National College of Ireland

"An exploration of the experience of ethnic minority applicants in a recruitment and

selection process to An Garda Siochána"

by Jennifer Billings
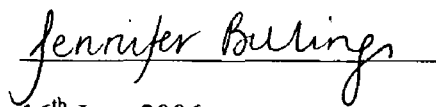
A dissertation submitted in partial fulfilment for a MA in Human Resource Management

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Declaration

I hereby certify that this material, which I now submit for assessment of the programme of study leading to the award of Masters Degree in Human Resource Management is entirely my own work and has not been taken from the work of others save and to the extent that such work has been cities and acknowledged within the text of my work.

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Abstract

This study investigates the experience of people from ethnic minority communities in a recruitment and selection process to An Garda Síochána which commenced in September 2005.

10 interviews were conducted with applicants for the position of trainee Garda. The interviewees were from a range of applicants of non Irish backgrounds who reached different stages in the recruitment process which was undertaken on behalf of the Garda Commissioner by the Public Appointments Service.

The findings show issues specific to different ethnic groups and adds to the evaluation of the recruitment and selection process and makes suggestions based on the results of these case studies to help develop alternative approaches at all stages in the recruitment process which may help increase participation of ethnic minorities in public service employment campaigns.

In addition suggestions are made for the implementation of a change management programme to ensure the development of an organisation culture which embraces diversity in order that the organisation can achieve the strategic goal of ethnic and cultural diversity as outlined in the Corporate Plan of An Garda Síochána for 2005-2007.

Acknowledgements

I wish to acknowledge the assistance and co-operation of the Public Appointments Service and the National Consultative Committee on Racism and Interculturalism for their help in this research project.

I also wish to thank my supervisor Ms Grace O'Malley for her assistance and advice.

Dedication

Thanks to my husband Trevor and baby daughter Eva, both of whom helped provide the motivation to get through my studies.

Chapter One

Introduction

The nature of Irish society in terms of race has been changing rapidly in recent years. We are moving from a homogenous to a multicultural society and the institutions of the state must also evolve to reflect and meet the needs of the new society they serve.

This research paper deals with the issues of a diverse workforce in applying for public service jobs by exploring the experience of a number of applicants from ethnic minority communities in a recruitment process to join An Garda Síochána (commenced end 2005).

Are there specific barriers faced by these applicants and if there are can we change our approaches to remove them and facilitate increased participation by applicants from these communities?

It also reviews possible organisation development approaches which could be taken to ensure the comprehensive implementation of diversity management within the force to ensure they achieve their corporate goal of ethnic and cultural diversity.

Prior to examining the experience of ethnic minority applicants it is necessary for me to set the context for this study. To do this I will give some background information on a number of relevant areas.

I will set the context of the changing demographic composition of Ireland and discuss the impact that this multicultural environment will have on policing and recruitment to policing in Ireland. Also for context purposes I am outlining the categories of migrant workers in Ireland and a summary of their status in relation to working here. There is a brief discussion of the impact of government policy on migrant workers and I also review the benefits of diversity in the workplace. This is further explored under my conclusions and recommendations.

The actual application process for all applicants for the position of trainee Garda is outlined in detail prior to a review of the performance of ethnic minorities in the recruitment and selection processes followed by the actual interviews, discussion and results, recommendations and conclusions.

Background – changes in immigration to Ireland

In the last decade Ireland has changed from being a country of net emigration to a country of net immigration. Irish society is increasingly multi-ethnic and multi-cultural. In particular since the accession of the 10 new member EU states in May 2004, Ireland has seen a massive increase in its immigrant population. Ireland was one of only 3 member states to allow free access to its labour markets to the nationals of the new accession states (as was Sweden and the UK).

The number of migrant workers from former EU accession states in central and Eastern Europe registered to work in Ireland has increased to more than 200,000. The actual number living here may be in excess of this to account for family members of employed persons and workers who have not applied for a PPS number.

Most of the workers have come from Poland (116,206), followed by Lithuania (35,497), Latvia (17,988) and Slovakia (16,951). These statistics are just an indication of migration levels into Ireland from new EU states[1]. In addition there are a large number of migrant workers from areas outside of the EEA living and working in Ireland through the work permit system (see Appendix A for details). The influx of migrant workers in the past two years is expected to lead to the highest ever proportion of foreign nationals recorded in the State when the Census 2006 results are collated later this year. The last census, in 2002, recorded a population of 3.9 million, of which 6 per cent were foreign nationals.

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[1] Figures here quoted from The Irish Times Newspaper, Thursday May 16th, 2006.

The latest census (2006) is expected to show that 10 per cent, or 400,000 people, are foreign nationals. Therefore Ireland today is part of the current globalisation phenomenon, where information, finance, resources, multinationals, and people flow freely around the world.

As stated there has been a net inward migration to Ireland since 1996. This is composed of retuning emigrants plus an influx of migrant workers from the EU Accession states and beyond. This is in part due to the recent success of the Irish economy and availability of relatively well paid work. As a result Ireland's ethnic mix is currently changing with a dramatic shift towards Asian and Eastern European nationalities.

According to Barrett (2006) certain social groups are disproportionately represented among employees who are low status and low paid and are not employed in positions which reflect fully their level of educational attainment. Many migrants currently work in positions for which they are over qualified. This is a legacy of the work permit system and the demand for workers in particular sectors of the economy, as the labour market has dictated.

Summary of eligibility to work in Ireland

Nationality determines the conditions under which people may work in Ireland. Citizens of countries in the EU (Austria, Belgium, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania,

Luxembourg, Malta, Poland, Portugal, Slovakia, Slovenia, Spain, Sweden, The Netherlands and the United Kingdom) and the wider European Economic Area (Iceland, Liechtenstein, Norway, Switzerland) can obtain work here freely. Outside of this area migrant workers need to obtain a work permit. In August 2004 the Department of Enterprise, Trade and Employment (DETE) announced a restriction on new permit applications from employers. Employers now only seek work permits for highly skilled personnel that cannot be found in the expanded EU labour market.

Therefore nationals of the EEA are allowed to work without requiring a work permit and workers from outside the EEA require one of the following to work legally in Ireland:

1. Student visa – allowing non EEA students to work up to 20 hours a week and during vacation. They must be attending a full time course of at least one year's duration leading to a recognised qualification.

2. Work permits (and work permit renewals), granted to employers in certain sectors who cannot fill jobs from within the EEA. The main sectors for which work permits are issued are for the services, catering, agricultural, medical and manufacturing sectors. Permits are generally granted for one year and are renewable. The employer sources the worker and then applies for the individual work permit. The DETE publishes a list of ineligible jobs e.g. general labourers, clerical workers.

3. Working visas (or work authorisations) granted to non EEA professionals whose skills are in high demand here e.g. registered medical professionals.

As well as needing permission to work in Ireland, migrants from outside the EEA also need permission to live in Ireland, called a certificate of registration. There are no specific provisions in Irish law for long term secure resident status for non EEA nationals. However if they have resided in Ireland for at least 10 years they can obtain permission to reside in Ireland without a time condition. Alternatively they can seek to acquire Irish citizenship through naturalisation if they have resided here for five year or they can make a post-nuptial declaration following marriage to an Irish citizen.

Impact of immigration and citizenship policies on ethnic groups

It is clear that the immigration policies of different countries play a significant part in the differential treatment of different ethnic groups. There have been different public policy perspectives adopted by different EU countries despite the framework of the EU. For example Germany post 1945 and into the 1990s adopted a 'differential exclusion' approach whereby immigrants are seen as guest workers without full social or political rights. In the 1960s the UK adopted an assimilation approach whereby immigrants were expected to assimilate to existing cultural norms. Nowadays it is more common to find a more pluralist/multicultural perspective e.g. as in Sweden where immigrants enjoy the same rights as Swedish citizens. This multicultural model is identified as providing the most opportunities for equality of treatment for minority ethnic workers. Since the arrival of the new accession states in May 2004, Ireland has adopted an open door policy to new migrant workers, giving them access to our labour markets. Migrant workers are covered by the same employment legislation as Irish workers and have the same rights in relation

to terms and conditions of employment. However we have still a way to go in terms of adopting a pluralist approach and have still fallen prey to some inherently racist policies (e.g. in relation to child benefits) in our efforts not to become a welfare tourism destination.

Social attitudes are influenced by public policy and vice versa. In addition negative coverage by the media can also have a detrimental effect on minority ethnic workers regardless of legal status or background. It is clear that all ethnic groups do not receive equal treatment in the labour market or wider society. It is incumbent on the public service to be the leader in best practice in facilitating the employment of ethnic minorities to ensure the public service is as diverse as the public its serves.

Impact of multiculturalism on law enforcement agencies

Together with changes in the economy and business/management practices this recent demographic transformation will create new opportunities but according to some research it may also create unrest, confusion and anxiety, and even a rise in violence and crime (Hayes & Brewer, 1997). Countries like the USA and Britain are ahead in similar developments and already feel the effects. Their police forces have to face the negative consequences of capitalism and market forces on multicultural communities. Overseas studies and experiences of policing multi-cultural environments are indicating these developments (Carter, 1999; Hayes & Brewer, 1997; Walker, S.,1985).

Since the introduction of the first community constables in Britain, male officers have dominated the Police organization (Carter, 1999). Although in Europe the first women joined the Police at the beginning of the last century, female police officers found it hard to achieve full acceptance (same duties - same pay) in this demanding work environment (Cashmore, 2001). While the situation for frontline officers gradually improved and the number of the general female police officers increased, senior management positions today are still filled predominantly with male personnel (Adams, 2001). Although some authors question the advantage and effectiveness of a diverse police force (Lott, 2000) most authors agree that a culturally diverse police force is beneficial to policing for a multicultural society (Alpert & Dunham, 1988; Chang 1997; Jain, Singh, & Agocs, 2000; Walker, S., 1985; Weitzer, 2000).

Many enquires on race relations issues have found that a lack of representativeness of visible minorities maybe a factor in hindering police effectiveness and has been identified as a root cause of crises in relationships between police service and minority communities Potential conflicts and inequalities can result from a system that draws recruits from only one segment of the population. Therefore unless meaningful steps are taken to make An Garda Síochána a more representative body, a sense of alienation and antagonism will almost certainly develop (Jain, Singh, Agocs 2000). An Garda Síochána is an institutional embodiment of state power and needs to be representative of our nation today. To achieve this and to develop effective strategies and management practices to achieve the corporate goal of diversity within the force it is important to identify any barriers which may prevent minority groups, from applying to join. In addition as well as increasing representativeness is it necessary to engage in a programme of organisatonal development to ensure a cultural transformation of the organisation to ensure this goal of diversity is truly achieved as increased representativenss on its own may result in tokenism and will not ensure an organisational culture which embraces diversity.

