Chapter One

The Development of the Garda Siochana and Training Environment

Introduction

The focus of the thesis is on police trainee education and training on a macro level, using the Garda as a case study. Research will be conducted how and to what extent the achievement of best practice standards in the development and delivery/location of Garda education and training programmes has been compromised through the imposition of a government priority of ‘accelerated recruitment’. Part of this focus will explore how the Garda Siochana since its inception in 1922 developed, implemented and managed the education and training for Garda trainees in three separate programmes at the Garda College and experiential learning environment (which is conducted in the live operational field of policing).

A critical assessment as to what extent the accelerated burst of recruitment from 2004 to 2008 (and associated political expediency) damaged the maintenance of internationally recognised standards in trainee education and training in the Garda College. The research concentrates on the 2nd (non-competency based) and 3rd (competency based) trainee programmes from 1989 onwards (25 years); where most change and development for trainees and programmes took place. To place these 25 years in context, certain historical elements of Ireland and the Garda Siochana that impacted on this development are presented and analysed as the 1st training programme existed from 1922 to 1988 (66 years).
The current trainee programme due to a Government policy of accelerated recruitment for an extra 2000 sworn Gardai personnel on top of normal recruitment numbers for those years (2000) from 2004 to 2008 brought the total figure recruited for that period to 4,000. It can be stated at this point that this policy doubled the Garda trainee numbers in the programme for long periods which far exceeded the infrastructural capabilities of the Garda Siochana College and at times the training stations used in the experiential learning phase. The local town of Templemore (where the Garda College is based) and its surrounds were sourced for sleeping accommodation for trainees in this period. Finally, what implications may arise for a wide range of policing services as trainees from this period progress in operational policing? The chapter begins with the road map of the thesis.

**Road map of thesis**

Chapter one presents an introduction to the foundation of the Garda Siochana and training environment and trainee programmes. A number of limitations to this study are presented and the research questions and objectives are outlined. The privacy and confidentially afforded to respondents is presented. Police trainee, recruit, and student programmes from selected countries in the UK and internationally are presented for comparative purposes. This is followed by a presentation of the Garda Siochana and its training environment joining the 20th century. Following this is a presentation on the new Irish trainee programme awaiting implementation. Police culture and its influence are explored due to the accelerated drive and one set of published research findings on Garda
culture in the Garda trainee programme is presented. The Garda Siochana major public service mandate and thought processes behind this will be examined to present the mindset of Garda leadership and government then and now.

Chapter two will present the current views on police education and training in trainee programmes. Training versus education is explored from many different views and authors and comparative examples from an international framework are presented. Experiential learning is explored followed by competency development and its related research at all levels. The frameworks required for its application in work and the training environment through different organisations is presented. Chapter two concludes with the development of three recruit/trainee programmes in the Garda Siochana. The review of literature has also a secondary aim, which is to try and to establish if the original Irish vision of law enforcement and public service is still viable today, given the substantial changes that have taken place within the organisation and in Ireland through legislation and the implementation of numerous recommendations from Government appointed Tribunals of Inquiries into corruption and bad practises.

Chapter three presents the methodology chapter and a detailed account of the authors’ selection of the methods used in this research. Chapter four presents a case study approach to the Garda Siochana. The case study analyses culture, persons, events, decisions, periods, projects, trainee programmes, recruitment and criteria (old and current), accelerated recruitment drives, institutions, and other general internal Garda Siochana systems that were studied holistically by one or more methods. A full discussion takes place for substantive appreciation on the relevance of the above issues. This case study approach allows an intensive structural analysis of the training
environment takes place within the main body of the Garda organization. Research takes place on the lack of developmental factors for trainees and programmes in conjunction with the organization's lack of development over many years. Lastly, research takes place on how the Garda organization and the training environment's late development sprint on many different levels was produced in the last 25 years.

Chapter five presents the findings which are analyzed. A systematic way of looking at the three training programmes is provided by the use of major themes that surfaced as the data was collected, collated and analyzed. As a result of this it is hoped a sharpened understanding is gained of why the trainee programmes existed, changed and terminated within the Garda Síochána training environment as it did, and as result what might become important to look at more extensively in future research. The thesis finishes with chapter six where conclusions are given on the study.

Methodological perspective

From a methodological perspective a number of police culture theories will be researched. These theories are connected to the research question and objectives. The theories involve ‘the law of silence’ researched by Cusack in 2002, ‘why police put the organisation first over themselves’ by Young in 1991. Research by Skolnick (1966), Westmarland in 2008 and Vaughan in 2006 on the ‘culture of isolation both for police and police management and how police personnel allowed this culture develop in their professional and private lives’ is presented. Deal and Kennedy in 2006 researched the culture of ‘historical precedence in policing and the ways policing is done’. The theory of ‘organisational culture’ by Kealy and Peak in 2006 is researched followed by Reiner’s (2000) research on ‘the dangers of operational policing, the mission/vocational aspects
that police believe separates their work from others’ and Goldsmith’s 1990 research on ‘police values, attitudes and solidarity’.

Research into these theories is directly linked to my research objective of what cultural attributes do experienced Garda teacher/trainers bring from their operational postings to their positions while attached to the educational and training programme at the Garda College and in the divisional training centres. From an Irish perspective, research takes place on recent work into cultural ways/norms of trainee Gardai in the current competency based programme which is the only research of its kind conducted in Ireland. This work was completed by a serving member of the Garda Siochana undertaking a Masters Degree.

Research will take place on current police trainee programmes from the United Kingdom, Northern Ireland, Sweden, Canadian and Australian police services. This research in line with the research question and objectives and will focus on general trainee police training and progression phases, human rights training, ethnic and religious diversity training, academic qualifications awarded to police trainees, instruction methods and facilitation of the programmes, competency development and the locations (police colleges and/or 3rd level colleges) used in their recruit/trainee programmes.

From a methodological perspective a comparative analysis will take place on a number of different aspects of trainee development beginning with the time duration of trainee programmes. What type of training programmes existed before the current trainee programme and the reasons for change and/or why change was required? The accreditation of the programmes and 3rd level status is also compared, the location (police
college and/or 3rd level institution) where the trainee programmes are delivered, the provision of teaching in human rights and cultural diversity awareness, the use of 3rd level institutions to deliver various sections of the programme and the financial cost of training to police trainees. The selection of the police trainee programmes for comparison was selected on a geographical basis. Canada from the North American continent, UK and Northern Ireland police trainee programmes from the British Isles, Sweden from Europe and Australia from the southern hemisphere. A comparative analysis on why there was advancement in their trainee programmes, why human rights and cultural diversity was introduced and why it was deemed necessary from a police training point of view is presented. The data in the following paragraph will be explained in later chapters.

A review of literature on the above education and training themes in police trainee development will allow the reader to gain an understanding of the Garda Siochana and its trainee programmes used since the organisations inception. The mindset of those who created and those who moulded the Garda organisation is important, as it is very useful as a tool to help understand the distinctively Irish approach to Garda trainee education and training. This is presented so the reader may gain knowledge on the Garda organisations original vision and culture that the ‘creators’ and ‘moulders’ believed was a ‘bridging element’ between civil society and the Irish state due to its religious, political and military history.

This literature presentation will also allow the reader to gain knowledge on why a major ‘public service mandate’ was placed on the organisation by the Government from its tenuous beginnings in 1922. The thought process behind this will be examined to show
how it was established, implemented and secured through its first recruit induction programme. The thought process behind training in that period both in Ireland and internationally will also be examined. The provision of these public service roles in conjunction with law enforcement and state security by the Garda Siochana ‘if and when’ required by the Irish government ‘were and are’ still changeable at any given time and are now enshrined in law by the introduction of the Garda Siochana Act 2005. A section of my analysis will focus on this development area as it ties into the policy of accelerated recruitment and the broader issue of the distinctive character, function and status of the Garda Siochana. It serves as a foundation for interrogating the design and delivery of Garda education and training relative to internationally recognised standards.

The review of literature has also a secondary aim, which is to try and to establish if the original vision of ‘law enforcement/state security and public service’ is still viable today, given the substantial changes that have taken place within the organisation and in Ireland through legislation and the implementation of numerous recommendations from Government appointed Tribunals of Inquiries into corruption and bad practises.

A case study approach to the Garda Siochana is presented detailing cases on the organisations recruitment policies, man-power levels and training policies. The methodological approach taken allows an intensive structural analysis of the training environment given the unique ‘Irish’ type development of trainee development within the main body of the Garda organisation since 1922. The literature presents data on the lack of developmental factors for trainees and programmes i.e. the use of one trainee programme for 67 years from 1922 to 1989. From a training perspective the year ‘1989’ is important as the first of the modern trainee programmes (from the Walsh 1985 report)
was implemented, creating a watershed for other training and development throughout the organization over the following years, i.e. specialised training in crowd control, firearms training and continuous professional development (in-service). Lastly, research takes place on how the Garda organization and the training environment’s developed since 1989 (25 years).

In this context, the use of the case study is both descriptive and explanatory and will use casual and specific personal observations (14 years as a teacher/trainer in the trainee environment obtained over the course of my own 34 year Garda career; these observations are fused within the case study. Justification, validity and relevance is presented in detail in chapter three by referring to relevant literature on case study methodology and will also explain how the case studies were selected.

From an introductory point of view (in this chapter) the use of the explanatory tool is to explore causation effects in the cases in order to find underlying principles used at the time i.e. the reason for changes to the trainee selection criteria, the reasons why the 2\textsuperscript{nd} and 3\textsuperscript{rd} trainee programmes were required, implemented and then terminated. In this context the criteria for the case study was established by selecting cases that reflect the organisation's origins, ethos and development and specifically what methods were used in trainee development.

