164. That was the point I was trying to suggest. This would not discourage people from going in, but rather give them greater opportunity?——I should hope so, certainly.

165. *Mr. Fraser:* How much importance do you attach to the principle of standardisation of pay and conditions of service? The reason I ask is this, that you said the shortage of police is concentrated mainly in the big urban areas, and one possible way of dealing with that would be to give higher pay in those areas, perhaps by extending the London allowance or something of that sort. What would be your reaction to that?——I think this is one of the most difficult questions that a witness could be asked, because there is obviously room for a great deal of argument on this point. The principle of uniformity of pay, in the sense of the national rate, has of course been accepted since Desborough, and I have no doubt that the police service would attach great importance to maintaining that principle. On the other hand, the all-in value of the policeman's emoluments is not uniform, because of the enormous range in the value of the rent allowance. The policeman in London, where rents are very high, is—if it is taken into account—earning more than a policeman in Cornwall or in the Shetlands. The argument for increasing the remuneration in the areas where recruitment is most difficult, is of course strong, but I think one has to look at the other side of the picture. If you adopt that policy, are you going to abandon the increase when recruitment has been completed? Can you justify applying this kind of inducement in the police service when, as far as I know, it is not used in other public services? There are other public services which distinguish between the rate of salary in London and in the bigger conurbations, and in the rest of the country; but to relate remuneration in a public service to recruitment would, I think, he quite a novel principle. I should hope that this is one of the many difficult questions where the Commission would want to hear the arguments from all sides, before coming to any sort of conclusion.

166. *Chairman:* Is there not some special payment made to teachers who teach in unattractive parts of London?——I am not certain about that. I think that teachers in Glasgow were once paid a special allowance, but I am not certain.

167. I rather thought they had to give an inducement for teachers to teach in the East End of London.——We can easily find out about that, and let you know.

168. *Mr. Fraser:* Is it not also the case that there is some inducement under the National Health Service for doctors to go, not so much to unattractive parts of the country, but to unremunerative parts of the country, apart from the ordinary basis of payment?——That would be a rather different situation, would it not?

169. Yes, perhaps. But you said, I think quite rightly, that it would be rather a novelty for a public service to pay different rates in order to attract the necessary number of recruits to a particular area. But the police, after all, is essentially a local service and it is no good having too many policemen in Birmingham and too few in London. You have got to have the right number in each place. Would you regard it as in any way wrong or shocking to pay different rates in places where recruiting is bad?——I would not regard it as shocking. I think it is a conclusion that one should only reach after very carefully weighing the arguments against it as well as the arguments for it.

170. Looking at Appendix VII of the Home Office memorandum, which sets out the rates of pay for the various ranks in the police service, one of the points that struck me about that Appendix was that there does not seem, at any stage of the police ranks, to be any major gap in the pay; that is to say, the difference between the top grade of constable and a sergeant appears to be £50, I think, and then from a sergeant to an inspector it is £70, and so on. But at no point in the gradations of rank is there any big gap, comparable to, say, the Army, between the commissioned officers and other ranks. Is it possible that there is not sufficient spread of pay between the constables and the highest ranks in the police service, and if there were a greater spread would it be an inducement to men to stay on in the hope of promotion?——I would not, personally, have thought that the present structure

would have a serious effect on recruiting, from that point of view. There may be an argument for what I think the Royal Commission on the Civil Service has called "pulling out the concertina," but you must keep in mind that, when we come to Chief Constables' salaries, they are related to the strength of the force, and the gap between them and the next rank may be somewhat larger than appears at first sight.

171. *Mr. Burman*: On pensions, do you think that the high pension which is now paid after 25 years' service encourages men to leave the force and to seek other work?——I think that in some cases it does. A man after 25 years may feel that he has still other opportunities in life open to him, and that he ought to take his pension and use them.

172. That would tend to apply more, I suppose, to the man who has had no promotion?——Yes, I think it would.

173. Do you know if any thought has ever been given to, say, paying a larger salary or larger wage and a lower pension at the earliest years of retirement?—— The Oaksey Committee did of course consider as we noted this morning, that the balance between pay and pension generally was something which would have to be considered. They decided against disturbing it. The pension at 25 years' service is, I think, the actuarial equivalent of the pension at 30 years' service, and it might for that reason be difficult to adjust it in a downward direction, in order to discourage a man from leaving. There have, indeed, been strongly pressed suggestions that a pension should be available at 20 years' service, partly because there are men who at that age have felt that the police is no longer their vocation, and who might employ themselves more effectively in some other walk of life, if it were open to them to leave.

174. I think in some forces there is a fairly large wastage at 25 years, and people would like some encouragement for them to stay on if possible.——Yes.

175. *Chairman*: You used the phrase "if it were open to them to leave." A man is not held in the police force compulsorily for 25 years, is he?——No. I should have said if he were free to leave on pension. At the moment, if he leaves at 20 years, he leaves without pension.

176. Without anything at all?——Yes. He gets his rateable deductions back, but he gets no pension.

177. And that is a fairly small proportion of it?——Yes.

178. I think there are a fair number of schemes, are there not, where the employee gets his contributions back but he does not get the employer's if he leaves earlier, but that may be half?—— Yes.

179. In other words, there is a pretty strong financial inducement to stay to 25 years?——Yes.

180. But it is not strong enough at present in many cases?——Except, as I have pointed out, that the bulk of the wastage appears to be occurring before ten years, rather than after that.

181. That was in answer to Dr. Goodhart's point about education. I find it so much easier to think of the actual ages; in other words, the men leave between the ages of 19 and 28 or 29, rather than in their 30s?——Yes, that is so.

182. *Sir George Turner:* On the question of recruitment, is there any central effort in regard to recruitment, or is it all left to local endeavour?——We attempt, centrally, by the use of publicity material, and so on, to stimulate recruiting. The actual field work is done in the various forces.

183. Do you think that the situation is satisfactorily left so much to local people now?——I think it must largely be left to the local people, so long as appointments are local appointments. In fact, recruitment to the police service has been surprisingly good. It is the wastage from the service which is the real trouble, I think.

184. At some earlier stage you said that, in regard to the type of recruit we were getting, we were not attracting sufficient of the grammar school type. ——I do not think I said that. I think Sir William Johnson may have said that. My impression is that a number of grammer school boys are now coming into the service through the cadets. One seems to meet them at district training schools. But there is perhaps a question —I would not like to express any view on it—whether we are attracting a suffi-

cient number of really first-class people, on whom we can draw for appointment to the higher ranks in future.

185. In the past, at any rate, from the point of view of fixing rates of pay and so on, the police seem to have based themselves on a comparison with unskilled labour, and they have not aimed so high. They did not want grammar school types in those days, apparently. The whole process seems to have proceeded to bring that level up to date, but you are now aiming at getting, both for entry and for use in the service, a much higher grade than you were in the past, because they have got greater responsibilities to meet. Does it not follow from that that you have also got to adjust the basis of remuneration?——I do not think that I would accept the assumptions underlying the question. I think it is true that, before the Desborough Committee, the police based their remuneration on comparisons with manual workers and so on. The Desborough Committee, as I understand it, looked at some of the rather odd occupations which are referred to in the report, and then fixed a level of pay for the police which was substantially above those. The Oaksey Committee did very much the same thing. I think they said in effect that they did not regard these comparisons as any longer valid. What they failed to do was to tell us with any precision how they arrived at the rates they recommended.

186. Yes, but they made adjustments which had regard to the movement of those very lowest rates?——With respect, I do not think that that is an accurate description of what has happened.

187. At any rate, does not that rather suggest that, far from saying that this peculiar collection of trades which has been used for comparison is not very useful, we had better jettison them altogether?——Certainly. I do not think they are at all relevant. I thought, indeed, that Oaksey had jettisoned them.

188. Yes, but they have turned up again now. You, yourself, have taken the trouble to show what these peculiar trades are.——Not at all. We have deliberately refrained from doing that, if I may say so.

189. This comparison with the lowest grades turns up every time.——But I must press for an opportunity of making it clear that it turns up in our evidence only in quotations from these earlier reports. We did not bring them up to date, because we thought them completely irrelevant, and I entirely accept Sir George Turner's view about that.

Sir George Turner: I am sure the Home Office will do their best to provide us with some more suitable comparisons which we may use.

190. *Chairman:* I hope this is right. I am quoting from paragraph 11, which is itself a quotation from the Oaksey Report: "After the Desborough Report in 1919 the average remuneration of a constable was 78 per cent. higher than the average of the other seven occupations." What the Oaksey Committee found, was it not, was that the Desborough Committee did not equate the police with those seven occupations, but made recommendations 78 per cent. higher than the average of those occupations?——Yes, that is so.

191. The rather obvious thought that occurs to me is this. What should we find, if we found a figure 78 per cent. higher than the average of those seven occupations today?——That calculation could be made. We did not attempt to make it, because we really agree with Sir George Turner. We did not think these comparisons were relevant to a present-day policeman.

192. I think we might get a somewhat terrifying result. I do not know what the remuneration of paviors would be today, but Desborough thought the remuneration of the police ought to be 78 per cent. higher than the average of these. Perhaps we ought to see what 78 per cent. higher than the average of these would be today.——We shall gladly discuss with the Minister of Labour whether it is possible to make that calculation.

Chairman: It may be misleading, but at any rate it would be what happened 40 years ago .

193. *Mr. Hobson*: There are only two things I wanted to ask. We have now got a geographical distribution of the police forces which are low in recruitment or low in strength, which is produced by the difference between recruiting

and wastage. What is the historical picture about those forces? Have they always been areas in which there has been a deficiency in the balance between recruiting and wastage, or have there been other areas in the past that have shown up in this way?——I do not think that I could answer that question off-hand, Sir. I would guess that the picture had varied from time to time and from area to area. I think it is fair to say that London has always found it more difficult to recruit than other forces, although not as difficult as now.

194. I was wondering whether the factors that produced this are temporary, and can be accounted for either by local economic conditions, or even by the spirit of a force which changes with its officers and even with its Chief Constable.——We shall gladly see whether we can throw any further light on that. I am not at all certain that we will be able to do it, but perhaps the Commission would allow us to look at that.

Chairman: We should welcome that.

195. *Mr. Hobson*: The only other question I wanted to ask was about standardisation. I think, first of all, there are quite a number of agreements between the trade unions and employers in which there is a good deal of regionalisation, is there not?——Yes.

196. For instance, the building trade have three or four different categories. Wage rates are paid according to whether it is an A, B or C category, which applies to different areas agreed between them. ——I am sure that is true of industry, but I did not know that it was true of the public service.

197. I think that is correct. The National Health Service and many others do have a standardised rate, despite the tremendous difficulties of getting nurses, for instance, in the Coventry, Birmingham or Warwickshire areas.——What you do get in the public services is a bigger rate in London and the other big centres, but I do not think in any of these public services the rate is directly related to the problem of recruiting in an area.

198. But if you take the industrial rate where you have differentials, it is related to the general level of wages in the particular area.——I am sure that is true.

199. Have there been any negotiations or suggestions over the last ten years that there should be any departure from standardisation? Is it a subject which simply has not been discussed between the parties interested, including the Police Federation, so that it has never been considered between the parties, or is it something on which there have been some negotiations but they have come to nothing?——There have been no negotiations. I think the only reference to it is that mentioned in paragraph 25 of the circulated paper, where the arbitrators say: "We have felt compelled, since neither the Official Side nor the Staff Side . . . has raised the question of the propriety of altering this arrangement"—that is the uniform conditions of service—"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." Then we point out that this expression of opinion has not led to any action on the matter by the Police Council. There have been no negotiations.

200. *Chairman*: You cannot tell us any more about this? I have in mind that we have been informed that the Police Federation are against any greater differentials or any greater emphasis on London. Would it be your impression that they do stand rather by standardisation throughout the country?——I think the police service generally would adhere to the principle of uniform conditions of service, certainly.

201. *Judge Temple-Morris*: I am very disturbed over the question of remuneration and wastage and I cannot help feeling that the two of them are very closely related. I know of police officers who have not completed their terms of service and who have taken posts as investigators with hire purchase companies. I know of others who have done inquiry agents' work. I know of more who have gone to solicitors' offices. I know of one who is a very successful barrister's clerk, and I know of one who is a very excellent judge's clerk. Would you agree with me that, coming down to basic principles, if you put the remuneration up you will arrest wastage? ——I think that would be much too

great a generalisation. I would not dispute for a moment that there is a relationship between remuneration and wastage. But I am not sure that remuneration, or the lack of remuneration, accounts for more than a proportion of the wastage. I think a great deal of it is the result of a man's dislike, or his family's dislike, of the rather inescapable unpleasantnesses of service in the police. I admit that remuneration would operate indirectly even in that case, because however much a man dislikes the police service he could be expected, I think, to look for another job which did not involve any loss in his income, and therefore the balance of pay is relevant there. But my own judgment, and again Sir William Johnson and the Police Federation can give the Commission more help than the Home Office, is that remuneration in itself is not the sole, or perhaps not even the major cause of wastage from the service; indirectly it is, even where it is not the primary cause, a very important factor for the reason that I have tried to explain.

202. Might I ask you to look at Appendix IX of your memorandum, dealing with police pensions? In paragraph 4(d) you deal with the widows' pensions and you deal with a special pension "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." Do I understand that the increased rate and the still higher rate are fixed, or are they assessed on the needs of the particular case before the authority?——As I understand the position, they are fixed rates related to the man's pay at the time of death. As I understand it, there is no discretion to relate them to the circumstances of the man's death. Perhaps Mr. Cornish could confirm that.

203. It might help Mr. Cornish in the answer if I ask where is the dividing line between the increased rate and the still higher rate?——*Mr. Cornish:* I am not quite sure that I have this point, and I am not an expert on pensions law, I fear, but the higher special rate is a higher proportion because of the circumstances in which the man died. The amount is related to the pay of the husband who died.

204. There is a flat rate, then a special rate, and then, if need be, an extra-special rate?——That is right. *Sir Charles Cunningham:* It is a percentage in relation to the man's pay at the time of his death. It is not discretionary.

205. May I ask Sir Charles one more question? You may think I ought to keep this in reserve for the Commissioner when he comes along. If a police officer at one end of London is transferred, not promoted, to another area miles away from the place where he is living, is he expected to move to the area where he is working; if so, does he get any financial help?——*Mr. FitzGerald:* There are provisions in the police regulations providing for transfer within the police area at the direction of the Chief Constable. These provide for reimbursement of removal expenses and an allowance.

206. And it comes in another way. For example, if you have a large county force and a man at one end of the county is transferred—I am stressing the word transferred, not promoted—to the extreme end, it means that he has got to pull up his roots, wife, family and himself, and go off to another area. Does he get something to help him for the disadvantages of the transfer?——Yes, indeed. There has long been provision in the police regulations providing for this.

207. He is covered?——Yes.

208. May I put my last question to Sir William Johnson? If I heard correctly, I understood you to say that in the Metropolitan force there was some recognition of an outside examination, which meant that a man knew automatically that he was qualified to be a sergeant?——*Sir William Johnson:* Perhaps I did not put it very well. There is an internal promotion examination, in exactly the same way as there is in a provincial force, but there is an arrangement within the Metropolitan Police that the group of men who in their competitive examination—which is the same examination—reach a certain level receive automatic promotion to the rank of sergeant.

209. It is not a question of a man, for example, going into the force with a certain qualification in his pocket, automatically being eligible to be made a sergeant?——No. Of course, in practice it might mean the chap who had got a first-class education would have a better

chance in the competitive examination when he was in the force, but it does not necessarily follow.

