



Strategic Imperatives

To develop the Garda Síochána into a world-class organisation through change and modernisation

This Corporate Strategy, which is based on the six strategic goals outlined in this document, must be accompanied by a fundamental change and rational process imposed on the Garda Síochána to transform itself into a world-class organisation. The achievement of the ambitious goals set out in this strategy, while undoubtedly difficult and challenging, would be practically unworkable without engaging its organisational resources and its personnel. It is our intention to achieve this success through addressing six strategic imperatives. The requirement for public accountability and value for money will be kept a priority.

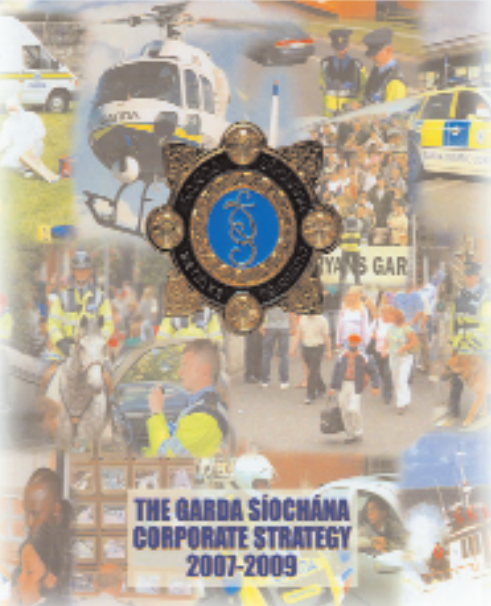
We will commit during the lifetime of this strategy:

1. To develop the Garda Síochána's operational management capabilities.
2. To develop the Garda Síochána into a world-class organisation.
3. To engage, train, develop and motivate staff.
4. To renew and integrate the culture of the Garda Síochána.
5. To ensure the Garda Síochána is well-led and well-managed.
6. To develop an excellent customer relationship model in the Garda Síochána.

In furtherance of these strategic imperatives, performance and progress will, in conjunction with the six strategic goals, be assessed on a quarterly and an annual basis through our performance and accountability framework and our Annual Policing Plans.



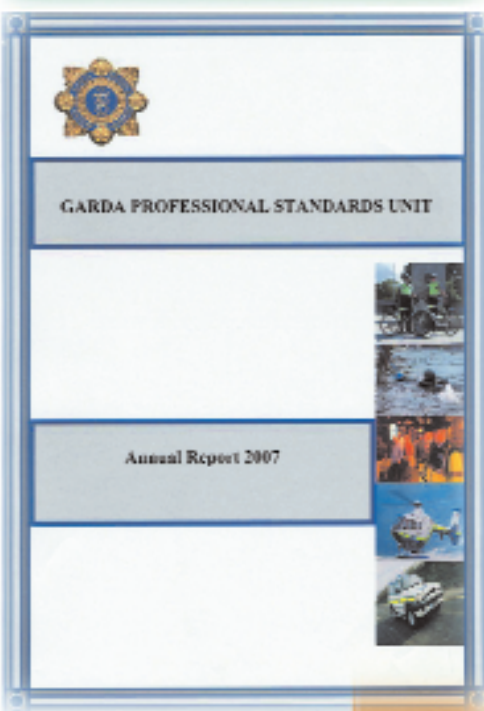
A TIME FOR CHANGE



**THE GARDA SÍOCHÁNA
CORPORATE STRATEGY
2007-2009**



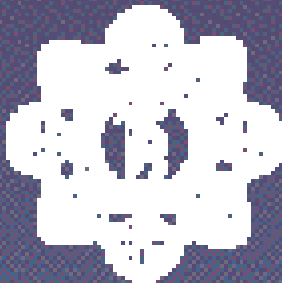
Declaration of Professional Values & Ethical Standards



AN GARDA SÍOCHÁNA

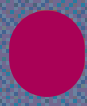
Code of Practice

**CODE OF PRACTICE
for
Garda Personnel Involved in
The Management and
use of
Covert Human Intelligence
Sources**



MANAGEMENT JOURNAL

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A M B I G U A S I U L H A W A

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EDITORIAL

On the 13th December 2007, having been in session 686 days, the Morris Tribunal of Inquiry concluded. Its work, to date, has resulted in the publication of five separate reports containing many findings which were highly critical of Garda operational procedures, structures, and indeed management.

Former Commissioner, Mr Noel Conroy, quickly acknowledged the gravity and magnitude of the highlighted organisational problems and looked to his most senior and experienced officer, Deputy Commissioner Peter Fitzgerald, to address the highlighted faults.

The Deputy Commissioner approached the task in a systematic and strategic fashion and assisted by a small, but determined, group he initiated the most extensive change and modernisation programme ever undertaken by the Garda organisation.

Addressing, the highlighted deficiencies involved radical and sweeping changes in administrative structures and senior management positions in the Garda organisation. Additionally it entailed reform of established policy, procedures, and most importantly a change in the organisation's culture.

In this issue of Communiqué the Deputy Commissioner avails of the opportunity to outline the organisation's response to the Tribunal's criticisms and provide readers with an overview of the change and modernisation journey undertaken by the Garda organisation.

The Garda Síochána by its swift action has demonstrated maturity in the acceptance of significant external criticism and has displayed a collective, and meaningful, willingness to change. The modern management practices and organisation structures, introduced by this reform programme, has provided the solid foundations required to ensure that the organisation is change ready and dynamic; thus having the ability to meet the policing requirements of a demanding and challenging society.

The Garda organisation, a founding institution of the State, has had to change to meet the challenges of the 21st Century. It continues to strive to achieve its vision of 'Excellent People Delivering Policing Excellence' and only the highest standards of ethical, moral and professional behaviour will realise the organisation's determination to renew and reinvigorate itself and become a world class organisation.

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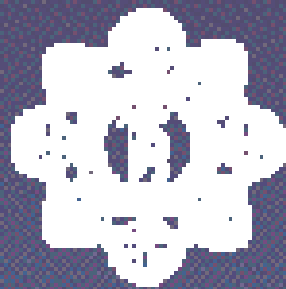


Deputy Commissioner T.P. Fitzgerald

The Morris Tribunal of Inquiry and the Garda Síochána

Deputy Commissioner T.P. Fitzgerald

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A N G A R D A S I U C H A N A

COMMUNITY



NOTES ON THE CONTRIBUTORS

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PETER FITZGERALD is the current Deputy Commissioner, Strategy & Change Management and was appointed in April 1998. He is a native of Tramore, Co. Waterford and joined the Garda Síochána in 1964. He has spent most of his service in the Dublin Metropolitan Region. Deputy Commissioner Fitzgerald has seen overseas service in Namibia (UNTAG) with the UN Civilian Police from 1989-1990 and in Cambodia (UNTAC) from 1992-1993, as Chief of Operations of the UN Civilian Police. He also served as a UN Police Advisor on planning for a UN Mission to El Salvador in 1991. In January 1996 he was appointed Commissioner of International Police Task Force by the Secretary General of the UN. He served as Commissioner in Bosnia up to February 1997. He was appointed as Police "expert" to a fact finding team to Jenin by U.N. Secretary General, Mr. Annan in 2000. Also in 2000 he was appointed Inspector General to the U.N. Mission in Kosovo. He carried out a full Audit of the Mission and submitted a report to the Secretary General.

In 2003 Deputy Commissioner Fitzgerald was appointed as Police "expert" on the Independent Panel on Safety and Security of U.N. personnel in Iraq by the U.N. Secretary General. The resulting report was fully accepted and was used to introduce major changes in the management of security with the U.N.

In February 2005 he was appointed by the Secretary General of the United Nations to inquire into the circumstances, causes and consequences of the assassination of Prime Minister Hariri in the Lebanon.

In October 2005 he was awarded a Doctorate of Management (honoris causa) from Revans University, Cambridge. He holds a BA(Hons) Degree (1st Class Hons.) in Police Management, a Diploma in Industrial Security from the Dublin Institute of Technology and an Effective Management Certificate from the University of Limerick.

Deputy Commissioner Fitzgerald is also a Companion (CIMCA) International Management Centres Association and was elected to the Congregation of the University as a Member of the International Management Centres Association.

The Morris Tribunal and the Garda Síochána

Deputy Commissioner T.P. Fitzgerald replies



Deputy Commissioner
T.P. Fitzgerald

INTRODUCTION

On the 21st April 2008 I will retire from the Garda Síochána in my 45th year of service to the people of Ireland and to the Garda Síochána. During this period I have seen some profound changes in Irish society and indeed within the Garda organisation. I have witnessed the Garda Síochána transforming itself in line with the transformation of Irish society which has moved from a mostly agrarian society of the mid 1960s to the fast paced, high technological and corporate orientated world of the early 21st century.

The Garda Síochána has similarly moved to meet the challenges of modern society and to prepare for the endless new challenges associated with modern policing. Without the luxury of knowing what the next issue might be, the Garda Síochána and police services worldwide must be able to respond as effectively as possible to emergency situations and emerging problems. Outcomes are contingent on the reactions of individual police officers. When these decisions are subsequently judged, it is the training, experience, education and professional craft of both individuals and the parent organisation that are considered. The fact that these examinations occur in the cold light of day, sometimes many years after such events, is of little consequence but should be borne in mind at all times.

Police services sometimes do not emerge with significant credit following such inquiry. Examples of this abound in the world of judicial and academic policing inquiry. The London Metropolitan Police, the Scarman Inquiry into the Brixton Riots, the Royal Canadian Mounted Police (RCMP) with the O'Connor Inquiry, the L.A.P.D. with the King Investigation, the P.S.N.I., the Western Australian and Victoria Police are all such examples. The Garda Síochána is no exception, having previously experienced the "Kerry Babies Inquiry".

The resolution of the Dáil and Seanad Éireann on the 28th March 2002 to establish a tribunal "Pursuant to the Tribunal (Evidence) Acts 1921-2002 into Certain Gardaí in the Donegal Division" has had a profound effect on the Garda Síochána. The subsequent enactment of the Garda Síochána Act 2005 has enshrined in legislation many elements of oversight, accountability and regulation that make the Garda Síochána one of the most accountable organisations in the world with the possible exception of our northern colleagues - the P.S.N.I. It is yet too early to assess the impact of this. I would prefer in this edition of *Communiqué* to outline the extent of the Garda Síochána's response to our identified shortcomings. This was a commitment I gave to the Morris Tribunal on the 13th April 2005 at the conclusion of my evidence.

