

inclusive, whereas recent recruitment and wastage is analysed for the years 1954 to 1959 in Appendices "B" and "C."

The overall position (Appendix "A")

14. Since 1949, 58,924 men have joined the Service. In the same period wastage has been 46,163; of these men, 23,838 have left for normal reasons—on long-service pension or medical grounds, or for other reasons such as dismissal or death. Thus, in eleven years, 22,325 men have left the Service for a variety of other reasons; their loss can only be described as "abnormal wastage."

15. The ratio of abnormal wastage to recruitment over the eleven-year period is 37.7%. In other words, for every ten men that are brought into the Police Service, four have been lost for other than normal reasons.

16. This ratio of abnormal wastage to recruitment has been practically constant over the whole period. For the years 1949, 1950 and 1951 (immediate post-Oaksey) the ratio was 36.8%, for the years 1952, 1953 and 1954 it was 37.1%, and for the past five years it has been 38.5%. The tendency for this ratio to increase has become more marked in 1960. In January and February of this year 815 men have been recruited. There has been a wastage of 792, and of this number 477 comprise abnormal wastage. *The ratio of abnormal wastage to recruitment for the early months of 1960 has therefore been 58.5%.*

17. During the last six years the number of recruits was at its maximum during 1956 (the year when the strength of the Police Service improved by over 2,500 men). Since 1956 the recruiting rate has dropped slightly but steadily until in 1959 the figure was 5,433. Abnormal wastage has been steady at approximately the 2,000 mark for the past three years. In 1955 (just outside the four-year period quoted by the Lord Chancellor) total wastage exceeded recruitment by some 700 men.

18. No doubt there is a measure of comfort for the optimists in the percentage vacancies in Column 3 of Appendix "A". Here on the face of it the position is satisfactory since the percentage of vacancies is steadily dropping, but the rate of fall has been slowest over the past three years and in any case scant satisfaction can be gained from the fact that it has taken eleven years to effect a reduction of 10% in the percentage of vacancies.

19. The authorised establishment for police for England and Wales has grown from 70,274 in 1949 to 75,400 in 1959. *On this basis a 7% deficiency in 1959 is satisfactory compared with a 17% deficiency in 1949, but had there been no abnormal wastage the strength of the Service today would exceed the present authorised establishment by more than 16,000 men.*

20. This raises the important point of what should be the total establishment of Police Forces. Those who are complacent regarding a mere 7% deficiency in strength are ignoring the facts. Since 1938 there have been, admittedly, increases in authorisations amounting to some 14,000 men. But these have been quite inadequate to meet the real requirements of the Service. For many years it has been Home Office policy to withhold approval of augmentations in a particular force as long as the strength of that force is appreciably below its existing establishment.

21. Because of this policy, a false picture of the establishment/strength position has been given to the public. It is difficult to indicate precisely what the overall establishment should be but the following are some of the factors which affect the figure:—

- (a) The enormous post-war increase in police work, particularly with regard to crime and traffic. This will be dealt with more fully later in this memorandum.
- (b) The reduction in effective coverage as a result of the reduced working hours of a policeman. Annual and Bank Holiday leave has been extended from 12 to 23 days; increased refreshment periods have been authorised; in 1955 three days' leave every fortnight replaced the weekly rest day that had applied since 1910. These and other factors have created the position that *today 125 men are needed to provide the coverage supplied by 100 men before the war.* This can be demonstrated with precision and is no mere estimate.

22. In particular, the grant of an additional day's leave every fortnight in 1955 involved

an almost automatic demand for an increase of the order of 10% in the ranks affected. By careful scrutiny of duties and effecting economies in manpower wherever possible, most Chief Officers were able to keep their requests below this figure, but in 39 cases the reduced augmentation asked for has not yet been authorised, or has been only partially authorised.

23. The economic use of manpower is a problem which has constantly received the attention of Chief Officers and of Police Authorities. The number of civilian staff employed has risen from 3,881 in 1949 to 7,503 in 1959. More mechanisation and better communications have been introduced. With these advantages it is frequently argued that no further increases in establishments should be necessary. This shows a complete failure to appreciate all the problems involved. There is a limit to mechanisation and the use of civilians, which merely relieve the Constable of some of his clerical and administrative duties, and reduce wasted time. But they are no substitute for the eyes and ears of the Constable, the exercise of his powers or the use of his police training and intelligence. Very few further economies are possible; most office and administrative staffs have been stripped of all policemen except for that work where police training is essential. At one time police employed in offices formed a useful reserve against emergencies; in the opinion of many Chief Officers a dangerous situation has been created by the abolition of this reserve.

24. Substantial increases in establishments are still necessary in most forces. Chief Constables recognise that these increases will have to be realistic and kept to a minimum because of the cost to the country and the limited availability of suitable men. But the Association is satisfied that if police forces are to give an adequate service for "the prevention and detection of crime, the protection of life and property, and the preservation of public tranquillity" there must be many more police available than are permissible within existing establishments. These additional men are needed quickly. The standards of maintenance of law and order are depreciating—to the misfortune of the public—and if recruiting and wastage continue at their present rates the Police Service will simply not be able to meet the increasing demands made upon it.

Recruitment

25. To return now to Appendix "B." Points needing emphasis are :—

- (a) An annual average of 17,000 or 18,000 formal applications are received to join the Police Service but these applications are received from only half the total number of people who enquire about the possibilities of service in the Police. In other words, one in every two young men who is contemplating a police career is for some reason discouraged from finally submitting an application. Of the actual applications submitted every year, between 2,000 and 3,000 are not in fact pursued.
- (b) About one in every three applicants for the Service is appointed. The remainder are rejected for a variety of reasons, the most common of which is failure to achieve the necessary educational standard.
- (c) While, as has been pointed out, in the last three years the number of men appointed has been decreasing, the proportion of those appointed who had previous service as police cadets is increasing steadily and approximately one-quarter of all recruits to the Service in 1959 came from this source. This compares with a proportion of one in every twenty in 1954. Thus any expression of satisfaction at the rate of recruiting must be qualified by the fact that there is a rapidly decreasing interest in the possibilities of the Service by members of the public who have not previously been police cadets.

26. This is a serious matter; for generations the Police Service has been composed of a cross-section of the community; men have come from all walks of life and by their experience have been able to contribute something useful to the Service. While no one would decry the value of the police cadet as a means of recruiting, concern has been expressed recently by many Chief Constables at the very high proportion of cadet recruits. It has even been suggested that the proportion should be limited in order to ensure an intake of men with worldly experience outside police circles.

Wastage

27. It is with abnormal wastage, i.e. wastage not accounted for by retirements on ordinary or medical pension or dismissals, that concern must be felt. The figures at Appendix "C" analyse the stages of their service at which men are leaving for special reasons and the reasons they give are also broken down. The following are the important points :—

- (a) Wastage is highest among probationers, where it is of the order of 1,000 men a year.
- (b) The number of experienced men of 10–25 years service who voluntarily resigned from the Service in 1959, at 184, was the highest for the past six years ; the total number of such men resigning during the last three years was very nearly double those resigning in the previous three years.
- (c) The reasons given for resignation are many and varied and some of them are inter-related. For example, there is a very narrow margin to decide whether a man resigns because he " Considers the pay inadequate " or because he " Has a better situation to which he can go. " " Dislike of discipline " is closely related to being " Unable to settle down to police work. " Broadly, the reasons for resignations can be grouped as follows :—

Wastage 1954–1959

(i) Connected with material rewards	5,395
(ii) Connected with the nature of the work	3,177
(iii) Effect on home life	2,502

At the same time there is every reason to suppose that if financial compensation had been adequate, many of the resignations in (ii) and (iii) would have been avoided.

28. It is therefore now intended to examine in detail the reasons attributed by this Association to the failure of the pay structure resulting from the Oaksey/Eve awards.

III. GENERAL PRINCIPLES IN ASSESSING PAY

29. The last decade has seen a series of pay awards for the Constable—

The Oaksey award	July, 1949
The Trustram Eve award	August, 1951
Police Council award	January, 1954
Arbitration award	September, 1955
Arbitration award	February, 1957
Arbitration award	April, 1958

In consequence, the pay range of the Constable has been varied from £330 per annum—£420 per annum at 22 years service in 1949, to £510 per annum—£695 per annum at nine years service today.

30. The Oaksey award is the basis of the other awards. Since 1949 all tribunals have set their face against any alteration to the Oaksey " basis " on the grounds that the Oaksey Committee professed to have taken into account at that time all special features of a police officer's life and work before proceeding to make recommendations arising from its terms of reference :—

" . . in the light of the need for recruitment and retention. . . "

31. The Eve award was to some extent inconsistent with the contention that the Oaksey scales could not be interfered with, for it included an element to attract and retain men in the Service which was supposed to be the whole foundation of the Oaksey findings. But in the main, changes in pay levels since 1949 have been entirely because of changes in the cost of living.

32. The facts given in the previous section of this memorandum and Appendices " A, " " B " and " C " show :—

- (a) That neither the Oaksey award nor the Eve award had more than a very temporary effect on either recruitment or wastage.

- (b) That the rate of recruitment has been adequate for the needs of the Service if abnormal wastage could have been avoided.
- (c) That this abnormal wastage is due to the disillusionment of men *after they have actually experienced conditions* as serving officers. They have found that better or at least equal pay and conditions are obtainable elsewhere without the hardships and disadvantages of police work.

33. The inference that can reasonably be drawn is that the combined Oaksey/Eve award was arrived at by an assessment of the work and responsibility of a police officer followed by determination of—

- (i) the *minimum* amount necessary to persuade men to take on this work and responsibility ; and
- (ii) the minimum further amounts required to keep men in the Service after discovering for themselves what is expected of them and the effect of their work on their personal lives.

34. Such principles lead inevitably to two results. As rates of pay improve in other occupations, less arduous and less responsible, a sense of frustration is experienced and wastage is abnormally high. Secondly, *there remains in the Service a large number of men who, although not prepared to take the positive step of seeking other work, still labour under the same sense of frustration.* This is bad for morale, bad for efficiency and bad for recruiting—since the satisfied policeman is the best possible recruiting officer.

