

414. Exactly. In the second paragraph you state that the constable's status is declining and that in your view respect for his office is lower than it was in the inter-war period?—Yes, Sir.

415. In paragraph 3, and indeed for a later passage in the memorandum, you not unnaturally use a memorandum or paper written by one who is not now a member of your own Federation, namely, the Chief Constable of Southend?—We thought it was rather a colloquial account by somebody who entered the service in the pre-war period we are describing.

416. What was the origin of this? Was it a paper he wrote for some body?—*Inspector Bleach*: The Joint Central Committee sent out five members, visiting forces to get the up-to-date position. The Chief Constable of Southend was kind enough to hand me a paper he had prepared long before this Commission was set up. He handed it to me to see how much his ideas coincided with ours.

417. He does point out, what I think we will all agree with, that as a result of the Desborough Committee, combined with the depression in industry, his wages became very substantial, higher than the average in industry?—*Mr. Callaghan*: I think there is no doubt about that, yes.

418. In the following paragraphs you give us a good deal from Mr. Colin Clark and Bowley and Stamp relating to that period: Colin Clark's book dealing with 1924 to 1931, Bowley and Stamp 1920 to 1924, and you set out quotations from those works. One sees in paragraph 4 that the average earnings of the constable is 90s. a week, the maximum pay 95s. a week and none of the range of occupations listed had weekly earnings up to the minimum starting pay of the constable.—That seems to be so. We can find no better evidence than this. The Ministry of Labour cannot produce any. I have been through all the documents from 1919 onwards.

419. You summarise this situation at paragraph 10:

"... it is a reasonable deduction that the constable's maximum pay of 95s. per week was 55 per cent. to 60 per cent. more than the average earnings of all male workers."

That is including young men under 21?

—Yes, Sir, that is so. I emphasise that this is a deduction. We do not say we are proving it statistically because I do not think figures exist, but I think all the evidence does lead to the general conclusion that the constable's pay was 55 per cent. to 60 per cent. higher than average earnings. It cannot be too far out.

420. There is another short paragraph—12—in which you give the view there was never any disagreement that the Desborough Committee had deliberately raised the constable from out of the ranks of the unskilled workers. That seems quite clear.—I do not know whether the Desborough Committee intended to raise him to the level he did get. This was a consequence of Desborough, whether it was the intention or not.

421. This is confirmatory of what we have been agreeing, Mr. Callaghan, I think—in paragraph 15, those figures at the bottom, when one sees that the average weekly wage rate varied from 1920 to 1938 in terms of 100, 70, 67 and 72. That simple fact explains why the constable was in such a good position in the inter-war years?—Yes, Sir. I think it shows two things, that there was a post-war fever which rapidly receded and then there was considerably stability in wages in this country from about 1922 to 1939. If you look at the figures the Ministry of Labour Gazette can produce they show that the decrease in wages really started about December, 1921.

422. When I turn over to paragraph 17 I would rather like you to have in front of you a graph with which I think you have been provided.—Yes.

423. This is the one that has a note by the Home Office* on the front. It

* Appendix to Minutes of Evidence (Days 1—10)

compares movements in (a) constables' pay and (b) average industrial earnings. You have it?—Yes, Sir, I have it.

424. Here again of course we are dealing in this graph with the constable's pay and quite naturally it does not take into account all fringe benefits, but one does see there, if one may take the earlier parts, 1924, one has the constable's maximum, minimum and average industrial earnings, and although that is a dotted line presumably it is not far off right. If one may assume it is not far off right one gets the maximum of the constable at 95s., the minimum of the constable at 70s. and average industrial earnings at 56s.? —Yes, Sir, the Home Office memorandum bears out our own conclusions on the subject.

425. By 1938 or 1939 one has got a change in the situation. The constable's maximum remains at 95s., the constable's minimum, for reasons which I do not know, has gone down to 65s., but the average industrial earnings have caught up to the constable's minimum and have got to about 68s.—The constable's minimum went down to 62s. as a result of the Higgins Committee which was one of those committees in the 1930's that followed the May Committee on Expenditure.

426. Then one sees what you rely upon, a big change in the relationship of the three lines, so that at the extreme right of the graph one finds the average industrial earnings are now higher than the constable's maximum?—Yes, Sir, and have been in that position since the war. This change began during the war.

427. Once or twice that has been the position, but it is not the first time. That is where it is today. Translated into figures one gets about 269s. in average industrial earnings.—270s. 9d. . . . I think you can take the table in paragraph 17 as being the last published figures.

428. And the constable's minimum is 195s. 6d., which is £3 10s., or somewhat more, less than the average industrial earnings?—Yes, Sir.

429. This graph does correspond so far as this criterion is the right criterion—there is no contradiction between your paragraph 17 and this graph?—I am very happy to hear it, Sir. We do not always agree with the Home Office but we are glad we do so on this occasion.

430. But of course there are many other factors to be taken into account. There is a quite fundamental matter here when you are comparing average earnings with a basic rate of pay. The two things have got to be considered, but we are not comparing like with like?—No, Sir. I hope we make that clear.

431. Can we rely on this broad statement that no more than one-third of constables work a 48 hour week?—That is our information, Sir. We have had some difficulty in getting full statistical information because it is felt in some quarters that it is the prerogative of others to supply full statistical information. We have used our resources to the best of our ability.

432. Then you look at this question of the different number of hours per week and I would like just to get a little more information if I can on paragraph 21:

“As an alternative, the Federation have heard of some instances where a chief constable has been giving his men permission to take other civilian work after they have finished duty. In our view this is highly undesirable.”

Is there any substantial variation in the discretion given by the chief constable in these matters?—Not substantial, Sir. This I would say is an unusual and not a usual feature, but the fact that it has happened at all is in our view quite extraordinary and should not be permitted.

433. Is there very much teaching of driving done by a constable?—Very little on the whole. But that is purely occasional employment. What we are referring to here is the case of a constable who took up a regular second

job in addition to his work as a constable. In the case of certain public servants it is our view they should stick to one job and do it properly, especially where the public servants concerned might find their loyalties conflict. Very strict rules have to be laid down in some occupations, and one can easily find a situation where a constable's loyalties might conflict.

434. You think the constable ought to give priority to his whole time occupation. But I should find it quite attractive to do an hour's work in the garden for my neighbour's widow and would not think it really interfered with my duties.—We take no objection on the basis of doing the odd job. I do not think anybody could take exception to that. But there are strict rules laid down about the employment of a constable and we regard a regular second job as undesirable.

435. I suppose you would say that it would be quite wrong to make recommendations on broad principles for the pay of constables on the basis that one has to realise there is only a 44 hour week and they could earn something somewhere else?—Indeed, Sir, our experience is that the chief constables do not want to be in the position of losing a man as the only alternative to allowing him to do another job.

436. May I take a very small point? It is in your table in paragraph 27. It is the second footnote which refers to £104 as 175 per cent. in the top line. You say in the footnote that that is an over-estimate because Bowley's estimates are for all males and not for men only. I think I follow that.—Bowley's earnings figures include those of young men under 21, apprentices and so on, and therefore the figure of 175 per cent. is higher than it should be. As we wanted to put a fair picture we drew attention to it.

437. In those days there were many more younger males than there are today—boys going into industry at 15, 16 and 17—more so than today.—*Sergeant Murray* Going in at 14.

438. There were constables under 21 but a lot of youths in industry less than that?—*Mr. Callaghan*: Yes.

439. It is in paragraph 29, I think, that one gets the first opening of a good deal of criticism of the Oaksey Committee?—Yes, Sir.

440. Here I would invite you to make a general comment. Would you like to summarise in your own words the criticism of the Oaksey Committee or would you prefer to leave it on the document as it is?—To summarise it I would say Lord Justice Oaksey who, I am sure, endeavoured to do the job as well as was possible, was operating in very difficult circumstances. You will remember as I do the first wage freeze when Sir Stafford Cripps introduced it in 1947. The Oaksey Committee was operating in that background and indeed that famous White Paper on the wage freeze, is included as one of the Appendices to their Report. The wage freeze certainly affected adversely the rates of pay recommended. The second criticism I would make is that they seem a little academic. When you read their report you get the feeling they were not terribly closely in touch with either war-time trends or the post-war trends. It was probably difficult for them to assess how the post-war trends were going to settle down. For example one reads that the Home Office asked them to state in what circumstances police pay could be decreased. Their thinking was influenced by economic conditions that led to the Geddes Committee in 1921 and the May Committee in 1931. There were a lot of people who assumed that history would repeat itself after the last war. The fact they were operating in that climate led them to reach conclusions that were not relevant to post-war conditions. The other major criticism I would make of their report is that they unduly neglected the improvements that had taken place in what we call the fringe benefits in other occupations since 1939 and of course they could not see how much more widely they were going to be extended over the following ten or twelve years.

441. You have a table for October 1949, in paragraph 29?—Yes.

442. And you say that that illustrates the change from Desborough which arose on Oaksey?—I think that is true. It would have been possible at that time to have restored the constable to his pre-war position at not too great a cost. I am afraid if you do it now it is going to be a much heavier cost. Of course if you leave these operations too long you need nine stitches instead of the one.

443. Paragraphs 30 to 32 are on the whole about the rent allowance and the proper assessment of the benefit and to some extent the disadvantages of your home being related precisely to your job. It is one of the quite important and difficult questions that we have to consider. You say quite naturally that the rent allowance remains a valuable concession but, if I may take the next two sentences:

“... 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.”

I suppose there are at any rate three different categories here: the young man living in the section house; then you have got the married man living in a police house built as such; and then you have got a man living in a rented house for which he gets a rent allowance.—And also of course the owner-occupier who occupies and owns his own house.

444. You do get a number of owner-occupiers?—Yes, Sir, but they are more prevalent in city and borough forces than in county forces. They also receive a rent allowance.

445. Have you any criticism of the measurement of the rent allowance—of the amount? Do you think it is properly and suitably calculated?—*Sergeant White*: Yes, Sir, we think it is a fair assessment.—*Constable Evans*:

Except in one or two cases where subsidised rents govern the pattern, but there are only very few cases and the machinery regarding those cases is being investigated.

446. So it is really a question of the value one can place upon the rent allowance as compared with its actual figure. On that I gather the Federation submits a very considerable discount should be made from the actual figure because of the disadvantages which are attached?—*Mr. Callaghan*: There certainly should be a discount. I do not think I should quantify it for it is a very difficult thing to do.

447. I do not know whether that is right. You say it is primarily for the benefit of the public service and secondly to the value of the individual policeman?—Yes, Sir. I find it difficult to put one first and the other second. Its origin was: we want our policemen to live in certain places and particular areas. So primarily it was designed for the benefit of the service.

448. The primary object is to have an efficient police force properly distributed over the country?—Yes, Sir.

449. In quantifying it you want to give the constable proper remuneration taking into account his residence. There is of course the time element in it. When he ceases to be a policeman, or if he dies and leaves his wife and family, the house ceases to be theirs.—Yes. It becomes more important for the young man looking for a house when it is a valuable concession.

450. Now that the housing situation is more easy that has reduced its value?—I think some of our members would tell you the owner-occupier type of dwelling is now about to become much more popular and the police house with all its attendant disadvantages will become less popular.

451. You refer to the possibility of the rent allowance being merged with pay. I gather you do not think that is reasonable?—*Sergeant White*: I do not think that is practicable at all having regard to the various people who are paid a rent allowance. I do not

think it would be practicable.—*Mr. Callaghan*: We do emphasise that we would expect if the rent allowance is merged with pay it would increase the pension. We would also expect our men to have complete freedom to choose their own accommodation.

452. It would really be impossible, would it?—Yes, Sir.

453. Then you turn in paragraph 34 to the value of the superannuation provisions?—Yes, Sir.

454. With regard to which, at first glance, the person who gets police remuneration says this is very valuable?—I would be very surprised if he did not say so.

455. It comes early and is a substantial amount, and I suppose a man retiring after 25 or 30 retires with a nice start to his income when he is a fit man and very much in demand for many occupations.—He is a fit man for certain occupations.

456. But you take strong objection to the Oaksey calculation of the superannuation contributions from the Official Side?—I do not know of any precedent for including the employer's contribution in an assessment of emoluments. I am sorry to say the practice having been started by Oaksey has been continued in every arbitration case and it is rather like a red rag to a bull so far as we are concerned. I do not know of any other negotiations where such an emolument is included and it gives a false comparison. If Oaksey had excluded the superannuation figure from their calculation they might have reached different conclusions about pay because it amounted to something like 35s. a week at that time. A pension of this nature is not unique. The armed forces draw similar pensions and the Ministry of Defence have been kind enough to give me comparable figures. The Warrant Officer, Class I, after 25 years gets a pension of £341 together with a gratuity of £928, and after 30 years' service a pension of £420 and a gratuity of £1,260; so that I do not know whether the police pension in this sense compares with the service pension

but there is certainly a relation between them.

457. The £420 is not wholly dissimilar to a constable's pension?—The constable's pension is £455 but you have got a lump sum of £1,260 for the warrant officer in addition. The constable who remains a constable throughout his service life is an extremely valuable person because of the personal nature of the job he is doing and the responsibility he carries.

458. You have an argument that the superannuation scheme is less significant, less attractive, than it used to be because of these schemes?—That is so, together with the fact the new National Insurance Act is a forcing ground for private superannuation schemes. Employers have to face the fact that either they go into the new National Insurance Act or set up their own scheme.

459. It seems odd to express or even think of sympathy with the Treasury but one has to face this, that the greater expectation of life has made any approach to the scheme more expensive than it used to be.—I think that was made clear when the Phillips Committee reported a few years ago on national superannuation. But now the community is facing a heavier burden I believe it is possible to organise our economic resources so that the working population can sustain the burden of the retired.

460. In paragraph 36 you refer to the memorandum by Sir Godfrey Ince and to a passage in which he himself referred to emoluments of workers of a "fringe" kind outside the police force altogether?—It seemed to us that Sir Godfrey Ince's approach was rather different from the Oaksey Commission's approach and I thought it rational to set one down against the other.

461. I do not know what there is in the constable's life which is at all parallel to this but I suppose a great many policemen do get their meals in canteens?—*Sergeant White*: Yes, but if they do they pay for them.

462. Nearly every meal in a canteen is subsidised compared with a meal in a restaurant.—Not in every case—only in the case of the Metropolitan Police I think there is a subsidy, but in the other canteens, no.

463. It is not a very large matter anyhow?—*Mr. Callaghan*: It is getting increasingly large with private firms because of the subsidy to wages which goes on in the form of luncheon vouchers. Some restaurants would not exist if they did not cater for luncheon vouchers. Also, I think, probably most works canteens are subsidised by the management.

464. I was not suggesting it was a trifling matter: I was suggesting it was not a very substantial matter, the extent of such meals.—I do not think the extent of the subsidy is substantial but on the other hand the concealed element of wages in people's meals in private industry is substantial as a result of luncheon vouchers which can be for 3s. 6d., 4s. 6d. or 5s. 6d. a day, in other words another 17s. 6d. or 30s. a week.