CONTEXT

The latter years of the twentieth century and indeed the early years of the new millennium have been characterised by the proliferation of public tribunals of inquiry into matters of serious public concern, such as the Beef Tribunal (1991); the Blood Transfusion Tribunal Inquiry (1996); the Flood/Mahon Tribunal (1997-2008); the Payment to Politicians (Moriarty) Inquiry (1997) and the Ferns Inquiry (2003).

The Garda Síochána and policing in Ireland has also been significantly impacted by the reports of various Tribunals of Inquiry and it is probably fair to say that organisationally the Morris Tribunal has been, to date, the most significant of these Tribunals without in anyway minimising the impact of other Tribunals such as the

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Abbeylara Inquiry or the Dean Lyons Inquiry. The Reports of the Morris Tribunal have significantly influenced the character and moral fibre of the garda organisation. It has provoked an internal debate in the organisation as to what is the purpose of policing in this state. It crystallised the understanding that the first Garda Commissioner's paradigm of "policing's moral authority" was a fragile authority that required constant care and nurturing. It also created an awakening that the 21st century required a new paradigm¹ for the Garda Síochána; that of policing to accountability.

4 On the 13th April 2005, I, as Deputy Commissioner of the Garda Síochána, appeared before the Morris Tribunal to give evidence on behalf of the Garda organisation relating to change, modernisation and developments that were on-going in the organisation over the period of time that Judge Morris was inquiring into. This was day 322 of the Tribunal and the evidence presented to the Tribunal up to that stage had caused considerable public and media disquiet, and no little alarm throughout the Garda organisation. At the time I was the senior Deputy Commissioner in the Garda organisation, having joined the organisation in 1964. I had at that time a unique career in the Garda Síochána having served a considerable period of my service in Dublin city centre stations such as Pearse Street and Store Street, other Dublin Metropolitan Region (DMR) stations such as Blackrock and provincial stations such as Cahir and Sligo. I spent time on crime investigation in the Crime Task Force. I was also Assistant Commissioner in charge of Information Technology, Telecommunications, Finance, and Training, and followed this for nearly seven years as a Deputy Commissioner in charge of a wide portfolio as set out later in this article. Simultaneously I had considerable international policing experience with the United Nations in Namibia, El Salvador, Cambodia, Bosnia, Iraq, Kosovo and the Lebanon. I was appointed by the Secretary General of the United Nations, Kofi Annan, and the Security Council to enquire into the causes, circumstances and consequences of the assassination of Mr. Rafik Hariri, Prime Minister of Lebanon, murdered in a bomb explosion in Beirut in 2005.

In 2004, I had responsibility for corporate and strategic planning; administration; finance; IT and telecommunications, organisational change; organisational development, training and human resource management, transport and accommodation.

At the conclusion of my evidence I gave a commitment to the Morris Tribunal; that I would, to the best of my ability, remedy and resolve as many of the areas of concern identified in evidence and subsequently articulated in the Tribunal Reports to date as were within my authority and capacity to do. It must be borne in mind that the final Report of the Tribunal has yet to be published and it must also be recognised that my evidence was prior to the enactment of the Garda Síochána Act 2005 which legislatively underpinned much subsequent organisational re-development within the Garda Síochána.

This edition of Communiqué will outline how the Garda organisation has embraced the challenge of change and accepted the gauntlet thrown down by Judge Morris. I hope to show, in this edition of Communiqué how I have fulfilled my commitment of the 13th of April 2005 to the Tribunal.

¹ "It must not be forgotten that The 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).

BACKGROUND TO THE MORRIS TRIBUNAL

In November 2001 the serious concerns expressed by the media, the public and the Government regarding allegations that certain members of the Garda Síochána in the Donegal Division may have been engaged in unethical and possibly criminal behaviour was of such gravity that the then Minister for Justice, Equality and Law Reform Mr John O'Donoghue T.D., requested Mr Shane Murphy, SC to conduct an independent review of all the relevant papers and progress on the investigations into these allegations with a view to providing the Minister with expert independent advice as to whether there were measures that might be taken to bring matters to finality sooner rather than later. Mr Shane Murphy, SC, reported to the Minister that a Tribunal of Inquiry represented the only comprehensive method of inquiry to resolve the issues of fundamental public importance in this regard (www.morristribunal.ie).

Thereafter, "The Tribunal of Inquiry Set up Pursuant to the Tribunal (Evidence) Acts 1921-2002 into Certain Gardaí in the Donegal Division" by resolution of the Dáil and Seanad Éireann on the 28th March 2002 was established. Judge Frederick Morris was appointed as its chairman and the Tribunal commenced work in the first week of June 2002.

TERMS OF REFERENCE

The Tribunal's Terms of Reference were constituted as follows:

To inquire urgently into the following definite matters of urgent public importance and to report to the Minister for Justice, Equality and Law Reform and to make such findings and recommendations as it sees fit in relation to these matters;

- (a) The making of extortion and hoax telephone calls to the home of Michael and Charlotte Peoples on 9th November, 1996 and the subsequent Garda investigation into that complaint;
- (b) Investigations in relation to the death of Mr. Richie Barron of Raphoe, Co. Donegal on 14th October, 1996 with particular reference to the arrest and treatment of persons in custody in connection with that investigation, the progress, management and effectiveness of the Garda investigation with particular reference to the management of informants;
- (c) Allegations of harassment of the McBrearty family of Raphoe, County Donegal and of relatives, associates and agents of that family by members of the Garda Síochána subsequent to the death of Mr. Barron including the issue and prosecution of summonses relating to offences alleged to have occurred between 28th October, 1996 and 28th September, 1998;
- (d) The circumstances surrounding the arrest and detention of Mark McConnell on 1st October, 1998 and Michael Peoples on 6th May, 1999;
- (e) Complaints that some Gardaí in County Donegal may have been involved in hoax explosives and bomb-making equipment finds (in particular discoveries on 11th September, 1993, 19th November, 1993, 11th January, 1994, 14th March, 1994, 4th June, 1994, 13th June, 1994 and 18th July, 1994) and a review of the management and investigation of these issues;
- (f) The circumstances surrounding the arrest and detention of Frank McBrearty Jnr. on 4th February, 1997 and his subsequent prosecution in the Circuit Criminal Court in relation to an alleged assault in December, 1996 on Edward Moss with particular reference to the Garda investigation and the management of both the investigation and the role of the Gardaí in the subsequent prosecution;

- (g) Allegations relating to the Garda investigation of an arson attack on property situated on the site of the telecommunications mast at Ardara, County Donegal in October/November 1996;
- (h) Allegations contained in documents received by Deputy Jim Higgins on 25th June, 2000 and in information received by Deputy Brendan Howlin on 25th June, 2000 that two senior members of the Garda Síochána may have acted with impropriety;
- (i) The circumstances surrounding the arrest and detention of seven persons at Burnfoot, County Donegal on 23rd May, 1998 and the investigation relating thereto;
- (j) The effectiveness of the Garda Síochána Complaints inquiry process vis-à-vis the complaints made by Frank McBrearty Snr. and his family between 1997 and 2001;

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THE MORRIS TRIBUNAL IN OPERATION

The Tribunal commenced operations under the Chairman and sole member of the Tribunal Mr Justice Frederick Morris, in early June 2002 and the hearings began in March 2003.

The Tribunal concluded the hearing of all evidence covering each of its terms of reference on the 13th December 2007 having been in session for a total of 686 days. A total of 1000 witnesses were heard and it received numerous submissions and legal arguments concerning the matters under investigation (source: Irish Independent, 14/12/2007).

The Tribunal has to-date (2008) issued five substantial reports and has now concluded the hearings in respect of its final module. The following table shows progress to date:

TABLE 1: MORRIS TRIBUNAL PROGRESS

REPORT	ISSUED
1. Report on Explosives 'Finds' in Donegal.	June 2004
2. Report on the Investigation into the Death of Richard Barron and the Extortion calls to Michael and Charlotte Peoples.	June 2005
3. Report on the Circumstances Surrounding the Arrest and Detention of Mark McConnell on the 1st of October 1998 and Michael Peoples on the 6th of May 1999.	May 2006
4. Report on the Garda Investigation of an Arson Attack on Property situated on the site of the Telecommunications mast at Ardara, County Donegal in October and November of 1996.	May 2006
5. Report on the Arrest and Detention of Seven Persons at Burnfoot, County Donegal on the 23rd of May 1998 and the Investigation relating to same.	May 2006

EVIDENCE OF DEPUTY COMMISSIONER T.P. FITZGERALD

On the 13th April 2005, day 322 of the Tribunal hearings; I appeared before the Tribunal of Inquiry and gave evidence, a synopsis of which is carried hereunder. I had submitted a lengthy statement to the Tribunal in advance. This statement formed the basis of the direct evidence that I gave to the Tribunal. Mr Peter Charlton SC (now Judge Charlton) directly examined me and moved beyond the statement provided to ensure that the Tribunal had a full understanding of the seriousness with which the

Garda Síochána regarded the findings of the First Report of the Tribunal. I indicated that following the publication of the first Morris Tribunal Report in July 2004, the then Garda Commissioner Mr. Noel Conroy, requested me as Deputy Commissioner, Strategic and Resource Management, to conduct a review of the findings of the Tribunal and prepare a report on its implications for the Garda Síochána. I outlined to the Tribunal the approach the Garda Síochána was taking in relation to the Tribunal's Report. These included "Immediate Actions" such as reviewing the Report of the Tribunal of Inquiry; categorising the findings and recommendations into nine areas of action; reintroducing the Officers' Journal² (effective from 1st September 2004); resignations, retirement and dismissal of members of the Garda Síochána. I outlined how I established nine working groups to reflect the identified categories as follows:

1. Management Development
2. Migration management and policy of tenure
3. Internal Audit
4. Religious and ethnic minorities
5. The Role of Assistant Commissioner
6. Performance and Accountability Framework
7. Discipline
8. Issues arising involving personnel
9. Informant Management

1. MANAGEMENT DEVELOPMENT

I outlined that the first Working Group reported on Management Development having considered the subject matter under the following terms of reference:

"Present a discussion document and make recommendations on management development. Consider further management development training following promotion courses, in-service training etc. Examine the possibility of introducing integrated management development from Sergeant right up to the Executive Leadership Programme".

