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Police Mangement -
An International Perspective

Mr. Mark Kroeker

Mark Kroeker

'To build institutional police capacity in post-conflict environments'
'We will not measure our success in the numbers deployed but in the capacity restored'

INTRODUCTION

The first quote above is the overall strategic mission of the United Nations Police (UNPOL). The latter is the principal management motto for international police personnel serving in UN peace operations. Taken together, the two adages represent the foundation of UNPOL's agenda to support the reform, restructuring and rebuilding of local police services in post-conflict and other such war-torn environments.

It is the job of the Police Division in the UN Department of Peacekeeping Operations (DPKO) to advocate the UNPOL agenda and provide guidance and support to UNPOL components in UN peace operations around the world. Indeed, UNPOL is faced with many challenges to full mandate implementation. Factors include resistance from local government and police authorities to democratisation and civilian oversight. Alternatively, the challenges may be inherent in the international community itself, including the lack of co-ordination among the multitude of actors supporting international peace operations today and, ever increasingly, focusing on police issues. Typically, the problems are familiar to many managers, including high personnel turnover and the need to maintain high morale in the rank and file.

This article provides an insight into UN peace operations by focusing critically on UNPOL management issues which are mostly at an initial stage of development. It provides clarity on UNPOL activities and information on initiatives designed to bring action to the strategic mission of UNPOL. The article concludes with an affirmation of the need for a new breed of highly qualified and motivated police officers for service in UN peace operations.

BACKGROUND

Traditional UN peace operations, defined specifically as peace-keeping actions, were military in nature. The principal UN actors on the ground were international military personnel dispatched by their Governments to monitor and report on the maintenance of cease-fires and lines of separation on behalf of the UN. The case of the UN Peacekeeping Force in Cyprus (UNFICYP) is the classic example.

By the late 1990s, UN peace operations had evolved both in rationale and composition. This was in response to lessons learned from so-called "frozen conflicts" like Cyprus as well as failures to bring peace and security to places like Haiti. A number of positive UN policy and operational changes were realised, including having the UN act as a transitional administrator of a territory to support independence; support the full

disarmament, demobilization and reintegration (DDR) of former combatants; organise and supervise free and fair elections; and strengthen the rule of law by building capacity in the local police, judiciary, and prisons (Handbook, 2003: 2). The activities of the former UN Transitional Administration in East Timor (UNTAET) exemplified this approach, as do those of the current UN Mission in Liberia (UNMIL) with the exception of acting as a transitional administrator. These missions are composed of military, police, political, human rights, public information, legal and judicial affairs and, as new trends, gender and correctional officers.

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Of particular importance to UNPOL in the evolution of UN peace operations is the importance now placed on "peace-building" (Sens, 2004). Peace-building is "…aimed at preventing the outbreak, the recurrence or continuation of armed conflict … by fostering sustainable institutions and processes…" (S/PRT/2001/5, 2001). At the heart of peace-building is the need to maintain law and order and develop the rule of law by building up the local police as a democratic and accountable public service institution. Other peace-support processes like democratisation, civil society development, refugee return, community reconciliation, and economic and business development will not take hold until sustainable police development is on track.

The mandates and tasks of UNPOL have also thus changed. Former UNPOL operations such as those in Cambodia (1992-93), Namibia (1999-90) and El Salvador (1991-95) emphasised monitoring, observing and reporting activities. This was due in part to passive interpretations of mandates and the limits inherent in the generalist qualifications of many police officers. As such, local police services were closely watched by UNPOL (to be sure, an important supplementary activity for UNPOL), but chronic gaps in local police organisation, administration and operations were left largely unaddressed. In the mid to late 1990s some advisory, mentoring and training functions were integrated into operations in Bosnia and Herzegovina, and Croatia to allow UNPOL to act more as a corrective mechanism.

Today, UNPOL has developed considerably in size and duties since police operations were first introduced by the UN in 1960 in the operation in the Congo. The Police Division in DPKO currently advises and supports police components in 13 of the 18 UN peace operations administered by DPKO. (It also provides individual police advisers to some of the operations run by the Department of Political Affairs). Approximately 7,300 police officers from 81 UN Member States are today contributing to international peace and security. UNPOL's largest operations are in Kosovo (2,150 officers), Haiti (1, 800), Liberia (1,100) and the Democratic Republic of the Congo (1,050). Smaller operations exist in

places like Burundi (80) and Timor-Leste (60). The number of UNPOL personnel in Sudan (290) is expected to rise to 800 by summer 2006. The role and mandate of UN Police Officers in Afghanistan (8) is currently being assessed.

The main activities of a UN Police Officer centre on capacity-building actions, such as providing expert police advice and know-how; imparting special skills; organising targeted training activities; re-organising police structures to promote transparency and accountability; and, perhaps most importantly, championing the core values of the UN, namely integrity, professionalism, and respect for diversity. UNPOL also balances "top-down" reform approaches, which are required to build solid police leaders, with "bottom-up" initiatives which are required to "…replace old doctrines with new ones, and to infuse new personnel with commitments to human rights and citizen service, and an esprit de corps in defence of those commitments" (Call, 2002: 7).

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MANAGEMENT ISSUES IN INTERNATIONAL POLCING
As indicated above, a central trend in UN peace operations is to ensure greater numbers of qualified police personnel to support the more complex and increasing number of police-support mandates. The trend is so pronounced for some that the term "police-keeping" has been coined to describe the shift away from traditional military peacekeeping (Day and Freeman, 2003). This possesses a number of management challenges for UNPOL. It is argued here that our ability to succeed in our strategic mission rests with the development of our own system of police management which is still at the early stages of development. Police management is defined here as "…police organisational practices, including individual, group, organisational, and environmental processes, undertaken for the purpose of producing knowledge that can be used continuously to improve employee satisfaction and organizational performance" (Roberg, Kuykendall and Novak, 2002: 14).

Recruitment and Selection
Beginning in the late 1990s, Selection Assistance Teams (SATs) were created to improve the recruitment and selection process of seconded police officers (the standard method used to fill most field-based UNPOL posts). SATs are dispatched to Member States at their request to assist in testing their police officers for prospective UNPOL service. SATs are still used effectively today to test language abilities (English and/or French); firearms proficiency; and driving skills with a manual transmission. Interviews can also be held to determine proficiency in required skill-sets. Since early 2005, the SATs have been used to test approximately 9,000 individual police officers from numerous Member States, of which approximately 3,200 were considered eligible for UN service.

At the same time, UNPOL is faced with the need to "raise the quality bar" further including recruitment of qualified women. All prospective individual police officers considered eligible for service in UN operations following SAT testing now undergo at least one telephone interview with a desk officer in the Police Division of DPKO. Telephone interviews have added a further level of filtering towards our goal of balancing quality and quantity, what we call "Q^1 versus Q^2". Most importantly, they are effective in determining the cognitive ability of a person to understand the UNPOL strategic mission. With regard to recruiting more women to serve in UNPOL operations, the Police Division is consulting with Member States on the use of SATs in 2006 to encourage them to put forward more women for testing.

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Another new initiative is the development of standing police capacities. At the 2005 World Summit in New York, the creation of an initial operating capability for a Standing Police Capacity (SPC) was endorsed. The SPC will be unique in the UN system - it will be made up of top-notch police experts and other rule of law specialists hired on regular UN contracts for a period up to three years or more. The SPC will have two functions: starting up new UNPOL operations from scratch to ensure the highest levels of effectiveness and efficiency in the longer term; and assisting existing operations with focused police institutional development and capacity-building activities.