465. In paragraph 37 you reach the point that the maximum pay of a constable is less than the average earnings of workers. I need not go through those percentages?—No, Sir.

466. We then come to another section of your memorandum which is concerned with the duties and responsibilities of the constable. I am impressed by the stress which is laid by all ranks of the police service on the importance and seriousness of the diminution of efficiency in the police service. That is so?—Yes. Let me make this simple point, when there is a shortage of police it is the beat which suffers. In our view that should be the last to suffer. Those concerned with administration in any form know how fatally easy it is to assume that administration itself is all important whereas it is in fact merely the support for the basic job.

467. Dealing generally with paragraph 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 . . .”

I gather you might think it is not directly related to the issue of pay but this shortage is at any rate in part due to the shortage of pay. Then you give a description of town beats and the shift system. In paragraph 51, towards the end, I did not entirely understand the statement that the majority of workers received enhanced payments for working on two or three shift systems and for weekend working. Take the railways where there is a very typical shift worker. They do not receive enhanced payments for working on a two or three shift system.—*Constable Evans*: I believe, Sir, in a motor car factory shift bonus is paid to shift workers as for ordinary day work. You do not get it in the police service.

468. Then you go on at paragraph 58 to a very important matter, not only to the constable himself but to the community as a whole, the question of the status and responsibilities of the constable. You describe that in a way I would not criticise, very largely by quotations from authoritative documents. In paragraph 61 you say Lord Desborough's conclusions are just as true today as ever they were. I would like to discuss very shortly with you one point you emphasised, the very distressing and disturbing increase in the amount of crime. That serious fact is certainly a ground for saying there ought to be an adequate number of constables. It does not really, does it, affect the work or responsibility of each constable, man by man?—*Mr. Callaghan*: I should have thought that the increase of crime by itself affects his work as long as there is an insufficient number, because he has a harder job to do. If he were up to strength I do not think there would be such a large increase in crime, and the problem would not arise. It is our very strong view that if the policeman can be seen on the street corners then a large number of crimes will not be committed. What I think has increased the complexity of the constable's work has been the large number of enactments which have taken place on which he must have some working knowledge.—

Constable Evans : It does increase the volume of work based on the police because these are crimes reported to the police. As a result we find in 1938 they were dealing with 205 and in 1958 258 cases per year. That is some measure of the increased work on crime in one branch of the police.

469. Did you give a reference for that?—*Mr. Callaghan* : It is page 8 of the report of the Commissioner of Metropolitan Police for 1958, Cmd. 800.

470. We have reached the summary in paragraph 66. You say three things are necessary. A substantially increased rate of pay is urgently necessary: that is the issue with which we are primarily agreeable at present. Then there are radical changes in hours of duty and improvements in career prospects. I am not quite sure whether I am not going outside what we are really dealing with now, but as it is in your memorandum, I think you possibly ought to explain the changes in hours of duty.—*Sergeant White* : I think the object of the exercise here is to see how we can possibly attract suitable men into the police service from industry. Industry enjoys excellent rates of pay together with excellent hours of duty. Even though the shift system does apply the fact remains whatever shift system does apply the man, when he has finished work, knows he has finished with that particular form of employment and knows he will not be required until he resumes his normal shift again. So far as career prospects are concerned we feel there is much to be desired in the police service. Promotion is very slow indeed and it is quite possible for a constable, when he joins the service, to go right throughout the whole of that service without getting promotion.—*Constable Evans* : On hours of duty, one of the worst features of police work is shift work. A man faces shift work for twenty-five or thirty years, which is monotonous, and he never knows from week to week and month to month what he will be doing by way of shift work. We hope, if we can get more men into the service, that will enable us to achieve more flexibility, to get away

from the three permanent shifts. We cannot do it today but we could if we had adequate men.

471. I cannot remember at the moment whether the Federation has ever given us an estimate of what the shortage of establishment is; we have got an estimate from the Home Office. I think you give an estimate for certain forces but you do not cover the whole country.—*Mr. Callaghan* : No, we have not given one for the whole country.—*Constable Evans* : Our difficulty is getting hold of official statistical information, either of the Home Office or the Chief Constables. We hoped to have some for you but we found it was not possible.—*Mr. Callaghan* : I am sure we do feel, however, and this can only be a hunch, that we regard the original Home Office estimates as derisory in the short form that they gave, and it is our feeling that the figures that are used in front of the Arbitration Tribunal bear no relationship at all to the true shortage.

472. We are told that there is an apparent deficiency of something between 5,000 and 6,000 on the establishment.—I think that is a notional figure.

473. I quite agree. I think 3,000 more are wanted to enable you to introduce the 44-hour week.—*Sergeant White* : I think it is true to say that even assuming that the authorised establishments were brought up to strength it would still not be a guarantee that there was a sufficient coverage in the forces.—*Mr. Callaghan* : Indeed, I would go further and say that there will not be a sufficient coverage. I simply do not follow the Home Office attitude on this and I do think that this is something the Commission ought to consider seriously. Why is it sensible if a force is short to say: "Oh, well, because you are already short of men we are not going to tell you what the true shortage is so please do not make application to us to measure it. Until you can recruit up to your original establishment figure do not apply to us for an increase". I have never been able to understand that argument.

474. You probably noticed I did discuss this with Sir Charles Cunningham on the first day. Whether it is for the Home Office, or whether it is that the police authorities do not ask for an increase until they can fill their establishments, I do not know.—I think the second happens, because they know that the Home Office frowns on any attempt to increase establishment until the original establishment is full, but in our view it is disguising from the public and the ratepayers what the true deficiency in the police force is.

475. Have you seen the Home Office note on the number of Police needed in England and Wales?—Yes, I have seen it.

476. Three thousand to permit the 88-hour fortnight; 4,000 to bring previous establishments up to date, and 5,357 below establishment, total 12,500.—I think 12,500 is obviously more realistic than the original figures we are working on. I do not think we can get any closer to it than that.

477. No, but if you want to go further into it than that please do so. But at the moment you are not quarrelling with the 12,500—that is not a bad estimate?—*Constable Evans*: We think if a realistic analysis took place in all police forces the figure would be ultimately about 100,000 required in this country.—*Mr. Callaghan*: I do not want to accept your interpretation that 12,500 is sufficient. I agree with Mr. Evans that if there was a detailed investigation made I have a feeling it would be shown to be more than that.

478. Just a word on improvements in career prospects, that phrase in para. 66. There have been constant changes in the incremental scale over the years, have there not?—Yes.

479. And constant discussion, and a certain amount of swinging backwards and forwards with various arguments. Perhaps we will find it later in your memorandum, but do you give any statement as to whether you think the present scale is appropriate, the stages at which the pay goes up?—We are not making proposals to you for altering

the length of the incremental stages, for the reason that we have not really thought about it very much. We thought it would be troubling you with a great deal of detail and, if I might put it to you with respect, we thought you would probably interpret your job as fixing broad general levels, leaving the Federation and the Chief Constables and Superintendents to work out the details of where the other ranks should be slotted in afterwards.

480. I would not like to commit my colleagues at the moment but, of course, if you are considering attracting and retaining people you do have to consider prospects as well as the position at the beginning, and one of the other memoranda suggests, for example, a little lift up towards the end of the 25 years, and that sort of thing, instead of being static, as after 15 years a man is very valuable.—We are pretty cynical about that. Our experience from history is that it merely means that the true maximum is delayed for a longer period and not that the true maximum is higher.—*Constable Evans*: We rather doubt that. Even now the main wastage takes place with less than ten years service.

481. I follow that, yes. May I jump to paragraph 78. This is dealing with the inspector. Do I gather rightly that what the Federation is asking for is that the same percentage differential should be paid and, of course if the additional figure is bigger that means the gap will be bigger in pounds but the percentage differential remains the same? Is that what you are asking for?—*Inspector Bleach*: No, that is not quite right. We need an improved differential from the existing one, not only for chief inspectors and inspectors but also for sergeants.

482. Improved not only in pounds but in percentage?—Yes, Sir. What we would like to see is some suggestion whereby this differential will always be maintained so that whatever changes took place in wage structures the differentials would be maintained. As you know, chief inspectors and inspec-

* Appendix to the Minutes of Evidence (Days 1—10)

tors are deprived by regulation of being paid for overtime; well, with the present low differential the inspector rank, and not infrequently the sergeant rank, is overtaken by the constable who is paid for overtime.—*Mr. Callaghan* : Paragraphs 200 onwards give more detail.

483. From paragraph 80 you deal with the situation of the women police ; you have not brought anybody, have you?—*Sergeant White* : I would like to say that we have Chief Inspector Hudson here who is in a position to speak for the women police if you so desire.

484. Perhaps at the end of your evidence she might come to the table and we will see if there is anything, but we need not interrupt now.—Yes.

485. Paragraph 89. As an Englishman I always have to be careful of what I say about Scotland ; do you think it is satisfactory that there should be a marriage bar in one country and not in the other?—*Constable McClement* : I can explain that. We have a number of very small police forces in Scotland and consequently very small establishments of police women, and in certain circumstances it might mean if we had married police women and they were required to have maternity leave that we could have a vacancy over a long period which we could not fill because it was not a real vacancy, and it would cause administrative difficulty, so we feel we must keep this ban in Scotland.

486. The Federation accept the 90 per cent principle for women and want that to continue?—*Mr. Callaghan* : Yes.

487. We will pass on to paragraph 103 where we get on to restrictions and inconveniences. You say in para. 103 that in principle the regulations are regarded by the Federation as appropriate even if they are restrictive.—Yes.

488. I hope this difficulty about the education of the children of police does not often arise. Does it arise quite frequently?—*Sergeant White* : Quite often, particularly in county forces where a man is required to move his home from one place to another and, therefore, of course must move his

family with him.

489. Is that usually on promotion?—No, Sir.

490. I do not want to invite you to criticise chief constables but you may say that really the chief constables cannot help it.—*Constable Evans* : We would not criticise them and I think when they have the opportunity they do delay a movement until the children's schooling is settled, but one cannot always do that as the efficiency of the service must come first. However, when there is an opportunity I am sure most of them do use their discretion and delay it.

491. This is something which is almost necessarily associated and one of the difficulties of the policeman's life which the chief constable cannot avoid.—Exactly.—*Mr. Callaghan* : You may find it interesting to find out how the number of transfers compare in one county force and another county force.

492. In paragraph 107, where you refer to Appendix D, I wonder when that formidable appendix was first drafted. It rather gives the impression that you think it is necessary to dot every I, cross every T and underline every point. Do you not think that the modern policeman could be directed with rather less particularity than this document?—*Constable Evans* : It only dates from 1952 when the whole matter was last reviewed.—*Mr. Callaghan* : My answer to your question is yes. I do think this is one of the ways in which the police service could bring itself up to date—within the discipline code and its application.

493. So many of these things are things every decent man knows. He does not need it to be put down.—I would not like you to think that this is a purely formal document. It is very much observed and every man lives under the shadow of this code the whole time, and there are a whole range of punishments for infringements, and as it is such a large umbrella you can catch almost anybody under it if you really try, and I think that is one of the real disabilities of a policeman's life, and

one I would not like to be a party to.—*Constable Evans*: It also applies on duty and off duty, Sir.

494. Now recruiting and appointment. You have made recommendations in Appendix B and we will look at all three. You would like a common entrance examination for the police service instead of the present business which is force by force, is it not?—*Mr. Callaghan*: Yes, Sir.

495. I am afraid I have not looked at the police promotion regulations of 1956 but if this is not used why is it there, or is it used?—*Constable Evans*: It is used for another purpose at the moment, it is used for the promotion examination, the qualifying examination for promotion, and this gives the names of the subjects which the examination should comprise, and we suggest the same subjects should be used for the entrance examinations.

496. It is not used at all for a primary appointment?—No, Sir.

497. And you feel that this is a job for the Civil Service Commissioners?—Yes, Sir.

498. Appendix C; there one sees anomalies—I think it is fair to call it that. You have a different position in the borough police force from a county force. On this question of eligibility for appointment in a borough there is an appeal from the chief officer to the Watch Committee but in a county there is not.—It is the same with discipline. When a county constable is convicted of an offence by the chief constable he has no appeal to his police authority whereas the borough constable has.

499. That is not within our present remit.—It may come later!

500. In paragraph 108 we get a valuable statement with regard to criminal statistics; I do not think I need go into them.—*Mr. Callaghan*: They are out of date. There is now a figure for 1959.

501. Can I have that?—For 1959, the comparable figure with 626,509 is 675,625, which is 7.8 per cent. up on the previous year. There are Scottish figures too.

502. This is England and Wales then?—Yes, England and Wales only. Would you like us to put in the Scottish figures? We can put them in at a later date or at the end of this session if you like.

503. I will put in here that these are England and Wales only—it does not actually say they are.—No, it does not actually say that. We have no doubt that this figure of 675,000 could be substantially reduced if you had the same number of policemen on the beat, or the same proportionate number on the beat, as you had in the 20's and the 30's. The public should be getting much greater protection than they are today.

504. Paragraph 119; you begin to grapple with what we have grappled with—principles—and refer to the number of recent attempts to deal with principles, and in paragraph 128 you refer to the Priestley Pay Research Unit which is now operating.—Yes, Sir.

505. But you do not feel that this is appropriate for this purpose.—Not with the terms of reference they have been given, that is, to try to establish fair comparisons with the current remuneration of outside staffs employed on broadly comparable work, because we do not know what is broadly comparable work with police work elsewhere, except for the small illustrations which we give to you. I perhaps speak out of turn here but it seems to me, as we say in the document, that you ought to be able to find some analogue with the Civil Service shorthand-typist in outside industry and you should be able to find some analogue with a Civil Service tax inspector in the field of accountancy, but the policeman does seem to be on his own rather.

506. Then you refer in paragraph 133 to the Standing Advisory Committee, which is a form of machinery rather recommended by the chief officers.—Chief constables seem to like it and it is not for me to speak for them. I can only say that they are speaking only for themselves and we would not wish to depart from the

existing machinery that we have got. I think they may have different reasons. They feel they are in a supervisory position, and so on. They may think it more proper that they should not be part of the Staff Side, but no doubt they will tell you that.

507. You are attracted by something similar to what Sir James Grigg's Committee recommended — automatic review — I only say "similar", I do not say the same. — It is the Grigg Committee's review procedure taking into account the fact that in the Services there is no negotiating body to speak for the other ranks whereas in the police service there is and, therefore, we would like a hand in the review that takes place.

508. This, I think, is right, is it not, that in fulfilling our primary task in this Royal Commission the Federation asks us to look at industrial earnings? — Yes, Sir.

