



# Scottish Police Federation

5 Woodside Place Glasgow G3 7QF

## JCC Circular 35 of 2016

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26 July 2016

Attachments: ICPRAs Post Council 2016 Report

Dear Colleague

### **International Council of Police Representative Associations - Information**

As you will be aware, ICPRAs held its 11th Biennial Council Meeting on the 25<sup>th</sup> and 26<sup>th</sup> April 2016 in Spain.

The meeting discussed a number of significant issues for police and law enforcement agencies across the world. A summary of the issues discussed is detailed in the attached report.

I would encourage you to take the time to read this report as it provides a useful insight into the activities of ICPRAs.

Yours sincerely

**Calum Steele**  
General Secretary



## **International Council of Police Representative Associations**

### **11<sup>th</sup> Council Meeting - Post Council Report**

#### **Preamble**

The 11<sup>th</sup> biennial Meeting of the International Council of Police Representative Associations took place on the 25th and 26th April 2016 in Torremolinos, Spain.

The meeting also saw the European Confederation of Police (EuroCOP) and ICPRA came together for a joint conference session on the 26th April for the first time in their respective histories. This was the largest gathering of international police unions ever seen.

The following police representative bodies were in attendance;

- British Transport Police Federation
- Canadian Police Association (CPA)
- Civil Nuclear Police Federation – Observer
- Polisförbundet (Police Union in Sweden) – Observer
- Politförbundet (Police Union in Denmark)
- European Confederation of Police (EuroCOP)
- Federal Law Enforcement Officers Association (FLEOA) – USA
- Fraternal Order of Police (FOP) – USA
- New Zealand Police Association
- Police Federation of Australia
- Police Federation of Northern Ireland
- Queensland Police Union – Observer
- South African Police Union (SAPU)
- Scottish Police Federation
- The Police Association Victoria – Observer
- Toronto Police Association – Observer

Together the combined number of police and law enforcement officers represented by ICPRA affiliates and observer bodies is circa 2 Million members.

The meeting heard from speakers and debated a number of significant current issues for police and law enforcement officers including;

Civilianisation & Privatisation in Policing

Terrorism

Policing our people – looking after those looking after the public

Furthering rights for police officers

The Cannabis Question

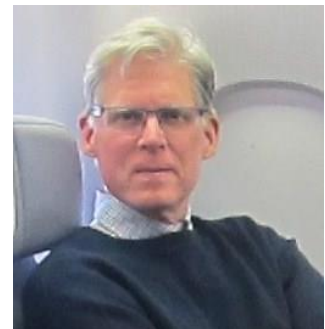
## Civilianisation and privatisation in policing



Mark Burgess (PFA) and Tom Stamatakis (CPA) presented on this subject. They advanced that this was an area of change within policing that was taking place at differing pace across member organisations and was largely taking place to the exclusion of police unions.

They introduced a number of speakers as follows;

**Dr Curt Griffiths – Simon Fraser University, Canada** argued that police associations need to develop research capabilities and capacities to be in a position to properly counter assertions about policing with evidence.



He suggests that civilianisation is viewed primarily as a cost saving strategy, and may not create the saving politicians and economists suggest.

While there is a role for civilians, there is a need to measure the efficiency and effectiveness and that also requires proper legislation, oversight and accountability. There is also the question of how civilianisation may affect police legitimacy.

Dr Griffiths identified that at this time criminal justice policy is not being informed by evidence but by politics and expediency. He cited the UK experiment with privatisation and identified this was purely driven by politicians and was not evidence based.

He ridiculed the “CRIME DOWN, COSTS UP so POLICING IS UNSUSTAINABLE” rhetoric as no one is willing to examine the economics of policing. He highlighted that police frequently do the work of others including social and medical services. He also identified that civilianisation may not save money. For example, it was evident that police organisations will need more and more “techno-geeks” and it was highly unlikely this would be at a reduced cost. Explicit skills will be in increasingly short supply and this will drive costs up.

It was suggested that associations look at the research conducted by the Rand Corporation particularly their economic analysis that supports more police.  
<http://goo.gl/xijujG>



**Ian Leavers - President of the Queensland Police Union** gave a detailed presentation on the Liberal (conservative) Government's formation of the Public Safety Business Agency (PSBA); the 2016 Queensland election of the Labor Government; the role the QPU played and the subsequent commitment by Labor to devolve the PSBA.

