

30. It will be seen from the above table that the Oaksey Committee failed to reproduce for the Police Service the conditions that existed following the Desborough Committee Report.

31. The Oaksey Committee also went wrong because they over-estimated the value of security to the post-war policeman as well as of "fringe benefits". The rent allowance remains a valuable concession. But we must point out to the Commission that it is designed for the benefit of the public service primarily and only secondarily is it of value to the individual policeman. For example, he must live near his station so as to be available for emergencies if wanted.

32. If any change is proposed in the rent allowance so that it is merged with pay, then it follows that the Constable must be free to live where he chooses, how he chooses and in such accommodation as he can afford. The Commission might think that that could lead to undesirable consequences. Moreover, the "tied house" nature of police housing is becoming more unwelcome. As soon as the policeman's service is finished, he has to leave his house. If he dies during service, his widow must leave the police house. Now that increased facilities are becoming available for house purchase with the aid of 100 per cent. mortgages, there is evidence that police housing is not as popular as it was. A growing number of men would prefer to buy a house on mortgage so that they have some security.

33. Since Oaksey reported, the comparative value of other "fringe benefits" to the police has still further declined. For example, there has been no break in full employment for 20 years. The practice of holidays with full pay is now common form for practically all wage earners as was shown in a memorandum to the Royal Commission on the Civil Service in 1954 by Sir Godfrey Ince, then Permanent Secretary to the Ministry of Labour. He stated that the holiday period has been increased to two weeks for approximately 90% of the total number of wage earners in industries and services covered by collective agreements or statutory orders. There is little doubt that the position has improved again since 1954.

34. We acknowledge that the superannuation provisions remain a valuable benefit, although we object to the manner in which the Official Side consistently add their superannuation contributions to any assessment of the value of police emoluments. This unfortunate practice was started by the Oaksey Committee and since then in other negotiations and at all arbitration cases, the table of emoluments originally contained in the Oaksey Report has been brought up to date and used against us. In our view, the cost to the employer of superannuation should not be included in a table of the value of police emoluments.

35. We also point out to the Commission that the comparative value of the superannuation scheme is becoming a little less each year because other employees are catching up. An estimate was made on 1st February, 1960, by the Minister of Pensions and National Insurance that in 1958, the latest date for which figures are available, 8,750,000 employees were covered by superannuation schemes. This is probably three times as many as before the War. Further, in view of the provisions of the National Insurance Act, 1959, in twelve months time superannuation in some form will be extended to virtually all employees.

36. As regards other "fringe benefits", Sir Godfrey Ince in the same Memorandum to the Royal Commission on the Civil Service in 1954, commented on the practice in outside industry regarding such benefits. He said that it is generally believed that the emoluments of workers are often supplemented by amounts which may have a substantial cash value such as the use of a car, or a car running allowance, free or subsidised meals, travelling allowances, interest free or reduced rate loans for the purpose of house purchase especially in banking and insurance, etc. This contrasts with the rebuke given by the Oaksey Committee 5 years earlier when they said,

"...the police still enjoy a substantial advantage that seems to be insufficiently recognised by the men themselves, by potential recruits and by the public in general (paragraph 22).

Even if this was a realistic and just appraisal at the time it was written, which we do not believe, it is no longer so today. A much more accurate description of the present position can be found in the Grigg Report of the Advisory Committee on Recruiting (Cmnd. 545). In discussing the competition felt by the Services for recruits from other occupations, they reach the following conclusions:

"For the wage-earning classes, serious unemployment has been unknown for twenty years. Incomparably better facilities are available for the sick and elderly. There are many more opportunities for recreation and holidays, for entertainment and education than have ever been known. Scientific progress has at one and the same time created new wants and the means of satisfying them. On the other hand, the relative position of the middle classes has, by and large, weakened materially by reason of high taxation and inadequate compensation for inflation, although this has been to some extent offset by the almost startling increase in the demand for some kinds of technicians." (paragraph 27)

37. The Police Federations submit to the Royal Commission that security of tenure and "fringe benefits" no longer have as much value for the policeman as they had in the period between the wars. Indeed the Federations' view is that as the loss in "fringe benefits" has made the policeman's job relatively more unfavourable, such a loss should be taken into account in fixing rates of pay. But except for a brief period in 1951 when the Trustram Eve Committee reported, no attempt has been made to fix rates of pay that would regain for the policeman the substantial ground lost during the war. (See table on page 99). Instead, as we have shown, in the post-war era the position of the policeman has been further eroded each year, until now we have reached the stage where for the first time in 40 years of police history, his maximum pay is less than the average earnings for adult male workers.

37a. The history of the pay of the policeman during the last 40 years can be summed up as follows:

The pay of a Police Constable at his maximum in the 1920s and 1930s was 55% / 60% higher than the earnings of the average adult male worker.

In 1949, his pay was 13% ahead of the earnings of the average adult male worker.

In 1959, his pay was 1.5% lower than the earnings of the average adult male worker.

The pay of a Police Constable after 5 years' service in the 1920s and 1930s was 30% higher than the earnings of the average adult male worker.

In 1949, his pay was level with the earnings of the average adult male worker.

In 1959, his pay was 13% lower than the earnings of the average adult male worker.

The pay of a Police Constable on recruitment in the 1920s and 1930s was 13% higher than the earnings of the average adult male worker.

In 1949, his pay was 11% lower than the earnings of the average adult male worker.

In 1959, his pay was 30% lower than the earnings of the average adult male worker.

This is a sorry story. The Police Federation have done their best to make the authorities face their responsibilities but we have never wholly succeeded. We now repose our hopes in the Royal Commission.

III. DUTIES AND RESPONSIBILITIES

A. THE BEAT SYSTEM

38. All police forces in this country still rely on some form of beat system for the prevention and detection of crime. The Police Federations would draw attention to the Second Report of the Police Post War Committee, which sat in 1944, and to some of the observations of that committee on the beat system. The essence of the system is the division of the whole police area into sub-areas known as beats, to each of which a single Constable is allocated. Varying methods are adopted of grouping beats to form a Section, and Sections to form Sub-Divisions and Divisions. But the one man beat is the basis of police territorial organisation; the beat Constable being personally responsible for policing a particular area, either throughout the twenty-four hours in rural areas or for a shorter period in densely populated areas where a shift system is operated. The size of the beat varies from a group of villages, each of which is visited perhaps once a day, to a small concentrated area of vulnerable property which can be patrolled from end to end in a few minutes. There are also differences in the means whereby a Constable travels from one part of his beat to another. The greatest majority patrol on foot, but some Constables use cycles, motor-cycles and in a few cases motor cars. Whatever the size of the area, or the means of transport, the success of the beat system depends on the ability, the keenness and the goodwill of the individual Constable.

39. There is a distinction in beat work between, on the one hand, the beat for which one resident Constable is responsible throughout the twenty-four hours and which is only patrolled for about eight hours in the twenty-four; and, on the other hand, the beat which is patrolled throughout the twenty-four hours by different Constables working in shifts. This distinction does not correspond to the distinction between County and City or Borough Forces. County police areas generally include some town beats and City or Borough areas often include some country beats.

40. The country Constable has less ready access to specialised services and equipment than the town Constable. In the daytime, therefore, it is not only his duty to carry out his routine patrol to attend to such matters as enquiries into crime, sudden deaths and duties in connection with diseases of animals; in view of his more personal relationship to the public who reside on his beat he is often expected to give advice and assistance on multifarious subjects which are not, strictly speaking, police work. In other words he is an integral part of the community.

41. The country Constable at night has relatively fewer premises to examine and supervise, though some country houses are extremely vulnerable, but he has to look out for suspicious persons, poachers, poultry thieves and outbreaks of fire.

42. The town Constable in the daytime is mainly occupied in keeping order, checking offences in streets and public places, controlling traffic and dealing with accidents, and answering miscellaneous enquiries from the public. At night the town policeman's duty is to ensure the security of premises, deterring would-be thieves by his presence, examining shops and houses to see that they are secure and stopping and questioning persons who may appear to be suspect.

43. Not only does the work vary between types of areas, but the standard of cover afforded varies between one district and another, and this is mainly due to the fact that the police service is made up of a large number of separate forces which differ considerably in establishment and equipment.

44. At the present moment, the number of men available is considerably below that required to man the beats as planned in pre-war days, and in virtually every Force the problem is not merely to devise a plan which would give reasonable protection but, on the basis of expediency, to make day-to-day arrangements which will utilise to the best advantage the inadequate available strength.

Country Beats

45. In the rural areas of county forces a Constable is responsible for his beat, usually a fairly large area, during the whole of the 24 hours of the day. He is resident on his beat and when not on duty is within easy access to the public, and if any incident occurs within his area he is expected to deal with it. There is no discretion afforded him in dealing with incidents. He must deal with them irrespective of whether or not he has already completed 8, 10 or 12 hours duty on that day; in other words, his hours of duty are dictated by circumstances beyond his control. The majority of men on country beats are usually required to inform their superiors of any absence from their beat, when off-duty, even on their rest day.

46. The country policeman must be prepared to sacrifice everything to his job, and his wife and family will, in many cases, be expected to take messages and deal with callers when he is absent from his home. His total hours of duty in any week will, almost certainly, exceed the regulation number, but he is unlikely to be fully recompensed because the lack of close supervision makes it impossible for a proper check to be kept on his working hours.

47. The normal method of working a country beat is to follow an itinerary covering the several villages, hamlets or groups of houses in the area, varying from day-to-day the order in which the points are visited and the time of day or night which is allocated to patrolling. The introduction of cycles, and particularly motor cycles and motor cars has, however, made a difference to the planning of country beats. During recent years a system of motorised beats has been introduced in some country areas. A beat is planned on the basis of the actual police work to be done and not on the area a Constable can cover on foot or on a cycle. The advantage of a motorised beat is that the Constable takes less time to travel through uninhabited areas from one job to another. But his police work is done almost entirely on foot, and not from a car. In this sense his patrol differs from that of a traffic patrol. As a result, he may now spend ten minutes on the road and twenty minutes patrolling a village on foot, whereas formerly these times were reversed. The disadvantage of a motorised beat however, is that it tends to divorce the Constable from the community of which he was formerly a part.

Town Beats

48. In urban areas the Constable works on shift duty. These shifts in most cases, cover the 24 hours of the day. It is, however, necessary to have a greater number of men available for duty at certain times of the day, and in order to provide for this a great variety of different shifts are worked. In a few forces where manpower is extremely limited, split shifts are worked.

49. Shift arrangements in the police service are such that the Constable has comparatively few free evenings and very few free week-ends. New housing estates in urban areas, embracing as they do a certain number of police occupied houses, are usually on the outskirts and a man may spend 10 hours in uniform including travelling to and from duty in order to work his regulation shift of 8 hours. Where split shifts are worked, a period of 14 hours or more may elapse between the commencement of the first part of the tour of duty and the completion of the remainder.

50. Limited manpower makes it necessary, in certain forces, for relieving shifts to be worked, i.e., a constable in order to enable his colleagues to have weekly leave may have to work on two or three different shifts in one week. Shifts may also be varied at short notice in order to meet some urgent need or to enable some special event to be properly policed. Such variations invariably result in the loss of free evenings or free Saturday afternoons. The incidence of attendance at Court further complicates the general arrangements. A Constable may be recalled to duty at any time, and if, whilst off duty, he sees an incident he must deal with it.

51. Two or three shift systems are not uncommon in industry, but persons working on such systems are normally able to make arrangements as to how they will spend their free time knowing that this free time is not subject to arbitrary alteration or interference. They can in effect, plan and adjust their social life to meet the circumstances, but police arrangements make this impossible for the Constable. Industrial shift systems aim at an even supply of manpower over a 16 or 24 hour period and the worker is therefore assured of at least half his evenings free and probably every week-end free. The majority of workers receive enhanced payments for working on 2 or 3 shift systems and for week-end working, but the pensionable pay of a Constable is a comprehensive wage which is supposed to give adequate compensation for all the features and conditions of the employment.

52. The typical town beat is fully built up and the country problem of travelling across areas where police attention is not required arises only in a minor degree. There are many ways of working town beats, and experiments are still being made to evolve the best method of providing efficient cover while making full use of every man. It was originally the practice on town beats for all the Constables to parade at the Police Station, to be marched to their beats and to report at the Station before going off duty. This system still operates in some areas, for it has the advantage of giving Constables and their superior officers an opportunity of exchanging information and explaining instructions. But it also has the disadvantage that at the time of changing shifts all the police are at or near the Station and, should this be known, criminals may operate undisturbed in the unpatrolled parts of the area. Since the installation of police telephone boxes and police pillars however, it is more usual for the Constable to go direct to his beat and report on duty by telephone, so that the beat is not left unattended. This arrangement has the disadvantage that the beat Constable has less opportunity of exchanging information with his colleagues.

53. There are various ways of working a beat in the town area. First, there is the fixed route system, under which each Constable is told to follow an exact predetermined route and the times at which he should reach particular points. This must be adhered to fairly strictly. Second, there is the fixed point system, under which a Constable reports at a fixed point at certain times, either orally to a superior officer or by telephone from a police box or a police pillar, but his route between the fixed reporting times is entirely a matter for his discretion. Third, there is the discretionary working system, in which only the area of the beat is defined, and the Constable decides for himself how he will allocate his time to the various parts of his beat. With this freedom a good Constable can give very effective supervision. It has the disadvantage however, that it is difficult for supervising officers to find the Constable if he should be wanted quickly. Fourth, there is the system of "criss-cross routes", whereby a number of fixed routes which cover the whole area are laid out and these cross over one another or may even lie parallel to one another. Constables report for duty at about hourly intervals and one route is allocated to each. Under this system the number of Constables on duty at a particular time of the day or night, and in a particular part of the area, can be closely related to the vulnerability of the area and important property can

be examined at frequent intervals by different Constables. The disadvantage is that like the system of fixed routes described earlier, it weakens initiative and lessens the Constable's feeling of personal responsibility for a particular area.

54. In addition to these methods men on beats may be supplemented by other foot patrols or by Constables on motor cycles or in a car.

Areas of Command

55. Sergeants, Inspectors and Chief Inspectors are engaged in the supervision of subordinates who are placed under their command. The number of men under command varies from force to force and also within a force, depending on the population, type and size of the area to be policed. Because of the different types of forces it is difficult conveniently to classify the degree of responsibility of each Sergeant, Inspector and Chief Inspector. Whilst it might seem reasonable that the degree of responsibility attached to a particular post could be measured by the number of men under command, this might well be misleading and would not put fairly an accurate picture unless all other duties for which the supervising officer is responsible were also considered.

