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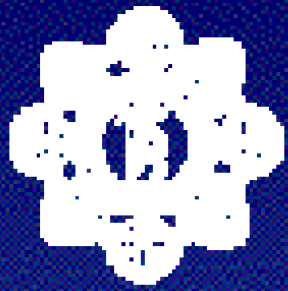
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MANAGEMENT JOURNAL

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

COMMUNITY



## NOTES ON THE CONTRIBUTORS

**PETER FITZGERALD** is the Deputy Commissioner, Strategic and Resource Management. During 2003 he served An Garda Síochána, Ireland and the UN with distinction as UN Inspector General in Kosovo and as a member of the Independent Panel on the Safety and Security of UN Personnel in Iraq. His former responsibilities include the posts of Assistant Commissioner Training and Research and Assistant Commissioner, Finance and Services. He is a member of the National Crime Council. He has held a range of key operational and managerial posts at various ranks interspersed with important UN missions. He is the Editor of *Communique* and took a First Class Honours in the BA in Police Management. He also holds an Effective Manager Certificate in Management from the University of Limerick and a Diploma in Industrial Security from the Dublin Institute of Technology.

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**DAVID KAVANAGH** is a native of Dublin who joined An Garda Síochána in 1980 and is currently the Inspector attached to Senior Management Development, Garda College. He served in Dublin at Harcourt Terrace, Pearse Street and the Crime Task Force, and in Laois/Offaly in various stations. Prior to joining the staff at the Garda College, he was a member of the Organisation Development Unit at Garda Headquarters. Inspector Kavanagh holds a BA (Hons.) in Public Management (Administration of Justice) and an MA in Criminal Justice from John Jay College, New York.

**DENIS FITZPATRICK** is the Chief Superintendent in charge of the Garda National Traffic Bureau, at Garda Headquarters, Dublin. Chief Superintendent Fitzpatrick has been a member of An Garda Síochána since 1972. He has served in mainstream and specialist policing positions, and is an experienced senior Garda executive. The Garda National Traffic Bureau is responsible for advising the Garda Commissioner on strategic policy formulation in the areas of road safety, traffic law enforcement, traffic management, and any matters in relation to transport. The Chief Superintendent is the Commissioner's representative on a number of Government interdepartmental working groups. He holds a Bachelor of Arts in Public Administration from the Institute of Public Administration. He is a graduate of the FBI National Academy in Quantico, Virginia, USA, and had completed post graduate studies at the University of Virginia in Executive Leadership.



# Priorities, Planning, Preparation, Participation



Deputy Commissioner  
T. P. Fitzgerald



## IRELAND 2004, Presidency of the European Union, 1 January – 30 June 2004

Deputy Commissioner T. P. Fitzgerald

### INTRODUCTION

Ireland holds the Presidency of the European Union for the first six months of 2004. Senior management in An Garda Síochána will form part of the Irish delegations at many EU working groups and are the sole representatives at others. These personnel will in some cases chair these working groups and in others share the chair with a representative from the Department of Justice, Equality and Law Reform.

An Garda Síochána has two priorities for our Presidency. The first priority is the provision of policing logistics, security and support for the Presidency. The second contributes to achieving EU and Governmental objectives of the Justice and Home Affairs policy agenda during the Presidency. Two key 2004 performance indicators will measure the success of the Garda contribution to the EU Presidency,

1. Successful delivery of policing logistics, security and support during the Presidency.
2. Achievement of policing policy objectives set at national and EU level and effectively participating in Working Group activity throughout the Irish EU Presidency.

This Communique article is a three-part hands-on, practical, nuts-and-bolts view of the forthcoming Irish EU Presidency written for those who need to know what is being done, when and how.

### PART ONE : GARDA PLANNING

#### GARDA PRESIDENCY WORKING GROUP

The Garda Presidency Working Group (GPWG) was established as a steering group, under my chairmanship, as part of An Garda Síochána's preparation for the Presidency. The group drew up a 25 point action plan, rapidly set about achieving each point, decided that the International Coordination Unit (ICU) would be the central co-ordination point for An Garda Síochána during the Presidency, met with other groups, agencies and delegations and reached a consensus on the overall approach, the apportionment of responsibilities and the timing of activities.

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The GPWG examines policy and logistical issues as well as issues regarding costing, personnel, resources and training which will have a bearing on the smooth, secure and successful running of the Presidency. The role of the group was determined and the three main areas for which planning was required were identified as

1. Policy issues - priority issues for the Gardai vis-à-vis those of the Department of JELR and the Government.
2. Working Groups and who would represent the Gardai, as well as the chairs of the various groups.
3. Security in relation to the Presidency meetings - equipment, funding, purchasing, personnel, and identification of location of meetings.

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The GPWG, under my chairmanship, comprises representatives from Strategic and Resource Management (SRM), National Support Services, Crime and Security, Liaison and Protection, Finance, the Dublin Metropolitan Office and the International Coordination Unit (ICU). The ICU was tasked with providing a secretariat for the working group. The GPWG has regular 8am meetings to discuss and address all Presidency issues.

#### **GARDA INTERNATIONAL CO-ORDINATION UNIT**

In preparation for the Irish EU Presidency, the International Coordination Unit (ICU) was established in 2002 to replace the EU Coordination Unit. This unit is responsible among other things for the collection, analysis and dissemination of information to service Garda personnel attending at EU working group meetings. This role is especially important in these last days of the run up to the Irish Presidency of the EU as An Garda Síochána prepares to participate fully in the activities of the Justice and Home Affairs area in conjunction with their colleagues in the Department of Justice, Equality and Law Reform and with other agencies. The ICU will also work with similar units in the Member States who hold the Presidency before and after Ireland to ensure a co-ordinated approach and the smooth handover of issues not fully completed during the Irish Presidency.

#### **GARDA ICU SUPPORT FOR EU WORKING GROUPS**

The various EU Working Groups are policymaking committees in the European Justice and Home Affairs areas. The ICU provides briefing material for the Multidisciplinary Group on Organised Crime (MDG) and the Police Cooperation Working Group (PCWG). These meet monthly in Brussels. This involves receipt of agendas, obtaining relevant documents, analysis of these documents and preparation of briefing notes for the officers attending the meetings. The unit also tracks issues across

the various working groups and keeps delegates and senior management apprised of developments. Currently Garda personnel participate in over thirty Working Groups. Some of these groups meet on a monthly basis and some meet only once during each Presidency.

The ICU is also tasked with providing briefing material for a number of other working groups that officers of An Garda Síochána attend such as Chiefs of Police Task Force, and the Horizontal Working Party on Drugs. In addition, the unit liaises with the personnel working in Garda areas of the Department of Justice, Equality and Law Reform who also attend at Working Groups. The International Coordination Unit has participated in meetings involving other delegations, current and future holders of the Presidency, as well as the Commission and the Council Secretariat of the EU. The Unit is responsible for monitoring all working groups attended by Garda delegates in Brussels, The Hague and elsewhere.

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#### **PROTECTION OFFICE – SECURITY**

The Protection Office at Crime and Security will play a major role in coordinating and overseeing security measures for An Garda Síochána during Ireland's Presidency of the European Union. The office has been involved in the pre-planning stage during 2003 on an Inter-Departmental Working Group and is continually involved with Government Departments and the Office of Public Works. This office will be responsible for coordinating Garda action in relation to public figures at the various European Union meetings being hosted throughout Ireland during the Presidency. A Presidency Planning Office has been established within the Protection Office to carry out work concerned with the Presidency.

#### **PLANNING EFFECTIVE USE OF GARDA RESOURCES**

Important EU meetings will be held all over the country during the Presidency and effective pre-planning of resources in many local Garda Districts has been ongoing for some time to achieve a highly effective presidency in 2004.

#### **TRAINING**

Members of An Garda Síochána who are delegates or chairs of working groups during the Irish Presidency of the EU are participating in training courses provided by Department of Foreign Affairs at Centre for Management and Organisation Development (CMOD), Lansdowne Road. An Garda Síochána has 14 members trained in preparation for the EU Presidency. The courses were arranged by the Department of Justice, Equality and Law Reform (DOJELR). Two courses were provided to cater for the different levels of importance within the workings of the



Presidency, ie EU Overview Course and Chairs and Delegates course, all of which have been concluded.

#### **CROWD CONTROL TRAINING AND EQUIPPING**

There are an adequate number of Gardai trained for public order units from each region. All of these members have received a five-day basic training course. Additionally there are one-day training courses in new baton techniques being carried out during December. DMR personnel will have had 6 training days commencing on Monday 1st December and concluding on Saturday 6th December. The remaining regions will have training days before 31st December.

#### **COMMANDERS COURSE**

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A one-day Commanders Training course will be held in the Garda College on 15th December. This will be attended by the Regional Public Order Superintendents, together with five Superintendents from the DMR. Seven Divisional Public Order Inspectors from the DMR will also attend this course.

#### **PUBLIC ORDER TRANSPORT**

Approval was given earlier in 2003 for the purchase of 23 vans to be fitted out for use by public order units (9 for DMR and 14 for the Regions).

#### **SPECIFIC TRANSPORT NEEDS**

Transport has been increased and a range of new vehicles have been carefully selected to cope with the extra transport demands of the Presidency.

#### **EQUIPMENT**

Sixty public order Gardai are fully equipped. The remaining equipment will be delivered by 19th December 2003. The issue of helmets with radio/ear pieces has been resolved effectively. 250 new radios have been delivered, with 500 batteries. Arrangements are now being made to store these batteries and have them charged at all times.

#### **COMMUNICATIONS EQUIPMENT AND SETTING-UP OF COMMAND CENTRE FOR MEETINGS.**

Telecommunications personnel attended a meeting with Regional Inspectors some weeks ago and requested that they submit their requirements for communications equipment. This requirement ranges from mobile phones to walk through metal detectors. Telecoms have gone to tender on the purchase of metal detectors, walkie-talkies and walk through metal detectors.

One explosive detector will be rented. Telecoms own one x-ray machine

and can rent one more. They also have 12 mirrors for searching under vehicles. They have been working with SDU on communications at Farmleigh and Dublin Castle.

There is a "Communications Coach" which can be fitted as required with radio and CCTV equipment for use at locations around the country.

#### **BUDGET ALLOCATION**

The Garda budget allocation for the Presidency is as follows.

2003 € 1.0 million

2004 € 12.5 million

The budget has been allocated under subhead A.10 to achieve the objectives of the Presidency.

## **PART TWO : GOVERNMENT PLANNING**

### **GOVERNMENT PLANNING**

To ensure that Ireland can meet the challenges and responsibilities that come with holding the Presidency of the European Union, planning has been underway in Government Departments and An Garda Síochána for some time now. The Presidency Planning (Logistics) Unit<sup>2</sup> of the Department of Foreign Affairs has responsibility for overall planning, an Interdepartmental Working Group has been coordinating departmental and agency support for the Presidency, a Sectoral Group at the Department of JELR is coordinating the Justice sector, Garda Liaison and Protection is responsible for a range of security and transport issues, the Garda International Co-ordination Unit will support the Garda input to the Presidency and the Garda EU Presidency Working Group (GPWG) has been working effectively throughout 2003 to prepare for a productive, efficient and impartial Presidency<sup>3</sup>.

### **EQUIPPING THE PRESIDENCY: OPW ROADSHOW**


Dublin Castle and other State venues will be equipped and fitted out by the OPW for all Presidency activities. To apply consistency of standards, the OPW will provide a service (OPW Roadshow) that will replicate the facilities<sup>4</sup> available in Dublin Castle, insofar as possible, for meetings held outside State venues. For meetings outside of Dublin Castle or other

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<sup>2</sup> Telephone: 01-408 2048

<sup>3</sup> A calendar of events and a list of chairs forms part of a companion article by Inspector Orla McPartlin elsewhere in this edition.