Following the election of a conservative Newman government in 2012, the Keelty Review was established. The review encompassed all aspects of the Police Minister's portfolio including technology, operations, interoperability and management of the Queensland Police Service, fire, ambulance, Emergency Management Queensland (EMQ) and corrections.

The Keelty Review found many areas where functions of the Queensland police, fire, ambulance, emergency management and corrections services should be opened to contestability / outsourcing.

In respect to policing the Report recommended a number of areas for outsourcing including:

- Prisoner transport and non-managerial roles within watch-houses should be contestable / outsourced.
- Social benefit bonds and other opportunities with the business and not-for-profit sectors be developed to reduce reoffending and to provide rehabilitation programs.
- All training and education be reviewed to identify opportunities for collaborative delivery, and also be considered for contestability; and
- Queensland Police cease to deliver non-core services that can be relatively easily delivered by the private or not-for-profit sectors. These include supervision at roadwork sites, sporting events, conducting wide-load escorts, speed cameras services and other such activities.

Following that review a wide range of functions, formerly integral to the police force, were moved to a new Public Safety Business Agency (PSBA). A number of functions identified to be moved included;

Police Academy; Police media; Central exhibits; Health and Safety; Workforce management; Recruiting, Information risk and security; Data centre; Telephone coordination; Public safety network management; Air wing; Investigations and Intel development, Homicide communications, police-link and specialist training and curriculum development; Constable and leadership development.

In the process, 500 sworn police (mostly Academy personnel) were transferred to the Public Safety Business Agency (PSBA).

It was viewed by many that the next step was that all of the functions transferred to the PSBA would be subject to competitive tender for potential outsourcing to a private company or companies with all the risks and downsides that that entails.

Even early in the life of the PSBA serious issues are arising. The media unit in the PSBA recently issued a media release about a raid on Gold Coast biker gangs before the raid by police occurred, seriously jeopardizing the operation.

Police recruitment has been taken out of the hands of the Queensland Police Service.

The integrity of sensitive crime databases (including the criminal records system and police payroll system) have been put at risk because they have been handed over to the PSBA staffed in part by civilians and contractors who do not undergo the strict security vetting of police officers. Without strict controls on access to that data there is a risk of misuse or dissemination of critical information to people such as criminal gangs.

The QPU campaigned heavily against such proposals, taking on Premier Newman in the elections campaign & with the election of the Labor state government in early 2016, the PSBA is being wound back & privatization issues are off the government's agenda meantime.

**Mike McCormack – President of the Toronto Police Association** reported on the work that KPMG had done on “professionalization” in the Toronto area; and the transformational change Task Force that is being headed by KPMG. A copy of the report can be found at the following link <http://goo.gl/HPCyTk>



He reported that KPMG imply credibility through an Ian McPherson (former Chief Constable in UK) who now works with KPMG and who has been involved in “reform” projects with them for several years. An example of his previous work can be found at the following link; <http://goo.gl/xijujG>

He identified that increased questions over police legitimacy were impacting in Toronto and that academic evidence on police effectiveness etc. was being ignored in favour of a “cost of policing” political narrative.

Mr McCormack suggested Toronto/Canada has the perfect storm developing over a range of issues including the Black Lives Matter campaign that is spreading across the Canadian Border from the United States. He highlighted how a recent case where officers were tried for attempted murder and perjury played directly into the police legitimacy narrative.

In addition the publication of what is known as the 'sunshine list' discloses the identities of every public sector employee (including police officers) who have salary and total taxable benefits of over \$100,000 or more in a calendar year (some members earn up to \$250,000 per annum with "paid duties").

Toronto has a population of circa 5 Million citizens with a policing budget of \$1.1 Billion. Mr McCormack reported that the budget determines the configuration of the police and that civilianisation was expected to deliver a 20% cash saving. He opined that civilianisation is the first step to privatisation and that will cost money, not save it.