The Garda Síochána organisational case study also analyses the internal culture of the organisation and how it originated. This includes the original commissioners and their policies whose influence are strong and lasting. Historical events are presented that impacted on the policing methods used i.e. terrorist campaigns along the Irish borders.
and in the heart of the country, decisions that influenced the various policing roles of the Garda Siochana i.e. renumeration collection and statistics. Historical periods of a new country that influenced the financial running of the Garda Siochana and how it affected internal development. Projects such as those governing the introduction of competency development throughout the organisation for recruitment, training (all) and promotion is presented. The introduction of human rights and cultural diversity training, the selection and implementation of three trainee programmes, changes to recruitment and selection criteria (old and current) that now accommodates non-Irish nationals is presented, why accelerated recruitment drives in the early 1980’s and between 2004 and 2008 took place. The Garda Training Centre/Garda College institution (and the changes that were required) involved in trainee education and training and finally, a number of internal Garda Siochana systems that have relevance to this research, which were studied holistically by one or more methods. This case study is broad however, without the above inclusive cases, a full picture of the training environment, the trainee programmes and the organisation would not be fully appreciated. Thus, the focus of this thesis is the Garda Siochana trainee education and training on a macro level, using the Garda Siochana as a case study. The approach taken attempts to ensure the case study method is in-depth and longitudinal over time, and is an examination of a single organisations training environment: which is the case.

A systematic way of looking at the three training programmes is provided by collecting data using longitudinal surveys from 322 trainees, 12 interviews with a cross section of teacher/trainers, a group interview with 5 trainees and surveys with 12 tutor Gardai and 12 operational sergeants. Chapter three presents a deeper presentation of this collection
process and justification against accepted methodologies. It is hoped as a result of this a sharpened understanding of how Garda Siochana general operational values and cultural influence by Garda teacher/trainers is passed on in the trainee programme. Also, why different trainee programmes with three different methodologies were implemented, and changed over the duration of the programmes from the original implementations and why trainee programmes were eventually terminated. The research questions, aims and objectives and certain limitations of this study are outlined. An introduction to the main issues under discussion will be presented in this opening chapter.

**Introduction to the foundation of the Garda Siochana and training environment**

In 1922, after 800 years of occupation, direct British rule ended with the creation of a new Irish State (Younger 1968). Shortly after, the Irish police service ‘The Garda Siochana’ was formed due the demise of the then ‘Royal Irish Constabulary’ commonly known in Ireland as the RIC (McNiffe 1997). According to Allen (1999) the foundation and subsequent development of the new Irish police comes from two distinct mindsets, those who were directly involved in the founding of the new Irish state and in turn their direct involvement in the creation of the service (Brady 2000). Their vision of a community/citizen based policing for a new country was instilled into the character of the new policing service in the training environment (Garvin 2005). It was believed this vision could provide a police service for all the peoples of a fledging new state (Arnold 2006).

The second mindset involved the developing the policing service through induction training by those who inherited the new state with minds fashioned by the events during
and after the foundation of the new state (Herlihy 1997). The political appointments of
the first three Commissioners ‘Staines, O’Duffy and Broy’ is testament to this ethos
(McGarry 2007), all three were deeply involved in the fight for independence and the
founding of the state with personal and professional backgrounds in politics, army and
policing (Brady 2000; Dolan 2006).

Commissioners O’Duffy and Broy (the second and third commissioners) in particular,
ensured that republican and nationalistic policies dominated the new Garda Siochana
organisation and policies on training (Brady 2000). It was community based with an
unrestricted public service side to policing for much of its early life (Brady 2000). These
events can be classified in the main by what the early Commissioners’ saw as the
partition of Ireland and the realisation that the wrangling of internal politics left over
from the civil war would play a large part in this development (Garvin 2005). To ensure
the approach of a civil authority over the Garda Siochana was sustained, the control of
power has always rested directly in the hands of government through the Minister of
Justice and Equality. Over time this policy of direct control also ensured the
development of Garda Siochana duties were used in all manners of situations deemed
appropriate by the government in tandem with law enforcement and state security (Allen
1999).

According to Allen (1999) the development of the organisation through financial
constraints, politics, and involvement of the Catholic Church and long periods of
underdevelopment is the historical mirror image of Ireland (Brady 2000). The
organisation was formed quickly within a three week period in 1922 which in itself
created a myriad of teething problems operationally and in the training environment (Allen 1999). The organisations future policy of working with communities was to re-establish family and community bonds that were damaged in the fight for independence and to ensure a fledging state would survive the oncoming civil war between the pro and anti-treaty forces (Allen 1999; Brady 2000; McGarry 2007).

The public service provided by the Garda Siochana is still voluminous today due to government policies (Walsh 1998). While core and non-core roles are central to the world policing debate, legislation establishing the Garda Siochana in the 1920s was silent on a clear statutory prescription of the functions of the service and did not define what should be within its remit (Walsh 1998). Over the years attempts have been made to define the role of the organisation and it was only in 2005 that role was defined when the government enacted ‘The Garda Siochana Act 2005’ which put the functions of the Garda Siochana in statute. Section 7(1) states the function is

- (a) preserving peace and public order,
- (b) protecting life and property,
- (c) vindicating the human rights of each individual,
- (d) protecting the security of the State,
- (e) preventing crime,
- (f) bringing criminals to justice, including by detecting and investigating crime,
- (g) regulating and controlling road traffic and improving road safety.

However, these core and non-policing roles are at this present time under severe pressure due to the financial crisis Ireland has been experiencing since 2008. To ensure that the Garda Siochana plays part in Ireland’s recovery, severe austerity measures are now in place throughout the organisation. In 2011, the current Garda Commissioner, who is now the Chief Executive Officer (CEO) (as set out in the 2005 Garda Siochana Act) set up...
‘Project Grace’ to review expenditure and all non core policing tasks it currently operates. Cut-backs are being made with expenditure decreased substantially, such as the closing of just over 100 small Garda Stations throughout rural Ireland which is to be completed by the end of 2013.¹ This will also include the closure of certain stations in the main city of Dublin, a reduction in opening times of others and the amalgamation of districts in policing divisions across Ireland. Further to this is a reduction in the ‘ranks order’ with fewer promotions at all ranks and a full moratorium on recruitment.

These ‘changes/reform initiatives’ suggest a reduction in public service and community policing roles, especially in rural Ireland. The current internal and external finance policies are dictating firmly a change in the style of policing away from what is currently on offer. These reductions of core and non-core policing roles suggests the decade ahead may be marked by first, a slowing of the current number or possible increase of non-core roles, followed by a reduction in non-core roles and followed next by a migration of a single core role/roles to a separate agency. The changes/reforms that have been applied and any future change further suggests the original ethos of the founding fathers of Ireland and the Garda Siochana may be lost with time as the policing role(s) may be designated to implementing pure law enforcement and state security.

As a result of the Garda Siochana Act 2005, changes began in 2006 and relate to, the organization’s leadership accountability, the introduction of external oversight bodies: Garda Siochana Ombudsman Commission (GSOC) and Garda Inspectorate to ensure best practices are achieved, increased civilianization within the main body of the Garda

¹ 93 Garda Stations closed on the 31st January 2013.
organization to release operational members from desk-bound positions, the introduction of expertise in certain management positions and at policy level, new management structures for civilianization within the organization, the introduction of a police reserve body, new discipline procedures, up-grading education and training in Continuous Professional Development (CPD) to include training in human rights and cultural diversity awareness and finally, changes to induction training and recruitment criteria to attract ethnic and religious minorities.

Before 2006 the Garda organization was within ‘a certain operational framework’ committed to certain change before these legislative changes; partnership with specialised civilian personnel had become the norm in units such as the Garda Síochána Criminal Assets Bureau (CAB) and the Garda National Immigration Bureau (GNIB). Civilian specialisation had expanded at strategic level with a Chief Administrative Officer (CAO) at Deputy Commissioner Level, an Executive Director of Information Technology, a Director of Communications, a Director of Human Resources, and a Legal Advisor which are all appointments at Assistant Commissioner Level and finally, the employment of full time analysts for various sections.
These changes were in the main from the findings and recommendations in government established Tribunals of Inquiries from the late 1990s’ and early 2000s’ into policy, operational and administrative practices, and training procedures of the Garda Siochana. These inquires were established by the Government when other avenues of investigation were exhausted or were regarded as so serious, ‘Tribunals’ had to be established in the interest of the nation to deal with corruption scandals and administrative and operational errors/mistakes in the Garda Siochana that eventually shook the organization and the country to its core.

While each tribunal produced findings and recommendations, it was the “Morris Tribunal” that had the most damming of findings and major reform recommendations. The tribunal’s findings showed immediate change was required to many aspects of the Garda Siochana’ work practices. This tribunal began in 2002 and concluded its public hearings in 2007, completing ‘eight voluminous’ reports covering a wide range of policing activities and policing roles that were not in keeping with best policing practises and procedures. The tribunals’ findings were so damming that when published they were fully accepted without question by the then leadership of the Garda Siochana. The recommendations from these findings substantially influenced and acted as the catalyst for the final form taken by government in ‘The Garda Siochana Act 2005’.