56. Methods of policing in different kinds of communities also determine the hours of duty of the supervisory ranks. The Police Post War Committee in its Fourth Report found it convenient to classify them as follows:

- (a) *The Territorial System.* Here the division is sub-divided territorially into sub-divisions, which in turn are sub-divided into sections and beats. Officers and men are nominally on duty for the normal tour, but each Constable and Sergeant attends to any police matter on his beat or section whenever it occurs, and the Inspector is similarly responsible for his sub-division during the whole twenty-four hours. This system is the usual one in County forces.
- (b) *The Shift System.* Here the divisional strength, or in a small force the beat strength of the whole force, is divided into three shifts and each shift assumes responsibility for the whole area for eight hours at a time. An Inspector is in charge of each shift assisted by one or more Sergeants. This is the system normally followed in City and Borough forces and in some urban divisions of County forces.
- (c) *Intermediate System.* Here the Sergeants and Constables work on the shift system, while the Inspector in charge of them has a twenty-four hour responsibility, or the Sergeants and Constables work on the territorial system while the sub-divisional charge is shared by two Inspectors, each of whom has a twelve hour responsibility. The former type of organisation is found in the outer fringes of certain Borough police forces and the urban parts of some Counties, and the latter type of organisation in County sub-divisions which include a sizeable urban district.

57. These are the main categories, and most Inspectors' commands and Sergeants' duties fall clearly into one or other of them, but (a) and (b) are sometimes found in the same sub-division, since an Inspector may have charge of an area containing a small town which is policed by Sergeants and Constables on the shift system, whilst the rural portion of the sub-division is policed on the territorial system. Although the normal daily period of duty is of eight hours duration, the sergeant, Inspector and Chief Inspector are invariably called upon to work much longer hours as they are responsible for the supervision of men under their command, and it is necessary for them to commence duty before the arrival of their subordinates so that they can ascertain the up-to-date position and instruct

the men accordingly before going on patrol. The supervising officers are also expected to remain on duty until the men for which each is responsible have reported off duty.

B. STATUS AND RESPONSIBILITIES

58. A policeman is not the servant of either the local or the central government. He holds office under the Crown and must on appointment make a declaration of service to the Crown before a Magistrate. He is answerable to the law and personally responsible for his actions. He occupies a position of trust and any breach of that trust will be dealt with severely. He is a public servant of considerable importance quite irrespective of his subordinate rank, for the manner in which he exercises his individual discretion and discharges his individual responsibilities can have a direct and immediate effect on the peace and good order of the community which he serves.

59. The whole weight and impetus of his training is designed to foster within him a feeling of dedication to serve the public, and also to enable him to acquire a knowledge of the law as it will affect him, because once he is a policeman he immediately assumes the mantle of one who has been given greater powers under statute than the ordinary member of the public. Indeed, even under the common law his powers are greater.

60. We can do no better than to refer the members of the Commission to paragraphs 29, 30 and 31, of the First Part of the Report of Lord Desborough's Committee on the Police Service, dated July, 1919. We reproduce these paragraphs here.

"29. A candidate for the Police must not only reach certain standards of height and physical development, but must have a constitution which is sound in every way. The duties the Police have to perform are varied and exacting; they are increasing, and will probably still increase in variety and complexity, and a man cannot make a good policeman unless his general intelligence, memory and powers of observation are distinctly above the average. His character should be unblemished: he should be humane and courteous and, generally, he should possess a combination of moral, mental any physical qualities not ordinarily required in other employments. Further, when he becomes a constable, he is entrusted with powers which may gravely effect the liberty of the subject, and he must at all times be ready to act with tact and discretion, and on his own initiative and responsibility, in all sorts of contingencies. The burden of individual discretion and responsibility placed upon a constable is much greater than that of any other public servant of subordinate rank.

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

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

61. These conclusions of Lord Desborough are just as true today as ever they were. Indeed, the prophesy of that 1919 Committee "that the duties of a policeman would increase in variety and complexity" has been borne out to the letter by subsequent events. In this respect, probably the Road Traffic Act of 1930 needs special mention for the way in which it has increased both the variety and the volume of work for the policeman on the street, but this is only one of many statutes created since 1920.

62. A policeman by reason of the nature of his duties is exposed to a number of dangers. He may be accidentally injured in a variety of ways and required on occasion to risk injury or death to save life, e.g., rescue from drowning, from burning or other dangerous buildings, mountain rescue, etc. Policemen are more likely to suffer physical attack than any other group of workers, for in the normal course of their duties they are required to deal with all types of persons, including vicious criminals and persons maddened by drink. They risk all kinds of attack, including armed attack and attack by hostile crowds.

63. There are many unpleasant features of police work. The policeman is required to deal with verminous and diseased persons. There is no person too physically or morally degraded to be placed beyond the scope of his assistance. A policeman is also required to deal with badly mutilated bodies and with decaying and disintegrating human remains. They must accept every unpleasant situation as part of their routine duty, whether in the course of making an arrest, dealing with injured persons or dead bodies.

64. A candidate for the police service today must have a higher standard of qualifications than was necessary forty years ago. He will be required to perform his duties under circumstances of increasing complexity. New legislation is continually adding to his duties and adding to the number of law-breakers and potential law-breakers, many of whom are well educated and of good social and financial standing. The degree and field of responsibility of the constable has grown considerably and will continue to expand. The statutory qualifications for appointment are set out in Reg. 5 of the Police Regs. 1952, which we reproduce in Appendix A, and in Appendix B we make some suggestions regarding educational standards for new entrants.

65. The majority of forces insist on a minimum height of 5' 9" or 5' 10" for men and a normal chest measurement of at least 36". A candidate in addition to being physically fit must have a good health record and may be rejected because of an unsatisfactory medical history in his family. His vision and hearing must

be perfect. A candidate must be of unimpeachable character and his social background must be such that he is unlikely to bring discredit on the force. He must be of good appearance and amenable to discipline.

66. Each qualification narrows the field of selection, limiting the number of men in any one age group who can satisfy all the requirements of the service. Those who can measure up to the requirements are, all too often, unattracted by the pay, conditions and prospects, in the police service. If this position is to be corrected, and the police service made more attractive to a greater number of suitably qualified candidates, a substantially increased rate of pay is urgently necessary and radical changes in hours of duty, together with improvements in career prospects, must also be introduced.

The Constable

67. The uniqueness of the police service lies in the fact that the lowest rank, by virtue of his relatively closer and constant contact with members of the public, carries the greatest degree of responsibility. The constable is not a unit in a closely supervised and controlled team; he is an individual who acts alone on his own initiative and is alone answerable in law for any error of judgement. He takes full charge of his beat during his tour of duty and must deal promptly and effectively with a wide variety of incidents, many of which have a habit of occurring without warning.

68. It is the Constable who comes most into contact with the general public. To them he is the representative of the law and it makes little difference to their assessment of him that he is of subordinate rank. They expect from him a service of maximum efficiency and it must never be assumed that rank in the police has any direct relationship with efficiency as a Constable. It follows that a Constable, being confronted with a particular problem, is expected to bring to bear upon that problem the same weight of judgement and efficiency as any other member of the police service, irrespective of rank.

69. The Constable acts in the knowledge that he cannot pass on the responsibilities of error to his superior officers or his employer. He is the holder of a public office and in the exercise of his powers he may at any time, inadvertently and in good faith, cause damage to a member of the public by, for example, an unlawful arrest, false imprisonment, trespass, or by malicious prosecution or unlawful seizure of goods.

70. The Constable cannot have his powers increased or curtailed by his superiors, but only by Parliament. Nor can his superiors dictate how and when he should exercise his powers. We feel we can maintain without fear or contradiction that no other subordinate in any other occupation or profession bears such a unique degree of personal responsibility for his action or is exposed in such a degree to the vulnerability of prosecution before the Courts. The Constable is proud to bear this responsibility, and fully appreciates and willingly accepts his accountability under the law of the land, but he feels these factors should be more adequately reflected in his pay.

The Sergeant

71. The Sergeant supervises the Constables under his command, maintains discipline and is the vital link between the Constable and the higher ranks. He is expected to take an active interest in the welfare and efficiency of his men; he instructs them in the compiling of reports, and he is always on hand to assist the Constable in the performance of practical police duty. His is the rank providing a valuable training ground for future higher officers, and this is the rank most frequently used throughout the country for the responsible post of Station Officer.

In this capacity he deals with the various types of problems brought to the Station

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by members of the public, to whom he gives a very high standard of assistance, guidance and technical knowledge. In addition, the daily and nightly routine of the Station is his responsibility. The decision as to whether or not to accept, as a formal charge, any person brought to the Station in custody is his, and only in the gravest and contentious matters will he refer to his senior officers.

72. All types of property coming into the hands of police usually become the Station Officer's responsibility in some degree, whether it is property found in the streets, prisoner's property, or property which has been reported lost or stolen and has been recovered by the police. The administration of the various Acts and Regulations governing such subjects as aliens, firearms, pedlars, bail, dogs and other animals, and many other matters relative to road traffic, is the Station Officer's responsibility. A very high degree of specialised knowledge is required in addition to the attributes that are essential in every policeman whatever his rank. He is also the source from which advice is sought by the officers on duty in the streets whenever something unusual occurs, particularly incidents requiring the immediate and co-ordinated action of several officers. Constables, Sergeants and Inspectors, may also perform this duty, according to the type of Station and type of force, but it is in the main a duty performed by the rank of Sergeant.

The Inspector and the Chief Inspector

73. The Inspector and Chief Inspector is responsible to his Superintendent for all aspects of police work, and the administration of a Police Station. He supervises the Sergeants and Constables under his command by performing regular outside patrols and meeting them at various conference points on their beats to confer with them on matters of police duty arising from their beats and patrols. The efficiency, deportment, discipline and training, of his men is the primary concern of the Inspector and their training and instruction demands the regular study of ever-changing legislation. The welfare of his men cannot be overlooked and his guidance and advice on personal problems is often sought. He is expected personally to attend and take charge of scenes of serious crimes and accidents, and other special incidents where the attendance of a senior officer is necessary.

74. He examines all reports and correspondence, some of which is routine and requires little attention, but much of it is lengthy and complicated and requires very close attention before it can be submitted to the Superintendent with a recommendation on the action to be taken. Likewise, reports of offences summary or indictable, detected or undetected, require very close examination for detail and accuracy. Prosecutions stand or fall on the accurate amount of detailed evidence available, which can only come from the reporting officer. On this the Inspector has to make up his mind on the proper action to be taken and make suggestions to his Superintendent accordingly.

75. Many Inspectors and Chief Inspectors regularly prosecute cases at Magistrates' Courts, and in this connection it is absolutely essential to keep up-to-date with all current decisions in the Higher Courts. He must study all new legislation, which appears to be ever increasing, and carry out regular research on legal points. The proper maintenance of Station books and records requires his regular inspection. The keeping of Station accounts, safe custody of found property, and the general and efficient running of one or more Police Stations is also his responsibility. The preparation and organisation of the duties to be performed at all special incidents are his concern, and this often involves large numbers of police drafted in from other Stations and other divisions in order to cope with a situation which is either known, or which might possibly arise. He also has to undertake a large number of other duties, far too numerous to mention, but which include diseases of animals, road safety, lectures to the public, inspection of licensed premises, registers of firearms dealers, explosives stores, but to mention a few.

76. It will, therefore, be seen that there is no part of police duty with which the Inspector is not concerned. He has no control of the volume of work which he undertakes each day. Whilst he is in a position to share work among his subordinates to ensure an even distribution, there are very few of his own duties which he can delegate, with the result that he often finds himself under heavy pressure of work which has to be completed in the shortest possible time. The substantial increase and continuous turnover in young and inexperienced Constables is also an added responsibility in seeing they are properly instructed and trained to give efficient service to the public.

77. Whilst on duty these ranks meet Local Government officials, doctors, solicitors and departmental chiefs in trade, industry and commerce. The professional knowledge and opinion of the policeman is much sought after; his rank as a Police Officer is respected and he feels he is on equal terms with the persons with whom he comes into contact in this way. Socially, an entirely different position arises and he is looked upon and treated as a member of a class separate from the rest of the community. Because of the many Statutes and Regulations which members of the public may so easily infringe, particularly in this day and age of the motor car, either by accident or design, or through ignorance of the law, they do not look too kindly towards the Police Officer in his private capacity. The Police Officer of these ranks cannot allow himself to be embarrassed by a situation which might arise as a result of his trying to lead a normal social life, with the result that his circle of friends is greatly restricted. He cannot expect to enjoy full social freedom in the police district where he serves. He is further restricted by the fact that any social activities in which he might safely take part can only be followed in his off duty periods which, because of his duties, can seldom be predicted in advance.

78. The financial position of these ranks has become less attractive since the war, partly due to a change in the differentials between the ranks, and also because the varied duties and added responsibilities of these ranks have never been properly assessed and related in terms of pay. Technical and educational examinations have to be passed for promotion to Sergeant and again for further promotion to Inspector, and only by a substantial increase in pay differentials will the status of these ranks be reflected.

79. By virtue of his rank, the Inspector is often called upon to work extended hours of duty; rarely is he able to be compensated by time off, with the result that the hours of duty actually performed are far in excess of what is reflected in his rate of pay. Chief Inspectors, and in many cases Inspectors, are called upon to relieve their Superintendents for annual leave and other absences, for which they receive no monetary compensation; this, and other essential duties often result in a complete disturbance of the weekly rest day rota and in long periods of duty without a day off.

WOMEN POLICE

(i) Duties and Responsibilities

History

80. Early in the first world war a body of women patrols was privately organised in London. Its members wore uniform and worked with the Metropolitan Police. Similar patrols were set up in various parts of the country, and some of the members performed police duty in munitions works. At the end of hostilities, many of the women left the patrols and no encouragement to stay was given to those who wished to remain; consequently in 1918, the number of women on police work was very small.

81. In 1920, a Committee under the Chairmanship of Sir John Baird was appointed to enquire into the work which could and had been done by women in the police service. This Committee recommended the employment of women in the police service and also made recommendations regarding the duties to be performed, conditions of service, and pay. The Baird Committee can be regarded as the policewomen's Desborough.

82. In 1924 the Bridgeman Departmental Committee was appointed to review the experience then available in regard to the employment of women police, and amongst their many recommendations stated:—

- (a) that every police authority should provide, as far as practicable, for the statements of women and children when sexual crimes are in question being taken by policewomen.
- (b) that the efficiency of the police service had been improved by the employment of policewomen.
- (c) that policewomen should receive the same training as the men.
- (d) that policewomen engaged on patrol duty only should not be required to perform more than seven hours duty a day, exclusive of refreshment period.

