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**Originator:**  
**Kim Brierley, Communications  
Manager and Hilary Allison, Head  
of Public Affairs**

**Decision number: D05-2018**

**Submitted to: Martin Surl, Police & Crime Commissioner for Gloucestershire**

**Subject: Charter for Families Bereaved through Public Tragedy.**

**Executive summary:**

On Friday 12 January 2018, Lord Kerslake published an interim report, commissioned by Mayor Andy Burnham, to assess Greater Manchester's readiness for the terrorist attack on the Manchester Arena in May 2017. In July 2017, Andy Burnham had asked for this non-statutory independent review of the events and aftermath of the attack as part of his role as Police and Crime Commissioner.

Information for the Kerslake Arena Review was collected between 2 October and 24 November. Through this, Lord Kerslake looked at the response of the city's agencies and emergency services. His full report is due at the end of March. His interim report calls for public bodies to adopt a Charter for Families Bereaved through Public Tragedy. This was initially proposed by Bishop James Jones following the Hillsborough disaster and was raised by bereaved families of Grenfell Tower victims.

On Thursday 15 February, Monthly Executive Board (MEB) supported a paper asking the Constabulary to adopt the Charter and agreed that the PCC's Governance Board should be asked to support and adopt it so that partner organisations in Gloucestershire could also be asked to adopt it.

**Recommendation:**

**The PCC's Governance Board is asked to:**

1. Note the Constabulary's support for the Charter for Families Bereaved through Public Tragedy and its plans to adopt and publish it
2. Agree to support and adopt the Charter
3. Agree that a paper should be submitted to the Local Resilience Forum's Strategic Group and Warning and Informing Group (WIG) and the

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Leadership Gloucestershire group to garner support from partner agencies  
4. If other public bodies agree to adopt it, to make the Charter public as per Bishop James Jones' recommendation.

**Outcome/approval by:**



Signature:

Date:  
27 Feb 2018

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**Public access to information**

*Information in this form and associated reports is subject to the Freedom of Information Act 2000 and the Elected Local Policing Bodies (Specified Information) Order 2011. Where it has been indicated that this is a decision of significant public interest, all of this form except Part Two will be made available on the website of the OPCC.*

*Any information that should not be automatically available on request should not be included in Part One but instead on a separate Part Two form.*

<p><b>Is this a decision of significant public interest?</b></p> <p><i>This includes a decision with any impact on the community, expenditure in excess of £50,000, or any decision that would be of obvious interest to the media or the general public</i></p>	<p>Yes, as it demonstrates we are putting local communities, including victims of crime and their families, at the heart of our work</p>
<p><b>Is there a Part Two form?</b> <i>This section should only include information that, if published:</i></p> <ul style="list-style-type: none"> <li><i>a) would, in the view of the chief officer of the police, be against the interests of national security;</i></li> <li><i>b) might, in the view of the chief officer of police, jeopardise the safety of any person;</i></li> <li><i>c) might, in the view of the chief officer of police, prejudice the prevention or detection of crime, the apprehension or prosecution of offenders, or the administration of justice; or</i></li> <li><i>d) is prohibited by any enactment.</i></li> <li><i>e) breaches commercial sensitivity</i></li> </ul>	<p>No</p>

<b>Originator checklist (must be completed)</b>	<b>Comments including who has approved the report if applicable</b>
<p>Has legal advice been sought on this submission if required?</p>	<p>A view from Legal Services is being sought so that a verbal update can be given to the PCC's Governance Board.</p>
<p>Has the Chief Finance Officer (CFO) been consulted, if required?</p>	<p>A view from the CFO is being sought so that a verbal update</p>

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	can be given to the PCC's Governance Board.
Have equality, diversity and human rights implications been considered, as appropriate?	Yes.
How is the recommendation consistent with the objectives of the Police and Crime Plan?	<p>The recommendations are in line with the Police and Crime Plan's commitment to putting victims at the heart of all we do. It also:</p> <ul style="list-style-type: none"> <li>• is consistent with the role of the Office of the Police and Crime Commissioner in commissioning services for victims</li> <li>• helps the Constabulary and OPCC deliver the Victims' Code</li> <li>• is in line with our Intent</li> <li>• is consistent with the national policing Code of Ethics and Values</li> <li>• is in line with the Constabulary's brand spirit, risk principles, strategic objectives and collaboration approach, as set out in its Corporate Strategy.</li> </ul>
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes, as far as the colleagues within the Constabulary are concerned but there has been no consultation with local people externally. However, the call by Bishop James Jones and Lord Kerslake involved consultation with victims or their families and the matter was raised by bereaved families of Grenfell Tower victims.
Has communications advice been sought on areas of likely media, community, staff or partner interest and how they might be managed?	Yes
Have all relevant implications and risks been considered?	Some risks or implications have been set out by Inspector Steve Templeton and Superintendent

