

## RESPONSIBILITIES OF SUPERINTENDENTS

76. So far our comments have been confined to matters which affect the service as a whole and the Constable in particular. We would acknowledge that basically every member of a Police Force — Constable and Chief Constable alike — has the same general powers. Responsibilities do, of course, vary according to rank.

77. We feel it incumbent upon us, in fairness to the Associations we represent, to bring to your notice the heavy burden which is placed upon each and every Superintendent. Almost without exception, Superintendents have risen in the service from the rank of Constable. As a rank we appreciate the difficulties and problems of those who serve under us and we acknowledge that it is our duty to help and encourage them in every possible way. We are also aware of the difficulties of trying to maintain efficient policing with manpower deficiencies and with the increasing infiltration of recruits not commensurate with the high standards required. We act as a "buffer" between the subordinate ranks, Chief Police Officers, and the public.

78. Superintendents have a 24 hour responsibility for seven days a week. We must emphasise that this is not a notional responsibility — it is positive and regular. In most cases these responsibilities are both administrative and operational. Matters requiring high level attention and decisions continually arise without regard to day or night, weekends or Bank Holidays.

79. It is true, generally, that a Superintendent is entitled to 60 days leave each year. His entitlement does not include a weekly rest day. In fact, a Superintendent is much worse off than a Constable in respect of leave. We accept this as an inevitable part of our responsibilities but, at the same time, we consider some recognition should be given to our special position. Similar working conditions are not, generally, experienced in the Civil Service, Local Government Service or in Industrial life.

## STATUS AND PAY STRUCTURE

80. Difficulty obviously arises in deciding what is the proper status of the police and how their remuneration could be allied to any other national pay structure. No doubt economic factors will be placed before you by all parties affected by an issue which involves increased expenditure. We prefer to approach the problem, as responsible senior officers, in a more ordinary way — more perhaps by intuition than economic factors.

81. Quite apart from any economic reward the police service is a worth while and interesting career. If the right people can be attracted to the service we believe they will, in due time, feel as we do. It is important to captivate the "spirit of service to the community"; and to achieve this we must have men of quality.

82. As stated earlier five basic qualities must be sought in every recruit, i.e.:—

- (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.

83. We believe that some senior officers, whilst agreeing in principle with our views, may say that the need for "manning-up" is of paramount importance and the service cannot, as a matter of urgency, improve the standards of recruits immediately. We say emphatically that no short term, make-shift arrangements are good enough. Now is the appropriate time to set higher standards.

84. If increased pay is the major factor in achieving these aims (and we contend that it is), then the community must be prepared to pay for the police service to which it is entitled and deserves.

85. Unless serious regard is given to these factors immediately we shall eventually be faced with the difficulty of finding suitably qualified men for promotion. In order to attract the right type of recruit at, say, 21/23 years' of age, it is necessary for the pay and prospects to be such that the young man will be induced to leave the career upon which he has already embarked.

86. Not only must the initial pay be relatively high—there should also be the career attraction. The service must produce its own officers—there must be no “short-cut” to the higher ranks. We are firmly convinced if the standard of the entrants is improved there could be no suggestion of the service being incapable of producing the men who will eventually, with distinction, hold the highest ranks in the service.

87. The status of constables must be raised considerably. He must be made to feel that he is equal, and certainly not inferior, to anyone with whom he comes in contact in his everyday life. The standards of pay and status set by the Desborough Committee were considered to be adequate and proper in 1919. The police service must return to these standards, suitably adjusted to take into account changed relativities since that time.

88. A constable's scale of pay should be such that he is content to serve in that rank throughout his service if—

- (a) he fails to obtain promotion ; or
- (b) he has no wish to assume greater responsibilities which promotion brings in its train.

89. We think it necessary to make only passing reference to the Debate in the House of Lords on Wednesday, 27th January, 1960. Members of the House were unanimous in their views that a major review and considerable improvement in the scales of police pay was desperately urgent. These sentiments have since been re-iterated in the Press, by police authorities and the public. In his reply to the House of Lords Debate the Lord Chancellor is reported as having said that—  
“every effort was being made to persuade people to join the Police”

90. In our view, “persuasion” should not be used. Police work is such that you either like it or you don't. One of the chief causes of wastage in the early years of service is undoubtedly due to the fact that it is only after men have joined the service they realise the full implications of police work, with all its hazards and disruption to family life. This opinion is confirmed by Table (v) of Appendix ‘B’ which shows that in 1959 30% of the wastage was due to dislike of shift working or domestic reasons.

91. To encourage people to join without pointing out these disadvantages is merely deception. The pay must be such that after having pointed out the drawbacks, a young man still wishes to join and, after experiencing the drawbacks, will still be content to serve.

92. On the question of “career” structure, we realise that promotion in the police service is, on the whole, a slow process ; and the opportunity to reach the highest ranks is limited. Senior officers place the greatest emphasis on experience. Unlike many professions, it is essential for all senior officers not only to pass through the various ranks of the service, but to prove their ability in each rank they hold.

93. It is important that the pay for the rank of Constable and above should be so arranged that it is attractive enough for men to remain in the service and fit themselves for promotion. This can be encouraged by returning to the Desborough Committee differentials in pay.

94. Experience in all the lower ranks of the service is so important that the more senior ranks of Superintendent and Chief Officer are unlikely to be reached before the age of 40/45 years. In industry and many other professions academic ability alone can take people to the higher posts at a very much earlier age and this must be acknowledged as a difficulty peculiar to the police service.

## CONCLUSIONS

95. In arriving at our recommendations (which are detailed in paragraph 106) we have tried to evolve a scale of pay which will restore the Constable to the position he enjoyed immediately following the Desborough Report, suitably adjusted to take account of changed conditions. We consider that an improvement of 40-45% on a Constable's present pay is necessary to achieve this.

96. One of the most serious difficulties is wastage of manpower; and the greatest cause is the remunerative attraction of other employment (see Table (v) of Appendix 'B'). If we are to halt this particular cause of wastage, police pay must be improved by such an amount that it will remain immune from the effects of ordinary and regular increases in industrial wages.

97. We have seriously considered whether it would be wise to give a lower percentage increase on appointment. If our views are accepted that the general quality of present day recruits is too low and that a better standard of recruit should be sought, then it follows that the pay on entry to the service must be attractive enough to encourage suitable men to join.

98. Our conclusions are that a 43% increase on a Constable's present pay at minimum and maximum would restore the Desborough Committee standards. An improved salary scale of this amount would, we are certain, reduce wastages, other than on pension, to the absolute minimum and attract to the service the type of men we are desirous of recruiting.

99. We have also given much thought to the length of the incremental scale, which at present extends over 9 years. It is only natural to assume that if some of the increments were given in the later years of service they would be an inducement for the older and more experienced men to remain in the service. We do not think this is necessarily so. If an appreciable amount of any pay increase is granted in the later years of service it necessarily follows the increase in the earlier years of service will be correspondingly reduced.

100. Our view is that a rate of pay reaching its maximum in the earlier years of service is far more likely to retain men. Statistics show that over the past six years voluntary resignations from men between 1 and 10 years service constitute over 94% of the total voluntary wastage, other than on pension. We think it would be unwise to assume that an increment of, say, £50 or £100 a year at 25 years' service, is likely to have any serious influence on a man's mind when he is trying to decide whether to retire at 25 years service and take another job as opposed to staying in the service to get the benefit of the increment on his pension.

101. We have come to the conclusion that the present 9 years incremental scale is about right as a Constable receives his maximum salary when his family commitments are usually the heaviest. If he gets through this difficult period with adequate pay, he is much more likely to stay in the service.

102. The intangible assets which accrue from an efficient police force are of enormous economic value to the community. The free flow of traffic can reduce transport costs by millions of pounds. The cost of crime and lawlessness cannot be properly estimated but the economic loss to the community is considerable. If the police service were to become really inefficient it is difficult to imagine how serious the national situation could become in an extremely short time.

103. It can be said that a little more crime and increased traffic are matters of interest but not of national importance. When all these problems are taken together and added to the preservation of the Queen's Peace in its widest sense, the maintenance of an efficient police service becomes a matter of paramount importance. Just as the National Health Service caters for the physical health of the nation so the police service has the responsibility for the maintenance of law and order and the uplifting of integrity and general standards of behaviour of the community.

104. As senior police officers we urge that the most serious consideration be given to our recommendations. It may be argued that some of the matters we have raised with regard to promotion prospects; the standard of physique and education; and their effects on the relationship with the public are irrelevant to the issue of pay.

In our considered submission, if these matters are not taken into account now, the Commission will fail to achieve its object, and before long the whole question of remuneration will have to be examined again.

105. Anything short of the pay structure we have suggested will, we feel confident, fail to attract and retain the right type of man in the police service. Indeed, we realise that the suggestions we have made may themselves fall short of the requirements in certain industrial areas in particular, but they will go a long way towards meeting the present urgent needs of the service.

## RECOMMENDATIONS

106. Our recommendations are summarised below:—

### (i) Pay

An increase of 43% on Constables pay at minimum and maximum; with the restoration of Desborough differentials for the higher ranks. (For details please see Appendix 'H').

### (ii) Constables Incremental Scale

The present incremental scale for Constables, i.e., rising to maximum scale after 9 years, is satisfactory. To extend it into the later years of service would in our view, defeat the purpose and desired effect of a substantial pay increase.

### (iii) Qualification for Promotion

We recommend that a constable should be granted two accelerated increments automatically on qualifying for promotion—the first to be granted immediately on qualification and the second one year later.

**(iv) Promotion**

We recommend that consideration be given to a review of the number of supervisory ranks. We consider that increased numbers could be justified and this would, to some extent, ease the problems of promotion.

**(v) Pay Award—Date of**

As a re-assessment of this kind has been necessary for a number of years we recommend that any pay award should have considerable retrospective effect.

**(vi) Pension Rights**

Prior to the Oaksey Committee award police pensions were based upon actual pay at the date of retirement. Now, however, pensions are based on the average pensionable pay of the last three years of service.

This pay award is long overdue. We consider that, in fairness to those who have remained loyal to the service and borne the strain of these difficult years of manpower deficiencies and increased responsibilities, some concession should be given. We recommend that the averaging clause should be waived for three years in respect of any member who is compulsorily retired within 3 years of any increase coming into effect if he is retired either:—

- (a) on account of age ;
- (b) on the grounds of efficiency of the service (Regulation 52 of the Police Pensions Regulations, 1955), or
- (c) on the grounds of ill-health.

**(vii) Exchequer Grant**

Whilst we fully appreciate this is primarily the direct concern of central and local government we think consideration might be given to approved police expenditure attracting a larger grant from the Exchequer than at present.

Past experience has been that generally the Local Authorities' Associations have sympathetically received representations for improved service conditions. They have recognised the need for improvement in both pay and working conditions but, unfortunately for the service, they must have due regard to the increasing financial burden upon the people they represent. In making this suggestion we take into account that police duties are becoming more national and less local in character.

**(viii) Future Pay Structure**

We recommend that a scheme be introduced which will ensure that police pay will be regularly reviewed and adjusted automatically through the existing machinery of the Police Council for Great Britain.

## Establishments, vacancies and estimated deficiencies

Force 1	Authorised Establishment 1959 2	Actual Establishment 1959 3	VACANCIES				% Deficiency on 1959 actual strength 8
			Actual 4	Estimated for 44-hour week 5	Estimated for other causes 6	Total estimated deficiencies 7	
<b>England and Wales</b>							
Essex	1,263	1,205	58	114	301	473	39%
Glamorgan	1,011	1,004	7	46	68	121	12%
Northamptonshire	372	349	23	11	42	76	22%
Yorkshire (E.R.)	304	289	15	27	30	72	25%
Birmingham	2,066	1,831	235	186	68	489	27%
Cambridge	155	154	1	14	11	26	17%
Liverpool	2,356	1,898	458	212	under consideration	670*	35%*
Sheffield	764	694	70	69	71	210	30%
Southport	169	156	13	—	15	28	18%
City of London	967	685	282	87	not known	369*	54%*
Metropolitan	19,567	16,909	2,658	1,761	not known	4,419*	26%*
<b>Scotland</b>							
Argyllshire	109	103	6	5	not known	11*	11%*
Fife	478	466	12	—	159	171	37%
Inverness-shire	90	90	—	—	8	8	9%
Lanarkshire	475	469	6	4	46	56	12%
Perthshire & Kinross-shire	136	130	6	—	8	14	11%
Edinburgh	1,004	973	31	10	46	87	9%
Glasgow	2,549	2,363	186	10	390	586	25%

\* Indicates no allowance made for Column 6.