Impact on recruitment to an Garda Siochana

The Corporate Strategy of An Garda Siochána for 2005-2007 outlines a strategic goal of ethnic and cultural diversity. This goal includes the development of policies and strategies which will enable An Garda Siochána to be reflective of the diversity of the society that it serves. To progress this aim the eligibility criteria to apply to become a trainee Garda were changed and in so doing facilitated applicants from ethnic minorities.

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A recruitment campaign, reflecting this new criteria commenced at the end of 2005 by the Public Appointments Service (PAS) on behalf of the Garda Commissioner.

The PAS is the centralised provider of recruitment and selection services to the public service. It already has extensive expertise in the area of assessing candidates with special needs through its research in relation to recruiting candidates with a disability and has also been involved in involved in initiatives to encourage members of the Traveller Community to seek employment in the civil service. However, there is still under representation of certain groups in the Civil Service. It is intended that my research, the case study of the trainee Garda recruitment campaign, will contribute to a wider research programme being undertaken by the Public Appointments Service to promote equality and diversity in recruitment practices. Parallel to this project research will be undertaken by PAS in employing people with a disability and members of the travelling community.

Benefits of diversity in the workplace

According to Liff and Dale (1994) it is important to draw on the experiences of and reflect on the needs of all social groups within the workforce when developing and analysing our employment policies. With 50% of all new jobs created in 2005[2] being filled by migrant workers it is essential that we are cognisant of this when examining recruitment and selection practices, especially in public bodies. Much of the diversity literature emanates from the USA however for the purpose of this study I will be setting the context here within the UK approach. In the UK the managing diversity approach emanates from the need to anchor equality objectives to broader business and organisational objectives. In contrast the literature emanating from the USA reflects the social, historical and economic contexts of the USA and are not entirely transferable to the UK and therefore Irish context (Kirton and Greene, 2000). In the USA there is a much larger ethnic population and thus US policy makers have paid attention to redressing ethnic disadvantage. As a member of the EU the Irish context of managing diversity must pay attention to the broader context of EU equality legislation.

There are two main schools of thought that underpin organisations approach to equality and diversity polices and practices. The development of approaches to equality policy in Ireland have been strongly influenced by legislation, (Employment Equality Acts) and as such have tended to reflect minimal legal requirements through the implementation of formal rules/policies which apply to all employees e.g., Equal Opportunities Policies.

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[2] People Focus, Summer 2006, Volume 4: No 2, 9-11

From the 'social justice approach', labour market inequalities are unjust and employers have a duty to develop polices to redress disadvantage (Kirton and Green, 2000). The organisation is seen as a microcosm of wider societal communities and the commitment to equality is essentially an ethical one. This approach assumes that diversity is a good thing in itself to best practice initiatives is most strongly associated with the public sector. In contrast the business case for diversity centres on how the equality and diversity agenda can contribute to the achievement of organisational aims (Dickens 1994). The principal argument in support of this is that certain social groups constitute underutilised human resources which could be tapped into to increase competitiveness. In addition given the increasing diversity of customer groups there is a perceived need for the workforce to reflect this. Finally it is increasingly being recognised that many employee relation problems can be as a result of direct or indirect discrimination. There is a cost in terms of time and money in solving these difficulties hence tackling inequality becomes a business imperative.

The current and projected shortages in traditional labour sources increase the need to have a comprehensive equality and diversity agenda in all public and private sector organisations, irrespective of the ideological approach behind them.

Outline of the Application Process

The application process for all applicants is the same but there are differences in relation to the eligibility criteria. There is a residency clause in relation to applicants from outside the EU/EEA.

Eligibility to apply

Entry to An Garda Síochána is governed by the Garda Síochána (Admissions & Appointments) Regulations, 1988 as amended. To be eligible for selection as a Trainee, an applicant must meet the following criteria:

(1)   Be of good character.

(2)   Be certified by a Registered Medical Practitioner, nominated by the Commissioner after consultation with the Minister to be of good health, of sound constitution and fitted physically and mentally to perform the duties of a member of the Service.

(3)   Have passed a Physical Competence Test.

(4)   Be at least 18 and under 35 years (i.e. must have been born between the 2nd September 1970 and the 1st September 1987 both dates inclusive).

(5)   Be a national of a European Union Member State, **or be** a national of a European Economic Area State or the Swiss Confederation; **or be** a Refugee under the Refugee Act, 1996; **or** have had a period of one year's continuous residence in the State immediately before the 1st September 2005 and, during the eight years immediately preceding that period, have had a total residence in the State amounting to four years.

Periods of illegal residence or residence as an asylum seeker in the State do not count for this qualifying five year period.

(6)   Have obtained, in the Irish Established Leaving Certificate Examination or Irish Leaving Certificate Vocational Programme: A grade not lower than B3 at Foundation Level or D3 at another level in Mathematics, and a qualifying grade in two languages, one of which must be English or Irish, and a grade not lower than D3 at Ordinary Level, in not less than two other subjects.

or   The Merit Grade in the Applied Leaving Certificate, *or like* Grades in another examination, which, in the opinion of the Minister for Justice, Equality and Law Reform, is not of a lower standard than the above. Among the qualifications, which are considered as acceptable alternatives to the Leaving Certificate Examination, are the following: Matriculation of a recognised university, A General Certificate of Education (Advanced Level), NCEA / HETAC National Certificate, NCEA / HETAC National Diploma. Applicants with these qualifications must have the required standard in Mathematics English or Irish, and one other language. Applicants who hold international qualifications were advised by PAS to contact the National Qualifications Authority of Ireland to ascertain if the qualification(s) they hold can be recognised as being broadly comparable.

Selection process

The recruitment campaign commenced in September 2005. There were three distinct Stages in the process. The tests at Stage 1 and Stage 2 of the selection process were based on the skills/qualities that have been shown to be necessary for effective performance as a

member of An Garda Síochána through extensive research undertaken by PAS in conjunction with An Garda Síochána.

Stage 1 comprised three written tests - Verbal Evaluation, Analytical Reasoning, and a Job Simulation Exercise. The Verbal Evaluation test measures a candidate's ability to understand written passages and the logical evaluation of arguments. The Analytical Reasoning test measures the non verbal aspect of analytical ability through the recognition of logical sequences within a series of diagrams or symbols. The Job Simulation exercise asks candidates to identify what they would be most likely to do when faced with a scenario typical of what could occur in the Garda role. All applicants were invited to attend the first stage of the selection process. Successful candidates at Stage 1 are invited to Stage 2 of the selection process. Stage 2 comprised a Report writing exercise and a competitive interview. The interview follows a structured format and is based on the key skills which have been identified as necessary for effective performance in the Garda Trainee role (Preparing to achieve high standards, making balanced decisions, working with others, persuading others and taking charge). Candidate's commitment and motivation for a career in An Garda Síochána is also assessed during the interview. The Report Writing Exercise requires candidates to complete an 'incident report' summarising an incident which they see on video. The content, structure and literacy of this report is then assessed. Candidates must pass the interview and report writing exercise to be successful at Stage 2 of the selection process. Stage 3 comprises a Medical examination by a Registered Medical Practitioner nominated by the

Commissioner of An Garda Síochána and will include a physical competency test. Security clearance for applicants is also undertaken by An Garda Síochána.

Stages 1 and 2 of the selection process are carried out by the Public Appointments Service. The final stage of the selection process, which consists of a medical and a physical fitness test, is conducted by An Garda Síochána.

Summary of applicant profile and performance

The following details of the performance of applicants in Stage I have been provided by PAS (data for analysis from Stage II was not available at the time of writing).

There were a large number of applicants for this campaign (8462). Applicants attending Stage one were asked to complete an Equal Opportunities Monitoring Form (see Appendix B). 6890 applicants (81%) completed the form; most applicants were 'White Irish' (81%). 5% were white other.

Significant features of the applicant profile are as follows:

- There were a large number of applicants from the Asian Chinese Community (602) – 9%.

- There were high turn-up rates at Stage 1 from 'White' and 'Asian Chinese' applicants.

- 193 candidates who were not 'White Irish' passed Stage 1.

- Pass rates at Stage 1 were high for 'White Irish' group (93%) and lower for all other groups e.g. 9% of the candidate population completing Stage 1 was 'Asian Chinese' but only 3% of the group passing Stage 1 were 'Asian Chinese'.

- Performance on individual tests indicates that 'White Irish' candidates are performing well on all tests (91% passing the verbal Evaluation Test; 86% passing the Analytical Reasoning Test; 87% passing the Job Simulation Exercise).

- 'Black African' candidates did not perform well on the Verbal Evaluation or Analytical Reasoning tests.

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- The 'Asian Chinese' group performed well on the Analytical Reasoning Test, reasonably well on the Job Simulation test and poor on the Verbal Evaluation test.

- The 'Asian other' group performed well on the Analytical Reasoning test and the Verbal Evaluation test.

- The 'other' group of candidates, which was made up of 123 candidates who specified their race/ ethnic origin as other, performed well on the Job Simulation test but not so well on the Verbal Evaluation and Analytical Reasoning test.

- Most candidates who applied (83%) said that English was their first language. 2% said that Irish was their first language. Less than 1% said that sign was their first language.

- 16% of candidates who applied said that English/ Irish/ Sign was not their first language.

- 86% of candidates who sat Stage 1 said that English was their first language.

- Candidates whose first language was English or Irish performed well on each test.

- Candidates whose first language was not English/ Irish/ Sign did not perform well on any test. They performed particularly badly on the Verbal Evaluation test.

