

Royal Commission on the Police

MINUTES OF EVIDENCE

1-2

First Day, Thursday, 17th March, 1960

Second Day, Friday, 18th March, 1960

WITNESSES

Home Office

Scottish Home Department

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Questions 300-404

MINUTES OF EVIDENCE

TAKEN BEFORE THE

Royal Commission on the Police

FIRST DAY

Thursday, 17th March, 1960

Present :

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MR. D. G. MACKAY (*Assistant Secretary*)

Memorandum of Evidence on the pay of the constable submitted by the Home Office.

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Introduction

The main purpose of this memorandum is to provide the Royal Commission with the factual background to the current rate of pay of the constable. The memorandum starts by giving, in *paragraphs 1-19*, the history of the constable's pay since 1919; and it then briefly mentions certain issues which the Commission may wish to consider. These are:—

the relationship of the constable's pay with the rates in other occupations; the principle of a standard rate of pay throughout the country; the length of the constable's scale; the pay of the woman constable; and the relationship of pay to recruitment and wastage.

The memorandum is supported by a number of appendices.

Historical Summary

1. Before 1918 the constable's pay varied from force to force. Borough police authorities were at liberty to fix the rates that seemed to them to be appropriate. The Secretary of State had power to make rules with regard to the pay of the county constabularies, and had, in 1886, issued model scales. These scales provided no fewer than seven different weekly rates for constables, which might be adopted according to local circumstances; they were never revised and by 1918 the maximum rate had been exceeded, with the sanction of the Secretary of State, in most of the county forces. Although the rate of pay in one force tended to affect that in a neighbouring force, and some counties acted in concert in fixing scales of pay, there were wide variations (see *paragraphs 24-26* of the report of the Desborough Committee).

2. With the introduction in 1918 of the 50% Exchequer grant in aid of police expenditure, the Secretary of State took steps which brought about a considerable measure of uniformity in the rates of pay. As a condition of grant he required police authorities to adopt a scale of 40s. a week rising to 50s. for constables, or one of 43s. rising to 53s.; the latter was called the "Metropolitan" scale, but many police authorities outside London adopted it. By 1919 one or other of these scales had been adopted by nearly all forces.

3. The Desborough Committee recommended in their report, presented in July, 1919, that the Secretary of State should have power to fix standard scales of pensionable pay for sergeants and constables and that certain other conditions of service should be made uniform. The scale of pay which the Committee recommended for constables was one of 70s., rising to 90s. after 10 years' service, with two further long service increments of 2s. 6d. at 17 and 22 years' service which were payable subject to good conduct and efficiency.

4. The considerations which prompted these recommendations are set out, as follows, in *paragraphs 28-34* of the report of the Desborough Committee—

"28. In considering the standard rate of pensionable pay which we should recommend we have taken into account not merely, or even mainly, the rates of pay in force before the war and the percentage to be added in consideration of the increase in the cost of living, but we have endeavoured to appraise as well as we can the services rendered by the Police to the community, the standard of qualifications required and the rate of remuneration which seems to us reasonable and proper in all the circumstances and likely to attract recruits of the right stamp. In view of the evidence which we have heard as to the work of the Police and the high standard of qualifications required, we are satisfied that a policeman has responsibilities and obligations which are peculiar to his calling and distinguish him from other public servants and municipal employees, and we consider the Police entitled thereby to special consideration in regard to their rate of pay and pensions.

29. A candidate for the Police must not only reach certain standards of height and physical development, but must have a constitution which is sound in every way. The duties the Police have to perform are varied and exacting;

they are increasing, and will probably still increase in variety and complexity, and a man cannot make a good policeman unless his general intelligence, memory and powers of observation are distinctly above the average. His character should be unblemished; he should be humane and courteous and, generally, he should possess a combination of moral, mental and physical qualities not ordinarily required in other employments. Further, when he becomes a constable, he is entrusted with powers which may gravely affect the liberty of the subject, and he must at all times be ready to act with tact and discretion, and on his own initiative and responsibility, in all sorts of contingencies. The burden of individual discretion and responsibility placed upon a constable is much greater than that of any other public servant of subordinate rank.

30. The Police also stand in a special relationship to the community. Each constable on appointment becomes one of the duly constituted guardians of law and order for and on behalf of the citizens as a whole, and, as we have pointed out, he makes a declaration of service to the Crown as such. He undertakes special responsibilities in regard to the prevention and detection of crime, and, while he does not relieve the citizen from all responsibility for the protection of his own property and for bringing offenders to justice, he claims to be and is the principal agent in the prevention and detection of crime of all kinds, and generally holds a position of trust which it is important he should be able to maintain. We consider it essential that the sense of obligation to the public should be preserved in the Police, and the reason we dwell on these considerations at some length is that they are fundamental to the views we have formed as to the status of the Police and the pay they should receive.

31. A number of police witnesses have urged that in various ways a constable is subject to social disabilities by reason of his employment. Moreover, he must at all times, both on and off duty, maintain a standard of personal conduct befitting to his position, and this does impose upon him certain restrictions which do not exist in ordinary employments and hardly apply in the same degree even in the case of other public servants. He is liable to be called for duty at any time in an emergency, and, in order that he may be available for unexpected calls, he may be restricted in his choice of residence. The special temptations to which a constable is exposed are obvious, and, as any lapse must be severely dealt with, it is only just that his remuneration should be such as will not add to his temptations the difficulties and anxieties incidental to an inadequate rate of pay. The policeman's calling also exposes him to special dangers. He may at any time have occasion to arrest an armed criminal; he frequently has to deal with drunken persons, who are responsible for the greater part of the crimes against the person, and he may occasionally have to take part in suppressing violent disorder.

32. The policeman is also put to certain special expenses by reason of his employment, for example, he not only requires good and sustaining food but the cost of his housekeeping is increased by the irregularity of the hours at which he has to take his meals and the frequent necessity of cooking specially for him; and it is generally, and quite correctly, a condition of service that he may not be concerned, directly or indirectly, in any trade or business, so that he is precluded from supplementing his wages by undertaking employment for profit in his spare time.

33. We are not unmindful that the policeman has important advantages which are not shared by the ordinary workman. In particular, he need make no provision for times of unemployment; he has holidays on full pay; he has the benefit of a pension scheme to which he contributes only a fraction of the total cost (in the English Police less than one-tenth, at pre-war rates) and which is distinctly more favourable than that enjoyed by any other public servant; and in a good many forces he is provided with a house or other quarters or receives an allowance towards his rent.

34. Having regard, however, to the nature of Police work and to the responsibilities to which we have referred, we consider the pay of a policeman should not be assessed on the basis of that of an agricultural labourer or an unskilled worker as has been the case. In the course of the evidence, various comparisons have been drawn between the present remuneration of the Police and that in certain other employments, and we give the following figures as indicating the relatively unfavourable position of the Police on their present rates of pay:—

(1) RECEIPTS OF A CONSTABLE WITH 5 YEARS' SERVICE (MARRIED AND WITH TWO CHILDREN) IN (a) THE METROPOLITAN POLICE, AND (b) A FORCE WHICH MAY BE TAKEN AS TYPICAL OF THE SMALL BOROUGH FORCES.*

(a)			(b)		
	£	s. d.		£	s. d.
Pay (Scale 43s. to 53s.)	2	8 0	Pay (Scale 40s. to 50s.)	2	5 0
War Bonus	12	0 0	War Bonus	10	0 0
Rent Aid (average)	1	8 0			
Coal Allowance		4 0			
Children's Allowance ..	5	0 0			
Total Receipts†	£3	7 0	Total Receipts†	£2	15 0

(2) CURRENT WEEKLY EARNINGS IN CERTAIN OTHER EMPLOYMENTS, AS STATED BY VARIOUS WITNESSES.‡

(Question 2337) Corporation Street Sweeper, Newcastle-on-Tyne ..	2	15 0
Tramcar Driver, Newcastle-on-Tyne	3	5 0
(Question 3573) Scavenger, Mersey Docks and Harbour Board ..	3	7 6
(Question 3683) Cotton Porter, Liverpool	3	8 6
Dock Gate Man, Liverpool	3	8 0
Carter, Liverpool	3	12 0
Question 5564) Corporation Road Scavenger, Birmingham	3	1 0
(Question 5565) Corporation Ash Man, Birmingham	3	3 0
(Question 9163) Glasgow Pavior	4	0 0
(Question 2401) Unskilled Labourer (London rate, 1s. 5d. an hour)	3	8 0"

5. The rates of pay recommended by the Desborough Committee (70s. rising to 90s. after 10 years, to 92s. 6d. after 17 years and to 95s. after 22 years) were brought into operation with effect from 1st April, 1919, and power was taken in Section 4 of the Police Act, 1919, to enable the Secretary of State to make regulations as to pay and other conditions. When the first Police Regulations were made, in 1920, the Desborough scales were embodied in them, and they also made provision for certain standard emoluments, and in particular that every member of a police force should receive free accommodation or be granted a rent allowance in lieu.

6. Immediately following the report of the Desborough Committee there was a substantial rise in the cost of living, as a result of which a bonus scheme was brought into operation under which non-pensionable additions, of up to 12s. a week in the case of constables, were made to police pay, higher rates being payable to the Metropolitan police and in industrial areas than elsewhere. The scheme lapsed, with the fall in the cost of living, in September, 1921.

* In some Borough Forces the bonus is less than 10s. and in a few no bonus is paid.

† The estimated value of the pension rights of a Metropolitan constable (that is to say, the sum which he would have to put aside, less the amounts actually deducted from his pay, to secure equal benefits) is 12s. weekly. He also receives a boot allowance of 1s. weekly and uniform. The value of the pension rights in other forces will depend on the pension scale adopted, but will be less than that in the Metropolitan Police, on account of the lower scales of pay.

‡ These figures are given as quoted by the witnesses as the current rates at the time when they gave evidence.

7. In 1922, as a result of recommendations by the Committee on National Expenditure, deductions from police pay of $2\frac{1}{2}\%$ were made, together with some reduction in allowances. In 1923 the Desborough Committee were invited to review their earlier recommendations, but reported that in view of the unsettled economic conditions the time was not opportune for any alteration in the existing arrangements. In 1931 and 1932, as part of the general economy measures to meet the financial crisis, the deductions were raised by further "supplementary deductions" to a level of almost 10%—8s. 6d. a week in the case of constables.

8. There were further changes, with effect from 1st October, 1931, following the report of the Police Pay (New Entrants) Committee, under the Chairmanship of Sir George Higgins, which recommended that:—

- (a) the principle of standard scales of pay for constables and sergeants should be retained;
- (b) new entrant constables should, however, have a modified scale of pay starting at 62s. (instead of 70s.) and reaching 90s. after twelve years (instead of ten years);
- (c) both scales should be subject to the "supplementary deductions" referred to in *paragraph 7* above;
- (d) pensions should be based on the abated rate of pay, and while the increments after 17 and 22 years' service should be retained they should not be pensionable.

9. The "supplementary deductions" were reduced to half from 1st July, 1934, and were discontinued from 1st July, 1935. The other features of the Higgins Committee's recommendations remained in being. During the Second World War the two standard rates of pay, for men who joined before and after 1st October, 1931, were supplemented from time to time by bonuses, which were initially non-pensionable, but became a pensionable addition to pay from 1st September, 1944. The existence of two scales of pay for men performing the same work, side by side, had long given rise to discontent, and on 1st April, 1945, a common scale of pay for constables was again introduced. It provided for a rate at entry of 90s. a week, rising to 117s. a week after ten years, with two additional pensionable increments of 3s. a week after 17 and 22 years' service, making a maximum of 123s. This scale was revised from 6th November, 1946, to one starting at 105s. a week and rising to 132s. a week after ten years, with two pensionable increments of 4s. a week after 17 and 22 years' service, making a maximum of 140s. a week. At the same time it was decided to appoint an independent committee to review the whole field of police conditions of service.

10. This Committee, under the Chairmanship of Lord Oaksey, was set up in May, 1948, and made its first report in April, 1949. It recommended that there should be a standard rate of pay for constables, starting at £330 a year on appointment and rising to £390 (by £10 steps—the initial step being after two years' service on completion of the constable's period of probation) after seven years' service, to £400 after ten years' service, £410 after 15 years and a maximum of £420 after 22 years' service, and this scale was brought into operation with effect from 1st July, 1949.

11. The considerations which prompted the conclusions of the Oaksey Committee as to an appropriate rate of pay for constables are set out in *paragraphs 19-26* of their report. Referring to the observations of the Desborough Committee in *paragraphs 29-32* of their report (see *paragraph 4* above), the Oaksey Committee said:—

"19. We entirely agree with these observations. The policeman's responsibilities are essentially unchanged; but they are now exercised in a wider field. Legislation since 1919 has added to his duties and increased their complexity. More recently, wartime shortages and the resultant rationing and controls have created a whole new range of offences which frequently offend less against the conscience than against the law, and have led to an increase in crime. The organisation and technique of modern criminals, their use of cars, and their increased tendency to carry firearms, have all added to the difficulties and

dangers attached to preventing crimes and capturing criminals. Moreover, the police have had to deal with a much wider cross-section of the public since motor traffic regulations, the liquor licensing laws, rationing and controls have brought increased chances of wrong-doing to even the well-intentioned and well-to-do. Since 1919 there has been a notable spread of educational facilities and they are to be extended in the near future. A police service which has to deal with a better educated public must itself be properly equipped for its task. Some concern has rightly been expressed to us lest the rise in general educational standards should not be adequately represented amongst the recruits to the police service. So far the spread of knowledge has not lightened the policeman's task; in fact it has added to his responsibilities. Some of the problems which face the police in the performance of their duties at the present time may be only temporary and may eventually disappear. But we are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less; and we have had this at the forefront of our minds in all our enquiries into police emoluments.

Police Emoluments in General

20. We did not find it easy to discover the cumulative value of all the various factors amongst police emoluments. The representatives of the men were inclined to base their comparisons and claims upon their pay alone and, in our view, to underestimate the value of the various subsidiary emoluments. Representatives of the police authorities, the Home Office and the Scottish Home Department on the other hand impressed upon us the relatively high value of the "concealed" emoluments. These witnesses differed in detail as to the precise value to be placed upon the various subsidiary emoluments. The Home Office estimate, which was not the highest, included the following examples:—

VALUE OF POLICE PAY AND EMOLUMENTS*

	Constable at minimum of scale of pay	Constable at maximum of scale of pay (including 2 additional increments)	Sergeant at maximum of scale of pay	Inspector at maximum of scale of pay
	s. d.	s. d.	s. d.	s. d.
Gross pay	105 0	140 0	165 0	197 6
Pay less pension contributions (5% of pay less 1s. 2d.)	100 11	134 2	157 11	188 9
Value of quarters or tax-free rent allowance†	19 9	18 7	24 10	28 3
Boot allowance‡	2 6	2 6	2 6	2 6
Value of uniform‡	10 0	10 0	11 0	12 3
Value of pension (25% of pay)	26 3	35 0	41 3	49 4
Total pay and emoluments	159 5	200 3	237 6	281 1
Annual equivalent	£415 16s.	£522 6s.	£619 9s.	£733 3s.

* Policemen, like other members of the community, pay national insurance contributions of 4s. 11d. a week which are not shown in this table.

† Rent allowances vary from rank to rank and force to force; and for married men according to the actual rent and rates paid. The figures given in this line are based on rent allowances of 15s., 17s. 6d., 20s. and 21s. 6d. a week respectively. These are typical rent allowances paid in provincial police forces in England and Wales. Rent allowances are, in effect, tax free and the figures shown in this table have been grossed to allow for this. Since liability to income tax varies with the circumstances of the individual, it has been necessary to choose specific examples. The constable at the minimum of the scale of pay is a single man, the others married men each with two children.

‡ These allowances are tax-free but they have not been grossed to show their value as taxable income.

Other allowances to which the police are entitled are not included in this estimate, presumably because they are not received by all members of the ranks in question; but their effect should not be overlooked.

21. Some witnesses would no doubt contest that policemen derive any particular value from their free boots and uniform. But the provision of footwear and clothing for duty hours undoubtedly saves policemen from a greater use of the shoes and clothes which they buy for themselves, and if police remuneration is to be related on a fair basis to that in other occupations a value must be ascribed to them. The precise value may be open to debate. The boot allowance is actually 2s. 6d. a week. The amount to be included for uniform should be, not the cost to the police authority of providing uniform, but what the individual saves because he does not have to use his own clothes for police duty. This is precisely the criterion that should be used for fixing the rate of the plain clothes allowance for detectives. The rates of plain clothes allowance last claimed by the Police Federation for England and Wales, and agreed by other parties represented on the Police Council, are 10s. 0d. a week for constables, 11s. 0d. a week for sergeants, and 12s. 3d. a week for inspectors. If, as the Scottish Police Federation suggest, the plain clothes allowance for constables and sergeants should be greater, the value of free uniform should be correspondingly increased. If, on the other hand, too high a value has been placed on the provision of uniform, the plain clothes allowance is equally excessive. In the circumstances we accept the Home Office figures.