## APPENDIX "B"

Table (i)  
WASTAGE

Number of men who left the service with under 25 years service, i.e., without a pension.

Force	1955	1956	1957	1958	1959	For five years	
						Total	Percentage of actual strength at 1959
<b>England and Wales</b>							
Essex	46	30	51	54	55	236	20%
Glamorgan	41	33	30	25	27	156	15%
Northamptonshire	9	12	7	3	8	39	11%
Yorkshire (E.R.)	8	7	4	7	18	44	15%
Birmingham	80	53	56	39	61	289	16%
Cambridge	4	2	2	2	3	13	9%
Liverpool	80	63	65	55	41	304	16%
Sheffield	51	26	39	29	32	177	26%
Southport	12	4	6	11	6	39	25%
Metropolitan	632	500	643	527	522	2,824	17%
City of London	33	21	19	18	26	117	17%
<b>Scotland</b>							
Argyllshire	1	—	8	6	5	20	19%
Fife	12	12	20	25	13	82	18%
Inverness-shire	3	3	2	4	1	13	14%
Lanarkshire	8	9	16	9	16	58	12%
Perthshire & Kinross-shire	3	5	6	4	3	21	16%
Edinburgh	14	29	38	28	38	147	15%
Glasgow	54	44	62	36	44	240	10%

## APPENDIX "B"

Table (ii)  
WASTAGE

Number of men who left the service with medical pension or on pension between 25 and 29 years, i.e. without a full pension.

Force	1955	1956	1957	1958	1959	For five years	
						Total	Percentage of actual strength at 1959
<b>England and Wales</b>							
Essex	16	7	4	18	17	62	5%
Glamorgan	10	3	10	4	9	36	4%
Northamptonshire	4	4	4	6	3	21	6%
Yorkshire (E.R.)	5	2	2	1	1	11	4%
Birmingham*							
Cambridge	4	1	4	1	6	16	10%
Liverpool	34	6	15	8	16	79	4%
Sheffield	21	14	10	13	13	71	10%
Southport	3	1	—	—	4	8	5%
Metropolitan	731	454	389	311	262	2,147	13%
City of London	27	19	1	7	6	60	9%
<b>Scotland</b>							
Argyllshire	1	—	—	—	—	1	1%
Fife	6	—	—	1	1	8	1%
Inverness-shire	—	—	—	—	1	1	1%
Lanarkshire	1	3	7	7	1	19	4%
Perthshire & Kinross-shire	1	—	—	1	—	2	2%
Edinburgh	13	9	6	8	2	38	4%
Glasgow	20	18	9	19	18	84	4%

\* Included in Table (iii)

## APPENDIX " B "

Table (iii)  
WASTAGE

Number of men who left the service with 30 or more years service, i.e. with a full pension.

Force	1955	1956	1957	1958	1959	For five years	
						Total	Percentage of actual strength at 1959
<b>England and Wales</b>							
Essex	8	3	6	11	20	48	4%
Glamorgan	10	17	11	18	7	63	6%
Northamptonshire	5	4	1	4	5	19	6%
Yorkshire (E.R.)	6	3	5	10	5	29	10%
Birmingham*	47	29	31	58	44	209	11%
Cambridge	2	—	1	—	—	3	2%
Liverpool	36	26	33	46	33	174	9%
Sheffield	9	3	9	13	11	45	6%
Southport	1	2	2	1	1	7	5%
Metropolitan	188	151	136	241	257	973	6%
City of London	9	7	8	16	15	55	8%
<b>Scotland</b>							
Argyllshire	1	4	—	1	3	9	9%
Fife	18	7	7	6	4	42	9%
Inverness-shire	1	2	3	—	1	7	8%
Lanarkshire	14	5	12	8	4	43	10%
Perthshire & Kinross-shire	3	1	4	—	2	10	7%
Edinburgh	16	11	17	12	10	66	7%
Glasgow	42	29	32	57	60	220	9%

\* These figures include Table (ii)

## APPENDIX "B"

Table (iv)  
WASTAGE

Summary of men who left the service under Tables (i), (ii) and (iii)

Force	1955	1956	1957	1958	1959	Total for five years	Percentage leaving on actual strength at 1959
<b>England and Wales</b>							
Essex	70	40	61	83	92	346	29%
Glamorgan	61	53	51	47	43	255	25%
Northamptonshire	18	20	12	13	16	79	23%
Yorkshire (E.R.)	19	12	11	18	24	84	29%
Birmingham	127	82	87	97	105	498	27%
Cambridge	10	3	7	3	9	32	21%
Liverpool	150	95	113	109	90	557	29%
Sheffield	81	43	58	55	56	293	42%
Southport	16	7	8	12	11	54	35%
Metropolitan	1,632	1,132	1,195	1,107	1,071	6,137	36%
City of London	69	47	28	41	47	232	34%
<b>Scotland</b>							
Argyllshire	3	4	8	7	8	30	29%
Fife	36	19	27	32	18	132	28%
Inverness-shire	4	5	5	4	3	21	23%
Lanarkshire	23	17	35	24	21	120	26%
Perthshire & Kinross-shire	7	6	10	5	5	33	25%
Edinburgh	43	49	61	48	50	251	26%
Glasgow	116	91	103	112	122	544	23%

## APPENDIX "B"

Table (v)  
WASTAGE

## Reasons for men leaving without pensions in 1959

Force	More remuneration or better post	Dislike of shift work or police work	Domestic reasons	Lack of promotion prospects	Housing difficulties	Emmigration	Health	Returned to H.M. Forces	Discipline	To other Forces	Probationers dispensed with	Not known	TOTAL
<b>England and Wales</b>													
Essex	17	17	9	—	—	4	—	—	1	1	6	—	55
Glamorgan	9	5	6	—	—	3	—	—	3	—	1	—	27
Northamptonshire	1	5	1	—	—	—	—	—	—	—	1	—	8
Yorkshire (E.R.)	10	2	3	—	—	2	—	—	—	—	—	1	18
Birmingham	21	17	11	—	1	3	2	1	—	—	5	—	61
Cambridge	2	—	—	—	—	—	—	—	1	—	—	—	3
Liverpool	8	3	2	—	—	6	2	—	9	4	6	1	41
Sheffield	8	15	3	1	—	—	—	—	—	—	3	2	32
Southport	—	1	2	1	—	—	—	—	2	—	—	—	6
Metropolitan	211	104	57	—	4	35	—	7	18	79	7	—	522
City of London	14	—	1	—	—	—	3	—	1	4	3	—	26
<b>Scotland</b>													
Argyllshire	—	—	—	—	—	1	—	—	3	—	1	—	5
Fife	7	4	—	—	—	—	—	—	2	—	—	—	13
Inverness-shire	1	—	—	—	—	—	—	—	—	—	—	—	1
Lanarkshire	9	1	3	—	—	—	—	—	—	—	3	—	16
Perthshire & Kinross-shire	—	1	—	—	—	2	—	—	—	—	—	—	3
Edinburgh	26	—	1	—	—	—	—	2	2	—	7	—	38
Glasgow	30	—	5	—	—	7	—	—	2	—	—	—	44
<b>Totals</b>	<b>374</b>	<b>175</b>	<b>104</b>	<b>2</b>	<b>5</b>	<b>63</b>	<b>7</b>	<b>10</b>	<b>44</b>	<b>88</b>	<b>43</b>	<b>4</b>	<b>919</b>
<b>Percentage of total</b>	<b>41</b>	<b>19</b>	<b>11</b>	<b>—</b>	<b>—</b>	<b>7</b>	<b>1</b>	<b>1</b>	<b>5</b>	<b>10</b>	<b>5</b>	<b>—</b>	<b>100%</b>

## APPENDIX "C"

## Educational standard of recruits appointed in 1959

	Number of applications received	Number of men appointed	Number of men with 'O' level G.C.E.		Number with no particular educational qualifications	Number who were former Cadets
			1—3 Passes	4 or more Passes		
<b>England and Wales</b>						
Essex	615	118		Not known		25
Glamorgan	364	95	15	12	68	12
Northamptonshire	94	20	5	4	11	11
Yorkshire (E.R.)	160	15	5	2	8	6
Birmingham	678	139		Not known		61
Cambridge	69	9	1	1	7	1
Liverpool	923	139	24 at "O" level	2 at "A" level	113	43
Sheffield	442	86	13	9	64	10
Southport	53	9	2	—	7	—
Metropolitan	4,812	1,345	136 with 5 or more at "O" level		Not known	423

## APPENDIX " D "

**Beat Coverage**

The Table below gives the percentage of the Actual Force Establishment engaged on Beat Coverage only.

Force	1938	1947	1959
	%	%	%
England and Wales			
Essex*	—	—	—
Glamorgan	63.6	54.9	52.4
Northamptonshire	82.0	77.0	70.0
Yorkshire (E.R.)	57.6	48.9	45.2
Birmingham*	—	—	—
Cambridge	78.0	65.0	67.0
Liverpool	72.6	67.0	65.3
Sheffield	47.57	35.83	41.64
Southport	75.0	63.0	75.0
Metropolitan*	—	—	—
Scotland			
Argyllshire	77.0	75.0	73.6
Fife*	—	—	—
Inverness-shire	80.4	72.7	61.1
Lanarkshire*	—	—	—
Perthshire & Kinross-shire	83.0	75.0	69.0
Edinburgh	58.0	57.8	61.8
Glasgow*	—	—	—

\* Denotes not available.

## APPENDIX "E"

## CRIME

## Indictable offences known to the Police

## (i) Selected Forces

Force	1939	1949	1959
<b>England and Wales</b>			
Essex	6,730	13,610	21,045
Glamorgan	2,769	5,846	9,899
Northamptonshire	1,012	1,440	2,628
Yorkshire (E.R.)	504	1,983	2,803
Birmingham*	7,819	11,820	18,524
Cambridge	862	903	3,205
Liverpool	16,505	19,954	21,817
Sheffield	5,231	5,461	6,430
Southport	1,032	1,059	1,327
Metropolitan	136,991	138,579	225,131
<b>Scotland</b>			
Argyllshire	—	—	—
Fife	—	—	—
Inverness-shire	283	539	443
Lanarkshire	2,622	3,659	5,892
Perthshire & Kinross-shire	365	599	812
Edinburgh	9,910	9,159	11,659
Glasgow	26,534	28,376	35,923

\* "Recorded" crime only.

APPENDIX "E"—*continued*

## CRIME

## Indictable offences known to the Police

## (ii) England and Wales

Class of Offence	1938	1948	1958
Larceny	199,951	349,358	409,388
Breaking and entering	49,184	112,665	131,132
Receiving	3,433	9,044	10,002
Frauds and False Pretences	16,097	19,326	29,415
Sexual Offences	5,018	10,922	17,691
Against the Person (with violence)	2,721	5,183	12,137
Other offences	6,816	16,186	16,744
Totals	283,220	522,684	626,509
Percentage of Detections	50.1 %	43.1 %	45.6 %

## (iii) Scotland

Class of crimes	1938	1948	1958
(i) Against the person	3,643	2,425	3,481
(ii) Against property (with violence)	14,909	30,090	42,949
(iii) Against property (without violence)	33,789	41,912	43,436
(iv) Malicious injuries to property	5,483	6,032	459*
(v) Forgery and crimes against currency	400	370	483
(vi) Other crimes not included above	752	854	1,175
Totals	58,976	81,683	91,983

\* Class (iv)—Malicious injuries to property was re-classified in 1957. Petty cases of malicious mischief (under £20 damage) and cases of false fire alarms are now classified under Class (vii)—Miscellaneous Offences.

## APPENDIX "F"

**Motoring Offences—Number of persons dealt with by prosecutions or written cautions.**

Force	1939	1949	1959
<b>England and Wales</b>			
Essex*	—	—	—
Glamorgan	6,440	4,466	17,806
Northamptonshire	1,322	1,582	3,096
Yorkshire (E.R.)	547	1,370	4,685
Birmingham	22,568	14,988	17,122
Cambridge	692	548	2,731
Liverpool	3,449	3,154	10,068
Sheffield	8,605	5,262	9,124
Southport*	—	—	—
Metropolitan	142,055	150,225	327,680
<b>Scotland</b>			
Argyllshire*	—	—	—
Fife*	—	—	—
Inverness-shire	317	440	894
Lanarkshire*	—	—	—
Perthshire & Kinross-shire	790	725	1,656
Edinburgh	5,995	5,777	11,746
Glasgow	9,084	3,715	14,098

\* Denotes not available.