Review of performance data

While there may be some general conclusions drawn from this data the small numbers from different ethnic groups make accurate conclusions difficult – exceptions are 'White other', 'Asian Chinese' and 'Asian Other' where the population size is significant. It is clear that the non Irish applicants performed less well on the tests. The particularly poor

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performance on the verbal evaluation test backs up Wood and Barron's (1996) assertion that language proficiency is a critical area for minority applicants, as it is on verbal ability tests that some minority applicants experience most difficulty relevant to the majority. Less proficiency is compounded by time pressure, which leads to fewer questions answered, hence lower scores which may reflect a lack of facility in English rather than unsuitability for the post. Interviewees unanimously felt they were short on time to complete the tests, yet all had an extremely high standard of spoken English and aural comprehension. It is possible that applicants may be suffering in part from what Wood and Barron's (1996) term poor 'test taking behaviour'. This results in poor use of time and bad answering strategies. They outline the initiatives taken by some British organisations to alleviate this problem. British Rail undertook a program for ethnic minority drivers which gave tips on developing successful test behaviour. This programme was successful but time consuming as it was over a 6 week period. Perhaps of more relevance is the work they refer to of the West Midlands Police. They undertake a positive action programme which helps develop skills relevant to future police work (similar to skills needed to pass Stage II). Another objective of the programme is to develop participants understanding and use of the English language to increase their proficiency. Solomon (1996) suggests translation of numerical tests into different language of analytical reasoning tests contain a large amount of verbal comprehension.

There is nearly unilateral endorsement by research on the adverse impact of tests on minorities that work sample tests have lower adverse impact (Cascio 2003, Schmitt and Chan 1998). However Bobko, Roth and Buster (2005) caution their use. As their recent

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research results indicate they can have as much adverse impact potentially as cognitive ability tests. The approach to selection taken by PAS combines both types which provide a more accurate, clearer picture of performance. However there may be scope to reduce 'cuts offs' for cognitive ability tests or provide alternative accommodations such as increased time, translations of numerical tests (assessment of verbal comprehension informed by performance at interview and written exercise rather than solely on verbal evaluation test which may be skewed by other factors).

Chapter Two

Literature Review

Throughout the Anglo Saxon world police practices and management show quite distinctive similarities: the same traditions, similar structures of police organisation, and nearly identical difficulties. Therefore the following literature review is based mainly on articles from countries with Anglo-Saxon policing backgrounds; however, two studies from Asia, which give valuable insights into the personal and social backgrounds of police students and reasons for choosing a career in policing, are also included.

Historically, police personnel are male officers with a strong sense of organisational culture and identity. A salient feature of Anglo Saxon police is that they are and always have been part of the communities they serve (Carter, 1999). Good relations with the public have always been a priority of the British Police. During years of service they earned a good reputation of being competent, polite and professional. It was not easy for women to be accepted into this male domain. Although the first female officers appeared in the European workforce at the beginning of the 20th century, women officers struggled hard to be fully recognised with equal rights, duties and similar payment (Prenzler, 1997). In Australia, for example, they gained formal protection of equal rights only recently, under 'Anti-discrimination Laws' of 1992 (Prenzler,1997). While the numbers of police women have increased in general, Adams (2001) concluded in her study that women in senior management positions are still very few today because of inadequate and family unfriendly policies or systemic discriminatory barriers for women. In 1991 the Police

Executive Research Forum found that in the USA white officers constitute 80.3 percent of sworn personnel. Blacks make up 12.3 percent and Hispanics 6.4 percent, others just about 1 percent. Only one in eight officers is a woman (Carter, 1999).

Another feature of the British and US American Police workforce is that most officers are white and have Anglo Saxon origin (Heidesohn, 1989).However, Britain and the USA have growing ethnic minority populations that are thought to be responsible for a big share of the ever-increasing crime rate and racial violence (Donohue & Levitt, 2001). While a high percentage of these people end up as victims and offenders – and consequently fill the prisons - few of them belong to the law enforcement personnel (Walker, Spoon, & DeLone, 1996). Tauri, 1999, argues that this fact has its roots in the colonial or neo-colonial system. Obviously this also has socioeconomic implications. Ethnic minorities and immigrants are often seeking cheap accommodation in run-down, but affordable housing areas of big cities. Statistics show that crime rates are especially high in suburbs and communities with a high percentage of ethnic minorities living in crowded conditions (Lott, 2000). Unemployment and dissatisfaction in these suburbs are generally high. Research shows that the relationship 'Police - minorities' is characterized by mutual antipathy (Gould, 1997; Hayes & Brewer, 1997). Studies of Chandek (1999) and Walker, S., et al. (1996) emphasise the difficulties of the Police with ethnic minorities (particularly African-American) in the USA. This is caused mainly by the stereotypes the Police hold of the community, but also by the effect the Police officer's race has on the evaluation of the police by the community (Holdaway, 1997,b). Since 1965 the British police have been encouraged to actively recruit more officers from

ethnic minority backgrounds (Cashmore, 2001). After the street riots in 1981 the Lord Scarman Report, 1982 (in Holdaway, 1996, pp.112,113) recommended an urgent recruitment from ethnic minorities to better reflect the composition of the surrounding population. Unfortunately these suggestions did not have the desired success as no one knew how to put them into practice, and twenty years later the overwhelming majority of British law enforcement personnel is still male and white. Several investigations and studies tried to find the reasons for this. The Macpherson Report (1999) found that the British and Metropolitan Police operated an 'unwitting' form of institutional racism. Too few police officers were actually of other than Anglo Saxon background and there was a collective failure to provide adequate services to people because of their colour, culture or ethnic origin. The defence argument of the Police was that cultural barriers exist, such as Asian families discouraging their children from becoming police officers or African Caribbeans facing peer pressure not to join the Police. The report did not support those arguments. Cashmore conducted an independent study in 1999 to investigate in-depth the barriers to the recruitment of minority officers. The three main results of his study were the following: Institutionalised racism inside the Police organization deters recruitment and retention of ethnic minority officers, performance pressure and traditional work practices produce 'racial profiling' which targets ethnic minority communities and reinforces 'racist' stereotypes by the Police and advertising in the media for ethnic recruits is not effective (Cashmore,1999). A characteristic of police reality is their strong organisational culture. Through socialisation processes new members of the Police learn to know the values, norms, attitudes, and expected behaviour (Chan, 1997). This is necessary because of the type and nature of police work. The work is dangerous at times

and requires instant and effective decision-making, and reliable and efficient teamwork. Therefore police culture has always been strong, conservative and resistant to change. Frewin and Tuffin (1998) identified an imperative to conforming to standards and a series of internal pressures on those who fail to conform. The authors argue that this is necessary to maintain a good public reputation, but admit that this very fact hinders diversity. Another study investigated the socialising effects of the police academy and on-the-job experience (Christie, Petrie, & Timmins, 1996). They found that police socialisation over time had a greater impact on the individual than university education and upbringing. As a result, attitudes of officers tend to become more conservative as time goes by. Caldero & Larose (2001) on the other hand, showed in their study that the individual value system of officers is more important than occupational socialisation and called for a review of the recruitment practices to guarantee improvement of police relations and organizational behaviour. Holdaway (1997,b) interviewed ethnic minority officers and found they had to face a great deal of racism inside the Police in general, but they also stressed a more accepting attitude on a personal level during teamwork. Gould (1997) suggested that new officers are generally open to the necessity of being culturally sensitive even endorse measures like 'Cultural Diversity Training'. Experienced, older personnel are rather reluctant to accept this. The overall support for cultural diversity training is strengthened when management and frontline staff are working on it together.

Zhao, Herbst and Lovrich (2001) added to the knowledge of police culture with their findings that female officers are not to be treated as a single aggregate group but rather as representatives of their racial and ethnic population. Chan (2001) found a remarkable

change of police culture in Australia recently. Reforms initiated by the Royal Commission now support a new accountability structure. Promotion shifted from a seniority-based to a merit-based system. Misconduct is no longer likely to be tolerated or covered up. This has changed the working culture considerably. New officers have to carefully "negotiate" the demands of camaraderie with the organizational values of integrity and procedural correctness. This now leads to a climate of a more reflective and discerning attitude towards traditional police culture. Walker, S., (1985) saw the strong police 'subculture' as a source of many police problems, especially causing resistance to change, and doubted that the presence of minority and female officers would automatically improve police –community relations. As ethnic minority officers - as well as the white officers – tend to come from a lower-middle class background, they are unlikely to bring with them a high degree of liberalism and non-racist attitudes.

Different countries tackle the problem of officer recruitment from ethnic minorities with different approaches and so far with mixed results. In 1999 the British government set 'targets', numbers of achieved recruitments within a certain time frame. The USA set 'quotas', fixed obligations with attached penalties in case of underachievement. There is doubt inside the police organization whether these aims can be achieved or if they give any practical guidelines at all (Cashmore, 2001). Holdaway (1996) suggests a different approach. He sees the success of the recruitment effort as a responsibility of the whole police department. Every day action and every single police officer through his or her very own non-racist, sensitive behaviour influences the chances of recruiting ethnic minorities. This should be more effective than other measures like leaflet campaigns,

public meetings, or radio and television advertisement. 'Affirmative action' policies are supported by the administration of the public sector in the USA, but are increasingly unpopular with practitioners and lawmakers alike. Walker, S., (1985) mentions that employees of the protected group are under the suspicion that they have not met the required standards and have not made it on their own merits. Moore (2001) highlights the difficulties of affirmative actions in regard to Civil Rights laws. Stokes & Scott (1996) report increasingly political controversy in the USA about these procedures, and proportional employment is far from being achieved. In 1995, 43 percent of the American work force was Euro-American but they held 95 percent of the senior management positions. They also emphasise the fact that affirmative action does not lower the standard of law enforcement agencies. Sass & Troyer (1999) support the theory that affirmative action litigation significantly increases the recruitment of female officers, while male managed departments tend to insist on fitness standards as a potential barrier to female employment. With respect to New Zealand, Singer investigated the attitudes of New Zealanders towards affirmative action and found that - consistent with some findings from the USA - respondents did not favour preferential treatment based on ethnicity or sex (Singer, 1996). The New Zealand Police have never used affirmative action methods. There are bridging programmes for ethnic minorities and women available. These are run by tertiary educational institutes in close relationship with the New Zealand Police (Jaeger, 2005).

Hochstedler (1984) investigated the impediments to hiring minorities. She found that in spite of affirmative actions being imposed from outside the department, the real issues of

adequate recruitment were factors like private sector competition, gender stereotypes, and the history of police oppression of minorities. She also found a widespread mistrust of affirmative action being a synonym for abandoning standards.

Zhao and Lovrich (1998) analysed other aspects of minority recruitment. They observed a positive relationship between the community and the hired officer: the higher the number for a given minority group, the higher the number for recruited officers from this ethnic group. They also found relationships with the power structure: the more minority representation in senior management, the higher the numbers of frontline minority officers.