Mr McCormack reported shootings had also increased 168% in the Toronto area in the previous six weeks alone and that there was an increasing divide between police and politicians. Politicians are increasingly silent on the subject of violence against police but make "noise" on its costs.

The TPA is now endeavouring to engage directly with the public, through advertising campaigns to see what policing model Toronto citizens want. It is not known if this will be the same as the apparent police service the politicians appear to want and this will clearly inform the TPA approach to the issue.



**Calum Steele - General Secretary of the Scottish Police Federation** provided the initial presentation from the UK perspective as the Police Federation of England and Wales were not in attendance.

He reported that there were very distinct challenges in each country within the United Kingdom but that it was England & Wales that was at the forefront of the privatisation / civilianisation agenda.

He reported that a concentrated media offensive on the police, largely being driven by a series of significant bad news headlines primarily, but not exclusively linked to historic events has created a public narrative that is not supportive of the police. This has meant that moves to counteract government "reform" is met with very little public sympathy.

Since 2010, police forces across England and Wales have lost 18,500 officers and lost 20% of PCSO's. (It should be noted that as a result of salary changes in England and Wales, many PCSO's were earning more money than junior police). It was reported that mission creep is appearing with PCSO's being given more and more powers; however, as the number of PCSO's decreases, private security are seeking to fill the void.

The meeting heard that whilst it was apparent they might disagree on the approach (private sector or cheaper second tier) that the labour party and the conservatives were united on the general policy of cheapening policing and this was a particularly challenging environment for the Police Federation of England & Wales to be working.

The newly created College of Policing, amongst other things, acts as a licensing body for police skills. The college is increasingly looking towards revenue raising including charging for a policing licence. It is now offering its training at a cost to bodies outside the police including the private security sector. A lot of training is now being delivered on line <http://goo.gl/eEFk5i>

Mr Steele identified that some of the wealthier areas of London were already investing in a form of private policing patrols and that the police service in England & Wales had adopted a direct entry at supervisory rank model (initially at superintendents but now also at Inspector level).

**Nigel Goodband, Chairman and Darren Townsend, Secretary of the British Transport Police Federation** supplemented the contribution in respect of England and Wales.



Mr Townsend suggested that the manner in which policing is currently being treated is consistent of the approach adopted to undermine the NHS.

He suggested that the NHS has been labelled as a failing organisation and seen an orchestrated media campaign to run the argument about the shortcomings and then put forward alternate interventions. He opined this mirrors the approach to denigrate policing.



The mass privatisation within Lincolnshire (which Mr Steele described as a privatisation loss leader) was the start and he suggested the creation of the National Crime Agency is another. The NCA came into being with very little public debate. It has significant powers but is only accountable to the Home Secretary. This represents a significant power shift within policing in the UK.

At the conclusion of the session Mr Burgess and Mr Stamatakis suggested it was important to develop strategies, based on the experiences of others to assist member

organisations should they encounter any of the issues being discussed. Information sharing and liaison was what ICPRA should be about and the pre-council questionnaire will be summarised in a paper for member organisations to assist strategy development.

## **Joint EuroCOP / ICPRA Meeting – Day 2 AM**

### **Terrorism and the implications for police unions**



**Mr Oldrich Martinu Deputy Director of Europol** addressed the meeting on the challenges facing European police and security services in the fight against extremism and terrorism.

Mr Martinu explained that a tiny proportion of the European budget (1%) is allocated to policing and security and that there was arrested need for information sharing and cooperation than ever before.

He highlighted the key threat in Europe is from foreign fighters who have EU passports. They have been recruited & radicalised. They travel to Syria for training & are well schooled in technology including the use of social media & have generated large sums of money to fund their terrorism campaigns. They have been responsible for all the recent major terrorism attacks across Europe.

Europol has identified close links between terrorism & serious & organised crime and that many of those involved in recent attacks had criminal histories. There are also significant problems with immigration as terrorists are able to exploit the immigration issues. This creates additional public tensions.

Mr Martinu identified that the resistance to the sharing of intelligence was increasingly unacceptable in light of the unprecedented threats being faced. In Europe, Member States are not sharing information like they should and significant investment in technology to make overcome this is urgently required.