<sup>4</sup> This facility will not extend to photocopiers, fax machines, PC's etc. This equipment, if required, will be available on a draw down contract basis from the selected Information and Communications Technology (ICT) provider. As with other services, the Office of Public Works (OPW) will be the main organiser of ICT Services for Presidency events.



facilities under the management of OPW, the OPW should, where possible, be used by Departments for event management purposes. The OPW Roadshow will provide flags and poles, signage, furniture and audio visual equipment and an extensive range of other facilities such as marquees, additional toilets, mobile information desks, and a shredding service. Departments should liaise directly with James Boylan Safety Ltd, Emyvale, Co Monaghan<sup>5</sup> to arrange orders and delivery of stationery and gifts (media and delegate gifts) to meeting venues. Catering provision and a full list of hotel accommodation availability details are in the Department of Foreign Affairs *Guidelines for the EU Presidency*. Where separate delegation rooms are being provided, the equipment level will be standardised<sup>6</sup>.

#### MINISTERIAL INFORMAL MEETINGS

The five Informal Ministerial meetings, for which the cost of interpretation is covered by the Council Secretariat, have been agreed by the Cabinet Committee on European Affairs as follows: Ecofin, Foreign Affairs (Gymnich), **Justice and Home Affairs**, Agriculture and Employment and Social Affairs. Five working groups will also receive support for interpretation. These are: **Article 36 Committee**, Veterinary Directors, Education Committee, Article 133 Titulaires and CREST.

#### KEY FOREIGN AFFAIRS PRIORITIES, VIEWS AND OBJECTIVES OF THE PRESIDENCY

The Minister for Foreign Affairs has identified that the key objective in relation to our EU Presidency is to run an efficient and impartial Presidency. The first half of 2004 undoubtedly presents very particular challenges as the first Presidency to preside over the new enlarged Union of 25 states when the new member states formally accede to the Union on 1 May 2004. How Ireland, as Presidency, handles this transition and ensures that the Council continues to function effectively, while pursuing the successful integration of the new members, will be an important focus

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<sup>5</sup> Tel: 047-87300; Fax: 047- 87701; Mobile: 086 8213 722: e-mail grattan@jamesboylan.com.

<sup>6</sup> Each individual room will require 2 phones, 2 PCs, 1 fax and 2 standalone printers and 1 small office photocopier. Internet access will be required for each PC. Where a shared delegation area is being provided, the delegation should share one fax machine between two delegates, have a number of PSTN phones, Wi-Fi hotspot for internet access, a number of PCs with internet access each with a standalone printer and 1 heavy duty photocopier. At least one wireless hotspot for each event centre providing internet access on a non-subscription basis is required. Helpdesk services must be provided at every event location. These services could include answering questions on how to connect up a laptop to wireless access, telephone usage, queries on printers, etc. Additional mobile phone cells will be provided in each location.



for our Presidency.

The Presidency programme will not be fully finalised until this month, following the last European Council of the Italian Presidency. Four main areas of activity have been identified to date as likely to be at the core of the Union's activities during our Presidency.

1. The first of these is enlargement in relation to which, in addition to the integration of the new member states, work will also be ongoing in relation to the accession applications of Romania and Bulgaria, and also of Turkey.
2. The Lisbon agenda of economic, social and environmental renewal of the Union has been identified by us as a second key Presidency task and will be the focus for the Spring European Council. Ireland will be seeking to revitalize the process and give it greater dynamism as it approaches its crucial mid-term point.
3. A third priority to feature prominently will be justice and home affairs issues as work to complete the area of freedom, security and justice, in line with the Amsterdam Treaty and Tampere Conclusions, continues with a view to meeting the deadline of 1 May 2004.
4. The EU's external agenda which we will be required to manage is extensive and challenging and clearly represents a fourth priority. Key areas that we envisage focusing on in particular include EU-UN relations, the transatlantic relationship, the Middle East Peace process and EU-Africa relations.
5. A possible fifth priority area of work relates to institutional reform where it remains unclear whether and, if so, to what extent the IGC to agree a new constitutional treaty will run into our Presidency. While the Italian Presidency has made it clear that it is determined to conclude the IGC, which began in Rome on 4 October with a special meeting of Heads of State and Government, it remains a possibility that final agreement will not be reached in December. If so, Ireland will be asked to take the IGC forward and this will represent a major Presidency priority.

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#### **FIVE KEY INTERNATIONAL RELATIONS PRIORITIES**

The Department of Foreign Affairs prioritises Ireland's international relations during the Presidency under five headings – EU-UN relations, the transatlantic relationship, the Middle East Peace Process, EU-Africa relations, and representing the EU in its relations with third countries.

Turning more specifically to the agenda of the General Affairs and External Relations Council, on **EU-UN relations**, we will work to contribute to effective multilateralism through a reinvigorated UN. We would particularly like to build on recent progress in the area of EU-UN

cooperation in conflict prevention and crisis management.

The **transatlantic relationship** is also seen as a pivotal element of a stable and prosperous international climate. As Presidency, Ireland is committed to further developing co-operation between the EU and the US on a broad range of issues, including in the foreign policy arena and as regards economic and trade relations.

The **Middle East Peace Process** will undoubtedly be a key area of focus for the first half of next year. The Minister for Foreign Affairs believes that the roadmap remains the best hope of a peaceful settlement to the Arab-Israeli conflict. The parties must act in accordance with their commitments under it and work to give effect to its provisions.

Ireland also plans to devote considerable attention to Africa and to **EU-Africa relations**. The ongoing situations in Liberia and in the Great Lakes region will continue to be focal points as will the situation in Zimbabwe. Ways of revitalising the EU-Africa dialogue and focusing on building a more effective and comprehensive EU approach to conflict prevention and resolution in Africa will be examined.

During the Presidency, Ireland will chair meetings in Brussels, Luxembourg and throughout Ireland. During this time, Ireland will be responsible for directing the work of the EU and, with the European Commission, for **representing the EU in its relations with third world countries**. Ireland will therefore be at centre-stage, both in Europe and in the wider international arena.

#### **SPONSORSHIP**

The Government is very conscious of the unique opportunity which the Presidency offers to showcase the positive and dynamic aspects of Ireland, in particular in the economic, trade and tourism areas. The Government also believes that the Presidency offers an invaluable opportunity for Irish business to promote what is best about Ireland. In keeping with its partnership approach, and to encourage wider ownership and participation in the Presidency, the Cabinet Committee on European Affairs has approved the principle of seeking sponsorship. Any sponsorship arrangement will also help to reduce the substantial costs of hosting the Presidency.

Sponsorship has been a feature of previous Presidencies, most recently those of Denmark, Greece, Italy and, on a smaller scale, for Ireland's last Presidency in 1996. Ireland models our approach on that applied by the Danish Presidency by inviting offers of sponsorship for the Presidency from Irish companies. All sponsorship will be in the form of goods and

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services – no cash sponsorship will be considered. The Cabinet Committee is of the view that there are a number of high cost categories that are compatible with a sponsorship arrangement, such as transportation, catering costs, provision of IT/Telecommunications equipment and gifts. A large number of companies expressed interest in sponsorship, entered into negotiations and certain contractual commitments were entered into in respect of some appropriate sponsorship arrangements.

#### **PRESIDENCY WEBSITES AND SPONSORSHIP**

On the basis of recent experience, Presidency websites have received a significant number of hits in the period immediately prior to and during the six months of the Presidency – the Danish Presidency website recorded a total of 1.3 million visitors averaging 8,000 per day, with 30,000 hits received on one day alone during the European Council meeting in December, 2002. In addition, a sponsoring organisation may also use the Presidency logo in their marketing for a period of one year from 1 January 2004. Sponsors for the full run of the Presidency and sponsors for individual meetings may have their logo reproduced on material published for Presidency meetings and may also display marketing material at particular meeting venues as appropriate.

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### **PART THREE : JHA AND GARDA PRIORITIES**

#### **JHA PRIORITIES OF AN GARDA SÍOCHÁNA AND THE DEPARTMENT OF JELR**

The Minister for Justice identified six key factors that determine the 2004 JHA Presidency priorities

1. Amsterdam Treaty imperatives by 1st May 2004
2. Tampere, Thessaloniki and Brussels European Councils JHA outputs
3. Council, Police, Customs, and JHA Equality priorities
4. EU Action Plans and Programmes.
5. Italian Presidency programme progress.
6. The unexpected.

Overall responsibility for these priorities rests at the DJELR and the priorities are seen as the Treaty of Amsterdam imperatives (Union enlargement etc), taking forward the extended Tampere Programme, the focus on operational cooperation between police and customs, the fight against drugs, organised crime, illegal immigration and taking forward the Equality Agenda.

The Organised Crime Conference was the first key Justice event of the Presidency and took place in November, 2003. The Informal JHA

Council meeting takes place on January 22nd and 23rd. In all, there will be thirteen high level meetings during the Presidency and a requirement to service 20 working groups at 180 days of meetings. The Department will have key inputs and outputs to and from the JHA Council, the Employment, Social Policy, Health and Consumer Affairs Council (Equality), and the Competitive Council (free movement, immigration). An Garda Síochána will have the most extensive role in the Presidency.

#### **ASYLUM AND IMMIGRATION PRIORITIES**

12 An Garda Síochána during 2004 will provide a high level of support and participation to deliver the identified asylum and immigration Presidency priorities. The increase in the number of Member States on 1st May 2004 increases the complexity of many of the tasks facing the Irish Presidency. In addition, the new EU Constitution, when finalised and ratified, has implications for every aspect of EU policy – not least in the asylum and immigration areas.

The asylum priorities will be –

Qualifications and procedures directives.

European Refugee Fund – new fund from 2005 onwards.

Protection in the Regions.

The immigration priorities will be –

Entry and Residence Directives.

Directive on the right of citizens to move and reside within the territory of member states.

Return Action Programme.

Readmission Policy.

External Borders and Visas priorities will be –

External borders (Border Management Agency)

Visa Information System - Biometrics.

#### **POLICE COOPERATION WORKING GROUP PRIORITIES**

The Police Cooperation Working Group priorities will be

Action Plan on Drugs 2000-2004 and the Implementation Plan on Supply of

Synthetic Drugs

Strategy on Organised Crime

Action plan to Combat Terrorism.

#### **JUDICIAL COOPERATION PRIORITIES INCLUDE –**

##### **CRIMINAL**

Framework Decision on Confiscation Orders.

Framework Decision on Ship Source Pollution.

Framework Decision on Drug Trafficking.

Planned Commission initiatives on money laundering,

**CIVIL** evidence, and procedural safeguards.  
Regulation for creating a European Enforcement Order for uncontested claims.  
Directive on compensation for victims of crime.  
Rome II regulations on non-contractual obligations  
Planned Commission initiatives on a European Order for Payment Procedure

**SCHENGEN PRIORITIES –**

Removal of internal borders.  
Limited participation by Ireland.  
Commission Communication on Schengen Information System – SIS II.

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**CUSTOMS/ CIVIL PROTECTION PRIORITIES –**

Implementation of the *Comprehensive Action Plan for Customs Cooperation*  
New *Community Action programme in the area of Civil Protection*.

**EXTERNAL RELATIONS PRIORITIES WILL ARISE FROM –**

- 1) Tampere European Council
- 2) Meetings with partners outside EU
- 3) International Agreements
- 4) International Conferences.

**EQUALITY PRIORITIES WILL BE –**

- 1) Employment, Social Policy Health, and Consumer Affairs.
- 2) Legislative measures –  
Regulation on European Monitoring Centre on Racism and Xenophobia, EMCRX  
Daphne II Programme
- 3) Planned Commission initiatives –  
Directive on gender equality in non-employment areas (Article 13)  
Directive consolidating Gender Equality Directives in employment (Article 141)
- 4) Non-legislative commitments  
UN Conferences –  
Status of Women  
Disability  
EU Conferences –  
Gender equality  
Implementing equal treatment

### FLAGSHIP EVENTS

The flagship events for An Garda Síochána include the Conference on Organised Crime (November, 2003) the Conference on Drugs (May, 2004), Europol and Cepol – appointment of Director of Europol and the development of Cepol. A number of seminars will take place – An Garda Síochána will be organising seminars including one for Joint Investigation Teams. Each year An Garda Síochána are approved by the EU to project manage EU/Dept JELR funded programmes. These are detailed in the companion EU article by Orla McPartlin<sup>7</sup> in this edition of Communique.