The characteristics of potential recruitment candidates were investigated in research by Kaminski (1993). He studied the likelihood of high school students choosing policing as a career option. The less educated a student was, the more attracted he or she was by a police job. Females generally showed less responsiveness than males, Blacks less than Whites. Parental attitudes towards the Police seemed to have a strong impact on the student's decision for police work. Students who reported less respect for the Police by their parents were less likely to be interested in a police career. Tarng, Hsieh and Deng (2001) conducted an interesting study with police students in Taiwan and investigated why and what type of people are likely to seek a career in policing. They also found similarities with western officers: most students come from lower or middle class families, motivated by a secure position and moderate to good salaries. The influence

from parents, and to a lesser degree, friends were major reasons for choosing the profession.

Research about the "community – police" relationship in regard to diversity produced a number of interesting and sometimes conflicting findings. For example, Lott (2000) argued that hiring more black and minority officers' increases crime rates, as they would lower hiring standards and quality of service for both new minority and new non minority police. Stokes' and Scott's (1996) conclusion from their research supported the opposite. Donohue and Levitt (2001) found that an increase in numbers of minority police would increase the arrests of whites considerably. Similarly, they argued that by increasing the number of white personnel the arrests of non-whites would soar, this is especially true for minor offences.

The evaluation of police work by the community is another interesting aspect. Chandek (1999) indicated in her study that crime victims' evaluation of police performance is not dependent on the race of the officer. Alpert and Dunham (1988) in their large study of Florida Police found similar results: whites seem to be satisfied with white and non-white personnel alike, ethnic minorities seem to prefer a mixed race police force.

Review of the approach of other organisations

UK police forces have been addressing the issue of creating a representative police service for a number of years now. Despite the crticism of the Macpherson Report (1999) there are excellent initatives being undertakn by various police forcess through out the UK to increase the proportaion of staff from under-represented communities. Strathclyde Police, Thames Valley Police, Lancashire Constabulary, London Metropolitan Police are among the forces with proactive polices already in place which may provide guidelines for the recruitment, retention and promotion of ethnic minorities.

For example the London Metropolitan Police Service has created a specific careers team to address the imbalance in the numbers of female and ethnic minority officers by promoting a career within the police to these groups. The Home Office has set stringent target for the recrutiment and progression of ethnic minority staff. The target for the Met is that by 2009, 25% of officers should be from ethnic minority backgrounds by 2009, reflective of the local population. They do not engage in positive discrimination' – no one receives preferential treatment or an unfair advantage based on their background but rather are guided by the Race Relations Act to try to provide an environment which can establish a truly diverse and representative police service.

The Met Careers Team aims to achieve its goals using a 5-strand action plan, delivered across a series of pan-London and individual borough events and initiatives, as well as through the MPS Careers Office. It includes targeted and focused recruitment, working

with businesses and religious groups, focused advertising, positive action support and working with youth and education. The positive action support, is particularly useful. It provides candidates with information and advice that will familiarise them with and prepare them for the challenges of the two-day MPS Police Officer selection process. The Strathclyde have adopted a similar approach by introducing a Diversity Recruiting Team to ensure that the personnel within Strathclyde Police fully represent the diverse nature of the wider community it serves and represent everyone in our Force area. To this end, we are committed to ensuring that the structure of the Force epitomises the social, cultural and ethnic diversity of Strathclyde. This team is also responsible for communicating with the minority communities within the Strathclyde Police Force area in order to identify persons who may be interested in a career as a police officer and establish and develop meaningful links with representatives and organisations from the various minority communities as well trying to build greater understanding of, and appreciation for, the many different issues relating to diversity in relation to recruiting to the police.

Therefore the approach adopted in the UK is to develop positive action recruitment teams which target underrepresented communities through a series of initiatives.

Police Service of Northern Ireland (PSNI)

The PSNI provides another recent example of efforts to create a more representative police force. The Independent Commission on Policing in Northern Ireland was established in Belfast in 1998. The Commission reported in 1999. The government

subsequently published an implementation plan in June 2000 outlining how the report's recommendations would be implemented and in November 2000 the Police (Northern Ireland) Act 2000 was enacted. The government's implementation plan was further updated in August 2001.

The Independent Commission has proposed wide ranging changes to the composition of the service and the ways in which the recruitment process operates. A key recommendation was that Human Resource Professionals should perform the technical aspects of the recruitment process as a result of this recommendation, Police Officer recruitment is managed by the Consensia Partnerhsip, lead by Deloitte and Touche. They test, examine and assess applicants form a pool of qualifies candidates. From this pool the Chief Constable makes appointments on the basis of 50% Roman Catholic and 50% non-Roman Catholic. The community as a whole has involvement in the recruitment process through the appointment of independent Community Observers and the use of trained lay assessors who participate in the assessment of candidates.

Chapter Three

Research Design and Method

This study intends to explore the experience of job applicants from ethnic minority communities in the recruitment and selection process to An Garda Síochána. The aim is to identify practices or procedures in the recruitment campaign that either promote or inhibit the recruitment and retention of ethnic minorities. The purpose is not to generalise but to identify issues that make it an attractive career or present barriers.

Various approaches to achieve this aim are possible (Easterby-Smith, et al., 1999; Kvale, 1996; Van Maanen, 1988;), such as asking people with ethnic backgrounds from the general public why they would or would not consider joining An Garda Síochána, or asking potential police recruits about their perceived difficulties for joining. For the purpose of this research a qualitative approach was chosen. Applicants for the position were targeted directly through conducting semi-structured interviews. This interview method was chosen as some applicants may wish their job application for this role to remain confidential and therefore may not wish to be involved in a group discussion. There is also the possibility that some interviewees will be unsuccessful at interview and could bias a group discussion, which could arise if the focus group approach was pursued.

They interviewees were chosen randomly from a pool of 193 applicants from non-Irish backgrounds who all sat Stage I of the process. The interviewees reached different stages

of the recruitment and selection process and were both successful and unsuccessful at Stages I and II of the process. I selected a mix of potential interviewees according to their name to try to get a mix of both European, Asian and other nationalities. To supplement this I targeted applicants through access to a database of potential applicants through the co-operation of the National Consultative Committee on Racism and Interculturalism.

Potential interviewees were informed of the purpose of my study and asked to participate if interested. They were assured of confidentiality and that their participation would have no impact on the status of their job application (see Appendix C). In addition to the interviews I have conducted a review of the performance data provided by PAS. This information enables me to paint a broad picture of the number of applicants from ethnic minorities and their performance in the first stage of the process. This comprises three written tests: Verbal evaluation, Analytical reasoning, Job simulation exercise. The literature suggests that some verbal and numerical tests may adversely affect the performance of ethnic groups (Wood, R, Barron H, 1992). However a more recent study also suggests that work sample tests do not have the low adverse impact previously indicated (Bobko P, Roth, P, Bester M, 2005). This is borne out in the figures provided by PAS with Candidates whose first language was not English/ Irish/ Sign did not perform well on any test. They performed particularly badly on the Verbal Evaluation test.

Context

Each interviewee was asked about his or her individual motivation to join and experiences, his or her satisfaction and expectations, his or her opinion on a diverse work force, and suggestions for improvement in targeting ethnic minorities. The interview was structured with seven open questions with varying scopes (see Appendix D), based on similar questions from British and New Zealand studies (Cashmoore,1999;Cashmoore, 2001, Jaeger 2005). Some questions were fairly explicit in order to provide certainty, to reduce ambiguity and to help build and keep trust and rapport. The strategy was to achieve a balance between broader questions and narrower ones, in order to have enough room for 'unexpected' data but without losing rapport. There was no time limit for the interviews, the shortest being 20 minutes and the longest 95 minutes. The scope of the answer was left entirely to the respondent. It was hoped that this would result in the subjects providing better and 'richer' information.

Description of the analytic approach

For analysing these interviews the grounded theory approach offered the most flexibility as the research was exploratory (Glaser & Strauss, 1967, Glaser, 1978). "..the grounded theory researcher begins work, not as a tabula rasa, but with an "orienting theory" that is constantly adjusted as new categories and relationships emerge from interview data." (Kinach,2002, p.2). It does not start with a hypothesis like deductive methods, but with a

phenomenon that the researcher finds to be inadequately explained in theory and with a well-defined research problem (Hueser, 1999). Using this methodology enables exploration of an aspect of life about which the interviewee has substantial experience (Charmaz, 2002). What differentiates grounded theory from other research methodologies is that it is explicitly 'emergent' in contrast to 'forcing', that means that preconceived ideas or biases are less likely to influence the outcomes or the results (Dick, 2000). There is no doubt that all of us when observing the world around us from our own cultural viewpoint bring with us a certain perspective. One could argue that when one person observes a different culture this person is more likely to interpret what he or she observes in a "biased" way. Indeed an unbiased reporting may be impossible to achieve. One could hope that the researcher would be attentive, neutral, unbiased, and without preconceived results (Agar,1996).

Interviews were not recorded, Glaser (1978) and Dick (2002) question the necessity of taping and full transcriptions. They recommend the use only of notes and concentration on the identification of the emerging patterns which is the approach taken.

For the analysis of the data the approach described by Charmaz (2002) was adopted. Her coding system was adapted accordingly to enable conceptualisation and generation of patterns. Reflecting on the validity of the grounded theory as the appropriate methodology for this study it proved to be a great advantage for systematic data generation in a multivariable situation (Grounded Theory Institute, 2002), as it is also suitable for processing a large amount of data in unknown territory. "...the strongest case

for the use of grounded theory is in investigations of relatively uncharted water, or to gain a fresh perspective in a familiar situation" (Stern, 1995, p.30).In this way no theory is forced upon the data, but data provides the basis for new patterns and emerging theory. This approach is especially helpful for identifying patterns and structures in exploratory research (Dick, 2002).

Limitations

This research study does not intend to make any general statements, but is a first step to exploring the experiences of ethnic minorities in the recruitment process. A limitation is the fact that the data is based on the information provided by one specific group of respondents. Other valid opinions might have been left out. The study is also limited by the fact the interviewees were applicants for the post and this may had an impact on the willingness of the informants to formulate any criticism. To balance this situation the interviewer drew a sample of applicants successful and unsuccessful at different stages of the process in the belief that this way the anonymity of the respondents would be preserved. This encouraged a relative openness in communication.

