Chapter Four

The Garda Siochana and its Training Environment

Introduction

The Garda Siochana because of its unique individual role and responsibility in the investigative process relative to criminal activity and social standing responds strategically and operationally to all matters requiring its investigative, community and public service skills. The uncertain and turbulent environment of the 21st century, created by the global financial crisis has created new challenges for the Garda Siochana, as Ireland over the last 3 years has been severely hit with successive shockwaves of transition and uncertainty. In this context, the Garda Siochana has faced the worst financial crisis in its history and the whole of policing is under threat as the country tries to steer itself out of this crisis. The following case study approach to the organisation will map its history and development, aims, goals and objectives.

The Garda Siochana’s thirst for development – ‘internal and external’

According to Walsh (1985) the original catalyst for change in Garda trainee training can be traced to the increased confusion concerning Garda Siochana antiquated policing methods and training in the 1970’s to deal with an increase in crime, social disorder, an effective terrorist campaign waged by both sides of the divide (catholic versus protestant) in the island of Ireland. Traditional approaches to policing had not addressed these root causes; the changing demographics of rural migration to urban areas, adverse economic conditions, family disruption, and the collapse of the control of the Catholic Church.
In researching other police trainee programmes,¹ a constant theme was found which most modern programmes face; providing the correct balance between theory and practice while trying to reduce the operational variables creating the ‘known gap’ which appears in the experiential and operational field of policing after initial academy or college phases. This ‘gap’ has been expressed openly and argued in many theorists’ work on police, police education and indeed through all fields of organisational endeavour who use college and experiential phases (Gammage 1963; Critchley 1967; Sterling 1972; Clift 1974; Muir 1977; Sherman et al 1978; Manning 1979; Walsh 1985; Leigh 1986; Bull and Newcastle 1986; Southgate 1988; Poole 1988; Fielding 1988; Morgan and Smith (eds.) 1989; Brewer 1990; McNiffe 1997; Keating 1999; Savage et al 2000; Wright 2002; Chan et al 2003; Haberfeld 2003; Loader et al 2003, Malcolm 2006; Mulcahy, 2006).

Data from Garda trainees will also suggest that the ‘taste’ of operational policing creates expectations that the Garda trainee programme cannot satisfy on their return to the Garda College for phase three (12 weeks in duration - before the 1st operational posting as a probationary Garda). One senior training sergeant, attached to a divisional training centre stated to me when I began this research and it has remained with me “operating in real life and dealing with situations which include danger or require physicality does take the edge off returning to the “White Ivory Tower” (Garda College) in Templemore, make no mistake it has happened to us all”. From a policing perspective, ‘theorists-educators’ in policing versus ‘practitioners-operational’ police and their failure at times to recognise and accept and implement one another’s views, expectations and relevant knowledge has

¹ UK, Northern Ireland, Sweden, Canada and Australia
led to many models of research not being pursued or acted upon, an example of this from an Irish perspective would involve the Cultural Diversity Awareness Programme (CDAT) which was only delivered to the training staff, it was not offered to operational policing members. It has also decreased management and supervisory communication with staff on many different levels. The consequences of these failures in policing have been severe for communities and police, especially in Ireland over the last number of years where several Tribunals of Inquiries (Morris and Barr) were set up to deal with Garda corruption and mismanagement and lack of training for Gardai.

**The Garda Siochana in 1922 – origin of the ‘Public Service’ mandate**

The constitutional evolution of the Garda Siochana through political, legal, social, economic and cultural contexts is the mirror image of the history and development of the Irish Free State and independent Ireland. The Department of Justice and Equality exercises full political control over the organisation which is now enshrined in law by the Garda Siochana Act 2005 which was based on the recommendations from the Tribunals of Inquiries. The first government in 1922, hampered by severe financial constraints in setting up the new Irish state viewed the Garda Siochana as a body that could undertake anything and this was ensured by its full political control.

The new Irish state policy in the early years used the new Garda Siochana to gain the trust of the people and to assist in all matters by using the organisation especially in the area of collecting statistics and issues requiring financial state transactions, which is still happening to-day but on a lesser scale (The Conroy Report 1970; the Ryan Committee Report 1979; Walsh 1985; McNiffe 1997; Keating 1999; Brady 2000; Garvin 2005;
The Garda Síochána organisation not only worked for the Department of Justice but the majority of government departments and local councils, these service type duties reinforced their position as a public service. Many of these roles are now gone but there is still a proportion of enforcement roles still in existence which are still required for public disorder and/or criminal law enforcement, i.e. duties at elections and polling booths and illegal fishing duties with the naval service.

The Garda Síochána was created in a period of severe Irish national instability and out of the Irish Civil War that followed came the creation of an unarmed uniformed police service that over time acquired the consent of the vast majority of the population. Organised policing was not new to Ireland; it was introduced as a ‘pilot scheme’ by the British Empire to test the concept of ‘organised policing’, it began with the Dublin Police Act, 1786. The Irish Constabulary was established in 1822, which became the Royal Irish Constabulary (RIC) in 1867 and The Dublin Metropolitan Police (DMP) was established in 1836 (McNiffe 1997; Dolan 2006; McGarry 2007).

During the Irish Civil War, which is regarded as one of the bloodiest periods in Irish history, and commonly known as the War of Independence (1919-1922), over 400 policemen were killed. The War of Independence was ended by a truce in mid 1921 and talks between the British and Irish Republication delegation culminated in the Anglo-

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2 Ministry of Agriculture, Finance, Education, Revenue Commissioners, Fisheries, Industry and Commerce, Weights and Measures Inspectors for the local authorities, Local Government, Gardaí acted as Inspectors of Food and Drugs Revision of the Electoral Lists under the Electoral Acts Street Trading Acts (still in existence to-day). Applications for passports had to have their applications Certified by the Gardaí, and in the case of citizens of the Irish Free State resident in England, special enquiries and reports had to be made. Buses, Taxis, had to be examined and passed and licensed. The compilation of the national Census, each year 1,000 Gardaí were employed for six weeks in the collection of agricultural statistics, Census of Road Traffic and a Census of Shops for the Commission of Food Prices, the Wireless and Telegraphy Act, 1926 and School Attendance Officer under the School attendance Act, 1926.
Irish Treaty which was signed in December 1921 and ratified by Dail Eireann in January 1922. Agreement was also reached in January 1922 by the British and the newly formed Irish Provisional Government to disband the Royal Irish Constabulary (RIC), which was hated by ‘Catholic’ side of Irish society. ‘The Civic Guard’ (first name given to the Garda Siochana) was formed in February 1922 and renamed the Garda Siochana in August 1923. The Civic Guards were initially armed and trained in Dublin city however, Mr. Michael Staines T.D., the first civilian Commissioner, transferred his headquarters and training to Kildare Military Barracks (30 miles from Dublin) in April 1922. In May 1922, following a mutiny in Kildare (a faction of new recruits demanded the removal from high rank, former members of the old RIC). Commissioner Staines, TD tendered his resignation in August 1922 and he was succeeded by General Eoin O'Duffy in September 1922, his succession and thoughts on the New Ireland can be regarded as the implementation of the public service mandate (Younger 1968; McNiffe 1997; Allen 1999; McGarry 2007)

The first Garda Commissioner’s view of policing

Sir Robert Peel (1788-1850) in 1829, whilst developing the London Metropolitan Police devised his now well-known ‘Nine Principles of Policing’ In principle seven, he states: "To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police: the police being only members of the public who are paid to give full time attention to duties which are incumbent of every citizen in the interests of community welfare and existence.” This

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3 Irish Parliament

4 English translation is ‘Guardians of the Peace’

5 Member of Parliament
principle was adopted by Commissioner Staines T.D. and on the eve of his leaving office in September 1922, he defined the future role of the police in Irish society. He stated before an assembly of recruits: "The Garda Siochana will succeed not by force of arms but on their moral authority as servants of the Irish people." On the day he left office, he also issued instructions defining the new police organisations future as a moral force in Irish society. The "Garda Síochána na hÉireann" is Ireland's national police force. The force is responsible for the maintenance of law and order throughout the Republic of Ireland. The mission of An Garda Síochána is to protect life and property, to safeguard the liberties of the individual, to preserve public peace, to prevent and detect crime, to provide guidance for young people as they seek to become caring, law-abiding citizens and in so doing to provide a quality service to the public while maintaining the highest standards of integrity, professionalism and efficiency” (www.policehistory.com Garda Siochana Historical Society – accessed 12th February 2011). General Eoin O'Duffy in his decade as 2nd Commissioner from 1922 to 1932 fulfilled his predecessor's objective (McNiffe 1997; Garvin 2005; McGarry 2007).

Second Garda Commissioner – General Eoin O’Duffy – ‘provision of stability for 10 years and a focus on training’

In researching the Garda Siochana socialisation and development process within the training environment, one man’s influence on the policing role and function comes to the fore – General Eoin O ‘Duffy, second Commissioner of the Garda Siochana from 1922 to 1932. Given the fact he was one of the creators of the new Irish State and the second Commissioner of the Garda Siochana, and recognising the time and frame of changes required at that time, it would be reasonable to accept his impact would be by and large
more influential than his predecessor’s who came from within the rank structures of the organisation (McNiffe 1997; Garvin 2005; McGarry 2007).

The state of the country and the credit given to the new Garda Siochana police force was outlined in a speech by Mr. Kevin O’Higgins, Minister of Home Affairs in late October 1923. “There are over 600 Civic Guard stations established to date out of a total establishment which provides for 800 stations. They have done, and are doing splendid work, in restoring order and stability in the country. Their discipline is of a high order and gaining experience from week to week they bid fair to become as fine a force as any country in the world can show. Great credit is due to General O'Duffy who in the most adverse circumstances built up such an admirable service for the people” (www.policehistory.com Garda Siochana Historical Society – accessed 12th February 2011).

Commissioner O ‘Duffy was originally a leader of the Irish Republican Army (IRA), who held the position of Chief of Staff in 1922, a turbulent period for the country as the civil war was in progress. Commissioner O’Duffy whose ethos for the Garda Siochana was to be part of society rather than rule with imposed force, like its forerunner the RIC 'who tended to run foul of public opinion'. The Garda Siochana under his leadership became part of a new state throwing of the shackles of eight hundred (800) years of British rule. His leadership also ensured the ethos of the organisation “was to be Catholic and Gaelic” (McNiffe 1997; Garvin 2005; McGarry 2007).

In September 1922, the Minister for Home Affairs was experiencing indiscipline within his recently established Garda Siochana and O'Duffy was appointed commissioner. At
this stage of his career O'Duffy was a fine organiser and has been given much of the credit for the emergence of a respected, non-political and unarmed police force. He insisted on a Catholic nationalist ethos to distinguish the new Garda Siochana from their RIC predecessors. Following a general election in 1933 the Irish prime minister dismissed O'Duffy as Garda Commissioner. In the Dáil the prime minister explained it due to past political affiliations.

