

17 November 2008

**ICPRA Conference 2008  
Report to ICPRA Affiliates**

**I. BACKGROUND**

The biennial conference of the International Council of Police Representative Associations (ICPRA) was held this year in Wellington, New Zealand, from 19 to 21 October 2008.

The conference's theme was 'Advancing ICPRA'. Under this banner, the objective was to examine developments in the policing environment affecting ICPRA members, consider the role ICPRA might play in addressing those, and consider how to develop ICPRA to best serve the interests of the police officers represented by its affiliate organisations.

**II. ATTENDANCE**

24 delegates attended, directly representing 13 ICPRA affiliate organisations as detailed below:

<b>Delegate</b>	<b>Affiliated organisation</b>
Greg O'Connor (Chairman)	New Zealand Police Association
Stuart Mills	New Zealand Police Association
Mpho Kwinika	South African Police Union
Oscar Skommere	South African Police Union
Joseph Manual	South African Police Union
Charles Momy	Canadian Police Association
Dale Kinnear (General Secretary)	Canadian Police Association



# International Council of Police Representative Associations

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Norrie Flowers	Scottish Police Federation
Peter Ibsen (Exec. Cttee)	Police Union of Denmark
Claus Redder Madsen	Police Union of Denmark
Abbey Witbooi	Police and Prisons Civil Rights Union (POPCRU)
Roger Randall	British Transport Police Federation
Alex Robertson	British Transport Police Federation
Alan Burnside	British Transport Police Federation
Steve Smith	Police Federation of England & Wales
Mark Burgess (Exec. Cttee)	Police Federation of Australia
Vince Kelly	Police Federation of Australia
Scott Weber	Police Federation of Australia
Ian Leavers	Police Federation of Australia
Cameron Pope	Police Federation of Australia
Jan Schonkeren	European Confederation of Police (EuroCOP)
Terry Spence	Police Federation for Northern Ireland
Armando Ferreira	Portuguese National Police Union (SINAPOL)
Johnny Hosking	Cook Islands Police Association

EuroCOP, through 1<sup>st</sup> Vice-President Jan Schonkeren, represented 34 police associations from 26 European countries at the conference. In total, attending delegates represented the interests of more than one million police officers in 31 countries worldwide.

### III. CONFERENCE PROCEEDINGS

The conference was organised as a number of sessions as follows:

Session 1 – The Internationalisation of Policing

Session 2 – International Labour Representation and Affiliation

Session 3 – Linking and Parallel Development of Police Forces

Session 4 – Two-Tier Policing

Session 5 – Affiliate Reports

Session 6 – ICPRA Business

Session 7 – Advancing ICPRA

The agenda for the conference sessions is attached to this report as Appendix B.

*The Internationalisation of Policing*

Session 1 aimed to explore current trends and drivers in the increasing internationalisation of policing. Speakers included Dr Beth Greener of Massey University (New Zealand) who spoke specifically about her research into the increasing role of policing in international diplomacy/conflict resolution and particularly in United Nations operations. Key points canvassed by Dr Greener included:

- Increasing appreciation that police are often better equipped in terms of skills and approaches to intervene than military
- A trend from 'peacekeeping' to 'peace-building' – and the central role of police giving rise to a new (tongue-in-cheek?) moniker 'police-keeping'
- International community grappling with issues of 'how do we restore failed states'
- More consideration in post-cold war era to factors such as economic development, democratic/human rights agenda
- Appreciation of the need for robust civil justice/law and order infrastructure - police, courts, prisons etc.
- Civil security issues best dealt with by police
- UN looking for more police to be available for deployment

- UN Department of Peace Keeping Operations has 33 staff to oversee and plan policing operations. UN Police advisor in New York is Andy Hughes (former Australian Federal Police)
- Emerging issues include establishing appropriate standards; mix of sworn and non-sworn staff skills required; concerns about militarisation of policing/norms and standards of forces contributing staff
- Lack of common standards of policing a problem
- About 90 countries contributing police to UN operations, but many of them not trained to ICPRA-comparable levels and not unionised
- Dr Greener believes there is a role for the ICPRA to liaise with UN

Also in this session, Peter Ibsen, President of the Danish Police Union, outlined the international policing demands experienced by Denmark as a case study in the issues canvassed by Dr Greener, and highlighted some of the ramifications of these demands. Mr Ibsen noted some of the steps being taken by the Danish Police to address deployment-related demands and pressures, including the involvement of wives/partners in pre-deployment training, and introducing a bachelor's degree as the standard of police education within the next few years.

