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NOTES ON THE CONTRIBUTORS

SHEILA WILLIS, B.Sc, Ph.D, F.I.C.I., C.Chem, M.Sc.(Mgt) was recently appointed Director of the Forensic Science Laboratory. Sheila, a native of Wexford town, was educated at UCD where she obtained her B.Sc. and Ph. D. in Chemistry. More recently she obtained an M. Sc. in management from TCD. Since joining the young Forensic Science Laboratory in 1979 she worked on a wide range of cases and had a particular interest in cases involving explosives and trace evidence especially fibres. She was promoted to Head of Chemistry in 1985 and Deputy Director in 2000. She has seen the laboratory grow from a small collection of colleagues to the approximately seventy staff of the present organisation. She considers that forensic science encompasses the entire process from crime scene to court and wants to see the efforts of the staff of the laboratory used in cases where their scientific and technical expertise makes a difference. To ensure that this is the case it is vital that the Laboratory continues to work closely with An Garda Síochána.

2 CHIEF SUPERINTENDENT KEVIN LUDLOW, a native of Co. Meath, joined an Garda Síochána in March 1973. He is currently the Director of Training and Development for An Garda Síochána based at the Garda College, Templemore. He is responsible for all aspects of the day-to-day College management as well as the co-ordination and integration of police training initiatives at national and international level on behalf of An Garda Síochána.

He previously served in Harcourt Terrace, Crime Task Force, Blanchardstown and Garda College and prior to his current appointment served as District Office in Nenagh and Thurles. He has a background in Garda Training/Education and was the Superintendent in Charge of Student/Probationer Training from 1991-1996. He is the holder of a Bachelor of Arts Degree (Hons.) in Police Management.

GERRY O'BRIEN is native of Wexford and is currently Inspector in charge of the Organisation Development Unit. He previously served in Pearse Street, Crime Task Force, Kilmullen, Barrack Master, Garda College, Crumlin and the EU Co-Ordination Unit. He holds a Bachelors Degree in Public Administration and a Masters Degree in Public Management from the Institute of Public Administration.

MICHAEL A. MULRYAN is Superintendent in charge of In-Service Training for An Garda Síochána. He has wide experience in the operational and management functions of the organisation. His service has included Crime Task Force operations in the Dublin Metropolitan Area (that was) and Border Areas. He was subsequently assigned to the Garda College and has had deep involvement with the establishment of the existing training programme under the Walsh Committee. He has also been involved with his local community, heading up the Lions Club and other groups.

He holds a Diploma in Personal Management from the Institute of Personnel Managers, a Certificate in Security Management from the International Institute of Security, a Certificate in Management Skills from the Irish Management Institute, and a Certificate in Business Language Competence - French. He is currently completing a Diploma in Counselling, Education and Psychological Training and is a member of the Irish Institute for Training Development.

INSPECTOR PAT LEAHY joined An Garda Síochána in 1982. He has served in Ennis, Donnybrook, Bunclody and Pearse Street Stations with intermittent postings with the United Nations in Namibia (1989), Cambodia (1992) and Bosnia (1996). He has also spent a number of years attached to the Detective unit at Donnybrook and was assigned to the Central Detective unit at HarCourt Square to carry out surveillance on "The General" and associated in the mid to late 80's.

Inspector Leahy holds a B.A (Hon) Degree in Public Management from the Institute of Public Administration and has completed post graduation studies at Harvard University MA U.S.A in both Executive Leadership and International Conflict Management. He is also an assessor with the European Foundation for Quality Management.

DNA in the Investigation of Crime



Dr. Sheila Willis

Dr. Sheila Willis

INTRODUCTION

A recent popular television programme used the DNA profiling of a speck of dandruff to help solve a murder investigation. A few short years ago such a suggestion would have been absurd. Even today people not intimately involved in the science need to check the credibility of obtaining useful information from something so seemingly innocuous as dandruff. Matching fibres, physically matching broken pieces of glass or using tiny pieces of glass or particles of firearm residue to associate a suspect to a scene or an activity has been the background for television programmes for some time. The frequency of the successful use of the technology and the timescales involved is somewhat less than fiction would lead us to believe but generally speaking the images beamed at us from the box or described in story are technically possible.

DNA however brings forensic science into a new paradigm. With it we have a technique which enables us to compare two extremely small samples of biological material and give an estimate of the frequency of occurrence which is often one in several billion. It is therefore worth raising the question "What is this technology and what, if any, are the limitations?" I should also like to outline the present situation in relation to DNA use in Forensic science in Ireland. (For those interested, the notes at the end of this article have a fuller explanation of DNA analysis)

DNA stands for Deoxyribo-Nucleic Acid. This chemical is found in virtually every cell in the body. It is a complex compound consisting of two strands of molecules entwined in the form of a double helix. Because it is the most central substance in the workings of all life on Earth, it has a fascination which spans the science and human-interest boundaries. The major developments in the field tend to find their way into popular culture. The description of how Watson and Crick worked together in 1953 to describe the structure of the double helix¹, work for which they were awarded the Nobel prize in 1962, is found in Watson's book *The Double Helix*, (Watson 1991). This tale unfolds in a manner as good as any detective novel.

HISTORY OF THE USE OF DNA IN THE INVESTIGATION OF CRIME

DNA was first used to establish the family linkage of an immigrant to the U.K. However, the first use of DNA in the investigation of crime clearly predicted the important role it would continue to play in such cases. Police in Leicestershire investigating the murder of two young schoolgirls suspected that the crimes were the work of one man. Conventional blood grouping could not exclude the main suspect who was subsequently charged. Prof. Alec Jeffreys had successfully established

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the linkage in the immigration case using the then novel DNA technology. In the murders, he showed that the semen came from one man but it was not from the suspect. A screen of the blood samples of all eligible men in the area eventually resulted in Colin Pitchfork being charged.² He pleaded guilty (Wambaugh J. 1989).

4 This use of DNA profiling gave rise to a quantum leap in the tools available to the forensic scientist to aid in the investigation of crime. The availability of DNA became so widespread that a Royal Commission on Criminal Justice was established to study how DNA evidence could be challenged.³ (Steventon 1993). In the USA the National Research Council formed a committee on DNA technology in Forensic Science. Their report in 1993 caused as much controversy as it hoped to stem. Later, another report was published which focused on the statistics used in population genetics and how the results of DNA profiling should be reported in court.⁴ (NRC 1996).

DNA USE IN CRIME INVESTIGATION IN IRELAND

The Laboratory began using DNA technology in 1994. Prior to that, samples were sent to England. The first occasion the process was tested in our courts was the case of DPP V Mark Lawlor. The technical work in this case had been carried out in the UK. It is interesting to note that one of the main thrusts of the defence case in that instance were the procedures used in our Laboratory as well as England to ensure the continuity and maintain the preservation of the integrity of the samples.

A number of significant cases have since been through the courts. Most people will remember the case of DPP V David Lawlor, the accused in the murder of Marlyn Rynne. In that case the scenario was similar to the first English case. The suspect was identified following a screen of a number of suspects. *It is interesting to note that DNA evidence frequently exonerates suspects. It is quite common that when a screen is carried out, the initial primary suspect is eliminated from the inquiry. The INNOCENCE project operating in the United States uses DNA to help establish the innocence of some individuals incarcerated for specific crimes.*

Recently in the case of DPP V Ian Horgan the defence employed scientists in an attempt to denigrate the actual science rather than concentrate on sample continuity. This resulted in a very lengthy trial but reinforced the validity of the science used. There is wide spread acceptance in the scientific community of the validity of DNA in criminal cases.⁵ (Lander E.S. and Budowle B. 1994). A US legal evaluation of the validity of DNA as a scientific technique, the Fyre hearings, found it suitable as evidence in criminal courts there. The Irish Legal system has no equivalent. Each case is tried on its merits. So far the juries in trials have accepted DNA technology where the evidence has been offered.

ADVANCES IN TECHNOLOGY

It is no surprise to find that developments continued since the first use of DNA in 1985. Single locus probes (SLP) and multi locus probes (MLP) gave way to the routine use of PCR (Polymer Chain Reaction) where small samples could be examined because the extracted DNA can be replicated in a controlled way. The PCR system in use here and in most of Europe is called SGM Plus.[™] Profiling means targeting defined known areas which can differ from one person to the next. A commercially produced kit, validated for forensic casework and in widespread use allows the elucidation of a DNA profile (what an individual's DNA looks like at the specific targeted areas). The resulting profile is referred to as an SGM Plus profile.

The areas targeted, ten in all, are at different parts of the DNA molecule. Each area (called locus) has two components (called alleles), one inherited from the mother and one from the father. At each locus, the strands of DNA consist of repeated sequences of bases. This sequence would be repeated anything from 12 to 20 times. The DNA type is referred to as a number equal to the number of repeat units. The targeted loci are amplified; allowed to increase in number mirroring what occurs in nature when cells divide. The target DNA is then separated on the basis of length (related to the number of repeat units). A DNA profile when transcribed is a digital representation of the ten areas of variability (loci) with the number of repeat units at each locus.

INTERPRETATION

Interpretation in casework is a two-step process:-

- 1) Do profiles match i.e. are the same alleles present at each locus.
- 2) If so, what is the significance of the match; how common or rare is that particular profile in the population; how frequently is it expected to occur. This must be estimated, unless one is to test the entire population.

