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MANAGEMENT JOURNAL

AN GARDA SÍOCHÁNA

communique

NOTES ON THE CONTRIBUTORS

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He was appointed to Assistant Commissioner rank on 26th September 1996. Shortly before his appointment he took personal charge of the investigation into the murder of journalist Veronica Guerin. The investigation has resulted in the conviction of two men for her murder and a number of other persons convicted of offences connected to the crime. Assistant Commissioner Hickey holds a BA(Hons.) Degree in Police Management. In 1981 he completed a Senior Investigators Training Course at Bishop Garth, West Yorkshire, UK. He also completed a Narcotics Management and Enforcement Training Course in Washington D.C., USA, in 1988. Assistant Commissioner Hickey was awarded a Scott Medal for valour in 1976.

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Enforcing Traffic Legislation

Assistant Commissioner T. Hickey

INTRODUCTION

Enforcement is defined in Webster English Dictionary (1913) as *"the act of enforcing, ensuring observance of, or obedience to a particular requirement".* Enforcing traffic legislation can therefore be taken as ensuring road users compliance with and obedience to national traffic legislation. Conventional wisdom suggests that "human action is a contributory factor in over 90% of all road accidents. The principal emphasis in all road safety strategies must therefore be on improving road user behaviour" (Government Strategy for Road Safety 1998-2002). Fulfilling this ambition is not easy; according to international road traffic accident statistics Ireland sits approximately midway in any analysis, largely similar to France, behind the UK but considerably ahead of Greece and Spain (Wegman, 2002). Achieving safer roads involves the collaborative actions of a number of organisations in this regard and the compliance of the road user population.

The partner organisations involved include:
- Department of Transport – policy, legislation etc.
- An Garda Síochána – enforcement of legislation and analysis.
- National Roads Authority – engineering of roads network, safety etc.
- National Safety Council – publicity, education and safety issues etc.
- Medical Bureau of Road Safety – analysis of blood/alcohol, drugs etc (Wegman, 2002).

The basic purpose of transportation systems worldwide is the safe and efficient movement of people and produce from one place to another (Evans, 1991). The traveller, carrier or haulier legitimately expects to arrive at his/her destination, whether by air, rail, waterway or road, on time, alive, uninjured and safe. Of all the transport systems in the world, the roads system has the poorest record in terms of both safety and efficiency (Fuller et al., 2002). Despite providing unprecedented autonomy and independence in travel terms worldwide death, serious injury, congestion, insurance costs and frustration as well as environmental problems are the associated negative consequences.

It is this autonomy and independence combined with carelessness and recklessness that are the main causation factors for deaths, serious injuries, congestion and pollution on the roads. Human beings by their nature make mistakes, break rules, commit traffic offences and consequently, so that the roads network may operate effectively, and safely, traffic rules have to be formulated, established in practice and obeyed by all (Lenne et al., 2004).

BACKGROUND TO TRAFFIC ENFORCEMENT

In the last forty years Ireland has experienced unprecedented growth, prosperity and development in the economic, social and environmental context. Since 1961 the vehicle growth rate in this country can only be described as exponential, averaging 70,000 per year. As a result, the

increasing volumes of vehicles on road networks necessitated an increase in the quantity, as well as the complexity of traffic legislation. Since 1961 there have been eight amendments to road traffic legislation in this country, the most recent being the Road Traffic Act 2003 and more is promised for the near future. In Ireland the passing of the Road Traffic Acts in 1961 and 1968 were a direct response to a changing traffic environment superseding the less complex era that had been policed under the gentler Road Traffic Acts of the early 1930s.

Table 1 below illustrates the changing face of transportation demographics that have occurred in Ireland over the last thirty years or so. Vehicle ownership has increased in greater proportion than the growth in population. It also indicates the death rate on our roads in relation to other related trends.

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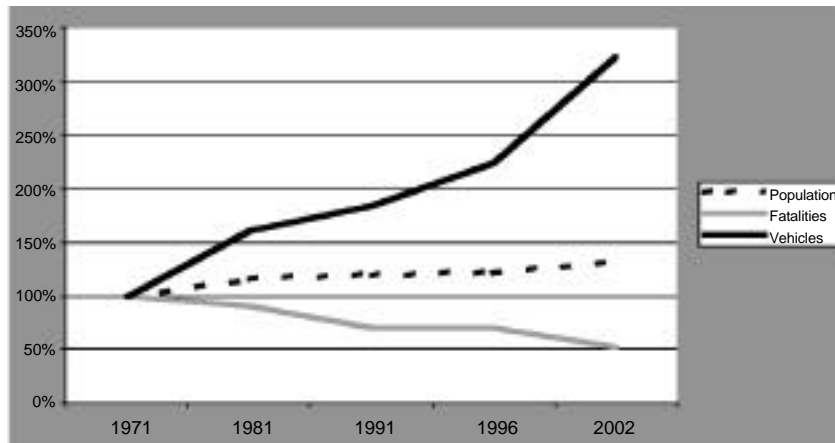
(**TABLE 1** compiled from Reports of the Central Statistics Office, the Department of Environment Heritage and Local Government and the Garda National Traffic Bureau).

As volumes of both traffic and legislation increased, the focus for road safety professionals shifted from traditional models of enforcement towards an integrated model that concentrated on the engineering, education and enforcement principles of road safety (Rotthengatter & Vaya, 1997). The response to the increasing carnage on the roads was to strive for greater compliance, by making the roads and vehicles safer through training and education for all road users. Conventional wisdom and practical experience suggests that if the engineering and educational incentives are ignored, then compliance has to be attained by focused and regular enforcement activities designed to achieve the required deterrence levels.

CONCEPT OF DETERRENCE

Traffic law enforcement activity needs to be effective in two ways, firstly through the singular concept of deterrence (Gibbs, 1976), non-conforming road users are obliged to obey the law because the potential punitive results of their misbehaviour will be more painful than any

benefit gained from offending.

This concept can be associated with long established control theories and assumptions concerned with crime and deviance control. The classical tradition of criminology, Hobbes (1957) is concerned with the apparent incompatibility between the laws of the land and human nature.

He surmised that men obey rules on account of fear,
".. fear… it is the only thing, when there is the appearance of profit or pleasure by breaking the laws that makes men keep them" **(Hobbes, 1957:247).**

Police strategies deter road users from non-compliance with the traffic laws by instilling in such offenders a real fear of detection – this is the general deterrence principle.   The majority of road users who contemplate violating traffic laws will not act inappropriately on the roads if the chances of being detected and punished are high. Using the second aspect of deterrence, the specific deterrence principle - those detected and punished once, will refrain from re-offending again. (Homel, 1988).

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The deterrence model for traffic law enforcement has two main elements, the first element of which requires comprehensive legislation. This must be precise, acceptable to the public and enforceable (ESCAPE 2003). If any one of these three factors is absent, the rationale for enforcement is undermined and the credibility of the enforcement strategy will be seriously damaged. The second element supporting effective enforcement is that of "sanction" (The Scottish Office 1997). Road users have to expect, if detected for non-compliance with traffic laws, that there are punitive measures to encourage them not to re-offend again.   These sanctions have to be certain, swift and severe enough to ensure improved road user behaviour, and to lower recidivism in this area. This again equates with Hobbes (1957) theory on the fear of sanction.

The introduction of penalty points in this country in 2002 provided for increasingly focused sanctions for excessive speeding. Offenders, concomitant with paying a fine, have penalty points allocated to their driving licences. At this time after approximately one and half years of enforcement over 205,000 drivers, approximately 5% of the national population, have acquired penalty points and a small number have lost their licences. Many other errant drivers on the penalty point league table will also loose their licence in the future if they do not dramatically alter their driving behaviour.

The provision of appropriate legislation, enforcement and sanction capability, together with adequate resourcing and funding allows police forces to perform at their optimum capacity effectively. However this must be balanced with the exponential increase in the volume of cars and road users nowadays. It is estimated that there are almost two million vehicles registered in this country compared to the early seventies when

there were a mere 600,000 vehicles on our roads (Department of Environment, Heritage and Local Government, Bulletin of Vehicle and Driver Statistics 2003). These figures do not take account of the thousands of foreign registered vehicles and drivers who hold non-Irish driving licences or visit this country as tourists.

Some commentators consider that the number of traffic police required to carry out necessary enforcement to achieve general and specific deterrence levels is beyond the capabilities of any police organisation in the world (Zaal, 1994). With this in mind several police organisations have turned to technology and innovation to assist them in their endeavours.

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AIDS TO TRAFFIC LEGISLATION ENFORCEMENT
The use of technology in traffic law enforcement has developed as a significant aid to enforcement efforts since the early days of motoring when stopwatches were used to detect speeding offences (OECD 2002). The use of radar speed detection equipment, GATSO technology and the means to measure alcohol consumption, has allowed police to enforce traffic laws effectively and efficiently and also with more consistency.

The use of technology is continuing to develop in this area. The development of automated means of detection especially by camera technology has enabled the police to increase the level of specific deterrence by processing greater volumes of offenders and is having a real impact on road user behaviour for the better (P.A. Consulting, 2004). Over the last ten years, advances in camera technology have seen significant reductions in inappropriate speeding, red light running and bus lane offences in the USA, Australia, United Kingdom, New Zealand and the Netherlands. These reductions have had a knock-on effect in decreasing fatalities and serious injuries on the road network (Taylor et al, 2000).

Camera technology requires, if it is to be effective in improving road user behaviour, efficient back office support systems. An Garda Síochána in collaboration with Fujitsu Consulting, the Courts Service and the Departments of Justice, Equality and Law Reform and Transport have developed such an integrated enforcement and administrative system that allows for the introduction of a comprehensive penalty point system. Utilising further collaborative arrangements with private industry the Fixed Charge Processing System (FCPS) will allow for focused traffic enforcement and the centralised processing of road traffic detections. This system currently being rolled out incrementally, is scheduled to be implemented nationally in early 2005.

The role of traffic law enforcement in reducing deaths, serious injuries and congestion on the roads is hugely important. Research has shown that policy and decision makers alike should pursue improved and

consistent traffic enforcement initiatives (ETSC, 1999).

However, to concentrate on traffic law enforcement alone would be a serious mistake for any road safety strategy (Elvik & Vaa, 2004). The integrated model of engineering, education and enforcement has seen variations applied to it over the last three decades, but the model still maintains enforcement at the end of the value chain rather than at the start. Road users should be trained and educated so that they comply with traffic laws voluntarily and willingly, having acquired the skills and attitudes necessary to develop appropriate and acceptable road behaviour (Fuller & Santos, 2002). Vehicles should be safer for their occupants, but such occupants should be reminded that increased personal safety must not in any way impinge on the safety of other road users (Wilde G, 2003).