Europol has established a counter terrorism centre and 670 organisations are involved. He highlighted how they have developed a process to tracking social media sites for suspicious communications and already more than 2,000 websites have been shut down as a result.



**EuroCOP's 1<sup>st</sup> Vice-President, Roger Mercatoris** also provided the meeting with his personal and emotional account of the attacks on Brussels Airport and Metro system on 22 March as he was in the city on that date.



He was due at a meeting in the ETUC building in the European quarter at 0900 and had he not been delayed watching the events at the airport on the television, he would have been on the metro line at the time of the second attack.

He shared with the meeting the sense of shock, devastation and fear that struck Brussels. Mr Mercatoris highlighted that Belgian police unions had been warning about the risk of extremism and lack of preparedness since 2012.

The meeting noted with astonishment the particular challenges created when commercial interests were considered of greater importance than security and particularly in Brussels airport.

Mr Mercatoris highlighted the terrible working conditions and pressures for police officers in Molenbeek where 15-24 hour working was common in addition to lengthy commuting. He advised the meeting that significantly more police resources were required in the area.

**Calum Steele who is also 2<sup>nd</sup> Vice President EuroCOP** reminded the meeting that whilst radical Islamism / jihadi activities were clearly at the forefront of the current terrorism discussions, terrorism in itself is not new to Europe or indeed the rest of the world. He identified terrorist groups in Greece, Spain and Northern Ireland as examples and identified that terrorism had impacted almost all corners of the world with recent attacks in Canada, the United States and Australia as examples; and that Europe has been living with the threat of terrorism for decades.

Mr Steele also reminded the meeting that whilst the attention tended to focus on Islamist extremists, that one of the worst terrorist attacks in recent years was cried out by far right extremist Anders Brevik in Norway in 2011 and saw 77 murdered.

He went on to identify that the reactions to terrorism included a resurgence in far right extremism and islamophobia. This in turn was often met by the left countering demonstrations with those on the right & police left to sort out.

This indirect consequence diverts police resources from the actual fight against terrorism and can see the police as aggressors undermining their ultimate objectives of building confidence and trust.

Often such demonstrations and counter demonstrations resulted in violence and presented self-evident questions over the health, safety and well-being of police officers. In addition to the risks of physical violence, the impact on the long term mental health of police officers was also something that required to be considered.

Events in France had also shown the dangers in seeing terrorism as a military problem and not a domestic policing one. The long running state of emergency had resulted in a longstanding military presence on the streets and police organisations should be vociferous to defend the provisions of civil law ahead of martial law.

## Taser



The meeting heard from **Rick Smith the CEO of Taser International**. Mr Smith presented to the meeting on the speed with which technology was developing and that police services were being left behind. He identified that Facebook for example was as much as 5 years ahead of the FBI with its facial recognition technology.

Mr Smith identified that police departments were routinely using technologies from the last millennia (some even from the 1990s).

He compared this to Facebook - able to provide instant security and feature updates on a daily basis to hundreds of millions of users, in multiple languages, whilst continuing to make the user experience simple.

He further compared this to police systems which usually require shut down and years of planning to deliver security critical updates for operating systems.

He suggested it was not surprising police officers were being hindered and not helped by technology. He also cited that the NYPD had previously allocated \$11Million US for the replacement of typewriters (which it has now banned). Mr Smith suggested that it was a critical police forces embraced technology to make it work for police officers, rather than against them.

## Policing our people – looking after those looking after the public



The joint meeting also heard from **Dr Bo Wennström - Uppsala University, Faculty of Law, Sweden** and from **Dr Linda Duxbury - Sprott School of Business Carleton University, Ottawa, Canada** on the subject of Policing our people – looking after those looking after the public.

Dr Wennström identified on the importance of self-fulfilment and how important the sense of self-worth was to general wellbeing in his presentation *“Policemen – real people”*. Dr Wennström provided an intellectual overview of why is it so complicated for police today than perhaps it was some years ago.

His presentation concentrated on the changes in values of today’s society including drawing from the World Values Survey <http://goo.gl/siZxxj> and the European Values Study <http://goo.gl/Sx4W>

He focused on what he termed “traditional values” “modern values” and “late modern values”. He argued that late modern values had significantly more tolerance associated with them & in tolerance he referred to tolerance to abuse and violence.