210. *Mr. Hobson:* I think that Appendices V and VI do show that actual pay increases may not directly affect wastage, but Appendix V shows that an increase in pay does seem to result in a widening of the gap between recruitment and wastage. So it does seem to preserve the position of the police fairly well.——*Sir Charles Cunningham:* I think that is so. Increases in pay have been shown to attract additional recruits to the service. They have also had the effect of postponing the retirement of men from the service. They naturally want to remain for the three years which will attract the higher pension and to that extent the graphs are affected. But the variable factor in wastage, I think—if the figures are analysed—is in the retirement of officers rather than in wastage from among probationers or from men who are not entitled to a pension. The wastage there has remained remarkably constant throughout the period.

211. *Chairman:* On this diagram, I had in mind what I think was said by the Lord Chancellor in the debate in the House of Lords, that if the matter were examined it would be found that increases in pay had a short-term effect on recruitment. Am I right, Sir Charles, in remembering that he said that?——Yes, I think he did.

212. I imagine he would say that with help from the Home Office, either from his experience as Home Secretary or otherwise. Is that indicated by this graph in Appendix V? In 1951, for instance, where there is an increase in pay indicated on the bottom line, there is a tremendous peak of recruitment?——Yes, that is true.

213. Then it is falling deeply and rapidly, and recruitment within eight months was very low again?——That is true.

214. If we look at the next pay award, in February, 1954, for two months there was a high figure of recruitment, and then it dropped again?——That is so, yes.

215. Can we look at the next one? In October, 1955, it was just after the 44-hour week came in, and so forth, and oddly enough the month after the award it appears to have been right at the bottom. There must have been some explanation for that. Then for three or four months it is nice and high, and then drops right down again. But omitting that one month, when it was very low, which is a graphical chance really, I think it was high for about eight months. I do not know whether there is any other comment on this particular graph which you think it would be helpful to make. It is not very easy to make reliable inferences and at the same time to make no unreliable inferences from a graph of this kind.——I think another interesting thing about this graph is the relationship between the National Wages Index and police wastage and recruitment, which tends to illustrate the point I tried to make earlier in this hearing.

216. The top half shows the relationship between the constable's pay and the National Wages Index and it was based on this very largely that I said that since Oaksey there had been an attempt to keep up, but I did not find it so easy to relate the top half of the page to the bottom half of the page.——I think it is where the constable's pay falls below the National Wages Index in relation to Oaksey that you get a loss of recruitment.

217. Yes. In the first half of 1951 pay was lower, and so was recruitment. ——If you start from the Oaksey Report, as long as the police index is at least keeping up with the National Wages Index, there is evidence that recruitment is reasonably satisfactory. It is where the two get out of proportion that recruitments falls off.

218. Similarly, wastage was low in the latter months of 1951 and the early months of 1952, because those were shortly after the Eve award. That is what might be inferred?——Yes.

219. And one finds that wastage was very high after the 1954 award, or pretty high.——*Mr. FitzGerald:* I think it is the fact that it happened to be three years after Eve.——*Sir Charles Cunningham:* You get the effect of the men going out of the force after the Eve award, and the new men coming in.

220. What about 1955? There you have got a high rate of wastage for several months.——Yes.

221. All I am anxious to do, and I am sure my colleagues feel the same, is to get what help one can from this sort of graph, but not make any unjustified inferences.——I do not want to draw any unjustified conclusions from it, but I think you will find that wastage, which is accounted for by wastage of pensioners, tends to be higher three years after each award. The men who are staying tend to stay for their three years average. But the graphs, of course, reflect a combination of factors.

Chairman: If you do not mind, we will now adjourn until tomorrow at 10.30 a.m.

(The proceedings were adjourned until the following day).

SECOND DAY

Friday, 18th March, 1960

Present:

SIR HENRY WILLINK, BT., M.C., Q.C. *(Chairman)*

MR. J. C. BURMAN
MR. W. I. R. FRASER, Q.C.
LORD GEDDES OF EPSOM, C.B.E.
DR. A. L. GOODHART, K.B.E., Q.C.
MR. H. A. HETHERINGTON
MR. J. G. S. HOBSON, O.B.E., T.D., Q.C., M.P.
SIR IAN JACOB, G.B.E., C.B.
DR. J. W. MACFARLANE
MRS. M. A. RICHARDSON
SIR JAMES ROBERTSON, O.B.E.
MRS. K. RYDER RUNTON, C.B.E.
JUDGE OWEN T. TEMPLE-MORRIS, Q.C.
SIR GEORGE TURNER, K.C.B., K.B.E.

MR. T. A. CRITCHLEY *(Secretary)*
MR. D. G. MACKAY *(Assistant Secretary)*

On Resumption

Chairman: Sir Charles, going round the table I think we had reached Mrs. Ryder Runton, who I think may have one or two points to put to you.

222. *Mrs. Ryder Runton:* On this question of recruitment, Sir Charles, and, of course, the very natural desire of all connected with the police that it should be a first class service in all respects, I wonder if you would tell us whether you consider that a system designed to enlarge the sphere of recruitment and thereby to attract men of a higher educational and intellectual background, who also might be expected to develop qualities of leadership of a high degree, is worthy of consideration? I rather imagine that this was perhaps the purpose of Hendon, and if so would you tell us if it was largely successful in its purpose, and what your views were on its contribution to the strength of the service?——

Sir Charles Cunningham: The question of course, raises very, very wide issues. The principle is well established in the police service now that all entry must be in the basic rank, and I think that unless it can be shown that by that method we are not attracting to the police service the men that we need to man all the ranks in the service it would be impossible to alter the present principle. I do not think that the case for doing so has been shown. What I think we must try to do is to encourage the best people to come into the police service by convincing them that it offers them a worthwhile and an attractive career; and there may be room for discussion—discussions are in fact going on—about the possibility by some obviously fair means of giving the very good man in the early years of his service an opportunity of showing his quality and perhaps of achieving promotion

rather earlier than in some cases he does at the moment. In principle, I think that the police service as a whole would be strongly of the opinion that the present method of recruitment through the basic rank should continue and that what we should do is to concentrate on choosing and training as fairly and as effectively as we can the people who are going to hold high rank in the service in the future. Since the Hendon scheme was discontinued the Police College has, of course, been established, and the whole system of higher training is now concentrated there, but that is a system which is directed to the higher training of men who come into the service in the ordinary way.

223. I wonder if you could just tell us if Hendon was largely successful as long as it lasted in its purpose, and if it did contribute during that time to the strength of the service, what your opinion of that would be?——I do not think that it would be true to say that Hendon made a material contribution to the strength of the service. What I think it would be true to say is that a great many of the people who passed through the Hendon training scheme now hold very high rank in the service.

224. So you would say that it contributed to the efficiency of the force, would you?——I would merely say that a considerable number of the men who passed through the scheme now hold very high rank in the force, and to that extent contribute to the efficiency of the service. Whether the service would have been different in the quality of its leadership had the Hendon scheme not been initiated I do not think one can say. I think one can only point to the fact that a good many of the very senior officers in the service did come through that entrance.

225. Thank you. In paragraph 26 of your memorandum you refer to the length of the constable's scale. This, I think, is so designed at the moment that a constable reaches the maximum of the grade in nine years. What on average is the length of time a constable serves before he is promoted to sergeant?——Perhaps Mr. FitzGerald could answer that question.—*Mr. FitzGerald:* We have no figures since the figures obtained by the Oaksey Committee. They said the peak of promotion from constable to sergeant was between 8½ and 10½ years' service, but that the peak was not a steep one. A good deal of promotion takes place much later in service.

226. Would you say that the same position obtains now as obtained at the time of Oaksey?——I cannot say that, but I would not expect there has been any radical change.

227. Apparently, according to the present scale, a sergeant reaches the maximum of the grade after four years in that rank. Again, what on average is the length of time he might well serve before he is promoted to inspector?——*Sir Charles Cunningham:* I think in answering that question one has to take account of the promotion rate from sergeant to inspector which if I remember rightly was found on analysis by the Oaksey Committee to be about one in seven. In other words, a relatively small proportion of sergeants reach the rank of inspector. I do not know whether Mr. FitzGerald could answer the question about the length of time they do take to reach it.—*Mr. FitzGerald:* If I may first, with all humility, make a slight correction to what has just been said; what the Oaksey Committee said was that the constable who served 24½ years had one chance in seven of becoming an inspector; of those who become sergeants two out of five become inspectors. As to the period of service at which men become inspectors, it is usually between 12 and 22½ years service. That is what the Oaksey Committee told us.

228. From entering the force?——Yes. In other words, there is a very wide range of service there.

229. What is the average age of a man when he joins the service?——We have no statistics on that point.

230. You are not able to say whether a man usually joins at 20, 25, 30 or 35? Are most of the constables young men coming straight from school?——It must under the regulations be between 19 and 30, and, in fact, many join at 19 or 20, I should say probably the greatest number.

231. So the greater bulk of the force join about 19 or 20?——Yes. There is, of course, a later stream of people who have been in the Services for a short period.

232. In any one intake, that is, in any one year, what percentage of men on average—very roughly—reach the rank of sergeant, would you say?——Again, we only have the Oaksey figure, and they say that if a man stays in the service for 24½ years he has one chance in three of becoming a sergeant.

233. Equally then, what percentage of men are eventually promoted to inspector?——Again, on the Oaksey figures, one in seven, and to superintendent one in fifty.

234. Would you say at the moment that with a view to further recruitment there would be any merit in extending the length of the constable's scale? In your view are you satisfied that it is as helpful as it can be at the moment, or did you prefer the position as it was after Sir Trustram Eve's recommendations?——*Sir Charles Cunningham:* I think I ventured to make a comment on that yesterday. I would not have thought that a variation in the length of the scale would have a tremendous effect on recruitment. I think it might have same effect on wastage. The shorter scale, as I think the Commission know, was introduced quite recently by the arbitrators and I assume that they had in mind the fact that the greater part of wastage is occurring in the first nine or ten years, and that by shortening the scale and making these years rather more attractive it might discourage wastage at that time.

On the other hand, the figures which have just been given show that a considerable proportion of those who join the force must remain in the basic rank and, therefore, the older practice of giving increments in the later years of service might be thought to have some attraction for them and to provide them with some incentive and encouragement in the later years of their service. I think one has to strike a balance between the two things.

235. On your reasoning then would you think perhaps it was worthwhile to look into this question of the length of the constable's scale?——I think it is certainly a question that the Commission would wish to consider.

Mrs. Ryder Runton: Thank you very much, Sir Charles.

236. *Chairman:* Is there in fact any document which reviews the Hendon scheme, its initiation, its termination and its qualities—any published document?——Not as far as I know. Perhaps I could ask Sir William Johnson if he can confirm that.——*Sir William Johnson:* I do not think so.

237. Could you tell me the years during which the scheme was in operation?——*Sir Charles Cunningham:* I think it began about 1933 and was discontinued on the outbreak of war, or during the war.

238. I think we should rather like a note about it.——We will gladly provide a note about it.

239. I think a note about the Hendon scheme would be useful. I am not harking back to the past, but it is an important historic event. You also referred to the present policy of recruitment through the basic rank.——Yes.

240. Would I be right in the impression I got—please correct me if I am wrong—that one of the features of the Hendon scheme which was found objectionable was that it was in part not recruitment through the basic rank?——The Hendon scheme allowed both entry for people already in the police service and direct entry.

241. In other words, there could be a scheme similar to that scheme which included the principle of recruitment through the basic rank and direct entry at some other level?——I think there is plenty of room for discussion of a scheme which would provide some form of special and early training for people recruited in the ordinary way who have shown after recruitment that they have the kind of qualities that justify special training.

242. Would I be right in thinking that one of the objections felt with regard to the Hendon scheme was the proportion—was it something like one-third—who came to Hendon not having been recruited in the basic ranks?——I think that would be the principal objection felt in the police service.

243. That was the principal objection? I happen to know one Chief Constable who did go to Hendon having been in the basic ranks of the Metropolitan Police. It is a fact, as I think you have indicated, that quite a number of Chief

Constables are old Hendon men, or they have been recruited in the basic ranks. ——Yes, both. The present Commissioner, for example, was recruited in the basic rank and then went to Hendon.

244. Our own Chief Constable at Cambridge where I live has the same background.——Others came in and went straight to the rank of inspector. It was the latter feature of the scheme which attracted criticism.

245. I think Mr. FitzGerald told us that the peak of promotion to sergeant—not a very sharp peak—was between 8½ and 10½ years' service and a young man who does exceptionally well may became a sergeant in less than 8½ years; what is the sort of number who are promoted after four or five or six years' service?——I do not think I can answer that question. I would expect the proportion promoted as soon as that to be relatively small but I could not give the Commission a figure. I think one of the things one ought to consider is whether it is possible to accelerate promotion to the rank of sergeant. I think that Sir William Johnson would probably tell the Commission that it is the first step from constable to sergeant which is the most important one for a member of the police service to take. Once he has done that he has made a major step forward and, therefore, from the point of view of attracting the right kind of recruit it is important to think very carefully about the stage at which that step can be taken.

246. Exactly, and if you want to attract able young men from many different social settings and different levels of education the possibility of that first step in promotion must obviously be an important matter.—— I think it is extremely important.

247. That being so, do you not think the Commission ought to be informed as to the date at which really promising young men do at present reach the rank of sergeant?——We will gladly see what information we can give the Commission. It might, for example, be useful to get information from selected police forces if it was difficult to collect it for the whole country. We will see what we can do.

248. I think if we can have it from the Metropolitan Police and from some of the large boroughs and, for example, from some of the large and important county forces.——We can certainly undertake to get it from the Metropolitan Police and we will see what we can get from other forces.

249. *Sir Ian Jacob:* It seems to me that one can understand reasonable opportunities existing in a large force but what happens to the young man who joins a really small force? How is he able to get on? There is no system of selecting a man from a small force and transferring to a bigger one, is there?——The ratio of constables to sergeants would not be very different in a small force and in a big one. The regularity of vacancies might be very different, I quite agree.

250. *Chairman:* There is some information I believe to the effect that the proportion of higher ranks is smaller in the larger forces than it is in the smaller forces.

Sir Ian has raised another point which seems relevant—to what extent is there transfer from one force to another at senior level?——Below the rank of chief constable, or assistant chief constable, very little.

251. A superintendent of one force does not apply for and get the position of superintendent in another?——Not normally.

252. Very rarely? —— *Sir William Johnson:* He might apply for elevation to chief constable, but transfer from the rank of superintendent to the rank of superintendent in another force would be most exceptional and probably only for compassionate reasons.

253. I think we should very much like statistics of the promotion to sergeant from, shall we say, something like ten important forces.——*Sir Charles Cunningham:* We shall do our very best to give you the information.

254. *Mrs. Ryder Runton:* I wonder if we might just return to the Hendon scheme for one moment? You have been kind enough to explain to us some of the criticisms, not very many, but some. I wonder if you could tell us why, therefore, it did close? What was the real cause of its closure? Was there something very much bigger than we have so far been able to ascertain?—

There were various reasons for the termination of the scheme. One, of course, was the outbreak of war. The second was the reason that I have mentioned—that it was causing considerable dissatisfaction in the police service. The third was that I do not think it was absolutely proved that the scheme was being as successful as it had originally been expected to be. A combination of these factors in the middle of the war led to the closing of the scheme, and after the war the principle was argued for, and accepted, that entry should be by the ordinary method, and that higher training should be concentrated in the Police College which was by then coming into existence.

255. How long did the Hendon scheme last?——Six or seven years. It was started, I think, about 1933 and lasted until into the war.

256. *Chairman:* Were there Parliamentary debates about it?——I should like to check on that. I feel sure there must have been but I cannot actually remember one.

