



**ASSOCIATION OF
CHIEF POLICE OFFICERS**

Independent Review of Police Officers and Staff Remuneration and Conditions (PART TWO)

ACPO SUBMISSION



September 2011

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Foreword

With a career in the police service comes the great responsibility of protecting and serving our communities. We have a dedicated workforce of police officers and staff, and chief officers recognise the huge commitment our people make in discharging their responsibility, often through goodwill and without financial benefit. Policing is a vocation, and therefore describing appropriate compensation is challenging.

The underlying principle which guided ACPO's submission to Part 1 of Tom Winsor's Review of Remuneration and Conditions of Service for Police Officers and Staff, and which we continue to apply, is one of fairness. These are times of considerable change in policing and the wider public sector, and it is important that the various reforms put forward which impact on pay and conditions are considered together, as they will affect police officers.

Chief officers continue to support reform which places the Office of Constable at its heart. A key part of that Office is the expectation that as a police officer, you can be called upon to place yourself at risk of harm in order to keep the public safe. But we believe that the Office of Constable is defined not only by these qualities of bravery and sacrifice, built on a shared ethos, values and relationship with the public laid down by Peel.

The ACPO submission to part 1 of the Review set a direction towards enhancing the professional status of policing and moving to a system of rewarding expertise and contribution. Increasingly, we also believe a key part of the Office of Constable should be the expected and exacting level of professional expertise required to deliver policing in a complex and demanding world.

During the recent rioting we saw both aspects of bravery and professionalism at first hand, as our officers confronted violent situations, using force where necessary, and brought them under control. Officers turned up for duty and were sent to unfamiliar parts of the country, working long hours away from families and friends, returning days later. This acceptance of restriction on private lives and willing self sacrifice

characteristic of British policing matches the idea of the 'X factor' introduced in Tom Winsor's consultation.

Such a service deserves the very best recruits and leaders, and we want to be open to consideration of fresh approaches to doing just that, while enhancing the considerable operational skill and professionalism required in policing. ACPO is committed to working with Government and stakeholders to ensure that the decisions reached continue to meet the needs of the communities we serve.

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Chapter 1 Introduction

ACPO recognise that the Independent Review of Remuneration and conditions is a once in a generation opportunity to celebrate the unique nature of policing and debate how we might further improve upon our highly professional and envied working practices.

This paper develops the ACPO part 1 submission, which supports reform, but recognises the pivotal role of the “office of constable” and, wherever possible, protects frontline services through greater flexibility of its workforce.

ACPO believes the service should aspire to even greater professionalisation, flexibility, fairness and efficiency. We recognise that an essential part of this is evolving towards interoperable terms and conditions for police officers and police staff. ACPO agree that we need to begin a process of harmonisation of terms and conditions of service that recognises operationally critical staff.

The following principles were established in ACPO’s submission to Part 1 of the Winsor Review. They remain relevant for Part 2 of the review and provide a high degree of synergy with those developed by the Winsor Review Team in the first report published in March 2011.

1. Retain the “Office of Constable”
2. Unique Nature of Policing
3. Professional status for Policing
4. Reward not Entitlement
5. Interoperable Terms and Conditions for police officers and police staff
6. Flexible and Fair
7. Modern and not Minimal
8. National Framework with Local Discretion
9. Public Interest not Vested Interest
10. Lean and Agile Delivery

Policing has become increasingly challenging, as the policing mission widens and demands on the service become ever more complex, varied, and unpredictable. The focus of policing has moved far beyond the simple reduction and detection of crime and forces now operate in tandem with a wide range of partners including agencies such as health, education and local government, all of whom have distinct operating priorities, principles, and structures.

The police continue to be the agency of last resort, and where many of our public sector partners are retrenching, ACPO firmly believes that the police service is, as a matter of course, required to provide a social safety net when other agencies are unable or unwilling to fulfil their functions. Evidence suggests that the police are often the only emergency service able to provide an immediate response to public requests for assistance.

Evidence of this broadening of the policing challenge was vividly demonstrated when in October 2010, Greater Manchester Police placed all their incidents on "Twitter" over a 24-hour period.

Norfolk Constabulary recently asked the public: 'What it is we do and what are you willing to have less of?' A series of situations were described, many of which fell well outside of the police's remit, and the respondents stated that they expected a police response in all cases. This suggests, therefore, that the public's expectation of policing has changed to incorporate calls for service traditionally not considered to be the role of the Police. Importantly, the public did not feel they should pay more for this additional service.

ACPO believe that because we are motivated by a desire to make a positive difference to peoples lives, we have adapted and professionalised to meet the changing landscape, broadening our expertise to deal with situations that would otherwise be managed by for instance social workers, or mental health providers.

This widening of the policing role has contributed to the increased use of police staff, in delivering activities and services that were once the sole domain of police officers.

Perhaps the best way to illustrate the flexibility of our officers is the way they performed during the riots of the summer of 2011. Using skills trained over many years but rarely deployed but they were called upon to restore order, confronting violent situations and having to use force against fellow citizens, whilst working long hours, accepting last minute changes to duty, and in many cases working in unfamiliar parts of the country away from their families.

ACPO strongly believes that policing is a vocation. While the notion of a job for life is often decried, the public ultimately benefit from the level of dedication and commitment we see in our police officers and staff, who generally commit to a career in the service.

Policing is currently subject to a number of extensive reforms, such as the Comprehensive Spending Review, the introduction of Police and Crime Commissioners, collaboration, business partnering arrangements and the Hutton Review of public sector pensions. Any changes to terms and conditions resulting from this Review, need to take these into account and consider the wider context of policing.

As well as ongoing reform, there are a number of major events, most notably the 2012 London Olympics, which will create unprecedented levels of demand for the service.

ACPO recognise that reduced budgets for policing, local authorities and other public services combined with high unemployment and greater social inequality poses huge challenges for policing in the years to come. ACPO also recognise that this creates an opportunity to innovate and refresh our services through setting a long-term vision for workforce reform.

Chapter 2: Basic Pay and the “X” Factor

ACPO recognises that police officers face a range of pressures and responsibilities that, taken together, place them in a unique position in terms of the job they do and the part they play in a democratic society.

ACPO believes that the integrity of policing and the quality of service provided to the public depend on both officers and police staff feeling appreciated and appropriately rewarded for what they do.

ACPO believes that modern policing requires officers with exceptional communication, problem solving and decision-making skills and that competitive rates of remuneration are essential if candidates of appropriate calibre are to be attracted to the profession.

ACPO recognises Professor Disney’s findings that police officers get paid more than some other public servants but believes that this is an appropriate reflection of the unique responsibilities they have, as well as the restrictions placed upon them.

ACPO recognises the importance of justifying all public spending in the current climate and welcomes the process of qualifying and quantifying this pay differential.

At present, the unique nature of the office of constable, the terms and conditions of service attached and the culture and vocational ethos that have grown up around it provide Chief Constables with a flexible committed human resource.

ACPO members are highly conscious of the value that these unique arrangements for police officers add to their organisations.

As the riots of the summer of 2011 highlighted, the police service's ability to cope with sudden, unanticipated demand surges such as terrorist attacks, natural disasters or serious public disorder is entirely dependent on its ability to deploy constables across a breadth of roles and into perilous circumstances that ordinary conditions of employment would preclude.