## APPENDIX " G "

## ROAD ACCIDENTS

Known to Police, including fatal, injury and non-injury accidents.

## (i) Selected Forces.

Force	1939	1949	1959
<b>England and Wales</b>			
Essex	7,407	7,083	15,549
Glamorgan	2,900	4,188	7,316
Northamptonshire*	—	—	—
Yorkshire (E.R.)	1,718	1,747	2,504
Birmingham*	—	—	—
Cambridge	1,050	1,197	1,819
Liverpool*	—	—	—
Sheffield	6,051	4,750	7,535
Southport*	—	—	—
Metropolitan*	—	—	—
<b>Scotland</b>			
Argyllshire	157	349	657
Fife*	—	—	—
Inverness-shire	392	518	1,018
Lanarkshire	1,457	1,118	1,436
Perthshire & Kinross-shire	1,200	970	1,581
Edinburgh	1,158	835	1,731
Glasgow	4,199	9,468	13,881

\* Denotes not available.

## (ii) England and Wales.

## Personal injury accidents only

Number of persons	1938	1948	1958
Killed	6,648	4,513	6,520
Injured	226,711	148,842	327,000

## Recommendations on Pay

	P.C.	Sgt.	Insp.	C/Insp.	Supt. II	Supt. I	C/Supt.
	£	£	£	£	£	£	£
Desborough Scales (to nearest £ at maximum)	248	293	350	415	460	530	600
% increase over next lower rank at Desborough	—	18.14 %	19.45 %	18.57 %	10.84 %	15.21 %	13.21 %
43 % increase on present pay of P.C. at minimum and maximum to restore Desborough standard. Other ranks to maintain Desborough Differentials	725 × 9 at £30 to 995	1,174 (max.)	1,402 (max.)	1,662 (max.)	1,842 (max.)	2,122 (max.)	2,402 (max.)
Actual % increase over present pay at maximum	43 %	47.67 %	50.75 %	58.28 %	47.36 %	53.21 %	60.13 %

## NOTE:

In 1919 the Desborough Committee recommended the following scales of pay for—

- (i) the rank of Inspector—3 scales, i.e., £310—£340 (4 yrs.) ; £310—£350 (4 yrs.) and £320—£360 (4 yrs.)
- (ii) the rank of Chief Inspector £375—£415 (4 yrs.)
- (iii) the rank of Superintendent—2 scales, i.e., £400—£460 (4 yrs.) and £450—£530 (4 yrs.) ; and
- (iv) the rank of Chief Supt.—4 scales, i.e., £480—£520 (or) £540 (2 or 3 years) and £550—£600 or £625 (2 or 3 years)

In 1937 common scales were introduced for—

- (i) the rank of Inspector £325 × £10 (5)—£375
- (ii) the rank of Chief Inspector £400 × £10 (4)—£440
- (iii) the rank of Superintendent £500 × £25 (4)—£600
- (iv) the rank of Chief Superintendent £600 × £25 (4)—£700

In 1949 the ranks of Superintendent (Grade II) and Superintendent (Grade I) were introduced and salary scales were as follows :—

- (i) Superintendent (Grade II) £700 × £25 (2)—£750
- (ii) Superintendent (Grade I) £800 × £25 (2)—£850

For the purpose of the above table the following scales have been shown as being in operation following the Desborough Recommendations :—

- (i) Inspector (middle scale), i.e., £350 at maximum ;
- (ii) Chief Inspector—£415 at maximum ;
- (iii) Superintendent (Grade II)—the lower scale of Superintendent, i.e., £460 at maximum ;
- (iv) Superintendent (Grade I)—the higher scale of Superintendent, i.e., £530 at maximum ; and
- (v) Chief Superintendent, the next higher scale, i.e., £600 at maximum.

EXTRACTS FROM  
THE DESBOROUGH COMMITTEE REPORT (1919/1920)

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

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

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

"31. A number of police witnesses have urged that in various ways a constable is subject to social disabilities by reason of his employment. Moreover, he must at all times, both on and off duty, maintain a standard of personal conduct befitting his position, **and this does impose upon him certain restrictions which do not exist in ordinary employment, and hardly apply in the same degree even in the case of other public servants.** He is liable to be called for duty at any time

in an emergency, and, in order that he may be available for unexpected calls, he may be restricted in his choice of residence. The special temptations to which a constable is exposed are obvious, and, as any lapse must be severely dealt with, it is only just that his remuneration should be such as will not add to his temptations the difficulties and anxieties incidental to an inadequate rate of pay. The policeman's calling also exposes him to special dangers. He may at any time have occasion to arrest an armed criminal; he frequently has to deal with drunken persons, who are responsible for the greater part of the crimes against the person, and he may occasionally have to take part in suppressing violent disorder."

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

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

"34. Having regard, however, to the nature of Police work and to the responsibilities to which we have referred, we consider the pay of a policeman should not be assessed on the basis of that of an agricultural labourer or an unskilled worker as has been the case."

## APPENDIX "J"

EXTRACTS FROM  
THE ROYAL COMMISSION ON POLICE POWERS AND  
PROCEDURE (1929)

**"19. It is perhaps not sufficiently recognised that the responsibility for Police-work rests primarily on the individual constable and not on his superior officers.** In this connection we would recall the following passage from the Report of the Royal Commission upon the Duties of the Metropolitan Police (1906-08):—

**"Broadly speaking the Force acts by, and through individual constables. An army, for the most part, does its work through groups of its units, through divisions, brigades, regiments and companies, and the responsibility of a private soldier is, in practice, reduced to such a point that he becomes little more than an automatic part of a machine. So, even in a great industrial organisation, the individual worker is allowed little or no freedom of action as to his work, and its performance as a rule, does not involve much thinking on the part of the individual operative. The position of a constable in a Police Force differs greatly from that of the private soldier or the artisan. A constable, is, as a general rule, placed alone to perform his duty on one or more beats or patrols. It is expected that, in general, he should not call any other constable to his assistance, because that involves a disturbance of the arrangements made for the safety of the whole area. It is presumed that if intervention is necessary he can deal with the emergency adequately by his own unaided action, and if he arrests a prisoner he is expected to take him alone to the Police Station. However difficult and novel may be the circumstances which confront him in the course of his ordinary duties, he has, unless the matter brooks delay, to decide instantly, and on his own responsibility, whether they call or not for his interference. It follows that a great deal of the most difficult work of the Force is left to the initiative and capacity of the humblest unit in each division."**

**"These observations referred to the Metropolitan Police only, but they apply with perhaps even more force to the country Policeman, who has to discharge his duties in greater isolation and to deal unaided with a wider variety of circumstances.**

In our view the difficulties of a constable's duties have certainly not diminished since these words were written, and we think that they can be regarded as still applicable to the Police Service throughout England and Wales at the present time."

**"21. In the life of a policeman, as we see it, whilst there are certain matters which are capable of routine control and which can properly be made the subject of precise instructions, the variety and complexity of emergencies with which he is likely to be faced make it impossible to issue hard and fast instructions by which he should regulate his conduct. What the constable really requires, above everything, is a sound grounding in the spirit and traditions, of his office and in the general knowledge essential for the performance of his normal duties."**

"22. Again, no instructions or regulations can provide against the possibility of unfairness on his part. Indeed, the multiplication of rules and instructions not only hampers the individual constable in the execution of his duties, but in a sense may operate as an incentive to him to act up to the limit of what is allowed by the letter of the instructions, rather than to pay attention to their underlying spirit. In our opinion, the aim in view should be to lay down as few and simple instructions as possible, whilst emphasizing and illustrating the spirit in which a Policeman should carry out his duties and the general principles which should guide his action. **It should then be left to his own sense of honesty and fairness to translate those principles into practice.**

**In saying this, we are not unmindful of the many temptations to which a constable is necessarily exposed by the position in which he is placed and we think that those responsible for the administration of the Police should do all in their power to minimise those temptations."**

"294. It has therefore been our duty, as it should be a primary obligation upon all well-disposed citizens, to do what lies in our power to foster and promote that mutual good understanding, by removing all avoidable causes of friction or estrangement between the man in the street and the public servant who is the visible guardian of his rights and liberties. It is inevitable that there must occasionally be an apparent conflict between these "rights and liberties" on the one hand and the "interests of justice" on the other. **In the prosecution of our Inquiry we have endeavoured to hold the balance fairly between them, and if this has not always been an easy task for a Royal Commission, in spite of the fact that it has ample time for investigation and that it is aided and fortified by evidence and advice from the most authoritative sources, how much less easy must it be for the ordinary constable, alone on his beat, to decide, as he is daily called upon to do and on the spur of the moment, points of law and procedure which a Judge or Magistrate might well wish to adjourn for careful consideration."**

"295. Those members of the public who, for reasons good or bad, feel moved to keep a sharp and suspicious eye upon all doings of the Police, and to voice their dissatisfaction whenever the smallest mistake or error of judgment is committed by any individual member of a Force of 56,000 men, might perhaps give more weight than they do to the trials and perplexities which beset the ordinary constable. We venture to quote in this connection the following passage from Mr. Edward Carpenter's book, "Prisons, Police and Punishment" (1905):—

**"The duties and the trials of an ordinary Police constable are really bewildering—to regulate traffic, nuisances, public health, doors and windows, obstructions, street music, hawkers, porters, meetings, beggars, women, drunkenness, public houses, the smoke nuisance, brawls, assaults, larcenies, burglaries, accidents, riots, fires, etc.,—to endure rain, fog, snow, excessive heat and cold, to retain presence of mind amid crowds, solitude, dangers, insults, and violence, through all to remain calm yet firm—all this seems to demand a character of really extraordinary culture and strength."**

## APPENDIX "K"

EXTRACTS FROM  
THE OAKSEY COMMITTEE REPORT (1949)

After quoting Paragraphs 29 to 34 of the Desborough Report (set out in Appendix I) the Oaksey Report adds :—

"19. We entirely agree with these observations. The policeman's responsibilities are essentially unchanged ; but they are now exercised in a wider field. **Legislation since 1919 has added to his duties and increased their complexity.** More recently, wartime shortages and the resultant rationing and controls have created a whole new range of offences which frequently offend less against the conscience than against the law, and have led to an increase in crime. **The organisation and technique of modern criminals, their use of cars, and their increased tendency to carry firearms, have all added to the difficulties and dangers attached to preventing crimes and capturing criminals.** Moreover, the police have had to deal with a much wider cross-section of the public since motor traffic regulations, the liquor licensing laws, rationing and controls have brought increased chances of wrong-doing to even the well-intentioned and the well-to-do. **Since 1919 there has been a notable spread of educational facilities and they are to be extended in the near future. A police service which has to deal with a better educated public must itself be properly equipped for its task.** Some concern has rightly been expressed to us lest the rise in general educational standards should not be adequately represented amongst the recruits to the police service. So far the spread of knowledge has not lightened the policeman's task ; in fact it has added to his responsibilities. Some of the problems which face the police in the performance of their duties at the present time may be only temporary and may eventually disappear. **But we are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less ; and we have had this at the forefront of our minds in all our enquiries into police emoluments.**"

"66. Our recommendations will no doubt have to be considered in the light of the Government policy described in the White Paper on Personal Incomes, Costs and Prices. In our opinion, those with whom the decision rests should bear in mind the following considerations :—

- (a) **A strong and efficient police service is necessary for the well-being of the community to a greater degree than any other public service in peace time.**
- (b) **The police service in England and Wales as a whole is seriously undermanned and this is particularly true of the important forces of the Metropolis and the large cities.**
- (c) **There has been a change in the nature of police duty and a change in the social and economic environment in which it is performed.**
- (d) **Many other occupations have been given increased wages since the publication of the White Paper and the considerations that warranted those increases must apply with equal, if not greater, force to the police.**

- (e) **The introduction of increased scales of pay should help to reduce the deficiencies in police establishments and there can be little doubt that failure to introduce improvements would have a most harmful effect.**
- (f) **It would not be possible without having a disturbing effect upon the contentment of the service to treat any particular rank or ranks preferentially.**

In our view, the foregoing factors demand a re-assessment of the value of the police in terms of remuneration, and the fact that we were appointed to carry out our inquiry after the publication of the White Paper encourages us to believe that proposals for increased pay would not be regarded as necessarily inconsistent with its principles. Our scales are certainly not put forward merely "on the basis of maintaining a former relativity" with other occupations but are intended to comply with the terms of the White Paper which states that "each claim for an increase in wages or salaries must be considered on its national merits."