22. The general case for increased pay and other emoluments made to us on behalf of the police service was based mainly on the following contentions:

- (a) that police remuneration, relative to that in industry, is now much below the level at which it was placed in 1920 after the Desborough report;
- (b) that, while police responsibilities are *sui generis* and cannot be closely compared with those in other occupations, general comparisons with occupations which involve shorter hours and increased pay for night work and week-end duty as a regular feature indicate that the police are underpaid;
- (c) that certain solid advantages over other occupations which the police had in the period between the two World Wars—security of tenure, holidays with full pay, free medical and dental treatment and a generous pension scheme—have disappeared now that there is full employment and the whole community is under the wing of national insurance; and
- (d) that the responsibilities of the police have increased because their duty now involves dealing with problems of greater complexity, with criminals who are better equipped, and with people drawn from a wider range than ever before.

This last consideration has been presented to us most fully and, as we state in *paragraph 19*, we have attempted to give it due weight throughout. The others we discuss in later paragraphs, but we should like to record here that in the more important of the features mentioned in sub-paragraph (c) the police still enjoy a substantial advantage that seems to be insufficiently recognised by the men themselves, by potential recruits and by the public in general.

23. The relationship between police remuneration and rates of wages in other organisations is not easy to assess because of the large element of "concealed" emoluments which the police receive. The Desborough Committee's recommendations about the pay of constables were based to some extent at least upon a comparison with the wages then paid in certain other occupations and this is the only comparison of which they left a full record. Without endorsing the Desborough Committee's use of this particular yardstick, we think that an examination of the change in that relationship may be instructive. The Ministry of Labour have been able to tell us the wages of seven of these occupations at various stages between 1919 and November, 1948, and we have made as careful an assessment as we can for 1919, 1939 and 1948, taking into account

on the police side deductions from pay and all the subsidiary emoluments; and for the other occupations the contributions towards and the contingent value of, unemployment insurance, national health insurance and now national insurance. After the Desborough report in 1919 the average remuneration of a constable was 78% higher than the average of the other seven occupations. In 1939 the constable's remuneration, based on "Scale B," was 86% higher. In November, 1948, it was 66% higher. Taking into account the great increase in the absolute amount of police pay and emoluments, the advantage over these particular occupations has not greatly decreased.

24. We have also compared police conditions of service in a more general way with those in other occupations. In urban areas police protection is given night and day by three shifts of men who are each on duty for eight hours; and in rural areas, where night duty is not performed with the same regularity, the constable is frequently on a "split tour" system of duty and always has an obligation to attend to police matters at any hour of the day or night. In other occupations men who take their turn regularly on night work or who work on a "split-tour" system have, since 1939, received an enhanced hourly rate of pay. Police work has to go on throughout the week; in other occupations in which there is an obligation to work at weekends and in which the rest day may fall on any day of the week there has been since 1939 a considerable extension of the practice of making increased payment for work done on the Sundays that fall within the normal working week. The police still have a six-day working week, nominally of 48 hours but usually longer and, as we say later in this report when we deal with hours of duty, there seems no immediate possibility of a reduction. In many other occupations, probably the majority at an equivalent level of income, hours of work have been reduced since 1939 from 48 or 47 to 44 or even 40 hours a week without a corresponding decrease in wages. Taking these trends into account we have come to the conclusion that the increases in pay granted to the police since 1939 have fallen short of the improvements that have taken place in the other occupations in which conditions of work are similar enough to make a comparison valid.

25. In our view it is essential that members of police forces should be contented and reasonably free from financial worry. They should not serve under the sense that they are not fairly treated, having regard to the responsibilities, hardships, and risks which their service entails and to wages and hours of work in occupations which make fewer demands upon the individual. The difficulty is to value these responsibilities fairly in terms of pay and other emoluments. We have made this evaluation as best we can, and in later paragraphs we recommend increased scales of pay which, we think, give full weight both to the responsibilities and drawbacks of police service and to the general level of remuneration in other occupations. Before setting out our conclusions about pay, however, we feel that we should record our views upon one or two general matters which seem to us to be important.

26. Any comparison with industrial conditions raises the question whether compensation for shift work and weekend duty should be specifically attached to the occasions when night duty or weekend duty is performed. The possibility has some attractions at first sight. Duty at night and at weekends is unpopular, and understandably so. An extra payment for each occasion on which it was done would make it less unwelcome and would do justice as between the majority of constables who are out on the beat at all hours and the minority who do less than the normal share of night duty because they are on office work or specialist duties of one sort or another. On consideration, however, we have come to the conclusion, in agreement with the balance of the evidence, that a steady inclusive wage would be the best and indeed the only practicable arrangement for the police, and it will do no serious injustice if, as we believe, the great majority of men in each rank do much the same proportion of night and weekend duty in the course of their 25 or 30 years of service."

12. At the time of the Oaksey pay award the strength of the police forces in England and Wales was 58,850 men and women. Following the award, there was an uninterrupted increase in the strength of the service until 30th November, 1950, when it had reached a figure of 62,578. During this period the cost of living had risen by 4.5% and the wages index by 4.6%. From the end of November, 1950, strength began to decrease and on 31st August, 1951, it was 61,654.

13. In March, 1951, the Police Federation sought a further increase in pay, and since suitable negotiating machinery for the settlement of claims, which had been recommended by the Oaksey Committee, had not then been instituted, the Secretary of State appointed Sir Malcolm Trustram Eve to be Chairman of the Police Council for England and Wales for a meeting, held on 24th and 25th July, 1951, for the specific purpose of considering the question of pay. Since the Council failed to reach agreement, Sir Malcolm Trustram Eve, assisted by two Assessors, Lord Crook and Sir Alexander Gray, subsequently made his own recommendations. His proposals as regards the constable's scale are set out in *paragraph 23* of his report, as follows:—

“23. We have come to the conclusion that, in present circumstances, a man constable ought to receive at the minimum an increase of £70 a year above his present salary of £330. This is £30 more than the increase to which we think he is entitled in relativity with other workers by reason of changes since consideration by the Oaksey Committee (late 1948). We recommend it solely upon the ground that it is in the national interest to “man up” the Police Force and that any less increase would neither attract the necessary new recruits nor retain the necessary number of the existing forces. If the present relativity of all ranks is to be maintained this scale should extend at the maximum to £505 a year—an increase of £85. We are proposing that the incremental rises in the Oaksey scales should be maintained unaltered. There will therefore be 10 (instead of 9) increments. The first 9 increments should be at the same stages (and at £10) as in the Oaksey scales. The extra increment we recommend should be given in the 25th year at the rate of £15. It is possible that this increment at that stage might have some small effect in inducing men to continue beyond their 25th year and perhaps to the full 30 years.”

14. The scales recommended by Sir Malcolm Trustram Eve came into operation on 3rd August, 1951. The constable's new maximum was 20.2% higher than the Oaksey maximum; the cost of living had increased by 14.4% and the wages index by 10.1%. Recruitment was greatly stimulated and wastage, particularly of men retiring from the service on pension, decreased sharply. The strength of the police forces in England and Wales rose continuously from 61,654 on 31st August, 1951, to 66,004 by 31st March, 1953, when the cost of living was up by 26.1% on July, 1949, and the wages index by 24%. Numbers then fell away slightly to 65,773 by 31st October, 1953.

15. In 1953 machinery was brought into being for the settlement of police pay and other conditions of service by negotiation. The negotiating body, which is known as the Police Council for Great Britain, consists of an independent Chairman, appointed by the Prime Minister, an Official Side representative of the police authorities of England, Wales and Scotland, the Home Office and the Scottish Home Department and a Staff Side, representative of all ranks of the police service in England, Wales and Scotland. An agreement of the Council requires the concurrence of both Sides; should the two Sides fail to agree, either Side may refer the dispute to three arbitrators appointed by the Prime Minister, whose decision is treated as an agreement of the two Sides.

16. The Police Council for Great Britain agreed to a new scale of pay for constables, which came into effect from 14th January, 1954, and which increased the previous scale by £45 throughout, so that a constable received £445 on entry and £550 after 25 years' service. The new maximum was 30.9% higher than the Oaksey

maximum, compared with increases in the cost of living of 26.1% and in the wages index of 26.8%. The increase in pay arrested the decline in strength only temporarily. From 31st July, 1954, when strength had risen to 66,494, there was a further decline. On that date the cost of living had risen to 30.7% over Oaksey and the wages index to 30.5%. The fact that the drop in strength took place so soon after a substantial pay increase, was in part attributable to the retirement of men who, having served for three years after the Trustram Eve pay award of 3rd August, 1951, had obtained the full benefit of that award for pension purposes. Retirements on pension rose from 160 in July, 1954, to 407 in August.

17. From July, 1954, there was a continuing drop in police strength until 31st August, 1955, when numbers were 65,424. The 88-hour fortnight for members of the federated ranks was introduced on 5th September, 1955. Immediate effect could not be given to the reduced hours in many forces, but the additional hours worked were paid for at overtime rates.* Since the reduction in hours took the form of an extra rest day per fortnight, payment was made at time and a half—the rate appropriate to rest days and public holidays. (The “normal” overtime rate is time and a third, where time off in lieu cannot be allowed.) The introduction of the 88-hour fortnight was immediately followed by a rise in numbers. Negotiations for a new scale of pay were at that time proceeding on the Police Council for Great Britain, but agreement could not be reached and the claim was referred to arbitration. The arbitrators awarded a new scale for constables of £475 at the minimum, rising after two years to £535, with further increments after the third, fourth, fifth, sixth, tenth and fifteenth years of service to reach a maximum of £640 after fifteen years. The new scale was brought into effect from 15th December, 1955, and subsequently backdated to 8th September, 1955.

18. The award increased the constable's maximum to 52.3% over Oaksey, as compared with a cost of living increase of 35.1% and a wages index increase of 40.7%. Police strength rose from 65,776 on 31st December, 1955, to 68,223 on 31st December, 1956. A further pay claim had by then been lodged, which resulted on 1st April, 1957, in an award by the arbitrators, effective from 1st February, 1957, of a revised and shortened scale for constables of £490 on entry, rising to a maximum of £660 after 9 years' service. The new constable's maximum was 57.1% over Oaksey, the cost of living having risen by 43.2% and the wages index by 50.9%. At 31st March, 1957, immediately before this award, strength was 69,058, and after the award the figure continued to rise consistently. At the end of August, 1958, the strength was 70,757.

19. On 10th September, 1958, following a further disagreement on the negotiating body, the arbitrators awarded a new scale, effective from 22nd April, 1958, of £510 on entry, rising to £570 after two years, on completion of probation, thence by three increments of £15 to £615 after five years' service, and then by four further increments of £20 to a maximum of £695 after 9 years' service. The new maximum was 65.5% over Oaksey, compared with a rise in the same period of 49% in the cost of living and 62.5% in the wages index. The award was effective from 22nd April, 1958. Since the introduction of this scale police strength in England and Wales has risen to 72,537 on 31st December, 1959. On that date the cost of living and wages indices were 51.9% and 67.3% respectively above the indices at July, 1949, and there has been little change since.

Relationship With Other Occupations

20. Since the police service has in practice been regarded as *sui generis*, there has never been any precisely defined pay relationship with other occupations. Before 1919, the generally recognised principle was that a county constable should be paid at a somewhat higher rate than the agricultural labourer in his county. The Desborough Committee were not content to preserve this relationship—“. . . We consider the pay of a policeman should not be assessed on the basis of that of an agricultural labourer or an unskilled worker as has been the case” (*paragraph 34*

* Some 40 per cent. of constables were still working the additional hours at the end of 1959.

of their report); and while they drew attention to the level of pay in certain other occupations (see *paragraph 4* above), and while their recommendations were, in the view of the Oaksey Committee, to some extent based on a comparison with the wages paid in these other occupations, they did not substitute a fresh yardstick.

21. As has been seen from *paragraph 23* of their report (*paragraph 11* above) the Oaksey Committee brought up-to-date the Desborough Committee's comparison with the wages paid in certain other employments so far as that was practicable in 1949. They obtained the following table of information from the Ministry of Labour:—

**WAGES FOR SEVEN OF THE EMPLOYMENTS GIVEN IN PARAGRAPH 34
OF THE DESBOROUGH REPORT**

	Desborough		Ministry of Labour			
	1	2	1919			
	1919	1919	mean of 1 and 2	1939	1948	
	s. d.	s. d.	s. d.	s. d.	s. d.	
Tram Driver, Newcastle-on-Tyne	65 0	67 0	66 0	67 0	107 0	
Cotton Porter, Liverpool	68 6	66 0	67 3	62 6	100 0	
Carter, Liverpool	72 0	66 0	69 0	57 0	94 0	
Corporation: Road Scavenger, Birmingham	61 0	61 0	61 0	56 0	103 0	
Corporation: Ash Man, Birmingham	63 0	63 0	63 0	58 0	106 0	
Pavior, Glasgow	80 0	83 5	81 8	73 4	122 10	
Unskilled Labourer: London Local Authorities	68 0	66 0	67 0	58 8	100 0	
	477 6	472 5	475 0	432 6	742 4	
Average wage Relation	68 3	67 6	67 10 100	61 9 91	106 1 156	

This information led them to the conclusion that, "taking into account the great increase in the absolute amount of police pay and emoluments the [constable's] advantage over these particular occupations has not greatly decreased." As the increase in pay that they recommended indicates, however, the Oaksey Committee did not base their conclusions on this comparison with rates in other occupations and the Home Office have not had the figures brought up to date. The Home Office have, however, brought up to date the valuation of the constable's pay and emoluments that was given in *paragraph 20* of the report of the Oaksey Committee—see *paragraph 11* above:—

Value of Constable's Pay and Emoluments
(See Appendix VIII)

	At Minimum	At Maximum
Gross pay	£510	£695
Pay less pension contribution (6½% of pay less 1s. 2d. a week)	£481 3 4	£655 12 1
Value of tax-free rent allowance	£71 10 7	£111 14 0
Boot allowance	£7 16 6	£7 16 6
Value of uniform	£32 12 1	£32 12 1
Value of pension (26½% of pay)	£135 3 0	£184 3 9
Total pay and emoluments	£728 5 6	£991 18 5
Weekly equivalent	£13 19 3	£19 0 5

Notes:

- (i) National insurance contributions are not shown in the table.
- (ii) The constable at the minimum is, for calculating the value of the tax-free rent allowance, assumed to be single; and at the maximum he is assumed to be married with two children. Single man's rent allowance is taken as the average flat rate rent allowance paid in the provincial police forces in England and Wales on 31st December, 1959 (20s. 9d.); and married man's rent allowance as the average maximum limit rent allowance paid in those forces on that date (35s. 9d.).
- (iii) Boot allowance (3s. a week) and value of uniform are tax free, but they have not been grossed up to show their value as taxable income.

The Standard Rate of Pay

22. The considerations which led the Desborough Committee to recommend a standard scale of pay for all constables are set out, as follows, in *paragraphs 19-22* of their report:—

“Standardisation of Pay and Conditions of Service.

19. As to the possibility of standardisation, it might appear at first sight that the duties of the Police differ in some respects in different parts of the country. But even though the work of a constable or sergeant on beat or point duty in the City of London or in the clerical branch in any large city force is very different from, say, beat duty in the Highlands of Scotland or any rural county, what we have to consider is whether such differences are fundamental or render the work in one force more exacting than it is in another to such a degree as to justify separate treatment of the forces in regard to pay, pensions, etc. We have heard much evidence on this question. We do not gather that the duties of the average constable in the Metropolitan Police District or the City of London are more exacting or differ much from those of a constable in, say, Birmingham, Liverpool, Manchester or Glasgow, or any of the great City Forces; and we found that the claims advanced by the constables and sergeants of the Metropolitan Police and various large City Forces that their work is more exacting than work in a country district were strenuously denied by witnesses from County Forces, and men from the latter who had experience of both town and country work declared that they preferred the former and found it on the whole no harder than the latter. The typical country policeman is stationed alone in a village and is responsible for the police duty in the village and a beat extending perhaps four or five miles, or in sparsely populated areas even further, in each direction. The matters with which the typical town policeman has to deal cover a wide field, but the country policeman's duties appear to be no less varied, and, apart from occasional visits of a sergeant or superior officer, he has to act in all matters on his individual responsibility and without any possibility of summoning assistance. The country policeman requires to be essentially an “all round” man to a greater degree than the average policeman in a large City Force. The work of a town policeman on point duty at a busy traffic centre no doubt subjects him to a greater strain while it lasts than does the beat duty of an average country policeman, but when his tour of eight hours' duty is finished the town policeman (apart from special emergencies) is free until he is due for duty again, while the house of the country policeman, whether it is a police station proper with a cell for prisoners or a residence pure and simple, is marked as “Police Station” and the constable has to attend to any matter which may be reported to him at any hour of the night or day. If a telephone is provided, his wife is expected to answer it in his absence. Duty in town may be more dangerous than in the country, but the country policeman suffers as much or more from exposure to the weather. As to the general amenities of life, there is a good deal to be said on either side. For a man with young children the country will have advantages which, when his children are older,

may be counterbalanced by the better facilities for education or employment in the town.