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### CONCLUSION

Ireland holds the Presidency of the European Union for the first six months of 2004. An Garda Síochána, the Department of Justice, Equality and Law Reform, the Department of Foreign Affairs, the Government and the EU Commission all have coordinated priorities for the Presidency. Delivering a vastly expanded range of existing EU Commission commitments means that the room for new initiatives is less than in previous Irish Presidencies. An Garda Síochána is well prepared to participate fully in the activities of the Justice and Home Affairs area in conjunction with their colleagues in the Department of Justice, Equality and Law Reform and with other agencies to ensure a co-ordinated approach. Senior management in An Garda Síochána will chair or form part of the Irish delegations at many Working Groups and are the sole representatives at others. Two overarching Garda objectives for the Irish Presidency of the EU in 2004 prioritises the provision of policing logistics, security and support for the Presidency, and, secondly, contributing to achieving EU and Governmental objectives of the Justice and Home Affairs policy agenda during the Presidency. **The Presidency is required to be impartial and neutral and, if it wants to get the business done, efficient. Impartiality, neutrality and efficiency are basic Garda values and when we look back on the 2004 Presidency I am confident we will be looking at yet another competent chapter of Garda achievement and accomplishment.**

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<sup>7</sup> see this edition of Communique, page 15



# The Third Pillar of the European Union and Police Cooperation



Inspector  
Orla McPartlin

Inspector Orla McPartlin

## INTRODUCTION

The first step towards a European Union took place in 1950 when the French Foreign Minister, Robert Schuman, proposed that the countries of Europe set up a common market in coal and steel. All barriers to trade in these two product areas were to be removed in the common market which was to be open to all European countries and be administered by a supranational authority based in Luxembourg.

The European Coal and Steel Community (ECSC) was established in 1951 with the signing of a Treaty in Paris by France, West Germany, Italy, Netherlands, Luxembourg and Belgium. In March 1957, the members of the ECSC signed the Treaty of Rome, which created the European Economic Community (EEC) and the European Atomic Energy Community (EURATOM). A new institution called the Commission replaced the High Authority, which had administered the ECSC. The EEC covered not only free trade in coal and steel but also all industrial goods. In 1962 the Common Agricultural Policy (CAP) was agreed and this extended free trade to most agricultural goods. In June 1967 the EEC merged with the ECSC and Euratom to form a single European Community (EC) administered by a single set of institutions. On January 1, 1973 the original six became nine with the accession of Ireland, Denmark and the UK.

## POLICE CO-OPERATION DEVELOPS IN EUROPE

Apart from free circulation of people as a Treaty objective since the beginning, the original treaty was silent on justice and home affairs. But as problems magnified, the Member States used their gatherings to set up informal co-operation. In 1975, acting on a British proposal they created the TREVI group. Its initial focus was to co-ordinate police action against terrorism. Its remit was extended to other forms of criminal activity, especially illegal drug trafficking and other organised crime. It concentrated on practical measures of police co-operation and worked in secret.

In 1986, again on a British suggestion, the Member States came together in the Working Group on Immigration (WGI). This was a response to the increased and projected further increase in the numbers of prospective immigrants. They included a rising number of applicants for political asylum, some of whom were not driven by a fear of persecution but by the search for a better economic future. The WGI was to address matters such as visa requirements, false documents, refugees in orbit - that is,

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presenting multiple applications - obligations of carriers not to bring in illegals and the question of the abolition or massive streamlining of immigration controls at the frontiers of Member States, including airports. This bore on the parallel task of the Community's 1992 programme for a single market, in which all internal frontier controls would be abolished. It was originally envisaged that the WGI would be managed like the Trevi model with rotating presidencies. However, expertise of the Council Secretariat was required and, unlike TREVI, the Commission participated in the WGI and in the meetings of Ministers for Justice and Home Affairs to whom it reported.

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#### **THE MAASTRICHT TREATY SETS UP TWO NEW PILLARS**

Under the Maastricht Treaty two new 'pillars' were set up in parallel to the Community pillar: one for a 'common foreign and security policy'; the other, relating to freedom of movement and internal security, for what was called 'co-operation in justice and home affairs'. This was renamed in the Amsterdam Treaty as 'police and judicial co-operation in criminal matters'. The basis for both these pillars was intergovernmental, though they were related to the Community institutions. The whole structure was renamed the European Union, comprising the central Community pillar and the two new pillars.

#### **THE AMSTERDAM TREATY EXTENDS UNION COMPETENCES, THE EURO AND ENLARGEMENT**

The Amsterdam Treaty revisited a number of the Union's competences, including those relating to the two intergovernmental pillars. Policies on asylum, visas, external border controls, immigration, employment, social policy, health protection, consumer protection, and the environment were developed, cooperation between national police forces and the work of Europol was strengthened, and improvements were made to the arrangements for European Union foreign policy, including agreement that a single Commissioner would be the European Union representative on external relations. There was also agreement on instituting a single European currency in January 1999, and enlarging the European Union to the east.

#### **THE GROWTH OF EU JUSTICE AND HOME AFFAIRS ACTIVITY**

By the end of the 1980s it was obvious that there was a serious problem with, on the one hand, the lifting of frontier controls and on the other the control of the movement of people in the Union. As a result the Member States decided to create a new intergovernmental body: the Coordinators of Free Movement of People. Like the WGI, it consisted of officials from Interior and Justice Ministries. It was not clear at first whether they were co-ordinating domestically or between the different parts of the

Community. Under the Spanish Presidency in 1989 the coordinators held a weekend meeting in Majorca and produced an inventory of all the barriers to the free movement of people. This document was called the Palma document. It formed the basis for the programme initiated to eliminate these obstacles. The Council Secretariat provided the committee services to this group.

At the same time Customs authorities of the Member States had come together and created their own liaison group to exchange information about contraband, drug trafficking and other criminal acts in the field of imports and exports. They met privately in the Mutual Assistance Group; Council Secretariat staff were not involved.

In 1989 an action plan was launched by France to fight against drug abuse. This brought another group called CELAD into being and the Council Secretariat also serviced this. It addressed such areas as the diversion of 'precursors' used in the manufacture of narcotics and in the money laundering of the profits of drug dealing.

Ministers of Justice from the Member States had begun meeting annually to discuss judicial co-operation. When they met they performed a dual role. As Ministers for Justice they discussed matters which they deemed not to be connected with the Community. As 'Ministers of Justice meeting in the framework of the Council' they discussed and adopted conventions under Article 293, which refers to the 'simplification of formalities governing the reciprocal recognition and enforcement of the judgements of courts or tribunals and of arbitration awards'. They were reluctant to be seen as an organ of the Community so their administrative support was provided by the Political Secretariat which at the time worked for European Political Co-operation, the forerunner of the Common Foreign and Security Policy. It was not at that time part of the Council Secretariat.

All of the bodies mentioned thus far were attended by representatives of all the Member States, some also by the Commission, and were connected in some way to the Community.

In 1985 Germany, France and the Benelux countries (Netherlands, Belgium and Luxembourg) concluded the Schengen Agreement, to abolish 'gradually' the control of persons at their frontier crossings, consistently with, but independently of the EC Treaties, and to facilitate transport and the circulation of goods. They were subsequently joined on varying dates by Denmark, Greece, Spain, Italy, Austria, Portugal, Finland and Sweden. Ireland and the UK did not join until 2000, and

only then having received derogation on some Articles of the Schengen Acquis.

#### **THE NINE AREAS OF COMMON INTEREST UNDER THE THIRD PILLAR**

The creation of the new third pillar was achieved by gathering together all the separate activities other than the Schengen Agreement and placing them in a new Title VI consisting of Articles prefixed by the letter K in the consolidated version of the Treaty on European Union. It listed nine areas of common interest and authorised the Commission and the Member States to take initiatives for measures on six of them, with the initiative reserved to the Member States on three (Article K3: judicial cooperation on criminal matters, customs cooperation and police cooperation for the purpose s of preventing and combating terrorism, unlawful drug trafficking and other serious forms of international crime, including if necessary certain forms of customs co-operation, in connection with the organisation of a Union wide system for exchanging information within a European Police Office (Europol)

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#### **EUROPOL**

The establishment of Europol, the European Police Office, was also agreed in the Maastricht Treaty on European Union, but it was not until January 1994 that it started life as the Europol Drugs Unit (EDU) concerning itself at this point solely with drug trafficking, associated money laundering and organised crime. Later the mandate of the EDU was extended to further include illicit trafficking in radioactive and nuclear substances, crimes involving clandestine immigration networks, illicit vehicle trafficking and finally trafficking in human beings.

The role of Europol has changed and is set to increase enormously in response to the advances in transnational criminal activities, advanced technology, open border policy across the Member States and further EU enlargement on 1st May 2004. The enlargement of the EU will have a fundamental effect on the work of Europol. The crime situation and threat assessments for the extended geographical area of the EU will be affected. In addition, the organisation's working practices have to be in line with each law enforcement structure. EIS, Info-Ex and other computer systems will have to be expanded and increases in personnel will be required to deal with an expanded workload.

Europol's aim is to improve the effectiveness and cooperation between the competent authorities of the Member States in preventing and combating serious international organised crime. It is essentially an EU level central office staffed by law enforcement personnel for the support of Member States by collation, analysis and dissemination of information and

intelligence. Europol will get involved where an organised criminal structure is evident and where two or more states are affected.

#### **NEW THIRD PILLAR**

The consolidated version of the Treaty on European Union contains a compact version of the Third Pillar, with the new designation 'Provisions on police and judicial co-operation in criminal matters'. It concerns especially, the work of Europol. It also sets forth inter-governmental procedures for the adoption of common positions; of framework decisions for the approximation of laws and regulations of Member States; of decisions which are binding but do not have direct effect; and of conventions.

The Treaty of Amsterdam changes the legal instruments which give effect to third pillar policies. It renames joint positions 'common positions' and joint actions 'common actions'. It retains conventions, but innovates by introducing European parliament consultation on them.

#### **DG JUSTICE AND HOME AFFAIRS**

The Directorate General (DG) for Justice and Home Affairs is one of the European Commission's thirty-six departments. The Justice and Home Affairs DG is the newest and smallest Commission Department, with fewer than two hundred officials out of a total of seventeen thousand officials working throughout the Commissions departments. It was established in 1999 when the Amsterdam Treaty came into force. The mandate of this directorate is to ensure that the whole European Union is an area of freedom, security and justice. Its tasks and responsibilities are laid down by the Treaty of Rome, the Treaty of Amsterdam, and the conclusions of the Tampere Council meeting (October 1999).

With over 120 police forces in the EU, effective methods of police communication within the Union are vital if all of the police forces are to exchange information to enhance police cooperation between their forces and with other countries in the fight against crime. With the increase in mobility of all citizens of the EU and the transnational activities of both terrorist and organised crime gangs there is now a greater need than ever for the law enforcement agencies within the EU to cooperate with each other.

What law enforcement cooperation exists in the EU? What arrangements are in place as our numbers swell by 10 new Member States to 25 on the 1st May 2004? This is an important and exciting time for extended and deepened police co-operation in the EU, and for the working groups that foster needed change and for the governance of the Union by its

institutions<sup>8</sup> .