83. The Royal Commission on Police Powers and Procedure in England and Wales (1929), said of policewomen:—

“256. To sum up our views on the usefulness of Women Police for the investigation of crime and offences, we are satisfied from the evidence laid before us that the time is ripe for a substantial increase in their numbers, more particularly in cities for patrol work in uniform.”

The Royal Commission called attention to the need for qualified women being available to take statements from women and children in sexual cases. At this time there were about 150 policewomen serving in England, and the Royal Commission expressed the view that the experience gained with regard to the ways in which women could be suitably employed was far more extensive and valuable than these figures seemed to indicate.

84. The first Police (Women) Regulations were made in 1931, followed in 1933 by a self-contained code of regulations, which set out the duties which may be assigned to women members of a police force, as follows:—

Patrol Duty

Duties in connection with women and children reported missing, found ill, injured, destitute or homeless and those who have been the victims of sexual offences or are in immoral surroundings.

Taking statements from women and children in cases of sexual offences.

Duties in connection with the conveyance of women and children to or from hospitals, poor law institutions, police stations, prisons, remand homes, and approved schools.

Watching female prisoners or women who have attempted suicide detained in hospital.

Attendance on women and children in court.

Searching and attending female prisoners.

Clerical work.

Plain clothes duty and detective work.

85. In 1939, the number of policewomen serving in England and Wales was 226, and in Scotland 37.

86. The second World War brought a big increase in the number of women in police work, both regular and auxiliary. They were employed on practically every branch of police work, working the same hours and same shifts as the men. The Post War Committee appointed on the 24th May, 1944, covered the whole field of the employment of women, and their recommendations are set out on page 21 of their Second Report. These include:

- (a) Policewomen should be wholly or mainly employed on police duties proper and not on clerical work.
- (b) Policewomen should be given experience of as wide a range of police duties as the circumstances in the district permit.
- (c) Except in special circumstances, policewomen should be appointed to all forces.

87. In 1946 there were 679 regular policewomen and 66 Class 'A' Auxiliaries in England and Wales. Scotland at this time had 102 regulars. To-day there are about 2,700 policewomen of all ranks in Great Britain.

Training

88. As recommended by the Post War Committee, both men and women now receive the same training.

Marriage Bar

89. Up to 1946 a woman member of a police force in England and Wales was required to resign her position on marriage or remarriage. With the removal of the marriage bar, provision has been made for maternity leave. Scotland still has the marriage bar.

Duties

90. Policewomen have now become an integral part of the police service, and their duties include:—

Patrol Duty.

Traffic duty, including dealing with traffic offences and accidents.

Criminal investigation.

Statement taking in sexual cases and other cases in which women and children are concerned.

Enquiries of every kind in connection with police work.

Escort of prisoners and juveniles to and from prison and Remand Homes.

Court work.

Missing persons.

Shoplifting cases and all larcenies reported to them.

Care or Protection cases, etc.

91. It should be mentioned that women in many forces have had to fill the gaps caused by the shortage of male constables, and in consequence have gained experience and opportunities which might not otherwise have been given to them.

92. Woman Sergeants, Inspectors and Chief Inspectors, are engaged on supervision, administration, assisting and advising in the preparation of cases, giving lectures on police subjects to Promotion Classes, Refresher Courses, Courses on Local Knowledge, and in some cases First Aid and Road Traffic to school children. Women senior officers are responsible for the welfare of the women under their supervision.

Condition of Service

93. With the following exceptions, the same conditions of service apply to both men and women.

- (a) Joining age for women—over 20 and under 35.
- (b) Pay—90% of the scales paid to men.
- (c) Maternity leave to married women in England and Wales.
- (d) The Police Authority may substitute a reduced tour of duty for women engaged wholly or mainly on patrol.

WOMEN POLICE

(ii) Pay

94. The Terms of reference of the Desborough Committee (1919) did not include anything about Women Police. This may have been due to the fact that the Women Patrols who had worked during the War years of 1914/18 were not encouraged to stay and in consequence few women remained in the Service. Furthermore it is not until the passing of the Sex Disqualification (Removal) Act, in 1919, that women could be attested as Constables in the Police Service. In 1920, however, a Committee was appointed under the Chairmanship of Sir John Baird, and their terms of reference were:—

“to enquire and report as to the nature and limits of the assistance which can be given by women in the carrying out of Police duties and as to what ought to be the status, pay and conditions of service of women employed on such duties.”

95. The Baird Committee enquired into every aspect of the work which had been and could be done by women, and the following is part of their conclusions:—

“We consider that the experience of the War has proved that women can be employed with advantage to the community in the performance of certain police duties which, before the War, were exclusively discharged by men. For the efficient performance of these duties it is essential that the women should be specially qualified, highly trained and well paid, and that they should form an integral part of the Police Service.”

96. On the question of pay, the Baird Committee expressed the opinion that as Policewomen would not be employed in situations necessarily involving danger or the exercise of physical force, the standard of pay should be somewhat lower than that of the men. The Committee did, however, consider that it should be open to Police Authorities to pay the “Desborough” rates to women, provided they could satisfy the Secretary of State that their work was of equal value. At this time women in a few Forces were receiving the same pay as men, but in the majority their pay was considerably less.

97. The Baird Committee recommended a standard scale of pay for Policewomen, based on the Desborough rate for men, as follows:—

	<i>Constables</i>	<i>Sergeants</i>
	<i>On appointment</i>	<i>On promotion</i>
Desborough for men	70s. 0d.	100s. 0d.
Baird for women	60s. 0d.	90s. 0d.

98. The scale recommended by the Baird Committee for Women Inspectors was £260 rising by increments to £300 per annum. It will be seen that this again is related to the scales recommended by the Desborough Committee for men.

99. In 1924 the Bridgeman Departmental Committee, which was appointed to review the experience then available in regard to the employment of women police, recommended that the Baird scales of pay for women be generally adopted. At this time, there were not many women employed as members of Police Forces, and although the Home Office accepted the recommended scales of pay for policewomen, scales were not at first prescribed in Police Regulations. Pay for women was fixed by Police Authorities with the approval of the Home Secretary, and this resulted in variations of pay for women in Provincial Forces.

100. The first Police (Women) Regulations were issued in October, 1931, and a provisional scale was prescribed for women constables. A permanent scale was prescribed in the 1933 Police (Women) Regulations, which was approximately 90% of the scales for men of the same rank.

101. The Oaksey Committee (1948) continued the pattern of 90% of the scales for men to be paid to women.

102. The present negotiating machinery was set up in 1953, and in all pay awards since its inception women of all ranks have received 90% of the rates awarded to their male colleagues, at all points of the scale, and the Police Federations firmly believe that the 90% principle should be continued in the case of the Policewomen of the Federated ranks of Great Britain.

C. RESTRICTIONS AND INCONVENIENCES

103. In order that the Commission may be fully conversant with the statutory restrictions imposed on the private lives of policemen, their wives and families, we reproduced in Appendix 'C' Regulation 4 and the Third Schedule of the Police Regulations 1952. Similar provisions apply to members of Scottish Police Forces. We regard these restrictions as compatible with the nature of police duty and, although at times they may be disagreeable and inconvenient, they are accepted in principle by our members.

104. However, in addition to these statutory restrictions there are many other features, which in practice apply further restrictions and create much inconvenience to the wives and children of policemen, particularly in County Forces where members are subject to transfer from one part of the police area to another. In many forces transfers are not infrequent and do not only occur on promotion. In these circumstances the wife and children of a policeman find themselves arbitrarily uprooted and separated, often by many miles, from their circle of friends and neighbours. Perhaps more important, however, is the detrimental effect on the education of children who, during their school years, may be uprooted several times from their school at critical periods.

105. These features have an upsetting effect and no compensation is received for this disturbance of the policeman's family. The policeman is merely reimbursed his actual removal expenses, and any expense incidental to the move, subject to a limit of £30 for Constables and Sergeants and £40 for Inspectors, but any expenditure which, in the view of the Chief Constable, was unreasonably incurred is not taken into account. Generally speaking, the only expenditure deemed incidental to a move is that incurred on the replacement of existing household furnishings and school uniforms.

106. We believe that if the Commission is requested by other parties to place great weight on "fringe" benefits or "concealed" emoluments they may consider that the restrictions and inconveniences to which we have referred cancel out much of their value.

107. Finally, under this general heading of restrictions and inconveniences, we would remind the Commission that all members of the police service are subject, both on and off duty, to a strict code of conduct, which we set out in full in Appendix 'D'.

APPENDIX A

QUALIFICATIONS FOR APPOINTMENT OF CONSTABLE

5. A candidate for appointment to a police force—

- (a) must produce satisfactory references as to character, and, if he has served in any branch of Her Majesty's naval, military or air forces, or in the Civil Service, or in any police force, produce satisfactory proof of his good conduct while in such service or force;
- (b) must, in the case of a man, have attained nineteen years of age and not have attained thirty years of age, or, in the case of a woman have attained twenty years of age and not have attained thirty-five years of age, or in the case of an appointment as chief constable, not have attained forty years of age:

Provided that a man or woman or chief constable who has attained thirty, thirty-five or forty years of age, as the case may be or a woman who has attained nineteen years of age but has not attained twenty years of age, may be appointed—

- (i) if he or she has had previous service in a police force, otherwise than as an auxiliary, or is otherwise entitled to reckon previous service as pensionable service, or
 - (ii) in other special circumstances approved by the Secretary of State upon the recommendation of the appointing authority, that is to say, the chief officer of police or the police authority, as the case may be;
- (c) must be certified by a registered medical practitioner approved by the police authority to be in good health, of sound constitution and fitted both physically and mentally to perform the duties on which he will be employed after appointment;
 - (d) must, if a candidate for appointment as a constable—
 - (i) save for special reasons approved by the Secretary of State, be not less in height than, in the case of a man, 5 feet 8 inches, or, in the case of a woman, 5 feet 4 inches, and
 - (ii) satisfy the chief officer of police that he is sufficiently educated by passing a written or oral examination in reading, writing, and simple arithmetic, or an examination of a higher standard, as may be prescribed by the chief officer of police;
 - (e) must give such information as may be required as to his previous history or employment or any other matter relating to his appointment to the police force, and if any candidate makes in, or in connection with, his application for appointment any false statement and is subsequently appointed to a police force, the making of such false statement shall be an offence against discipline within the meaning of paragraph 5 of the Discipline Code set out in the First Schedule to the Police (Discipline) Regulations, 1952, and shall be punishable accordingly;
 - (f) shall be given a notice in terms approved by the Secretary of State after consultation with the Police Council drawing attention to the conditions of service contained therein.

APPENDIX B

THE POSITION OF THE POLICE SERVICE IN
RELATION TO RECRUITING

1. Industry today with its increasing technical changes requires well educated youths who have received a broad training outside. The growth of salaried managers, scientific personnel and many other forms of specialised occupations has increased the demand for people with brains and so accelerated the need for a system of secondary education open to all. Most of the above occupations require a certain type of schooling and so are filled by recruits from the Grammar and Independent Schools. The police service as it stands cannot hope to compete with industry for this standard of material.

2. The extent to which the police service has benefited by the radical changes in the educational system can be gauged by the qualifications laid down in the official handbook "*Career*", issued to stimulate recruiting, i.e.,

"If you can spell, write legibly and do simple arithmetic you have nothing to worry about".

There is ample evidence available to show that in the great majority of forces the standard of educational qualification for direct entrants has deteriorated to a low level.

3. We are at the present time faced with a situation which allows a candidate to find entry into the police service by a process which can only be described as "descending the ladder of educational attainment" until he reaches a force which, by reason of its serious manpower shortage, places little or no importance on his education. The examination for entry into the Metropolitan Police consists of:—

English Composition	-	$\frac{3}{4}$ hr.
Simple Arithmetic	-	$\frac{1}{2}$ hr.
General Knowledge	-	$\frac{1}{4}$ hr.

(Total $1\frac{1}{2}$ hours)

4. Although the poorness of the material being turned away from the recruiting centres is no criterion of the standard actually accepted, it does reflect the impression formed by the general public of the standard required for the job.

5. This is the position today, despite the all-round improvement in education and despite the recommendation given in the Oaksey Report which said:—

"We accept the view that the Desborough Committee intended that the status of police work as a profession should be permanently raised, and we are satisfied from the evidence that we have heard that this was a wise intention and that the attraction of recruits of a higher standard of education, intelligence and social standing is not less desirable at the present time than it was in 1919".

6. Among the many aspects of police life that are affected by the introduction of the poor quality recruit is the very important one of filling the higher posts with men from within the service. The Wynn Parry report on the Prison Service seized on such a situation and made it quite clear that for the foreseeable future enough suitable candidates from the officer grade would not be available for the Governor grade. It is interesting to note here that the Prison Officers' Association recommended that the qualification necessary for entry into the Prison Service should be the G.C.E. in three subjects at 'O' level, two subjects being Maths. and English.

7. Since the importance of raising the status and educational qualifications of the police service was first expressed in the Desborough Report, succeeding Committees reporting on various aspects of the police service have, without exception, stressed the growing urgency of the problem. The Higgins Report said:—

"The foundation of the Desborough Report may be said to be the new conception of the status of the police service which underlays its recommendations. 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".

8. The second Report of the Post War Committee said :—

"We strongly recommend that there should be a standard minimum educational test which a candidate must pass before he can be accepted in any force because of the increasing responsibilities that he carries a reasonably good standard of education is essential".

9. The growing complexity of economic as well as social life has brought the need for a new conception of the function of the police in our community. The work and responsibility of the police have greatly increased—a much greater volume of legislation has to be assimilated, crime and traffic are producing new problems, racial disturbances, juvenile delinquency and many other matters call for the need of a better equipped policeman. One of the most disturbing features of present day policing is that the policeman is being brought more closely in contact with the growing volume of the middle class who regard him as an inferior member of the social order. His authority is being constantly challenged and sometimes flouted.

10. It is essential that the standard of the service be raised, not only by an improvement in the educational qualifications but also by an insistence upon a more careful selection of recruits. Recruits in this age of equal educational opportunity for all should be sufficiently endowed mentally to deal with the many problems created by a society now experiencing a high standard of living. Their mental equipment should be thoroughly tested before they enter the service rather than that they should undergo a term of schooling after attestation ; such schooling is well known to be hopelessly inadequate, expensive and time wasting. Time expended on this type of training should be utilised in teaching police duty.