257. If there were I think we should like to have them.——We will give the Commission a reference to them.

258. *Sir James Robertson:* I want to come back to the question of the educational level of recruits. I was extremely glad that you drew a sensible distinction yesterday between book learning and capability, what you might call "gumption," but it seemed to me that although book learning is not the only, or perhaps, even the major factor, it is a relevant one. We have heard that you would like more grammar school type recruits if you could get them but we do not know just how many or how few you do get. Do you get one in twenty, or one in a hundred? That leads me to ask if it would be possible to give us, if not for the whole country, at least for a sample the proportions at three levels. The first, of course, would be the recruitment from young men who left school at the statutory age, these would be mostly from the secondary modern schools. The second level would be boys who have completed a course in the grammar school up to 16 and possibly been presented for the General Certificate of Education. The third, and presumably very small group, would be the sixth formers, or even the boy going along to graduate and then seeking entrance. Would it be possible without too much trouble just to give us some indication of that?——I think we can readily provide that information either by inquiry of the individual forces or probably through the district training centres, because all the recruits pass through them, and we can probably in that way get the particulars of their educational attainments. My own impression from visiting district training centres is that the proportion of grammar school boys is relatively small but not insignificant. The Inspectors, I think, may be able to supplement that. If I may I would make two points. First, I would very much agree with Sir James Robertson that "gumption" is more important than book-learning, but that we do want to attract to the police service not only the boys who have completed the compulsory course of education but a proportion of those who have gone beyond that. Indeed, there will be advantages in attracting a small proportion of people from the universities. I think that one way to do that is to make the career prospects sufficiently attractive and by career prospects I mean not only salary but the opportunity of getting on in the service. The other point which I think has some bearing on educational standard is the expansion of the cadet system, because if a boy comes in as a police cadet it may be possible to provide him with opportunities of improving his educational standard while he is still a cadet before he actually becomes a regular policeman. The Commissioner in London I know is particularly anxious to provide the cadets with opportunities of that kind.

259. I want to ask one or two questions about pensions. It has been suggested that the availability of a generous pension at an early age should be a very great attraction to recruitment. Is it not possible to overrate that? You see, along with the very early pension is an abnormally early retirement from the career of one's choice and I have found, talking to men who had gone abroad, say, and had to come back to life here and make a fresh start at fifty, or in the early fifties, that they did not regard that as necessarily, on balance, a great attraction to that career. A man does

not want to be laid aside at that time, and yet it may be very difficult for him to get work at the level which satisfies him, remuneration apart. Is it possible that we are attaching too much value to the early retirement and the early pensions as an attraction, and that for some it may be a deterrent that his career normally ends long before a healthy man feels that he has done his part?——I think that is an interesting question on which the Commission would want to take evidence, not only from police authorities but from the service itself. At the moment, of course, although there is a compulsory age of retirement it is not automatic on a man becoming eligible for pension. However, I think that in the circumstances of the police service, with the kind of work that a policeman has to do, one must accept the need for a relatively early age of retirement because a man's physical fitness, as well as his fitness in other respects, may diminish. The value as a recruiting attraction of the favourable police pension scheme is probably, I agree, rather less now that it was at one time, but it is still, I would assume, not negligible, because it is a very good pension scheme indeed, and it does offer the man who wants to take up another career when he is still relatively young the opportunity of doing that with a little bit of security behind him, and that in itself may be an attraction to some people coming into the service. The other point, if one may look at it from the other end, is that it also provides an opportunity to a man who is finding the work of the police service increasingly uncongenial to leave it and take up something which is more attractive instead of possibly having to stay on when his heart is no longer fully in his job. There are advantages and arguments both way which I would respectfully agree the Commission would want to hear evidence about, and to consider very carefully.

260. My other point in regard to pensions is a rather technical one. In connection with the problem—the vexed problem—of pay and pension as it relates to the teaching profession, it was indicated that the police service is, if not the only group, one of the very few groups exempt from the rigidity of this rule. In other words, that in certain circumstances a policeman may retire and in the interests of the force be re-engaged with pay and pension. Now if that was so, is it a means whereby certain areas that were very badly under-recruited might retain the services of a policeman who would be prepared to stay longer, or is the statement factually incorrect that the police are exempt from the usual rule?——I think it is the case that a policeman cannot be re-engaged as a policeman after he has taken his pension. I think that is true. He can be re-engaged in other capacities and there may be, of course, increasing opportunities for such re-engagement in auxiliary branches of the service—for example, in connection with traffic control. The conditions on which men would be recruited for that purpose have still to be decided but this is a point which would be kept in mind.

261. In other words, you might adjust the colour of his jersey a little and he could still play for a police team?—I think we might both adjust the colour of his jersey and change his team, although it would be in the same league.

262. My last point is about the pay scales as they appear on Appendix VII. There would seem there to be a departure from the recognised principle of maintaining standard scales. What I mean is this; that although the Metropolitan Police and City of London Force do not depart from the standard scales to any extent up to the rank of inspector one finds that from chief inspector onwards there is quite a substantial differential. For instance, the difference in the City of London is £1,225 as against £1,050. Then it applies throughout the superintendent's scale and for superintendent Grade I it represents a difference of about £120 and for chief superintendent a difference of £300. Presumably new factors are entering there which justify this departure from the principle. After all, the ranks are the same. May I take it that there are substantial additional duties or responsibilities in the two London forces which justify this exception to the principle of standard scales?——I think this is an extremely complicated matter, and if the Commission are interested in these differences it might be helpful if we were to put in a memorandum explaining them

Broadly speaking, the reason is the one Sir James Robertson has given, that the organisation in London is somewhat different from the organisation elsewhere and, therefore, the duties attaching to some of these posts differ from the duties that would fall to them in other areas. But there is an appearance of illogicality in the present situation which I think one might more easily explain in a circulated memorandum than by trying to do so in the course of question and answer.

Sir James Robertson: Thank you, Sir Charles.

263. *Chairman:* May I just again add something as a rider to what Sir James has been asking you? He suggested, I think, that it might be that the shortness of the career made it unattractive to some, my feeling about that is at first blush this; surely it is in the mind of any policeman, whether constable or sergeant, retiring at the age of 45 or 50, that they are really assured of some pretty decent job, is that not so?——I think that assurance must be very much greater now than it was a generation ago and, therefore, the discouragement, if there is any discouragement, in the prospect of early retirement must be much less.

264. I would have thought that there were a very great number of retired policemen in their fifties and sixties happily employed.——Of course there are a very large number.

265. They are greatly in demand.——Yes, very greatly in demand.

Sir James Robertson: May I say that I did not think it was the prospect of unemployment but simply that there are men who do not like the idea of any radical change in their job at the time of life when they still feel very much on top of their job which was their life's choice.

266. *Chairman:* Is not the point that there is a substantial group of people who do not like radical change in their professional career in middle life?——I readily take the point, but I would doubt whether it is a consideration which has much influence on recruitment.

267. *Mrs. Richardson:* May I ask whether the wastage in the early years is less amongst those who have joined the police force as cadets?——Experience suggests that the wastage is very much less from among those who have joined as cadets and, therefore, one would hope that the increasing intake from that source would contribute to a reduction in wastage.

268. May I also ask whether the two-year probationary period could perhaps be cut so that the substantial increase that the constable gets after the second year could come to him earlier?——I think there may be room for argument about that. My own impression would be that two years is not too long a period for a constable to be on probation, keeping in mind the length of time he has to spend in preliminary training and the need to form a judgment as to his suitability for service in the police force, and to give him an opportunity too of deciding whether he wants to make that his career.

269. *Chairman:* Might I just ask what the probation means? Does that mean that a short time before the end of the two years he can be told "We do not want you to go on"? Is it probation in its strictest sense?——Yes.

270. A month's notice before the end of the two years with the words: "Sorry, you do not qualify"?——Yes, that is so. On recruitment he goes to a district training centre and is trained in the basic duties and then he spends the remainder of his two years' probation doing normal duties, going back to the district training centre at the end of the probationary period for a short time.

271. Is there a standard rule as to the termination of his engagement. Has he to be given, say, three months' notice before the end of the two years?——I do not think there is any standard rule, no.

Chairman: I am surprised that has not been pressed for.

272. *Dr. Macfarlane:* Sir Charles, may I clarify some points we were discussing yesterday? If you would refer to your Appendix V there are two graphs and one is entitled "National Wages Index." Would you clear it for me that that is really what we might call a 44-hour week index as apart from an index of earnings?——It is the National Wages Index produced by the Ministry of Labour which I think is based on the circumstances in industry generally.

273. What I am trying to get at is, is it wages or earnings to which that index refers?——Wages, I understand.

274. Would it be possible to obtain that sort of information for some time back, say to the Desborough Report? ——We should have to consult the Ministry of Labour about that. Offhand I cannot say when the statistics were compiled on this basis, I am sorry.

275. Could that be done?——Certainly.

276. Recently, or as far as I remember recently, an index, or at least a rate of earnings, has been published annually. Have you any idea how far back that goes?——Again I should have to make inquiries, but we will gladly do that.

277. Could it be perhaps "grossed" back, if I could use that term to, say, 1919?——If that is possible. I am not sure that it will be.

278. If we may have that I think it will help.——We will consult the Ministry of Labour and let the Commission have what information it is possible to give on these points.

279. I seem to remember as a comparatively small boy policemen in the City of Glasgow wearing two stripes. Was there ever a rank between constable and sergeant? —— I cannot recollect one. May I ask Sir William Johnson?——*Sir William Johnson:* I cannot recollect anything but an acting sergeant, and forces did in fact at times use the two stripes for a man acting as a sergeant for a limited period. To my knowledge there has never been an intermediate rank in itself between the two.

280. Do you think in view of the importance of the step between constable and sergeant some intermediate rank might be desirable, Sir Charles? ——*Sir Charles Cunningham:* I would rather doubt the value of it.

281. Lastly, I understand from Sir George Turner that there was a time when recruitment in the Army in different places was helped by a short service engagement of several years with a gratuity at the end of it; if that was the case do you think it might assist the recruiting situation in the police force?——I would myself have preferred to leave the police service as a profession which a man chooses to make his career and to recruit people who were prepared to become policemen on these terms. I think personally you are much more likely to get the sort of man you want if you do that.

Lord Geddes: I have no questions, Mr. Chairman. The questions I was going to ask have already been answered this morning.

282. *Chairman:* Might I ask one question about cadets, although it may be more appropriate to ask the Commissioner or the Inspectors about this. One would think with this very important and growing intake of cadets that their training during the two to three years they are cadets is a very important question indeed.——I would entirely agree with you, and I know that the Commissioner would too. He is in fact in London reorganising the whole system of training of cadets at the moment, and I know that he attaches the utmost importance to giving a boy during that period not only as much effective instruction as he can be given in police work but also to raising his educational standard and generally trying to make him better fitted to become a regular policeman when he reaches the right age.

283. One would imagine too that these boys as they come in are of differing abilities, and when you have had them for a year you can sort them out into the more promising and the more ordinary.——Indeed, yes.

284. And the development of higher courses for some more than for others. ——Yes.

285. Do you know whether that is already being done?——This is being developed in London, and I think that other forces in varying degrees have similar plans in hand.

286. *Mr. Burman:* Many civilians are now employed in jobs that were previously done by the police; I wonder if at some time you could let us have some figures and one or two examples, shall we say, a fitter mechanic in a police garage, and the civilian rate of pay as compared with the pay that went to the policemen who were previously doing the job? I think you might find wirelessmen a useful example. It would be

useful to have a comparison with the civilian rates and what the police got for similar work.——We can certainly do that.

287. *Dr. Goodhart:* I want to ask whether the two-year probationary period applies to cadets as well as to other entrants into the force?——Not as a cadet; but if a cadet is recruited as a policeman he is still on probation for two years.

288. Do you not think if that was reduced to one year that it would encourage people to become cadets? If you have already had three years when you have seen the man as a cadet it seems rather unnecessary to have as long a period as for a man you have never seen before.——I think that there may be an argument for that. On the other hand I am not sure that it would be altogether satisfactory to have one length of probation for one type of entry to the service and a different length of probation for the other. I should have thought that the good cadet who had made full use of his period of training as a cadet had very little to fear from the two-year probationary period.

289. He would not have much to fear but, on the other hand, it would be pleasant to become a full member of the force as soon as possible, would it not? ——I think this suggestion is one on which the views of those who represent the police service would also be of value to the Commission. My guess would be that there would be some resistance to the idea of two lengths of probation, one for the constable recruited from the cadet service, and the other for the constable recruited direct.

290. *Chairman:* It is a curious thing, is it not, that it is felt that all men whatever their abilities or experience need to be on probation for the same length of time? I suppose there might be men coming into the police force as constables who have held very high rank in the Services, you might even have had a Lieutenant Colonel, I expect.——Yes, indeed.

291. And he has to be on probation for two years as a constable?——Of course, one has to remember that the work of the policeman is of a very special kind. He stands in a very special relationship to the public. He has heavy individual responsibilities to carry out. If he falls down on them he can get not only himself but the police service and a lot of other people into very serious trouble, and I think it is important that he should be thoroughly tested, that his suitability should be thoroughly tested, before one finally commits oneself to the view that he will make a satisfactory career.

292. Indeed, my Lieutenant Colonel might need two years to shake off his habits!——I was trying to say that at greater length!

293. *Sir Ian Jacob:* I would like to put this if I can in a clear way. One can see very clearly that the police force, although a service, differs in many important respects from the armed forces, in that the individual responsibility of the constable is rather different from the individual responsibility of the private soldier. At the same time, what does strike one very forcibly in looking at the police and comparing it with other services of the Crown is this: all other services find it necessary to have an arrangement whereby you select at a very early stage people who are going to be officers, or whom you think fit to become officers, and you then go to great lengths training them at all stages and eventually you hope you will get some first-class people at the top. It seems in the police force that you insist on recruiting everybody as a private, although, of course, I understand that as a constable he has admittedly a good many responsibilities which are not those of the lowest ranks in other forces; at the same time very little is then done to select from those people and give special training to men who are going to fill the high ranks. There is the Police College for this at a much later stage, and which corresponds much more to the Staff College, which takes place perhaps after the man has done 15 years' service. Similarly, for a high proportion of the men who join the police force there is no promotion whatever, absolutely none. Now those two points to me require a very great deal of explanation before one would accept them as being sensible. I do not think this is a thing which can be answered in a moment, but those are what appear

to me to be very striking features of the police force as it is at present organised, and on which I would require a great deal more explanation than I have had from anybody so far to justify them as being sound. That is my point. ——Could I just very briefly in reply to that say that a very great deal of consideration is being given at the moment to this whole question of training for the higher ranks of the police service. The position at the Police College at the moment is very briefly this. There is a course which caters for sergeants who are likely to become inspectors, what we call Course A. That, of course, is directed to fitting a man at that level to hold the rank of inspector. There is also a senior course, what we call Course B, which is directed to the training of potential superintendents. There may well, I think, be a case for either accelerating the first of these courses or perhaps for introducing a new course for the very promising young man in the service, provided we can find some fair means of picking him out and putting him through that course. There may also, I think, be some justification for providing at the other end something which approximates more closely to a staff course, as it would be understood in the Services, for the man who is going to go on to really high command in the police. Much consideration, as I said, is being given to these problems at the moment and I would not like to say more at this stage.

294. *Chairman:* We shall, I have no doubt, be visiting the Police College, but we shall visit it less adequately if we have not read in advance what it is seeking to do. Could we be provided with documents in regard to the training curriculum that exists?——Yes. We will certainly provide the Commission with the fullest information about the Police College as it is at present organised. We might also be able to provide at some stage a further memorandum on the whole subject of training arising out of the discussions which I have referred to very briefly this morning.

295. I think we should like to have both, if we may.——We will certainly do our best.

296. *Mrs. Ryder Runton:* I wonder if I might just ask, Sir Charles, one question on police regulations? I think yesterday Sir William Johnson expressed the view that the quality of the intake and the quality of the constable was satisfactory, and I wonder if the provisions which now govern the appointment, conditions of service and promotion of constables have been materially altered since the war? In other words, do they differ from the regulations of, shall we say, between the wars—1920-1939?——I think the essential difference has been a reduction in the minimum height standard to 5′ 8″. I do not think there has been any significant alteration in the other qualifications for entry.