509. But that in reviews of remuneration the Federation asks us to look at changes in industrial wage rates. — Yes.

510. I must admit that at first reading I thought wrongly that there was some confusion between earnings and wage rates but the way I have put it is correct, is it? — That is absolutely correct. What we would ask the Commission to do is first of all to establish the appropriate level of remuneration. You can only do that, as we see it, by looking at the way remuneration has moved over a pretty long period. We do not think over ten years, we think over two or three decades in order to see what has been the general trend of movement. Having then fixed your mark and said that this is what we think pay ought to be, then we would say to you that probably the fairest way — I think it is probably the fairest way for both parties, from the angle of the public and from the angle of the policeman — is to say what is happening to wage rates generally, rather than to look at what is happening to earnings. You can say: "Why not — what is happening to earnings?" Well, earnings are short

term and a bit chancy unless you can average them out for a very long period, when they do show a general trend. But they are affected so much by bonus, profitability in one year and another, by overtime and the rest of it, that we think that is rather a chancy basis to take in the short term and not a very fair basis. I am not speaking only from our point of view but the public point of view. The indices of wage rates, which are negotiated, last for a much longer period as the Trade Unions take a longer time to get round to negotiating changes. They usually reflect permanent changes in productivity, they usually reflect something which is going to exist for a long period. We feel that such a basis would do more justice to the public and to the men. But because we do not want to lose out on this we cover ourselves by asking that every three years there should be a general review which should take account of all factors, that is wages rates, movements in earnings, changes in hours in other occupations, and so on.

511. May I go back to the first stage, the fixing of remuneration based on earnings? You used the word yourself, you said earnings "are a bit chancy". — Over a short period.

512. Even that is a relative term. May it not be that earnings are really good at the moment? — They are good but not at the moment. They have been consistently good for many years and this is the reason for the decline in the policeman's relative status, and I do ask you to judge this over a long period and not over a short period. If you were to say to me: "Mr. Callaghan, it is unfair to compare earnings over a period of twelve months", I would agree entirely, but I would not agree if you were to say to me: "It is unfair to compare earnings over a period of twenty years". I think that gives you a pretty broad picture.

513. Do you think the ordinary man in the force, which you are advising, compares himself with the industrial worker and his earnings? — *Sergeant White*: Yes, Sir, I would say very much

so, and in particular you have to bear in mind the policeman's wife who also wishes to keep up with the Jones's next door, and she is a very real factor.

514. And, of course, the neighbours are in industry?—Yes, indeed.—

Mr. Callaghan: Every new housing estate that is built has two or three policemen's houses put down in the middle of it and they live as part of the community and there is a motor car outside the home of the steel worker next door but one and there is a push-bike being pushed out of the policeman's house!

515. This may be a fundamental change in a sense. I mean in my own experience I had always expected one of my relations in industry to have a bigger motor car than myself, certainly once I had left the Bar! In the police you are in a secure service—when I say "secure", I mean that the man in industry may be doing very well today but he may not be doing so well in five years' time.—That is why in our proposals we have made a discount from the pre-war position where this advantage was much more real than it is today. There is a generation of young men and young women growing up now who have never known unemployment and to whom security and going to work is as natural as the air we breathe, and I hope it may long continue, I believe it will.

516. Paragraph 153, the third line; you say that the view of the local authorities have been that as long as there continues to be a national shortage of manpower shortages in the police service will have to be accepted. I wanted the authority for that statement and I found it in paragraph 216.—Yes, Sir. This is a view which we regard as reprehensible and we believe, and I say this quite categorically, that the local authorities have fallen below the level of their responsibility in affirming positively the view that shortages in the police force will have to be accepted. We do not know that they have any warrant from those who put them in a position of responsibility for

saying such a thing but at any rate we know we are visited with the consequences of it.

517. In paragraph 216 you set out a passage from the statement of the Official Side to your tribunal.—Yes.

518. That is a statement, is it, put in by the Official Side as a whole, in other words, by a body of men who are as regards the great majority local authority representatives but including certain representatives of other departments?—Yes. I believe these cases in the main are prepared by the Local Authorities' Advisory Board which is a special centralised body which is responsible not only for negotiating the pay of the police, and this is one of our complaints, but also negotiating the pay of lots of other local authority employees. We feel we have suffered because of that.

519. Then you do try to find some occupations which are to some degree analogous. I think we can follow what you say there.—I think we say the investigating officer in the Post Office is the one that is nearest, in para. 159.

520. I am grateful to you for making that suggestion. That is one that might be specially considered.—We would be grateful if you would, because we believe that they are recruited from the ranks which might be regarded as broadly comparable with that of the constable but their rates of pay are hundreds of pounds ahead of the constable for what we understand is very similar work.

521. In paragraph 164 you describe as the Federation's broad judgement 40 per cent. to 45 per cent. over the average weekly earnings of a manual worker should be maintained—that phrase may have occurred before—but do not these earnings tables take the earnings of some who would not be called manual workers?—I think that is the official description of the table.

522. *Chairman:* Lord Geddes, is that right? Does it refer to manual workers there?

Lord Geddes: I think it does, Sir.
—*Mr. Callaghan:* This is a very

costly exercise we are proposing. I estimate that the cost of this would be something like £15 million or £16 million to the central Exchequer and £15 million or £16 million to the local authorities.

523. *Chairman* : We are not unaware of the dimensions !—I mention it because I would like to put that in proportion, and if I might just add to that I would comment in this way ; that the wages bill of our largest chemical manufacturers in this country is £114 million.

524. *I.C.I.*?—Yes, with 110,000 employees. The wages bill of Fords is £48 million and they have some 54,000 employees. Pilkington recommended that the sum of £20 million should be set aside for the doctors on retrospection alone—nothing to do with what they were proposing for additional rates. The pay for the Services that followed the increase by Grigg was something of the order of £32 million in one year. I fear I may have staggered you, Sir, with the proposal which is put down here. But I think if it is set alongside the wages bill of a large motor car company, if it is set alongside the wages bill of a very important chemical firm, if it is set alongside the increases that are proposed for doctors in retrospection alone and the increases proposed for the armed forces, I am inclined to think that we are not asking you to do something extraordinary in the matter of preserving law and order. I know it is not your job to consider repercussions. We think it is quite a reasonable figure that the country might well afford to pay, and what the savings would be in terms of crime not committed, and in other respects, of course, no one can say but there is no doubt in our view that they would be considerable.

525. My memory may again be rather faulty but I rather think that you did not say anything precise about retrospection.—No, Sir. I ought to say that there is a very strong feeling among our members that we have committed a grave error here and that we should have asked for retrospection going back

for a number of years. Some of us rather took the view this was not your job. I have weakened in that since Pilkington came along with his proposals for the doctors which go back for three years, and I can only say that on merit our view is that the police service has been underpaid for many years but, on the other hand, our major and main occupation now, and the thing that we believe to be of absolutely vital importance, is that you should get the salary scale right as of today, and this is the first consideration, I would be willing myself—sticking my neck out—to justify an absence of retrospection if we get the right salary scale today.

526. This is a very small point. I was not quite sure that I understood the sentence. This is in regard to keeping pay in line with wage rates in other industries. Para. 169 starts:—

“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”.

I was wondering whether that meant the same as would be meant by these words: “Would do no more than counteract to some degree”? Is that what it really means?—Yes, it does.

527. I think that is about it.—Yes ; it counteracts some of the decline in real wages. The cost of living index was very useful in the 'twenties and 'thirties because rates of wages were stationary for long periods. Therefore, increases in the cost of living indices enabled you to maintain fair comparison. But today real wages have been going up so fast that to adjust the cost of living index does not help you much.

528. I think it would be more convenient to leave the question of national rates of pay to the last.—Very good, Sir.

529. May I jump now to paragraph 200 onwards, pay for ranks above constable, where at the end of paragraph 200 it is pointed out that a constable working a 48 hour week loses pay when he is promoted and turns over to a 44 hour week ; I quite see that. I am not

quite sure—possibly you have told me already this morning—but do you want the Desborough percentage to be the differential?—Yes, that is what we want. At the moment the differentials are round about 6 to 7 per cent. for the sergeant over the constable, 8 per cent. for the inspector over the sergeant, 5 per cent. for the chief inspector over the inspector, 16 per cent. for the superintendent over the chief inspector. We would like to get much closer to the Desborough differentials. We do not ask you to recommend in detail on that but a general expression of your view about it would help us in our discussions.

530. You do not feel that the two ranks of inspector and chief inspector are necessary?—Oh, yes.

531. Do you?—Yes.—*Sergeant White*: I think you are thinking about the provincial inspector.

532. I was looking at para. 206.—*Mr. Callaghan*: I am sorry, I think this is rather a loosely worded sentence. What it is intended to mean is the discontinuance of a different rate of pay for these ranks in London and the provinces.

533. Oh, I see.—I am sorry about that.

534. If you add the words: "In London and the provinces", that would make it right.—I think that is more what it means, yes.

535. At paragraph 208 onwards there is a matter which may or may not be within our present undertaking and that is the proportion which should be drawn on the Exchequer and on the rates respectively, but it has perhaps this relevance, that you think those who are inclined to keep down the rates are not as helpful now as some others might be.—I would not put it that way. It is not that they are not helpful to us so much as I do not think that they are primarily concerned, and I emphasise that word "primarily", with the establishment and maintenance of an efficient police service. I am sure they will tell you that they are. I can only give you

our judgment, having watched them in their attitude towards our pay negotiations over the last six years.

536. You get some support, I would think, for that suggestion from the fact that police expenditure has been kept out of the block grant system although the view is held that local authorities should keep education and the fire service.—I do not know that that is the view and the Home Office will no doubt tell you why they were kept out. My guess is that they were kept out because there is a feeling that it is a national service much more than some of the other services that were included in the block grant and there should be a standardised pattern of conditions of service and efficiency.

537. Of course, we have to be very careful before we accept at all fully the idea that it is a national service because it is such a long tradition in this country that it is in a sense very much a local service.—We have been very conscious of that in the way in which we have phrased this, Sir.

538. I think I can come back now so far as I am concerned to this question of national rates of pay at chapter 8. This is a very long standing debate.—Yes, Sir, 12 years old!

539. You probably know, Mr. Callaghan—I am afraid I do not—what other fields of public service have attracted London allowances?—The Civil Service, as Lord Geddes will be able to tell us more than anybody, has of course got a London rate of pay. I think in a number of fields of industry there is a difference between London rates and provincial rates.

540. It would be very difficult to prove statistically but there is a general impression that life in the Metropolis is more expensive than in other parts of the country. Would you think that the length of the travelling distance would be one of the factors?—*Sergeant White*: I would say that rent possibly is the greatest factor and that, of course, is taken care of by the rent allowance.

541. Yes, that is taken care of by the rent allowance.—I would say, generally speaking, that the cost of living is not determined so much by the particular area that the person resides in as by the spending potential in that area, and that would apply to various other towns up and down the country as well as to London.—*Constable McClement*: I think we in Scotland would say that the cost of living was highest in the remote areas of Scotland; it is in fact higher than in any other part of Great Britain. We would quote to you the prices of the everyday commodities like sugar, tea, coal, petrol, and so on, and they are all very much dearer.

542. It used to be said that housing was very much cheaper but that is out of the way because of the rent allowance.—Yes.—*Mr. Callaghan*: I know Priestley said he thought life in the Metropolis was dearer and I do not know what statistical evidence there is for that. But if one looks over one's own lifetime and sees the growth of multiple stores and the greater standardisation of products, I should have thought there would have been a considerable evening-up of cost of living over the country as a whole. Of course, as Mr. McClement says, there are substantial disadvantages over, say, the price of coal, if you live in a remote area by comparison with living in, shall we say, an industrial area like Birmingham or South Wales. Although the Priestley Commission do not agree with this thought my own feeling is that differences in the cost of living are not now such a big element as they used to be say thirty years ago.

543. Perhaps you would be perfectly frank on this.—I have been on all the questions.

544. On this particular point, as Consultant Adviser to the Federation, are you going to advance arguments both on behalf of the Federation as a whole and on behalf of London?—No. I am going to put to you the view of the majority which happens in this case to be my own view having considered this problem very carefully. I

start off by telling you quite frankly—I hope my colleagues will not mind my doing this—that several years ago I was predisposed in favour of the London allowance and then I changed my mind. Having looked at it very carefully, and the element of rent and other matters, and having also seen the difficulties of this in relation to other areas, and the necessity in my view of a national rate of pay, I am now putting to you my own considered view on this as well as that of the majority of the Joint Central Committee. It really would make for terrible difficulties for us in my view if you recommended different rates of pay.

545. I think it will be best from my point of view at any rate and, I hope, my colleagues as well, to get the argument against the London allowance and then give full opportunity for the London people to put their argument afterwards, you are speaking from the point of view of the majority, as we may call them?—Yes.

546. Do they think, or would they accept the view that the London man may quite often—I would not say always, but may quite often—have more travelling expenses than his provincial colleague?—I think that would be accepted and indeed it would be statistically likely that he had, and if there was some suggestion made that in respect of his travelling expenses there ought to be some concession, and it should be put on an expense basis, I think I speak for my colleagues when I say that there would be no objection to that as such. It is the rates of pay that we wish to preserve inviolate. If there are any special differences in conditions of service as in the case of the rent allowance then we do not feel nearly so strongly about that.

547. It occurred to me that rents are inclined to be higher in the metropolis.—They are.

548. And that you might have introduced into the rent allowance something which may, after all each one is individual, have made allowance for the man's travelling expenses.—That could be done. I do not think it is

technically impossible to do it.—*Constable Evans* : We actually have on our agenda this question of travel allowances not only for London but other areas where the same difficulty arises, and it is already receiving consideration.—*Inspector Bleach* : There is this question to be considered with regard to the question of personal travel and that is that the man stationed in the country has none of these multiple stores. Indeed, he has no barber and, therefore, he has to incur the expense of a bus fare just to get his hair cut, and there are all those things to be considered.—*Mr. Callaghan* : Especially if Inspector Bleach is going to inspect him the next day !

549. I think this is reasonably connected with this London point. I think we all know that there are certain areas, London is the worst of all, but there is Birmingham and I think Manchester or Liverpool, which are very short of men indeed ; you would regard it as most unsatisfactory and indeed really impossible to try to boost up the London or the Birmingham force by having different remuneration?—We would, Sir, and when this proposal was made by the local authority of Birmingham the Birmingham Joint Branch Board representing the Birmingham police force rejected the idea because they themselves believe in national rates of pay. That only goes to illustrate, I think, the very deep-seated nature of this feeling that the men should be willing to refuse an increase to themselves alone. I may say that we are also pretty mistrustful about such boosts in view of the experience we have had. The Official Side always try to take them away as soon as they have the men they want.

Chairman : I think this would be a convenient moment at which to adjourn if that suits you. We will resume at 2.10 p.m.

(The proceedings were adjourned for lunch)

(On Resumption)

550. *Chairman* : I have just one or two points—I thought I had finished, Mr. Callaghan—but I have one or two points I would like to ask you about, or those with you. Reference has been made by a number of people, including Lord Justice Devlin and Lord Denning, to the strains that these officers have to bear when giving evidence in Court. I think it is true to say that members of the Bar very seldom litigate ; for myself it is equally true to say that members of the Bar have no ardent longing to be witnesses. I do not know what the police think about the job they have to do so frequently, by way of giving evidence. Do they regard that as an attractive and interesting feature of their lives or one that is really unattractive and tiresome?—*Mr. Callaghan* : Mr. Chairman, I do not think police officers find giving evidence attractive. I would not suggest there was much ordeal to a police officer in a Magistrate's Court dealing with a case of a bicycle without a light. But when he goes to Quarter Sessions or Assizes to give evidence in a very difficult case he goes there as an honest individual endeavouring to give honest and truthful evidence and, having given that evidence, he is then immediately subjected to attack, and that is when the ordeal begins. A police officer at all times desires to give all information which will be of help to the Court even although it might be to the advantage of the accused. Having done that he naturally has some feeling when he is immediately attacked by a defending barrister doing his job quite properly, on the evidence he thinks is truthfully given, and I think that is when his greatest ordeal comes, when he is subject to that kind of attack.