11. The necessity for a sound educational background of recruits is greater today than it was a number of years ago and is likely to continue to increase. As legislation increases it becomes more important to have constables who can deal with widely varied subjects and can adapt themselves to a variety of circumstances requiring completely different types of action. It is essential that they can comprehend masses of legislation and apply it with discretion. The constable is now more likely to have to deal with the law-breaker than the criminal and his immediate associates. The law-breaker, the man has committed some trivial offence, is probably a well-educated and perfectly respectable citizen who expects to be dealt with by a courteous and well-educated constable. The police service cannot function without the support of the public. A better educated public is entitled to expect a better educated constable. Members of the public will tend to give less support to the police if they cannot see in the constables with whom they have contact courteous, well-educated and capable men and women who are a credit to the community which they serve.

SUGGESTED RECOMMENDATIONS

The following recommendations may best fit the situation :—

1. Candidates for the police service should be required to pass a Common Entrance Examination.
2. The standard of examination should be as laid down in Para. I (1) (a) of the Schedule in the Police (Promotion) Regulations, 1956.
3. The examining agency should be the Civil Service Commissioners.

APPENDIX C

APPOINTMENT, PROBATION and TEMPORARY PROMOTION

Disqualifications for appointment of constable

4. (1) No person shall be eligible for appointment to a police force and the services of a member of a police force may be dispensed with at any time if without the consent of the chief officer of police—

- (a) he carries on any business or holds any other office or employment for hire or gain ; or
- (b) he resides at any premises where any member of his family keeps a shop or carries on any like business ; or
- (c) he holds, or any member of his family living with him holds, any licence granted in pursuance of the liquor licensing laws or the laws regulating places of public entertainment in the area of the police force in which he seeks appointment or to which he has been appointed, as the case may be, or has any pecuniary interest in any such licence ;
or
- (d) his wife or her husband, not being separated or divorced from him or her, as the case may be, keeps a shop or carries on any like business in the area of the police force in which he or she seeks appointment or to which he or she has been appointed, as the case may be :

Provided that, in case of refusal of consent, there shall, in a borough police force, be an appeal to the watch committee, whose decision shall be final.

(2) For the purpose of this Regulation, the expression "member of his family" shall include parent, son or daughter, brother or sister, wife or husband.

THIRD SCHEDULE**RESTRICTIONS ON THE PRIVATE LIFE OF MEMBERS**

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

2. The place at which a constable resides shall be subject to the approval of the chief officer of police.

3. (1) A constable shall not, without the previous consent of the chief officer of police, receive a lodger in a house or quarters with which he is provided by the police authority or sub-let any part of the house or quarters.

(2) A constable shall not, unless he has previously given written notice to the chief officer of police, receive a lodger in a house in which he resides and in respect of which he receives a rent allowance or sub-let any part of such a house.

4. A constable shall not wilfully refuse or neglect to discharge any lawful debt."

APPENDIX D

FIRST SCHEDULE—DISCIPLINE CODE

1. Discreditable conduct, that is to say, if a member of a police force acts in a disorderly manner or any manner prejudicial to discipline or reasonably likely to bring discredit on the reputation of the force or of the police service.

2. Insubordinate or oppressive conduct, that is to say, if a member of the police force—

- (a) is insubordinate by word, act or demeanour, or
- (b) is guilty of oppressive or tyrannical conduct towards an inferior in rank, or
- (c) uses obscene, abusive or insulting language to any other member of the force, or
- (d) wilfully or negligently makes any false complaint or statement against any member of the force, or
- (e) assaults any other member of the force, or
- (f) improperly withholds any report or allegation against any member of the force.

3. Disobedience to orders, that is to say, if a member of a police force disobeys or without good and sufficient cause omits or neglects to carry out any lawful order, written or otherwise, or contravenes any requirement of the Third Schedule to the Police Regulations, 1952.

4. Neglect of duty, that is to say, if a member of a police force—

- (a) neglects, or without good and sufficient cause omits, promptly and diligently to attend to or carry out anything which is his duty as a constable, or
- (b) idles or gossips while on duty, or
- (c) fails to work his beat in accordance with orders, or leaves his beat point or other place of duty to which he has been ordered, without due permission or sufficient cause, or
- (d) by carelessness or neglect permits a prisoner to escape, or
- (e) fails, when knowing where any offender is to be found, to report the same, or to make due exertions for making him amenable to justice, or
- (f) fails to report any matter which it is his duty to report, or
- (g) fails to report anything which he knows concerning a criminal charge, or fails to disclose any evidence which he, or any person within his knowledge, can give for or against any prisoner or defendant to a criminal charge, or
- (h) omits to make any necessary entry in any official document or book, or
- (i) neglects, or without good and sufficient cause omits, to carry out any instructions of a medical officer appointed by the police authority or, while absent from duty on account of sickness, is guilty of any act or conduct calculated to retard his return to duty.

5. Falsehood or prevarication, that is to say, if a member of a police force—

- (a) knowingly makes or signs any false statement in any official document or book, or
- (b) wilfully or negligently makes any false, misleading or inaccurate statement, or
- (c) without good and sufficient cause destroys or mutilates any official document or record, or alters or erases any entry therein.

6. Breach of confidence, that is to say, if a member of a police force—

- (a) divulges any matter which it is his duty to keep secret, or
- (b) gives notice, directly or indirectly, to any person against whom any warrant or summons has been or is about to be issued, except in the lawful execution of such warrant or service of such summons, or
- (c) without proper authority communicates to the public press, or to any unauthorised person, any matter connected with the force, or
- (d) without proper authority shows to any person outside the force any book or written or printed document the property of the police authority, or
- (e) makes any anonymous communications to the police authority or the chief constable or any superior officer, or
- (f) canvasses any member of the police authority or of any county, city or borough council with regard to any matter concerning the force, or
- (g) signs or circulates any petition or statement with regard to any matter concerning the force, except through the proper channel of correspondence to the chief constable or the police authority, or in accordance with the constitution of the Police Federation, or
- (h) calls or attends any unauthorised meeting to discuss any matter concerning the force.

7. Corrupt practice, that is to say, if a member of a police force—

- (a) receives any bribe, or
- (b) fails to account for or to make a prompt and true return of any money or property received by him in his official capacity, or
- (c) directly or indirectly solicits or receives any gratuity, present, subscription or testimonial, without the consent of the chief constable or the police authority, or
- (d) places himself under pecuniary obligation to any publican, beer retailer, spirit grocer, or any person who holds a licence concerning the granting or renewal of which the police may have to report or give evidence, or
- (e) improperly uses his character and position as a member of the force for his private advantage, or
- (f) in his capacity as a member of the force, writes, signs or gives, without the sanction of the chief constable, any testimonial of character or other recommendation with the object of obtaining employment for any person or of supporting an application for the grant of a licence of any kind, or
- (g) without the sanction of the chief constable, supports an application for the grant of a licence of any kind.

8. Unlawful or unnecessary exercise of authority, that is to say, if a member of a police force—

- (a) without good and sufficient cause makes any unlawful or unnecessary arrest, or
- (b) uses any unnecessary violence to any prisoner or other person with whom he may be brought into contact in the execution of his duty, or
- (c) is uncivil to any member of the public.

9. Malingering, that is to say if a member of a police force feigns or exaggerates any sickness or injury with a view to evading duty.

10. Absence without leave or being late for duty, that is to say, if a member of a police force without reasonable excuse is absent without leave from, or is late for, parade, court or any other duty.

11. Uncleanliness, that is to say, if a member of a police force while on duty or while off duty in uniform in a public place is improperly dressed or is dirty or untidy in his person, clothing or accoutrements.

12. Damage to clothing or other articles supplied, that is to say, if a member of a police force—

- (a) wilfully or by carelessness causes any waste, loss or damage to any article of clothing or accoutrement, or to any book, document or other property of the police authority, served out to him or used by him or entrusted to his care, or
- (b) fails to report any loss or damage as above however caused.

13. Drunkenness, that is to say, if a member of a police force, while on or off duty, is unfit for duty through drink.

14. Drinking on duty or soliciting drink, that is to say, if a member of a police force—

- (a) without the consent of his superior officer, drinks, or receives from any other person, any intoxicating liquor while he is on duty, or
- (b) demands, or endeavours to persuade any other person to give him, or to purchase or obtain for him, any intoxicating liquor while he is on duty.

15. Entering licensed premises, that is to say, if without permission a member of a police force enters—

- (a) while on duty any premises licensed under the liquor licensing laws or any other premises where liquors are stored or distributed when his presence there is not required in the execution of his duty, or
- (b) any such premises in uniform while off duty.

16. Lending, borrowing or accepting presents, that is to say, if a member of a police force lends money to any superior in rank or borrows money or accepts any present from any inferior in rank.

17. Conviction for a criminal offence, that is to say, if a member of a police force has been found guilty by a court of law of a criminal offence.

18. Being an accessory to a disciplinary offence, that is to say, if a member of a police force connives at or is knowingly an accessory to offence against discipline.

IV. STATISTICS OF CRIME

108. Before reaching their conclusions upon the level of police pay, the Royal Commission should be aware that the number of indictable offences known to the police have increased substantially during recent years. By comparison with pre-war, they are now more than double in number. The annual average of indictable offences in the years 1935—1939 was 267,286. In 1958, the number of such offences had risen to 626,509. These totals were made up as follows:

OFFENCE	Annual Average 1935 — 1939	1958
Offences against the person ...	7,238	29,828
Offences against property with violence ...	44,569	132,988
Offences against property without violence ...	209,328	448,805
Malicious injuries to property ...	549	3,607
Forgery and offences against the currency ...	1,680	5,376
Other offences such as perjury, suicide, etc. ...	3,922	5,905
TOTAL:	267,286	626,509

109. The Commission will no doubt want to form a conclusion as to whether more policemen on the beat would reduce the 1958 total of 626,509 to pre-war levels.

110. We must report to the Royal Commission that there is general agreement among those who study the problem that the certainty of detection is the best deterrent of crime in the short run. The Lord Chief Justice himself said this recently in a debate on the Police Service in the House of Lords on 27th January, 1960:

"I start from this—and I am afraid that I have been saying it over and over again; that it is a sound principle that the certainty of punishment is a greater deterrent than its severity. It was a principle advocated by Sir William Blackstone, and has been repeated often since; but I think that today our attention is so concentrated on the reform of the prisoner that we are apt to forget that fundamental principle. Let us reform the prisoner, if we can. But first and foremost, let us see that no offence is committed and, accordingly, that there is no prisoner to reform.

Surely that principle is all the more important when, human nature being what it is, every potential criminal thinks that he is the one clever man who is going to escape. Unless and until we approach the ideal of the certainty of punishment, there is little except the fear of punishment to deter the potential criminal. In case after case today we are finding, when sentencing a prisoner, that he is asking for a whole batch of other offences to be taken into consideration. Only last term in the Court of Criminal Appeal a young man asked for 65 housebreakings to be taken into consideration. These offences had taken place over eighteen months. It was not until his 66th offence that he was discovered. There is no deterrent to be found there. All there is is confirmation that crime pays."

(*House of Lords Official Report*, 27th January, 1960, Column 728)

We can only echo the sentiments of the Lord Chief Justice and we regard it as a grave reflection on the state of law and order that in Britain today, any would be offender has a 50:50 chance of getting off scot free.

111. An illustration of the effect of an adequate number of police on patrol is drawn from New York where the Commissioner of Police made an experiment a few years ago at East Harlem. This is what happened:

"Convinced that more policemen would reduce crime he secured permission to experiment with East Harlem, one of New York's black spots. At 8 a.m. on September 1 four times as many policemen as usual paraded for the first duty shift.

Harlem was dumbfounded. For the first time in living memory there were blue-coats at intervals of every few blocks, patrolling slowly on foot, alert to prevent crime and not sweeping by in fast cars, sirens blaring, on their way to clear up a mess of crime already committed.

Until then the theoretical strength of the precinct, with a mixed racial population of 120,000, had been 188. Office work, and specialisation of other kinds, had accounted for well over half of these, and with time off and so forth this meant that never more than 17 at a time had patrolled the area in the old, time-honoured way.

The experiment lasted 10 weeks, and resulted in an overall reduction in crime of over 50 per cent.

(Police Chronicle and Constabulary World, January 9, 1959)

In addition to this overall reduction in crime, a far higher number of offences were detected, in some cases as high as 75% of the crimes committed.

112. The Police Federations are in no doubt that a strong and effective Police Force manning the beat is the most effective and the quickest deterrent to crime.

113. But in our towns and cities in 1960 many beats are left uncovered day after day. This may sound strange to the Royal Commission in view of the re-assuring reports about the growth in police strength over pre-war days. But the effect of this growth has been partially offset by a reduction in working hours from 48 to 44 and by the growth of specialist duties. Because of the growing complexity of crime, more men than ever seem to be needed on duties that take them away from the beat. But it seems to the Police Federations that the "beat" is the one place from which a man should not be spared and every effort should be made to keep them fully manned.

114. Newer methods of policing such as the use of dogs, mechanised patrols, wireless cars, etc. are invaluable as adjuncts to the beat system. The weakness today is that these newer methods are being used as replacements for the policeman on the beat and not as adjuncts to assist him in his work.

115. We give an example from the City of Birmingham. On March 4th this year, the *Daily Telegraph* reported that on the previous Wednesday night, thieves blew two safes in the jewellery quarter of Birmingham and got away with gold bullion valued at £15,000. They cut through iron bars at the rear of the premises and used blankets and sacks to muffle the explosion when they blew the safes. The theft was not discovered until the firm's foreman arrived at work the following morning. This was the second time this firm had been raided in two years. On the previous occasion, £2,000 worth of gold bullion was stolen.

116. The Royal Commission may be interested to know how current police coverage of the area in which the robbery took place compares with pre-war. For this purpose, we attach two maps, one showing the beats in the jewellery quarter of Birmingham in 1939 and the other, the beats in 1959. In 1939 there were 25 beats; in 1959 there were only 9 beats, a number of beats having been amalgamated. In 1939 almost every one of the 25 beats was patrolled by a single man at night plus a constable on cycle patrol who covered the complete jewellery quarter. In addition eight plain clothes officers operated at night up to 11.30 p.m.

and four plain clothes officers operated after that time. There was an Inspector and four Sergeants on patrol to each watch. Police Constables with less than five years service did not work these vulnerable beats.

117. Today, the industrial character of the area remains unchanged. Rehousing has resulted in firms taking over more premises that were formerly used as dwelling houses but, despite this, there is reckoned to be more overcrowding among these firms than there was in 1939. Yet the Commission will observe that there are now only nine beats, worked by nine constables. The average beat is now 103 acres ; in 1939 it was 25 acres. In an endeavour to make up for the shortage of men, constables on the 2—10 p.m. shift often remain on duty until 2 a.m. on foot patrol, working overtime. There is a wireless control car, with a dog and its handler, that patrols the whole of the city at night and can, of course, be called quickly. An Inspector and two Sergeants carry out the supervision of the beats. The average length of service of constables is not quite four years.