Environment and Knowledge
Once deployed on the ground, the UN Police Officer is likely to experience the exact opposite of their national police contexts. UN Police Officers often find little if any functioning local police structure, organisation and command and control. While the underlying community demand everywhere is certainly for democratic, effective and compassionate police, certain communities and vulnerable groups like national minorities and women often distrust or are afraid of the local police due to its combat role during the conflict as well as corruptive elements. In short, the police environmental differences between home and the UN assignment area can be numerous and extreme.

As such, the UN Police Officer must undergo a change in his/her policing mind-set. In the famous words of one UNPOL official, "it is critical to remember that police are trained to arrest, prevent and investigate crime. What [the UN Police] needs is a mechanism that switches their mentality from executors of these tasks to developers of these capacities." Once this mind-set is realised, the UN Police Officer must undergo a second transformation based on balancing generally accepted police standards with local variables. To be truly effective, the UN Police Officer must have or be willing to acquire a deep understanding of the local traditions regarding police and security, the criminal networks and patterns in and outside of

the old police, and the important linkages and synergies between police, judicial and prison reform (O'Neill, 2005: 5).

The Police Division in DPKO is now developing a new Rule of Law Index (ROLIX) to support environmental awareness, knowledge acquisition and ultimately more effective and efficient UN peace operations. The ROLIX will allow for the empirical assessment of the rule of law in a given country, with a focus on understanding the strengths and weaknesses of the local legal system, law enforcement agencies, judicial system, the correctional services and, most importantly, the community perceptions of the police and security in general. In this way, UN Police Officers and other UN personnel shall be assisted in making the required change in mind-set and learn more about local criminal justice realities.

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Evaluation and Discipline

Performance evaluations are traditionally required to reward and retain key staff, undertake corrective action and, if necessary, launch disciplinary measures. Yet the vast majority of police officers are seconded to work in UNPOL operations for relatively short periods (less than two years) before returning home to their national policing duties. UNPOL service was not until very recently seen as a career path in itself nor one that would positively affect career development back home. Furthermore, very few officers would return to serve for UNPOL at a later date following re-integration into national police services (due in large part to restrictions placed upon them by their Member States). As such, the traditional reasons for creating an appraisal system were assessed as inapplicable.

However, we now strive to show how UNPOL service is beneficial to the skills and career enhancement of professional police personnel. We also strive to increase lengths of service, including lateral moves to other UNPOL operations to support the standardisation of best police practices. To support this goal, a UNPOL appraisal system is currently being developed by the Police Division in DPKO, with a pilot programme to be launched in summer 2006 for UN Police Officers in Afghanistan. The system will include regular feedback activities from supervisors; the development of detailed work plans and a grading system; and the maintenance of a database to serve as a repository for all reports. As UNPOL activities gain in size and importance, and as UNPOL service becomes more competitive in the future, the appraisal system is expected to gain its footing in other missions. It should also support another trend in UNPOL operations, which is to competitively recruit the main senior international posts in the Office of the UNPOL Commissioner with the best talent available, including Deputy Commissioner, Chief of Staff, and Special Assistant.

Closely tied to appraisal is discipline, a traditional area of criticism by UNPOL observers (Mobekk, 2005: 21-22). While the number of

disciplinary cases for misconduct is low, it is important to note that repatriation followed by domestic prosecution is becoming the norm in cases of grave breaches of law by UN personnel. The Police Division in DPKO maintains a database of egregious cases of misconduct by police officers to ensure that those who defile the good work of the UN never have the honour to work for the Organisation again. What is now needed is a new mechanism to allow this information to be shared with national police services as well as other international organisations like the Organisation for Security and Co-operation in Europe (OSCE), the European Union (EU), and the African Union (AU).

CONCLUSION

UNPOL is today proud of its leading work in all corners of the world. By most observers' assessments, the role of UNPOL is expected to expand even further in terms of the number of assignments and nature of mandates given to it by the UN Security Council. This is a sign of our growing importance and added-value to international peace operations. Ultimately, our goal will remain constant and serve as a beacon to police officers around the world to join us in our international work as we recruit and retain the finest in our professional field in order to provide distressed populations with compassionate and service-orientated police officers.

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A Variety of Demands on Policing

Dr. Barry Vaughan

Dr Barry Vaughan

> Plans fail for lack of counsel, but with many advisers they succeed.
> *Proverbs 15:22*

> It will not do to leave a live dragon out of your plans if you live near one.
> J. R.R. Tolkien, *The Hobbitt*

INTRODUCTION

It would not be surprising if the personnel of An Garda Síochána were becoming fatigued at the numerous demands being placed upon them currently. In a short space of time, new internal and external forces have imposed themselves upon the work of Garda officers. These include:

1. New powers for the Minister for Justice, Equality and Law Reform to set priorities and performance targets for An Garda Síochána (Garda Síochána Act 2005, sec. 20)
2. The preparation by the Garda Commissioner of a three year strategy statement, an annual policing plan that takes into account the aforesaid priorities and a review report at the end of the three years (ibid, sec. 21-23).
3. The establishment of a Professional Standards Unit within the organisation to ensure performance is maintained at appropriate levels (ibid, sec. 24)
4. The appointment of the Garda Commissioner as Accounting Officer (ibid, sec. 43).
5. The establishment of local policing committees and possibly neighbourhood fora for consultation, discussions and recommendations on matters affecting the policing of the local authority administrative area (ibid, sec. 34-36.)
6. The establishment of a three-person Ombudsman Commission to receive/investigate complaints against members and examine practices, policies and procedures of An Garda Síochána (ibid, sec. 63-81).
7. The establishment of a Garda Síochána Inspectorate to ensure that resources available to An Garda Síochána are used to achieve highest levels of efficiency and effectiveness as measured by reference to the best standards of comparable Police services (ibid, sec. 113-20).

Obviously, a concern for serving Gardaí might be how particular provisions impact on their area of work. We must address the larger question, namely how such a variety of demands can be arranged into something approaching a coherent state. For example, it is possible to imagine that different messages on the subject of policing communities might come from the Minister, the Professional Standards Unit, the Inspectorate and the local policing committees. Hence, it is important to have some kind of overall view of how some of the different pieces of the policing jigsaw might fit together. To accomplish this, we need to look elsewhere to see how other police forces achieve this.

Piecing together intelligence

Looking directly at developments in England and Wales is worthwhile since so many of the factors listed above have been operative in that jurisdiction for some time. What has become known as a 'managerial' model of policing, namely the application of business techniques to secure an efficient and effective service, has been working through British policing since the late 1980s. A number of different influences have inspired this managerial style. The British central government started to demand more 'bang for its buck' as increases in resources had not necessarily produced commensurate falls in recorded crime. There was a need to develop new styles of detection in order to apprehend the small number of offenders who were allegedly responsible for a great deal of *volume crime* such as burglary and thefts. Lastly there was a sense that the time was ripe to reap the benefits of technological change through greater use of data-sets generated by computers. It would be difficult to argue that there are not similar forces at work in Ireland. For example, the Minister for Justice, Equality and Law Reform has stated, upon release of the provisional crime figures for 2005 that

> It's important that it's not just the Minister standing up taking the flak [for increases in recorded crime]. The whole Garda management has to, on a region-by-region basis and on a division-by-division basis, work out what contribution it's making to the fight against crime (Irish Times Jan. 27th 2006).