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	<p>Bridget Woodhall in the consultation part of this report (page nine). The Head of Governance and Compliance, Sara Armstrong, believes signing up to the Charter presents a good opportunity. She believes it does not cut across the law and the duty to assist with enquires, therefore the risk is minimal when compared to the positive effect it will have on public confidence.</p>
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**Part One – For publication**

**1. Purpose of the report**

To generate discussion around the idea of a Charter for Families Bereaved through Public Tragedy. While this is not an immediate issue or risk for the Constabulary, it could form part of our planning for a major incident. Given two reports have now called for a Charter and a further petition has been launched following the Grenfell tragedy, it seems prudent to discuss the possibility of a Charter for Gloucestershire so that we can include it in our planning.

**2. i) Background**

- a) Following the inquiry into the Hillsborough disaster, an independent review was commissioned. [‘The Patronising Disposition of Unaccountable Power’](#) was led by Bishop James Jones and was published by the Home Office on 1 November 2017. The purpose of the review was to ensure “the pain and suffering of the Hillsborough families (was) not repeated”.<sup>1</sup>
- b) Following the Grenfell Tower tragedy bereaved relatives of family members who died in the fire started a [petition](#) for the Government to implement the Bishop's recommendation for a Charter (please see section three on page eight).
- c) In July last year, following the terrorist attack on the Manchester Arena in May, Greater Manchester’s Mayor, Andy Burnham, commissioned a review to assess the city’s readiness for the attack. He asked Lord Kerslake to carry out this non-statutory independent review of the events and aftermath of the attack as part of his Mayoral role as Police and Crime Commissioner.
- d) Information for the Kerslake Review was collected between 2 October and 24 November. Through his Kerslake Arena Review, Lord Kerslake looked at the response of the city’s agencies and emergency services.
- e) Placing the experiences of those directly affected by the Manchester Arena Terrorist Attack at the heart of the review, its terms of reference were:
  - To assess the preparedness of Greater Manchester for the Manchester Arena Terrorist Attack, including multi-agency planning and capacity development
  - To explore the effectiveness of the working relationships, cooperation and interoperability between all of the agencies involved during the response to the Manchester Arena Terrorist Attack
  - To identify and share good practice to enhance future preparedness and any future response to a terrorist attack both within Greater Manchester and beyond

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<sup>1</sup> Bishop James Jones, [‘The Patronising Disposition of Unaccountable Power’](#). London: Home Office, 2017

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- To identify any gaps or other opportunities to increase preparedness and strengthen any future response to a terrorist attack in Greater Manchester and propose actions to address these.
- f) His [interim report](#) – published on Friday 12 January 2018 – calls for public bodies to adopt a Charter for Families Bereaved through Public Tragedy, as proposed by Bishop James Jones and raised by the bereaved families of the Grenfell Tower victims

### ii) Bishop James' review

- a) Bishop James' review into the Hillsborough disaster found there were 25 points of learning. Relevant to the Constabulary and Police and Crime Commissioner are:
- the creation of a 'Charter for Families Bereaved through Public Tragedy', made up of a series of commitments by public bodies to change, each related to transparency and acting in the public interest
  - "proper participation" of bereaved families at inquests, including publicly funded legal representation for bereaved families at inquests at which public bodies are legally represented; an end to public bodies spending limitless sums; and a change in the way in which public bodies approach inquests so they treat them not as a reputational threat but as an opportunity to learn
  - The establishment of a "duty of candour" for police officers which addresses the "unacceptable behaviour" of serving or retired police officers who fail to cooperate fully with investigations into alleged criminal offences or misconduct.
- b) The first point was "inspired by the experience of the Hillsborough families and aimed at bringing about the cultural change needed to address what I describe earlier in this report as 'the patronising disposition of unaccountable power'".<sup>2</sup>
- c) In signing up to the Charter, leaders of public bodies should "put in place a plan to deliver the particular changes needed within their organisation to make the behaviours described in the charter a reality in practice. They should also make a commitment to review progress against that plan on a regular basis. When an organisation has signed up to the charter, it should declare this fact publicly."<sup>3</sup>

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<sup>2</sup> Bishop James Jones, '[The Patronising Disposition of Unaccountable Power](#)'. London: Home Office, 2017

<sup>3</sup> Bishop James Jones, '[The Patronising Disposition of Unaccountable Power](#)'. London: Home Office, 2017

### 3. The Charter

#### *Charter for Families Bereaved through Public Tragedy*

In adopting this charter I commit to ensuring that [this public body] learns the lessons of the Hillsborough disaster and its aftermath, so that the perspective of the bereaved families is not lost.