551. Would you like to add anything, Inspector Bleach?—*Inspector Bleach* : I do not think so, Sir. I think that has covered the point pretty well ; but I would say that it is becoming increasingly prevalent these days for the defence to attack the police as a means of perhaps portraying to the Court some lack of credibility on behalf of the police.

552. Of course the solicitor or barrister has this difficulty, I suppose, that the more difficult his defence the more he is driven to try to show that the police evidence is untrue?—

Sergeant Murray: I would like to put this practical aspect to the Commission, Mr. Chairman, and say that I think it is an asset to the public to have policemen who, when they act in the street, do so in the knowledge that at some time either in the near or distant future their action will be the subject of the limelight of a court of law and, if necessary, the limelight of the Press. I think too, a practical policeman, once he has been to court on however trivial an incident, one thing is indelibly impressed on his mind, that in future cases as in his earlier cases, learning by experience, he will be meticulous about recording facts and, so far as he can, give them without any prejudice.

553. Would any of the witnesses like to help me on this? I was just wondering about the young man of 20 or 21 years old, quite early in his service, who happens to be involved in a very controversial case, whether any of you have noticed that being disturbing to him, distressing, annoying, a thing he very much disliked?—*Sergeant White*: I think it can be generally said that to the young man it is quite an ordeal, Sir, but I think competence comes with experience.—*Mr. Callaghan*: I would like to add one thing as an observer, as one who talks to more policemen than most other people: what has become prevalent and fashionable, this method of defence in the courts of attacking the *bona fides* of a constable who has given his evidence as faithfully as he can, is very deeply resented and I find what is most complained of is not appearance in court but the attack on what seems his good faith. Of course we know that the occasional policeman does give tainted evidence which gives a barrister the opportunity of casting doubts on the *bona fides* of the Service as a whole. But certainly the whole of the Federation feel all evidence given must be objective and true. We want to root

out any possibility there may be among our members of gilding the lily or saying things that are not true in court, because it weakens the responsibility of our members and their credibility in the eyes of the public. But I think there is one final responsibility on the Commission here; you can help us achieve this if you give us rates of pay to attract men of the right character.

554. That leads me to another point. I do not think you have really said anything, any of you, about the quality of recruitment in recent years. Do you feel that whereas between the wars, I gather, there was often a good deal of competition for a comparatively few vacancies, that the result of there being more vacancies than applicants is that there has had, inevitably perhaps, to be some decline in quality, or has the quality been maintained at the cost of numbers?—*Sergeant Murray*: I would say this is one of the most difficult questions certainly that a representative of the men could answer. To answer perfectly fairly I would say we are really looking at two different creatures. It is rather like saying, is an elephant better than a tiger, because if you took post-war recruits and applied to them the limitations and the selective operations that you applied before the war, thousands of them would not get into the interview room. First of all you would remove all the married men that have applied since the war, they would not have got to the interview room before the war. When you come to the single men who remain, only those would stay who were agreeable to sign on the dotted line to remain single for four years because that was a condition of service. When you look at grammar school types—I am inclined to think, when we use the expression in the last few years it has a meaning that places a youth in a particular academic grade and reflects on his academic ability. When we talked about grammar school type before the war, that is not necessarily true; he may be a dull boy whose parents have the means to send him to a grammar school.

555. The phrase has a different meaning today.—That really is the difficulty anyone is in, in assessing the type of recruits. I would say, if I gave an honest answer, I am a pre-war man myself and may well be prejudiced, but I would say I think the standard that came in between 1930 and 1939 was higher than any standard the police had before or since. Possibly the Chief Officers are the people who can answer this but I would say they have not had the selective field since the war that they had before the war. I am mindful of bodies of 150 and 200 men coming down to Scotland Yard, and possibly 18 or 19 of them being successful in getting in, and I am wondering if the queue is anything like that now.

556. Thank you very much. Mr. Callaghan, I think the answer to the question here is that your colleagues have no hesitation in criticising memoranda submitted by your senior officers?

—Sir, as our senior officers have felt themselves free to comment on our rates of pay very fully, I should think we feel entitled to comment on their comments.

557. The particular point in my mind at the moment was the group of suggestions made by the Superintendents, all of which tend to limit range for recruitment; not many cadets, hardly anybody under 21, and let people go younger. Do you not think there is a difficulty about those suggestions?—

Mr. Callaghan: I am not sure about the difficulty, Sir, but I would certainly agree with at least the first two of the Superintendents' points.

558. Not too many cadets?—I think the Commissioner has made a terrible blunder in his cadet scheme and my view is, I assure you, not a personal view but one the Federation shares as a whole, and particularly the men in the Metropolitan Force.

559. Would you amplify that?—Yes, Sir, I can say why we think this. It springs from a very fundamental conception of what the police service is. This very considerable pride in the job I have found has been one of the most rewarding experiences I have had

and springs from the fact that the policeman regards himself as a member of the public and he regards the police as the public. I think it springs also from the fact that for the most part he has been a man who has been in civilian life. He may well have had an apprenticeship as a woodworker or blacksmith or anything of that sort, and he comes in as an adult knowing about his fellow men, because he has lived and worked among them. What we fear about the Commissioner's scheme is this: you are going to take young men at the most impressionable age, 16 or 17, put them into uniform battledress with flashes, put a former Army Commandant of an Army apprentice school in charge of them, separate them off in section houses, and although I agree they are going to get a very good academic education as far as I can see from what has been said, you are in fact going to train up a group of men who will have had no contact with civilian life and will not have lived among civilians hardly since they left school. This is a very serious thing to do. I do not think it matters if you try to draw 10 per cent. of your men from this source, but if you are going to the stage of getting 50 per cent. from this source I can only say to the Commission that the Federations are very strongly opposed. We regret very much that we were not consulted on this by the Commissioner. The 1919 Act does lay down that we have some responsibility for welfare and efficiency and we should have thought that in a matter of this sort our views should be sought, but we knew nothing till it appeared in the newspapers. We believe it is fraught with very serious possibilities for the future nature of the police service in this country.

560. Passing on to the second one, what do you feel about the tendency to raise the age of admission?—For the same reason, Sir, we like the adult man. To this extent we depart from the chief constables who regard the police as a profession, as there could be nothing more disastrous for relationships between police and public if this were

to become a profession. We regard the police as a group of men who have been attracted from other walks of life and represent all ranges of other walks of life, and you will find the sons of professional men amongst them, the sons of agricultural workers and miners. This is the best type of police force this country can get, I am absolutely convinced, and for this reason we would like to see men coming in who are of a sufficiently mature age to have experience of civilian life. Therefore as far as the Superintendents' suggestion is concerned, although we are quite happy to have men of 19 or 20, we hope nothing will be done to cut out men of mature age, 23, 24 or 25; we think a considerable proportion of the Force should still come from them.

561. There is a point there we thought of yesterday. Would you not think that if the Force can be recruited at the age of 19, but that if they would like to get a man of, let us say 22 or 23 from another occupation, that some system of some sort of seniority, increment, for a man of 23 ought to be available in advance of that available for a man of 19?—There has been a difference of opinion amongst us about this, Sir, but the view of the Federation, and I think it is by a substantial majority, is that we would prefer a common starting pay no matter what age the man comes in. Sir Albert Day made a different proposal in a minority report on an Arbitration Case.

562. On your philosophy—the recruitment of men from the community as a whole—the man of 23 brings relevant worldly experience which the chap of 19 cannot bring.—I think this is true, Sir, and I think there is a difficulty in what I am saying to you. I find once he is in he tends to be judged by reference to his value to the police rather than the value of outside experience he brings, and I think this is what has led us to this conclusion.

563. He might at any rate be able to get promotion quicker at an earlier age? —I am a bit of a heretic about promotion. I think the constable is the

man who really counts and, if I may say so to you, speaking personally I am not too keen on the man who comes in absolutely set on the idea of getting promotion. I think in police work there is a lot to be said for Talleyrand's view of "pas trop de zèle". It is the man who has commonsense, who knows when to wink an eye as well as when to pick up somebody, who is really the man who preserves the best relations between police and public, and preserves law and order.

564. But unless you have the man coming into the Force who hopes to be a Chief Constable, you will have your Chief Constables coming from somewhere else?—I am quite sure that is right, Sir, but I do not want a rat race in the service, with a man increasing the number of reports he makes in order to get promotion.

565. I hope one can get promotion on a different basis than that, but if you do want your Chief Constables always from within the Force, from men of all round ability, with different qualities at any rate from those very important qualities you have been describing, do you not think there will have to be opportunities for promotion? —Yes, there will have to be, Sir, and I have only painted this side of the picture to you this afternoon because I thought, if I am at liberty to refer back to your first session, that too much emphasis was placed in some of the questioning and answers upon the promotion aspect, and for getting an efficient and contented Force I felt that it was necessary to perhaps weigh the scales in the other direction, but I would not want you to think I do not accept a great deal of what you say about that.

566. Have we had all the help you could give us about the Police Council? —It has been useful on everything but pay, Sir, and that for reasons I think we went into. It has done a good job in my view about a number of matters in which I have been associated as well as the other officers, negotiating things like rent allowances and that sort of

thing, and it has worked very well indeed. I feel myself—again, we have no particular Federation policy on this—I think the central government is under-represented on it, that there is a very considerable weight of local authorities, county councils, county and burgh councils in Scotland, and all the rest of them. I think there is something to be said, in view of the fact that the central government at the moment bears 50 per cent. of the costs, that they should at least have a rather stronger voice in its affairs. Nor, Sir, am I ever impressed by the role of the independent chairman. I think there is a lot to be said for the normal system in Whitley Councils of having a chairman from one side and a vice-chairman from the other side. I do not know for what purpose the independent chairman was introduced and he certainly does his best to help, but I do not think he is a vital element.

567. Here is another question related of course to pay and to prospects. I think we have had some rather varying impressions given to us as to the number of men who qualify for the rank of sergeant but cannot in fact be promoted because there are not the vacancies. There certainly are a substantial number of such men, I suppose?—Yes, many more men are qualified than are chosen.

568. Do you think the man ought to have some monetary recompense for that?—There is something to be said for it, Sir. I want to put in my plea again for the practical policeman. Do not overlook him, he is the man on whom the service depends. I think there is a lot to be said for a man who can pass a written examination, but in the last resort, it is the policeman who throws himself on the bonnet of a car who matters—the man of action who behaves with presence of mind at the vital moment when it is necessary; so I would say, whatever consideration you give to rewards for examinations, do not give the man who is a good practical man on the street and on the job a grievance about it.

569. Here is perhaps one of the biggest questions: here we have a Force

which is short of men, and difficulties, restrictions, pay, shifts, all sorts of things are mentioned. To what extent do you place the level of pay as a factor which makes the police force under strength as compared with the other matters? Sir James Grigg for example, I think I am right in saying, when he reviewed the Armed Forces, came to the conclusion that there were a lot of elements other than pay.—I think this is true of the police too, but it is very difficult to isolate the strands and segregate them out; but despite the hazards of the job I think you could recruit more men if they had sufficient pay. I remember when I was visiting oil wells of Iran they were paying men there £50 or £60 a week. If you offered them £10 they would not have gone. It is a simple proposition. I think you can offset the hazards of the job up to a certain limit although you do get to a point of no return—but, if I may say so, we have not got near that point with the police force.

570. Turning to the women police, we have a short passage in the document accepting the 90 per cent. basis and hoping that will continue, setting out the duties and responsibilities of women. Have you anything you would like to add to what is in the memorandum?—*Chief Inspector Hudson*: I do not think I have anything to add. We have tried to put the position to you quite clearly. We have not the same yardstick in the case of the women as in the case of the men because of course our numbers before the war were very small. We really just came into the Service in numbers with the war and since the war. We are still increasing, and we have been accepted into the Service. The women now are really finding their place and becoming part of the fabric of the Service. They are getting experience. They are being allowed to go into specialist branches in some Forces. There is only one possible thing and that is that I and my older colleagues do feel probably that the joining age of 20 is rather young for women. We feel it has added to our wastage figures, and unfortu-

nately—it was probably, as you know, recommended to the Oaksey Committee that women should come in at 20. It was 22 before that, and we feel 22 is a better age for a woman coming into the work because the majority of us are specialised in, of course, cases concerning women and children. Reduction to the age of 20 has also corresponded with the swing back to early marriages we had in the Victorian era, and we feel that if we can get women in about 22 years of age they would settle down in the Service and, as Mr. Callaghan has said, if the wage is right and they have a proper career structure we do feel we will get women to come in who will make the Police Service their career.

571. Are the vacancies easily filled by women?—No.

572. You have to some extent the same position as the men, that the Force is not attracting women as you would like?—We are not getting as many women as we would like, that is so, Sir.

573. *Sir Ian Jacob* : I wanted to follow up a point mentioned by Mr. Callaghan. It seemed to me possibly there was some misunderstanding in my reading of the intention of the Chief Constable's Report and this arose from what you said about this business of it being a profession. It did not seem to me that what was intended in that suggestion was anything to do with separating it off as it were from the rest of the community. It was merely a question of acknowledging the responsibilities and status as it were of the police force as a professional body, using "professional" in its normal sense, I suppose, whereas I understood from what you said that you felt there was something different and you were against it being regarded in that light. —*Mr. Callaghan* : I am not quite sure what they mean in those circumstances by regarding it as a profession. But, if they do not mean it should be drawn from a limited number of men, I would agree with that ; but what positively is a profession, I am not quite sure what is meant by it?

574. It seemed to me that what is important is that you can make comparisons with what are normally regarded as professions rather than just the general run of manual labour.—In that case I do not think I would agree with them wholly. I think the qualities required are different and, as we show in our statement, the range of occupations to which policemen go when they leave the Service is as wide as the number of occupations there are. They certainly do not go to professional occupations. If I could find the page referring to it in our own memorandum, we put in a table of the jobs they do, at paragraph 183. It really is rather astonishing, but I think it does reflect what I was saying about recruitment. The number of people, for example, who have gone back to the building trade were probably apprenticed, who did their time, served in the Force, and went back for particular reasons. Then, everything from ministers of religion to fishermen, bus drivers and so on ; it really is a very wide range. So I should think, to equate them with, what shall we say, solicitors, doctors, actuaries, accountants, bank clerks, teachers, is perhaps a bit narrow if you want to get a real comparison.—*Sergeant White* : I think, Sir, if you regard the service in any way as being a profession then you do so in the knowledge that there is no other occupation which is comparable with it. I think that is the essence of it, in the nature of its duties and in the nature of its responsibilities.