The true reason, however, appears to have been the new government's discovery that in 1932, O'Duffy’s was one of the voices urging the leader of the opposition party to resort to a military coup rather than to turn over power to the incoming Fianna Fáil administration. O’Duffy refused the offer of another position of equivalent rank in the public service that of Minister (McNiffe 1997; Garvin 2005; McGarry 2007).

In early 1923, in his first confidential report as Commissioner to the Minister of Justice, Commissioner O’Duffy stated the current position of both the country and the people “not creditable to a people to sit and look on at the robbery and destruction of their all and raise no hand in defence...The people must be saved, almost in spite of themselves”. The seeds of direction for the Garda Siochana were sown. To quote from Commissioner O’Duffy: “I say that a brave guard is braver than a brave soldier. A soldier goes into the fight under the command of his officers. It is altogether different with the policeman. He is at once the commanding officer and private. He fights his fight alone. His enemy, the criminal ever exists. For the guard it is a fight to the finish. It is a question of either his

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6 Up to two years ago was the largest political party in Ireland and the ‘political opposite’ of Fine Gael, the other large political party
life or that of his antagonists” (www.policehistory.com Garda Siochana Historical Society – accessed 12th February 2011).

Commissioner O’Duffy’s original influence on government ensured they were regarded as the saviours of the new State, a shining beacon and an organisation the people of Ireland could be proud of, a direction still inherent particularly within the mature Irish generation. Commissioner O’Duffy’s view was one of understanding the problems of a new nation, its citizens and the family by taking into account all formal and casual factors that would assist in framing the new independent Ireland which in turn would determine effective measures, intervention methods and the selection of the appropriate responses for the period (McNiffe 1997; Garvin 2005; McGarry 2007).

Early in his tenure as Commissioner, his previous accumulated knowledge showed that proven success could only be achieved if the Garda Siochana adopts a defined partnership role, which is still the underlying premise to day, rule by moral persuasion rather than force. This ethos of preventative action rather than the oppressive role of the Garda Siochana forerunner the Royal Irish Constabulary (RIC) began under his orders within the training environment at that time, somewhat echoing the first Commissioner who had gone before him. It was to an extent part of the legacy that Commissioner O’Duffy left: sobriety, orderly habits, clean living, courtesy and an impartial discharge of duties reflecting perhaps his own military background (McNiffe 1997; Garvin 2005; McGarry 2007).

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7 Speech to recruits 2nd October 1926 at the Curragh Training Centre, Co. Kildare
Over time, his role as Commissioner became contentious with the new Irish bureaucracy as he adapted to a changing environment in which the personnel of the Garda Siochana and their working conditions were a focal point of his demanded reform. His role, as he saw it became one of assistance to the organisation (personnel) rather than to the government of the day. Most of his tenure was spent fighting the bureaucrats in the Department of Finance. This unmoveable stance was eventually to be his downfall. The man who fitted in nicely with the views and eagerness of a new state in 1922 did not suit the reality of a state in turmoil in 1932. However, the Commissioner Duffy’s legacy of what he saw as the Garda Siochana’s unrestricted supportative role for the people still lives on through the countless different services provided to-day (McNiffe 1997; Garvin 2005; McGarry 2007).

General Eoin O’Duffy – another side!

On his dismissal from the Garda Siochana in 1932, General O’Duffy enjoyed the limelight by flirting with politics. At one stage General O’Duffy regarded himself as the Irish fascist leader (McGarry 2007). His other grandiose schemes included using sport to rescue the nation’s youth from moral depravity, campaigning for the imprisonment of ‘bicycle thieves’ and requesting that the Nazis fly him to Berlin to discuss organising a ‘Green Division’ to fight communism on the Russian front (McGarry 2007).

McGarry’s (2007) research is in-depth and traces the life of General O’Duffy and the factors that drove him. McGarry states O’Duffy was a delusional self-regarding hero from being a firm defender of the Free State (1922-1932) as first Commissioner of the Garda Siochana. However, deeper research shows he was paranoid, domineering and a
pompous administrator. O’Duffy participation in politics for a brief period allowed him also to become a major threat to the state with a planned march on Dublin by his fledgling ‘Blueshirts’ (fascist) organisation. This was a clear imitation of Mussolini’s march on Rome and was widely perceived as such. The prime minister at that time feared a similar coup d’état and as a result the parade was banned. O’Duffy was an admirer of the Italian leader Benito Mussolini and his organisation adopted outward symbols of European fascism (McGarry 2007).

McGarry (2007) follows his career through three stages: chief of staff of the IRA and Sinn Fein deputy; chief of the Garda Siochana and briefly head of the State’s second biggest political party; ‘Fine Gael’ and finally, a lonely alcoholic and failure. Fine Gael is now the largest political party in Ireland and currently in a coalition government. This political party rarely mentions O’Duffy. In 1933 O’Duffy became leader of the Army Comrades Association and with many other conservative elements within the Irish Free State began to embrace fascist ideology. It was not long before they became known as the ‘Blueshirts’ due to their style of dress.

In late 1933, another two political parties merged with the Blueshirt movement to form Fine Gael. O’Duffy became the first leader. Over a short period of time O’Duffy proved to be a weak leader - he was a military leader rather than political, and he was temperamental. In late 1934 O’Duffy suddenly and unexpectedly resigned as leader of Fine Gael as his extreme views and poor judgement became an embarrassment to his party (McGarry 2007).
The Blueshirt movement had begun to disintegrate also, so much so that by 1935 the organisation no longer existed. In mid 1935 O'Duffy launched the fascist National Party. The following year the General organised an Irish Brigade to fight for Francisco Franco in the Spanish Civil War. In 1937 O'Duffy returned to Ireland from Spain in disarray. He retired from politics completely, apart from a low-level dalliance with Nazism to save Europe from Bolshevism. By this time his health had begun to seriously deteriorate and he died in late 1944, aged 52. He was afforded a state funeral by the government.

A further major downside to O'Duffy’s 10 years as commissioner was that a certain ethos on training (physicality, discipline and vocational sense) and values (unlimited policing roles, the organisation first above all else) was produced in the Garda Siochana. This was through the trainee induction programme with only minor modifications for criminal law, code of practises and procedures and health and safety. This programme/course remained until 1988; a passage of 66 years, in effect the Irish police trainee recruitment criteria and induction programme was frozen in time (Garvin 2005; McGarry 2007).

The appointment of civilians by the government to the rank of Commissioner remained within civilian hands until the first sworn Garda to rise through the ranks from ordinary Garda was appointed in February 1965, forty three years later. General O’Duffy’s view was perhaps a bit one dimensional however, as Commissioner he recognised that training was essential in providing a quality police service (Garvin 2005; McGarry 2007).

**First strand of training from 1922-1989 (67 years)**

All those who commenced the first strand of training were known as recruit Gardai and were attested and given full powers on day of entry to the Garda Training Centre. Recruit
Gardai were given a six-month training course conducted by Gardai, no civilians were involved. The curriculum consisted of criminal law and procedure, physical education, Irish language, first aid and firearms’ training. Under this system, recruit Gardai did not receive any formal training away from the Training Centre. At the conclusion of the six months training period, recruit Gardai ‘passed out’, and were assigned to Garda Stations as operational Gardai. After one year of operational policing, recruit Gardai returned to the Training Centre for a four-week training course (part two). This completed all inductive training (Garda Training Centre Recruit Course 1970-1989).

**Structure of the training period from 1922-1964**

Part one training was 24 weeks at the Training Centre. Part two training was 4 weeks at the Training Centre (12 months after finishing part one). The written examinations on part one were conducted in week 4, week 10 – {written examinations/objective testing (varied over the years)} and week 18 – (terminal written examinations). The examinations on part two were written examinations conducted on first morning in the Training Centre and written terminal examinations conducted in the third week. The subjects studied were criminal law, Irish language, physical education and drill, first aid and firearms training (Garda Training Centre Recruit Course 1970-1989).

The programme facilitation was by classroom work, (no lecture theatres in the Training Centre at that time). One training sergeant was assigned to each class for part one and two and known as the Police Duties Sergeant. There were three to four intakes per year with approximately 100 per intake. Classes were held Monday to Friday: 9am – 5pm and
Saturday 9am – 1pm. There was three weekends off on part one: 5pm on Friday - returning at 11pm on Sunday, three weekends off on part one: from 1pm on Saturday - returning at 11pm Sunday night. All weekends were free on Part Two. The pass rate required was 50% in all subjects with 70% required in firearms (Garda Training Centre Recruit Course 1970-1989).

The first recruit curriculum was not totally abandoned with the introduction of the 1985 Walsh programme; the more modern sections were absorbed into the second programme for continuity. The first programme was adopted and adapted, from the former Royal Irish Constabulary (RIC), disbanded 40 years previously in 1922. This original RIC theme of direct (previous instructors and personnel from the RIC) and indirect involvement (continuing the structural, strict disciplinary and semi military training) in the Garda Siochana through training, administration, rank structure, policing methods was very prevalent at the time of this training programme. The Garda Siochana recruited the same type of people from the same backgrounds “the training of Gardai closely followed the RIC precedent”, it was “military type training carried out by former RIC... availing of RIC instructors...same manuals” (McNiffe 1997, p171).

Although direct RIC involvement is well and truly finished, the original structures remained. The first training programme was carried out essentially through didactic training centre personnel customs, law, religion (Catholic) and morality. This was considered sufficient to explain, predict and control social behaviour and could be termed isolationist (McNiffe 1997). These produced consistencies of behaviour necessary for the functioning of a stable society, which had become insulated due its underdevelopment as
a nation. According to McNiffé (1979) this type of isolationist and insulated behaviour was also allowed develop because of the low crime statistics of Ireland from the 1920’s up to the 1970’s. However, Loader and Mulcahy’s (2003) research into police training in the 1960’s and 1970’s states the UK system of recruit training also shows training was based on strict discipline, old police customs, P.E. and drill. However, a number of differences do appear when compared with the Irish recruit system at that time, religion was a not a feature of the British system or held any influence and was not placed on the recruits curriculum e.g. catholic orientation. Also, there was no submission to central government or a preoccupation with State security. From an Irish context (which is still the case to-day) this policing role of providing state security was and is very much part and parcel of the Irish recruit/trainee programme through class/seminar presentations on Irish state security laws and the official secrets’ act of Ireland. These two major policing roles for the Garda Siochana were not part of the UK recruit programme studies. The Catholic Church and state security was a priority of the Irish regime; it was not directly present in the British recruit curriculum/programme.

According to McNiffé (1997) and Keating (1999) a concern for hierarchy, organisational framework, structure and systems characterised the early police curriculum. Consequently one is steeped in information about the organisation and the administration of the organisation. As can be seen from the above profiles, it was a training regime that would shape an individual towards total submission. The aim of police training to produce a subservient and physically trained recruit in that period was practically realised through the authoritarian leadership at the Garda Training Centre and Garda leadership.
According to McNiffe (1997) the aim of the Garda Siochana and the Training Centre was the formation of subordinated, obedient and guidable policemen.