I reported to the Tribunal that the Working Group concluded that at the core of the Tribunal's inquiry, findings and recommendations lay three key public policy imperatives, namely *Moral Conduct*; *Personal Responsibility* and *Transparent Accountability*.

The Tribunal Report had suggested significant weaknesses in each of the aforementioned imperatives. These identified weaknesses contributed significantly to the circumstances, behaviours, actions and outcomes, which led to the establishment of the Tribunal in the first place. Also, the Tribunal concluded, that ongoing breaches of the three imperatives listed above were exhibited consistently throughout the working of the Tribunal. Judge Morris's query, *"Could it ever happen again?"* it can be argued, identified two distinct challenges for garda training and development:

1. proper role and rank professional training and development, touching on managerial and leadership knowledge, skills and competencies and
2. appropriate moral, intellectual and practical training and development touching on the public duty imperative. This conclusion points to the critical need to implement integrated management structures/systems and to provide appropriate development of intellectual/practical skills and competencies and to ensure that they are professionally deployed, implemented and reviewed with a view to continuous improvement.

² The Officers Journal is a record of decisions and actions taken by operational Garda officers from Inspector to Chief Superintendent ranks. Chief Superintendent ranks.

I outlined to the Chairman Judge Morris that various Development Programmes had already been revised and that these offered continuous professional and personal development that places the primary responsibility for learning with the individual.

I outlined that the Sergeants' Development Programme had been revised.

For the Inspector's rank, staff will be required to undergo training at two levels – professional and vocational³. The professional requirement will be addressed by participation in the Bachelor of Arts in Police Management Programme (or its equivalent). A new Inspectors' Development Programme has been developed using the same philosophy and approach used for the Sergeants' programme and incorporating a series of seminars to address key operational/managerial areas such as financial and budgetary management, disciplinary procedures, court presentation procedures and project management.

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I outlined the format of the Superintendents' Development Programme and the BA in Police Management accredited by HETAC which includes:

BACHELOR OF ARTS (POLICE MANAGEMENT) HETAC	
Year 1 - Semester 1 <ul style="list-style-type: none"> • Study & Research Techniques • Legal Systems • Political Systems • Information Technology • Criminology 	Year 1 - Semester 2 <ul style="list-style-type: none"> • Sociology • Social Policy • Communications • Organisational Psychology • Management
Year 2 – Semester 1 <ul style="list-style-type: none"> • Defining Strategic Management • Organisational Behaviour & Analysis • Human Resource Management • Strategy Selection 	Year 2 – Semester 2 <ul style="list-style-type: none"> • Policy Making • I.T. Management • Financial Resource Analysis • Leadership & Change
Year 3 <ul style="list-style-type: none"> • Dissertation 	

I outlined the revised format for the ongoing training and personal development programmes available for Chief Superintendents. The intended outcome of this approach is to enable Chief Superintendents to adequately discharge their responsibilities as Divisional Officers and also to prepare them to assume the responsibilities of the Commissioner ranks in due course. I advised the Tribunal that the training strategy for Chief Superintendents would include 360-degree assessments and a personal development programme, together with one-on-one coaching by other experienced Chief Superintendents.

Chief Superintendents now undergo a ten month learning and developmental journey through the Smurfit Business School, Dublin and Harvard University, Boston, which focuses on leaders and leadership development. The overall aim of the programme is to provide a structured, integrated and focused leader and leadership development opportunities for Garda Officers with potential for promotion to the rank and role of Assistant Commissioner and above.

I outlined to the Tribunal that Commissioner level ranks would be prepared for their responsibilities through a comprehensive Executive Leadership Development Programme. This programme was developed following widespread consultation with academic and police institutions such as Columbia, Harvard and John Jay Universities in the U.S.A.; the Royal Canadian Mounted Police; Tullyallen Police

³ Vocational training refers to the policing craft and sense of duty required by police officers.

College, Scotland; Bramshill Police College, U.K.; Cranfield Business School; Smurfit Business School; Limerick Business School; the Dutch Leadership School and the I.M.I. Dublin.

Progress to date (March 2008)

The criticism of the Morris Tribunal regarding Garda management were viewed very seriously by the Garda Síochána and it is appropriate to mention that, as an organisation, the Garda Síochána had already identified these weaknesses and remedied some (e.g. appointment of Regional Commissioners) and was moving towards solutions in many other cases. It must also be borne in mind that the Garda Síochána is unique in the Irish Public Sector in that it has its Student and Probationer Training accredited at BA level with HETAC; its Police Management BA degree accredited with HETAC and its Executive Leadership Programme accredited with UCD (Smurfit Business School) at Higher Diploma level and subsequently at M Phil if appropriate. Table 2 below sets out progress and responses to date in this area:

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TABLE 2: PROGRESS AND RESPONSES TO DATE

Course	Accreditation	Pre/Post Morris	Status
Student & Probationer	BA	Pre	Currently under review
Sergeants Supervisory Course	Discussions ongoing with a view to achieving third level accreditation	Pre	Revised and currently being examined by the Training Review Group
Inspectors' Development Course	Discussions ongoing with a view to achieving third level accreditation	Pre	Revised and currently being examined by the Training Review Group
Superintendents' Development Course	Discussions ongoing with a view to achieving third level accreditation	Post	Revised and currently being examined by the Training Review Group
Chief Superintendents' Development Course	Discussions ongoing with a view to achieving third level accreditation	Post	Revised and currently being examined by the Training Review Group
Garda Executive Leadership Programme	Higher Diploma / M.Phil	Post, but in planning	New
Strategic Command Course Bramshill UK		Post	New
Funded Education within An Garda Síochána	Ph.Ds. ; D.Govs; MAs; MSc; BAs etc	Pre	Continuing
Specialist Training within An Garda Síochána, Forensic Collision Training;	City & Guilds and discussions with Third Level Colleges	Pre and Post	Continuing
Senior Investigator Officer; Crime Scene Preservation; Incident Room Management; Fraud	on-going		
Diploma in Policing Administration	Diploma	Post	New

2. MIGRATION MANAGEMENT AND POLICY OF TENURE

An outline of the Working Group Report Number (2) on migration management and policy of tenure examined the extent of which the movement of managerial

personnel within the Garda Síochána was an issue in the overall context of the allocation of personnel, and also considered best practice in similar large organisations both public and private. Evidence had already been given to the Tribunal that the frequent turnover of personnel, especially those in key positions, e.g. Inspector, Superintendents and Chief Superintendents was a problem for the Garda Síochána.

Overall, the analysis of this issue shows that while there may be some movement by Officers upon initial allocation the overall trend has been that personnel tend to occupy a more permanent posting within a short period of time. Another aspect of policy examined was the extent to which the movement of managerial personnel is concentrated in particular locations. In the context of the Donegal Division regarding the posting of Chief Superintendents and Superintendents since 1990, the analysis shows regular movement in respect of border Superintendents and to a lesser extent the movement of Divisional and District Officers.

The Tribunal was advised that commercial and other public bodies also experience difficulty in filling vacancies in particular locations. Overall, the evidence suggests that most if not all comparable organisations experience similar difficulties to the Garda Síochána in permanently filling some vacancies at certain locations.

Progress to date (March 2008)

Following the acceptance of the recommendations of this particular working group it is now accepted policy in the Garda Síochána that all members applying for promotion are fully aware that being successful in promotion competitions may require permanent re-location to other areas. This particular requirement is contained in the conditions of application for promotion to all ranks. A formal procedure for the transfer of responsibility, including the use of a “Checklist of Responsibilities” between office holders, has also been put in place for senior management when handing over responsibility to replacements.

3. INTERNAL AUDIT

I also gave evidence regarding the Working Group Report (3) which focused on the internal audit function in An Garda Síochána.

The terms of reference centred on expanding the role of the Garda Internal Audit Section (GIAS) and the development of a more robust audit system to address the identified weaknesses arising from the Morris Report and to ensure procedures for corporate governance comply with best practice.

This report identified a number of emerging issues, which required consideration in the context of a revised GIAS function. These included the Garda Síochána Act, 2005; The Mullarkey Report; The Inspectorate function versus the Internal Audit function; S.M.I. Report on the Garda Síochána; Anti Corruption and Whistle-blowing Charters and Risk Management. I informed the Tribunal that extensive consultation and research was conducted by this group in the UK and elsewhere.

The working group made several recommendations which suggested a revised approach to internal auditing in the Garda Síochána and I am of the view that the outcomes drawn will be of benefit to the organisation both in the short term and well into the future.

Progress to date (March, 2008)

A civilian head of the Internal Audit Section has been appointed and the unit currently has a mixed workforce of Garda and non-Garda personnel. The senior Garda officers have been re-deployed to operational policing. The Audit Committee as required by Section 44 of the Garda Síochána Act has been appointed comprising mostly of non-Garda financial experts from wider industry. The Anti-corruption/Whistle Blowers Charter is nearly finalised after protracted consultations with the Department of Justice, Equality and Law Reform, the Garda Síochána Inspectorate and the Garda organisation. The Garda Professional Standards Unit has also been established.

4. RELIGIOUS AND ETHNIC MINORITIES

I further reported to the Tribunal that in respect of the Working Group Report (4) Religions and Ethnic Minorities the First Report of the Morris Tribunal, at paragraph (13.123) observed that the Garda Síochána has “not yet made any effort to recruit from religious or ethnic minorities”. The report of the Working Group acknowledged that the Garda Síochána needed to be representative of the population it serves. The Rotterdam Charter of 1997 on policing for a multi-ethnic society recognises this and states: “In order to recruit people from ethnic minority communities, it is essential to develop good relations with ethnic minorities and to establish a positive image of police work. People of all ethnic groups should be encouraged to take an interest in becoming a police officer, regardless of their ethnic background. Where nationality is a barrier, efforts should be made to overcome this for established residents.”

My statement advised the Tribunal that any policies aimed at recruitment of ethnic and religious minorities should not focus on a short-term analysis of the issue. The rushed recruitment of newly arrived immigrants was unlikely to deliver a body of professionals that understand the nuances of policing Irish society and culture. Taking a longer-term strategy will allow the organisation to take account of the problems of identification and allow a more rounded transparent and sustainable policy to emerge.