**POLICE AND JUDICIAL CO-OPERATION AFTER THE AMSTERDAM TREATY**  
 In the area of police and judicial cooperation in criminal matters the Amsterdam Treaty laid down specific provisions regarding

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- a. Preventing and combating crime – organised or otherwise in particular, terrorism, trafficking in persons and offences against children, illicit drug trafficking and illicit arms trafficking, corruption and fraud. These provisions included
    - Closer cooperation between police forces, customs and other national authorities both directly and through Europol
    - Closer cooperation between judicial and other national authorities
    - Approximation of rules on criminal matters
  - b. Police cooperation
    - Operational cooperation
    - Collection and exchange of information
    - Training, exchange of liaison officers, secondments, use of equipment, forensic research and
    - Evaluation of investigative techniques
  - c. Provisions regarding Europol recommended expanding its role to include
    - Facilitating and supporting investigations
    - Asking Member States to conduct investigations
    - Promoting liaison between prosecuting/investigating officials
  - d. In the area of Judicial cooperation in criminal matters, provisions were made for cooperation between ministries and judicial authorities in relation to proceedings and enforcement of decisions. Provision was also made to:
    - Facilitate extradition
    - Prevent conflicts of jurisdiction
    - Establishment of minimum rules on constituent elements of criminal acts and to penalties in fields of organised crime, terrorism and illicit drug trafficking.

#### **CURRENT EU WORKING GROUPS**

Police from each of the Member States are represented on several working groups, which meet regularly in Brussels. Some of these groups are:

- Police Cooperation Working Group
- Multidisciplinary Group on Organised Crime<sup>9</sup>

<sup>8</sup> Institutions such as the Commission, the European Parliament, The European Court of Justice, etc

<sup>9</sup> Formerly titled the Drugs and Organised Crime Group



- Terrorism Working Group
- European Judicial Network
- Europol Management Board (meets at Europol Headquarters in The Hague)
- Schengen Working Group (sub-groups meet on technical and policing aspects)
- Heads of Border Police.

The Working Groups can directly affect the workings and future role of Schengen and Europol, by making recommendations to the Council of Ministers. For example to look at the most important role, it is a combination of the Working Groups, The EU Commission, the Council Secretariat and the various Presidencies through the various Committees that directly feed up to the Council of Ministers who agree and sign legally binding conventions, protocols etc. The heads of Governments meet at least once per Presidency and guide the work of the Working Groups, agree on principles, conventions and treaties e.g. Maastricht, Amsterdam, together with Mutual Assistance Conventions and drive towards achieving conclusions reached at important EU summits such as Tampere.

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#### **EU FUNDED PROJECTS**

The Amsterdam Treaty provided an institutional framework to develop common action among the Member States in the fields of police cooperation and judicial cooperation in criminal matters.

The various EU funded Programmes have also helped enormously in fostering police cooperation throughout the EU and also with the acceding Member States. Programmes such as Oisin, Falcone, Grotius, Stop and Hippocrates<sup>10</sup> have enabled law enforcement agencies from Member States to operate projects on a wide variety of policing topics and as a result gain valuable insights into best practice, initiate personal contacts with personnel from other services and produce recommendations which have led to changes in policies in a variety of policing areas. These projects are part-financed by the Department of Justice, Equality and Law Reform. An Garda Síochána in particular has participated fully in these programmes both as project organisers and as participants in projects initiated by other Member States and we have gained much from the experience. Since 1996 An Garda Síochána has secured funding for over forty projects under the various Programmes.

There is a benefit to be gained by An Garda Síochána in terms of improved contact points, knowledge and information transfer and operational co-operation from our present level of participation in

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<sup>10</sup> These programmes have now been replaced by a single programme called AGIS

European Union funded projects. There is also a benefit in improved morale and improved results in operational units. Large numbers of members have participated in these projects and have established beneficial relations with police from other Member States and other agencies. In addition to hosting European Union projects many Gardai have participated in events hosted by other Member States.

#### THE FUTURE OF THE EU AND POLICE COOPERATION

As more Europeans take advantage of their rights to move freely around the European Union, either for business or personal reasons, the need for greater co-operation between national police services, customs services and legal systems is set to increase enormously.

Better and closer cooperation between national and local law-enforcement agencies in the European Union is essential to ensure that the EU develops into a genuine area of freedom, security and justice. The activities of terrorists and organised crime gangs means that this improved cooperation is crucial.

The establishment of Europol is seen as a means of coordinating the exchange of information both within the Union and with third countries. The activities of Europol have increased and expanded since its establishment and its role will increase in importance in the future with the agency being involved in day to day activities with the police forces of the Member States.

The European Police Chiefs Task force was established in 2000 as a result of the Extraordinary Council Meeting at Tampere in Finland. It meets once per Presidency and deals with a variety of policing issues from an operational perspective. For example football hooliganism is very high on the agenda at the moment due to the impending European Championship in Portugal in 2004 and the World Cup in Germany in 2006.

The exchanging of senior and middle-ranking police officials of the national police forces and studying national best practices on a European Union level has become much easier since the establishment of the European Police College (CEPOL). This is another initiative, which has taken the strengthening and deepening process of police cooperation further. CEPOL is intended as an academy for the training of senior and middle ranking law enforcement officials. Its aim is to train the next generation of police officers to work and cooperate at a European level with their opposites from other law enforcement agencies. Senior police officers from candidate countries are also encouraged to attend the training courses provided. The Garda College has recently hosted a CEPOL training course for officers from many of the Member States.

Officers from An Garda Síochána have also attended courses hosted across the European Union in national police colleges on a variety of subjects.

The European Union is creating a civilian peacekeeping force to help manage crisis situations and control conflicts external to European Union borders. Some five thousand specially trained personnel drawn from police forces across Europe will staff the new peacekeeping force. An Garda Síochána already has members participating in the European Union police mission (EUPM) in Bosnia and Herzegovina. In the area of crime prevention a European Crime Prevention Network has been established and An Garda Síochána is represented on the Irish delegation to this group. The objectives of the group are to supplement and facilitate national crime prevention initiatives, while drawing attention to topics of common interest. Since its establishment in 2001 workshops have been held which dealt with various crime prevention issues and both law enforcement personnel and representatives from industry participated in these workshops. These are just some of the developments in the area of Justice and Home Affairs in which An Garda Síochána participates fully.

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In a speech on the implementation of the Treaty of Amsterdam and what has been achieved Mr. Wouter Van de Rijt of the JHA DG said in February 2002

Police cooperation has always been described as the most difficult sector to Europeanise, since police forces are the expression of the national sovereignty. However, quite satisfactory progress has been made in this respect, although it takes place in agencies.

While there are many problems still to be surmounted police forces across the Union have demonstrated an ability to embrace new initiatives, new agencies such as Europol and Eurojust and to work with their counterparts in an effort to counter crime, which is transnational by nature.

#### CONCLUSION

The Justice and Home Affairs area continues to develop rapidly and there is no doubt that An Garda Síochána will continue to participate fully in the various innovations and make a valuable contribution in this area. Developments that will impact on the work of An Garda Síochána in the future include the introduction of the European Arrest Warrant which will replace the existing extradition procedures; the establishment of Joint Investigation teams; the creation of a European Agency for the management of operational cooperation at the European Unions external borders and the proposal for the establishment of a European Public Prosecutor.

The institutions for the Justice and Home Affairs area are intergovernmental, with the unanimity procedure in the Council, with only consultative roles for the Parliament and Commission, and none at all for the Court. This will continue until 2004. An intergovernmental conference was convened last month to decide on the new European Constitution which will decide among other issues qualified majority voting, co-decision and the Commission's sole right of initiative.

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Police Cooperation and the area of Justice and Home Affairs will continue to expand and to impact on the work of An Garda Síochána. Since many decisions taken within the various institutions of the European Union will eventually affect how An Garda Síochána carries out its work it is important that the views of the organisation are brought to the table at European Union level. Thus it is necessary that officers participate in the various working groups and continue to contribute to the debate on the issues being discussed in such forums. The European Union is an important determinant of policing policy and we must look beyond our borders when we are considering policing matters because criminals respect no border, no laws, and nobody's property.

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# Christmas and Road Safety

Chief Superintendent Denis Fitzpatrick



Chief Superintendent  
Denis Fitzpatrick

## CELEBRATING CHRISTMAS

**T**he concept of Christmas revolves around religion, family, travel and celebration. We know from airports, rail and bus stations that thousands and thousands of additional passengers travel at Christmas. The volume of vehicles on the roads increases sharply as Christmas shopping and Christmas visiting takes a hold. Celebration and travel always bring road safety to mind at this time of year. The notion of celebration in Ireland is related to drinking, and quite often the over-indulgence, of alcohol. The consumption of alcohol combined with driving is a lethal cocktail that can lead to the tragedy of a fatality or life changing injury on our roads.

Driving while intoxicated is one of the three main causal factors that contribute to road deaths and life changing injuries resulting from collisions on our roads (Evans, 1991). The other two main contributory factors are inappropriate speed and the non-wearing of seat belts. While the non-wearing of seat belts will not directly cause a collision it will influence the severity of the injury and increase the likelihood of death. There has been a tendency in Ireland in recent times to link Christmas with road safety. The annual campaigns at this time of year by An Garda Síochána and the National Safety Council focus the minds of all on the danger to themselves and other road users.

## DRINKING ANY AMOUNT DECREASES ROAD SAFETY

The affect of the consumption of alcohol or drugs on a driver's ability to control his or her vehicle is well documented and scientifically accepted (Noorrdzij, 1993) (Homel, 1988). Tests on drivers of both sexes, all ages and previous experience with drink and drugs have been carried out in simulated vehicles and in controlled circumstances. The results indicate that the driver's ability and perceptions are affected at very low levels of alcohol consumption and seriously affected as consumption increases.

The level of alcohol and drugs consumption, below which it may be safe to drive, is always a matter of contention (SUNFLOWER 2003). This debate is fuelled by the inconsistency of the diverse minimum levels permitted in different states. Within the member states of the European Union there is a discrepancy of blood alcohol concentration (BAC), (EU Commission, 2003). The highest accepted levels at 0.8% are in the United Kingdom and Ireland while Sweden has the lowest at 0.2%. There have been many calls to standardise the level of a BAC rate across the European Union. These proposals tend to seek the lowest level based on the fact that the road safety record of Sweden is one of the best in the world. However it should be noted that the road safety record of the

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# C E N T R E

## Senior Police Leadership

The effectiveness of the traditional, authoritarian, and bureaucratic police model adopted by many law enforcement organisations is under challenge and a call for senior police to accept more modern approaches to leading is becoming louder (Engel, 2001). A critical issue in planning and implementing organisational change is how to lead senior police officers (Densten, 2003). Relatively little research has focused explicitly on top leadership (Zaccaro, 2001) but it is known that the extreme upper levels differ from lower levels in terms of being engaged in greater task complexity in relation to information load, diversity and rate of change (Campbell, 1988; Sarros *et al.*, 1999; Schroder *et al.*, 1967). Task complexity varies across levels.

Effective leadership is important in all organisations including the police. According to Bass (1985), when leaders use transformational leadership behaviours they seek to raise the consciousness of followers by appealing to higher ideals and values such as liberty, justice, equality, peace and humanitarianism, and not the more base emotions such as fear, greed, jealousy, or hatred. Transformational leadership incorporates three types of leadership namely transactional, transformational and non-leadership behaviours. Transactional leadership pursues a cot-benefit or economic exchange to meet the current material and

psychic needs of followers in exchange for expected effort. The two types of transactional leadership are, firstly, contingent reward which represents proactive leadership behaviours that clarify the link between reward and effort through negotiation and, secondly, management-by-exception which represents a passive leadership behaviour that is only used when the status quo is broken. Management by exception is closely associated with traditional, authoritarian, and bureaucratic leadership models.

Transformational leadership has four types of behaviours. These are idealised influence or charisma<sup>1</sup>, inspirational motivation, individualised consideration and intellectual stimulation. Bool and Hooijberg's recommendation that leaders should develop a complex behavioural repertoire is a core element of leader effectiveness. Formal rank is an essential element of police supervision or leadership (Wilson and McLaren, 1972) enabling individuals in each rank to form a homogenous group. Kirkpatrick and Locke (1991) identified a leader's confidence as a key trait of effective leadership which fosters respect, admiration, commitment, and confidence among followers.