35. The Association does not have to rely entirely on its own experience in this connection to justify the suggestion made on Page 7 that the “recruitment/retention” principle is too narrow to be any longer acceptable as a basis for determining pay levels. The Royal Commission on the Civil Service 1953/1955 (Cmd. 9613) examined this principle at some length ; many of its findings regarding the pay of the Civil Service apply equally, and perhaps with even greater force, to the Police.

36. This Royal Commission on the Civil Service—the “Priestley Commission”—gave careful consideration to the findings of its predecessor (the “Tomlin Commission”) which held that :—

“The basis of remuneration in the Civil Service should be such as is sufficient to recruit men appropriate to the particular duties they have to perform and to retain them in the Service without loss of keenness or efficiency.”

37. The Priestley Commission commented on this observation as follows (paragraph 90) :—

“We do not think these statements go to the heart of the matter. *We believe that the State is under a categorical obligation to remunerate its employees fairly and any statement of end which does not expressly recognise this is not adequate.* . . . We believe that it is true in a general way that if rates of pay for the Civil Service are what we should call fair they will probably over a period of time and in most classes enable the Service to recruit and retain an efficient staff. . . . The converse of this cannot, however, be logically inferred. The proposition that the Civil Service is recruiting and retaining an efficient staff does not necessarily prove the proposition that the rates of pay are fair.”

The Priestley report continued :—

“First, we do not believe that financial considerations are the sole or even always the principal incentive which attracts recruits to the Civil Service *or indeed to many other occupations.* Tradition, family background and sense of vocation may all play a part so that except in the very long run and in a very general way there may be only a tenuous connection between recruitment and rates of pay. This we should consider particularly true of the Civil Service *and other employments in which there is a strong element of vocation.*”

38. These words can be fairly and squarely applied to the Police Service ; without a sense of vocation a Constable cannot be expected to withstand the severe tests of his personal character and the many inconveniences and hardships of his work. But a sense

of vocation cannot long survive if his salary is such as to degrade him in status and to impose hardship on his family.

39. It should be emphasised that it does not follow from the foregoing, nor is it suggested, that there is any marked similarity in the duties of a Civil Servant and those of a Constable, but there are many similarities of principle which have been further underlined by the comments of the Priestley Commission (paragraph 95) :—

“ We consider that the end must be stated in rather wider terms. . . . We would express it more fully as the maintenance of a Civil Service *recognised as efficient and staffed by members whose remuneration and conditions of service are thought fair both by themselves and by the community they serve*. This ideal can in fact never be absolutely achieved but the aim must be to approach it as closely as possible. Every individual and every organised body concerned with pay problems is bound to some extent to take an *ex parte* view and this bias is bound to prevent exact identity of opinion. Equally the public and Parliament are rightly bound to exercise the highest degree of vigilance over all instruments of Government, including the Civil Service, which is especially susceptible to criticism *because of its continual impact upon so many aspects of the daily life of the ordinary citizen*. There is, however, the possibility that this vigilance itself, if over-zealously applied, may lead particularly or indirectly to unreasonable depression of Service standards of pay and conditions.”

40. The Priestley Commission thus put the principle of “ attraction and retention ” into its true perspective—it *does not lead to a fair basis of remuneration*. It is urged that this principle should no longer be applied to the Police, whose pay must in the future be thought fair by both police and public.

41. In abolishing one yardstick, the Priestley Commission was forced to find another. It therefore enunciated the principle of “ fair comparison ” (paragraph 96) :—

“ We think that a correct balance will be achieved only if the primary principle of Civil Service pay is fair comparison with the current remuneration of outside staffs employed on broadly comparable work, taking account of differences in other conditions of service.”

42. It is in this respect that the analogy with the pay principles of the Civil Service is not complete. There are many occupations that can be compared *in some small part* with police work ; there is no one occupation which comprises *all* the relative elements in the working life of a Constable. A policeman must therefore be paid in accordance with his unique status in the community on the justifiable assumption that his status is established by his essential integrity, his responsibilities, the nature of the work and the element of skill involved and his readiness to accept personal hardships and disadvantages in the public interest. At the same time it is recognised that in the final evaluation and translation of status into terms of pounds, shillings and pence, there must inevitably be some comparison with other walks of life—however dissimilar the work involved—in order to arrive at a level of pay which will establish the Constable in his rightful position in the community.

IV. THE STATUS OF THE POLICE OFFICER : HIS WORK AND RESPONSIBILITIES

43. Pay and status are in one respect complementary ; pay should reflect status and status should reflect pay. The day is long since past when the dignity of a calling was enhanced by, or was a compensation for, paucity of remuneration. As a corollary remuneration must be fair. Unduly inflated scales of pay will *not* improve the policeman's status but will lead to public resentment ; acceptance by the police of inadequate rewards will result in public suspicion of the quality of those accepting them or, at the best, to mild derision. In either circumstance the police and public will be out of sympathy and the essential cog in the machinery for the maintenance of law and order in this country will be missing. From a body with the impartial authority of a Royal Commission a clear statement emphasising the dignity, public importance and value of the office of Constable will ensure public support not only for the principles of pay which these factors justify but also for the daily work of the police. It is hoped that the detailed considerations set out below will be of assistance to the Royal Commission in this respect.

Moral qualities required in the Police

44. A mass of case law underlines the unique constitutional position of the Constable. The two most important recent cases are *Fisher v. Oldham Corporation* (94 J.P. 132) and *Attorney General for New South Wales v. Perpetual Trustee Company (Limited) and Others*, which clearly establish that a Constable exercises as an individual powers and duties inherent in and peculiar to his office. He is not an agent of any other authority, central or local, or indeed of any superior officer. He is *personally* responsible for all his actions and although he is a citizen mainly exercising the powers and duties of a citizen, he also exercises other powers conferred on him by law by virtue of his office; in exercising these powers he does so on his own initiative and is liable in law for any impropriety. His authority is original, not delegated, and exercised at his own discretion by virtue of his office.

45. The Desborough Committee commented :—

“ . . . a policeman has responsibilities and obligations which are peculiar to his calling which distinguish him from other public servants and municipal employees. . . . ”

and went on to say (paragraph 29) :—

“ *The burden of individual discretion and responsibility placed upon a constable is much greater than on any other public servant of subordinate rank.* ”

If anything this is an understatement, for in exercising his powers and performing his duties a Constable is subordinate only for administrative purposes and the internal discipline of the force which is exercised through the Discipline Code. In his work his ultimate responsibility is to the law.

46. This Association wishes to stress that this doctrine of the personal responsibility of the Constable is the most important principle underlying the British Police System. It is more—it is the root and branch of our democratic way of life. Too often in articles and discussions on the British Police this concept of a Constable as a responsible individual is dismissed as being merely an interesting feature of an almost incomprehensible system.

47. It follows that in the discharge of his responsibilities, moral qualities of a high order are called for. There must be rigid standards of personal discipline to which the Discipline Code of the Service is purely supplementary. A police officer must recognise where his duty lies and must be prepared to perform that duty, whether technically “ on duty ” or off, without regard to his own convenience or personal sympathies and generally without reference to a higher authority or assistance from superior officers. Mental honesty and moral courage are called for ; it is not easy for a man to make a decision affecting, perhaps, the liberty of the subject with the knowledge that his action may be scrutinised in the highest courts of the land.

48. Absolute integrity is fundamental. In making his personal decisions he must be capable of resisting all corrupt influences, pecuniary and otherwise. While no police officer would suggest that there should be a premium placed on honesty, nevertheless it is important that a man should be sustained in his resolution to resist corrupt influences by the knowledge that he personally is receiving a square deal from the community he serves.

49. A policeman must have the personality and qualities of leadership so that his mere presence in a difficult situation will invoke the confidence and hence the assistance and co-operation of the public. He must be so much the master of the situation that even should he take unpopular action in big or small events he will not arouse active antagonism.

50. His personal character must be such as to withstand severe tests at the hands of those with whom he is dealing. He must return courtesy for rudeness, he must be equable when tempers are high. Under no circumstances must he allow himself to be provoked into taking action which is outside the law. Above all, he must be prepared to maintain the dignity of his office in the face of entirely unjustifiable accusations against his personal character and integrity in the street, in the press and in the courts.

51. This latter point is worth full consideration. The law of this country is ever

vigilant on behalf of an accused person. From the moment at which a person is detained or a charge is levelled, a mass of restrictions are imposed on his accusers in order to ensure that the defendant is given a fair trial. If these restrictions are ignored the courts can be very severe ; at times a police officer may wonder during the proceedings in which he is interested whether he is on trial rather than the person in the dock. In his book "The Criminal Prosecution in England," Sir Patrick Devlin refers to this :—

"It is a habit of Counsel for the Defence to make the most of minor uncertainties or discrepancies and to deal with a police officer in cross examination as though any venial sin to which he might admit justified his professional damnation."

52. Frequently the process is carried even further than Sir Patrick Devlin indicates. In a recent case at the County of London Sessions, serious allegations were levelled at a police officer. "When that happens," said the Deputy Chairman, "the jury are sometimes minded to consider they are trying the police officer. It is a type of defence which is becoming fashionable these days." Fortunately in this, and in a later similar case at the same Sessions, the jury completely vindicated the police officers concerned. But it is not an attractive feature of police work that police officers in doing their duty are compelled to listen to insinuations and allegations that impugn their integrity, and it requires great strength of mind to maintain composure and impartiality in such circumstances.

53. Finally, the policeman must have the common touch. He must be able to deal with all classes of people whatever the occasion, so that he gets the best reactions from them ; at the same time he must maintain the prestige of the Force and respect for his office. This implies an ability to assess character almost on sight and to adapt his attitude and approach accordingly.

Standards required on admission to the Service

54. There is an undoubted need to attract to the Police Service persons of the best educational qualifications and background in order that the future leaders of the Service may be found from within its ranks. But fundamentally the average Constable must be an average man with reasonable education, abundant commonsense, of good character and no undesirable associations.