Progress to date (March 2008)

The Garda Racial and Intercultural Office and Human Rights Office continue their valuable work in this most important area. The removal of the requirement to have knowledge of the Irish language has facilitated the recruitment process of persons from ethnic backgrounds. There are currently 39 people from ethnic backgrounds in the Garda organisation, including the Garda Reserve. Significant changes have been made to Garda training and within the Garda College to facilitate this.

The Garda Síochána has in place the Ethnic Liaison Officer system (E.L.O.'s) which provides training and support for the 500 Garda ethnic liaison officers throughout the state and is a positive indicator of the organisation's commitment in this regard. In my statement the then Minister for Justice, Equality and Law Reform, Mr McDowell T.D., noted this very fact in “Ireland's First Report under the United Nations Convention on the elimination of all forms of racial discrimination.” Also, the Garda Síochána has retained Ethnic and Cultural Diversity as a strategic goal within the Corporate Strategy 2007-2009 and within the Garda Síochána Policing Plans since 2005. A conference has been held on the subject matter of Ethnicity and Cultural Diversity in both 2006 and 2007 where ethnic and cultural diverse representative groups participate in dialogue with the Garda Síochána.



5. REVIEW OF THE ROLE OF ASSISTANT COMMISSIONER RANK

In my statement I reported to the Tribunal that Working Group Report (5) which focused on the Role of Assistant Commissioner rank had a two-fold objective Review the role and strategic contribution of Assistant Commissioner rank and (6) Review a Performance and Accountability Framework for the Garda Síochána.

I advised the Tribunal that the Assistant Commissioner role in the Garda Síochána represents a key part of the senior management layer and is a member of the Garda Commissioner's Governance Board. Each Assistant Commissioner is the primary managerial strategist for his/her domain of responsibility, and is individually accountable for delivering on the strategy for that area, reporting to the Deputy Commissioners and Commissioner.

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6. PERFORMANCE AND ACCOUNTABILITY FRAMEWORK

The first Morris Tribunal report had identified a number of shortcomings in Garda management and organisation structures such as the absence of structural command, along with defective local management (*Ref. 13.14*); a lack of leadership (*Ref. 12.110*); the failure of management to exercise proper control, with Garda policies and directions not being observed (*Ref. 12.132*); failure to report important information about serious incidents to Garda Headquarters and neglecting to confirm the accuracy of other reports. (*Ref. 13.17*).

I informed the Tribunal that the Commissioner's Annual Policing Plan should be at the core of the Performance and Accountability System. Well developed and prepared Divisional and District Policing Plans should give operational effect to the National Policing Plan. I further informed the Tribunal that a proposed Performance and Accountability Framework was under consideration, which involved a pragmatic system of accountability at District, Divisional, Regional and Strategic level which, when formalised, can bring a greater focus to Divisional and District Policing.

Three models were examined for examples of best Police practice with regard to Performance and Accountability. The Compstat Model in NYPD, the National Intelligence Model in the UK (including Northern Ireland) and the best practice currently in operation in the Garda Síochána.

Progress to-date (March 2008)

The proposal that I outlined to the Tribunal in 2005 has been successfully implemented throughout the garda organisation and is operating to a high degree of satisfaction. They are supplemented by Regional Quarterly Reviews of progress towards the strategic objectives of the Annual Police Plan. Following on from this, plans are currently in progress to establish a new Policy and Performance Review section under the remit of Deputy Commissioner, Strategy and Change Management, as part of the restructuring of the organisation that followed the reports of the Garda Inspectorate and the Advisory Group on Garda Leadership chaired by Senator Maurice Hayes.

Many of the current Assistant Commissioners and Chief Superintendents have either completed overseas police leadership courses e.g. Strategic Command Course at Bramshill, UK, FBI Academy, Quantico, USA; Master level courses at TCD and UCD or engaged with high performance organisational change programmes⁴ facilitated by leading academic and industry figures.

The current educational and training programmes in place in the Garda organisation will develop the future generations of Garda Officers and prepare them to further develop and lead the organisation into the future.

7. DISCIPLINE

I further informed the Tribunal that a Working Group (7) on the subject of the Erosion of Discipline had been established. This was designed to examine what Mr. Justice Morris identified as “*an emerging trend of the erosion of discipline within the Force*”. This working group included representatives from Garda Representative Associations and the Department of Justice, Equality and Law Reform.

The then Garda Discipline Regulations were perceived to be fair procedures that balanced the rights of individual Gardaí with good discipline. However, weaknesses associated with the system involved issues such as inflexibility, unwieldiness, complexity, and were considered resource intensive.

Progress to date (March 2008)

A new set of Garda Disciplinary Regulations have been formulated and put into operation throughout the organisation. These regulations fulfil many of the recommendations of the Morris Tribunal and include the provision at Section 4 of accounting for duty which so concerned the Tribunal and which frustrated the organisation for a significant period of time.

These regulations are due to be reviewed in the near future.

8. ISSUES ARISING INVOLVING PERSONNEL

I also reported to the Tribunal on Working Group Report (8) which was concerned with Issues Involving Personnel.

On receipt of the Tribunal’s Report, the question of formal disciplinary proceedings were initially considered against certain members. However, the advice of the Chief State Solicitor and the Attorney General were sought in the context of the adverse findings set out therein in respect of named certain members of the Garda Síochána. The advice was sought on the extent to which the Interim Report’s findings could be utilised in the context of any disciplinary proceedings that were to be contemplated against any of the named members. In light of the advice given by the Attorney General no formal disciplinary proceedings were commenced based on the evidence of the tribunal. However, the following table outlines the current position:

TABLE 3: ACTION TAKEN TO DATE

Action Taken	Number of Chief Superintendents	Number of Superintendents	Number of Sergeants	Number of Gardaí
Dismissed		1		3
Resigned				2
Retired	2	4	3	3
Reported sick and remains on sick leave			1	
Dismissed for an unrelated matter			1	
Transferred				1
Issued with a letter of advice	1			
No action taken			1	1

4 Dr. Ed Molloy, PhD, operates a highly valued organisational change programme “Managing Change in Turbulent Times”. The Garda Síochána together with other organisations participates in this programme. This programme when combined with An Garda Síochána’s funded Third Level educational programme ensures cross fertilisation of learning and ideas and ensures that previous criticisms regarding the need to move beyond purely police/Garda programmes no longer applies.

9. INFORMANT MANAGEMENT

A Working Group was also set up to report on the various issues identified in the area of Informant Management. The handling of informants was identified by the Tribunal as a very important aspect of police work. The then Deputy Commissioner Operations and now Garda Commissioner Mr. Fachtina Murphy was tasked with “conducting a full review of the current procedures for the management of informants by the Garda Síochána, with a view to developing best police standards in this jurisdiction”.

Progress to-date (March, 2008)

The work of this Group, involved identifying international best practice for the handling of informants. The Covert Human Intelligence Source (CHIS) system is now embedded throughout the organisation with training provided for selected members of the Garda Síochána in respect of the handling of informants. This training is designed to commence at probationary phases by way of basic introductory level and extend to advanced level, for those Garda officers employed full time in this area of policing. The topic of informant management is incorporated in refresher lectures in the form of Continuous Professional Development, promotion and development.

A National Central Source Unit has been established under the direction of Assistant Commissioner, Crime and Security. Its remit includes managing the functioning of the system and the maintenance of best practice standards, including the key relationship between the informer and the handlers. The unit maintains close contact with the local supervising officer and the handlers on a regular basis.

The National Central Source Unit communicates feedback to assist local officers in understanding the value or lack of value of the information which has been supplied by the informant unless it is thought that this might compromise a Garda operation, the informer or another informer. A ‘Code of Practice’ for the handling of Covert Human Intelligence Sources, which governs the handler/informant relationship has been supplied to all garda personnel. The following are some of the key aspects of the Code of Practice. Dedicated source-handling units have been established appropriate to the operational needs of Assistant Commissioners. A rigid system of registration of informants is compulsory for each member of the Garda Síochána. Registration is subject to authorisation on the basis of a full and detailed assessment of the proposed informant, which includes a full and detailed background and risk assessment and, in certain circumstances, a face-to-face interview. A complete record relating to the informant and all dealings with the informant by members of the Garda Síochána is maintained at Crime and Security, Garda HQ. This record will also reflect any assessments, comments, directions given, review of the relationship, policy decisions, evaluations and any other relevant information emanating from supervisors, controllers or Crime and Security personnel.

This was the essence of the evidence that I gave to the Morris Tribunal in April 2005 which was prior to the publication of the Second Report of the Morris Tribunal in June of that same year.

BACKGROUND, MAIN FINDINGS AND RECOMMENDATIONS OF THE MORRIS TRIBUNAL OF INQUIRY REPORT - MODULE TWO

I was not required to give evidence to the Tribunal with regard to this module. However, I feel it is necessary to outline how the Garda Síochána has responded to Judge Morris’s findings.

The Second Report of the Tribunal of Inquiry was published in June, 2005 and had as its terms of reference:

- (a) *The making of extortion and hoax telephone calls to the home of Michael and Charlotte Peoples on 9th November, 1996 and the subsequent Garda investigation into that complaint;*
- (b) *Investigations in relation to the death of Mr. Richie Barron of Raphoe, Co. Donegal on 14th October, 1996 with particular reference to the arrest and treatment of persons in custody in connection with that investigation, the progress, management and effectiveness of the Garda investigation with particular reference to the management of informants.*

OVERVIEW OF THE SECOND MORRIS TRIBUNAL REPORT

The Tribunal was mandated to inquire into the way in which the Gardaí conducted the investigation into the death of the late Mr. Richard Barron. The need for this element of the Inquiry arose because it was perceived that two innocent people in Raphoe, Mr. Frank McBrearty Junior and his cousin Mr. Mark McConnell, were arrested for Mr. Barron's murder. Considerable public disquiet was caused by the arrests, the investigation of this incident, and in addition, the two suspects had been deliberately targeted and framed by the Gardaí. The Report of the Tribunal is very specific that its Terms of Reference did not expressly provide that the Tribunal inquire into who was responsible for the death of the late Mr. Barron, nor does it provide that the Tribunal should make any finding as to the guilt or innocence of either of the suspects for Mr Barron's death. It does, however, state that "these two suspects were wrongly considered to have been responsible for Mr Barron's death" (para. 1.04, p.5). The theory that Mr. Barron was murdered was never built on firm foundations (para. 1.07, p.7).