The acts framework introduced the most far-reaching reform of the Garda Siochana in its history. To review the reform measures implemented under the Act, the first ‘Three Year Review Report’ of the Garda Siochana in accordance with S.23 of the Act for the period

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2 An abuse of policing power, corruption, misconduct, malpractice and mismanagement at senior and policy levels, on-site mismanagement of a serious incident.
March 2006 to March 2009. This review was published by the then Garda Commissioner in 2010. This is the first and only report on reform in accordance with S.23 to date. However, this review on reform can be classified as a review without any benchmarking processes or one that has not been conducted or produced by an external body. It is an internal report by the then Garda Commissioner who states the Garda organisation has made significant progress in implementing: “An extremely ambitious change and modernisation programme that can be encapsulated into the categories of structural, cultural and technological change” (p1).

From an organisational perspective, the Garda Siochana adopted a new policing philosophy was also seen to address concerns in the whole of the Garda training environment that were highlighted in the various Irish Tribunals of Inquiries (especially Morris and various recommendations from the Barr Tribunal). In order to comprehensively consider the implications of implementing the recommendations of the Morris Tribunal’s First Report in 2004, the Garda Siochana established nine Garda working groups per a published report. These internal working groups produced training programmes, working directives and working methods to reflect and implement the nine identified areas of concern listed by Morris. The working methods identified by the nine working groups were accepted in their entirety by the then Commissioner and implemented from 2006.

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3 S.23 of the Garda Siochana Act requires the Commissioner to make reports every 3 years.

4 This report is titled ‘Status of An Garda Siochana’s Response to Report of the Tribunal of Inquiry set up pursuant to the Tribunal of Inquiry (Evidence) Act 1921-2002 into certain Gardai in the Donegal Division (Morris Report).

5 Management development, migration management and policy of tenure, internal audit, religious and ethnic minorities, the role of assistant commissioners, an accountability framework, the erosion of discipline, issues arising involving personnel and informant management.
This Garda Síochána 2005 status report on the nine areas requiring change introduced cultural diversity awareness and human rights training in all courses and programmes in the training and operational environment. A review of Garda trainee development was also conducted from 2006 and published in 2009. Major changes were made to recruitment criteria for new entrants after 2005, to reflect the multi-cultural society Ireland has become. Further to these inclusions, all current and newly designed courses and programmes have the values of: ‘Moral Conduct, Personal Responsibility and Accountability’ underpinning each module to reflect the responsibilities required from the individual and the organisation. Training and educational development was to be mixed and integrated between vocational training requirements and professional learning.

These changes also provided for the inclusion of the published Garda Síochána ‘Mission Framework’ and the ‘Declaration of Professional Values and Ethical Standards Code (2002)’ as an integral part of each training and development course/programme as a ‘core value’ rather than just a publication for reference. These values gave further weight to the experiential phases of the trainee competency based progression interview in the current competency programme philosophy of personal development, with the onus of responsibility for personal and professional development resting with the individual Garda Trainee (Garda Síochána Status Report 2005). With these internal Garda Síochána changes and upgrading taking place, recommendations also flowed into government from the new oversight body ‘The Garda Inspectorate’ who produced a report titled ‘Report on Recruitment Criteria and Induction Training 2005’. This work reflected the work of the internal Garda Síochána Status Report 2005 and its recommendations were comparative.
In this period (2004 to 2008) of continuous change, another Government agenda came to prominence for the Garda Siochana: increasing sworn Gardai through a policy of ‘accelerated recruitment’. This policy for extra sworn Gardai was initiated due to a major increase in indigenous population, the need for more specialisation in the fields of immigration, road traffic enforcement, and drugs/organized crime created by substantial inward migration to Ireland. To cater for this new and substantial inward migration, the Garda Siochana were required to reflect the new cultural diversity in Irish society as recommended by the Morris Tribunal of Inquiry and the Garda Inspectorate.

According to both of these reports the existing entry criteria to the Garda Siochana was outdated and bordered on racial and equality discrimination due to the presence of archaic Irish orientated criteria and did not reflect Irish society in the beginning of the 21st Century. These old Irish orientated criteria were changed for the 2005 recruitment campaign and remain in place. The governments accelerated recruitment drive recruited 2,000 extra sworn Gardai on top of the normal recruitment numbers of 2,000 to bring the Garda Siochana sworn staffing levels up to 14,000 in the period 2004 to 2008. These extra sworn Gardai doubled the trainee numbers in the current competency based programme per year for the four years.

Garda trainee’s recruitment numbers averaged between 175 and 250 per intake. Intakes were taken in every 12 weeks (4 intakes per year). Due to the time structure/duration of the trainee programme, different phases of the two year programme from different quarterly intakes were in the Garda College at the same time which not only caused

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6 450,000 people immigrated to Ireland in this period, Garda traffic units were increased to 1,100 personnel, immigration units was increased to approximately 600 personnel and the National Bureau of Crime Investigation (NBCI) was increased substantially.
doubling of trainee numbers but trebling of the trainee numbers at various times for long periods.\textsuperscript{7}

One of the major criteria changed from 2005 was that the native Irish language was no longer mandatory for non-Irish applicants joining the Garda Síochána and cultural diversity for non-Irish nationals was to be accommodated. This included the Garda Síochána providing an internally designed package tailored to facilitate recruitment from ethnic and religious minorities. However, the low numbers recruited (47 out of 4,000) suggests these measures taken to change the recruitment criteria did not accommodate or assist those from the cultural/ethnic minorities which further suggests the 2004-2008 trainee environment did not reflect the reality and make up of Irish society.

Over the course of 4 years in the Garda training environment, the accelerated recruitment drive imposed challenges to the educational and training methodologies in the Garda College and the experiential learning environment (Nolan 2009).\textsuperscript{8} These impacts as stated by Nolan (2009) are generally known through out the Garda Síochána training environment and the main organisation that the full objectives of the competency based model were lost over the temporary period of accelerated recruitment. The rather obvious lesson was not learned by either both Garda leadership and government; quality will suffer if you try to do too much with too little.

\textbf{Introduction to the Garda Síochána trainee programmes}

\textsuperscript{7} I was a sergeant in the Director of Training & Development’s office (1994-1995).

\textsuperscript{8} Continuous professional development (in-service) was removed from the Garda College and relocated for 3 years during this period. Further external overnight accommodation had to be secured in the environs of Templemore.
Three forms of trainee induction programmes with three different teaching methodologies have been used since the foundation of the Garda Síochána in 1922. Two have been terminated and the third (current) programme is in the process of being terminated by a fourth report which was published in 2009, but has not yet been implemented due to a moratorium on recruitment.⁹

1) First programme

This recruit training programme was inherited from the Royal Irish Constabulary (RIC), existed from 1922 to 1964 and was implemented at Garda HQ, Dublin. This recruit training was eventually transferred to the new Garda Training Centre, Templemore, County Tipperary in the same year (1964). This programme with little or no change was terminated in 1988 due to the introduction of the 2nd programme. This training programme lasted 66 years in total. No formal reports exist for this programme, except various training manuals detailing the type of training. This training format used for recruits over the intervening years was adapted at various intervals in line with new legislation i.e. arrests/search warrants/detention periods. Training was conducted through rote and surface learning with large segments assigned to physical training and drill marching (Garda Training Recruit Notes 1970/1989)

2) Second programme

This trainee programme was based on integrating education and training with social studies and communications modules to the fore. The programme was implemented in 1989 and terminated at the end of 2002 lasting only 13 years. The reports official title

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⁹ A review of trainee education and training was a major remit of the Status of An Garda Síochána’s Response to Report of the Tribunal of Inquiry set up pursuant to the Tribunal of Inquiry (Evidence) Act 1921- 2002 into certain Gardaí in the Donegal Division
was ‘Garda Training Committee Report on Probationer Training 1985’; the title is somewhat confusing as the non-attested ‘student’ phases (first three phases) are part and parcel of the programme.\textsuperscript{10}

\textsuperscript{10} Will be referred to as Walsh (1985) report for ease of reference
3) Third programme (current)

This programme was implemented in February 2003, four years after the report was published in 1999. Its official title is: ‘An Garda Siochana Review of Student Garda Education/Training Programme, Final Report of Review Group 1999’. A competency development framework was added with the objective of allowing trainees integrate knowledge and skills in both the college and the experiential learning environments.

This programme is conducted over two years consisting of five separate but integrated phases. Phases one, three, and five are conducted at the Garda College and phases two and four at designated operational Garda training stations. The programme is accredited by the Higher Education Training and Awards Council (HETAC) and those who successfully complete it are awarded a BA in Police Studies at level 7 which is classified as an ordinary pass degree. Garda College senior management produced this report and subsequently designed the programme with a generic competency development framework. To date 4,000 Gardai have graduated from this programme (Garda Training Recruit Notes 1970/1989; Grogan 2005; Garda HRM personnel statistics 2010).

Limitations to this study

Introduction

The limitations involve a lack of research on Garda trainee’s personal and professional development. The failure to secure an interview with a senior member of Garda management involved in policy and policy implementation for trainee educational and training programmes. It is hoped the last limitation, which the author believes was stopped or not achieved due to internal Garda culture that involved a ‘cultural position of
personal protection’ is compensated by presenting a descriptive and explanatory case study on the Garda Siochana and the training environment.

Lack of research and publications

At present the only data available on trainee historical development are three published Irish state reports produced over a twenty-four year period (from 1985 to 2009). This is supplemented by are a small number of internal Garda College academic documents but without the necessary required deep level research and/or findings. Also, there are several external dissertations completed by members of the Garda Siochana for various degrees but again with limited and generic findings.