ACPO is unequivocally committed to protecting this operational resilience and the vocation and public service ethos, which lay at its heart.

Although research suggests that police officers are not driven by a desire for financial remuneration¹ the professional commitment and flexibility they provide often comes at a significant cost to their domestic and social lives.

ACPO believes that it is entirely appropriate that these additional responsibilities and pressures, which come with the office of constable, are recognised and rewarded within basic pay.

ACPO is also conscious that modern policing demands officers, who can communicate with ever more diverse and questioning communities, make critical decisions under huge personal scrutiny, find solutions to the most intractable of problems and show the utmost levels of professional responsibility, restraint and discretionary judgment.

¹ A recent Rand study of applicants at the San Diego Police Department found that the desire to help others and/or the community was the most frequently cited reason for pursuing a law enforcement career (72 percent), followed by stable employment (53 percent), job status (46 percent), and salary and benefits (46 percent) (Ridgeway et al., 2008; see also Moon & Hwang, 2004). Importantly the links between motivations and job satisfaction as a measure of motivation fulfilment are critical in determining how we retain our best highly trained professional staff and ensure they continue to strive to deliver the very best service.

These are highly sought after skills and ACPO recognises that competitive rates of remuneration are essential if the police service is to attract the calibre of recruits required to maintain the quality of service the public has grown to expect.

However ACPO also recognises that all public spending is currently being placed under significant scrutiny and that policing should not be shielded from this light.

ACPO also recognises that police officer pay negotiations are currently too drawn out and that highly subjective and polarised debates about the true value of the various restrictions and responsibilities faced by officers contribute to the inefficiency of this process.

ACPO therefore welcomes a fair and objective assessment of the “X” factor, similar to that conducted within the military², which can be used as a benchmark for the differential in basic pay between police officers, police staff and other employees across the public sector and more widely.

Qualifying the “X” factor

During an extensive consultation process ACPO members were asked to identify the elements of a police officer’s work and conditions of service, which are unique and worthy of recognition and reward.

The following are the elements, which they considered to be key:

Being placed in harm’s way

As the riots of the summer of 2011 have graphically illustrated, police officers are duty bound to protect the public and uphold the law even when this carries a risk of personal injury. Police officers also face an increasing threat from the use of firearms. The Statistics on Police Use of Firearms in 2008-2009, published in March 2010 showed a 0.3% increase in the number of authorised firearms operations with an increase of 7.4% in respect of authorised firearms operations involving armed response vehicles. Such

² Report on the definitions of the components of the X factor, Office of Manpower Economics, October 2006.

incidents tend to be spontaneous in nature and require an immediate response. This response is very often given in the initial period by unarmed officers.

Whether responding to reports of crime in action, managing public protests, dealing with the aftermath of traffic collisions or simply patrolling as the public face of law enforcement, officers are regularly drawn into hazardous situations or environments. Although some roles carry more risk than others it is the willingness of all officers to accept this risk as a condition of their office that enables the service to function effectively in critical situations. It was the unquestioning acceptance of this duty that led thousands of officers to leave their day to day specialisms and take up dangerous and unfamiliar public order roles during the riots of August 2011. Without that personal flexibility and professional commitment it would unquestionably have taken longer to bring the situation under control and led to far more tragic harm to individuals, property and society at large.

In addition to the risk of physical injury, police officers are also asked to place themselves in the way of psychological harm. Some officers deployed in specialist roles such as undercover officers or child abuse investigators will receive regular assessment for the impact of their duties on their mental health, however for most officers the residual effects of regular exposure to aggression, confrontation, violence and trauma are never reported.

Although the service is increasingly conscious of this threat to officer wellbeing and has been putting measures in place to offer support and minimise the damage, it is a risk, which can never be fully mitigated. Although most officers accept the psychological impact as 'part of the job' it is never the less a genuine cost which should be recognised within the "X" factor.

The responsibility of discretion

ACPO recognises that a police officer of any rank holds a unique position in society, with a duty of care to the whole community at all times. Although there is a rank based hierarchy within the service and police officers are answerable to the law, decisions

about its application rest ultimately with the officer alone, operating within a legal and policy framework.

Sir Henry Willink summed up the unique responsibility this discretion brings in his report for the Royal Commission on the Police 1960-62:

“ It is true that, as a member of a disciplined body, the constable is subject to the orders of his superior officer: but for the way in which he executes these orders he has a dual responsibility: he is answerable to his superiors for any disciplinary lapse and to the courts for any misuse or abuse of authority. Thus either when acting alone on his own initiative or when acting under order, he is himself answerable for any error of judgement. He is generally the first on the scene of a murder or other serious crime, traffic accident; and any mistake at the early stage may jeopardise subsequent negotiations. A lapse may bring trouble not only upon him but upon the service as a whole. It may cause inconvenience or real hardship to innocent persons. This responsibility bears equally upon officers of all ranks.

The constable is thus unique among subordinates in the nature and degree of the responsibility he is required to exercise. In a country jealous for the liberty of the subject, powers of arrest are not to be lightly conferred or wantonly exercised; and the constable must be vigilant both to use his authority adequately and instantly as occasion demands, and at the same time never to exceed it. We are satisfied that this individual responsibility is more onerous than any delegated to, or assumed by, a member of any comparable profession or occupation. Responsibility of this kind, to be properly and reasonably exercised, demands high moral standards and a nice exercise of judgement.”

In 1978 the Edmund Davies Committee reiterated this opinion stating that:

“The qualities attributed to the police officer by the Royal Commission of 1960 are as essential today as then”.

Clearly times have changed since 1960 but ACPO believes that the unique pressures placed upon police officers through the application of this discretion have not.

In fact, ACPO believes that as the remit of the police has expanded to encompass an ever-greater range of social responsibilities, the pressure on those officers who apply personal discretion in discharging the service's duties has increased exponentially.

In today's complex policing environment officers are being asked on a daily basis to make critical discretionary decisions such as whether to take a child or mental health patient into protective custody, whether to recommend a drug addict for a rehabilitation programme, whether to close a road after a traffic collision or chemical spill, or whether to strike or even shoot an assailant whose behaviour is threatening.

The officers making these decisions have to rationalise and cope with the impact they may have on the liberty and welfare of individuals and society as a whole, while also accepting that they will be held personally accountable for the consequences of their decision.

Although hard to quantify and often hard to recognise the underlying impact of this personal responsibility is a factor for which police officers deserve recognition and financial reward.

The duty to prevent and detect crime on and off duty

The fact that warranted officer's carry their responsibilities at all times whether on duty or off duty, further compounds the pressures they face. There are very few officers who have not at some time been called into action by circumstances they have found themselves in whilst off duty. Many of these interventions may never be recorded as officers resolve the situation by simply identifying themselves and talking to those involved, however on other occasions officers will place themselves at significant physical risk by confronting violent situations without the usual support offered by radio communication and personal protective equipment.

Even in the most relaxed of situations all police officers are conscious on some level that they could come across an incident that requires them to take action. For most officers it is a residual concern, which barely registers but for others, who find themselves living in situations where crime and disorder is more commonplace, it is an anxiety which is ever present.

ACPO's consultation has shown that there is a strong desire among officers to shield friends and family from the responsibilities of their job and that this has an impact on the choices they make in their social and private lives.

Although the opportunity cost of these self-imposed restrictions may be less tangible, the overall impact of police officers' 24/7 responsibilities undoubtedly warrants recognition as an element within the policing "X" factor.