Increased safety features such as automatic braking systems, cruise control, navigation systems, side impact bars and air bags, are up to a point effective, provided that the driver is not behaving inappropriately and not intoxicated on alcohol or drugs. Roads, likewise, must be made safer and ideally self-regulatory which by their design indicate to the driver the appropriate speed at which to travel in safety (Traffic Management Guidelines 2003). All too often road users do not simply comprehend why a particular speed limit is in operation on a particular stretch of roadway. The justification for this should be obvious to the driver by virtue of the road design or explained by appropriate and visible information signage. Wegman (2002) recommends that the speed limits in Ireland should be altered on many roads to improve road safety for all.

CONCLUSION

The enforcement of traffic legislation has a prominent role to play in reducing fatalities and serious injury on the roads of this country. The effectiveness and commitment of An Garda Síochána in this area can be seen in the decreases in road deaths from 640 in 1972, 472 in 1997 to 336 in 2003. Although the unacceptable increase in the current year indicates that there is still a long way to go in this regard both for An Garda Síochána and our partner agencies. Road users need constantly to be reminded of their responsibility regarding their personal road behaviour. Some drivers require punitive actions to ensure compliance with the laws of the land and alter their attitudes and behaviour. Enforcement has a major role to play in this area. The recently announced Government decision (24/11/04) to establish a dedicated Traffic Corps with an expanded resource commitment, is a welcome and exciting development for An Garda Síochána. Changing behaviours is one of the abiding preoccupations of change leaders. Changing road behaviours in this country will be an engaging pre-occupation not just for An Garda Síochána but for all concerned agencies in the coming years. The words of Rosabeth Moss Kanter (1999) appear suitable in this regard when she posited that change generally can not be occasioned by bold stokes but

require the construction of long term capabilities. She likened it to a long march rather than an immediate response. We are currently in the middle of that long march towards greater road safety and widespread responsible road behaviour.

The conventional models for an integrated road safety strategy demand that enforcement belongs at the end of the value chain. Emphasis must be placed on constantly explaining, reminding, educating, communicating, training and teaching road users the benefit of responsible behaviour. Utilising the most modern techniques and innovations in road design and construction together with signage and information will also contribute. When all else fails enforcement then assumes vital importance.

Finally, through the combination of all these factors and the embracing of a truly collaborative approach to road safety, the goals of the Government's Road Safety Strategy 2004-2006 will become realisable and, significantly, more citizens of this country will arrive at their destinations safely.

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KNOWLEDGE MANAGEMENT

Superintendent J Delaney

*Superintendent
J Delaney*

"For companies on the cusp of the internet age, the resource in shortest supply is neither raw material or capital, neither powerful technology nor new markets. What keeps managers up nights at these companies is the scarcity of brainpower, the talent to give wings to visions of a future that becomes present at the speed of light"

(Business Week, Oct. 1999)

INTRODUCTION

The continuous evolving nature of organisations is mirrored in strategic management thinking. This fact is evidenced by the on-going emergence of new strategic management perspectives. In the 1990's, the resource-based view of the firm took centre stage. This strategic perspective argues that if a firm's resources are valuable, rare, inimitable and not capable of being substituted then they will be a source of competitive advantage. (Barney, 1991). In the early 90's, knowledge was advanced as an important strategic resource and the knowledge-based view of the firm emerged. Advocates of this perspective assert that the true wealth of an organisation is determined by its intellectual or knowledge based assets. They place a high value on continuous learning and creating an environment that promotes creativity, innovation and knowledge sharing.

The emergence of the knowledge-based view of the firm is generally attributed to the early 90's. However, contributors would agree that knowledge management is not a new concept but rather one that gained momentum in the early 90's on the back of some powerful drivers. e.g.
- Globalisation
- The developments and convergence in information communications technology enabling new organisational forms and the advent of new tools such as Intranets and GroupWare systems.

Whether we like it or not the knowledge based economy is now a reality. Rapid changes in the business environment cannot be handled in traditional ways. To maintain effectiveness we need to leverage from our intellectual and knowledge–based assets and develop the capability to make better decisions faster. Knowledge management is rooted in organisational learning and is advanced as a viable solution for the effective management of organisations in times of rapid change.

This article explores the concept of knowledge management. It examines the key challenges, benefits, and knowledge management activities. Finally, it reviews the progress An Garda Síochána has made on the knowledge management journey.

UNDERSTANDING THE CONCEPT. *What is Knowledge Management?*

There is no universal definition of knowledge management or indeed of knowledge itself. Knowledge management tends to be context specific and as such means different things to different organisations.

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AN GARDA SIOCHANA

A description of the knowledge management process can be gleaned from the following extracts;

- *"Drawing on the collective wisdom of an organisations employees and its repositories for the achievement of organisational goals."(Fahy L, 1999)*

- *"Knowledge Management is an integrated, systematic approach to identifying, managing and sharing all of an enterprise's information assets, including databases, documents, policies, and procedures, as well as previously unarticulated expertise and experience held by individual workers. Fundamentally, it is about making the collective information and experience of an enterprise available to the individual knowledge worker, who is responsible for using it wisely and for replenishing the stock." (Choo et al, 2002)*

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Since knowledge management is context specific, the crafting of a working definition for an individual organisation requires consideration of that organisation's nature and core business.

In crafting a working definition of knowledge management for An Garda Síochána a logical starting place would be its Corporate Strategy document. This document clearly outlines the context in which it operates. It incorporates the mission, enumerates key result areas and sets the strategic direction for the organisation. Consequently this source document would serve as an aid to;
- tailoring a definition
- guiding our thinking on priority areas for knowledge management programmes, and
- helping to identify the type of knowledge to be shared and with whom etc.

MORE UNDERSTANDING, *terms and key learning points.*
A deeper understanding of knowledge management can be gained from an understanding of the nature of knowledge and its inherent characteristics that distinguish it from data and information. Knowledge is information that is contextual, relevant and actionable. (Turban et al 2002)
- Knowledge is dynamic in nature, and the actionable component infers that it can be used in problem solving.
- The dynamic nature also suggests a need to continuously refresh the knowledge base.
- Knowledge is distinguished from data and information in that it reflects the experience, insights, and values of the holder when applied.
- Knowledge is not easily transferable and unlike information it can only be accessed indirectly i.e. through the actions and deeds of those who apply it.
- It is difficult to measure knowledge as it can only be seen indirectly

through actions and performance.
- Knowledge is more valuable than data and information as it conveys meaning, and value is created through its actionable nature.
- An important characteristic of knowledge is the fact that when used it is not consumed. Its consumers can create value by adding to the body of knowledge that already exists.

Data is defined, as *'taking for granted facts, which are the raw material of higher order constructs'* **(Davis and Olson, 1985) whereas information is defined as** *'data that has been put into a meaningful and useful context and communicated to a recipient who uses it to make decisions'* **(Burch, 1986).** Effectively, knowledge builds on data and information and reflects the experience, insights and values that have been accumulated by the holder through the process of learning.

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The following key learning points are presented as further insights to the knowledge management proposition;

- We as an organisation do not realise what we know. This statement succinctly makes the point that most organisations have failed to capture, codify and disseminate their learning for organisational use. The knowledge is lost to the organisation because it is stored in the minds of its knowledge workers and therefore not accessible for wider organisational use.

- Knowledge is broadly classified as explicit or tacit (Polyani 1958, Nonaka and Takeuchi 1995). Explicit knowledge is the documented knowledge found in manuals, files and other accessible sources. Tacit knowledge is the knowledge in our minds, the expertise or 'know how' that we have acquired through the process of learning.

In order to create knowledge that can be codified, stored and disseminated, it must first be converted from tacit knowledge into explicit knowledge. This presents a formidable challenge as the culture of the organisation may inhibit the knowledge creation process. In order to flourish, knowledge creation requires a culture of creativity, innovation and knowledge sharing.

- Knowledge management is an evolving process and as such involves both the capture of existing knowledge and the creation of new knowledge. The creation of new knowledge is a vital component of the knowledge management process, as otherwise we would have to rely on the assumption that yesterday's solutions will solve tomorrow's problems. Knowledge creation is a social process and occurs through the social interaction of people.

- The benefits of knowledge management will only be realised when knowledge management is business driven and integrated into the

decision-making process. Executive sponsorship, managing cultural inhibitors and stakeholders expectations are the core critical success factors.

- Knowledge management should be viewed as a series of distinct and business driven programmes. Each programme should have a strategic focus; a clear set of objectives and agreed measurement criteria.

- The establishment of communities of practice is advanced as an effective vehicle for knowledge sharing and the ultimate development of knowledge-centric organisations. Communities of practice are described as groups of practitioners who share a common interest in a specific area of competence. They are generally passionate about their work and willing to share knowledge.

- Information technology has a pivotal role to play in the knowledge management process. It facilitates the storage, classification and retrieval of organisational knowledge. It can capture new knowledge and leverage the entire organisation's intellectual resources. However, technology is an enabler in the knowledge management process and organisational learning and knowledge creation are very much people dependent processes.

KNOWLEDGE MANAGEMENT IN ACTION *cycle and key activities.*
Since knowledge management is dynamic in nature, a functioning system would be depicted as a cycle. Turban et al (2002) suggests the following cycle.

THE KNOWLEDGE MANAGEMENT CYCLE

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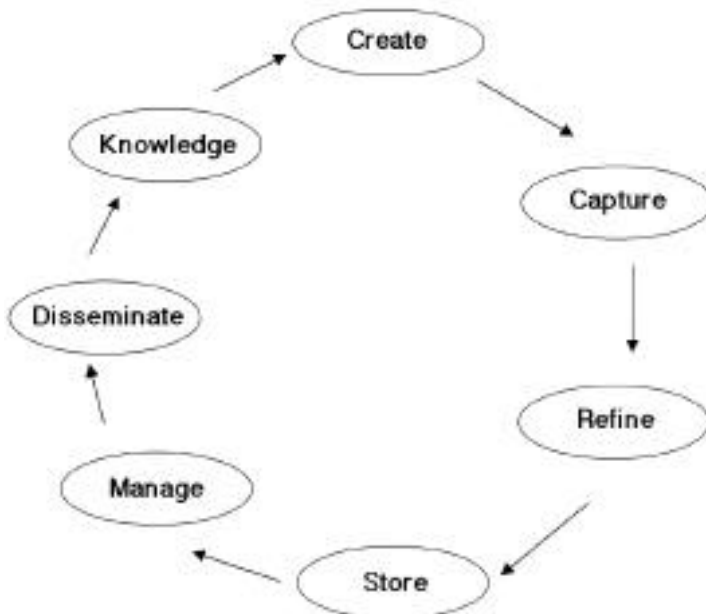
At the detailed level, knowledge management will mean different things to different organisations. However the following high-level activities can be attributed to most knowledge management initiatives;

- Generating new knowledge and promoting knowledge creation through incentives and acknowledgements.
- Capturing knowledge and disseminating it throughout the organisation.
- Converting tacit knowledge into explicit knowledge.
- Sourcing knowledge from both inside and outside the organisation.
- Linking knowledge to the decision making process.
- Integrating knowledge management into business processes and services.
- Continuously reviewing and updating 'best practice' to ensure its relevance to changing environmental conditions.
- Promoting knowledge management through sponsorship and leadership.
- Measuring the value of knowledge and knowledge assets.