Similarly, the recent report of the *Garda Síochána Act 2005 Implementation Review Group* (hereafter the Hayes Report after its chairman) has argued that 'criminal intelligence analysis is at the heart of modern policing' and that 'traditional approaches to making sense of data in relation to crime and individual criminal investigations are no longer adequate' (para. 102). What this rather cursory statement refers to is a distinction between post hoc policing which is conducted after a crime has been committed and a more forward looking model that looks at crime in the aggregate and takes pre-emptive action against it. Bill Bratton, the former police commissioner of New York who has been widely credited with the reduction in crime there, has spoken of the three Rs of traditional policing: rapid response, random patrols and reactive investigations. Bratton came to believe that this model not only failed to reduce crime but also isolated officers from the communities in which they worked. Hence his support of the management tool known as Compstat (Computerized Statistics) to enable weekly meetings at district level geared toward crime reduction. Similarly, British police forces have developed a model known as intelligence-led policing – although a better term might be strategic policing to emphasize a shift away from individual incidents towards a more comprehensive outlook. Some commentators have stressed that this should not be limited to proactive

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criminal investigations. It might encompass, for example, community policing or crime prevention (Maguire and John 2006).

It might be worth looking at the British model in more detail since it signals some of the pitfalls associated with the so-called intelligence-led model of policing that may become more influential in Ireland. At the heart of intelligence-led policing is a National Intelligence Model (NIM) which comprises three levels: neighbourhood policing or level 1; regional policing or level 2; and national/international policing or level 3. It is possible to see the same issue, for example drugs, being dealt with at all levels: individual dealers and users at level 1, criminal enterprises for distribution at level 2 and networks for importation at level 3. Goals set at one level, e.g. at level 1, reduction of drug dealing in particular areas, should be influenced by objectives set at another level, e.g. at level 2, disruption of particular criminal networks. This form of strategic assessment, typically taking place every year, is reinforced by a more frequent tactical assessment based on up-to-date intelligence. Four different kinds of intelligence have been distinguished (Innes et al. 2005: 44)

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1. Criminal Intelligence: detailing the activities of a "known" suspect or suspects.
2. Crime Intelligence: enhancing the police's understanding about a specific crime or series of crimes.
3. Community Intelligence: based upon data provided to the police by "ordinary" members of the public.
4. Contextual Intelligence: relating to wider social, economic and cultural factors that may impact upon levels of crime and patterns of offending.

Two misunderstandings have obstructed the adoption of intelligence-led policing. Some practitioners believed that it was only applicable to the work of detectives rather than policing as a whole. But perhaps a more intractable obstacle has been the belief that strategic policing might conflict with giving the public what they want.

Giving the public what they want?
In Britain, there has been a much greater emphasis on 'reassurance policing' since it has been discovered that 'counter-intuitively, confidence in policing and the courts has been falling as [police] forces have turned the tide on crime' (Povey 2001: vi). There was a sense that police and public priorities had diverged with intelligence-led policing promoting 'hard-edged tactics' (ibid) against criminals whereas the public tended to feel insecure about threats to order that were not necessarily criminal in nature. To bridge this divide, policing had to become accessible and

visible to members of the public with action taken to promote reassurance.

It seems clear that steps are being taken in Ireland to reassure the public about sources of disorder and insecurity. The local policing committees are one obvious example and the proposed Garda reserve is another. The Minister for Justice, Equality and Law Reform has explained the purpose of the reserve in the following fashion.

> The Force is in danger of becoming detached from the community. Its members are in danger of becoming relative strangers to the community they police. The Garda reserve is not simply intended to help the force in discharging its tasks. It is intended to give the community a sense of linkage and ownership in respect of the force. It is intended to counteract a sense of alienation and drifting apart between the community and the Garda Síochána which has been increasingly expressed to public representatives right across the country by ordinary citizens of good will towards the force (Press Release, Dept of Justice, Equality and Law Reform, 20th February 2006).

The issue is whether opening up policing to the community makes it more difficult to manage risks in a relatively rational way. Demands of 'customers' that can originate in feelings of insecurity may not easily fit with the kind of intelligence derived from strategic policing which may focus on more concrete threats. For example, it is not difficult to imagine politicians on local policing committees getting exercised about 'anti-social' behaviour which could divert police resources from the control of crime. How the English police services have attempted to get beyond this potential impasse is to incorporate the public's perception of the sources of insecurity into their policing plans. What the public have to say about their perceptions of disorder are the intelligence on which 'reassurance policing' is based rather than the intelligence of a more 'traditional' nature to do with criminals, adverted to above. Reassurance policing is based upon the development of 'signal crimes' which state that some elements of crime and disorder are a warning sign about the overall levels of safety and security in an area. For example, a mother hearing that a child has had his or her mobile phone stolen on the way to school may start to worry about her own child's safety. Other possibly harmful incidents may be dismissed as just 'background noise'. What is required from the police is that they emit a control signal to indicate that there are effective security mechanisms in place. But this control signal must be on the same wavelength as the public otherwise it will be ineffective. Reassurance policing differs in that it doesn't rely directly on police officers nominating what are problems but instead bases policing on what citizens nominate as sources of disorder and insecurity.

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It is important to remember that the Garda Síochána Act 2005 requires local policing committees to keep under review the 'levels and patterns of crime, *disorder and anti-social behaviour'* (my italics) and have regard for the 'safety and quality of life in an area (sec. 36.2). The point is that disorder and anti-social behaviour may only figure peripherally in crime statistics and this explains the gap between police success and public dismay, mentioned above.

> The Hayes report recommended that An Garda Síochána initiate a vigorous policy of devolution to the regions and lower, with the objective of bringing the point of decision and accountability as near as possible to the interface with the public for whom the services are intended (para 108).

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A meaningful step to advancing this goal and reconciling police and public priorities would be to devise a system of area auditing that is attuned to people's perception of disorder and insecurity. There are a number of different techniques and practices that would enable a local policing committee to identify the sources of disorder in their area (see Forrest et al. 2005 for a useful discussion) and this would counter the accusation against intelligence-led policing that it remains enmeshed within a traditional conception of the police.

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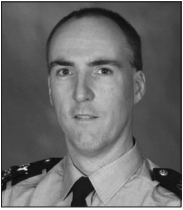
Jimmy Keane

Returning to the Core Values of Policing

Sergeant Jimmy Keane

"It must not be forgotten that An Garda Síochána will necessarily depend for the successful performance of their duties, not on arms or numbers, but on the moral force they exercise as representatives of a civil authority which is dependent for its existence on the free will of the people whose servants the members of the police force are."
Commissioner Michael Staines (1922), First Commissioner of An Garda Síochána.

As An Garda Síochána approaches the 21st Century faced with many new challenges, it may be seen as an opportunity to re-assert some of the fundamental concepts as asserted by Michael Staines. This article investigates how the core values of the members of An Garda Síochána and its leaders drive their daily behaviour, and how the exploration of these values can provide the most effective policing service aligned with organisational and community values.

THE ALIGNMENT OF PERSONAL AND ORGANISATIONAL VALUES

The Organisational Values of An Garda Síochána are outlined in the Corporate Strategy Document 2005 – 2007 as:

- Respect for people and their needs
- Human rights protection
- Service to the community
- A caring service culture
- Closeness to the people
- Policing responsiveness
- Policing performance
- Individual responsibility

A key theme within the organisational values is the shifting from the once traditional quasi military style of policing to a more collaborative community policing philosophy. A key challenge for An Garda Síochána, as for any organisation, is to ensure that the behaviour of its staff is aligned with its corporate values and mission. According to Posner and Schmidt (1992) "it is ultimately personal values that drive the behaviour and commitment of individuals over and above organisational values". This is shown in Figure 1 and displays the level of an individual's commitment, scored in each quadrant, relative to how clear personal and organisational values are.