Prohibition from Trade Union membership and industrial action³

The historical restrictions placed on police officers' industrial rights are seen by ACPO members as crucial to organisational resilience, public confidence and service delivery.

It is not within the Police Service ethos to take strike action, but in the past the possibility has been debated on numerous occasions. It remains our view that whilst such discussions may resurface, such action is unlikely. As the public service of last resort, there is no alternative provider for the protection offered by the police service and it would not be possible to provide that protection if significant numbers of officers were to take industrial action.

In the past police officers have also played a key role in supporting other public services such as the prison service and the fire brigade during their own industrial disputes and

³ In their evidence to Edmund-Davies ACPO said that "to allow the police to withdraw their labour as a bargaining weapon over negotiations of pay and conditions of service would change the character of the force very much for the worse. It would make meaningless the Declaration which the police officer makes on appointment. It is no light matter in society today to refuse any group of workers what is held by most to be a basic right and the principal tool in any negotiations of wages and conditions of service. Such a refusal must amply be compensated for both in cash terms and by some guarantee of adequate salary levels."

if police officers also had the right to strike the country would be placed in a position of unacceptable vulnerability.

These restrictions represent a fundamental limitation on their industrial rights and as a result warrant recognition within the “X” factor.

Prohibition from political activism

In a similar vein police regulations state that:

“a member of a police force shall at all times abstain from any activity which is likely to interfere with the impartial discharge of his duties or which is likely to give rise to the impression amongst members of the public that it may so interfere. A member of a police force shall in particular...not take any active part in politics”⁴.

Although police officers are not unique in facing this restriction and it is questionable how much impact it has on officers’ day-to-day lives it is another limitation on their fundamental rights and therefore warrants recognition.

Restrictions on specific premises in which an officer can live

Historically restrictions have been placed on where and with whom officers can live. With the demise of police accommodation, forces have taken a less active role in officers’ domestic arrangements and as a result these restrictions are largely redundant.

The one exception to this is in Northern Ireland where the unique security considerations mean that officers continue to be limited in their accommodation choices. As a result, ACPO do not feel this should be included within the “X” factor but should be recognised in the allowances given to PSNI officers.

Restrictions on the level of personal Debt

⁴ Regulation 6 of the Police Regulations 2003 as amended by the Police (Amendment) Regulations 2004

Personal borrowing is another area where police regulations have historically limited officers' freedom to make lifestyle choices. However, ACPO believes that changes in the general behaviour of society have once again made these restrictions obsolete.

Despite warnings from both professional standards departments and the Police Mutual Assurance Society (PMAS) that officer debt poses an increasing threat to the welfare of individual officers and the integrity of the service, there are in reality very few restrictions placed on officers' borrowing and as a result ACPO does not believe it would be appropriate for it to be included within the "X" factor.

Restrictions on secondary employment

Of greater relevance to officers' financial lives are the restrictions on secondary employment. Regulations require that all second jobs and outside business interests are declared to the Chief Constable who has the discretion to decide whether the business interest or job is compatible with the officer's policing role.

Where, for example, the secondary employment is considered to create a 'conflict of interest' these applications are rejected. However in the majority of cases they are supported and in June last year 8,618 of the 153,000 serving British police officers had second jobs or outside business interests. This equates to 5.6% and is expected to rise as a consequence of the current economic climate.

These restrictions on secondary employment are in no way unique and there is nothing to suggest that they impose a significant restriction on the lives of serving police officers. As a result ACPO do not feel that it is appropriate for them to be incorporated within the "X" factor.

Disruption to family life

ACPO recognises that the commitment and flexibility provided by officers comes at a cost to their private lives. Although officers are compensated for short notice cancellation of rest days, daily tours of duty are regularly altered or extended. As has been seen over recent months, when the service is facing periods of exceptional

demand, officers can be required to work extended hours, sometimes in locations well outside their force areas for weeks and sometimes months on end.

On the whole, police officers accept that this kind of disruption is part and parcel of being a police officer, however it is particularly disruptive for those officers who have parental or caring responsibilities.

Unlike most employees who are contracted to a particular role and job description, police officers can also have their permanent role or work place changed at relatively short notice in the interests of operational efficiency. This will sometimes result in officers having to commute significant distances or even consider uprooting their entire household.

Equally disruptive to officers can be the decision to move them out of a particular specialism in which they have built up a personal interest or professional expertise. As has been seen recently in the Metropolitan Police with the 'Detective Rotation' programme, the need of the wider service often requires that experienced officers are moved around the organisation in order to ensure a healthy circulation of skills and knowledge.

Although ultimately the protection from redundancy means that police officers enjoy a very high level of job security, ACPO recognises that this work life instability and the lack of control over personal career direction can be very disruptive to officers and is an element, which should be recognised within the "X" factor.

Restrictions on when leave is used

ACPO also recognises that peaks and troughs in operational demand can place restrictions on when officers are able to take their leave allocation. As with many organisations limitations are placed on the number of officers who can take leave during school holidays, however, unlike many employees officers are also often required to work bank holidays.

Although currently most requests can be accommodated, especially if there is a strong supporting case, restrictions on leave are only likely to be more common as budget reductions and set piece events such as London 2012 place additional pressure on limited human resources.

Specific compensation for disruption to bank holidays is already provided for through enhanced overtime and pay rates, however, ACPO feels that this general limitation on the use of annual leave should be included within the elements which make up the “X” factor.

Social status

Finally, although thankfully most officers enjoy the respect and support of their communities, ACPO recognises that some individual officers face hostility from those around them as a direct result of their profession.

Once again, although this can be a problem across the country and should be reflected within the general “X” factor, it is most relevant in Northern Ireland where this hostility can often involve a significant threat of personal violence.

The positive elements of the “X” factor

ACPO also recognises that there are some uniquely positive elements to service as a police officer and agrees that these should be taken into consideration in any “X” factor qualification or calculation.

Higher levels of job security

With the exception of compulsory retirement of officers eligible for a full pension under Regulation A19, the protection for officers from redundancy means that they enjoy significantly higher levels of job security than employees either within or outside of the police service.

This has been particularly noticeable in the current economic climate where this asymmetry in the terms and conditions of employment has led to police staff members bearing the brunt of policing redundancies.

Although Unsatisfactory Performance Procedure (UPP) regulations do allow for officers to be removed from office when their performance is particularly poor, national data shows that they are rarely used and on the whole ACPO believes that enhanced employment security should be taken into consideration within the “X” factor.

Opportunities for lateral development, public service, variety and excitement

The ACPO consultation process highlighted that most senior officers were initially drawn to policing by the opportunities to serve the public and enjoy a varied and exciting career. Although the service has become increasingly specialised, the opportunities for lateral development available to police officers remain unparalleled. The variety of roles accessible to officers is extraordinary and many of the roles would be considered to have an additional interest value.

Training

In common with the military, policing provides officers with extensive training during work hours and at public expense. Although this training does not appear to have the same level of crossover utility as that provided by the military, it is still a significant benefit, and one, which should be, reflected within the “X” factor calculations.

Application of the “X” factor

Having listed the elements raised by its’ members, ACPO recognises that many apply to some officers more than others depending on their role, circumstances and length of service. ACPO also recognises that some of the elements highlighted are intangible and difficult to quantify, however this does not make them any less real to officers who live with them.

