectiveness. However, unless the climate evokes a spirit of support and co-operation throughout the organisation and is conducive to motivating members, it is unlikely that optimal operational performance will be attained. (Mullins 1996)

Superintendents must become more efficient Human Resource Managers and, in this regard, require training and development.

A Superintendent's role as manager and leader must encompass the following factors to promote job satisfaction:

- provide visible, committed and supportive leadership;
- involve all in technology;
- display trust and openness;
- consult and give authority to staff;
- value people;
- introduce a system of assessment and appraisal;
- allow scope for career development of members;
- ensure that good performance is recognised and rewarded;
- ensure that the Discipline Code is sparingly enforced - manage and lead through persuasion not through fear,
- provide good facilities and working conditions,
- provide meaningful work, if at all possible.

Some police managers fall into a "complacency rut" or "doing things as they have always been done before" attitude. To break free from the complacency rut, Superintendents in future will need to thoroughly question the effectiveness of time honoured concepts. If change is considered necessary new procedures must be developed. Superintendents in the future must be given the autonomy and have the courage to follow through and attempt to implement new procedures once they are successfully tested. This does not suggest that all traditional concepts and practices are obsolete and ineffective, but Superintendents must be willing to look to the future.

Superintendents must strive to effect ethical and effective situational leadership in a credible manner which has the respect of the staff. Staff

must be valued and recognised for the contribution they make. They must be given autonomy to make decisions at work. Internal and external customer care must be seen by Superintendents as a top priority. Good work must be recognised and rewarded and individuals encouraged to use their initiatives. Change should be welcomed and encouraged.

The most important thing a Superintendent can do is to convey to their people that he or she cares for them in a meaningful way as expressed by Peters, (1988)

Trust people and treat them as adults, enthuse them by lively and imaginative leadership, develop and demonstrate an obsession for quality, make them feel they own the business and you will find that they will respond with total commitment.⁽¹⁰⁾

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Cormac Gordon

What is Total Quality Management and why is it important for organisations such as An Garda Siochana?

Detective Superintendent Cormac P. Gordon

TOTAL QUALITY MANAGEMENT DEFINED

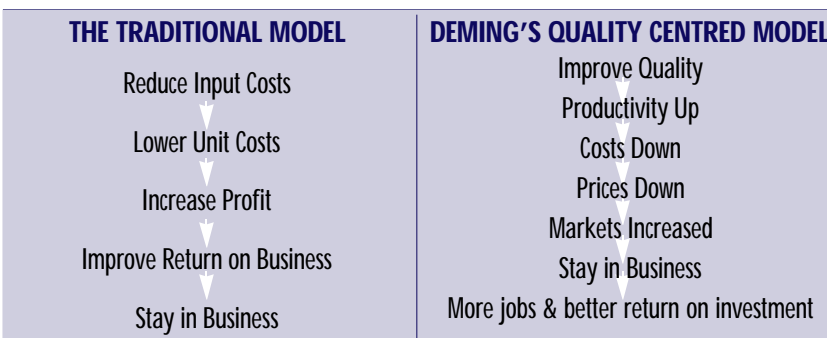
A definition of Total Quality Management is "Zero defects in the products and services provided by an organisation in order to satisfy customer needs"

TOTAL QUALITY MANAGEMENT IN THE UNITED STATES

One of the founding fathers of the concept of Total Quality Management was Dr W Edwards Deming, an American who during the Second World War developed this concept to improve the quality of US munitions. It was not taken seriously in the United States until the Japanese adopted it in 1950 to restructure their post-war business and industry. Total Quality Management is also known as "Kaizen" in Japan. After 1945, the Japanese infrastructure lay in ruins. Three years of near constant bombardment by the Super Fortress bombers of the United States Air Force had left very little of the industrial infrastructure intact. Roads, rail networks, factories and harbour facilities were non existent.

The Japanese economy was also defeated. Its banking system and means of raising capital for investment had vanished. It should then have been simple for the United States to totally dominate the world markets for consumer goods in the post war era. The Americans had a surplus of factories that had been turning out material for war. It should have made economic sense that the country with an existing industrial infrastructure and distribution system should be much more competitive and successful than one that had suffered the heaviest military defeat this century. But as we know now, this was not the case. By the nineteen sixties, Japanese electronic products were on the shelves on most western shops and in the homes of most western households. Brand names such as Sony and Datsun were everywhere. Companies such as Mitsubishi, who developed the famous Japanese fighter aircraft, the Zero, the fighter that played a major role in the attack on Pearl Harbour in 1941, were now producing motor vehicles that were driving on the roads of Britain and the United States.