20. A further consideration is that such differences as do exist between town and country work are not merely differences between separate forces but exist to practically as great a degree between individual members of one and the same force. For example, a Metropolitan policeman may have to do duty in the East End or in one of the outlying parts of the Metropolitan Police District and his work in the latter would differ in no respect from that of a constable in one of the adjoining counties of Essex, Herts, Surrey or Kent; or again, in certain counties, for example, Lancashire, Staffordshire and Worcestershire, populous county boroughs such as Bury, West Bromwich, Smethwick, Dudley, as well as the rural and sparsely populated parts of the county, are policed by the County Force, so that a constable may be serving at one time in one of these towns and at another in a remote country village. These differences would make any classification of forces by the character of their work very difficult to carry out on any equitable basis.

21. It is further noteworthy that the evidence from the Scottish Police and Police Authorities was strongly in favour of the pay, pensions and other conditions of service of the Scottish Police being assimilated to those of the Police in England and Wales, and no valid grounds for any distinction were suggested to us.

22. Having carefully considered the evidence on these points, we have come definitely to the conclusion that the duties of a policeman are fundamentally the same in character throughout the forces within our terms of reference; that such differences as exist between one force and another do not justify the wide differences in pay, pensions and housing conditions; and that the Police Service of Great Britain should be considered as a whole for the purpose of settling the main questions with regard to rates of pay, pensions, allowances and conditions of service generally."

23. There was, however, an almost immediate departure from the principle of a standard rate of pay introduced by the Desborough Committee, since the bonus scheme introduced in 1920 (see *paragraph 6* above) to meet the rise in the cost of living provided for different rates of bonus in different categories of forces:—

- (a) the Metropolitan and big city forces, and county areas which were mainly industrial;
- (b) rural, or mainly rural, county areas and the smallest borough forces;
- (c) forces of intermediate character;

and allowed single men only half the married men's rate of bonus. As has been seen, however, the scheme was short-lived, and, subject to what is said below about the London allowance, since 1921 there has been a standard rate of pay.

24. The Oaksey Committee dealt with this question in *paragraphs 27-31* of their report, which are reproduced below:—

"27. We have also felt it right to consider afresh whether the remuneration of constables and sergeants should be the same throughout the country. We endorse the Desborough Committee's conclusion that it should. This leads logically to the question whether there should be some gradation in the amount of emoluments received in London, other large cities, the smaller towns, and the rural areas. This is generally known as "provincial differentiation" and is a common feature in many other employments, its justification being that there are differences in the cost of living in different types of community. Some witnesses denied that there was any significant difference of that kind, but we were not impressed by their evidence. We consider that a given wage would not go as far in the centre of London as in, say, Cumberland or Cromarty; and that provincial differentiation of one kind or another is

necessary if the emoluments of constables and sergeants in the different police forces are to be roughly equivalent in value.

28. When we examined police remuneration as a whole, however, we found that the provision of free quarters or the payment of a rent allowance instead had brought about provincial differentiation to a marked degree. This is seen not only in the differing levels of the "maximum limits" but, more noticeably, in the amounts of rent allowances actually paid. Under the system of rent allowances in force for married men, the individual's actual expenditure on rent and rates is reimbursed in the form of a rent allowance the amount of which is subject to a maximum limit for each rank in each force. The present levels of maximum limits permit all but an insignificant minority of constables and sergeants who rent their own accommodation to recover all they pay in rent and rates. To quote some examples that show the variation, the maximum limit for the rank of constable is 35s. a week in the Metropolitan police force, 30s. a week in the Lancashire county force, 22s. a week in Northumberland, and 19s. a week in Dudley. The actual rent allowance (i.e., the amount recovered in respect of rent and rates) shows a still greater variation. For example, a recent review showed that of the constables in London who rented their own accommodation, 5 per cent. paid rents and rates less than 15s. a week and 33 per cent. more than 25s. a week; in Lancashire the proportions were 50 per cent. and 6 per cent. respectively.

29. The differing levels of rent and rates in different regions of the country are in great measure the justification for provincial differentiation, and while the system of rent allowances remains in force we see no need for any further differentiation between forces outside London; but the contention put forward by the Commissioners of the Metropolitan and the City of London police forces that policemen in London need something more to bring them level with members of other forces was supported by the general weight of the evidence, and we accept it. We accordingly recommend for constables and sergeants in the Metropolitan and the City of London police forces a small non-pensionable "London Allowance."

30. We are told, in any case, that to differentiate in pay between policemen stationed in city, town and country, would give rise to serious administrative difficulties in the county police forces, many of which contain all three types of community. A county chief constable must be free to move his men at need from one part of the police district to another, and a fall in pay on transfer from an urban to a rural district would be difficult for the man to understand even though it meant no change in the real value of his income. It would, moreover, be difficult to justify if it involved an alteration in the level of pensionable pay, since there would be no guarantee that the man would continue to reside after his retirement in the locality in which he was last stationed. We should add that witnesses who spoke on behalf of constables and sergeants opposed any further differentiation in remuneration between police forces.

31. For the sake of completeness, we wish to record that we have considered whether rent allowances and the value of free quarters should be consolidated with pensionable pay. This would have the advantage of giving potential recruits a better idea of the true value of police emoluments and would, in some ways, have more administrative convenience than the present system. But it would involve a substantial increase in the present high cost of police pensions; it would require, as a corollary, a substantial degree of provincial differentiation if the real value of police emoluments were to be kept at the same level in all forces; and it would involve charging rent for those houses and residential quarters at police stations and elsewhere that are now provided free of cost by police authorities. We reject the proposal as impracticable.*

* In 1950 the supplementary allowance paid to firemen, which was comparable with the police constable's rent allowance, was consolidated with their pay.

In *paragraph 41* of their report, the Oaksey Committee recommended that the "London Allowance" should be £10 a year, and this was increased to £20 a year as part of the agreement of the Police Council for Great Britain which resulted in the pay award of 14th January, 1954. It has remained at £20 since 1954. In accordance with the Oaksey recommendation the allowance is non-pensionable.

25. The principle of the standard scale of pay was referred to by the arbitrators when making their award in December, 1955. They said:—

"Common scales of pay apply throughout Great Britain in the case of the ranks referred to in the preceding paragraphs (i.e. the federated ranks). We have felt compelled, since neither the Official Side nor the Staff Side of Panel "C" of the Police Council has raised the question of the propriety of altering this arrangement, to assume for the purposes of our award that it will continue. We are, however, of the opinion that a review of the arrangement should be undertaken now so that any modifications of it which may be desirable can be embodied in the terms of any future settlement of police rates of pay."

This expression of opinion has not, however, led to any action being taken on the matter by the Police Council for Great Britain.

The Length of the Constable's Scale

26. The scale introduced as a result of the recommendations of the Desborough Committee gave the constable his maximum after 10 years' service, subject to two long service increments after 17 and 22 years' service respectively. The scale for new entrants devised by the Higgins Committee provided for the maximum to be reached after 12 years, but the consolidated post-war scale reverted to the form of the Desborough scale. The scale recommended by the Oaksey Committee dispensed with the long service increments, but the basic scale was extended, with increments after 2, 3, 4, 5, 6, 7, 10, 15 and 22 years' service. The Trustram Eve award in 1951 introduced a further, final, increment after 25 years' service with the expressed object of "inducing men to continue beyond their 25th year and perhaps to the full 30 years." In 1955, the scale was reduced by the arbitrators to the Police Council for Great Britain to one of fifteen years, with increments falling after 2, 3, 4, 5, 6, 10 and 15 years' service, and in 1957 it was further reduced to a nine-years' scale, with increments after every year of service except the first (mid-probation) year. There has been no subsequent change.

27. Until recent years, therefore, the constable's scale carried certain increments during the later years of service. The reason for this was two-fold. First, the constable's scale had traditionally recognised the value of the officer who had long service. Second, it was thought that the absence of any increments over the last 15 or more years of service would tend to be discouraging to those men who had little prospect of rising above the rank of constable.

The Pay of the Woman Constable

28. The pay of a woman constable has, since 1946, been approximately 90% of that of a male constable. This relativity was endorsed in the scales recommended by the Oaksey Committee and has been preserved in the various awards made since 1949.

The Relationship of Pay to Recruitment and Wastage

29. The movements of recruiting and wastage and the changes in pay between 1949 and 1959 are demonstrated graphically in Appendices V and VI. Recruiting and wastage are no doubt affected by a variety of factors, of which pay is only one. The average monthly rate of recruitment to the police service since July, 1949, has been about 500, but there were isolated occasions during the months immediately succeeding the Oaksey and Trustram Eve pay awards when recruitment exceeded 700 a month, and on a number of occasions after these and later awards the monthly rate exceeded 600. During the periods preceding the pay awards in 1951, 1954 and 1955 the recruitment rate fell below 400 men and women a month.

30. The average rate of wastage from the service during the last ten years has been just under 400 men and women a month. For the most part the monthly wastage rate has exceeded 300, though wastage was less than this after the Trustram Eve pay award (the winter of 1951/52). The peaks of wastage, with more than 500 men and women leaving the service in a month, were in the early months of 1951, and in the latter part of 1954 and the first half of 1955. The wastage of probationers, and men and women resigning without pensions, has remained reasonably constant, each being normally below 100 a month; there was, however, a noticeable peak in the wastage of probationers in the late summer of 1957 and a similar peak in the wastage of men and women resigning without pensions in the summer of 1955.

31. The wastage of men and women retiring on pension has, on the other hand, fluctuated considerably, and it is this that has largely dictated the pattern of overall wastage. Thus, although the monthly wastage of pensioners is normally between 100 and 200, it exceeded 200 on a number of occasions in the later months of 1950 and the early months of 1951. After the Trustram Eve pay award the pensioners' wastage rate fell to the 100 mark and did not exceed 200 again until three years after the Trustram Eve award, when it leapt to more than 400 in the one month of August, 1954, and continued to exceed 200 a month until the 1955 pay award was made, when it again fell to below the 100 mark and did not again exceed 200 until exactly three years after the 1955 pay award.

Home Office,
Whitehall,
S.W.1.

March, 1960.

APPENDIX I

The Constable's Pay since 1919

Date of introduction of scale	Minimum	Maximum
1919 Desborough (" Scale A ")	70s. a week † (£180 a year)	95s. a week † (£245 a year)
1931 Higgins (" Scale B ") for new entrants	62s. a week † (£160 a year)	95s. a week † (£245 a year)
1945	90s. a week † (£235 a year)	123s. a week † (£320 a year)
1946	105s. a week † (£270 a year)	140s. a week † (£365 a year)
1949 (Oaksey)	£330 a year	£420 a year
1951 (Eve)	£400 a year	£505 a year
1954 (Agreement of Police Council for Great Britain)	£445 a year	£550 a year
1955 (arbitrators' award)	£475 a year	£640 a year
1957 (arbitrators' award)	£490 a year	£660 a year
1958 (arbitrators' award)	£510 a year	£695 a year

NOTES

(i) Constables were paid war bonus as follows:—

1. 7.40	5/- a week
1. 3.41	10/- " "
1. 6.42	13/6 " "
1. 6.43	17/- " "
1.11.43	19/- " "
22.12.44	23/- " "

and in addition from 1.7.40 a war duty allowance of 3s.

(ii) Constables of the Metropolitan and City of London police forces have received a non-pensionable allowance of £10 from 1.7.49 to 14.1.54 and of £20 from 14.1.54.

† Approximate.

APPENDIX II

Rent Allowance

1. Under Regulation 28 of the Police Regulations the police authority is required to provide every member of the police force with a house or quarters free of rent and rates or to pay him a rent allowance. The rent allowance is either a maximum limit allowance or a flat-rate allowance; and, apart from a few special cases, the married officer living with his wife receives a maximum limit allowance and all other officers receive a flat-rate allowance.

2. Every police authority fixes, subject to the approval of the Secretary of State, the allowances for the several ranks of the force. The maximum limit for the rank in question is fixed at a level sufficiently high to reimburse the rent and rates of all married men who rent unfurnished accommodation, with the exception of any who may have rented unnecessarily expensive accommodation or who, for personal reasons, may have necessarily undertaken to pay rents which it would be unreasonable to reimburse from public funds in full. The maximum limit having been fixed on this basis, and subject to this limit :—

- (a) Married men renting unfurnished accommodation are reimbursed their expenditure on rent and rates;
- (b) Married men renting furnished accommodation are reimbursed their expenditure on rates, together with such amount as the police authority consider would have been paid in rent if the accommodation had been unfurnished;
- (c) Married men owning the house they occupy are reimbursed their expenditure on rates, together with such amount as in the opinion of the District Valuer would be paid in rent for the house if it were let unfurnished;
- (d) Single men are paid a flat-rate allowance equal to half the maximum limit.

3. Rent allowance is subject to income tax and, to achieve equity as between the officer who is provided with a house or quarters and the officer who is paid a rent allowance, the police authority pay the latter annually a compensatory grant equal to the amount by which his income tax liability in the preceding year in respect of his service in the force was increased by virtue of the inclusion in his emoluments of the rent allowance (and of the compensatory grant).

A. Maximum Limits on 31st December, 1959**I COUNTIES**

BEDFORD	42/6	LANCASHIRE	36/—
BERKS	42/6	LEICESTER & RUTLAND	36/—
BUCKS	42/6	LINCOLN	35/—
CAMBRIDGE	40/—	MONMOUTH	35/—
CARDIGAN AND		MID-WALES	42/6
CARMARTHEN	42/6	NORFOLK	30/—
CHESHIRE	42/6	NORTHAMPTON	42/6
CORNWALL	35/—	NORTHUMBERLAND	35/—
CUMBERLAND AND		NOTTINGHAM	35/—
WESTMORLAND	35/—	OXFORD	42/6
DENBIGH	42/6	PEMBROKE	42/6
DERBY	42/6	PETERBOROUGH	40/—
DEVON	42/6	SALOP	37/—
DORSET	48/—	SOMERSET	42/6
DURHAM	35/—	STAFFORD	42/6
ELY, ISLE OF	35/6	SUFFOLK, EAST	42/6
ESSEX	42/6	SUFFOLK, WEST	37/6
FLINT	42/6	SURREY	42/6
GLAMORGAN	42/6	SUSSEX, EAST	42/6
GLOUCESTER	42/6	SUSSEX, WEST	42/6
GWYNEDD	42/6	WARWICK	42/6
HANTS	42/6	WILTS	50/—
HEREFORD	42/6	WORCESTER	42/6
HERTS	42/6	YORKS, EAST RIDING	31/—
HUNTS	35/—	YORKS, NORTH RIDING	42/6
KENT	52/6	YORKS, WEST RIDING	42/6

APPENDIX II (Contd.)