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BENEFITS AND CHALLENGES, *managing the change.*
An effective knowledge management programme can deliver the following benefits;
- Improve employee efficiency and productivity in practically every business function.
- Foster innovation and creativity by encouraging the free flow of ideas.
- Boost employee morale by recognising and acknowledging the value of employee knowledge.
- Streamline operations and reduce costs by eliminating non-value added processes.
- Improve customer service and customer confidence by streamlining response time.

Unfortunately, benefit realisation takes time, effort and careful planning. Designing a knowledge management programme is only the first step. The main challenge is to develop an effective implementation strategy. The following are some of the 'best practices,' in the implementation of effective knowledge management programmes that have evolved from the experience of current knowledge management practitioners;
- Manage expectations of key stakeholders. *Set clear objectives and agree measurement criteria.*
- Secure management buy-in. *Develop a clear understanding of the concept and rationale.*
- Identifying champions. *People with the ability to enthuse, instill confidence and create a sense of urgency.*
- Acknowledge the impact of corporate culture. *An understanding of how the organisation solves problems, preferred modes and channels of communication, language style, agendas, informal structures,*

propensity to change and willingness to impart knowledge is required.
- **Develop a Change Management plan.** *Access the current position, create the future state and manage the transition. It will provide a live roadmap, which will serve to guide the process.*
- **Develop and support communities of practice.** *A powerful driver for implementing and sustaining knowledge management programmes.*

TOOLS AND TECHNOLOGY, *enabling knowledge management.*
Information Technology plays a pivotal role in the knowledge management process. It is best described as an enabler or the architecture upon which the knowledge management initiative is built. According to Turban et al (2002), knowledge management systems are developed using three sets of technologies; communication, collaboration and storage.

Communications technologies facilitate the retrieval of knowledge and allow users to communicate with each other thereby facilitating further knowledge creation.

Collaboration technologies facilitates team or group work. It allows multiple users to work simultaneously or independently and facilitates the collection of knowledge contributions.

Storage technologies allow for the capture, classification, storage and retrieval of knowledge. These technologies have evolved from database systems to such tools as electronic document management systems.

'Knowware' is the term used to describe technology tools that support knowledge management initiatives. The areas of specific vendor tools include;
- **Collaborative computing tools**
- **Knowledge management suites**
- **Knowledge servers**
- **Enterprise knowledge portals**
- **Electronic document management systems**
- **Knowledge management tools, and**
- **Application software providers.**

The challenge for managers is to integrate these three technologies to meet the knowledge management needs of the organisation. (Turban, McClean and Wetherbe, 2002)

THE KNOWLEDGE MANAGEMENT JOURNEY, *Where is An Garda Síochána?*
An Garda Síochána is well advanced on the knowledge management journey. Our continued investment in people and technology is evidence of our commitment to continuously improve our policing service. Our expressed strategy of, "Better people, better skilled, better motivated and better equipped for better delivery of policing service" reflects a corporate commitment to continuous improvement. (An Garda Síochána Policing

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Plan 2004) The substance behind this commitment can be found in our continuous investment in training, personal development and information technology.

Our executive sponsorship, witnessed in previous organisational-wide change projects, our structures, communication networks and culture of sharing information would serve as enablers in the implementation of effective knowledge management programmes.

The implementation of Phase 1 of PULSE[1] has effectively given us the capacity to store and share organisational wide knowledge as well as providing us with a corporate memory. This is a significant step in the knowledge management journey as establishing a corporate memory is critical for success. (Brookling 1999)

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Parbly suggests a five-stage knowledge management journey.

STAGES IN AN ORGANISATION'S KNOWLEDGE MANAGEMENT JOURNEY. (PARBLY D. 1988)

Stage		Name Characteristic
1	Knowledge-chaotic	• Unaware of concept • No information processes • No information sharing
2	Knowledge–aware	• Awareness of KM[2] need • Some KM processes • Technology in place • Sharing information an issue
3	Knowledge-enabled	• Benefits of KM clear • Standards adopted • Issues relating to culture and technology
4	Knowledge-managed	• Integrated frameworks • Benefits case realised • Issues in previous stages overcome
5	Knowledge-centric	• KM part of mission • Knowledge-value recognised in market capitalisation • KM integrated into culture

Parbly's five-stage journey serves as a guide to assess our current progress and identify the next steps in the journey towards a knowledge-centric organisation.

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1 Police Using Leading Systems Effectively

2 Knowledge management

CONCLUSION

In summary, the term knowledge management is attributed to the challenges and benefits associated with managing knowledge within an organisation. It is primarily an interdisciplinary business model, which seeks to improve productivity and efficiency through the management of people and processes. Central to the knowledge management concept is the assertion that an organisation's true wealth is determined by its intellectual or knowledge based assets. These intangible assets are regarded as the critical success factor in achieving and sustaining competitive advantage.

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An Garda Síochána is well advanced on the knowledge management Journey. PULSE provides the enterprise architecture upon which future knowledge management programmes can be built. The next Garda Information Communications Technology Strategy will present an excellent opportunity for the organisation to build on previous successes and develop tailored knowledge management programmes.

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Building Public Confidence through the deliberation of Police Strategy

*Sergeant
T O'Donnell*

Sergeant T O'Donnell

INTRODUCTION

For a considerable part of history, police organisations stressed the importance of their role as law enforcers over and above other aspects of their work. However, policing incorporates a diverse range of activities and functions, with a broader service mandate coming to the forefront from an evolving modern society (Morgan and Newburn, 1997).

The development of today's society has been accompanied by various forms of social exclusion, through which people are disadvantaged, marginalised and subordinated. These processes combine economic, spatial, cultural and political divisions producing deepening structures of inequality. These factors contribute to the level of confidence society holds of its Government and state institutions such as the police (Muncie and McLaughlin, 2001).

Confidence is defined as a feeling of trust in a person or thing (Collins English Dictionary). Public confidence in a police service can be defined as the level of trust[1] the public holds of its police. No police service, no matter how highly trained or diligent its officers may be, can accomplish its objectives without the support and assistance of the people it serves. While knowledge of criminal laws, procedures and technical instructions are essential they are not in themselves sufficient to enable officers to carry out, in a successful manner, the task of policing entrusted to them. To achieve success the police must have the confidence of the communities they serve.

An Garda Síochána obtains public confidence by providing a quality service to Irish society and by understanding society's needs and concerns. Consequently, there is a requirement to consult and collaborate with various interests and organisations to decide policing objectives. Currently this process contributes to the development of the Garda Corporate Strategy Document.

The Garda Corporate Strategy Document outlines An Garda Síochána's long-term policing strategy, and is underpinned by a series of annual national Policing Plans, which set out plans for each year, with

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1 Fukuyama (1995) observes while contact and self-interest are important sources of association the most effective communities are those based on ethical values and that trust is an inherent characteristic of such association.

measurable targets and performance indicators.

The performance indicators are measured at local and national level. Measuring at Divisional (local) level reflects one of the guiding principles outlined in the Corporate Strategy, that the Gardaí should carry out their functions in *'ways that reflect local priorities and are acceptable to local communities'*.

The confidence that a community holds about the police service delivered is a form of accountability that is often difficult to measure or define but yet in many ways, it is the most important. An accountable police force is taken to be one whose actions severally and collectively, are aligned with the values of the community in which they work and responsive to discrepancies when they are pointed out (Bayley, 1983).

THE IMPORTANCE OF PUBLIC CONFIDENCE FOR IRISH POLICING.
All police services face a changing and challenging work climate and An Garda Síochána is no exception. The unprecedented development of the Irish economy has raised many new social issues. Society demands a level of service that treats people fairly and maintains the human rights of all citizens. The importance of building support and trust in communities between An Garda Síochána and local residents has never been more important.

The Minister for Justice, Equality and Law Reform reiterated this point in his address to the 25th Annual Conference of the Garda Representative Association 2003, when he stressed the importance of maintaining trustful relations between the Gardaí and the public they serve. Minister Michael McDowell stated that:

"These are challenging times for An Garda Síochána. Irish society is changing and Ireland's police force must change with it…An Garda Síochána has earned the trust and confidence of the Irish people. Trust and confidence is, perhaps, the Force's greatest asset. That trust and confidence can never be taken for granted or needlessly exposed to danger" (Department of Justice, Equality and Law Reform, 2003).

CURRENT LEVELS OF PUBLIC CONFIDENCE IN AN GARDA SÍOCHÁNA.
An Garda Síochána continues to be one of the defining hallmarks of the Irish State. It is an unarmed police service characterised by dedicated service to the community, which balances the powers granted to it with a sense of duty and fair play. This has traditionally allowed the organisation to enjoy the confidence of the great majority of those it serves. However

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in recent times there has been a shift in public confidence exemplified in Garda Public Attitude Surveys[2] 1996 to 2004.

The Garda MRBI Public Attitude Survey 2003 established that An Garda Síochána had a public satisfaction rating of eighty one percent. This was the organisation's lowest satisfaction rating in eighteen years. However the 2004 survey indicates that public confidence/satisfaction has risen to 85% during a difficult period for An Garda Síochána.

Table One lists the overall Garda Public Satisfaction Rating for the period 1986 to 2004.

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Table One: Overall Garda Public Satisfaction Rating for the period 1986 to 2003.		
Year	*Survey*	*Overall Satisfaction Rating*
1986	*European Attitude Survey*	*86%*
1994	*ESRI*	*89%*
1996	*European Attitude Survey*	*86%*
1999	*Research Evaluation Services Survey*	*89%*
2002	*Research Evaluation Services Survey*	*87%*
2003	*MRBI Survey*	*81%*
2004	*RES Survey[3]*	*85%*

Looking at the last two surveys, more women (84%) were satisfied with the Garda service than men (79%), while an analysis by age groups indicated most support for the force is in the 55-to-64 and over-65 age categories. This is comparable with the Irish Times/TNS MRBI opinion poll on public confidence in the Gardaí taken in February 2004.

The Irish Times/TNS MRBI opinion poll was taken three weeks after an RTE Prime Time programme sparked substantial public debate on the behaviour of the Garda and the ability of the current complaints procedure to deter, detect and punish misbehaviour.

The poll was taken among a national quota sample of 1,000 electors at 100 sampling points in all 42 Dáil constituencies throughout the State. It followed considerable publicity regarding alleged incidents of Garda misbehaviour and Government plans to introduce a new procedure for dealing with complaints against Gardaí.

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2 An Garda Síochána's Public Attitude Survey is administered by companies who are successful in a public tender process. The methodology of each survey is similar and establishes the public's satisfaction level with An Garda Síochána.

3 The survey findings are published by the Garda Research Unit – Report Number 01/04.

The poll found that *58% have confidence in An Garda Síochána, 37% have no confidence and 5% have no opinion.*

The confidence in An Garda Síochána is concentrated disproportionately in rural areas and among older people. The confidence level fell to *40% among young people and 48% for people of all ages in Dublin.*

The categories of people who have *least confidence* in An Garda Síochána are those who probably have most contact with members of the force on the beat. They are *young, male, single, urban dwellers and working class* (Brennock, 2004).