118. The Commission will see that the degree of protection now afforded in the jewellery quarter is far, far less than was thought proper before the war. Is it surprising that thieves should break into one firm twice in two years? All experienced officers assert that the knowledge among thieves that beats are amply manned by an adequate number of policemen is the strongest possible deterrent to the would be criminal.

V. PRINCIPLES AND METHODS OF FIXING PAY FOR THE PUBLIC SERVICES

119. Since 1953 a number of attempts have been made by independent bodies to determine some principles of pay that will ensure equity to groups of public servants, in periods of rapid upward movements in wages and prices throughout the economy. Public servants do not strike, and rarely threaten to do so. They do not possess, therefore, the ultimate sanction in a struggle for higher wages. They can only argue and reason, but as their fortunes are very much tied up with official wages policies, their pleas may not succeed, however well founded their arguments may be.

120. This has caused unrest in a number of public sectors, and we believe is partially responsible for the recent spate of independent Inquiries. In this section we outline the conclusions reached by a number of these Commissions in the hope that it will prove useful to the Royal Commission in forming their own conclusions.

121. Everyone who examines this field quickly becomes aware that the word "Principles" used in connection with pay has a variety of meanings. Sometimes "principles" are the ends to be aimed at. On other occasions "principles" are the methods to be followed in reaching the "ends". The Royal Commission on the Civil Service (Priestley) recognised this confusion and made an effort at the outset of its work to disentangle the threads. They distinguish:

- " (i) The ultimate end in view: we think this may be briefly defined as "an efficient Civil Service, fairly remunerated."
- (ii) The principles which should govern the construction of a pay system designed to promote the end defined in (i): comparisons with outside rates of pay for comparable work or with movements in the cost of living are examples of principles in this sense.
- (iii) The practical methods, or techniques, required for the application of principles are as defined in (ii): the principle of comparisons with outside rates, for example, involves decisions as to the comparability of particular employments.

(Cmnd. 9613, paragraph 67)

But despite this brave beginning it seems to an impartial observer that (ii) and (iii) tended to slide into each other during the Commission's discussion on the principles of pay and that the distinction between them eventually became blurred.

122. Nevertheless, Chapter IV of their Report (Cmnd. 9613) is the most complete contemporary discussion of the problem of principles of pay and we believe the Royal Commission will find it worth their while to study this analysis.

123. The nearest the Priestley Commission gets to stating a general law that should operate universally at all times and in all circumstances (which is what we take a "principle" to be) is in paragraph 95 of their Report. They say that it is

"the maintenance of a Civil Service recognised as efficient and staffed by members whose remuneration and conditions of service are thought fair both by themselves and by the community they serve. This ideal can in fact never be absolutely achieved, but the aim must be to approach to it as closely as possible".

124. We do not see that this definition can be bettered, although there are very real limitations to its usefulness, as the Priestley Commission recognised. It leaves practically every statement in the definition open to argument and dispute. Nevertheless, if it is applied in its general form to the Police Service, we believe there will be no doubt in the minds of the Royal Commission that the "ultimate ends" are not at present met.

125. Take each statement in turn. First, both the police themselves and the public recognise that their major task of preventing crime and safeguarding life and property is not fulfilled as well as it has been in times past, and both police and public recognise that this task should be better carried out.

126. As to the second part of the principle, the police certainly do not regard their remuneration and conditions of service as fair. This feeling has persisted with growing intensity for the last 15 years since the end of the war, and has finally led to the question of pay being submitted to the Royal Commission.

127. Third, it is probably true to say that the community as a whole recognises that the police are not fairly paid. Numerous expressions of opinion have appeared in debates in both Houses of Parliament, in editorials of leading newspapers and in radio and television discussion. To quote one comment that is representative of many:

"Is inadequate pay a main cause of the decline in the strength of Britain's police forces? If it is, then, as the Lord Chief Justice urged in last week's Lords' debate, rates should be raised without waiting for the Royal Commission's report".

The editorial goes on to examine factors which make police work unattractive, and concludes:

"But, when all is said, the rates of police pay must count against whatever attractions the career offers, including stability and a good pension. A fully-fledged constable, getting just over £13 per week, is much worse off than most skilled working men having any comparable training and responsibility. The police force is a service we should not stint; for good government begins with public order".

(*Sunday Times*, 31st January, 1960)

In short, the Police Federations submit that there would be considerable agreement both in the Service and among the public that the "ultimate ends" of an efficient service, fairly remunerated, have not yet been reached.

128. The question that follows is what "principles" (to adopt the Priestley Commission term) are necessary to attain the ultimate end? Priestley's view is expressed as follows:

"A correct balance will be achieved only if the primary principle of civil service pay is fair comparison with the current remuneration of outside staffs employed on broadly comparable work, taking account of differences in other conditions of service". (paragraph 96).

To achieve this, Priestley proposed a Pay Research Unit that should be operated jointly under the control of the Treasury and the Staff Side. This Pay Research Unit is now in existence, and it secures confidential information from outside industry about rates of pay for comparable work. In many fields of Civil Service work this should be possible. For example, a typist in the Civil Service most obviously has a counterpart elsewhere. Even so, in this field that should have proved easy, arbitration has resulted over the pay of typists because of differences of view arising from the Pay Research Unit Report. The Treasury and the Staff Side disagreed about the weighting to be given to outside rates of pay, the selection of firms for comparison, the factors in total remuneration which cannot be given arithmetical expression, and the significance to be attached to internal relativities in the Civil Service. Indeed there seems to be hardly any points upon which the two parties were agreed when they received the finished product of the Pay Research Unit.

129. On the other hand, in fairness, it must be said that in some fields, notably and most recently in the ranks of Executive Officer and Higher Executive Officer, there has been agreement about a major re-assessment of pay as a direct result of the contribution of the Pay Research Unit to knowledge in the field of comparable work.

130. A similar task to that of the Civil Service Pay Research Unit was carried out by the Railway Pay Committee of Enquiry (The Guillebaud Committee) which reported on 2nd March, 1960. The task they were set was to conduct an investigation into the relative pay of the staff of British Railways compared with the pay of staff in other public services, nationalised industries and private undertakings, by establishing a degree of job comparability, as well as through other means. They put forward detailed recommendations, but a careful reading of the Report shows constant references to the difficulties they found in making detailed comparisons of work on the railways with work elsewhere that, at first sight, appeared to be similar. At one point they say:

"for these reasons, there is but rejected comparisons to show for much of the labour of our investigators and secretaries".

(Paragraph 55).

But they do manage to produce careful studies of nearly every grade in the railways and also of 137 jobs in outside industry whose comparability seemed to be substantiated.

131. The Guillebaud Committee in trying to weigh the net balance of advantage and disadvantage in railway employment by comparison with outside industries could find no objective criteria for assessing monetary value of these factors. In reaching their "over-all conclusions", they said:

"we have to rely on judgement, on common sense and on considerations of equity".

(Paragraph 156).

They recognised that there were some occupations such as footplate men and signalmen which are peculiar to the railways and with whom comparisons cannot be made. In the case of these grades, the Guillebaud Committee have reached conclusions about their appropriate level of pay by using the pay of other railway grades as a yardstick, for whom an outside comparison had previously been found. In short, they used internal relativities.

132. We have set out the work of the Civil Service Pay Research Unit and the Guillebaud Committee at some length. But our conclusion is that it is not possible for the Police Service to adopt a similar "principle" of fair comparison for, like the footplate staff on the railways, there are few outside staffs employed on broadly comparable work with the police and, unlike the footplate staff, the police have no internal relativities, by which their pay can be fixed.

133. For the sake of completeness we should add that the Priestley Commission proposed an Independent Standing Advisory Committee for the Higher Civil Service charged with the responsibility of keeping their pay under review and for advising on changes. This Committee has been set up with Lord Coleraine as Chairman. A proposal is now afoot to set up a similar Committee for the higher grade officers in local government, but it has met with opposition from the National Association of Local Government Officers.

134. For ourselves, we prefer negotiating machinery and we would not regard the Coleraine Standing Committee as an acceptable alternative to the ranks covered by the Police Federations.

135. Principles of pay have also been examined in the Prison Service which is, in one way, analagous with the Police, at least in the sense that neither service has much relationship to any other occupation. A Committee under the Chairmanship of Mr. Justice Wynn-Parry published a Report in 1959 (Cmnd. 544). The Wynn-Parry Committee recognised the difficulty of a fair comparison between the Prison Service and other occupations in the following terms:

"It must, we think, be recognised that the Prison Service although part of the Civil Service, is *sui generis*. From this circumstance spring two difficulties. The first is the difficulty of applying the principle laid down by the Royal Commission on the Civil Service 1953—55, that where possible comparison should be made with broadly comparable work outside the Civil Service taking account of different conditions of service.

The second difficulty is that of making comparison with other branches of the Civil Service itself. We have made such comparisons as are possible, but the necessary result of the two difficulties to which we have alluded is that we have had to attempt to resolve certain problems without much degree of comparison". (paragraph 7).

136. The Wynn-Parry Report made further reference to the extreme difficulties they found in compiling pay scales (paragraph 89). They said that their recommendations are the result of "an essentially empirical approach". They had been furnished with rates of pay in outside occupations, but they were not able to draw even an approximately accurate comparison with the Prison Service. They had, however, considered this evidence "such as it is", and had considered most carefully "the work which those engaged in the various grades of the Prison Service are called upon to perform; the degree of responsibility which they have to assume; the growing emphasis on rehabilitation and training of prisoners; and the conditions of service under which the various grades will have to work..." Taking all these considerations into account, they then endeavoured to assess the proper rate for the job.

137. In paragraphs 97 and 98, they considered how future movements in pay should be determined. They said:

"Since, as we have said, comparisons of duties—and we emphasise the word "duties"—cannot be made, we consider that the only practicable alternative is for future movements of pay of the Officer Grades to be linked to the movements of pay of other Civil Servants in pay ranges similar to those which we have recommended for the Officer Grades. This will have the effect of

applying indirectly (we are unable, as we say, to see how it can be done directly) the principles of the Royal Commission to which we have referred above."

In short, it comes to this ; the pay of Civil Service grades is now related to fair comparisons with pay for comparable work in outside employment. The pay of the Prison Officer grades is related to the pay of those Civil Servants whose pay range is similar to that of Prison Officers. In effect the Prison Officer's pay is determined by reference to jobs in outside industry comparable to those Civil Servants whose pay scale corresponds with that of Prison Officers.

138. Dr. M. B. Cairns, one of the members of the Committee, made a reservation on this recommendation. In her view, it was preferable that any future movement of pay for Prison Officer grades should be considered on its own merits, the appropriate arbitration procedure being available if necessary.

139. Unfortunately she did not state what are the "merits" of Prison Officers' pay. But in the view of the Police Federations she was certainly more realistic than the Wynn-Parry Commission which, in our view, has fixed a point of reference for Prison Officers' pay that is too remote from that of the Prison Officers themselves. It makes the Prison Officers too dependent upon the fortunes of one particular grade in the Civil Service which, for a number of reasons, might fare better or worse than the general run of employees.

140. Other objections from the point of view of the Police Federations are that police officers unlike the Prison Officers are not part of the Civil Service, nor are we competitive with the Civil Service for recruits.

141. Two immediate differences spring to mind. On the whole, police recruits have a desire, at any rate, at the outset of their careers, for an outdoor life. Frequently they have a taste for adventure which they hope to fulfil. Neither of these qualities is pre-eminently apparent in the Civil Service. Then again as we are not part of the Civil Service, our pay negotiations are not conducted with the Treasury but with an ad hoc body made up of local authority representatives together with a small number of representatives from the Home Office and the Scottish Office.

142. A very recent investigation has taken place into the levels of professional remuneration of doctors and dentists by Sir Harry Pilkington (Cmnd. 939). They state the "ultimate ends" (although they do not use the term) of the Priestley Commission in somewhat different terms:

"If the nation wants the benefit [of a National Health Service] it must accept the cost and provide means to ascertain the facts and to do financial justice, neither less nor more, to those who work in that service".

(paragraph 8).

As to the "principles" of pay, they set them down as follows:

"... doctors and dentists should have their remuneration settled by external comparison, principally, though not necessarily exclusively, with professional men and others with a university background in other walks of life in Great Britain".

(paragraph 16).

They went on to say:

"... regard should be paid among other matters to the general trend of recruitment in quality and quantity, and to the relative status of the medical and dental professions and of other occupations in other countries".

(paragraph 17).

Third, they do not "consider that either doctors or dentists should ever have a fixed place in a changing world". They were of the opinion that the financial position of doctors or dentists might vary in relation to other occupations"... for various reasons including the maintenance of a proper balance of recruitment between these and other professions". (paragraph 29).

143. Having made their proposals for a rate of pay, their solution for future changes was to recommend:

"the setting up of a Review Body somewhat similar to the Advisory Committee on the Higher Civil Service (the Coleraine Committee) to watch the levels and spread of medical and dental remuneration, and to make recommendations to the Prime Minister."

(paragraph 13).

144. In some ways they reached the same conclusion as the Guillebaud Committee reached and at much the same time, for they said:

"The main task of this Body will be the exercise of the faculty of good judgment, and it must be composed of individuals whose standing and reputation will command the confidence of the professions, the Government and the public".

145. We give one final illustration from the Armed Services of recent attempts made to select a yardstick for measuring pay. The Report of the Grigg Advisory Committee on Recruiting (Cmd. 545) referred to the fact that the pay of both officers and other ranks bears a reasonable relationship to that outside. But they were concerned that inflation should not eat away the real value of Service emoluments as much as it had done hitherto. Therefore, they recommended an automatic biennial review:

"which should take into account movements in civilian earnings over a range of occupations to be determined by agreement between the Treasury and the Service Departments."

(paragraph 251).

This recommendation was accepted by the Government and the first review has recently been completed and published under the title, Service Pay and Pensions (Cmd. 945).

146. The Minister of Defence has adopted two different methods for measuring changes in pay. For officers, he says that changes in their pay

"will in future be governed broadly by relative changes in the pay of comparable grades in the home Civil Service".

(paragraph 3).

This has resulted in increases of pay ranging from £72 per annum for a Captain and £219 per annum for a Brigadier, to an increase of £730 per annum for a Field-Marshal.

147. For other ranks, the Minister of Defence announces that changes in pay of ratings, soldiers and airmen,

"... will be governed broadly by changes in the average earnings and wages in manufacturing and certain other industries as notified by the Minister of Labour".

(paragraph 5).

This has led to increases ranging from 7s. per week for a Corporal, 14s. per week for a Staff Sergeant and up to 35s. per week for certain "other rank" technicians.