There is no assumption made that the experiences of the interviewees reflect the experience of all applicants from ethnic minorities rather it provides a case study or snap shot of the experiences in a effort to build up more knowledge which might increase participation in future competitions and finally contribute to more effective approaches to the recruitment of non Irish Garda trainees. In addition there is no comparison with the

experience of Irish applicants; hence some of the experiences might be equally valid for that group.

No summary data on the overall performance of ethnic minorities at Stage II was available from PAS at the time of writing so data from Stage I only was available to review. This detracts from the overall summary picture but does not effect the exploration of individual experiences in the processes.

Ethical Considerations

The participants were fully informed in advance about the purpose of the study (Appendix C). Confidentiality was assured and respondents were told that no one else would have access to their answers – only anonymous information would be presented. Permission was sought to use potentially identifying comments should they arise.

Chapter Four

Results and Discussion

The purpose of this research is to explore problems and barriers for ethnic minorities in the recruitment process to An Garda Síochána The analysis of the interviews provided insights into the experiences of a number of ethnic minority applicants. This section starts with detailed results presented under the topics of the interview questions. At the end of the section is a summary of the main findings concerning the recruitment issues. Some illustrative material from the interviews is added in italics without revealing the identity of the interviewees.

Summary details of interviewees

4 EU members, 4 Chinese and 2 Indian nationals. No African interviewees (small numbers of Africans in the overall applicant pool). The age profile of the applicants was mainly in the early to mid twenties, half of them had third level qualifications ranging from Diplomas to Masters Degree. Of the non EEA interviewees, 2 of them did not meet the residency requirement. Despite the residency clause of five years for non EEA applicants this did not deter them from applying as they wished to gain experience of the process, even though they were ineligible to apply.

Interview Questions

Question 1. How did you hear about the position?

All respondents heard about the position through friends or members of their own community. None of the respondents recalled seeing any official advertisements for the position. One respondent heard about it thorough an article written in an ethnic (Lithuanian) newspaper and another through the promotion of the competition at the official launch. (This respondent is actively involved in a community group representing his ethnic group in Ireland).

Therefore a feature of ethnic minority applicants is that they follow a specific recruitment pattern. Applicants indicated that members of the community, friends, or relatives informed them of the job therefore 'word of mouth' seems to be a potent means to attract new recruits. It is worth noting that not one of the respondents was actually recruited or at least motivated to apply through advertisements in the media despite a large amount of media attention to this recruitment campaign. This result is similar to that found by Cashmore (1999).

Question 2. What were your reasons for applying to become a trainee Garda?

This question is unambiguous, and most answers came promptly, but there was hesitation for some applicants who later mentioned access to a work permit. Confidentially was again assured and interviewees asked for an honest answer to this question.

The reasons for applying show a marked difference in the motivation of Asian/non EU interviewees and EU applicants. Of the 6 non EU applicants' access to a work permit was mentioned by all respondents as one of their reasons for applying. However they all emphasised other reasons alongside this which correspondent to the motivation of EU applicants. In general social reasons were mentioned, desire to serve the community and act as a role model for others from their community. Other reasons for applying included: good career structure, strong association between their own community or family and law enforcement in their own countries. A natural inclination towards the role was also cited.

Question 3. Did you find the experience positive? If so, how, If not, why? Was it as you expected? What would you do differently?

Overall respondents felt positively towards their experience of the recruitment process. Those that were unsuccessful in Stage 1 were not critical of the process itself (comments on different aspects further on). The main criticism was in relation to difficulties accessing their message board on www.publicjobs.ie (due to forgetting their password). At a general level they all felt positive towards the experience and valued the opportunity to participate ' it was a good experience and made me feel we are welcome to apply to the police'.

Question 4. Specific questions on aspects of the process:

This section of the interview allowed for more in-depth exploration of the experiences of each part of the process.

Q.Did you see any advertisements, where? What did you think of them?

In relation to advertisements, as mentioned earlier no respondents saw specific official advertisements.

Q.Did you meet the entrance requirements, what do you think about them?

The entrance requirements in terms of eligibility presented difficulties for non EU applicants. The 5 year residency clause was a major barrier to Asian and Indian applicants. The educational requirement presented a difficulty for one respondent only who felt his qualifications may not be equivalent to the Irish Leaving Certificate (This interviewee was unsuccessful at the test).

Unfortunately one respondent had misunderstood the eligibility in relation to non EEA applicants and the residency clause, the applicant passed the test and was waiting for the results of the interview but would be deemed ineligible as was only resident in Ireland four and half year at the time of the application. All applicants felt the entrance requirements in relation to standards and qualifications should not be lowered, neither in general nor specifically for different ethnic groups. This is in line with the findings by Hochstedler in his work with existing ethnic minority officers (1984), who they did not want their standards lowered or abandoned to increase minority participation.

Q. Did you look at the Familiarisation materials provided, what aspects did you find useful?

In relation the Familiarisation materials for the test. Most respondents felt they were useful. However the language was considered 'official' and felt it could be made simpler. 4 respondents mentioned they would have liked a further selection of examples of test materials for practice as they found them extremely useful.

Q. Did you attend a Familiarisation Session, was it useful? What aspects were of benefit to you?

(There were a series of test Familiarisation sessions held by PAS in conjunction with the NCCRI). None of the interviewees heard about or attended these sessions.

Q.Did you take the tests – any difficulties?

In relation to the tests, each respondent felt they were short on time to complete them. However 4 of the respondents were successful in them and reached Stage II.

One respondent commented on the difficulty they had in translating the questions back into their own language. Another respondent specifically mentioned that the tests presented little difficulty in terms of *language* as they had been living in Ireland for over 4 years and now thought in English.

Q. Did you attend for an interview? Was it as you expected? What did you expect?

Did you read the Interview preparatory materials, any difficulties? What positive or negative comments would you make about the interview?

Of the respondents that reached interview stage, it was as they expected, through their reading of the preparatory materials. One respondent would have liked to have specific examples of the skills explained further in the preparatory materials. Only one of them had experienced a similar type of competency style interview. All of them commented positively on the interview board members. Overall the experience of the interview was positive. However respondents did not have their interview results at the time of the research which may have elicited more criticism. The delay in receiving the results of interviews was commented by two respondents.

Q. Anything else to add?

Overall positive reaction to each stage of the process. No additional issues arose for discussion.

Question 5. What barriers/difficulties do you feel were more pronounced for your ethnic group in the process?

Most respondents did not feel that the process caused any particular difficulties for them with the exception of the shortage of time for the test. The lack of time to finish the exam questions was cited by half the respondents as a problem for their ethnic group.

Other issues were an expectation to be unsuccessful and a lack of awareness and ignorance of their community in relation to the opening of the position to non-Irish applicants. An unfavourable image of police at home was mentioned by both Indian and EU respondents as possibly off putting to their community and the need to dispel that image.

Recruitment programs are not always reaching the potential recruits from ethnic minorities. The advertisements in the media were not seen so a more proactive approach in liaising with community groups was suggested by 2 respondents as a means of engaging with potential ethnic minority applicants

Question 6.What advantages do you see of having a more diverse Garda Síochána?

(This question was not readily understood by many of the respondents and need to be explained further. i.e what benefits would you see to having a police force with gardai from different ethnic backgrounds).

The general opinion of all respondents is that an increase of ethnic minority officers is beneficial for both the work climate inside An Garda Síochána and the effectiveness of community police work. The reasons are more effective and efficient communication with ethnic communities; first by means of the ability of the officers to communicate in their indigenous languages to the members of the specific community, and also through cultural understanding and appropriate behaviour (visual codes may help to facilitate

building a fast rapport with members of ethnic communities when the looks or appearances of the Garda is similar to their own). Another positive aspect mentioned is that stereotypes like "the members of the ethnic minority are criminals" will be reduced. These results are similar to the findings obtained by Zhao and Lovrich (1998).

Question 7. What do you think might discourage people from your community from joining An Garda Síochána? What do you feel is the perception amongst people in the .... community of a job in An Garda Síochána?

The EU respondents did not feel there were any issues that might discourage them to join. It was mentioned that there may be some misunderstanding in relation to the residency clause with some members of the Lithuanian community thinking that the 5 year clause applied to them. The only factor mentioned discouraging EU applicants was an unfavourable image of police at home need to dispel that image was again mentioned.

A perception that this is a cursory step and the residency clause implies they are not really being welcomed to join. This was mentioned by a non EU respondent. One respondent mentioned that they were very few families that he knew of from his community living in Ireland in excess of 5 years. 5 years was also seen as a long time to have to be in the country before you could take up a trainee position. By the time the 5 years had elapsed they would most likely have pursued other career options or gone into business by themselves.

Religious beliefs and fear of having to remove items of religious significance (e.g. turban, dagger for Sikhs) was cited as a possible factor in discouraging applicants since there no information/attention given in relation to this issue in the Information Booklets.

Lack of perseverance in relation to the on line application facility. One respondent had difficulties and knew others who also had problems e.g. in accessing message board. Could private e-mail not be used for communication instead?

Question 8. How would you target more ethnic minority recruits to encourage them to join An Garda Síochána?

In relation to the issue of the residency clause give credit for time spent in Ireland during the process. One ineligible candidate, ineligible by 6 months noted that they would have been resident in Ireland for at least another 8 months by the time he received the final result of his application.

Increase methods of getting information out to the communities. It was suggested that presentations be made at the place of worship. For example this is the best way to access a large body of the Indian community.

Contact as broad a range of community representatives as possible rather that relying on one body such as NCCRI to disseminate information.

Provide detailed feedback on performance at tests and interview. 5 respondents from different communities mentioned this. In particular the respondents unsuccessful at the tests felt they needed to know which aspect had presented a problem as they were keen to try again.

Use future ethnic minority Gardai as role models. Go out and speak to ethnic minorities. The existence of a Garda from an ethnic minority background or from the same ethnic group might make a big impact as they could act as a role model (These facts are fully supported of the findings by Zhao and Lovrich (1998) and also DeDreu et al. (2000))

Another important point made by the respondents is that higher salaries would attract more and better qualified staff overall, as it would offer a real alternative to private industry (This is no doubt not an issue in relation solely to ethnic minority applicants).

Chapter Five

Summary of the main findings and recommendations

Recommendations are broadly divided into two areas:

1. Practical issues in relation to the recruitment process

This summarises problem areas for applicants from ethnic minority backgrounds and makes possible suggestions.