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These findings when taken in conjunction with the recent fluctuations in public satisfaction ratings for An Garda Síochána, indicate that the organisation must develop strategies to maintain and further enhance current levels of public satisfaction.

Professor Dermot Walsh from the University of Limerick referred to why Irish Society of the 21st Century no longer accepts the "few rotten apples" explanation to allegations made against the Gardaí when he stated:

"For decades we have explained away incidents of police malpractice by the cosy notion that it was a few rotten apples. That is understandable. We all know excellent Gardaí. We all know the excellent work carried out by Gardaí, and we don't want to sully the reputations of good Gardaí. The context in which the Garda Síochána is working has changed so fundamentally since it was set up, that we need to look at optimum structures and how they relate to the public. The police system is at the core of our criminal justice system. If you don't get that right, you don't have a criminal justice system."

Consequently there appears to be a need to enhance public trust and confidence in An Garda Síochána's through the introduction of community-oriented strategies using the principles of consultation/deliberative democracy. It is only through deliberation that the public will gain a true understanding of the demands and constraints within which An Garda Síochána strives to deliver a quality service, one the public has come to expect.

THE THEORY OF DELIBERATIVE DEMOCRACY.

Deliberative democracy[4] is concerned with the seeking of agreement

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4 Gutmann and Thompson define deliberative democracy as a conception of democratic politics in which decisions and policies are justified in a process of discussion among free and equal citizens or their accountable representatives. (2000; 61)

(Beetham, 1996), and its guiding principle is *'communicative reason'*, rather than bargaining between competing interests. The basis of the approach is the active participation of the citizen. It relies on the resolution of conflict *"through an open and uncoerced discussion of the issue at stake with the aim of arriving at an agreed position"* (Miller, 1992) and has faith in the 'redemptive' qualities of democracy.

Deliberative democracy involves the whole community in the decision-making process. It replaces public opinion with public judgment based upon an informed, stable consensus reached through thoughtful deliberation. It gives citizens substantial and relevant information and tells policy makers what trades-off citizens are willing to support. It challenges both the citizen and state organisations to make choices that reach beyond compromise to shared solutions.

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Most importantly, deliberative democracy forges a new relationship between citizens and state institutions (i.e. the police), changing the nature of public discourse to focus on problem solving and a shared search for solutions.

Deliberative democracy embodies the essential democratic principles of responsiveness to reflective public wishes and the political equality of every member of that public (Beetham, 1996). Deliberative democracy also maintains legitimacy, in so much as *"outcomes are legitimate to the extent they receive reflective agreement through participation in authentic deliberation by all those subject to the decision in question"* (Dryzek, 2000).

Therefore, it does not seek to 'iron out' differences by requiring integration into a 'common good' or 'public interest', but simply to provide an agreed moral framework within which continuing value conflicts can engage with each other.

THE BENEFITS OF POLICE-COMMUNITY CONSULTATION.

The results of consultation between the police and the citizens they serve can be used to help make decisions about policing policies, priorities and strategies and make better use of limited resources.

Police services can be targeted more closely at providing what people want and avoiding what they do not want, thus helping the police to more effectively deploy resources.

Consultation exercises can also provide useful data for the long term monitoring of user satisfaction levels. This can provide valuable performance indicator data on improvements over time in the quality of

services. The strategic aims of consultation may be summarised as follows:

- To engage with the communities and allow police the opportunity to enter into dialogue with its communities in order to ensure that the policing service reflects reasonable expectations, is fair, open, accountable and builds public confidence in policing.

- To ensure that policies and decisions are, where appropriate, informed by the needs and expectations of police stakeholders i.e. citizens, general public, business community, partner agencies and police staff etc.

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- To increase the level of dialogue between the police and the community, remembering that consultation is a two-way process.

- To enhance the profile, and emphasise the importance of, public consultation amongst managers in the police force, establishing genuine and effective consultation as an integral part of the culture of the force.

- To develop multi-agency approaches to consultation in order to underpin effective problem-solving, information-sharing and partnership work at the local level.

- To improve public confidence in the police. Consultation should encourage greater confidence in and understanding of what the police are trying to achieve. Enabling people to influence the decision-making processes that affect their lives, can result in less people feeling excluded from the society in which they live.

- To improve police services in general. Consultation can be used to establish the wider needs and priorities of the community thereby improving service provision.

Although effective community consultation has significant benefits, in many instances it does not result in a consensus being reached on the subject in question. Ultimately decisions rest with senior police management. Consultation nevertheless ensures that the community and any other specific group involved have had the opportunity to contribute to such decisions. It is not always possible to carry out consultation on particular issues. The costs of the consultation have to be proportionate with the resources at stake in the decision, the time available to reach a conclusion, and the importance of the decision to the community and the police.

CONSULTATION'S CONTRIBUTION TO POLICE-COMMUNITY RELATIONS.
Given the breadth and complexity of police-community relations, it is difficult to specify the exact contribution of the consultation process. Consultation is but one important element within the broader concept of police-community relations. Consultation improves the relationship between the police and the public by:

- Providing the public with an opportunity to air their feelings and feel they are being listened to.

- Changing police officers' attitudes and making them more confident about venturing onto other people's turf, such as youth and community centres.

- Improving the police's understanding of the public's concerns.

- Educating the public, increasing their understanding of policing and correcting misinformation. This makes the public appreciate the police's difficulties and constraints, promotes realistic expectations and increase public satisfaction.

- Reducing tensions between the police and the public and tensions between different sections of the public, such as young and older people, or different ethnic groups.

- Mobilising the public to participate in crime prevention.

Consultation is an important component within deliberative democracy because it can provide key indications of the state of police-community relations, as well as impacting directly on community relations itself. Therefore, ongoing commitment to developing dialogue between the police and the community, at all levels is necessary for effective policing, and should attempt to make the pattern of policing at the local level as reflective as possible of local concerns and wishes.

IMPLEMENTING DELIBERATION STRATEGIES WITHIN AN GARDA SÍOCHÁNA
Consultation with the public should continue to be a fundamental part of An Garda Síochána's core policing strategies because it establishes police legitimacy with our stakeholders (i.e. citizens, business and community elites, local activists, and specific ethnic and racial communities). Consultation processes continue to be essential for mobilising support for the police among the middle and respectable working classes (Squires, 1998). Consultation/deliberative strategies requires a stronger bond with citizens than a partnership, police services

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Strategic Management

Strategic management has a close association with strategy and the corporate planning functions of organisations (Gatewood, Taylor and Ferrell, 1995). It entails the processes that organisations undergo in developing and implementing strategic plans. Strategic management generally refers to how an organisation determines the manner in which it will fulfil its mission while maintaining its long-term growth and viability. It is a dynamic process that aligns strategies, performance and business results. It focuses on people, leadership, technology and processes. An effective combination of these elements enables the development of strategic direction and successful service delivery.

Strategic management as a discipline developed in the 1950s and 60s and although there were and continue to be numerous contributors to this management field, recognised influential contributors include Alfred Chandler, Igor Ansoff, Philip Selznick, Peter Drucker, Michael Porter and Tom Peters.

Chandler (1962) recognised the importance of coordinating the various aspects of management under an all-encompassing strategy. Prior to this the various functions of management were separate with little overall coordination. By stressing the importance of a long-term perspective he indicated that coordinated strategy was necessary to give an organisation structure, direction, and focus. He concluded, "Structure follows strategy". Today it is considered that this hypothesis is incomplete: as strategy also follows from structure (Peters, 1998)

Ansoff built on this theory and developed the concept of the strategy grid which compared strategies in terms of; market penetration, product development, and market development, horizontal and vertical integration and diversification. He felt that management could use the strategy grid to systematically prepare for future opportunities and challenges. In his classic work Corporate Strategy (1965) he developed the concept of "gap analysis" which is still in use today. This concept outlined the principle of "gap reducing actions". i.e. the analysis of the space an organisation currently occupies and where it would like to get to.

Selznick (1957) introduced the idea of matching an organisation's internal factors with external environmental circumstances. This idea was further developed into what is now called SWOT analysis at the Harvard Business School whereby the strengths and weaknesses of the organisation are assessed in light of the opportunities and threats from the business environment

Drucker, stresses the importance of objectives, stating that an organisation without clear objectives is like a ship without a rudder. His theory of "management by objectives" (MBO) introduces the procedure of setting

Enforcing Traffic Legislation

Knowledge Management

P O I N T

objectives and monitoring progress that should permeate the entire organisation, top to bottom.

Michael Porter is regarded as a management guru, and a prolific author on management thinking. He contends that competitive strategy refers to how a company competes in a particular business area. Competitive strategy is concerned with how a company can gain a competitive advantage through a distinctive way of competing. He postulates that organisations should concentrate on what they are good at and thereby retain their uniqueness.
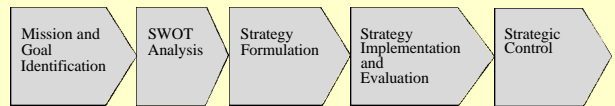
Tom Peters has had significant influence in moving management debate from the confines of boardrooms, academia, and consultancies to another, broader dimension; making it available to a worldwide audience. As a management consultant, writer and columnist he has influenced and shaped considerably modern management thinking.

Strategic management also concerns the role that managers occupy at different levels within organisations – the corporate level, the business unit and the functional level. It enables organisations to cope with the inevitable tensions that arise between short term and long-term objectives and between different sections of the organisation (Stacey, 1993).

The strategic management process involves identifying the organisation's mission and goals. Generally this is the preserve of top management who envision the direction an organisation should best follow.

STRATEGY FORMULATION – THE STRATEGIC MANAGEMENT PROCESS

Adapted from Gatewood, Taylor and Ferrell (1995; 227)

Mission and Goal Identification → SWOT Analysis → Strategy Formulation → Strategy Implementation and Evaluation → Strategic Control

Strategic management is an on going, developing, integrated process requiring continuous reassessment and realignment to ensure the corporate objectives of an organisation.

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Peter Fitzgerald, Editor

Marketing the Services of An Garda Síochána

Building Public Confidence
Photographs by Photography Section,
Garda H.Q.

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must strive to develop relationships with the communities they serve. The term relationship is defined as the state of being connected or related where there are social, political or personal connections or dealings between or among individuals, groups, nations etc (Collins English Dictionary).

These relationships should be based on open, ongoing, and constructive deliberation between Garda members and the community, including residents, business owners, and their customers. All Garda members, must develop an intimate understanding of the communities they serve, their cultures and customs, their problems, their hopes, and their needs. The Garda Síochána Bill 2004 when enacted will place Garda/community consultation processes on a statutory footing through Joint Policing Committees and Local Policing Forums.

By the same token, the community must develop a deeper understanding and appreciation of police work and a greater willingness to take responsibility for the safety of their own neighbourhoods.