148. This completes our summary of the "principles" governing the pay of Civil Servants, Prison Officers, doctors and dentists, railwaymen and the Armed

Services. All of these are public servants numbering between 1½—2 million men and women. As we have said it is no accident that these attempts to establish principles of pay have all taken place in the last five years. They follow a period of swift upward change in price levels, an upward movement in real incomes, an increase in national wealth and the establishment and growth of new and prosperous industries. The thread that runs through all these reviews is the desire to tie the public servants concerned to an external indicator. In a society in which the standard of life has improved and, according to many experts, is likely to continue to improve, this is to be expected. Otherwise there will be a feeling of inequity and injustice that employees in the public services do not share in the rising standards brought about by an increase of the national wealth. It is inevitable that public servants such as the police become disturbed if they see the real wages of other groups increasing fortuitously while they are left behind.

149. From the public servants' point of view, changes in industrial wage rates are the most realistic guide by which the adequacy of their pay scales can be measured.

150. The wage rate has two functions—economic and social. It fulfils its social function if it is fixed at such a level that a group of wage earners is not unduly disturbed by comparisons with other groups outside or inside the industry or service in which it works. Measured by this test, there is no doubt that in the Police Service, the "social function" of existing wage rates is not properly fulfilled. The "economic function" of the wage rate is to bring in a supply of recruits of the required numbers and the right quality and to retain them. If the rate is too low, neither sufficient men, nor men of the right quality will appear. Measured by this test, the Federations submit to the Commission that the "economic function" of police wage rates is not fulfilled.

151. On both counts—social and economic—there is a strong case for a substantial increase in police pay. As to how the Royal Commission will measure it we can only agree with the Guillebaud Committee and the Pilkington Committee when they say that, "we have to rely on judgement, on common sense and on considerations of equity" (Guillebaud), and, "the main task . . . will be the exercise of the faculty of good judgement" (Pilkington).

152. We submit that this must also be the approach of the Royal Commission. When you have examined the historical background of existing pay scales; observed the downward movement in the relative status and remuneration of the police over a long period; reached conclusions as to the nature and extent of the protection against law breakers demanded by the community; assessed the prospect of the Police Service fulfilling these demands; weighed the strong discontent in the Service; then the Commission must reach a conclusion based on good judgement and slot the policeman into his appropriate niche in the wage structure.

VI. PROPOSALS FOR ASSESSING THE PAY OF THE CONSTABLE

153. The Royal Commission will wish to know the Federation's proposals for assessing the pay of the Constable. In answering this question, we take a different view from the local authorities. Their view has been that as long as there continues to be a national shortage of manpower, shortages in the Police Force will have to be accepted. This passive acquiescence gives no satisfaction to the police themselves and, we dare say, little comfort to the public at large. Few policemen have a sense of full satisfaction when they are unable properly to protect life and property and prevent crime. For many of them their role has become one of detecting the criminal after he has committed the crime instead of preventing the commission of the offence.

154. Nor is the view that shortages are inevitable accepted by the Lord Chief Justice. He said in the debate on the Police Services in the House of Lords on 27th January, 1960:

"It seems to me that this is a matter which really brooks no delay. I appreciate that it is often said that, in a time of full employment, whatever you offer you may not get sufficient recruits, or sufficient recruits of the right type. But if there be any validity in that argument, it seems to me that it makes it all the more important that we should start at once to try to recruit new entries into the Police Force. For myself, I earnestly hope that consideration can be given to some immediate increase in pay or improvement in the conditions of service, or at any rate that the Royal Commission should be asked to deal with that as a matter of urgency and by way of Interim Report".
(*House of Lords Official Report*, 27th January, 1960, Column 729)

155. The Lord Chief Justice made what he described as

"an earnest plea that some immediate steps should be taken to make the terms of service and conditions of service of the Police Forces such as will attract new recruits and recruits of the right type and calibre".
(column 728).

156. As to what the Constable's pay should be, we have not found any major occupations whose duties are comparable with those of the police for the purpose of pay. To take the railway police as an example: their scales of pay tend to be derived from those of the police.

157. We can give one or two tiny illustrations to the Royal Commission. For example we have been informed that works police at I.C.I. Billingham are paid as follows:

Works Constables:	£780—£845 per annum, including a shift disturbance allowance to cover week-end working and night duty.
Works Sergeants:	£1,030—£1,280 per annum, including a shift disturbance allowance to cover week-end working and night duty.

We regard these men as uniformed watchmen with none of the responsibilities of a Police Constable and we quote them only to show that for work that carries far less responsibility than that of a Police Constable, rates are paid in excess of the Constable's present maximum.

158. Another possible analogy is with Immigration Officers at the ports and airports whose duty it is to enforce the Aliens Order regarding entry into the country. They may refuse leave to land and give directions for the removal of aliens. They need to be able interrogators and show themselves capable of making prompt and accurate decisions. Their work calls for tact, discretion and a personable approach. Their powers seem to be similar but not so far reaching as those of a Constable, whilst requiring qualities which seem very similar to those necessary in a Constable. Immigration Officers receive a scale of pay equivalent to that of the Executive Officer in the Civil Service, from £440—£1,110.

159. Perhaps the closest comparison can be found in the Post Office Investigation Branch, where Police Sergeants of "A" Division of the Metropolitan Police work alongside Investigation Officers. These are Post Office employees recruited from telephone engineers, counter-clerks and, occasionally, clerical officers. Their main duty is to detect offences committed by Post Office employees. Their remuneration is on the scale £780—£1,330 per annum. Alongside them work 45 Police Sergeants (together with a handful of higher ranks) whose scale is, as

the Commission knows, £745—£795 per annum, with a special duty allowance of 10s. per week. These Sergeants do comparable work with that of the Investigation Officers the difference being that they are not concerned with offences by Post Office employees, but with offences by members of the public. The Commission may like to enquire more closely into this comparison.

160. As to other occupations other than those of the manual worker, according to information available to the Federations, bank clerks are on varying scales depending upon the bank in which they work, but their maximum varies between £900 and £1,100. A teacher's basic maximum is £1,000 plus a large number of allowances for various qualifications; moreover, the Commission will recall that 60% of school teachers are women. A Clerical Officer in the Civil Service enjoys a maximum of £790 per annum, and an Executive Officer, £1,110 per annum. There has been a recent review of Service pay and pensions published in February, 1960, (Cmnd. 945) showing that a Staff Sergeant in the Army on 21 years engagement will in future enjoy a maximum of 297s. 6d. per week = £773 10s. per annum. A technical Staff Sergeant on the same engagement will receive 336s. per week = £874 per annum. Of course these ranks in the Army receive their keep in addition to their pay.

161. But the only real comparison we can make is between the Constable's maximum in the 1920s and 1930s and the average earnings of the manual worker during the same period. Without any addition for the value of the rent allowance we have shown that a Constable's maximum was between 55% and 60% above the earnings of the average manual worker. Today the average weekly earnings of a manual worker are 270s. 9d. per week, or £704 per annum. Applying a similar margin of 55%—60% to that which existed in the 1930s would give the Constable a maximum of £1,090—£1,125 per annum. But there is no doubt that the manual worker was underpaid in the inter-war years and that, very properly, his work has been revalued in an upward direction. Social changes willed by the nation and broadly accepted, substantially closed the gap between the higher paid manual workers and the middle classes, although some evidence points to that gap being widened again in the late 1950s. Nevertheless the Police Federations believe that this narrowing of the gap should be recognised and accepted within certain limits.

162. However, we cannot agree that the gap should be closed to the point at which the efficiency of the Police Service is undermined because it cannot get enough recruits of the right standard, and the serving policeman feels discontented with his lot. We have seen that this results in a slow deterioration in the proper maintenance of law and order. Moreover a further consideration is that the value of the policeman's fringe benefits is relatively less now than it was in the 1930s. Probably only the rent allowance has maintained its full value. For the rest, security of tenure, holidays with pay, sickness benefit, even superannuation itself, have been partially eroded by the advance of the general body of workers in these fields.

163. The Federations' view, therefore, is that in determining what gap should exist between the earnings of the manual worker and the policeman, some account should be taken of this factor.

164. Taking a line through all these figures, our broad judgement of the situation leads us to the conclusion that police pay at the maximum should be uplifted to about 40%—45% over the average weekly earnings of a manual worker. Such a percentage is, of course, less than pre-war and takes account of the social revaluation which we have already referred to. In figures, 40%—45% uplift over manual workers' current earnings would result in a maximum of about £1,000 per annum for the Constable.

165. The Federations' conclusion is that at this level of pay, the country could reckon to hold experienced men and could recruit an adequate number of new men of the necessary standard. There is little doubt that such a rate of pay, adequate in itself and reflecting the responsibilities of the Constable, would also make him feel that his social status had been properly recognised. As Mr. David Lockwood says in his book *The Black Coated Worker* :

"The tie between economic position and social status is close and obvious. What is forgotten is that the relationship is frequently reciprocal".

166. The salary that the Federations propose would raise the status of police duties in the estimation of the men themselves and in the eyes of the public. The policeman would feel, once more, that his job was highly valued by the community, and he would prize it accordingly. There would be a substantial improvement in morale, and the whole quality of protection by the police would be raised. Recruits would come forward from other walks of life who have not been interested hitherto because of the low rates of pay and indifferent prospects. We should no longer hear of careers masters of schools discouraging their brighter young men from entering the Police Service. The total effect would be incalculable in its benefits. In the Federation's view, it is well worth paying a higher price to secure an impartial, fearless, enforcement of law and order, the prevention of crime, and the protection of the private citizen. The fundamental question before the Royal Commission is this: what is the price the nation is prepared to pay for its Police Service? Because it will surely get the degree of protection it pays for.

VII. PROPOSALS FOR KEEPING POLICE PAY IN LINE WITH WAGE RATES IN OTHER INDUSTRIES

167. When the Royal Commission has recommended the adoption of principles for determining the pay of the Constable, the next question that arises, in full employment conditions, is how police rates of pay are to be prevented from lagging behind earnings in outside industry. During the last 20 years, industry has been the pace-maker, but it is, of course impossible for the Police Service to keep completely in step with changes in industrial earnings. We shall always lag behind, but the Police Service is entitled to ask that there shall be a quick response to upward movements in industry generally. In our view, it is necessary for the health of the Service that the time lag should, as far as possible, be eliminated.

168. On the assumption that the Royal Commission having recommended the principles that should govern police pay will also want to ensure that its value is not eroded by fortuitous circumstances, we consider the best way of achieving this end.

169. We cannot rely upon the Index of Retail Prices, for to do so in the circumstances of the last 15 years is to do no more than cushion the decline in real wages. Nor, in view of the absence of comparisons with police work, can we rely upon a Pay Research Unit to meet the needs of the Police Service.

170. We also reject the idea of tying ourselves to a rank in the Civil Service with comparable pay for reasons already given.

171. Nor do we think it would be appropriate to rely upon an external committee such as that recommended by the Pilkington Committee for doctors or by the Priestley Commission for higher Civil Servants.

172. The proposal we put to the Royal Commission springs from a suggestion made by Sir Roy Harrod in *The Times* of 7th January, 1960. He said:

"It ought surely to be possible by this time to have a national policy, based on bi-partisan opinion at the top level and put into effect voluntarily through the growing sense of responsibility of employers and trade unions, that wage-earners should get a little extra each year, but not too much. The "little extra" may be put at about 2½ per cent. on the overall average, which seems

rather meagre when regarded in one year only but mounts up well over a dozen years. This would of course be a real increase, not a mere increase in terms of money offset by a rising cost of living”.

173. Sir Roy Harrod's proposal is based on the assumption that we shall be able so to organise the economy that the people of these islands can expect a continuous rising standard of life based on an ever expanding industrial production. This assumption is widely shared in political, financial and economic circles and by some industrial leaders, notably among them being Lord Chandos, who has made a similar suggestion. But industrialists and trades unionists as a whole seem more sceptical than others and perhaps for that reason have not taken up Sir Roy Harrod's suggestion.

174. It would not be seemly for the Police Federations to suggest that this proposal should be applied to the Police Service in isolation from the general body of workers. But we would not be doing our duty to the members of the Police Service if we ignored the climate of opinion in which this proposal was put forward. It has been summed up by the Home Secretary in the words: “We can double our standard of life in 25 years”.

175. Nor can we ignore our experience of the last two decades in which the Police Service has stood by and watched an unco-ordinated but highly successful scramble by particular groups outside the public services for higher standards of life. It is the discontent that this scene has caused in the public services which has, in our view, resulted in the unprecedented rash of Commissions during recent years, all attempting to find an external indicator by which to measure the pay of public servants. We have had Priestley, Wynn Parry, Grigg, Pilkington, Guillebaud, and now Willink.

176. We submit that it would be of advantage to a service such as the police and in the long run to the public also, if we could introduce an element of stability into the determination of our rates of pay in a fluid situation such as we have witnessed during the last two decades. We would then be able to prevent police standards from slipping fortuitously down the wage scale, until every few years the situation becomes so glaring that a salvage operation has to be conducted.

177. Our proposal to the Royal Commission is that in February of every year, there shall be a review of police pay using as a measuring rod the men's wages index for the previous year published by the Ministry of Labour in January. In a year in which the Index rises by $2\frac{1}{2}\%$ or more, there shall be an automatic adjustment of police pay, rounded up to the nearest half per cent. If the Index rises by less than $2\frac{1}{2}\%$, it shall accumulate until at the February review in any succeeding year, it has reached a minimum of $2\frac{1}{2}\%$.

178. Every third year it shall be open either to the Official Side or the Staff Side to ask for a review of the pay structure as a whole, to take into account factors such as the level of earnings in industry, the number of weekly hours worked and any other substantial alterations in the conditions of employment of the general body of workers.

179. We propose that the 1st January shall be a fixed date for adjustments of pay. A rounding up of the Index in one year shall be taken into account in deciding whether the Index has moved by $2\frac{1}{2}\%$ before an adjustment is made in the following year. In the event of the Wages Index moving downwards, police pay shall not be reduced until, at the next three yearly review, all other factors have been taken into account. We point out to the Commission that $2\frac{1}{2}\%$ is a significant movement in the Index, for at the present maximum of the Constable's salary, it represents nearly 7s. per week. Our proposal that pay should always be rounded “up” to the nearest half per cent. (and not “down”) is based on the factor that police pay movements always follow after an upward movement of general wage rates. We reproduce an illustration of how the system would work.