There are numerous dissertations in the Garda College archives (at level 7- ordinary degree) compiled by probationary Gardai with many now outdated and again with limited findings. There are only two dissertations from the BA in Police Management (level 8 degree) and four projects from the Garda Executive Leadership Programme Diploma Programme (GELP) in the archives and library at the Garda College, again these are not suitable. External research data is not available on any of the Garda Siochana programmes as external researchers over the course of many years were not given access to the training environment for one reason or another, again I see this as a cultural trait from Garda leadership. When all the above was combined together it proved problematic, as the data did not exist for a detailed breakdown in any given subject area of trainee development.

However, research produced in England and Wales and Northern Ireland by Home Office Reports and international data/publications from Canada, Sweden and Australia have
indicated that there are a number of key factors, which impact on police trainee development. The initial disciplinary type training regime that existed for police trainees, the changes that took place in most police trainee programme from the mid 1980’s with a major move away from the old disciplinary mode of training to a more community based training programme that had different sections or phases dedicated to experiential learning. Therefore, even with the limited data that exists on trainee development in Ireland, current research suggests that reform, change and modernisation on induction training for police trainees has much in common with their English and Northern Ireland counterparts and with some individualistic elements of police trainee programmes from the other international police services under research. The research and literature from these other jurisdictions are applicable to Ireland because on a comparative scale these countries police trainee programmes are 3rd level, graduating with a diploma or degree. All have experiential learning phases and tutor police for trainees. All these police services have human rights and cultural diversity underpinning their respective programmes. The majority have their police training community based and all police agencies are attempting to recruit ethnic and religious minorities.

**Senior Garda management involved in the Garda trainee environment**

Permission was granted by two Directors of Training and Development to conduct research for this thesis but unfortunately, no member of senior management serving or retired would participate in interviews or surveys. The list of senior Garda management personnel involved and/or who would have intimate knowledge on policy for trainee programmes is very small. Based on these low numbers, the interviewee could in reality be identified by the data collected. The trainee environment is regarded as a much
specialised area in the Garda Siochana and those who are appointed Directors of Education and Training and superintendents appointed to senior Garda College positions just below the director’s post would number less than ten over a very lengthy period.

Significant attempts were made in person, by telephone and by e-mails to get a senior member to participate in my research. Retired and serving personnel were approached and my work was fully explained with perusal of my literature available. Anonymity was offered if required and assurances were given on confidentiality with a signed declaration to this effect, but even with this offer, none would participate. The reasons given for declining my invitation varied from personal issues for those retired, with the majority stating they were possibly too long away from the training environment to offer anything substantial.

Officers serving in the Garda Siochana stated they had ‘professional and organisational concerns’, with the majority firmly stating they did not want to be personally involved in my research, even with promised anonymity. Some of the officers either by design and/or when refusing me inadvertently offered some insights to their refusal by stating the competency based programme that showed much promise was ‘hi-jacked’ by a Government policy of accelerated recruitment and as such anyone associated with it at senior management level at that time will be tarnished eventually. Some senior officers believe the quality of trainees graduating from this programme was well below the development that is expected and ‘cracks’ in the standard expected in operational policing will eventually surface and cause major problems. While these were not interviews the
information given sheds light (to a degree) on the current view of at least 80% of those approached.

I took this information to mean that with time this trainee programme would be regarded as a failure or that too many problems re development were left unresolved. This attitude or cultural perspective is in line with Vaughan’s research in 2006 who stated police who obtain a high level of rank and/or position become isolated due to their authority and/or leadership and in order to protect themselves they tend to socialise as a group, again leading to social isolation and afraid of the blame game. These refusals would also fall into the work Skolnick (1966) where police impose social isolation upon themselves as a means of protection against real and perceived dangers, loss of personal and professional autonomy, and social rejection.

Bearing this cultural position in mind, I re-attempted on several occasions in case any senior officer had changed his/her mind; no one did. The majority of those contacted suggested interviewing middle management from Inspector rank down or various people outside the training environment however, all of these possible interviewees mentioned did not have the necessary experience on Garda Síochána policy for trainee development. The use of a questionnaire was also proposed to senior management serving and retired, but this was declined as well. Civilian personnel were not approached as none were appointed to senior management positions for the programmes under research.

A narrow perspective

To ensure that this research was not just probing the impact of accelerated recruitment on trainees or simply conducting a quality review of current practices in trainee education
and training from the perspective of the user and/or the facilitator, my formal research question was selected and designed so it would be effective and not vague. This perspective provided by the research can be regarded as a narrow one and I acknowledge and recognise the limitations that are apparent in this much narrowed approach and realise without this recognition the results would not be qualified.

The case study

The Garda Siochana trainee’s training environment been used as the case study in this research and could also be regarded as a limitation, so to overcome this, the Garda organisation and the training environment is expressed in descriptive and explanatory detail to provide a deep contextual setting of its historical and current development while keeping-in with the research question and objectives. This detailed presentation method enhances the research data and allows the reader obtain clarity as the Garda organisation and its training environment moved in response to national and international societal demands by providing new programmes for trainee education and training for the period and why reform and/or changes were deemed necessary.

The case study will also offer a structured approach to the Garda Siochana training function and its current venture into accredited 3rd level education by adding educational subjects from a social studies programme, communications (verbal and written), management and organisational studies and competency development in an attempt to modernise trainee development. The case study was primarily designed and presented to negate and compensate for the refusal/failure of Garda management (those involved in the training environment) to participate in this original research.
Because of this refusal/failure the literature and case study allowed a different direction take place by allowing the completion of more ground-work research for analysis rather than just presenting a pure analytical approach to Garda Siochana governance and/or policy that may have taken over the central tenet of this work rather than on the development of trainees, teacher/trainers and Gardai in the three induction programmes. As a result of this, the core research question and objectives have remained central to prevent and/or limit other alternative hypothesis surfacing in the analysis of the research findings. In selecting and presenting the case study in what could be described as a unique presentation, the literature review is somewhat historically structured with the research question and objectives remaining in focus as outlined in chapter one; ‘development’ in the training environment.

The production of the significant descriptive and explanatory approach is in the author’s view better suited to the overall research purpose, as the data is presented to compliment and remain in line with national and international literature produced in further chapters. The case study chapter is also important so that internal rationalisation between the first four chapters is achieved. The double barrelled approach also allowed a ‘structural’ presentation of the data finding’s through time periods of the programmes in question, so that a critical analysis of the emerging themes could be logically structured with the first recruit and second and third trainee programmes and the time period.

**Research question and objectives**

The research question, aims and objectives stem from a variety of different areas; my own personal police work and experiences that involved 14 years as a supervisor in the
Garda College (6 years) and divisional training centres (8 years) and currently as an Inspector in operational policing. Theoretical perspectives on education and training, literature on police trainee programmes, contemporary debates, past and current police trainee programmes nationally and internationally and more broadly, the different methodologies in trainee police programmes now being used by other countries were also researched. Informed by these issues, debates and experiences, the research will seek to produce findings.

In designing the research question, a critical comparison between the terminated trainee pre-competency programmes (2 programmes) and the current competency programme methodology approaches was required to ask why these programmes existed, how they were managed and what development existed for trainees and the Garda organisation. This focus also included gaining a perspective on different models of police trainee induction programmes internationally for further comparison.

To further critique the accelerated recruitment period, research was conducted on an old Government accelerated recruitment drive that took place between 1982 and 1984 in the first trainee programme. The Government recruited 2,000 extra Gardai to police the border between Ireland and Northern Ireland to counteract an increase in indigenous terrorism. A comparison will take place between these two periods.

Research question(s)

The major research question is:
Critically analyse how and to what extent the achievement of best practice standards in the development and delivery/location of Garda education and training programmes has been compromised through the imposition of a government priority of ‘accelerated recruitment’

Also the education and training function will be researched from the publication of the Walsh Report (1985) as this was the first report into Garda training to discuss the function of policing and the Garda Síochána. This report relied heavily on two earlier Government reports called ‘The Conroy Report (1970)’ and the ‘Ryan Report (1979)’ (after their chairs) into general pay and working conditions of the Garda Síochána. Both of these reports will be researched as they paved the way for changes within the Garda Síochána and the training environment.

Research objectives:

1. How, and in what direction, will this research into the accelerated recruitment 2004-2008 enhance understanding of the delivery of Garda education and training (and police education and training generally) over the period concerned.

2. The perspective that Garda teacher/trainers influence trainees in their initial training through their own previous operational experience. This objective will enhance our understanding on how the programme is communicated.
3. To research the differences, if any, in developmental paths of trainee’s pre and post the introduction of the current competency based programme.

4. To analyse the critical success factors of the trainee programmes, if any and to what extent were they met or not met.

Privacy, confidentially and experience in data collection in the Garda College

Interviews and questionnaires were used for the data collection periods in the Garda College. To ensure transparency a Garda College staff member was selected and asked to ensure confidentially in the collection of the data. Also, that utmost privacy for respondents was achieved and ethical standards were applied throughout the collection period.

Police trainee/recruit/student programmes

Introduction

To conduct a comparative study of educational and training programmes, practises and procedures with other police trainee/recruit/student programmes, the United Kingdom, Northern Ireland, Canada (main emphasis on these three), Sweden and Australia were selected from many progressive police services around the world. The countries selected while different in size and populations and in policing services, had original police trainee training based on disciplinary measures and rote learning systems. The majority instigated a new training format in the 1980’s based on community policing. The majority have also progressed to a format of competency development in the acquisition of skills through the implementation of experiential learning phases or sections in their respective programmes. The majority also have their trainee programmes attested with a number of
programmes delivered partially or fully at 3rd level institutions outside of their respective police colleges (Palmiotto et al 2002; Chan et al 2003; Haberfeld 2002; Moore & O’Rawe 2005).