Beyond opening up lines of communications, An Garda Síochána and the community must establish new ways of working together. New methods must be put in place to jointly identify problems, propose solutions, and implement changes. Table Two outlines the guiding principles for the development of police-community deliberation strategies based upon international best practice implemented by police services in other jurisdictions (United Kingdom, Chicago).

An Garda Síochána's ultimate goal through the implementation of deliberation strategies should be community empowerment, especially in socially disadvantaged areas, where there is high crime and an inherent mistrust of the police and local authorities.

An Garda Síochána can possibly be most effective when it is able to create conditions under which communities can improve themselves up front, instead of relying on the police and other government agencies for after-the-fact responses.

TABLE TWO: GUIDING PRINCIPLES FOR A DELIBERATION STRATEGY.

INCLUSIVENESS
Consultation methods must not be simply geared towards "easy to reach" groups. Various methods should be used to gain as wide a range of views as possible. Consultation needs to engage with people so they can say how local governance should fit into their lives.

OWNERSHIP
The owners of all consultation initiatives should be well defined.

CLARITY
Ensuring that all participants feel comfortable with the process and that they understand the nature of any constraints on the outcome being sought (for example budgetary considerations). An Garda Síochána should clearly state that the information gained would be used to influence eventual decision making processes.

APPROPRIATENESS
Consultation needs to be tailored to suit the group that is being consulted.

EFFECTIVENESS
The consultation methods selected must fit the intended purpose and the results used to inform the Garda decision making processes. Put systems in place to ensure that any prior consulting experience is fully utilised and the results of all consultation is put to best effect.

OPENNESS
Consultation must promote transparency and openness.

PROFESSIONAL
All consultation processes must be rigorous and robust so that they can stand up to any challenge.

RESOURCES
The efforts and resources spent on consultation should be proportionate to the impact of decisions and the importance of the issue being consulted. Sufficient resources must be devoted to consultation to ensure that it is rigorous and reaches all interested parties.

TIMELY
Consultation should take place: a) early enough in the decision-making process so as to inform decisions, b) at time when people are able to participate, and c) allow adequate time for responses.

DELIVER VALUE
Consultation organisers must ensure that the consultation process is efficient, relevant and cost effective.

EVALUATION\MONITORING CONTROLS
Review and monitoring processes must be included in all consultation projects. Evaluation of consultation initiatives allows the identification and spread of good practice.

STRATEGIC
To reduce the risk of the factors that limit the effectiveness of consultation

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(e.g. consultation overload/fatigue, should take place within the wider context of consultation with other local partners (e.g. County Development Boards).

INFORMATIVE
Consultation must be accompanied by information, particularly on the purpose of the consultation and how the information from it will be used.

FEEDBACK
It is essential that police provide feedback to the consultation participants and the public, on consultation outcomes and how they have affected policing decisions.

IMPARTIALITY
Consultation processes must not lead to people giving the police's preferred response.

CONFIDENTIALITY
Participants must be assured of confidentiality in the consultation process where appropriate.

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CONCLUSION
An Garda Síochána has traditionally enjoyed a good relationship with the Irish public. There is mutual respect, which has developed since the force was established in 1922. This is not something that An Garda Síochána has taken for granted. As an organisation it recognises that as Ireland becomes more prosperous and multicultural there is a need to ensure that positive relationships continue to prosper. This means that An Garda Síochána must not only do things right, but they must also do the right things.

An Garda Síochána's approach to *public consultation* has made it a relevant and effective concept in managing service delivery. The structures and systems used (the Community-Policing Model, Quality Service Initiative, Strategic Corporate Planning and Annual Policing Plans etc.) provide an avenue for the views of the citizens and communities to be placed centre-stage in the organisation. The views and issues raised are fed into An Garda Síochána's continuous effort to improve the quality of its service.

This is exemplified in the 2004 Policing Plan, when the Garda Commissioner, Noel Conroy, summarised the organisation's commitment in this area when he stated:

"An Garda Síochána prides itself on policing with the consent of the people and in its closeness to the communities it serves".

This echoed the words of the first Garda Commissioner, M.J. Staines, who stated that An Garda Síochána would succeed only if working with the **"moral authority of the people"** (Staines, 1922).

Finally, community priorities, public trust and confidence, open and uncoerced discussion together with professionalism, deliberation and consultation are the pillars, which underpin public confidence, and which is maintained through the deliberation of police strategy.

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POLICE HQ Officers
1842-1922

Garda Jim Herlihy

INTRODUCTION

From 1836 Ireland was policed by the Irish Constabulary (granted the prefix 'Royal' in 1867) comprising of 32 counties, 316 baronies, 2,422 civil parishes and 66,700 townlands. The country for policing purposes was divided into 35 constabulary divisions i.e. the 32 counties and 3 ridings, Tipperary North & South Riding, Cork East & West Riding and Galway East & West Riding. Each constabulary division was commanded by a county inspector and every division was further divided into constabulary districts, averaging seven in number, over which a sub-inspector (re-titled district inspector in 1882) was in charge. Each such district was subdivided into approx. 7 sub-districts under the immediate charge of a sergeant, or in the case of district headquarters stations, a head constable. A sub-district comprised on average of 40 townlands. Throughout the country there were 1,600 RIC stations, giving an average of 48 stations to each county with approximately eight RIC men on average to each station.

RIC CADETS – PHOENIX PARK DEPOT, 1881

In 1842 the RIC Training Depot (now Garda HQ) at the Phoenix Park, Dublin was built and a cadet system of training was introduced. The probationary cadets, who ranked as constables during training, continued in probation for two months. Training for cadet officers included command disciplines, arithmetic, algebra, geometry *"the code"*; numberless returns e.g. crime, statistics, estimates and accounts and knowledge of drill and discipline. Cadets were rigorously examined and when deemed perfectly competent were allocated to take charge of a constabulary district and promoted to the rank of 3rd class sub inspector. Further promotions inevitably followed to 2nd class and 1st class sub

inspector and in each class they performed the same duties but at a higher rate of pay. Promotion to the next rank of County Inspector, a rank also of three classes on average took 20 years to achieve. The next officer ranks were those of Assistant Inspector General, of which there were two at any given time, one employed in the Constabulary Office in Dublin Castle and one commanding the 'Educationary Depot' in the Phoenix Park. The RIC had two Deputy Inspector Generals, who worked in the Constabulary Office in Dublin Castle. At the head of the force was the Inspector General. Promotion to the officer rank was also open through the rank and file members of the RIC who could work their way up from constable rank.

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Within the Phoenix Park Depot there was a County Inspector with the title 'Depot Commandant'; a sub Inspector with the title 'Depot Adjutant'; a sub Inspector in charge of the mounted troop, titled 'Riding Master'; 4 sub-Inspectors, each in command of companies of approx. 150 infantry men; a Barrack master, Surgeon and a Veterinary Surgeon with the honorary ranks and pay of a county inspector.

SOURCES OF INFORMATION AND GENEALOGICAL RESEARCH ON CONSTABULARY OFFICERS

Much of the information contained in this article is draw from a forthcoming book on the RIC entitled *Royal Irish Constabulary officers – A Biographical Dictionary and Genealogical Guide*. There are numerous sources of information available on the careers of RIC officers, much of which is documented in the Home Office 184 series in the Public Record Office, Kew, Richmond, Surrey, UK Officers Registers (HO 184, vols. 45-8 inclusive), which covers the period from 31 January 1817 to 17 September 1921. This represents a total of 1,531 officers; 635 of these do not have registered numbers indicating that they joined the RIC as cadets. The remaining 896 were promoted through the ranks from constable to the officer class. The archives of the Chief Secretary's Office, namely the Chief Secretary's Registered Papers (CSORP) and its associated offices for the period 1790-1922 now housed in the National Archives, Dublin, also contains reports made to the Chief Secretary by officers of the Peace Preservation Force[1] from 1814 and constabulary officers from 1822. The penciled notebooks of Patrick Joseph Carroll, former Deputy Commissioner, An Garda Síochána, which were donated to the Garda Museum, was also a valuable source. Incidentally Patrick Joseph Carroll, the son of a member of the Royal Irish Constabulary joined An Garda Síochána as a member of the first and only cadet class in An Garda Síochána on 1 July 1923 having first qualified as a national schoolteacher. He retired in 1962.

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1 The Peace Preservation Force was appointed by the Lord Lieutenant to restore peace within a particular district. The employment of members of the Peace Preservation force ceased upon restoration of the peace.

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The process of supplementing the information contained in the Officers Registers with further genealogical information was facilitated by the Garda Museum & Archives purchasing microfilm copies of the Home Office (HO 184) RIC Officers Registers and microfilm copies of the Royal Irish Constabulary Lists which were published bi-annually from 1840 to 1921. The RIC Lists contain the names of serving, superannuated and deceased officers. They also contain the names of officers who received academic qualifications, were awarded campaign medals prior to enlistment and who were seconded for service in the Crimea and the First World War as commissioned officers. The author verified and extracted information on their military careers from the Army Lists and their individual War Office files in the National Archives formerly (the Public Record Office), Kew, Richmond, Surrey.

As civil registration began in England and Wales on 1 July 1837 and in Ireland on 1 January 1864 pertaining to births, marriages and deaths and in the case of non-Catholic marriages from 1845 the author was also able to search and verify the 1,700 RIC Officers against both sets of birth, marriage and death indexes from 1837 in the case of England and Wales and from 1845 in the case of Ireland up to 1922. A microfilm search of each issue of the *Irish Times* from 1859 and the *Cork Examiner* from 1842 up to 1922 also proved invaluable in providing a wealth of genealogical information. Most of the RIC officers retired to areas of south County Dublin, the majority of whom are buried in Mount Jerome Cemetery, Harold's Cross. Deansgrange Cemetery also contains many officers' graves, including that of the only cadet officer to be promoted Inspector General, namely, Sir Andrew Reed. His epitaph reads: - "I have no greater joy than to hear that my children walk in truth." (3 John 4.) Other epitaphs of officers found were of DI William Harding Wilson in St Mary's Church of Ireland Cemetery, Templemore, Co. Tipperary, who was murdered there on 16 August 1920. It reads simply: "His life to his country, his soul to God." Sir Richard Willcocks, a veteran of the Peace Preservation Force and Inspector General for Munster is buried in St Laurence's churchyard, Chapelizod, Dublin and his epitaph reads: 'Praises on Tombs are trifles vainly spent; a man's good name is his own monument.' Chartres Brew from Corofin, Co. Clare, former Chief Constable in the Irish Constabulary and founder of the police in British Columbia is buried in Barkerville Cemetery, British Columbia where his epitaph reads: - 'A man imperturbable in courage and temper, endowed with a great and varied administrative capacity, a most ready wit, a most pure integrity and a most human heart.' District Inspector William Limerick Martin was stoned to death while attempting to arrest the parish priest in Derrybeg, Gweedore in 1889. A monument in his honour stands

in the grounds of St James' Church, Dublin, and a commemorative silver bust of him in uniform is in the PSNI Museum, Belfast. Two memorial windows in the Church of Ireland, Gorey, by the celebrated stained-glass artist Harry Clarke were commissioned by the Order of Freemasons and Dr Marie Lea-Wilson, the widow of DI Percival Samuel Lea-Wilson, who was murdered in Gorey on 15 June 1920.