The non-transactional leadership factor of *laissez-faire* represents leadership inactivity (Yammino *et al.*, 19993) and suggests the absence of leadership, the avoidance of intervention by leaders – or both. In

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1 Ivor Kenny (1999) takes issue with this. He says he wants to lead the anti-charismatic leadership movement.



Christmas and Road Safety



EU Presidency 2004



# P O I N T

Australian police studies (Densten, 2003) *laissez-faire* was found to be a significant negative predictor of leader effectiveness for police executives from Chief Superintendent to Commissioner rank and for superintendents and senior sergeants. These were seen as more effective when the leader did not abdicate responsibility or delay decisions. Management-by-exception was found to be a significant positive predictor of leader effectiveness only for senior sergeants. Senior sergeants viewed their leaders as more effective when the leader intervenes as a result of the status quo being broken. Contingent reward was a significant negative predictor of leader effectiveness for chief inspectors who viewed their leaders as less effective when the leader negotiates reward for effort. Individualised consideration was a significant positive predictor of effectiveness for senior sergeants who saw their leaders as more effective if they engaged in mentoring and coaching behaviour. Inspirational motivation was a significant positive indicator for all ranks. Executives, Superintendents, Chief Inspectors and Senior Sergeants viewed their leaders as more effective when the leader communicated high expectations. Idealised influence was a significant positive predictor of leader effectiveness for chief Inspectors, Inspectors and Senior Sergeants who saw increased effectiveness associated with behaviours that instill pride, faith, and respect.

Followers of *laissez-faire* leaders expended more effort in their absence and contingent reward was a significant positive predictor of extra effort. Intellectual stimulation was also a positive predictor of extra effort but not for executives and

superintendents (which indicates that this short treatment of aspects of leadership could fall on some stony ground in unexpected places). Inspectors and Senior Sergeants expended greater effort when their leader encouraged them to be creative and innovative. Inspirational motivation was a significant positive indicator of extra effort for Executives and Superintendents and Senior Sergeants but not for Inspectors. Executives, Superintendents and Senior Sergeants expended extra effort when their leader used behaviours that raised expectations and beliefs concerning the mission and vision. Idealised influence was only a positive indicator of extra effort for Senior Sergeants when their leader acted as a strong role model. The number of years that a senior officer was in their current rank was not a predictor of extra effort for any rank.

The first conclusion here is one that we already knew – leadership effectiveness interrelationships are extremely complex – but there is a clear pathway through the leadership behaviours shown here to increased leadership effectiveness. But it is different for each rank and each rank must select and live in the behaviours. Leadership activity is more effective than inactivity and more leadership activity is more effective than less. Example and encouragement are positive predictors. Every rank will learn more about their leadership effectiveness by reading this from their own rank viewpoint. It provides key policing leadership insights that were not available prior to Densten's pioneering 2003 work.

**Peter Fitzgerald, Editor**



*Garda Senior Command Course*



*Famous Irish Police Officers  
Photographs by Photography  
Section, Garda H.Q.*

United Kingdom with the highest BAC is equal to that of Sweden.

If lower BAC levels as shown in the UK/Sweden example is not the entire solution, what is? The traditional model of road safety is based on the three Es; engineering, education and enforcement. Where, within these Es, does the solution lie? It lies within all three.

#### EDUCATION

28 Road users know that the consumption of alcohol and/or drugs and driving is stupid as it endangers their lives and those of other road users. Yet some still continue to do so. The Gardaí arrest approximately a thousand drivers per month for such offences. How many more evade arrest? People need to be reminded and in many cases educated about the danger of their actions. The tendency to do things which are bad for us applies in many areas. Smoking, overeating and drug abuse are activities that send constant signals and reminders to change our ways. New and innovative methods are required to get us to examine our lifestyles and to drive home strong messages so that we respond. The communication process is an important contributor to increased road safety, especially in reducing and eliminating driving while intoxicated.

The message about driving while intoxicated has a wider audience than the potential offender. It is accepted that peer pressure can be very influential in road user behaviour (Groeger, 2000) and especially in the area of driving while intoxicated. Too many individuals who know they should not drive can still be cajoled by friends or family to "have one for the road".

The concept of a designated driver is a worthwhile and responsible initiative. The election of one person to stay dry and to be responsible for the transportation of others is one that is to be encouraged. The original initiative was developed in Belgium under the name of the "BOB" and proved to be successful (Scheers and Drevet, 2002).

#### ENGINEERING

Engineering, especially vehicle engineering, has a role to play in reducing the levels of driving while intoxicated. The development of alcohol interlock<sup>11</sup> devices in vehicles would greatly reduce the ability of drivers to commit these offences (Beirness and Robertson, 2002). The development of this initiative by the motoring industry must be pursued with greater vigour and commitment (Bjerre, 2002).

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<sup>11</sup> An alcohol interlock is a small, hand-held breath-testing device fitted to a vehicles ignition. The driver must blow into the interlock before attempting to start the vehicle. If the driver blood alcohol content (BAC) is higher than the pre-set level, the vehicle will not start.

### **ENFORCEMENT**

As in the case of all aspects of road safety, where engineering and education do not produce satisfactory results then enforcement has to fill the void (ESCAPE, 2003). The situation is the same in the case of driving while intoxicated. If road users do not accept the information regarding the dangers of their actions, then sanctions have to be in place and offenders apprehended. Therefore enforcement has this vital role in the elimination of driving while intoxicated. As shown above, lowering the BAC levels is often put forward as a simple solution. The trouble with this, like many aspects of road safety, is that the solution is never this simple (Rothe, 1994).

In Ireland, we know that the vast majority of drivers who fail breath tests are substantially over the legal limit when apprehended. Over 63% of positive tests reported annually by the Medical Bureau of Road Safety show a reading of over twice the legal limit. This is similar to other research findings which indicate that the average reading can be as high as 1.5% which is well above the present level in Ireland of 0.8%.

Therefore is the proposal of a reduced BAC level a futile exercise? In reality, if the lowering of the level is the only initiative to be in place the answer is yes. However, changes to BAC levels alongside changes to enforcement methods are known to be effective in changing road user behaviour (Burns and Fiorentino, 2002). This is an important aspect of the solution to reduce driving while intoxicated. The lowering of the levels would mean that more drivers would be committing such offences, but the reduced level would also lessen the obvious symptoms that the driver has consumed above the lower limit. It would therefore be harder to identify such drivers, without random breath testing.

To apprehend these new offenders the ability to test such drivers must be widened (Boorman, 2002). The use of random breath testing (RBT) must be a consideration to sit alongside any lowering of BAC levels. Indeed it is well known, particularly in Australia and Canada where BAC levels were reduced, that the effectiveness of the change was brought about more by the introduction of RBT rather than the reduction of the lower BAC.

### **DRIVING WHILE INTOXICATED**

The term 'driving while intoxicated' rather than 'drink driving' is deliberate. It is estimated that approximately 30% of fatal collisions are caused by drink/drugs related offences. Recent research in the UK estimated that the rate has not changed since the early 1980s. What has changed is the shift from drink related, to drugs related offences. In the

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late 1980's only 1% was drug related but by 2000 this has risen to 8% (Turnbridge et al, 2001). There is no reason to suggest that these trends are any different in Ireland (Cusack et al, 2002).

Drug related driving is an issue much wider than the consumption of illegal drugs such as cannabis, heroin or ecstasy. These drugs affect the ability of drivers to control their vehicles. Serious consideration must also be given to the consumption of prescribed and "over the counter" drugs. The phrase "do not use heavy machinery or drive" on drug packages should be followed as seriously as information on drinking alcohol and driving. People who would not dream of driving while drunk, sometimes drive while semi-sedated by prescription drugs.

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#### **EFFECTIVE DRUG TESTING**

The issue of enforcement of drug driving offences is not as straightforward as that of drink related offences. The requirement for effective roadside tests in the area of drugs is necessary for an Garda Síochána to assist in eradicating this problem. The developments of such tests is ongoing and, work, within the European Union, the private sector, and public agencies including the Medical Bureau of Road Safety in Ireland, will produce an effective test in the near future.

Changes may evolve in the area of driving while intoxicated. The BAC levels may be lowered in line with other jurisdictions. The ability to test for drink related offences may be widened by the introduction of RBT. The development of road side sobriety tests for drugs may be developed and enhanced. One thing will not change. The responsibility to drive while intoxicated is a personal issue. The right to use the public road comes with the subsequent responsibility to behave appropriately. The decision is with the driver. He or she has to make it. The blame for being apprehended for driving while intoxicated rests with the driver. The tragic consequences that can result from irresponsible actions, whether they kill or injure another, rests with the driver (Fitzpatrick, 2003).

#### **CONCLUSION**

Christmas is a time for joy and celebration. Each Christmas An Garda Síochána focuses on road safety and particularly driving while intoxicated. This focus is to be welcomed and reduces death on our roads. However, road users die and are injured on our roads all year round. On average over one road user a day dies, or is killed, in Ireland. The problem is not only related to Christmas – road safety is not just for Christmas – but loss of life and injury is all the more tragic in the midst of Christmas cheer. Over the past five years road deaths have been reduced by twenty per cent. Make Christmas 2003 a milestone towards another twenty per cent drop.

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Superintendent  
Patrick V. Murphy



Inspector  
David T. Kavanagh

# Executive Leadership Development in An Garda Síochána: Integrating Leadership Development and Work through Self-Directed Learning

Superintendent Patrick V. Murphy and Inspector David T. Kavanagh

## INTRODUCTION

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The Garda Executive Leadership Programme represents the outcome of an initiative by the Garda Commissioner to provide structured, integrated and focused leader enabling development opportunities for Garda Officers with potential for promotion to the rank and role of Assistant Commissioner and above. The programme, which is summarised hereunder, was developed using the following guiding principles:

- Access to, and continuing progression in the programme should be objective, transparent and merit based, thus ensuring that only the very best candidates progress;
- All aspects of the programme should be developmental in nature and that learning activities should focus on developing identified core skills and competencies which are causally linked to excellent performance and achievement in Commissioner rank;
- Development of executive level staff must be integrated and aligned with strategy development and organisational development, thereby generating real and meaningful momentum for change and progression;
- The learning strategy to be deployed must be self-directed, thus ensuring that learners have ongoing personal opportunities to identify, tackle and master the significant discontinuities – gaps between the ideal competent self and current reality – thus enabling them to sharpen their resolve, and start to transform self-defeating routines into new strengths;
- Progression in the leadership course must be subject to robust assessment, and on completion each student should be assessed and certified accordingly.

## THE CHALLENGE

On the face of it, executive level leadership is rather straightforward: leaders create and communicate their vision of what might be; they underscore this with a set of core values which they passionately believe in - their sense of purpose will ignite our passion and inspire the best in



us. Having mobilised the energy and sense of direction desired, all that remains is to create the strategy and mobilise teams for action. Simple! However, the learning journey that culminated in the creation of this programme uncovered a complex set of variables, which demand careful nurturing if success is to be assured.

With even the slightest reflection, we can see that effective executive level leadership comprises aspects of person, purpose, capability and strategies to successfully perform in the context of the challenges and discontinuities thrown up by the contours of our competitive market economy, governmental exigencies and civil society. Interpreting and effectively engaging the challenges and discontinuities of our competitive and often contradictory environment, now and in the future, is where the rubber meets the road: it is the world where Commissioner level leaders in An Garda Síochána must live, learn, grow and perform.

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The challenge for our executive level leadership programme, then, is to identify, blend and integrate the people, core skills, (perceptual, conceptual and practical) and the behaviour routines which will provide An Garda Síochána with a cohort of developed officers who are *willing* and *able* to step up to the line. We are confident that the proposed programme delivers on that challenge.