The Tribunal was also concerned with a number of other elements of the Garda case as follows:

- The relationship between the source of the original information that launched the murder inquiry, a local petty criminal named William Doherty, and Garda John O'Dowd together with Superintendent Kevin Lennon (para. 1.08, p.7).
- The failure of a number of members of the Garda Síochána to account for their duties on the night in question (para. 1.13, p.9).
- The fact that Garda Pádraig Mulligan was actually drinking in a public house with the off duty Garda John O'Dowd (para 1.13, p.8).
- The lengthy delay by the Lifford patrol car in responding to the call to the scene of the fatal accident (para 1.13, p.8).
- The manner in which the crew of this patrol car subsequently went about its duties at the scene of the fatal accident at Townspark, Raphoe, Co. Donegal, (para. 1.13, p.9).

THE PRINCIPAL FINDINGS

The main points documented in this section refer to the findings of Judge Morris relating to organisational issues and not especially to all points of evidence tendered to the Tribunal. They are categorised by theme as follows:

1. Neglect of Duty:

The Tribunal found and commented upon several serious instances of neglect of duty by Gardaí evident during the course of the Barron investigation and later during the oral hearings of the Tribunal itself.

C E N T R E

Ethical Policing

Organised policing commenced in Ireland in 1822, with the foundation by Sir Robert Peel of the Royal Irish Constabulary. In Peel's philosophy for an ethical police force he stated "every police officer is accountable for his actions, effectiveness is not measured on the number of arrests, but on the lack of crime, and the police are the public and the public are the police".

In 1922, the first Commissioner of An Garda Síochána, Michael Staines said "It must not be forgotten that the Civic Guard unlike other Police Forces 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". Since its foundation, An Garda Síochána has endeavoured to uphold this ethos.

Mr Justice Frederick Morris subsequently reported that he had been "staggered" by the amount of "indiscipline" and "insubordination" that he had found in the Garda force.

Since the Peel and the Staines principles, the Garda Síochána has operated in a somewhat unquestioning society where the debate on ethical issues has been external to the organisation. The current environment however represents a rapidly changing society

where institutions like the Garda Síochána are being challenged to the extent that the view that 'I am upholding the law therefore I am ethical' is no longer a sufficiently valid response to negate the necessity for ethical debate, Mills (2003).

By their very nature, ethics and morality are illusive concepts that are open to interpretation, unfortunately the wrong interpretation in the policing context can have devastating consequences. For this reason, it is incumbent on the Garda Síochána to reduce as much as possible the scope for interpretation by producing policing standards in the form of a documented, explicit 'Code of Ethics' which is supported by the discipline regulations and which addresses the uniqueness of the business of policing in Ireland.

The Garda Síochána has a fundamental role in protecting and vindicating the personal dignity and human rights of all members of the community. The legitimacy to carry out its functions is derived from the consent and support of the people to utilise powers for the protection of the community. In utilising these powers within a legal framework, every individual member of An Garda Síochána must work within the rule of the law.

Every member must understand and accept that the office and its associated legal powers

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and authority are bestowed on them as a public trust, to act on behalf of the people, with integrity and in the pursuit of peace and freedom and the protection of human rights. Because police powers are entrusted on behalf of the public we have as a police organisation significantly increased responsibility to the public to be open, accountable and transparent in discharging our professional duties and responsibilities. In addition to the requirement of each individual member to be accountable at a personal level, we are required to be organisationally (collectively) accountable regarding the use of our office and powers.

As members of An Garda Síochána all members have a professional responsibility to act with fairness and integrity and to discharge their duties with respect for and obedience to the law. We must have and overtly show respect for the dignity of the human person and respect for and protection of human rights in accordance with the provisions of the European Convention of Human Rights Act 2003 and our obligations under all other relevant international treaties.

REFERENCES

- Mills, A. (2003) Ethical Decision Making and Policing – The Challenge for Police Leadership. *Journal of Financial Crime*. Vol. 10, No 4, 2003, pp. 331-335. Henry Stewart Publications. London.
- Morris, Frederick R. (2004-07): *Tribunal of Inquiry Report into Certain Gardaí in the Donegal Division*, Dublin: Government Publications Office.
- Peel, Sir Robert (1829): *The Peel Principles*, London:
- Staines, Michael J. (1922): *Speech of the Acting Garda Commissioner, Garda Headquarters Dublin: An Garda Síochána*.

2. Criminal Behaviour:

Deliberate planting of evidence by Gardaí in Donegal (para. 134, p.15).

The Tribunal believes that Superintendent Lennon deliberately suppressed an investigation into telephone calls from the home of Garda O'Dowd to the Peoples family (para. 6.70, p.487).

3. Failure to observe proper Garda Management Procedures:

The Tribunal commented that there were many instances where good management practice were evidently lacking in the Donegal Division during the period in question.

4. Unethical and unprofessional behaviour:

The ethical conduct of several members of the Garda Síochána both during the Barron investigation and the Peoples aspect of that investigation, together with the performance of many of those members while giving evidence before the Tribunal is the subject of much stringent comment in the Second Report of the Tribunal.

5. Training:

The Tribunal made a number of comments in relation to Garda training.

6. Role of the Garda Síochána and HQ in handling Informers:

Crime and Security Section, Garda Headquarters did not make specific follow-up inquiries (para. 8.61, p. 575).

Crime and Security Section, Garda Headquarters ought to have done more (para 8.66, p.581).

7. Incident Room Management:

The Tribunal Report made considerable reference to how the Incident Room in Letterkenny Garda Station was managed/mismanaged during the course of the Barron investigation (para. 2.29, p. 64).

8. Discipline in the Garda Síochána:

The Tribunal commented that the apparent deterioration of discipline in the Garda Síochána has to be addressed by the Commissioner and the Minister.

9. Crime reporting and recording and obligation to notify Garda Headquarters and the Department of Justice, Equality and Law Reform:

The Tribunal observed that the system of reporting major incidents through Garda Headquarters to the Department of Justice Equality and Law Reform is unsatisfactory and should be replaced with a system that “shows the end as well as the beginning”(para. 9.06.6, p.599).

0. Professional Standards and Ethical Conduct within the Garda Síochána; The Tribunal found:

- Proper Garda investigation techniques as described to Tribunal by Garda experts are on a par with best international standards.
- Garda Síochána forensic experts impressed the Tribunal (para. 6.38, p.471).
- The evidence of Deputy Commissioner T. P. Fitzgerald, Strategic and Resource Management impressed the Tribunal greatly. The Tribunal noted the helpful and forward thinking evidence given to it by the Deputy Commissioner (para. 9.06, p.598).
- Evidence of Assistant Commissioner Callinan, National Support Services also impressed the Tribunal (para. 9.11, p.602).

- Evidence of Chief Superintendents Keane and McCarthy similarly impressed the Tribunal (para. 5.20, p.369 and para. 3.123, p.124).
- Chief Superintendent Keane is held up as an example of competence and of the Garda promotion system working properly outside the Donegal Division (para. 2.65, p.78).

RECOMMENDATIONS

Judge Morris made a large number of recommendations in the Second Report of the Tribunal. (In fact, he also repeated the full contents of his recommendations outlined at Chapter 13 of the First Report. It is not proposed to recount those recommendations again here as they have been reported upon previously in the September 2005 edition of this Journal). The recommendations made in the Second Report are synopsised in the following section. For ease of reference these recommendations follow the structure of Chapter Nine of the Second Report of the Tribunal of Inquiry. They are not intended to be as comprehensive as those outlined in the Second Report of the Tribunal of Inquiry but they give a flavour of the Tribunal's reasoning in this regard.

WHAT HAS BEEN ACHIEVED TO DATE?

Following the publication of the First Morris Tribunal Report in July 2004 and the Second Report of the Tribunal in June 2005, considerable effort and industry has been expended within the Garda Síochána in attempting to remedy the defects and problems identified by Judge Morris.

A H.Q. Directive issued to the organisation outlining specific instructions relating to management continuity, station records and the completion of Officer Journals.

The Garda Commissioner again requested me as Deputy Commissioner, Strategic and Resource Management, to examine its contents and to make recommendations. I established five further working groups to examine the additional issues raised in this report as follows:

- 2.1 Review of the Role of Crime & Security Branch
- 2.2 External Professional Assistance
- 2.3 Training
- 2.4 Reporting within the Garda Síochána (including reporting to the Department of Justice, Equality and Law Reform)
- 2.5 Professional and Ethical Conduct.

Each working group was chaired by an Assistant Commissioner who reported to a Steering Committee, chaired by myself which oversaw the work of each group.

WORKING GROUP 2.1: REVIEW OF THE ROLE OF SECURITY & INTELLIGENCE BRANCH, CRIME AND SECURITY

This Working Group, chaired by Assistant Commissioner National Support Services had terms of reference as follows:

- To carry out a review of Crime and Security
- To examine in particular the relationship between Crime and Security and the operational field
- To examine the role of Crime and Security in 'actioning' information reported there
- To examine the processes in place to verify and follow-up on information received and the reporting lines within Crime and Security
- To review accommodation, staff levels and processes and procedures.

The objective of the Garda Criminal Intelligence System is to ensure that all information in possession of Garda members is exhaustively used to bring criminals and terrorists, including the planners and strategists, before the Courts on criminal charges. This can best be done if it is collected, evaluated, collated, analysed at appropriate levels and recorded for easy and speedy retrieval for dissemination or for use by those who will apply it operationally and use it in the efficient deployment of resources.

The Working Group Report broadly outlined the procedures and processes in place at the Security & Intelligence Branch of the Garda Síochána. It did so by examining areas such as the current day-to-day functioning, the relationship between Security and Intelligence Branch and operational sections of the organisation.

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RECOMMENDATIONS

The Working Group made significant recommendations that, when fully realised, will implement the majority of Judge Morris's recommendations. These included areas such as IT solutions; a document management system; a revised monthly confidential reporting system; appropriate training and guidance in the context of the preparation and submission of intelligence reports; contact points be established between 'desk officers' attached to Security and intelligence and appropriate personnel in Regions/Divisions; an appropriate structure be established within Security & Intelligence to access and analyse the material available from 'open; secure communication links between Security & Intelligence and external agencies be installed at Security & Intelligence; linguistic requirements; desk officers at Security & Intelligence should receive analysis training to an acceptable international level such as ANACAPPA⁵; a Senior Analyst should be established within Security & Intelligence. All National Units should have access to an appropriate analytical resource to assist investigators in complex investigations; increase staffing levels; a new purpose built facility for Security & Intelligence at a suitable location; The requirement for legislation to regulate the various covert activities carried out by the National Surveillance Unit (NSU), which are a necessary component in a modern criminal intelligence system, was identified.