55. Regulations 4 and 5 of the Police Regulations, 1952, prescribe :—

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

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

"5. A candidate for appointment to a police force—

- (a) must produce satisfactory references as to character. . . .
- (b) must, in the case of a man, have attained nineteen years of age and not have attained thirty years of age. . . .
- (c) must be certified by a registered medical practitioner approved by the police authority to be in good health, of sound constitution and fitted both physically

and mentally to perform the duties on which he will be employed after appointment ;

(d) must, if a candidate for appointment as a constable—

- (i) save for special reasons approved by the Secretary of State, be not less in height than 5 feet 8 inches ; and
- (ii) satisfy the chief officer of police that he is sufficiently educated by passing a written or oral examination in reading, writing, and simple arithmetic or an examination of a higher standard, as may be prescribed by the chief officer of police ;

(e) must give such information as may be required as to his previous history or employment or any other matter relating to his appointment to the police force."

56. These standards are absolute ; a Chief Officer of Police can accept nothing less. An impeccable character, a good physique, a reasonable standard of education—these are qualities which individually are commonplace enough but the need for a combination of all these effectually narrows the field of selection. Reference to Appendix "B" will indicate the extent to which each factor serves to eliminate candidates. The educational examination is apparently the most difficult single obstacle, yet this examination is set at the minimum level necessary to ensure that candidates are mentally equipped to deal with the complexities of law and procedure which are described later.

57. The process of elimination is not completed by satisfaction of the standards required in the Regulations. There must be personal selection by the Chief Officer of Police. The applicant must have the bearing to wear his uniform with distinction and dignity ; there must be indications of a "personality," of strength of character and self discipline, of intelligence and quickness of perception and of the ability to make a decision. Above all, the candidate must clearly recognise and accept that he is not merely taking on a job with limited working hours, but is embarking upon a new way of life.

58. The high proportion of rejections, analysed at Appendix "B," is therefore not surprising. The processes of selection result in the main in the recruitment to the Service of a thoroughly sound citizen who has now rapidly to acquire the knowledge without which he cannot discharge his duties. He is on probation for two years—during that time his services may be dispensed with if the Chief Officer of Police considers that the probationer "is not fitted, physically or mentally, to perform the duties of his office, or that he is not likely to become an efficient or well conducted constable." (Police Regulation 8.)

Acquiring skill and knowledge

59. By implication, the regulation recognises that two years is the minimum period in which a constable can achieve efficiency in his work. Experience shows that indeed a much longer period is required. Today in the majority of forces the two-year probation period is recognised as a period of training ; during this time the positive contribution which a man can make to police work in his area is necessarily limited. This training takes the following form :—

- (i) A 13-week course at a Training Centre. Here the recruit is taught the principles of police work, the elements of the law and police procedure, necessarily covering a very wide field. He must be given a full appreciation of his powers, including their limitation, both under Common Law and Statute. By foot drill he achieves smartness and by physical training he is kept fit. He must qualify in First Aid (and subsequently re-qualify at frequent intervals), and in Civil Defence ; he is trained in Life Saving. He must learn to make a report, to take a statement, to give evidence, to control traffic, to report an offender for prosecution. The right way to make an arrest must be supplemented by lessons in the application of reasonable restraint to a prisoner ; at the same time he is schooled in self defence.

A summary of the syllabus at District Police Training Centres is at Appendix "D." Although formidable it is merely a first step in the training of the probationer.

- (ii) Two supplementary courses of two weeks' duration each are provided at later stages in his probationary period. These are designed to amplify and supplement the elementary training given during the initial training period. It has long been recognised that these courses are not really adequate. It was originally envisaged that the duration of each of the supplementary courses should be one month, but with the permanent post-war deficiency in police strength it has not yet been possible to achieve this objective in early training.
- (iii) Back in his force he receives regular training by lectures, discussions and directed study. Practically all forces now have training departments and training officers whose function it is to teach force procedure and to put flesh on the bare bones of knowledge acquired at District Training Centres.
- (iv) In most forces, too, there is a system of "attachments" to various departments to enable the recruit to comprehend not only the complications of police organisation but also the assistance to him in his work which can be afforded by the police specialists.
- (v) Finally, there is the most important feature of his two years training which goes on in the substantial intervals between the periods of classroom instruction. This consists of a carefully phased introduction to practical police work. The recruit is shown how to work his beat, ideally by experienced Constables and Sergeants—although having regard to the rate of wastage experienced Constables are not easy to come by for this purpose; he is taught how to wear his uniform with confidence in public, how to approach his fellow citizens and to deal with their problems and indiscretions. His classroom training is put into its true perspective in the hard school of experience. Gradually he is given more freedom and responsibility until at last he is able to walk his beat alone, but with special periodic attention and supervision from his Sergeant and Inspector.

60. Such are the ramifications of police duty that two years of continuous grooming is only the preparatory stage in making the complete Constable.

Standards of efficiency

61. Ultimate efficiency depends to a large extent on experience but at the same time the Constable is encouraged always to study and acquire further knowledge. Instruction is given at Divisional and Sub-Divisional or Sectional Parades. Force Orders and instructions are issued and must be mastered; refresher courses are held and various fields of specialisation, with specialist training, are open to him.

62. It may well be asked at what stage a man can come to be regarded as efficient. Essentially this depends on the individual and on the experience which he is in a position to obtain. But the test, briefly, is the complete mastery of every situation with which he may be confronted. He must have readily available in his mind the requirements of the law with regard to matters as far apart as the speed limit of a heavy locomotive drawing a trailer and the close season for duck shooting; he must be able to differentiate between larceny by trick and false pretences, between fraudulent conversion and embezzlement, for on such fine distinctions his powers and his course of action, for which he must accept responsibility, may depend. A report on a sudden death must be prepared for the Coroner, but his enquiries may be interrupted to assist in the delivery of a child. Meanwhile he is exercising constant vigilance for wanted persons and stolen motor cars. Found property is handed to him, a motorist causes an obstruction, a road accident presents complications because of lack of insurance or defective brakes.

63. This is but a sketch of the infinite variety of work on a beat and of the tremendous field of knowledge over which the policeman's studies must range. At no time must the Constable be at a loss for the answer in any situation; on his skill and on his knowledge depend his own confidence and thus the confidence he inspires in the public.

The elements of danger and discomfort

64. The moral qualities and professional skill which have been described are exercised in conditions which are not experienced in any other occupation. The maintenance of law and order cannot be confined to office hours. The police forces must function day

and night throughout the year and this necessarily involves a Constable in shift work and frequent changes of shift.

65. The member of the public who watches a Constable patrolling his beat on a sunny day may be excused for thinking that this is pleasant work. It is far too easy to forget the variations in the weather in this country, the need for the officer to be out in rain and snow, in freezing cold and in excessive heat. There are periods of loneliness, long periods when vigilance can easily give way to boredom and even despondency. Then suddenly a burst of activity and instead of going off duty, unavoidable detention on duty with an anxious and fretful wife awaiting his eventual return.

66. There is the further element of physical danger. Courage of a high order is required of the Constable who not infrequently has to intervene in a scene of real violence, or who has to apprehend an offender who is fighting drunk or is known in the past to have shown no reluctance to resist arrest by any means available, including the use of firearms.

67. Crimes of violence have increased steadily from 2,721 in 1938 to 12,137 in 1958. Assaults on Police have increased in the same period by 2,060 to an annual figure of 5,952, practically the whole of this increase being attributable to the last four years.

68. A Constable is not permitted to choose the occasion for courage. His duty and his pride in his uniform demand immediate response to calls made upon him. Violence from criminals is only one aspect. There are dangerous lunatics to apprehend, persons in peril of drowning or lost while mountaineering, animals stranded on cliffs. The Police are frequently first at the scene of fires which threaten life and property. This daily exercise of courage by Constables is reflected only to a small extent by awards for gallantry.

The private life of a Constable

69. Reference has already been made to the fact that a Police Constable does not merely take a job; he embarks on a new way of life. His work impinges on his home and family life in a variety of ways. Quite apart from the inconvenience and extra expense that can be caused in the home by the incidence of shift work, there is the fact that the first claim on him must be made by his duty and the convenience of his wife and family must be a secondary consideration. It is inevitable that from time to time, and often at the last minute, his private arrangements are disorganised by the calls of duty to an extent which is probably not equalled in any walk of life except that of a doctor.

70. There is further the relationship between himself and his family and other members of the community. He and his family are constantly open to criticism by his neighbours—criticism which not only applies to the manner of doing his job but to the way in which his wife and children behave and are dressed. The moment he becomes a police officer his personal life becomes to a certain extent distinguished from that enjoyed by another citizen in a normal job. He is known as a policeman and his family is known as the family of a policeman and as such, while he may be respected, they are still looked at somewhat askance. His personal freedom is subject to the control of the demands of his work; he must be a part of the community yet at the same time it is always dangerous to become on too intimate terms with people to whom at any time he may have to apply the process of law.

71. In the majority of occupations when the day's work is finished there is complete freedom to earn additional money by engaging in a part-time occupation. This is not permissible, or indeed desirable, in the police who are properly required by Regulation to give their whole time to the Police Service. Not only is this a restriction on the men's personal freedom but also operates as a bar to supplementing what is at present an inadequate income.

Increase in police duties and responsibilities

72. This description of the life and work of a policeman has been given in the hope that it will illustrate to the Royal Commission the high standards of conduct and professional knowledge that are required. These facets of a police career were more briefly dealt with by the Desborough Committee in paragraphs 29 to 32 of the Desborough Report, and these paragraphs are reproduced as an Appendix ("E") to this memorandum. The

Oaksey Committee dwelt at very little greater length on the subject, being content to adopt the Desborough account with very few additions or amendments. The Oaksey Committee did, however, refer (paragraph 19) to the growth of police responsibilities in the following terms :—

“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, war-time 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.”

73. It is difficult to believe from this paragraph that the Oaksey Committee fully appreciated the real extent of the increase in police duties and responsibilities since 1920. Some further examination of the growing complexity of police work is necessary and in particular regard must be paid to developments since the Oaksey Committee reported.

(i) The changing aspect of public relations has presented special problems in the Police Service. The advent of wider education and the improvement in working and living conditions that apply throughout the country are such that there is a new sense of independence and self confidence in every citizen whatever his walk of life. These foster a subconscious resistance to authority ; there is no longer an immediate acceptance without question of the reasonable directions of a police officer on duty in the street. The impact of television and the vogue of the sensational in the daily press has resulted in the creation of a fashion for the miscreant to challenge the police at every opportunity ; to threaten in bombastic terms to take actions for damages or to complain to Members of Parliament. These are not empty threats and a great deal of the time of senior officers in the Service today is unavoidably occupied in investigating such matters.