**CRITICAL THEMES AND CORE COMPETENCIES**

This programme is the product of hundreds of hours of research, reflection, theorising and proposing, and the contributions of hundreds of diverse and creative people, from within and beyond policing, who have generously given of their time, expertise, thinking, experiences and personal philosophies. The synthesis of this learning produced four integrating themes and nine core competencies, which are used to create focus and guide the developmental effort – **Figure I**. The learning strategy deployed goes beyond training or programmed educational courses. It aims to produce life long, self-sustaining developmental capability, which operates in a way that continually accelerates its own growth and momentum, thus engaging leaders in a ‘virtuous reinforcing cycle’ of learning, growth and achievement in terms of key personal and professional goals and results.

**FIGURE I.**



### THE LEADERSHIP PROGRAMME

In terms of process, the programme consists of three stages, each of which is developmental in nature. Cumulatively the three stages are designed to engage learners in a self-directed learning and development journey which will ultimately span the remainder of their leadership careers, viz- (1) *Identification and Selection*, (2) *Leadership Course*, and (3) *Post Graduation Continuing Professional Development*

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While much progress has been made in improving the Garda uniform over the past decade, it is agreed and accepted that the next decade will bring a major overhaul to the present Garda uniform. The aim is to develop an operational, effective, uniform that would transcend the organisational needs of a modern and professional police service in the new millennium.

#### PROGRAMME STAGES

*Stage 1: Identification and Selection*, which will ordinarily be of two months duration focuses on identification and selection of candidates. In essence, Officers who wish to qualify themselves for Commissioner level ranks will complete a self-assessment competency-based application. Its content will form the basis for a structured interview with candidate's Assistant Commissioner. The outcomes of this interview will be (a) a developmental feedback report to the candidate focusing on identified strengths and areas for improvement; (b) a scored report to the Programme Board.

The Programme Board shall consider all candidates' reports and the best candidates shall progress to an Executive Development Centre. The Development Centre shall consist of an Advanced Managerial Reasoning Test, a personality assessment, leadership exercises, decision-making exercises and a structured panel interview. The outcomes of the Development Centre will be:

- Structured feedback to the candidate;
- A Personal Development Plan, and
- Structured Report to the Programme Board, which will be established for that purpose.

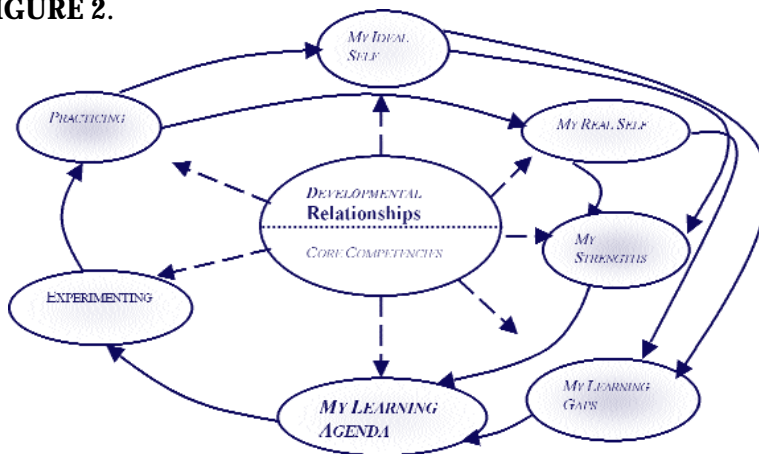
The most promising candidates will be invited to enrol for Stage 2 of the Programme.

*Stage 2: The Leadership Course*, shall be of ten month's duration. This stage of the programme shall operate to give structure, form and process to the integration of learning, work and self-directed achievement. As the best and most valuable learning opportunities occur and present in

the discontinuities of leading and managing in the workplace, course participants will be required to engage with and incorporate high-level strategy development and organisational development tasks as concomitant to their personal development.

In other words, there is a clear expectation and requirement to contribute actively to the improvement momentum of An Garda Síochána throughout the course. Nothing less will suffice. We have adopted and adapted Boyatzis's self-directed learning model (Goleman et al, 2002: 110) – **Figure 2** – to guide the development process.

**FIGURE 2.**



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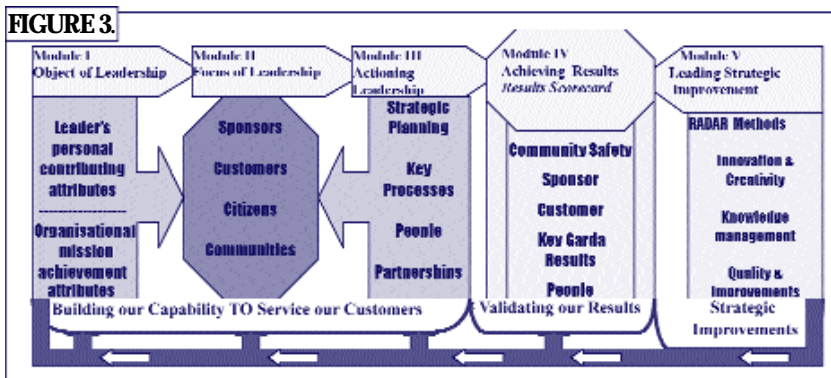
While the challenges will be high and require significant commitment and effort, learners will be supported and encouraged by a comprehensive network of expert lecturers, coaches, mentors and facilitators who will deploy a range of teaching/learning mechanisms to enable self-directed learning to occur and assure momentum. Learning activities will include:

- Core skill development workshops
- Facilitated group case-studies
- Individual coaching/counselling
- On-line and hard copy study materials
- Access to organisations who have achieved best practice in relevant areas
- Live performances followed by feedback and action plans
- Active tracking of learning and development in the context of a professional development plan
- Access to Garda departments and expert personnel for strategy and organisational development purposes
- Action research projects focusing on strategy development and organisational development in An Garda Síochána.

In terms of time and structure, the course will consist of five modules,

each of two months duration – **Figure 3**. The course displays a clear progression path, with each successive module learning from and building on earlier work.

**Module 1** delves directly into the **object of leadership** in the context of the leader stimulating and driving organisational performance. The driver metaphor is used to accentuate the criticality of skilling the driver



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for assured, safe and excellent performance.

**Module 2 - The focus of leadership**, depicts the driver as customer facing identifying, understanding and fulfilling the needs and expectations of sponsors, customers and citizens, individually and collectively. Here we see the leader intimately and directly engaging with and mutually constructing a beneficial interdependence with the external world of key stakeholders, in the context of the mission, vision, core values and competence of An Garda Síochána. Developing skills and strategies to satisfy stakeholders’ needs and expectations is the learning goal.

**Module 3 – The performance platform**, takes learners into the complex reality of strategic planning, strategy development and organisational enablement. The challenge here is to construct a lean, dynamic performing platform to deliver the value proposition<sup>12</sup> for our sponsors, customers, citizens and staff. Learners are actively engaging tangible and intangible assets – planning, processes, people, partnerships, resources – designing around a longer-term strategic view. Strategic initiatives are identified, cause-effect relationships are established, unifying linkages and alignments are made explicit and synergising opportunities are exploited. The vital few critical scorecard measures are agreed, allowing for the first iteration of the strategy to commence. Key skills of strategy making, strategy implementation and strategic decision-making are to the fore.

<sup>12</sup> ‘Value Proposition’ refers to the attributes of the products and services we provide, and which create loyalty and satisfaction in sponsor, customer, citizen groups. (Kaplan & Norton (1996, 2001)).

**Module 4 – Leading for strategic results**, builds on the skills and competencies learned and practiced in the preceding modules and engages learners in the business of constructing balanced performance measures in critical internal and external fields. The scorecard provides us with a set of result measures touching essentially on stakeholder stated needs and the leader’s expectations of the enabled *Performance Platform*. Based on the premise that results are causally linked to developed capability, key skills of strategy deployment and implementation across all aspects of the performing system will be mastered. Also, the skills of matching results to stakeholders’ needs and expectations with a view to continuous improvement will be learned.

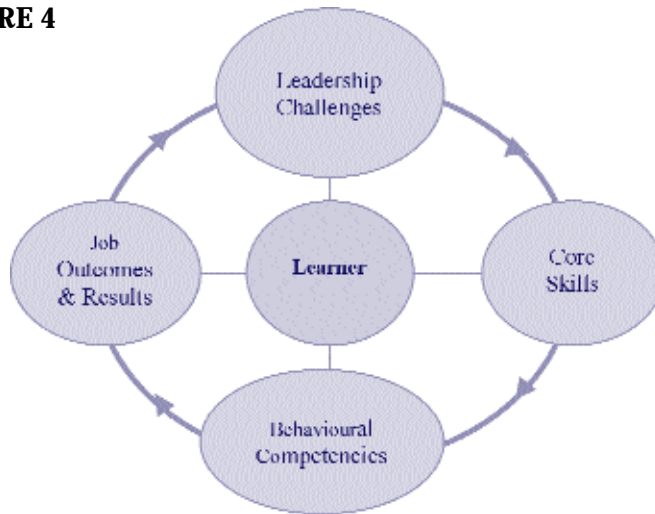
*The final module – Leading for strategic improvement*, challenges learners to re-conceptualise their developed skills and competencies in the context of our volatile and highly competitive environment. The twin improvement levers of cost reduction in the ‘performing system’ and innovation leading to new value in terms of improved services for our stakeholders are explored for improvement opportunities. Learners are challenged to mine the intangible assets of organisational knowledge, intelligence and tacit insights stored in the memory of An Garda Síochána, its people and stakeholders to uncover opportunities for innovation based improvements. Reliance on factor-based improvements is discouraged. Emerging new personal strengths and integrated systems thinking skills fund balanced risk taking resulting in timely and productive decision making. Thus learning and *innovation based improvement* strategies shall be incorporated as a critical tenet of their ongoing leadership prowess.

### *Stage 3: Continuing Professional Development*

Graduates of the course will emerge into a new Garda executive level leadership alumni, who with the support of the Leadership Development Team at the Garda College, will bring forward a Continuous Professional Development Programme consisting of activities and events, at home and abroad, which the alumni consider necessary to assure performance excellence in the context of new environmental challenges and discontinuities. Mastery of identified core skills and behavioural competencies associated with contemporary performance excellence shall be a key concern and performance indicator for the alumni

### **CRITICAL LINKAGES AND ALIGNMENTS**

The programme sponsor set significant conceptual and practical challenges for the Development Team:

**FIGURE 4**

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1. Absolute transparency between the leadership challenge, the developmental intervention and excellence in leader performance was required. Through a process of book research and interview/observation research, the development team depicted an inspirational leader as one who is awake to and centrally concerned with:
  - a. the reality of the leadership challenge in contemporary policing;
  - b. mastering core leader enabling skills;
  - c. behaviourally exhibiting and living identified core competencies; and
  - d. achieving or exceeding the results and outcomes which are critical to key stakeholders' satisfaction.
2. Leadership development had to be designed in a manner which ensured that adults' preference for learning by doing was harnessed and that the work based experiential learning which learners had amassed in the field of professional Garda practice over several years was fully valued and utilised.

This requirement heavily influenced the design, look and feel of the overall programme and the course in particular. A selection process had to be designed which firstly, fitted seamlessly with emerging good practice in An Garda Síochána, and secondly, ensured that the unique and creative wisdom of each candidate is uncovered, valued and rewarded. Hence, a tailored, growth focused Leadership Development Centre was designed and incorporated.

The course adopted action learning/action research methodologies. Core skill development workshops are aimed at personal effectiveness



enhancement in terms of decision-making, negotiating, learning, influencing, etc. A range of case studies, presented throughout the course actively engages developing leaders with the twin improvement levers – strategy development and organisational development. The critical goal here is to significantly enhance their strategy implementation capabilities in the face of challenging discontinuities and unfamiliar new realities, which our new globalised world throws up.