297. *Judge Temple-Morris:* I am rather puzzled about the police examinations. If I understand the position correctly the police constable to be qualified as a sergeant, and a police sergeant to be qualified as an inspector passes an examination which to all intents and purposes is divided into two parts, Part I police and legal work, Part II general knowledge. If a candidate passes Part I, his police and legal work, and fails in Part II, his general knowledge, he can go back and try again in general knowledge, but he is not eligible for promotion until he passes the whole examination. Many a good police officer has told me, that is to say, a police officer who has eventually reached the rank of superintendent, that in his day he found the legal and police work ordinary but the general knowledge very hard. Might I ask Sir Charles if when he is preparing his next memorandum he would give us some percentage of the passes and failures on these two parts of the examinations?——We shall certainly see what information we can give on that point.

298. *Sir James Robertson:* Might I ask Sir Charles if these examination papers are published, or if they are regarded by the authorities as confidential?——I understand they are published, at least within the service.

299. *Chairman:* And could therefore be made available to us?——Certainly.

Thank you very much, Sir Charles. I cannot promise that we shall not want further help from you in the future.——Thank you, Sir.

(The witnesses withdrew)

Memorandum of Evidence on the pay of the constable submitted by the Scottish Home Department.

1. It is provided in Section 14 of the Police Act, 1919, that in making Police Regulations under the Act the Home Secretary and the Secretary of State for Scotland "shall act in consultation one with another"; and constables in Scotland have, in fact, enjoyed parity with constables in England and Wales from the introduction of the Desborough scales of pay in April, 1919. Thus, the scales of pay shown in Appendices I and VII of the Home Office memorandum apply equally in Scotland. Before 1919 the Scottish constable's pay varied from force to force as it did in England and Wales, but the Secretary of State for Scotland was required to approve the scales of pay in the case of both burgh and county forces and issued model scales. Police regulations in Scotland are now made under the Police (Scotland) Act, 1956, which was largely a consolidation measure, but the practice of common scales of pay on both sides of the Border has not been affected; the closeness of the association has been in fact enhanced by the establishment of the Police Council for Great Britain, since negotiations are now conducted in a single body covering the whole of Great Britain and not in the separate Scottish and English police councils.

2. In view of the uniformity of pay in the two countries it seems unnecessary to repeat the factual information given in the Home Office memorandum and this paper is confined to dealing with any points where there is variation between Scotland and England and to illustrating the effects of the various pay awards on the strength of Scottish forces and on recruitment and wastage.

Strength

3. *Oaksey award* (*paragraph 12* of Home Office Memorandum). At the time of the award the strength of police forces in Scotland was 6,994 men and women. By 31st October, 1950, the figure had increased to 7,220, but declined again to 7,141 at 31st August, 1951.

4. *Eve award* (*paragraph 14* of Home Office Memorandum). The strength rose to 7,449 by 31st March, 1953, dropped only slightly in the middle of the year and had risen to 7,457 at 31st December, 1953.

5. *Agreement of Police Council for Great Britain (1954)* (*paragraph 16* of the Home Office Memorandum). This award did little to stimulate recruitment in Scotland; the figure rose to 7,530 by 31st July, 1954, but fell away thereafter, due partly, as in England and Wales, to the increase in the number of retirements on pension.

6. *Introduction of the 88-hour fortnight* and subsequent arbitration awards (1955-1958)* (*paragraphs 17-19* of the Home Office Memorandum). There was a steady rise in strength from 7,554 at 31st August, 1955, to 7,729 in December, 1955, 8,108 in December, 1956, 8,120 in March, 1957, 8,299 in August 1958, and 8,578 in December, 1959.

Value of Constable's Pay and Emoluments

7. The table given in *paragraph 21* of the Home Office Memorandum applies in Scotland except that the annual value of the tax-free rent allowance is lower than in England and Wales. Thus the Scottish figures comparable to the figures of 20s. 9d. and 35s. 9d. quoted under note (ii) to the table are 16s. 9d. and 26s. 5d. respectively. This difference reflects the fact that rents in Scotland tend to be lower than in England and Wales.

Recruitment

8. The average monthly rate of recruitment to the Scottish police over the years 1950-1959 was about 55; and generally, as in England and Wales, recruitment was below average during periods preceding pay awards and above average in the months immediately succeeding the awards.

* Some 45 per cent. of constables were still working all or most of the additional hours at the end of 1959.

Wastage

9. The average rate of wastage in the past ten years was just over 40 a month. The years following the 1955 pay award showed the most marked fall in wastage in Scotland (the monthly average for 1956 was down to 34); and the peak years were 1953, 1954 (particularly the latter part) and 1957, when the monthly average was 47. Wastage of probationers has remained fairly constant though 1957 was a bad year with 168 resignations compared to 130 in 1956, 142 in 1958 and 128 in 1959. For retirements after probation but without pension the peak years were 1953 and 1957 (142 in each year). As regards retirements with pension, 1950, 1953, 1954 and 1955 were the worst years, and August, 1954, with 65 retirements was substantially the worst month in Scotland.

10. The following appendices are attached:

I. Rent Allowance

II. Police Establishment and Strengths (Men) in Scotland

III. Numbers of Police in Scotland, 1938 and 1945-59

IV. The Relationship between the Constable's Pay and the National Wages Index and Police Wastage and Recruitment (Graph)

V. The Movements in Wastage since the Report of the Oaksey Committee (Graph).

Appendix IX to the Home Office Memorandum describes the system of police pensions. Separate regulations (the Police Pensions (Scotland) Regulations) made by the Secretary of State for Scotland govern police pensions in Scotland but these are in practically the same form as the regulations for England and Wales and the description of the system in the appendix applies to Scotland subject to the substitution in *paragraph 7* of the Sheriff Court and the Court of Session for the Court of Quarter Sessions and the High Court respectively.

Scottish Home Department.
Edinburgh, 1.

7th March, 1960.

APPENDIX I

(corresponds to Appendix II
to the Home Office Memorandum)

Rent Allowance

1. The provisions in regulation 38 of the Police (Scotland) Regulations for rent allowances for members of police forces in Scotland are similar to those described in Appendix II to the Home Office memorandum, except that in Scotland (*a*) the maximum limit can be fixed either by the police authority with the consent of the Secretary of State or by the Secretary of State after consultation with the police authority (this second method has rarely been used), and (*b*) the flat-rate allowance is not prescribed as half the maximum limit but is fixed separately so as to cover the reasonable average cost of quarters for single men of the rank in question.

2. The flat-rate allowance payable in each force has been included in the following table.

A. Maximum Limits and Flat Rate Allowances on 31st December, 1959.

Force	Maximum Limits	Flat Rate Allowance
I County and Combined Forces		
Angus	27/–	13/6
Argyll	27/–	13/6
Ayr	33/–	16/6
Berwick, Roxburgh & Selkirk	37/–	16/6
Caithness	21/6	11/6
Dumfries and Galloway	30/–	15/–
Dunbarton	34/6	17/6
Fife	37/6	19/–
Inverness	30/–	15/–
Lanark	18/6	15/–
Lothian and Peebles	31/–	17/6
Orkney	30/–	15/–
Perth and Kinross	30/–	15/–
Renfrew and Bute	31/–	15/6
Ross and Cromarty	25/–	15/–
Scottish North-Eastern Counties	25/–	12/6
Stirling and Clackmannan	29/6	15/–
Sutherland	20/–	15/–
Zetland	26/–	15/–
II City and Burgh Forces		
Aberdeen	27/–	13/6
Airdrie	22/6	11/–
Ayr	31/–	17/6
Coatbridge	25/–	12/6
Dundee	25/–	12/6
Edinburgh	34/6	17/6
Glasgow	40/–	20/–
Greenock	31/–	15/6
Hamilton	25/–	12/6
Inverness	24/–	15/–
Kilmarnock	31/–	15/6
Motherwell	25/–	12/6
Paisley	31/6	16/–
Perth	34/6	17/6

Note: Maximum limits and flat-rate allowances are generally approved as annual amounts; and the weekly equivalents shown above are expressed to the nearest 6d.

B. The number of constables drawing maximum limit rent allowance, showing the amounts of the payments.

Amount of rent allowance	Number of Constables
10s. and under (and including) 11s.	79
over 10s. up to (and including) 11s.	22
„ 11s. „ „ „ „ 12s.	22
„ 12s. „ „ „ „ 13s.	27
„ 13s. „ „ „ „ 14s.	20
„ 14s. „ „ „ „ 15s.	45
„ 15s. „ „ „ „ 16s.	40
„ 16s. „ „ „ „ 17s.	45
„ 17s. „ „ „ „ 18s.	43
„ 18s. „ „ „ „ 19s.	60
„ 19s. „ „ „ „ 20s.	92
„ 20s. „ „ „ „ 21s.	69
„ 21s. „ „ „ „ 22s.	101
„ 22s. „ „ „ „ 23s.	94
„ 23s. „ „ „ „ 24s.	81
„ 24s. „ „ „ „ 25s.	111
„ 25s. „ „ „ „ 26s.	91
„ 26s. „ „ „ „ 27s.	130
„ 27s. „ „ „ „ 28s.	57
„ 28s. „ „ „ „ 29s.	64
„ 29s. „ „ „ „ 30s.	121
„ 30s. „ „ „ „ 31s.	59
„ 31s. „ „ „ „ 32s.	53
„ 32s. „ „ „ „ 33s.	41
„ 33s. „ „ „ „ 34s.	35
„ 34s. „ „ „ „ 35s.	178
„ 35s. „ „ „ „ 36s.	19
„ 36s. „ „ „ „ 37s.	13
„ 37s. „ „ „ „ 38s.	8
„ 38s. „ „ „ „ 39s.	8
„ 39s. „ „ „ „ 40s.	296

APPENDIX II

(corresponds to Appendix III
to the Home Office Memorandum)

Police Establishments and Strengths (Men) in Scotland

Force	Percentage increase in authorised establishment between Dec., 1938 and Dec., 1959†	Percentage deficiency in strength December, 1959	Deficiency in numbers December, 1959	Significant increase in authorised establishment during 1958 and 1959
County and Combined Forces				
Angus	35.6	0.71	1	
Argyll	26.5	5.71	6	
Ayr	34.7	0.35	1	
Berwick, Roxburgh and Selkirk	19.6	0.78	1	
Caithness	69.6	5.13	2	
Dumfries and Galloway	37.4	2.96	5	
Dunbarton	39.1	3.20	9	6.8% on 13.2.58
Fife	52.1	2.54	12	3.3% on 20.10.58 1.1% on 16.11.59
Inverness	42.6	—	—	
Lanark	33.9	0.88	4	6.4% on 19.11.58
Lothians and Peebles	51.9	6.84	24	5.1% on 10.12.58 0.9% on 3.11.59
Orkney	111.1	—	—	
Perth and Kinross	41.7	4.41	6	4.8% on 29.1.58 4.6% on 18.12.59
Renfrew and Bute	51.9	10.07	28	10.3% on 27.7.59
Ross and Cromarty	49.0	5.26	4	
Scottish North-Eastern Counties	32.4	—	—2*	1.7% on 28.10.59
Stirling & Clackmannan	57.0	3.50	11	
Sutherland	50.0	3.70	1	
Zetland	128.6	—	—	
City and Burgh Forces				
Aberdeen	30.3	—	—	
Airdrie	39.4	—	—	
Ayr	52.5	4.30	4	5.7% on 20.11.59
Coatbridge	40.7	—	—	
Dundee	18.5	1.99	6	
Edinburgh	26.8	2.99	30	
Glasgow	9.8	7.92	202	
Greenock	—12.1	0.81	1	
Hamilton	29.4	—	—1*	
Inverness	41.2	—	—	
Kilmarnock	51.8	—	—	
Motherwell	51.4	3.67	4	7.9% on 16.7.59
Paisley	27.3	5.35	9	8.4% on 1.9.59
Perth	42.6	1.49	1	9.8% on 25.8.58

† Forces which had separate establishments in December, 1938, have had those establishments added to those of the forces of which they now form part.

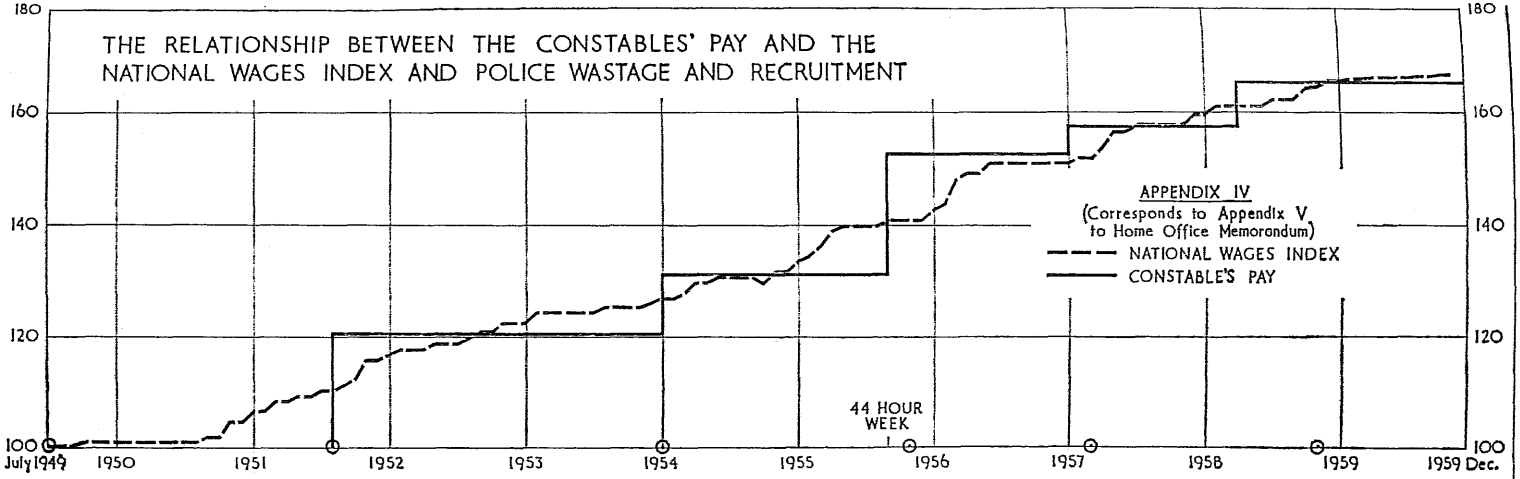
* Forces temporarily over establishment.