# ADDITIONAL PAPER SUBMITTED BY THE SUPERINTENDENTS' ASSOCIATION OF ENGLAND AND WALES

## POLICE PROMOTION QUALIFYING EXAMINATIONS

*Percentage of candidates who were successful in obtaining the requisite number of marks to pass the sergeants promotion qualifying examinations in the years 1938, 1947 and 1959 :-*

Police Duty Subjects			
Force	1938	1947	1959
<i>England and Wales</i>			
Essex .. .. .	Not available	71%	φ10%
Glamorgan .. .. .	66.7%	65.8%	φ 5.4%
Northamptonshire .. .. .	50%	54.2%	φ 4.8%
Yorkshire (E.R.) .. .. .	43.7%	52.4%	φ14.7%
Cambridge .. .. .	50%	37.5%	φ14.4%
Liverpool .. .. .	52%	17%	φ 3%
Sheffield .. .. .	75.4%	55.2%	φ13.8%
Southport .. .. .	Not available	33.3%	φ20%
Metropolitan .. .. .	φ69%	φ31%	φ18%

Educational Subjects			
<i>England and Wales</i>			
Essex .. .. .	Not available	71%	φ22%
Glamorgan .. .. .	43.2%	48.5%	φ27%
Northamptonshire .. .. .	95.2%	80.9%	φ23.1%
Yorkshire (E.R.) .. .. .	40%	46.2%	φ 2.7%
Cambridge .. .. .	54%	44.4%	φ16.7%
Liverpool .. .. .	29%	18%	Not available
Sheffield .. .. .	62.5%	56.3%	φ27.7%
Southport .. .. .	Not available	46%	φ50%
Metropolitan .. .. .	φ51%	φ57%	φ12%

### NOTES

φ Denotes Centralised Examinations.

The above forces only were included in our research. They do, however, give a general picture of all forces throughout England and Wales as in the February, 1958, Centralised Promotion Examination of a total of 8,716 candidates 9.81% and 25.25% qualified in educational subjects for the ranks of Inspectors and Sergeants respectively, and of the 4,452 Constables who entered for the police duty subjects examinations 14.26% were successful.

It is significant that in the Metropolitan Police there has been no change in the examination system during the years under review. The results in that force follow the general pattern of reducing numbers of successful candidates.

### Examination of Witnesses

SUPERINTENDENT C. E. VERNON (*Chairman*)

SUPERINTENDENT H. MAY (*Secretary*)

CHIEF SUPERINTENDENT H. D. PERRY

CHIEF SUPERINTENDENT B. F. PAULL

on behalf of the Superintendents' Association of England and Wales

SUPERINTENDENT K. MACKINNON (*President*)

CHIEF SUPERINTENDENT J. H. ORR (*Secretary*)

on behalf of the Association of Scottish Police Superintendents

### *Called and Examined*

642. *Chairman* : Superintendent Vernon, you are leading the party?—  
*Superintendent Vernon* : Yes.

643. And you are chairman of the association or committee?—I am chairman of the panel which is the joint body for negotiation of the English and Welsh and Scottish Associations. I am also chairman of the Staff Side of the full Police Council. On my right is Superintendent May, secretary of the English and Welsh Association, and on his right Chief Superintendent Perry and Chief Superintendent Paull, both of the Metropolitan Police. On my left is Superintendent Mackinnon, President of the Scottish Superintendents' Association, and on his left Chief Superintendent Orr, who is the secretary of the Scottish Association.

644. The only other name on the paper is Superintendent Ford.—He is not here.

645. We are grateful for your memorandum. Will you look at the introduction for a moment; it is a small point and only really for clarification. You point out that you are not biased by any allegiance to the present day entrants, you do not represent them nor do you have to justify having been responsible for their appointment, except, possibly, in the Metropolitan Police. Is the point there that in the smaller forces the Chief Constable makes the appointment, and in the Metropolitan Police the appointments are made by superintendents?—In the provinces the Chief Constables do appoint; in the Metropolitan area it is

true to say that superintendents do play some part in selection, although probably not in the final appointment; therefore we thought it right to say they do play some part.

646. As you will realise, I go through the particular points on which I want more information myself; there are a great many things on which I do not need to ask any questions. In paragraph 7 you touch on this question of house allowance, rent allowance. You say there are many reasons why full account should not be taken of this emolument. Is that partly because the house is not one the man would choose himself, partly because it is not his own house?—That is so. Really the reasons given by the Federation cover the points we made, but the man is dependent on where he is told to live. He has no control of the house he occupies, in cases where he is provided with a house, and there are very many other disadvantages, not only to himself but to his family as well.

647. You, like the Federation, have a good deal of criticism to make of the scales?—Yes, Sir.

648. In paragraph 16 you have set out what we know to be the fact that there are varying views as to what is responsible for the difficulties in recruitment—pay, working conditions and isolation in a sense in the service. Then you refer back to that paragraph from paragraph 25, where you reach an important conclusion: "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 is to improve the pay and career structure of the service." It is important to take both these things, pay and career structure. Then you tell us about the deficiencies in the establishments and about civilians. Do you think the use of civilians has gone pretty well as far as it can?—I would say definitely as far as it can.

649. There must, I should think, be a good deal of variation between forces on that. You would think in the ordinary way some forces would have gone further than others?—I think that is true. Forces have varied according to the desires of authorities and Chief Constables, because they have their own way of working and each force is run individually, which is a good thing in many ways. But we would say by and large we have reached saturation point as far as civilian employees are concerned.

650. There is a point in paragraph 46 on which we would like you to expand your evidence, although I dare say it may be difficult. This is on the standard of recruits who are taken in—educational standards. You say in the second sentence, "We know this statement may be challenged but we are convinced it is generally true."—We are absolutely certain it is true, but we feel that some sections of the service may not agree that it is in the interests of the service that we should say so. The figures we have put in front of you are for certain forces only, as you will have seen, but we contend that they confirm our own personal and intimate knowledge of recruits. The statistics we have given do tend to show a falling off in the quality of recruits—for instance, the percentage of the intake of those who applied, that is those actually filling in the application form, before the war was very much lower than today. In some cases as high a percentage as 60 per cent. of those who now apply get in, whereas before the war it is right to say that only the cream of those who applied were appointed.

651. I think it is highly probable we should reach a conclusion agreeing with you on that; but there are other things to bear in mind. These are the days of full employment. At that time, when there was considerable unemployment, you would expect a very large proportion of applicants for the good, steady, well-paid job in the police, and you would expect a much smaller percentage nowadays.—That is true, and that is why we say the pay should be such that it would still attract, even in the days of full employment, the large number of recruits whom we want to join the police service.

652. It is asking a lot to make it attractive in a period of full employment; it is a good deal more expensive.—We appreciate that.

653. I am not saying we ought not to do so, but I think that might to some extent take away from the force of these percentages, because you cannot expect so many applicants at a time when employment is very good?—That is true.

654. This point catches my eye. You say you are sorry that the high physical standards have had to be lowered as much as they have.—We are very sorry indeed. We do agree that 20, 30 or 50 years ago there might have been room for men with something less in the way of education as greater emphasis was then placed on physique, and 'brawn' was perhaps more important in some respects for a policeman. We realise that in more recent years, education has become more and more important and physique probably slightly less important; but we feel the pendulum has swung too far. With the increase in crime and the increase in hooliganism it is important that there should be a return to the former standards and that the height and the physical standard generally should be improved.

655. My impression would be that this decrease in the height standard is even more than it would appear to be, in that I should think in the last twenty years the average height of the nation

has increased ; certainly the average size of children has increased, and I should have thought of schoolboys—whether the final height has increased or not I am not sure. But that would bring it down even beyond what it appears to be.

—*Superintendent Mackinnon* : May I say that there is not the same difficulty with regard to the height standard in Scotland. With two or three exceptions the minimum height standard is 5 ft. 10 ins. in Scotland, and the minimum of the other two or three is 5 ft. 9 ins.

656. I knew there was variation. Quite frankly, Superintendent Vernon, the trouble seems to be that at the present time recruitment is very difficult, and some of your recommendations would make it even more restricted. But it may be that none the less your recommendations are sound. Going on to paragraph 54 you want the intake at 19 years of age to be restricted?—*Superintendent Vernon* : That is so.

657. I suppose the intake has been at 19 for many years?—Yes, it has. Before the War very few recruits were appointed until they were 20, 21, 22 or 23 years of age. The intake at 19 years has increased very much in more recent years. Immediately after the War the majority of those who joined were rather older than during the pre-War period owing to them having served in the Armed Forces—they were mostly between the ages of 25 and 30 years. Then we came to the period when National Service took the young men into the forces compulsorily and, therefore, they could not join until they were 21 or 22 years of age. It is only in this last year or two that men have been able to come into the service, broadly speaking, at 19 years of age in any numbers. I think that it is true to say we are finding it easier to get hold of youngsters leaving school rather than those who are already in other occupations. Many of them have not made very much at school and, therefore, have not been able to choose another worth-while career. No doubt, they say to themselves—"What can I do with very little academic qualification?—Well, the police service really demands

nothing exceptional, therefore I will try to join the police force. I am big enough and it seems to be a good steady job." As a result they make application for appointment into the service, and the Chief Constables and their officers say "Here is a fine, upstanding lad, we will soon make him into a policeman," and they are thus appointed. We do not quarrel with that form of recruitment in a minor way. We think it is alright if it is restricted. We are of the opinion to get up to anything like 25 or 50% of the intake of youngsters of 19 years of age with no worldly experience is extremely dangerous. We would go so far as to say it may start the rot in the service if we overdo it. It is anyone's guess. The Commissioner's scheme may work out well or badly. We have heard what the Police Federation said about the Commissioner's scheme with regard to Cadets, which is virtually the same system of bringing them into the force too young. We think it is a bad system as a general principle if used as a major way of recruiting.

We have set the standards high, and we deliberately set out to set the standards high, because what we felt was this ; here is a Commission sitting for the first time for many years, and probably it will be a long time before we shall have another opportunity of saying what the service needs. We feel standards will decline still further if someone is not bold enough to take a firm stand and say that something positive has got to be done, not only with regard to pay and intake, but also with regard to the quality of the individual, education standards, age, height and all the other things which are necessary in a good policeman. If this Royal Commission cannot deal with this problem now, when are we going to say the time is ripe? Should full employment continue—and we all hope that it will—then the time will never arrive when we can get back to the former standards. We feel the danger point is near, and this Commission ought to be bold enough to say ; 'Well, difficult as it is going to be, costly as it

is going to be we ought to try to get back to something like the past standards, not only with regard to height, age and education, but in the general quality of the individual; and it is with that in view we have put these recommendations to you. We realise it is giving you a headache to cope with the situation, but we consider what we say would make the service the right kind of service.

658. You attack at the other end. In paragraph 56 you say you think the maximum age ought to be reduced.—There again we are thinking primarily of the constable and the man who has got to serve, if we make the pay and conditions attractive enough to keep him, for 30 years. We have got to realise that if he joins at 25 he is going to be 55 when he completes his service; and if he joins after 25 he is going to be a very much older man. We say that whilst in a higher rank it is quite all right to stay a while after that and perform adequately the duties expected of him, it is doubtful whether a constable on beat duty could do so, and we think there is a danger of going too high with the age of appointment. There are other questions. If a man is from 26 to 29, then he is possibly married and has a lot of family responsibilities. We have also got to remember that he is probably joining the police force after having tried a lot of other jobs first, and not really wanting to be a policeman, but joining because he has decided to have a go at this after having failed in something else. We need men who really want to be in the police service, and we think the age ideally should be somewhere between 21 and 23. If he is older than that it is a makeshift job with some of the applicants, and some of them might probably not make a go of it.

659. What is the age for retirement of your rank then?—It is 60 years of age.

660. Have you given consideration to the point I did raise with the last witnesses about giving a bit of seniority to a man who comes in rather older than

another? You are saying you regard the man of 23 as a more valuable article than a youngster of 19. Would you consider giving him a comparably more favourable position?—We have thought about this very seriously and we came to the conclusion that it would not be good for the service to do it. We realise that a boy of 19 — and if we had our way we should not take him at 19 — we realise that a boy of 19 probably in other careers is not earning as much as one at 22; but we think the difficulties and the upset which it would cause to the service would probably outweigh the advantage of doing it.