Dr W. Edwards Deming's methods had helped rescue the economies of war torn countries. It had also shown to the world that quality control could lead to a better return on investment.



Source: Personnel Management, July 1987.

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As we can see in the above model, Deming advocated improving quality as a means to increase productivity and therefore profit in the long run. In his book *Quality is Free*, Philip. B. Crosby discusses the concept that there are five stages in the road to acceptance of the concept of quality management by line managers.

The five stages are:

Uncertainty: when management has no knowledge of quality as a positive management tool.

Awakening: when management is beginning to recognise that quality management can help but will not commit resources to it.

Enlightenment: where management decides to introduce a formal quality programme.

Wisdom: when management and organisation reach the stage when permanent changes can be made.

Certainty: when quality management is a vital part of organisational management.

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Crosby also identified five factors, which he considers the absolutes of quality management:

- Quality means conformance not elegance.
- There is no such thing as a quality problem.
- There is no such thing as the economics of quality - it is always cheaper to do the job right the first time.
- The only performance measurement is the cost of quality.
- The only performance standard is zero defects.

IS QUALITY FREE?

Joseph Juran and Deming disagreed with Crosby's view that improved quality production reduced costs and wastage; making quality free. Juran's view was that a quality programme unless managed properly could cost more than the benefits it produced. A number of others agreed, publishing books such as "Why TQM fails" to point out the pitfalls. Juran's view was that eighty percent of poor quality was caused by poor systems rather than by people.

TOP QUALITY MANAGEMENT IN SERVICES

K Albrecht and R Zemke in their book, "*Service America*", identified specific service characteristics. Services and service delivery differ from production because

1. Service is provided at the instant of delivery and cannot be created in advance and stored in inventory.
2. Service cannot be centrally produced, inspected or stockpiled.
3. Service cannot be demonstrated, nor can a sample be sent in advance for approval.
4. In the absence of a tangible product, customers value service on the basis of their own personal experience.
5. The service experience cannot be resold or passed on to a third party.
6. Faulty service cannot be recalled.
7. Quality assurance is required before production.

8. Delivery of service usually requires human interactions
9. Customers' assessments of service quality are subjective and strongly influenced by expectations.
10. Customer's assessments of service quality tend to decrease in proportion to the number of employees they encounter during the delivery of services.

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The heterogeneity and inseparability of a service make measuring quality of service a difficult task. Heterogeneity, which means varied in content, makes measurement abstract because how does one compare the quality of service that one receives in a restaurant to the quality of service you expect when you leave your car for a service at a local garage. A service is sometimes inseparable from a tangible product. When measuring the quality of service in a restaurant, are you really measuring the quality of service or that of the meal?

TOP QUALITY MANAGEMENT IN EUROPEAN PUBLIC SERVICES

In a European and public sector context, Christopher Pollitt and Geert Bouckaert, state that the total quality approach includes the following areas. (Pollitt and Bouckaert, 1997).

1. Corporate perspectives, entailing the production of an organisation wide plan embodying specific quality goals i.e. a mission statement.
2. Generation of real commitment and enthusiasm for quality all the way down the line from top management to the shop floor.
3. A transcendence of departmental and disciplinary boundaries. (Many quality problems typically arise across such intra-organisational boundaries).
4. A willingness to make a substantial investment in training.
5. A commitment to continuous improvement. Total Quality Management emphasises an on-going process rather than a once for all setting of quality standards.
6. An emphasis on avoiding mistakes before they occur rather than correcting them retrospectively and often expensively i.e. get it right first time.

Before the public sector manager can implement a Total Quality Management approach he needs to identify the differing characteristics of service that distinguishes the service provider from the supplier of a tangible good.

TOP QUALITY MANAGEMENT IN POLICE SERVICES

In relation to implementing the concept of Total Quality Management in the public sector or a police service such as An Garda Síochána, it would first be important to identify goals that could be set to measure the success of Total Quality Management. These goals could be defined as:

- (1) To define public expectations for service delivery standards.
- (2) To agree service standards within existing resources.
- (3) To achieve clarity of understanding amongst all staff of the need to, and the means of, meeting community expectations.
- (4) To improve the efficiency systems by compliance with quality standards.