A sample (300) of the Irish population has been profiled. From this can be estimated how often an allele (particular number of repeat units) occurs. Each allele may be relatively common. What results in a profile being a rare occurrence is the combination of the ten loci, each with two alleles i.e. twenty instances, each of which may be common but combine into a rare total.

To explain; the chance of picking the Queen of Spades from a normal deck of cards is 1 in 52. If the card is replaced in the deck, the chance of picking the King of Diamonds is also 1 in 52. However, the chance of picking the two cards in question is 1 in 52 multiplied by 1 in 52 (1 in 2704). The chance of picking any four named cards is 1 in 52 multiplied by itself 4 times with a resulting figure of 1 in approx 7 million. Thus a combination of common events results in a rare event. Any DNA (SGM Plus) profile of ten loci, even if an individual is as

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common as possible at each locus, is only expected in less than one in a thousand million unrelated individuals.

The number of steps involved in carrying out PCR ensures that the process in total takes a number of days. The most effective use of the equipment involves processing a maximum number of samples at a time. Therefore, under normal circumstances, a case will take approximately one month to pass through the system. For urgent cases, provisional reports can be provided in a number of days but this results in inefficiencies for routine cases.

SAMPLE HANDLING

As the science becomes accepted, the main area of conflict between prosecution and defence is likely to be the continuity and integrity of samples and the value of the statistics. All trace evidence is dependent on sampling and handling being carried out in a manner to ensure the integrity of the samples. This is even more relevant in relation to DNA. The literature has reference to single target molecules of DNA being detected and typed.⁶ (Li et al. 1988). Therefore there are special concerns in forensic science particularly about how greatly increased sensitivity of PCR requires awareness of methodology needed to prevent contamination of evidence samples with non-evidence DNA.

We hold a database of staff profiles at the Laboratory which we use for elimination purposes. In specific cases samples have also been collected from individuals present at the scene or who have handled samples.

UNIFORMITY

The development of DNA for use in Forensic Science has happened at a time when global communications are at an advanced stage. The ease of communication has helped to ensure that the technology is being developed and used in an agreed way across the world. This type of uniformity is unusual in the world of science. The European Network of Forensic Science Institutes (ENFSI) has been very proactive in introducing uniformity in the use of the technology. The result is that it is possible to use profiles for one individual obtained in one State and check their agreement with profiles stored in another State.

Dr Maureen Smyth from this Laboratory has been actively involved in the ENFSI DNA working group since its earliest days. Therefore the technology we use is the same as that in other countries and the results are compatible. To further reassure ourselves that this is the case we regularly take part in proficiency trials obtained from Europe and America. The results from these trials show that our systems are working very well.

DATABASE FOR USE IN SOLVING CRIME

From an early stage in its development it was obvious that DNA databases could be used as an effective tool to solve crime. The UK's Forensic Science Service has been to the forefront in this development and the British Government has committed significant funding to create an extensive Criminal Intelligence Database. This is made up of profiles taken from all persons suspected of being involved in crimes of all types. Data is compiled on the assumption that individuals suspected of involvement in crime, including sexual assaults, are likely to have come to police attention before. The Forensic Science Service is the custodian of the database and they provide the police with approximately 1000 cold hits on a weekly basis. In other words they nominate suspects as the source for 1000 profiles taken from crime stains in instances where these suspects were not previously connected to the crime.



Such vast amounts of information coming into the criminal justice system have had repercussions elsewhere. Frequently the police were not in a position to follow up on the information and the work was of no value. There were also examples of the results not being processed quickly enough from the Laboratory. Most European countries now have a DNA database. Few have completely mimicked the U.K. system. Most have limited the type of samples to be stored e.g. samples from persons convicted of specific crimes.

ADVANTAGES OF A DATABASE

In addition to the information in major one-off crimes, the database would highlight groups of crimes committed by the same suspects and thus assist in what is termed volume crime. It speeds investigation times as suspects can be eliminated at an early stage.

DATABASE IN IRELAND - THE ISSUES TO BE ADDRESSED

In recent months the Minister for Justice, Equality and Law reform has announced the intention to have a database in Ireland. A number of issues must be addressed to ensure that we get reliable information and value for money.

The decision on what criteria are used to submit samples to the database will greatly influence the effectiveness of the database and of course the resources needed. Appropriately, that decision will be made at a political level, as it is a societal and legal issue to decide what data should be kept.

The technical issues being raised by other Laboratories are at an organisational level. Measures are needed to ensure that the same suspect is not added under different names either as aliases or misprints. Training in the taking of samples will be even more important than

heretofore. Systems need to be in place to ensure a smooth flow of information from the database to the investigating teams. The staffing and accommodation for the maintenance of the database is another issue for consideration. Any or all of the above mean that the Forensic Science Laboratory will continue to face challenges in the coming years.

AND WHAT OF THE FUTURE?

At the moment we have three main services available from DNA - comparison of samples, use of databases to nominate suspects and identification of human remains. In Ireland today the major applications are comparison of samples in major cases; limited use of small screens generated in specific cases and isolated cases of the identification of human remains. Inevitably these uses will increase in volume in this country in future.

In relation to the changes on a wider stage the speed of processing is bound to increase. Procedures which now take days will change out of all recognition. Increased automation will further move the expertise from technical ability to interpretative skills. As more samples are more routinely profiled the question of how the sample got there will increase in importance.

We know the technology is available to build and store large databases today. Inevitably we will move in that direction in Ireland. Will we one day see all citizens profiled at birth? The knowledge that the DNA originates from the parents facilitate the use of DNA to identify human remains. This was used extensively in the aftermath of September 11th. Improvements in technology will properly facilitate that knowledge to be gained from more degraded samples in future.

At the moment there are other DNA procedures in use in other countries in addition to the PCR used here. Low Copy Number (LCN) is a variation on PCR while mitochondrial DNA (transmitted from mother only to child) is based on particles found in human cells but outside the nucleus. These may grow in importance. It is more likely that other techniques will be developed that are more suitable for forensic applications.

INFORMATION

Any of the above changes will result in large volumes of additional information being stored and available. Clever IT systems will be vital. The situation where it is still difficult to transmit information electronically round the criminal justice system will inevitably change.

CONCLUSION

The message both from an examination of DNA profiling today and from a projection of it in the future is the same. Managing the system to ensure that it is used to maximum efficiency will involve more emphasis on good people management and controls. For all its power, DNA alone will not solve crime. DNA is indeed a powerful aid but must be used in conjunction with good police intelligence and investigation. This will allow its application in an efficient and meaningful way for those in the criminal justice system and for society as a whole.

NOTES

Note DNA – background information

DNA carries genetic information from one generation to the next. It is held in 23 pairs of chromosomes in the nuclei of most cells in the body. Each area on the chromosome (called locus) has two components (called alleles), one inherited from the mother and one from the father. At each locus, the strands of DNA consist of repeated sequences of bases (A, T, C or G) as in the following TTTTCAAGG. This sequence would be repeated anything from 12 to 20 times. The DNA type is referred to as a number equal to the number of repeat units. For example, a locus called D3 with 15 and 17 repeat units is referred to as D3 15,17.

The targeted loci are amplified; allowed to increase in number mirroring what occurs in nature when cells divide. The target DNA is then separated on the basis of length (related to the number of repeat units). A DNA profile when transcribed is a digital representation of the ten areas of variability (loci) with the number of repeat units at each locus. It is written as follows:

Locus	D3	VWA	
Allele	15,17	16,20	and so on for all the loci.
	(type/no of repeats)		

Another area targeted is on the sex chromosomes (X,Y) which indicates whether the source of DNA is female (X,X) or male (X,Y).

Approximately 1% of DNA in humans is used for manufacturing proteins. Most of the remaining DNA has properties we do not understand. However we do know that it can combine in various ways so that even siblings will differ from each other though they are likely to share more similarities than other random members of the population. This information together with the understanding that DNA determines physical characteristics help us understand why physical characteristics are seen to be similar in families over generations. The exact process is very complex. It has been compared with the conversion of magnetized stripes on a regular computer tape into printed characters on a page of computer output.⁷ (Calladine C.R. and Drew Horace R. 1999) We do not need a full understanding to get valuable information from its use. The technology in use in Forensic Science laboratories today does not allow the examination of every difference between people's DNA. DNA profiling continues to be a technique which enables the scientist to compare two biological samples and to determine the likelihood that these samples originated from the same individual. In other words there is the possibility of distinguishing between samples without identifying the physical characteristics associated with the variation

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Is Garda Training equipping our young people for the job?



Kevin Ludlow

Chief Superintendent Kevin Ludlow

INTRODUCTION

The extent to which Garda Training is equipping our young people for the job is largely determined and perhaps best understood through an examination of the issues that effect the transfer of training to the workplace. This article begins with a brief theoretical overview of the contingency factors surrounding the transfer of training. It then examines how the transfer of training may be achieved through training design and the development of self-management strategies in trainees. It concludes with a brief discussion on the challenges presented to organisations in equipping young people for employment through human resource practices.