575. *Sir James Robertson* : I would like to ask a question on the educational level of entrants. In earlier evidence we got the impression that the grammar school type, for lack of a better word—and I am using the words in the post-war sense, that is as representing a certain level of scholastic ability—that that type was being very meagrely recruited. We have since got statistics which indicate, leaving the cadet group aside, that of the recruits to the Metropolitan Police in the last few months or year, 30 per cent. had some G.C.E. passes ranging from one up to five, six or seven. In the provincial police forces

the proportion was not very different; some 200 out of 685 entrants. That broadly, say 30 per cent., seems to be a much more substantial recruitment than we had been led to believe was in operation at the moment. What does the Federation feel about that? Does it feel that is a useful level, that type along with other types, or does it feel that a very much bigger proportion of your applicants should have this kind of qualification to offer?—*Mr.*

Callaghan: Sir, we would obviously like to have the highest level at all times, and the highest level I ever found was in Aberdeen, where you could not get into the Service without two passes at A level, which sounded extraordinary. But then we all know about the high level of Scottish education. But, Sir, I put this to you: how do you value the G.C.E. these days? I have a feeling but then I am an old has-been, that it is not anything like the old certificate we used to take and that one or two passes in G.C.E. is really nothing very much to write home about in terms of educational level. I hope I am not offending anybody.

Sir James Robertson: Even a bold Scot would hesitate to pass judgment on the chief examination of England.

—*Inspector Jack*: We have some rather interesting figures, Sir, reflecting the educational standard of the recruit joining the Police Service today. In 1937 we found with the educational examinations at entrance level we had a pass of 67 per cent. to 72 per cent.; in 1956 this was down to 33 per cent. passes. May I be at liberty to quote a comment of the Commissioners of the 1959 examinations: "The general impression given by the papers submitted was of a depressing level of mediocrity both in literacy and in knowledge of the subjects."

576. *Dr. Goodhart*: Mr. Callaghan, I was very interested in your remark that you thought the Home Office figure of shortage in the Forces was derisory. I think you then said the decrease of crime could only be brought about by increasing the number of the Force. Do you think that is true?—*Mr.*

Callaghan: Yes, Sir. I was referring to the initial Home Office figure, not to their revised estimates, when I referred to a derisory figure. But certainly I would like to emphasise that it is the view of every experienced policeman I know that it is the visible sign of the policeman on the street corner walking down the street which is the biggest deterrent to the commission of crime. I would like to go further in relation to young people and say that you could do a very great deal to get rid of a lot of juvenile delinquency if only there were more men in uniform around the streets today than there are, because these young people could be easily dispersed and their parents have considerable influence, I think, once the initial step has been taken of breaking up the gangs. They go home and the parents say—you are not going out with that lot any more. Policemen I know are very convinced they could tackle a good deal of this juvenile delinquency if there were more of them on the spot at the time, able to handle troubles as they arise.

577. At paragraph 108 where you give statistics of crime you give them only for indictable offences. Has there been the same increase in non-indictable offences?—There has been the same increase, but I have not the total I want. Perhaps I could give you a later answer to it, but I think the answer is yes.

578. I was wondering in reading these statistics, you put no emphasis on the importance of police in keeping order, for instance in relation to traffic. Do you think an increase in the police would help to meet that problem?—I speak only as a citizen who sometimes is a pedestrian and sometimes drives a car. I have been very impressed over the last year or two in London with the improvement which is effected as soon as policemen take over the handling of traffic from the traffic lights in certain areas at times of great congestion. They can employ some intelligence and initiative which traffic lights cannot do. When you travel around at rush hours, anybody who does so is conscious of the tremendous improvement one

policeman can effect. At least that is my experience.

579. Then at paragraph 115 that very interesting illustration of the jewellery quarter in Birmingham; you suggest if you could have more police on duty there you would save that sort of loss, £15,000. I wonder whether you would suggest, whether, if you increased the number of police you would save for instance loss in the accidents on the roads.—Almost certainly, Sir. There is no doubt at all about that. We could do a very great deal in that direction if the men were available.

580. Of course you were saying that it is difficult to measure the productivity of the police in making a figure: would you say that the productivity of the police really depended on the amount they can save the public?—I think that is probably the nearest definition you can get to productivity in the police service.

581. What I am really trying to get at—you said you would startle us by giving a figure, increase of costs, of £15 million to £30 million if you increased the number of police. Do you think you would save the public anything in relation to that figure, anything similar to that figure?—Yes, Sir, I do. I think we would probably save more, in sheer material, physical terms. I did try to help the Commission by asking the insurance companies if they had any analysis of the cost of crime in terms of claims to them but, alas, they told me they did not differentiate in that way and lumped them all together in different ways, and could not give me a figure; but certainly I think if the Royal Commission were to ask them for an estimate you would get some pretty clear expression of opinion from them as to the cost to them of crimes and robberies at the present time. There is of course, Sir, the non-material aspect. I think it is rather deplorable that we have got to the stage where men and women cannot walk freely around some of our streets at night and, quite apart from any cost we might save, I think it is the duty of the community in which we live to keep the

streets open and free to anybody at all times of the night, and yet we know this is not true in some parts of our cities.

582. Do you think you would save anything in hospital costs?—That is rather hard, Sir. I do not think I can give you anything that would be valuable on that.—*Constable Evans*: If I may refer to a statement by the Chief Constable of Bedford last year, where there was an extra police concentration over Easter and a remarkable reduction in the accident rate, and I would like to go further, the experiment carried out last year in Maidstone, Kent, where extra policemen were brought in from the surrounding area, the remarkable thing was they did not make so many more arrests but the rate of crime in that town decreased considerably because the criminals would not commit crime because policemen were out on the streets, so it reduced the hospital and prison population, and there would be two savings there.

583. *Lord Geddes*: Mr. Callaghan, reverting to a reply you gave to the Chairman about an allowance for passing the qualification examination, you said "Do not forget the man on the beat"; but would not in fact the man who merely got an allowance for passing the qualifying examination be on the beat?—*Mr. Callaghan*: He may well be.

584. The only purpose of the allowance would be to reward him for qualifying and secondly to compensate for having qualified but not having been promoted. What is the real objection to that?—I do not think there is a real objection to it, Sir, except this, that we want to try to lead this Royal Commission away from considering frills to concentrate on the main issue. I am being quite frank with you, Sir. We think the main issue here, and with respect I am absolutely certain about this, the main issue is a proper rate of pay. If the rest of these things are looked upon as additions once you have established that

proper rate of pay, then I think they would be very welcome and indeed accepted: but, Sir, if they are used as an alternative, if it is thought that by those means you can secure the sort of Force you want, with respect, Sir, in my submission it will fail.

585. I do not quite follow that. If you increased the rate of pay you would not increase the promotion prospects, would you?—No, Sir, but you would make men more satisfied.

586. Would you not still have the position of men passing the examination and being dissatisfied because they were not promoted?—Yes, Sir, to that extent, and once you had increased the rate of pay I think this would be a very good incentive.

587. In other words, if it is impossible to promote all the people who qualify, is there not some justification for having a compensation for those who are not promoted?—Yes, Sir.—*Sergeant Murray*: If I could paint the practical picture, different members of the Commission do keep coming back to this qualification allowance. This is a matter which we as Federation members consider practically every year at our annual conference. Some police forces think there is great merit in this and bring it to the annual conference where the representatives of 125 police forces consider the matter, and so far there has been no majority in favour of it. I would say as a practical policeman that I would probably take great exception to the fact that a colleague of mine who had great ability to pass an examination, possibly at an indoor clerical job of some sort, nine to five every day and evenings off to study, of the same rank as myself doing shift work—I would feel there, Sir, if he were to get say an extra five shillings a week to pass an examination whereas he may not be half the policeman I would certainly like to be, and I think that is actually what is at the back of the minds of the majority of the 70,000 policemen in England and Wales on this particular subject at the moment.

588. *Mr. Hobson*: On Dr. Goodhart's questions about the number of police

officers on the beat affecting the rate of crime, of course another thing that affects the rate of crime is the moral standing and outlook of the community as a whole. I realise much weighty evidence has been given that more police officers, means less crime, yet you do not find, do you, that there is a higher rate of crime in those areas where there is a substantial deficiency of police officers. Can you explain what appears to be a contradiction?

—*Sergeant White*: Crime, Sir, now is not measured in terms of community, having regard to the fact that the criminal now travels from place to place. Just because you have a reputable community, it does not follow there will be no crime. The travelling criminal makes sure there is.

589. The travelling criminal no doubt goes to the place where the rewards will be greatest. On that principle one would have found a higher rate of crime where there are substantial deficiencies against establishment, but I think it is the fact that variation in crime is not directly related in any way to whether or not the particular forces are up to strength or not.—*Mr. Callaghan*: I think this is a point we would like to examine because at the moment I have not the figures which warrant your assumption.—*Constable McClement*: Liverpool, Glasgow, London, Birmingham—I would refer you to the 1958 figures for Scotland and they show that crime per thousand population in Glasgow is 68.7, which is much higher than in any other part of Scotland.

590. Do you know if there are any parts of the United Kingdom where it can be shown the rate is higher? My own impression, my own local knowledge, for instance, in Bedfordshire where the rate of crime is much higher than Northamptonshire but there is no difference in police forces, both fairly well up to strength, Luton in particular.—The Chairman of the Joint Central Committee is from Luton, Sir. He can no doubt answer this.—*Sergeant White*: At the moment, Sir, the establishment of Bedfordshire is approximately 60 down on the authorised

establishment and I would say generally speaking that the crime figures for Bedfordshire and in particular the rural areas of Bedfordshire, are extremely high.—*Mr. Callaghan*: I think, Sir, we shall have to go into this because I find it very surprising when you state that in most places there was no correlation between police numbers and crime. Unless you do so, Sir, I think we would like to investigate this.

Chairman: I think we could do it but you might be interested to do it for yourselves. But there are so many other factors. Glasgow is a complicated population.

591. *Mr. Hobson*: That is one of the points. Luton in particular has a shifting population of workers coming in to the factory and produces a very much higher rate of crime than a stable place like Northampton where the population have been there for a very long time, and that would seem to indicate that one of the factors in depressing crime statistics is the conduct of the populace and not the strength of the police.—I am sure that is true, Sir, but we are not charged with the morals of the populace.—*Inspector Bleach*: Sir, the current statistics do not give you a clear indication of the hooliganism that goes on. I will not name places, but if I told you I know there are places with 28,000 population and only two policemen on night duty, you realise then the vulnerability of that particular place.—*Mr. Callaghan*: I would not like you to think, Sir, that is by any means the worst. I have something just put into my hands on one of our cities where the population is 92,000 and on Good Friday at 6 a.m. in the morning there were two constables patrolling, and this morning, Sir, at six o'clock there were four constables patrolling.—*Sergeant Murray*: Could I ask finally on this subject of manpower shortage if the Commission would look at the point of view not only of the morale of the public where there are few policemen on show, but the morale of the individual policeman? You rightly said we lay great stress on the beat system

and indeed we do, and we say that is the answer to most of the problems. If you look at the urban areas and try to visualise a particular police area being divided into, shall we say, 15 beats, when that force is up to strength it means six o'clock in the morning and again two o'clock in the afternoon, and again ten o'clock at night, 15 policemen go out each on to his own beat and this policeman will do that regularly for a month or what the period is. It means he gets to know his beat, takes a pride in the crime he prevents, and he has various professional techniques he can employ. He gets to know the people who live there and they know him. But the position where a man goes out on three or four beats because some of his colleagues are missing, has a great effect on the morale of the policeman because he just has not time to think of the techniques and he is trying to get a quart of ability into a pint of material.

592. *Mr. Hale*: About the ecology of crime, I think you are running into three or four special difficulties. Most of us going into the question of penal reform have found comparative figures are really not reliable. The indictable offence is termed quite differently, whether compulsorily or optionally indictable. Secondly we find sometimes one offence is attributed to more than one man and in other cases where a man has committed many offences they are included. Thirdly of course there is the point, if there are not many police about, there may be quite a percentage of unnoted, undiscovered, unreported crimes: and going into ecology, quite apart from ports and so on which have their special features, the most careful study on the ecology of crime was done in connection with Croydon and did disclose some rather surprising and suggestive things. For instance, the parents whose occupation took them away from home may have families more attracted to crime than those whose occupations leave them at home every night.—*Mr. Callaghan*: Sir, we will try to produce this paper.

593. *Chairman*: Do you think we have given you a fair opportunity,

subject to hearing those who take a different point of view with regard to London allowances?—Yes, Sir, I think you have brought out, if I may say so, with your examination every point that we wish to make that was in our document, and I do not think there is really anything I want to add.

594. *Chairman*: Thank you very much. You have with you, I believe, Constable Webb, is that right, and Constable Hall, who want to speak on this London subject? The Federation was perfectly prepared to include one document with its evidence and that is the document enclosed in the memorandum and it is from the Metropolitan Police Joint Executive Committee, who are represented by Sergeant Murray and Constable Webb. Then the other document is from the City of London Joint Branch Board and they are represented by Inspector Hogben and Constable Hall. Let us take the Metropolitan Force first, shall we? You tell us that the principle should be continued. You say there is a London allowance of £20 per annum paid to Constables, Sergeants, and Station Sergeants, and you record the reasons given for the original award of £10 recommended by Lord Oaksey's Committee. It is non-pensionable but I suppose it attracts income tax?—*Inspector Biggs*: Yes, Sir.

595. Then you refer to the Civil Service Royal Commission and you give the views of your Committee. May I take these points (a), (b), (c), (d)? The first is that your Committee, Sergeant Murray, requires provincial differentiation applied to the police service in a proper manner?—Yes, Sir.

596. The word "it" in the beginning is your Committee?—That is the Committee, Sir.

597. But you have never had an opportunity of negotiating settlements reached on the London Allowance?—That is so, Sir.

598. Is that really saying you take no responsibility for having agreed £10 or £20?—Yes, it has been thrown on us, Sir. If I could enlarge on that, we have never had an opportunity to go to

the negotiating machinery to negotiate on what we claim is a regulation, although we would point out that the regulations governing all other allowances have been taken by our National Committee to the negotiating machinery, whether it is plain clothes allowance, rent or cycle allowance; everything but London allowance has been taken to the negotiating machinery but we have felt frustrated on this.

599. Why is that?—We would say it is a constitutional defect, Sir, in that although we are a very large minority, 20,000 establishment—together with the City of London would make us about 21,000—we have not the facility to put matters concerning us on the agenda of the Police Council.

600. Then your third point is that it should, whatever it be, be pensionable.—That is so, Sir. I would point out first of all that the allowance itself is traditional. Indeed the question was posed this morning, how many walks of life, how many occupations have the London allowance, and I would have thought it was more difficult to find one that did not. We would say it is overwhelmingly traditional and where you have a London weighting in a profession or occupation where the pay itself is pensionable we find, as with teachers, civil servants, the weighting allowance is also pensionable.