2. Organisation issues within An Garda Síochána.

This provides suggestions for a change management programme across the organisationin order to recreate its vision and culture to be truly embracing of the diverse society it now serves. These recommendations are made on foot of the review of the literature and practice in other countries.

Practical issues in relation to the recruitment process

Perceived barriers for ethnic minority applicants are:

1. Perceived excessive residency requirement for non EEA applicants

- Recommendation

Review 5 year residency requirement.

Research in to UK police forces eligibility criteria suggests a three requirement is the norm. This would have to be negotiated with a number of stakeholders but since immigration from certain countries in large numbers e.g. China is a relatively recent phenomenon, this requirement acts as an exclusionary measure to some communities.

- **Recommendation**

Increase flexibility in relation to applicants on the threshold of the requirement, who would become eligible by the time their application is fully processed.

2. Lack of awareness and ignorance about the opportunity to join An Garda Síochána.

- **Recommendation**

Increase community based outreach programs already in place in the Garda Siochána through their Community officers as well part of the recruitment campaigns of PAS.

3. Review methods of attracting applicants

Over-reliance on traditional methods of accessing potential recruits when advertising the position.

- **Recommendations**

Community based contacts are the preferred method since word of mouth seems to be the most effective means of accessing them. In addition there are a large number of young people from ethnic minorities attending tertiary educational institutions. Promotion of the

position through Career's and Appointments Services, especially since the upper age limit for entry is now 35.

While the advertising which took place was broad, it might pay more dividends to focus more on accessing communities through their representative groups. As noted earlier none of the respondents saw any official advertisements. Although it could be said that the attention generated by them may in part have contributed to their finding out through friends and community members.

4. Review of on-line applications process.

Reluctance by some respondents to contact the helpline when they mislaid their password. This may not be an issue confined to ethnic minority applicants.

- Recommendation

Survey of ease of use of on-line applications process could be carried out as part of PAS's commitment to Customer Service Standards (as outlined in their Customer Action Plan).

5. General lack of awareness in relation to public service job opportunities.

- Recommendation

Increased liaison by PAS and An Garda Siochána with community groups and educational institutions.

6. Further research by PAS into alternative methods for testing applicants whose first language is not English.

• Recommendations

This is a difficult area, since proficiency in English is a job requirement. However the performance data does suggest that applicants whose first language is not English are not performing as well as Irish applicants on the tests. As a result alternative approaches need to be explored. For eg increasing the time allocation in tests across the board.

The New Zealand police recruitment programmes conduct programmes that target mainly unemployed persons– especially ethnic minorities – who may be interested in police work to become more skilled so that they might then be able to pass the entrance test. The main idea is to bring the applicants up to the established standards. Similarly the West Midlands Police in the UK provide a similar access programme. The widespread provision of such familiarisation programmes by PAS might help improve performance by ethnic minorities. While PAS did hold such sessions they were in conjunction with the NCCRI and invitees were from their database rather from PAS's applicant pool. While there would be a significant workload associated with this it could be carried out in conjunction with An Garda Síochána community liaison personnel. It is important to note that no additional information is given to attendees beyond what is already provide in the Familiarisation materials but it provides an opportunity for applicant to familiarise themselves with the processes involved.

7. Composition of interview Board

This is the first time that non Irish applicants applied for this position. With the increasing numbers of ethnic minorities living in Ireland it is likely that the numbers will increase for subsequent competitions. Therefore there may be scope to review the interview process in relation to a few areas.

It has been found that the composition of boards and effects of race on interviewing (Lin, Dobbins, Farh, 1992). It has found that higher ratings are assigned to candidates of the same racial group as interviewers. Therefore it is necessary to review the composition of at least some of the large volume of interview boards that sit during a trainee garda recruitment campaign. For e.g. if 50 board members are utilise over a period of interviews it would be not unreasonable for PAS to try to engage at least 4 interviewers from ethnic backgrounds.

Peppas (2002) discusses how individuals from sub-cultures may stress different qualities during the interview process based on their perceptions of the importance of specific criteria. The PAS has a comprehensive training programme in place for its Board members and a clear scoring guide. However there is still a need to validate the decision making processes through regular audit and review to validate interview decisions. Although these barriers are valid concerning all ethnic minorities, some barriers are group specific and their extent differs for each group. Currently the recruitment strategies do not address these differences sufficiently well.

- Recommendations

Review composition of Interview Boards; undertake regular review and audit of decision making processes.

8. Provision of feedback on performance in the assessment processes to help improve future performance.
- Recommendation

PAS should issue applicants with detailed feedback on all aspects of their performance at each Stage - tests, interview, report writing.

2. Organisation issues within An Garda Síochána.

This section provides suggestions for a change management programme across An Garda Síochána in order to recreate a vision and culture embracing diversity.

Organisation Development within An Garda Síochána.

The last decade has seen progress in the development of models to manage diversity. There is strong consensus among researchers (Stockdale and Crosby 2005) about the characteristics of organisations which value diversity. Taking an organisation developmnet approach to implementing diversity management, Holvino (1998) has developed a framework termed the 'Model of Multicultural Organizational Development'. She proposes that organisations go through six stages as they move from being *monocultural* (values of one group dominate) to *multicultural* (perspectives and styles of diverse peoples are valued. An Garda Síochána could be said to be at the transitional phase whereby they are making positive stances to attract non dominant group members. However there may still be subtle ways in which the culture and norms and methods of working make it difficult for those who are different to join up and advance. Therefore cultural and structural change must take place in the organisation to move in onto Holvino's multicultural stage where there can be full participation from members of

different groups or ethnic minorities. There are a number of models which could provide direction to the strategic goal of An Garda Síochána to achieve diversity by building a multicultural organisation through structural, cultural and behavioural changes.

Cox (2001), provides a change model, 'Change Model for Work on Diversity' which argues that for an organisation to become truly multicultural there must be changes made across 5 components. The five components outlined are:

1. Leadership – the need to establish a philosophy and vision which support diversity, as well as developing a strategy for communicating this vision. Eg organisation goal/vision which envisions a pluralistic organisation culture and top management support for this vision.

2. Research and measurement – the need to assess organisational diversity e.g through a comprehensive assessment of the organisational culture of An Garda Siochána and a measurement plan.

3. Education. E.g. on change management, modification of existing training programmes in Templemore to reflect a diverse force and society. Successful training whereby a critical mass of organisation members go through a training program can result the development of internal change agents (Ferdman and Brody, 1996).

4. Alignment of management systems. Ensuring management systems are aligned with the management vision .eg through 'diversity proofed' work schedules, recruitment practices, promotion, training. eg structural integration of 'minority group members in key positions across the organisation hierarchy.

5. Follow up. Accountability for diversity initiatives, including a process for

   reporting on performance results, continuous improvement and knowledge

   management.

There are multiple activities in each component. It is a systematic approach to diversity

management which necessitates advances in each area which could provide a guide for

activities which can translate the corporate goal into reality on the ground. Cox's model

provides practical tips whereas another recent model by Allen and Montgomery emphasis

the theory of creating diversity. In an organisation in its infancy in creating a diverse

workforce their theoretical model is also useful to clarify what is required. It

conceptualises the diversity management process in terms of a change model. The model

is based on Schein's adaptation of Lewin's model of organisational change. Allen and

Montgomery identify several organisation practices at each stage necessary for

organisational change. E.g. top management commitment at the unfreezing stage, training

programs during the moving stage and establishment of appropriate diversity polices and

practise and the refreezing Stage.

Agars and Kottke (2202) present another useful comprehensive model. 'Full Integration

Theory' which is explicit in describing the processes by which organisational change and

hence diversity change management can occur. It identifies diversity change management

as a multi level, systems based, three stage process, through which diversity can become

an integral aspect of organisational culture.

This model identifies four fundamental processes:

   1. Social perceptions which influence attitudes and actions

2. Perceptions of threat, which may lead to rigidity of action and narrow views.

3. Perceptions of justice – whether diversity management efforts are perceived as fair. Perceptions of utility – the demonstration of the benefits of diversity management.

The management of these perceptual processes in the organisation will either hinder or facilitate diversity management.

Other research has implications for the future of diversity management in An Garda Síochána. Several researchers discuss the individual acculturation process (Berry, 1984, Gerton 1993). This describes the adaptation of an individual within a social culture. It is of particular importance in an organisation such as An Garda Siochána, as police forces are usually typified by a strong organisation culture. Berry suggests that an individual progresses through one of 4 processes of acculturation, which he calls *assimilation, separation, deculturation and integration*. With *assimilation* the culture of the dominant group becomes the standard of behaviour and individuals seek to assume the standard. With *separation* minority cultures remain isolated and do not merge with the majority. With *deculturation* minority cultures values neither culture and thus lack ties to either group. Lastly with *integration* members from each culture change to some degree to accommodate common norms. The consequences of each process have implications for an organisation. The organisational context or specifically how receptive an GS is to diversity will influence the extent to which new trainees from ethnic minorities will engage in one acculturation process over another. A lack of true commitment to diversity will possibly result in *separation* or *assimilation* and thus the benefits of the efforts to

create a more diverse work force representative of Irish society will be lost.

- Key recommendation

Review and application of appropriate change management and organisational

development programmes/models in order to implement diversity management and

achieve corporate goal of ethnic and cultural diversity through effective culture change.

Chapter Six

Conclusions

The Strategy of An Garda Síochána is committed to achieving diversity as a core goal and they are now encouraging diversity in the composition of their staff to ensure all ethnic groups are represented. Since there is currently no population of Gardai from ethnic backgrounds the approach chosen for this research was to interview ethnic minority applicants. With the help and support of the Public Appointments Service and the NCCRI 10 in depth interviews with applicants from ethnic groups were conducted.

The experiences of these 10 applicants are the basis for the findings of this report. This is a preliminary exploration of the issues facing applicants from minority communities, whose first language is not English. There is vast scope to further explore this research area and develop alternative approaches to testing applicants from these groups but this is not within the scope of this research.

Some issues do arise in the recruitment and selection process which may act as barriers. These include better targeting and communication with potential recruits, the development of alternative approaches to the tests, improved timescales in notifying applicants of their results. However given the culture of An Garda Síochána and the experience of other countries it will be necessary to undertake a series of organisation development initiatives to truly pave the way for the development of an organisation culture which embraces equality and diversity. HR practioners and academics such as Brockbank and Ulrich (2005) provide frameworks for diagnosing organisation culture.