Research in UK police training conducted by Loader & Mulcahy in 2003, used interviews with British police to gather qualitative data on the cultural significance of the police from 1960’s, and 1970’s and shows the same strands of endeavour (as in this research) for those who were subjected to a police training regime in that era: “steady respectable working class male” (p184), “largely legal’ and devoid of what I call philosophical content” (p184), “a very harsh, brutal not physically, but mentally brutal regime of 13 weeks” (p193), “rote based or parrot fashion” (p193), “sitting you down and pumping definitions into you” (p193), “the futility of this training regime that looms the largest” (p194), “middle decades disciplined, institutionalised structured around a hierarchical quasi-militaristic set of authority relations” (p201), “modelled on military traditions” (p202) and “discipline akin to being...in the armed forces” (p201)

The changes that prompted a review of the first strand of recruit training

Only when the increase of ordinary crime, social deviance, indigenous terrorism and its associated atrocities began to weaken the old ways in the 1970’s, was a search undertaken for new answers and the Garda training reflected this void in microcosm (new social changes, pace of change, changes in the context of policing, lack of community support, changes to the role and function of the Garda Siochana) leading to research on the 1st training programme(Conroy 1972; Walsh 1985; McNiffe 1997 ; Keating 1999) The approach to the training conditions in 1985 when viewed in context represents a simple analytical scheme and can be accommodated in three sets of variables:
• The training conditions pre 1985 – the legacy of a forgotten service
• Conditions which were external to curriculum changes
• Development and strategy: a vision or a conscious plan where an outcome was desired coupled with the knowledge and means of how to get from their initial conditions to the desired system i.e. sequence of events, timing and responsibility.

The Walsh report was published in December 1985 and its quick acceptance and publication based on these variables, sought to change the emphasis from pure training, a disciplinary regime and physical exercise to education, combined with communication and social skills. Sterling’s 1974 seminal work on the inclusion of the social sciences to ensure change in role and function in a police curriculum is reflected in the approach of Walsh (1985), as well as law and the use of technology to advance the quality of trainees. The rationale for this change (based on the above 3 variables) was that society was changing and the Gardai was expected to change with it so that the original ethos of “policing by consent” could be continued which was “the key to the relative success of the Garda in our own country over the past sixty years, interdependence between all segments of the Society in the mainstream of law and order” (p26).

Second strand of trainee introducing integrated education and training 1989-2002
The Commissioner of the Garda Siochana at that time, appointed a ten-member committee to examine all aspects of Garda training in 1985 under the following terms of reference: “To examine all training in the Garda Siochana from recruit intake stage up to and including courses at the Garda College and to make recommendations” (p15). The Walsh (1985) report was accepted and its recommendations were approved quickly by
government and a new two-year education programme commenced in 1989. This new training and educational approach required modern facilities created in the old Garda Training Centre in Templemore. During the period 1985-1989, a then state of the art facility was provided in terms of infrastructure and equipment. From a teaching perspective, all Garda College and divisional training staff participated in a structured 3rd level designed teacher/trainer course of 16 weeks duration, developed and delivered in conjunction with teaching staff from St Patrick’s College (primary teachers training college). One had to pass this course to become a teacher/trainer or remain as a teacher/trainer. Over the intervening years, this course was eventually reduced to five weeks.

The Walsh (1985) report was a report of immense importance for the Garda Siochana because it fundamentally changed the whole ethos of the organisation in terms of training policy, education and operational procedures relating to training and education. The report’s recommendations emphasised the providing of a police ‘service’ rather than a police ‘force’ which was the ultimate aim of the creators of the Garda Siochana. The report stated that as an organisation, the delivery of its work was central to the needs of the community and this could only be achieved by focussing development on the individual Garda member through integrated training and education, developing the Garda Siochana as a public service organisation, and ensuring the society it served receive an enhanced service: “The course that has been designed is intended to produce a more professional Garda who will be better able to meet the policing needs of an ever changing Irish society” (p17)
Walsh (1985) introduced a five phase induction programme over two years. From 1989 to 1992, the Garda College reviewed the process they had put in place and applied in June 1992, based on the recommendation of Walsh (1985, Para 6.7) to the then National Council for Education Awards (NCEA) for accreditation through an institutional self-study report “The accreditation of Garda education/training programmes at the Garda College should be explored with the National council for Educational awards, as a possible strategy for improving Garda education over a period of time the Garda College could become an institution to which the National Council for educational Awards Act would apply. The Garda authorities should explore the possibility of having this course approved for an award by the national council for educational awards (N C E A)” (p63).

In June 1992, the Garda College submitted a report to the Minister for Education to have the Garda Siochana College, designated as an institution to which the National Council for Educational Awards Act, 1979 applied. The Garda College was designated an institute for higher education in November 1992.

Walsh (1985) also recognised that the quality of Garda trainee training/education would lose its impetus or be eroded over-time in a higher education framework due to advancements in society if the programme was not periodically re-evaluated. The re-evaluation it believed, would also act as a quality assurance mechanism to re-invest its ground breaking approach in Garda trainee education. The review from an internal Garda perspective was regarded as a critical evaluation to implement necessary recommendations for improving the status of the existence of the higher education programme.
The re-designation of the Higher Education Training Awards Council (HETAC) awards in 2004 came within the implementation of the Keating (1999) report in February 2003. The Diploma in Police Studies was changed to a BA in Police Studies (level 7). The duration of the training programme was extended from twenty-two to one hundred and four weeks (sixty-two weeks for the non-attested student phases one, two and three). The training was to incorporate three in-house (college environment) and two on-the-job phases (experiential in the live environment of operational policing). The need for these changes was identified and highlighted in the Walsh (1985) report which stated: "the Role (of the Gardai) should be restated to depict Gardai as specialized aiders, working in partnership with other agencies in helping the community to maintain Law and Order. This new emphasis was a necessary recognition of the essential" (p29). The committee was “to examine all training in the Garda Siochana from recruit intake stage up to and including courses at the Garda College, and to make recommendations” (p15).

The Walsh (1985) examined the functional role of the Garda Siochana as did the ‘Conroy Commission’ in 1970 and ‘Ryan Report’ in 1979. The Walsh (1985) report begins by stating that, since the publication of the Conroy Commission Report in 1970, there has been a considerable change in the role and functions of the Garda Siochana. Rather than attempt to develop a new functional role for the Gardai, the Walsh (1985) report concentrated on developing a greater understanding and interpretation of this role as it was evolving in accordance with social change. Walsh’s (1985) concluding paragraph in chapter three stated a realistic definition of the functional role of the Garda Siochana has to acknowledge both the law enforcement aspect and the service nature of Garda work. The Garda Siochana had to provide services within a legal framework:
• Protect life and property
• To safeguard the liberties of the individual and preserve the public peace
• To prevent crime
• To provide guidance and assistance - a) in helping young people and b) in cases of tragedy or family and/or other personal crisis (p24).

Walsh (1985) stated “this role definition does not make the Garda purely a law enforcement officer or a social worker. Neither term when used alone is an accurate reflection of the reality and diversity of Garda work” (p24). Therefore, while the Garda organisation provides services within a legal framework and in accordance with social values and aspirations of a democratic society, it must also be acknowledged that “the bulk of Garda work is of a welfare type” (p30).

The report further states that apart from specialist training, there was little change in the approach to basic trainee training over the years. By the time the Walsh (1985) report examined trainee training in the Garda Siochana in 1985, “Ireland’s police force had become a very complex, specialized and centralized institution” (p22). Walsh (1985) identified a need for Garda trainee training reform in order to prepare the personnel to perform the variety of functions demanded in a policing role. The only published research results on the Walsh (1985) report educative processes are those obtained from the Keating (1999) report. This research was conducted in 1997 and the results are somewhat limited and there is clearly a discrepancy between Walsh’s (1985) declared orientations, aspirations and ethos with the reality of the research results published in Keating’s (1999) report.
The findings from Keating (1999) state the majority of trainees were very unsatisfied with certain elements of the college-based programme, which in their view was too academically based and as such the normal training requirements (skill based) suffered as a consequence, (see appendices for the list of positive and negative reactions in the findings). The results state that the quality of the programme was at best very average and there were many things which could have been improved, i.e. the training conditions that were on offer, the over use of front loading teaching methods, the constant authoritarian and didactic teaching practises of some teaching staff, a poor library and lastly, the dissertation component which received such severe criticism that even in today’s competency based education framework this component of the BA Degree in Police Studies is perceived by the trainees as unnecessary and of no educational value. The trainee body has severely damaged this component through negative ‘word of mouth’. Opinion prevailed throughout the Keating (1999) survey that the programme was authoritarian, and a ‘laissez faire-laissez-passer’ (p64) type of relationship existed, in effect the Keating report (1999) suggests there was no trainee failures and henceforth, no problems for the college.

2nd strand aims and objectives of trainee development

As the basis for decision-making about future changes, theoretical and empirical research (local and international) was conducted but the critical results, especially the posed questions about explicit determination of aims and goals as a necessary starting point for planning and evaluation of a study programme, were not enthusiastically accepted by

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8 ‘Let do and let pass’
leadership and the majority of the teaching staff. The leadership of the Garda Síochána, including a majority of college teacher/trainers with little knowledge of curriculum theory and practise were informed that the planned approach to change the programme was possible with time, finances and further development of teaching skills for the college teaching staff.

In the period of its existence from 1989-2002, standard theoretical methods (to an extent) were gained about curriculum planning, developing and evaluation were regarded as important research endeavours. But over time and with constant rotations of teaching staff, many of the original thought processes were eroded and forgotten causing drift of the original ethos, themes and content. This is despite the fact that many members of the teaching staff gave tremendous individual attention to the theoretical and practical problems of planned innovative approach to curriculum change. But prevailing poor knowledge of curriculum planning, evaluation and status quo orientation of leadership, including a majority of traditional oriented teaching staff, restricted many of these endeavours (Nolan 2009).

My interviews with a number of the retired Garda College teacher/trainers, who were in the college from the beginning, confirm this educational drift from the original implementation of the programme. Many of respondents stated that they were expected to continue their work from the first training programme with only a basic teacher/trainer course and no continuous professional development. Besides unfavourable initial conditions (lack of knowledge, traditional orientation, old fashioned authoritarian style of leadership), there were external conditions that restricted the processes of change; the
absence of social consensus about the concept of modern police work and organisational needs for an emerging diversified public. In their view the philosophy behind the Walsh report was not fully implemented in practice and at times the philosophy of the 1st programme was never really removed.

The first important factor was Ireland was just at the start of its economic discovery and finances played a dominate role in policing budgets. The second important factor was the political climate of the country; recovering from a prolonged period with indigenous terrorism, which deflected the importance of training, and the time, required to devote to education and developing the required curriculum. The third was the subordinated and ambivalent organisational status of the Garda Training Centre within the confines of 3rd level colleges in Ireland. The fourth external factor was the legal and organisational changes required by the Garda Siochana for the structure of the Training Centre in higher education. It took the training centre three years through an institutionalised report to gain acceptance from the NCEA (now HETAC) for 3rd level status. The over arching dimension on the social sciences in this Garda trainee programme is reflected in the changes within the UK programme in recruit training in this period.