These goals are taken from a report prepared for the Chief Constable's Meeting Community Exceptions Seminar. (Leicestershire Constabulary, 1991).

The management of An Garda Síochána introduced a Quality Service Initiative for the service in 1998. The purpose of this initiative is to increase customer satisfaction with the Gardaí. In a 1994 survey carried out by the Economic and Social Research Institute, satisfaction levels with the Gardaí were found good overall with 89 per cent of those questioned satisfied or very satisfied.

During recent years the decrease in crime together with the rise in the crime detection rate (and the fact that the Gardaí largely police with the consent of the community) has contributed to the 89 per cent satisfaction rate with our national police service reported in a new RES Survey in 1999. There are no studies available on satisfaction rates with Garda management, as the general public perceives the Gardaí as one entity and do not identify the different structures within the service; thus all studies are carried out on the Garda Síochána as a whole.

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RECENT TOP QUALITY MANAGEMENT DEVELOPMENTS

There have been a number of different quality initiatives in recent years. Most have originated in the United States. Total Quality Management differs from past approaches in that without exception, these were partial, piecemeal initiatives inevitably bolted on to existing organisational and management structures. Total Quality Management, on the other hand, is intended as a holistic approach affecting every aspect of the organisation with a view to building quality into everything that is done: it is the philosophy of the way the organisation is managed. Dale and Cooper note, for example, that:

"Total Quality Management is a much broader concept than the initiatives which have gone before, encompassing not only product, service and process quality improvements but those relating to costs and productivity, and people involvement and development"

(Dale and Cooper 1992, p.11)

Total Quality Management is seen by most commentators to apply to all in the organisation, not just to a selected few who work in any particular department, and concerned on how different parts of an organisation interact. The emphasis is on problem and defect prevention rather than on fault detection as with quality control, with quality no longer belonging to any one employee but to everyone. Quality becomes an integral part of management at all levels. Total Quality Management requires that measures of quality have been established and that when new ideas for quality improvement have been found, this best practice is then shared across the organisation to become the new expected minimum standard.

The central focus of Total Quality Management is on identifying and meeting customer needs. Customers are identified both externally and

internally. Garda management have identified their customer base which includes:

- The public
- Every Garda staff member
- Civilian employees
- Community / Voluntary organisations
- Social partners
- Offenders
- Prisoners and their families
- Legal fraternity
- Judiciary
- Commercial organisations
- Other police services
- Non-nationals
- European Union / United Nations institutions.

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Total quality is not something that can be “achieved”, but is a focus for continual development, as the Japanese term “Kaizen” epitomises.

An Garda Síochána seeks to reduce the number of complaints made against members of the service by the public. This is being done by training members in how to work with and serve the public in a way that will satisfy the public’s expectations of a modern police service. A pilot programme for training all operational members in conflict resolution has commenced in Store Street and Tallaght Garda station having already been successfully run in Cork and in Galway. Sergeant Michael Kelleher and Garda Dolores Creagh Piper of the In Service School, Cork, devised this programme supported by Chief Superintendent Eddie Rock of Human Resource Management and Research and Chief Superintendent Adrian Culligan, Cork. It is common practice in the private sector for the sales manager to call to clients to see if clients needs are being met by the company. He will listen to the client and accept constructive criticism with a view to improving the service that his company provides. If he fails to meet the client’s needs then the client will go elsewhere.

This is a new concept for the public sector to adapt to. Because the public sector has less competitors this lack of competition often led to a sense of indifference towards client’s requirements in public sector management. By adopting the concept of Total Quality Management, the public sector can provide their client base with a higher level of service and thus meet the objective of Total Quality Management and deliver a greater level of client satisfaction.

Serving these customers to their satisfaction will be an objective of An Garda Síochána entering the 21st century. The Quality Service Initiative in An Garda Síochána commenced on the 1st of April 1999.

Community Relations Section: *present status and future developments*



Catherine Clancy

Chief Superintendent Catherine Clancy

INTRODUCTION

This exploratory article looks at the historical context of the development of the Garda Community Relations Section, outlines the current status of the section, and examines its future fit in An Garda Síochána. Future developments of the section will be explored, including practical and symbolic changes which may benefit the section and ultimately the organisation.