601. And then you say it ought to go to the higher ranks, all ranks?—Perhaps I could explain the difficulty. The London allowance under regulation 38—£20, unpensionable—is paid only to ranks below inspector, but the inspectors and chief inspectors in the two London forces are in the position that their rates of pay differ from the national rates of pensionable pay, and they have at the moment a £30 lead, and the position is that we look on the £20 London weighting allowance as being traditional for various facets of cost of living, etc., and we therefore think inspectors should attract that allowance in the same way as sergeants and constables do. It seems to be quite clearly laid down that their £30 lead

and rate of pay is for duties and responsibilities which they would claim in London are higher than those of their colleagues in the provinces.

602. That is queried in your memorandum, the inspector is queried?—Yes.

603. In your final paragraph you say you would be happy to give oral evidence in support of this claim. Might I see whether we can get some of your evidence by way of answers to questions. A very important part of the reasons for the London allowance in other occupations is the cost of housing. That part of it is already dealt with in the police service?—It is at the moment, but the rent allowance regulations now are rather complicated. It can, and indeed there was a period, where three or four other police forces in the country were enjoying exactly the same level of maximum rent allowance as we were in London. That was only rectified, there was a time lag of about three months I think; but it is possible now for other parts of the country whose forces have a case to make out specifically on rent, that they could come up to our level, but we would agree there probably is in outside occupations some measure of high rent in their London weighting.

604. What are the other elements in London life that make you say there ought to be a London Allowance?—We would think, whatever the elements are, and we would agree the difficulty of naming them, we would say that they seem to be present for all these other occupations, teachers, civil servants, local government officials.

605. But they have not got a rent allowance?—But they have a much higher London allowance, so we would think, whatever the elements enter into it, that travelling is one of the things that must come in. When you look at travelling, I think it is fair to say you must not only look at the one shilling or one and sixpence bus fare, you must look at the hour or the hour and ten minutes it takes to go for that amount of fare in London, whereas you might go twice as quickly in even one of the

bigger cities. Buses are notoriously slow at certain times in London, and travelling is not easy.

606. If I were arguing your case, I would say not only the policeman's own travelling but all the travelling of his family.—Then there is the entertainment of the policeman and his family which we would like to put on a level with our provincial members. We look upon it that if we get the same rate of pay as they get, we are slightly worse off.

607. But you have got much better entertainment—*Constable Webb*: It is a fact that entertainment costs a lot more in London, due I think to the fact that the average seat in the provincial areas is much lower in price than it is in London. Even if you take places of entertainment outside the West End, if you take the time taken travelling and the cost of travelling, it costs him much more. There is another point that in all these occupations it is difficult to find one that has not attracted a London rate of pay, and we find if we have to call on anyone to do a job for us we have to pay at an extra rate, because he himself is attracting the London rate of pay. If I had somebody in to do a job for me—I do not, because I could not afford it—but if I had to get someone in to do a job I would have to pay a higher rate because the man is getting so much an hour more than anyone in the force is getting on his national rate of pay. That is one of the points, and it has been mentioned in the main document, about the shortage and retaining men in police service. You will find that in the figures in the Metropolitan force, we find that they just leave London, they go to the provincial forces despite the fact that they have a lead of £20 in London. Our estimated deficiency actually based on the Dixon Working Party which inquired into the Metropolitan police does show that there is a deficiency of something like 25 per cent., and not this 12 or 14 per cent. These figures are not accepted by the Home Office, because they thought being under strength they would have to make a new establish-

ment. But I think you will find we have actually got a deficiency of 25 per cent., and the number of young men who leave the Metropolitan force for the provinces is astounding. One of the reasons for this might be housing. Although there is a rent allowance it is very difficult still in London to get a place at 62s. 6d. per week.

608. You may tell me quite correctly that we can find out for ourselves the list of the occupations which have a London or provincial differentiation, and that it is unnecessary for you to give it to us.—I have here an old Ministry of Labour Gazette of November 1958, which gives

609. I do not think you need trouble about that, as the Secretary tells me he can quite easily get a copy. Are you wanting this £20 to be increased proportionately to the basic pay of the constable?—*Sergeant Murray*: This is a debatable point. We would hope first, so far as the Metropolitan police are concerned, that the nature of the allowance would change from non-pensionable to pensionable, and that you would bear in mind the conditions prevailing when it was first awarded, and that was in the very bad economic times, as Mr. Callaghan pointedly made out earlier on today, and that you would bear in mind that there had been no adjustment since 1951.

610. Is it not 1954?—I beg your pardon, 1954. We would hope you would take those factors into account and give some broad indication as to whether you thought differentiation was justified so far as London is concerned.

611. One does not want to hurry over any points, but this is getting very much into detail.—*Constable Webb*: If I may say this at this stage, since 1948 this has been the source of more frustration and friction within the police service than any other single item. There have been arguments and discussion on the constitutional rights of minorities, and we feel that you could give us a lead to end this friction and frustration by saying in your deliberations whether you consider there should

be a London rate of pay in fact or whether there should not be a London rate of pay, and that is the reason we have submitted this to you. We feel that because of the points made by my chairman there should be a London rate of pay, and what we do ask most specifically is that you should help us to remove this friction and frustration.

612. Could we pass now to the City representatives. It is a fact that your establishment in the City was greatly reduced.—*Inspector Hogben*: From 1,161 before the war to 980 now—180 under pre-war strength.

613. You reach under the heading of pay something very similar to the conclusion of the Federation when you say at least 40 per cent., but I think we are dealing now only with the London allowance. There are references to Regulation 38; I do not think we have Regulation 38 before us.—It says the allowance shall be paid to the constables and sergeants of the two London forces.—*Mr. Callaghan*: Would you like the actual words—"Sergeants and constables who are members of the City of London Police Force or the Metropolitan Police Force shall be paid a London allowance at the rate of £20 a year."—*Inspector Hogben*: Oaksey said it was to be non-pensionable, and of course all allowances are non-pensionable.

614. But in addition to £20, you want at least £52.—We do want it considerably increased in view of the costs of travelling. We would want an increase up to about £52. There is an unusual position in the City of London in that there are only 30 residences, 30 married quarters within the city, and the cost of rent is so high. When building started soon after the war the Commissioner approached the Corporation with regard to allocating some of their houses or flats to policemen and they were unable to agree to that, and the system was that they agreed to buy houses for us, and they were going to try to buy them as near as possible, but it so happened they had to buy them in the Mitcham area, which is 9 or 9½ miles away. That increased the travelling for the average

individual, and there are round about 100 police now, 50 in the Mitcham area and others nearby, and the average man must travel an hour or an hour and a half before he does his tour of duty, and it takes the same amount of time to go home, and the price of the rail fare is 3s. 2d. a day. We feel that the average policeman, the rural policeman for instance, the majority of policemen, do not have to put their hands in their pockets to this extent out of their wages, and this London allowance is taxable now, so you can imagine what little does get to the policeman after tax is paid. That is really the prime object of bringing this to your notice.

615. I think I read yesterday that the Southern Railway fares are going up?—Yes, again.

616. Of course it is not the daily rate so much as the season rate.—It is a well-known fact that the price of house property is exorbitant, and if you are trying to buy a house near the area you may reduce your travelling, but if you try to buy a house nearer the City it means you have got to pay an exorbitant figure, £3,500 I should say, and we have got people who perhaps cannot afford the initial payment for the deposit for a house and the consequently high monthly payments, and in view of that they have gone out further into the suburbs, and it does bring their travelling up. We do feel that some of the travelling expenses should be met.

617. How many of these houses are there in Mitcham?—There are 50. We were losing men after the war because we had no accommodation to offer, so we had 150 flats at Fernlea Court, Brixton, which is over 4 miles, which does put them into a 10s. bus fare to get to and from the City a week. We had not got enough accommodation available and the Commissioner was losing men. The men coming in to join the force were transferring or trying to transfer to the provinces, and the Commissioner did try to buy houses to try to stop this, and in addition he also put an embargo to prevent men with less than five years' service leaving or transferring to provincial forces, and that is

the peculiar position in which we are in the City.

618. As I expected, travelling expenses is really the thing you put at the top of your claim?—It is.

619. It is really very comparable with the cost of housing in a big city.—Yes.

620. Why should it not be in the form of travelling allowance rather than fixed for everybody?—We have also taken the time into account. Everybody has to spend a certain amount of time a week, and it would be rather difficult to work, as everybody would be having different rates of pay irrespective of different allowances as regards travelling, and we thought the wisest way would be to have an allowance, to increase the London allowance, which does make up some of the deficiencies of working in London.—*Constable Hall* : If I may come in here ; the most important point with regard to our London allowance is that we do not claim for it to be pensionable—under no circumstances do we ask for that. We ask for the regulation to be extended as much as £1 a week tax free. To suggest travelling allowance in place of the London allowance would only compensate in some way for the amount actually spent on fares ; it would not compensate for the time which is spent in travelling. As we said before, a great number of our men are forced away out into the provinces. I myself have to live in Rainham, Essex, 32 miles away. To do an early turn means leaving home at 5 o'clock in the morning and not getting home until a quarter past 4 at night, and that also means I require an additional meal during the day time at work, which I would not be normally called upon to pay.

621. I suppose you yourself did choose to live in Rainham?—Only because I could not find anywhere suitable in the London area to live, Sir.

622. That is a big statement, that there is not anywhere nearer than 32 miles.—I could possibly have come

in nearer, but not to find accommodation for my wife and family which I should want.

623. *Sir George Turner* : Why is it that the London allowance issue has been excluded from the negotiating machinery?—It is through no fault of ours so far as the London section is concerned. We bring it to our national committee and they put it before the committee, and they have decided over the years again and again not to take it to the Police Council. I can only hope that fact would strengthen our claim.

624. I cannot understand this. This is an established allowance, you are not asking for something new, you have got it given as part of the arrangements for pay and allowances for the force, why cannot you deal with it through your own machinery?—*Sergeant Murray* : It is the mechanics of the constitutional machinery that only the constituent members of the Police Council can put matters on the agenda for discussion.

625. Are you not a constituent member?—No, London is not.

626. Then there is something wrong with the machinery, surely ; if London is excluded from a hearing on its own particular issue, surely there is something wrong with the machinery—We could not agree more, but we have to adhere to national policy on most things.

627. Could the Federation say whether that is your view?—*Mr. Callaghan* : Perhaps I ought to answer. There is no section of the service as a section included in the machinery. It is true the Metropolitan Force is excluded, but so are the county forces, and so are the city and burgh forces. The Police Council Staff Side is made up of representatives of ranks—not representatives of Forces, i.e., inspectors, sergeants, constables. The reason that the Staff Side has not been willing to put this on the agenda is that Oaksey when he was recommending the setting up of negotiating machinery said the Staff Side should, as in all negotiations, speak with one voice. And that must be so. There

are majorities and minorities on a number of important matters concerning our conditions of service, but we reach a conclusion on them, and it is sometimes a very unsatisfactory conclusion to the minority, but on the whole this is the way in which wages negotiations have been conducted in industry for many years, by both sides.

628. Is this not a case of the Federation suppressing one of its major issues?—That is exactly what the Metropolitan members say, and they will be cheering everything *Sir George Turner* is now saying. But I can only say that this is the normal method by which negotiations proceed, and we do not have arguments among members of the same team who are sitting on one side of a negotiating body. I can assure *Sir George Turner* the Official Side never come before us with their county councils arguing against their cities and boroughs and both of them arguing against the Home Office. That would be a very attractive thing for us if they did, because then we should be able to divide and rule.

629. *Chairman* : Here is a £20 allowance which has been in existence since 1954.—It was in 1948, Sir, it was £10 originally and then £20.

630. It has been £20 since 1954. The effect of the refusal to put it on the agenda has been to maintain it as £20 without further alteration?—Yes, Sir.

631. The desire to put it on the agenda has been to make it a bigger figure? — *Sergeant Murray* : Not necessarily. We look at the principle of this more than the actual amount of money, and we would say in principle we think we have been let down by the national body on this particular item.

632. On the amount or the pensionability?—On the failure to take it to the negotiating machinery, and we say that in the knowledge that the negotiating machinery, may well have removed Regulation 38 altogether, but we would rather they did that in a constitutional matter and gave us our just deserts and let us have our voice at the proper level.

than arbitrarily to decide as a committee whether we would take it to the Police Council or not.

633. It is a curious situation that the majority disagree that there should be any allowance and yet they are maintaining the existence of the allowance.

—*Mr. Callaghan*: After all there is a natural reluctance to take away from people something they have already got. This decision has been reinforced by the annual conference of the Federation where the issue has been decided every time it has come up, and the Joint Central Committee can only act on the instructions of the annual conference. That is what is laid down. So we are bound by the instructions we get from them. I must also add this, on the merits there are a great many other claims which odd groups might like to make, but it is the function and purpose of the negotiating committee set up by Oaksey that there should be a voice for the service, and that does imply that there must be a majority at some time or other, however unfortunate it may be for the minorities that are concerned.

634. *Sir James Robertson*: There would seem to be a slight inconsistency in the fact that this cannot be taken through the normal procedure but has to be made manifest to the Commission itself. It is a little distressing for us to see the wounds, as it were. It is a very long-standing matter, and I wonder, with respect, if there has not been a certain lack of consistency in the procedure—We voluntarily offered to include the London statement in our evidence, and for this reason; we say when we are negotiating we must speak with one voice, just as the Official Side speak as one. But we are not negotiating now, we are giving evidence to a Royal Commission. We feel a Royal Commission is entitled to know all the facts, however painful. But I may say the wounds are more superficial than real. I do not mean the London members do not take their case seriously, but I can assure you on every other subject we manage to work with a great deal of harmony.

635. *Dr. Macfarlane*: The London allowance is purely and simply on costs; it is nothing to do with duties, is it?—*Sergeant Murray*: I would answer that by saying we do not know. In respect of the inspectors' £30 lead it is specifically for duties and responsibilities, but when the Oaksey Committee awarded the £10 and created Regulation 38 they did not specifically say that it was for the cost of living. But I can give a lead in this and point out that if a policeman in London is suspended from duty whilst there is a disciplinary inquiry, it is laid down in the regulations what his remuneration shall be during his suspension. In such a case he gets two-thirds of his pay plus certain allowances, rent allowance, and London allowance is one of the allowances which he gets; that continues, whereas the allowance for detective duty would cease. So again I think I can fairly say that every indication would show it is a cost of living allowance and not related to duties. We have never claimed that our duties are more onerous or important than those of our colleagues in the provinces.—*Constable Webb*: On the point of the Oaksey recommendation of a London allowance of £10, they did say they felt policemen in London needed something more to bring them level with members of other forces, and that is all the lead we have on the introduction of the London allowance.

636. *Sir Ian Jacob*: You are talking now entirely about London, but there are other big cities. Is the opposition on the part of the majority of the Federation to the London allowance based on the fact that if London gets this so should Birmingham, Glasgow, Manchester and Liverpool, or is it the principle that nobody should get more than anybody else?—*Mr. Callaghan*: It is not on the principle that nobody should get more than anybody else. It is on the principle that it is impossible in practical terms to distinguish between the relative advantages and disadvantages of life in a city or life in one of the remote areas, and there are many factors, such as the value of the job

itself to be put on both sides of the equation. It is not my job to put them at this moment, but some of them I think we put this morning. That is why we say you ought to take the broad view of the wages structure and reach a broad conclusion. Who is to assess, for example, the difference between living in London and travelling every day, and living in a country police station where you are on duty literally for 24 hours of the day and your wife may be asked to answer the telephone to take messages for you and do all sorts of things like that? There are so many questions here that we came to the broad conclusion that the duties are the same and that it would be in the interests of the service that it should be left that way.