Sterling, (1974) a strong proponent of social sciences for development in policing in the US, in his 3rd edition on the changes in role concepts of police officers (which involved a longitudinal study of police trainees) recognised the importance of the social sciences. Early in his preface he states, ‘the subject area which promises the greatest improvements of police services lies within the liberal arts – particularly the social sciences’ (px), he further cites the Law Enforcement Assistance Administration ‘Task Force Report’ (1971,
It is not only pure vocational training that is needed, but also a broader educational exposure to the liberal arts….thus his intellectual armament should be equal to his physical prowess” (px). However instrumental the social sciences may be regarded in terms of the correct ingredient for modern police education, my primary data will suggest that in the main the social sciences are not a high priority with Garda trainees and not well accepted. This is not peculiar to the Garda Siochana, Chan et Al (2003) in their research found that the Australian police students viewed the social studies programme with a distain especially after they witnessed and/or experienced operational policing in the experiential learning phase. However, my primary data from the respondents in this research states it is the effects of the manner in which the social sciences dimension was delivered in Garda education, as distinct from the concept itself. (These matters will be further developed in later chapters).

Walsh (1985) placed emphasis on the social sciences in order to achieve quality in development and to orientate the Garda Siochana towards a service provider. The report in identifying the profile and role of a good policeman through professionalism, community participation and personal development delved into the work of Professor August Vollmer, a one time leading police administrator in the United States who wrote ‘The Police & Modern Society’, Walsh (1985) produces the following quote from Professor Vollmer and states it is ‘not an exaggeration but fact’ (p32). This famous quote was also used and supported by Haberfeld twenty two years later in her publication ‘Critical Issues in Policing’ (2003): “the citizen expects police officers to have the wisdom of Solomon, the courage of David, the strength of Samson, the patience of Job, the leadership of Moses, the kindness of the good Samaritan, the strategical training of
Alexander, the faith of Daniel, the diplomacy of Lincoln, the tolerance of the carpenter of Nazareth and finally an intimate knowledge of every branch of the natural, biological and social sciences. If he had all these he might be a good policeman” (p32).

The new structure and approach ‘integrated education and training in Walsh 1985’

Phase one at the Garda College – 22 weeks: This stage was designed for theoretical education. The trainees received lectures in legal and policing methods, social sciences studies, communication studies, technical studies, Irish studies, drill and Physical Education.

Phase two – Garda Operational Stations – 22 Weeks: Trainees transferred to operational Garda Stations for their first experiential learning development.

Phase three – Garda College – 12 weeks: Trainees returned to the Garda College for this phase of the programme, which was designed to cover the curriculum with a more in depth study, trainees are attested (sworn in) at the end of this phase and became Probationer Gardai.

The Walsh (1985) report was one of a series of Government reports on education and training for the Garda Siochana. Education and training for Garda management, specialist training and in-service and promotion training for supervisory ranks were the subjects of subsequent reports, but never published. Walsh (1985) realising police education/training “had not developed on par with changes taking place in society” (p24), found he was in a unique position to produce a trainee programme
suitable to “meet these changes for the Garda Siochana” (p24), thus ensuring a more professional Garda.

Walsh (1985) maintained that a new approach to Garda trainee education/training was required with a major shift away from the previous restrictive training regime. Walsh’s (1985) required new style of Garda trainee education/training is supported by Fielding’s research in 1988 on police trainees that emphasises that police training requires short and highly condensed periods of classroom theoretical work, physical education, drill and longer periods of on-the-job training at operational police stations. The programme was designed to work with society, social change and to be continually progressing to meet new societal changes.

Whitaker’s (1979) earlier work supports Walsh’s (1985) view by stating “societies and the police attempts to understand each other are complicated by the fact that there is never one public”….“A trusted policeman can be the chief human regulation of our adult conduct, no public agency daily effects the life of more people” (Whitaker 1979, pps 9-11). In tracing the history of Garda training 1922-1985, Walsh (1985) determined it was singular, short, abstract, exam orientated, disciplinarily and socially inadequate. Walsh (1985) in preparing and laying the groundwork for the new trainee programme stipulated the following areas required immediate attention:

- The quality (pre-selection) of students and training facilities
- Upgrading existing buildings, manpower and resources
- Financial commitment to the cost of training and its future developments
• Mobilisation of above – deployment of personnel, the question of in-service and post-graduate training.

2nd strand research into the function and role of the Garda Siochana

Walsh (1985) states that the primary function or dedicated mission statement will remain as the backbone of the service but the application and interpretation must change through education/training, as society changes on the whole. The report lists three variables required for the profile which is accepted by the two latter reports into Irish trainee development:

a) Openness towards the community (community role): Openness towards the community involves a greater interest in the social functions of the police; the interaction between the police, the Government and other Government agencies and organizations in the field of social services and social welfare. In the education of Gardai, the study of social sciences should feature largely in promoting this concept of openness towards the community.

b) Attunement to the reality of police practice: This concept involves the optimal linking of the knowledge and skills taught in formal Garda education to the concrete, actual duties to be performed in policing practice. This link is established through integrating academic and practical training periods, through the conceptual standardization of problems encountered repeatedly in practice, and through a number of other initiatives aimed at grounding student learning in the realities of police work.

c) Promotion of individual police professionalism: The concept of promoting individual police professionalism is something, which is not easily defined. In formal Garda education, it
involves attending to trainee’s acculturation into the police organization. It is also concerned with developing trainees’ personalities, the stimulation of certain professional views, and the development of basic attitudes and feelings which are appropriate to police work. In order to cultivate these qualities during formal education and training, trainees’ professionalism is developed through studying psychology, ethics, and the police as an organization, with much emphasis placed on training responsibility (pps32-33).

Before Walsh (1985) delved into specific police and legal training, he recognised foremost the need to incorporate many different social areas in their proposed education programme to equip young Gardai to face the challenges of a modern, fast moving and socially changing Irish society. In Walsh’s view police trainee education/training must change if it is to help the police establish necessary new law enforcement techniques and organisational structures and achieve the level of effectiveness necessary for successfully coping with crime and providing other public services and a comprehensive interdependent educational process with a sound footing in the social sciences was the only way forward for police education.

Walsh (1985) proposed that any examination of police education must analyse social change, which in turn leads to analysing the role and function of police in a changing society. Walsh (1985) conducted extensive research on social issues in society and traced the origins and developments of police, to today’s ‘centrally organised’ forces of police, which are perceived as being necessary to ensure public safety, and security which has always been important. Walsh’s (1985) introduction to the role and function of police in
society is by accepting that there was little systematic thinking and/or research on the role and functions of police until recent decades.

The report’s position on the role and function of the police in society is a pivotal area in the education/training of police. Walsh’s (1985) research into the Garda function, led to analysis of two Irish Government reports on reform in the Garda Siochana, the 1970 Conroy Commission report and The 1979 Ryan report. Both of these reports did analyse the role and function of the Garda organisation due to their research into the mission statement of the Garda Siochana. Walsh (1985) accepted that since these earlier reports, the role and function of the police had changed and did not want to add to or develop a new expression of this function/role. However, Walsh (1985) decided to concentrate on developing a deeper understanding and clearer interpretation of this role as it is evolving.

The Garda Siochana police functions were inherited from the previous Royal Irish Constabulary (RIC) police force. After exhaustive research, it was clear these functions never existed in a legislative context for the Garda Siochana but rather as a ‘way of life’ through internal memos, directives and an internal Code of Discipline which was been updated numerous times when required or when an incident happened that was not covered before under existing rules. All of these powers can be exercised by a Garda without referring to his/her supervisor. Gardai can use the power of discretion where and when appropriate. These powers are different from all other public agencies or other organisations where managers can or will decide on what legal powers are vested in the individual worker, the reality is the Garda Siochana management does not have that option (Walsh 1988).
A further issue of debate and discussion on generic and training reform for many years is the second and secretive role of the Garda Síochána - the protection and security of the state dealing with indigenous and external terrorism and organised crime. These duties are carried out by the ‘ultra secretive’ Security & Intelligence Branch at Garda HQ. Various names have been associated with this section over the years and sometimes used in-correctly i.e., ‘C3’, ‘Special Branch’ and ‘D’ Branch to name but a few. The role of this section is to identify and analyse the threat to the State from terrorists and organised crime gangs. The section is divided into two sub-sections dealing with intelligence in relation to both terrorism and organised crime. A large proportion of the organisation’s members are permanently attached to these duties, it is unclear how many as it does not publish these figures.

The Walsh (1985) training and education programme after ten years was subject to an extensive review (per one of the recommendations of the 1985 Walsh Report), which culminated in the publication of the ‘Review of Student Garda Education/Training programme Final Report of the Review Group 1999’. This review updated various areas of the programme in line with societal changes and developments, new Irish and European legislation, human rights and equality issues. It recommended the adoption of a education/training and development programme through a competency based framework, which would upgrade and continue the current two-year programme conducted over five separate but integrated phases conducted both at the Garda College - Phases one, three and five, and at ‘Designated Training Stations’ throughout Ireland – Phases two and four.
Conclusion

‘The course that has been designed is intended to produce a more professional Garda who will be better able to meet the policing needs of an ever changing Irish society’

(Walsh, 1985, p17)

The research carried out by Walsh (1985) report was original, innovative and challenging. The continual progressive demand for change in modern Irish society made Walsh (1985) realise the importance of the Garda Siochana’s role and function. One of the most explicit qualitative, comprehensive and innovative approaches to change expressed by the members of his committee, was the declaration to publish their strategy. The steps Walsh (1985) took in producing this work were very careful adjustments rather than a proactive search of the exploration of new solutions. This reactive, passive standpoint has being generally recognised as contributing positive results in the period 1989-2002. The modern approach to curriculum evaluation which has introduced new subjects was judged for that period to be the appropriate adjustment to the trainee environment. According to the Keating Report (1999) The Walsh programme for recruits lost its way over the course of its time period. It became bogged down in red tape and internal meddling and its philosophy did not shine through reverting to a didactic programme similar to the first old recruit programme. It was replaced by the Keating programme (1999) which introduced the concept of competency development which was also
becoming part of the recruitment process and individual advancement and promotion within the organisation.

The third strand through a competency development framework- 2003 to date

Introduction and the philosophical orientation
The philosophical orientation of the current competency programme is based on the following set of guiding principles: designed, developed and delivered in the belief that there is total commitment on the part of the stakeholders to the optimisation of trainee learning. The programme adopts a holistic approach concerned with the development of the totality of the individual. The individual Garda trainee will be expected to accept primary ownership for the learning processes and his/her consequent development.