This is a critical step before An Garda Síochána can move to mobilise the appropriate policies and procedures conducive to the creation of a diverse organisation. The role of effective change management and strategic human resource management practices cannot be underestimated in achieving this culture. Given their important place in Irish society the achievement of organisation culture embracing diversity should be a goal as important a goal as crime prevention itself. Increasing the diversity of An Garda Síochána through recruitment of ethnic minorities will help in this process, as it will eventually help change the organisational culture. Close interaction of diverse people will create awareness of individual strengths and weaknesses, foster mutual respect. This should lead to a better understanding of the society in general; facilitate respect for the Gardai from the community and vice versa.

The first steps towards diversity are most difficult and often resisted, the strategy is that a diverse, tolerant and supportive organisation will draw new officers from all ethnic groups and will make diverse recruiting easy. The aim for the general public is that An Garda Síochána will aspire to be a prototype or example for racial integration and harmony throughout Irish society. Other public bodies face the same challenges. Ireland needs to align all it's the public services in one strategy concentrating on improving the integration of security, health, development and wellbeing of all members of society regardless of their ethnicity.

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Appendices

A – Summary details of migrant workers (outside EEA) 2005/2006

B – Equal Opportunities Monitoring Form (PAS)

C – Invitation to prospective interviewees to participate in Research

D – Interview Format

Appendix A - work permits data provided by DETE

Year	Nationality	Ne
2006	Quarter 1	
	Albania	
	Algeria	
	Argentina	
	Armenia	
	Australia	
	Azerbaijan	
	Bahamas	
	Bahrain	
	Bangladesh	
	Belarus	
	Bolivia	
	Bosnia Herzegovina	
	Bosnian	
	Botswana	
	Brazil	
	Bulgaria	
	Cameroon	
	Canada	
	Chile	
	China	
	Chinese	
	Colombia	
	Congo (Democratic Republic of)	
	Costa Rica	
	Croatia	
	Cuba	
	Dominican Republic	
	Egypt	
	Egyptian	
	El Salvador	
	Estonia	
	Estonia Alien	

ew Permits	Renewals	Group	Issued	Refused
2379	5070	286	7735	410
0	21	0	21	2
5	17	0	22	0
8	8	0	16	2
1	0	0	1	0
178	146	0	324	12
0	1	0	1	0
1	0	0	1	0
2	1	0	3	0
64	177	0	241	17
20	137	0	157	6
0	1	0	1	0
1	10	0	11	4
0	1	0	1	0
8	1	0	9	0
88	235	0	323	37
19	142	0	161	1
0	5	0	5	0
82	43	0	125	5
2	4	0	6	1
68	265	0	333	63
0	1	0	1	0
4	4	0	8	0
0	1	0	1	0
1	0	0	1	0
20	30	0	50	1
0	1	0	1	0
1	0	0	1	0
15	69	0	84	4
0	1	0	1	0
0	1	0	1	0
0	1	0	1	0
0	2	0	2	0

Estonia (alien)
Ethiopia
Gambia
Georgia
Ghana
Honduras
Hong Kong
India
Indonesia
Iran
Israel
Jamaica
Japan
Jordan
Kazakhstan
Kenya
Korea (Democratic Peoples Republic of (S
Korea (Republic of South)
Korea (Republic of (South))
Kosovo
Kuwait
Lativa (Alien)
Latvia
Latvia (Alien)
Latvia (Allien)
Latvia(Alien)
Lebanon
Libya
Macedonia (FYR)
Malawi
Malaysia
Maldives
Mauritania
Mauritius
Mexico
Moldova

0	1	0	1	0
0	4	0	4	0
0	1	0	1	0
2	2	0	4	3
0	5	0	5	0
0	2	0	2	0
3	25	0	28	3
353	247	0	600	33
2	27	0	29	0
0	9	0	9	0
8	5	0	13	0
0	2	0	2	0
30	51	0	81	1
1	6	0	7	0
1	4	0	5	1
2	4	0	6	0
1	0	0	1	0
0	1	0	1	0
4	8	0	12	0
1	7	0	8	0
7	0	0	7	0
0	1	0	1	0
1	12	0	13	0
7	39	0	46	0
0	1	0	1	0
0	2	0	2	0
1	9	0	10	0
0	1	0	1	0
1	2	0	3	0
0	2	0	2	0
76	147	0	223	20
0	0	0	0	1
0	0	0	0	1
6	12	0	18	2
3	8	0	11	1
22	169	0	191	8

Country	
Mongolia	
Morocco	
Myanmar (Formerly Burma)	
Namibia	
Nepal	
New Zealand	
Nigeria	
Oman	
Pakistan	
Peru	
Philippines	
Romania	
Romanian	
Russian Federation	
Senegal	
Serbia	
Sierra Leone	
Singapore	
South Africa	
Sri Lanka	
Sudan	
Swaziland	
Syria	
Tanzania	
Thailand	
Trinidad & Tobago	
Tunisia	
Turkey	
Uganda	
Ukraine	
United Arab Emirates	
United State of America	
United States of America	
Uruguay	
Uzbekistan	
Venezuela	

0	2	0	2	2
6	26	0	32	2
2	9	0	11	1
1	0	0	1	0
2	9	0	11	4
90	83	0	173	5
15	16	0	31	5
1	0	0	1	1
74	169	0	243	48
1	8	0	9	0
250	994	0	1244	22
41	403	0	444	15
0	1	0	1	0
29	123	0	152	0
1	1	0	2	0
2	0	0	2	0
0	2	0	2	0
6	1	0	7	1
266	281	0	547	19
14	28	0	42	2
1	0	0	1	0
0	1	0	1	0
0	8	0	8	0
0	2	0	2	0
31	136	0	167	13
3	1	0	4	0
5	24	0	29	0
17	31	0	48	12
0	1	0	1	0
182	357	0	539	13
2	0	0	2	0
0	1	0	1	0
180	111	0	291	10
1	1	0	2	0
2	1	0	3	0
3	2	0	5	1

Vietnam
Western Samoa
Yugoslavia
Yugoslavia (Federal Republic of)
Zambia
Zimbabwe
(Group Permits)

6	11	0	17	0
2	0	0	2	0
0	2	0	2	0
11	21	0	32	1
1	3	0	4	0
11	58	0	69	2
0	0	286	286	2

Appendix A - Work permit data provided by DETE

Year	Month		New Permits	Renewals	Group	Issued	Refused
2006			2174	4481	257	6912	380
	Jan		521	854	55	1430	77
		Agriculture & Fisheries	14	77	0	91	6
		Catering	87	235	0	322	38
		Domestic	11	25	0	36	0
		Education	25	16	0	41	2
		Entertainment	8	14	55	77	1
		Industry	60	45	0	105	7
		Medical & Nursing	128	88	0	216	5
		Service Industry	179	345	0	524	18
		Sport	9	9	0	18	0
	Feb		580	957	44	1581	74
		Agriculture & Fisheries	56	87	0	143	0
		Catering	60	348	0	408	43
		Domestic	9	34	0	43	2
		Education	14	26	0	40	0
		Entertainment	5	4	43	52	1
		Exchange Agreements	100	0	0	100	0
		Industry	30	42	0	72	5
		Medical & Nursing	99	93	0	192	6
		Service Industry	203	320	1	524	17
		Sport	4	3	0	7	0
	Mar		595	1847	70	2512	111
		Agriculture & Fisheries	40	160	0	200	5
		Catering	105	544	2	651	48
		Domestic	11	50	0	61	1
		Education	22	49	0	71	4
		Entertainment	11	6	67	84	0
		Exchange Agreements	2	0	0	2	0
		Industry	49	112	0	161	8
		Medical & Nursing	93	155	0	248	11
		Service Industry	258	761	1	1020	33
		Sport	4	10	0	14	1

Apr

Agriculture & Fisheries
Catering
Domestic
Education
Entertainment
Exchange Agreements
Industry
Medical & Nursing
Service Industry
Sport

477	822	88	1387	118
22	75	0	97	27
66	245	0	311	42
6	27	0	33	1
21	24	1	46	0
4	3	85	92	0
2	0	0	2	0
46	61	0	107	10
84	69	0	153	7
223	316	2	541	29
3	2	0	5	2

Year	Nationality
2005	

Afghanistan
Albania
Albanian
Algeria
Antigua & Barbuda
Argentina
Armenia
Australia
Austria
Azerbaijan
Bahamas
Bahrain
Bangladesh
Barbados
Belarus
Bhutan (Kingdom of)
Bolivia
Bosnia Herzegovina
Bosnian
Botswana
Brazil
Brunei
Bulgaria
Burma
Burundi
Cameroon
Canada
Chile
China
Chinese
Colombia
Congo Republic of

New Permits	Renewals	Group	Issued	Refused
7354	18970	812	27136	1215
0	0	0	0	1
4	46	0	50	0
0	1	0	1	0
13	78	0	91	9
1	0	0	1	0
31	37	0	68	13
1	0	0	1	0
512	415	0	927	18
0	1	0	1	0
0	1	0	1	0
1	1	0	2	0
5	2	0	7	0
146	754	0	900	55
2	1	0	3	0
77	532	0	609	7
0	1	0	1	0
2	2	0	4	0
20	52	0	72	1
0	1	0	1	0
18	22	0	40	0
222	1110	0	1332	50
3	0	0	3	0
55	514	0	569	6
2	0	0	2	0
2	1	0	3	0
2	9	0	11	0
173	142	0	315	9
9	15	0	24	1
282	1080	0	1362	198
0	2	0	2	0
2	16	0	18	0
0	1	0	1	0

Congo (Democratic Republic of)
Costa Rica
Croatia
Cuba
Ecuador
Egypt
El Salvador
Eritrea
Estonia
Estonia Alien
Estonia (alien)
Ethiopia
Fiji
Gambia
Georgia
Ghana
Grenada
Guadeloupe
Guatemala
Guyana
Honduras
Hong Kong
Hong Kong S.A.R.
India
Indonesia
Iran
Iraq
Israel
Ivory Coast
Jamaica
Japan
Jordan
Kazakhstan
Kenya
Korea (Democratic Peoples Republic of (North))
Korea (Democratic Peoples Republic of (South)