This article searches for a better way ahead and assesses if and what changes are needed to support the incremental and additional roles and responsibilities given to the section year by year. Tribute, therefore, must be paid to the Gardai who work so hard and effectively in Community Relations to support communities all over the country in improving the quality of life. System, process and programme improvement facilitation are themes throughout this article.

HISTORICAL BACKGROUND – GARDA COMMUNITY RELATIONS SECTION

The Garda Community Relations – Juvenile Liaison Section was established in 1979, though official notice of its establishment was not announced until May 19th 1980. The societal background included a period of recession and rising levels of unemployment coinciding with an upsurge in crime between the late 1970's and early 1980's. The Garda Community Relations Section was established while a drug abuse epidemic was spreading and drug users became involved in thefts and other crimes to support an expensive drug habit (O'Mahony 1993). It was a period when crime became the subject of serious political debate.

One of the responses of An Garda Síochána to the increase in crime was the establishment of the Garda Community Relations Section. An interview with former Chief Superintendent Noel Anderson disclosed that the Community Relations Section portfolio came under the wing of the Garda Press Office for which he was responsible as Superintendent in 1979 and it was envisaged that 'a response to the crime situation was to work with dedicated people in the community to enhance the quality of the service and the contact that the community had with the force'. The establishment of the Section was confirmed in Headquarters Circular 84/80. The Section came under the umbrella of Assistant Commissioner, Crime Branch (now Assistant Commissioner, Crime, Security and Traffic) and thus under Deputy Commissioner, Operations.

The terms of reference of the new Section were as follows:

1. To establish ways and means of cultivating and fostering good relations between An Garda Síochána and the Community in general and to ensure their implementation.
2. To inculcate in young people respect for authority, and for Law and Order, and to utilise all measures available to rehabilitate young offenders.

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3. To obtain and maintain greater co-operation of the Community in the upkeep of Law and Order.
4. To liaise with other interested agencies in the improvement and development of social crime prevention measures.
5. To advise the community on the best means to protect themselves and their property against criminal attack.
6. To formulate and co-ordinate policy and to monitor activities of personnel employed as Community Officers, Juvenile Liaison Officers and Crime Prevention Officers.

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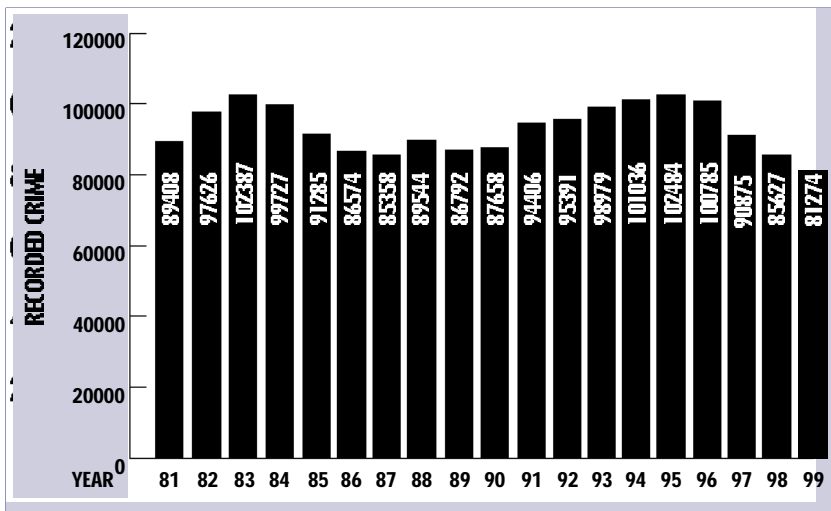
The model of Community Policing had been adapted from the model used by the police in Seattle, USA. A Superintendent, two Inspectors and a Sergeant were initially allocated to the Community Relations Section. The Sergeant dealt with administrative duties. One Inspector was allocated special responsibility for the Juvenile Liaison Scheme. The Superintendent and Inspector had to be available to give talks to Community groups, Associations, Chambers of Commerce and other such groups throughout the country. Requests for such talks at a local level were to be forwarded to Community Relations Section (H.Q. Circular 84/80).

Headquarters Circular 24/81 of the 24th February 1981 was a follow on to H.Q. 84/80 with the appointment of Community Relations/Crime Prevention Officers in each Division in the country. The appointment of these officers was primarily to foster the concept of engaging the community to assist the Gardaí in crime prevention measures. Modern crime prevention, however, pre-existed in An Garda Síochána for many years previously. Peter Mc.Ging, former Chief Superintendent and one time inspector in charge of An Garda Síochána Crime Prevention Unit, stated in a recent interview "Crime prevention was the springboard in 1965 for the establishment of Community Relations in 1979. Crime prevention was such a success that it needed to be developed and broadened to include the wider community".