ACPO therefore believes it is crucial that the “X” factor elements are viewed in the round, as it is the collective impact that officers actually experience. ACPO is concerned that any attempt to de-couple individual elements and compensate officers for them,

independently will undermine the entire process and jeopardise the camaraderie and collective vocational ethos on which the service depends.

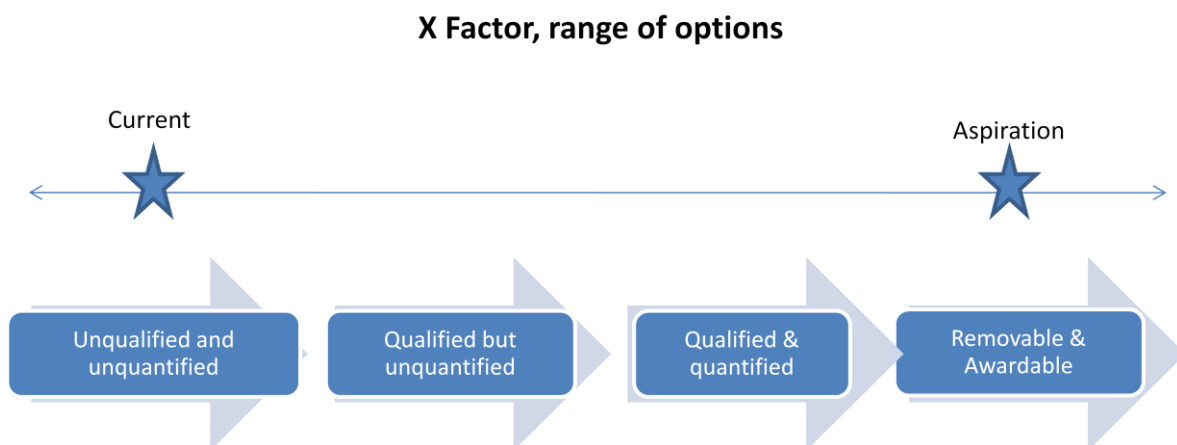
In principle, ACPO supports the development of a set of criteria related to fitness, ability to be deployed and broad professional expertise which officers would have to meet in order to qualify for the “X” factor. However in practice ACPO recognises that this would potentially have significant implications for staff morale and operational resilience.

Therefore, ACPO strongly believes that any move in this direction would need to be over a lengthy timescale, which allowed for restructuring of officer and staff roles and cultural acceptance.

ACPO also recognises that such an approach may face challenge under the Equality Act, as advice suggests that if an officer was able to perform most of the “X” factor responsibilities with some reasonable adjustments it would be very difficult to justify the removal of the entire “X” factor.

Police Staff and the “X” Factor

ACPO recognise that some of the constraints mentioned above may apply to some police staff roles.



Fitness Testing

ACPO currently supports fitness testing for specialist police officer roles. A standard for this has been developed and is currently under consideration by Police Advisory Board of England and Wales (PABEW).

ACPO recognises that the public expect police officers to be physically fit enough to perform the full range of duties of a constable and present a professional image. ACPO needs to be confident that a fit, healthy workforce can meet the demands of operational policing.

In response to the Winsor 'Call for Evidence', ACPO have considered three options:

1. Introduction of an annual mandated fitness test for all officers and some police staff.
2. Mandated national fitness testing for certain specialist roles.
3. Positive action to promote a healthy lifestyle for all staff.

ACPO has found few examples of in-service fitness testing within forces and has been unable to determine how performance or indeed sickness levels would be improved through such a strategy.

Hampshire Police introduced in-service fitness testing 12 months ago for all officers and staff who wear body armour and are required to be Officer Safety Trained (OST). They have collated statistics but have not as yet carried out detailed analysis of whether the impact of testing has improved individual or organisational performance or attendance.

ACPO is concerned that significant resources could be put into fitness testing, funding Occupational Health programmes and having to backfill individuals who cannot operate at the frontline having failed a test, when no correlation has been identified between improved performance and attendance rates.

ACPO believe there are other ways to improve poor attendance and fitness levels through the improved management of sickness absence and the promotion of a healthy lifestyle.

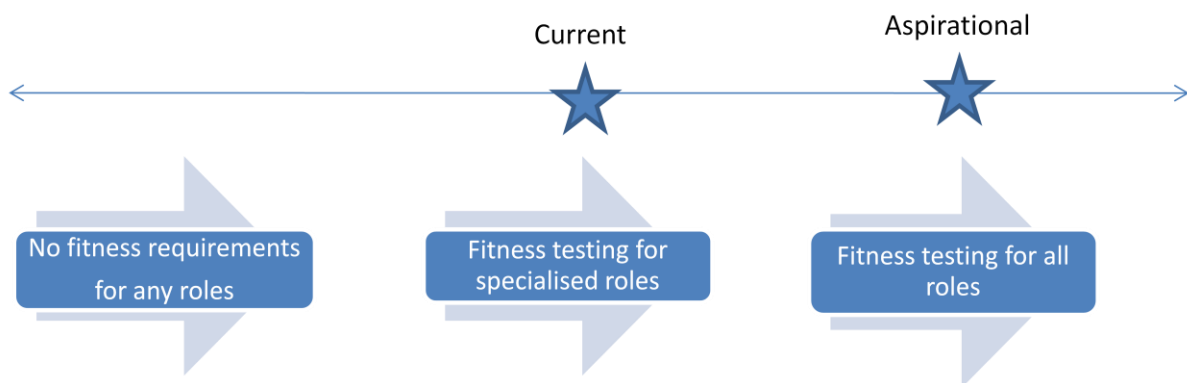
ACPO have explored fitness testing within other services and organisations such as the Fire Service, Army, Royal Navy and RAF. Results show they apply differing standards of fitness on entry, and different tests. All four organisations require their staff to undertake strenuous activities as part of their job on a daily basis. The police service has a much wider remit, which does not require the same levels of daily, strenuous physical activity. However, recent events highlight the need for police officers to maintain levels of fitness so that they can be deployed as and when necessary.

Prior to 2003, the recruitment fitness test had a 50% differential between the pass rates for men and women. Since 2003 much work has been done through the PABEW to develop fitness testing, and subsequent iterations have been subject to assessment in relation to age, gender and disability.

ACPO recognises that the change in police pension regulations will mean front line officers working longer and this could impact on in-service fitness requirements.

Currently there is no evidence to suggest that the benefits of mandatory in-service fitness testing would justify the costs.