A more prosperous Britain has presented special problems to the Police Service—a shorter working week, more money in the pocket, more leisure and the means to enjoy it, result in more people in the streets, more traffic, more rowdyism, more contact and perhaps conflict with the Constable.

As far as the properly behaved element of the community is concerned this is of no importance, but so much of the police officer’s work is carried out in connection with less responsible elements that greater demands are made upon his patience, his temper and, above all, upon his skill and knowledge. It is important that not only should he be right but also that his actions should immediately appeal to the public as right ; otherwise he will not continue to enjoy the support of the normally well-disposed elements of the public.

(ii) Both the Desborough and Oaksey Committees made brief reference to the possible growth of police work. It is wrong to speak of this in generalities, for the extent to which police work has increased in quantity is something which, while it cannot be precisely assessed, can at least be reliably indicated.

It is probably true to say that 80% of police time today is taken up in two forms of activity. Firstly, the prevention and detection of crime and the prevention of disorder,

and secondly, the control of traffic, both moving and stationary, and dealing with road accidents.

In these two major respects precise indications of the growth of the work can be given. Crime figures have shown minor fluctuations over the years but in the main there has been a steady and marked increase ; in 1938, 283,000 crimes were recorded in this country ; in 1949 the figure was 460,000 ; in 1958 there were 626,500 crimes committed. In 20 years crime has more than doubled and it is of particular significance that serious crime—breaking offences and the like—are responsible for an important element of the increase. Breaking offences have increased in 20 years from 49,000 to 131,000.

The figures with regard to road traffic are just as impressive. The number of vehicles on the road in 1950 was 4,490,000 ; by 1959 the figure had increased to 8,600,000. With the increase in vehicles there is a corresponding increase in the number of drivers and, as a result, a corresponding increase in the number of potential offenders. It is said that there are nearly 2,000 offences which can be committed in connection with road traffic. Very little consideration is necessary to establish the vast increase in police work and responsibility that arises from the mere presence on the road of so great a number of additional vehicles. In particular, the accident problem illustrates the additional police burden. The figures for accidents (involving injuries) and casualties for 1950 to 1959 are set out below :—

			<i>Accidents Involving Injuries</i>	<i>Casualties</i>
1950	..	..	166,592	201,325
1951	..	..	178,409	216,493
1952	..	..	171,757	208,012
1953	..	..	186,304	226,770
1954	..	..	195,716	238,281
1955	..	..	216,681	267,922
1956	..	..	216,172	267,960
1957	..	..	218,653	273,858
1958	..	..	237,265	299,767
1959	..	..	261,216	333,453

It is not generally realised that accidents and casualties in 1950 were in fact less than those for 1938 and the 1938 accident and casualty rates were not achieved until 1953-54. Since that time, however, the increase has been steady and serious and with 333,000 casualties every year there is a very urgent social problem which requires the attention of all responsible citizens. Before the problem can be tackled at the source, the most detailed investigation into the causes of accidents is necessary and this can only be carried out by the police officer on the spot. Every accident referred to in the above table has been recorded and investigated by police officers. The vast majority of casualties have been handled by the police ; probably first aid has been given, relatives have been informed, reports have been submitted and enquiries have been made. Prosecutions have been instituted when offences have been revealed.

The reports prepared by police in accident cases are of extreme value in civil litigation and through the years the Courts have come to depend more and more upon the objective view of an accident which the police officer is able to take. In this connection, Sir Patrick Devlin says :—

“... the ideal investigator is the completely fair-minded and disinterested executive. It is not at all an impracticable ideal. In the civil courts we experience it every day as it is exemplified in the task of the policeman in any case of a road accident. The policeman knows just what to look for ; he takes all the necessary measurements ; he records observations of the condition of the road ; he notes the damage done to the vehicles ; he takes a short statement from each party of how he says the accident happened—and how much more valuable this is than explanations thought up long after the event—and he records it all in his notebook. In doing all this he is independent of either side, quite disinterested and dispassionate.”

The time taken in dealing with accidents is not just a matter of preparing a report at the

scene. There are subsequent appearances at court in respect of offences disclosed and there are frequent occasions when police officers are expected to be in attendance at courts over prolonged periods in order to testify in civil actions.

Finally, as a further index to the increased responsibility and work of a police officer, reference must be made to the growth of legislation over recent years. At Appendix "F" is a summary of new legislation which affects police work from 1920 to 1960. Some of this is consolidating legislation but it still has to be studied and enforced and puts an almost intolerable burden on the officer who is already coping with increased work in other connections.

Then there is the current fashion for delegated legislation. This presents an even more formidable problem—not only because of the volume of work involved but also because of its complexity. For example, the Judges of the Queen's Bench Division of the High Court of Justice have on several occasions expressed exasperation at the difficulty of interpreting the various Regulations affecting Road Traffic. The Constable has to interpret them *and* enforce them, without reference books and with no time for reflection.

In 1958 there were no less than 30 examples of legislation by Regulation which affected the work of the police—a list is attached at Appendix "G."

The Oaksey Committee commented in 1949 :—

"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."

Viewed in retrospect, this has proved to be an understatement.

The status of the police officer

74. The Desborough Committee said :—

"Having regard to the nature of police work and to the responsibilities to which we have referred he (the Constable) should not be assessed on the basis of that of an unskilled worker as has been the case."

The Committee went on to show the pay relativities then existing between the Constable and seven occupations—street sweepers, scavengers, porters, unskilled labourers, and the like. The Constable fared badly in comparison. It was recognised by the Desborough Committee that the time had come to raise the office of Constable above such levels and recommendations were made accordingly.

75. The Oaksey Committee did not, however, refrain from making similar comparisons :—

"After the Desborough Report of 1919 the average remuneration of a Constable was 78% higher than the average of the other seven occupations. . . . In 1948 it was 66% higher. Taking into account the great increase in the absolute amount of police pay and emoluments the advantage over these particular occupations has not greatly decreased."

76. It is strange that as recently as 1949 it was thought that there was some validity in a comparison with such occupations ; *this Association urges that the time has come for some completely new thinking on the subject of the status of the police.* The principle of "fair comparison" of the Priestley Commission is not capable of full application because there is no work "broadly comparable." But if comparisons are to be made—and it is recognised that to a certain extent they are inevitable—then full weight should be given to those qualities which must exist in the efficient Constable—sense of vocation (a desire to be of service), complete integrity, the acceptance of personal responsibility and the ability to make decisions, subordination of personal freedom to the demands of his work, and a standard of knowledge and skill not normally expected in any but the best professions.

77. In short, a policeman is a professional man in every sense. Full recognition of this fact is long overdue and it is not to be implied merely by the action of the Oaksey Committee in translating weekly pay into an annual salary. There is more to it than that. Assessments of salary levels should be based on those applying in other professions ;

emphasis should be placed on the fact that a career as a Constable is an honourable career in itself, irrespective of whether promotion is achieved, and the salary structure for a career as a Constable must admit steady progression throughout. Credit should also be given for professional qualifications achieved.

78. This descriptive account of the life and work of a Constable fully justifies according him this professional status. It is immaterial that to embark upon a police career no very high academic qualifications are necessary. That the police pursue their calling out of doors, often in discomfort, and are obliged to work "round the clock" are factors which should enhance rather than detract from their status.

79. Failure by the Oaksey Committee to afford to the policeman the professional status to which he is entitled can only have been due to incomplete appreciation of the service he supplies to the community. The Association of Chief Police Officers expresses the earnest hope that this is a matter which can now be put into proper perspective. The first step must be the full and frank acknowledgement of the position in the community that is due to the Service and to the Constable; next his status must be interpreted in terms of remuneration by the establishment of pay levels and a pay structure that not only provide adequate rewards but also enable the Constable to maintain his professional dignity and prestige.

V. POLICE EMOLUMENTS

80. The Oaksey Committee award made no great or lasting appeal either to serving officers or to potential policemen since it was based on the unsatisfactory principle of recruitment and retention and it did not fully reflect the skill, knowledge and responsibility required in a Constable. A third factor, which also resulted in police pay being pitched too low by the Committee, was the emphasis which was placed on the value of emoluments.

81. Since precise evaluation is not really possible in respect of emoluments, police officers generally felt in 1949 that where there were any doubts as to their value, the Oaksey Committee resolved these doubts against the police.

82. *This Association does not contend that emoluments should be ignored in any computation of the real value of police pay. All that is suggested is that there should be a fair assessment.* The Oaksey principles do not appeal to the Service as fair for the following reasons :—

- (a) Emoluments have always been a feature of police remuneration. They were not introduced for the first time by the Oaksey Committee, nor even by the Desborough Committee, but for the first time in the Oaksey report they were given a more than substantial significance in determining pay.
- (b) In assessing the value of emoluments there should be no assumption that the whole benefit falls to the employee; undoubtedly the employer also benefits—otherwise he would not acquiesce in this method of payment.
- (c) Emoluments are not peculiar to the police; they exist in some form in most occupations and professions. In the apparently inevitable comparisons made in determining pay levels, emoluments should not be added to police pay without a similar process being applied in respect of other occupations under consideration.

83. The emoluments expressly considered by the Oaksey Committee were the provision of housing and uniform and the "concealed" emolument of the value of the pension. These were assessed in several ways but the Oaksey Committee apparently accepted the figures provided by the Home Office.

Housing

84. The value to be placed on housing was calculated on the basis of the "maximum limit" rent allowance, grossed up to allow for the fact that this allowance is tax free. This method operates unfairly as between individuals. Generally, in County Forces, housing is provided and officers are directed where they are to live *for the convenience of the Service and the public*. This also applies to a certain extent in City and Borough Forces.

Officers who receive rent allowances do not necessarily expend the maximum limit and their allowances are adjusted accordingly. It is obviously wrong that an officer who receives (say) £1 a week to pay his rent and rates should be told that this is worth £2 a week on his pay.