I commit to [this public body] becoming an organisation which strives to:

1. In the event of a public tragedy, activate its emergency plan and deploy its resources to rescue victims, to support the bereaved and to protect the vulnerable.
2. Place the public interest above our own reputation.
3. Approach forms of public scrutiny – including public inquiries and inquests – with candour, in an open, honest and transparent way, making full disclosure of relevant documents, material and facts. Our objective is to assist the search for the truth. We accept that we should learn from the findings of external scrutiny and from past mistakes.
4. Avoid seeking to defend the indefensible or to dismiss or disparage those who may have suffered where we have fallen short.
5. Ensure all members of staff treat members of the public and each other with mutual respect and with courtesy. Where we fall short, we should apologise straightforwardly and genuinely.
6. Recognise that we are accountable and open to challenge. We will ensure that processes are in place to allow the public to hold us to account for the work we do and for the way in which we do it. We do not knowingly mislead the public or the media.

### 4. Recommendation(s)

The PCC's Governance Board is asked to:

1. Note the Constabulary's support for the Charter for Families Bereaved through Public Tragedy and its plans to adopt and publish it
2. Agree to support and adopt the Charter
3. Agree that a paper should be submitted to the Local Resilience Forum's Strategic Group and Warning and Informing Group (WIG) and Leadership Gloucestershire group to garner support from partner agencies
4. If other public bodies agree to adopt it, to make the Charter public as per Bishop James Jones' recommendation.

### 4. Financial and resource implications

There are no financial implications as far as we know. Resources from Communications & Engagement will be used to communicate and publicize adoption of the Charter by the Constabulary and, if it agrees, the OPCC.

[Charter for Families Bereaved through Public Tragedy]

## 5. Risk assessment

The Head of Governance and Compliance, Sara Armstrong, believes signing up to the Charter presents a good opportunity. She believes it does not cut across the law and the duty to assist with enquires, therefore the risk is minimal when compared to the positive effect it will have on public confidence.

## 6. Equality & Diversity impact assessment

By publishing our commitment to all victims and their families, we will be ensuring equality and diversity considerations are taken into account.

## 7. Environmental impact assessment

There is an environmental impact in that we will be printing some copies of the Charter for displaying around the Constabulary.

## 8. Consultation

Consultation as required by the MEB report template was undertaken before a paper was considered by MEB on 15 February. These are the responses.

**HR/Training/Ethical** – No comments to make

Other subject matter experts (SMEs) - **Inspector Steve Templeton, Operations, Planning and Resilience:** “I would fully support the points listed in the charter at Appendix A. My only two observations would be that if the public tragedy was a result of a terrorist incident, there will be documentation/intelligence that is subject to various levels of security classification and may not be able to be made available for public viewing; and that if as in the Hillsborough tragedy, police officers are implicated in the cause of the tragedy (inappropriate decision making or poor planning), they may not be able to comply with the request for transparency while legal proceedings are pending.”

**Superintendents’ Association – Bridget Woodhall:** “I would agree with the willingness to support the charter. I would be hesitant though in the fact that individuals within the organisation who were directly involved in decision making in leading up to any public tragedy or during the event could be subject to a number of formal investigations (possibly even criminal) through their individual circumstances and legal advice they may not be able to comply with the charter. As an organisation overall especially being open to the learning and establishing facts and putting this learning into practice we should support. My concern would be around individuals or groups of individuals who have direct involvement who if any form of investigation are protected by legislation and would not be in a position to fully engage with the charter. Supporting the bereaved families in an open and proportionate would be supported.”

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**Mike Parker, Unison** “I note Bridget’s comments around the legislative issues and the prevention due to those constraints around full engagement with the charter. There are no other comments from UNISON.”

**9. Discussed with Communications & Engagement**

Authors of the paper and supportive of the principle of such an approach

**10. Conclusion**

The PCC’s Governance Board is asked to support and adopt the Charter.

**Originator approval**

**Name: Hilary Allison**

**Job title: Head of Public Affairs**

**Signature: Hilary A Allison**

**Date: 22.02.18**

**Chief Executive approval**

I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the PCC.

**Signature: Paul D. Trott**

**Date: 23.2.18**