	PERCENTAGE INCREASE IN MEN'S INDEX OF WAGE RATES	CUMULATIVE INCREASE	PERCENTAGE INCREASE IN POLICE PAY	CUMULATIVE INCREASE
Year 1	4.3			
2	2.3	6.6	4.5	
3	2.0	8.6	—	
4	2.7	11.3	4.5	9.0
5	5.2	16.5	—	
6	4.1	20.6	7.5	16.5
7	3.3	23.9	4.5	21.0
8	2.2	26.1	3.0	24.0
9	2.2	28.3	—	
10	3.6	31.9	4.5	28.5
11			3.5	32.0

180. Over a period of years, an automatic review system such as the one proposed, will ensure that police pay corresponds approximately with movements in wage rates; likewise, the proposed three yearly review will enable adjustments to be made that are not otherwise reflected in wage rate movements.

181. To some extent, we have reached the conclusion that the Index of Men's Wage Rates should be adopted, by process of elimination. That is to say we rule out Civil Service principles of fair comparison with comparable work; we rule out the Index of Retail Prices; and we rule out a link with a Civil Service grade of pay. In fact our proposal broadly corresponds with that adopted by the Government in respect of other ranks in the Armed Forces. It also has a positive merit because analysis shows that policemen on resigning from the Service take up a wide range of occupations. Their versatility, intelligence, character, discipline and training seems to make them acceptable in the widest range of occupations. We reproduce a list, (Appendix F) prepared by the Scottish Police Federation, showing occupations taken up by police officers on resignation from the Police Service between 1955 and 1959.

182. In the light of this analysis it seems to us that the whole range of occupations in outside employment is competitive with the Police Service. We should, therefore, do less than justice to serving police officers if we adopted a yardstick any less complete schedule of occupations than that contained in the Ministry of Labour Index of Wage Rates.

183. The Royal Commission will be interested in an analysis made by H.M. Inspector of Constabulary for Scotland in 1957 of the reasons for leaving the Police Service. He analysed a sample of 484 men who left the Scottish Police Forces within two years of joining during the years 1951—1955:

Total leaving the Service less than two years after joining	484
Discharged or dismissed	114
	<hr/>
	370
Secured more remunerative employment ...	143
Dislike of conditions	112
Transfer	2
Emigrated	44
Domestic reasons	38
Housing and other conditions	31
	<hr/>
	370

Reasons for Voluntary Resignations from Police Forces in England and Wales

Year	Inadequate Pay	Inconvenience of Shift Work or Hours	Dislike of Discipline	Disappointed with Prospects	Domestic and Personal	Unable to Settle Down to Police Work	Better Situation to go to	Other Reasons
1954	225	224	40	41	399	282	646	281
1955	449	267	46	64	459	264	749	300
1956	169	245	32	32	363	211	455	215
1957	209	228	39	44	436	279	695	282
1958	200	220	36	34	388	261	494	209

APPENDIX F

**LIST OF OCCUPATIONS TO WHICH POLICE OFFICERS ARE KNOWN
TO HAVE GONE ON RESIGNATION FROM THE POLICE SERVICE
BETWEEN 1955—1959**

Building Trade	Income Tax Clerk
Bricklayer	Baker
Clerk	Grocer
Plumber	Social Welfare Work
Joiner	Chauffeur Gardener
Painter	Distillery Work
Plasterer	Gas Board
Electrician	Shipyard Work
Quantity Surveyor	Welder
Butcher	Bus Driver
Farming	Coal salesman
Photographer	Engineer
Gardening	Book keeper
Fisherman	Apiarist
Librarian	Contractor
Minister of Religion	Valuer
Hotel Manager	Wireless mechanic
Clerk (Coal Board)	Brewery worker
Emigration	Weaving
to U.S.A.	Boot repairing
Cyprus	Male nurse
India	Bus conductor
Malaya	Security Officer
South Africa	Lorry driver
Rhodesia	Driving instructor
Canada	Factory worker
New Zealand	Insurance agent
Kenya	Industrial Fire Service
Australia	Motor car factory
Kuwait	Lighthouse service
School teacher	Clerk
Timber trade	Motor mechanic
Armed Forces	Forestry work
Royal Navy	Special investigator
Army	Jute Mill Manager
Royal Air Force	Civil Service
Fish Merchant	Prison Service
Time and Motion Study	Golf Club maker
Salesman	Draughtsman
Secretary	General labouring

VIII. OTHER FACTORS AFFECTING POLICE PAY

A National Rates of Pay

184. We have no alterations to propose to the present system of national rates of pay.

185. This issue was considered by the Desborough Committee in 1919 and later by the Oaksey Committee in 1948. Prior to the Desborough Committee, rates of pay for the police were essentially local and a table showing the wide variation in pay and allowances in the Police Service in 1914 in various parts of the country was given in Appendix I to the Desborough Committee Report. The following illustrations show how the pay of a married man, including rent, varied at the maximum of the scale:

Norfolk	...	...	...	28s.	6d.	per week
Birmingham	...	...	...	43s.	2d.	per week
Liverpool	...	...	...	40s.	0d.	per week
Lancashire	...	...	...	38s.	3d.	per week
Metropolitan Force	...	...	...	42s.	0d.	per week
Buckinghamshire	...	...	...	35s.	0d.	per week
West Riding, Yorkshire	...	...	...	40s.	7d.	per week
Louth	...	...	...	29s.	0d.	per week

By the end of the First World War, these differences in pay had been even further accentuated because of the differing amounts of war bonus paid in different forces.

186. The situation became so bad that in the autumn of 1918, the Home Office took the matter in hand and by means of Regulations, compelled a wide degree of conformity. Scales of pay were reduced to two only : one north of a line from the Wash to the Mersey (but including the Metropolitan Force) and the other, a scale 3s. lower than the first mentioned, south of that line.

187. The Desborough Committee were in no doubt that the existence of differing scales of pay had been detrimental to the best interests of the Service. They stated emphatically that

“... we are satisfied that these differences have very materially contributed to the unrest and dissatisfaction which have prevailed of late in the Police.”
(paragraph 14).

188. Part of the unrest and dissatisfaction arose from the competition that existed between certain forces to encourage recruits into the Service and also because the fixing of rates of pay had become a matter of haggling between different county and borough police authorities.

189. The Desborough Committee further recommended national rates of pay because, basically, the duties of the police are the same. They said :

“... we have come definitely to the conclusion that the duties of a police-man are fundamentally the same in character throughout the forces within our terms of reference ; that such differences as exist between one force and

another do not justify the wide differences in pay, pension and housing conditions ; and that the Police Service of Great Britain should be considered as a whole for the purpose of settling the main questions with regard to rates of pay, pension, allowances and conditions of service generally."

(paragraph 22).

190. For the next thirty years, this ceased to be a burning issue in the Police Service. Then the Oaksey Committee considered the problem again. They came to the same conclusion as Desborough. However, they were of the opinion that there was a difference in the cost of living between London and other areas but they reached the conclusion that

"... the provision of free quarters or the payment of a rent allowance instead had brought about provincial differentiation to a marked degree."

(paragraph 28).

Nevertheless they thought that something more was needed to bring policemen in London level with members in other forces and they recommended for Constables and Sergeants in London a small non-pensionable London allowance of £10 per annum. This allowance was later increased to £20 per annum non-pensionable.

191. The Police Federations do not accept the case for a London allowance. In our view, if proper scales of pay are fixed at an appropriate level on a national basis, there will be no need to tinker with these expedients.

192. The existing London allowance has caused more difficulty to the England and Wales Federation than any other single problem that they have faced since its introduction. Disputes about it have taken up an interminable time in discussion at Committees on all levels and, on occasion, the disruption of the Federation has seemed possible. The energies of the Federation's officers have been taken up with this problem to the detriment of other important work.

193. The London members have asked us to forward a statement of their views on the subject. This we do,* for they represent an important section of the Federation membership, but we would also claim the attention of the Commission to the lead already enjoyed by the members of the London forces as indicated in Appendix VIII of the Home Office Memorandum.

194. But we must tell the Commission that we disagree strongly with the conclusions of the London members. In our view they are misled into claiming this allowance because of their general dissatisfaction with the existing scales of pay. Their document is an understandable but misguided attempt to hoist themselves clear of the rest of the Service and so remedy their own grievance.

195. As will be noted from the table at the end of this Section, London is not the only area where recruitment difficulties are acute. A similar position exists in a number of other forces but the men in those forces have not put forward claims for higher rates of pay. On the contrary, they are opposed to any differentiation and recently when one police authority urged a higher rate for its own men in isolation from the rest of the country, all the federated ranks in that police authority area joined in rejecting the suggestion.

* Page 146.

196. We cannot overemphasise the importance that is attached in the Police Service to the basic principle that a policeman should be paid the rate for the job irrespective of where it is performed. This principle was adopted by Desborough and re-inforced by Oaksey. Trustram Eve was impressed by manning difficulties and recommended a manning boost by increasing the scales of pay by an extra £30 per annum more than he would otherwise have thought appropriate. But we ask the Commission to note that it was an all round increase and did not apply only to certain forces. Even so, the Service is extremely hostile to special inducements of this nature, partly because of our experience since the Trustram Eve recommendation.

197. In particular in the course of the wage claim negotiation of 1957 and again in 1958, the Official Side argued that as recruits were entering the Service in satisfactory numbers at those times, we should discount the £30 per annum manning boost and write it off. They carried their argument to the Arbitration Tribunal who rejected it following our opposition. We based our opposition then on a simple ground, namely that it was sharp practice to increase scales of pay for the purpose of getting more recruits and then, once they had been recruited, to allow inflation to erode the value of the scales of pay they had been offered when they came into the service. In addition to being sharp practice, we also thought it was short-sighted, for a worsening of conditions would undoubtedly mean greater wastage.

198. The Service would resent very strongly special inducements for the purpose of recruiting additional men if these inducements were confined to particular forces. We stand by a national rate of pay and the Commission should be under no misapprehension that any departure from that long established principle will cause considerable unrest.

199. We endorse every word of the Desborough Committee's conclusion when they said, and we repeat :

“... that these differences [of pay] have very materially contributed to the unrest and dissatisfaction which have prevailed of late in the Police.”

(paragraph 14).

Different rates of pay could even lead to the break up of the Federation as a national negotiating body. That would be a tragedy for we believe that the role the Federation has played during the six years which it has been recognised as a negotiating body has brought to the Service a sense that their interests are represented in a manner never previously achieved. It is generally agreed that the Service must feel contented. We are certain that there would be no chance of this in the event of a departure from national rates of pay. Our submission is that the present non-pensionable London allowance should be discontinued by merging it into a substantial increase in pay of the order we have proposed for the Service generally.

DIFFERENCES BETWEEN ACTUAL STRENGTH AND AUTHORISED ESTABLISHMENTS AS AT 31.12.59

29%	City of London		
21%	Liverpool		Blackburn
14%	Metro.		Carlisle
13%	Herefordshire		Wolverhampton
			Tynemouth
	Birmingham	7%	Oxford
	Burnley		Newport
12%	Coventry		Lincoln
	Derbyshire		Leicester
	St. Helens		Derby
			Shropshire
11%	Peterborough		
	Rotherham		
	Barrow		
	Warwickshire	6%	Bedfordshire
10%	Huddersfield		Buckinghamshire
	Swansea		Huntingdonshire
	Wigan		Mid-Wales
			Northamptonshire
			Surrey
			Sussex W.
			Bootle
			Wallasey
	Ipswich	5%	Sussex E.
	Salford		Yorks E. R.
	Sheffield		Halifax
9%	Southport		
	Warrington		
	Walsall		
	South Shields		
	Rochdale		
	Berkshire		
8%	Kent		
	Oxfordshire		
	Flintshire		
	Denbighshire		

B. Pay of the Ranks above Constable

200. The Federations draw attention to the grievance felt by the higher ranks at the inadequate rewards given for promotion. This is felt strongly in the Sergeants rank where the minimum pay on promotion is £745 as compared with the Constable's maximum of £695 per annum. The gap is so small that a Constable working a 48 hour week and therefore drawing 4 hours overtime, actually loses pay when he is promoted and turns over to a 44 hour week.

201. The gap between the Sergeant's maximum and the Inspector's minimum is no more than £70 per annum ; and between the Inspector's maximum and the Chief Inspector's minimum only £50 per annum. On the other hand, at the step above, namely from Chief Inspector to Superintendent, the gap grows to £120. The Federation would welcome a recommendation that differentials between the federated ranks should be made wider on promotion.

202. The ranks above Constable are also concerned with their maximum pay. Having related the pay of the Constable to the immediate post Desborough period, the Federation return to the recommendation of the Desborough Committee in order to determine the pattern of differentials relevant then.

203. Taking the Constable's maximum which included two long service increments as 95s. and comparing it with the Sergeant's maximum at 112s. 6d. there was a differential of 18.4%. The long service increments were awarded at 17 years and 22 years respectively. A number of men were not of course in possession of both these increments before promotion and it can therefore be assumed that in the majority of instances the differentials are greater than this figure.

204. The differentials between the Sergeant at the maximum of 112s. 6d. and the Provincial Inspector at the maximum of 138s. amounted to 22.7% and between the Provincial Inspector at the maximum of £360 p.a. and the Chief Inspector at the maximum of £415 p.a. to 15.3%

205. The Federations therefore see no reason why this degree of relativity should not be reflected and at least maintained in any future pay structure, having regard to the measure of increased duties and responsibilities of the supervisory ranks since those days.

206. We wish to bring one further point to the attention of the Royal Commission. Inspectors in the London Forces have a maximum £30 per annum higher than Inspectors in the provinces. The policy of the Federation is to secure standardisation of rates for Inspector and Chief Inspector. The conclusion of the Federations is that the responsibilities of Inspectors and Chief Inspectors are sufficiently identical to warrant the discontinuance of a different rate of pay.

207. We should report to the Commission that the London Forces do not accept this view and are of the opinion that their duties and responsibilities are heavier than those of provincial Inspectors. They do not, therefore, wish to see any lessening of the present differential.

C. Proposals for transferring a greater proportion of police expenditure to central funds

208. We feel bound to report to the Royal Commission that the Police Federations are dissatisfied with the manner in which their claims for higher pay are consistently rejected by the local authority associations who are in the majority on the Official Side of the Police Council.

209. Prior to 1953 there was no negotiating machinery. Since that date we have submitted four claims for higher pay but on no occasion has the Official Side made a satisfactory offer. On three occasions, we have been forced to have recourse to arbitration.

210. In 1955, we refused an offer from the Official Side for an increase of £50 per annum to the Constable at his maximum. Subsequently after hearing our case, the Police Arbitration Tribunal awarded £90 per annum.

211. In 1957, the Official Side flatly rejected a claim we submitted and refused to make any offer at all. Nevertheless, the Police Arbitration Tribunal later awarded an increase of a little over 3%.