661. You are not too happy about the recruitment of too many cadets either?—No, Sir.

662. Is that because they are coming into the force too young, at 19, or is it the argument which we have got from the Federation, or both?—Primarily because they are too young. I want to say this, I was a cadet or the then equivalent of a cadet. It was not called a cadetship then. I do think, and I am sure my colleagues agree with me that provided they are not going to form the main body of the service immediately there is room for them. We feel through the cadet system one may obtain some good material for the service. Some of them can probably manage without other experience because they are of such a quality that they can cope; but if the intake is enlarged, the danger will be that many of them will not have the worldly experience which is so essential in the police service. They go through all this cadet training — it is exciting and thorough. They are sent to various courses and being attached to this Department and that Department, to the Criminal Investigation Department and so on, and they get the feeling of being in a kind of special branch. Then when they come to join the force they are immediately put on beat duty at Piccadilly Circus, or somewhere like that, and they find the job is nothing like what they expected it was going to be. We feel that the best policemen we can get to do the job immediately they

are trained are from the ordinary walks of life, other occupations ; people with worldly experience who are, in fact, as the Police Federation said this morning, themselves already members of the public, members of the community. I think it is terribly important. If only a few are appointed from cadetship we think that would be alright.

663. That is very interesting because, forgive me for saying anything that may seem too foolish, it is rather news to me that the police force, in spite of its distinctive uniform and distinctive privileges, very much wants to feel itself really part of the general community. I am bound to say I had always been inclined to feel that they were as much not part of the general community as the armed forces, for example. But this idea that it was very important that the police force should not be a professional force was very keenly felt — that is in your minds too?—Most definitely. We feel the closer we get to the public the better. Naturally with some members of the community there is a reluctance to be too closely allied to the police service, and they look upon us with suspicion ; but I think the service over the years has developed the feeling that they are members of the community, and regard special constables and the like, as people who are our friends. I think it is terribly important that we should be a part of the community and that the community should feel they are part of us.

664. In paragraphs 70 and 71 you quote from the Commissioner's Report of 1952 and the Inspector's Report of 1953. In paragraph 72 I have marked something, but I believe I got the answer when you spoke of the attacks and assaults on members of the police service. I think we have got that somewhere. It has gone up from 2,000 or 3,000 and a bit to 5,000 and a bit.—Those are something like the figures.

665. I am not clear as to how far it is wise or desirable to ask you questions about traffic wardens until we have heard what is going to happen to the

Bill, but I gather it is not the feeling of the existing police that traffic wardens are going to solve very many of the problems.—No, I think that is true. We have been told nothing about traffic wardens by the Home Secretary or anyone else, and therefore we know just as much as other people know through the press. All we would say at the moment is this, and we have said it in our evidence, traffic wardens cannot possibly take away our general responsibility for the flow of traffic and the reduction of accidents. That is only one of the many points.

666. In paragraph 86, you say not only must the initial pay be relatively high but there should also be the career attraction. The service must produce its own officers — there must be no 'short-cut' to the higher ranks. You do not want people coming in from outside?—That is true, Sir.

667. But if the service is going to produce its own officers, if it is going to produce officers of the right quality, you are necessarily going to have to attract young men of high quality, not only character and physique, but of intelligence and administrative ability.—Yes.

668. Promotion is pretty slow, is it not?—Yes, Sir, it is slow, but I still say this, although some of the Federation members probably would not agree with me, the very able man in the police force, even in the smallest force, finds a way through his own ability of getting to the top. There is no doubt about that ; the man with it in him can get there. I agree in general promotion to sergeant is slow, and we have made a suggestion somewhere in this report whereby there may be some additional ranks given to meet some of those difficulties. But our point in saying there should be no short-cut is purely and simply that we want to make clear our experience and our feeling, which is this, that everybody should go through every rank and have full and solid experience in it. That need not necessarily be ten years in every rank,

because each individual will have a different approach and a different ability to cope with a situation; but it is necessary, and therefore it is impossible to get to the very top ranks in the service at a very early age, as one might in industry, where purely academic ability could get one a job at £2,000 a year at 25 or 26 if you had the ability to do it; you cannot do that in the police service, because experience is one of the most important things even for a chief officer or superintendent.

669. I should have thought you ought to be able to get to a jolly high position by about 35 if you are a very able man. —I think very many could. I was superintendent at 34, if that is any indication, and others have done the same.

670. And there are Chief Constables appointed at 30.—that is true.

671. And you would agree that can be appropriate for the right man?—I would say in isolated cases yes; in the main I would say nearer 40 or 45.

672. And there is no doubt that young men today do look at a career and say, where shall I be by the age of 30 — shall I have a four-figure income? —That is so.

*Chairman* : I think this would not be a bad moment to adjourn. We shall certainly want to see more of you tomorrow. I think we should meet at 10.30 tomorrow morning.

(The proceedings were adjourned accordingly)

## 4th DAY, (PART I)

Wednesday, 27th April, 1960

### ON RESUMPTION

673. *Chairman* : I think, Superintendent Vernon, you put in one or two more documents since last night. This is a document of yours, is it not, that gives the percentage of successful candidates in the sergeants' promotion qualifying examination in certain areas?—*Superintendent Vernon*: That is so.

674. And the other new paper no doubt comes from the Federation; it is the Scottish criminal record. That is not yours, is it?—No, the one relating to promotion examinations is the only one we put in, Sir.

675. Before I go on with the memorandum there is one general point on which I feel the Superintendents might help us. A great many of you are in charge of substantial areas, are you not?—That is so, yes.

676. And you must feel very directly what the Chief Constables feel at a higher level on this question of shortage on the beat.—Absolutely, yes.

677. Would you like to make any general statement about how that has developed in recent years, the shortage

on the beat, and what you feel about its effect?—In a general way, of course, there is a shortage on the beat as compared with pre-war; that is leaving out, the need for more men than pre-war because of development areas, spreads of population, increase of traffic duties, and so on — there is no doubt at all about that. It is caused not only by deficiencies, but to a very large extent by the development of wireless, information rooms, dog sections, and so on, and increased administrative work. Many jobs of this kind have taken men away from the beat. And of course beat work is not measurable, it is done or it is not done. Nobody can measure whether beat work has been fulfilled; whereas if an office has to be manned, a man has to be found from somewhere to do it. So the tendency has been, very reluctantly, for Chief Constables and Superintendents, to take men from the beat to do these things because of shortages, and of course it has led to a very serious position at the moment.

678. So you have three things. You have the development of the administrative staff at headquarters, involving more men; similar to that you have more specialist services; and a general

shortage of men. And all those things react on the beat.—That is so. And there are those people not connected with the service who have the feeling that these additional types of job relieve the work on the beat. Of course that is completely fallacious. They help, but do not replace the men on the beat in doing a job which is becoming more and more difficult year by year. But they do not take the place of the men on the beat.

679. You come from East Riding?  
—Yes, Haltemprice.

680. Is that a rural area or a town?  
—To a large extent a rural area. The East Riding takes in coast roads and one or two coastal resorts, such as Bridlington. The Division of which I am in charge is adjoining Hull.

681. Haltemprice?—That is the area they are trying to take into Hull and we are trying to keep it in the East Riding. Here is a good example. Haltemprice was formed from a group of three or four or five villages which had populations of two or three thousand in each before the war, and it is now creeping up to fifty thousand as an urban district, and bearing on what the Federation said yesterday in relation to other areas—and this is my Division and I know—there are seldom more than two men out on the beat at night, because no provision has so far been made for the spread from Hull and the development of this area. The other complication is that it is residential to a large extent. It provides one-fifth of the county rate for the whole of the East Riding, though it is in area a very small piece of the County, which shows the vulnerability of it.

682. Is it possible to say whether this difficulty of the beat is worse in the big boroughs than in the county areas? Of course you have not got the beat in the country, but I mean in semi-rural areas. The shortage of the force seems to be worse in big boroughs?—I would not agree there. If you take a proper assessment of the deficiencies in the Service you will find, perhaps not by numbers, but by percentages, that

every force in this country is broadly speaking as deficient as the big ones. It may only be twenty men in a force of two hundred, as against two hundred in a force of two thousand, but the manpower difficulties are just the same. My county was one of the pioneers of the motorised beat, and we have about forty of the rural beats motorised—motorcars, not motor cycles—and we have had that since 1947 or 1948. Each of those rural beat men has an area of something like thirty-five thousand acres and three to four thousand members of population. He has a twenty-four hour responsibility, and he is stuck out in the wilds with much more delay than the city man for calling upon aids and ambulances. I am not pleading the cause of the rural man, do not think that, because we have always agreed that by and large one thing balances out the other. But the fact remains if the rural areas were policed properly and adequately, then we could really do with more men. For the motorisation we have tried to pick the very best of the men in the force, because they are more or less on their honour to do the job, and one has to avoid a man taking his car out and saying "This is a nice easy way of keeping dry and warm. I will sit in the car all day." We have insisted that it is purely and simply a means of moving from place to place, and they do spend a lot of time in the villages, more time probably than they did when they were on their cycles arriving pretty exhausted after riding up hills in snow and bad weather.

683. Another point is that one does hear that one of the difficulties is transfers and the effect of transfers on the home and children's education. It occurs to me—I may be quite wrong—if you have a force up to strength you get less transfers, but when you are under strength all this business of posting becomes more and more difficult.—Absolutely, and particularly in a rural area, because you have to jockey the people about to get them into the right place, and transfers are much more prevalent because we are trying to rob Peter to pay Paul all the time.

684. You agree with me there?—Absolutely, Sir.

685. On this question of deficiencies you have an Appendix A in your memorandum.—Yes. We have shewn only a limited number of forces, forces who have members on our Executive Committees. We have, therefore, been able to deal direct with individuals and get this information. We tried to the best of our ability to estimate the deficiencies for the 44 hour week or the 88 hour fortnight and for other causes. There are one or two Forces where we could not get the information, because in Liverpool, for instance, the estimated increase was still under consideration, and we did not feel it right to put in a figure we were not sure about. I think I may say these figures are reasonably accurate, certainly for certain of the forces. My own I know is accurate, and Sheffield is accurate, and conforms with the wishes of the Chief Constable.

686. When you say estimated from other causes that is something which has been worked out by Superintendents in these areas, is it?—That is so. It has been worked out to meet such things as population spreads and development areas.

687. This is not an estimate which has been agreed by anybody else; it is your own people's estimate, is it?—Our own people's, yes.

688. In the right hand column it looks like something of an average of 25 per cent. over the whole?—That is so. I think you would find throughout the country the real deficiency, the nearest anybody could get, would be between 15 and 20 thousand, and if you work that out on the full strength of the Service today it comes back to this Gallup poll of 25 per cent.

689. Which is a little more than the Home Office figure of 12,500?—Oh, Yes. I think that is quite inaccurate. I would go further and say there really is not a force in the country which does not need some manning up. I do not think it would be true to say there are only certain areas, as the Home Office

have indicated, Home Counties, Midlands and Tyneside. I think that is quite inaccurate. Certainly in numbers deficiencies show more in those areas, but I would say in percentages the general position is the same all over the country.

690. I think any man who wants his show to be efficient is perhaps tempted to want something better than he can get, but you think this is a reasonably moderate estimate of yours?—I am sure it is an absolute necessity, and it is not inflated at all, Sir.

691. Going through the memorandum, let us turn to paragraph 95, which was where we got to yesterday evening. Looking at paragraph 95, those who were here yesterday know that the Federation approached this problem very substantially by reference to the national earnings of industrial workers, and you no doubt have read the Chief Constable's memorandum which approaches it in a rather different way of minor professions. Your approach has been rather different from either of those, has it not?—Yes.

692. You look at the job not so much by comparison with other people, but you say "What do you think, as men of judgment, the remuneration should be?"—That is so. We knew of course that you would obviously have to have economic factors and actuarial figures to prove the case, and therefore we decided that it was right that you should know in a more general way what we felt would give adequate pay, and we think this is the right figure.

693. And the figure you reach is an improvement of 40-45 per cent. on the basic pay?—That is so, yes.

694. Your paragraph 97, the first sentence—"We seriously considered whether it would be wise to give a lower percentage increase on appointment." That means when the man comes in, during his two years of probation, and before he gets any increments at all?—Yes. What we were really getting at was this: we have suggested the 40-45 per cent. would bring the scale back at maximum to Desborough, and we

wondered whether on appointment something less than that at Desborough would be the right figure, as a man would not be quite as efficient when he first joined, but on reflection we felt that would not attract the right man to start with, and if you do not get the right man to start with, then he is not the right man later and at the end of his service. And we felt though it may be slightly extravagant to pay the same ratio at entrance as to the man later in service, it was the only hope of really getting the right man into the Service.