1	2	0	3	0
0	3	0	3	0
57	108	0	165	5
1	4	0	5	1
1	3	0	4	0
53	159	0	212	40
1	2	0	3	0
0	2	0	2	0
2	6	0	8	0
0	2	0	2	0
1	11	0	12	0
4	10	0	14	0
1	0	0	1	0
0	3	0	3	0
0	8	0	8	3
4	14	0	18	1
2	0	0	2	0
1	0	0	1	0
1	2	0	3	0
2	0	0	2	0
0	2	0	2	0
16	152	0	168	13
0	1	0	1	0
883	841	0	1724	95
24	42	0	66	1
5	25	0	30	0
0	3	0	3	1
17	11	0	28	2
1	2	0	3	0
5	10	0	15	0
86	135	0	221	14
7	14	0	21	0
4	26	0	30	0
9	5	0	14	0
1	2	0	3	1
0	1	0	1	0

Korea (Republic of South)
Korea (Republic of (South))
Kosovo
Kuwait
Kyrgyz Republic
Lativa (Alien)
Latvia
Latvia (Alien)
Latvia Alien
Latvia (Aliens Passport)
Latvia (Aliens)
Latvia (Alien)
Latvia (Allien)
Latvian (Alien)
Latvia(Alien)
Latvia/Alien
Lebanon
Libya
Macedonia (FYR)
Malawi
Malaysia
Maldives
Mauritania
Mauritius
Mexico
Moldova
Mongolia
Morocco
Mozambique
Myanmar
Myanmar (Formerly Burma)
Namibia
Nepal
New Zealand
Nicaragua
Niger
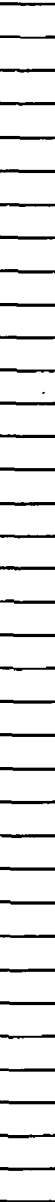
1	0	0	1	0
14	19	0	33	0
1	25	0	26	2
11	0	0	11	0
0	4	0	4	0
0	1	0	1	0
6	90	0	96	2
0	1	0	1	0
0	1	0	1	0
0	1	0	1	0
0	1	0	1	0
1	119	0	120	0
0	1	0	1	0
0	3	0	3	0
0	3	0	3	0
3	7	0	10	0
7	14	0	21	3
2	8	0	10	0
9	6	0	15	0
1	6	0	7	0
296	636	0	932	70
1	0	0	1	0
0	3	0	3	1
10	22	0	32	9
10	28	0	38	2
58	657	0	715	22
4	9	0	13	0
30	87	0	117	9
5	1	0	6	0
0	1	0	1	0
3	42	0	45	0
3	1	0	4	0
11	59	0	70	6
242	284	0	526	11
1	0	0	1	0
2	2	0	4	0

Nigera
Nigeria
Oman
Pakistan
Palestine
Paraquay
Peru
Philippines
Republic of Korea
Republic of Congo
Republic of Korea (South)
Romania
Romanian
Russia
Russian
Russian Federation
Santa Lucia
Senegal
Serbia
Seychelles
Sierra Leone
Singapore
South Africa
South African
South Korea
Sri Lanka
Sudan
Swaziland
Syria
Taiwan
Tanzania
Thailand
Tonga
Trinidad & Tobago
Tunisia
Turkey

0	1	0	1	0
45	32	0	77	10
2	0	0	2	1
208	614	0	822	116
1	0	0	1	0
0	7	0	7	0
7	15	0	22	1
974	3198	0	4172	85
1	0	0	1	0
3	0	0	3	0
0	1	0	1	0
255	1581	0	1836	67
0	2	0	2	0
10	0	0	10	0
0	1	0	1	0
109	552	0	661	10
0	0	0	0	1
1	1	0	2	0
9	1	0	10	0
1	1	0	2	0
1	2	0	3	0
8	12	0	20	2
686	1147	0	1833	42
0	1	0	1	0
0	1	0	1	0
59	101	0	160	5
6	6	0	12	0
0	2	0	2	0
7	26	0	33	2
0	5	0	5	0
3	6	0	9	0
119	440	0	559	44
1	0	0	1	1
7	7	0	14	0
20	64	0	84	2
153	161	0	314	10

Turkmenistan
Uganda
Ukraine
United Arab Emirates
United States of America
Uruguay
Uzbekistan
Venezuela
Vietnam
West Indies
Western Samoa
Yemen
Yugoslavia
Yugoslavia (Federal Republic of)
Yugoslavia (Federal Republic)
Zambia
Zimbabwe
(Group Permits)

0	1	0	1	0
3	3	0	6	0
408	1498	0	1906	66
16	2	0	18	0
574	474	0	1048	31
1	1	0	2	0
0	7	0	7	3
8	11	0	19	1
35	52	0	87	19
0	2	0	2	0
3	0	0	3	0
1	0	0	1	0
0	1	0	1	0
53	157	0	210	1
0	1	0	1	0
9	3	0	12	0
40	179	0	219	10
0	0	812	812	3

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Equal Opportunities Monitoring Form

We are committed to an equal opportunities policy, and in accordance with the Employment Equality Act (1998), aim to ensure that all applicants are treated equally whatever their gender, marital status, family status, sexual orientation, religious belief, age, disability, race or membership of the Traveller Community.

As part of our ongoing commitment to equality, we want to monitor our selection process(es) in order to ensure that our equal opportunities policy is effectively implemented. To this effect, we are interested in collecting a range of information, which will help us to understand further how people are performing throughout the selection process(es), and to help ensure that our selection techniques are fair to all people.

Neither the manner in which you respond to this request for information, nor the answers that you provide will have any bearing on the manner in which your application is considered. The information provided will be entered on confidential databases within the Equality Unit and used to produce data in an anonymous statistical format only.

Name of Competition:

Please ensure that all relevant answer choices are completely filled in as shown in this example below:
EXAMPLE: Yes ▬ No ▭
the shaded box indicates that the candidate responds 'yes' to this example.

---

1. Candidate No.
(include all zeros)

2. Gender
(please indicate as appropriate)
Male ▭   Female ▭

3. Marital Status
(please indicate one)
Single ▭
Married ▭
Co-habiting ▭
Same-sex Co-habiting ▭
Widowed ▭
Separated ▭
Divorced ▭

4. Family Status
(please indicate as appropriate)
No Caring Responsibilities ▭
Care for Children ▭
Care for Children and/or other relatives ▭
Care for persons with a disability ▭
Other ▭

5. Sexual Orientation
(please indicate as appropriate)
Heterosexual ▭
Homosexual ▭
Bisexual ▭

6.1 Religious Belief - what is your religion or belief (if any)? *(please indicate one)*

Catholic ▭   Protestant - Church of Ireland ▭   Protestant - Other ▭   Christian - Other ▭
Muslim ▭   Other Religion or Belief ▭   No Religion or Belief ▭

6.2 If 'other', please specify:

---

7. Age *(please indicate one)*

17-19 ▭   20-24 ▭   25-29 ▭   30-34 ▭   35-39 ▭
40-44 ▭   45-49 ▭   50-54 ▭   55-59 ▭   60+ ▭

8. Disability. Do you consider yourself as having a disability? *(please indicate one)*

Yes ▭   No ▭

9.1. What is your ethnic or cultural background *(please specify)*

White	**Black or Black Irish**	**Asian or Asian Irish**
Irish ▭	African ▭	Chinese ▭
Irish Traveller ▭	Any other Black background ▭	Any other Asian background ▭
Any other White background ▭		

9.2 'Other' including mixed background, please specify: ▭

10.1. First language *(please indicate one)*   English ▭   Irish ▭   Sign Language ▭   Other ▭

10.2. If 'other', please specify:

Thank you for taking the time to complete this Equal Opportunities Monitoring Form. Again, please note that the information contained on this form will be dealt with independently of the selection process for this competition.

Appendix C – Invitation to participate in the research

Dear

I am undertaking a research project to explore the experiences applicants from ethnic minority communities in the recruitment process to An Garda Síochána.

The aim of this research is to identify if there any potential barriers faced by people from ethnic minorities in participating in the recruitment process and to identify what alternative approaches could facilitate the recruitment of ethnic minorities to the Irish public service.

I am interested in speaking with people who were interested in applying for the position of trainee Garda, which was advertised last year.

You may have attended the familiarisation session held by the Public Appointments Service and sat the tests and also attended for an interview. I would be interested in speaking with you to discuss your experiences of the recruitment and selection process.

I will forward you details of what will be discussed prior to our meeting but it will involve areas such as: your reaction to the advertising of the job, test familiarisation sessions, experience of tests and your own opinions in relation to your experience of the process.

If you are interested in speaking with me, please contact me at the details below and we can arrange to meet at a time convenient to you. If possible I would like to meet with you some time in the last week of April or early in May. The meeting will take place in the Public Appointments Service office in Lower Abbey Street, Dublin 1 or alternatively in the NCCRI office in Jervis Street, Dublin 1. I expect it to last approximately 30-40 minutes.

All information will be discussed with me will be treated **confidentially.** Please note this meeting is for the purposes of my research only and will have no bearing on your application to the Public Appointments Service.

This information will form part of a study I am undertaking as part of a Masters degree in human resource management. I am employed by the Public Appointments Service and it is hoped that the results of this study will help facilitate increased participation of ethnic minorities in future recruitment campaigns.

I look forward to hearing from you soon.

Regards
Jennifer Billings
E-mail:
Telephone: 086 3112791 (please call me and I will call you back)

Appendix D - Interview Format

Experience of ethnic minorities in public service recruitment
Case study of an Garda Síochána

Gender _____ Age _____ Nationality _____ No yrs in country _____
Standard of English _____

1. How did you hear about the position?

2. What were your reasons for applying to become a trainee Garda?

3. Did you find the experience positive? If so, how, If not, why?

Was it as you expected?
What did you expect ?
What would you do differently?

4. Specific questions on aspects of the process:

- Did you see any advertisements, where? What did you think of them?

- Did you meet the entrance requirements, what do you think about them?

- Did you look at the Familiarisation materials provided?, what aspects did you find useful?

- Did you attend a Familiarisation Session, was it useful? What aspects were of benefit to you?

- Did you take the tests – any difficulties?

- Have you taken any other English language tests?

- Did you attend for an interview? Was it as you expected? What did you expect?
- Did you read the Interview preparatory materials, any difficulties?
- What positive or negative comments would you make about the interview?

- Anything else to add?

5. What barriers/difficulties do you feel were more pronounced for your ethnic group in the process

6. What advantages do you see of having a more diverse Garda Siochana?

7. What do you think might discourage people from your community from joining An Garda Siochana? What do you feel is the perception amongst people in the .... community of a job in An Garda Siochana?

8. How would you target more ethnic minority recruits?