Values Congruence and Individual Commitment

	Low	High
High	4.87	6.26
Low	4.90	6.12

Clarity of Organisational Values (vertical axis)
Clarity of personal Values (horizontal axis)

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Figure 1:
Values Congruence and Individual Commitment. Source: Posner, B.Z., and Schmidt, W.H. (1992)

According to the above findings the personal values of the members of An Garda Síochána have a greater impact on their commitment than do the organisational values. Smith (2000) defines values as *"what we believe to be of greatest importance and of highest priority in our lives".* There is an onus on every member of An Garda Síochána to ask himself or herself: "What are my core personal values and how do they align with the organisational values? or in other words; Why am I a member of An Garda Síochána?" These may at first seem simple questions with obvious answers. However, the majority of people when challenged to identify, clarify and then prioritise their personal values, have some difficulty in doing so without careful consideration and thought.

One might ask what is the significance of a member not being able to immediately articulate his/her personal values. For the vast majority of the force the intuitive alignment of their personal values with those outlined above in the corporate strategy will generally provide an internal congruence with their ethical and professional behaviour. This is not to say that undertaking such a values clarification exercise would not be of benefit, particularly when faced with difficult choices. Covey (1989) states *"as the challenges come, I can make my decisions based on those values. I can act with integrity. I don't have to react to the emotion, the circumstance. I can be truly proactive, value driven, because my values are clear."*

The question of personal values becomes significant where the conduct of a member falls below what might be expected. What are the values that drive unprofessional or even corrupt behaviour? Are values even considered when a member commits indiscretions? In the majority of such cases the

personal values of the individual are not clear. *"A person lacking self-awareness will likely make decisions that trigger inner turmoil by treading on buried values."* (Goleman et al 2002). Everybody has values whether they are explicitly aware of them or not. We must take personal responsibility to ensure that our actions are aligned with our personal values and those of the organisation of which we are part, whether it be An Garda Síochána or other public or private enterprise.

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For the vast majority of candidates who chose to enter An Garda Síochána it is their values whether implicit or explicit which drive them to do so. It feels right for them. Where candidate's values are not aligned this can be evident through the modern complex screening interview and selection processes. Gilmartin (2005) states, *"The selection of value-based individuals at the entry level appears to have been successfully completed by most law enforcement agencies over the past 20 years. The maintenance of value-based individuals in police work, however has not been a major focus of attention either by law enforcement executives or behavioural researchers until quite recently."* So what are we doing to monitor the values of our members?

An Garda Síochána has indeed recognised the requirement for the maintenance of value-based individuals. Many of the development courses and in particular the promotion courses have begun to include Self-Awareness and Personal Values components. Chief Superintendents undertake a Self Directed Development Plan including 360 degree feedback and tailored self development programs. The '7 Habits of Highly Effective People' personal development programme has just been piloted within An Garda Síochána. It examines how, through the clarification of personal values and roles, one can adopt the habits required to provide the most effective personal and organisational leadership harmonising personal and professional commitments. There is a benefit to be gained by including the examination of values in workshops at all ranks within An Garda Síochána. A particular emphasis should be placed on the alignment of values through training and probation whereby a student or probationer may discover, with the hindsight of experience that his/her values actually don't align with those of the policing service. The member should be facilitated in the choice of a different career path without his/her time in An Garda Síochána being seen as a failure. Retention of such individuals will not serve the needs of the organisation or the community and may contaminate others whose personal values may not be sufficiently clear to resist negative influences.

Values and Leadership

The examination of core personal and organisational values in An Garda Síochána should not, however, be confined to the realms of classrooms and development programmes. The alignment of Personal and Organisational Values for each member of An Garda Síochána must become a conscious element of their daily duty. In this respect it is the responsibility of every leader to recognise their role in the maintenance of value-based individuals. Kouzes and Posner (2003) state that *"Leaders must engage individuals in a discussion of what the values mean and how their personal beliefs and behaviours are influenced by what the organisation stands for."*

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In this regard Garda management must not only manage the values of their staff, but must examine their own personal values with regard to their leadership style. As the policing philosophy shifts from the quasi military style policing to the collaborative community policing models, so must the modern police leader recognise the need to shift from the traditional Command and Control leadership styles to the more flexible situational leadership styles such as coaching, mentoring, pacing, democratic styles etc. The unquestioning submissive compliance to the authoritarian command structure is at total variance with the daily requirement of the police officer who independently forms opinions and makes value-based judgements, before invoking the vast legal powers which are bestowed upon him or her. Ainsworth (1995) states it fails to recognise *" the fact that most of the time the officers will be working independently and will exercise their powers using their own judgement and discretion."* The commanding leadership style has its uses, however, it should be considered carefully with the other available styles. *"Typically the best and most effective leaders act according to one or more distinct approaches to leadership and skilfully switch between the various styles depending on the situation."* (Goleman et al 2002)

Leaders must value their staff as key stakeholders to whom they must deliver a leadership service. Through feedback the leader must determine whether the particular leadership style is meeting the needs of his stakeholders. Covey (2005) refers to the '*Servant Leader*' who asks the stakeholder the following questions:

1. *How is it going?*
2. *What are you learning?*
3. *What are your goals?*
4. *How can I help you?*
5. *How am I doing as a helper?*

The last question is the key trigger to the continuous improvement which is recognised in the 360 degree feedback process, in the case of the Chief Superintendents Development Programme at the Garda College.

The organisational values should also be reflected in the leader's behaviour whereby the Garda leader treats his/her staff as he would expect them to treat the community. McGraw and Fabish (2006) insist that CEOs '**walk the talk**'. Living the organisational values through leadership practices leads to the development of the Self Managed Team according to Goleman and Boyatzis (2002) who maintain that *"When core values and norms are clear to people, a leader does not even need to be physically present for the team to run effectively......In self-aware, self-managing teams, members themselves will step up to the plate to instil and reinforce resonant norms and to hold one another accountable for sticking to them."* In this regard it is imperative that reward systems within An Garda Síochána not only recognise individuals through commendations etc., but also the achievements of teams, units, and districts through similar systems of recognition and reward.

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VALUES AND THE COMMUNITY

Richards (2002) asks the question *"How do we harmonise police values and needs with public values and needs?"* Richards goes some way to answering this question through the assertion *"Surely, it is when the police are 'citizens in uniform' and share the values of the people they serve that they are at their most effective"* The most effective police officers have personal values which encompass those of the organisation and the community. See figure 2;
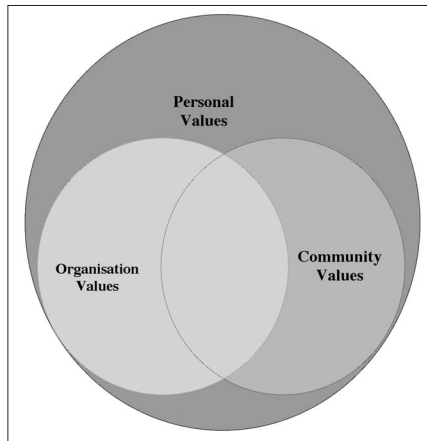

Figure 2: Values Alignment for the Effective Police Officer

Mahatma Gandhi once said *"One man cannot do right in one department of life whilst he is occupied in doing wrong in any other department. Life is one indivisible whole"* (Easwaran, 1978)

This statement is of particular significance to members of An Garda Síochána (and other police services.) They are expected to serve as role models both on and off duty and are professionally accountable for their actions at all times. This is clearly demonstrated by the number of Garda members of all ranks who are involved in community groups, football clubs and other community based activities in their spare time. The values that motivate them to put on the uniform also drives them to put on the tracksuit and train the local juvenile team - service to the community, a caring culture, personal responsibility… straight out of the organisational values matrix!