Deputy Commissioner Larry Wren, who initiated the Community Policing concept within An Garda Síochána, believed that the community, too, had a responsibility to prevent and detect crime. Crime was beginning to increase in 1981 and Deputy Commissioner Wren stated "Neither the Gardaí nor the public can act in isolation in the prevention and detection of crime. One of the most effective measures to be taken to contain the spiralling crime rate and vandalism trends would be to encourage the community to accept its responsibility through becoming involved more deeply in law and order matters". In 1983 crime and vandalism increased in Ireland. In fact, in that year crime was at its highest peak since the formation of An Garda Síochána in 1922.

In the light of the increase in crime (Fig. 1, P.29) the Garda Community Relations Section was transformed to meet the changing policing environment. H.Q. Circular 112/83 announced an increase in staff at the Headquarters Section of Community Relations. A Chief

Figure 1: Recorded Crime: Republic of Ireland: 1981-1998



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Superintendent, one Superintendent, one Inspector, three Sergeants and one Garda now staffed the Section. This Circular, under the pen of Assistant Commissioner Dave Leahy, was strongly worded in an attempt to sell the concept of Community Policing to all ranks. The instruction from the Assistant Commissioner stated, "Community Relations is really a methodology of discharging Garda services to the community. It should never be looked upon as an emergency measure to take the pressure off the Gardai during stressful situations involving public criticism. It is neither a whitewash for incompetence nor an attempt to appease minority groups. It should be directed towards every section in the country. Effective Community Relations is brought about by the implementation of plans that are carefully made. These plans must be such as to merit the confidence and involvement of both the Force and the Community".

In 1983 Neighbourhood Watch Schemes and Community Alert Schemes were added to the portfolio of the Garda Community Relations Section. In 1988 the Garda Community Relations Section transferred its base from Garda Headquarters to the Dublin Metropolitan Area Headquarters at Harcourt Square. The intervening years have seen an increase in the policing service demands of the public, a greater openness on the part of An Garda Síochána and a move towards consultative policing, all of which have resulted in an increase in the portfolio of the Garda Community Relations Section.

GARDA COMMUNITY RELATIONS SECTION – CURRENT STATUS

Community Relations currently includes and operates three specific areas of responsibility;

1. The Community Relations Section.
2. The National Juvenile Office.
3. The National Crime Prevention Office.

Table 1: The Responsibilities under each of these 3 headings

Community Relations (General) Office	National Juvenile Office	National Crime Prevention Office
1. Community Policing	1. Garda Juvenile Diversion Programme	1. Security Surveys
2. Neighbourhood Watch		2. Crime Prevention Surveys
3. Community Alert	2. Schools Programme	3. C.C.T.V.
4. Campus Watch	3. An Garda Síochána Special Projects	4. Alarm Policy
5. Coastal Watch	4. Local Drugs Task Force	5. Crime Prevention Design Advisor
6. Mobile Crime Prevention Drugs Unit	5. Integrated Services Projects	6. Business Watch
7. Victim Support	6. Child Care Advisory Committees.	7. Fraud Seminars
8. Tourist Victim Support	7. Children Bill / Family Conferences	8. Crimeline Programme
9. Rural (Community) Policing	8. Age Cards	9. Crimestoppers
10. Hospital Watch (Pilot Prog.)	9. Copping On	10. Other tasks
11. Policing Forum	10. City/County Development Boards.	
12. Liaison - Minority/Ethnic Groups (include. Gay and Lesbian Communities)	11. Other tasks	
13. Literature/Trophies		
14. Exhibitions, Meetings/Initiative Launches		
15. Focus Groups - incl. Elderly		
16. Racial & Intercultural Office		
17. Other tasks		

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The primary role of the Garda Community Relations Section is to initiate and support the implementation of various programmes designed to prevent crime and improve co-operation between the community and An Garda Síochána.