He then tried to relate the changing values and peoples tolerance to abuse & violence to the implications for police.

Dr Duxbury highlighted the impact of demographic changes in society and the impact that has had on worker expectations. Generational expectations have changed significantly over the decades and this has a manifest impact on how workers perceive and value work and their wellbeing.

Dr Duxbury drew from her research into Balancing Work and Caregiving in Canada (2012) <http://goo.gl/FLL2xf>, her National Study of Work-Life Issues in Canadian Police Departments (2012) <http://goo.gl/Uhi6Fg> and Balancing Work, Childcare and Eldercare: A View From the Trenches (2013) <http://goo.gl/u4p4Dd>

Dr Duxbury identified that workers of today tended to place personal happiness ahead of organisational loyalty and that the workforce was far more willing to “walk away” than it had been in the past.

Dr Duxburty further identified that her research indicated instances of work interference with family life has not declined over time, but the use of alternative working arrangements such as flexible working had. Work demands have increased dramatically over time as had working hours.

She provided a detailed synopsis of identified important organisational considerations to attract and retain the best.

Organizational culture makes a difference - organizations cannot make progress with respect to employee well-being and work-life balance if they do not focus on changing their organizational cultures.

Who you work for (rather than where you work) makes a difference - work and family policies are ineffective if supervisors do not support them. Organizations cannot make progress with respect to employee well-being and work-life balance if they focus on policies rather than practice.

Perceived flexibility makes a difference – organizations need to implement more flexible work arrangements.

## **ICPRA Council – Day 2 PM**

### **The Cannabis Question – moves to legalise**

**Greg O'Connor – President of the New Zealand Police Association** gave a presentation on developments in the legalisation of cannabis across various jurisdictions across the world.



He cited medical research including articles in the Lancet and referenced the differing approaches being adopted in places from the United States, Canada and the Netherlands.

Mr O'Connor advanced that this issue was highly relevant to member organisations and that a fulsome debate should be had to establish if there was any desire for ICPRA to adopt any formal policy on the subject. Delegates discussed a variety of issues ranging from supply to licensing, mental health to societal attitudes. It was widely agreed that enforcement had not succeeded in tackling the “war on drugs” but organisations expressed significant reservations about adopting a formal policy on a subject that had implications far beyond policing.

After significant debate the meeting resolved that this is not an issue that ICPRA feels the need to take a position on.

## **Influencing Change in Police Services**

**Dr Linda Duxbury** presented on “Changing The Conversation from Cost to Value” and advanced it was essential for police unions to start controlling the dialogue by shifting the focus from the cost of policing to the value of policing in order to influence the type of change being visited on police departments.

Policing does not need to continually focus on the money argument! Politicians and the media have control of the change and that is where policing needs to look at wrestling that change back. Getting the public on side to positively promote what police do should be the aim. If that is achieved it is possible to control the dialogue!!!

She identified that when people talk about the sustainability of policing it is not clear what this means. Is it sustaining what people thought policing was or is? How we do business now? Or is it a future model of what we thinking policing should be?

Dr Duxbury highlighted that sustainability is about economics and only by understanding this could the question of sustainability be properly understood. She asked;

What are core vs. non-core policing functions?

What can police afford to do?

What does the public expect?

What jobs can be done by others?

What are we trying to sustain?

Are we trying to figure out what we are looking to preserve?

What is core policing?

And noted that whilst the public has a certain expectations of the police (professional, well trained and well equipped), the police cannot do it all.

She highlighted for example that mental health issues are an ongoing challenge. It can take hours to get mental health patients admitted and that detracts from police ability to deal with other matters. As the police is the agency of last resort and can't say no; other services don't necessarily come when called and that is what allows them (but not us) to be sustainable.

Dr Duxbury stated the importance of continuing to evolve with communities and changing demographics or risk become unsustainable. She stated that crime is changing and asked is that the argument that police have to change? Political cycles drive change and money is almost always a central driver of change. Technology has created differences;

economics and cost are at the forefront, policing does have to adapt and some aspects are difficult to cost. Social media is changing the policing agenda and police officers are always being filmed. People are far more aware of things. You have instant information... if something happens you will hear about it right away.