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The shifting towards the community policing philosophy ensures that this 'closeness to the community' is not restricted to off duty activities, but is integrated into the daily policing activities and philosophies. Just as the commanding style of leadership has its justifiable uses, so does the traditional quasi military style policing.   The community policing philosophy offers an alternative range of new policing/community initiatives, from those aimed at targeting specific groups (including restorative justice and juvenile diversion programmes) and designing out crime, to other broader initiatives such as Garda representation on regional development boards, and national and regional Garda customer panels. Through consultation and exploration of shared values and concerns An Garda Síochána provides leadership within the community and implements proactive and collaborative solutions to criminal and social issues.

The critical responsibility lies with Garda leaders to ensure that value based discretionary policing is applied in line with the community policing philosophy. This can only be achieved through walking the talk and applying the same value based discretion in the management of their staff. "If community policing is to become more than a passing buzzword, police executives must accept the fact that *"problem solving starts at home……….Within any law enforcement agency, there are ample opportunities to apply community policing, partnership and problem solving techniques to internal issues,"* (Gilmartin and Harris 2002).

The key findings of this article are summarised in the *Leadership Congruence Model* below which outlines how the exploration of personal and organisational values provide the foundation for the key leadership competencies which facilitate the value-based discretionary policing required to earn the moral authority of the people .
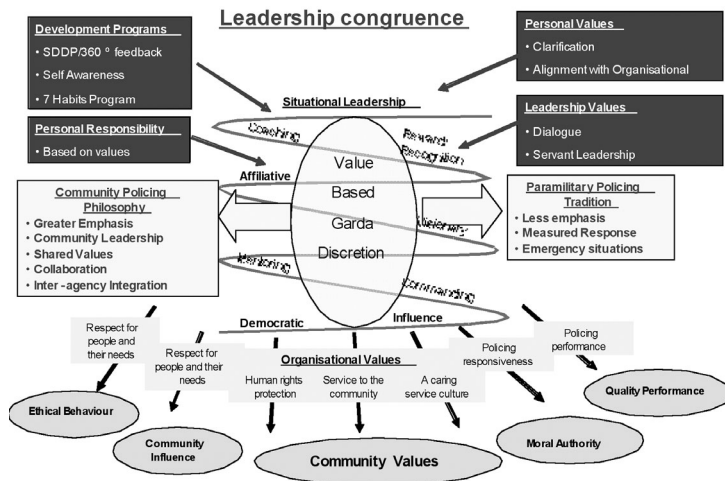
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Figure 3. - Leadership Congruence Model

CONCLUSION

The recognition of need to return to core values is clearly reflected by the recent inclusion of value-based components in leadership development programmes such as the Chief Superintendent Self-Directed Development Programme, Sergeants promotion courses, the Leadership Grid Programme and the pilot of the 7 Habits of Highly Effective People programme. These types of programmes need to be extended to all ranks with particular emphasis on members during the early stages of their career. The on-going maintenance of value-based policing is the responsibility of every leader through regular dialogue, the application of flexible leadership styles with the backup of appropriate reward and recognition systems. In order to provide a policing service that truly earns the moral authority of the people, An Garda Síochána leaders must remember that the examination of core values starts from within. To quote Ghandi once more

"We must become the change we want to see" (Easwaran, 1978)

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Moral A

"It must not be forgotten that An Garda Síochána will necessarily depend for the successful performance of their duties, not on arms or numbers, but on the moral force they exercise as representatives of a civil authority which is dependent for its existence on the free will of the people whose servants the members of the police force are."(Commissioner Michael Staines,1922).

These are the actual words of the first Garda Commissioner who has been regularly mis-quoted in the intervening years in various fora. The critical sentiments that he expressed, remain as true and as necessary today as they did eighty four years ago. Members of the Garda Síochána are servants of this State and exercise their considerable powers with the consent of the people. People includes Government, business, citizens and other residents of the State who are all entitled to the highest attainable levels of "Personal Protection, Community Commitment and State Security" as enunciated in the Mission Statement of the Garda Síochána. Mr Justice Frederick Morris commented in the Report of the Morris Tribunal, that this moral consent must not be taken for granted or treated as an entitlement.
The onus lies squarely on each member of the Garda Síochána to examine their conscience and performance to see how they adhere to the core values of our organisation. Are our interactions as police people with the people we serve in this state, grounded in the organisational values that we rightly and proudly advocate in our current Corporate Strategy Plan, 2005-2007? Do we consistently display:

Respect for people and their needs?
Human rights protection?

Service to the community?
A caring service culture?
Closeness to the people?
Policing responsiveness?
Policing performance?
Individual responsibility?

Evidence is presented on occasions that our proud tradition of closeness to the community and the tradition of mutual respect between the Garda Síochána and the public are gradually being eroded. Yet the Garda Public Attitude Surveys over the years regularly return significant high ratings for the organisation, ranging from 87% in 2001 to a highly respectable 83% in 2005. This is comforting, however the message is compelling, within the Garda Síochána there can be no room for complacency in this regard in any form or in any location. Respect, trust, support and closeness to the people must be nurtured, must be developed and above all must be earned.

The highest standards of ethical conduct are the minimum requirement for all members of our organisation. The need to ensure that personal values are aligned with the organisational values of the Garda Síochána has never been more important. Peter Senge, (2000) in his book The Fifth Discipline, talks about "walking the talk," this is what is required from all members. This applies to all levels of the organisation, from the leadership ranks down to the youngest Garda on the beat. The fact that Garda members spend much of the time working independently, facing confrontational situations and indeed often times confronting danger and dangerous criminals is not a reason for departing from the values that we espouse and practice.

An International Perspective

Returning to Core Values

uthority

Police codes of ethics are vitally important, powerful expressions of intent and constitute value statements that a police officer is expected to subscribe to. Goals and attitudes are nice, but sometimes, something a little "deeper" is required (Miller, 2006). In his classical research on obedience to authority Milgram (1974) found that an alarming number of people would engage in unethical conduct if presented with the opportunity (Jacock and Bowman, 2006). To counter this, leaders must be proactive and display consistent examples of personal ethical and professional behaviour in all their actions.

Ethics involves examining moral standards that indicate right from wrong, and how to live moral lifestyles. This can involve articulating the good habits that should be acquired, the duties that should be followed and the consequences of such behaviour on others. This applies to all members of An Garda Síochána the vast majority of which are honest and ethical, but all pay the price of decreased public confidence and trust whenever a diminution of public respect for police ethics occurs.

The bottom line for a private sector employee may be performance, pay and profits, however the bottom line for a public service employee is ethics and quality service. Public service ethics are generally more broad than professional ethics, and involve more than just integrity (Miller, 2006). Public servants do more than deliver services to customers and clients. They do more than consult with stakeholders. They do more than seek efficiencies in service and performance. Rather, public servants deliver services to the public, a civic entity traditionally embraced by the concept of "citizenry" which is a concept that transcends the individuals and interest groups which represent its constituent parts.

For a policeperson within a democratic society the delivery of those services represents the transmission of the public will (Miller, 2006).

The Garda Síochána delivers on this public good and expresses public intent visibly every day of every week in this country. Because the law bestows enormous powers on members of the Garda Síochána, including the right to deprive fellow citizens of their liberty, the Garda Síochána is subject to a higher level of scrutiny than stakeholders might expect of a private company's employees.

This is as it should be and it behoves every member of the Garda Síochána to ensure that the moral authority articulated by Mr Staines in 1922 is carefully maintained in the 21st century by honesty, integrity and strict observance of the highest standards of ethical performance.

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Garda Commissioner becoming Accounting Officer

Variety of Demands on Policing

Garda Commissioner becoming Accounting Officer - Impact and Implications

Michael Dood

Michael Dodd

The Garda Síochána Act 2005 was enacted in July 2005. This article will set out the new responsibilities for the management of the financial matters for An Garda Síochána as defined by the Act. Section 43 of the Act provides for the Garda Commissioner to be appointed Accounting Officer for the Garda Vote as from 1st July 2006.