To reform an organisation or a profession requires integrated training and education (Savage et al 2000; Peak et al 2002; Chan et al 2003; Moore & O’Rawe 2005). According to Conway (2011) reform must take place in the police training environment if effective change is to take place, curriculums must be designed with modules of instruction on corruption and how to avoid it. According to Moore & O’Rawe (2005) community policing with human rights and culture awareness with a firm basis in the training environment has been presented in contemporary literature as constituting a viable entity for effective change in culture (Bailey 2008). These policing strategies are developmental and require police officers to learn a host of new skills (Peak et al 2002; Patten 1989; HMIC 2002; Nolan 2009; Garda Corporate Strategy Plans 2009).

Mawby (2000) noted widespread acceptance that the British tradition of local community-based policing “needs to be preserved” and “there is far greater support for transferring tasks from police to civilians within the police than there is for hiving off tasks from the police service” (2000, p119). Shearing & Bayley (2001) state policing is undergoing a historic worldwide restructuring. The distinguishing features of the new paradigm are: (a) the separation of those who authorise policing from those who do it and the transference of both functions away from government, (b) the role of the public police may be changing significantly as people now expect high levels of quality, standards and satisfaction when they contact their police. The future of policing according to Vaughan
(2004); Johnson (2000) and Bayley & Shearing (1996) will be significantly different than today with service supply more diversified and police services being delivered by many other suppliers than the police.

Integrated education and training, human rights, cultural awareness, community policing and diversification are now major strategies in most modern police services (Mawby 2000). If police services are to effectively evolve with these strategies at its foundation then it becomes paramount to identify the most effective methods to accommodate the changes in trainee programmes (Shearing & Bayley 2001). Moreover, it is important for police colleges and academies (internal and/or external) that are involved in educating and training police to have specific knowledge on the most effective teaching/learning methods so that police trainees learn and conceptualise new information and tasks more effectively (Patten 1999; Keating 1999; HMIC 2002).

Conway (2011) argues that if curricula have modules of education and training that will educate trainees against any form of corruption and ways to avoid them, this in turn will lessen the impact of culture and sub-cultures and create an environment where an abuse of powers and rule breaking no longer has prominence. Conway (2011) further states that achieving this format of a structured approach to education and training under the umbrella of community policing is also recognised as producing managerial visibility and a high policing visibility which enhances all policing (Murphy 2009). These reform measures if implemented within the training environment have also the power to break any old police culture that has been adopted and/or adapted over many years (HMIC 2002).
The importance of this measure (from changes to cultural views), one has only to look at the Garda Síochána, who adopted and adapted the Royal Irish Constabulary (RIC) administrative and operational policing methods, structure\textsuperscript{11} and in the training environment specifically when the organisation employed ex-RIC instructors in the beginning (Allen 1999). Lastly, this endeavour if implemented would assist in changing the governance of the organisation and general policing practices which in turn will lend itself to systematic and cultural reform to prevent the types of misconduct and malpractices that was produced by some ex-Gardai in the Donegal Garda Division (Conway 2011).

Police-training is also recognised as an important tool in the process of facilitating change and reform within the general body of police organisations (Keating 1999; HMIC 2002; Moore & O’Rawe 2005). With the implementation of the new community-oriented policing strategies in Ireland through the 10 pillars approach,\textsuperscript{12} developing a human rights culture and the recognition of cultural diversity importance; trainee induction education and training becomes a critical centrepiece for reform in policing policies (Patten 1999; HMIC 2002; Nolan 2009).

\textsuperscript{11} Department ‘A’ for Finance, Department ‘B’ for HRM and Transfers, Department ‘C’ for State Security and Department ‘D’ for Special Branch. These letters’ still exist to-day and can be seen on any paper originating from these departments in correspondence file numbers.

\textsuperscript{12} Partnership, enforcement, problem-solving, crime prevention and reduction, accountability, visibility, accessibility, collaborative engagement, empowerment and improved response)
The Garda Siochana and its training environment joining the 20th Century

Brady (2000) argues that reform of any type including training in the Garda Siochana has always been regarded as slow without achieving success. Initial reforms for the organisation started in the early 1970’s (50 years after its formation) from recommendations in government commissioned reports starting with ‘The Conroy Report’ of 1970 and the ‘Ryan Committee Report’ of 1979. The establishment of these reports was not sought by government but were commissioned ‘eventually’ by the tenacity of a new generation of Gardai who would no longer tolerate poor salaries and archaic working conditions (Conroy 1970). This forced the government of the day to investigate these crises but not before the heavy hand of leadership provoked a confrontation with members on the ground resulting in a number of dismissals, which eventually required intervention by the then catholic Archbishop of Dublin, as a result these Garda members were re-instated quickly (Brady 2000).

These two reports even though nine years apart heralded a new era for the organisation, the training environment and its members by producing recommendations for reform on pay, allowances, introducing a 40 hour working week, introducing overtime payments, annual leave and the recognition for representative bodies to negotiate for members with the government (Ryan 1979). It is generally accepted within Ireland and the body of the Garda organisation that these reports were the beginnings of a modern reform movement for the organisation, its members and the training environment, as all had been institutionally forgotten financially for the best part of 50 years (Ryan 1979).

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13 A number of Gardai who tried to form the Garda Representative Association were dismissed for disobeying orders on holding industrial meetings. The Catholic Church (Archbishop McQuaid of Dublin) intervened and they were reinstated within 12 days. Garda management were seen to be heavy handed and holding old fashioned managerial perspectives considering their actions at that time.
Ireland

In Ireland the first trainee programme was within this framework for sixty years (Walsh 1985; Keating 1999). In the mid 1980’s change to the Garda Siochana began (albeit slow) as a result of the Ryan Report (1979) recommending modernisation of the Garda Siochana due to changes in crime demographics, an increase in indigenous terrorism, the introduction of a drugs culture and drugs related crime. The organisations training capacity was regarded as antiquated and non-developmental for a policing role in a modern Irish society and a new format of induction training and continuous professional development was required (Walsh 1985; Allen 1999).

The second trainee programme which was developed from the Walsh (1985) report and implemented in 1989 held much promise with a bold new integrated education and training programme for trainees. However, within a few years the programme was regarded as lacking in structure, quality assurance measures and over time became deeply bureaucratic (Keating 1999). This trainee programme was regarded as having served its purpose for the times in question and a fresher and newer approach was required and that was by introducing a competency framework for trainee development with a number of academic pass/fail assessments in the experiential phase which did not exist in the Walsh (1985) programme (Keating 1999).

The introduction of the current competency based approach in 2003, heralded in another new era; trainees developing competence in the performance of key tasks with the acquisition of skills and the exercise of independent judgement while in the training
environment. It was recognised by Garda members within the organisation and the training environment, that it would compliment personal and professional development, as an established competency approach in recruiting personnel was already in place. It furthered offered a foundation for the competency based internal promotional structure that was also introduced at that time which still exists in the Garda Siochana. In effect the organisation has competency development frameworks existing at all levels: a) recruitment, b) induction training and c) promotional advancement (lateral and/or vertical) (Keating 1999).

A new Irish trainee programme awaiting implementation

With the Garda Siochana reform movement in full swing in the early part of the 21st century, demanded by the recommendations from the Morris Tribunal, the government in early 2008 (albeit a bit slow) through the then Commissioner of the Garda Siochana set up a working group to review all training and development for the whole organisation. This review published in 2009 was part of the overall reform movement within the Garda Siochana. The findings of the Morris Tribunals (8 in total) prompted the then Garda Commissioner in 2008 to conduct a review of all training in the Garda Siochana. Reviewing the current trainee programme was a major remit of this report. The new report committee had a similar composition to the committee of the Walsh report (1985) which included civilian academics and professionals from many walks of life, unlike the committee for the Keating (1999) report which had only one academic civilian, the rest of the committee were Garda members of different ranks14. The reports’ methodology is comparative to the Walsh report (1985) with national and international research taking

14 The secretaries of the Walsh Report (1985) and the Nolan Report (2009) were Chief Superintendents, the secretary of the Keating Report (1999) was of Inspector rank
place. This new Irish report is titled, ‘the 2009: An Garda Siochana: Training and Development Review Group Report’ and its findings on the current competency based trainee programme were damming.

The report states the framework implemented for competency development over a very short few years (2003 to 2008) had lost its impetus on numerous fronts similar to the 2nd programme but over a shorter period of time with accelerated recruitment having a major impact on many fronts. The Nolan (2009) report recommends a new methodology; a hybrid model of integrated training and education through Problem Based Learning (PBL).

Nolan (2009) also recommended streamlining the amount of theory in favour of more application towards training needs and will also replace the academic dissertation in favour of ‘police related case studies’ that are geared more to participating in operational policing. A similar position was adopted by the PSNI in 2011 where a large proportion of the academic syllabus was replaced with case studies based on operational scenarios.

The Nolan (2009) report also strives for human rights and cultural diversity to be expressed through each aim and objective of the programme. Each module of learning will be problem based where many different facets of policing involving law, procedures, and communications with respect for human rights are integrated.

The programme is also designed to make proper use of case studies to prevent the old cultural format of using ‘war stories’ from Garda teacher/trainers as examples, these are

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15 For ease of reference will be referred to as the Nolan (2009) report after it’s Secretary, Assistant Commissioner Dr. A.J. Nolan, Director of Training & Development.
being implemented to stop cultural influence. Also, rather than having active Garda teacher/trainers deliver the programme with just a sprinkle of civilian teacher/trainers as heretofore, it is proposed that a large proportion of the programme will be facilitated by expert civilian staff in all subject areas. Further proposals for using different locations at other Colleges and Universities for delivering the programme is under discussion, with the possibility of certain modules being delivered outside the Garda College. This is recognised as an important socialisation step as it will allow trainees to participate in the main stream student body of that college which allows for social interaction and not the inward focussed seclusion that is placed on trainees in the Garda College.