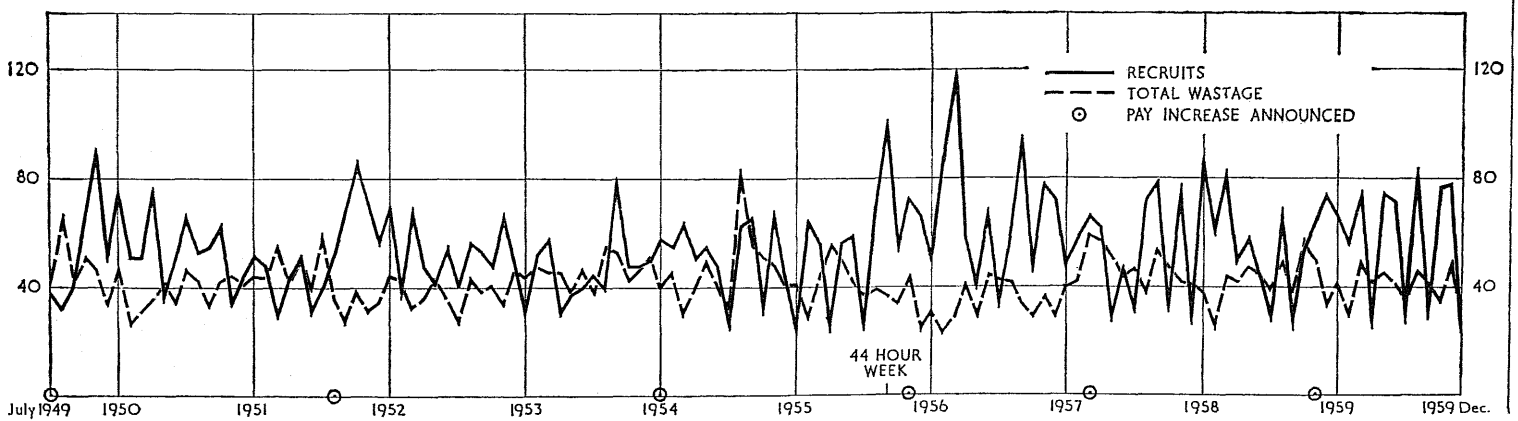
APPENDIX III

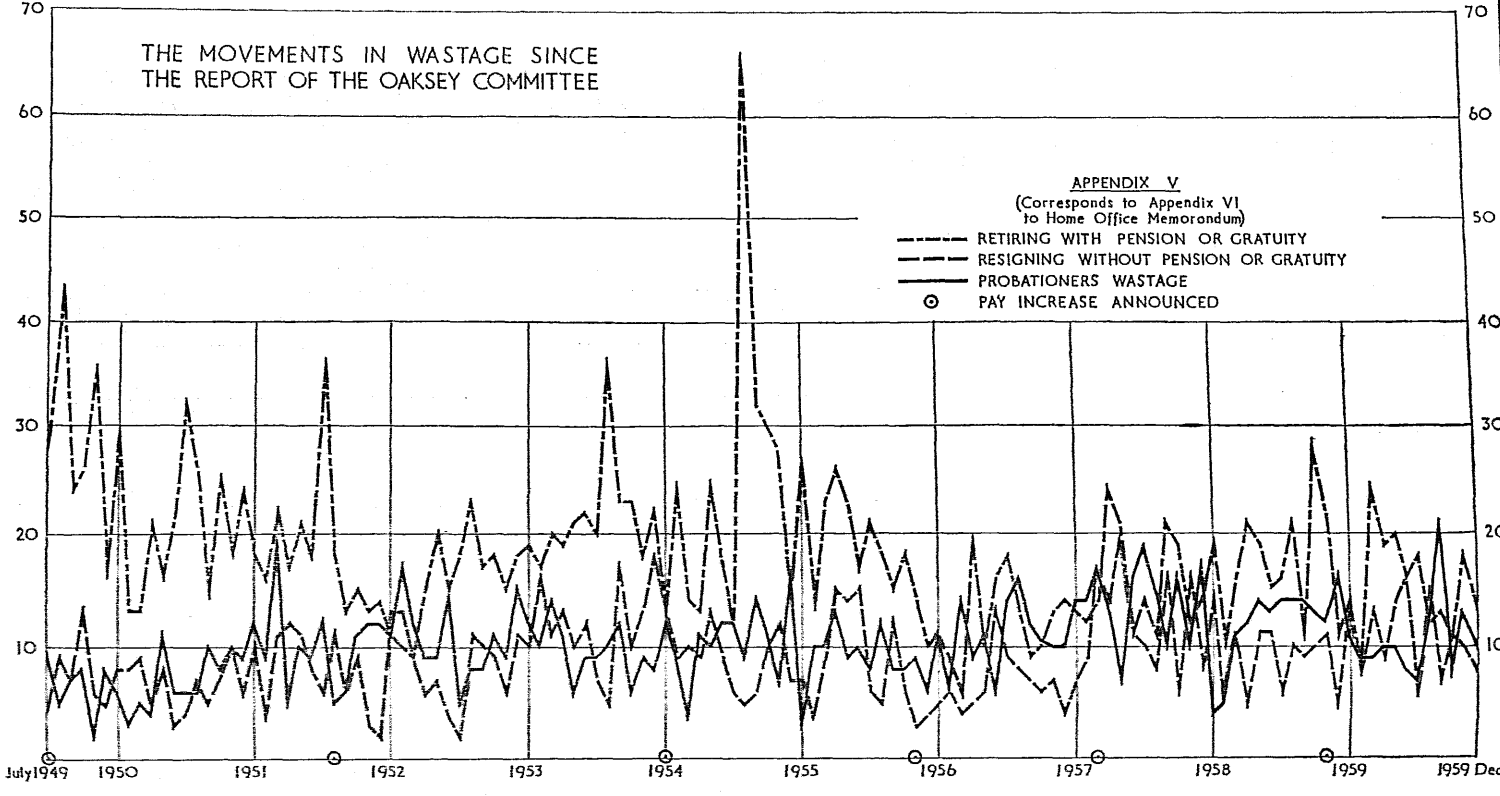
(corresponds to Appendix IV
to the Home Office Memorandum)

Numbers of Police in Scotland 1938 and 1945-1959.

Year (as at 31st December)	Total Police Establishment (Men and Women)	Total Police Strength (Men and Women)	Gain or loss of Police Strength during the preceding Calendar Year	Population per serving police officer	Civilian Employees	Cadets
1938	6,923	6,835	+ 163	705	113	—
1945	7,201	5,472	−1,536	885	621	—
1946	7,383	6,488	+1,016	769	710	—
1947	7,475	6,844	+ 356	751	730	—
1948	7,481	7,077	+ 233	732	731	—
1949	7,505	7,003	− 74	739	724	—
1950	7,568	7,199	+ 196	718	715	47
1951	7,690	7,298	+ 99	700	715	48
1952	7,738	7,452	+ 154	686	727	48
1953	7,799	7,457	+ 5	686	728	60
1954	7,880	7,533	+ 76	680	735	65
1955	8,643	7,729	+ 196	664	750	107
1956	8,712	8,108	+ 379	635	778	125
1957	8,744	8,168	+ 60	631	796	144
1958	8,879	8,354	+ 186	618	808	155
1959	8,959	8,578	+ 224	605	838	174







Examination of Witnesses

SIR JOHN ANDERSON (*Secretary*)
MR. E. U. E. ELLIOTT-BINNS (*Assistant Secretary*)
MR. T. RENFREW (*Inspector of Constabulary*)
on behalf of the Scottish Home Department

Called and Examined

300. *Chairman:* We are very grateful to you, Sir John, for coming along to see us today. May I say that the Commission has at all times been perfectly prepared to go to Scotland and, indeed, it is going to do so in the future, but it is very convenient that you are here at the same meeting as that in which we have heard the Home Office.

Your memorandum, for perfectly good reasons, is much shorter than that of the Home Office because there is so much common ground between the service in Scotland and that in England.——*Sir John Anderson:* Yes. We thought it would probably be convenient to you if we highlighted the differences and allowed the common ground to speak for itself.

301. I need not repeat to any great degree what is in the memorandum. Ever since the Desborough Committee your constables have enjoyed parity, subject to certain points we can come to, with constables in England and Wales. You have a special Act of Parliament under which your police regulations are made, but you actually are amalgamated with England and Wales for purposes of the Police Council and negotiations.——The Police Council acts for Great Britain, yes.

302. I did note in paragraph 6 that no less than 45 per cent. of your constables are without the benefit of the 88-hour fortnight in part or altogether.——Yes.

303. I think, as in the case of the Home Office, I should find it most convenient to ask you to turn to your Appendix III, which corresponds to Appendix IV in the Home Office memorandum.

My feeling is that the general impression as to deficiency and population per serving officer and everything really shown on this sheet is broadly similar to that which one gets from the figures for England and Wales.——I think that is true, yes.

304. Might I look at it a little more in detail. Again, may I compare the end of 1949 and the end of 1959? There you get an increase in establishment of 1,454 in the ten years and an increase in strength of 1,575. The catch-up is not so marked in Scotland, but in Scotland, as in England and Wales, the strength is nearer to the establishment today than it was ten years ago.——That is so.

305. Another point of similarity is that at the end of last year your strength was 381 below establishment but 202 out of that 381 were in one force—the Glasgow Force.——Yes.

306. The deficiency as between establishment and strength at the end of 1959 as I worked it out was 4.3 per cent. I think that is right, but there were one or two small points that may be unimportant. At the end of 1954 the deficiency was only 347, at the end of 1955 the deficiency was 914, but I see that there has been a big jump in establishments. ——I think that is the explanation.

307. It is not a sudden wastage or a sudden fall in recruitment, it is more the change in establishments.——What in fact happened at that time was that we adjusted the establishments to take account of the introduction of the 88-hour fortnight, so that from 1955 onwards the establishments are such as should permit the working of the shorter working week if the forces were up to strength.

308. Just on this question of establishments; I think you were here yesterday and heard the discussion we had with Sir Charles about establishments.——Yes.

309. Is there the same measure of unreality about establishments that we found in England? I will define what I mean. The figures for establishment are not really the figures which the competent authorities have settled on as really the best figures for the establishment but

they are affected by the deficiencies in that people have said: "Let us not put up the establishment while we have a large deficiency," and they may also be affected by the economy of certain authorities who do not want to put greater costs on the rates.——I think we would claim that on the whole our establishment figures are nearer to reality than those in England, since, as I have mentioned, we have already adjusted them to take account of the 88-hour fortnight, and in a number of cases we have made fairly recent adjustments to establishments which in our view bring them very near to what we would regard as the necessary level. The main difference, of course, is in Glasgow where owing to the deficiency in establishment it has not been felt realistic to increase the figure to what it should be in a perfect world, and I think there is no doubt that the Glasgow figure would have to be substantially raised. Outside Glasgow my impression would be that we are probably not very far short of the right number.

310. I shy from that word "realistic"! It seems to me that establishment ought to be what you want to have and not what you think you may get.——I was thinking not so much of what we might get but what we needed in a realistic fashion taking account of the police needs in the area.

311. If my recollection of the evidence yesterday is right, in looking at these figures we need not have a figure to correspond with Sir Charles's 3,000 to make up for the 88-hour fortnight?——No, that is so.

312. But probably you would like to add something to the deficiency of 381? You may say—would I be right—that another 1,000 at least and not merely 381 would be desirable?——I think it might be of that order, but we would like to look at it with more care.

313. In the last three columns of Appendix III one gets something reasonably analogous to the English and Welsh position that the population per serving police officer has gone down in the ten years from 739 to 605.——Yes.

314. The civilian employees have increased. They are not nearly in the same proportion as in England and Wales. In the ten years they have increased from 724 to 838. Also, your cadets are still fewer in number in proportion to the population, I think, than in England.——Yes, that is so.

315. Is that decrease from 739 to 605 for population per serving officer a pretty strong indication of a good state of manning?—I think it probably is, and as indeed was brought out earlier, outside Glasgow I think our standard of manning is probably pretty fair. We do suffer in Glasgow from the difficulties which confront all the large cities of maintaining recruitment and maintaining strength, but in the county districts and outside the cities things are not too strained.

316. The sheer length of a beat in relation to the population keeps increasing as people live in lower densities—as the cities spread out.——Yes.

317. I happened to be close to Glasgow for some time but I suppose like London it has spread out a great deal into what was the country?——Glasgow, I think, has about reached its limits now and the problem is to disperse its population beyond its boundaries altogether.

318. Yes. Have you anything to say as to the civilian employment, as something which is going to develop further?——I think that, as Sir Charles Cunningham said, the move towards the employment of civilians on traffic duties will undoubtedly have its effect. I am not sure how much scope there may be in ordinary police employment for more civilians. The cadets, as you have noted, are relatively much fewer than in England, and there are some forces who do not employ them at all. Glasgow in fact have never employed cadets. They feel that on the whole they prefer to recruit in their normal fashion and they have never adopted the cadet system.

319. Over the centuries a good many Scotsmen have crossed the border into England; I did not ask Sir Charles whether there are a lot of Scots in the English or Welsh police but do you in fact export a good many young Scotsmen to England into the police force, do you know?——Very few after they

have joined the police. There is no appreciable movement of constables from one country to another. One's impression is that there are a good many Scots in the Metropolitan Police and elsewhere and, indeed, I believe that some English forces have for a long time had the tradition of advertising in Scotland and sending recruiting parties to Scotland.

320. Is that resented?——I do not think so. It is always done with the concurrence of the Chief Constable of the area, and I think generally one would feel that if the English like to take advantage of the character and intelligence of the Scots who are we to prevent them!

321. May I just look at Appendix II? There are some superficially strange figures in the column of percentage increases in establishment. One might think that Orkney and Shetland have been behaving very badly to have their establishment more than doubled in the last twenty years. Is it something to do with the Services up there?——There were very special features in Orkney and Shetland. Neither county came under the Police Act at all in the early years and it was not until 1938 and 1940 respectively that the two counties came under the Police Act and were subject to inspection and the forces were thereby increased.

322. Greenock was the one that surprised me.——What happened there, I believe, was that the Greenock Harbour Police used to be shown as part of the authorised establishment but during this period they were removed from the authorised figure. This is purely a statistical quirk. It has no relevance to the strength of the force proper.

323. The difference in the figures for rent allowances are wholly accounted for, I imagine, by the different system of tenure in Scotland?——Yes, that is so.

324. Would you say that there is any substantial difference between the qualities needed by a policeman in Scotland and those needed by a policeman in England and Wales? Does your legal system which has to be related to statute law make the education of a constable any more complicated?——I would not say any more at all, no. The main difference in police duties in the two countries is, of course, that in Scotland we have a system of public prosecution whereas in England the police, I believe, undertake themselves a good deal of prosecuting duties. There are, of course, a number of statutes which apply in one country and not in the other, but broadly the requirements I think are the same.

325. One of the questions we asked the earlier witnesses was, how do your recruits coming in nowadays compare with the recruits coming in ten or twenty years ago? Are you satisfied with the recruits that you are getting, or have your authorities for one reason or another had to reduce their standards? ——I think our impression is that the standard of recruits we are now getting is very good indeed, but I do not know whether Mr. Renfrew would like to supplement that.——*Mr. Renfrew:* The standard bears a very fair comparison with pre-war, and in fact I think within the last two or three years it has steadily risen, as you will find from an examination of the results at the Police College. Quite a number of the lads on recent inspections—I put the figure of about one in ten as a rough estimate—have their higher leaving certificates; others are on tradesman standard having left school at 15, served their apprenticeship, come out as journeymen and then decided to enter the police service. So they are of good steady quality. Physically, they are higher, on the average, than the English forces, because our minimum height is normally 5′ 10″.

326. I do not know whether you, Sir John, or Mr. Renfrew, could endeavour to help us on the question of why you have this exceptional difficulty in Glasgow, not in Edinburgh and not in areas which are equally urban though not nearly so large as Glasgow itself?——*Sir John Anderson:* If I might try first and then ask Mr. Renfrew to help, I think it is true to say that in the old days Glasgow used to reckon to get about 70 per cent. of their recruits from outside the city, in the Highlands or elsewhere, and I am told that recently that figure has fallen very considerably to somewhere in the region of 30 per cent., which would seem to imply that

the rural areas are drying up either because the men prefer to go into their own local forces or because other opportunities for employment are presenting themselves. That I think accounts for a substantial part of the difference. For the rest I would only guess myself that the reason is to be found in the urban conditions in Glasgow, the difficulty of finding accommodation and the general features that apply to all large cities.

327. Would Mr. Renfrew like to add anything to that?——*Mr. Renfrew:* Sir John has covered the points pretty well. There has been depopulation in the areas from which the Glasgow police drew their supplies pre-war, and I have found, speaking to a number of lads who joined the northern forces, that if they had not received appointments in these forces they would not have gone anywhere else because the local conditions in agriculture from which most of the men came in pre-war days are very much better now and there is no desire to move.