This Act introduces more change in relation to the administration and management of An Garda Síochána since the foundation of the State. The Hayes Report states the following:

"The least commented upon of the changes flowing from the Act is the transfer of the Accounting Officer role from the Secretary General of the Department to the Garda Commissioner. This will involve direct accountability by the Commissioner to the Oireachtas for the sound financial management of the service. This may well prove over time to be the most profound of all of the proposed changes. It has the potential in time to lead to a better alignment of the organisation's approach to budgeting, and to control of expenditure and manning levels with its accountability for the efficiency and effectiveness of service delivery than is currently the case. The Hayes Report is not convinced that the potentially radical nature of this change is fully realised either in the Garda or the Department. If seen as an opportunity, it could be the vehicle to energise the organisation and to drive change."

The responsibilities of the Commissioner as Accounting Officer are as follows:

- Safeguarding of Public Funds and property under the control of the Commissioner.
- Ensuring that all relevant financial considerations are taken into account and where necessary brought to the attention of the Minister where they concern the preparation and implementation of policy proposals relating to expenditure.
- Economy and efficiency of An Garda Síochána in the use of its resources; this includes ensuring that there are adequate financial management systems in place to support the proper administration of the organisation in an economic and efficient way.
- Responsibility for the systems, procedures and practices employed by An Garda Síochána for the purpose of evaluating the effectiveness of its operations.
- The adequacy of arrangements within An Garda Síochána to ensure the correctness of all payments under the control of the Commissioner along with the prompt, efficient recovery and reconciliation of all receipts connected with the Vote.
- Internal Audit, including periodic review of the internal audit function to ensure that the Commissioner is receiving the desired quality of assurance on the adequacy, reliability and efficiency of the organisation's internal control systems.
- Ensuring that in all cases Financial Sanction for expenditure has been obtained and for the maintenance of a central database of both delegated and specific sanctions.
- Responsibilities for 120 Public Bank Accounts operated throughout the organisation.

- Responsibilities in respect of grants-in-aid to external agencies. Conditions of such grants, submission of accounts and satisfaction that the accounting systems and organisational arrangements of the grantee are adequate to ensure proper administration of the money.
- Preparation and Presentation of the completed Appropriation Accounts for An Garda Siochana to the office of the C&AG by April 1st of the year following that to which the account relates.
- The Commissioner will be required to sign the "Statement of Internal Financial Controls" (S.I.F.C.) as part of the annual Appropriation Accounts.
- Statutory requirement to give evidence before the Public Accounts Committee – relating to the regularity and propriety of transactions recorded in any account subject to audit by the C&AG as well as the economy and efficiency of the organisation in the use of its resources and the systems, procedures and practices for evaluating effectiveness (Value For Money)
- Implementation of the Management Information Framework (MIF)

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As the Garda Vote currently amounts to €1.3 billion, it is vital that we have robust accounting and internal control systems as required by the Statement of Internal Financial Controls (SIFC) that the Accounting Officer is required to submit with the Appropriation Accounts.

The actual financial systems have been modernised over the past six years by the implementation of the Oracle Financial Management System. This is an integrated system, which allows for the management of the Garda budget and the compiling of the Annual Appropriation Accounts. The Financial Management System consists of six modules that include Purchasing, Accounts Payable, Fixed Assets, Travel & Subsistence, Inventory and the General Ledger.

The implication is that there is a risk that these systems could be exposed if adequate resources to monitor compliance are not provided in order for the Garda Commissioner to prepare to carry out the function as the Accounting Officer. The SMI Report published by Deloitte & Touche in December 1998 titled "An Garda Síochána – A Financial Management Framework" recommended the establishment of a Finance Directorate with a certain structure to support the Commissioner as Accounting Officer. This was when the Garda budget was €728 million.The SMI

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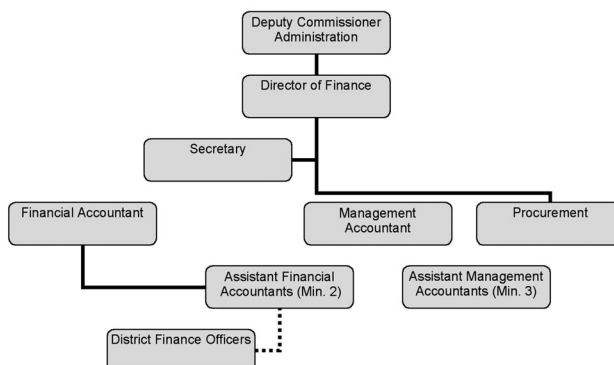
report recommended the appointment of Finance Officers, of which 113 have been selected from an Internal Promotion Competition.

A substantial portion of the budget has been devolved within the force. Operational Garda management require back-up to help them manage their resources efficiently and effectively and to interpret the Management Accounts. While support is given, to be effective it is essential the resource be filled otherwise the risk to the force is a lack of efficiency in the managing of the devolved budgets.

Procurement is a complicated area and the Garda Organisation has to adhere to the EU Directives and thresholds. Procurement guidelines have to be added to and proper structures put in place, to monitor compliance.

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In order for the Commissioner to fulfil the role of Accounting Officer the implication and impact of not complying with procurement rules has to be understood by the whole Garda organisation.

It has been recognised by the Hayes Group that the Department of Justice, Equality and Law Reform will have an important role in negotiating the budget with Garda management on the one hand and with the Department of Finance on the other. They must withdraw to a degree if Garda management is to be free to manage and to develop the capacity to carry out their new responsibilities.

The emphasis in the budget-setting process between the Departments of Justice, Equality and Law Reform and Finance should be on the macro level – envelopes of total expenditure – rather than on the micro level – line items. Transfer of financial accountability to An Garda Síochána should be accompanied by a vigorous policy of devolution to the regions and lower, with the objective of bringing the point of decision and accountability as near as possible to the interface with the public for whom the services are intended.

Hayes recommends that the role of the Department of Justice, Equality and Law Reform should be a strategic one. That it should be focussed on policy setting, the establishment of performance targets in line with standards which are benchmarked and agreed, and on reviewing and agreeing the annual policing plan with An Garda Síochána on foot of which the Department negotiates the annual or multi-annual allocation with the Department of Finance.

In order to fulfil this function, I believe that financial expertise and support must be provided at all levels as well as training in financial planning and management.

As part of the preparations for the transfer of the Accounting Officer function, the Garda Internal Audit Section, which currently has responsibility for both financial and operational audits, will deal exclusively with financial and public property audits. Operational audits will be the responsibility of the Professional Standards Unit which was recently established by the Garda Commissioner under the Act. This means that the appropriate staff should be adequately resourced and trained in the internal audit function.

There is the need for a risk management register in An Garda Síochána. There is also a requirement for the Garda Commissioner, Director of Finance, Commissioners and Chief Medical Officer to put in place effective mechanisms to carry out risk management. This requires a detailed knowledge of the organisation, the legal, social, political and cultural environment in which it operates, as well as the development of a sound understanding of its strategic and operational objectives.

The Mullarkey Report[2] identifies four main areas of risk:

- **Strategic Risks:** Risks external to An Garda Síochána, such as the economic climate.

- **Operational Risks:** Risks relating to procedures/technologies employed to achieve particular objectives.

- **Financial Risks:** Risks relating to the procedures/systems/ accounting records in place to ensure that An Garda Síochána is not exposed to avoidable financial risks.

- **Reputation Risks:** Risks to the public reputation of An Garda Síochána.