Since its inception, the Garda Community Relations Section came under the direction of Assistant Commissioner, Crime (now Crime, Security and Traffic) and Deputy Commissioner, Operations. Following organisation changes early in 1999, the Community Relations Section now forms part of Finance, Services and Community Relations branch, reporting to the Assistant Commissioner with responsibility for that branch. In the context of the overall organisational structure, Community Relations Section now forms part of the portfolio of Deputy Commissioner, Strategic and Resource Management. This change recognised Garda Community Relations Section as a policing support service and a valuable resource for the community it serves.

Table 2: Garda Community Relations Section has thirty staff

Chief Superintendent	Superintendents	Inspectors	Sergeants	Gardai	Clerical Officer
1	2	4	9	7	7

It is evident from Table 1 that all the issues dealt with by the Garda Community Relations Section focus on crime prevention. They are adopted with a view to fostering better relationships with the community, addressing the quality of life issues the community want addressed, and generally fostering a safer community ethos.

Other work of Community Relations Section demonstrates the multi-agency context in which it operates. In recent years new links have been forged with other government departments, state and semi-state bodies, community and voluntary agencies. Partnerships have been formed in specific areas to enhance the quality of life of residents and to ensure community safety for all. The recent introduction of the Integrated Services Process, Policing Fora and An Garda Síochána Special Projects have been introduced in partnership with communities, and with statutory and voluntary agencies, to address crime, social exclusion, marginalisation, quality of life issues and community safety.

Policies such as delivery of the Garda Schools Programme or liaison with community groups or involvement with multi-agency projects, after wide consultation, are decided at national level. New policies are developed within the Garda Community Relations Section, approved by the Commissioner, and then transmitted to Divisional Officers for adoption at local level. Local Garda management and local priorities influence who will implement the policy and how it will fit into the local policing environment. Control of the policy is handed on by Community Relations Section. Local management can decide the extent policies emanating from Community Relations are implemented. Community Gardai, while deployed in specific locations within the District for the purpose of building community confidence and responding to community needs, are frequently required for other duties.

Shortages of personnel in other units fall to the Community Policing Unit who are often perceived as an extra resource, as opposed to performing a 'core' policing function. They can be called upon at will. The Garda Community Relations Section has no function or control in this situation. A recent survey on abstractions (Community Gardai absent from their core function for a variety of reasons) carried out by the Garda Research Unit supports this view. This creates an inherent tension between the policy role of the Garda Community Relations Section and generating consistency of community policing implementation at local level. Divisional Officers are responsible and accountable for operational policing in their divisions. They control their resources to deliver a continuously improving service and exercise autonomy in implementing programmes of a community nature. These programmes are creative and valuable. They are sought in our communities, and are worthy of replication and adoption on a national basis. To capture best practice, and an even implementation of community policing, innovation, and policy, requires a good information system (including the contribution made by PULSE) and the right structures.

The strategic fit of the Garda Community Relations Section was examined in recent years and the organisation has completed its broadest and deepest change in terms of its structure since its foundation. Following these changes and the present ongoing review of Garda structure it is appropriate again to examine the current strategic fit of Community Relations. The 2000, and 2001, Policing Plan shows a commitment to the concept of community policing through its action

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points – one action point is Community Policing – and performance indicators. “Community Commitment” is the golden thread permeating throughout most of those action points. Divisional Policing Plans must feed into the National Policing Plan in terms of the commitment to community involvement and crime prevention initiatives.

The Policing Plan 1998-1999 asks us to “Produce results which are measurable and open to evaluation. What gets measured gets done”. Herein may lie the difficulty with the strategic fit of the Garda Community Relations Section. Performance measurement of community relations and crime prevention initiatives are a necessary ingredient for success. Performance indicators have been established at corporate level, but at local level these need specific focus on the issues which are more difficult to measure. For example, expanding the various “Watch” schemes demonstrates quantitative rather than qualitative measurement criteria.

Performance measurements in terms of An Garda Síochána are expressed through the publication of the Garda Síochána Annual Report. A decrease in the numbers of crimes committed and an increase in the number of detections are typically the yardstick by which the public measures our success. Although Garda Annual Reports include many tables originating from Community Relations such as tables on juvenile referrals and crime and juvenile diversion, other attainments such as the achievement of safer communities in terms of community relations and crime prevention initiatives are difficult to quantify. Some community policing outcomes provide intangible success factors. Intangible results do not by their nature constitute a demonstrable measure of success.

The time has come for Community Relations Section to introduce these additional ‘softer’ performance indicators for community relations and crime prevention initiatives at local District and Divisional level. These mirror the Garda corporate commitment to the community.