The formal educative components and the experiential components are of equal importance in developing the individual and in the assessment of the learning outcomes. The contents of the programme are structured to reflect progression towards higher order learning during phases two. The assessment processes and mechanisms assess both the formal educative and experiential learning phases and continuous and terminal assessment procedures are used. The programme develops in an integrated fashion, an understanding of the public role in its wider societal context and the social forces, which impinge on that role.
This review of training/education began in 1997 and lists: ‘economic, legal, social/cultural, education and political changes’ (Keating 1999, p1) as the main ingredients for beginning a review of the Student Education Programme. The terms of reference (p7) given to the task group for the review by the then commissioner in March 1997 was as follows: ‘To examine the Philosophy, structure, content, processes, management and costs of the Garda student/probationer education/training programme and to make recommendations’ (p1). Due to interpretation differentials involved in various aspects of police administrative issues and the work required on designing a police professional competency model it was not completed until 1999, one year over the proposed timeframe (Keating 1999). As this strategy document was to have a profound effect on all aspects on the service delivery of policing, all Garda Representative Associations were involved in discussions with the Commissioner of An Garda Siochana on its 52 recommendations. Such was the intensity and complexity of the changes in training, education and development proposed by the report no agreement on its proposed changes was reached with the Commissioner of An Garda Siochana until May 2002 (Keating 1999).

In June 2002, 50 of the 52 two recommendations listed in the training report were accepted for implementation. Two of the recommendations were never implemented. The first of the recommendations to be implemented was the creating of a Programme Development and Implementation Unit at the Garda College to assist in the transition of the new policies recommended by the review. The implementation of the Keating Report (1999) in February 2003, added a new dimension to the programme ‘Competency Development’. Competency development is designed to encourage growth and
development but the emphasis of this development is on the student to take full responsibility for their learning and progression.

Walsh (1985) discussed the goals for Garda trainee training and education at least at three interdependent levels, ‘individual, organisational and societal development’. Keating (1999) used five levels of evaluation when faced with that basic question, ‘societal, organisational, individual, police education/training and the actual policing job’. Keating (1999) stated that at societal level, there is and must be the difference between the purposes and practises of policing in society and a clear determination of responsibilities and accountabilities of the police. There must be a balance between police powers and human rights and there must be open channels of constitutionally determined channels of society through local and national influence on police. Finally, there must be a clear distinction, is required between the type of relationship between police power and control of that power.

Keating’s (1999) vision saw organisational goals, purposes of policing, philosophy and image as explicitly declared and under permanent scrutiny that should use help from various disciplines of human and social sciences and with a deep consideration for public opinion. To ensure this vision, Keating (1999) maintains various controls at local, regional and national level must be established to ensure that policy-making and operations of the police are in congruence, and that organisational structures such as lateral, vertical, project and matrix organisational design must be continually studied.

Keating (1999) further recognised “the greatest strength of the service is its people and the educational developments are required to meet changing demands placed on its
members” (p7). The trainee programme commences with the ‘lower order processes’ of knowledge acquisition and partial rote learning on phase one in the Garda College and progresses through the experiential learning on phase two, which has designated learning outcomes. The higher order processes of problem centred learning and the application of cognitive skills takes place on phase three at the Garda College.

Research for the current programme involved the changing context of policing in Ireland and looked at a number of factors, which influenced this contextual change. International and globalisation developments affecting Ireland, regionalisation and then inwards to national and community developments were researched. Keating (1999) evaluated the Walsh (1985) programme and was of the opinion that there were current weaknesses in the programme and listed them as “pedagogic, structural and managerial” (p26). Keating (1999) evaluated the whole concept of learning from an academic and experiential learning perspective and stated this had also changed. Combining both of these, Keating (1999) stated a major ‘significant’ change has taken place in relation to the individual, in the educative process; the individual learner should take ownership of his/her learning and that the deliverer’s of the educative process should become the facilitators of this process. Keating (1999) completed the argument for change by stating “contemporary developments” did not reflect the “syllabi at that time” and the college was over staffed and the course on offer was labour intensive and in turn produced a high cost delivery (pps24-25).

The next stage in Keating’s (1999) revised educative process was to introduce a ‘Generic Professional Competency Model’ (GPCM) for trainee development. In producing this
proposed model, Keating (1999) for the purposes of the programme defined his version of what competence should be: “the whole of the knowledge and skill which Gardai have at their disposal and which they can use effectively and efficiently to reach certain goals in a wide variety of policing contexts and situations” (p27). This new process continues by showing how competence is achieved and the type of learning environment needed to acquire such competence and finally the competency development framework required.

This framework model lists three environments for trainees’ learning activities orientation, ‘tasks, values and relationships’. Keating’s (1999) final move in this process is the implementation of the study environment and how certain types of competence are complex and “the study environment must be carefully constructed” (p41). The last number of chapters in Keating (1999) are entirely restricted to the proposed revised programme by listing the philosophical orientation, the overall learning outcomes, processes and modular titles, structure, content, learning outcomes for the experiential phases, dissertation component, assessment philosophy, strategies, methods and progression, assessment of the experiential learning phases and lastly, in line with the Walsh (1985) report, the continued accreditation of the programme. Two important academic adjustments was established by Keating (1999), increasing the pass mark to 50%, an increase of 10%, (the dissertation component remained at 40%) and the BA in Police Studies for Garda Trainees is now awarded 200 credits under the new HETAC credit rated system. The two-year programme has 4,500 contact hours.

Central to the Garda Siochana response to the findings of the Keating Report (1999) was the formulation of new policies under the direction of the Director of Training and
Development through the Programme Development Implementation Unit (PDIU) in the areas of subjects introduced and studied, delivery (lecturing, tutorials, practical scenarios), training in a competency based programme, oral, practical and written assessments, objective testing, assessment interviews and case studies.

**A new 2009 report on Garda trainee development, published but not implemented**

Ireland in 2012 and the future of the Irish Garda trainee (Nolan 2009) programme

The Nolan (2009) report when implemented will be the 4th Garda trainee development programme used by the Garda Siochana. Its quick acceptance by the Irish government has ‘de facto’ led to the termination of the current competency programme. When the moratorium on recruitment is lifted this will be the new induction programme for trainees. The report states it will implement a hybrid problem-based learning approach to develop the skills and knowledge required for operational competence and this approach moves away from traditional instructor led teaching to scenario based training.

The terms of reference was “to examine all training and development in An Garda Síochána for garda and civilian personnel and to make recommendations for the future” (p.??). In February 2008 the then Garda Commissioner established An Garda Siochana Training and Development Review Group to review all training and development for Garda and civilian staff in An Garda Siochana, and to make recommendations to fully equip the organisation to deliver an effective and professional policing service in the twenty-first century. The Training Review Group included leading members of the Irish public and private sector organisations (similar to the Walsh Report...
1985 personnel make up). The group was tasked with recommending ways to further improve and **reinvigorate** Garda training to align to best practice and meet the new challenges of a changing society.

The Training Review Group reviewed all current training practices including the current trainee programme. The revised trainee programme was to ensure a significant increase in the number of probationer Gardai involved in visible policing (non-administration) and exercising Garda powers at an earlier stage of their development (attested on day of entry, similar to the first recruit programme). Best practice site visits were conducted at nine international police training facilities across North America, the UK, Europe, Australia and New Zealand.

The group’s analysis of the current programme identified key problem areas that affect the ‘efficient delivery of training’ within the trainee programme. Nolan (2009) states a significant number of changes should be made to the trainee programme to ensure the trainee is fully equipped to fulfil their role in frontline operational policing. Those relevant to the trainee programme are presented below.

- No defined processes that integrate the Garda College with the training functions within the garda operational divisions across the country.
- There were mixed perceptions on the existence of an overall training strategy. There were no clear alignment processes or mechanisms.
- There is no clear curriculum or model of training that describes for all (Garda and civilian).
- A lack of information technology to fully facilitate ongoing training
• Concerns was identified about the current trainee programme with regard to the capacity to produce trainees that are fully prepared for delivering core Garda duties.

• The need for a programme that effectively incorporates competency, knowledge and skill development

• The structure and content of phases and attestation of powers was queried and specific elements of the student/probationer programme such as determining physical capacity.

• The relevance of the dissertation and language training

• Accreditation and the balance between theory and practice

Nolan’s (2009) research on international police training

The research findings are associated with nine police organisations cross the UK, North America and Europe. For ease of reference they are bullet pointed:

• Significant diversity in police training approaches was identified

• a number of other police organisations were carrying out similar reviews of their training functions.

• The North American models of policing focused on providing short, sharp trainee programmes supplemented thereafter with continuous training and development.

• The European model of police training (similar to the Ireland and the UK) is moving towards a much more academically focused police education model.

• The emphasis on university-based education (in some countries) is supported by concentrated field training in an operational setting.
• The majority of the police organisations visited were significantly advanced in information technology delivery mechanisms, (An Garda Siochana was found to be poor in this area).

Structure of new programme

The report states problem-based learning encourages trainees to identify the solution to complex problems, with instructors facilitating and guiding the process, and providing information to address any information gaps. The programme will consist of three phases. Each stage will be modular-based, with an assessment at the end to demonstrate trainees’ achievement against the learning outcome set for each module. The report also states the structure allows compliance with HETAC accreditation standards while at the same time ensuring that more gardai will be available for operational policing within a shorter period of time. The phases will consist of the following:

Phase one

30 weeks at the Garda College and will be fully attested (probationary Gardai) prior to phase two.

Phase two

66 weeks in the operational field of policing. Trainees will follow a structured three stage phase of supported experiential development in a nominated training station with full police powers.
Phase three

6 weeks at the Garda College with terminal assessments in all subjects.

At the end of 62 weeks, the trainees are transferred on that day to their permanent operational station and take up duties the following day. Probationary Gardai remain at this station until the end of their probationary service which is two years.

Teacher/trainers – development framework in the training environment

“Good police officers do not automatically make good trainers”

(Southgate 1988, p234)

The development of staff was regarded as a key priority of Walsh (1985) and Keating (1999) reports which was a requirement for accreditation and continuing accreditation by HETAC. For the current Garda trainee programme the Garda College staff development team was responsible for the one-week in-house training of staff responsible for delivering the programme.

The framework for development of personnel is per recommendation 14 of Keating (1999) report which states “Appropriate professional training and development opportunities should be afforded to all Garda teaching staff who are responsible for the delivery of the Student Garda Programme”. When suitably qualified Gardai are recruited through ‘in-house’ competition or from the internal promotion lists, successful applicants must satisfactorily complete a one-week induction teacher/trainer course as provided by the Garda College. Further opportunities are provided to teacher/training staff to
undertake the Certificate in Adult Education and Training. Those who are successful\(^9\) have the opportunity with the assistance of direct finance funding (normally 50% of fees)\(^{10}\) from the Garda organisation to advance to the Diploma, Bachelors/Masters Degree.

This development process for teacher/trainers in gaining the Certificate in Adult Education and Training is directly linked to the quality assurance measures of the accreditation body HETAC. The Certificate in Adult Training and Education for teacher/trainers is presented jointly by National University of Ireland (Galway) and the Garda College. The Garda trainee programme requires formally developed teacher/trainers facilitating the programme. To allow progress unfold under the competency programme, the development of teacher/trainers was changed from the old micro teaching based skills taught under the Walsh (1985) programme to the acquiring of skills in a formal educative programme based on adult education. The specific modelling requirement placed the main emphasis away from microteaching skills, normally associated with a pedagogic approach.