637. *Chairman* : The Home Secretary is your police authority?—*Sergeant Murray* : Yes, Sir.

638. Is he not in a position to put anything up?—We approached him on more than one occasion and told him through our normal Staff Side machinery and put the problem to him as our police authority and invited him to introduce it into the agenda. He has so far declined. He has dealt with the matter on the annual conference platform; the last time was in this hall in November, 1958 at our last annual conference, when he did beseech us to settle this domestically and not to bring him in in his dual capacity as Minister and police authority.

639. It makes it very difficult; after all, he is also the police authority.—*Mr. Callaghan*: He is the final authority for the police throughout the whole of Britain, and of course he would be incurring considerable opposition from the provincial police if he were to

accede to the view of the London members. It would put him in a difficult position.

640. This lead for inspectors in London, that is definitely based on duties?—*Sergeant Murray*: It is based on duties and responsibilities.

641. Why have inspectors in the Metropolitan Force greater duties and responsibilities than those living in the provinces or in rural areas?—You might get the historical reasons in Desborough; but we have got Inspector Biggs who is the secretary of the Metropolitan inspectors, and I did ask him to come along hoping, if you wish some details as to the history of the thing, he might give you some information.—*Inspector Biggs*: As Mr. Murray says, this was introduced, and it has always been accepted by the succeeding Commissions that it should be so, and it appears to have been based on the fact that the patrolling inspector does have more constables and sergeants under his command in the Metropolitan Force than in the provincial forces. That was one of the yardsticks they used for basing their responsibilities. There has been the pressure of work in the Metropolis; everything is done on a much larger scale, as you will appreciate. It has always been accepted that for the eight hours they are on the pressure is more considerable.

Chairman : I think we have covered all the points we need to at this stage, and I would like to thank you for coming along today.—*Mr. Callaghan*: My last word is this; I am sure the Commission will not forget, in all the colourful controversies we have had about the London rate of pay, the major thing that we are concerned with is the level of the national rate of pay.

(*The witnesses withdrew*)

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Royal Commission on the Police

MINUTES OF EVIDENCE

3 (Part II) **4** (Part I)

Third Day, Tuesday, 26th April, 1960

Fourth Day, Wednesday, 27th April, 1960

WITNESSES

Superintendents' Association of
England & Wales

Association of Scottish
Police Superintendents



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MINUTES OF EVIDENCE

TAKEN BEFORE THE

Royal Commission on the Police

THIRD DAY (Part II)

FOURTH DAY (Part I)

Tuesday, 26th April, 1960

Wednesday, 27th April 1960

Present:

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

MR. J. C. BURMAN	DR. J. W. MACFARLANE
LORD GEDDES OF EPSOM, C.B.E.	MRS. M. A. RICHARDSON
DR. A. L. GOODHART, K.B.E., Q.C.	*SIR JAMES ROBERTSON, O.B.E.
MR. C. L. HALE, M.P.	MRS. K. RYDER RUNTON, C.B.E.
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Q.C., M.P.	SIR GEORGE TURNER, K.C.B., K.B.E.
SIR IAN JACOB, G.B.E., C.B.	

MR. T. A. CRITCHLEY (*Secretary*)

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

*3rd day only.

Memorandum of Evidence on the Fourth of the Commission's Terms of Reference submitted by The Superintendents' Association of England and Wales and The Association of Scottish Police Superintendents

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The Police Council for Great Britain and its various Panels is now the accepted and responsible method of negotiation in relation to remuneration and conditions within the police service.

We assume, therefore, that recommendations or findings of this Royal Commission will subsequently be the subject of negotiation at Police Council for Great Britain level.

As this term of reference is of common interest we considered it to be expedient for the Superintendents' Association of England and Wales and the Scottish Superintendents' Association to submit joint evidence.

The evidence submitted hereafter expresses the considered views of both Associations.

INTRODUCTION

So far as possible the contents of this Memorandum have been confined to matters relating to the Fourth Term of Reference. In certain instances, however, it will be noted that some of the points raised are also relevant to the other Terms of Reference of the Royal Commission. In our view such matters have a direct bearing on pay and they must be stressed in our evidence.

Obviously, much is likely to be heard from all interested parties on the vital question of recruitment—particularly in relation to the quality of the recruit and shortage of suitable applicants for appointment. Superintendents feel they have a special part to play in this Inquiry as they, perhaps more than any other rank, are in a position to express opinions on these problems from their experience over a long period of years. We have, almost without exception, served in all the ranks from constable and can speak from actual experience of the major difficulties confronting the police service today.

It may be argued that Superintendents are biased in their views by the memory of their own era; but we have tried not to be. In any case, we are not biased by any allegiance to the present day entrants—for we do not represent them directly as an Association, neither do we have to justify having been responsible for their appointment except, possibly, in the Metropolitan Police.

We desire to avoid becoming too deeply involved in statistical factors and intend to confine our remarks to fundamental issues. We recognise, however, that statistics cannot be completely ignored.

Certain information is given later which we consider has a direct bearing on the problems under review, but our research has been confined generally to the forces which are represented on the Executive Committees of the two Superintendents' Associations.

RETROSPECTIVE SURVEY

1. Since the first World War, there have been two major Inquiries into the pay and conditions of the Police Service—The Desborough Committee in 1919 and the Oaksey Committee in 1949. In addition, a Royal Commission on Police Powers and Procedure submitted a report in 1929 and, whilst its functions did not concern pay and conditions, the Commission expressed strong views on the high standards expected from members of the police service.

2. Although the contents of these reports may be well known to members of the Commission we feel that special attention should be directed to the extracts shown in Appendices I, J, and K. At the risk of over-emphasising, we have taken the liberty of underlining some of the passages of the extracts which we feel are of special importance or upon which we desire to comment later in our evidence.

3. Although the Desborough Report falls short of many of the requirements of present day standards, it was, in 1919, an accurate assessment of the responsibilities and quality of the service personnel. So far as we are aware no one in authority has ever challenged the accuracy of the Report, but many have emphasised the importance of maintaining those high standards.

4. When assessing pay the Desborough Committee took account of certain advantages which were not shared by the ordinary worker (see Paragraph 33 of Appendix I). All these advantages were of great importance to a recruit joining the service between 1919 and 1939. The Desborough scales of pay were fixed at a level which placed a constable in his rightful place in the community; his job was secure throughout all the depressions of the 1920's and 1930's; he had the added privileges of a good pension scheme and paid holidays. Few other ordinary citizens enjoyed such advantages.

5. During those years the numbers leaving the Service, other than on pension, was extremely small. Vacancies in establishment were almost negligible—in fact lengthy waiting lists for appointment to the majority of forces were commonplace.

6. Under present day conditions security is no longer a major attraction to those joining the service. Provision is made for all workers in times of unemployment; almost without exception employees enjoy holidays with pay; State and private pension schemes are available to almost everyone. We would point out that many workers now enjoy distinct financial advantages over police personnel in the form of incentive bonuses; profit sharing schemes; private use of cars provided for business purposes; and other hidden emoluments.

7. We acknowledge that the provision of a house, or allowance in lieu thereof, is less common in other walks of life, but there are many reasons why full account should not be taken of this emolument. Houses are provided by the police authority for the great majority of men in County Forces and to an increasing extent in Cities and Boroughs. In such cases the men have to live where the authorities decide and they have no control over the size or type of house.

8. In rural areas particularly the houses are used as Stations for the convenience of the public, with consequent disruption to family life by frequent visits by the public for information and acceptance of telephone messages. Not only does the Constable have his off duty periods disturbed but, when on duty, his wife becomes an unpaid servant—dealing with callers and telephone messages in the absence of her husband.

9. He has no security of tenure and is liable to be moved at any time, often at great inconvenience to the rest of his family, with all the consequential disturbance to school life and other domestic arrangements. At the end of his service he is faced with the problem of finding somewhere to live. He is invariably forced to purchase a house at the existing high prices as the prospect of renting a local authority owned house, or other type of house, is extremely unlikely.

10. The Oaksey Committee in their Report (see Paragraph 19 of Appendix K) said:—

"we are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less."

In our view this is an understatement. It must be obvious that better educated and more highly trained men are now needed to meet the every increasing complexity of police work.

11. The Oaksey scales of pay in 1949 failed completely to meet the changed situation. The service had great hopes that the recommendations of the Oaksey Committee would place its members in the position they had previously enjoyed.

12. No doubt, the inadequacy of the award was conditioned by the national economic crisis prevailing at the time. The award was made in the light of the Government policy described in the White Paper on Personal Incomes, Costs and Prices as was stated in the Committee's Report (see Paragraph 66 of Appendix K). Coupled with this restriction, there was full employment in industry; the "welfare state" had arrived and practically everyone enjoyed the facility of holidays with pay. In short, the value of the earlier attractions of the police service had largely disappeared. (See final paragraph of Appendix K.)

13. We recognise that in the year following the implementation of the Oaksey Committee's recommendations for increased remuneration there was a slight improvement in recruitment and wastages were not so heavy. Unfortunately, this was of a temporary nature and, in our considered opinion, emphasised the complete inadequacy of the award.

14. Since 1949, there have been several pay increases, improved conditions of service; and slight relaxations of the personal restrictions placed upon members of the police service. Despite these changes there is still a dearth of suitable applicants. Men are leaving the service in increasing numbers—particularly early in their service for more remunerative or congenial employment.

15. Relationship with the general public is considered to have reached the stage when a Royal Commission is necessary to examine the problem.

16. Varying views have been, and will be, expressed on the difficulties of recruitment. Some will say that the pay is inadequate; some that the working conditions, i.e. irregular hours, shift, weekend, Bank Holiday workings, etc., are primarily the cause; and others that there is a reluctance to join a service which often places a member in conflict with his friends and acquaintances.

17. It will also be argued that so long as there is full employment nothing can be done to improve the present position. We think all these arguments may be well founded and that each has some important bearing on the difficulties now facing the police service.

18. Pay, of course, could easily be adjusted from time to time but a more realistic approach must be made by all concerned if adjustments in the pay structure are to be effective. All negotiations in recent years have, to a great extent, been conditioned by the Oaksey Report, and it is, indeed, unfortunate that the award made by them bore no relationship to the views they expressed on the increasing responsibilities and the higher standards of efficiency expected of the service (see paragraph 10, ante).

19. The same, however, cannot be said of working conditions in the service so far as irregular hours, shift, weekend, and Bank Holiday workings, etc., are concerned. These conditions present many problems. In 1955 the working week was reduced from 48 to 44 hours. It has been impossible in many forces to implement the reduction in weekly hours.

20. Owing to manpower shortages a large proportion (estimated at 40%) of the existing police personnel are still working the 48 hour week. Many of those forces who have instituted the 44 hour working week are, in fact, doing so at the expense of public safety. In some forces in England and Wales no appropriate increase in establishment has been made to cover the deficiencies created by the reduced working week.

21. The present trend in industry appears to be a further reduction in working hours on a five day basis. A 40 hour week in the police service would, no doubt, have some appeal to prospective candidates but this could not possibly be achieved unless more recruits are forthcoming and establishments increased.

22. So far as shift, weekend and Bank Holiday working, etc., are concerned, we are certain everyone with any knowledge of the requirements of the police service will appreciate that these cannot be avoided. These conditions, irksome though they be, are a necessity and accepted as an integral part of an efficient police service.

23. If the basic principle of police duty, i.e. protection of life and property, is to be maintained the present restrictions on the private lives of the members of the service must remain unaltered. From the institution of the police service the ideal protection for public and property alike has been a 24 hour-day beat coverage. Extended use of motor vehicles, wireless and other aids have been tried. Undoubtedly these aids have increased efficiency when superimposed upon beat patrol, but they are no substitute for the 24 hour beat coverage.

24. "Reluctance to join the service" is a human problem. This can be overcome by raising the status and quality of the policeman to such an extent that he would find pride and pleasure in public service. It is important that he should never be embarrassed or humiliated by a feeling of inferiority when dealing with members of the public.

25. We are convinced, after the most serious consideration, that the only positive step which can be taken to meet the difficulties we have expressed in Paragraph 16 (ante) is to improve the pay and career structure of the service. This must be done in such a way that not only is the member adequately paid for the duties he is performing but he must feel that he is being suitably compensated for all the irksome irritations to his domestic life.

We now desire to emphasise certain matters which we consider to be of vital importance.

ESTABLISHMENTS

26. Appendix 'A' gives details of the establishments of the 18 forces which are represented on our two Executive Committees. We consider these forces represent a good cross-section of large and small cities, boroughs and counties in England, Wales and Scotland and, in our view, give a reasonably general over-all picture.

27. It will be noted from Column 4 of Appendix 'A' that the number of actual vacancies is high in the larger forces—particularly those in industrial areas. To consider vacancies purely on numbers alone is, in our view, creating an erroneous

impression of the true position. We contend that a force with 200 vacancies in an establishment of 2,000 is, in effect, in no worse a position than a force with 10 vacancies in an establishment of 100.

28. In many forces no increase in establishment has yet been granted to compensate for the loss of manpower following the introduction of the 44 hour week. A reduction in the working week from 48 to 44 hours is equivalent to one-eleventh (or approximately 9%) of authorised force establishment—Column 5 of Appendix 'A' shows the approximate additional numbers required to meet this need in forces included in our survey.

29. It is also true to say that the majority of forces need further augmentation to cover—

- (a) the increasing duties due to traffic and other added responsibilities ;
- (b) large development areas ;
- (c) increased population ; and
- (d) spread of population for which no adequate provision has been made.

So far as is possible an estimate of these deficiencies is shewn in Column 6 of Appendix 'A'.

30. Column 8 of Appendix 'A' gives the estimated percentage total deficiencies in each of the forces based upon the actual establishments in 1959. In our opinion this is a fairly accurate indication of the actual strength position. It will be noted from those percentages that many of the forces which show relatively small numerical deficiencies at present are, in fact, seriously undermanned. This clearly indicates that deficiencies are not confined to a few large conurbations only.

Employment of Civilians.

31. It is true there has been a considerable increase in the use of civilian manpower and within reasonable and sensible limits this can be justified. It would be inaccurate, however, to assume in all cases that civilians have been employed purely to replace policemen. In many cases, the increased establishment of civilians has been necessary to cope with the increased volume of office and clerical work, and the provision of personnel to man new departments such as wireless, communications and information rooms.

32. Even in those cases where civilians have been engaged to perform duties hitherto done by policemen, it cannot be assumed in each case that one civilian is the equivalent of one policeman. Civilian clerks invariably work a 5 or 5½ day week of 38 hours ; whereas police personnel have to cover evenings, nights, weekends and Bank Holidays. Furthermore, civilians do not, of course, provide a reserve strength for the performance of ordinary police duty.