There will also be changes to the experiential learning period whereby trainees will be ‘Attested Probationary Gardai’ on this period of their development (similar to the first programme 1922-1988). It is recognised by the report that an operational Garda with full policing powers will achieve greater development and experience from ‘doing police-work’ rather than ‘watching police-work’ as was the case in the 2nd and 3rd programmes.

The Garda College is currently working on this curricula format of the programme and Garda College modules since late 2010. One other major ‘administrative’ change that will take place is that control for this training period in the experiential learning environment will come under the auspices of the Assistant Commissioner for the region in question. Rather than having an individual divisional outlook which could be viewed as a ‘narrow approach’, new Garda probationers will be able learn and develop through a regional development programme at designated centres which will allow them have contact with other Garda members and fellow probationers from at least three divisions at any one
time, a regional Garda Inspector will be appointed to this new training initiative for each region. The proposals in this report were presented and accepted quickly by government in 2009. When the governments moratorium on recruitment is lifted (which is expected in 2015/16), the Nolan (2009) programme will be implemented with small numbers as recommended by the report.

United Kingdom recruit/trainee programmes

Introduction

In the United Kingdom, the first model for recruits was also in existence since World War Two with only minor modifications as new legislation was implemented, comparative to Ireland and Northern Ireland.

Education and training

The HMIC conducted a review of probationer training in 2002 and found the programme to be antiquated and semi-militaristic and lacked the core essentials common to all advancement in police trainee programmes: Human Rights Training’ and Cultural Diversity Awareness Training (CDAT)’ (HMIC 2002). The old programme was eventually terminated in favour of a ‘competency based programme’ that is now accredited. In some police organisations in the UK, the programme is conducted in part at academic institutions away from the traditional police training environment (HMIC 2002).
The HMIC Report (2002) on probationary training found there was also an urgent need for a single approach towards educating and training student police in the United Kingdom. The result was that the current police trainee model is based on one national standard for 46 separate police services, and the methodology used is through a ‘National Competency Framework’. This framework was designed to ensure two elements of development existed for student police: ‘Gaining skills’ and ‘Gaining Knowledge’ with a basis in human rights, cultural diversity and ethical training (HMIC 2002).

The introduction of the two-year accredited ‘Initial Police Learning and Development Programme’ (IPLDP) in 2004, heralded the way student police training is delivered; competency based, modular, integrated education and training with exposure to an experiential learning phase with a community orientation. The biggest police organisation in the UK, the London Metropolitan Police Service course length for student police by the mid nineties had fluctuated before assuming its 25-week duration, which is still in place. However, recent years have seen many changes to the way student police training is delivered.

In 2003, the first student police course was delivered at a non-residential site away from Hendon Police Training College. This was deemed a success and paved the way for the adoption of a new, modular method of training delivery throughout London. Student police training is now delivered at locations across London with Hendon Police College still playing an integral role. In the rest of the UK police services, trainees are also required to successfully complete the IPLDP. A number of training locations throughout
the UK are non-residential, although some accommodation is available for those with an excessive distance to travel or circumstances where travel is difficult.

The IPLDP focuses on a coherent approach to career long development, the development of competence in the performance of key tasks and the exercise of independent judgement while in the training environment and police students are required to successfully complete the two year programme of learning and development. In the programme police students are fully supported by experienced staff and their introduction to operational duties is in a controlled and structured manner with the majority of learning taking place in the operational working environment with a major focus on community issues.

The IPLDP is formally accredited and police students must achieve a National Vocational Qualification Level (NVQL) 4 in policing to successfully graduate as a police constable.

The two year IPLDP consists of four phases: Phase one is in induction with a duration of three weeks, phase two is based on community policing and is three weeks in length, phase three is also mixed with classroom and operational duties with a Tutor Police Constable and this phase is twenty-three weeks in total. Phase four is called independent patrol, successful completion and assessment of phases one, two and three will enable a police student achieve the status of ‘independent patrol’.

Progression through competency based interview assessments continues with the majority of learning ‘work based’ and some formal classroom input and attachment to specialist departments. Phase four lasts for eighteen months during which the police student is required to prove competence against twenty-two national ‘Occupational
Standards’. The phase concludes with confirmation of appointment as a police constable (HMIC 2002).

Northern Ireland

Introduction

In Northern Ireland, the police organisation has undergone extensive reform within the main body of the organisation and it has spear-headed this reform through recruit training practises and procedures with human rights and cultural diversity to the fore.

Education and training

The Patten commission on policing in Northern Ireland Report (1999) found the 1st and 2nd programmes for the Royal Ulster Constabulary (RUC) recruits was outdated, poorly structured and delivered within a militaristic environment. It was eventually terminated in favour of a competency based programme where the development of competence in the performance of key tasks and the exercise of independent judgement while in the training environment, and is also now accredited. Over the intervening years this has been reformed with a basis in human rights, ethical standards and diversity and cultural awareness training (Byrne 2005).

The independent commission on policing for Northern Ireland (better known as the Patten Report 1999) was established in 1998 to enquire into policing in Northern Ireland and to make recommendations for future policing. A major section of its remit was on training, ethos and culture. The commissions aim was to create a new policing service to assist the embattled and distrusted Royal Ulster Constabulary (RUC). It produced its report in September 1999 with 175 recommendations (Patten 1999).
commission’s findings into the first system of RUC training of student police (before 1999) found that training had been geared primarily to security-related policing which had dominated the work of the RUC. It was found that more than 10% of the curriculum was taken up in drill, and this was influenced by an ethos of military behaviour.

A second RUC programme was introduced in 1999 and the commission welcomed the changes in communications, negotiation skills, scenario based problem solving exercises and self and peer assessment. The commission found the military attitude had diminished but not fully and human rights should have been given more priority in the programme. They stated that classroom provision, experiential learning, ethnic and human rights training and infusion of training in the community must be applied to the RUC student police programme to advance reform (Patten Para 16.1, p91). The commission’s recommendations started with changes to the recruitment process and criteria on the recruiting of personnel outside Northern Ireland. This was seen as highly important for reform considering the previous thirty years was dominated by violence and death through terrorism.

The introduction of a new code of ethics to include an emphasis on human rights in all policing matters and training and to be introduced at all levels regardless of position and/or rank. A major emphasis was to be placed on community policing, to bridge the divide that had developed between the police and the communities of Northern Ireland. A proposal for a new purpose built Police College close to centres of excellence (colleges/universities) and the creation of a new student police programme, designed for accreditation with sections of it to be community based. All of commission’s
recommendations point directly to the breaking of the strangle hold of an inward looking police force that had been moulded by its policing methods over a very long period (Moore & O’Rawe 2005; Bailey 2008).

Training, education and development of police officers and civilian staff were regarded as critical to the success of this transformation (Moore & O’Rawe 2005). In the area of human rights, the commission recommended that all police and civilians within the new police service should be trained and/or updated in the fundamental principles and standards of human rights and its practical implications for policing and implemented into every module in police training (Patten para 4.10, p107). This was followed by a recommendation that all probationary police undertake the operational phases of their probationary training doing team policing in the community (Patten para 7.12, p112). The commission also recommended a programme of civilianisation to replace sworn officers, where possible (Patten para 10.23, p115), the creation of a liaison between colleges and universities and work experience attachments for the new entrants (Patten para 15.4, p118). In the recommendations from 129 to 136 on training, education and development for probationers, the commission recommend that a training, education and development strategy be put in place.

The commission stopped short of stating what type of new training was needed. The commission saw its position as one where advice in the format of detailed prescriptions could be given. The commission left the design of the new programme to the new police service which they recommended should take place through detailed analysis of other services and best practices. To further establish the importance of introducing a new
culture different in all aspects to the old RUC paramilitary framework, the commission further recommended that only one police college should exist (the commission drew on the profile and standing of the Garda Siochana existing college) purpose built and that it should exist within close proximity of a university and/or college for accreditation purposes and those employed should have managerial and academic expertise.

The commission further recommended that some modules could be contracted to these colleges and universities, again suggesting limiting exposure to old cultural norms from the RUC. A firm recommendation was a “high degree of civilian input into the recruit training programme” (Patten Para 133, p119), civilians should conduct as many elements of the training as possible. Civilian recruits should also attend the police college. All of these recommendations have been implemented to date. The PSNI similar to the UK has identified a set of core skills necessary to become a police constable. The education and training curriculum is based on the national occupational standards for policing. This has twenty-two core competencies (the Garda Siochana has 12 and are progressive for each phase) for the rank of constable arising from an integrated competency framework.

The PSNI recognised the importance of teaching basic policing skills which is as important as the educational elements of role play and scenario based training in the programme. This was also recognised in the HMIC report of 2002 on the previous trainee programme that existed up to 1995, it states: “a lack of central direction and resourcing, together with the failure to integrate the workplace training with classroom-based instruction, led to its demise” (p16).
The PSNI field training phase has a practical approach to training with student police interacting with the public in real life situations. This training also involves role play in community and workplace settings and assessments in a live operational environment. Assessments are written and through competency based assessment interviews with a portfolio of learning (collection of documents) used for progression. With Northern Ireland again reviewing their trainee programme in 2012, the PSNI propose to further integrate training and the academic side of their programme. They will replace the academic dissertation module of the programme with three case studies and provide instruction in the basic elements of offences rather than continuing with the traditional method of incorporating large amounts of legislation in the programme. This development suggests a new awakening and/or a return of equal status for training in their development programme for student police.