695. If you had taken the other view you would have been out of line with the Federation and the Chief Constables. You are on that taking the same view? —We are taking absolutely the same line, yes.

696. On paragraph 95, the incremental scale, you really think the present rate of increase—apart from the amount of increase—is about right? —Yes. We have thought about this very seriously, because we realise one of the great problems is not only to attract people but to keep them, and this question of the long service increments has been very forcibly in our minds. On reflection we feel Chief Constables who want a longer scale, and other people who want a longer scale have completely missed the boat, because the point in our view is this: from day to day the man is looking at how much he is getting in his pay packet week by week. We may not like this attitude, but it is true in the modern day. If you are going to give a man an increment, of say £100 a year at 25 years, which means his pay is probably going to be something like £850 or £875 at 9 years which is the present maximum, then the increase he is going to get at that period now is not very much, and he is always going to be in the position that there are jobs outside the service which could offer a little more. We say—and we are quite definite about this—that unless we find a rate of pay which will make him quite immune from any other sort of job which might be within the capability of a police officer, then we shall fail to

keep people in the Service. It is no good saying “In ten or fifteen years you will get another hundred pounds”, if he can get another fifty pounds from today by taking another job. With pressure from his wife, because of domestic difficulties which police duties create, he is going to say “Fifty pounds now is really a better proposition. I may even get this hundred pounds in the other job if I go to it. To wait and hope for another hundred pounds in fifteen years time is no good to me.” Unless we pay a man adequately when he gets to the peak of his responsibilities with children, so that he can provide the extra pleasures of life which families expect at that time—unless we do that—I think we shall completely fail. If a man has to decide between having a police pension at 25 years plus another job at several hundred pounds a year, or staying to get a bit more pension on a long service increment, there is no alternative for a man if he is thinking only in economic terms.

697. You think a man in a junior rank as Constable ought to get full pay at the age of about 28?—I do. Those who were very good would go on and get promoted. Those who were solid and reliable would remain as Constables. And every time the man's wife said “I am sick of this. Why don't you get another job?” he would say “I am getting £1,000 a year. The best I could get outside would be £800. Therefore we must not change.” It is only when he can get something better outside that he will go.

698. And of course you point out in connection with this point that 94 per cent. of the voluntary wastage is in the first ten years.—Absolutely, yes.

699. We come now to the summary of your recommendations. Most of the points have been covered because this is a summary.

The second point in the first recommendation is the restoration of the Desborough differentials, and you refer us to Appendix H. Here of course we may be getting down to detail and we must not go too far under our terms of

reference. You set out the Desborough percentages of increase rank by rank. —The table was purely and simply to emphasise how the differentials work. We realised you would not want to go into this kind of detail.

700. Quite. I am just wondering why there is such a wide difference in percentage increase in the bottom column. One would have thought that the Desborough differentials would have been maintained by an increase of the same percentage throughout. —No, Sir, because pay has, of course, concertina-ed rather. The differentials have changed. This is to get them back.

701. It is because you are comparing with the present day; I see. —There is another thing on that which I ought to say, Sir. We have confined the Appendix H to the provincial forces. There is the question of London, of the London Superintendents and Chief Superintendents who get a higher rate of pay, and this may impinge upon this vexed question of London allowance. I think I should mention it because we would ourselves hope and expect that the differences now existing in the ranks of Superintendent and Chief Superintendent would be maintained with the Desborough differentials. We quite definitely accept for the London Superintendents and Chief Superintendents that the responsibilities are different and can be assessed on that account on higher rates of pay. We would not agree that that applies in the other ranks of Chief Inspector and below. We would say their duties are as near as possible similar and no change in pay as such for doing the job is necessary. For the ranks of Superintendent and Chief Superintendents we want to make it clear that the proper figure should be included at a later stage.

702. But there is a difference in Inspectors at the moment. —Yes, but only a matter of about £30.

703. Which you think should not exist? —That is right, because the responsibilities are broadly the same, and to say that duties vary to the extent of £30 is a very fine dividing line. If it

were £200 one might think there were reasonable grounds for a higher rate of pay, but £30 to me could not be assessed in the sense of additional duties and responsibilities.

704. We have discussed your second recommendation. Your third is an acceleration of increments on qualifying for promotion. —Of course this is rather an in-between scheme, between nothing and the Chief Constable's suggestion, which is an additional allowance which goes on perpetually provided the man is not promoted. We think it would be wrong to give an allowance which would go on and on. Our view is that if a man passes the qualifying examination he deserves something extra for having done that, but if he does not get promoted one could reasonably assume that the man has for some other reason failed to make the grade and might at some stage cease to be entitled to so much more than a man who has not passed but who is a sound reliable man who enjoys being a policeman. We think by giving him something at the initial stage which would end at the nine years level he would get some benefit, but on the other hand it would not go on for ever whether he continued to maintain efficiency or not.

705. *Sir Ian Jacob*: I do know in some other fields that the reward for passing an examination which involves a certain amount of extra work is a single sum of money, not an increment or an allowance or anything of that sort, but just, as it were, a single bonus for having passed that examination. Have you considered that as a possible way of dealing with this question of passing the promotion exam and not getting a vacancy? —We have not considered it, and I would not think in the police service it had any advantage at all, but that is off the cuff, we have not really considered that.

706. *Chairman*: Your fourth recommendation I do not think follows on anything in the main text. —No, It does not, and we probably ought to have explained it more fully. What we

feel is this, that the Federation from time to time—and we are all conscious of it—raise the question of slow promotion in the police service. As compared with some professions that is true, but on the other hand as compared with many other occupations where no promotion comes it is probably fast. We think the best way of dealing with it is to increase establishments, to give some floating ranks which can be used. Firstly there is the question of the loss of manpower due to changed hours, additional leave, and so on, which has accumulated over the years. Many forces have never had an adequate compensation for reliefs, and we think strengths should be looked at to see if some way could be found of adding extra sergeants, and other ranks, to meet those problems. There are many specialist cases where men get tied and bogged down but they want to remain in that job, and we ought to be in a position to say: "He is doing the job very well. Instead of him doing it as a constable he ought to be able to remain in it and do it as a sergeant." In other words we should have a loose number of promotions which could be used in that way.

707. No additional ranks, but rather more sergeants and rather more inspectors to deal with this matter of hours and specialists?—Yes, and to put more on the ground.

708. No. 5 is a point on which Mr. Callaghan speaking for the Federation said "Here is a point which no doubt you will consider but we are not pressing this with any definite figure." You put it in this way, that you feel that whatever is done by the proper authorities as a result of this Royal Commission will be something which is done later than it should have been?—Yes, we have left it rather indefinite quite deliberately because we felt that you or whoever deals with the pay problem later ought to look at this question of retrospection and examine it. The point we would make on this is that the Service feels quite definitely that pay has always lagged, at least since the

war. We have always been suffering and have never been properly treated, and therefore in a broad sense this review ought to have been done at the time of Oaksey or immediately afterwards. Therefore somebody ought to say "These people have suffered so long that we ought to give them X.—by way of retrospection."

709. Yes. And 6 is really on the same principle?—Yes, because we feel rather keenly about those put in the position that they have to retire. One thing we hope will never emerge again is the position which arose at Oaksey. Prior to Oaksey pension was based on the pay at retirement and with rising pay all the time it was always at the peak pay. We accept that most walks of life have this averaging for pension purposes and whilst we would like to see it go we realise it has come to stay. But at the time of Oaksey this change was put to us along with a pay rise, an inadequate pay rise, and we were told: "You accept averaging with the pay rise or you do not get the pay rise." That was an ultimatum to the Service—we had to have both or none. It was a very terrible thing for the Service. That has brought about the present situation, and we hope that the position will be made easier for those who through no fault of their own have to retire. And we hope that never again will two matters of this kind be merged together and used to play one off against the other.

710. I am not sure that the next point, 7, is within our present task, but I just wondered whether you could expand the last sentence at all, that police duties are becoming more national and less local in character.—The point really at issue there is that in traffic and crime forces are linking up more and more, things are becoming more common in the way that they are done, and there is more standardisation in the way they are done. We feel central government has a greater part to play in the sense that the co-ordination is very much different from what it was, say, fifty years ago.

711. It is rather complicated, this sharing between the exchequer and the local authorities, by reason of the equalisation grant, is it not?—Yes, it is. I must be frank. We put it in with no real thought in mind, but merely to jog your memories that you ought to look at this.

712. The last one is really adhering to the present police council machinery. —Yes, and I would say that from the superintendents' point of view and speaking as chairman of the staff side of the council I would not quarrel at all with the existing machinery. Certainly it has failed so far as pay is concerned. But in other respects we have had the greatest courtesy and treatment. With rent allowance, for instance, we reached a very satisfactory settlement a few years ago—after long negotiation, certainly, but there were no difficulties about it, and I think that mutual trust is increasing on both sides all the time. So far as pay is concerned we know that local police authorities are restricted in what they can do, and we feel if some body such as this Commission would say, "The police ought to come into a higher pay stratum and indicate where they should fit in the National pay structure," the negotiating task would be very much easier. We do not think there is any difficulty at all with the existing machinery, provided some body bigger than they would say, "They ought to go into a different stratum."

713. Do you think central government should come in to a greater extent?—I think probably central government might have greater representation, I do think that, but I must say in a general sense I do not quarrel with the set up at all.

714. Recommendation 8 concerns regular review. It sounds as if you would welcome some formula which could be used as a guide.—Yes, Sir, and we would say that the suggestion made by the Federation was a quite satisfactory one from our point of view.

715. Have we discussed the London allowance question at all?—No, we have not. I should like to say something about this, Sir, because we would oppose it, and that goes for our London superintendents too. I have already said they do enjoy a better rate of pay, but it is acknowledged by the provincial superintendents that that is purely and simply because of the different grade of responsibilities. On the question of London allowance we feel that the rent element is properly and adequately taken care of. There is this question of travelling, but when we get on to that we find there are varying degrees of the same problem in other big cities. We then come to the problem of the rural areas, and I know from experience this is a very serious problem. I would say in a rural area the cost of living generally is higher in an overall sense than it is in London. We have no multiple stores. To do major shopping a man and his wife and family have to travel anything from ten to forty or fifty miles to get to the really big stores—to buy a new overcoat, not to get a haircut probably.

716. The ladies go a long way for their hair.—That is true. But it is true that the rural areas are put to great inconvenience, not only with travelling, for that is more in a family sense than in a duty sense. What I fear is that if a London allowance is given to cover travelling, London officers themselves will probably suffer because there is going to be a stage reached when somebody is going to say, "This London allowance for travelling is costing a lot of money. In future we are going to allow nobody to live more than X miles from where they are working." Then they are going to be restricted as to where they live. The other problem is that someone will say, "Men are choosing to live long distances away because they know we are going to pay for their travelling", and I think it will lead to complications. If we try to deal with a problem of this kind in isolation it can raise a hundred and one different problems, such as a man in a rural area who says, "My wife looks after the

telephone. I have a twenty-four hour responsibility", and everyone will be coming forward with a reason why a particular thing is creating more expense for him, and we could be inundated with applications of this kind. So I think providing the pay is raised to a right standard the sum of £30 would be so small that the pay rise would nullify it completely.

717. You have your London colleagues with you on this, have you not?  
—Yes.

718. I admit yesterday on the spur of the moment I was impressed by the fact that the City Police have bought a number of houses for their men right outside the L.C.C. area. It is a long way. But it may be that that might have been at a time when housing was more difficult than it is now, and that sort of distance will not be officially encouraged.—I think, Sir, I should like Chief Superintendent Perry to speak on that. — *Chief Superintendent Perry* : I think, Sir, that the City Police did more or less indicate that they would be prepared to give that special consideration. Obviously if they require a man to live a long way away from the station in police quarters, then I am quite sure that the Commissioner would be prepared — I cannot prejudge what he would say about it — to give that special consideration. We take that rather as distinct from the London allowance. We have considered this very fully and cannot feel we could ask for this as against those men serving in places such as Liverpool and Glasgow.

*Chairman* : Are there any questions my colleagues would like to ask?

719. *Lord Geddes* : Yes. If we can turn to paragraph 96 — "If we are to halt this particular cause of wastage, etc." I do not quite follow this, because you yourself base the argument for improvement on restoration of relativity. If you increase the pay you will establish not a new relativity for the police, but a new relativity between the police and other people. If other people got an increase, would it not be

a reason for further claim for the relativity established by this Commission?  
— *Superintendent Vernon* : I thought we did meet the point when we said we should need periodic review.