212. In 1958, the Official Side again refused to make an offer. Once again, after hearing both sides, the Police Arbitration Tribunal awarded a little over 5% to the Constable at his maximum.

213. In the same period the Official Side also rejected a claim for retrospection in pay, which was conceded in full by the Police Arbitration Tribunal when they had heard both sides.

214. We have never felt that police claims for pay have been looked at on their merits, although in view of this criticism we wish to say that on a number of other matters apart from the pay claims, the Police Council is working well, and the Official Side have endeavoured to meet us in a fair manner. But on matters of pay, we have always felt that the negotiators look at our claims in the light of the effect they will have on other negotiations. This may be because the negotiators are also responsible for pay negotiations with hundreds of thousands of local government employees. They are properly concerned about the effect on the rates, in view of the heavy burdens on local authority finance. We are conscious of the fact that the amount of rate expenditure on the police is a heavy burden and is increasing as a proportion of the net rate levied. The following table shows how the burden of police expenditure on the local authorities is increasing:

			% of Police Expenditure to Net Rate	
			1949/50	1959/60
County Boroughs	...	...	8.33	15.82
Non County Boroughs	...	...	8.72	15.32
Metropolitan Boroughs	...	...	10.87	18.93
Urban Districts ...	...	...	8.84	15.37

215. In the light of these figures, it is not surprising that resistance to Police wage claims should have been so strenuous and, from our point of view, so unfair, considering that their merits were subsequently recognised by the Police Arbitration Tribunal.

216. But our experience is that the Official Side have been more concerned with keeping the local rates down than they have been with getting police forces up to strength. They have said so in so many words in their statement to the Police Arbitration Tribunal in 1955. They said:

“So long as there continues to be a shortage of manpower nationally, many police forces will not be able to bring and maintain themselves up to establishment and shortages, therefore, will have to be accepted. Much can be done and is being done by police forces to devise methods of meeting manpower shortages.”

(paragraph 37).

217. We rejected this view and we believe it to be opposed to the public interest. Moreover it results in injustice to serving police officers and increases the difficulties of their task. Nonetheless the Official Side have never proposed an element of increased pay to compensate serving officers for the additional difficulties caused by this approach. We realise the difficulties of local authority

finance and that the unreformed structure of local authority finance is widely regarded as incapable of bearing the heavy cost of some administrative services such as the police. At present 50% of the expenditure on the police is borne by local authorities and 50% by the central government. We propose that this "50:50" ratio should be altered. There is nothing sacrosanct about it.

218. The proportion varies for other services ; for example, the government made a grant of only 25% for the local Fire Services, but, on the other hand, contributed 60% of all educational expenditure to the local authorities. These grants have now, of course, been merged into the new Block Grant. Unlike the Fire Service and education, police expenditure has not been included in the new Block Grant system and we assume this is so because of a recognition that it is partially a national service.

219. Our proposal is that in future the central government should bear a larger proportion of the cost of the police, in the ratio of 2:1. This would help not only local authority finances considerably, but would ensure continued local participation in the efficient functioning of the police. On the other hand, it would enable those with whom we are negotiating to consider the future of the Service more dispassionately and from the national view point of its well being and efficiency.

CONCLUSIONS

1. Police pay should be uplifted and maintained at between 40% and 45% over the average weekly earnings of manual workers.
2. In order to keep up the real value of police pay, the Police Council for Great Britain should review the Index of Wage Rates for male workers in February of each year and if the Index has moved up by more than 2½% there should be an automatic adjustment of police pay of an equivalent amount. Every third year, it should be open to either side of the Police Council to ask for a review of the pay structure as a whole, in order to take account of factors other than movements in the Index of Wage Rates.
3. National rates of pay should be maintained and the present non-pensionable London Allowance, and the lead of London Inspectors over the Provincial Inspectors, should be discontinued.
4. The differentials of the ranks above Constable should be not less than those fixed by the Desborough Committee in 1919.
5. The central Government should bear a greater proportion of the cost of the police in the ratio of 2:1.

**THIS DOCUMENT IS FORWARDED TO THE ROYAL COMMISSION
IN CONFORMITY WITH PARAGRAPH 193 OF THE MEMORANDUM
OF EVIDENCE OF THE POLICE FEDERATION OF
ENGLAND AND WALES**

**THE POLICE FEDERATION OF ENGLAND AND WALES
JOINT EXECUTIVE COMMITTEE OF THE METROPOLITAN POLICE
BRANCH BOARDS.**

**STATEMENT IN SUPPORT OF THE ADOPTION OF
A LONDON RATE OF PAY**

The Joint Executive Committee of the Metropolitan Police Branch Boards respectfully place before the Royal Commission, through the Joint Central Committee of England and Wales, its case for the adoption of the principle of a London rate of pay for the police service.

At present a London Allowance of £20 per annum is paid to Constables, Sergeants and Station Sergeants in the two London Forces.

This Allowance was introduced in 1948 by an award of £10 per annum following the recommendations of Lord Oaksey as under :-

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

Para. 41. We recommend that all constables, acting sergeants, sergeants and station sergeants who are members of the Metropolitan or the City of London police forces should be paid, in addition to the scales set out above, a non-pensionable "London Allowance" of £10 a year.

On the 7th January, 1954 as the result of a pay settlement the London Allowance was increased from £10 to £20 a year.

The Civil Service Royal Commission (1953/55) also dealt with differentiation in pay, and despite opposition by the Staff Side of the Civil Service, the Commission decided in favour of differentiation and made the following observations :-

Para. 304. It seems to us that the arguments in favour of some form of differentiation are conclusive. It would be wholly contrary to what we regard as a fundamental principle if the differences in rates of pay as between London and the rest of the country which are found almost universally outside the Service were in no way reflected in civil service pay structure. We do not consider that the question of national recruitment is relevant to the question of provincial differentiation, and we think that the proper method of compensating for mobility is a system such as that of transfer grants. We should add that we doubt whether civil servants as a whole are more subject

to frequent moves than staffs in many other employments where some form of differentiation is found. We cannot, therefore, recommend acceptance of the proposal of the Staff Side that the London rate should become a national rate.

Para. 308. We are thus of the opinion that it would be better to have a national rate with additions for London and perhaps other high-cost areas instead of the present scheme of provincial differentiation, and we recommend that negotiations for the conversion of the present system into the alternative we regard as preferable be initiated as soon as possible.

The view of the Joint Executive Committee of the Metropolitan Police Branch Boards can be summarized as follows :-

- (a) that it requires "provincial differentiation" applied to the police service in a proper manner ;
- (b) that it has never had an opportunity of negotiating settlements reached on the question of London Allowance ;
- (c) that the London Allowance should be applied as a pay differential with pensionable values ;
- (d) that it should be applied to all members serving in the federated ranks of the two London forces, and include the Chief Inspectors of the Metropolitan Police.

N.B. The Chief Inspector and Inspector in London at present enjoy a small lead over his provincial colleague based solely on 'duties and responsibilities' and claims that he should be brought within the terms of Regulation 38.

The Joint Executive Committee of the Metropolitan Police Branch Boards maintain that London Weighting is traditional in this country and asserts that wherever a pensionable occupation attracts a London Weighting then such Weighting is pensionable.

In conclusion we would draw the attention of the Royal Commission to the fact that abortive attempts have been made over the past 12 years by the Joint Executive Committee through the Secretary of State, as police authority for the Metropolitan Police, and the Joint Central Committee of England and Wales to have this matter placed on the agenda of the Police Council for Great Britain. Similar representation has been made by the Joint Branch Board of the City of London force to The Worshipful the Police Committee of the Corporation of London. This has caused friction and frustration throughout the service, the Joint Executive Committee now respectfully requests the Royal Commission to resolve this matter and to make such recommendations as will bring the police in London into line with other pensionable occupations.

The Joint Executive Committee would be pleased, if requested, to give oral evidence in support of its claim for the adoption of the principle of a London rate of pay for the police service.

MEMORANDUM OF EVIDENCE SUBMITTED BY THE CITY OF LONDON JOINT BRANCH BOARD OF THE POLICE FEDERATION OF ENGLAND AND WALES

Recruiting

The City of London Police is 28.7% below the present establishment of 985, and although the number of Police in the Country has increased by 8,000 since the war, our establishment has decreased from a post war figure of 1,161, and wastage is still a problem.

The shortage of men has necessitated the ranks of Inspector and below working the additional rest day for the past 4½ years.

The Relationship of the Police with the Public

In order to enhance relationship between the Police and the Public we must attract and retain the right type of men. They must be of good education and impeccable character, who can be trained into Police Officers who are capable of knowing the right way to handle the Public, to be firm and yet fair when the need arises. To be able to approach reputable members of the Public with respect and good manners, to be honest and generally to be officers who can be trusted to raise our status in the eyes of the Public.

It is extremely vital that only the best type of men be accepted as Policemen. Educational and physical standards must not be lowered just to 'make up' the number.

The problem is how to get the right type of man to join the City of London Police Force and it is quite obvious that the present rates of pay are inadequate to attract the men we require.

Pay

Pay must be substantially increased, not only for those joining the Force, but for all ranks and in our opinion this must rise by at least 40%.

There is a strong case for the ranks of Sergeant and above to receive a greater increase than Constables, because also, we must aim at attracting men who wish to gain advancement in the Service.

In recruiting the right type of men, we will then ensure that the Officers in contact with the Public each day in the street, are the best.

London Allowance, Regulation 38, The Police Regulations, 1952, as amended by The Police Regulations (No. 2), No. 1391

The Sergeants and Constables of the City of London Police are in receipt of this allowance consisting of £20 per year (taxable) and we feel that this should be extended to all ranks.

We respectfully submit that the allowance should be increased by at least £1 a week (tax free) and in support of this claim we put forward the following points for consideration:—

The out of pocket expenses necessarily incurred in travelling long distances to and from the City for tours of duty, the time these journeys take is also considerable and must be taken into account.

The responsibilities of all ranks which are increased by the daily influx of a vast number of business people and the extra expense of taking meals, outside periods of duty owing to the length of time away from home.

It is not suggested that all these matters are peculiar only to the City of London, or that similar conditions may not apply in some of the other large Provincial Towns, but we do suggest that they are sufficiently pronounced in the heart of London to warrant substantial allowances being paid to members of other sections of the community, and we cannot understand why Policemen should not be entitled to remuneration on a comparable standard.

Examination of Witnesses

Mr. L. J. CALLAGHAN	<i>Consultant and Adviser to the Police Federation of England and Wales and the Scottish Police Federation.</i>
SERGEANT C. WHITE	<i>Chairman of the Police Federation of England and Wales.</i>
INSPECTOR C. JACK	<i>Chairman of the Scottish Police Federation.</i>
CONSTABLE A. C. EVANS	<i>Secretary of the Police Federation of England and Wales.</i>
SERGEANT J. MURRAY	<i>Assistant Secretary of the Police Federation of England and Wales.</i>
CONSTABLE R. McCLEMENT	<i>Secretary of the Scottish Police Federation.</i>
INSPECTOR A. BLEACH	<i>Chairman of the Inspectors' Central Committee.</i>
W/CHIEF INSPECTOR J. HUDSON	<i>Women Police.</i>

on behalf of the Police Federation of England and Wales
and the Scottish Police Federation.

SERGEANT J. MURRAY	<i>Chairman.</i>
CONSTABLE R. J. WEBB	<i>Secretary.</i>
INSPECTOR P. BIGGS	

on behalf of the Joint Executive Committee of the
Metropolitan Police Branch Boards,
Police Federation of England and Wales.

INSPECTOR E. HOGBEN	<i>Chairman.</i>
CONSTABLE D. E. HALL	<i>Secretary.</i>

on behalf of the City of London Joint Branch Board,
Police Federation of England and Wales.

called and examined.

405. *Chairman* : We are very glad indeed to see you here. I understand that you are with the Federation as a consultant and adviser?—*Mr. Callaghan* : Yes, Sir.

406. We are very grateful indeed for the memorandum that we have received from the Federation, but perhaps you would indicate for the benefit of the Commission those you have with you representing the Federation?—

Sergeant White : I am the chairman of the Police Federation of England and Wales. On my immediate right is Mr. James Callaghan, M.P. who is consultant and adviser to both federations. On his right is Constable McClement, Scotland, who is the secretary of the Scottish Police Federation and on his right is Inspector Charles Jack, also a member, who is chairman of the Scottish Police Federation. On my left is Constable Arthur Evans of the Police Federation of England and Wales, secretary, and on his left is Inspector Arthur Bleach, who is chairman of the Inspectors' Central Committee of the Police Federation of England and Wales. On his left is Sergeant Murray of the Metropolitan Police, who is also assistant secretary of the Police Federation.

407. We had a note that the witnesses were likely to be as follows . . . you have not mentioned the name, Sergeant White, of either Constable Webb, Inspector Hogben or Constable Hall, who were on the list I had, but they are not in your team for presenting the evidence today.—Not at this stage.

408. It is sometimes convenient to get an idea of the rhythm of the day. We started at eleven : I suppose we will adjourn about one o'clock, come back at 2.15 and go on to 4.30 or thereabouts?—Yes, Sir.

409. My colleagues entrust me with the task of the primary questioning on the memorandum, so that I will proceed, if I may, because I do not imagine, Mr. Callaghan, you want to make an initial speech, so to speak?—*Mr. Callaghan* : No, Sir.

410. The memorandum has been skilfully and helpfully put together. I think for the convenience of my colleagues and the convenience of witnesses, and to some extent the convenience of others who may be unfamiliar with the document, one should really go through the document rather than jumping about from place to place. Some cross-referencing will be necessary but broadly we will go through the document and ask questions on the points as they arise. I do not know whether the Press have had your memorandum ? — Yes, they have.

411. I shall ask some quite ignorant questions, I can assure you. May I look first at the introduction? It is a very elementary question—the rank of station sergeant is a London rank only, is it?—Yes, Sir.

412. Because I do not ask questions upon a passage you will not, of course, think we have not taken notice of it. There is a phrase I would like you to help on. It is :

“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.”

When you speak of restoring the status of the police to its former level, are you thinking of the position the service occupied in the 'twenties and 'thirties—the inter-war period?—Yes.

413. Going on to paragraph 1 of the main memorandum, first of all you quite rightly say the Police Federations take into account all the major factors on both sides of the balance sheet. You mention the rent allowance and the superannuation scheme and such matters as “the distasteful and disagreeable character of much of the constable's work, hazards, discipline, disruption of family” and so forth. It did strike me, going through the early part of this memorandum, that one must have in mind that you are there dealing with basic pay and do not bring in all the varying figures?—For rent allowance, no, Sir. We are dealing with basic pay.