#### *International Labour Representation and Affiliation*

Speakers in Session 2 highlighted the experiences of other international labour representative groupings, and some of the issues that ICPRA will need to address as it develops. Speakers included Glen Kenny of the New Zealand Airline Pilots' Association and the International Federation of Air Line Pilots' Associations. IFALPA is one of the most effective international representative organisations, and there are some potential parallels with ICPRA.

Paul Goulter, currently of the New Zealand Educational Institute (primary teachers' union) and a former senior official of both the NZ Council of Trade Unions and Australian Council of Trade Unions, and Graeme Buchanan (the New Zealand

Government's ILO representative) canvassed some of the issues and opportunities facing labour and professional representative organisations as they seek to affiliate and engage internationally.

Jan Schonkeren, 1<sup>st</sup> Vice-President of EuroCOP, outlined the EuroCOP model and how the umbrella organisation works with and for its affiliated member organisations. Mr Schonkeren explained how EuroCOP provides member organisations with 'insurance' by defending the police profession, protecting rights of police, being a platform for professional exchange, professional solidarity, being a channel for sharing and accessing information, and being a partner in supporting national deployments.

All speakers discussed the opportunity for ICPRA to have a greater international influence, and a more official structure with appropriate funding and constitutional arrangements.

#### *Linking and Parallel Development of Police Forces*

Speakers in this session were New Zealand Commissioner of Police Howard Broad, Dale Kinnear of the Canadian Police Association, and Norrie Flowers, President of the Scottish Police Federation and a member of the Executive Committee of EuroCOP.

Speakers addressed many of the changes taking place in policing, and noted the sharing of ideas between jurisdictions at the administration/commissioner/minister level. Mr Kinnear and Mr Flowers in particular highlighted that many of the changes are taking place with little or no research, with police services simply adopting ideas from one jurisdiction without understanding the complexities that may affect the transferability of an initiative.

Discussion highlighted that the growing international networks between police services, commissioner and ministers need to be matched by an effective network between police representative associations, in order to ensure that police associations are fully informed of the implications of policy ideas or initiatives that are mooted for introduction. ICPRA would also provide a potentially powerful channel for making representations drawing attention to undesirable impacts of a particular proposal.

#### *Two-Tier Policing*

Session 4 addressed the common issue of 'two-tier' policing – being the increasing utilisation by police services or governments of a 'second tier' of law enforcement officer, usually with lesser powers and less training/capability than a traditional sworn police officer.

Speakers for this session included Steve Smith, Deputy General Secretary Police Federation of England and Wales, who talked about the advent of PCSOs in England and Wales. Mr Smith noted that there are now 16,000 PCSOs, and there has been significant 'creep' in both functions and powers. There are no national standard uniforms, nor national standard powers. Other jurisdictions can learn from the PCSOs experience: Mr Smith emphasised the importance of clearly establishing role delineation and the need for a police association to be closely involved in that discussion. Consideration also needs to be given to representation of the 'second tier'.

Superintendent Hamish McCardle of the New Zealand Police led the team that developed the New Zealand Policing Act 2008, which came into force on 1 October. The legislation significantly modernised the employment framework for police and challenged many of the traditional workforce assumptions, including by introducing a new class of police employee called an 'authorised officer'. Authorised officers will have limited statutory powers, but not the full range of statutory and common law

powers possessed by a traditional constable. Superintendent McCardle discussed the conceptualisation of policing services within a safety and security market. He noted that while the highly trained, broadly competent constable remains the most efficient and best way to deliver the majority of policing services, the increasing breadth, specialisation and complexity of the services demanded from police now means that it is becoming increasingly impractical to use constables to perform all those tasks. Authorised officers make more practical sense in some cases, though he rejected the notion of a 'second tier' occupying less challenging roles, because authorised officers may be needed for highly specialised technical roles.

Mark Burgess of the Police Federation of Australia (PFA) spoke about the PFA's work developing police professionalisation. A professional model that sets, monitors and certifies appropriate professional standards may be a means of protecting the police professional domain and maintaining the strength and reputation of the profession.

#### *Affiliate Reports*

A representative of each affiliate organisation attending presented a brief overview of current issues facing their organisation and its members. There was a high degree of commonality of issues across jurisdictions. The presentations confirmed the earlier observations made by conference speakers about the parallel development of police services, with many jurisdictions beginning now to grapple with the introduction of policies or initiatives that have already been experienced by other affiliates.