### **Conclusion**

In the turbulent world of public policing, where discontinuities and mutations are the order of the day, public police stakeholders expect and require capable, credible and confident leadership. An Garda Síochána is a public facing service delivery organisation which must grapple with the many and often contradictory demands and expectations of its stakeholders – citizens, customers, sponsors, staff etc. Opportunities for improvement are unlikely to emerge from adherence to traditional routines and approaches. Consequently, we are challenged to bring forward and develop innovation and creativity based insights, strategies and approaches. The proposed learning programme recognises the high potential of the managerial capability, which we have within our ranks, and it provides an exciting and imaginative opportunity to develop the leadership capability, which will be required to master the diverse challenges of tomorrow.

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Garda Jim Herlihy

# Irish Police Officers Inventors, Co-founders, Colonial Governors and Explorers 1822-1922

Garda Jim Herlihy

## INTRODUCTION

*"The rough and the criminal do not fear the prowess of the individual policeman, they fear the organization behind him." W.L. Melville Lee, A History of Police in England*

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The Constabulary cadet system was introduced into the Irish Constabulary to coincide with the opening of the Phoenix Park Training Depot, Dublin in 1842. The majority of constabulary officers for the preceding twenty years had served as commissioned officers in the British Army and were described by the Press of the day as 'superintending officers.' Essentially a constabulary 'officer' was one who took charge and managed a constabulary district, similar to the superintendent in the Garda Síochána. The following selection of (Royal) Irish Constabulary officers made their mark on both the national and world stage as colonial governors, sporting inventors, co-founders and explorers, yet history has not, until now, remembered them as Irish police officers:-

### SIR HENRY ARTHUR BLAKE (1840-1918)

SUB INSPECTOR ROYAL IRISH CONSTABULARY TO COLONIAL GOVERNOR



GOVERNOR OF THE BAHAMAS,  
1887



GOVERNOR OF NEWFOUNDLAND,  
1895

Sir Henry Arthur Blake, RIC 24511 was born 18/1/1840, in Co. Limerick, Ireland, the son of Peter Blake, (1809-1850), County Inspector, Irish Constabulary and Jane daughter of John Lane, of Lanes Park. The Blake family was founded by one Robert Blake who accompanied Prince John of England to Ireland in 1185 who was educated at Dr. St. John's Academy and Sentry College, was a student of Queens College Galway and employed as a clerk in the Bank of Ireland for one year and six months before securing a cadetship in the RIC. He married firstly in 1862, (Dublin South Registrar's District, Vol.5, Page 268), Jeannie, daughter of Andrew Irwin Esq., of Ballymore, Boyle, Co. Roscommon, and by her (who d.1866) had a son Harry Irwin. He

married secondly on 7/2/1874, Edith, elder daughter and co-heir of Ralph Bernal, later Bernal-Osborne, Esq., (26/3/1808-4/1/1882), MP by his marriage on 20/8/1844 to Catherine Isabella Osborne (d.20/6/1880), of Newton Anner, Co. Tipperary, daughter and heir of Sir Thomas Osborne, Esq., 8th Baronet. Catherine's sister, Grace Bernal-Osborne, (d.18/11/1926), married a month earlier on 3/1/1874, William Amelius Aubrey Beauclerk, (15/4/1840-11/5/1898), 10th Duke of St. Albans. Henry Arthur Blake had two sons, Arthur, b.15/1/1877 and Maurice, b.6/6/1878 and a daughter, Olive (1875-12/9/1953), who married on 8/6/1903, Major John Bernard Arbuthnot, (1875-1950), MVO, Scots Guards.

Their son, Commander Bernard K C Arbuthnot, DSC, RN, (8/11/1909-14/9/1975), married on 15/4/1939, Rosemary Harold Thompson, (9/7/1917-29/8/1978), whose daughter, Patricia Evangeline Anne, (17/3/1914-1989), author and artist, married firstly, on 10/10/1933, Arthur Cecil Byron and married secondly in 1940, Claud Cockburn, (1904-1981), author and journalist who coined the phrase "Never believe anything until it has been officially denied", son of Henry Cockburn. Another son, Major Myles Henry Arbuthnot, MBE, Royal Corps of Signals was killed in active service in Italy on 16/10/1943 and is buried in the Bari War Cemetery, Carbonara, Italy. He was in the 3rd S.I. 1/3/1859, resident magistrate 7/1/1876, special resident magistrate 1/12/1881, Governor of Bahamas, 4/1/1884-7, and transferred to Newfoundland as governor, 1887-9.

He was knighted in 1887 during a controversy over fishing rights in Newfoundland waters. The terms of the 1818 fishing convention which gave American fishermen substantial rights to the waters and to Newfoundland shores for processing were up for discussion. Britain and the United States, however, had planned to meet without Newfoundland's knowledge. Outraged Newfoundland Prime Minister, James Winter demanded to attend and eventually did. During this time Blake acted mostly as a mediator. He was Governor of Jamaica, 1889-97, Hong Kong, 1897-1903 and Ceylon, 3/12/1903-11/7/1907. He was a Knight of the Justice of St John of Jerusalem, a Fellow of the Royal Geographical Society; GCMG and in 1910 he became chairman of the newly-formed Newfoundland Oilfields Limited which explored oil deposits in the Parsons Pond area.

The community of Blaketown is named in his honour and he died on 23/2/1918, at Myrtle Grove, Youghal, Co. Cork; (Youghal Registrar's District, 1918, March Quarter, Vol.4, Page 513); he was buried on 27/2/1918 in the garden of Myrtle Grove, Youghal, Co. Cork beneath

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four great yew trees, which were planted there by Sir Walter Raleigh, (1552-1618), poet and colonist, who was Mayor of Youghal, 1588-9, who is credited with planting the first potato in Ireland in this garden in 1589 and with having smoked the first pipe of tobacco under a tree also in this garden.

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**MYRTLE GROVE, YOUGHAL,  
CO. CORK, FORMER HOME  
OF SIR WALTER RALEIGH,  
BURIAL PLACE OF SIR HENRY  
ARTHUR BLAKE**



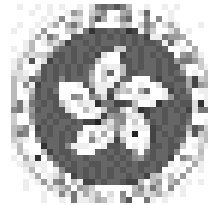
**SIR WALTER RALEIGH  
(1552-1618)  
POET AND COLONIST,  
MAYOR OF YOUGHAL**



**SIR HENRY  
ARTHUR  
BLAKE  
GOVERNOR  
OF HONG  
KONG**



**"BAUHINIA  
BLAKEANA"**



**HONG KONG  
SAR FLAG**

In 1965 the flower 'Bauhinia Blakeana' was adopted as the City Flower of Hong Kong and later chosen as the emblem for Hong Kong SAR in 1997. The tree was first discovered on the shore of Hong Kong Island near Pok Fu Lam around 1880 and described as a new species in 1908 by Dunn. The species is characterized by its purplish red blossoms and its two-lobed heart shaped leaves. It was named after Hong Kong governor Sir Henry Arthur Blake who had an immense interest in botany.

Claude Cockburn married Sir Henry Arthur Blake's granddaughter and his sons Andrew and Alexander are also journalists and authors.



**AUTHOR  
CLAUDE  
COCKBURN  
(1904-1981)**



**'OUT OF THE  
ASHES  
BY  
ANDREW  
COCKBURN**



**'WASHINGTON  
BABYLON'  
BY  
ALEXANDER  
COCKBURN**

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**SIR NEVILLE CHAMBERLAIN**

Col. Sir Neville Francis Fitzgerald Chamberlain was born 13/1/1856, Upton Park, Upton, Buckinghamshire, England; (Upton Registrar's District, 1856, March Quarter, Vol.3a, Page 362), the only son of Lieutenant Colonel Charles Francis Falcon Chamberlain (1826-1870), CB, 26th Regiment of the Bombay Native Indian Army, and Marian Ormsby (who married 2ndly, 1878, Rev. Jacques Massis, of Clermont, Ferrand, France) daughter of George H. Drury, M.C.S.

His uncle was Field Marshal Sir Neville Chamberlain; He married in St. Mark's Church, Bangalore, India on 1/9/1886, Mary Henrietta (1866-26/7/1936), daughter of Major-General. Alexander Charles Hay, Bengal Staff Corps. They had one daughter, Nora Mary (Lady Wigram), born in India in 1887, (She married Colonel Sir Clive Wigram, Bt.)



**COLONEL SIR  
NEVILLE  
CHAMBERLAIN  
(1856-1944)  
INSPECTOR  
GENERAL ROYAL  
IRISH  
CONSTABULARY  
(1900-1916)  
THE INVENTOR  
OF SNOOKER**

and they had three children, Neville, Francis and Mary Amy Anne. He was educated abroad and Brentwood School, Essex. He joined the army as a Sub Lieutenant on 9/8/1873, serving with the 11th (Devonshire) Regiment and was promoted Lieutenant on 9/8/1874, joining the Bengal Staff Corps on 25/7/1876 and serving with the Central India Horse, 1876. He served on the staff of Sir Frederick Sleight Roberts (1832-1914), throughout the Afghan War, 1878-'80, was present at the capture of Peiwar Peital, saw action at Mungjar defile, the expedition into Khost Valley, the battle of Charasiah, operations at and around Khabul in December, 1879, the march from Khabul to Khandahar and the battle of Khandahar of 1 September where he was wounded. He was mentioned

in Despatches (London Gazette, 4/9/1879 and 4/5/1880) and won the Medal and four clasps and the Bronze Star.

He was ADC to Sir Frederick Sleigh Roberts, commander-in-Chief, Madras, 28/11/1881-17/8/1885, promoted Captain on 9/8/1885 and Brevet Major on 7/11/1885. He was Persian Interpreter to the Commander-in-Chief, India, 28/11/1885-31/12/1889, served with the Burmese Expedition, 1886-87 as DAA and QMG where he won the Medal and clasp and was again mentioned in Despatches (London Gazette, 2/9/1887). He then became Military Secretary to the Kashmir Government and reorganized the Kashmir Army, 1890-'97, was promoted Major on 9/8/1894, Brevet Lieutenant-Colonel 1/7/1887, Brevet Colonel, 6/1/1894 and Colonel on 6/2/1899. He commanded the Khyber Force, 1899 was Private Secretary to Field Marshal Lord Roberts in the South African War, 1899-1900, saw operations in the Orange Free State, February to May 1900, including operations at Poardeberg, (17th to 26th February) and actions at Poplar Grove, Driefontein, Vet River (5th and 6th May) and Zand River; operations in the Transvaal in May and June, 1900, including actions near Johannesburg, Praetoria and Diamond Hill (11th and 12th June), operations in the Transvaal east of Praetoria, July, 1900 (Despatches, London Gazette 8/2/1901) (medal and five clasps).

He became Inspector General of the RIC on 1/9/1900 was awarded his CB (Military), 1900 and KCB (Civil), in 1903 and KCVO Civil, in 1911. He was also awarded the King's Police Medal in 1915. He was pensioned on the 31/7/1916, resided at "The Hermitage, Cullenswood, Rathfarnham, Co. Dublin, Brookville House, Raheny, Dublin, and later at The Wilderness, Ascot, Berkshire where he died on 28/5/1944. This was the residence of Colonel Sir Neville Chamberlain (1856-1944) while he was Inspector General of the Royal Irish Constabulary in 1901 and later of Poet and Patriot, Patrick Pearse (1879-1916). Neville Chamberlain added a billiards room to the house.

In the early days of snooker, it was generally accepted that the game originated in the British Army garrisons of India as a combination of the various billiard games, particularly English billiards, which were then commonly played. Beyond this nobody laid claim to its specific origins until a debate began in the late 1930s. One thing is certain though, the game which Colonel Sir Neville Chamberlain of the Devonshire regiment claims to have named *snooker*<sup>13</sup> in 1875, and which for many years was referred to as *snooker's pool*, bore more relation to the existing billiard

<sup>13</sup> "Snooker" once being a derogatory term for a first-year cadet of the Royal Military Academy of Woolwich in England.



games of the time than the modern game of snooker - fewer balls were used, they were positioned on different spots, had different values, and the scoring sequence and rules would be unrecognisable to a follower of today's game of snooker.