The current foundation certificate in education and training is specifically modelled for Garda requirements and became the selected qualification for the college and divisional training staff from 2003. The current certificate course explored the entire spectrum of adult education, with particular emphasis on facilitative learning. This is in keeping with the aspirations of Keating (1999) who states, “\textit{The providers of student garda education/}

\(^9\) Applicants apply through a Garda HRM, HQ competition and complete a competency based interview, successful applicants are then offered the course, 20 positions are offered each year.

\(^{10}\) Since 2009 this is now reduced to 33%.
training concentrate on facilitating student garda learning, progression and competency” and also goes on to recommend that “the student garda be given appropriate levels of responsibility for the management of all aspects of their professional development” (p47).

One aspect of the work of teacher/trainers that has existed for many years especially in the 2nd and 3rd programmes is on of the time period they are required to do at the Garda College. Both the Walsh (1985) report and the Keating Report (1999) recommended 3/4 year contracts however; this recommendation was never implemented due to complaints from the Garda Representative Associations. A posting to the Garda College is achieved by 2 ways – selection from a promotion list (sergeant/inspector/superintendent) or by applying through an internal competition when vacancies (Gardai/sergeants) for Garda teacher/trainers exist in the Garda College. As part of the contract for these, a minimum of 2 years is required to remain at the Garda College. A transfer in and out of the Garda College is controlled by Garda HRM policy which provides for these short term contracts for Garda teacher/trainers. If an exigency of the service is required these postings can be shorter.

Tribunals and their influence on the Garda Siochana and training environment

Introduction

In Ireland, public inquiries, (known commonly as Tribunals) have become much used in recent years with several established to inquire into Garda Siochana practises and procedures that caused corruption scandals. Two of these major tribunals the ‘Barr Report 2006’ and ‘Morris Report(s)’ 2008’ made findings and produced
recommendations that have influenced the direction the Garda Siochana has taken over the last number of years operationally, administratively and in the training and trainee environment.

Tribunals of Inquiry in Ireland are conducted under the Tribunals of Inquiry (Evidence) Act of 1921. The chair of the inquiry is mandated by the Oireachtas (house of parliament) following resolutions in both the Dail (lower house) and the Seanad (upper house) to carry out the inquiry into matters of urgent public importance by a Warrant of Appointment. The terms of reference to the inquiry are given as part of that warrant. Tribunals are invested with the powers, privileges and rights of the Irish High Court. It is not a function of a Tribunal to administer justice; the work is solely inquisitorial.

Tribunals are required to report their findings to the Oireachtas (both houses of parliament). They have the power to enforce the attendance and examination of witnesses and the productions of relevant documents. Since the foundation of the State, the public inquiry method, as an inquisitorial method of establishing certain facts that, as the Act of 1921 states, were “definite matters of urgent public importance” has been used quite extensively by various Ministers of the government.

Controversy and allegations against the Garda Siochana in recent years

The following tribunals have influenced the reform initiatives in the Garda Siochana and will be discussed:

- **2002-2006**: Tribunal of Inquiry into the siege and shooting of John Carthy in Abbeylara, County Longford, - (The Barr Tribunal)
• 2002-2008: Tribunal of Inquiry into complaints concerning some Gardai of the Donegal Division, - (The Morris Tribunal)

• 2009 Commission of Investigation into Catholic Archdiocese of Dublin – (The Murphy Tribunal).

• 2010 Report of the Commission of Investigation into the Catholic Archdiocese of Cloyne.

**Comparative inquiries in other jurisdictions and the reason why established**

There are many similarities in the manner and means by which matters of grave public interest are inquired into in Commonwealth countries such as Australia, Canada and the United Kingdom. In such countries, a public inquiry is an official review of events or actions ordered by the government and in some a public inquiry is known as a Royal Commission. An inquiry is usually chaired by a well-known and well-respected member of the upper echelons of British society, such as Judge, Lord, Professor or Senior Civil Servant. The conclusions of the inquiry are delivered in the form of a written report, given first to the Government, and soon after published to the public.

The report will generally make recommendations to improve the quality of government or management of public organisations in the future. Typical events for a public inquiry are those that cause multiple deaths such as public transport crashes or mass murders. However in the UK, the Planning Inspectorate, an agency of the Department for Communities and Local Government, routinely holds public inquiries into highways and other transport proposals. A selected list of public inquiries conducted in England over the last 20 years and which shows the diversity and range of issues inquired into, are listed hereunder:
• 2003 Hutton Inquiry - an investigation into the circumstances surrounding the suicide of weapons mass destruction expert, David Kelly.

• 2000 Shipman Inquiry – an investigation into the issues surrounding the case of mass murderer Harold Shipman.

• 2001 Laming Inquiry – an investigation into the circumstances surrounding the death of Victoria Climbie.

• 2000 Ladbroke Grove Rail Inquiry – an investigation into the rail crash outside Paddington in October 1999.

**The Morris Tribunal**

This tribunal in particular recommended major changes to the organisations’ management, training, discipline, and promotion and accountability arrangements. The chairman of the tribunal was Mr. Justice F. Morris (sole member), and the tribunal was staggered on the conclusion of the first module by the amount of indiscipline and insubordination it has found in the Garda Siochana. The tribunal found that the Donegal Division in North West Ireland had a disproportionately influential, core of mischief-making members who disobeyed orders and would not follow procedures. They also found these members would not tell the truth and had no respect for Garda Siochana management (Morris Report 1)

It was also stated by Mr. Justice Morris; the Garda Siochana Code of Discipline was extremely complex and, at times, manipulated to promote indiscipline across the organisation. Judicial reviews, for example, were cited as a means for delaying
disciplinary action. The fall-out from the Morris Tribunal was considerable. The then commissioner’s response to the findings underlined the urgent need for legislation.

While 15 members of the service were sacked between 2001 and 2006, and a further 42 resigned in lieu of dismissal in the same period, the commissioner stated that he was constrained in the responses available to deal with members whose misbehaviour is cited in public inquiries. With strong support from opposition parties, and reflecting widespread political consensus, the Minister for Justice and Equality responded by announcing a new code of discipline.

The new streamlined Code introduced new procedures to enable the commissioner to summarily dismiss a Garda alleged to have brought the force into disrepute, abandoned duties, compromised the security of the State or unjustifiably infringed the rights of other persons (Nolan 2005). In addition, a four-member non-officer management advisory team11 was appointed in 2005 to advise on implementing change options and addressing


**Senator Maurice Hayes**, Chairperson, Member of Seanad Éireann, non-executive Director, Independent News and Media; Secretary, N.I. Dept Health and Social Services; Head of Personnel, N.I. Civil Service, Member Patten Commission, Commissioner to review Police Complaints System, Acute Hospitals review, N.I. Ombudsman,

**Mr John Donnelly**, Chartered Accountant, Chairman, Old Mutual Irish Holdings; Chairman, DIT Educational Trust; Chairman, Audit Committee, Department of Agriculture and Food and Deputy Chairman, Hypo Real Estate Bank International,

**Ms Caitríona Murphy**, Chairman, Investor Compensation Company, Member, Remembrance Commission, non–executive Director of St James’s Hospital. Member of TCPI, a business coaching partnership. Formerly: Managing Director, AIB Corporate Finance, Chairman, Labour Relations Commission, non–executive Director, ESB, International Fund for Ireland and Institute of Directors. Civil and public servant 1964-87.

**Mr Vincent O’Doherty**, Chairman, Superquinn, 1981-2001; Deputy Chairman, Heiton Group, 1999-2005; Chairman, Buy4Now Ltd, 2000-Present; Vice-Chairman, British-Irish Association, 2001-Present; Past-President Dublin Chamber of Commerce.

**Professor Frances Ruane**, Professor of Economics at Trinity College, Dublin and Chair of the Audit Committee of the Central Statistics Office. Formerly: Bursar of Trinity College and Chair of the Strategic Implementation Committee of the Central Statistics Office.

**Mr Michael Flahive**, Assistant Secretary, Dept. of Justice, Equality and Law Reform.
management and leadership challenges facing the Garda organisation. The advisers were also mandated to promote a culture of performance management, succession planning, recruitment of non officers with specialist expertise, and improved training. The advisors reported to the then Minister for Justice and Equality and the following were established:

(a) Ombudsman Commission

(b) Garda Inspectorate

(c) Joint Policing Committees

(d) Revised Discipline Regulations/Code of Ethics

(e) Transfer of Accounting Officer function to the Garda Commissioner

(f) Preparation within the Department for the establishment of performance targets by the Minister for Justice and Equality

(g) Transfer of responsibility for civilian staff to the Garda Commissioner


The Barr Tribunal

The Barr Report in April 2000, inquired into how a supervisory member of the Garda Emergency Response Unit (ERU) shot dead a 27-year mentally-ill man at the end of a 25-hour siege as he left his home in Abbey Lara, County Longford (midlands Ireland) with a loaded shotgun in his hands. There were allegations made of inappropriate management handling of the situation and of the overuse of armed force by the ERU/Gardai. This led to an internal Garda inquiry, and subsequently, a Tribunal of Inquiry under the Chairmanship of Mr. Justice Robert Barr. This inquiry was established in July
2002, and the hearing of evidence was completed in December 2004. The final report was published in July 2006.

The official findings of the tribunal were that one member of the Garda Siochana made 14 mistakes in his role as negotiator during the siege, and that he failed to make real efforts to achieve resolution during the armed stand-off. It further stated however that this member was limited by lack of experience and resources. The tribunal recommended that there be an urgent review of the Garda Siochana command structures, and that the ERU be equipped with other non-lethal options. The Barr tribunal further recommended a formal working arrangement between Garda Siochana and state psychologists, and improvements in Garda training (especially in the context of ERU in siege situations, including those with mental illness as a factor).

This included a recommendation that local Garda superintendents undergo refresher training for one week every year as on scene commanders and a similar refresher course for ERU officers of the rank of inspector or superintendent. The then commissioner in a letter to the family of the deceased stated that the Garda Siochana was “truly apologetic” for his death. The former Garda superintendent in charge was severely criticised in one the Morris Reports for his management into the controversial death of another person.

Murphy Report 2009

The Garda Siochana organisation was also criticised in the Murphy Report of 2009 in relation to the handing over of a paedophile case to the then Archbishop of Dublin by the then commissioner over 40 years ago. Some very senior Garda members were criticised
for regarding priests as being outside their remit in the 1960’s. In November 2009, the then commissioner apologised for the failure of the Garda Siochana to protect victims of child abuse in the Dublin Archdiocese. He said that inappropriate relationships and contacts between Garda members and the Dublin Archdiocese had taken place at a time of undue or misguided deference to religious authorities and that these were incompatible with any investigation. A number of education and training consequences came into effect after the tribunals of inquiries mentioned in this section. They involved the inclusion of human rights in all training courses, the creation of the crime faculty at the Garda College which provides courses in investigative interviewing techniques, senior investigation officer (SIO) courses and On-Scene Commander courses (OSC).