FUTURE DEVELOPMENTS: NEW COMMUNITY POLICING POLICY DOCUMENT

A Community Policing Policy Statement has been drafted and the document is currently at discussion and consultation stage to ensure consensus, acceptance and fit best with community needs and Garda Corporate Strategy.

A redefinition of Irish Community Policing is provided:

Community Policing is a policing service which has as its four cornerstones, collaboration, cooperation, commitment and involvement in the community This service will be provided by sharing responsibility for the provision of the policing service for specified communities between individual members of An Garda Síochána and the community itself. The term community commitment in the Garda Mission Statement is a two way commitment – An Garda Síochána committed to the community and the community committed to assisting An Garda

Síochána. A problem solving approach to policing will be adopted. The needs of the community will decide the appropriate level of service to be provided.

Other issues covered in the policy statement are:

- Selection of personnel.
- Tenure of office.
- Training.
- Structures
- Work Practices.

Flexibility to marry strategies with the local environment underpins the fundamental principles of the document.

The role of the National Crime Prevention Office and the Divisional Crime Prevention officers is currently under review. Future developments will include :

- Development of the National Crime Prevention Office to ensure greater integration between enforcement, detection and prevention.
- The introduction of Crime Reduction Teams at Regional and Divisional Levels.
- Advisory role to City/County Development Boards and other locally based groups.
- Further development of Crime Prevention through Environmental Design.
- Training.
- National evaluation of Crime Prevention Initiatives and assessment of their effectiveness.

SOME FURTHER RECOMMENDATIONS

The following recommendations are designed to improve the strategic fit of Community Relations Section and to repair system, process and programme weaknesses.

- The Garda Community Relations Section is tasked with issues, which are wide and varied. Policy formulation is based on the perceived needs of the Garda service in a holistic context. However, not all Regions, Divisions and Districts have the same needs. Therefore greater efficiency and effectiveness could be achieved by delivering framework policies which could be implemented to suit specific environmental criteria in a more localised fashion e.g. policy related to service delivery in areas of social disadvantage must differ from service delivery in socially advantaged areas. Research indicates that community policing often works best in affluent neighbourhoods where there is less need for it. Moreover, the Public Attitude Survey 1999 indicated An Garda Síochána enjoyed a satisfaction rating of 89 per cent. The least satisfied were communities in publicly provided housing in large towns (61 per cent satisfied). This finding challenges us all to work harder and improve our service to these communities.

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- It will be important to maintain a national office where policy is created and co-ordination between various Regions will be monitored. Performance measurement and indicators will be agreed at a national level
- Altering the symbols within the cultural web of an organisation can be a very effective tool in achieving acceptance of organisational change. Symbols become the “short-hand representation of the nature of the organisation” (Johnson & Scholes 1997). The title of Garda Community Relations is such that it fails to adequately represent the national role played by the Section or the policies developed in terms of its contribution to the community. Changing the corporate image of the section may result in the section being seen as fitting into the organisational strategy, and of improving the corporate image to make it more cohesive with the organisational structure. This is a strategy which was used to good effect in the renaming of the Central Detective Unit to The National Bureau of Criminal Investigation, the fraud squad to the Garda Bureau of Fraud Investigation and the Drug Squad to the Garda National Drugs Unit. Community Relations is a national section and its corporate image should reflect that national status.
- It has been suggested that a title change representing a symbolic shift would enhance the corporate image of the Community Relations Section. The Garda National Community Policing Bureau (GNCPB) or the Garda National Community Bureau (GNCB) have been proposed as possible name changes. Either title would have the effect of aligning Community Relations with all other national Garda bureaux and the new title would be sufficiently inclusive to include all levels of crime prevention, community involvement and youth diversion.
- District level should henceforth be identified as the “Community Policing Unit”. This Unit would incorporate community policing, Juvenile Liaison Officer and Community Relations/Crime Prevention Officer. For co-ordination, where possible, all should work out of the same office. Formal links should also be established between the Community Policing Unit and detective units locally.
- Community Relations Section has recently been placed under the umbrella of Deputy Commissioner, Strategic and Resource Management and Assistant Commissioner, Finance, Services and (now) Community Relations. Community relations and crime prevention initiatives are concerned with preventing crime and developing relationships with the community and other government and voluntary agencies (Tackling Crime, 1997). Community Relations Section deals with operational policing issues, issues that are core to policing. Seeing community policing either as a support function or as an operational role depends on ones perspective. It has

both a support and operational function. Its current position raises the question as to its predominant role, one of strategic support or one of operational functionality and therefore where it should best be placed within the organisation, given its duality of purpose. Regardless of its position within the organisation the underlying principle of the Community Relations Section must be co-ordination with operational bureaux resulting in greater cohesion between enforcement and prevention thus ensuring greater fit between structure and strategy

- The question as to whether, and the extent, Regional Assistant Commissioners should be responsible for oversight of the implementation of community policing and crime prevention strategies developed by the Community Relations Section, is one which requires examination.