Progress to date March 2008

The CHIS system has been embedded into the Garda organisation. The CHIS Code of Practice has been circularised throughout the organisation. A new IT enabled Major Investigation Management System (MIMS) is currently at Request for Tender evaluation stage which incorporates all of the features sought in the recommendations of the Working Group. Planning towards the construction of a new purpose built Crime and Security Complex is currently underway, the Crime Analysis Service has been established, linguistic training is on-going and staffing levels have increased.

WORKING GROUP 2.2: FOCUSED ON EXAMINING HOW "EXTERNAL PROFESSIONAL ASSISTANCE FOR THE GARDA SÍOCHÁNA" COULD BE BEST LEVERAGED

The Morris Tribunal identified weaknesses in the analytical capability of the Garda Síochána at strategic and operational levels. These weaknesses were perceived as a significant constraining factor in the quality, effectiveness and efficiency of the delivery of a core role of the Garda Síochána. Due to this, the Tribunal suggested that the Garda Síochána should seek to improve its professional capability and operational effectiveness in this critical area of policing through the acquisition of external professional assistance.

⁵ Internationally recognised analysis training discipline/standard.

This Working Group was required to examine where the Garda Síochána would benefit from such external professional assistance.

Simultaneously, the Working Group was required to consider broader and more far reaching opportunities where professional external assistance might enhance the professional capability and hence the effectiveness, efficiency and accountability of the Garda Síochána. To achieve this the Working Group:

- conducted a comparative review of how external police services engage external professional assistance.
- made site visits to the Analysis Centre and the Corporate Development Branch of the P.S.N.I., and the West Midlands Police, UK.
- consulted with Dr. Joe McDonagh, Director of Executive Education, Trinity College Dublin and a team from the Strategic Command Course, Bramshill, United Kingdom.
- corresponded with police services from Canada, Denmark and the Netherlands.

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PROPOSALS FOR DEVELOPMENT OF EXTERNAL PROFESSIONAL ASSISTANCE

The Working Group identified three levels in the Garda Síochána where external professional assistance⁶ delivery required improvement and focused change. Such infusion of services would meet the need for new and improved business processes which will deliver enhanced operational performance right down the organisational hierarchy for the benefit of front line Gardaí, services generally and the public good.

Human Resource Management:

The Garda Síochána needs to build professional HR capability, incorporating core HR competencies and business processes to service the operational policing organisation and support operational HR business managers and staff at the tactical operational level.

Information and Communications Technology (ICT):

The cross-cutting nature of the contributions of the ICT function means the Garda Síochána needs to possess the skills, competencies and abilities to develop and deliver the conceptual architecture, hardware and software platforms and technical support to service customers' needs and expectations in operational policing and support services departments

Communications, Media and Public Relations:

The Working Group highlights the need to engage external assistance in developing viable processes for providing effective communication horizontally and vertically within and beyond the Garda Síochána. External expertise geared to the appropriate level in public information management, interpersonal communication strategies and media relations management, incorporating e-communications developments within the ICT strategy, should be incorporated and deployed to address this deficit.

The Working Group was of the view that there is a strong need for a National Analysis Centre. This analysis function will provide strategic performance analysis and oversee the national network of crime/intelligence analysts deployed at Divisional and District (Tactical Operational) level. Analysts and statisticians can be deployed across a range of activities including intelligence and crime analysis, serious and major crimes analysis, and strategic performance analysis.

An enhanced legal competence will be required to address emerging issues such as legal representation for the Garda Síochána across a range of civil and criminal processes and to benchmark Garda policies against human rights legislation.

⁶ Includes both out-sourcing and employed contractors and management expertise from other organisations.

Regarding the Garda Internal Audit Section, the working group are of the view that the engagement of some outside auditors, be it from external police forces or otherwise, and the secondment of a number of our own personnel to outside organisations for fixed periods, would be of real benefit in expanding knowledge and achieving best practices.

The Working Group was also of the view that there would be much merit in establishing a new Strategic Performance and Improvement Section at Headquarters under the control and direction of an Assistant Commissioner. The Assistant Commissioner would report to Deputy Commissioner, Strategic and Change Management, the latter having overall corporate level responsibility for strategy development and implementation. The purpose of the Section should be to rationalise, streamline, coordinate and give clear strategic direction to diverse programmes and activities - from strategic level, to tactical level, to street level, and vice versa. Included here are strategic units such as the Professional Standards Unit, Garda Internal Audit Section, Change Management, and Garda National Quality Service Bureau.

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Tactical Operational:

Developments at the strategic level will result in a cascading of new and improved processes to the Tactical Operation level within the Garda Síochána. The working group is of the view that External Professional Assistance can beneficially be deployed at tactical level in the format of Business Managers at District level, and Analysts at Divisional and District level.

At the tactical level, in the era of ever increasing administrative burdens and the evolving role of Regional Assistant Commissioners the Working Group identified the need for business managers. The primary job of such a manager would be to manage the support processes which are required for the management and operation of finance, human resources, estate management, transport, health and safety, quality assurance etc. The benefits are that problems can be identified sooner and tackled earlier and can reduce the administrative burden on police managers.

Street Level:

Street level policing will benefit from the cascading of external professional assistance at Headquarters and also from the tactical operational level from increased numbers of sworn Garda personnel available for operational policing. Areas where support staff could be deployed include: administrative roles, call taking and dispatching, custody suites, prison escorts, reception, data management and other similar duties where Garda powers are not routinely required. This initiative presents possibilities for developing a greater diversity within the Garda workforce.

Progress to date March 2008

A Chief Administrative Officer has been recruited. The organisation has also been structurally reorganised as suggested by both the Hayes Report and also the Reports of the Garda Síochána Inspectorate. The Garda Síochána is currently engaged in securing the services of an Executive Director of Strategic Human Resource Management and a Director of ICT. The Garda Síochána Analysis Centre has been established.

A Director of Communications and Public Relations has been hired by the organisation. A new Strategic Performance and Review Section together with a Strategy Section under an Assistant Commissioner are currently being developed. The development of proper support structures for Regional Assistant Commissioners

has been enhanced by the appointment of middle-level civil servants in support roles to ease the administrative burdens associated with these offices. Analysts are about to be appointed to each Regional Office. The Internal Audit capabilities have been reassessed and a number of qualified civil servants have been appointed. An Accommodation Officer has been recruited from the wider civil service and the organisation's estate management has been placed under the remit of the Director of Finance. A significant number of clerical staff to undertake administrative roles and data management where Garda powers are not routinely required has been recruited and the release of sworn garda members to operational duties continues.

WORKING GROUP 2.3 GARDA TRAINING

The Morris Tribunal Report, Module 2 identified a number of gaps in Garda training. The Working Group on Garda Training, chaired by Assistant Commissioner, Human Resource Management had the following terms of reference:

- To examine the issues raised by Morris vis-à-vis training, and produce a report with recommendations,
- To examine the training needs of the organisation in relation to the management of major investigations, crime scenes, incident room management and production of a new manual of Criminal Investigation,
- To examine the need for the production of Standard Operating Procedures for possible inclusion in a new Manual of Criminal Investigation,
- To examine all areas of training in which the Garda Síochána has been found wanting and produce recommendations, including appropriate tracking template for investigation files.

Progress to date March 2008

Major Crime Investigation and Crime Scene Preservations:

The Working Group identified areas that required attention, including Incident Room procedures, Major Crime Investigation, and crime scene preservation. Practical instruction on crime scene preservation is now included in Phase III Student/Probationer training in the Garda College, full training instruction has been prepared and delivered to Continuous Professional Development Trainers on Crime Scene Preservation and instruction is currently given to all development courses on this subject.

Forensic Collision/Road Traffic Investigation:

A Forensic Collision Investigation Programme has taken place in the Garda College. Successful completion of the course leads to a City and Guilds qualification. Another course is also available that can be completed through distance education, which is awarded by BTEC.

Initial Post-Mortem Procedures:

Discussions have taken place to examine procedures relating to Garda involvement and responsibilities in the areas of dealing with the Coroner's Office and State Pathologists. The aim was to correlate the views and opinions of all members of the group and publish an agreed process for communication between all stakeholders, which sets out clearly the responsibilities of each role.

Secondments:

Secondments are currently ongoing between the Garda Síochána and the PSNI, and between UK police forces through the Strategic Command Course at Bramshill and the Garda Executive Leadership Programme. The McCabe Exchange programme facilitates exchanges between the Garda Síochána and the New York Police

Department, together with the Masters Degree programmes at John Jay College of Criminal Justice, New York. The Garda Síochána has members seconded to the United Nations, Organisation for Security and Co-operation in Europe (OSCE), Europol, Interpol and the EU Police Unit (DGE IX). There are also Garda/PSNI funded courses through Boston College and other police services in the USA. The possibility of a formal twinning relationship between the Garda College and the RCMP Training Depot is also under consideration. Other appropriate avenues of exchange and secondment will be continually identified and examined.

Ethnic Diversity:

The recruitment of Ethnic/Racial minority personnel has been facilitated by a change of policy in the current recruitment campaign for fulltime and reserve members of the Garda Síochána.

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Re-Training after Long Term Sick/Leave of Absence:

There are now guidelines in existence for supervisors and managers on how to assist an employee when he/she returns from long term sickness or a leave of absence.

Garda Training Programme:

Training within the Garda Síochána is an ongoing process that is constantly updated and revitalised. This issue was substantially addressed in my evidence to the first module of the Morris Tribunal. The commitment to making Garda training and development programmes as good as possible is evidenced by the Garda Commissioner's announcement of a fundamental review of all Garda training and development. This review is mandated to report by November 2008. The Review Group comprises leading members of industry, business, public sector and members of the Garda Síochána⁷.

WORKING GROUP 2.4 REPORTING SYSTEMS

The fourth Working Group focused on the Reporting systems within the Garda Síochána and from the Garda Síochána to the Department of Justice, Equality and Law Reform.