#### *ICPRA Business*

Notified items of ICPRA business were addressed as per the conference agenda. See sections V and VI of this report for key determinations flowing from this session.

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#### **IV. ADVANCING ICPRA**

The final session of the conference considered the role and future development of ICPRA in light of the issues highlighted in the previous sessions.

Delegates were unified in their assessment that the case for the International Council of Police Representative Associations' existence and further development is compelling.

The emerging international environment demands that the interests of police officers be effectively represented internationally. An effective international role for ICPRA will also, inevitably, provide added support for and weight behind member organisations in confronting serious domestic issues affecting their members.

Trends in the internationalisation of policing are increasingly affecting the operational demands of police forces (both domestically and in terms of international deployments). Those trends are also affecting police service structures and policy decisions about workforce composition. The increasing linkages between police forces at management level, and between regulators and oversight bodies, means there is increasing international cross-fertilisation of policy thinking. International trends in policy approaches to issues such as police management, regulation and workforce composition are already clear.

There is a clear and urgent need for police associations to also link internationally in order to engage in this process and ensure the interests of police officers are protected: e.g. through driving robust international standardisation of police training and conditions of service, rather than seeing norms driven downwards by the 'lowest common denominator'.

*Objective: Recognition in the UN*

The rise of the importance of policing within the United Nations' Department of Peace Keeping Operations (DPKO) also creates both a clear need and a clear specific opportunity for ICPRA to put itself forward as an important and legitimate consultative partner representing the interests of police on international deployments, for example through advocating for and developing appropriate standards of training, occupational health and safety, legal protections and mandates, insurance, and compensation.

In order to establish legitimacy in the UN system, it is a pre-requisite that ICPRA have a clear and transparent constitutional basis. The constitution must clearly establish (*inter alia*) the basis of membership; objectives and organisational mandate on behalf of its members; accountabilities to members; and transparent reporting processes.

As a critical part of that, ICPRA must be able to demonstrate that it complies with accepted standards of fiduciary duty and accountability. This is also a pre-requisite for gaining the confidence of potential UN and other partners that ICPRA is a legitimate organisation, and that it is not engaged in potentially corrupt financial practices.

This creates an immediate requirement for ICPRA to establish a nominal funding stream, in order to be able to demonstrate the existence of a fiduciary duty and appropriate constitutional basis for meeting those obligations.

A fee structure for ICPRA membership was therefore proposed, scaled to the size of the affiliate organisation. That fee was proposed at US\$0.01 per active member of the affiliate organisation, per annum, with a capped maximum of US\$1000 for an organisation, in order to ensure that the larger organisations do not carry an unreasonable proportion of ICPRA's costs.

This and accompanying proposals to begin work to establish a constitution and banking arrangements were agreed unanimously through a series of motions. Delegates were clear that their support for the motions was not a commitment to providing funding, but rather a commitment to take the proposal back to the appropriate decision making body of the affiliate organisation and put the case for funding.

Some delegates were able to commit to funding, with some offering a voluntary commitment to the maximum fee of US\$1000 despite this being greater than the assessed fee for an organisation of their size.

The motions agreed were as follows:

- 1. That the Executive Committee develop a draft constitution for ICPRA with a view to presentation to members for finalisation and concurrence within 12 months.**

*Moved*                      *Alex Robertson (BTPF)*

*Seconded*                *Oscar Skommere (SAPU)*

Carried.

- 2. That a nominal membership fee for ICPRA be struck, at the proposed rate of US\$0.01 per active member of that organisation, per year and that such membership fee be capped at US\$1,000.**

*Moved*                      *Charles Momy (CPA)*

*Seconded*                *Terry Spence (PFNI)*

Carried.

3. That a bank account in the name of the ICPRA be opened.

*Moved* Roger Randall (BTPF)

*Seconded* Norrie Flowers (SPF)

Carried.

4. That the Executive Committee establish, as part of the draft constitution, a transparent and appropriate financial accountability process for approval of expenditure, and for the auditing and accounting of the ICPRA account.

*Moved* Mpho Kwinika (SAPU)

*Seconded* Steve Smith (PolFed)

Carried.

#### **V. ICPRA 2010 CONFERENCE AND CHAIRMANSHIP**

Delegates agreed to a motion from Peter Ibsen that Denmark should host ICPRA's 2010 meeting.

Delegates also agreed to Mr Ibsen's proposal that the organisation break with tradition by having Greg O'Connor retain the chair, despite the Police Union of Denmark hosting the 2010 meeting.