II CITIES AND BOROUGHES

BARNSELEY	35/-	GRIMSBY	42/6	ST. HELENS	35/-
BARROW	47/-	HALIFAX	37/6	SALFORD	40/-
BATH	50/-	HASTINGS	42/6	SHEFFIELD	35/-
BIRKENHEAD	42/6	HUDDERSFIELD	36/-	SOUTHAMPTON	52/6
BIRMINGHAM	42/6	HULL	40/-	SOUTHEND-ON-	
BLACKBURN	33/-	IPSWICH	42/6	SEA	52/6
BLACKPOOL	42/6	LEEDS	42/6	SOUTHPORT	50/-
BOLTON	42/6	LEICESTER	42/6	SOUTH SHIELDS	37/6
BOOTLE	42/6	LINCOLN	35/-	STOCKPORT	42/6
BOURNEMOUTH	42/6	LIVERPOOL	52/6	STOKE-ON-TRENT	37/6
BRADFORD	42/6	MANCHESTER	42/6	SUNDERLAND	42/6
BRIGHTON	47/6	MERTHYR TYDFIL	35/-	SWANSEA	45/-
BRISTOL	53/-	MIDDLESBROUGH	40/-	TYNEMOUTH	35/-
BURNLEY	34/-	NEWCASTLE-		WAKEFIELD	27/6
CAMBRIDGE	50/-	UPON-TYNE	42/6	WALLASEY	42/6
CARDIFF	42/6	NEWPORT	42/6	WALSALL	42/6
CARLISLE	34/-	NORTHAMPTON	37/-	WARRINGTON	35/-
COVENTRY	42/6	NORWICH	42/6	WIGAN	35/-
DERBY	36/-	NOTTINGHAM	42/6	WOLVER-	
DEWSBURY	30/-	OLDHAM	36/-	HAMPTON	37/6
DONCASTER	35/-	OXFORD	42/6	WORCESTER	42/6
DUDLEY	37/6	PLYMOUTH	50/-	YORK	35/-
EASTBOURNE	42/6	PORTSMOUTH	52/6	METROPOLITAN	
EXETER	42/6	PRESTON	42/6	POLICE	62/6
GATESHEAD	37/6	READING	42/6	CITY OF LONDON	
GREAT		ROCHDALE	32/-	POLICE	62/6
YARMOUTH	42/6	ROTHERHAM	32/-	TYNE RIVER	35/-

B. The number of constables drawing maximum limit rent allowance, showing the amounts of payments, divided between provincial and London forces :—

Amount of Rent Allowance		Number of Constables	
		Provincial	London
15s. and under		294	16
over 15s. up to (and including) 16s.		41	4
16s.	17s.	51	3
17s.	18s.	104	12
18s.	19s.	65	10
19s.	20s.	188	18
20s.	21s.	93	18
21s.	22s.	130	10
22s.	23s.	135	17
23s.	24s.	115	17
24s.	25s.	267	35
25s.	26s.	140	44
26s.	27s.	196	42
27s.	28s.	298	41
28s.	29s.	256	36
29s.	30s.	593	77
30s.	31s.	268	66
31s.	32s.	349	70
32s.	33s.	392	64
33s.	34s.	240	63
34s.	35s.	870	138
35s.	36s.	411	112
36s.	37s.	208	72
37s.	38s.	384	105
38s.	39s.	144	68
39s.	40s.	558	122
40s.	41s.	157	124
41s.	42s.	164	94
42s.	43s.	2,905	109
43s.	44s.	37	81
44s.	45s.	113	145
45s.	46s.	40	112
46s.	47s.	31	66
47s.	48s.	133	113
48s.	49s.	23	83
49s.	50s.	249	119
50s.	51s.	24	154
51s.	52s.	31	78
52s.	53s.	486	176
53s.	54s.	—	44
54s.	55s.	—	84
55s.	56s.	—	102
56s.	57s.	—	61
57s.	58s.	—	49
58s.	59s.	—	49
59s.	60s.	—	144
60s.	61s.	—	113
61s.	62s.	—	76
62s.	63s.	1	3,006
63s.	64s.	—	—
64s.	65s.	—	—
TOTALS		11,173	6,462

APPENDIX III

Police Establishments and Strengths (Men), England and Wales

COUNTIES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
BEDFORD	71.3	6.22	36	{ 4.5% on 9.10.58 4.1% on 8.1.59
BERKS	33.6	7.97	36	6.0% on 14.12.59
BUCKS	58.2	6.03	40	3.4% on 24.4.59
CAMBRIDGE	85.1	0.73	1	
CARDIGAN AND CARMARTHEN }	42.8	3.03	9	
CHESHIRE	24.8	2.32	27	5.1% on 18.8.59
CORNWALL	32.5	0.69	3	{ 0.5% on 6.3.58 0.9% on 11.3.59
CUMBERLAND }	26.9	2.20	8	
WESTMORLAND }	21.2	3.88	4	
DENBIGH	77.3	7.69	14	4.2% on 17.4.59
DERBY	27.8	12.33	101	
DEVON	34.4	3.89	28	
DORSET	45.6	2.07	9	2.6% on 10.12.58
DURHAM	22.3	2.57	36	
ELY, Isle of	59.0	5.00	7	
ESSEX	36.3	3.93	48	1.0% on 18.3.58
FLINT	65.3	7.69	15	2.6% on 15.10.59
GLAMORGAN	17.0	0.69	7	5.1% on 19.2.59
GLOUCESTER	41.5	3.60	26	{ 3.0% on 8.7.58 2.7% on 12.6.59
GWYNEDD	46.6	4.63	14	5.3% on 28.4.59
HANTS	19.5*(1) 50.7 (2)	1.54	14	
HEREFORD	51.0	13.60	31	
HERTS	96.3	4.66	40	{ 4.3% on 5.5.58 6.2% on 28.4.59
HUNTS	64.8	5.99	7	4.5% on 10.2.58
KENT	28.7	8.04	140	
LANCASHIRE	12.5	1.10	34	"

* (1) Including Bournemouth in the 1939 establishments.

(2) Excluding Bournemouth from the 1939 establishments.

† Forces which had separate establishments in 1939 have had those establishments added to those of the forces of which they now form part.

COUNTIES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
LEICESTERSHIRE AND RUTLAND	102.5	1.80	10	
LINCOLN	52.2	1.14	9	{ 1.8% on 11.3.58
MONMOUTH	37.3	0.97	4	{ 3.0% on 10.3.59
MID-WALES				
CONSTABULARY	38.8	5.82	12	0.5% on 5.11.59
NORFOLK	28.5	2.24	11	3.8% on 28.3.58
NORTHAMPTON	66.8	6.18	23	{ 7.7% on 5.2.58
NORTHUMBERLAND	55.6	2.87	17	{ 6.3% on 20.2.59
NOTTINGHAM	55.9	3.65	27	5% on 19.12.58
OXFORD	72.4	7.92	21	{ 0.4% on 26.10.59
PEMBROKE	60.2	0.71	1	{ 3.1% on 5.2.59
PETERBOROUGH	78.5	11.21	13	
SALOP	53.7	7.09	28	9.4% on 26.2.59
SOMERSET	34.8	1.17	7	
STAFFORD	19.8	3.64	44	{ 4.4% on 22.4.58
SUFFOLK, EAST	56.9	4.57	15	{ 1.9% on 15.1.59
SUFFOLK, WEST	45.0	2.11	4	{ 0.5% on 24.7.59
SURREY	36.8	6.00	54	{ 0.5% on 4.11.59
SUSSEX, EAST	21.9	5.16	25	5.5% on 8.5.59
SUSSEX, WEST	68.4	5.61	29	1.9% on 6.11.59
WARWICK	34.5	9.59	61	{ 1.0% on 4.3.58
WILTS	30.9	0.59	3	{ 4.6% on 10.4.58
WORCESTER	46.6	2.01	12	9.6% on 30.10.59
YORKS, EAST RIDING	38.1	5.05	15	
YORKS, NORTH RIDING	35.1	1.73	11	
YORKS, WEST RIDING	32.8	4.35	97	

CITIES & BOROUGHES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
BARNSELY	45.6	3.06	4	
BARROW	37.5	10.61	14	
BATH	14.5	1.59	2	
BIRKENHEAD	31.4	1.38	4	
BIRMINGHAM	9.5	11.81	244	
BLACKBURN	9.1	7.85	15	6.7% on 20.2.59
BLACKPOOL	55.0	0.38	1	8% on 28.11.58
BOLTON	9.0	3.92	10	10% on 2.4.59
BOOTLE	26.1	5.52	8	
BOURNEMOUTH	*	3.88	10	10.2% on 11.3.59
BRADFORD	11.7	0.75	4	
BRIGHTON	32.6	2.41	7	6.8% on 28.1.59
BRISTOL	25.7	4.21	34	3.4% on 1.4.59
BURNLEY	11.5	12.41	18	0.7% on 12.9.58
CAMBRIDGE	29.2	0.65	1	
CARDIFF	31.2	4.29	19	0.7% on 1.12.59
CARLISLE	34.1	7.27	8	
COVENTRY	41.9	11.92	46	4.3% on 7.10. 59
DERBY	30.5	7.36	17	
DEWSBURY	15.2	4.39	4	
DONCASTER	45.7	2.92	4	
DUDLEY	28.8	3.88	4	1.0% on 16.11.59
EASTBOURNE	8.0	4.09	5	
EXETER	42.2	2.34	3	
GATESHEAD	0.6	4.46	7	
GREAT YARMOUTH	40.8	1.87	2	
GRIMSBY	53.3	2.72	5	2.2% on 17.1.58
HALIFAX	18.1	5.11	9	

* Did not exist as separate force in 1939.

CITIES & BOROUGHES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
HASTINGS	14.0	2.31	3	
HUDDERSFIELD	51.3	10.43	24	
HULL	29.1	4.38	26	
IPSWICH	47.0	9.30	16	
LEEDS	20.2	3.79	32	
LEICESTER	38.8	7.00	31	9.3% on 21.10.58
LINCOLN	31.6	7.75	10	3% on 14.3.59
LIVERPOOL	5.9	21.06	406	
MANCHESTER	-3.4	3.90	57	
MERTHYR TYDFIL	31.0	4.39	5	
MIDDLESBROUGH	43.4	2.85	8	5.4% on 2.2.59
NEWCASTLE-UPON-TYNE	21.4	2.90	15	3.8% on 5.12.58
NEWPORT (MON.)	32.0	7.43	15	
NORTHAMPTON	23.7	5.56	9	
NORWICH	38.5	2.31	5	
NOTTINGHAM	51.5	1.62	10	
OLDHAM	19.4	10.23	22	10% on 5.9.58
OXFORD	32.1	7.34	13	
PLYMOUTH	18.4	1.13	4	
PORTSMOUTH	23.2	3.09	12	
PRESTON	43.4	4.13	9	4.8% on 17.12.58
READING	57.3	3.39	7	
ROCHDALE	23.5	8.33	14	
ROTHERHAM	62.9	11.03	16	
ST. HELENS	36.8	12.02	25	
SALFORD	-4.3	9.09	30	
SHEFFIELD	6.9	9.16	70	
SOUTHAMPTON	38.2	1.88	7	
SOUTHEND-ON-SEA	20.6	2.35	7	0.7% on 14.2.58
SOUTHPORT	47.0	9.47	16	
SOUTH SHIELDS	10.5	8.23	13	
STOCKPORT	54.5	1.79	4	
STOKE-ON-TRENT	44.9	0.27	1	
SUNDERLAND	11.0	1.65	4	
SWANSEA	31.7	9.54	25	
TYNEMOUTH	42.5	7.25	9	
WAKEFIELD	28.0	NIL	NIL	
WALLASEY	39.4	5.65	10	
WALSALL	52.5	8.74	16	5.8% on 10.12.58
WARRINGTON	28.3	8.97	13	5.9% on 27.5.59
WIGAN	36.4	9.94	16	7.4% on 8.9.59
WOLVERHAMPTON	26.5	6.98	15	
WORCESTER	43.6	4.46	5	
YORK	34.6	NIL	NIL	
CITY OF LONDON	-16.8	29.16	282	
METROPOLITAN POLICE	0.8	14.21	2.772	

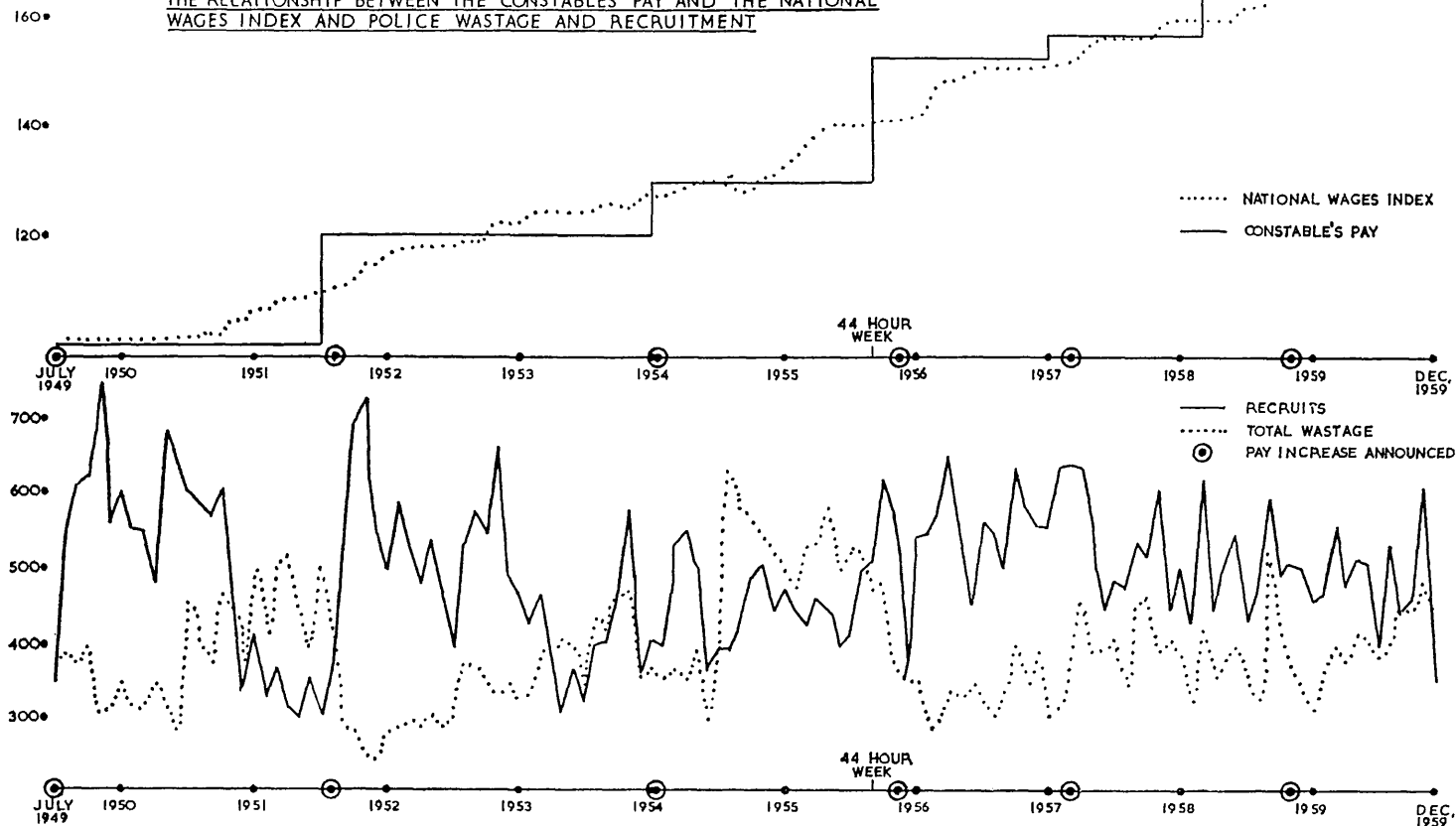
APPENDIX IV

Numbers of Police in England and Wales 1938 and 1945-1959

Year (Except for 1938 the figures are as at 31st December)	Total Police Establishment (Men & Women)	Total Police Strength (Men & Women)	Gain or Loss of Police Strength during the pre- ceding 12 months.	Population per Serving Police Officer.	Civilian Employees	— Cadets
29th September, 1938	61,836	60,028	+ 501	666	500	
1945	62,046	64,243	—1,482	643	1,256	475
1946	66,050	54,897	—9,346	770	3,563	638
1947	68,872	57,736	+ 2,839	740	3,727	675
1948	71,053	59,722	+1,986	716	4,016	735
1949	71,866	61,212	+1,490	712	4,469	888
1950	72,606	63,398	+2,186	690	5,269	1,010
1951	73,368	63,954	+ 556	685	5,360	1,404
1952	73,822	66,478	+2,524	661	5,656	1,474
1953	74,178	66,647	+ 169	661	5,936	1,710
1954	74,991	66,748	+ 101	663	6,156	1,776
1955	75,802	66,493	— 255	668	6,624	2,348
1956	76,443	69,188	+2,695	645	7,047	2,717
1957	77,505	70,973	+1,785	633	7,278	2,874
1958	77,984	72,444	+1,471	623	7,529	3,019
1959	78,710	73,353	+ 909	619	8,054	3,072

