



We have got to change, says chairman welcoming independent review report

The Police Federation is in need of fundamental reform to enable it to improve significantly, according to the findings of an independent review.

The 84-page report, published on Monday 20 January, makes 36 recommendations for reform set around three key themes: trust, professionalism and unity. The recommendations will be discussed at the Police Federation conference in Bournemouth in May.

Andy Adams, chairman of Staffordshire Police Federation, says: "The publication of this report marks a crossroads for the Police Federation. It gives us the framework for a programme of reform that will enable us to improve our efficiency, our effectiveness and our influence.

"Having engaged with the consultation process, we now need to read the report carefully, reflect on what the review team has to say and then play our part in shaping the future of the Federation.

"We will, of course, be consulting our members, seeking their views and putting these forward in the coming months and particularly during the annual Police Federation conference in May when the review report will be discussed.

"There is no doubt that the Federation has to change. The changes required could bring some challenges but the Federation's role in representing its members is far too important for us not to make sure that it emerges from this process as a stronger and more effective organisation."

The review team's recommendations cover 11 areas including trust and public accountability, openness and reporting, better communications to members, diversity and

equality, professionalism and standards and local representation.

More specifically, they include:

- The Federation should adopt immediately a revised core purpose which reflects the Police Federation's commitment to act in the public interest, with public accountability, alongside its accountability to its members. This should be incorporated in legislation as soon as practicable.
- A new National Board should replace the Joint Central Committee.
- A director of equality and diversity should be appointed to oversee the Federation's progress on managing equal opportunities as well as liaising with support groups and networks for minority officers and others.
- A new performance and standards agreement will be drafted, consulted upon, and then signed by all representatives. It will comprise expectations of a Police Federation representative.
- Rank committees at local and national level should be removed from the governance and decision-making structure of the Police Federation.
- A new professional means of selecting the general secretary. The chair will be elected by the membership.
- National conference should be slimmed down in terms of time and numbers.
- There should be limits on tenure for all post-holders of two terms of three years with potentially two terms of five years for the general secretary.
- The new National Board to commission in 2017 a review of the options for Leatherhead after 2019.
- There should be a 25 per cent reduction in subscription levels for one year in 2015

financed by the reserves of the rank central committees. An extension of this one-off reduction should be reviewed for subsequent years on the basis of existing reserves, reserves in unpublished accounts, and an estate strategy once the reform package is complete.

The Federation's national chairman Steve Williams has welcomed the report, despite admitting it makes uncomfortable reading and identifies the need for 'deep cultural change'.

He says: "It shows that the organisation is currently failing to perform its role effectively and efficiently, is ineffective and uninfluential, has lost the confidence of its members, and is in need of urgent reform.

"Its recommendations are far reaching and set out a roadmap of reform. There is no doubt that root and branch change is required. The Federation needs to embrace this challenge however difficult that may be. Its findings will be seen by some as controversial and that they undermine the fabric of our organisation. However, I have no doubt that if the Federation fails to deliver the change required, others will do it to us.

"The Police Federation plays a vital role and it is essential that we are an effective voice representing front-line police officers. But we need to do that with the highest standards and the greatest of integrity.

"The independent review gives us the opportunity to build the Federation of the future. An organisation that we can be justly proud of, that has clear purpose and direction, is accountable and transparent. Only by achieving this can we once again become the trusted voice for front-line officers."

Steve Williams commissioned the independent review in December 2012 when he was chair-elect because of concerns that had been raised about the Federation, some of its working practices, its efficiency and effectiveness.

The Royal Society of Arts (RSA) carried out the review under the chairmanship of Sir David Normington, former Home Office permanent secretary.

The review panel took evidence from Federation members, as well as policing and criminal justice partners. They also undertook one of the biggest surveys of rank and file officers that found that 91 per cent of those surveyed wanted the organisation to change.

The RSA published an interim report in October 2013 with its initial findings.

To read the full report, visit the news pages on the Staffordshire Police Federation website www.staffordshirepolfed.org

The recommendations

BUILDING TRUST

Recommendation 1: The Federation should adopt immediately a revised core purpose which reflects the Police Federation's commitment to act in the public interest, with public accountability, alongside its accountability to its members. This should be incorporated in legislation as soon as practicable.

Recommendation 2: A new independent reference group should be established to assist the Federation in ensuring accountability to the public interest and monitor progress on such issues as equality and implementation of the independent review recommendations.

Recommendation 3: A new requirement at national level to publish online an annual public value report alongside a short assessment of progress by the independent reference group. Branch annual reports should also report on the value the branch is bringing to its members and to the public.

Recommendation 4: National guidelines for all expenses, honoraria and hospitality policies should be agreed and local force branches will be required to comply with these – a requirement embedded in regulations. All individual expenses, honoraria, and hospitality received should be declared and then published online.

Recommendation 5: An openness commitment should be signed by all local force branches and the national Federation which will establish the principle that all committee papers and minutes should be available to members unless there is genuine commercial, political, or negotiation sensitivity.