THE TRANSFER OF TRAINING

The transfer of training refers to trainees effectively and continually applying what they learned in training (knowledge, skills, behaviours, cognitive strategies) to their jobs. According to Noe, the work environment plays an important role in ensuring that the transfer of training occurs, but that this is also influenced by trainee characteristics and training design. (Noe, 2001)

Referring to the model of the transfer process outlined in Figure 1, Noe draws attention to how the transfer of training includes both the generalisation of training to the job and the maintenance of learned material. Generalisation refers to a trainee's ability to apply learned capabilities to on-the-job work problems and situations that are similar but not completely identical to those problems and situations encountered in the learning environment. Maintenance refers to the process of continuing to use the newly acquired capabilities over time. For generalisation and maintenance to occur, capabilities must be learned and retained. Training design, trainee characteristics, and the work environment influences all of these factors.

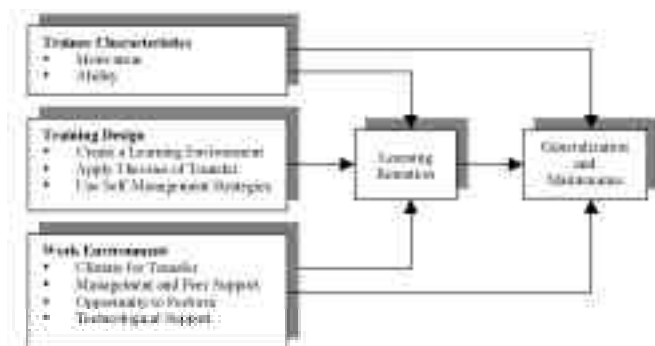


FIGURE 1: A MODEL OF THE TRANSFER PROCESS

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Training design refers to the characteristics of the learning environment which are of particular relevance to Garda training practices.

TRAINING DESIGN

According to Noe, training design refers to factors built in a training programme to increase the chances that transfer of training will occur, which in turn requires the application of transfer of training theories and principles of self-management. In the course of the following discussion, it will become evident how these applications are incorporated into the design, structure, content and requirements of Garda Student / Probationer training.

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APPLICATIONS OF TRANSFER OF TRAINING THEORY

There are essentially three theories of transfer of training that have implications for training design or the learning environment: the theory of identical elements, stimulus generalisation and cognitive theory.

The theory of identical elements proposes that transfer of training occurs at an optimal level when the tasks, material, equipment and other characteristics of the learning environment are identical, or similar – referred to in terms of degrees of fidelity, to those encountered in the work environment. It is frequently used in the design of training programmes on the use of equipment or the learning of specific procedures.

The design, structure and training / learning methodology of Student / Probationer training incorporates the application of the theory of identical elements. The use of simulation exercises, case studies, problem based learning, coupled with the experiential phases of the training completed in the real work environment represents a strategic intent to create a training environment close to, or perhaps more precisely founded in, the real work environment.

The theory of identical elements is, however, somewhat limited in so far as it cannot be appropriately applied to training programmes where the work environment is unpredictable. Such environments require trainees to learn more general principles to apply to a variety of situations.

The stimulus generalisation approach suggests that the training environment should emphasise the most important features or general principles of the work situation. It incorporates the concept of "far transfer" where the trainee's ability to apply learned capabilities to the work environment is developed even though the work environment may vary from the training experience. The stimulus generalization approach is often used in the design of managerial skills training, and referred to as behaviour modelling training based on social learning theory. When applied to training it enables trainees acquire skills or

behaviours that are applicable to a wide variety of work situations. The structured training experiences which feature in the Student / Probationer Programme represents the application of the stimulus generalisation approach. The range of skills, behaviours and capabilities which our young people are required to practice and display – for example in court practicals, drink driving exercises, interpersonal communications exercises – as they progress through the various phases of the programme have wide application to the job, across a range of vocational, personal and professional requirements.

The cognitive transfer theory is grounded in the information processing model based on the storage and retrieval of information. According to this theory, the likelihood of training being transferred depends largely on the trainee's ability to retrieve learned capabilities, which is enhanced by providing the trainees with meaningful material.

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The influence of cognitive theory on training design can be seen when trainees are stimulated to consider potential applications of the training content to their jobs. The use of application assignments, in particular, in the training programme helps trainees to understand the link between the learned capability and real-world application. Application assignments include case studies, problem based learning and interactive discussion based instruction methods, where the course content is presented in the context of its application and relevance to operational practice – all of which are characteristic of the instructional approach and training methodology used in Garda training.

SELF-MANAGEMENT STRATEGIES

Self-management strategies refer to a person's attempt to control certain aspects of decision-making and behaviour. According to Noe, training programmes should prepare employees to self-manage their use of new skills and behaviours on the job, which involves:

- Determining the degree of support and negative consequences in the work setting for using newly acquired capabilities
- Setting goals for using learned capabilities
- Applying learned capabilities to the job
- Monitoring use of learned capabilities on the job
- Self-reinforcement

(Ibid.)

In the work environment, trainees are likely to meet several obstacles that inhibit the transfer of training. These may be personal or environmental factors and may include lack of support from peers, supervisors or managers, work related factors (e.g. time pressures), lack of, or less access to comparable information technology systems etc. Such obstacles cause lapses, with the result that employees use less effective capabilities than those acquired in the training environment. According to Noe, lapses are a normal feature of the workplace.

14 The challenge in the training environment is to enable trainees to realise that they are not indicative of personal inadequacy, and equip them with the ability to cope with them through providing instruction in self-management techniques. Interestingly, these lapses can provide information for improvement, as the specific skills and behaviours preventing transfer can be identified and targeted.

The more common self-management skills and strategies include time management, creating a personal support network and self-monitoring of success in applying the training to the job. Again, there is a clear attempt to promote self-management skills in Garda training. The formal study of the management and organisational studies and social and psychological modules, the requirement for self-monitoring and assessment, personal development profiling and the range of personal and professional support resources available through tutors, training staff, operational supervisory and management staff, provide our young people with ample opportunity to acquire and develop self-management skills.

The programme goals and learning outcomes for the Garda Student /Probationer training programme course provides a clear indication of the commitment of the training and development function to facilitate the transfer of training, getting trainees to use the learned capabilities in the workplace and equip our young people for the job.

The recent review of Student Garda training¹ proposes that the learning goals will be achieved when the newly graduated members have, among other things;

- Achieved predetermined levels of knowledge and understanding of the theoretical principles, concepts, procedures and practices in the various domains which underpin professional policing (*cognitive theory of transfer*)
- Developed the skills and abilities necessary to integrate and apply appropriately such theoretical knowledge in operational policing (*identical elements theory and stimulus generalisation*)

- Acquired the ability to effectively manage interpersonal interactions and communications and to manage conflict situations in a professional manner (*self-management skills*)
- Developed the ability to solve practical policing problems and make prudent and balanced decisions (*stimulus generalisation and self-management strategies*)

(An Garda Siochana, 1999)

The discussion so far has focussed primarily on training design and its implications for the effective transfer of training. As indicated in the model of the transfer process, however, there are the contingent factors of trainee characteristics and the work environment. This contingency is indicative of the direction that any consideration of how training equips new entrants for the job should take: training should not be seen as an independent variable.

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Simply stated, it is an incomplete or restricted view that training alone can equip our young people for the job. As highlighted above, Garda training, for its part, is aligned with the requirements for the transfer of training and the development of self-management skills which together offer adequate preparation for job requirements. Its contribution to equipping our young people for the job can, however, be maximised through a strategic integration with complimentary human resource practices.

HUMAN RESOURCE PRACTICES

Well designed training courses, both at entry level and in-service, that are integrated with other human resource practices and activities are desirable to equip employees for their new employment. As Noe states, "without a supportive culture or work environment, even if employees learn, they will likely to be frustrated in trying to use training content (knowledge, skills, behaviour) on the job...and be less enthusiastic about trying to learn informally through interactions with peers, managers, colleagues and customers." (Noe, 2001)²

Writing on how training and development can maximise a company's competitiveness, Sloman refers to the following model which may be used to assess the way that human resource best practices affect organisational performance. (Sloman, 2002).³

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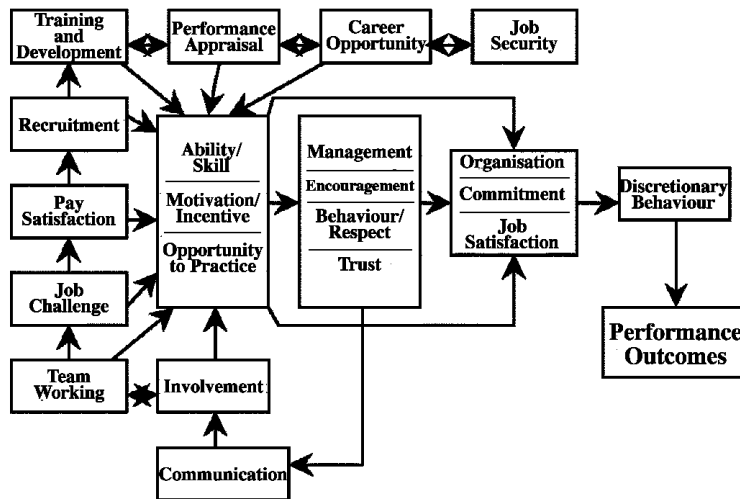


FIGURE 2: The Bath model of people and performance

The above model identifies ten human resource practices, including training and development, which are linked in a complex set of interactions to performance outcomes. The model is based on the belief that performance outcomes are a result of committed and satisfied employees exercising discretionary behaviour that meets and exceeds the needs of the customer. These employees must have the necessary skills, be motivated, and be given every opportunity to participate in work practices through the creation by management of the necessary organisational climate in which this can take place.