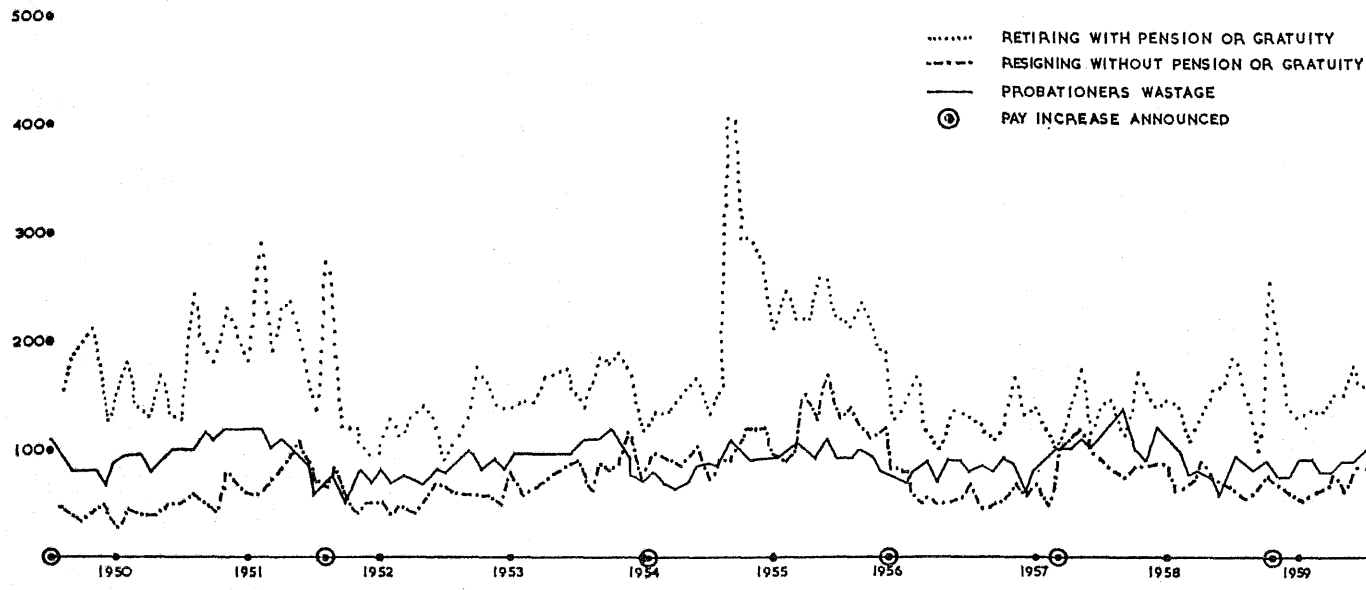
APPENDIX V

THE RELATIONSHIP BETWEEN THE CONSTABLES' PAY AND THE NATIONAL
WAGES INDEX AND POLICE WASTAGE AND RECRUITMENT



APPENDIX VI

THE MOVEMENTS IN WASTAGE SINCE THE
REPORT OF THE OAKSEY COMMITTEE



Current Police Pay (Men)

APPENDIX VII

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THE ROYAL COMMISSION ON THE POLICE

Provincial	Con- stable	Acting Ser- geant	Ser- geant	Sta- tion Ser- geant	In- spec- tor	Chief Inspector	Superin- tendent Grade II	Superin- tendent Grade I	Chief Superin- tendent		Assistant Chief Constable	Chief Constable		
On appointment	£ 510	£ 710	£ 745	£ —	£ 865	£ 980	£ 1,170	£ 1,305	£ 1,420	Pay Group A.E. under 40 41- 74 75- 125 126- 200 201- 300 301- 400 401- 600 601- 800 801-1,200 1,201-1,600 1,601-2,500 over 2,500		£ 1,230-1,395		
After 1 year	510		770		895	1,015	1,210	1,345	1,460			1,385-1,550		
" 2 years	570		795		930	1,050	1,250	1,385	1,500			1,595-1,790		
" 3 years	585											1,780-1,975		
" 4 years	600											2,020-2,215		
" 5 years	615										£	2,140-2,335		
" 6 years	635										1,590-1,785	2,295-2,520		
" 7 years	655										1,640-1,835	2,485-2,755		
" 8 years	675										1,765-1,960	2,720-2,990		
" 9 years	695										2,005-2,200	3,225		
										2,125-2,320	3,525			
										2,270-2,495	3,750			
Metropolitan										Deputy Com- mander	Com- mander	Assistant Commis- sioner	Deputy Commis- sioner	Commis- sioner
On appointment				825	895	985		1,400	1,685	£ 1,905	£ 2,415	£ 3,225	£ 3,635	£ 6,400
After 1 year	as above*	—	as above*	825	925	1,020	as above	1,440	1,745	1,970	2,490			
" 2 years				855	960	1,060		1,480	1,805	2,035	2,565			
" 3 years										2,100	2,640			
City of London														
On appointment						1,145	1,300	1,420				2,415		3,635
After 1 year	as above*	—	as above*	—	as for Metro- politan	1,185	1,340	1,460	as for Metro- politan	—	—	2,490	—	
" 2 years						1,225	1,380	1,500				2,565		
" 3 years												2,640		

* Plus London allowance of £20 a year.

APPENDIX VIII

The Value of the London Constable's Pay and Emoluments

The table prepared by the Home Office for the Oaksey Committee (*paragraph 11* of this memorandum) was based on "typical rent allowances paid in provincial police forces." The table prepared for the Royal Commission (*paragraph 21* of this memorandum) is accordingly, for purposes of comparison, based on the average of the rent allowances paid in provincial forces on 31st December, 1959. The following table has been prepared to show the current value of the London constable's pay and emoluments:—

Gross pay	At Minimum £510	At Maximum £695
Pay less pension contribution (6½% of pay less 1s. 2d. a week)	£481 3 4	£655 12 1
London allowance	£20 0 0	£20 0 0
Value of tax-free rent allowance	£109 0 10	£168 7 7
Boot allowance	£7 16 6	£7 16 6
Value of uniform	£32 12 1	£32 12 1
Value of pension (26½% of pay)	£135 3 0	£184 3 9
Total pay and emoluments	£785 15 9	£1068 12 0
Weekly equivalent	£15 1 3	£20 9 8

Notes:

- (i) National insurance contributions are not shown in the table.
- (ii) The constable at the minimum is, for calculating the value of the tax free rent allowance, assumed to be single; and at the maximum he is assumed to be married with two children. Single man's rent allowance is taken as the average flat rate rent allowance paid in the Metropolitan and City of London police forces on 31st December, 1959 (31s. 3d.); and married man's rent allowance as the average maximum limit rent allowance paid in those forces on that date (52s. 5d.).
- (iii) Boot allowance (3s. a week) and value of uniform are tax free, but they have not been grossed up to show their value as taxable income.

APPENDIX IX

Police Pensions

1. The police pensions scheme for England and Wales is contained in regulations made under the Police Pensions Act, 1948, by the Home Secretary. The Secretary of State for Scotland has made similar regulations in regard to the Scottish police. The consent of the Treasury is necessary and the Police Council have to be consulted. The regulations are subject to affirmative resolution procedure in Parliament. Police superannuation has been on a national basis, and under general legislation, since the Police Act, 1890. The police come within the National Insurance scheme in the usual way, but their police contributions and benefits are abated in respect of their National Insurance liabilities and benefits.

2. The Police Pensions Act, 1948, provides, broadly speaking, that officers in post shall not have their potential superannuation benefits worsened by changes made in the scheme, and it is often necessary, when introducing changes, to provide that existing officers shall have an option not to be affected by the change. The Act

does not enable regulations to be made replacing the provisions under which existing pensions are already in payment, and when new sets of regulations are made the previous sets have to be kept alive. The description of the police pensions scheme given below has been limited to the position of a new entrant under the current set of regulations (the Police Pensions Regulations 1955-1959), and it has been confined to a bare outline.

3. The new entrant is required to pay contributions at the rate of 6½% of pensionable pay, the balance of the pension liability being met by the police authority. The scheme is not funded, and superannuation benefits are paid as a part of current expenditure and rank for Exchequer grant in the usual way.

4. The following are the main types of awards :—

- (a) Ordinary pensions are payable after 25 years' service at the rate of 30/60ths of average pensionable pay at the time of retirement. The average is calculated over the last three years of service. The rate of pension rises to 40/60ths after 30 years' service and then remains at that rate.
- (b) Short service and ill-health awards are payable when an officer has to retire on age or ill health grounds. A pension is payable after 10 years' service and a gratuity for a lesser period. There is a minimum qualifying period of three years.
- (c) Injury awards are payable, irrespective of the length of service, when an officer is disabled as a result of an injury received without his own default in the execution of his duty. The regulations prescribe a standard amount below which the officer's total award from police and National Insurance sources must not fall. The standard amount is based on his pensionable pay, his length of service and his degree of disablement.
- (d) The widow of an officer paying contributions at the 6½% rate receives a pension at a rate of about one third of her husband's pension, subject to it not being less than a minimum figure. (At the present time the majority of widows are probably receiving "flat rate" awards under earlier provisions of the scheme). Special pensions are payable at an increased rate if the husband dies as a result of an injury received in the execution of his duty, and may be at a still higher rate if he dies as the result of an attack intrinsically likely to cause death.
- (e) Children's allowances are payable in some circumstances, and include special allowances where the officer dies as a result of an injury received in the execution of his duty.

5. An officer may commute or allocate certain proportions of his pension.

6. Section 4 of the Police Pensions Act, 1948, gives police authorities powers to forfeit pensions in a number of circumstances. Forfeiture may be complete or partial, and temporary or permanent.

7. If an officer is aggrieved with the refusal of a police authority to grant a pension, or with the size of the pension they have awarded, or their decision to forfeit a part of his award, he may appeal to the appropriate court of Quarter Sessions, with a further right of appeal on a point of law to the High Court. There is no right of appeal against a police authority's exercise of a discretionary power under the regulations.

Examination of Witnesses

SIR CHARLES C. CUNNINGHAM (*Permanent Under Secretary of State*)

MR. W. H. CORNISH (*Assistant Under Secretary of State*)

MR. T. FITZGERALD (*Assistant Secretary*)

SIR WILLIAM JOHNSON (*Inspector of Constabulary*)
on behalf of the Home Office

Called and Examined

1. *Chairman*: Sir Charles, we are very grateful to the Home Office for its memorandum, and to you as Permanent Under-Secretary of State for coming to help us. I understand you have with you Mr. W. H. Cornish, who is the Assistant Under-Secretary in charge of the Police Department; Mr. FitzGerald, the Assistant Secretary in charge of the Police Division which deals with pay, and Sir William Johnson, one of H.M. Inspectors of Constabulary—I would be right, would I, in saying that there are four inspectors?—*Sir Charles Cunningham*: There are five inspectors in the Home Office, covering England and Wales, and one attached to the Scottish Home Department, covering Scotland.

2. There is technically no Chief Inspector, but Sir William is in a sense?—*The Inspectors* are all of the same rank; Sir William happens at the moment to be the senior of them.

3. I shall endeavour to ask questions generally over the field which the Commission have decided to deal with first, that is, the question of remuneration, on which in the press statement we issued about a month ago we decided we would concentrate, and we hope to make an interim report before the end of the year. After I have asked, I am afraid, a fair number of questions, other members of the Commission will of course have an opportunity to put their questions to you. I thought it might help if I give a general indication of the order in which I am going to deal with the subject. I would like first of all to make some enquiries about the numbers of the police—establishment, strength, deficiency, and so forth—and secondly with regard to their remuneration, whether you call it pay or emoluments—remuneration is a wide phrase. My third topic will be related to one of the matters to which we are specially to have regard: the nature and extent of police duties and responsibilities. Fourthly, I

will go to the question of the need to attract and retain an adequate number of recruits with the proper qualifications, and then come to the final question, principles of remuneration. And of course, on all these subjects there is much material in the Home Office memorandum. Sir Charles, on many questions you yourself will no doubt reply, but I imagine you would like to be able to pass a particular question to one of your colleagues if you feel that is more appropriate?—I should be very grateful, Sir, if I might do that. I think it would be helpful to the Commission.

4. Thank you. Would you now turn to Appendix IV in the Home Office memorandum? This very convenient sheet gives for the last fifteen years a number of statistics, and indeed it also gives a figure for a year before the war, 1938. There will be comments to make, but may I just take the simple facts first: if one takes 31st December, 1959, the total police establishment, men and women, England and Wales, was 78,710?—That is so.

5. And the total police strength was 73,353?—Yes.

6. That is a shortage of 5,357 men or women?—Yes.

7. And if one takes that total figure, that is a shortage in relation to establishment, on my calculation—and it can be checked—of 6.8 per cent. I suppose a comment on that is first of all that looking just at numbers clearly does not tell one anything about quality. It might be—I am not saying for a moment that it is—that there has of necessity been recruitment of not such a good standard as twenty years ago. I do not ask for an answer on that, I am just commenting that that does not tell anyone about the quality of the force, it just shows the relationship of strength to establishment. But this I imagine is true, is it not, that there is always a little time lag

in filling vacancies? In an ideal world, with a perfect establishment perfectly manned up, the strength would always be just a very little below the establishment because vacancies are never immediately filled?—That is so, Sir, and if confirmation of that were wanted I think it is found in the figures for September, 1938. Although there was no special difficulty about recruitment, there was then a shortage of the order of 1,800; and the reason, I think, as you have just said, is that the police force cannot go above its authorised establishment and therefore it tends to be a little below it, because vacancies accumulate. Every vacancy is not filled as soon as it occurs and there is always a marginal short-fall.

8. A shortage of 1,800 out of 61,836 would be approximately 3 per cent.?—Of that order, yes.

9. But would it be fair to say that even in a perfectly adjusted service one could expect a shortage of somewhere between 1 and 2 per cent. anyhow?—A shortage of that order, yes, for the reasons we have noted.

10. But I suppose another important qualification on any inference one draws from the apparent shortage of 5,357 is that one must not assume that the figure for establishment is really a figure of the ideal number of police to be recruited?—That is indeed so. The figure of 78,710 to begin with does not allow fully for the implementation of the shorter working week, the 88-hour fortnight; nor has it been adjusted, particularly in some of the larger areas where the deficiency is greatest, to take account of modern police requirements.

11. I shall be asking some more questions about that later, but I just wanted to get it quite clear in my own mind, that it would be quite wrong to say that, to put the police about right on the subject of numbers, all you have to look at is the figure of 5,357?—That is indeed so.

12. We must I think to some extent take that figure, 5,357, however, as something to work with, though not considering it as too conclusive a figure in any degree. But what appears immediately of course from the other tables you have given us is that there are three areas where the shortage of establishment is

most marked, namely the Metropolitan, Birmingham and Liverpool—That is so.

13. Indeed I believe, taking the Metropolitan force and the City police force together, that the shortage amounts to 3,054 out of the 5,357?—Yes.

14. And if one takes those two forces together—though I know how proud they are to be separate, but thinking of the Metropolitan Police District including the City—there is there a shortage of 14 per cent. in the establishment; in Liverpool there is an apparent paper shortage of 406, or 21 per cent.; in Birmingham there is a shortage of 244, or 12 per cent. Now if one takes those three shortages, which together amount to 3,704, from the 5,357, one finds that in the rest of England and Wales—taking away those three areas—the shortage of establishment is only 1,653, which is 2.2 per cent., which is very little different from the shortage that you would expect in a force which was thriving from the point of view of recruitment, is that not so?—Yes, entirely so.

15. Might I now just look at one or two other facts from Appendix IV? I rather wanted to look at the situation ten years ago compared with what it is now, in other words to compare 31st December, 1949, with 31st December, 1959. I see, if my arithmetic is correct, that on the 31st December, 1949 the shortage comparable with 5,357 at the end of 1959 was almost exactly double, it was 10,654?—That is so, Sir.

16. The shortage on establishment was very much worse at the end of 1949 than at the end of 1959?—That is so.

17. I have no idea what the answer to this may be, because it all turns on this question of the reliability of establishments: was the true shortage as compared with the paper shortage much worse in 1949 than in 1959?—I think it is very difficult to answer that question, Sir. The establishment, as has already been noted this morning, is not at any time I think an accurate measure of the man power requirements of the police service. The establishment has been partly adjusted over the last ten years to take account of changes in conditions of service, shorter hours, greater leave and so on, partly to take account of increased duties put upon the police, changes in local circumstances and so

on. But one would not pretend that at any point of time in these years the apparent shortage of manpower was the true shortage of manpower.

18. I do not know, Sir Charles, whether you will be able to take the answer any further, but, just looking at those figures, one's first reaction would be that at any rate the situation was no more serious at the end of 1959 than at the end of 1949?—I would accept that, Sir, and of course it is, I think, worth noting that in these ten years the actual strength has increased by something of the order of 12,000.