Recommendation 6: All accounts from which the Police Federation derives income or contributes revenues should be published and be publicly available. This includes Number 2, member services, group insurance trusts, accounts or funds. These should be included in the F45 return.

Recommendation 7: Guidance to be agreed by local force branches and the national

Federation for publication of all committee papers (with a few exceptions), and decisions taken.

Recommendation 8: The completion of local and national databases. Where these are currently incomplete we request that the Association of Chief Police Officers (ACPO) and the Home Office agree to the transfer of email addresses to the local Federations and the national Police Federation. The national database cannot be used to promote commercial services in competition with those provided by the branches.

Recommendation 9: A director of equality and diversity should be appointed to oversee the Federation's progress on managing equal opportunities as well as liaising with support groups and networks for minority officers and others.

Recommendation 10: A rolling three-year equality plan should be prepared with measurable benchmarks for improvement of representation, support, and public engagement monitored by an equality sub-committee of the National Board. This sub-committee should contain members from external minority associations.

Recommendation 11: New networks of support for 'protected characteristics' and other groups such as young-in-service officers need to be established.

Recommendation 12: Equality assessments should be undertaken in each local force and at national level to determine the need for reserve seats for the 'protected characteristics'.

PROFESSIONALISM AND REPRESENTATION

Recommendation 13: A new performance and standards agreement will be drafted, consulted upon, and then signed by all representatives. It will comprise expectations of a Police Federation representative.

Recommendation 14: An ethics, standards and performance process to be established on the lines of that introduced in Scotland.



Recommendation 15: Both the performance and standards agreement and the process should be published on local branch and the national Police Federation websites.

Recommendation 16: The provisions in regulations for equal representation of ranks at local level should be repealed.

Recommendation 17: Regulations should be amended to establish a national framework within which local negotiations on representation levels should take place. The regulations should establish a right of reasonable representation, ie the level at which members can receive a good and appropriate level of support. There should be a minimum 20 per cent of the total representation across a force area for sergeants and inspectors. Where a local force branch and chief officer cannot agree on levels of representation it will be referred to a tri-partite independent panel comprising of one Federation nominee, one nominee of the chief officer, and an independent chair whose decisions shall be final.

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Recommendation 18: Increase the profile and capacity of professional staff in HQ with a focus on the research capacity to support branches and influence the pay review body, professional management, member support and training, communications and public policy.

Recommendation 19: Appoint an experienced project director and an implementation team to implement the change programme recommended in this final report.

Recommendation 20: Create a senior executive team and the additional posts of director of finance to oversee the reform and management of the Federation's budgets; director of policing policy with a view to engaging in debates about the future of policing; a director of equality and diversity. It is likely that directors of communications, research, and legal would also be part of this team.

Recommendation 21: Unify the staffing of head office under the general secretary, as de facto chief executive. Create job descriptions for the general secretary and other post-holders that recognise the need of the Police Federation to be credible, authoritative, expert and professional. Individuals will be assessed in relation to the degree to which their skills match this job description and appraised on that basis also.

NEW STRUCTURE FOR DECISION-MAKING

Recommendation 22: Rank committees at local and national level should be removed from the governance and decision-making structure of the Police Federation.

Recommendation 23: A new Branch Council of workplace representatives in each local force area and a branch board should be established as the main body governing Federation branch affairs. These will be conducted on the basis of the principles and process outlined in this final report.

Recommendation 24: The current 10-10-10 default membership of branch boards should be abolished and replaced with a new 50-20 rule at local level: no rank can have more than 49 per cent of the membership of a branch board and no rank can have less than 20 per cent. 'Protected characteristics' should be safeguarded in accordance with local independent equality

assessments. Branch boards will be considerably smaller than is currently the case in accordance with the numbers related to force size outlined in this final report.

Recommendation 25: The branch chair should be elected by all members and the secretary should be elected by the Branch Council. They should be from different ranks.

Recommendation 26: The branch chairs and secretaries meeting should be established as a new National Council with formal powers. This will be the main national forum representing local force branches. It will be a co-decisionmaker with the National Board on major strategic decisions, national budgets, a consultee on subscription rates and negotiation strategy, and will have a formal role in selecting nominees for general secretary.

Recommendation 27: A new National Board should replace the Joint Central Committee. This will be a slimmed down body both in terms of numbers and the amount of time that representatives will devote to national level business. It will still have regional representation, some rank representation and better representation of 'protected characteristics'. Its role will be to safeguard the organisation, make day-to-day decisions as required, formulate strategic direction, monitor the budget, oversee communications, oversee national elections, and ensure that the standards and performance process is in place and effective.

Recommendation 28: A new professional means of selecting the general secretary. The chair will be elected by the membership.

Recommendation 29: National conference should be slimmed down in terms of time and numbers.

Recommendation 30: There should be limits on tenure for all post-holders of two terms of three years with potentially two terms of five years for the general secretary.

FINANCE

Recommendation 31: All accounts including Number 2, group insurance and member services accounts, funds, and trusts to be published. A general financial transparency clause is needed in regulations including a requirement to publish and report all income that derives from and funds Police Federation activity.