Fitness Testing, range of options



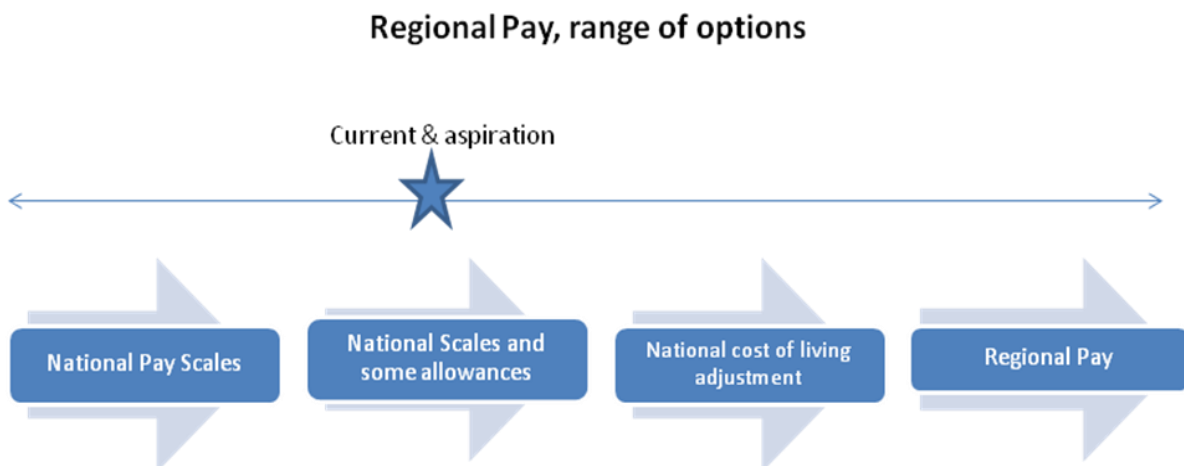
Regional Pay

ACPO recognises that there are differences in the cost of living across the country. Evidence from some forces, including Northamptonshire and Surrey Police, shows that

some police officers have transferred to the Metropolitan Police Service in order to benefit from the London weighting allowance. Significantly, such officers have not moved their homes, but have taken advantage of free travel costs, which are awarded based on a maximum distance. There is no strong body of evidence of the movement of officers occurring either now or in the past in order to take advantage of lower living costs. In most instances, officers who have moved homes have been motivated by family related reasons.

ACPO is concerned that greater pay differentiation could lead to forces competing for the most skilled officers, ultimately creating greater workforce instability, escalating workforce costs, further complicating interoperability arrangements and becoming a greater inhibitor to forces collaborating.

As a result ACPO believes that basic pay for police officers should continue to be set nationally and that additional supplements are paid to compensate for increased living costs only in the most extreme cases, i.e. London and the South East of England.



Chapter 3: Contribution and Role-Based Pay

ACPO does not believe that the decisions made by police officers, who are 'servants of the Crown', should be motivated by financial reward. We have serious concerns about the long-term impact on the integrity and reputation of the 'office of constable' if officers' decision making discretion is clouded by personal financial considerations.

ACPO questions the practical ability to identify and quantify individual performance in a policing context. We have serious reservations about the robustness, fairness, transparency, cost and administrative practicality of measuring performance for pay purposes within policing.

ACPO embraces the Winsor principles that "People should be paid for what they do, the skills they have and are applying in their work, and the weight of the job they do"

ACPO believes that policing is a vocation and that most police officers and staff do not choose roles or specialisms based on financial reward.

ACPO strongly believes that remuneration based on 'time-served' is unfair, inefficient and incompatible with the profession of policing.

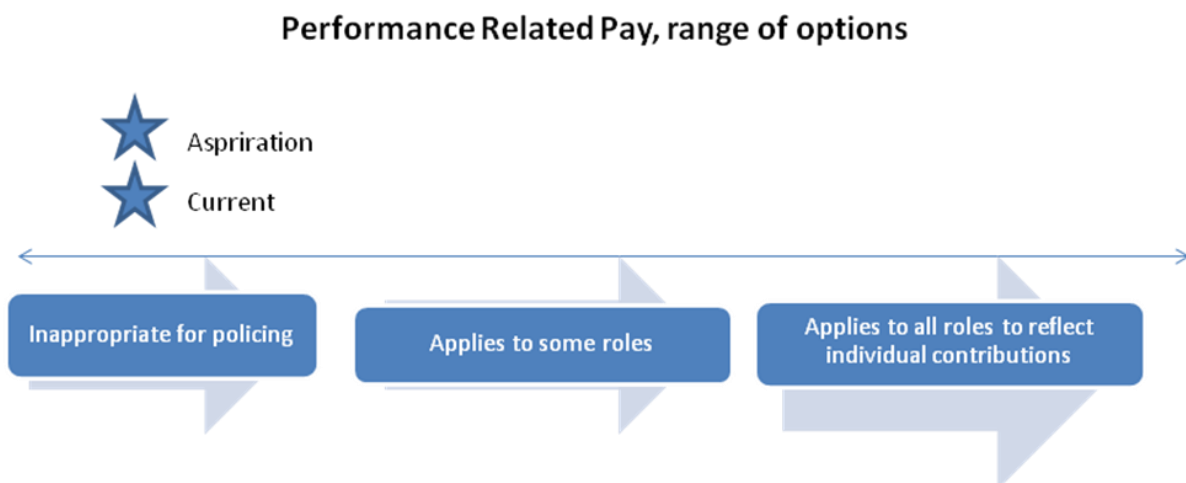
ACPO believes that a system based on the level of skill, contribution and professional development should be introduced. ACPO does recognise the significant challenges that this would generate in terms of policing culture, leadership and supervision, but believes this key area of reform is justified and necessary.

Performance Related Pay (PRP)

ACPO believes that there is no strong research base to support performance related pay within the provision of complex multifaceted public services (Pink, 2010). Academic research suggests that the proportion of pay required to be put 'at risk' in order to positively influence behaviour would be unacceptable to the public in the policing context.

ACPO has serious concerns about the potential for performance related payments to result in perverse decision making.

ACPO fear that the introduction of PRP within policing could damage public sector motivation, undermine the sense of vocation and create disharmony among police officers and police staff. We also recognise that the public are not comfortable with the concept of PRP within policing and its introduction would lead to the constant questioning of decision-making motives.



Role Based Pay

ACPO supports the view that role based pay should be determined within a harmonised employment framework. The identification of core roles, the skills and qualifications required and evidence of continuous professional development are key components.

ACPO accepts that the attainment of a certain level of competency may be linked to a limited, time-served element of pay, such as during the constable probationary period. However, even then, it must be supported by robust accreditation, personal development and achievement.

Police officer and staff roles' should be professionalised, our learning accredited externally and people encouraged and motivated to take responsibility for their continuous professional development (CPD), securing "certificates of practice", (Neyroud, 2011) as is customary in other professions.

ACPO supports the principle of role assessment to ensure that roles are graded appropriately, but is concerned about the danger of creating an administrative quagmire if roles are graded too narrowly. In terms of police officers, ACPO believes that the rank structure has historically provided a strong operational and command capability for the service and therefore should be protected and form the basis of any system of job assessment.