According to Sloman, this process is about creating a virtuous circle of best practice in human resource management that is sustained long term and is self-reinforcing. Most importantly, however, is that training and development should not be regarded as simply an independent variable which adds just one of a number of valuable ingredients, but is rather seen as integral to the whole process and consists of a portfolio of responses an organisation can undertake to promote learning.

CONCLUSION

This article has attempted to outline how Garda training aims to equip our young people for the job through the strategic design of a study and learning environment that supports the transfer of training. This is strengthened by the cultivation of self-management skills to address those aspects of the work environment less conducive to the direct transfer of training from a design perspective.

The design of training programmes to support the transfer of training will always represent a challenge to the Garda training function, but it

also offers a cost effective framework for helping to ensure that trainees are equipped for the job.

Training initiatives alone will not equip our young people for the performance requirements of the organisation. As suggested above, the training and development function needs to be considered as an integral element of a range of human resource practices which may be linked in a complex set of interactions to performance outcomes.

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Marketing An Garda Síochána



Gerry O'Brien

Inspector Gerry O'Brien

"Marketing is a highly versatile and effective tool....the principles and practices of marketing vary very little from the private to the public sector, although the profit ethic must be banished in favour of quality and performance"

Nick Parker¹

INTRODUCTION

This article focuses primarily on marketing An Garda Síochána. It should be read in conjunction with a previous article in *Communicé* on marketing² (December 2001 issue) which discussed the definition of marketing and its movement from the commercial sector to the public sector and non profit services, including An Garda Síochána.

Marketing is a profession that, in truth, is poorly understood both in the private and public sectors. The problem stems from the diverse nature of the activities that come under the umbrella of marketing. This can include everything from improving sales, public relations, through new product innovation and development to corporate and strategic thinking and planning.

The State effectively holds a monopoly position in which there is generally no alternative supply of service and therefore no real choice for the user. It is in this context that marketing of the police services needs to be understood in terms of a framework which is both different from, and more complex than, that required for commercial markets.

PUBLIC SERVICE MARKETING - WHAT IS IT?

Chapman (1999)³ defines marketing as; "the means by which an organisation achieves a match between what the customer expects, wants and needs, and what the organisation is able and/or willing to provide."

The implication for a Police Service organisation is that contact with customer groups is critical to effective performance and sustainability. Thus, the first priority is to identify who the customers are, followed by the maintenance of ongoing contact with them to establish their needs. 'A Service' can be defined as "any activity or benefit that one party can offer to another that is essentially intangible and does not result in the ownership of anything – its production may or may not be linked to a physical product."⁴

From the marketers point of view, 'a product' is 'a bundle of physical, service and psychological benefits designed to satisfy a customer's need and related wants'. If we take as an example the Garda investigation of a traffic accident, the *physical* aspect is the tangible performance-related element of the product, for instance the investigation file. The *service*

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aspect consists of all the less tangible benefits that make the physical product worthwhile – e.g., sensitivity when taking statements from those involved, actions at the scene, etc. The *psychological* benefits consist of the symbolic aspects of the Garda product, such as customer satisfaction in knowing that the accident has been investigated professionally, reputation issues, etc.

PUTTING PEOPLE FIRST

Putting people first is a priority for An Garda Síochána⁵. During 1999 a public attitude survey asked the public what they wanted An Garda Síochána to do for them. The priorities set out in the Corporate Strategy Document are based on these findings. These are: to enforce drugs laws, to investigate crime, to respond immediately to emergencies, to help and support victims and to improve road safety. In addition during 2002 another public attitude survey was conducted and the public's top priorities were to ensure immediate response to emergencies, target organised crime, investigate crime, enforce laws relating to drugs and enforce drink/driving laws. The public's changed priorities are reflected in the Garda Síochána Policing Plan 2003⁶. This is an example of how An Garda Síochána markets its service and maintains customer contact.

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CRITICAL ISSUES

The marketing of a product or a service is that, firstly, one knows one's customers and customers' needs, wants and expectations. This necessarily entails consultation, involvement and ongoing research. It entails responding to all forms and channels through which customer information is fed. The marketing strategy employed by An Garda Síochána is, arguably, not a generic or readily classifiable entity. The Garda marketing strategy is tailored to suit the specific, broad and close operating environment in which An Garda Síochána serves its customer base. This strong linkage with its customer base at community level, is the critical defining feature of the Garda marketing strategy.

The marketing strategy of An Garda Síochána is a product of the role and expectations of a modern European police service, with its duties and responsibilities, as well as of its historical Irish origins. In respect of the latter, there is a sense in which the marketing strategy of An Garda Síochána was set at the time of the organisation's foundation in 1922, in terms of it being a servant of the people without whose consent it would not succeed.

The following factors set An Garda Síochána apart and highlight the need for a tailored marketing strategy;

- A large public sector service organisation with a 'not-for-profit' ethos
- The provision of a largely intangible and instantaneous service

- Unlimited demand for service delivery
- A legacy which parallels the foundation of the Irish Republic.
- Required flexibility to adapt with changing public and societal expectations.

GARDA CUSTOMERS

In the Garda Customer Charter, Garda customers are identified as:

- The General Public
- Victims of Crime
- Community Groups
- Voluntary Groups
- Members of the Oireachtas
- The Judiciary
- The Department of Justice, Equality and Law Reform
- Garda Members and their Families
- Other Police Services
- Civilian Support Staff
- Retired Staff
- Staff Representative Associations
- The Media
- Government Departments
- Students
- Non-Residents
- Prisoners

MARKET LED - CUSTOMER CONSULTATION WITHIN AN GARDA SÍOCHÁNA

Marketing can either be led by an organisation or it can lead an organisation. If it is to lead (which is the preferred state) then police organisations must be aware that their decision making processes will be driven by customer and market needs defined by a strategic marketing capability.

In the non-profit orientated environment of Policing, profit could be replaced by the idea of quality, performance and value for money. In a purely strategic sense it could also be described as the reorientation of an organisation to better meet the needs of its customers.

In addition to public attitude surveys there are several mechanisms through which An Garda Síochána maintains contact with its customer base and identifies pertinent customer needs. The following list represents the majority of these consultation mechanisms;

- Community Policing Schemes
- Neighbourhood Watch and Community Alert Schemes
- County Development Boards
- Consultation process before each annual Policing Plan

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- Garda National Customer Panel
- Garda Divisional Customer Panels
- Response to Complaints received
- Monitoring of the media (Garda Press and Public Relations Office)
- Media relations
- Attendance at Public Meetings
- Internal Research Projects
- Customer Comment Cards
- Exhibitions (road safety messages RDS)
- New Media (Garda website, internet, text messages)

This is marketing being led by an organisation, although not a generic or even readily classifiable entity. Each individual part of what is termed the 'marketing mix' is important and necessary; however, their importance is as an integrated part of an overall strategic plan. It is the strategic marketing plan that would define which services a police organisation should provide. It is from here that the individual parts of the 'mix' have their more tactical initiatives determined.

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GARDA SERVICE CHARACTERISTICS

In common with other service organisations, An Garda Síochána recognises five main service characteristics or issues when tailoring its marketing 'programmes': -

1. Intangibility
2. Inseparability
3. Variability
4. Perishability
5. Lack of Ownership⁷

INTANGIBILITY

Services differ from products in that they are intangible – they cannot be heard, felt, tasted, seen or smelled before they are bought or delivered, an example is driving lessons. To reduce uncertainty about service quality, 'buyers' of services look for signs of service quality e.g. 'Q' mark or ISO9002.

An Garda Síochána recognises the importance of assuring quality of service. The emphasis on quality is maintained through the Garda training programme, the Garda mission statement, the Strategic Management Initiative and the performance targets outlined in the annual Policing Plans, Garda Quality initiatives etc.

An Garda Síochána has had a quality service programme since 1998 and is currently piloting the European Foundation for Quality Management (EFQM) Excellence Model. This aspect of the Garda Marketing strategy helps to standardise the Garda service in accordance with pre-determined and monitored customer requirements.

C E N T R E

What can be done to maximise an organisation's reputation?

Corporate governance is about trust, it is about reputational risk. In assessing recent developments in Ireland and abroad some major companies have been most successful in rescuing their reputation by rebuilding confidence and getting it right. The factors all these troubled organisations have in common are large size and an international presence. Bob Monks in *The Emperor's Nightingale* says that business must consist of smaller independent units, which pursue their own aims, but collectively achieve what is beyond their individual capability - in a word, synergy. According to the CEO of a large multinational, when the number of employees in its industrial plants reached 1,500, "like magic, problems appear immediately and multiply".