720. If you are going to have a periodic review how can you make them immune from the effects of other increases? — Probably what we ought to have said to be more accurate was that the advance which should be given over other jobs which a policeman might take ought to be such that any immediate increase of pay in that other job would not be felt. The pay of the police should be sufficiently high and above those occupations that whilst at some stage, perhaps by two or three yearly reviews, it ought to go up again to take care of any increase in those other occupations. It should never be so near that one would be continually stepping above the other.

*Lord Geddes* : Thank you.

721. *Judge Temple-Morris* : I am taking you back to your fourth recommendation on promotion. You answered the Chairman on a basis of floating ranks. Has your Association considered the introduction of permanent additional ranks between the rank of police constable and police sergeant? — Yes, we have considered that, Sir, and we should say it would not be very practicable and would not be a satisfactory arrangement. We do not favour additional ranks in the middle.

722. *Dr. Macfarlane* : Would you clarify for me your remarks about the Police Council machinery? You said it was satisfactory in everything except pay. Then you went on to suggest it might be satisfactory in pay if it had something dictated to it. What was it that was to be dictated to it? — What I say is this: that if someone can say that the police should be taken out of a certain economic stratum and put at a higher level and should remain above people they were formerly below, if that were the case then I think the local authorities and the police authorities would find less difficulty in meeting a

claim, because at the moment two of the things which weigh heavily with them—and we do not discount this, we think they are right to think of these things—are (a) the effect on the rates and (b) the effect on other services, like N.A.L.G.O. and Probation Officers. Unless some body says firmly that the police should go into a different stratum and remain at that level, then we think they will always be in this difficulty with the negotiating machinery as we have got it, that they will have to take into account not only the effect upon rates but the effect on other services.

723. If the suggestion of the Federation were accepted, that the earnings index be used as a basis for police pay—the earnings index, for the sake of argument, plus 25 per cent.—and that there be an automatic review based on that, what would the Police Council have to do with it? Would there be any need for them to say that it was time for a change?—I think they would have to deal with it on that basis unless we got to the stage which the Federation suggested that not only should there be this automatic change with the wages index but from time to time there should be a complete reassessment to see if there are other factors, like increased responsibilities, which should be taken into account, and then I would say the Council would have to consider the matter fully.

724. Just one thing. You said “wages index”. Did you mean wages or earnings?—Earnings.

*Dr. Macfarlane* : Thank you.

725. *Chairman* : Following up that, what I gather you said was that you would be happy with the Police Council provided that this Commission has formulated, as it is asked to, the broad principles which should govern the remuneration of the constable—and, of course, our recommendations were accepted. You want the principles laid down which would govern the detailed working out by the Police Council; that is really it, is it not?—Yes. I think I ought to say this about past negotiations. I do to some extent blame

the Service for the low pay awards that have been made, and I do it in this sense, and I think it is right to put it this way. We have never had any negotiating machinery until the Council was set up and we were therefore pretty well babes in arms in the art of negotiation. We have never known how to do it, and we have had to feel our way. We have done it as honest policemen—I am not suggesting that other people who negotiate wage awards are not honest. We are in this position, that our very training teaches us never to inflate, never to exaggerate, and we have never at any stage—and I say this quite sincerely, having been involved in every pay claim made over the past twelve years—put in a claim which was weighted to take care of negotiations and expecting that it would be refused by so much and therefore inflated the figure. We have gone as we would to a court of law to give evidence and said, “This is what we think we ought to have” and not, “This is ten per cent. higher really and we do not mind if you do cut it”, and I think there is a difference in the way we approach these things because of the very way we are trained as police officers.

726. You said the Council had to consider rates and the burden on the rates, and secondly it had to consider repercussions. I should have thought you would say it had always felt itself bound by the principles of Oaksey.—I think that is true. Speaking of Oaksey, the reasons we mentioned the differential of Desborough for the higher ranks are—and we think it is terribly important from the career structure point of view that the higher ranks should get away from the constable.—that we never accepted Oaksey as a satisfactory settlement. There was a Superintendents’ pay committee sitting before Oaksey in 1947. That pay award was frozen. When it came to Oaksey we were given the 1947 pay committee award and that only. We were given nothing to compare with the increase given to the lower ranks. In other words, we got one increase to take the place of two. And we are quite sure that if the award

made in 1947 or 1948 had been implemented at the time Oaksey would have been bound to give some sort of increase—£50 or whatever it was—to the higher ranks, which of course they failed to do.

727. *Mr. Hale*: In relation to pension rights you used the words—" . . . should be waived for three years in respect of any member who is compulsorily retired within three years of any increase coming into effect."—Yes.

728. That does mean you are asking for people who retire after the award to get the benefit of any possible increase in pensions, but those who retire today to get none?—I think what we would say is if a date is fixed for the award anybody who takes a pension because of any of these three reasons after the date that the award starts should have the benefit of it.

729. That is dealing with people compulsorily retired?—Yes, but if they retire at a date which was within the pay award we would hope they would get the pension at that figure.

730. *Chairman*: It means compulsorily retired during the next three years after any increase comes into effect?—That is so, so that he would not suffer by the averaging.

731. *Mr. Hale*: There is one small point on establishment I do not know the answer to at all. We all know there have to be rather rapid concentrations of police on occasions of widespread search, an escape from Dartmoor, for instance.—There is a mutual aid system whereby one force can assist another.

732. Only a mutual aid system?—That is all. The Devonshire force would be primarily concerned, with such help as they could get from Somerset and Cornwall.

733. It would rest entirely with the Chief Constables of Somerset and Cornwall?—Yes.

734. And if you get the opening of a new motorway that makes a permanent addition to the needs of the

establishment?—I am sure that is so. Those connected with the motorway could answer that better, but I am sure it is so.

735. And on ceremonial occasions, too, there would obviously be a concentration of police. On those occasions are they supplemented by the Special Constabulary?—On occasions, yes.

736. But it mainly means drawing police all the time from one place or another from their normal allocations?—That is right.

*Mr. Hale*: I am much obliged. I was not clear about that.

737. *Sir Ian Jacob*: Could I ask another question about the Police Council? You felt that it was a satisfactory piece of machinery, although it had not been so in regard to pay because they had been bound by the Oaksey principles and by considerations of other kinds. Practically all the pay claims have at the end gone to arbitration?—Yes.

738. Had the arbitrators not felt themselves bound by those same principles? If the arbitrators could give an award why could not the Police Council?—I would not have thought necessarily the arbitrators were bound by the same principles because they do not directly represent the local authorities, I would not have thought so. I would have thought they were pretty free to do anything they liked within the pay structure of the other services and within the limits of the exchequer.

739. *Chairman*: It does look as if the Council, which broadly speaking you have been commending as a good organisation, has failed to settle points which the arbitrators were able to deal with to some extent at any rate.—Yes, I think that is true, which brings me back to the point that I think the representatives of the police authorities on the official side of the Council have been unduly influenced by the effect of any pay rise on local rates, and other services under their control.

740. It looks rather as if the official side of the Council have said, "Well, we had better say no ; they can always go to the arbitrators."—Well, that may be so.

741. *Mr. Hobson* : There is a question I want to ask on establishment. It is quite plain from all the evidence we have had that the greatly increased requirements of the establishments are because there are so many additional services, specialist services.—Yes.

742. And I think you said they were only additional aids for the men on the beat and did not relieve him in any way?—Yes.

743. I entirely accept that for country districts and rural districts, but does not the fact that there is motorised control and wireless communication in a concentrated town area mean that, in fact, you do have a slightly reduced requirement for the beat ; or putting it the other way the man on the beat can cover a larger area if he has the reserve aid to come to his assistance very quickly?—I should not have thought so. It is difficult to say it would not make some difference, but the man on the beat is on foot and is accessible to the public, he can speak to the public, he can see the public, he can see what is going on. If you get a motorised man in a busy city he can do very little as a beat constable, because his attention is concentrated on traffic. If one took it in a broad sense one would have to admit it is only additional help and it does not mean instead of having ten men you can manage with nine by having motorised people about. I do not think it would affect it in that sense at all.

744. *Dr. Macfarlane* : There has not been very much talk in your memorandum on pensions. You will be aware that when the policeman's wages have been calculated in the past an element for pension has always been put in for comparison purposes. Have you any views on that?—We agree entirely with the Federation's view on that, that

it has been very much over-emphasised. It should be taken into account of course generally speaking in the same way as any other occupation. We agree entirely with what the Federation say.

745. In Desborough days the police pension was really worth something.—That is so.

746. Have you any views on what it is worth now, having regard to the fact that there are so many people on pension schemes now?—In terms of L.S.D. it is worth exactly what it was worth before from the man's point of view, but in terms of incentive and keeping the man in the Service of course it has lost practically the whole of its appeal. I do not think the Service has the same feeling today at all.—*Chief Superintendent Perry* : Could I give one practical example of that. When I joined the force in 1928 a relative of mine left the Service on pension and went to live in an agricultural village in Essex. His pension was then £3 a week and the agricultural labourer was earning 30s., which was subject to deduction if he lost any employment through wet weather.

747. *Chairman* : The Federation were very much inclined to tie their outlook with regard to pay to average industrial earnings, and there was a sort of philosophy about that that the policeman is part of the general working community and should be treated as such and that he wants to feel that he is a normal part of the working community. When one reads the Chief Constables' memorandum one finds rather a different approach, and a comparison with minor professions. There is, of course, a third sort of approach, that the police are not really so much like men making motorcars and things of that kind, and the police force is more accurately described neither as a profession or an industry but as a service, like the armed forces or something of that kind. Would the Superintendents feel they could comment on what the Federation and the Chief Constables said about that?—*Superintendent Vernon* : We have refrained

from making any comparisons with other walks of life because it has always been an established principle that we in the Service are incomparable because we do not compare in any general sense with the worker and we do not compare with the professions; we are an in-between, we are a mixture of both, and we have to mix with both and work with both. I would say it is very difficult to tie us with one or the other. The only way in which I would agree with the Federation is that one has to find some level at which the pay must be fixed, and if the policeman can be placed so that he is in the position that he is slightly above and respected and admired, not only as a man, but because of his economic position, by the great mass of the population—we realise there are always going to be people higher paid who will feel themselves above a policeman—but we feel that the great mass of the community should be able to say, “He is somebody that counts in the world and is not somebody there to be trodden on by any Tom, Dick or Harry.” To say that we are professional or industrial is rather difficult, and I would prefer to keep ourselves aloof from that and ask you to say the police ought to have the respect of the mass of the community both socially and economically. That is where the policeman ought to lie.

748. Would any of your colleagues at the table like to add anything on any point?—May I add one word?—

*Chairman* : Certainly.—There was a matter raised with the Federation yesterday which you yourself raised, the question of taking other employment. We feel rather strongly about

this, and I hope you will not mind my bringing this in. Most of us feel that whatever job you occupy you should never be dependent on a second job to live decently, and from that point of view we deprecate any suggestion from anybody that a policeman ought to augment his pay by other employment. But speaking quite apart from that we think a policeman is in quite a different position from any other member of the community because he can be very easily embarrassed. You yourself mentioned the case of teaching the daughter of a friend to drive. The very next week he may be faced with dealing with this very same girl in a motor accident with a case of driving without due care and attention arising out of it. It can lead to great embarrassment. The same thing applies if you do somebody's garden or they buy your produce from you. You say “Those who buy from you are jolly good chaps and those who do not are stinkers.” I would say this. There is not a job that a policeman should do, as distinct from doing a friendly service, such as doing the neighbour's garden for him for nothing. There is not a job a policeman can do for payment where he might not put himself in difficulty, and I think the Commission should take account of that.

*Chairman* : Thank you very much. I think that covers the ground of the evidence you have placed before us. —May I say thank you for the very kind way in which you have received us?

*(The witnesses withdrew.)*



Published by  
HER MAJESTY'S STATIONERY OFFICE

To be purchased from  
York House, Kingsway, London W.C.2  
423 Oxford Street, London W.1  
13A Castle Street, Edinburgh 2  
109 St. Mary Street, Cardiff  
39 King Street, Manchester 2  
50 Fairfax Street, Bristol 1  
2 Edmund Street, Birmingham 3  
80 Chichester Street, Belfast 1  
or through any bookseller

S.O. Code No. 73-36-3-1.