85. The officer who lives in official quarters on the other hand has none of the security of the normal householder. At the end of his service he has nowhere to live. Had he been renting a house he could continue to live there ; it is even more likely that with a small addition to the value of the emolument he could actually have purchased his own house. But instead, on retirement, not only has he no home but *his pension contains no element in respect of housing.*

86. The Oaksey Committee decided against consolidating the rent allowance with pay and, because of the administrative difficulties involved, the Association supports this view. Under the existing system, however, if the provision of the house is given a notional value in computing total salary, then there should be a compensating factor to take account of the reduction in pension due to the non-pensionable nature of the housing emolument.

Uniform

87. The argument advanced by the Oaksey Committee that the value of uniform should be assessed on the basis of the plain clothes allowance ignores certain fundamental facts. Without a uniform a police officer cannot function ; it is right and fair, therefore, that his uniform should be supplied by the Police Authority. While there may be a saving to a police officer on personal clothes, it is apparently contended that this saving is more than the actual cost of the uniform—for the average cost of his uniform to police authorities today is of the order of £24 to £26 per man per annum ; the plain clothes allowance is approximately £33 per annum. Thus if the Home Office principle accepted by the Oaksey Committee is applied, the police authority has it both ways ; it supplies the necessary equipment for the police officer to discharge his functions and at the same time attributes a notional value to the emolument far in excess of the cost to itself.

Pension

88. Whatever the actuarial merits of the assessment of the value of the pension, they make no appeal to common sense. Pensions cannot properly be taken into consideration in comparison with the pay of other occupations unless pension privileges in those occupations are also taken into account.

89. Most occupations and professions today have generous pension schemes. In the Civil Service, a pension of half pay is given after 40 years and in addition there is a lump sum equivalent to three times the value of the annual pension. This is not quite so good as in the police and ten years' extra duty are required to qualify, but the Civil Servant contributes nothing towards the cost of his pension whereas the policeman contributes 6½% of his pay. In Local Authority service, pensions financially almost as good as police pensions are also paid after 40 years' service ; there is also a substantial retirement grant. In the Army, pensions are not so generous in amount but they are paid very much earlier than those of the police, there is no contribution from the soldier and very substantial retirement grants are awarded in addition. In industry, too, generous pension schemes are now commonplace.

90. As Lord Citrine said in the recent debate on the police in the House of Lords :—

“Some aspects of their employment, as has been stated, may appear to convey advantages, but those advantages have been consistently relatively reduced. In pre-war days, for instance, the force was up to strength and it was thought to be a job which people should aim at because it had security of tenure and for later life in the shape of a pension. *But such advantages have been so widely spread by the policy of full employment, which we all endorse, and by the extension of pension schemes, that the relative advantages the police formerly enjoyed have practically disappeared.*”

91. In general it is accepted that police pensions are better than those in other occupations, *but in one respect only—they are enjoyed earlier.*

92. There are, however, disadvantages even in earlier pensions. In the first place, despite the operation of the Pensions Increase Act, continuous inflation results in depreciation in the value of the pension and a pension is in fact worth very much less by the time a pensioner reaches that age at which members of other occupations normally retire.

93. Secondly, since emoluments are not pensionable the amount of the pension is insufficient to maintain the pensioner in a reasonable standard of living ; there is therefore no question of retirement ; he *must* get another job to supplement the pension. Yet if emoluments were replaced by real pay to the extent of the notional value attributed to them by the Home Office, a Constable on maximum pay would, on retirement today, be entitled to another £100 a year on his pension. This is yet another example of how the payment of emoluments benefits the employer.

94. It might be argued that the slight pension advantage of the police officer over other occupations could be justified by requiring him to serve for a longer period than 30 years. This Association could not support any such proposal. The demands, physical and mental, made upon a Constable by working a beat are such that it would not be in the public interest to force him to continue in such an occupation after the age of 50-55. By that time he can be no longer the active man required, nor should he be exposed to the hardships and dangers that already severely test younger and fitter men. It would be far more realistic to recognise that the advantage over other occupations in years of qualifying service is merely an acceptance of the physical and mental strains involved in police work.

95. The undue inflation of the value of these emoluments by the Oaksey Committee must have resulted in a depression of the final levels of the Oaksey pay award. Further, the Oaksey report said (paragraph 20) :—

“ Other allowances to which police are entitled are not included in this estimate (of the value of police pay and emoluments) presumably because they are not received by all members of the ranks in question ; *but their effect should not be overlooked.* ”

96. All other allowances paid to the police are based on actual out-of-pocket expenses incurred or are intended as a consolidated payment for additional duty performed. They are, therefore, quite inadmissible for consideration in determining pay levels. In “ not overlooking their effect ” the Oaksey Committee did not err on the side of generosity to the Police Service.

VI. DEPRESSION OF POLICE PAY LEVELS OVER THE PAST TEN YEARS

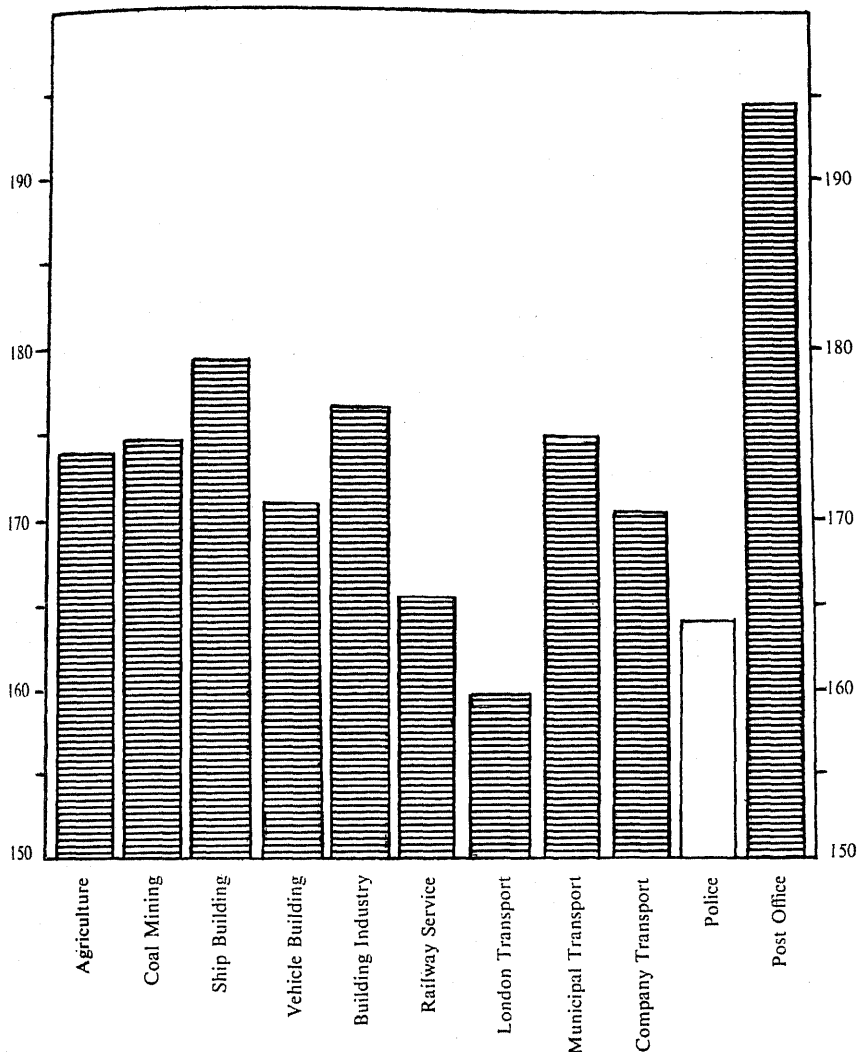
97. For the reasons given in the last three sections of this memorandum, the Association has sought to establish the unsatisfactory nature of the Oaksey/Eve awards. The further point must now be made that even if the combined award had been fair, pay developments over subsequent years have been such as to fail to maintain police pay standards in relation to those in other walks of life.

98. For this purpose comparisons are inevitable. *It cannot be too strongly emphasised that in making these comparisons there is no suggestion that there are many, or any, points of similarity between police work and the occupations quoted ;* the object is to establish that over the past ten years there has been a steady deterioration in police pay conditions.

99. *The Guardian* of 4th March, 1960, provided substantial support for this view in the diagram here reproduced :—

GUARDIAN WAGE INDEX: DECEMBER, 1959

1948 = 100



This chart, based on *The Guardian Wage Index*, shows the movement of railway wages since 1948 in relation to wages in the other industries listed. It should be borne in mind that the chart gives no indication of the money value of wages, but denotes comparative movements over the past 12 years.

100. Although this diagram was published to call attention to the position of railway workers, it clearly demonstrates that out of ten other occupations chosen for comparison, only one has been treated worse than the police—and with regard to that one, London Transport, considerable improvement can be expected in the near future.

101. Comparisons with certain specified occupations will now be made in more detail. For this purpose various tables have been incorporated in Appendix "H."

102. Table 1 summarises the movements in police salaries as a result of the various awards since 1949. In the first column is shown a list of principal ranks (with bracketing of the higher ranks for salary purposes) in the Police Forces of England, Scotland and Wales. Each succeeding column is divided into two parts :—

- (a) Showing the maximum pay at each level awarded by the Oaksey Committee in 1949, the Eve award in 1951, the negotiated award of 1954 and the three succeeding awards.
- (b) Showing, against each level of pay, the index of the relation that that amount bears to the current maximum pay of the Constable expressed as "100."

Other tables provide information regarding other occupations and illustrate the relative depression over the last few years in police pay levels.

The Civil Service (Appendix "H," Tables 2 and 3)

103. Table 2 sets out salary levels for various grades in the Civil Service by a method similar to that used in Table 1. The year 1951 has been used as a starting point since in that year the salaries shown in Column (3) of the table were introduced. In the same year the Eve award to the police was made. It is possible to "pair" the various ranks of the Police Service with selected grades of the Civil Service on the basis of the fact that similar salary levels applied in 1951. For example, the Civil Service Clerical Officer received in that year a maximum of £500, while the Eve award fixed the maximum salary of the Constable at £505. In 1955 a further award to the Civil Service in the grades up to Under-Secretary raised pay levels so that the Clerical Officer received £625. In the same year a negotiated agreement on the Police Council placed a Constable at £640. The relativity was thus maintained although the Constable had slightly the better of the bargain—by one point on the "index" basis. From 1956 onwards, however, the relative position of the Constable deteriorated, so that by December, 1958, the Clerical Officer was receiving an annual salary of £789 compared with £695 payable to the Constable.