What is reputation? According to John Mahony (2003, Reputation Inc Limited, London)

"in a practical sense it is about 'what we do, we say, and what others say about us'. Formerly the split between the tangible and intangible (reputation included) assets of an organisation was 78/22%; now it is 53/47%. The Boardroom needs to understand reputation and the affect it has on the organisation. Reputation is about

behaviour over time - loyalty, confidence etc. You have to be a successful organisation to have a reputation as a successful organisation!! No amount of PR or marketing will give an unsuccessful organisation a reputation as being successful."

An Garda Síochána is a very successful organisation, as proven by results from successive satisfaction surveys. We have, like all large organisations, faced challenges before, and will again. A clumping of these have come together but we face them with a remarkable degree of transparency and openness to change.

In the current climate there is a very strong demand for openness and transparency. At the recent World Economic Forum in Davos a report indicated that in terms of reputation, corporations had fallen to be on a par with politicians (who, mostly, have very low approval ratings). Successful brands such as Shell, BP, Marks and Spencer, and Tesco invest a great deal in maintaining and enhancing their reputation.

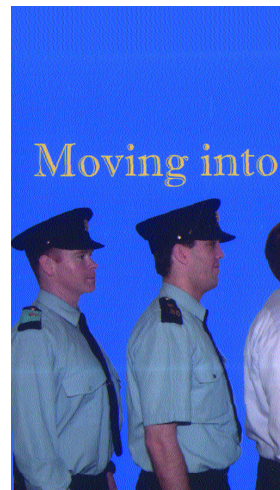
Some organisations are given the benefit of the doubt, a 'bounce back factor' based on the reputation and trust built with the community, shareholders, and stakeholders. However, the reputation of any organisation rarely has nine lives and, just as it is impossible to jump over a chasm in two easy steps, so it is impossible to jump back to a stainless reputation in two easy steps. The steps are usually painful, (CEO, top management change) repetitive, (a series of good results is required, not just one or two) tentative, (even after a series of good results trust is still tentative and the belief that was suspended is still unconfirmed)

and wasteful in terms of resources. It could have been a more careful approach to darn and stitching the organisational fabric. Based on a study (see the London Stock Exchange) organisations have common traits: confident, socially responsible, vibrant, and a long-term investment. It also helps to regain reputation.

Things to do to re-

Vision - values, corporate behaviour, future and how to

Commitment - organisation reputation. Not any longer. It is the individual who makes the difference. Need to centre on the individual specifically on an employee or maintain the reputation of the roles and responsibilities. Commissioner rarely deliver high profile. There is a need to... It is recommended



P O I N T

and wasteful in terms of opportunity cost (think what could have been achieved with all the effort devoted to darning and stitching in new patches to renew the organisational fabric) The DNA of good reputation, based on a study of forty top FTSE (UK Stock Exchange) organisations in the UK, produced these common traits: successful, leaders, top brands, confident, socially responsible, ethical, energy, good people, vibrant, innovative, high return on investment. It also identified what was needed to regain reputation.

Things to do to retain or regain reputation:

1. Great vision
2. Great commitment
3. Management
4. Measure it
5. Pay for it!

Vision - values, principles, purpose, strategy, corporate behaviour standards, a clear view of the future and how to get there.

Commitment - Should the reputation of an organisation repose in the reputation of the CEO? Not any longer. It is crazy to centre reputation on an individual who may last for only 3-5 years. There is a need to centre reputation on the organisation, specifically on an enduring brand/reputation. To gain or maintain the reputation of An Garda Síochána each of the roles and functions of individuals in Commissioner rank in An Garda Síochána must deliver high professional standards, transparency. There is a need to reward performance to achieve this. It is recommended that persons directly responsible

for marketing an organisation should be included in boardroom decision making. Employees and staff attitudes are key - there is no point in having them complaining about their work environment and expecting them to believe spin about the organisation. An Garda Síochána has made substantial progress in providing solutions to problems identified in a 2000 Staff Attitude Survey and a 2003 survey will shortly identify how far we still have to go.

Managing - corporate social responsibility is a modern feature. There is a need to embed reputation in all activities. Organisations where the consumer brand is the same as the corporate brand need to even more mindful of the issues regarding reputation.

Measurement - how do you assess reputation? There is no magic matrix now but, for publicly quoted companies, a correlation between share price and reputation will be available in about 2 years. For public sector companies Public Attitude Surveys are essential.

Pay for it - you get what you pay for!! It is useful to cost the price of not doing anything about reputation e.g. tribunals, bad press, fighting court actions.

CONCLUSION

An organisation gets the benefit of the doubt only so many times, and, a bounce-back ability rarely has nine lives. Eventually this will result in a dead cat bounce, like shares that fall a mile and rebound an inch.

Peter Fitzgerald, Editor



Photographs by Photography Section, Garda H.Q.

INSEPARABILITY

Services differ from products also in the sense that service delivery and the customer's experience are instantaneous. While products are produced in the form of physical goods, then stored, sold later and ultimately consumed, services are first sold, then produced and consumed at the same time. They are then said to be inseparable from their providers. For example a person's view of the Garda Service is formed as a result of their interaction with individual Gardaí.

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VARIABILITY

Service Quality depends on who provides the service, as well as, when, where and how it is provided. Variability is concerned with the variable contact a customer has/makes with the organisation member. Service firms have to take steps to ensure every customer is provided with a consistently high quality service. Most service organisations invest vast sums of money in the selection and training of their employees to ensure that the customer receives the 'best possible' service on all occasions. An Garda Síochána is similar in this respect.

Internal marketing is as important as external marketing in terms of overall effect. An Garda Síochána states its strategic objectives for the current year in its Annual Policing Plan. This is publicly available and internally disseminated. In respect of the latter, this also assists in the promotion of customer focused 'goal congruent' behaviour across the organisation, in that all Garda members are aware of the organisation goals, and should be aligned in their behaviour accordingly.

The 'product' offered by An Garda Síochána can be sourced from the Garda Mission Statement – to achieve the highest attainable level of personal protection, community commitment and state security. This is a 'live product' subject to change in line with customers expectations and demands. The twelve customer orientated corporate goals as outlined in the 2003 Policing Plan are,

1. Ensuring immediate response to emergencies.
2. Targeting organised crime
3. Investigating crime,
4. Enforcing the laws relating to drugs and alcohol abuse,
5. Identifying, assessing, deciding and implementing new and improved crime prevention measures,
6. Contributing to improving road safety and the reduction of casualties,
7. Providing help and support to victims of crime,
8. Maintaining State security

9. Maintaining public order for a better quality of life
10. Providing excellence in immigration service
11. Managing change, implementing SMI projects, improving service quality, competence development for performance, increasing training, improving the Garda work climate, providing policing support for 2003 Special Olympics, planning and preparing the policing element of the Irish EU Presidency in 2004, implementation of the Declaration of Professional Values and Ethical Standards
12. Managing finance to achieve best value for money.

PERISHABILITY

In simple terms services are perishable – they cannot be stored for later use or sale. Service value exists at the time of consumption only. The perishability of services is not a problem when demand is constant, and therefore predictable, but does present problems when demand fluctuates. An Garda Síochána monitors demand characteristics in an ongoing manner through the PULSE IT system, and the Command and Control system in the Dublin area. Times of peak demand are anticipated and flexible patterns of shift work have been established to meet demands.

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LACK OF OWNERSHIP

Service products lack the quality of ownership. The consumer has access to the ‘product’ for a limited time only. An example of it would include taking a holiday where the customer experiences the holiday for the period and afterwards possesses only the memories. Associated with this, in the context of policing, is the involuntary nature of the demand for some Garda services. (i.e. Law enforcement is sometimes an unsolicited Garda service). In these circumstances, the Garda marketing strategy provides direction for Garda personnel in conflict management skills, and communication skills, etc. while providing constant feedback through internal memos to staff vis-à-vis topical and recurring issues pertaining to the person-to-person service interface.

MARKETING STRATEGIES FOR POLICE ORGANISATIONS

The major difference between the product based industry and the service industry is that ‘products’ can sit on shelves and wait to be purchased while services marketing requires more than the 4p’s outlined below to successfully promote its services.

TABLE 1: 4P’S OF SERVICES MARKETING

PRODUCT	as discussed earlier.
PRICE	costing a service can be more difficult than costing a product when no price is paid at point of delivery. Some customers will have difficulty in assessing value

PROMOTION	for money. (i.e., Services v Taxation). much the same with both services and manufacturing industry
PLACE	service distribution is on a one-to-one basis and the service is produced and consumed at the same time. Add to these the ideas of internal marketing (people) and interactive marketing.

Three additional attributes can be added to the above to differentiate 'service' marketing from 'product' marketing:

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TABLE 2: THREE MORE P'S OF SERVICES MARKETING

PEOPLE	Reliable customer-contact, and a Quality Service ethos A focus on an internal marketing approach Customer-focused staff training
PHYSICAL ENVIRONMENT	Ambience/décor etc. have a bearing on customer service and perceptions of same
PROCESSES	E.g. How a service is delivered. Through the internet, in person, or by phone etc.

Internal marketing is training and motivating effectively its customer-contact employees. This is a very important aspect of the Garda Síochána marketing strategy, contributing to organisational 'goal congruence' as previously stated.