THE LIST OF OFFICERS

Of the 1,531 RIC Officers whose names appear in the RIC Officers Registers the following information can be found: Surname, Christian name(s); RIC Registered Number in the case of officers promoted from the ranks; ADRIC Cadet number in the case of RIC officers who were seconded for service in the Auxiliary Division of the RIC and ADRIC officers who transferred as officers into the RIC; LDS Microfilm and page number of each RIC officer whose name appears in the RIC officers service registers which were microfilmed by the Church of Jesus Christ of Latter Day Saints; birth year or date of birth where known; county or place of birth; previous occupation and duration if known or in the case of previous army service, the rank held and the regiment in which he served; date of appointment as an officer i.e. as a Chief Constable before 1836, as a 3rd class sub inspector before 1883 and a 3rd class District Inspector after 1883; subsequent promotions and dates to the ranks of county inspector, assistant Inspector General, deputy Inspector General and Inspector General; dates of secondment as special resident magistrates, divisional magistrates and divisional Commissioners; posts held at headquarters; date of resignation, dismissal, retirement or death in the service or on superannuation.

ORIGINS OF THE FIRST OFFICERS

The calibre and choice of the first officers of the Peace Preservation Force mainly drawn from the old Dublin Police was considered instrumental to its success. John Wills, born in 1788, of Esker Lodge, Lucan, Co. Dublin, a veteran of the Dublin Police, 1797-1812, was one of three of the first government appointed magistrates (the others being Richard Willcocks and Edward Wilson). On the recommendation of Lord Cathcart, the Earl of Hardwicke in 1802, they were sent out without police escort as special magistrates. In 1813 he was ordered to take charge of the disturbed areas of counties of Roscommon, Galway, Leitrim, Cavan, Wexford and Westmeath and as a chief magistrate 14 December 1815, he took charge of the barony of Clanwilliam, Co. Tipperary. In February 1817 he took charge of the proclaimed barony of Castleraghan, Co. Cavan; removed with the Revenue Police in April 1817 to the proclaimed baronies of Offaly, Kilcullen, Connell, Carberry, Clane and Naas in Co. Kildare and

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Philipstown in King's County; in November 1818 sent to Donegal to organise the Revenue Police; recalled in February 1819 to take charge of the proclaimed parishes of Killyon, Killyconnigan and Clonard in the baronies of Clune and Moypenrath, Co. Meath; on 14 November 1819 he was sent to Co. Roscommon, residing in Rockley Park, Roscommon and remained there until the County Constabulary came into operation on 24/4/1824 when he retired to Esker Lodge, Lucan, Co. Dublin on a pension of £500 per annum.

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GRAVE OF SIR RICHARD WILLCOCKS,

Richard Willcocks was appointed the first chief magistrate of the Peace Preservation Force on 6 September 1814 by Robert Peel in the barony of Middlethird, Co. Tipperary and based at Cashel. The success of Peel's Peace Preservation Force was due primarily to his extensive work (Mr Secretary Peel - The life of Sir Robert Peel to 1830,Cambridge, Mass., 1961 pp. 182-3, 200-1.) He was appointed provincial Inspector General for Munster from 6 November 1822. He tendered his resignation on 14 October 1827, "owing to my late very severe illness and the general debilitated state of my health." The Lord Lieutenant's reply pays high tribute and adds that he "feels it to be a duty to provide adequately for the retirement of a respectable and deserving public servant," (Staffordshire Record Office D260/M/01/1086).

In 1803 Willcocks obtained and communicated to the Government the first information of Robert Emmet's designs, and thereby prevented the insurgents from gaining possession of Dublin. On that occasion he narrowly escaped assassination; eight persons having been stationed in different places for the purpose of attacking him. Immediately afterwards Willcocks organised a Yeomanry Corps in the County of Dublin, with which he maintained the tranquillity of his own neighbourhood. He apprehended and committed to prison 35 persons concerned in Emmet's insurrection. He was subsequently employed from 1807 to 1827, in active service in different parts of Ireland. He was sent as a Stipendiary Magistrate, from time to time, into the Counties of Kerry, Limerick, Tipperary, Cork, Waterford, Kilkenny, Meath, and Westmeath; by his own exertions unaided by police, he successively tranquillized those counties. He was afterwards appointed Chief Magistrate under the Peace

Preservation Act, and ultimately Inspector General of Munster, under the Constabulary Act. It is universally allowed that there never was a more efficient Magistrate. The honour of Knighthood was conferred on him on retiring.

Edward Wilson served in the Dublin Police from 1788 to 1808 as Chief Peace Officer, Workhouse Division Arrests made by him are mentioned in the *Freeman's Journal* of 25 October 1793, 6 June 1801, 9 August 1803, 2 August 1804, 25 September 1804, 4 October 1804 and 6 April 1805. He also made several arrests of the leaders in Robert Emmet's Rising in 1803. He was appointed as a special government magistrate in 1808, by the Duke of Wellington. From 1811 he served as a special magistrate for Dublin Castle in Roscommon, Westmeath, Waterford and Queen's County. Appointed chief magistrate in the PPF in the barony of Kilnamanagh, Co. Tipperary on 3 May 1815. He was pensioned in 1828.

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RIC OFFICERS ABROAD

Anthony Thomas Lefroy (1802-90), a former Chief Constable in the Irish Constabulary based at Rathdrum, Co. Wicklow, was the first appointed Chief Constable of Gloucestershire in 1839 serving to 1865. He was the first appointment of a Chief Constable to a county constabulary in England. His cousin, Thomas Lefroy married Anna Austen, a niece of the novelist, Jane Austen (1775-1817). The poetess Mrs Felicia Dorothea Hemans (1793-1835) was the sister of Major George Baxter Browne (1790-1879), county inspector, Irish Constabulary and joint Commissioner, Dublin Metropolitan Police. Sir Thomas Wyse (1791-1862), first cousin of Irish Constabulary County Inspector, Thomas Wyse (1823-78), married Letitia Bonaparte (1824-71) niece of Napoleon I Bonaparte (1769-1821), Emperor of the French. RIC DI Pierre B. Pattisson (b.1857), married on 20 November 1885 at the parish church, Clontarf, Co. Dublin, Bertha Maude, youngest daughter of Lieutenant-Colonel James Balcombe, of 1 Marino Terrace,

ANTHONY THOMAS LEFROY

Clontarf, Co. Dublin. Her sister, Florence Balcombe (b.1858), an aspiring actress who had been courted by the poet and playwright Oscar Wilde (1854-1900), married on 4 December 1878, at St Ann's Church, Dublin, Bram Stoker (1847-1912), author of *Dracula*. Bram Stoker was born at 15, The Crescent, Clontarf, Co. Dublin and his first book, published in 1879 was *The Duties of Clerks of Petty Sessions in Ireland*; Pattisson's wife, Bertha Maude was an authoress of several articles

in the *Sketch, The Illustrated Sporting and Dramatic News, Temple Bar and the English Illustrated Magazine.* **The painter, decorator and author of The** *Ragged Trousered* **Philanthropist, first published in 1914, the classic English working-class novel, Robert Tressel (1870-1911) claimed in his daughter's birthday book that he was born in Dublin in April 1870, the son of Samuel Croker, resident magistrate and former Chief Constable Irish Constabulary. Margaret Barrington (1896-1992), daughter of RIC District Inspector Richard Barrington (1865-1949), married firstly, Edmund Curtis (188-`1943) author and historian and secondly, the novelist, Liam O'Flaherty (1896-1984).**

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Former RIC officers also served as Chief Constables in England: Sir Leonard Dunning, Chief Constable of Liverpool, 1902-12 and H.M. Inspector of Constabulary, 1912-30, Sir John William Nott-Bower, Chief Constable of the City of Leeds, 1878-1881, Liverpool, 1881-1902 and Commissioner of the City of London, 1902-1925, Sir Hugh Stephenson Turnbull, Chief Constable of Cumberland and Westmoreland, 1920-25 and Commissioner of police for the City of London, 1925-50; John Hayes Hatton, Chief Constable of East Suffolk, 1840-2 and Chief Constable of Staffordshire, 1842-56, John Hatton, Chief Constable of Ipswich, 1841-2, Chief Constable of East Suffolk, 1843-1869 and Beccles in 1844, Walter Congreve, Chief Constable of Staffordshire, 1866-1888, James Brown Wright, Chief Constable of Newcastle-upon-Tyne, 1899-1925; William Alfred Smith, assistant Chief Constable of Liverpool, Henry Allbut, Chief Constable of Bristol, 1894-1906, Philip Theodore Briarly Browne, Chief Constable of Bootle, Lancashire, 1920-26 and Chief Constable of Cumberland and Westmoreland, 1926-51; Francis C. Coleridge, Chief Constable of Devonshire, 1892-1907, Walter Stocks Davies, Chief Constable of Birkinhead, 1898-1912, Valentine Goold, Chief Constable of Somerset, 1856-84; Major Michael J. A. Egan, Chief Constable of Southport, Lancashire, 1920-42 and H.M. Inspector of Constabulary, 1942-50, George Morley, Chief Constable of Hull, 1910-22 and Chief Constable of Durham County, 1922-42.

WILLIAM NOTT-BOWER   **CHARLES H. RAFTER**   **LEONARD DUNNING**

The following were RIC cadet-trained officers, Charles Haughton Rafter, Chief Constable of Birmingham, 1899-1935, followed by Cecil Charles Hudson, Moriarty, assistant Chief Constable of Birmingham, 1918-1935 and Chief Constable, 1935-1941. Scotland also benefited from cadet-trained RIC officers, namely, William Pearce, Chief Constable of Glasgow City, 1847-8, James Verdier Stevenson, Chief Constable of Glasgow City, 1902-22, Colin Campbell Robertson-Glasgow, Chief Constable of Ayrshire in 1911-19 and Lieutenant Hugh Stephenson Turnbull, Chief Constable of Argyle, 1913-20. Benjamin Woods, a veteran of the Peace Preservation Force was appointed Chief Constable of Auckland from 1840 to 1853.

In 1845 Irish Constabulary Sub Inspector Thomas Thompson was appointed superintendent in charge of the police in Ceylon and was succeeded by a fellow Irish Constabulary officer, William Macartney in 1847. The British Columbia Territorial Police Force was organised by ex-Irish Constabulary Sub Inspector Chartres Brew. RIC District Inspector James Samuel Gibbons was seconded on 11 October 1886 on his appointment as Inspector General of the Egyptian Police with the title 'Pasha'. Similarly, RIC District Inspector Pierre B. Pattisson served as captain superintendent of police in Shanghai from 1897 to 1898 and another RIC Officer Thomas Andrew Howe, served as deputy captain superintendent of police at Hong Kong from 1897 to 1898.