104. Using the Clerical Officer/Constable relativity as a basis, it is possible by the "index" system to calculate that if this relativity had been maintained over the years, a Constable today should (at the maximum) be paid £796 per annum. From this starting point, by using the indices in Table 1 and retaining the Oaksey differentials between police ranks, it is possible to establish appropriate salaries for all police ranks. This has been done at Table 3. It is *not* suggested that the figures in the last column of Table 3 are the appropriate salaries today for this would ignore the inadequacy and subsequent tapering of the Oaksey award.

The Army (Appendix "H," Tables 4 and 5)

105. Because of the complex nature of the Army pay system it has not been possible to compile similarly for comparison purposes the progress of Army rates of pay over the past ten years. But set out at Table 4 of Appendix "H" is the existing Army pay structure for "other ranks." This is sufficient in itself to make even more clear the depression in the level of pay of the Constable. These figures are particularly useful because the question of most of the emoluments of both Army and Police can be taken into consideration. The soldier, like the policeman, is clothed free, but in addition receives 1s. 10d. a week for minor items not supplied. He is normally fed and accommodated but a married man living out of barracks draws a ration allowance in lieu of food and a marriage allowance. If he is given an Army "quarter" he repays a fixed sum to the Army authorities amounting to not more than half his marriage allowance. (As to pensions, these are not included in the computation but it has already been pointed out that the Army pension is generous considering that it is non-contributory and is received,

together with a substantial capital payment, at an early age. Any advantage gained by the policeman on account of his pension rights is therefore only very slight.)

106. It is thus possible to make precise comparison between the real value of a soldier's pay today and that of the policeman, whose equivalent figures are shown at Table 5. A married soldier of the lowest grade on appointment receives in real value almost £2 a week more than a married police recruit. A Grade I Private, after nine years' service, receives 15s. a week more than a married Constable of nine years' service. No further analysis is needed.

107. It cannot be denied that ten years ago a Police Constable was regarded as being of much greater value to the community than a Private Soldier. In the past, the police recruited men from the Regular Army—not just Private Soldiers but a considerable proportion of senior N.C.Os. An Army training was regarded as some qualification which helped a man to better himself by becoming a police officer. Today it is not surprising that frequent attempts to recruit short-service soldiers to the police are completely unrewarding. A soldier joining the police knows that not only would he suffer a serious reduction in his means but also that he would be foregoing the opportunities to earn in civilian life even higher rates of pay than those of the Army.

108. Further reference to Army pay scales will be made later in this memorandum.

The Teaching Profession (Appendix "H," Tables 6 and 7)

109. A comparison with teachers' pay is possible on the same lines as that made with the Civil Service. The movement of teachers' pay over the past 20 years is indicated at Table 6 and these figures are compared with post-Oaksey figures for Constables at Table 7. It will be seen that on the index basis (Assistant Teacher at maximum 100), the position is that the Constable on appointment, from being +5 in 1948, is now -1 in 1960. At the maximum levels, the position of the Constable has deteriorated by six points in relation to the Teacher.

Conclusion

110. If, as the Association submits, the status of a policeman is to be reflected in his pay, there is urgent need not only to correct the levels of the Oaksey award but also to repair the injustice that has been done since that award was made.

VII. PRINCIPLES APPLYING TO PAY LEVELS

111. Chief Constables are very conscious of the fact that the Royal Commission is concerned with the *broad principles* which should govern police remuneration. It is assumed that having regard to existing negotiating machinery, any fundamental change in existing principles must be the subject of appropriate claims to the Police Council for Great Britain when argument based on the new principles will have to be submitted to justify any changes in remuneration. Some views on this negotiating machinery will be expressed later; for the present, it is sufficient to say that experience suggests that any proposal to increase pay will lead to strong resistance. The problem of this Association is therefore to advance for consideration principles so formulated that they are positive in application and leave no scope for argument in their interpretation.

112. This Association has sought to show that the principles underlying the recommendations of the Oaksey Committee failed because of—

- (a) wrong approach to the subject (the recruitment/retention principle);
- (b) an inadequate assessment of the nature of the work and life of a police officer; and
- (c) the exaggerated value placed upon emoluments.

113. As a result of the arguments adduced, certain new principles emerge. The most important is that for the future the status of a police officer must be that of a professional man and his pay should reflect that status. This is a revolutionary conception having regard to the fact that nearly 40 years ago the Desborough Committee was concerned to elevate the policeman above the level of a street sweeper or scavenger.

114. If the position of the police officer as a professional man is to be established in such a form that his status will be reflected in his pay, some indication must be given to fix his pay level in relation to *other professions*. It is in this respect that difficulty is experienced in the principle of "fair comparison" enunciated by the Priestley Commission, since from the description of the duties performed by the police it is quite certain that there is no occupation the members of which are employed on "broadly comparable work." It is necessary therefore to compare police work with work in other "minor" professions and *at the same time* to distinguish between the two classes of work and particularly to have regard to the elements of responsibility, hardship, danger and inconvenience and the restrictions on the policeman's personal life. Ultimately there must obviously be an appeal to reason and commonsense but it is felt that there are certain useful comparisons which can be drawn.

115. It will be convenient for the purpose of fixing some pay level upon which the pay structure of the Police Service can be based, if attention is paid to the maximum salary to be earned by a Constable. This criterion has the additional merit that the maximum salary is the key to providing a professional career *as a Constable*, irrespective of promotion; it has already been pointed out that this is fundamental if professional status is to be achieved and is to be attractive.

The Civil Service

116. In making the point that pay levels in the Police had been depressed over recent years, special reference was made to the Clerical Officer since at the time of the Oaksey/Eve awards his maximum pay was at the same level as that of a Constable. The duties of a Clerical Officer are described by the Priestley Commission as (paragraph 475):—

"They perform all the simpler duties not assigned to clerical assistants (described in paragraph 505); deal with particular cases in accordance with well-defined regulations, instructions or general practice; scrutinise, check and cross-check straightforward accounts, claims, returns, etc., under well-defined instructions; prepare material for returns, accounts and statistics in prescribed forms; undertake simple drafting and précis work; collect material on which judgments can be formed; and supervise the work of clerical assistants. Some members of the grade are designated clerical officer (secretary). . . ."

No one could possibly suggest that in his standard of responsibility and professional knowledge a Clerical Officer in the Civil Service achieves anything like the standard required of an efficient Constable as described in Section IV; in fixing the maximum salary of the Constable at the same level as that of the Clerical Officer, the Oaksey Committee clearly under-valued the office of Constable.

117. Clerical Officers are supervised by Higher Clerical Officers. To that extent, Higher Clerical Officers have some measure of responsibility. *At the maximum they are paid approximately £1,100 per annum.* Higher Clerical Officers are, however, at the top of the clerical class. A better analogy is provided by the Executive Officer.

118. No precise description of the duties of an Executive Officer is given by the Priestley Commission except to say that he is at the base of the pyramid of officers with varying degrees of executive responsibility. His is the lowest grade in the Civil Service to which any such responsibility is attached; it is quite certain, however, that the responsibility is not great. No Executive Officer would be asked, for example, to make a decision which would affect the liberty of an individual. *The maximum pay of an Executive Officer is £1,140 per annum.*

119. It is possible for a Clerical Officer to progress to Executive Officer or to Higher Clerical Officer. If, as must surely be the case, a Constable can be regarded as of higher status than a Clerical Officer, the lowest level at which he can be compared is with these two posts—*both of which attract maximum salaries of over £1,100 per annum.*

The Teaching Profession

120. Attention is again called to Tables 6 and 7 of Appendix "H." An Assistant Teacher in a Primary School does not need high academic qualifications. The ability to

teach is imbued or developed at Training Schools and the sum total of an Assistant Teacher's professional skill and knowledge cannot be greater than that necessary in a police officer. It cannot be suggested that there is any greater personal responsibility, and the working hours and conditions compare most favourably with those in the Police Service. *An Assistant Teacher at the maximum (after 17 years service) is paid £1,000 per annum*; a higher salary is payable for additional professional qualifications.

Banking

121. It is not easy to obtain precise information regarding salaries today in the banking profession. *It is clear, however, that a Bank Clerk must earn £840 per annum at the age of 31.* Further increases are awarded based on "performance and potential" and the Bank Clerk who achieves no promotion whatsoever *can attain a salary of well over £1,000 per annum.* The main point of similarity between the work of a Bank Clerk and a Police Constable is the high degree of integrity and respectability involved. He certainly does not have the degree of responsibility of a Constable, nor need his professional knowledge even approximate to that required in the lowest rank in the Police Service. Recently a claim for an increase of 15% in pay has been submitted by the National Union of Bank Employees.

The Army

122. Whether this is a "professional" occupation is arguable, particularly with regard to the "other ranks." But there is certainly a tendency among the public to compare the Police Service with the Army. In the light of what has been said in Section IV, to compare a Constable with a Private Soldier would be ridiculous. The Constable's wide field of professional knowledge, the qualities of leadership required, the degree of personal responsibility and the ability to make decisions, lead one to comparison with the officer classes; at the very least *he should be remunerated at his maximum on the same basis as a Tradesman Warrant Officer, whose annual salary (excluding emoluments comparable with those of the police), is approximately £1,040 per annum.*

Summary

123. Looking at this cross-section of several occupations and having regard to what has been said in Section IV, there can be no doubt that the fully experienced Constable is entitled, *solely on the basis of professional skill and responsibility*, at least to parity in his remuneration. Further, none of the four occupations quoted can be said to have any of the disadvantages of a police officer's life. There are shorter working hours without shift work; there is no exposure to any degree of danger (except for members of the Armed Forces); there are few, if any, restrictions on personal freedom. All have pension schemes almost as generous as that of the police.