Interactive marketing is the marketing by a service firm that recognises that perceived service quality depends on the quality of buyer/seller interaction. The point raised here is that service quality depends on not only the quality of the deliverer but also on the quality of the delivery.

FUTURE CHALLENGES

Inevitably, there will be times when An Garda Síochána does not meet the expectations of members of the public who call on our services. They will probably tell their friends and beyond. For example if a caller wants unruly youths moved on and the Garda response is slow, this increases the level of dissatisfaction with the service provided. This is where marketing at all levels comes into play from the top to the bottom of the organisation. The customer in this case expects an immediate response; however answering calls from members of the public are prioritised. Answering a call to a burglary in progress or a serious assault taking place takes priority over unruly youths. The possible response time to a low priority call needs to be communicated to the caller. Although enjoying a public satisfaction rating of eighty seven percent An Garda Síochána has in the recent past received

negative media attention concerning high profile cases, which affects how the public view us and the morale of members. This does not take account of the excellent work that members of An Garda Síochána perform in the execution of their duties.

A more structured approach to marketing should be adopted. The public needs to be better informed about what we can and cannot do. Successful marketing includes involving the community in the identification of problems, clearly articulating the role of policing in solving that problem. Sometimes it might mean dampening down expectations. Who should do the marketing? It is the responsibility of every member of An Garda Síochána to ensure that everyone, especially members of the public, understands the aspects of their duties and responsibilities, for example, traffic units do more than issue speeding tickets, they are also a vital cog in ensuring that traffic moves freely and they are available to answer calls where members of the public require assistance.

To achieve this, a more proactive approach to marketing is required. As mentioned already, strategic marketing is not a generic or even readily classifiable entity within An Garda Síochána. It is the author's view that each Garda Region should have a marketing manager, to market how we do business. Nationally, overall co-ordination of marketing could be administered by a marketing section at the Garda Press and Public Relations Office. However, before any new marketing initiative is envisaged, there must be a clear understanding at all levels of the organisation of what marketing is, what it can do for an organisation, and how it can increase public understanding about the level of service An Garda Síochána provides.

CONCLUSION

It is clear that the principles of marketing apply equally to service marketing in a police organisation as well as to product marketing in a private sector organisation.

The critical issues are:

- Customer identification,
- Customer contact and
- Customer knowledge.

An Garda Síochána achieves these goals through its;

- Corporate Strategy Document
- Annual Policing Plans,
- Mission Statement,
- Customer Charter,
- Customer Comment cards,

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- Customer Surveys,
- Customer Consultative Panels, etc.

A well planned marketing strategy improves quality of service and individual performance.

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Planning Retirement

Superintendent Michael Mulryan



Michael Mulryan

Garda members are unique among Irish employees as no other group of employees can opt for retirement from age 50. Although this option is not open to all members there is a significant window of opportunity available to most between the ages of 50 and 60.

Some argue that age 57 – 60 is too young to retire yet too old to begin another career. This argument suggests that members of An Garda Síochána, regardless of rank, are disadvantaged when it comes to retirement because they are precluded from serving on until 65 years, the civil service retirement age. Each argument is of course valid, because the issue of retirement is as unique to each one of us as were the reasons for opting for a career in policing in the first place.

This article will address some of the issues relating to retirement, beginning with an examination of the positive and negatives of work. It will then explore issues of life change involved in retirement and conclude by describing the retirement planning services provided by An Garda Síochána.

WORK

For most of us, work occupies a significant part of our lives and perhaps with the exception of sleep, takes up the largest part of our 24 hour day. The time spent at work, when multiplied by a seven day (garda) working week and then by a 30 – 40 year career, is arguably our biggest single lifetime activity.

Today, much of our self esteem is developed through work. How we perceive our position in society and how we perceive the position of others is similarly derived. Even when work conditions can be seen as unpleasant and not conforming to regular work patterns, as in many aspects of police work, much of our psychological make-up and daily life cycle is derived from our relationship with our job.

For a perception of the benefits of work Giddens (2001) provides us with a set of characteristics which most of us can identify as central to the reason why we work. They include: ¹

- **Money.** Clearly a wage or salary is the main resource required to function adequately in modern society. The more industrialised we have become, the more we depend on money to obtain the necessities of life, and indeed consumer goods. It is true that there is more to life than money, but it is helpful to have access to some.
- **Activity Level.** Work allows us to acquire and use various skills and capabilities. Even where work is routine, it provides us with an outlet to make use of both our bodies and our minds, both of which benefit

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from continuing and regular "exercise".

- **Variety.** Work, and the working environment, provides us with an alternative to the home environment. Even the most stimulated individual benefits from exposure to alternative space and altered environments. Those who work in the home frequently express frustration at the "sameness" of their environment.
- **Temporal Structure.** Although not immediately obvious to members of An Garda Síochána who work a complicated and all encompassing shift pattern, the working "day" provides a regular pattern to everyday life. For most this revolves around the 9-5 Monday to Friday cycle. Shift workers need to make a stronger effort to identify the highs and lows of the working week/cycle/year. Identifying the cycles of the "working week" enables us to locate a sense of direction in our daily lives.
- **Personal Identity.** Whether we agree with the practice or not, we in modern society tend to label each other relative to our employment. "He is a Bank Manager". "She is a School Teacher". This mechanism allows us to establish a stable social identity and indeed self esteem and status. "I am a Guard" is still something that can be relied upon to receive favourable response from most sections of society.
- **Social Contact.** The broader Garda organisation is perhaps unique in how it has developed a system of self-reliance. Gardaí (at all levels) look after each other's finance (through Credit Unions), Health (through Medical Aid), sports facilities, choirs etc. The list is almost endless. The work environment provides endless social outlets for most people, and for Gardaí more than others. (Giddens: 2001, 375)

Work of course is not always a positive experience. For some it can be a source of stress and anxiety. Fatigue, disappointment, worry, boredom, conflict (both work related and in finding a balance between work and family life) are recognised negative aspects of work.

As the years pass, if work related negatives are not addressed they can grow and create an impediment to fulfilment. Likewise with years spent in one organisation, the challenges, and indeed rewards, may decline in importance. The level of self satisfaction or self esteem achieved at 25 may not be the same as it is at 55. (Dempsey:1998,13)²

DEFINING RETIREMENT

For many employees, retirement assumes reaching the age of 65. Indeed a simple definition of retirement might be suggested as the age at which

a person qualifies for old age pension. We have already seen that for Gardaí, this definition isn't true.

Establishing a definition is further complicated by the changing nature of employment and the re-appraisal of what is considered "old age". The later years of life are now correctly seen as a time of opportunity and even celebration. (Giddens: 2001,166)

Just as the nature of old age is changing, so also is the nature of retirement. Traditionally retirement was seen as a withdrawal from the workforce altogether and an end to a person's active contribution to the working environment. Now people are entering and leaving the workforce more regularly for reasons such as child care, lay offs etc. (Kenny: 1995, 2-3)³. Gardaí, who retire between the age of 50-60, are ideally placed to take full advantage of the new opportunities presenting themselves in a society that is increasingly ageing, greying and flexible.

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Retirement planning, provides an opportunity for retirees to focus on options. The Retirement Planning Council of Ireland in its booklet *About Retirement* points out that up to quite recently retirement was a relatively short period of time. (P. 2) In agri-economies such as Ireland, those who worked did so mainly in farming. Instead of retiring at 65, they simply continued to work.

Ireland's development from an agricultural economy has resulted in far more people facing the issue of retirement. With increased longevity and better health standards many more people now reach the age of 65. Most can reasonably expect to continue healthy, active and productive lives. The challenge to employers, employees and families is to make retirement a positive and fruitful experience. This challenge cannot be met without serious thought and advance planning.

EXPERIENCING CHANGE

Having already reviewed the positive and negative aspects of work, those who are considering retirement need to address how they will cope with the changes that being 'out of work' will bring. The positives and negatives of work already discussed are left behind on retirement. Many people say that they refuse to allow change to influence their lives. Everything that happens to a person over many years generates some form of change. Naturally the smaller the event the smaller the change. There are some very identifiable events that will significantly impact on all persons. Getting married, starting a family, promotion, are just a few that Gardaí will instantly recognise. Retirement is another.

In retirement almost everything, daily routine, style of life, relationships will change. A person's sense of self, status (real or perceived) and personal identity will alter. Stress levels may fall, but boredom levels may rise. (Dempsey: 1998, 14).

Once the retirement function has passed it is the retiree who must face the future, often without the financial and organisational back-up that An Garda Síochána provides, either formally or informally. However, even after retirement from An Garda Síochána more services are provided than in other occupations and in other police services. These include Medical Aid, a range of Garda recreation outlets, (3 golf clubs, fitness centres, etc.), two Garda credit Unions, and the extensive support and services of the Garda Síochána Retired Members Association.

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Moving from the formal disciplined working environment of An Garda Síochána to the world beyond retirement can be seen in terms of a one-way process. Invariably a member must go forward. If he or she does not like what they find, there is no going back. If the retiree does not manage the change process successfully, they might find themselves in a twilight zone; no longer a Garda, yet not fully civilianised. Processes of major change frequently engender strong and powerful emotional feelings.