In March 1922 the following 10 RIC officers joined the Palestine Gendarmerie (British Section): Cecil Joseph Burke Dignan, Harold Edward Fitzgerald, Gerald Robert Evans Foley, William Farrell Martinson, Michael Joseph McConnell, John McFarland, James Munro, Michael Sylvester O'Rorke, Howard Douglas D.C. Tiley and Robert Lewkenor Worsley. Major General Henry Hugh Tudor took charge as Inspector General of Police and Prisons on 15 June 1922. Gerald Robert Evans Foley was appointed assistant Inspector General of the Palestine Police and William Farrell Martinson who had been commandant of the

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JAMES V. HARREL

JOHN J. CASSIMIR JONES

DENNIS BARRET

ADRIC Depot at Beggars Bush Barracks Dublin since 7 February 1921 was appointed adjutant to the headquarters staff of the Palestine Police.

Robert O'Hara Burke (1821-1861) served in the Irish Constabulary from 1849 to 1852 when he resigned and emigrated to Australia joining the Victoria Police. He was promoted to the rank of superintendent. He commanded the expedition organised by the Royal Society of Victoria and supported by the government fitted out to explore the centre of Australia which started from Melbourne on 20 August 1860, reached Cooper's Creek on 11 November 1860, crossed the continent and reached the Gulf of Carpentaria on 10 February 1861 where he died of starvation on 28 June 1861. He was buried with a public funeral at Melbourne on 21 January 1863.

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RIC Inspector General, Col. Sir Neville Chamberlain (1856-1944) invented the game of snooker in Ooty, India in 1874, while stationed there as a young subaltern with the Devonshire Regiment. In 1901 he resided at The Hermitage, Cullenswood, Rathfarnham, Co. Dublin and added a billiards room to the house which would become the home of the poet and patriot, Patrick Pearse (1879-1916). District Inspector Thomas St George MacCarthy (1862-1943) was capped for rugby for Ireland and was one of the seven co-founders of the Gaelic Athletic Association, who attended its inaugural meeting in Thurles, Co. Tipperary in 1884.

| JOSEPH A. CARBERY | PATRICK A. MARRINAN | THOMAS ST GEORGE MCCARTHY | PRYCE PEACOCK |

The community of Blaketown, Newfoundland takes its name from its former governor (1887-89), Sir Henry Arthur Blake (1840-1918), who served as a sub inspector in the RIC (1859-1876), resident magistrate (1876-81), special resident magistrate (1881-84), Governor of the Bahamas (1884-87), Jamaica (1889-97), Hong Kong (1897-1903) and Ceylon (1903-7).

SIR HENRY ARTHUR BLAKE   (1887-1889).

GARDA SÍOCHÁNA

The Civic Guards (later styled the Garda Síochána founded in February 1922 to police the Irish Free State had a number of former RIC officers involved in its establishment including Patrick Walsh, Bernard O'Connor, Patrick Riordan, John A. Kearney and Thomas McGetrick. Another Michael Horgan, who had retired from the RIC in 1920 at the age of fifty-seven was appointed a superintendent in the Garda Síochána on 9 April 1924, pioneering the weights and measures section at Garda Headquarters, Dublin and was pensioned on 1 July 1934 in his 71st year. Patrick Walsh was appointed Deputy Commissioner in the Garda Síochána on 6 April 1922. In May 1922 when a faction of the Garda Síochána mutinied in Kildare and Commissioner Michael Staines tendered his resignation, Patrick Walsh also resigned in loyalty to the Commissioner, but continued to serve the Provisional Government as a civilian advisor. On the recommendation of Commissioner Eoin O'Duffy, he was re-appointed Assistant Commissioner. He retired from the Garda Síochána in 1936.

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BERNARD O'CONNOR
DISTRICT INSPECTOR,
RIC (1915-1922)
CHIEF SUPT., GARDA
SÍOCHÁNA (1923-1934)

PATRICK WALSH
DISTRICT INSPECTOR,
RIC (1911-1922)
ASST. COMMR., GARDA
SÍOCHÁNA (1922-1936)

ROYAL ULSTER CONSTABULARY

When the Royal Ulster Constabulary was formed in Northern Ireland on 1 June 1922 the following 51 officers transferred from the old RIC: Thomas James Allen, James Armstrong, William Atteridge, William Ball, Frederick Ambrose Britten, Patrick Cahill, Henry Connor, Edward J. Conran, Charles Frederick Fellowes Davies, John Cunningham Dudgeon, Robert Dunlop, John Patrick Ferris, Thomas Henry Fletcher, Henry Arthur Geelan, John Fitzhugh Gelston, Ernest Oswald Gerity, Ewing Gilfillan, John Kearney Gorman, George Hall, Ronald Trant Hamilton, Richard Dale Winnett Harrison, Richard Robert Heggart,

Thomas Hunter Herriot, George Louis Hildebrand, Donald Charles Blake Jennings, Francis William Lewis, William John Lynn, Jacob Frederick Martin, William John McBride, George Andrew McFarland, John McNally, Samuel McNeill, William Verner Miller, Joseph Roger Moore, William Sneyd Moore, Thomas Dawson Morrison, Ronald Leslie Murray, Henry Lancelot Neligan, Samuel Nevin, John William Nixon, Cornelius O'Beirne, Richard Pike Pim, John Martin Regan, Henry Seymour Robinson, Andrew Scott, John Charles Lionel Silcock, Reginald Rowland Spears, Frederick Rufane St Lawrence Tyrrell, Henry Jordan Walshe, Charles George Wickham and George Williams.

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Charles George Wickham was the first appointed Inspector General of the RUC and served until 1945 when he was succeeded by a fellow former RIC officer Richard Pike Pim until 1961.

RICHARD PIKE PIM
EX-DI RIC
INSPECTOR GENERAL,
RUC (1945-1961)

CHARLES GEORGE WICKHAM
EX-DI RIC
INSPECTOR GENERAL,
RUC (1922-1945)

OTHER INTERESTING PERSONALITIES
The ranks of the old RIC also contained some other individuals who acquired different types of reputations including Nicholas McDonogh, (1783-1864) who while serving as Chief Constable at Athy, Co. Kildare on 23 March 1824 was convicted of the manslaughter on 26 November 1823 of two brothers, William and Joseph McDarby, Clontierce, Queen's County and was sentenced to nine months imprisonment of which he served only four months and resumed his post as Chief Constable.

District Inspector James Ellis French was arrested on 15 July 1884 for his involvement in indecency with a group of Dublin Castle officials. He tried unsuccessfully to plead 'insanity' on 19 August 1884 and 30 October 1884. He was tried for conspiracy on 31 October 1884, 3 November 1884 and 19 December 1884 and found guilty on 20

December 1884 and sentenced to two years' imprisonment with hard labour from the date of arrest.

THOMAS HARTLEY MONTGOMERY SUB INSPECTOR, RIC

WILLIAM GLASS BANK CASHIER

Thomas Hartley Montgomery, a sub inspector in Newtownstewart, Co. Tyrone, befriended a bank cashier named William Glass and in due course used that friendship to rob the local bank, murder his friend and steal £1,600 in notes. The murder took place on 29 June 1871, a day when the bank manager was away and most of the local police were on "fair duty" in a neighbouring village. Montgomery was tried on three occasions, in the first and second trials the jury disagreed but in the third, on 22 July 1873 he was arraigned at Omagh Assizes, found guilty and surprised all by making a matter of fact confession of guilt. Part of the *Belfast Newsletter* helped to convict him as the stolen money was eventually recovered wrapped in that part of the daily newspaper that had been missing from the scene of the crime. He was hanged at Omagh, Co. Tyrone on 26 August 1873, where RIC men had the doubtful distinction of seeing their former sub inspector executed. The episode was heightened in local folklore by a tremendous thunderstorm on the evening of the execution. The hangman was William Marwood.

To the RIC officers, it is long overdue that some exertion should be made to furnish a public memorial in Ireland of the services performed, the dangers braved, the honours attained, disappointments suffered by those police officers who attempted to preserve the peace in a very troubled time for our country.

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Marketing the Services of An Garda Síochána; Current and Future Challenges

Sergeant Jeremiah Keohane

Sergeant Jeremiah Keohane

'the means by which an organisation achieves a match between what the customer expects, wants and needs, and what the organisation is able and/or willing to provide'.

Chapman (1999)

INTRODUCTION

This article focuses on how marketing is practiced in An Garda Síochána, and how our organisation might better utilise marketing tools to anticipate, prepare for, and manage the future. Several years past have seen significant changes emerging within the Irish public sector in general, and within An Garda Síochána in particular. Many of the articles published in Communiqué in recent years have documented these changes. In tandem with dramatic changes now exemplified in our IT infrastructure, our training, our equipment and our legislative bases etc. there has been in my opinion, a progressive, almost imperceptible, yet ongoing move towards the utilisation of aspects of marketing practice which serve An Garda Síochána well.

From a marketing viewpoint, An Garda Síochána of 2004 utilises;
- a well defined and publicly stated set of local Policing Plans
- an overarching National Policing Plan
- a medium-term Corporate Strategy
- a Customer Charter
- a Victim Charter
- a National Quality Service Bureau
- a Press and Public Relations Department
- a Divisional Customer Panels
- an In-house Research Unit
- a Comment Card system
- a Community Relations Section
- a constant Media presence and,
- a responsive website.

In many respects An Garda Síochána has most, if not all, of the component parts/sections one would expect to find in a contemporary, organic, private sector organisation. An Garda Síochána is not private sector in its orientation; it is not profit orientated, yet it must return value for money. Another evident distinction centres on the fact that while the component parts and activities of An Garda Síochána mirror those of any large multi-national entity in several respects, it does not have a specific, designated in-house marketing department, *per se*. That is not to say that marketing is not practised, however, as this short article will attempt to demonstrate.

In exploring how marketing is practiced in An Garda Síochána, this article begins by applying the Chapman (1999) definition of marketing to what An Garda Síochána does, it will look at some Garda service characteristics and in doing this it will critically reflect on the similarities and distinctions evident between the Garda operating environment and that of private sector entities of comparable size. Finally, it will consider the marketing strategies available to police organisations in general, and the potential role of a designated marketing section in An Garda Síochána.

A consideration of a marketing section in An Garda Síochána is timely in terms of, for example, the contemporary challenges alluded to by Bright (2004) when he speaks of the need to deal with a stubbornly held perception in the majority of the (U.K.) population that the police are not doing a good enough job, even though Home Office research indicates that the police are moving in the right direction.   The hypothesis of this author is that a well thought-out marketing programme could contribute to the merger/reconciliation of such divergent perspectives, with concomitant benefits for all parties, and more importantly a value-adding contribution to society.   The public satisfaction ratings of An Garda Síochána are relatively high; however, we can learn from those organisations around us in the private and public sectors.