124. In trying to arrive at appropriate pay levels for the police, it is fair to suggest therefore, that having regard to the disadvantages of his occupation, the Constable at maximum salary should be receiving something in excess of £1,100 per annum. If regard is paid to his emoluments, and if these are assessed reasonably in the light of what has been said in Section V, *the maximum pay of a Constable, exclusive of emoluments, should be of the order of £900-£1,000 per annum.* The Association has urged, however, the importance of providing a career as a Constable and therefore recommends that the maximum level should not be achieved until fairly late in the officer's service instead of at the end of nine years' service as at present.

125. It is recognised that the proposals submitted for the maximum level of a Constable can hardly be regarded as a "broad principle" but unless some such indication is given, any broad principles lose much of their significance.

VIII. SALARY STRUCTURE FOR POLICE

126. The fixing of a maximum level of salary for the Constable inevitably affects the levels of pay of all other ranks. Consideration must also be given to the extent to which minimum and intermediate levels of pay of a Constable should be adjusted.

127. The salary structure for all ranks of the Service, and the variations in that structure since 1948, is given in Table 1 of Appendix "H." This table in itself establishes a point of some importance. Over the years the differentials between pay levels have been progressively reduced by every award except the award of 1954. The pay structure of the Service has been steadily "compressed." For example, by the Oaksey award a Chief Superintendent was paid 2.26 times the pay of a Constable; today the ratio is 2.16. In the early years of the decade a similar fate was suffered by other occupations, notably the Civil Service and the staffs of Local Authorities. It appears, however, that in these occupations relativities have now been restored; the police alone are suffering from a compressed pay structure. This compression must detract from the career incentive of the Police Service and if it is allowed to continue will have an adverse effect on the type of man that takes up police work.

Salary scales for a Constable

128. The Oaksey Committee, it is submitted, under-valued the Constable; the Eve award added to his pay £30 per annum as an "attraction" incentive. The extent of the Oaksey under-valuation cannot be regarded as so marked in regard to the recruit as for the senior Constable, for it cannot be claimed that at this stage the recruit has acquired the skill, experience and knowledge which are the basis of the argument for the upgrading of the status of Constable. Nevertheless, even a recruit to the Police Service is forthwith given his full responsibilities in law as a Constable and subjects himself to the restrictions of his profession. There is therefore a case for some upgrading of status.

129. Three processes are involved in bringing up-to-date the Oaksey/Eve awards to recruits :—

- The removal of the feature of "compression" which has been introduced between minimum and maximum scales for a Constable.
- The elimination of the £30 "attraction/retention" element introduced by the Eve award (this should now be replaced by a proper career incentive).
- The introduction of some degree of upgrading which will reflect the upgrading of the status of the Constable even on joining the Force.

130. The first two of these processes are incorporated in the following table :—

Constable's Salary	Oaksey	Index	Modified *Eve	Index	1960	Index
	£		£		£	
Maximum ..	420	100	475	100	695	100
Minimum ..	330	79	370	78	549	79

* Eve award less £30 "attraction" element.

This shows clearly that the minimum pay of a Constable today, even as evaluated by the Oaksey Committee, should be £549 per annum. To this should be added the element described in (c) above. Necessarily the magnitude of this amount is incapable of precise determination but it is not considered unreasonable that *the starting pay for a Constable should be of the order of £560-£600 per annum*. This figure is rather higher than, for instance, the starting pay of Assistant Teachers. But many police officers start their careers late in life and may even be married with children. The Service would not wish to discourage entry of the more mature type of man whose worldly experience is invaluable. The type of man required must therefore be paid a salary which allows him to live in reasonable but not elaborate circumstances from the beginning of his police career.

131. As to incremental stages as between maximum and minimum, the Association submits that the following principles should be applied to indicate the varying degrees

of usefulness and experience of the Constable :—

- (a) By the end of the two-year probationary period there should be a substantial increase on the starting pay with further minor increments up to five years' service while the officer is acquiring the further knowledge necessary in his work.
- (b) Between five and ten years' service this knowledge and experience is put to ever-increasing practical use ; this should be indicated by a steep incremental slope.
- (c) From ten years' service onwards the officer's enthusiasm for his work must be maintained by two or three generous increments, the last being late in his service and bringing him then to a maximum of the order of £900-£1,000 per annum.

Awards for Professional Qualifications

132. In most professions there is a system of giving financial rewards to members who demonstrate the acquisition of additional professional knowledge by successes in examinations.

133. In the Police Service professional examinations are held for promotion from Constable to Sergeant and from Sergeant to Inspector. The Royal Commission will appreciate the extremely high standard of the examination by reference to Appendix "I," where are reproduced recent papers set in an examination for promotion from Constable to Sergeant. It is right and fair and in accordance with the professional nature of the Police Service that success in such a difficult examination should be recognised—the average proportion of passes is 14.3 %. But promotion does not follow automatically and indeed only a very small proportion of officers who succeed can ever be promoted. Meanwhile those to whom promotion does not come may justifiably labour under a sense of grievance that they have devoted much time to intensive study to acquire a qualification which is not possessed by colleagues in their own rank.

134. The Commission is asked to recognise the need for bringing the Police Service into line with other professions in this respect by recommending the institution of a salary bonus of at least £50 per annum for those Sergeants and Constables with the added professional qualifications. The alternative is to afford recognition by means of accelerated increments but the effect of such a system would be lost in the later years of a man's service although he would still be utilising the professional knowledge that he had by diligence acquired.

Salary structure for ranks above Constable

135. The salary structure laid down by the Oaksey Committee provided well-defined differentials between ranks and these on the whole commended themselves to the Service. While minor adjustments may be desirable, these differentials reflect the growth of responsibility between the ranks. In the view of the Association they should therefore be restored and the recent compression of the pay structure, illustrated in Columns 8 and 9 of Table 1, Appendix "H," should be relieved.

Salary of Chief Constables

136. The Association has been at pains throughout this memorandum to consider the Service as a whole and to base its arguments on the functions and duties of the lowest rank. The members of the Association are satisfied that if the police are afforded recognition of their proper status this will be of inestimable benefit to the whole Service.

137. The Royal Commission will later be making a more detailed investigation into the status of Chief Officers. There is no intention of anticipating the evidence that will be given in that connection but in the meantime it is urged that it is important to do nothing which will diminish that status. The Oaksey structure should therefore be preserved for Chief Officers as for other ranks and revised salaries assessed in accordance with that structure. This in our view is the very least that can be done ; at this juncture it is desired to make only a few points in justification :—

- (a) Recent events have demonstrated the very exacting nature of the responsibilities of Chief Officers and the importance to the public that Chief Officers should

maintain their constitutional position against improper pressure. Their public standing must therefore be high and this should be reflected in their pay.

- (b) At the time of the Oaksey report, Chief Constables generally felt that they had been unfairly treated. Salary scales agreed in 1947 were not implemented at that time because of a "wage freeze"; the Prime Minister at the time promised retrospection when these scales could eventually be implemented. By the time of the Oaksey award the scales were already out of date but the Oaksey Committee declined to alter them and made its award without the degree of retrospection that had been promised.
- (c) Chief Officers have been the victims of "tapering," or the compression of the pay structure, to a far greater extent than the other ranks of the Service.
- (d) Any police officer attaining the rank of Assistant Chief Constable or Chief Constable suffers a certain loss of pension privileges in that he is no longer eligible for full pension at 30 years' service but has to serve until the age of 60 unless his Police Authority consents to his earlier retirement.

138. It would be out of keeping with the objectives of this memorandum to indulge in elaborate special pleading for Chief Officers but the Association feels that it would be doing less than justice to its members if these points were not mentioned.

IX. FUTURE ADJUSTMENTS TO SALARY LEVELS AND STRUCTURE

139. No salary awards come automatically to the Police; in practice a claim has to be lodged with the Police Council for Great Britain and it is then subject to negotiation.

140. The Police Council for Great Britain is a body that was constituted as a result of a recommendation of the Oaksey Committee. The Council consists of an Official Side and a Staff Side, and for the purpose of negotiations affecting particular ranks it is divided horizontally with three panels, "A," "B" and "C." Panel "A" deals with matters affecting Chief Officers of Police; Panel "B" is concerned with Superintendents; and Panel "C" with the Federated ranks. On each panel there is again an Official Side and a Staff Side, the Staff Side consisting of the ranks appropriate to the panel. The Official Side of the Council is composed of representatives of the Home Office and Scottish Home Department; the County Councils Association and the Association of Municipal Corporations and the corresponding Scottish bodies. The Council has an independent chairman and arbitrators are appointed in the event of their being necessary. The results of arbitration proceedings are accepted as binding by all parties, though the final decision for all matters affecting pay and conditions of service lies with the Secretary of State by virtue of his powers under the Police Act, 1919.

141. The Police Council for Great Britain has now been established for seven years and in considering principles affecting pay, serious consideration must be given to whether it is the proper and most effective method of making pay adjustments.

142. Chief Constables feel that in the light of experience this organisation is not suitable for the Police Service for a variety of reasons.

- (a) There cannot be a true employer/employee relationship between the two sides of the Police Council. Most of the functions of an employer are part of the general responsibilities of Chief Officers of Police, who sit on the Staff Side.
- (b) The Official Side must be primarily concerned with finance (as distinct from efficiency and welfare) and hence with the effect that any changes in pay and conditions will have on rates and taxes. Once again to quote the Priestley Commission :—

"... the public and Parliament are rightly bound to exercise the highest degree of vigilance over all instruments of Government. ... There is, however, the possibility that this vigilance itself, if over-zealously applied, may lead particularly or indirectly to unreasonable depression of Service standards of pay and conditions."

- (c) The conditions described in (a) and (b) have led to automatic resistance, as a duty, by the Official Side to any claims of the Staff Side. No instance can be recalled of

the Official Side *initiating* any improvements in pay and conditions of service as a whole ; the influence of Chief Officers, desirable from the aspect of efficiency and welfare, can only be exercised when their assistance is sought as advisors on Panels " B " and " C " after claims have been made.

(d) The sequence of events—

- (i) A claim made by the Staff Side in consequence of changes in cost of living or working conditions in other occupations ;
- (ii) The rejection by the Official Side ;
- (iii) Negotiation, and then possibly
- (iv) Arbitration—

may have its attractions as an exercise in dialectics but it leads, and has led, to a " trade union " approach to problems which is not in accordance with the status of the police and which, quite properly, is not fortified by the right to strike, the ultimate weapon of trade unionism.