328. I have no solid basis really for what I am going to put to you, but of course it does strike one that the great areas of deficiency are London, Birmingham, Liverpool and Glasgow. They are all large conurbations, if I may use that word, but is there anything which is not first-class for the morale of the force when it is very large; there is less personal relationship and all that sort of thing in a very large unit?——I think it can be said quite truly that the men in the Glasgow police think the Glasgow police is the best force in Scotland, and there is no reason on that basis for Glasgow being under strength. I think it springs more from the conditions of industry; when industry fell as it did a couple of years ago there was a flow into the police force, but that dries up immediately the works pick up once more and the men prefer to stay out.

329. May I ask you about the question of what is called wastage? There may be a diagram here which has slipped my memory for the moment, but is it the same picture with you, that the most serious wastage is in the first and earliest years?——*Sir John Anderson:* We have a graph in our Appendix V which shows the movements in wastage. As you will see, it shows very broadly the same picture as the English one, with peaks and troughs corresponding very much to their pattern.

330. But you do lose an undesirably large number of men in the course of their first two years?——Yes, indeed.

331. And a not very different number of men, though of course they are spread over a much greater total number of men, resign without pension or gratuity after they have ceased to be probationers; that is to say, the line for resigning without pension or gratuity and the line for probationers' wastage are not really so far apart, but of course in one case it is a number resigning out of 24 years' intake and in the other it is out of only two years of intake.——Yes.

332. *Dr. Macfarlane:* You mentioned, Sir John, in an answer to the Chairman the spread of the Glasgow area. Have you any idea what the average length of beat might be now compared with immediately before the war, as a proportion?——I would not like to venture anything on that myself. —— *Mr. Renfrew:* It is very much greater today than it was because there are fewer men to cover the areas and before the war the tenemental areas were quite readily covered by relatively few men; the housing areas, being widespread, cannot get the same coverage by a man on foot.

333. The figures in Appendix III under "Population per serving police officer" I think have come down a bit more than the equivalent in England and Wales. Further, the specific figure is lower than for England and Wales.—— Yes.

334. Is that due to the fact that the majority of the population, about 55 per cent. to 60 per cent. of the population virtually, live in the west of Scotland, and therefore the remainder requires a bigger police density? —— *Sir John Anderson:* That may well be the explanation. I think probably there is a factor in the small density of population in some of the county areas. That is the converse of the point you were making. Mr. Renfrew is pointing out we have some further figures on this. In Orkney the population per constable is 1,028, and in the north-east counties 944. Figures of this kind of course affect the average very considerably.

335. May I ask Mr. Renfrew the question I asked Sir Charles this morning? Does Mr. Renfrew remember constables with two stripes in Glasgow once upon a time?——*Mr. Renfrew:* Yes, I do. One stripe in Glasgow once upon a time indicated eighteen months' service; I wore one. Two stripes indicated seven years' service.

336. Was there any pay change for those stripes?——No, there was the feeling that two stripes or one stripe gave status to the men when they met people in the street, but it did not mean anything in pay.

337. You heard the suggestion again this morning that there was a possibility of considering an intermediate rank between constable and sergeant; have you any views on that, Sir John?——*Sir John Anderson:* I think our views would be rather similar to that expressed by Sir Charles Cunningham; I myself have heard of no demand in the police service for that kind of half step, and I myself would have doubted whether it was desirable in the particular conditions of police duty.

338. *Sir James Robertson:* I have just one or two minor questions on Appendix II. I note that the increase in authorised establishment for Glasgow has been quite small in the period since 1938. Partly that would be accounted for by the natural reluctance to shoot up the establishment when you have not reached your present one, but is it in part the obverse of the very big increases in Renfrew and Bute, not so much in Lanarkshire, certainly, but in Stirling 57 per cent.? In other words, does this represent a shift of population, a certain diminution of formal responsibility in Glasgow and an increase in the parts falling in these contiguous counties to which population from Glasgow has been moved?——I think that is true only to a very limited extent. I would have thought that the lowness of the Glasgow figure is due in the main to the first reason which you yourself gave, that it really has not been worth while bringing the figure up very much until the actual strength has got nearer the establishment. There may be something in the question of dispersal, but I would not myself put that very high; I do not think it accounts for very much in this figure.

339. How then would one account for the very big increase of almost 52 per cent. in Renfrew and Bute?——There are a number of other areas which show a similar tendency of course; Fife is 52 per cent., Lothians & Peebles 51.9 per cent.

340. Fife has seen tremendous development and an increase in population, has it not?——Yes.

341. Would there be a corresponding increase in Renfrewshire during the period?——Yes, I think the industrial estate at Hillington is probably a large factor in accounting for the Renfrew figures.

342. Then another interesting figure is the increase of almost 70 per cent. in Caithness; that I take it is Dounreay?——Yes, I think so.

343. The only other question I had, Sir John, was just to check Mr. Renfrew's statement about the proportion of recruits who had higher leaving certificate passes in Scotland. I wonder if you would mind giving us the figure again?——*Mr. Renfrew:* I found in the course of recent inspections that these amounted to about one in ten of the boys who were coming in.

Sir James Robertson: Perhaps, Sir Henry, I might mention that the higher leaving certificate pass in Scotland represents a very good year's work beyond the English G.C.E. ordinary level; in other words, it lies a little nearer advanced level than ordinary level in England. That may make the picture clear.

Chairman: Thank you very much.

344. *Mrs. Ryder Runton:* I wonder if I might ask Sir John a general question on this question of pay which was asked yesterday, and that is, do you feel that the police appreciate the full hidden value of their emoluments? I am thinking of their rent-free house, and so forth —or do you think it is something that is forgotten when they are assessing the value of their pay?——*Sir John Anderson:* I cannot help feeling that it would be only human if a policeman like everyone else were to pay regard in the first

place to what he actually got in his pocket at the end of the month. No doubt he is conscious from time to time of the wider value of his emoluments, but I think he would be rather more than human if he did not count up his shillings in the first place in the way in which he received them.

345. Do you consider that pay has any major relationship to the fluctuations in establishment, or would you say that other factors substantially account for the fluctuations, and if so would you elaborate on those factors?——Of course one of the great difficulties in this exercise is to isolate any particular factors with any conviction. The graphs do show a rise in recruiting following on a pay award, followed very generally by a decline until the next award comes along, and to that extent obviously pay has a considerable influence. Looking at the figures of wastage, we have got some information about the lengths of service of men who resigned without pension, and the reasons they themselves gave for resigning. That, of course, must be taken with a good deal of discretion—the reason which a man may give for his resignation may not necessarily be the complete reason—but for what it is worth, of the probationers 36 per cent. said that they left for better paid jobs, 10 per cent. were going to emigrate, 34 per cent. disliked the conditions of police work, and 20 per cent. gave other reasons unspecified. After probation but under 10 years' service, 45 per cent. said they left for better paid jobs, 32 per cent. emigrated and 12 per cent. said they disliked the conditions. Whether it is really possible to draw any conclusions from those figures I am not very sure. On the face of it it looks as though after probation but under 10 years' service pay was a greater attraction. There is also a surprising jump in the percentage who were going to emigrate.

346. *Chairman:* Might I ask on that, does going to England count as emigration?——No, I think you have to go overseas. Would it help you if we put these figures in the form of a note for you?

347. It will be on the shorthand note. Those figures are very interesting, and certainly the emigration figure is surprisingly high, is it not?——I think that may depend on the period during which the figures were taken. For example, last year I am told the emigration figure fell to practically nothing, and there may be some other influences at work which we cannot identify.

348. And of course the reason of better pay reflects in all probability what you say is the natural reaction, more cash at the end of the month or the week, not necessarily better total emoluments logically calculated?——I think that is very true.

349. *Mrs. Ryder Runton:* The Oaksey Committee, Sir John, suggested that the constabulary enjoyed substantial advantages over other occupations. Would you consider that was the case today, and would you consider that the constabulary themselves think so, that the federated ranks are alive to any such conditions?——I would certainly say that statement is true today. The advantages may have become slightly whittled away since Oaksey reported with the improvement in pensions and other arrangements in outside employment, but I think they are still very substantial indeed. As to your second question, it is always very difficult to judge what other people think, but I would have hoped that the police service, being composed of intelligent men, is prepared to realise that, while they may feel they are hardly used in some respects, at any rate their profession has certain advantages.

350. *Judge Temple-Morris:* Sir John, I think you have really answered my question; I was going to ask you if you knew where these men went and why when they left the police force, and to a very large extent you have answered it. If I may say so, I consider it important for this reason. To my mind a man leaves the police force because either he is disappointed or he is dissatisfied, and it is important to find out the causes of the disappointment or dissatisfaction. My experience has been that police officers who have left the police force have gone to commercial callings where their good qualities as witnesses and investigators are taken full advantage of by those authorities for

which they work. For example, I know of officers who are employed by hire purchase firms who are giving most desirable evidence. They have no doubt learnt to be excellent witnesses as a result of their police experience. I know of others who are making excellent investigations for commercial firms as a result of their experience in the police force, with the result that I do feel it would help the Commission if we could get as much information as we possibly can as to where these men go and in what fields they are now being active. Possibly, as Mr. Renfrew goes round such a lot among the forces, it might well be that he might get information on this point?——I am not sure that we can analyse our own central statistical information very much further than the figures which I indicated to the Commission just now. It is always difficult to provide any properly objective answer in a case of this kind, and I do not know how far factual information is really available.——*Mr. Renfrew:* It would be available so far as pensioned officers are concerned, and it is men of this type who are invited by such firms to carry out enquiries and investigations. It is quite true that a fair number of police officers are attracted to positions there after they have proved their value in the police force and have retired on pension, because then the firms get first-class men with a fine background and the best experience possible for investigation.

351. *Chairman:* Those are men who have served with the force for 25 years at least?——They are the men who have retired on pension.

352. They are not the wastage.——I have never heard in my own experience of men retiring from the police force in any numbers and taking up that kind of post. In my experience the men went into industry, steel works and pits and so on.

353. One or two chief constables could help us on that with more direct knowledge.——I am sure they could.

354. *Sir George Turner:* The rates of pay are the same throughout Scotland? ——*Sir John Anderson:* Yes.

355. I know this is a mystery, but surely if it is adequate for Glasgow somebody must be living very comfortably in the country districts?——Of course, the rent allowances vary considerably, and rent and rates I think are probably the largest factor in accounting for different standards of living.

356. Has a case been made at any time for a thing corresponding to a London allowance in Glasgow?——I am not aware of any, no.

357. Do you think there is anything in that?——I would very much doubt it. It has always been felt by the Department I think, as by the police service, that a uniform system of pay is desirable, partly because it is always felt that police duty is essentially the same wherever it is carried out, and partly because of the enormous complications into which you would enter if you tried to devise a varied system. After all, many county forces contain both urban and rural centres and a man is liable to serve from time to time in the course of his career either in town or in country districts. Similarly, the movement of population may mean that a burgh boundary is extended and that an area which was previously rural becomes urban, and so on. I think it has always been felt that the practical difficulties would be so extreme as to make a differential scheme almost unworkable.

358. *Mr. Burman:* I wonder, Sir John, if you could tell us something about the method of housing the police in Scotland ,as to whether it varies from the English system, because you did mention that in Glasgow housing difficulties might be one reason why you were short of men. I know in some English areas the local authority allows the police authority to have houses for the police; does that happen in Scotland as well? ——The general requirement is of course the same in both countries, that the police authority require either to provide quarters or to pay a rent allowance. I do not know if Mr. Elliott-Binns has any added information on this.——*Mr. Elliott-Binns:* Approximately half the police in Scotland are living in police authority owned houses at present. Some of those are built by the police authority in its own right as police houses, quite a number are built by the housing authority as part of one of their general schemes and then sold to the

police authority. Glasgow is building a substantial number of houses as police authority, and each year there is an increasing number of Glasgow policemen in police houses. Before the war there were very few I think in Glasgow, so the lag there compared to the county forces is much greater.

359. The problem will solve itself within a period of years?——There is a tendency, one finds, for the houses not to be wanted as much as they used to be. Quite a lot of police officers prefer to be either in a local authority house which they can stay in or a house which they own themselves and into which they can retire, and I think we will find that our housing programme gradually levels off as the demand meets the supply.

360. *Mr. Fraser:* Is there much transfer between one force within Scotland and another?——*Sir John Anderson:* No, it is very rare.

361. If there were a Glasgow allowance or something of that sort would that not tend to make the ambitious man in another area come to Glasgow where there is a deficiency, and might not that be in the public interest?——Yes, that certainly might be one of its effects.

362. I think you, rather like Sir Charles Cunningham, are a little apprehensive that any differential rate of pay might either be very complicated or might have other disadvantages?——I think a differential given for recruitment reasons would certainly be very embarrassing, or potentially so. After all, if it were to succeed, then presumably the differential should be removed. If it were not removed then you have created for one reason a super police force without justification.

363. In your graph, which is Appendix V, there is a line for probationer wastage exactly corresponding to the English graph.——Yes.

364. Does probationer wastage include probationers who resign and also those who are dismissed or found unsatisfactory?——Yes.

365. Can you give us any indication as to what the proportions are of resignations and of men not taken on permanently?——I cannot give you exact figures, but they are very small compared to the probationers who resign voluntarily.

366. I noticed one matter rather of detail; there is a rather curious difference between the rules for rent allowance in Scotland and those in England; I think there are two differences. It is in Appendix I of the Scottish Home Department memorandum. In Scotland the maximum limit can be fixed either by the police authority or by the Secretary of State. I think in England that is not so. Do you know why that should be?——No, the power of the Secretary of State in Scotland is not paralleled in England. I think this is one of the differences which are purely historical. It just so happens that this power has existed in Scotland and it has never been repealed but, as we say in the memorandum, it is very rarely used.

367. I think also the flat rate allowance in England is always half the maximum limit and that is not necessarily so in Scotland. Is there any special reason for that?——No, no substantial reason, except that we felt it desirable to keep a certain degree of discretion to allow for the case where a good argument can be made for a special flat rate allowance.

368. I must say it rather seems to the outsider that it is more logical to leave it variable than to have it always fixed at half the maximum limit. There are some variations apparently in the Scottish areas shown in the Appendix, I think.——Yes, in some cases the flat rate allowance is more than 50 per cent., and we feel that on the whole it is as well to keep that discretion.——*Mr. Elliott-Binns:* If I could supplement on that, one of the reasons is that in the county areas where nearly all the men are in police houses you may get only an odd one or two getting a rent allowance, so that the maximum limit required to cover those men may be very small as the two or three men are living in, as it happens, cheap houses. It would not be fair on the single men in those areas that their rates should be artificially depressed because of this purely fortuitous instance of housing for the married men. Similarly, we have had cases working the other way round, where a local

authority housing scheme in the area have had their rents put up to an unusually high figure for the neighbourhood. It was clearly fair that any police officer living in those should be covered, but it was thought perhaps not necessarily reasonable that all the single men in the area should benefit from that fortuitous increase. That is the kind of reason for this flexibility.

369. I notice, for instance, Lanark where the maximum limit is 18s. 6d. and the flat rate is 15s. which is very much more than half. Is there any special reason for that?——That will be almost certainly because there are comparatively few married men not living in police houses.

370. *Chairman:* Before the ball passes entirely from Mr. Fraser I wonder if I can ask you a point on which both he and you will be familiar. Your system of prosecution in Scotland is quite different from the system in England. ——Yes.