19. That was the next point I was going to indicate to you, but of course it is already in your mind as well as in the mind of the public generally, that whereas the establishment had only gone up by 6,844, the strength had gone up by 12,141, in other words the strength was catching up on establishment?—That is true. Recruitment, taking that period as a whole, has always been greater than wastage, and therefore the strength has been building up. The degree of the excess has fluctuated, as the graphs which we have circulated show, but taking the period as a whole there has been a steady improvement in the position.

20. Do not take me at this early stage as suggesting that you should be pleased with the situation, but there are certain features on these figures which I wanted to get clear.—I hope I have said nothing to indicate that the Home Office is pleased with the situation, because I think the degree of pleasure depends on the relationship of the strength to the requirements—the requirements are the measure.

21. Exactly. I would think that the figure for the number of population per serving police officer is an interesting figure in some ways, and whereas at the end of 1949 there was only one police officer for 712 of the population, at the end of 1959 there was one police officer for 619 of the population; that is an improvement in spread, taking the country as a whole?—It is an improvement, taking the country as a whole. One must of course remember that there have been considerable changes in the distribution of the population during that period, and that the more urban areas are developed, with new housing schemes and so on, the more duties are put on the

police—in connection with traffic and all sorts of things—the higher one would expect the ratio of police to population to be.

22. And of course during those ten years there have also been intended improvements in the hours of work of police, though the intention has not been fully implemented?—Indeed, yes.

23. But there is another element which should be considered, when one sees that in those ten years the civilian employees doing work connected with the police have risen from 4,469 to 8,054; that increase in the civilian employees presumably has released police for more strictly police duties?—Yes, the civilian establishment has been deliberately increased for that reason, in order to release the qualified and trained policemen for police duties proper. There may still be room for some improvement there, but the extent to which the civilian figures can still be increased is, I think, obviously much less than it was ten years ago.

24. Yes, but in so far as there are 3,600 more civilian employees, more of the police are doing what most of us normally think of as constabulary duties and not merely clerical work?—That is so. There is one further possibility there which is a matter for consideration at the moment: whether it is possible by using civilian employees for traffic duties to release more police for other police duties. But that is still a matter for parliamentary debate.

25. It is not I imagine possible for you to give us information on this, but one reads—I think you may be able to tell us, as there has been some public pronouncement—that the Home Office are thinking of some measure with regard to traffic wardens?—The Home Secretary has indicated that it is his intention to propose legislation to Parliament authorising the employment of "traffic wardens"—civilians, whatever name is chosen—to undertake certain duties connected with traffic.

26. Yes. May I go back to this column of total police establishment: it seems to me that if we want to consider the proper remuneration for the police, the proper principles of remuneration, one of the things we want to know is the extent to which the present emoluments are failing to attract sufficient policemen.

The extent to which it is failing to attract sufficient police depends upon some assessment of the number whom we want to be attracted, and therefore what the establishment should be. Could you tell me how the establishments are fixed?

—There is an authorised establishment for each police force in the country. The initiative in proposing changes in that establishment would normally come from the police authority, who would submit proposals to the Home Office. These would then be considered in consultation with H.M. Inspector for the area, and the proposal would be approved or disapproved.

27. I would guess that there would be a number of considerations which might affect the proposals of the police authority: there will first of all of course be a desire to have the area properly policed, that should be the dominant consideration, but may they, would you think, sometimes be affected by a desire to keep down the rates?—In some cases I think that is a factor which a police authority would take into consideration. In general, I think our experience is that police authorities do want to see their area adequately policed, and that the proposals which they submit for that purpose are in their judgment realistic.

28. There is another intangible consideration which might weigh with them, I think. Let us take the city of Birmingham, for example, or the city of Liverpool—or indeed the Metropolitan police, although their establishment no doubt is fixed otherwise, so let us take Birmingham and Liverpool—supposing you find yourselves several hundreds below establishment, it is rather natural I would think to try to work up to your establishment before you proposed a higher establishment, even if you thought your establishment should be higher?—Certainly. That accounts, I think, for the level of many of the establishments.

29. I feel that the Commission would be very greatly interested to know from the appropriate authority what this figure of 78,710 should really be. Do you see any way in which the Commission can find out what that figure of 78,710 should really be?—I do not think, without a detailed examination of the circumstances

of each area, it would be possible to give any precise sort of figure. What I think we could say is that an increase of the order of 3,000 would be needed straight away in order to implement the 88-hour fortnight. Thereafter, in the case of the limited number of forces where an increase in the authorised establishment has not been made because the strength is so far below the existing establishment, some addition, the exact extent of which we have not quantified, would be required.

30. The first point is interesting, if I have understood it. The police authorities have not got an establishment calculated to allow of the intended working week of a policeman?—In those cases in which it has been possible to recruit a sufficient number of policemen, they have; in the areas in which there is a shortage, a serious shortage, the establishment has not been adjusted to take account of the shorter working hours, and the existing men are still working longer hours and receiving overtime for doing it.

31. But, Sir Charles—and I hope you will not think I am putting this question at all discourteously—do you not think that this figure for establishments, when one has examined it like this, is a terribly unsatisfactory figure?—As a measure of police requirements, yes.

32. But that is usually what one thinks an establishment would be, a measure of requirements, is it not?—It is.

33. What is its use?—It is a little difficult to answer this question in a sentence. I think, to try and answer it realistically, the figure of authorised establishment in the case of a very large number of forces is a realistic one; it has been adjusted to take account of new hours and so on. In those areas in which it has not been adjusted, the reason, quite frankly, is that it has been regarded as undesirable to make the adjustment until actual recruiting has got nearer the existing figure.

34. Do you think there is any way in which the Commission can get an approximate true figure?—If it would assist the Commission, we would be very ready to do our best in the Home Office, with the help of the Inspectors of Constabulary, to suggest a rough figure of what should be the authorised establishments.

35. I think we should be very grateful indeed if you would help us in that way. —We should be very glad to do that. I would merely emphasise that to get a precise figure one would have to bring in the police authority, because its judgment of its own needs is a relevant factor which one would have to take into account. But I think we could provide the Commission with a rough measure of the increase which would seem to be required.

36. I think I would like now to move from that, so far as I myself am concerned, to emoluments. We really get a new start in the police force on the question of emoluments with the Desborough Committee, do we not? That is a major turning point in the whole history of the remuneration of the police in England and Wales?—That is undoubtedly so, yes.

37. It is quite unnecessary to go back further than 1919, because the whole circumstances changed then?—The circumstances before 1919 were so unrelated to present circumstances that I do not think it would be profitable to consider them.

38. Exactly. I have heard it said that the nation and the force as a whole placed great value on the report of the Desborough Committee, and still value it as an assessment in broad terms of the status of the police.—I am sure that is true, Sir.

39. There have been many changes—when I say many, I do not know whether it is four or six or eight, but there have been a substantial number of changes—in the system of remuneration since 1919?—There have indeed.

40. Is it broadly speaking true that in negotiating those changes it would appear that those who have been responsible for making recommendations and for implementing them have been following the principles of the Desborough Committee, or would you say there have been any substantial departures?—In broad principle I think the Desborough Committee's policy has been maintained; for example, the policy which they introduced of uniform rates of pay throughout the country has been maintained; the policy of providing every policeman with a house, or with an allowance to cover his outlays on a house, has been maintained; the concept of the

police as a service, which was established by the Desborough Committee, has been maintained. But within these broad principles, of course, there have been great differences in detail, not only in the general level of pay but in things such as the run of increments, and so on.

41. You set out in your memorandum a number of important paragraphs in the Desborough Committee's report; I was looking at paragraph 33, where they say that the policeman has certain advantages which are not shared by the ordinary workman—the phrase they used at that time—and that he need make no provision for times of unemployment. The value in the man's mind of that advantage of course clearly varies from period to period in relation to the risk of unemployment if you are not in such a service?—That is so.

42. And now this is a time when one would think that that element—and one would hope this would continue—would not weigh so strongly in the mind of the constable as it would have done between the wars?—I think that is a very fair assumption.

43. "He has holidays on full pay"—that I suppose has become a very much less impressive consideration than it was in 1919?—That is true.

44. "He has the benefit of a pension scheme to which he contributes only a fraction of the total cost (in the English Police less than one-tenth at pre-war rates) and which is distinctly more favourable than that enjoyed by any other public servant"; the remuneration of a constable is weighted in the direction of pension as opposed to weekly pay more I think than anybody, is it not?—I think that is true. The police pension scheme is undoubtedly a very favourable one.

45. Favourable at such an early age—I believe after 25 years it is two-thirds or a half?—After 25 years the pension is 50 per cent., and after 30 years it is two-thirds.

46. And 25 years may elapse by the age of 44 or 45?—Yes.

47. But would I be right in thinking that up to now, at any rate, the men would be very reluctant to see the balance shift away from pension to weekly pay, that they would wish to maintain the

traditional generous and early pension arrangements which they have enjoyed since 1919?—I think that is a matter on which the service bodies would be better able to express a view than the Home Office. My guess would be that the answer would be yes, that they would be reluctant to see a change.

48. But so far as the cost to the nation, to the taxpayer, is concerned, of course that system of pensioning has to be taken into account in the cost of the service as a seriously important element, and as the expectation of life increases it becomes a more serious element?—Certainly. The police pensions of course are not funded, they are paid out of revenue from year to year, and the proportion of the total police expenditure which is attributable to pensions is steadily increasing and is now quite a substantial part of the whole.

49. The Desborough Committee set out the receipts, in a table which you have copied for us in your memorandum, with a footnote about the estimated value of the pension rights, and I suppose in their footnote they attributed the whole value of those pension rights to an element which would have the nature of deferred pay, so to speak, but I should not think many of us would regard the employer's contribution nowadays as part of our weekly emoluments, it is something quite separate. I have been working in Cambridge, where both dons and employees of colleges have pension rights, with a contribution from the employer and a contribution from the employee, but I should find it very difficult to say to one of the employees or one of the dons: "You do not get £1,000 a year, you get another £100 a year because you have got to take into account the employer's contribution." Do you think that mode of calculation, in these days, would impress the ordinary man? Would he not say: "Of course my employer contributes to my pension, but that is not a part of my weekly pay and it should not be counted as 12s. weekly?"

—Only I think to the extent that one pension scheme being more favourable than another might seem to be more attractive to the man who benefits from it. This particular item was not, I think, included in the calculated total receipts.

50. No, that is true. In the later total,

Sir Ian Jacob tells me, it is—that is in

paragraph 11—but we will cover that later, we will just stay at paragraph 4 for the moment, and the footnote continues: "He also receives a boot allowance of 1s. weekly"; I am afraid in my ignorance I had always thought a policeman's boots were bought by the police authority, but in fact it is a cash payment now, is it, —Yes, he receives a boot allowance.

51. And he buys his own boots, and the allowance has gone up to 3s.?—Yes.

52. So far as I am concerned, I would like now to move on to Lord Oaksey's Committee, thirty years after Desborough, and they made a very full and complete review of all they were asked to consider. Would there be any general concurrence with the statement that Oaksey brought Desborough up to date and did not either elevate or depress the policemen, or is there a view that the Oaksey Committee depressed the policemen or elevated the policemen?—I think it is a pretty difficult question to answer. The Oaksey Committee did of course review the whole position and attempt a complete reassessment of the status and remuneration of the policemen. They refer in the course of doing that to some of the criteria which the Desborough Committee had adopted. They endorsed the general appreciation of the value of the services of the policeman to the community, but when it came to fixing remuneration it is not altogether clear what tests they did apply.

53. I will tell you why I was asking that, Sir Charles. I think I am right in saying that you have given us graphs and so on which would seem to indicate that what has happened since 1949 has really been in line with Oaksey and with the increase in cost of living as well, but I do not see any comparison between Oaksey and Desborough, if I may call these two distinguished figures by these abbreviated names. I think you will be familiar with what I mean?—Yes, indeed.

54. The later graphs do seem to show that broadly speaking remuneration since Oaksey has kept pace with other changes, and if the remuneration is poor now—and Desborough was regarded as so good—the inference would seem to be that Oaksey fell behind Desborough?—I fully understand the question which has

been directed to me; I find it very difficult to answer. In showing, graphically and in other ways, the changes which have taken place since the Oaksey assessment, we had in mind no more than that there was a fresh start given to this subject with the Oaksey report, and we thought it might be convenient to show how changes have taken place since then.

55. It is indeed, I think.—It did not attempt to compare the Oaksey settlement with the Desborough settlement, because there were such tremendous differences in the circumstances of the two dates, and I think it would be a very difficult task indeed to say whether the effect of Oaksey had been generally to improve the status and conditions of the police or not.

56. Is it fair to ask—if you feel it is not a fair question, please say so—can the Commission put to you what was the reaction of the men to the Oaksey Committee report?—I think, if I may again suggest it, Sir, that is a question which the police bodies would be better able than the Home Office to answer. My impression is that it was not received with wild enthusiasm.

57. By police bodies you mean the authorities?—I was thinking mainly of the Federation and of the bodies representing the police service.

58. Might I now just touch on one individual point on which I would like a little more information: I imagine that the general public is somewhat vague in its mind as to the respective responsibility, in matters of remuneration, of the Home Secretary, of the police authorities and of the Police Council. When there is a claim and it comes before the Police Council, if it is agreed then is it automatically implemented?—If a claim comes before the Police Council and is agreed, regulations giving effect to the agreement are normally prepared, submitted to the statutory Police Council—that is the Police Council which has existed since 1919—and then promulgated.

59. The statutory Police Council is really the final promulgating body, is it?—No, the Secretary of State is under a statutory duty to consult it before he makes regulations, and he does so on matters of pay, largely as a matter of form. There is a general understanding

that an agreement reached on the non-statutory Council will be implemented, and equally that an award made by the arbitrators will be implemented.

60. Thank you. I do not think we are quite clear as to the two Councils to which you referred, the statutory and the non-statutory Councils.—I am so sorry. Before the Oaksey Committee reported there was under the Police Act a Police Council for England and Wales and another for Scotland, on which the central departments, the police authorities and the various bodies representing the police service had members. At that time proposals for adjusting pay were discussed on that statutory Council, and the final decision was taken by the Secretary of State and embodied in police regulations. After the Oaksey Committee reported, agreement was reached with all concerned to set up a non-statutory Council for the purpose of considering pay and conditions of service. The Council is constituted on the normal lines of a negotiating body, except that it has an independent chairman; the bodies representing the police service are on one side, the central departments and the police authorities are represented on the other. The Council works through panels for different ranks. If they reach agreement on an adjustment of pay, then that is reported to the Secretary of State, who formally consults the statutory Police Council before he implements it. That is a compliance with the statutory condition. If agreement is not reached, either side may take the matter to the arbitrators—a panel of three arbitrators appointed by the Prime Minister—and again the decision of the arbitrators is embodied in draft police regulations, submitted to the statutory Police Council and thereafter promulgated.

61. Good; nothing could be clearer than what you have described, Sir Charles. It shows that if anybody asks the simple question, "Who settles what a police constable is paid?", no very short answer can be given. And this system operates, does it, both with regard to the Metropolitan police for which the Home Secretary has direct responsibility, and for all the other police for which authorities of very varying size and different type indeed have responsibility?—That is indeed so. The other point which I should have

mentioned is that the non-statutory Council covers the whole of Great Britain, whereas there are separate English and Scottish statutory Councils. Negotiations about pay are conducted on a body representing Scotland as well as England and Wales.

62. And I suppose this is true too, is it not, that although the Home Secretary has the final authority, after all these procedures have been gone through, in the discussion and negotiation the central department has in no sense a dominating voice?—On the contrary; the representatives of the central departments, the Home Office and the Scottish Home Department, are a small minority of the official side. The other members are nominated by the associations of local authorities in the two countries.

63. On the official side, the central departments, the Home Office and the Scottish Home Department, have how many members, can you say?—There are fifteen members of the official side, and the central departments, I think, have four.

64. Four out of fifteen?—Four out of fifteen. There are four representatives each of the County Councils Association and the Association of Municipal Corporations; one representative each from the Scottish County Councils Association, the Convention of Royal Burghs and the Association of Counties of Cities in Scotland; three representatives of the Home Office and one of the Scottish Home Department.