**BILIARDS CHAMPION JOHN ROBERTS ADOPTED THE GAME OF SNOOKER FOLLOWING HIS MEETING WITH COL. SIR NEVILLE CHAMBERLAIN AND BROUGHT IT TO THE INTERNATIONAL ARENA.**



**FERNHILL PALACE, OOTY, INDIA WHERE HE INVENTED SNOOKER IN INDIA IN 1875**

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**CENSUS FORM, 1901 COMPLETED BY COLONEL SIR NEVILLE CHAMBERLAIN, INSPECTOR-GENERAL, ROYAL IRISH CONSTABULARY AT 'THE HERMITAGE', CULLENSWOOD, RATHFARNHAM, CO. DUBLIN (BELOW).**



**COL. SIR NEVILLE CHAMBERLAIN, 1916**



**PATRICK PEARSE**

Who brought about the changes which form the modern game remains a mystery, but they were generally in place by 1900. They probably evolved through a series of individuals in the Army Officers' Mess, or it is even thought the English gentleman at the club in the Ootacamund hills of India added more balls to the game - perhaps this is why Chamberlain waited over 60 years until the late 1930s before making his claim to be the originator of snooker. Here follows a letter by Compton McKenzie which appeared in the *Billiard Player* publication of April 1939. The details of the letter have become accepted as fact as to the origins of the game of snooker.

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#### **THE BILLIARD PLAYER - APRIL 1939**

In 1938 an article in "The Field" put forward the theory that the game of snooker had its origin at the Royal Military Academy (RMA), Woolwich, where officers of the Royal Artillery and the Royal Engineers receive their training as cadets. The theory was plausible, because a first-year cadet at "The Shop", as the RMA is familiarly known, is called a "snooker," the soubriquet being time's corruption of the original word for a newly-joined cadet, which was "Neux." It must be remembered that the RMA was founded as long ago as 1741. The writer of the article stated that the original rules of snooker were copied out by Lord Kitchener from those at "The Shop," brought by him to Ootacamund, India, and there hung up in the Club. This assertion was formally contradicted by General Sir Ian Hamilton in a letter to "The Field" of July 11, 1938. In point of fact Lord Kitchener never visited India until many years after snooker had become a popular game out there. Investigation has established that so far from snooker having originated at "The Shop," the game was invented at Jubbulpore in the year 1875 by Colonel Sir Neville Chamberlain, who is fortunately still with us and whose memory is perfectly clear on the subject. It befell during the "Rains" that Sir Neville, then a young subaltern in the Devonshire Regiment, anxious to vary the game of Black Pool which was being played every long wet afternoon on the Mess billiard table, suggested putting down another coloured ball, to which others of different values were gradually added.

One day a subaltern of the Field Battery at Jubbulpore was being entertained by the Devons, and in the course of conversation told young Chamberlain about the soubriquet "snooker" for first year cadets at Woolwich. To quote Sir Neville's own words: "The term was a new one to me, but I soon had an opportunity of exploiting it when one of our party failed to hole a coloured ball which was close to a corner pocket. I called out to him: 'Why, you're a regular snooker!' "I had to explain to

the company the definition of the word, and, to soothe the feelings of the culprit, I added that we were all, so to speak, snookers at the game, so it would be very appropriate to call the game snooker. The suggestion was adopted with enthusiasm and the game has been called snooker ever since."

In 1876 Sir Neville Chamberlain left the Devons to join the Central-India Horse, taking with him the new game. A year or two later came the Afghan War, a more serious potting game in which young Chamberlain was himself potted. However, fortunately for himself and the great game which we enjoy so much today, he recovered from his wound, and when at the close of 1881 General Sir Frederick Roberts became Commander-in-Chief of the Madras Army, the inventor of snooker served on his personal staff, and was with Roberts when every summer he moved to the hill station at Ootacamund known to all and sundry as "Ooty". Here came officers from big garrisons like Bangalore and Secunderabad and planters from Mysore. All of them enjoyed snooker as a speciality of the "Ooty" Club where the rules of the game were drawn up and posted in the billiards room, but not by Lord Kitchener. During the eighties rumours of the new game in India reached England. One evening Sir Neville Chamberlain when dining in Calcutta with the Maharaja of Cooch Behar was introduced to a well-known professional billiards player whom he had engaged from England for some lessons.

This professional told the Maharaja he had been asked in England to obtain the rules of the new game snooker and the Maharaja introduced Sir Neville Chamberlain to him as the best person to give him the information he wanted because he was the inventor of it. In a letter to "The Field" of March 19, 1938, Sir Neville regretted he did not know the name of the professional but thought he was probably a contemporary of John Roberts and W. Cook. A week or two later Mr. F. H. Cumberlege wrote to Sir Neville Chamberlain to say that the professional must have been John Roberts himself who came out to Calcutta in 1885. Mr. Cumberlege added that he remembered showing the Maharaja the new game of snooker at Cooch Behar after a shooting party in the spring of 1884. Sir Neville Chamberlain has received from several other distinguished authorities confirmation of his claim to be the inventor of snooker. Major-General W. A. Watson, Colonel of the Central India Horse (his old regiment) wrote: "I have a clear recollection of you rejoining the regiment in 1884. You brought with you a brand new game, which you called snooker or snookers. There were the black, the pink, the yellow and the green. We all understood it was your own invention. We took to it very keenly."

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Major-General Sir John Hanbury Williams (Colonel of the 43rd Oxfordshire and Buckinghamshire Light Infantry) wrote: "I was always under the impression that you introduced the game of snooker to the 43rd. in 1884-5. Certainly the 43rd never played snooker till you came and introduced it to us. Hope you will stick to the honour of its invention." Field Marshal Lord Birdwood wrote: "I remember well you introducing the game of snookers into the 12th Lancers' Mess, when I was a subaltern in the Regiment at Bangalore in '85." Sir Walter Lawrence, Bt., wrote: "When we first met in Simla in 1886, when you were with Lord Roberts, the Commander-in-Chief, and afterwards when we served together in Kashmir, I always looked upon you as the inventor of snooker, and I know that this idea was common to many of my friends. Quite recently, last year (1937) I was telling some of my friends in England who were discussing snooker, that I had the honour of knowing very intimately the inventor of the game." The testimony of these and other highly distinguished officers finally disposes of the theory advanced with some emphasis by the writer in "The Field" that the game of snooker originated at the Royal Military Academy, Woolwich, and it has been a privilege for me to assemble in print such incontrovertible evidence. There is nothing to add except that all the many thousands of snooker players the world over will wish Colonel Sir Neville Chamberlain, who is now in his 84th year, many another year to enjoy the honour of being the inventor of a game, now 63 years old, which has added so much to the gaiety of nations – Compton McKenzie. (1938).

**CO-FOUNDER OF THE GAA – THOMAS ST. GEORGE MCCARTHY, (1862-1943) RIC DISTRICT INSPECTOR,**

Thomas St George MacCarthy, RIC 50837 was born 11/6/1862 in Bansha, Co. Tipperary, Ireland, the son of George Thomas MacCarthy (1832-1902), a former lieutenant in the Irish Revenue Police, County Inspector, Royal Irish Constabulary and Resident Magistrate. He was educated at Tipperary Grammar School, the Erasmus Smith foundation situated in Tipperary Town. This school had a rugby team and it was here that his rugby career began. He moved to Dublin in 1879 where he came to know Michael Cusack, who since 1877 was running a cramming school – Cusack's Academy – which prepared young men for entry examinations for Trinity College, the medical and law schools, the army, constabulary and navy. In 1879 MacCarthy played for Cusack's Academy rugby team, and it was Cusack who coached him for his RIC cadetship examination in 1882, in which MacCarthy took first place. In 1881 he joined Trinity College rugby club and in January 1882 MacCarthy played

rugby for Ireland against Wales, and later that year won a Leinster Senior Cup medal with Dublin University Rugby Club. He was the first of nine former Tipperary Grammar School pupils to win 'caps' for Ireland between 1882 and the closure of the school in 1923.

The friendship between Thomas St. George MacCarthy and Michael Cusack explains MacCarthy's presence in Hayes Hotel, Thurles in 1884 at the inaugural meeting of the Gaelic Athletic Association. He joined the RIC as a Cadet on 21/11/1882 was promoted a 3rd Class District Inspector on 3/1/1883, 2nd Class on 16/3/1887 and 1st Class D.I. on 1/8/1896. He was allocated to Templemore, Co. Tipperary on 1/6/1883 and Derrygonnelly, Co. Tipperary on 1/3/1885, to Limavady on 15/11/1887, Dundalk, Co. Louth on 1/12/1894, Robertstown, Co. Kildare on 15/12/1903, Newpallas, Co. Limerick on 1/4/1905, Newport, Co. Mayo on 25/7/1909, and Ballymahon, Co. Longford on 15/9/1911.

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In September 1894 he was presented with a complimentary illuminated address accompanied by a purse of sovereigns from the magistrates, clergy and inhabitants generally of the county of Londonderry on the occasion of his transfer to Dundalk; expressive of regret at his removal from amongst them, bearing testimony to the ability, tact and firmness with which he invariably discharged his duties while stationed at Limavady and as a token of their esteem and regard. Resolutions were also passed by the presiding judges at Limavady and Claudy Petty Sessions on the 4th and 7th December 1894 respectively, expressing regret at his leaving.

He was one of seven persons who founded the Gaelic Athletic Association because he was concerned about young persons who were drunk and if they participated in games they were less likely to indulge themselves in liquor. He was pensioned on 23/1/1912. He played rugby for Trinity College Dublin and was capped for Ireland against Wales in 1882. His sister Kathleen died at an early age and is buried in Bansha Cemetery. He married Mary Lucy Lynch in Dublin's Pro-Cathedral on 18/11/1887 (her father was born in Galway and practiced as a solicitor in Great Charles Street, off the North Circular Road, Dublin). He had a son who practiced law at Edmonton, Canada and a daughter, Kathleen who after acting in the Abbey Theatre emigrated to Melbourne, Australia. He died at Linden Convalescent Home, Blackrock, Co. Dublin on 12/3/1943 and he is buried in Deansgrange Cemetery, Dublin, sadly, in an unmarked grave.

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**EXPLORER ROBERT-O'HARA BURKE (1821-1861) IRISH CONSTABULARY OFFICER**

Robert-O'Hara Burke, RIC 13609 was born 1821 at St. Clerans, Co. Galway, Ireland, educated at Woolwich Military Academy as a cadet, was promoted 2nd and 1st lieutenant and served in the Austrian Service, Prince Regent's 7th Hussar Regiment from 1840 to 1847. He became a 3rd Class Sub Inspector, Irish Constabulary on 6/11/1849 and resigned on the 20/11/1852 and emigrated to Australia in 1853. He was acting inspector at Carlsruhe, in the Victoria Police, senior inspector, at Beechworth, 1854-58, and Superintendent of police, Castlemaine district, 1858-60. He commanded the expedition organised by the Royal Society of Victoria and supported by the government. The expedition was fitted out to explore the centre of Australia. This started from Melbourne on 20/8/1860, reached Cooper's Creek by 11/11/1860, crossed the continent, and reached the Gulf of Carpentaria on 10/2/1861 where he died of starvation on 28/6/1861. He was buried with a public funeral at Melbourne on 21/1/1863. A bronze statue was erected in Collins Street, Melbourne in 1864 at a cost of £4,000.



**ROBERT  
O'HARA  
BURKE**



**MEMORIAL**



**HIS PUBLIC FUNERAL  
21/1/1863, MELBOURNE**

**CONCLUSION**

This is the first historical recounting of notable Irish policing personalities who have graced the world stage with their achievements, innovation and ability. It will not be the last.

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