This Working Group was tasked with examining reporting systems, matters to be reported, reporting lines, and accountability in relation to reporting within the Garda Síochána. It was also required to examine similar issues in respect of the Garda Síochána reporting to the Department of Justice, Equality and Law Reform.

REPORTING OF CRIMES AND INCIDENTS/FILE MANAGEMENT

The criticisms of the Morris Tribunal in relation to format and content of reports had been largely addressed, in particular since the introduction of the Pulse "On-Line-Messaging in October 2003. The previously mentioned Daily Performance and Accountability Framework meetings allow the District Officer to apprise himself/herself of what has happened in their District in the preceding 24 hours. Anything requiring immediate attention can be dealt with or delegated to a supervisor after the meeting. Responsibility is placed on the District Officer to ensure that there is accurate reporting of incidents, that follow-up action is taken where necessary and that any significant developments are reported to Crime, Policy and Administration, Divisional Officer and Regional Commissioner.

⁷ Séamus Puirseil, CEO, Higher Education and Training Awards Committee; Mary Toomey, Head of Group, Strategic Human Resources, AIB; Bairbre Redmond, Associate Professor, Higher Education College of Human Sciences, UCD; Martin Callinan, Deputy Commissioner, Operations, An Garda Síochána; Michael Flahive, Assistant Secretary, Dept. Justice, Equality and Law Reform; Louis Harkin, Assistant Commissioner, Strategy, An Garda Síochána; James O'Farrell, Higher Principal Officer, Dept. of Finance; Alan Mulligan, Director of Civilian HR, An Garda Síochána; Jack Nolan, Chief Superintendent, Change Management, An Garda Síochána.

Present system of reporting from the Garda Síochána to the Department of Justice, Equality and Law Reform:

Liaising with the Department of Justice, Equality and Law Reform in relation to incidents of a serious nature is the responsibility of Crime, Policy and Administration section, Garda HQ. This normally consists of a synopsis in memorandum form of the report received from the investigating Divisional/District Officer.

Daily liaison takes place between Garda management at Crime and Security, Garda Headquarters and the Department of Justice, Equality and Law Reform on various issues including significant incidents and arrests affecting the security of the State or of a subversive nature or in the National Interest.

All Parliamentary Questions are processed by the Commissioner's Office and all replies are sent to the Department of Justice, Equality and Law Reform. The Department of Justice, Equality and Law Reform were represented on the Working Group in respect of:

- Specification of the information/data required
- The format in which they require the information
- Issues arising from Sections 40 and 41 of the Garda Síochána Act, 2005.

Department officials expressed satisfaction with the present system. They advised that the electronic transmission of information between Garda Headquarters and the Department would be a significant step forward in this regard and would avoid wasteful administrative practices and duplication of information. To this end individual e-mail accounts are now available to all Commissioners, Chief Superintendents, Superintendents and Inspectors. This allows for an exchange of information between the Department of Justice, Equality and Law Reform and the Garda Síochána. Current I.T. developments will provide e-mail accounts for all Sections and Stations and policy, protocols and procedures have been developed and circularised to govern the use of e-mail in the Garda Síochána.

Progress to date March 2008

- All Parliamentary Questions are now answered by e-mail.
- The current ICT Strategy (2005-2010) proposes a revised format of the PULSE Management Information System
- District Officers are regularly reviewing the status of investigation files and ensuring that there is a proper file tracking system in place.
- There is currently a section within Garda National Support Services engaged in reviewing "cold cases".
- We are currently developing the detailed deployment of the e-mail system to Garda sections and stations.
- Policy, protocols and procedures to govern the use of e-mail have been developed and implemented.

WORKING GROUP 2.5: PROFESSIONAL VALUES AND ETHICAL STANDARDS

In June 2005, I established a further Working Group to examine "Professional Values and Ethical Standards" in the organisation, in response to the report of the Tribunal, which stated: 'the Garda Síochána as a public service organisation, empowered to exercise controls and restrictions over the rights of individuals, must at all times be fully accountable and verifiable for the behaviour, decisions and actions of its members'. The main findings and recommendations of the Report indicate that

ethical conduct and human rights compliance within the Garda Síochána is the subject of much stringent comment and concern.

The terms of reference of this Working Group were to ‘. . . consider our current policy on ethics and professional standards and produce a report with clear recommendations to address any shortcomings’, which were also influenced by Sections 17 (Code of Ethics) and 24 (Establishment of Garda Professional Standards Unit) of the Garda Síochána Act 2005.

The Working Group’s findings indicated that the incorporation of the European Court of Human Rights into Irish and UK law has added urgency and important interpretable principles - legality, proportionality, necessity, accountability and transparency to guide the development of policies, practices and procedures. In adopting a Human Rights based policing philosophy the Garda Síochána should take on a number of key obligations:

- Accountability to the public and the determination and implementation of policing objectives in consultation and partnership with the community.
- The obligation to uphold clearly identifiable rights and principles as set out in national and international human rights legislation, jurisprudence and theory.
- A necessity to embed these values and principles in all policies, practices and procedures and to ensure compliance through monitoring and evaluation mechanisms.

CRITICAL ISSUES EMERGING FROM THE WORKING GROUP

To ensure that professional and ethical standards form the basis of all that the Garda Síochána do, a *human rights based philosophy of policing* needs to be embedded at the core of policing and integrated into all mission, strategy statements, and policing plans. The principles of ‘*integrity*’ and ‘*human rights protection*’ are now included in our core functions as outlined in Section 7 and in the new oath of office as set out in Section 15 of the Garda Síochána Act 2005. These principles and values should be further integrated into all training initiatives, policies, procedures and practices at all levels in the organisation.

Progress to date March, 2008

To ensure these principles are enshrined in the Garda Síochána, a new Code of Ethics is almost complete and is currently awaiting sign-off from our external Human Rights partners as required by the Garda Síochána Act 2005. A Garda Professional Standards Unit has been established, headed by an Assistant Commissioner.

The Good Faith Charter is almost ready for implementation throughout the organisation having undergone a robust consultative process between the organisation; the staff associations; the Department of Justice, Equality and Law Reform and the Garda Inspectorate. The Good Faith Charter will be supported by a confidential reporting system to support persons wishing to maintain confidentiality in reporting unethical and unprofessional conduct in the workplace.

In relation to the implementation of the Garda Human Rights Audit, the Garda Síochána is continuing to implement its national strategy for human rights, diversity and ethics training in consultation with key internal and external groups.

The Garda Síochána continues to monitor and develop the integration of human rights, diversity and professional standards in all specialist training including: (i) use of force, (ii) covert human intelligence surveillance, (iii) tactical training (stops and

searches etc.), (iv) public order training, (v) custody officer training, (vi) interviewing skills training (vii) physical studies training (use of baton, use of force).

RESPONSE TO MORRIS TRIBUNAL REPORTS 3, 4 AND 5

Reports 3, 4 and 5 of the Morris Tribunal have been reviewed and synthesised. The main issues raised in the three reports have been distilled into the following core themes. I have tabulated these issues for ease of reference together with An Garda Síochána's response. Responses to almost all of these issues were already in progress when the Report of the Tribunal was published. Also many of the issues raised so correctly by Judge Morris were also raised in several reports from the Garda Inspectorate.

TABLE 4: IDENTIFIED THEMES IN MORRIS TRIBUNAL REPORTS 3, 4 AND 5

Theme	Status	Responsibility
1. Policy and procedures in relation to witness expenses	Under review	Director of Finance Director of Finance
2. Requirement for integrity checks for State witnesses	Under review	Assistant Commissioner, Crime and Security
3. Review Garda Síochána Promotion and Transfer System	New Competency based promotion system has already been introduced. The interview panel now comprises one Garda officer and two non-garda personnel one of whom is the chair person. All candidates for promotion are now advised that they may be redeployed. A comprehensive handover of responsibilities and checklists have been instituted.	Assistant Commissioner, Human Resource Management
4. Unethical and unprofessional conduct	New Code of Ethics under Section 17 of the Garda Síochána Act 2005 has been prepared and circulated to partner organisations for observations.	Assistant Commissioner, Human Resource Management
5. Discipline in the Garda Síochána	New disciplinary regulations under Section 123 of the Garda Síochána Act 2005 have been implemented.	Assistant Commissioner, Human Resource Management
6. Informant handling and agents provocateur	Covert Human Intelligence Source (CHIS) System fully deployed and in operation since April 2006.	Assistant Commissioner, Crime and Security
7. Crime investigation management	Significant training programmes for Senior Investigating Officers (SIOs); Crime Scene Management, Forensic collisions, etc have been introduced.	Assistant Commissioner, Human Resource Management
8. Management failures	Promotion and Development Programmes for Sergeants, Inspectors; Superintendents and Chief Superintendents have been revised. The Garda Executive Leadership Programme commenced on 13/9/06. The Garda Performance and Accountability Framework has been fully implemented.	Assistant Commissioner, Human Resource Management Assistant Commissioner, Strategy

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Theme	Status	Responsibility
9. Treatment of persons in custody	Under review	Garda Professional Standards Unit
10. Criminal behaviour	Detective Sergeant John White was found not guilty of unlawful possession of a shotgun at Letterkenny Circuit Court, July 2006. Garda John Nicholson pleaded guilty to offences in relation to false witness claims. The facts were marked proved and dismissed under the Probation of Offenders Act, 1905, at Riverstown District Court on 26/7/02. Detective Sergeant White was dismissed from the Garda Síochána under, Section 14 of the Garda Síochána Act 2005.	Assistant Commissioner, Human Resource Management
11. Crime scene examinations	Enhanced training is being provided. Crime Scene Investigation units now deployed in every Garda Division.	Assistant Commissioner, National Support Services
12. Preservation of evidence and exhibits management	Practical instruction in crime scene preservation is now included in Phase III Student/ Probationer training, all promotion and development courses, and Continuous Professional Development programmes. An IT solution in the form of Property & Exhibits Management System is currently under development.	Assistant Commissioner, South Eastern Region
13. Whistle blowing procedures	A Good Faith Charter has been developed and is ready for implementation.	Garda Professional Standards Unit
14. Minority and ethnic representation in the Garda Síochána	New recruitment criteria introduced to facilitate ethnic minority representation in the Garda Síochána. Similar provisions for recruitment to the Garda Síochána Reserve. A HQ Directive has been issued to all Divisional and District Officers concerning the need to raise the organisation's awareness of religious and ethnic minority issues.	Assistant Commissioner, Human Resource Management
15. Personnel strength in Donegal Division	The personnel strength has increased by 58 personnel between January 2003 and January 2008 and is under continuous review.	Assistant Commissioner, Human Resource Management
16. Accounting for duty/actions	This is a scheduled breach of discipline under the Garda Síochána (Discipline) Regulations 2007 (SI 214/07).	Assistant Commissioner, Human Resource Management

Several of these issues fall within the remit of previous reports from the Morris Tribunal and have been, or are in the process of being progressed. Other areas of organisational development and modernisation are being progressed within the terms

of reference of the Strategic Imperatives set out in the Garda Síochána's Corporate Strategy 2007 – 2009. These include 22 specific change projects for 2008 alone under the chairmanship of Deputy Commissioner, Strategy and Change Management.