(Dempsey: 1998,15)

The steps which most people experience while undergoing significant change are well documented and include :

- **Shock:** Retirement, although inevitable, can frequently come as a shock to a person who has not fully addressed the issue. It may not necessarily be a negative experience. The realisation that the event is soon to happen, may produce a feeling of challenge and/or release or fear and trepidation.
- **Euphoria:** Regardless of the amount of planning a retiree puts in place, there frequently follows a period of unwillingness to face reality which manifests itself as euphoria. This generally doesn't last too long as reality tends to come racing in.
- **Denial:** Particularly in the lead-up to retirement, and for some just after, a period of denial can be experienced. A longing to put off what is inevitable is not usual, but a denial of the inevitability of retirement can impact adversely on the person who is about to retire.
- **Self Doubt:** As already discussed modern society places great emphasis on a person's value and worth through their relationship to the workplace. " *I am a Guard* " no longer applies on the day of retirement. This can lead to a confusion of personal identity and a feeling of loss of value. Again it is a perfectly normal response to a major life change.

- **Testing:** The retiree should soon discover that this new period of life is in fact a time of discovery. Many, often unconsciously, experiment with new roles, behaviours and activities. This is usually a gradual process and for those who are good at planning, the process can begin long before the date of retirement.
- **Acceptance:** Eventually the retiree comes to the realisation that he or she is in a new place psychologically. They have accepted that they have made the transition from the formal disciplined work of policing to whatever format they have chosen. Life is now different and incorporates a somewhat altered philosophy, ideally based on a realistic assessment of past, present and future. Kenny (1995)³

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RETIREMENT PLANNING

Like most other large organisations, An Garda Síochána provides Pre-Retirement Planning Courses to its personnel of all ranks. Held jointly at the Garda College and Harcourt Square, they are run under the direction of the In-Service Training Network.

Almost all current retirement planning literature speaks of life after 65 and the standard Retirement Planning Course is aimed at just such a target audience. The Garda course is extremely conscious of the young age of Garda retirees and so provides a broader service to encompass the significant change from disciplined policing work-practices to civilian living.

The aims of the course are to provide prospective retirees with "time-out" from the day-to-day life to allow them to assess options. The course provides relevant information on subjects such as personal finance, income taxation, social welfare entitlements, health in older age, legal matters, and CV preparation.

In order to highlight the unique nature of the police working environment, it also addresses the issues of managing the change process, personal identity within and outside policing and how to retain some of the unique social contact.

The retiree benefits from the course by identifying essentials such as short and long term priorities. He or she explores feelings, emotions and attitudes towards retirement both in the formal classroom setting and informally through discussions with colleagues. The atmosphere generated is deliberately low-key and relaxed to enable retirees to come to whatever conclusion best suits their personal circumstances. After attending the course, some members retire immediately. Others, having weighed their options, decide that the best option for them is to remain with the organisation and complete the fullest term possible, up to 57 or 60 years.

There are also many benefits for the Organisation in providing retirement planning services to our staff. From an employer's point of view, a retirement planning course can give unsettled employees a sense of direction. This can feed through to younger employees who can appreciate issues such as the benefits of the Garda pension scheme. By facilitating a smooth transition into retirement the organisation can foster a good working relationship for all staff, which can improve the image of An Garda Siochana as a caring employer, both inside the organisation and in the wider community.

(Dempsey: 1998, 18)

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CONCLUSION

It is recommended that retirees begin the process of planning at least 10 years before the due retirement date. For some Gardai this could mean that the process begins at age 40.

Retirement invariably brings with it significant change, not least of which can be a loss of rank and status. Happy, prosperous and active retirements don't just happen. As in most things the more a person plans the better he or she will succeed. The sooner the preparation begins, the better.

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Strategic Management: European Foundation For Quality Management Model



Pat Leahy

Inspector Pat Leahy

"No organisation succeeds by being good at just one thing. Instead organisations are seen as complex systems with a number of interdependent activities, being critical to their success. Leadership, Strategy, People, Operations and Customers all have to be managed if an organisation is to succeed and it quickly becomes apparent that none of these activities functions in isolation from each other. In fact many believe that it is how effectively these activities are linked that gives an organisation its competitive edge." ¹
O'Grady, 2002

INTRODUCTION

In recent years there has been a concentrated effort by successive governments in Ireland and elsewhere to inject strategic management thinking and practice into public bodies. This is the basis for the Government Strategic Management Initiative (abbreviated as SMI) in the Irish Public Sector. The logic is that Government departments and other state bodies should think, plan and act more like private firms. This is of course a vast and complex area (for example, the common assumption that state bodies are inherently inefficient is of course not necessarily true but provides strategists with certain challenges).

Public bodies, as opposed to private bodies have their own unique characteristics, strengths and weaknesses. The logic of the current thinking is that public bodies should take and learn from what is best in the private sector.²

EUROPEAN FOUNDATION FOR QUALITY MANAGEMENT

The European foundation for Quality Management is a membership based, not-for-profit organisation to which An Garda Síochána are fully paid up members. The foundation was created in 1988 by fourteen leading European organisations with a mission to be the driving force for sustainable excellence in Europe and a vision of a world in which European organisations would excel.

Membership has since grown to over 800 organisations including police forces in the U.K, Netherlands and Germany. There are approximately 48 organisations in Ireland using the EFQM model. An Garda Síochána is the first public sector organisation to do so, employing it on a pilot basis in January 2002 in the DMR South Central division and the Garda Síochána College in Templemore.

The EFQM excellence model is a non prescriptive practical management tool, an integrated strategic management system which can

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assist an Garda Síochána at organisation, division or district level to assess it's effectiveness by measuring where we are on the path to excellence, helping us identify the gaps and then stimulating solutions.

FIGURE 1. EFQM EXCELLENCE MODEL ³



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Current representation created by EFQM Project Team DMR SC

The EFQM model is a management framework, which consists of nine criteria.

1. Leadership
2. Policy and Strategy
3. People (Staff)
4. Partnership and Resources
5. Processes
6. Customer Results
7. People (Staff) Results
8. Society Results
9. Key Performance Results (Key Organisation Results)

The foundation has assigned a weighting or percentage to each of the nine criteria signifying their individual importance. In practical terms the weightings suggest the level of organisation commitment which should be applied to the individual criterion. Criteria one to five in the EFQM model are called "Enablers" and criteria six to nine are called "Results". The enabler criteria cover how and what an organisation does while the results criteria cover what an organisation achieves.

The enabler side of the model represents the working parts of the 'organisation, the Leadership, the plans, policies, strategies, employees and other resources employed.

The results side of the model, consisting of facts and figures (subsequently used to create the organisation, divisional or district annual report) are caused by the enablers.

The model, which recognises that there are many approaches to achieving sustainable excellence in all aspects of performance is based on the premise that Excellent Results with respect to Performance, Customers, Employees and Society are achieved through Leadership driving Policy and Strategy, Employees, Partnerships, Resources and Processes.⁴

THE FUNDAMENTAL CONCEPTS OF EXCELLENCE

Truly excellent organisations are measured by their ability to achieve and sustain outstanding results for their stakeholders. To achieve outstanding results is hard enough; to sustain them in a world of increasing global competition, rapid technological innovation, ever-changing working processes and frequent movement in the economic, social and customer environment is even harder.

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Recognising this challenge, the European Foundation for Quality Management (EFQM) was created to promote an approach to management for all organisations operating in Europe that would lead to sustainable excellence. Excellence is defined as "*Outstanding practice in managing the organisation and achieving results*", all based on a set of eight fundamental concepts. This approach is underpinned by these fundamental concepts.⁵

- **RESULTS ORIENTATION**

Excellence is dependent upon balancing and satisfying the needs of all relevant stakeholders (this includes the people employed, customers, partners and society in general as well as those with financial interests in the organisation).

- **CUSTOMER FOCUS**

The customer is the final arbiter of service quality. Customer satisfaction is best optimised through a clear focus on the needs of current and potential customers.

- **LEADERSHIP AND CONSTANCY OF PURPOSE**

The behaviour of an organisation's leaders creates a clarity and unity of purpose within the organisation and an environment in which the organisation and its people can excel.

- **MANAGEMENT BY PROCESS AND FACTS**

organisations perform more effectively when all inter-related activities are understood and systematically managed and decisions concerning current operations and planned improvements are made using reliable information that includes stakeholder perceptions.

- **PEOPLE DEVELOPMENT AND INVOLVEMENT**

The full potential of an organisation's people is best released through

shared values and a culture of trust and empowerment, which encourages the involvement of everyone.

- **CONTINUOUS LEARNING, INNOVATION AND IMPROVEMENT**
Organisational performance is maximised when it is based on the management of knowledge within a culture of continuous learning, innovation and improvement.
- **PARTNERSHIP DEVELOPMENT**
An organisation works more effectively when it has mutually beneficial relationships, built on trust, sharing of knowledge and integration with its Partners.
- **PUBLIC RESPONSIBILITY**
The long-term interest of the organisation and its people are best served by adopting an ethical approach and exceeding the expectations and regulations of the community at large.⁶

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ASSUMPTIONS AND PRACTICAL APPLICATION

For an organisation, division or district employing the EFQM model for the first time it is appropriate to assume that the foundation has created a relatively flawless model or management system which although accepted as being non prescriptive can be assumed to be forcefully suggestive.