*Other international police organizations*

**Sweden**

**Introduction**

The Swedish police organization is a collection of Government agencies and consists of 28,500 employees; there are 20,000 sworn police officers. The police service has a National Police Board and 21 county police authorities. The first Swedish police training dates back to 1910 with a militaristic type training programme to ensure behavioural training took place in the training environment.
Education and training

In 1965 the Swedish police was nationalised and trainee education/training was centralised and placed an emphasis on community style policing. Currently recruit police education and training which is competency based takes place at two universities and the national police academy. Education and training is provided in Umeå and Växjö Universities as a commissioned four year education programme. In Sweden, law enforcement is considered one of the highest regarded professions. More than 8,000 individuals compete for the approximately 400 law enforcement positions filled annually. The police academy and the two universities are responsible for the basic training programme for new police officers (approximately 1,200 per year). The basic programme includes four full-time terms.

The programme equals university studies and can be financed by student grants. Examination is followed by a six-month trainee period at a police authority. After that it is possible to apply for a work as a police officer (constable). The student programmes supports a ‘uniform career structure’ that aims to avoid premature specialization, lets young police officers think in broad terms, makes career field changes easier and improves promotion opportunities. Police departments in big cities are especially keen to recruit officers from ethnic minorities to reduce language and cultural barriers. Most police students are taken on directly after leaving school and finally complete integrated classroom tuition and on-the-job training with police departments (www.pomsinoz.com)
Canada

Introduction

Police recruit training\textsuperscript{16} was conducted through a militaristic type training programme to ensure behavioural training took place in the training environment. Recent reforms now see programmes delivered in either \textit{pre-employment} or \textit{post employment} models depending on the province you are located in, or the organisation you are seeking employment with. There is \textit{variance} of delivery models in the absence of a national standard.

Education and training

The roots of policing are founded on a para-military structure and recruit training was at one time entrenched in such forced discipline, there has been a significant shift over the last 20 years to adult learning practices, problem solving and community based policing initiatives with ethnic and cultural diversity under written by a human rights training programme. The new police officer is required not only to enforce the law but to be an independent thinker, facilitator, mediator, problem solver, relationship builder and community leader. The following provides a small overview of police recruit training across Canada, which is at present not centralised but has underlying characteristics applicable to all:

\begin{itemize}
  \item All recruit programmes accredited – from a Diploma in Police duties to a BA in police duties (grants available for further education in policing fields).
\end{itemize}

\textsuperscript{16} Royal Canadian Mounted Police, British Columbia, Saskatchewan, Ontario, Quebec, Nova Scotia, Prince Edward Island, New-Foundland and Labrador
• All recruit programmes have an experiential learning phase under the guidance of a tutor constable and operational training staff.

• 50% of the provinces apply college fees for the selected applicants.

• 50% of the provinces have their police college on the campus of a University of the Province in question.

• All recruit programmes are geared towards obtaining professional knowledge and skills through integration (theory and practise).

• Hands on (college and experiential) applied learning through competency development.

• Recruit programmes geared towards case studies and realistic simulations mixing theory and practise (professional actors used in many of the trainee programmes).

• Focus on operational and community policing that is geared towards their large ethnic communities.

• Recruit programmes underwritten by human rights and cultural diversity awareness.


Australia

Introduction

Originally in Australia a militaristic type training programme took place to ensure behavioural training. Reforms in the last 20 years have ensured that recruit training is based on competency development with cultural and human rights training for new entrants integrated throughout its programme.
Education and training

The recruit induction programme is approximately 24 weeks and combines theory, the practical application of knowledge, team projects, individual research, simulations and mandatory safety training and physical fitness training. Training is competency based and trainees develop competence in the performance of key tasks and the exercise of independent judgement while in the training environment. At the successful completion of training, on-the-job training follows formal training and is generally conducted over a 12 month probationary period. Theoretical components deal with the law and the role of a police constable. Practical components include firearms training, defensive tactics, crowd control and team building exercises. The practical components of the course are physically based.

During the training, applicants are required to obtain the essential qualifications, skills and competencies required for a police constable, all components of the course are assessable. There are weekly theory tests and regular progressive review tests that assess accumulated knowledge as the course progresses. Many of the required skills and competencies have an inherent fitness element associated with meeting the performance standards. Police constables are required to maintain a level of fitness appropriate to the skills and competencies of their particular station.

A person’s performance in training and while on probation is closely monitored by divisional training staff. Course content focuses on assisting recruits to adapt their knowledge of legislation to the legislative framework. Recruits receive instruction in relevant legislation, local practices, procedures and issues, and local criminal justice
partners such as the courts and the Director of Public Prosecutions (DPP). The corporate infrastructure has moved away from a traditional, hierarchical policing model (similar to the UK) to flexible, multi-skilled and empowered teams operating in an environment of continuous learning and improvement (Australia Federal Police 2011).
All the countries with the exception of Ireland and Australia are connected to and/or have portions of their programmes delivered in other colleges. The only other major difference is that some countries (Sweden and Canada) have a four year programme due to police recruit programmes being delivered by a selected university.

**Police culture and its influence**

According to Kiely & Peek (2002) organisational culture is of heightened interest to management of all organisations because it can improve performance, efficiency and effectiveness as it affects the attitudes and behaviours of workers (O’Donovan 2006; Conway 2011). According to Nally (2009) culture is an essential ingredient in successful organisations and is a vital determinant in how efficient and effective an organisation is in performing its roles and functions. Culture must be understood to improve it (Fielding 1988).

Culture has been defined by many theorists but it is difficult to identify one comprehensive definition because its boundaries are so wide and parts of it are deeply hidden. The dilemma is how can you change something when you don't know exactly what it is or where it can be located (Holdway 1993) Despite this difficulty Heller (1997) and O’Donovan (2006) are confident that organisational performance can be improved by improving organisational culture.

Researchers search for the foundations that police culture is based upon. Reiner (2000) observes that the strength of police culture is based on police work as a mission of worthwhile enterprise, not just another job, while Goldsmith (1990) suggests that police solidarity is the most basic police cultural value where values and attitudes within police
services, forge the bond of solidarity between officers. The available literature on police culture is contradictory (Reiner 2000).

The majority of the literature concerns itself with accounts of police deviance caused by the existence of cultural traits, yet many modern organisations expend considerable time and effort to ensuring these same traits in their members, i.e. ethos of public service in the Garda Síochána. Solidarity amongst the rank and file is often cited as one of the reasons for police deviance. During the Morris Tribunal, one of the prominent legal Senior Counsels talked about the ‘law of silence’ that prevailed amongst certain Gardaí in the Donegal Garda division (Cusack 2002). At the same time solidarity provides the foundation for cooperation and teamwork. The vast majority of police take great pride in the vocation of police work, extolling its uniqueness and potential to make a difference yet organisationally, police sometimes tend to isolate themselves from their communities, often becoming arrogant and consumed with maintaining the organisation for organisation’s sake (Young1991).

When talking about police culture we are really talking about the police subculture\(^\text{1}\) since each new trainee brings with them various attributes from the wider community (Reiner 2000). Gardaí between the ages of eighteen and thirty five continue to form the majority population of new trainees. Each of these groups brings with them a variety of cultural traits that weave into the fabric that becomes the police sub-culture. A considerable amount of police research has chronicled the tendency for police to become isolated; isolated from previous friends’, isolated from the community, isolated from the

\(^{1}\text{Normally associated with talk designed to give purpose and meaning to problems experienced by police in front of other police.}\)
legal system, and even isolated from their spouse and families (Skolnick, 1966; Westmarland 2008).
The element of danger is generally credited with causing police officers to be suspicious (Reiner 2000). In an attempt to be attentive to any possible violence the police officer becomes generally suspicious of everyone. Likewise, many police officers begin to distance themselves from previous friends as they do not seem to understand and appreciate the rigours of being a ‘cop, peeler, polis man’. Likewise, factors such as unsocial shift patterns, days off during the week and court time tend to isolate the officer from persons other than the police. Police also become isolated due to their authority. In order to protect themselves they tend to socialise as a group, again leading to social isolation (Vaughan 2006).

Reuss-Ianni (1993) has identified several postulates that are reflective of a ‘we-they’ world view by police, who believe that non-police simply do not understand the true nature of police work. Eventually the ‘us-them’ outlook will increase police isolation from the citizens. Some of the postulates are: (Reuss-Ianni 1993) that the police officer should not trust anyone and be suspicious of everyone. This could be viewed as protecting against citizens who might file a complaint, or a supervisor who might discipline. The threat the officer is guarding against might be physical violence and can underline his/her commitment to the vocation of police work, being prepared to get on with the job despite the possibility of being assaulted whilst doing so. “Don’t trust the new guy until you have checked him out” (Reuss-Ianni 1993, p24).

Trainees and some times police transferred from another station must prove themselves. Having gone through the selection process and initial training does not assure one of being accepted. More than often the proof is when the new officer
backs up another officer in a physical altercation. “Don’t trust bosses to look out for your interests” (Reuss-Ianni 1993, p24). This postulate tells new police officers that when supervisors (normally sergeant rank) are forced to make a choice, they will always look out for their own best interests rather than the officers. Over a period of time this distrust can undoubtedly lead to a sense of isolation between the officer and management.