33. We accept the wisdom of employing civilians on duties which do not require police powers and for which their previous training fits them. It must be stressed, however, that the police service has not benefited by the release of police officers for the performance of police duties to anything like the extent which the numbers of civilians now employed might, at first sight, imply. We would further express the view that it would be neither economic nor sound to attempt to make up police deficiencies by a further extension of the use of civilians.

WASTAGE

34. Probably more disturbing than the inadequacy of actual strengths is the colossal wastage which the service suffers each year. Table (i) of Appendix 'B' indicates how heavy the wastage has been over the past five years. Before the war comparatively few men left the service otherwise than on pension and, in our view, this clearly indicates the present rates of remuneration are totally inadequate..

35. Men have little difficulty in obtaining employment in other trades or professions which is more remunerative and under conditions which are less irksome than those of the police service. Under these circumstances it is understandable why men leave the service and they are prepared to sacrifice pension rights and prospects of advancement within the service.

36. The training and fitting of men for service is extremely costly and experience shows, unfortunately, that a proportion of those constables who leave in the earlier years of their service are potential candidates for higher ranks. What is more the service is steadily being denuded of its more experienced men.

37. To qualify for full pension, i.e. $\frac{2}{3}$ of average pensionable pay a member must complete 30 years pensionable service. Table (ii) of Appendix 'B' reveals that many members are leaving the service after the completion of between 25 and 29 years' service.

38. We are convinced that in the majority of cases they retire—not because they have lost their interest in police work—purely for economic reasons. With sufficiently high pay we are sure that many of these older men would hesitate to leave the job they really enjoy. We are not alone in these thoughts, and in support of this we quote an expression of opinion reported in the "Police Review"—issue 1st January, 1960:—

"LOSS TO INDUSTRY"

The Coventry City Force has lost all its senior officers except the Chief Constable to industry during the past six months. This was stated by Councillor A. J. Waugh, the chairman of the Watch Committee, in a press interview during which he welcomed the appointment of the Royal Commission. Had it been allowed, he added, they would have paid the officers more to stay, because the steady drain to industry was most serious."

39. Table (iv) of Appendix 'B' gives a summary of the wastage of personnel for the years 1955 to 1959, inclusive. It will be seen that in this period of 5 years percentages of between 21% and 42% of the 1959 actual strength of the 18 forces have left the service. If this position continues in the future the number of really experienced men remaining in the service will be very small indeed.

Statistics for the whole of England and Wales show that the national wastage over these years is 30.5%.

40. Table (v) of Appendix 'B' shows the reasons given by those men who resigned their appointment before the completion of 25 years' service. Given below, expressed in percentages, is a summary of those reasons:—

More remuneration or better post	...	41%
Dislike of shift-working or police work	...	19%
Domestic reasons	...	11%
Lack of promotion prospects	...	—
Housing difficulties	...	—
Emigration	...	7%
Health	...	1%
Returned to H.M. Forces	...	1%
Discipline	...	5%
Transferred to other forces	...	10%
Probationers services dispensed with	...	5%
Not known	...	—

RECRUITMENT

41. Deficiencies in manpower and wastage presents a serious problem ; but Superintendents are equally concerned about the quality of the men being recruited.

Educational Qualifications

42. Between the two wars recruiting presented very little difficulty. There was widespread unemployment and police pay compared more than favourably with many other professions and craftsmen in industry. Many young men with high standards of educational attainment were unable to find situations in their chosen careers.

43. In consequence they made application for appointment in the police service. This created a competitive element for comparatively few vacancies and Chief Constables were able to select the very best men.

44. During the 1930's it frequently happened that twenty or thirty candidates sat the entrance examination to fill one solitary vacancy. Unless a candidate could complete papers showing a result of almost 100% in all educational tests he could entertain little hope of appointment.

45. The position is very different to-day. Firstly, the number of applicants having academic attainments, or from persons holding professional qualifications, is very low. The great majority of applicants are young men who, despite better opportunities under the modern education system, have failed to achieve the desired standard of education (see Appendix 'C'). Consequently, only very few of these applicants measure up to the standard required in the police service.

46. In many forces educational standards have, by force of circumstances, been lowered in order to meet the desperate need for recruits. We know this statement may be challenged but we are convinced it is generally true. The lowering of the educational standard is apparent in the preparation of their police reports. This contention is further borne out by the comparatively low percentage of men who are now successful in the promotion qualifying examinations, despite the increased facilities for instruction at force level. Many forces arrange instruction in the form of force lectures which are designed to assist the candidates in their studies for the promotion qualifying examinations.

47. The opinions expressed in paragraphs 42 to 46 are, we feel, substantiated by the following examples :—

Yorkshire (East Riding)

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	64	49	44	32	38	32	44
Total number appointed	6	9	20	22	16	13	15
Percentage of applicants appointed	9 %	18 %	45 %	69 %	42 %	41 %	34 %

Sheffield City

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	541	469	87	148	127	172	223
Total number appointed	35	33	54	60	67	72	86
Percentage of applicants appointed	6%	7%	62%	41%	53%	42%	39%

Inverness County

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	No Record	48	18	13	10	12	11
Total number appointed	No Record	5	9	6	5	5	4
Percentage of applicants appointed	No Record	10%	50%	46%	50%	42%	36%

Glasgow City

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	No Record	2094	523	564	459	1047	927
Total number appointed	No Record	147	112	136	88	177	197
Percentage of applicants appointed	No Record	7%	21%	24%	19%	17%	21%

Metropolitan Police

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	No Record	No Record	3589	3307	2716	3034	3047
Total number appointed	1268	832	1383	1758	1575	1377	1345
Percentage of applicants appointed	—	—	39%	53%	58%	45%	44%

We are convinced if a case study was made of all forces a similar position would be revealed.

Physical Qualifications

48. We should be failing in our duty if we did not express concern about the lowering of physical standards. Before the war the accepted height standard for most forces was 5'-10"—in fact many insisted on 5'-11" and 6'-0". At the present time forces are recruiting men at 5'-8" and 5'-9" in considerable numbers—particularly the larger forces.

49. It is readily agreed that many years ago much emphasis was placed upon physique—particularly the height standard. However, in more recent times greater reliance has been placed upon good education and intelligence and less on physique. We feel that whilst intelligence and courage can play a great part, a policeman of good physique has an immediate psychological advantage. There is no doubt at all that a return to the higher standard of physique would have a beneficial effect in every way.

50. As is the case with so many other trends in this modern age, we feel that we have, possibly, gone too far to the extreme with regard to physical standards.

Age on appointment

51. There is an increasing tendency to appoint men at 19 years of age and we doubt whether this trend is in the best interests of the service. Before 1939 recruits were seldom appointed below the age of 21 years. Our research revealed the average age on appointment was 22/23 years. In those days recruits had left school between the ages of 14/16 years and had benefited by several years' experience either in the Armed Forces or in other occupations. During the years between leaving school and appointment they had the opportunity of broadening their outlook and, thereby, becoming more mature.

52. Those men who were appointed immediately after the 1939/45 war had, almost without exception, served in the Armed Forces and were, in consequence, mature in their outlook. They were accustomed to wearing uniform and, generally, were level-headed, confident young men. At that time industry was not sufficiently harnessed for the change to peace-time production and was unable to absorb them. In consequence there were more men of the required standard available for recruitment in the police service.

53. This is not so to-day. National Service has ceased and young men are being appointed at the age of 19 years—in some cases direct from school. Reports by senior officers frequently express the view that the younger constables are "too boyish"; "immature"; or "lacking in confidence".

54. We appreciate these comments are not all-embracing and there is a place in the service for younger men provided they are of the best quality and carefully selected. We are, however, firmly convinced that the most suitable recruits are to be found in the 21/23 years' group and the intake at 19 years of age should be restricted.

55. Much of the Commission's time will be spent, at a later stage, in examining the relationship between the police and the public. Whilst we do not subscribe to the view that there has been any serious deterioration in these relationships we consider it is extremely important that the police should command the respect of the public. It is perhaps a natural and human reaction for individuals to resent being taken to task in respect of contraventions of the law where such breaches are of a minor nature, but we feel the resentment is felt even more keenly when the policeman concerned appears to be young and unworldly.

56. We think consideration might be given to reducing the maximum age on recruitment from 30 to 25 years. Experience has shown that invariably men appointed over the age of 25 years are married and, in many cases, have heavy financial responsibilities to face whilst on the lowest salary scales. If such men remain in the lower rank performing foot patrol duty they find some difficulty in meeting the physical demands in the later years of their service.

57. Some years ago it was possible to find more sheltered jobs in the service for the older men ; but with the advent of civilianisation these opportunities are no longer available. Further, men recruited over 25 years of age cannot complete the requisite service for full pension without exceeding the statutory age limit.

Police Cadets

58. The use of the cadet system as a main source of recruitment is a controversial subject. Of the total recruitments into the police service in 1959 over 27% of the intake were formerly cadets. To recruit boys direct from school and give them a grounding in police work before appointment to the regular force has much merit and is an attractive proposition. We feel, however, that the pay and training should be attractive enough to encourage only the best to apply for cadetship and that only a very limited number of cadets should be recruited to forces. There are disadvantages in this scheme and we would particularly direct your attention to our observations in paragraphs 51 to 54.

Character

59. High moral standards are as important if not more important than other essential qualifications. In fairness to present day recruits it would be wrong to attempt comparisons with their pre-war colleagues. In our opinion integrity transcends all other attributes of a policeman and complete loyalty to the service and the public at large is essential. On and off duty ; under the greatest provocation ; and in all circumstances, a policeman must maintain exemplary conduct. In recent years too little regard has been paid to the "quality of the man" and it is imperative that this Commission should give the greatest consideration to these aspects of a policeman's character.

60. The general attitude towards "service to the community" has changed considerably in all walks of life. Nevertheless it remains a basic fact that a man cannot be a good policeman unless he possesses this spirit of service when he is appointed or, at least, develops it in his earlier years of service.

Service Conditions

61. A policeman must be prepared to perform shift work with hazards to his health ; the moments of physical danger ; the interruption of domestic routine ; the strictest of personal standards off duty ; and the even stricter control of personal feelings on duty. These are exacting conditions which every potential recruit must face and overcome if he is to be of use to the service and public at large.

CONCLUSIONS ON RECRUITMENT

62. If the service is to maintain its high standards of efficiency it must attract more recruits with :-

- (i) an improved standard of education ;
- (ii) better physical standards ;
- (iii) maturity and balanced judgment ;
- (iv) impeccable character ; and
- (v) no objection to shift working with all its inconveniences and dangers to health.

Many walks of life demand one or more of these qualities but few, if any, demand them all. In fact, relatively few people possess all these qualities. It necessarily follows that a comparatively small proportion of the applicants can be accepted.

63. To recruit men of a reasonable standard of education at, say, 21 - 23 years of age is in itself not easy. Many have already entered other professions or occupations where they have undergone training which fits them for their chosen employment. It is necessary, therefore, to attract them from their present occupations.

64. Of course, there are a few who have always wanted to be policemen and would, in any case, enter the service at the right time ; but, in the main, it is imperative the police service should offer pay and prospects not merely equal to those in other employments, but very much higher if men are to be induced to change from their chosen career.

DUTIES AND RESPONSIBILITIES

65. There is no need for us to dwell upon the basic duties and responsibilities of the police. These were outlined by the Desborough Committee ; the 1929 Royal Commission and the Oaksey Committee. They are, indeed, multifarious and heavy ; continually increasing ; and quite incomparable with any other walk of life. The powers placed in the hands of a Constable are so great that only the very best type of individual should be entrusted with the responsibilities and onerous duties of a police officer.

66. Appendices "D" to "G" give comparative figures for the years 1939, 1949 and 1959 in respect of :-

- (a) beat coverage ;
- (b) crime ;
- (c) motoring offences ; and
- (d) road accidents.

Beat Coverage

67. It will be observed from Appendix "D" that the general picture is one of lowering beat coverage. There are two main reasons for this :-

- (i) vacancies in the forces ; and
- (ii) the development of various "aids" to meet modern conditions.

Many forces have been compelled to augment their Criminal Investigation and Traffic Departments. Other specialised duties, i.e., wireless, photography, and dog sections, have taken more and more men from beat duties. All these branches though vitally important to the service are only valuable as an "aid" to and not a substitute for beat patrol.

68. In very few forces has an additional establishment been obtained to cover all these contingences. Beat coverage has, of necessity, suffered in consequence. It is not only imperative that the existing vacancies should be filled ; but also that the existing authorised establishments should be augmented to meet the increasing demands on manpower. It is fully appreciated that in those forces which are below their present authorised establishment beat cover cannot be maintained at an adequate level.

69. As senior officers responsible to a great degree for the protection of the public and property, we feel that the present protection afforded is dangerously

low. The figures shewn in Appendix "D" confirm this view. In almost every case - particularly in England and Wales - the position of fewer men on the beat is revealed.

70. We quote from the 1952 Report of the Commissioner of Police of the Metropolis :—

"The manpower position is really far more serious than the overall percentage shortage would suggest, for when other duties have been provided for, and they have increased greatly in recent years, it is in the men available for beat and patrol duty that the shortage is really felt. Whereas in 1932, 87.6% of the men required for beat and patrol duty were available, the percentage available last year was only 44.6%. Meanwhile the areas requiring detailed supervision have increased enormously, as a result of the greater spread of population in the Metropolitan Police District. Whole new towns have grown up and over 1,000 extra miles of road have to be patrolled. It is not surprising, therefore, that the complaint is often heard, especially in the outer suburbs: 'We never see a constable'. Much police work goes unseen, but it is certainly true that the number of men available is insufficient to deal adequately either with crime or traffic."

71. The position in the Metropolis was not dissimilar throughout the country as is evidenced by the following quotation from Her Majesty's Inspectors of Constabulary Report in 1953 :—

"The police record of detections for these preventable crimes, and the number of crimes in these classes, would no doubt improve if more of the police forces could fill the vacancies in their establishments and more of the uniformed police were made available for patrolling areas which continue to receive less police supervision than their vulnerability deserves. There is no doubt about the importance to such areas of having uniformed constables who are trained, vigilant and conscientious in their duties, and who with sound local knowledge secure the support of law-abiding persons in the duty of protecting and safeguarding life and property. These factors cannot be measured by statistical analysis....."

Crime

72. Appendix "E" clearly shows the appalling increase in crimes committed. Since 1938 crime has increased by 121%. Offences against the person with violence and sexual offences have increased enormously. The numbers of members of the service killed and injured on duty is increasing each year.

73. The importance of achieving a high percentage of crime detection cannot be minimised but one of the primary objects of policing is the prevention of crime and this cannot be achieved unless more men are available for beat duty.

Motoring Offences and Road Accidents

74. Appendices "F" and "G" give details of motoring offences and road accidents. Both are increasing in numbers year by year and even more effective control will be necessary before any improvement can be expected.

75. It is not our intention, at this juncture, to express views on the possible introduction of Traffic Wardens. We would, however, make this one observation — the introduction of personnel merely to control the parking of vehicles will not reduce, in any way, the over-all responsibilities of the police in connection with traffic and road safety.