65. Thank you very much. Just going on to quotations which you give from the Oaksey Committee's report, in your paragraph 11, paragraph 20 of the Oaksey Committee report states:

"We did not find it easy to discover the cumulative value of all the various factors amongst police emoluments. The representatives of the men were inclined to base their comparisons and claims upon their pay alone and, in our view, to underestimate the value of the various subsidiary emoluments. Representatives of the police authorities, the Home Office and the Scottish Home Department on the other hand impressed upon us the relatively high value of the 'concealed' emoluments.

These witnesses differed in detail as

to the precise value to be placed upon the various subsidiary emoluments."

The Committee then quoted the Home Office estimate, and it was to that table that Sir Ian Jacob was referring a few moments ago when he said the value of the pension was included in the table at 25 per cent. of pay; that was a change, was it not?—Yes, Sir. It was included, as I understand it, primarily in order to demonstrate the extremely favourable pension terms which the police enjoyed.

66. Yes, and indeed the Committee, in a paragraph which you do not actually quote in this memorandum, went on to say—I am putting it in crude terms—"We rather wish the pension was not so big."—That is so, yes.

67. I think perhaps the last question I ought to ask before the adjournment is on your paragraph 11, paragraph 22 of the report. They there set out a summary of the case made on behalf of the police service, and in particular:

"(c) that certain solid advantages over other occupations which the police had in the period between the two World Wars—security of tenure, holidays with full pay, free medical and dental treatment and a generous pension scheme—have disappeared now that there is full employment and the whole community is under the wing of national insurance."

The Oaksey Committee went on to say, with regard to that:

"... in the more important of the features mentioned in sub-paragraph (c) the police still enjoy a substantial advantage that seems to be insufficiently recognised by the men themselves, by potential recruits and by the public in general."

I was just wondering—you and I both have to speculate as to what they were referring to when they said that, "the more important of the features mentioned in sub-paragraph (c)"—do you think they were referring to security of tenure?—I should have thought, just guessing, that pensions would be what they had particularly in mind, because of the extent to which the police pension scheme is more generous than the national insurance scheme.

68. I do not think they can have been referring to holidays with pay, or free medical and dental treatment, because those were not matters on which the police had a particular advantage still?—Perhaps in 1948 the advantage was still greater than it is now. I think there has been an extension of the general system of holidays with pay since then—but I am merely speculating.

69. Yes. Anyhow, it is quite likely that we shall hear from the representatives of the service that these solid advantages have still further disappeared.—Yes. I would have thought, looking at sub-paragraph (c) today, that the solid advantage which did survive was the generous pension scheme.

Chairman : Thank you.

(At this stage the proceedings were adjourned for lunch)

ON RESUMPTION

70. *Chairman* : Sir Charles, I think I am still on questions about figures of pay and developments in pay. There were, perhaps, two important conclusions in paragraph 11 of your memorandum ; the Oaksey Committee did decide that there had been some decrease, but not a great decrease, in the advantage over the listed employments of Desborough, and at the end of the next paragraph I see that they found that the increases in pay granted to the police since 1939 had fallen short of improvements in other similar occupations. There were some paragraphs in the Oaksey Committee's report, which I thought were very relevant. The London allowance paragraph is an important one, is it not ?—*Sir Charles Cunningham* : It introduced that conception, did it not ?

71. And the decision that rent allowance could not be consolidated in pay, although I think that nowadays, in the case of the fire service, it is consolidated?—In the case of the fire service it has been consolidated, and an inclusive salary is now paid, the fireman paying a rent for any official accommodation that he occupies.

72. When I refer to the fire service, would I be accurate in referring to the fire service as something all over England and Wales, or is this something

that is merely London?—No, that applies to the whole country.

73. The Oaksey Committee felt that they could not consolidate, because it would be very complicated and expensive on pension, did they not?—I think they had various reasons for reaching the conclusion.

74. I was merely wondering why it was impracticable. I am not suggesting it should have been done, but there is evidently a difference of principle here between the fire service and the police service.—I think the position before the war, in the case of the fire service, was that a man was normally provided with accommodation on his station. After the war the circumstances altered a good deal, because the duty system in the fire service was changed. It was no longer necessary for a man to live permanently on his station, and because of the great increase in fire service strength the proportion of the service who remained in official quarters was very small. After the war the conclusion was reached that the right course was to pay an inclusive salary and charge the man, who happened to be in official accommodation, a rent.

75. Do not think I am putting this discourteously, but can you escape from the suggestion that there is an illogicality in the sense that it is possible to consolidate in the case of the fire service, but unwise in the case of the police?—I think the circumstances of the two services are somewhat different, particularly in county areas where it is essential for the policeman to live on his station, and where a higher proportion of men are officially accommodated for that reason. I think it is probably also true to say that a policeman is much more liable to be moved from one area to another than is the fireman. There are practical differences of that kind.

76. Would you be prepared to give us your own opinion as to whether the non-consolidated basis, which obtains in the police, is the better?—I think that there are arguments both ways, Sir. A great advantage of the consolidated arrangement is that it makes plain to the man, and to everybody concerned, what the value of his emoluments is. On the other hand, there is a great variety in the level of rents in different areas, and therefore the adoption in the police service of the

consolidated system, which is now in force in the fire service, would either result in a wide range of scales or in tidying-up, which would affect different men in very different ways. But there are undoubtedly arguments both ways.

77. Then, of course, there was their reluctant decision that they could not alter the balance between pension and weekly pay.—Yes.

78. I rather gather that your own view on that would be that they were right in taking that view?—I think that all I intended to say was that I thought the police service would be reluctant to see a shift in the balance between pension and pay, in the sense of reducing pension in order to increase pay.

79. Of course, the pension arrangements are such that with an increase of pay the pension bill automatically goes up, because it is related directly to pay?—Yes, I think that is true of all pension bills.

80. Then we come to Sir Malcolm Trustram Eve's proposals. Would you be able to help us at all about the incremental scale? Have you any criticisms of the present incremental scale?—I would not go so far as to express criticism. This is again, I think, a point about which there is room for argument. I assume that, in reducing the incremental scale to a nine-year scale, the arbitrators were trying to concentrate the increments at a point at which they thought they would be most effective in reducing wastage, but in fact it seems very doubtful whether that has been the result, because a very heavy proportion of the wastage is in the first nine years of service. Looking at the wider features, the argument which had hitherto prevailed was that, in view of the fact that a considerable number of policemen must remain in the basic rank of constable, there was something to be said for giving the man who was doing good work in that grade something to look forward to in the later years of his service.

81. This, I suppose, has happened in a great many occupations, but at first glance I was impressed by the number of changes that have had to occur between 1951 and today. You get Sir Malcolm Trustram Eve in 1951; then one has an agreement by the Police Council

in 1954, at the bottom of paragraph 16; then in 1955, in paragraph 17, one has a new scale awarded by the arbitrators; on the 1st April, 1957, there is another award by the arbitrators; and on the 10th September, 1958, there is yet another award by the arbitrators. We know that things have been difficult with rising costs during those years, but the last three of those were all by the arbitrators, and that only arises in the case of disagreement on the Police Council.—That is so. I do not think the actual number of changes in police salaries is out of keeping with the changes that were being made in other occupations. I think wages were moving fairly rapidly in that period and, broadly speaking, the effect of the changes was to maintain the relativities with the basic scales laid down by the Oaksey Committee.

82. Would you agree with what is my impression from the diagrams you have shown us, that, whatever disagreements there have been upon the Police Council, the awards which we have just looked at did, in fact, appear to have kept the Oaksey position in being?—Yes, indeed, and in some cases rather more. The Eve award, of course, had the effect of giving an addition to the Oaksey scales, over and above what was attributable to changes in the level of wages, as a stimulus to recruiting. The extent to which that addition was maintained in later agreements and awards varies from time to time, and broadly speaking I think the position at the moment is that the Oaksey relativity has been just about maintained; in other words, the Oaksey award for the police has been increased by about the same amount as the general level of wages has risen.

83. There is a table in paragraph 21 of the memorandum, which sets out the present assessment of total emoluments. That is so, is it not?—Yes, including of course the pension element, which was the subject of questions in the morning.

84. Yes. One starts with pay less pension contribution. Let us take it at minimum, £510, just so that we may have it on the record. It says 6½ per cent. of pay less 1s. 2d. a week. That is the pension contribution, is it?—Yes.

85. It is a curious figure, 6½ per cent. of pay less 1s. 2d. a week. What is the explanation of that?—*Mr. FitzGerald*: This

has not changed since the Oaksey report, Sir. This is the recognition of the fact that the police position under the National Insurance scheme has to be allowed for, and both the police liability and the police pension are abated. Therefore, the contribution is abated by this 1s. 2d. in the contribution towards the police pension scheme. When the retired policeman comes of an age to draw the National Insurance pension, then his police pension is abated and this is the recognition of that.

86. As we are asked to consider broad principles, perhaps we do not have to consider whether $6\frac{1}{4}$ per cent. of pay less 1s. 2d. is correct. Then there is the value of tax free rent allowance. As it says in the footnote, this is taken to be a single constable at the minimum rate of pay, and is the average flat rate rent allowance paid in the provincial police forces in England and Wales of 20s. 9d. If that is multiplied by 52, it is obviously just about £53, but it is shown as £71 10s. 7d. Boot allowance rather fascinated me, because if it is 3s. a week it will be 156s., of course, but it is 156s. 6d. Is that because there are 52 weeks and a day?—Under the police regulations, Sir, the calculation has to be made on the basis that there are $52\frac{1}{2}$ weeks in a year.

87. How is the curious figure about the value of the uniform made up?—We have put that on the same basis as the Oaksey Committee accepted, which is the value of the plain clothes allowance awarded to the constable who has to wear plain clothes when carrying out his duty. The Oaksey Committee accepted that that was a fair valuation of the value of a free uniform.

88. I suppose this curious figure again results from it being $52\frac{1}{2}$ weeks?—Yes, it does.

89. Can you turn it into a figure per week for me?—It is 12s. 6d. a week plain clothes allowance for the constable.

90. On the value of pension, the last table I looked at said the value was 25 per cent. of pay, but in this table it says $26\frac{1}{2}$ per cent. of pay.—That is an actuarial estimate to take account of the fact that there has been improved provision for police widows in the pension scheme since the Oaksey Committee reported ten years ago.

91. These actuarial calculations, of course, are a mystery, but do you manage to get them agreed by the men and the official side?—*Sir Charles Cunningham*: No, this is an estimate which we have made, ourselves, with the help of the actuaries. It has not been the subject of agreement. Just to add one minor point, the benefit of the rent allowance being tax free is reflected in the £71 10s. 7d., but we have not attempted to make a similar calculation for things like uniform and boot allowance.

92. I suppose one of your troubles, if I may think of the Home Office as an employer, for a moment, is that it is very difficult for a young man of 19, 21 or 23 years of age to think of these emoluments in this way?—Extremely, Sir, and not only for the young men.

93. For any of us?—Yes.

94. And, rightly or wrongly, I think a great many men, and no doubt women, too, if they are thinking of what they are paid, think of what they put into their pockets at the end of the week?—Yes.

95. Does the policeman put pay in his pocket, once a month, once a week or once a year?—In most forces, I think the policeman is still paid once a week.

96. Although it was laid down, rather as a matter of principle, that the pay should be stated in terms of salary per annum?—I speak subject to correction, but I think the practice is weekly pay in most forces.

97. May I turn to the other subjects I listed at the beginning, and turn to the extent of police duties and responsibilities? I think everybody who has looked at this question over the last forty years, whenever it has been looked at, has said that the range of duties and responsibilities is increasing and is likely to increase. That is fair enough, is it not?—Indeed, yes.

98. The range of responsibilities was, of course, considered very carefully by the Oaksey Committee, and they purport to have given weight to that in their recommendations, and that was ten years ago. Would you say that the nature and extent of police duties and responsibilities has increased in the last ten years?—I would rather put it that the last ten years have tended to underline

the assessment which the Oaksey Committee made of the range and nature of police duties. It is, of course, true to say that, as one of the policeman's main duties is to enforce the law, the more legislation you have the more difficult his work becomes and the more law he has to know. I think it is also true to say that, as civilisation becomes more complicated, he comes into contact with more and more people, many of them of a different kind from the people with whom he used to have to deal. To that extent, the ten years have added to the value or the complexity of the policeman's duties and, as I have tried to show, have underlined the judgment which the Oaksey Committee formed.

99. Might I take that in two halves, perhaps? I think we all feel that we have been living in the last ten years in an era of many regulations. That is a fact, is it not?—Yes.

100. Not least in traffic, where there have been many developments?—Yes.

101. Even such matters as zebra crossings have needed determination in the courts, and so forth, and now one has 30-mile limits, 40-mile limits, and a lot of different vehicles with different rules. Are there any other spheres, apart from traffic, where the range of regulations has become more complex?—There has been a great deal of other legislation with which the policeman has had to familiarise himself. On the other hand, a good deal of the emergency legislation and special regulations, which survived the war, have gone.

102. Things like ration books?—Yes.

103. There will be quite an important statute to deal with betting and gambling quite soon.—How far that will simplify or complicate the functions of the police remains to be seen.

104. Then there is the matter which has been referred to as the wider cross-section of society, with which the police have to deal. Here again, in part, we are in the sphere of traffic dealing with motorists and motor cyclists. That is a task which is a difficult part of the policeman's lot, requiring tact, discretion and many other qualities.—I entirely agree. It is an extremely difficult task for the police service to discharge.

105. These are only thoughts that have occurred to me. Taking the population about the country and the social problems, I suppose that in the last ten years there has been a very considerable increase in the number of coloured people in the country, has there not?—A very considerable increase, yes. It has been concentrated in particular areas. It has not been an increase affecting the country as a whole, but in some police districts it has been very considerable.

106. And nobody can escape the thought that that creates very important law and order questions and problems?—It may create them. On the whole, I think that integration has proceeded with remarkable smoothness in many parts of the country.

107. Would you add anything to what has already been said in reports about the relative responsibilities of rural and urban areas? It has been discussed quite a lot in earlier reports, and, broadly speaking, they have said it is impossible to say that one is a heavier or more difficult job than the other. It would be a great mistake to differentiate them on different points.—I think that would still be a fair judgment. Such differentiation as there was may now be less, because there is a tendency in many areas to concentrate rural policemen in small urban centres, to make them work from a small town instead of being spread all over the country, by mechanising patrols and so on. I do not think any significant alteration in the judgment about that is called for.—*Sir William Johnson*: I do agree with that.

108. That is where you put the matter of responsibility, that the circumstances today are such as to underline, as you put it, the statement of that position by the Oaksey Committee.—*Sir Charles Cunningham*: I would think that was a fair way of putting it.

109. Could I turn to recruitment? Is there any way for us to ascertain whether the recruitment is of the same quality young men as it used to be?—I think that that is a question which, perhaps, *Sir William Johnson* could answer better than I could. My own impression would be that the standard of police is, on the whole, very good. The problem, if it exists, is not to attract recruits generally of a good standard, but to recruit a

relatively small number of recruits of a really excellent standard, whom you want to man the higher ranks of the service. There are two views about whether we are doing that, but I think in general the standard of recruit is good—*Sir William Johnson*: I would say that is so, Sir. I do not know whether you are going to visit the district training schools, but if you did go I think you would be quite impressed by the type of young man that we are getting. That is not to say that we have got all of the right quality. We are getting some very good lads, especially coming through the cadet system, but I do not, frankly, think that we are attracting a sufficient number of, not necessarily the public school type, but the grammar school type.

110. We have had Appendix IV before us, and have looked at the last column about cadets. I do not think it is necessary to turn it up, but I think I would like to ask Sir William about this. The number of cadets has been growing very substantially over the last ten or fifteen years?—Yes, Sir.

111. To what extent can one anticipate a cadet becoming a policeman?—I do not think I should exaggerate by saying 80 per cent. of the cadets do in fact join the service.

112. They are not tied in any way?—No.

113. They can run to the end of their cadetship and say "After all, I do not want to be a policeman"?—Yes, or you may say "You have been a cadet for two or three years. I do not think you are really going to measure up to the requirements of the service." But we catch them in the formative years of 16 and 17, and before they have got any other interest we get them into the service.

114. You get them at 16?—Sixteen plus.

115. I think this is a platitude that I am going to express now, but there is a real risk that one might just say "Young men who are coming in now are not what they were when I was young." Is not that a criticism that you occasionally meet?—I think we do, usually. I came in 40 years ago. I would say they are just as good. The general

pattern is just as good today, and probably better than in those days. On the other hand, I do think that police duty has become very much more complex in that period, and for that reason you do require the better type of chap.

116. The qualifications for entry are very vague, quite rightly, are they not? There are no precise measurements of I.Q. or any of those things?—Some have I.Q. tests.