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Therefore it is not only financial risks to the organisation but also operational risks that will form the largest part of the register and will have to be compiled by the appropriate operational sections.

The Commissioner as Accounting Officer will mean increased contact directly with the Comptroller and Auditor General. Their remit is wide ranging and they have access to all areas regarding the expenditure of public monies.

The consequences are that the Commissioner will be directly accountable whereas at the moment it is the Secretary General of the Department of Justice Equality and Law Reform. Therefore under this accountability it is critical for the Commissioner to ensure that there are resources in place to meet this challenge to ensure successful financial management of the Garda Vote.

The actual management of the Garda Vote is not only a function for the Finance Directorate, it is the responsibility of Garda Management to ensure that

(1) Budget and Resources are managed.
(2) Procurement Guidelines are adhered to.
(3) Financial records are maintained accurately.
(4) Appropriation Account information is provided on time.

The Accounting Officer himself has to ensure that the necessary structures are in place and resourced adequately to ensure compliance.

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2 Mullarkey Report – Report on the Working Group on the Accountability of Secretaries General and Accounting Officers - July 2002

In conclusion the Garda Síochána Act 2005 has wide-reaching implications for An Garda Síochána and as various committees have recognised, it is an opportunity for change, which should be fully embraced by both the Garda organisation and the Department of Justice, Equality & Law Reform.

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Reaping the Benefits. Information and Communication Technology as an enabler of change in An Garda Síochána.

Paul McEvoy

Garda Paul McEuoy

An Garda Síochána is a large, public sector organisation.

Too many descriptions of An Garda Síochána start in such a manner. But this statement for all its simplicity does not explain the complexity, structure or unique position the organisation occupies in the State. That position also has at its core a correlation with many other large organisations in relation to how it does its business, its cultural and organisational paradigms, the impact of change on its members, and the environmental forces that can threaten, bolster or ultimately drive it to seek new avenues for doing its business.

An Garda Síochána has fundamentally changed the way it conducts its business over the past decade. While change has always been at the forefront of the organisation, there are a myriad of reasons why change for an organisation such as An Garda Síochána is and has been difficult to implement;

1. The organisation is traditionally hierarchical and mechanistic, and this can make change more difficult to initiate, as the envisaged technological change has to be accompanied by significant organisational wide change.[1]

2. The organisation's workforce is nationally dispersed. It consists of members from a range of backgrounds who encounter a wide range of rural, ethnic, and cultural diversity. Within the ambit of the organisation, members can specialise in a wide variety of roles, from technical, ground and air support units, administration sections, logistic sections, emergency response sections, and front-line operational policing. In order to create user acceptance of change and of change initiatives, it is necessary to address all of the membership of An Garda Síochána at all ranks and take cognisance of the wide variety of roles they occupy.

3. The unique non-profit perspective of any public organisation can affect the structure of the change process. It is perhaps more important to include all levels of the organisation in a public sector setting than in a private sector organisation. Bolognese suggests that "Individuals naturally rush to defend the status quo if they feel their security or status is threatened" But what if their job security is not threatened[2]. This can afford the individual latitude to resist change more strongly.

An Garda Síochána has attempted as an organisation to implement change initiatives that allow the individual members of the organisation greater latitude than in the past. These change initiative are focused both internally and externally. Systems such as the Fixed Charge Penalty Systems, Juvenile

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1   (Peters, 1987: Buchanan and Boddy, 1992; Mc Donagh, 2004).
2   Source Employee resistance to organisation change, 2002, Bologenese Telbert, F; http://www.newfounda-tions.com/OrgTheory/Bolognese721.html

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Liaison Schemes and Community Policing initiatives for example have all afforded the operational police officer more choice in dealing with issues on the street. From an internal perspective, An Garda Síochána has also initiated programmes designed to take cognisance of the needs of individual members of the organisation. Initiatives such as Peer Support Services, Employee Assistance Programmes, and Employee Welfare Services have all been introduced with a view to nurturing the human element of the organisation.

But there is another obvious paradox at work at a deeper level in the organisation, and it is this. How do you instil further progressive and aggressive change initiatives in an organisation where there has to be a limit on the latitude given to individual members within it?

If every police officer on the street was not bound by a rigid and structured rule system, i.e., legislation, and by a rigid and structured code of ethical, moral and professional code of conduct, the organisation could ultimately collapse under litigation, allegations of unprofessional conduct, and lack of clear direction.

The way in which you overcome this paradox lies at the heart of the change process. If you view the organisation as a system and break it down into its component parts, you use a framework from which to map the change process. Open systems theory provides a framework for viewing the organisation as a complex system, irrespective of its function and size. It contends that the organisation is composed of interrelated and interdependent parts, and it facilitates analysis of problems facing the organisation by focusing on individual elements within the organisation and the environment.

Approaching your organisation as a system ensures you do not neglect,
1 Parts of the organisational system
2 Parts of the environment
3 The major variables of the organisational system
4 The relationships between variables are part of the organisational system and the environment.

Also, the rules and values of the organisation must be taken into account. The unique stance of the non-profit public sector organisation brings with it a different set of challenges. Research conducted by this author suggests that change initiators that engender buy-in are crucial, even more so than in private sector organisations.[3]

Research has also indicated that private sector organisations tend to view public sector organisations change initiatives with some scepticism[4]. They tend to view the public sector organisations as slow to change, coupled with

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3   Source, M.B.S. Thesis 2005 U.C.D. P. Mc Evoy. Appendix 10, Interview with Inspector T. Mc Laughlin, Change Management Section, An Garda Siochana.
4   Source, M.B.S. Thesis 2005 U.C.D. P. Mc Evoy. Appendix 6, Interview with Mr. P. O'Rourke, former CEO of Independent Communications, (News and Media).

the fact that the resistance to change is handled very differently. Private sector organisations can choose to release those staff who do not embrace change fully.

In the case of An Garda Síochána, there were many reasons why the organisation had to change. According to Larson and Coe (1999), the requirement for change is driven by the new generation of policing influenced by global and international occurrences, systems management, technological change, and in particular the development of the means to process and share data electronically across international boundaries.

Hayes (2002) suggests that change is all about modifying or transforming an organisation in order to maintain or improve its effectiveness. So this would suggest that standing still is not an option, but do you wait for change to come to you by way of a changing environment or do you implement change internally before you begin to lose effectiveness?

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According to Holland (2000), the starting place for mastering change is with the understanding of what an organisation is and what organisational change means. Mastering change requires you to know something about what an organisation is from a structural or system point of view.

It also requires you to be aware of the environment in which you are operating. There has to be a reporting structure in an organisation in order that it is effective. Galbraith and Hirschorn[5] address the issue of the anatomy of structure as a starting point for change and they both agree that structure alone is not enough. Galbraith contends that changing formal organisations and structures is central to the success of the overall change process. He addresses changes designed to create better fit between the environment and the reporting structures but Hirshchorn argues that leaders cannot attain sustained increases in performance by using formal structure and systems as the principal instruments of change.

Perhaps the two most popular theories today underlying the reasons for change lie in the postulation by Beer and Nohria of Theory E and Theory O. Both of these theories purport to look at the reasons and background for the change process.

- Theory E has as its purpose the creation of economic value, often expressed as shareholder value. Its focus is on formal structure and systems. It is driven from the top with extensive help from consultants and financial incentives. Change is planned and programmatic.

- Theory O has as its purpose the development of the organisations human capability to implement strategy and to learn from actions taken about the effectiveness of changes made. Its focus is on the development of a high-commitment culture. Its means consist of high

5   Beer. M., Noria. N. Breaking the Code of Change, Harvard Business Review 2000, Chapters 7 – Role of formal structures and processes, Chapter 8 – Changing structure is not enough, the moral meaning of organisational decisions.