#### **VI. ICPRA EXECUTIVE COMMITTEE**

Membership of the Executive Committee was discussed. It was agreed that the committee should be expanded to ensure broad geographical coverage. It was

agreed that development of an ICPRA constitution should formalise the geographical representation through establishing regions, with a view to maintaining at least one committee member per region, plus a Chairman and General Secretary.

In the interim, the conference agreed unanimously to the following Executive Committee membership through to the 2010 conference. Paul McKeever and Chuck Canterbury were nominated *in absentia* and confirmation is subject to their agreement:

**ICPRA Executive Committee 2008-2010**

Greg O'Connor (Chairman)	New Zealand Police Association
Dale Kinnear (General Secretary)	Canadian Police Association
Chuck Canterbury	Fraternal Order of Police
Peter Ibsen	Police Union of Denmark
Mark Burgess	Police Federation of Australia
Abbey Witbooi	POPCRU
Paul McKeever	Police Federation of England & Wales

## VII. COMMUNIQUÉ

The conference agreed to issue a communiqué addressing two key issues discussed at the conference, which ICPRA has a role to play in addressing in future. Those issues are the international police deployments; and 2<sup>nd</sup> tier policing. The agreed communiqué is appended as Appendix A to this report.



**APPENDIX A**

**Communiqué of the  
International Council of Police Representative Associations**

**Wellington, New Zealand**

**21 October 2008**

*Preamble*

The 2008 conference of the International Council of Police Representative Associations –

*International police deployments*

**Recognising** that the international community is increasingly seeking a policing response to international crises, and seeking external policing support for fragile states threatened by instability; and

**Recognising** that this increased demand reflects a developing international normalisation of respect for the rule of law and human rights, and an appreciation that the unique skills of trained police officers, to engage with communities and police by consent, may be of greater assistance than simple force of arms; and further

**Recognising** that the workforce called on to respond to this growing international need are frequently men and women who, being experienced professional police in their own countries and possessing a strong policing ethos of community service, nevertheless consent to be deployed on missions that are frequently designed with much regard to the diplomatic and geopolitical considerations, and lesser regard to the requirements of training, support and security for the men and women who willingly place themselves in harm's way –

1. **Calls on** the offices and decision-making bodies of the international community, at the United Nations and elsewhere, to recognise the need to engage with the due representatives of the international policing workforce, in order to ensure the interests of these police men and women deployed in support of human rights and stability in emerging and fragile states are understood, reflected, and protected through appropriate training, mandates and legal protections being afforded, and appropriate insurance and compensation offered to the individuals who bear the direct risks inherent in their service;
2. **Calls on** the individual governments of the United Nations member states to similarly recognise the need to reflect and protect the interests of these police men and women performing this vital role, and the role of the International Council of Police Representative Associations as a channel for the representation of those interests.

### *Second-tier policing*

**Recognising** the growing demands for increasingly diverse policing services, many of which are driven by internationalisation of crime and international security considerations, and that public and political expectations of domestic police are growing in parallel; and

**Recognising** the reconsideration of workforce configuration that police services worldwide are engaged in, in response to these demands; and further

**Recognising** that this reconsideration of workforce configuration is driving the creation of a second tier of law enforcement officer who is typically targeted to a more limited role than the traditional constable, and consequently trained and empowered to a lesser degree –



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3. **Calls on** governments and police services to take into account the risks to the public reputation of police, from which police draw their unique moral authority in society, that may be posed by creation or expansion of a second tier of law enforcement officer, and the risk that follows to the overall effectiveness of police in the medium to long term;
4. **Calls on** governments and police services to consult the representative associations of police officers, and the public police protect and serve, before making decisions to create or expand second-tier law enforcement officer roles, in order to ensure that the implications for public reputation and police effectiveness are properly canvassed and understood.