Best practices can sometimes be researched and looked at to provide a rationale for why something works. The police should be identifying the value of policing and moving away from the focus on cost alone.

Dr Duxbury argued that organizations are not good at change and further suggest because of that police personnel have become cynical when change is proposed; they suffer from change fatigue? (See *"Looking through someone else's eyes: Exploring perceptions of organizational change"* for more on change fatigue)

Barriers to change within policing are far greater than external drivers. Officers become immune to change, continual change just morphs into one for many police officers. Inaction within policing to change becomes a new private threat making the argument for change stronger. Police leaders are often identified as being a barrier to change rather than driving change. They should be leading change.

Moral dilemmas and arguments for change and public savings do not on their own create argument for change either? Change has to happen, but it must be well thought out. Dr Duxbury identified that an equation which calculated internal and external drivers as well as internal and external barriers indicate where and how change will happen.

### **Furthering the rights of police officers**



**Vic Van Vuuren, Director of the Enterprise Department at the International Labour Organisation (ILO), Geneva** addressed the Council on the work programme of the ILO and gave an insight on the opportunities he saw for ICPRA.

He reminded the Council of the ILO structure and how it operates with equal worker / employer and governmental representatives. He reported that the ILO looks at the future of work, however the tri-partisan arrangement is under threat.

The ILO is observing a decline on union membership & an increase in employer organisations that are becoming more & more dysfunctional.

He articulated how and why police need to be involved & have a relationship with the ILO. As the police are an essential service there are a number of areas where the ILO could be helpful, particularly in relation to the fundamental principles of Freedom of Association and the Right to collectively bargain.

The ILO also offers ICPRA a mechanism of laying complaints. ICPRA receives many calls for assistance with developing police unions, often in parts of the world that are not conducive to police unionising. ICPRA could use the ILO to lay complaints about the way police trying to organise unions are being treated & often imprisoned.

He reminded the Council that the “soft power” of the ILO was considerable. He cited the example of an increasing unwillingness of organisations to put money into Myanmar due to persistent adverse findings by the ILO, had ultimately seen significant changes in that country.

Mr Van Vuuren identified for example that governments and business organisations spent more in their preparations for the “Y2K crisis” than they are currently spending addressing or seeking to address the current immigration issues around the world.

Mr Van Vuuren also reported on work being undertaken at the ILO in relation to the future of work. He suggested that we should make contact with the ILO to discuss whether the work being undertaken could include some research on what the future of police work might look like.

Mr Van Vuuren suggested that there are two main challenges confronting organisations and these are Environment and Social. He identified “Red Flags” on the horizon for all organisations and these were; Religion; Climate Change; Ageing population and Youth. He suggested these were areas all organisations should be turning their attentions to.

## **ICPRA Business Session**

### **OIP/CPLP**

The meeting considered a request from the OIP for a representative of ICRA to attend and address their conference in Maputo, Mozambique. Council agreed that representatives from the South African Police Union should attend with all necessary travel etc. costs being met by ICPRA.

## Rules

The Council considered that some minor changes to the rules which included considerations for the titles of the Officers, could be made by the Executive Committee.

## Election of Officers and Executive Committee

The Council elected the following officers and Executive Committee members.

Chair	Tom Stamatakis	(Canadian Police Association)
Secretary	Calum Steele	(Scottish Police Federation)
Treasurer	Chuck Canterbury	(Fraternal Order of Police)

### Executive Committee

Africa	Mpho Kwinika	(South Africa Police Union)
Australasia	Mark Burgess	(Police Federation of Australia)
Europe	Angels Bosch	(EuroCOP)
North America	Nate Catura	(FLEOA)
Great Britain & Ireland	Marty Whittle	(PFNI)

The Executive Committee was tasked with prioritising the following issues –

- ICPRA website
- Development of a Library
- Establishment of relevant comparative data across affiliates
- Formalising ICPRA relationship with the ILO
- Future of Work research program
- Assisting the development of police associations/unions internationally

## Member Organisation Updates

These will be circulated at a later date.

## Council 2018

The Council endorsed the proposal from the Police Federation of Australia to host the 2018 meeting.