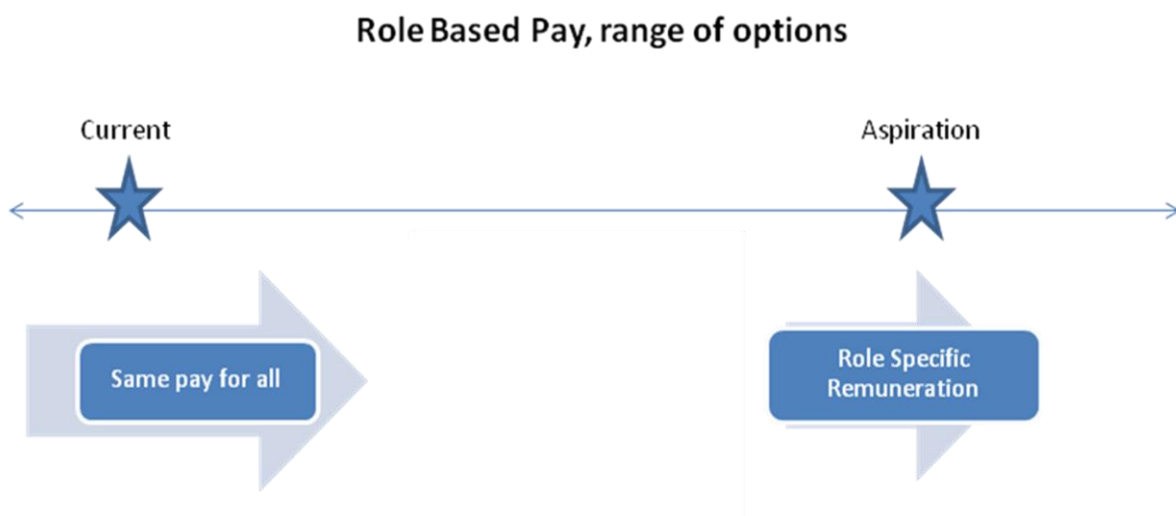
Chief Constables currently have the discretion to change the role of officers within rank to meet organisational demand and we recognise the huge value of this flexibility. ACPO also recognises the potential risks associated with the creation of pay differentials between roles, particularly in terms of fairness and equality. Therefore, the introduction of any new system would require significant consultation and risk management.

ACPO believes that the interim EPAA (Expertise and Professional Accreditation Allowance) payment, as recommended in the Winsor Part 1 Report, is a step in the right direction towards recognising remuneration based on responsibility, skill and professional development rather than time served.

The proportion of role-based pay should be simple to administer and kept to a minimum.

The national pay framework for police staff should be retained and all posts should be governed by objective job assessment schemes but with pay rates and pay lines being determined locally. 'Universal' jobs, for example, will enjoy similar relativities according to local circumstances but without introducing national pay rates and the potential loss of budgetary control.

There needs to be a balancing arrangement in place that protects the Chief Constables' ability to flexibly deploy resources according to organisational and operational demands and also avoids unreasonable individual loss of earnings for police officers and police staff. The arrangements should also guard against unnecessary payments being made that are no longer warranted.



Chapter 4: Entry Routes

ACPO only supports direct entry under the following provisos:

The Office of Constable must remain at the heart of British policing, as the bedrock of service culture and representation of independent law enforcement to the general public.

Those taking up officer roles must have the operational skills and experience to perform their role effectively and safely.

Those taking up officer roles must have the generic operational skills and experience to provide their Chief Constable with the required level of flexibility and capability to be deployed at their rank.

Robust and respected accreditation processes must be put in place to ensure that the skills and expertise required at each of the different ranks can be reliably and accurately assessed.

As the NPIA made clear in their Winsor submission *'There is very little evidence available as to how successful direct entry may or may not be for policing'* and *'no detailed or objective research has been done to explore realistic and costed models for direct entry'*.⁵ In the absence of such objective evidence the debate has tended to become much polarised. Even within ACPO, 'Direct entry' attracts a broad range of opinions.

⁵ <http://review.police.uk/documents/police-remun-and-conditions/call-for-evidence-responses/npia-main?view=Binary>

Under current arrangements all warranted officers effectively progress within a closed, linear career pathway. Although programmes such as the current High Potential Development Scheme (HPDS) provide additional training and development opportunities for those identified as having potential for senior management, members are still obliged to complete a 2 year probationary period at the rank of constable, pass generic promotion assessments and progress through each of the ranks in the same pattern as their non HPDS peers, albeit in a compressed timescale.

ACPO is very conscious of the value the service takes from senior management teams with extensive operational experience. For many, the biggest strength of the police command structure is the operational credibility of its senior officers and a large part of this credibility comes through officers knowing that their supervisors understand their situation having experienced similar situations themselves.

ACPO members know that operational policing roles require fast-time, critical decision making under significant personal pressure. Many have reflected that they cannot imagine having the requisite confidence and competence to make these decisions without extensive operational experience.

Given the level of risk managed by the service it is crucial that senior officers are competent from day one. ACPO believes that progression through the ranks provides a strong test of operational aptitude and ability over an extended period that the public has a right to expect.

However ACPO also recognises that the requirement to serve in every rank limits the pool of individuals who may be selected for senior officer positions to those who have worked within the service for a significant period of time.

ACPO acknowledges that there may be some situations where a candidate from outside of the service has particular skills or experience for a role, which is not available internally, but believes that direct recruitment should never be at the expense of operational competence.

Some outside of the service support the large-scale importation of non-police candidates into advanced policing roles in order to dilute levels of organisational 'group-think' in senior decision-making and attract new and diverse talent to the service. Although ACPO fully supports the promotion of a greater and more diverse pool of decision makers within the service, it believes that this position is based on a number of assumptions around policing and the wider labour market, which do not withstand scrutiny.

It is important to recognise that there are already many opportunities to join the service in higher positions as police staff members and it is only those roles considered to be highly operationally sensitive which are limited to experienced police officers. Civilian staff members are well represented at all levels including senior management teams and make an enormous contribution to service delivery across all forces.

It is also worth noting that many of these police staff members have significant experience of working within forces and are subject to similar cultural influences as their warranted colleagues.

ACPO believes that the level of 'Direct entry' within other organisations is over-stated. An ACPO review of other public agencies and private sector companies has revealed that the vast majority of senior office holders are promoted internally following long tenures within their organisations and the relatively few external candidates who are appointed tend to have extensive experience elsewhere within the sector.

The unique nature of policing means that there are not the same opportunities for candidates to gain relevant sectoral experience at other organisations. In addition the huge cultural differences between law enforcement in the UK and in other parts of the world, significantly limit the relevance of international policing experience. British Policing is characterised by the notion of policing by consent, where most international models of governance and accountability include widespread routine arming of officers and a lack of operational independence. As a result it is inevitable that the vast majority of senior positions will be filled from within British operational police roles.

One of the arguments put forward in submissions to part 1 of the review is that direct entry will accelerate the rate at which the senior management of policing becomes more representative of the country's ethnic and gender diversity. Although ACPO emphatically supports this aim it questions whether direct entry provides such a solution. It is ACPO's belief that in reality the vast majority of candidates will be coming from similar organisations where the level of diversity is less or equal to that within the police service.

ACPO has seen no convincing evidence to suggest that a recruitment process conducted for roles at senior ranks would attract a more diverse range of candidates than for those at general entry level.

In fact on the contrary, ACPO believes that a key strength of the single entry model is that it generates high levels of socio-economic diversity within senior ranks. ACPO is proud that its members come from a range of social and educational backgrounds, and strives to be reflective of the communities it serves. ACPO is conscious that this is not the case among the leaders of many other public and private sector organisations and is keen to avoid a wave of direct recruitment, which would undermine this.

Another key advantage of the single entry point is that all officers develop a depth and breadth of experience, which provides significant operational flexibility. Although over recent decades there has been a noteworthy move towards greater specialisation among warranted officers, the events of the summer of 2011 have graphically shown the value of a flexible broadly competent workforce. In response to the unprecedented levels of public disorder, officers from across the country have temporarily foregone their usual duties in order to fill front line roles, which only a broad background in operational policing would have equipped them for.