The EFQM model can be described as being a representation of the constituent parts of an excellent organisation. The model with its nine criteria and thirty-two sub-criteria can be assumed to represent the complete organisation jigsaw puzzle with all constituent parts receiving appropriate attention, percentage weightings in the model, Figure 1.

HOW THEN CAN AN GARDA SÍOCHÁNA USE THE MODEL?

The EFQM model provides, for an Garda Síochána, a template (framework) upon which to hang our organisation, division or district which highlights the parts of the jigsaw that are deficient in our organisation, division or district. It provides a generic benchmark against which we can assess our performance in all the areas identified by the foundation as being essential to our organisation.

To use the model in this fashion the organisation, division or district must be capable of assessing or determining how they are performing at a given point in time. In this context the EFQM provides for a self-assessment process which employs the assessment tool known as RADAR logic.

RADAR consists of four elements:

- **RESULTS**

The organisation, division or district needs to determine the results it is aiming for as part of its policy and strategy making process. These results cover the performance of the organisation, division or district, both operationally and financially and the perceptions of its stakeholders.

- **APPROACH**

The organisation, division or district needs to plan and develop an integrated set of sound approaches to deliver the required results both now and in the future.

- **DEPLOYMENT**

The organisation, division or district needs to deploy the approaches in a systemic way to ensure full implementation.

- **ASSESSMENT AND REVIEW**

The organisation, division or district needs to assess and review the approaches followed based on monitoring and analysis of the result achieved and ongoing learning activities. Finally identify, prioritise, plan and implement improvements where needed.⁷

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SELF-ASSESSMENT

Self-assessment is a comprehensive, systematic and regular review of an organisation's, division's or district's activities referenced against the EFQM excellence model. When using the model within an organisation, division or district for the purpose of Self-assessment the Approach, Deployment, Assessment and Review elements of the RADAR logic should be addressed for each of the Enabler criteria and the Results element should be addressed for each of the Results criteria.

Self-assessment:

- identifies the organisation, division or district strengths and areas for improvement
- provides a highly structured, fact based approach to identifying and assessing the organisation, division or district and measuring progress periodically
- creates a common language and conceptual framework for the way an organisation, division or district is managed and improved
- educates management and staff on the fundamental concepts of excellence and how they relate to their responsibilities
- involves people at all levels and in all units in process improvement
- assesses in a coherent manner, the organisation, division or district at a macro and micro level
- identifies and allows the sharing of "good practice" within the organisation, division or district
- facilitates comparisons with other organisations of a similar or diverse

- nature using a set of criteria that is widely accepted across Europe
- integrates the various improvement initiatives into normal operations
- improves the development of policy and strategy
- provides opportunities to recognise both progress and outstanding levels of achievement through internal awards ⁸

EFQM (2000)

There is no single right way to perform Self-assessment; the primary factors that determine the right approach for an organisation, division or district are its current culture and the desired outcomes from the Self-assessment exercise.

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Whatever approach is used, the key point to remember is that Self-assessment is about the continuous improvement of the organisation. The most critical phase of the process is action planning and implementation. Having completed the diagnostic phase, a response to the following questions should be considered:

- What identified strengths must we maintain to maximum effect?
- What identified strengths do we develop and exploit even further?
- What identified areas for improvement do we acknowledge but will not pursue because they are not core to our service?
- What identified areas for improvement do we acknowledge and see as paramount for us to address?
- How are we going to monitor progress?

AN GARDA SÍOCHÁNA PILOT PROJECT

On the 1st January 2002 the Garda Síochána EFQM Pilot Project commenced in the DMR South Central division and the Garda Síochána College, Templemore. The senior management team agreed to adopt a bilateral approach to Self-assessment using the questionnaire approach for all garda and civilian staff and using the award simulation approach for the senior management teams (Chief Superintendents and Superintendents). The questionnaire approach was used to ensure total involvement and to gather the perceptions of all employees. It is also considered to be one of the least resource intensive approaches and it can be completed quickly. This approach received a 43% response (return of questionnaires) and identified twenty-one areas for improvement.

The Award Simulation Approach required the senior management teams to write the story of their respective division or department as it was in or about January 1st 2002 (the commencement date of the Project). This process has since been described as taking the roof off the division or department and writing down what you see, using, as a guide or framework, the nine criteria of the EFQM model. Individual senior management team members were allocated individual criterion to

assess and report on a divisional or departmental basis. The individual reports were subsequently compiled and formatted by the project teams to form final Self-assessment documents, which were submitted to the assessors in January 2003.

The assessors will submit a report in February 2003 which will identify the strengths and areas for improvement within the respective division or department and will also provide a score out of 1,000 points as provided for by the EFQM which will give an indication as to how far each division or department is on the path to achieving excellence. The areas for improvement identified in the questionnaire approach by staff and the Award Simulation Approach by the senior management teams will then be prioritised by consensus and will be implemented on a phased or incremental basis with full involvement of management and staff.

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● **WHY THE AWARD SIMULATION APPROACH?**

The Award Simulation Approach to Self-assessment was chosen for the senior management team for the following reasons:

- It causes the senior management team to engage with the process
- It enables the senior management team to learn the reality of integrated management as espoused by EFQM
- It requires the senior management team to perform simultaneously
- It facilitates a divisional or departmental focus
- It provides a powerful and concise way of reflecting the culture and performance of the division or department
- It provides a comprehensive list of strengths and areas for improvement
- It provides an excellent communication and reference document to be shared internally and externally
- Subsequent reports or assessments are easier to complete
- It provides an easy way for divisions or departments to compare processes and results and identify examples of good practice that may be shared.

HUMAN FACTORS, DIVISIONAL AND DISTRICT RESPONSE TO SELF-ASSESSMENT

It all seemed so logical for the South Central Division. Take a structured management model/system, prepare a balanced representation/story of the Division and submit it for assessment and scoring.

It was generally assumed that we would use the feedback to identify the systematic factors and process weaknesses that were identified as being responsible for any poor performance.

The commitment of the Senior Management Team to the success of the Division and their personal involvement in it resulted in emotive reactions to the feedback, which could have presented a barrier to the on-going success of Self-Assessment and involvement. The Senior Management Team who were effective in a rapidly changing Divisional environment were surprised to receive a lengthy list of Areas for Improvement and consequently what they perceived to be a low score overall.

The reactions followed a definite and well-travelled route.

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1. **SHOCK:** ("This cannot be our Division"). No matter how tactful, diplomatic and balanced the feedback report was, the objective analytical list of Areas for Improvement came as a shock.
 2. **DENIAL:** ("This is not our Division"). Ignoring the proven effectiveness of self-assessment as a process and the many hours the Assessment Team had devoted to analysing the Divisional story; this reaction was typified by a retreat from the need for Divisional change.
 3. **DISSILLUSIONMENT:** ("This possibly is our Division"). While the reality of the need for Divisional change became apparent the ability of Self-Assessment to identify wide spread areas for improvement throughout the Division resulted in some members of The Senior Management Team believing that effective corrective action was outside their control.
 4. **LETTING GO:** ("We have got to improve the Division"). This phase involved the Senior Management Team accepting the need for Divisional change and recognising that the information contained in the feedback report could play a vital role in the Divisions improvement process.
 5. **TESTING:** ("What can we do to improve our Division"). The Senior Management Team in the South Central Division agreed an active and creative response to the self-assessment feedback (some of which was reflected in the Divisional Policing Plan 2003)

As a result of the testing phase the Senior Management Team intend to use the feedback by screening the raw feedback report, identifying and separating strategic issues, while, in parallel, systematically implementing short-term incremental improvements. It is intended to use Self-Assessment as a routine and effective process for Divisional improvement with the Self-Assessment process providing learning and growth that can be built on over time.

CONCLUSION

The EFQM model provides an excellent, non prescriptive guiding managerial framework which enables Garda Managers to objectively

account for their use of public finances and resources in terms of results achievement and value for money.

It provides a common standardised managerial language and an integrated conceptual understanding of divisional or departmental management.

The model affords managers an opportunity to develop integrated management skills and competencies and encourages and promotes participative management with staff involvement.

The EFQM model facilitates internal and external benchmarking and allows management to easily clarify strengths, identify gaps and stimulate targeted improvements. It provides a template for strategic alignment and integration.

Adherence to the model framework provides for a culture of continuous improvement learning and innovation.

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Editorial objectives

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

To accomplish this goal, Communiqué encourages:

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

The reviewing process

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

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

As a guide, articles should be between 1,500 and 3,000 words in length. Preferred length is between 1,500 and 2,000 words.

A copy of the work should also be provided on disk.

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

Where there is a **methodology**, it should be clearly described under a separate heading. **Headings** must be short, clearly defined and not numbered. **Notes** or

Endnotes should be used only if absolutely necessary and must be identified in the text by consecutive numbers and listed at the end of the article. **Figures, charts and diagrams** should be kept to a minimum. They must be numbered consecutively using arabic numerals with a brief title and labelled axes.

In the text, the position of the figure should be indicated appropriately, e.g. "as shown in Figure 3 below."

Tables should be kept to a minimum. They must be numbered with a brief title. In the text, the position of the table should be shown in the same way as for figures.

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