371. I do not know whether you have ever worked in the Home Office yourself?——No, I never have.

372. I suppose you save police manpower through the Scottish system compared with the English system?—— Yes, I think that is true. The police, of course, are still responsible for preparing the case; they collect the evidence, working under the guidance of the Procurator Fiscal, but I have no doubt the fact that they do not actually appear in court. . . .

373. They appear in court only as witnesses, not conducting cases?—— Quite; not as prosecutors.

374. One has seen criticism of the English system in that. Do you favour your national system?——Undoubtedly; I think there is no voice in Scotland that would be raised for any other method.

375. *Mr. Fraser:* I would like to ask one question arising out of that. Might it be that the Procurator Fiscal is more exacting in the standard of precognitions or statements which he requires from witnesses than the police themselves would be, or do you think there is nothing in that?——I would find it very difficult to judge on that, having seen only one side of the system.

376. If he were it might mean that he was in fact taking up more of the police time in checking up statements precisely? ——Yes.

377. *Dr. Goodhart:* I was going to ask you about the position of the Procurator Fiscal when the Chairman did. It is not only a question of saving work but it seems to me a question of shifting the responsibility. Do you think it is a good idea that the Procurator Fiscal should be held responsible for being the prosecutor, rather than the English method?——It is of course a system that has obtained in Scotland for very many years and, as I said earlier, I have heard no criticism of it, certainly no criticism in principle.

378. I have seen some suggestion that some of this what we call wastage in the police force in England is due to criticism of the police in the way they may conduct a case. Occasionally you see magistrates and even judges criticise the police. Do you think that happens less frequently in Scotland where the responsibility for bringing the case is on the Procurator Fiscal?——Certainly any odium that may attach in that matter would in Scotland attach to the Procurator Fiscal and not to the police.

379. *Chairman:* It is rather unfair to be asking these questions of you when we have not asked Sir Charles anything about it, but no doubt we shall have some opportunity of doing so. Would it be the Scottish view that the job of the constabulary is to prevent crime and to detect crime but not to prosecute for crime?——Yes, I think that is so.

380. And you get a measure of independence of view and less risk of what might in unfortunate circumstances be a formation of view together, when the prosecution and the witnesses are really of the same body?——Yes, I think that is true.

381. *Mr. Hetherington:* I have just a simple question on pay, Sir John. The figures you have provided show that more than one-quarter of all the police in Scotland are in Glasgow; they also show that more than one-third of all the crimes known to the police in Scotland are in Glasgow. We have heard that the morale of the Glasgow police is high, that it believes itself to be the best in

Scotland. We have also heard that when industry was depressed in the Glasgow area two years ago recruiting was better there but that industry having come up again recruiting is perhaps not quite so good. Does not this suggest that, whether by a Glasgow allowance or by an overall increase in pay, you can solve your recruiting problem, especially in competition with industry?——I am always a little nervous of drawing a general conclusion from a set of particular facts. I think certainly the figures over the years have brought out the fact that improved pay does produce an increase in recruitment. I think there are probably limits to which that fact would operate.

382. If your sources of recruitment in the Highlands and in the agricultural areas are drying up, will it not be more important to be able to compete with industry on at least equal terms?——Yes, I think that is true, and to the extent that wages in industry may be going ahead then I would agree there is a case for considering again the police salary.

383. *Mr. Hobson:* I was interested in the figures you gave of density of police according to the population. I understand that in the more sparsely populated areas there are fewer policemen compared to the amount of population?——In some areas, yes.

384. In Orkney and the north-east I think it was one police officer to every 1,000 population?——That is so, yes.

385. We discussed the other day the comparative figures between Central Africa and this country, and I think there are about 750 in the Federation to one police officer. It does show that both in Scotland and in this country since before the war the number of police officers has substantially increased in comparison with the population?——Yes.

386. And that is even more so when one takes into account the additional civilian employees?——That is quite true, yes.

387. Do you foresee that tendency continuing in the future, or have we got to an adequate level, in Scotland at any rate?——I would expect the tendency to continue to a limited extent. As was said earlier, I am not sure that even our authorised establishments are in all cases fully representative. I think there is bound to be a further increase in establishments and ultimately, we hope, in actual strengths.

388. Has crime been increasing in Scotland as in England?——Yes, during the last few years the figures have been going up.

389. It is very depressing; the more police officers there are per population the more crime seems to go up. They do not bear any relation to each other I suppose?——I would hope not.

390. One other question on quite a different subject; has Scotland ever had the equivalent of Hendon Police College?——No.

391. Has it any police staff college as England has at present?——Yes, we have our police college which consists of a centre for higher training and also two recruit training centres. We are proposing later on this year to merge all these in the same establishment, so that we shall have one training centre for all the Scottish police.

392. And that is where the training for the higher ranks is given in Scotland?——Yes.

393. And does it provide proportionately as much training for officers who are due for promotion as the English college?——Yes, the system is very much the same.

394. It is on the same lines and with the same objects in training for higher ranks?——That is so.

395. My only other question was, in view of the supposed difference between the national characteristics, do you think that an increase in pay is likely to have more or less effect in Scotland?——Perhaps we should look at the Aberdeen figures particularly!

396. *Chairman:* Do any Scots go to Ryton, and vice versa? Is there any interchange between the two colleges?——Not now; I think it was so at one time but not now.

397. You are doing your own?——Yes.

398. *Sir Ian Jacob:* It seems to me, looking at the figures, that in Scotland, except possibly in Glasgow, there is not any particular shortage of police worth mentioning?——Yes.

399. This is in fact true in England except for these centres. Is there therefore in your opinion anything really wrong with the situation, either with regard to pay or in other respects, leaving on one side any question of the relationship between the police and the public which is rather a separate issue, is there anything on the pay and conditions and so on of the police that requires attention urgently? —— We shall obviously be happier when the time is reached at which all forces are up to strengths and the authorised establishment fully represents the needs of the area. I think, certainly in Glasgow, we have a considerable way to go before we reach that level. It was mentioned earlier too that some 45 per cent. of the constables in Scotland are still working more hours than the 88-hour fortnight, and we should like obviously to get rid of that situation too. Whether that means I assent to your proposition or disagree with it I am not quite sure. I think we would feel that that situation as it exists should be put right, and to that extent we cannot be content with today's results.

400. *Dr. Macfarlane:* Mr. Renfrew, in answer to Sir James you mentioned one in ten of the boys entering the police having higher leaving certificate passes. Is there any pattern of the distribution of these boys? Are they from near Glasgow or Edinburgh, or are they fairly well spread?——*Mr. Renfrew:* Fairly well spread, rather to the north.

401. *Mrs. Ryder Runton:* May I just ask one very short supplementary question? I think Sir Charles Cunningham yesterday expressed the view that the Police Council is in everybody's opinion an efficient and suitable body to discharge its responsibilities. The Police Council of course is now the Police Council for Britain, and I wondered if you shared that view and feel from the point of view of the forces that they are happy, not necessarily with the result, but at least with the manner in which problems are being fought and their pay is dealt with by the Police Council in Britain?——*Sir John Anderson:* I would have thought so, yes. I think there is no doubt that negotiation on a Great Britain basis is essential in present conditions. Although the two statutory Police Councils still exist, one for England and one for Scotland, yet nevertheless with the co-ordinating body at the centre the main negotiations can take place on a proper basis for both countries.

402. *Sir James Robertson:* Sir Charles mentioned jocularly that he had the impression that the teachers of Glasgow get what he called "danger money." In fact he was wrong of course. The teachers would very much like to have and feel they are entitled to have a preferential scale, as indeed they had in the years before the second world war. It is significant that just as the police shortage is particularly acute in Glasgow so of course is the shortage of teachers. It is without exact parallel anywhere in Scotland. I wonder if these facts suggest that the total of economic, social and cultural conditions in Glasgow do make the work of the teacher, and in its different way the work of the police, particularly burdensome. Do you feel that this is a sufficient problem within a problem that the Commission should consider seriously whether there is not a case for some departure from the standard scale in regard to Glasgow and its recruitment?——I am sure that the Commission will want to consider very particularly the position of all the large cities. Glasgow is I think on the whole proportionately rather better than some of the big English cities which are 14 per cent. and even 20 per cent. below establishment, but of course you have got precisely the same situation, albeit on a slightly smaller scale, and I have no doubt that one of the things the Commission will want to look at very particularly is whether and to what extent the problem can be reduced to one of the cities, and if so what solution can be found to it.

403. *Chairman:* But I gather, Sir John, you were thinking that we should at any rate think very carefully before we recommended that a Glasgow constable should be paid more than an Edinburgh constable?——I would certainly hope so. I would certainly hope that you would look at it all round and consider the

objections to any solution on those lines as well as the advantages.

404. *Mr. Hobson:* We know there is a shortage of police officers and teachers in Glasgow. Do they also find it difficult to attract doctors and nurses for service in Glasgow, do you know?—— I would not have thought so off-hand, but I cannot answer for them.

Chairman: The Commission will now adjourn and will issue a public statement as to when their next public sittings will be.

(*The witnesses withdrew*)

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Royal Commission on the Police

MINUTES OF EVIDENCE

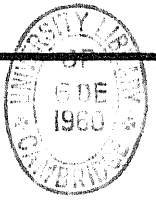
3 (Part I)

Third Day, Tuesday, 26th April, 1960

WITNESSES

Police Federation of England & Wales

Scottish Police Federation



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INSPECTOR E. HOGBEN

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

Royal Commission on the Police

THIRD DAY

Tuesday, 26th April, 1960

Present:

SIR HENRY WILLINK, BT., M.C., Q.C. (*Chairman*)

MR. J. C. BURMAN
LORD GEDDES OF EPSOM, C.B.E.
DR. A. L. GOODHART, K.B.E., Q.C.
MR. C. L. HALE, M.P.
MR. J. G. S. HOBSON, O.B.E., T.D., Q.C., M.P.
SIR IAN JACOB, G.B.E., C.B.
DR. J. W. MACFARLANE
MRS. M. A. RICHARDSON
SIR JAMES ROBERTSON, O.B.E.
MRS. K. RYDER RUNTON, C.B.E.
JUDGE OWEN T. TEMPLE-MORRIS, Q.C.
SIR GEORGE TURNER, K.C.B., K.B.E.

MR. T. A. CRITCHLEY (*Secretary*)
MR. D. G. MACKAY (*Assistant Secretary*)

Memorandum of Evidence on the Fourth of the Terms of Reference submitted by the Police Federation of England and Wales and the Scottish Police Federation.

CONTENTS

INTRODUCTION

The Police in Great Britain "men and women" in the ranks of Constable, Sergeant, Station Sergeant, Inspector and Chief Inspector are represented by two organisations:

The Police Federation for England and Wales *and*
The Scottish Police Federation.

We work closely together on all issues and have, therefore, decided to submit a joint statement to the Royal Commission on Section (4) of their terms of reference, namely, to consider:

> "the broad principles which should govern the remuneration of the constable, having regard to the nature and extent of police duties and responsibilities and the need to attract and retain an adequate number of recruits with the proper qualifications."

The Royal Commission has been warmly welcomed by the federated ranks of the Police Service who, on 31st December 1959, numbered approximately 79,500 men and women in England and Wales and Scotland. We have felt for many years that the status, pay and efficiency of the Police Service have been declining because the general rise in the standards of the community at large has not been reflected in the police. And we have felt gravely concerned that this should be taking place at a time when recorded crime is higher than ever before.

Our proposals cover among other things, the principles that should govern the pay of the police, a description of their duties and responsibilities and, above all, our deeply held conviction that pay must be raised very substantially indeed if we are to recruit and retain an adequate number of men of the right calibre.

We wish to emphasise to the Royal Commission that the deep desire of the federated ranks of the Police Service is to serve the community honestly, impartially, fearlessly and efficiently. Our plea to the Royal Commission is that you should help us to do so by fixing such rates of pay as will restore the status of the police to its former level. Then we believe the preservation of law and order, the protection of the subject and the safeguarding of property can safely be left in good hands.

I. THE CONSTABLE'S PAY AND STATUS WAS MUCH HIGHER THAN THE AVERAGE WORKER IN THE NINETEEN TWENTIES AND THIRTIES

1. The constable is convinced that the responsible nature of his duties is poorly rewarded by comparison with rates of pay and conditions in other occupations. In saying this, the Police Federations take into account all the major factors on both sides of the balance sheet. On the one hand, the advantages of the rent allowance and of a good superannuation scheme, and on the other hand, the distasteful and disagreeable character of much of the Constable's work and, on occasion its hazards: the strict discipline under which the Constable works, which pursues him into his private life, and the disruption to his family caused by the shift system.

2. Because of the low rates of pay that the Constable has suffered since the end of the Second World War, his status in the community is declining and respect for his office is lower than it was before the 1939/45 War.

3. Older members of the Force who remember pre-war days in the Service are unanimous that the pay and status of the police were relatively much higher than they are today. Their views are summed up by the Chief Constable of Southend, who himself joined the Force as a Constable in 1931. He says:

> "When I joined the Police Force in 1931 my pay was £3 10s. 0d. per week, to which was added 7s. 0d. single man's lodging allowance and 1s. 0d. boot

allowance, making a total of £3 18s. 0d. A deduction of 3s. 6d. was made for superannuation bringing the amount which I received in my pay packet to a total of £3 14s. 6d. Income Tax could be almost disregarded because the amount paid was so little that it could hardly be calculated on a weekly basis.

This was considered good money, and compared very favourably with money earned by skilled persons in a wide variety of employments. In fact I believe the average rate of pay for a skilled man in industry at that time was about £2 10s. 0d. per week.

In addition to the comparatively high wage rate then enjoyed by the police, there were other advantages not enjoyed by people in other employments. At that time there was a great deal of unemployment, and the police force offered security enjoyed by comparatively few other occupations. Pensions were not enjoyed by so many people as is the case today, and such things as free medical treatment were enjoyed by the police, so that as well as being well paid, members of the police service in the 1920s and 1930s enjoyed many advantages which were almost peculiar to the police service, but are now enjoyed by the majority of the community.

It is not surprising, therefore, that in the late 1920s and in the 1930s a higher standard of recruit was attracted to the police service than ever before or since."

4. Such comparisons as exist about pre-war rates of pay bear out the Chief Constable's conclusions. For example, a table of average weekly earnings in various occupations is published in Mr. Colin Clark's standard work *The National Income 1924 - 1931.* This book was published in 1932 and in it he tabulates the average weekly earnings of a number of occupations as follows:

MALES	*AVERAGE WEEKLY EARNINGS*	
	s.	d.
Distributive Trades	48	6
Carting and warehousing	51	7
Catering Trades	42	6
Seamen	62	0
Tram and bus men	68	6
Dock Labourer	60	0
Post Office	57	6
Police	90	0

(*The National Income 1924 - 1931.* Table XIX, page 58)

5. The Commission will observe that Mr. Colin Clark shows the average earnings of a Constable as 90s. per week. At that time the maximum pay of a Constable was 95s. per week. None of the range of occupations shown in Mr. Clark's Table comes within striking distance of the Constable's maximum pay and all of them are below the minimum starting pay of 70s. per week.

6. Another contemporary indication of weekly earnings is given in a pioneer work *The National Income 1924* by Bowley and Stamp. They estimate that the average earnings of adult males in full work was about 60s. per week.* They interpret "full work" as no more than 44 weeks per year, the remaining 8 being allowed for sickness, unemployment and holidays. Real earnings spread over the year were, therefore, less than 60s. per week. This compares with the policeman at that time whose actual rates were 68s. 3d. to 92s. 6d. per week.† The policeman, of course, did not suffer as did the average worker from unemployment and, on the other hand he benefited from both paid sick leave and paid holidays.

* *The National Income 1924* Bowley and Stamp, page 30.

† True rates were 70s. to 95s. per week but the Police Service was suffering 2½ per cent. cuts.