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involvement, and consultants and incentives are relied on far less to drive change. Change is emergent, less planned and programmatic. (Beer and Noria 2000).

It is of course the perogative of the organisation to take on a mixture of these theories or to sequence them, for example to use Theory E to develop economic efficiency, and use Theory O to build competitive advantage by strengthening organisational culture. Indeed a mixture of any of the models or theories of the change process can be utilised to the organisation's best advantage

This leads us to the next phase in the change process - The leadership of change. Some academics contend that the change process should be led from the top down, with centralised decision making structures in the organisation, an organisational hierarchy which is clearly defined. Others contend that change should be introduced from the bottom up, with empowerment at all levels.

There are many advocates of two distinct approaches to the leadership of change, i.e., a top down style of leadership approach versus a bottom up, integrative style of leadership approach involving staff at all levels of the organisation. The top down style of leadership approach is favoured by academics such as Jay. A. Conger[6] (1999), who says;

> "The very nature of organisational change favours a top-led approach. For example, more and more change initiatives take place in response to major shifts in corporate strategy or to a fundamental reengineering of basic company processes. Change often has system-wide ramifications and involves costly new systems and technologies. Given the magnitude of this type of change and the often heavy accompanying investments, senior executives are far better positioned to lead organisational reinvention".

The opposite view point is held by Warren Bennis[7], who says

> "Despite the rhetoric of collaboration, we continue to live in a by-line culture in which recognition and status are conferred on individuals, not on the teams of people who make change possible. The main winder for effective change is the workforce and its creative alliance with top leadership".

Again a collaboration of the two approaches is perhaps the most practical. But as mentioned, the leadership of the change process is vital. In an organisation such as An Garda Síochána, there has been up to recently a tendency to adopt a top down style of leadership and the organisation was seen as autocratic and hierarchical. This has changed in the last few years

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6   Beer. M., Noria. N. Breaking the Code of Change, Harvard Business Review 2000, Chapters 4 – Effective
    change begins at the top.
7   Beer. M., Noria. N. Breaking the Code of Change, Harvard Business Review 2000, Chapters 5 - Leadership
    of change

and the organisation now adopts a mixture of styles with change initiatives being driven from all levels of the organisation.

But what of the most fundamentally important change initiative to have taken place within An Garda Síochána in the last decade?

I refer, of course to the introduction of Information Systems throughout An Garda Síochána which are spearheaded by the introduction of the PULSE system and within its ambit, the ability to engage in further communicative advances such as integration with the Courts and Prisons Service, the Fixed Charge Penalty System and the Fines on the Spot System. The information systems deployed in An Garda Síochána are of themselves separate advances that have the integrative capability and upgradeability that is necessary to harness technological progress. By utilising these systems An Garda Síochána as an organisation stands today as one of the most technically advanced police services in the world.

According to Nolan et.al, (2004) prior to 1972, computerisation and I.T. literacy was not pervasive throughout An Garda Síochána. Initially the Garda organisation availed of the Government computer services to facilitate its stolen and suspect vehicle system required to support operational policing. By 1980 An Garda Síochána was using computerisation to operate its firearms licensing system, crime recording and criminal records system and to access the national vehicle file. The establishment of a mainframe computer at Garda Headquarters enabled the organisation to establish its own Information Technology section.

But one thing must be pointed out at this juncture. It is the contention of this author that the information technology initiatives that have been rolled out and contine to be rolled out in An Garda Síochána have not been flawless. Granted, An Garda Síochána has as an organisation embarked on a change programme unparallelled in its history. It has achieved user acceptance and usability of its information systems at levels far beyond expectations. However, it must be borne in mind that this is the biggest change in the history of the organisation, and meticulously planned as it has been, it is without a framework of reference as far as the implementation is concerned. This is because it is unique in the history of a public sector organisation in this country given its scale and scope.

An Garda Síochána is in a unique position within the public sector. It cannot measure itself against competitors to see how effective the implementation of information technology change has been. Crime figures, although they give an indication of the organisation's performance cannot be directly correlated to the technology based change initiatives, as there are a host of economic, environmental and social issues that can also affect them.

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How has the organisation reaped the benefits of Information led change?
The business case for an ICT investment must identify the business benefits that are expected to be achieved by embarking on the project. The benefits must support the organisation's strategic and corporate business objectives.

The main benefit drivers for An Garda Síochána throughout the information led change processes were;

- To encourage the speedier dissemination of information throughout the organisation, and ultimately, to the public.

- To streamline the reporting process for members of the public. To give members of the public more comprehensive information when required, and to increase communication flows throughout the organisation both horizontally and vertically.

- To decrease the cost of managing and sharing information across organisational boundaries.

According to Nolan et al, (2004) the benefits from the PULSE project and what it has meant for An Garda Síochána can be summarised as follows:

- The Garda organisation has displayed its ability to successfully implement a large scale ICT system
- The implementation of the PULSE system has enabled An Garda Síochána to increase the speed of its data capture capabilities.
- A standardisation of core internal policing practices has occurred in areas of summons, charge, bail and warrant generation.
- Organisational change awareness has been created within the organisation and an organisational change capability has been nurtured and developed.

Any benefits management process should clearly show what will happen, where and when the benefits will occur and who will be responsible for their delivery. The plan for benefits needs to be integrated into or co-coordinated with the business plan and should be very clear about handover and responsibilities for ongoing operations in the changed state (where the benefits will actually accrue).

It is clear from the above that An Garda Síochána as an organisation was well aware of the benefits that would accrue from the introduction of Information Systems, indeed these benefits were communicated throughout the organisation before and during the phased PULSE rollout.

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8   Nolan, J. Mc Donagh, J. "Operationalising Change, The PULSE Project within An Garda Síochána. School of Business Studies, (T.C.D.)

According to Cussen[9] and Nolan et.al, in the development of the Pulse project, more than 350 man years of technical design and development effort were deployed by a joint Garda and consultancy team who contributed 45% and 55% to the overall workload.

More than 12,000 Garda and civilian personnel underwent almost 800 man-years of training during the project implementation phase. Almost 300 computerised training exercises were developed totalling more than 120 hours of training, 2,200,000 lines of programming were developed and more than 600 database tables created and €61.3 million was spent on infrastructure, consultancy and support costs.

2,000 change agents were included in the change network, management development workshops were introduced, communication products including videos, newsletters, directives, training aids, and user manuals were provided.

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A Change Management Section was established with a view to managing and implementing the change process, and to evaluate further change where necessary. This section is responsible for the dissemination of information in relation to future change initiatives.

With €63 million spent on infrastructure and development it is clear that An Garda Síochána did not skimp on resources, and the organisation was clearly geared towards implementation by providing access to computer terminals in the majority of Garda Stations. The phased roll-out of the technology and the large scale training programme facilitated the change initiative.

Strassman (1990) notes "computers add value only if surrounded by appropriate policy, strategy, methods for monitoring results, talented and committed people, sound relationships and well designed information systems".

It is submitted by this author that from an Information Technology perspective, if one looks at the key issues of user acceptance, management initiative and flexibility, and the monumental effort it has taken to get the organisation this far, the provision of the physical infrastructure, the training provided, and ultimately the speedier dissemination of data as a result of the changes, and the confirmation of this increase from all levels, political down to operational, then it is possible to contend that yes, the ICT changes in An Garda Síochána have been, and are continuing to be a success. But this success is ultimately only one of the many successes that An Garda Síochána must ultimately have in its drive to be at the forefront of policing and technical excellence.

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9   Cussen, E. 2003 "Trends in Information Systems Integration: the Garda Experience" Communiqué, An Garda Síochàna Management Journal, March.

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