As police budgets become tighter this need for operational flexibility will only become greater. If Chief Constables are to respond to the extreme demand surges we have seen of late, it will be vital that their limited human resources are able to provide support in multiple roles.

ACPO believes that the Office of Constable and the cultural ethos which surrounds it is key to providing this resource flexibility and organisational efficiency. The willingness of officers to turn their hand to unfamiliar roles and place themselves in harms way without recourse to job descriptions or employment contracts is a unique and invaluable quality, which must not be jeopardised.

Ultimately, the ACPO membership is not convinced that in the short term the gains from direct entry would outweigh the costs however they do recognise that as the service becomes increasingly specialised there may be justification for recruiting outside candidates into police officer roles on a case limited basis.

If this is to be considered, ACPO is convinced that it must be very carefully managed so as to protect the integrity of the Office of Constable and ensure operational continuity. As such ACPO only supports direct entry under the following provisos:

- The Office of Constable must remain at the heart of British policing, as the bedrock of service culture and representation of independent law enforcement to the general public.
- Those taking up officer roles must have the operational skills and experience to perform their role effectively and safely.
- Those taking up officer roles must have the generic operational skills and experience to provide their Chief Constable with the required level of flexibility and capability to be deployed at their rank.
- Robust and respected accreditation processes must be put in place to ensure that the skills and expertise required at each of the different ranks can be reliably and accurately assessed.

This is an area, which has proved very complex in the past but is currently being addressed with the movement towards greater professionalisation of the service.

Such an assessment should recognise the skills and experience a candidate has already built up and enable the service to distinguish between the training needs and suitability of different candidates such as for example: an officer who left the service at the rank of Inspector 5 years ago to take a role in private industry; a senior officer with 15 years service in a non- Home Office Force; an experienced social worker currently managing a child protection team who has no policing background.

Robust and respected training programmes must be developed to deliver the requisite operational skills to any candidate returning to / transferring within / or starting out in an operational role. It needs to be recognised that these training programmes will be lengthy and costly.

Selection and appointment processes must be free from political pressures, numerical targets or other interference and based purely on an objective assessment of the best candidate for the role.

ACPO supports the application of the following simple test within any selection process:

- Does the candidate currently have the requisite skills and experience to perform their role effectively and provide the required level of operational flexibility at their rank?
- If not, does the additional value they bring to the role justify the time and expense of bringing their operational skills and experience up to the required level?

Only when this test is met does ACPO believe that direct entrants should be selected into police officer roles.

ACPO believes that any direct entry should be considered solely on a role-by-role basis where the qualities of a specific position or candidate justify it.

ACPO does not support any programme designed specifically to artificially increase the numbers of outside recruits, as this will potentially undermine the rigour of the above selection process.

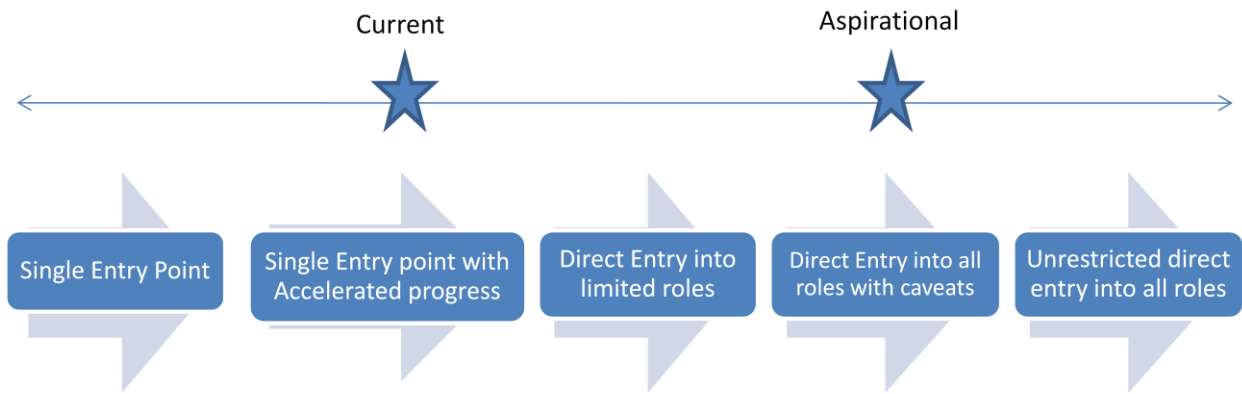
ACPO does not support the introduction of a two-tier recruitment process as seen in the military. Although some people outside the service support this system, it is ACPO's belief that this fails to take into consideration the cultural and structural differences between the organisations. Modern policing is built on a history of meritocracy, and equality of opportunity, which ACPO feels should continue to be respected.

ACPO believes that **all** police officers and staff who have the potential to perform well in senior positions should be nurtured and developed from an early stage in their service. ACPO believes that this can be achieved effectively through enhanced talent management and accelerated promotion processes, and does not support the selection of a select group of recruits for immediate service at middle management level under a 'Trenchard' style 'officer class' model.

ACPO believes that officers can gain skills and experience of significant value by taking on roles and academic opportunities outside of the service. As such ACPO supports making it easier for officers to take career breaks or leave and re-enter the service after periods of outside employment.

ACPO recognises that the introduction of any form of direct entry would meet significant cultural resistance within the service and that it is of paramount importance that the selection, assessment and training process have the confidence of the current workforce before they are introduced. In practice this may take time and should not be rushed to meet political aims.

Direct Entry, range of options



Chapter 5: Career Length

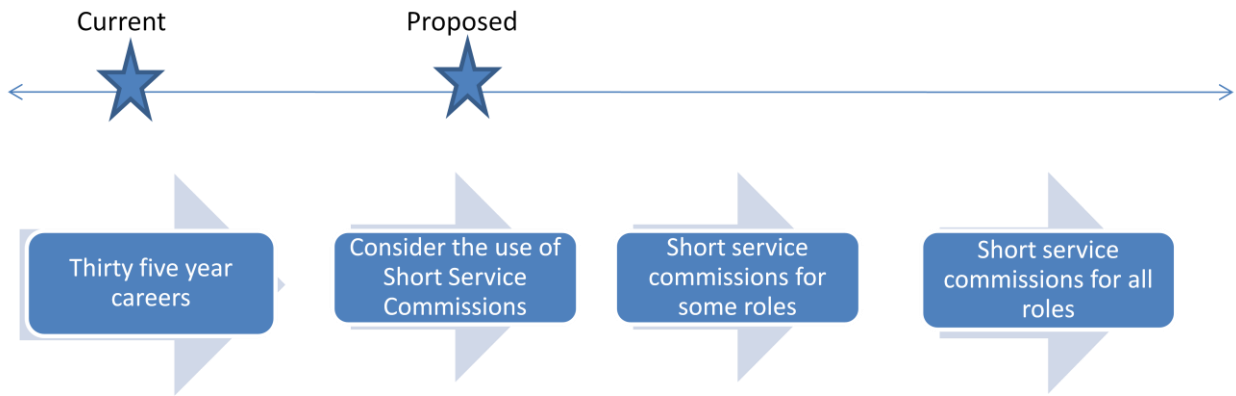
Length of service contracts

ACPO recognises the lack of flexibility in managing police officer numbers, other than through the use of compulsory retirement of officers who are entitled to a full pension, known as the 'regulation A19' procedure, currently creates a disproportionate impact on police staff as Chief Constables deal with budget cuts.