7. Although the collection of data by experts like Colin Clark, and Bowley and Stamp had not reached the levels of refinement now achieved by Ministry of Labour statistics, nevertheless they bear out the recollection of the Chief Constable of Southend that the starting rates for a policeman were considered "good money".

8. Bowley and Stamp, in the course of the same work, *The National Income 1924*, brought together from the Ministry of Labour Gazette a number of statistics showing the weekly earnings of large groups of workers in selected weeks. For purposes of comparison we have added the Constable's rate of pay.

AVERAGE WEEKS EARNINGS OF ALL EMPLOYED IN SELECTED WEEKS† 1924

INDUSTRY	*MALES** s.	d.
Metals generally, including engineering and ship building	54	8
Textile industries	51	6
Clothing industries	54	10
Wood and furniture industries	53	6
Paper industries	57	0
Printing and binding industries	75	3
Bricks, pottery, glass and chemical industries	56	6
Public utility services	59	11
Constable (minimum)	68	0
Constable (at five years)	78	0
Constable (maximum)	92	6

These figures are startling. They reinforce those contained in Colin Clark's Table XIX and are of the same order of magnitude. They show that in 1924, there was not a single occupation in which average earnings exceeded the maximum pay of the Constable. Only in printing and binding (a traditionally highly paid industry) did average earnings exceed the minimum of the Constable's scale. No doubt the top earnings in some of these trades were much nearer the top pay of the police, but average earnings in all the industries quoted were much lower.

9. A number of the figures shown in Bowley and Stamp's table were included in the Ministry of Labour Gazette in July 1927. They published a table covering the average earnings for four specimen weeks in March 1925 for a total of 3,118,645 male workers. Average earnings in the four specimen weeks were 56s. 3d. per week. These figures included young men under the age of 21.

10. Taking these figures in conjunction with Bowley and Stamp's estimate that 60s. per week represented the average adult male earnings in industry, it is a reasonable deduction that the Constable's maximum pay of 95s. per week was 55%-60% more than the average earnings of all male workers.

11. This would not be surprising, for the Desborough Committee on the Police Service, 1919, deliberately recommended new scales of pay at a much higher level than before. The Committee was set up because of grave discontent in the Service which resulted in a Police Strike in 1918—an unprecedented event. Their conclusions were: ".... having regard, however, to the nature of police work and

† (*The National Income 1924*, Bowley and Stamp, page 35)
* including youths under 21.

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." (paragraph 34). They accepted the contention put before them by many witnesses "... that the married men have not sufficient to maintain themselves and their families in a manner suitable to their position." (paragraph 37). They set down in their report the current weekly earnings in a number of employments and then recommended police rates of pay that were much higher than any they had quoted.

12. In later years there was never any disagreement that the Desborough Committee had deliberately raised the Constable from out of the ranks of the unskilled workers.

13. The Higgins Committee on Police Pay (New Entrants) in 1933 said of the Desborough Committee that it ".... recognised and decided to stimulate the gradual improvement in status which had come about in the natural course of development and in consequence of the general raising of the community's standard of living and education—a process which in some respects had been accelerated by the War." (paragraph 19). And later, "Desborough", they said, "... intended that the status of police work as a profession should be permanently raised; and we are satisfied from the evidence which we have heard that this was a wise intention ...." (paragraph 21).

14. Oaksey too accepted that this had been the intention of the Desborough Committee and estimated that the average remuneration of the Constable following the implementation of the Desborough Report was 78% higher than the seven other occupations quoted by Desborough. This figure is also higher than the figure of 55% to 60% which the Federation now puts before the Royal Commission, but our figure is related to the average male earnings in all industries and not in certain selected industries. The two figures are sufficiently close together to conclude that police standards of pay were substantially higher than those of the average male wage earner.

15. For the next twenty years after Desborough fixed substantially higher standards of pay for the police than those of the average worker, there was no alteration in their relative status. Industrial earnings remained almost static for two decades due to the high level of unemployment and the nation's failure to make full use of its economic resources. Professor Bowley shows this in a later work, *Studies in the National Income (1942)*. He gives the average weekly earnings of all males as follows:

YEAR	*WEEKLY EARNINGS*
1924	54.4s.
1931	53.7s.
1935	54.7s.

(page 62)

This conclusion has been borne out by later researches, notably by the Oxford Institute of Statistics. Their figures show:

YEAR	*AVERAGE WEEKLY WAGE RATE*
1920	100
1924	70
1932	67
1938	72

16. There is every reason to conclude from these figures that the recollections of older members of the Forces is correct. Their pay and their status *was* much higher in the 1920s and 1930s than that of manual workers.

II. THE CONSTABLE HAS SUFFERED A CALAMITOUS DECLINE IN PAY AND STATUS DURING THE NINETEEN FORTIES AND FIFTIES

17. We now invite the Commission to consider how the relative position of the Constable has worsened by comparison with the average worker in 1959/60. The decline in his relative status and pay is calamitous. The figures in the following table have been extracted from the Ministry of Labour Gazette for February 1960, page 45. We have added the current scales of pay of Constables for comparison:

AVERAGE WEEKLY EARNINGS IN SECOND PAY WEEK IN OCTOBER 1959

INDUSTRY GROUP	*MEN (21 years and over)* s.	d.
Treatment of non-metalliferous mining products other than coal	272	1
Chemical and allied trades	274	10
Metal manufacture	303	4
Engineering, shipbuilding and electrical goods	279	7
Vehicles	304	8
Metal goods not elsewhere specified	285	8
Precision instruments, jewellery, etc.	272	0
Textiles	248	1
Leather, leather goods and fur	250	2
Clothing	235	11
Food, drink and tobacco	248	4
Manufactures of wood and cork	265	5
Paper and printing	322	6
Other manufacturing industries	284	8
All manufacturing industries ...	281	3
Mining and quarrying (excluding coal)	255	1
Building and contracting	259	2
Gas, electricity and water	250	4
Transport and communication (excluding railways London Transport and British Road Services)	261	9
National and local government service	206	7
All above including manufacturing industries	270	9
(Average weekly hours = 48.5)		
Constable (minimum)	195	6
Constable (5 years service)	235	9
Constable (maximum)	266	5
(for 44 hour week)		

18. The Constable at the maximum of his scale is no longer 55%-60% ahead of the average workers earnings. He has fallen so far that he is actually getting less pay than the average. Even a Constable working a 48 hour week (i.e. 4 hours overtime) earns only 302s. 8d., which is no more than 12% more than the average industrial worker. And no more than one third of Constables work a 48 hour week. Lower down the scale, for example after 5 years service, the difference is frightening, as the table shows. It amounts to this. A fully trained Constable, after 5 years service who has probably passed his promotion examination for Sergeant, can reckon that the average worker in almost any other occupation we can mention will be getting higher pay. Pages 50/51 of the Ministry of Labour Gazette for February 1960 confirm this. They show the average earnings in 132

separate occupations covering approximately 7 million workers. In 113 occupations with 6.4 million workers, the average earnings are higher than for a policeman with 5 years service. In only 19 occupations covering no more than six hundred thousand workers are the average earnings lower.

19. But this is not the worst of the story. The same tables show that in 66 occupations covering 2,692,655 workers, average weekly earnings are higher than those of a Constable, even when he has reached his maximum of 266s. 5d. per week.

20. It may be argued that it is unfair to compare earnings of men working 48.5 hours per week with a constable working 44 hours per week. But when a constable makes comparisons, he looks at what he can expect to earn in a week, and if he is confined to 44 hours a week, there is no way in which he can increase his earnings. Unlike an industrial worker, he is not free to move to another firm where overtime can be found.

21. As an alternative, the Federation have heard of some instances where a Chief Constable has been giving his men permission to take other civilian work after they have finished duty. In our view this is highly undesirable. A constable should be paid sufficient to be able to hold himself aloof from spare time work which might lead to embarrassment or to a conflict of loyalties.

22. Moreover, we emphasise that the figures quoted for men's earnings in the preceding table are *averages*. In engineering and other manufacturing industries, there is a well known earnings divergence between the top and bottom that gapes most widely in industrial areas such as Birmingham and Coventry—the very areas where it proves most difficult to recruit sufficient constables and where there is a steady drift from the police into engineering. We have not been able to obtain up to date comparisons, but the following table for the year 1952 illustrates the earnings gap. The table compares a police constable's pay with the average weekly earnings of all skilled engineers, and then, to show how incomplete is the picture given by average weekly earnings, we show the average weekly earnings of engineering fitters in some of the top paying firms.

WEEKLY EARNINGS

POLICE CONSTABLE		*SKILLED ENGINEERING WORKERS*	*ENGINEERING*	*FITTERS*
Minimum	Maximum	National Average	National Consolidated Min. Rate	Top paying firms Birmingham, Coventry, London
153s. 4d.	193s. 7d.	205s 2d.	129s.	353s. 331s. 290s.

23. The Commission will see that earnings in the top paying firms eight years ago bore no relation to the national minimum rate for the job of 129s. per week. Workers in these firms were in an entirely different earnings bracket from the Police Constable, even at his maximum, for they earned between £5 per week and £8 per week more than he did. Their earnings were far in excess of a Sergeant at his maximum, being between £3 and £6 per week more ; they were even in excess of a Police Inspector at his maximum, being between £1 and £4 per week more.

24. This is an astonishing change from the position in the 1920s and 1930s and we submit that the Commission cannot believe it to be right that an engineering fitter should be getting more for his work than a Police Inspector who is carrying a heavy responsibility supervising a substantial number of men, has passed two examinations and secured promotion twice. Although we have no exact information about present day conditions, our belief is that discrepancies in earnings between the police and engineering fitters in Birmingham have not changed.

25. But by definition, a policeman is above average in character, ability and intelligence and we would, therefore, expect to find him in the upper earnings bracket of the occupations we have quoted or in any of the other occupations listed in the Ministry of Labour Gazette. To the extent that this is true, the table does not reveal the degree to which the policeman's pay has declined relatively to other workers and, in our view, this more than offsets the difference in working hours. Such a situation as is displayed by the Ministry of Labour Table of earnings would have been inconceivable 25 years ago. The Federations submit that the Royal Commission need not look any further to discover the cause of the discontent among serving Police Officers, the constant drain of trained manpower from the Service, the difficulties in finding sufficient recruits of the right standard and the inability to fill police establishments.

26. What has caused this dramatic decline in the fortunes of the Police Service? The rot set in during the War when earnings rose in industrial occupations whilst police pay lagged behind. Since the War the decline has continued and the policeman has slid down the wage structure with hardly a pause. Once again, we quote the views of the Chief Constable of Southend about the position of the present day recruit.

> "Now consider the position of the young man joining the police service today. His weekly rate of pay is £9 15s. 6d. to which is to be added £1 1s. 3d. single man's lodging allowance and 3s. 0d. boot allowance, making a total of £10 19s. 9d. from which has to be deducted 11s. for superannuation, 9s. 11d. National Insurance contribution, and an average of £1 4s. 4d. Income Tax bringing the net figure to a total of £8 14s. 6d. This is not even three times the amount which a recruit actually received in 1931 and it is unnecessary to point out that £3 14s. 6d. in 1931 was worth considerably more than £8 14s. 6d. today.
>
> Were this the only disadvantage which a member of the police service is suffering today it would not be so bad, but one must also take into account the difference in relationship of police to other members of the community.
>
> There is now full employment so that the security which the police service has to offer is no longer an attraction, any more than is our pension, because so many people now enjoy not only the improved old age pension scheme but a variety of private pension schemes, for which many employed persons do not even have to contribute.
>
> Then, most persons in other types of employment enjoy much improved conditions of work the five-day week, for instance, and fewer people are working at awkward times or at weekends, and those who are required to work long or awkward hours are usually more adequately compensated by very high rates of pay.
>
> The Police Force, therefore, as well as being a badly paid service is, from the point of view of conditions of service, also an unattractive one compared with other employments enjoying so many privileges and advantages over the police."

27. The following table shows the decline in the relative position of the Police Constable since the end of the Second World War, giving 1935 as a standard year for comparison. The table shows the actual pay increases in the Police Service since 1946 and with average earnings of adult men at the date nearest to the appropriate police pay increase. The figures for men's earnings have been extracted from the Ministry of Labour Gazette.

Base Date	Men's Earnings M. of L. Gazette		Police Constable			Excess of P.C.'s Pay Over Men's Average Earnings			Police Constable's pay as % of Men's Earnings		
	Weekly	Yearly	Minimum	at 5 years service	Maximum	Minimum	at 5 years service	Maximum	Minimum	at 5 years service	Maximum
1935	54/7*	£143*	£182	£208	£247	+£39	+£65	+£104†	127%	146%	175%†
April, 1947 Nov. '46 settlement	123/5	£321	£274	£305	£365	—£47	—£16	+£44	85%	95%	114%
Oct., 1949 Oaksey Award July, 1949	142/8	£371	£330	£370	£420	—£41	— £1	+£49	89%	100%	113%
Oct., 1951 Trustram Eve Award July, 1951	166/–	£433	£400	£440	£505	—£33	+ £7	+£72	92%	102%	117%
April, 1954 Pay Settlement January, 1954	197/8	£515	£445	£485	£550	—£70	—£30	+£35	86%	94%	107%
April, 1956 Morrison Award December, 1955	235/4	£613	£475	£580	£640	—£138	£33	+£27	77%	95%	104%
April, 1957 Morrison Award February, 1957	241/6	£629	£490	£595	£660	—£139	—£34	+£31	78%	95%	105%
April, 1958 Morrison Award April, 1958	253/2	£660	£510	£615	£695	—£150	—£45	+£35	76%	93%	105%
April, 1959	262/11	£685	£510	£615	£695	—£175	—£70	+£10	74%	90%	101%
October, 1959	270/9	£704	£510	£615	£695	—£194	—£89	— £9	72%	87%	99%

* Professor A. L. Bowley **Studies in the National Income,** 1942 (page 62).

† This is overestimated as Bowley's estimates are for " all Males " and not for " Men only "
155% or 160% is nearer the figure.

28. It might have been expected that in post-war years, attempts would have been made to salvage police pay from the relative decline it suffered during the War. But this was not so.

29. The first major post-war investigation into police pay was conducted by the Oaksey Committee in 1948/49. They stated the principle of police pay fairly enough:

> "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 unfairly 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."

Their task was certainly too difficult for the Oaksey Committee. Perhaps they were influenced by the fact that they reported in the middle of the first post-war wage freeze. Perhaps there was a case for a standstill in wages of those industrial workers whose earnings had mounted so rapidly in the preceding decade. But there was no justification for it in the case of the police for Oaksey represented their first chance to make up arrears. Anyway, for whatever reason, they failed utterly to get the answer anywhere near right. The salary scales they recommended were never adequate; they were regarded by the Police Service as unfair; and their value was constantly eroded by higher prices in the years that followed. We reproduce a table showing average weekly earnings in the last pay week in October, 1949, and set against it the pay of the Constable.

AVERAGE WEEKLY EARNINGS IN THE LAST PAY WEEK IN OCTOBER, 1949.

Mining and quarrying (excluding coal)	136	0
Treatment of non-metalliferous mining products other than coal	146	0
Chemical and allied trades	144	6
Metal manufacture	162	2
Engineering, shipbuilding and electrical goods	147	5
Vehicles	157	5
Metal goods not elsewhere specified	150	5
Precision instruments, jewellery, etc.	151	2
Textiles	139	1
Leather, leather goods and furs	139	2
Clothing	139	8
Food, drink and tobacco	132	4
Manufactures of wood and cork	141	8
Paper and printing	158	3
Other manufacturing industries	149	8
Building and contracting	137	1
Gas, electricity and water	135	10
Transport and communication (excluding railways)	136	6
National and local government service	114	11
All the above	142	8
Constable (minimum)	126	6
Constable (five years service)	142	0
Constable (maximum)	161	0