Greg O'Connor, Chairman

On behalf of the International Council of Police Representative Associations

Wellington, New Zealand

21 October 2008

**APPENDIX B****AGENDA – Advancing ICPRA****Monday 20 October 2008**

<b>1030</b>	<p style="text-align: center;"><b>Session 1: The internationalisation of policing</b></p> <p>Dr Beth Greener (Massey University, New Zealand); and NZ Police Assistant Commissioner Jon White: International policing: Understanding the demands and 'who makes the rules': the evolution of the UN policing framework and prospects for the future, and the role of police unions.</p> <p>Peter Ibsen: Denmark's role in UN and other international policing; and the role of the union: a case study in what they've learnt and what they expect from the future.</p> <p>Ramifications for ICPRA: Q&amp;A and group discussion chaired by Greg O'Connor. Presenters to participate.</p> <p><b>Conference papers 1.1 to 1.10 refer.</b></p>
<b>1315</b>	<p style="text-align: center;"><b>Session 2: International labour representation and affiliation</b></p> <p>Glen Kenny: NZALPA and the International Federation of Air Line Pilots' Associations: overview of the development of a successful international trade union and what ICPRA can learn from it.</p> <p>Jan Schonkeren: Affiliating with international organizations – the Eurocop experience.</p> <p>Paul Goulter (NZEI, ex-NZCTU and ACTU)/Graeme Buchanan (ILO): Linking with the international labour movement.</p> <p>Ramifications for ICPRA: What are the benefits of linking with other organisations? Who should ICPRA be affiliating with, and why? What's out there that we need to link to? Q&amp;A and group discussion chaired by Greg O'Connor. Presenters to participate.</p> <p><b>No pre-circulated papers.</b></p>



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1530	<p><b>Session 3: Linking and parallel development of police forces</b></p> <p>Howard Broad, New Zealand Commissioner of Police: Police administration in the international environment: cooperation, consultation, capability and the policing reform agenda (including issues of 2-tier policing, registration, and an administration perspective on the role of unions). (20 min)</p> <p>Dale Kinnear: To speak to pre-circulated paper "ISIS 2008" outlining international linkages being built by CACP and leading policy thinking. (10 min)</p> <p>Norrie Flowers (SPF): To speak to pre-circulated paper on performance management as an example of a policy approach developing in parallel across police forces, with questionable results. (10 min)</p> <p>Q&amp;A chaired by Greg O'Connor.</p> <p><b>Conference papers 3.1 and 3.2 refer.</b></p>
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Tuesday 21 October 2008

## Advancing ICPRA

0845	<p><b>Session 4: Two-tier policing</b></p> <p>Paul McKeever: PCSOs: the impact of the '2<sup>nd</sup> tier' on UK policing, and on UK police representation.</p> <p>NZ Police Supt. Hamish McCardle: The role of the constable in the new NZ Policing Act.</p> <p>Mark Burgess: Police professional registration: corralling the 2<sup>nd</sup> tier? ICPRA's potential role in developing and monitoring international standards.</p> <p>Q&amp;A and group discussion chaired by Greg O'Connor.</p> <p><b>Conference papers 4.1 to 4.3 refer.</b></p>
1030	<p><b>Session 5: Affiliate reports</b></p> <p>Affiliate reports highlighting key current issues of relevance/interest to ICPRA – including, where relevant, less-than-lethal tactical options. Discussion to be chaired by Greg O'Connor.</p> <p><b>Conference papers 5.1 to 5.9 refer.</b></p>

1330	<p style="text-align: center;"><b>Session 6: ICPRA business</b></p> <p>Items to be discussed:</p> <ol style="list-style-type: none"><li>1. ICPRA Membership: Affiliation letters</li><li>2. ICPRA Membership (2): Membership criteria and conditions and issues related to national, sub-national and regional organisation affiliation.</li><li>3. SWAPU: Report on current state of play and next steps.</li><li>4. ICPRA Charter and Logo: Discussion on developing a charter of affiliation.</li><li>5. Financial Assistance: Development of protocol governing financial assistance requests. Mark Burgess to present draft for discussion.</li><li>6. Other business.</li></ol> <p><b>Conference papers 6.1 to 6.9 refer.</b></p>
1530	<p style="text-align: center;"><b>Session 7: Advancing ICPRA</b></p> <p><b>Dale Kinnear and Greg O'Connor</b> to jointly summarise conference proceedings and what we have learned – refocus the group on highlights.</p> <p>Group discussion on ramifications for ICPRA chaired by Greg O'Connor. Key questions to be addressed in discussion to include:</p> <ul style="list-style-type: none"><li>• What does the international policing environment mean for our organisations, and our members?</li><li>• What are the threats and opportunities for ICPRA in improving representation of our members, and the ability of our organisations to represent them?</li><li>• How does the 2<sup>nd</sup> tier fit in the ICPRA framework?</li><li>• Where does ICPRA need to be, and how do we get there?</li><li>• What resources does ICPRA need and where will those resources come from?</li></ul> <p><b>Conference paper 7.1 refers.</b></p> <p style="text-align: center;"><b>Administration</b></p> <p>Chair and venue for ICPRA 2010 to be selected. Nominations and vote (if required) chaired by Greg O'Connor.</p> <p><b>Conference paper 7.2 refers.</b></p>