117. Some forces do apply it, do they?—Yes.

118. I wonder whether they are wise or unwise?—There are several stiles that this man has to get over. First of all, he has got the educational examination which is not a very severe test, but it is surprising how many fail that. Then, of course, the more severe test is that of the medical examination and above all, of course, he has got to have the right physique, and he has got to have pretty good eyesight, so you get quite a good series of tests before he is likely to be considered as a constable.

119. But it is one standard for all? This is a very different analogy, but at Cambridge University for a degree in engineering you could do a fast course or a slow course. You cannot enter the police and say "I am competing for the fast course"?—No, Sir, you cannot at the moment.

120. That might attract your grammar school boy?—Perhaps I ought to qualify that by saying that there is in the Metropolitan Police the opportunity for a man, who reaches a certain standard in the qualifying examination, to automatically attain the rank of sergeant.

121. This is in the Metropolitan Police?—Yes, the Metropolitan alone. You might regard that as a fast course. A man says after four years or five years "I am going to pass that important examination high enough to ensure that I will at least be a sergeant right away."

122. I will not go into that in any detail at the moment. I will come back, if I may, to Sir Charles. Earlier committees and commissions have been quite frank, I think—certainly, one of them I remember—in saying, when they were asked why certain areas are finding it difficult to recruit the right numbers,

whereas other areas are not, that they found it difficult to get a clear answer from anybody. But it does seem to be the fact, does it not, that in certain areas which you would think were wholly comparable—towns of the same sort of general character, with no particular difference in the employment situation or anything of that kind—one is well up to strength and the other is badly under strength. That is a fact, is it not?—*Sir Charles Cunningham*: That is a fact, yes.

123. And the requirements under the regulations are the same for both, although I suppose there may be in the application of those regulations more flexibility, more skill, more diplomacy and more tact in the management of one place than another, and based on other circumstances, somehow or other there is a higher morale in one force than another. But the Metropolitan Police of this island have a very high international reputation, and yet they are very badly under strength. Of course, other employing agencies are badly under strength. I happen to know, with regard to the railways, that they find it very difficult to maintain a new influx of labour into the railways in the London district. Do you think this is something to do with the circumstances of a great capital city so to speak? There are too many competing elements?—I think, in the case of London, that that is undoubtedly so, and to some extent it is true of the other conurbations, where probably there is the pull of other things and, to some extent, a disinclination to live in this great conglomeration of population. But outside these areas I think there are all sorts of factors which affect the success of local recruitment. As you have said, Sir, there are minimum standards laid down in the regulations, but these are subject to a good deal of variation in their local application. Some forces, for example, insist on a much higher standard of height than the minimum of 5 ft. 8 ins. Others impose limits on the ages at which they recruit.

124. Has London had to come down to 5 ft. 8 ins.?—Yes, it has. You get other things, too. There is the reputation of the force, which makes one force more attractive than another. You get the ratio of the strength of the force to

the population of the area. You may have a relatively small force in an area with a lot of population to draw on. There is also the attraction of leadership, and all sorts of things enter into this, so I think you must expect to get variations in the success of the recruitment in different areas.

125. I suppose this is broadly true, is it, if you join the Metropolitan Police as a countryman, and there ought to be a fair number of countrymen coming into the Metropolitan Police, should there not?—Yes.

126. They might say "I am not sure, I do not want to live for five years in Stepney, Poplar, Hoxton—in the centre of a great city"—and of course a policeman always has to live very close to the area in which he is working; whereas nowadays so many people who work in the centre of London live in Epping Forest or something of that kind. Is there that sort of thing about a city, do you think, where people have to live in rather congested surroundings?—I think there are great disadvantages of that kind in a city, which a potential recruit will take into account. I think it is probably also true that some of the areas from which the big forces used to draw their recruits are yielding fewer men because the attractions of a man's own area, and the places near his own area, are much greater than they used to be.

127. Have the police been attracting a number of men straight from their National Service?—Yes, indeed. I think the two main intakes in recent years have been men coming from National Service and men coming from the cadet system. One of the problems of the future, I think, is going to be to see where the non-cadet entry is going to come from. The cadet entry is going up, I think. It is now something like 25 per cent., probably, taking the whole country.

128. That is from the police cadets, themselves?—Yes. Recruitment to the regular force from the cadets, I think, is now accounting for something of the order of 25 per cent. of the total entry, and in London the Commissioner would tell the Commission that he would hope to increase the entry from that source to something like 50 per cent. of the total. But the balance, whether it is 50 per cent. or 75 per cent., which has

been coming so largely from National Service, will in future have to come from some other source, and what that will be I just do not know.

129. I must not take too long, because I have a number of very distinguished colleagues. When I first saw the Desborough Committee's Report I thought how curious were the occupations with which they compared a policeman. Can one get any help as to more relevant occupations with which to compare a policeman today?—I think that is an extremely difficult question. One could, I imagine, reject straight away the Glasgow pavior, the cotton porter and so on. To find other occupations which are at all comparable with the police seems to me hardly possible. You want in a policeman a combination of qualities that you do not often want in other occupations. I should think that the most you could do would be to look for some other occupations which call for at least some of the qualities which you are hoping to find in the policemen, see what level of remuneration is considered appropriate there, and then perhaps, by a kind of comprehensive judgment, decide whether the police salary should be above, or below, or at some point within these groups. You have, for example, the prison service, which to some extent is looking for men with some of the qualities that you want in a policeman. That happens to be a service which has recently been reviewed. I imagine you will find ranks in the armed services which may afford some analogy with the police and you may even find some in other public services, the customs service, the immigration service and branches of the civil service. You may find some measure of comparability there. There are also, of course, the social services, the probation service and services of that kind, which to some extent are in contact with the same kind of problem, but which naturally require many qualifications different from those that you would look for in a policeman.

130. I am sure all my colleagues rate very highly the responsibilities of the police. I had been thinking about a much wider range of possible comparisons—not direct comparisons, but at any rate jobs for examination. I would have thought that there were jobs in the railway service which were not altogether

distant in responsibility and need for individual initiative at times and courage and resource, nor very widely different in the extent of techniques required—balancing one against the other, not very far removed from the constable. What Mr. Guillebaud said is something that we certainly ought to take into account. —I should assume the Commission would want to take the widest possible range of occupations into account. My personal view is that it would be extraordinarily difficult to find anyone who is at all closely comparable with the policeman, and I think that has been the conclusion of most of the bodies who have previously had to consider this point.

Chairman : I think I have taken long enough.

131. *Sir Ian Jacob* : There are two questions I would like to put. Could I come back to this question of the value of the pension, because it is such a large slice of the actual emolument worked out in the table in paragraph 21 that one wants to get at it a little more. In comparisons of pay and remuneration, generally, between various activities—of which I have seen a great many—I have never seen this element brought in other than as a question—the question as to whether you have a contributory pension or a non-contributory pension. Never have I seen it brought in in two places, one as a deduction from, and the other as an addition to the pay. Is this done anywhere else, other than in this document? Is it a sort of normal procedure? —I ought perhaps to have explained more clearly than I did that we included the value of the pension—that is the 26½ per cent. of pay—in the current table, simply because it had been included by the Oaksey Committee in the table which they produced, and in any comparison with other occupations it would either have to be omitted, or the corresponding value of their pension—which might be found to be rather less, because of the generous nature of the police scheme—would have to be added. But there was no thought in our mind of regarding the police pension as in any way special, except that it is rather more generous in its terms than those of other pension schemes.

132. So it really comes down to this, this table is simply included because of Oaksey?—Yes, indeed.

133. Thank you very much. The other question I wanted to ask is this. You did earlier explain the composition of the Police Council, and the Home Office and the Scottish Home Department have a comparatively minor representation on it. Does this mean that, if you in the Home Office came to the conclusion that the pay or the conditions of the police service were not such as to attract the numbers and the right type, would you at the Home Office feel that you were able to take some initiative to get this put right or, owing to the constitution of the Council, is it now simply a matter that has to be brought up as a wage claim, so to speak?—I think that if the central departments felt that some initiative should be taken, they would raise the matter at a meeting of the official side with their local authority colleagues and consider with them whether the official side, as distinct from the staff side, should take the initiative. In fact, I think that all the recent adjustments have been made on the basis of a claim from the staff side. It is, of course, a principle of all these negotiating bodies that each side acts as one. We could not move unless we carried our local authority colleagues with us, but jointly we could if we thought it necessary.

Sir Ian Jacob: I do not think there is anything more I want to ask about that document.

134. *Dr. Macfarlane:* I think you said this morning, Sir Charles, that the increase required to deal with the 88-hour fortnight was about 3,000 men?—Of that order, yes.

135. You gave me the impression that you thought the total establishment for the country, forgetting the 88-hour fortnight at the moment, was not sufficient, am I right?—Yes. The actual strength in the country at the moment is below establishment by something between 5,000 and 6,000. I am speaking of England and Wales. We should, I think, require another 3,000 men to implement the agreement about the 88-hour fortnight, and there are areas, of which London is an example, where the authorised establishment has not been reassessed in terms of modern police requirements.

136. If I remember rightly, the total figure of establishment was 78,000, or

thereabouts. Do I understand that that would be 81,000 in order to deal with the 88-hour fortnight?—Yes, approximately.

137. Is that establishment still, in your opinion, a little below the total which is now required for England and Wales?—Yes.

138. Could you give me a guide as to the percentage? How many more men would be required?—Not at the moment, but I did undertake this morning to make the best estimate I could of the additional men who are likely to be required on an assessment of what the proper strength should be.

139. May I ask a question about the Police Council for Great Britain? You referred this morning to a statutory Police Council and a non-statutory one. I take it the non-statutory one is what we call the Police Council for Great Britain.—That is so.

140. They have made some four or five awards since the Oaksey time. I think it was four, was it not, three of which have been by arbitration and one by agreement with the Council?—That is so.

141. Is it considered that the Police Council for Great Britain is the best method, considering that three-quarters of the awards were really arbitrators' awards?—I think it is a method of negotiation which is working, on the whole, satisfactorily. A great many other matters, of course, apart from the basic rates of pay, have been settled through this medium of negotiation. For example, the pay of the non-federated ranks has been normally agreed without difficulty on that body. A great many matters affecting other conditions of service have been agreed, increased rent allowances and so forth. I think one could claim that it has been a useful body, and one that one would want to continue.

142. The Oaksey Committee, following the Desborough Report, made comparisons which you mentioned earlier, such as a dustman, a pavior and the like. Is there anything in the possible view that police pay might be related to the Cost of Living Index? Would that be a possible way of dealing with it in future?

—Speaking quite personally, I would have thought that from the experience of the last ten years it would be more useful to relate it to the Wages Index. I think the indications are that when it gets out of step with that, rather than when it gets out of step with the cost of living, recruitment and wastage both begin to be affected.

143. The Wages Index rather than the Cost of Living Index?—In saying that, I am expressing a purely personal view.

144. *Mr. Hetherington*: I have one or two questions, Sir Charles, on the quality of recruits. I think both you and Sir William expressed yourselves, as in general, satisfied with the quality of the men now coming in, but at the bottom end of the scale do you think that the kind of men who are just getting in would have got in 20 years ago?—Sir William Johnson can answer that better than I can. I would have said yes.—*Sir William Johnson*: I do not think that is so. I would not accept that for a moment.

145. You think the men who are just getting in, who are marginally accepted today, would have been accepted 20 years ago?—In the main, yes. I would say that in some forces, at any rate, today their strength is so nearly approaching or has reached the establishment that they are even more choosy than they were 20 years ago, or even 10 years ago. But I have certainly got every confidence, even in what you might call the lower grade of today's recruit, that he would have got in most forces 20 years ago.

146. Do you think the level of education and aptitude has kept pace with the growing skill and the growing number of semi-skilled jobs in industry and commerce, generally?—Do I think the education of the policeman . . . ?

147. Yes, of your recruit. Do you think it has kept pace?—I must say, I think, that the educational standard as shown by the educational examination of potential recruits, is in many cases very disappointing indeed; probably of a lesser standard than the period you mentioned 20 years ago.

148. But these are potential recruits, of whom only a proportion are actually taken into the service?—Yes.

149. You also mentioned, I think, a fairly high rate of failure for those taking educational and promotional examinations inside the service?—I have not mentioned that at all. I spoke of the educational and medical examination of the potential recruit before he gets into the service.

150. In the case of those who are in the service and who are taking promotion examinations, is the rate of success a satisfactory one?—I do not think it is.

151. Does this not, then, indicate that the recruits are?—No, I do not think so, Sir. I think I ought to say this, that the system of promotion examinations has been changed within the last two years, and, if anything, the standard required is higher than it was and certainly the standard of marking is of a much stiffer quality than it was in the days when individual forces ran their own individual examinations.

152. You would not, then, regard the rate of failure in the promotion examinations as an indication that the level of recruitment, in terms of quality, was lower?—No, I would not say that at all. I do not think that would be right.

153. Would Sir Charles agree?—*Sir Charles Cunningham*: I was going to make two points. I do not think we should confuse the educational standard with the ability of the recruit. One is constantly impressed by the quality or lack of quality of the educational performance of people. What you want in the police service is someone who has got a minimum educational standard, but who has also got intelligence and judgment, and whom you can train. Secondly, I would have thought that Sir William Johnson was undoubtedly right in saying that when you look at the performance in the promotional tests you are looking at a performance which is related to a very much higher standard than it used to be.

154. Is this not, also, a reflection of a higher standard in the country, generally?—That may well be so, but I think that in the police service the higher standard is particularly necessary, because we are dealing in the police service with the less law-abiding section of the community, who are, themselves, continually bringing a higher standard to their law-breaking.

155. *Dr. Goodhart*: You were saying, Sir Charles, that the police were peculiarly mobile and were moved more than in other employments. Do you think that that is a disadvantage? May that keep people from wanting to join the service? —I would not have thought it was one of the serious disadvantages of police service. It may be a discouragement to some extent. The movement is, of course, in the country areas, in the counties, because in an urban community, particularly the smaller urban community, there is less need for it. But I think it is still the practice of the county Chief Constable to move his men about from time to time for obvious reasons.

156. Because the age limit seems to suggest that people leave the service just about when their children are getting to school age, I wondered whether that could affect it.—With respect, I doubt whether that is so. Apart from men retiring on pension, the wastage is more or less, I think, equally divided between the probationers and the men in their first nine or ten years of service. The wastage after ten years is relatively small and indeed I think there are some indications that, even in the first ten years of service, the wastage is greater in the first five than in the second and we are losing most at the earliest stages.

157. That would be natural.—I think these are the ages at which the other disadvantages of police service, night duty, weekend duty and all the rest of it, begin to have the maximum effect.

158. Then there was the other question about housing. Formerly, of course, there was a great advantage in getting a police house. I was wondering whether that advantage still counted nowadays, because if a man who is not in the police force can get a council house, he is there for life. On the other hand, if you get a police house you lose that the minute you leave the service. It seemed to me that, nowadays, getting a police house was less of an advantage than it was in the past.—I would certainly accept that. I think, as the general housing situation improves, the advantage of getting a police house diminishes and there is the disadvantage to which you have called attention, that a man at the end of his service has got to find other accommodation for himself.

159. Then you talked about the duties nowadays, compared with those of the past. I was wondering whether they really had become so much more difficult. It seemed to me that you talked of traffic but I can remember when there was horse traffic. I do not know if that was not just as difficult to handle as the modern traffic. I do not know if there is such a great difference in the work nowadays.—I would have thought that, in the case of traffic offences, the volume of work and the complexity of work was now very much greater than it was in the past, and that looking at police duties as a whole the range of legislation, which they have to enforce, and the areas over which they have to enforce it, were very different from what they were 30 years ago.

160. That has gone down, of course, as you have pointed out in the last ten years. There is not as much legislation to enforce—I think it has gone both down and up, has it not? A certain amount of temporary legislation has gone, but the permanent legislation has certainly not got any simpler.

161. Do you think the fact that the work requires more intelligence is discouraging people from joining the force?—No.

162. Are they more likely to go in if they think it is interesting?—I should hope so, if the attractions of the service can be properly presented to the potential recruit, and if he can see reasonable opportunities for advancement in the service.

163. Because there has been a suggestion that one of the disadvantages, nowadays, is that you do not have enough opportunity to go on the beat, and the police are now being used for special work rather than just patrolling a beat. Do you think that that is true? —I think that specialisation has enormously increased during the last 20 years, and many forces as recently as that had no special Traffic Department, or no special C.I.D. I think that specialisation has increased and will continue to increase. I would have hoped that that would make the service, if anything, more attractive to the entrant of the right quality.