In principle ACPO supports greater flexibility in police officer conditions of service that will allow Chief Constables to manage the size, shape and mix of their workforce more effectively through the immediate CSR period which are also fit for purpose into the future. The use of short and medium term contracts, similar to those utilised in the military, is one option that could be considered, so long as they do not undermine the vocation of policing, the office of constable, the growth of experience and skill, and the need to develop closer relationships with the communities we serve. ACPO would welcome further exploration as to how such contracts could enhance the police service.

ACPO does not believe that reduced term contracts should be seen as a means of managing staff performance. The solution to addressing under-motivated or poor performing staff lies in robust management and strengthened unsatisfactory performance procedures, which address general issues of competence and capability rather than just extreme under-performance.

Service Contracts, range of options



Chapter 6: Pay Negotiating Machinery

Pay for police officers is currently negotiated through the Police Negotiating Board (PNB) and for police staff through the Police Staff Council (PSC) (with the exception of the MPS, Kent, Surrey and Thames Valley which have local arrangements outside the PSC).

Sir Clive Booth last reviewed these arrangements in 2007 at the request of the then Home Secretary. He recommended that a Pay Review Body (PRB) replace the PNB and that the PSC remained fit for purpose and should continue.

The essential debate is whether police officer and police staff pay should continue to be subject to free collective bargaining or move to a PRB arrangement. The pros and cons of these differing approaches has been subject of detailed consideration.

It is important that any change to the pay machinery creates a system that is effective, modern and fair. It is important that police officers and police staff are properly rewarded for the important roles that they perform. It is also important that they have confidence in the machinery to deliver this on their behalf.

In respect of police officers ACPO supports the move to a PRB. This proposal is based on the fact that the current PNB arrangements are:

- Not geared up to taking a strategic approach to pay and conditions – it has tended to operate on the basis of both Sides tabling ad hoc claims.
- Slow, cumbersome and unnecessarily adversarial.
- Time consuming and costly.

The most compelling argument in support of retaining free collective bargaining is that both Sides retain control of the agenda and subsequent decisions in respect of pay and conditions. The evidence of recent years is that the big decisions, most notably in respect of annual pay increases and an on-call allowance have been passed to the arbitrator. The Sides of the PNB have a poor track record of working collaboratively together in reaching agreement and effecting strategic change in a timely manner.

ACPO shares the conclusion reached by Sir Clive Booth that the PSC is fit for purpose and appropriate for negotiating police staff pay and conditions.

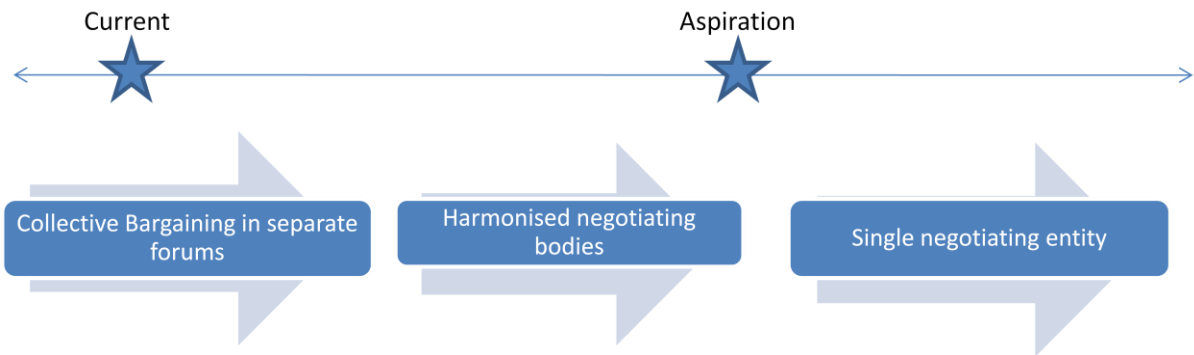
However, ACPO also supports the aim of greater harmonisation of police officer and police staff terms and conditions as outlined in this submission. The practicalities of achieving such an aim when matters are negotiated in two separate arenas, are difficult. There has been recognition of this fact in recent months with the Trade Union Side of PSC being invited to join the Police Advisory Board (PAB).

ACPO supports retaining a national approach to negotiating pay increases for police officers and police staff. For police officers it recommends a move to a PRB. Whilst retaining the PSC for police staff would be workable ACPO would welcome the opportunity to discuss the feasibility and merits of a single PRB for police officers and police staff that might provide a more coherent approach to delivering effective pay and conditions for the complete workforce through a single forum.

In moving to a PRB for determining police officers' pay and conditions there would be a number of further issues to be considered:

- Whether the PRB should cover police officers and police staff or just police officers.
- How widely to draw the remit of any new PRB. It could be tightly defined to deal primarily with the annual pay increase whilst ACPO would prefer that it be drawn more widely to achieve a strategic approach to determining future pay and conditions.
- Whether Chief Officers would fit within the new PRB structure or elsewhere, e.g. the Senior Salaries Review Body, which would be a matter on which the Chief Police Officer Staff Association (CPOSA) are best placed to advise.

Negotiating Bodies, range of options



Chapter 7: Summary of Future Propositions

Chapter	Summary of Future Propositions
2	Basic Pay and the “X” Factor
	<p>1. ACPO propose that the following factors should determine the “X” factor:</p> <ul style="list-style-type: none"> • Being placed in harms way. • Accountability derived from the responsibility of the use of discretion. • The duty to prevent and detect crime on and off duty. • Prohibition from political activism. • Restrictions on specific premises in which an officer can live. • Restrictions on the level of personal debt. • Restrictions on the ability to earn money outside the service. • Disruption of family life. • Restrictions on when leave is used. • Social Status.
	Regional Pay
	<p>1. Basic pay should continue to be set nationally with additional supplements paid to compensate for extreme living costs in extreme cases only.</p>
	Fitness Testing
	<p>1. Fitness should be tested for specialist roles only.</p>
3	Contribution and Role-based pay
	<p>1. ACPO does not support performance related pay.</p> <p>2. ACPO believes that people should be paid for what they do, the skills they have and are applying in their work and the weight of the job they do.</p> <p>3. ACPO supports a ‘certificate of practice’ for police officers.</p>

	<p>4. ACPO supports a national pay framework for police staff.</p>
4	Entry Routes
	<ol style="list-style-type: none"> 1. ACPO supports enhanced talent management and accelerated promotion. 2. As such ACPO only supports direct entry under the following provisos: <ul style="list-style-type: none"> • The Office of Constable must remain at the heart of British policing, as the bedrock of service culture and representation of independent law enforcement to the general public. • Those taking up officer roles must have the operational skills and experience to perform their role effectively and safely. • Those taking up officer roles must have the generic operational skills and experience to provide their Chief Constable with the required level of flexibility and capability to be deployed at their rank. • Robust and respected accreditation processes must be put in place to ensure that the skills and expertise required at each of the different ranks can be reliably and accurately assessed.
5	Career Length and Pension
	<ol style="list-style-type: none"> 1. ACPO does not support the use of reduced term contracts as a means of managing staff performance.
6	Pay Negotiating Machinery
	<ol style="list-style-type: none"> 1. ACPO supports the retention of a national approach to negotiating pay increases for police officers and police staff. 2. ACPO supports a PRB (Pay Review Body) for police officers.

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