The culture within the Garda trainee programme comes into existence through the socialisation process and it is through this cultural assimilation that Gardai obtain what Skolnick (1966) describes as the “working personality” (p82). This working personality is made up of different values and behaviours which gel together to form a culture. Handy (1985) argues that culture is something that cannot be perceived and therefore cannot be defined. However, Deal and Kennedy (1982) stated culture was regarded "as the way things are done around here" (p48). Policing holds a distinctive position within society and, as Skolnick (1975) argues, the police develop a unique manner in which they perform their duty. Culture in any organization is a vital determinant in how efficient and effective an organization is in performing its roles and functions (Leishman et al 2000).

Published research findings on Garda culture in the Garda trainee programme

The following discussion is on research findings that are the only set of results of this nature in Ireland. The research was conducted in 2009 by a serving member of the Garda Siochana, Sergeant Oliver Nally, while completing a master’s degree programme. He surveyed the attitudes of trainees at the end of phase one at the Garda
College and at the start of phase three (for their phase two experiences) at the Garda College to determine changes in attitudes to police cultures, on 57 cultural norms. Nally’s findings concluded that a large learning curve of cultural norms is experienced by phase one trainees as 30 per cent of the 57 norms in the survey have been observed by phase one trainees. This curve increases gradually to 44 per cent for phase three trainees. This shows that more than twice the number of cultures are learned either before or on phase one rather than picked up on phase two training.

The first experiential training period would have been regarded as the prime instiller of police culture in young police (Chan et al 2003), but the findings here somewhat refute this view. Most of the culture (30 of 44 per cent) is experienced before phase two experiential training begins. Further analysis by Nally (2009) brought to light some unsatisfactory behaviours and attitudes but it also showed the high percentage of positive attributes which can aid in policing if not taken to extremes, such as suspicion (43 per cent to 53 per cent), conservatism (62 per cent to 65 per cent) and pragmatism (67 per cent to 72 per cent). One would expect from the outset on joining an organisation that its cultural norms would be gradually learned and experienced by the new employee (Reiner 1992; Chan et al 2003). Of the 57 cultural components Nally analysed, 30% of trainees experienced these cultures while on phase one (and before) compared to 44% while on their phase three (Nally, 2009).

There is a natural progression of the assimilation of police culture while a police progresses from phase one to phase three (Reiner 1992; Chan et al 2003), as in this case for trainees increasing by 14 per cent. Further analysis found the strength of
garda culture experienced also increased from 22% per cent in phase one to 33% in phase three. What is most surprising is the large percentage of culture already assimilated by the end of phase one and the high percentage strengths of some of these cultures. The high assimilation of Garda culture on phase one may be attributed to a number of factors:

- The Irish training environment of a small closed college surrounded in the main by Gardai, Garda college staff and full sworn Garda members of every rank and designation undertaking courses.
- Family members in the Garda Siochana. Nally states that 36% of respondents had a family member within the Garda Siochana, 70% of the respondents spoke to a Garda before the selection process and 56% spoke with several Gardai before entering.

The presentation of theories on culture highlights the influence it has on most aspects of policing roles especially in the area of operational policing. In this context from an Irish perspective all Garda Teacher/trainers are from the operational world of policing either by choice or by a dedicated transfer from the promotion lists. The vast majority have achieved promotion to sergeant level with many years experience in the operational field of policing whether in uniform or plain-clothes (detective). As such they have experienced the cultural norms of policing and bring those norms with them into the training field. Garda Teacher/Trainers have major influence on trainees in their initial phase through this previous operational experience while delivering the Garda trainee education and training programme. Understanding this communication
process will enhance our understanding of how the programme is communicated and what the broader implications are for the rest of the trainee programme and policing generally in Ireland and elsewhere.

Culture in the Garda College during accelerated recruitment 2004-2008

The data from the different cultures in policing can be found in the primary data from this work and linked with ‘changing’ work practises by teacher/trainers in the accelerated recruitment period from 2004 to 2008. Teacher/trainers delivering the programme subjects were required to use lecture theatres to ‘lecture’ on their subject areas, instead of using the normal ‘facilitation’ in the classroom environment (there was a lack of dedicated classrooms in this period). This change of location from the classroom (20-25) to the lecture theatre (90-180) enhanced the inculcation of Garda culture (socialisation and cultural assimilation) from a very early stage in trainees and produced what Skolnick (1966) describes as the “working personality” (p82).

My data will show that teacher/trainers involved in certain sections especially on phase one (the first 20 weeks) used ‘operational war stories’ to assist/supplement/enhance their delivery of subjects. These war stories had a marked effect on trainees because they were operationally geared towards practical policing. In turn this led trainees to believe that a number of other subjects (socially based) were peripheral due to content, delivery methods (lack of communication and feedback) and location (lecture theatres). So in effect accelerated recruitment allowed Garda teacher/trainers bring culture into the delivery of subjects which in turn allowed cultural norms surface very early in trainees.
Also the perceived lack of development experienced by trainees in the accelerated recruitment led them to overly rely/depend and ‘operationally learn’ from members (operational) in the experiential field of policing. This over reliance was to make up for the perceived deficit in development that trainees believed should have taken place in a controlled environment (case studies and practical scenarios) at the Garda College. Another factor in this phase was the lack of operational experience the majority of tutor Gardai had obtained (less than 2 years service in the majority of cases). Due to the specialisation of forming new units and increasing existing units (Traffic, NBCI, Immigration) there was a shortage of middle service Gardai. The only position left to divisional training sergeants was to select young Gardai that had come through the accelerated recruitment period themselves.

Chapter conclusion

The analysis of countries selected; the UK, Northern Ireland and several international countries represents a modern approach to developing trainee programmes. All have instituted major changes in their in their respective police trainee programmes. The general time-line of changes in recruitment and induction programmes started for the majority in the mid 1980s. The majority are also comparative with defined college education based periods interspersed with experiential learning. Integrating theory and practise within college curricula with human rights and cultural awareness training for trainees was found in all programmes.
The publication of UK and Irish government reports on police trainee programmes have also similar timeframes with comparative data findings on why integrating trainee education and training was required: namely to stop an over reliance on militaristic, disciplinary and physical training regimes that were non-effective for modern democracies. Further to this, all reports on police trainee programmes recognised that periods spent in an academic setting and in operational policing for experiential learning with designated divisional trainers and tutor police would be beneficial in breaking the cycle of instilled police culture(s).

All reports recommended the periods of experiential learning were to be augmented with a return to the college/institution where, experiences and theories could be integrated before full operational policing. The reports recommended this could be accomplished by replacing or modifying academic and training subjects, renewing or upgrading the acquisition of skills based training, changes to the delivery and facilitating of the programme. The termination of militaristic, disciplinary, and physical methodologies in favour of adult learning formats allowed each country to formulate new modules of education and training which are again comparative in design and time duration.

Each of the countries programme is slightly different in its make up, but the educational and training programmes in the college and experiential learning environments are comparative in culture awareness and human rights applied as the foundation for competent policing in society. The Irish report “Keating (1999)” introduced the concept of a competency based framework however; it restricted its
research and relied solely on one general survey from 500 respondents (47% return rate) and letters of interest from individuals and societies in Irish society. The reports literature review was from informed reading. The reports committee did not carry out any international research for best practises in induction programmes as all the other police reports did. This may be one of the reasons why the programme has had a short life span as it was heavily criticised by the Nolan (2009) Report.

Walsh (1985); Patten (1999); Palmiotto et al (2002); HMIC (2002); Chan et al (2003); Haberfeld (2003) have argued that semi-military and disciplinary models of policing created problems not only in the training environment but are then reflected and absorbed by new trainees when transferred into the general body of the organisation through cultural norms. From an Irish and UK perspective the findings from the reports have demonstrated that behavioural and militaristic type training environments created difficulties in creating change especially when one moves away from a traditional method that has been existence for so long.

Many countries from 1980’s on have reformed their respective police trainee programmes i.e. Ireland, the United Kingdom, Northern Ireland and the other countries mentioned in this research especially Canada and Australia. This in turn has allowed the utilisation of adult education/training methodologies in these police services which has been discussed by many theorists and in many government reports. From an Irish perspective this theme was one of the main arguments put forward in the Nolan (2009) report for the introduction of a hybrid training programme based on problem solving rather than having pure behavioural techniques. One small country
that has seen significant change in policing and in its trainee environment is Northern Ireland. Research conducted by Moore & O’Rawe (2005) on policing and police transformation for the purposes of laying down meaningful recommendations using internationally-recognised principles against which policing arrangements could be measured i.e., human rights and culture awareness has to date been successful in Northern Ireland.

The findings of Moore & O’Rawe (2005) concluded that policing problems in Northern Ireland are similar to those that confront other countries whose police are in a transitional period of reform. It has shown that a change from one dedicated format such as the behavioural and militaristic environments can be accomplished with success provided there is a culture of human rights training for the police organisation. This endeavour was indicative of the countries police services researched for this thesis and may be the ‘missing link’ for change in organisational culture.

There are major similarities between the police services on the provision of induction training. However, no model was identical which suggests the models have been designed to reflect the setting(s) of their individual country (finance, territory, population, education policies) but the parameters surrounding the introduction, enhancement and development of training and organisational ethos in human rights and cultural awareness was consistent in each and every case. This suggests that when change took place, a systematic ‘leap rather than step’ from the old ways in favour of
providing a police service with community mores as their main objectives was the only favoured and accepted position.

As a result the training environments are now firmly underpinned by human rights and cultural awareness training, with recruitment of ethnic and religious minorities a high priority to reflect modern society. Some organisations have quotas in their recruitment, and some have not. A mixture of civilianisation instruction at dedicated police colleges and/or providing courses at colleges is also taking place and recognised as providing a further bridging tool for cultural change.