Report of the Commission of Investigation into the Catholic Archdiocese of Cloyne

The recent 2010 publication of the Report of the Commission of Investigation into the Catholic Archdiocese of Cloyne outlines omissions and failures in the way in which complaints and allegations were addressed, again the current commissioner of the Garda Siochana apologised. Previous reports into paedophiles and clerical abuse reformed the manner in which the Garda Siochana approaches these delicate and sensitive investigations (Report of the Commission of Investigation into the Catholic Archdiocese of Cloyne 2010)

In 2010, the organisation published its policy on the investigation of sexual crime, crimes against children and child welfare which consolidated and enhanced all existing directives and guidance in this area. Policies and structures now in place are very much victim-focused and designed to ensure that no one has a similar experience today.
Following the publication of the 2009 Murphy report into the Dublin Archdiocese, an assistant commissioner of the Garda Siochana was tasked with examining the findings of that report relating to the handling of complaints and investigations by both church and state authorities and carry out such investigations and inquiries as he deemed appropriate. His examination is now extended to include this report on the Cloyne Archdiocese (Report of the Commission of Investigation into the Catholic Archdiocese of Cloyne 2010)

**Booming Ireland, legislation changes and the need for extra Garda personnel**

One of the greatest single factors that influenced the ‘booming’ economic climate of Ireland was one of population growth. It also created new challenges in social inclusion, education and employment. Considering the changes within the Garda Siochana by societal development and the introduction of the Garda Siochana Act 2005 by the government, the upsurge in inward migration to Ireland (CSO 2006) in the five years (2002-2007) produced a deeper internal and external focus on policing.

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12 Indigenous population growth is above the European Union average. Ireland has also received over 450,000 legal and illegal immigrants (economic and political) in the last five years.

13 Anti-Racism Training and recruitment of religious and ethnic minorities
This created an intense effort on the part of the Garda Siochana, which was demanded by the Irish Government (2002-2007) to readdress any perceived imbalance from a policing perspective and employer status. Based on this premise, the Garda Siochana has endeavoured to create an open and non-prejudiced working environment in which people from ethnic and religious minorities can see a place for themselves. This growth has created a need for inflows of migrant workers which have in turn created growth in the Irish population.

The diversification of the population has led to new challenges for public provision and in particular new policing solutions to meet the challenges presented by a changing social landscape. Employment in Ireland rose by 650,000 (a 55% increase) between 1993 and 2004. The population census of 2006 shows the total population of Ireland at 4,289,848, just over 400,000 declared their nationality to be non-Irish. This represents just fewer than 10% of the overall population of Ireland as having been born outside the state. By European norms this represents a high proportion of population born outside of the state, when compared to Austria at 7.2%, and the U.K. at 3.5%. The immigration trends represent a significant influx of diverse nationalities into Ireland during this economic boom however; the overall composition of the population remains predominantly monochromatic.

**The Garda Siochana Act 2005 – what it means**

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14 Cultural Diversity Awareness Training, cross border co-operation with the Police Service Northern Ireland (PSNI) and the Garda Siochana

The introduction of the Garda Siochana Act 2005 established a greater level of political control of the Garda Siochana by the state through the offices of the Minister of Justice, and Equality, Sections 20-25 of the act inextricably bind the Garda Commissioner to the policy priorities of the Minister of the day, these set out parameters of a new relationship between both parties. The annual policing plan by the Commissioner is set out by S.21 of the act on a yearly basis. It is through such Annual Policing Plans (2005 and 2006) that the ethnic minority recruitment initiatives came into focus. It also produced a consensus that the Garda Siochana was understaffed and extra recruitment was required urgently.

The Act revised and introduced the following reforms: a revised discipline regulations and a new code of ethics (introduced in 2006), the annual policing plan by the Commissioner is set out by S. 21 of the act on a yearly basis (already is use by the Garda Siochana since 1996 but not as detailed), a Charter on the Confidential Reporting of Corruption and Malpractice (introduced 2010), transfer of the Accounting Officer function to the Garda Commissioner (introduced in 2006), establishment of performance targets by the Minister, (introduced in 2006), transfer of responsibility for civilian staff to
the Garda Commissioner (introduced in 2006), a Garda Siochana Reserve (introduced in 2006), reviewing the Garda Trainee induction programme (published in 2009 – awaiting implementation), Garda Inspectorate for best practises and procedures (introduced in 2006) and Garda Siochana Ombudsman Commission (GSOC) (introduced in 2006). The Garda Siochana organisation between 2006 and 2010 also developed and implemented a policy on Anti Bullying/Sexual Harassment and a Diversity Strategy which was implemented within the last three years.

**Accelerated recruitment of Gardai from 2004-2008**

Due to inward immigration to Ireland from the mid 1990’s to 2006/7 from many different countries and an increase in an indigenous population, the government introduced a policy of accelerated recruitment to the Garda Siochana, a drive for 2,000 extra policemen and policewomen. With serious inward migration and dealing with approximately 450,000 non-Irish nationals, the Garda Siochana functions expanded. A new bureau of immigration was set up which required significant resources at our airports and ports and for administration. Accelerated recruitment also allowed some specialised agencies (National Bureau Criminal Investigation (NBCI) increase in personnel, to deal with serious crime, both of these usurped large no’s of personnel. Also in this period the Garda Traffic Unit’s across Ireland were also increased to 1,200 personnel.

The unprecedented drive for extra Gardai forced the government to initiate to date, two changes to what has been generally described as a very old, indigenous, conservative and solely Irish recruitment selection process. The government sanctioned accelerated

This accelerated recruitment has also to be taken in conjunction with normal retirement (large recruitment drives in the 1979’s and early 1980’s) through discharges and retirement from the Garda Síochána. When these factors are considered, one may argue that the overall aim of the government’s increase was only to keep the Garda numbers near or at their current strength. The following table 4.1 shows the Garda trainee intakes up to 2008 with the accelerated recruitment period 2005 to 2008 bolded for ease of reference. Trainee numbers doubled in this period.

Table 4.1 - Garda trainee intakes to the Garda College – (1994-2008)

<table>
<thead>
<tr>
<th>Year</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>365</td>
<td>143</td>
<td>508</td>
</tr>
<tr>
<td>2001</td>
<td>335</td>
<td>165</td>
<td>500</td>
</tr>
<tr>
<td>2002</td>
<td>372</td>
<td>174</td>
<td>546</td>
</tr>
<tr>
<td>2003</td>
<td>453</td>
<td>237</td>
<td>690</td>
</tr>
<tr>
<td>2004</td>
<td>386</td>
<td>133</td>
<td>519</td>
</tr>
<tr>
<td>2005*</td>
<td>771</td>
<td>354</td>
<td>1125</td>
</tr>
<tr>
<td>2006</td>
<td>758</td>
<td>356</td>
<td>1114</td>
</tr>
<tr>
<td>2007</td>
<td>750</td>
<td>350</td>
<td>1100</td>
</tr>
<tr>
<td>2008~</td>
<td>750</td>
<td>350</td>
<td>1100</td>
</tr>
</tbody>
</table>

(Garda HRM 2009)

* denotes beginning of accelerated recruitment with intake numbers doubling.
~ denotes end of accelerated recruitment drive
The Garda organisation experienced a rapid expansion in the 1970s as a direct response to the conflict in Northern Ireland, with many newly recruited Garda members being immediately stationed along the border with Northern Ireland. Accordingly, given the nature of the 30 years’ service requirement, the minimum retirement age of 50 years (recently changed to 55 for newly recruited members) and, the compulsory retirement age of 57 (recently changed to 60), many members of the Garda Siochana have reached a point where they can or must retire.

Given the pension arrangements of the Garda Siochana (a member’s pension is roughly equal to half his/her finishing salary, and each member also receives a gratuity which can range from €84,000 up to €180,000 net of tax, depending on level and conditions of service and rank upon retirement and the ready availability of alternative employment in the full-employment Irish economy up 2008, many members availed of the opportunity to retire before they reach compulsory retirement age. They were then in a position to supplement their pensions through alternative employment and also make further social insurance contributions to boost their pensions once they reach the age of 65. This historically high rate of retirement, when coupled with the historically high rate of recruitment, presents a huge challenge to the organisation to select the right people to carry on the duty of formal policing in Ireland. At the end of 2012, just fewer than 60% of the members of the Garda Siochana have less than 10 years policing experience.

**Changes to the criteria for recruitment to the Garda Siochana from 2005**

In 2005, for the purposes of recognising Ireland’s’ metamorphosis from a monocultural society to a multi-ethnic society, sweeping changes were made to the entrance
requirements with regard to nationality, EU citizenship, foreign residency and for the first time in the history of the Garda Siochana, the native language ‘Gailege’ was not a mandatory requirement. The criteria for entry to the Garda Siochana were governed by the Garda Siochana (Admissions and Appointments) Regulations, 1988. These regulations remained largely unchanged since the foundation of the state with a number of notable exceptions e.g. the admission of female Gardai in 1959\textsuperscript{16} and the admission of married Gardai in 1980. The amendment of the entry criteria in 2005 facilitated the admission of EU citizens and non-EU citizens residing in the state for a period of five years or more (Garda Siochana Regs 164/1988 (Admission and Appointments).

The selection process from September 2005 changed many of the old requirements and was considered as encouraging for those who for years were condemned to the policies of recruitment for the Garda Siochana. Many doors are now open for those who up to a few years ago would not have had the opportunity to even consider themselves eligible. In the 2004 Garda recruitment campaign, criteria eligibility change was made in the age profile for applicants, it was increased from 26 years to 35 years; the entry age of 18 years has remained. Since the 2005 recruitment campaign there has been no requirement for the native Irish language ‘Gailege’ which has given rise to non-speaking Irish people being able to apply for the Garda Siochana.\textsuperscript{17}

In effect the Irish government has opened up large-scale recruitment to non-Irish speaking people for the first time in the history of the state. Even though the mandatory

\textsuperscript{16} 12 women recruited and employed with limited duties and lower pay rates.

\textsuperscript{17} 800 applied in the 2005 recruitment campaign.
requirement to be proficient in the Irish language (Gailege) was removed, ethnic and religious minority students are still required to undergo the same level of Irish language training as all other trainees at the Garda College. This is a significant step in recognising the culturally diverse society we now live in and the full recognition of ethnic minorities in Ireland.

The then Minister of Justice and Equality in recruiting the extra 2000 Gardai brought the level of the Garda service up to the strength of 14,000 in 2008. To ensure the increased strength of 14,000 remains the constant norm taking into account the Garda human resource management figures of retirement and discharges, the Garda Siochana needed to recruit each and every year however, this has not happened and the strength of the organisation has slipped back to 12,000 sworn full time personnel in 2013.

The Garda Inspectorate established in 2006 and its purpose

The functions of the Inspectorate are carried out at the request or with the consent of the Minister, inspections or inquiries in relation to any particular aspects of the operation and administration of the Garda Siochana, submit to the Minister, (1) a report on those inspections or inquiries, and (2) if required, provide advice to the Minister with regard to best policing practice. The Inspectorate has responsibility ‘to ensure that the resources available to the Irish police are used so as to achieve and maintain the highest levels of efficiency and effectiveness in its operation and administration, as measured by reference to the best standards of comparable police services’ (S.117).
The Inspectorate to date has published four ‘Best Policing Practice Reports’ with recommendations to government on what should be improved, they are: (1) Report on Senior Management Structures, (2) Review of Practices and Procedures for Barricade Incidents, (3) Policing in Ireland-Looking Forward and (4) Roads Policing Review and Recommendations. There are 8 reports in total and the latest is on front-line supervision.