Recommendation 32: The market for members' service and group insurance products should be reviewed and collective provision between a number of branches, potentially facilitated and negotiated by the national Police Federation, to gain from possible economies of scale, should be explored. The National Board will not seek to replace branch commercial relationships other than by joint agreement with the branches affected.

Recommendation 33: A new fund should be created from some of the surpluses and reserves of the current rank committees to support smaller branches in deficit.

Recommendation 34: All resources to be routed via the centre and distributed to branches on the basis of agreement in the National Council. This step will be agreed to within three years once the National Council and National Board have found a constructive way of working.

Recommendation 35: The new National Board to commission in 2017 a review of the options for Leatherhead after 2019.

Recommendation 36: There should be a 25 per cent reduction in subscription levels for one year in 2015 financed by the reserves of the rank central committees. An extension of this one-off reduction should be reviewed for subsequent years on the basis of existing reserves, reserves in unpublished accounts, and an estate strategy once the reform package is complete.

Federation reaches a crossroads

The chairman of the Police Federation of England and Wales has said the findings of the review are 'damning'.

Steve Williams said the report showed the organisation to be 'ineffective and uninfluential' and has 'lost the confidence of its members'.

He said he would spend the next few months visiting every force in England and Wales to explain the change that is needed. He wants to engage with Federation members, meet with Chief Constables and Police and Crime Commissioners and discuss views with Government and criminal justice partners.

"As we have seen the review is extensive and its recommendations are far reaching. Its findings will be seen by some as controversial and that they undermine the fabric of our organisation," he said.

"The review shows that the way we currently do business has impacted on the confidence of the public. The review identifies that deep cultural change is needed.

"We have a responsibility to our members and the public to take up the reform challenge laid down. What is clear is that the status quo is not an option. We are at a turning point in our history. We can be in control of our destiny or we significantly run the risk that others will do it for us. We will undoubtedly have to make some hard decisions along the way, but saying that is the way we have always done things is no longer an option."

He said the reform of the Federation was not just a job for leadership, but one for everyone. He explained: "They (members) need to understand the impact that this will have on them and the broader Federation. We need to have frank and honest debates. We need to hear their views and concerns. We need to tackle this head on, however difficult that may be.

"We have an historic legacy, but today we are at a crossroads. The decisions we make moving forward are our opportunity to start to build the Federation of the future. A Federation that we can all be justly proud of, that has clear purpose and direction, is accountable, transparent and acts with the greatest integrity."

Overview of the review

The review was set up by the Police Federation of England and Wales in spring 2013 and was led by Sir David Normington.

Six people sat on the independent panel. Their terms of reference asked them to consider "Whether any changes are required to any aspect of the Police Federation's operation or structure in order to ensure that it continues to promote the public good as well as meeting its statutory obligation to represent the interests and welfare of its members and the efficiency".

In particular, they were asked to look at how the Federation:

- acts as a credible voice for rank and file police officers
- genuinely serves the public good as well as its members' interests
- is able to influence public policy on crime and policing in a constructive manner
- is an example of organisational democracy and effective decision-making at its best allowing genuine ownership of the organisation by police officers and effective communication between members and the Federation at all levels
- is recognised as a world class leader in 'employee voice'.

In making their recommendations, the panel members were to have regard to: value for money, the unique position and responsibilities of the Office of Constable, the importance of enhancing public confidence in policing, equality and diversity, and transparency of decision-making and the subsequent action.

The panel spent several months hearing and taking evidence in person and in writing and received 400 online responses and submissions from organisations and individuals.

There were 14 formal evidence sessions with key Federation officers, representatives and employees and with major external stakeholders.

They went to all seven of the Federation's English regions and to Wales, meeting representatives, members and a range of chief officers and Police and Crime Commissioners.

Two surveys were carried out where officers could make their voice heard. One was by Ipsos MORI which had 12,500 respondents, the other by the RSA through the Survey Monkey online survey tool which received approximately 5,000 responses.

In October 2013 the panel reported on the evidence received and drew preliminary



Sir David Normington, leader of the review.

conclusions in a progress report in which they identified 'key characteristics' of a successful Federation.

Encouraged by how these were received they have been made the basis for the recommendations in the final report.

The panel

Sir David Normington GCB is a former Home Office permanent secretary, was the first civil service commissioner and commissioner for public appointments.

Sir Denis O'Connor CBE QPM is the former Chief Inspector of Constabulary. He has extensive policing experience at a senior command level and experience of the inter-relationship between all ranks and policing bodies.

Professor Linda Dickens MBE is professor of industrial relations at the University of Warwick with an acknowledged and extensive record of academic research in management and employment relations.

Brendan Barber is former general secretary of the Trades Union Congress (TUC) who retired last year. He has extensive experience of representing employees and leading a national trade union organisation.

Kathryn Kane OBE is a former chair of Merseyside Police Federation who could advise on Federation representation at both a force and regional level.

Dr Neil Bentley is CBI deputy director general and chief operating officer. He has an in-depth knowledge of the business community and a background in industrial relations and equality and diversity.