# Royal Commission on the Police

---

MINUTES OF EVIDENCE

## 4 (Part II)

*Fourth Day, Wednesday, 27th April, 1960*

WITNESSES

Association of Chief Police Officers  
of England and Wales



LONDON

HER MAJESTY'S STATIONERY OFFICE

1960

PRICE 4s. 0d. NET

## *Witnesses*

ASSOCIATION OF CHIEF POLICE OFFICERS OF ENGLAND AND WALES

CAPTAIN SIR JONATHAN PEEL, C.B.E., M.C., D.L.

MR. SYDNEY LAWRENCE, O.B.E.

MR. DOUGLAS OSMOND, O.B.E.

MR. NORMAN GOODCHILD, O.B.E.

*The following representatives of the*  
CHIEF CONSTABLES' (SCOTLAND) ASSOCIATION  
*were also present*

MR. JOHN INCH, C.B.E.

MR. J. A. ROBERTSON, O.B.E.

# MINUTES OF EVIDENCE

TAKEN BEFORE THE

## Royal Commission on the Police

### FOURTH DAY (Part II)

*Wednesday, 27th April, 1960*

*Present:*

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

MR. J. C. BURMAN

SIR IAN JACOB, G.B.E., C.B.

LORD GEDDES OF EPSOM, C.B.E.

DR. J. W. MACFARLANE

DR. A. L. GOODHART, K.B.E., Q.C.

MRS. M. A. RICHARDSON

MR. C. L. HALE, M.P.

MRS. K. RYDER RUNTON, C.B.E.

MR. J. G. S. HOBSON, O.B.E., T.D.,

JUDGE OWEN T. TEMPLE-MORRIS, Q.C.

Q.C., M.P.

SIR GEORGE TURNER, K.C.B., K.B.E.

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

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

**First Memorandum of Evidence submitted by The Association of  
Chief Police Officers of England and Wales**

### CONTENTS

	Page
INTRODUCTION .. .. .	248
I. PREVIOUS REVIEWS OF POLICE PAY .. .. .	248
II. ESTABLISHMENTS AND THE EFFECT OF RECRUITING AND WASTAGE ..	250
III. GENERAL PRINCIPLES IN ASSESSING PAY .. .. .	253
IV. THE STATUS OF THE POLICE OFFICER; HIS WORK AND RESPONSIBILITIES ..	255
V. POLICE EMOLUMENTS .. .. .	264
VI. DEPRESSION OF POLICE PAY LEVELS OVER THE PAST TEN YEARS ..	266
VII. PRINCIPLES APPLYING TO PAY LEVELS .. .. .	269
VIII. SALARY STRUCTURE FOR POLICE .. .. .	271
IX. FUTURE ADJUSTMENTS TO SALARY LEVELS AND STRUCTURE ..	274
X. SUMMARY AND CONCLUSIONS .. .. .	275
Appendices	
"A" RECRUITMENT AND WASTAGE—ENGLAND AND WALES .. .. .	277
"B" SUMMARY OF RECRUITMENT, ALL FORCES—ENGLAND AND WALES ..	278
"C" SUMMARY OF WASTAGE, ALL FORCES—ENGLAND AND WALES ..	279
"D" SUMMARY OF SYLLABUS FOR INITIAL TRAINING COURSE AT DISTRICT POLICE TRAINING CENTRE .. .. .	280
"E" ASSESSMENT BY THE DESBOROUGH COMMITTEE OF POLICE DUTIES AND RESPONSIBILITIES .. .. .	283
"F" LEGISLATION PASSED SINCE 1920 WHICH AFFECTS DUTIES AND RESPON- SIBILITIES OF POLICE .. .. .	284
"G" DELEGATED LEGISLATION—1958 .. .. .	287
"H" SALARY TABLES .. .. .	288

## INTRODUCTION

The Association of Chief Police Officers of England and Wales was formed in 1948 by the fusion of the two former Associations of Chief Constables which had existed for many years. It incorporates in full membership all Chief Constables and Assistant Chief Constables of City, Borough and County Forces in the two countries, the Commissioner and all senior ranks down to and including Deputy Commander of the Metropolitan Police and the Commissioner and Assistant Commissioner of Police of the City of London.

England and Wales are divided into nine Chief Constables' Conference Districts, the ninth comprising the Metropolitan Police District and the City of London. Each District Conference appoints its own Chairman and Secretary and also appoints representatives from City and Borough and County forces to form an Executive Committee of the Association. This Executive Committee is empowered to speak and negotiate for its members collectively and it appoints the English and Welsh Staff Side of Panel "A" of the Police Council for Great Britain.

In another capacity, the Chief Constable members of the Executive Committee of the Association, together with the Commissioners of Police of the Metropolis and the City of London, comprise the Central Conference of Chief Constables, sponsored and organised by the Home Office to advise the Secretary of State on technical matters and to achieve co-operation and co-ordination of effort between the police forces of the country.

The Executive Committee of the Association also appoints representatives to numerous National organisations, committees and other bodies which have relationships with police work or common professional interests.

The Association wishes to make it clear that each Chief Officer still retains full individual responsibility and independence. The Association has no authority over its members. No member is bound in his professional activities by any decision of the Executive or of the Central Conference.

Nevertheless, in the preparation of this memorandum and of memoranda for subsequent submission to the Royal Commission, the Association has achieved full consultation between its members and the memoranda seek to express the considered views of all individual members. Where there is any substantial difference of opinion or reservation regarding the conclusions reached, this will be indicated.

It is understood that the Commissioner of Police of the Metropolis will be submitting separate evidence but it should be stated that throughout all the deliberations which preceded the drafting of this particular memorandum the Commissioner or his representative has been present and is in broad agreement with the views expressed.

Chief Officers of Police of Scotland have also participated in discussions. They fully support the views of this Association but hope to have the opportunity of dealing with points pertaining particularly to Scotland when the Royal Commission visits Edinburgh.

It is recognised that other terms of reference are bound to some extent to impinge upon this particular term of reference taken in isolation. On such matters detailed views will be expressed later, but it may be accepted that where any controversial points are made affecting the arguments regarding police pay, they will in due course be justified in detail.

## I. PREVIOUS REVIEWS OF POLICE PAY

1. The last half century has seen two major reviews of police pay—by the Desborough Committee, which reported on the subject in 1919, and by the Oaksey Committee, whose first report was published in April, 1949. The terms of reference of the Desborough Committee were :—

"To consider and report whether any and what changes should be made in . . . the rates of pay . . . of the police forces of England, Wales and Scotland" ;

while the Oaksey Committee was asked :—

"To consider in the light of the need for the recruitment and retention of an adequate number of suitable men and women for the police forces of England, Wales and Scotland, and to report on pay . . ."

Some points will be made later on the significance of the difference in these terms of reference.

2. The Desborough Committee for the first time drew the attention of the public to the quality of the work of a police officer and to the high moral standards and the degree of professional skill required. Relevant extracts from the report have been quoted many times and doubtless they will be referred to again by many witnesses before the Royal Commission, but no apology is offered for incorporating these extracts in this memorandum; in the view of the Association they are fundamental and form the basis of the development of the office of Constable over the past 40 years.

3. In dealing with the status of the police, the Desborough Committee said (paragraph 6) :—

“In this country the whole power of the Constable rests on the support, both moral and physical, of his fellow citizens. We desire to emphasise this point as in our opinion it has an important bearing on the relations between the police and the public—as to the consideration to which the police are entitled on the one hand and their obligations to the public on the other.”

This statement can be regarded as a useful basis for the consideration of this, the fourth of the terms of reference of the Royal Commission. The police owe a duty to the public, but at the same time *the public owes a duty to the police*. Unless the contract is fulfilled by both parties, its objects—the maintenance of law and order by citizens acting on behalf of citizens—cannot be fulfilled. Public support, without which the police are powerless, can be made manifest only by affording to the police their proper status. It is true (perhaps unfortunately) that today the average man assesses the status of an individual by the level of his remuneration.

4. On the subject of remuneration, the Desborough Committee had much of importance to say, notably (paragraph 77) :—

“We are satisfied that a policeman has responsibilities and obligations which are peculiar to his calling and distinguish him from other public servants and municipal employees *and we consider the police entitled thereby to special consideration in regard to their rate of pay and pension.*”

5. The Oaksey Committee in its report endorsed and adopted these views (paragraphs 18 and 19) quoting in extenso the various factors which led the Desborough Committee to its conclusions, adding (paragraph 19) :—

“*We are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less*; and we have had this at the forefront of our minds in all our enquiries into police emoluments”;

and (paragraph 66) :—

“A strong and efficient police service is necessary for the well-being of the community to a greater degree than any other public service in peacetime.”

That being so, the Oaksey Committee could have been expected to fix standards of remuneration that would have stood the test of time. In this respect the Oaksey Committee failed. Within two years the Trustam Eve Tribunal was entrusted with the task of the re-appraisal of police pay. Substantial increases (of the order of 20%) were awarded.

6. The Eve Tribunal felt itself bound by the Oaksey Committee findings on the pay levels and pay structure of the Federated ranks of the Service; the Tribunal was able, however, to make an award based on two factors—firstly, the change in the cost of living, coupled with pay increases awarded in other walks of life since the Committee reported, and secondly, the urgent need to attract recruits. Paragraph 23 of the Tribunal report reads :—

“We have come to the conclusion that in present circumstances a man constable ought to receive at the minimum an increase of £70 a year above his present salary of £330. This is £30 more than the increase to which we think he is entitled in relation with other workers by reason of changes since consideration of the Oaksey Committee (late 1948). We recommend it solely upon the ground that it is in the national interest to “man up” the police force and that any less increase would neither attract nor retain the necessary number of the existing forces.”

7. Having regard to the fact that the Oaksey Committee was expressly charged with the need to assess pay on the "attraction/retention" principle, it is significant that less than two years later the Eve Tribunal had to offer the not inconsiderable bonus of £30 per annum as a "bait." The Tribunal recognised that the original award was insufficient to attract and retain; unfortunately it regarded as improper that it should address itself also to the question of the fairness and the rightness of the Oaksey Committee's evaluation of the services of the Constable to the community.

8. It is the view of this Association that the Oaksey award failed then and has continued to fail, for the following reasons:—

- (a) The principle implied in the terms of reference of the Oaksey Committee—"to consider and report on pay in the light of the need for recruitment and retention..." is too narrow and is no longer acceptable as the predominant factor in determining pay levels.
- (b) That insufficient recognition was given to the responsibility of a Constable, the difficulties of his work and the need to maintain his status. While the Desborough Committee findings on these points were accepted and endorsed by the Oaksey Committee there was inadequate re-appraisal in the light of changed conditions and the increased responsibilities and functions of a police officer.
- (c) That the Oaksey Committee placed too much emphasis on the value of the emoluments of the police.

9. At the same time, this Association submits and will demonstrate that even the Oaksey levels of remuneration have not, over the years, been maintained in relation to the pay levels applying in other occupations. The application on several occasions of negotiating techniques (also recommended by the Oaksey Committee) has ultimately resulted in a significant depression in police pay levels.

10. But before these four factors affecting police pay today are considered in detail, the actual failure of the Oaksey recommendations can only be established by consideration of recruitment and wastage during the period subsequent to the application of the "corrective" of the Eve award. Doubtless similar figures will be made available to the Royal Commission from other sources but there have been occasions when spokesmen for the Central Government have indicated that these figures are not altogether unsatisfactory. This Association *emphatically refutes this suggestion*. Based on existing establishments the rate of recruitment can be regarded as adequate in terms of numbers, but—

- (a) because of the many unattractive features of police work and conditions of service, the rate of wastage is excessive and uneconomic;
- (b) for the same reasons, the field of selection is very limited;
- (c) in any case establishment figures relied upon by the Central Government do not reflect the real needs of the country if it is to be efficiently, but not excessively, policed.

## II. ESTABLISHMENTS AND THE EFFECT OF RECRUITING AND WASTAGE

11. During a recent debate in the House of Lords, concern was expressed regarding the state of the police, particularly with regard to the shortage of men and the need for paying adequate salaries. In his reply to the debate, the Lord Chancellor indicated that he felt there was little wrong with the Police Service, particularly under the two headings to which reference had been made. He pointed out that in each of the last four years the number of police in England and Wales has increased, never by less than 900 and in one year by 2,500, and that at the same time the number of civil staff and cadets has considerably increased. He expressed the view that the present establishments were realistic in most of the counties and boroughs but possibly this was not so in the larger conurbations.

12. This is over-simplification to a degree and Chief Officers call attention to the need for a more detailed analysis of the existing position.

13. At Appendices "A," "B" and "C" are figures for establishments, recruitment and wastage. The overall situation is given in Appendix "A" for the years 1949 to 1959