Reserve Gardai

The 2005 Garda Siochana Act provided for the establishment of a Garda Reserve, to eventually consist of 4,000, to assist the full time Garda organisation. Garda reserve members operate with reduced training and powers which must be operated under the supervision of regular members of the service; this is similar to many of the police forces in England. As of November 2012 there are just over 1,000 graduated Garda reserve members. The establishment of the Garda reserve met with hostility from the main body of the Garda organisation. Major concerns were raised by members in 2005/2006 through their respective representative associations. This reserve body was viewed by Garda membership as an attempt by the government to police cheaply and that they would be used to cut back on regular overtime payments, which have never been shown in statistical format.

Another serious issue raised about the Garda reserve was the short training programme given\(^\text{18}\) and the limited powers of arrest that are be used by reserve members. Also, a Garda reserve member cannot operate independently unless accompanied by full time Garda members in public. Regardless of these issues the government of the day were

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\(^{18}\) 10 days in total
committed and the Garda reserve came into existence in 2006, recruitment for this body has not diminished and 40 are recruited every 12 weeks.

It is widely accepted within society the Garda Reserve members will provide a potential pool for new recruits when recruitment starts again. This actually raises another interesting issue – what will the impact of large numbers of such recruits be on the delivery of education and training, given that they will already have acquired a degree of education, training and experience. Garda reserve members are partially trained, have operational experience and are security cleared. In my position as a divisional Teacher/Trainer who delivered the Garda reserve programme, I had many conversations with young Garda reserve members and the majority stated truthfully they joined the Garda reserve in the hope of obtaining a full time position in the Garda Siochana at some stage in the future.

The Garda Siochana recruiting and training ethnic and religious minorities.

Ireland always had a very small religious and ethnic community (Jewish, Italian and Muslim) however, in the last 10 years inwards migration has resulted in over 450,000 coming to work and live in Ireland. Figures realised from the Central Statistics Office (CSO) in September 2011 states this has not diminished but on-going at a slower rate of just fewer than 40,000 per year. To assist in this new multi-cultural society in Ireland, the Garda Siochana organisation opened up two new offices, a Human Rights Office which deals with human rights educational policy and training within the organisation and a Racial and Intercultural Office (GARIO) which is part of Garda Siochana community relations section. This new office has a national remit for the development and
monitoring of organisational policies and strategies which deal with racial, ethnic and cultural diversity.

Further to this, the recommendations from the ‘Morris Tribunal’ ensured the Garda Siochana made a strategic move towards recognising ethnic and religious communities in Irish society. This recommendation was enshrined in the commissioner’s policing plans of 2006 as strategic goal number 6: “to build the capability of An Garda Siochana to fulfil the emerging policing needs of our diverse ethnic and multi cultural communities”.

The Garda Siochana produced a diversity strategy and implementation plan titled ‘Beyond Legal Compliance’ in 2009 to cover the period 2009-2012. The moratorium on recruitment has for the moment reduced the challenges for the Garda organisation and the Garda College as recruitment of ethnic/religious members to an extent has not materialised. Only 46 ethnic/religious members have joined to date out of the 4,000 recruited in the accelerated period of 2004 to 2008.

The recruiting of ethnic and religious minorities to the Garda Siochana required the introduction of new policies on recruitment criteria and internal procedures on integration and cultural diversity awareness. To build on this emerging policy deeper insights were required into ‘cultural awareness’ on a practical and support level. A cultural diversity awareness training course for sworn and non-sworn members of the Garda College and divisional training staff commenced in 2006.

The aim of this course was to provide support for the recruitment of ethnic and religious minorities to the Garda Siochana. This was not extended as anticipated to operational Garda members and could be regarded as a failure to recognise the importance of
religious and ethnic minorities within the main body of the Garda organisation. This policy of non-training operational Gardai might be the recognition from leadership that from an overall position these minorities may only be a small percentage of the whole organisation, and awareness training for the training staff would suffice.

To assist in this matter, the GRIO when requested ‘facilitated’ operational Gardai outside of the training environment through divisional seminars, information meetings and in-house publications. To supplement this information process, one ethnic liaison Gardai was appointed in each Garda division. This undertaking can be regarded as a positive step, but it can also be regarded as another form of specialisation of putting policing procedures, practices, and knowledge in the possession of one individual per operational division.

This is one area of continuous professional development that is not comparative to the UK and the PSNI police organisations. All police are offered training in ethnic and religious minorities and cultural diversity as part of their daily duties, operational members of the Garda Siochana did not receive this training in this development. The Garda Siochana diversity plan from 2009-2012 has set out the policy and how it will deliver on its commitment to embrace all aspects of policing and diversity. It is an ambitious plan considering the lack of ethnic and religious minorities recruited into the Garda Siochana. The Garda organisation in giving substance to this strategy and approach states the diversity strategy was developed following extensive research (nationally and internationally) and the strategy has a dual purpose which focuses on the
organisational priorities to manage diversity within both the Garda workplace and the communities that the Gardai serve.

The internal Garda Síochána report ‘Beyond Legal Compliance’ (2009) also states the organisation adopted the ‘intercultural’ model of integration and diversity as the way forward. The working group of this report researched and compared a number of other European countries i.e., Germany and Holland who have the ‘multi-cultural’ model, France has the ‘assimilation’ model, ‘when in France do what the French do’, and research findings has also shown this ‘assimilation model’ has led to extreme cultural differences between many different cultures resulting in extreme acts of violence and destruction, especially those who are from ex-French colonies who live in large suburban areas around the main city of Paris.

The Garda Síochána selected the intercultural model approach for recruiting ethnic and religious minorities. The group designed measures and a working framework to accommodate diversity. These measures were required to stop conflict in ethnicity/religion with the provision and presentation of a professional, impartial and fair police service. The report states the policy is integrated through a dedicated framework for practical implementation. This framework is streamlined into the following internal management instruments for successful development:

- Uniform Dress Policy – for the Garda individual, community and organisation
- Uniform Dress Policy guidance for managers and supervisors and personnel
- A Garda College Code of Conduct
- An Integration and Diversity Review Committee
Garda leadership through the then commissioner endorsed and published the new report in 2009 to facilitate new entrants and enhance the traditional system of policing which is firmly established on the principle of policing by consent.

This endorsement also suggests that success depends upon the organisation’s understanding the fears and aspirations of all groups including ethnic and religious minorities who wish to join the Garda organisation. So to establish ethnic/religious minorities’ importance as a legitimate service in society, the government and the Garda Siochana must have a professional interest in reflecting the same ethnic diversity in the organisation.

However, this is where all policies and development seem to stop, current small figures (46 members recruited) of ethnic and religious minorities joining the Garda Siochana to date suggest this has not happened and with the moratorium on recruitment it will not happen for the foreseeable future. To date, the Garda organisation has 46 full-time sworn members (Garda reserve not included) from ethnic and religious minorities in a police organisation of 14,000 sworn members policing a multi-cultural society.

The endorsement and acceptance of the intercultural approach by Garda leadership for the recruitment of ethnic and religious minorities further suggests this policy is not diminishing the fears or helping the aspirations of these groups to join the Garda Siochana. A constant theme in the first two Irish reports on induction training (1985 and 1999), the HMIC Report from 2002 on Probationer Training and the Patten Commission
from 1999 on policing reform in Northern Ireland is that of ‘fine’ policies at leadership level not reaching or developing into practise. It would be reasonable to suggest the ‘Beyond Legal Compliance Report’ may just be a fancy play on words rather than a document viewed as an on-going effort toward ethnic and religious reform in recruitment. The barriers to recruitment for religious and ethnic minorities fall in two broad categories, constitutional/legal and regulatory/cultural. From an Irish perspective, the recruiting of 46 ethnic and religious minorities (less than half of one percent) out of 4,000 sworn appointments since 2005 is far removed from the ‘fine’ policies of the Garda Siochana strategy document. This low figure of recruitment states the only way to reach these religious/ethnic groups is by further developing policies in recruitment by taking fully into account, ethnic and religious diversity and equality within the wider society with a possible movement away from what could be regarded as a non-working intercultural approach.

Human rights through the Garda trainee programme
From a Human Rights perspective underpinning all legislative measures are the requirements outlined in the European Convention on Human Rights Act 2003 which came into force on the last day of December 2003. Section 3(1) of the Act provides that: 
“Every organ of the State shall perform its functions in a manner compatible with the State’s obligations under the Convention provisions”. The Garda Siochana organisation is an organ of the State under the Act and as such is obliged to ensure that the duties and functions carried out by each member of the organisation takes due regard of the rights afforded to every person under the terms as outlined in the European Convention on Human Rights. The key principles of the convention are:
• Legality:
• Necessity:
• Proportionality:
• Accountability:
• Non-discrimination:

These principles now underpin every action and/or operation undertaken by a member of the Irish police and a feature of all internal Garda Commissioner’s HQ Directives. A fundamental protection afforded by the convention and which impacts on the functions of the Gardaí is the right to life. The Garda Síochána to ensure that the duties and functions are carried through has built in human rights training into all sections of the trainee induction, internal development and promotional courses in the organisation continuous professional development programmes 2007/08/09/10).

In 2006, a generic human rights training programme known as ‘The First Steps’ was implemented in the Garda Síochána. This training course was included in the yearly Continuous Professional Development (CPD) Programme and offered to all members. The aim of this programme was to facilitate the integration of human rights concerns, norms, principles and ethics in all Garda operations and training programmes. To date members of the organisation have received an educational course regardless of rank or position. It is one of the new programmes where the attendance rate was over 90%.

**Chapter conclusion**

From the Irish police training perspective both the Walsh (1985) and Keating (1999) Reports, in principle support the earlier theorist’s work that occupational socialisation for
the police trainee involves more than the mere acquisition of information. Both Irish studies of trainee education/training merged themselves into learning the broader process that will affect attitudes, emotions, perceptions and conceptions. Walsh (1985), in a groundbreaking approach from an Irish perspective, recognised that the curriculum must serve the individual, the organisation and the public (p27). In 1999, Keating in reviewing this approach, recognised in order to enhance this concept, a new and modernistic approach through a competency development framework on a further determination in the process of Garda trainee education/training was required hence, the introduction of an unknown theoretical perspective in Irish Garda trainee training/education presenting a ‘Generic Professional Competency Model’ (GPCM). This was designed on the basic principles of policing as viewed solely by the author’s of the Keating Report (1999) to capture the innovations of Walsh by determining that the competencies required were aligned with the Walsh Report (1985) structural time frame for continuity and centred around ‘Values, Tasks and Relationships’ ensuring practical police work through a quality educative programme. Keating (1999) is an internal Garda review of training/education where Walsh Report (1985) was an external Irish review, with designed curricula with specific designed competencies to promote self-development, professional values and best practises among new Garda trainees.