MARKETING DEFINED
Chapman (1999) defines marketing as; *'the means by which an organisation achieves a match between what the customer expects, wants and needs, and what the organisation is able and/or willing to provide.'*

The implication for a police service is that contact with customer groups is critical to effective performance and sustainability. Having a monopoly on policing, An Garda Síochána cannot and does not serve a niche segment of the Irish population, in effect all citizens of Ireland, along with all categories of temporary visitors, are customers or potential customers.

GARDA CONSUMER RESEARCH
An Garda Síochána strives to monitor and respond to the needs and expectations of its customer base in a multiplicity of ways.   Garda strategic goals, for instance, are generated through empirical research conducted by professional market research companies who sample the population, quantitatively and qualitatively determine the expectations of the sample (as well as their satisfaction with various aspects of service provision), and the priorities they feel should be pursued by An Garda Síochána. The Annual Policing Plan for the succeeding twelve month period then pursues these priorities, which in turn become priorities at Garda Divisional and District level.

The feedback loop for the customer (apart hopefully from an

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improvement in the various issues they identified), is contained in the performance evaluation section of that year's Annual Report. In addition, the Garda website provides a copy of the various Divisional Policing Plans, and invites commentary from the public etc. Accordingly, the order of Garda priorities is set, for the most part, through public consultation. To use the Chapman (1999) terminology, An Garda Síochána *'achieves a match between what the customer expects, wants and needs, and what the organisation is able and/or willing to provide'*.

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Additional market research is conducted by the Garda Research Unit, and the Garda National Quality Service Bureau. Staff at the Garda National Quality Service Bureau, for instance, analyse comment cards which are returned from points of service delivery in Garda Stations, they monitor complaint trend data and telephone answering standards, as well as piloting means of making incremental service quality improvements. Similarly, the Garda Research Unit has undertaken research which focused on the experiences of specific crime victims (burglary, assault etc.) vis-à-vis An Garda Síochána and the service the Garda organisation afforded them. Research is currently underway which is focusing on young peoples' experiences of policing and An Garda Síochána, immigrant groups' views of An Garda Síochána/policing, disabled people's views of An Garda Síochána/policing, and travellers' views of An Garda Síochána/policing.

In many ways An Garda Síochána appears to 'market' along the lines of the Chapman (1999) definition. The significant divergence, in this author's view, centres on how An Garda Síochána communicates to its customer base *'what level of service the organisation is able and/or willing to provide'*. While we have a substantial, evolving body of information regarding what the customer wants, in the absence of a formal Marketing Department, An Garda Síochána may not communicate to the customer what he/she can realistically expect. The consequence for the customer can be frustration, if, as is so often the case, he/she expects an instant Garda response irrespective of the nature of the call. From a marketing perspective it would be preferable to educate the customer, thus moderating expectations and in consequence lessening frustrations. A Garda Marketing Department would enable An Garda Síochána, to tell our customers what service we are able and/or willing to provide. This may well be our next big challenge.

GARDA SERVICE CHARACTERISTICS
A service is invariable defined as 'any activity or benefit that one party can offer to another that is essentially intangible and does not result in the ownership of anything – its production may or may not be linked to a physical product'. This is how Chapman (1999) defines a service, for example. In contrast a product is 'a bundle of physical, service and psychological benefits designed to satisfy a customer's need and related wants'.

While one might assume that An Garda Síochána is largely a service provider in the purest sense, there are less evident, though equally if not more important, tangible/physical aspects to Garda business activities also. The Garda investigation of a traffic accident, for example, has a *physical* aspect (the investigation file), as well as a *service* aspect (sensitivity, actions at the scene, etc.) and a *psychological* component (satisfaction in a professional investigation, reputation issues, etc.).

In common with other service organisations, An Garda Síochána recognises five main service characteristics. These are considerations when tailoring our marketing activities:

1. Intangibility
2. Inseparability
3. Variability
4. Perishability
5. Lack of Ownership

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INSEPARABILITY

Services differ from products also in the sense that service delivery and the customer's experience are instantaneous. While products in the form of physical goods are produced, then stored, sold later and ultimately consumed, services are 'sold', produced and consumed largely at the same time. This is particularly true of Garda services, the quality of which is often judged by those who receive them in terms of the personal style, manner, and professionalism of the Garda who delivers the service in conjunction with the circumstances of the actual service delivery. It is even more pertinent for some Garda customers who could be described as involuntary customers, being supplied with a service which they did not request and do not necessarily want. For this sub section of the broader customer base the inseparability issue is even more profound.

An Garda Síochána is very aware of the inseparability aspect of its services. Garda Student/Probationer training, in-service training, and training and development programmes for all levels of Garda management focus on the human aspects of Garda interactions with the customer, human-rights considerations and the wider contextual basis for our interactions with people.

VARIABILITY

In the context of service provision, variability relates to the potential for variation in the quality of the contact a customer has/makes with the organisation member. Unlike a physical product which can be mass produced in a consistent manner to set tolerances (and inspected for quality during and after production), a service interaction, being instantaneous and so inextricably linked to the service provider or individual representative of the service provider, has far greater potential for variation.

As stated previously the quality of the interaction is often judged by the person who provides the service as well as when, where and how it is provided. Service organisations like An Garda Síochána have to take steps

to ensure every customer is provided with a consistently high quality service, at the very least, and a consistent approach in so far as legal and situational considerations permit. Most service organisations invest vast sums of money in the selection and training of their employees to ensure that the customer receives the 'best possible' service on all occasions. An Garda Síochána is similar in this respect. Internal memos, in conjunction with in-service training, and supervisory management strive to ensure that all Garda personnel have up-to-date legal knowledge, and act consistently at the scene of any incidents necessitating Garda intervention.

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PERISHABILITY

Services are said to be perishable because they cannot be stored for later use or sale. Value exists at that time of consumption only. The perishability of services is not a problem when demand is constant, and therefore predictable, but does present problems when demand fluctuates. An Garda Síochána is presented with unpredictability issues on a huge scale. While historical demand peaks are evident, these are incident specific in many cases, and constantly fluctuating in most.

An Garda Síochána monitors demand characteristics in an ongoing manner through the PULSE Information Technology system, and the Command and Control system in the Dublin area. Times of peak demand are monitored, anticipated and flexible patterns of shift work have been established to meet peak demands.

LACK OF OWNERSHIP.

Service products lack the conventional ownership characteristic. The consumer has access to the 'product' for a limited time only. An example of this might include taking a holiday. The customer experiences the holiday for a specific period and afterwards possesses only the memories. Associated with this, in the context of policing, is the involuntary nature of some Garda services. Law enforcement is sometimes an unsolicited, uninvited, unappreciated Garda service, delivered to a customer for the greater good of Irish society as well as the customer's personal good, but owned by neither in the conventional sense of the word.

In these circumstances, the Garda marketing strategy provides direction for Garda personnel in conflict management skills, and communication skills, etc. while providing constant feedback through internal memos to staff vis-à-vis topical and recurring issues pertaining to the person-to-person service interface.

MARKETING STRATEGY CONSIDERATIONS FOR POLICE ORGANISATIONS

A major difference between the product based sector and the service sector is that, theoretically at least, products can sit on shelves and await purchase (accepting concerns about products becoming obsolete etc.). Commonly, marketing strategies have been grounded on the four P's; Product, Price, Promotion, and Place as their bed-rock. Given the

instantaneous and inseparable nature of service provision, however, marketing strategies for service sector organisations are informed by more than the four P's traditionally proposed to successfully promote their selection/retention/survival/success etc.

Police organisations need to take cognisance of three additional attributes; People, Physical Environment and Processes. It is instructive to add these to the four conventional P's to differentiate 'service' marketing from 'product' marketing:

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People	Reliable customer-contact with adequate feed-back (Eg. regarding case progress) and a quality service ethos is critical to Garda public satisfaction ratings. The people aspect of Garda activities is arguably more important than any other. To this end, An Garda Síochána focuses on internal marketing and customer-focused staff training.
Physical Environment	Ambience/décor etc. have a bearing on customer service and perceptions of same. An extensive Garda building programme has been underway for the past several years, which has resulted in older Garda stations being rebuilt or renovated, and some new Garda offices being opened.
Processes	This includes the way in which Garda service is delivered. Increasingly, Garda services are being demanded through the internet, as well as in person, or by phone. The Garda website now contains certain forms which may be downloaded by customers, an extensive information /statistical section, and a comment section each of which make customer interactions with An Garda Síochána a little easier.

MARKETING STRATEGIES EMPLOYED BY AN GARDA SÍOCHÁNA

An Garda Síochána is market lead in the sense that its decision-making processes are influenced by customer and market needs. There is a sense in which the marketing strategy of An Garda Síochána was set at the time of the organisation's foundation in 1922, when the first Commissioner Michael Staines said that An Garda Síochána would succeed on its moral authority as servants of the people. The marketing strategy employed by An Garda Síochána is, arguably, not a generic or even readily classifiable entity. It is tailored to suit the particular broad and near operating environment in which An Garda Síochána serves its customer base. In the author's view, a strong linkage with its customer base at community level is the critical defining feature of the Garda marketing strategy.

The marketing strategy employed by An Garda Síochána is a combination of internal marketing and interactive marketing.

Internal marketing entails training and motivating effectively all customer-contact employees. This is a critical aspect of the Garda Síochána marketing strategy, an aspect on which all else largely rests, one

which contributes not insignificantly to organisational congruence, service quality and service consistency as previously discussed.

Interactive marketing for An Garda Síochána entails researching, monitoring and recognising the important features and elements of the consumer/supplier interaction. It entails responding to all forms and channels through which customer information is fed. An Garda Síochána pays close attention to the first principle of interactive marketing; that one knows one's customers and their needs, wants and expectations. The consultation, involvement and extensive ongoing research conducted and facilitated by the Garda National Quality Service Bureau and the Garda Research Unit described earlier is indicative of Garda interactive marketing activity. The knowledge gained is utilised to tweak, or even to radically change, the service itself, the quality of the delivery, and the performance of the service deliverer.

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CONCLUSIONS AND FUTURE CHALLENGES

Recent Garda initiated research suggests that eighty five percent (85%) of our customers are either 'satisfied' or 'very satisfied' with Garda service (Public Attitude Survey 2004). Inevitably, there will be times when An Garda Síochána does not meet the expectations of members of the public. For example, if a caller wants unruly youths moved on and the Garda response is slow, there can be an increase in the level of dissatisfaction with the service provided. This is where marketing at all levels comes into play from the top to the bottom of the organisation.

The customer in this case expects an immediate response; however calls for service are prioritised out of necessity. Answering a call to a 'burglary in progress' or 'a serious assault taking place' takes priority over unruly youths. It is arguable that a realistic response time to a low priority call needs to be communicated to the caller at the time of his/her call. This would have the effect of moderating his/her expectations, and mitigating the adverse potential (perception driven) consequences for the organisation.

However, in envisaging any marketing initiative, there must be a clear understanding at all levels in the Garda organisation of what marketing is, what it can do for the Garda organisation, and how it can increase the level of public understanding of the level of service An Garda Síochána provides or can provide.

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