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An Inspector in each Division should be solely responsible for community policing. In addition to ensuring the implementation of Bureau Policy, they will develop strategies in community policing which have 'fit' with the environment in which he/she works. Such strategies will be passed by the Community Relations Section who will in turn adopt these as best practice in community policing. (Community policing must now be regarded in its holistic sense). A 'post criteria' or 'job description' will be necessary to establish clarity of this role.

Additional performance indicators must be introduced into the community policing concepts – particularly quality of life issues – and these in turn must be measurable. The measurement of the success of community policing initiatives and a National Community Policing Bureau must be such as to engender credibility in the eyes of the stakeholders, both internal and external. A number of new valuable performance indicators have been introduced in the 2001 Garda Síochána Policing Plan. These include measurement of:

- Feelings of public safety
- Fear of crime
- Number of reported racist incidents
- Number of public order incidents per 1,000 population
- Satisfaction rating amongst crime victims with being kept informed of case progress
- Domestic violence arrests and repeat incidents.

Some performance indicators have been enumerated by COPPS (1992), and they adhere to criteria which renders them realistic and measurable. They are:

- a) Police ability to engage local residents.
- b) Participation by neighbourhood people in problem identification, analysis and planning.
- c) Working relationship between police and citizens.
- d) Residents feedback (Random sample survey).
- e) Residents feeling of safety.
- f) Survey of Officers involved in Community Policing.

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- g) Response times for crimes and emergencies.
 - h) Rate of repeat victimisation. (Repeat victimisation is an indication that the problem has not been solved).
 - i) The scale of private security investment in a community.
 - j) Finally, some of the more traditional measurements, e.g decrease in crime, increase in detections, decrease in complaints against police.
- Many of these COPPS performance indicators are included in the 49 performance indicators in the Policing Plan 2001. Performance measurement should be structured to generate feedback to the policy making section which is the GNCSB. To this end it is suggested that consideration be given to establishing a Performance Measurement Unit. This unit would be staffed with suitably qualified personnel. The suggested new GNCSB would develop policy. Policy would then be channelled to Divisional level. Measurement of performance would then be conducted by the Performance Measurement Unit who would in turn offer feedback to the policy making section. The feedback offered results in the policy being reviewed, thereby creating a virtuous circle.

Figure 2



CONCLUSION

These recommendations have been made to help establish best possible fit between the Community Relations Section within An Garda Síochána and the community policing strategy adopted as part of the overall Garda policing strategy of that organisation. The environment in which we work and live is in a state of constant change. Change brings its own challenges. The Garda Community Relations Section will respond to the challenges presented by this changing environment by analysing how best to manage the change. This is evidenced by the recent development of the Garda Racial and Intercultural Office. This office will develop strategies to meet the challenges associated with policing diversity.

Any other future development of the Garda Community Relations section will be dictated by our ability to anticipate future changes within the internal and external environment.

Those insensitive to the signals of their time shall be surpassed by History
 Michael Gorbachev.

IN THIS ISSUE

1. The Garda Web Site: www.garda.ie
2. The participation of An Garda Síochána in "Local Network" approaches to domestic violence.
3. The changing role of a Superintendent as a Manager/Leader in An Garda Síochána
4. What is Total Quality Management and why is it important to the Garda Manager?
5. Community Relations Section, Current Status and Future Developments: a discussion paper.

IN THE NEXT ISSUE

1. Euro notes, money laundering and currency counterfeiting.
2. True or false? A visit to the Garda Handwriting and Document Examination Section.
3. Attitude Surveys: how important within An Garda Síochána?
4. Customer Service: customer service priorities in a sub-district.
5. Customer Service: for immigrants and asylum seekers

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, Garda Headquarters, Phoenix Park, Dublin 8.

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