THE FOLLOWING PROJECTS ARE CURRENTLY UNDERWAY:

- The development of online information repository for An Garda Síochána – A pilot is underway in DMR South Central, Garda HQ, Garda College, Sligo and for all Divisional Officers.
- The establishment of regional support units – recruitment and training is underway.
- The re-engineering of the Garda core administration business processes - in progress.
- Protocol for the provision of information to the Garda Síochána Inspectorate – complete.
- Establishment with a view to developing a Garda Síochána crime and business analysis capability – Interviews completed and training has begun.
- Development of a risk management register and matrix – currently in pilot with the Director of Finance and Assistant Commissioner, South Eastern Region.
- Identify and document the organisational requirements for the PULSE portal – complete.
- Human resource strategy 2008-2009 – awaiting final sign off.
- Visibility project – complete.
- Create value in the uniform – booklet on Care and Maintenance of Uniform at second draft.
- Maintenance of Garda Transport – RFT⁸ for outsourcing is about to issue.
- Garda HQ telephony system – Feasibility study underway by Accommodation and IT Managers and Change Management Section.
- Introduction of unit briefings – Business case presented to the project board and a report for a pilot currently being prepared.
- Culture audit – RFT sent to tender.
- Evaluation report of Garda Executive Leadership Programme – Completed and will be considered by the Training and Development Review Group.
- Code of ethics – Complete, but awaiting sign off before publication.
- Performance and review of Garda Accomplishment Growth Model – RFT responses reviewed and a consulting partner will shortly be appointed.
- Quarterly review by Deputy Commissioner – Templates developed for obtaining information from Deputy Commissioner and recommendations have been made for changes to quarterly reviews.
- Develop a customer relationship model – Draft report completed.
- Develop policy, practices and guidelines for engagement with JPCs⁹ and Local Policing Fora – in progress and nearing completion.

The remaining 20 Strategic Imperative issues are currently being developed within a later timeframe when the appropriate mechanisms for their implementation will be

⁸ Request For Tender

⁹ Joint Police Committees established under the Garda Síochána Act 2005

developed and due for completion within the life of our current Corporate Strategy Document 2007/2009.

In conjunction with the organisational response to the findings of the Morris Tribunal and the internal organisational re-development associated with the organisation's Corporate Strategy Plan, the Garda Síochána has also responded positively to the reports of the Hayes Advisory Group on Leadership¹⁰ and the Garda Inspectorate¹¹. Developments such as the appointment of civilians to senior management positions e.g. Chief Administrative Officer; Head of Communications; Director of Civilian HR and Head of Internal Audit have been accomplished. Other positions such as Executive Head of Human Resources; Legal Officer; Director of ICT and Director of Change Management are in progress and expected to be completed shortly. The civilianisation process has continued with alacrity thus enabling the return of many trained Garda members to operational duties.

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CONCLUSION

As I take my leave of an organisation that I have been so very proud to serve and of which I am proud to say retains the support of the vast majority of the people of this State. I am happy to say that despite much justified criticism outlined in this edition of *Communiqúé*, this public support is evidenced in many Public Attitudes Surveys¹². This overview of the current position of the Garda Síochána relating to the analysis; examination of the findings and recommendations of the Morris Tribunal's Reports. I believe indicates just how seriously the Garda Síochána regards the opinions of our "critical friends", such as Judge Morris, the Garda Inspectorate and the Garda Ombudsman Commission. A public facing organisation such as the Garda Síochána, which is as old as the State itself, must in times of crisis and critique, display its maturity and adaptability to a changing environment. The prevailing paradigm of policing; "with the consent of the people", espoused by Michael Staines¹³ has sufficed for the last 80 odd years. In my opinion the unfolding of events in Donegal; the findings of other Tribunals and Inquiries have added a new dimension to this paradigm. The emerging consensus appears to be that the moral authority for policing in Ireland remains firmly with the Garda Síochána, but that it must be underpinned with a whole hearted commitment to accountability in words and deeds. Accountability is, I believe, the new paradigm of policing for 21st century members of the Garda Síochána.

The Garda Síochána has, I believe, embraced this new dimension and engaged in a fundamental restructuring; realignment and re-orientation of its service delivery mechanisms. It has embraced corporate and strategic planning. It has significant focus on its public facing goals of crime, national and international security; traffic; public order; and ethnic and cultural diversity. However, it has also developed an acute re-awakening of the need to engage with its community in an ethical, disciplined and professional way.

This for me has been the greatest learning from the Tribunals of Inquiry, the Garda Síochána exists to serve all the people of Ireland first and foremost. I believe that we have been mature enough to accept and recognise mistakes of the past and learn from

10 Final Report of the Advisory Group on Garda Management and Leadership Development chaired by Senator Maurice Hayes, September 2007. An interim report of the Group was published in November 2006.

11 The Garda Inspectorate has issued three Reports which have been accepted – Report on Senior Management Structures in the Garda Síochána, November 2006; Review of Practices and Procedures for Barricade Incidents, March 2007; Policing in Ireland – Looking Forward, September 2007.

12 The Garda Public Attitude Survey is conducted each year with a representative sample of 10,000 people across all Garda Divisions. See www.garda.ie

13 Michael Staines was the first Commissioner of An Garda Síochána

them. To recognise that we are there to serve all the people in accordance with the principles of democracy, human rights, the dignity of the individual and where we have on occasions gone beyond our authority, we immediately accept this publicly and put things right and ensure there is no possibility of any abuse continuing. I am proud that the vast majority of our members are of like mind, and recognise that generations of Garda members spent their careers and many gave their lives in the service of the people of Ireland.

We will not surrender our hard earned reputation to the very few who abuse their authority and we will work earnestly to expose them. The changes made and more to be made in the future to demonstrate accountability will ensure this. History will, I believe, show the “Morris Tribunal¹⁴” as the catalyst for change in the Garda Síochána and we should acknowledge and be grateful for this.

I am proud at the end of my service to have played a small part in ensuring that the principle of accountability is still at the forefront of policing in this country. I believe that I leave the Garda Síochána in safe, honest and progressive hands for the future.

On the 13th April 2004, I informed Judge Morris that “I’ll be retiring in three years time” and that day has now come. I also promised the Tribunal that “I would be very anxious to make sure that the organisation I leave behind me will be at least as good and hopefully a lot better than the organisation I came into and I will certainly do all in my power to guard the reputation of the organisation and do whatever is necessary”.

Let the people of Ireland decide, but I believe that this edition of *Communique* illustrates that I and my esteemed colleagues have delivered on that promise.

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¹⁴ The Final Report of the Morris Tribunal has not to date been published.

NOTES

Note for contributors

Copyright

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

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Peter Fitzgerald, Editor:
Communiqué,
Office of Deputy Commissioner,
Strategic and Resource
Management, Garda Headquarters,
Phoenix Park, Dublin 8
Tel: (01) 6662082; Fax: (01)
6662084;
E-mail srmstaff@garda.ie

Editorial objectives

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

To accomplish this goal, Communiqué encourages:

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

The reviewing process

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

Manuscript requirements

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

As a guide, articles should be between 1,500 and 3,000 words in length. Preferred length is between

1,500 and 2,000 words. A copy of the work should also be provided by email to srmstaff@garda.ie.

A **title** of not more than eight words should be provided. On separate paper, brief **autobiographical note** should be supplied including full name, affiliation, e-mail address and full contact details. Authors must supply an **abstract** of 100-150 words. Up to six **keywords** should be included which encapsulate the principal subjects covered by the article. Where there is a **methodology**, it should be clearly described under a separate heading. **Headings** must be short, clearly defined and not numbered.

Notes or **Endnotes** should be used only if absolutely necessary and must be identified in the text by consecutive numbers and listed at the end of the article.

Figures, charts and diagrams should be kept to a minimum.

They must be numbered consecutively using arabic

numerals with a brief title and labelled axes. In the text, the position of the figure should be indicated appropriately, e.g. "...as shown in Figure 3 below.". **Tables** should be kept to a minimum. They must be numbered with a brief title. In the text, the position of the table should be shown in the same way as for figures. **Photos and illustrations** must be supplied as good quality originals with captions. Their position should be shown in the text by typing on a separate line the words "take in Plate 1".

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to other publications must be in Harvard style. That is, shown within the text as the first author's name followed by a comma and year of publication all in round brackets, e.g (Fox, 1994).

At the end of the article a reference list in alphabetical order must be given as follows: For books: surname, initials, (year) title, publisher, place of publication, e.g. Kenny, I. (1999), *Freedom & Order: Studies in Strategic Leadership*, Oak Tree Press, Dublin.

For journals: surname, initials, (year) "title" journal volume, number, pages, e.g. Fox S.(1994).

"Empowerment as a catalyst for change: an example from the food industry", *Supply Chain Management*, Vol. 2 No.3, pp.29-33.

Final submission of the article

The manuscript will be considered to be the definite version of the article. The author must ensure that it is complete, grammatically correct and without spelling or typographical errors. The electronic version should be submitted in Microsoft Office Word format. For assistance contact Geraldine Greene at the Office of Deputy Commissioner, Strategic and Resource Management, phone (01) 6662082 or at Email christopher.gordon@garda.ie.

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- be clean, good quality hard copy
- include an abstract and keywords
- have Harvard style reference
- include any figures, photos and graphs as good quality originals
- be accompanied by a labelled disk

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Letters to the Editor

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

Peter Fitzgerald, The Editor, Communique,
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Short articles which meet the criteria in Notes for Contributors overleaf will be welcomed by the Editorial Board.