(e) Such an approach is also inconsistent with the conception of the police as a disciplined service. It is particularly derogatory to the status of Chief Officers who find themselves at the end of a queue, their claims being considered only after the bargaining over the claims of lower ranks.

143. The answer appears to lie in the setting up of a permanent advisory body on police pay. This body should be entirely independent and should be composed of persons of such standing that they will enjoy the respect and support of police authorities and the police alike. The advisory body should be charged with a duty to conduct biennial reviews of police pay ; during a review all interested parties should be entitled to make representations, as distinct from claims. This regular review would eliminate the necessity for minor pay amendments due to such factors as changes in the cost of living. The question of whether the findings of such a body should be binding on all concerned would need careful consideration in the light of experience gained from reviews made by similar bodies such as those for the higher Civil Service and the Army.

144. The Police Service is local in its administration but it is many years since the need for standardisation of pay and conditions of service at a national level was recognised. If " 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 " then the pay of that service should not be made the subject of a bargaining process, but should be settled by an organisation which is in a position to take an objective view of what is justifiable.

X. SUMMARY AND CONCLUSIONS

145. " Everything that can heighten to any degree the respectability of the office of Constable adds to the security of the State and to the safety of the life and property of every individual."

These words were written by Patrick Colquhoun, one of the architects of the Police Service, nearly two hundred years ago. They accurately summarise the arguments that have been advanced throughout this memorandum for a new approach to the inter-related problems of the status of the police and their pay.

146. It is the view of Chief Officers of Police that in 1949 the Oaksey Committee did not seize the opportunity to afford the Constable the standing and remuneration to which he was even then entitled. By devaluing the police, a disservice was also done to the public. We urge that for the future the following broad principles should apply to the pay of the police :—

- A. *Having regard to his constitutional position, his unique personal responsibility, standards of knowledge, the vastly increased and ever-increasing scope of his duties, carried out in circumstances of discomfort and personal danger, and the restrictions on his personal freedom which affect his family as well as himself, a Constable is entitled to generous remuneration.*

- B. *The same considerations justify the acceptance by police and public alike of the fact that police work is a profession. As one corollary the approach to problems of pay should be consistent with professional status.*
- C. *The pay structure of the Police Service must provide a career incentive not only through the ranks but also in the honourable profession of Constable. This career incentive must be sufficient in itself to attract men to and retain them in the Service.*
- D. *There being no other profession which can be regarded as even broadly comparable with that of a police officer, pay levels in the police should be assessed by adjusting the maximum salary of the Constable so that it compares favourably with maximum salaries obtainable in the basic grades of other minor professions where approximately the same standards of professional knowledge and skill are required.*
- E. *Emoluments received cannot be disregarded in the determination of the pay level of the Constable. Their value should not be exaggerated, however, and should reflect the reasons for giving emoluments instead of pay and the consequent advantages to those who give them.*
- F. *At the same time, when making comparisons with other professions, the many disadvantages of a policeman's life should be given due credit.*
- G. *For the purpose of establishing a basis for the future application of these principles it is considered that in the light of present economic conditions the starting pay of a Constable on recruitment should be of the order of £560-£600 per annum and that the maximum pay, to be achieved in the last years of service, should be of the order of £900-£1,000 per annum.*
- H. *The salary scale for a Constable between the extremes should be arrived at by a system of increments that take into account the following factors :—*
- (i) *At the end of two years' service a Constable has acquired in broad outline the skill and proficiency that enable him to discharge to the full the responsibilities of his office. By that time there should therefore be a substantial improvement on his starting pay.*
 - (ii) *Between two and five years' service he is steadily improving his efficiency, in his own interests and those of the Service. This should be indicated in the incremental scale.*
 - (iii) *Between five and ten years' service he is fully applying the knowledge and experience gained and is rapidly achieving complete reliability as a Constable. The incremental slope should therefore be steepest in this phase.*
 - (iv) *After the completion of ten years' service there is need to retain his enthusiasm and efficiency at the highest peak and to encourage him to widen his experience still more ; there should therefore be a further two or three increments awarded, the last increment bringing him to his maximum pay being awarded very late in his service.*
- I. *The acquisition of a particularly high degree of professional knowledge by passing examinations for promotion from Constable to Sergeant and from Sergeant to Inspector should be encouraged and recognised by the payment of a substantial salary bonus (of at least £50 per annum) to cease when promotion to the appropriate rank is achieved.*
- J. *If the additional responsibilities of the higher ranks are to be properly rewarded and the career attraction of the Police Service is to be maintained, the pay structure of ranks above Constable should be fixed on the basis of the differentials established by the Oaksey Committee and related to the maximum pay of the Constable.*
- K. *The existing machinery for adjusting the pay structure of the Police Service is not appropriate to the status and constitution of the Police Service. There should therefore be set up an independent advisory body with a duty to conduct a biennial review of salaries.*

147. The Association of Chief Police Officers of England and Wales believes that if these principles are adopted the foundation will be laid for a better appreciation by the public of the duties and responsibilities of the police, for a better service to the public and for the construction of a career attractive to the finest type of citizen.

Year	Police Estab- lishment	No. of Vacan- cies	De- ficiency	Recruits	Wastage					Notes
					Total	Proba- tioners	Without Pension	With Pension	Other	
1949	70,274	12,141	17%	(a) 4,009 } (b) 1,097 } 5,106	4,063 { 3,020 1,043	1,324 311	504 135	1,070 488	122 109	Oaksey Award July, 1949
1950	70,855	9,802	13%	(a) 5,255 } (b) 1,366 } 6,621	3,847 { 2,806 1,041	816 193	446 132	1,447 593	97 123	
1951	71,597	11,080	15%	(a) 3,399 } (b) 875 } 4,274	4,709 { 3,547 1,162	1,072 191	708 161	1,665 717	102 93	Trufram Eve Award, August, 1951
1952	71,672	8,229	11%	(a) 4,769 } (b) 1,311 } 6,080	3,234 { 2,287 947	699 190	472 168	1,008 502	108 87	
1953	72,086	8,083	11%	(a) 3,526 } (b) 1,033 } 4,559	4,112 { 2,950 1,162	917 225	670 211	1,237 643	126 83	
1954	72,616	8,397	11%	(a) 3,502 } (b) 1,309 } 4,811	4,742 { 3,268 1,474	850 213	858 268	1,453 907	107 86	Award of January, 1954
1955	73,098	9,659	13%	(a) 3,488 } (b) 1,404 } 4,892	5,607 { 3,953 1,654	915 272	1,188 287	1,746 1,000	104 95	Award of Sept., 1955
1956	73,832	8,426	11%	(a) 4,148 } (b) 1,758 } 5,906	3,538 { 2,385 1,153	716 294	584 160	954 632	131 67	
1957	74,650	7,231	9%	(a) 4,176 } (b) 1,576 } 5,752	3,967 { 2,741 1,226	834 346	710 240	1,057 552	140 88	Award of February, 1957
1958	75,150	6,585	8%	(a) 4,113 } (b) 1,377 } 5,490	4,066 { 2,931 1,135	876 276	627 170	1,275 580	153 109	Award of April, 1958
1959	75,400	5,994	7%	(a) 4,088 } (b) 1,345 } 5,433	4,278 { 3,181 1,097	766 239	894 197	1,389 549	132 112	

NOTE: Figures quoted are taken from reports of H.M. Inspectors of Constabulary, 1949/1958 (1959 not yet issued); they are for male officers only; Inspection years run from September to September; 1959 figures are for calendar year.

(a) Refers to Cities, Boroughs and Counties.

(b) Refers to Metropolitan Police Force.

APPENDIX "B"

Summary of Recruitment

All Forces—England and Wales

Year	Authorised Strength in Year in Col. 1	Average Vacancies in Year	Total Enquiries Received	Application Forms Submitted	Applications Pursued						
					Rejected					Appointed	
					Below Physical Standard	Failed Medical Exam.	Below Educational Standard	Character reasons including associations	Temperament Unsuitable	Total	Number of Appointments from Cadets
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1954	72,616	8,371	43,542	18,540	2,748	2,344	2,516	945	1,094	5,081	264
1955	73,098	9,678	34,363	15,359	1,801	1,718	2,089	756	747	5,247	310
1956	73,832	8,914	35,700	17,984	2,304	1,656	2,589	1,231	883	6,368	872
1957	74,650	7,409	33,941	17,554	2,341	1,471	2,629	1,039	881	6,140	1,085
1958	75,150	6,679	42,346	21,030	3,001	1,592	3,520	1,477	1,060	5,730	1,372
1959	75,400	5,994	37,933	19,141	2,729	1,485	3,284	1,253	1,141	5,433	1,380

NOTE : The figures in this table are taken from statistics supplied by Chief Constables. They differ from those in Appendix "A" because they are for calendar years—not inspection years.

Summary of Wastage
All Forces—England and Wales

APPENDIX "C"

Year	Authorised Strength in Year in Col. 1	Retirements on Pension or Gratuity		Discharged Reg. 8	Dismissed or Required to Resign	Voluntary Resignations without Pension or Gratuity					Reasons for Voluntary Resignations in Columns 7-11								Total Wastage
		Ordinary Pension	Medical Pension or Gratuity			Years					Inadequate Pay	Inconvenience of shift work or hours	Dislike of Discipline	Disappointed with prospects	Domestic and Personal	Unable to settle down to police work	Better situation to go to	Other reasons	
						10-25	5-10	2-5	1-2	Under 1 year									
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
1954	72,616	2,370	120	92	90	83	463	665	419	548	225	224	40	41	399	282	646	281	4,850
1955	73,098	2,383	119	77	82	85	609	812	456	675	449	267	46	64	459	264	749	300	5,298
1956	73,832	1,504	63	92	94	62	300	390	340	648	169	245	32	32	363	211	455	215	3,493
1957	74,650	1,577	84	139	73	117	487	488	433	724	209	228	39	44	436	279	695	282	4,122
1958	75,150	1,792	98	154	83	116	335	422	380	603	200	220	36	34	388	261	494	209	3,983
1959	75,400	1,838	100	140	104	184	395	512	459	546	244	178	50	29	457	275	616	223	4,278

NOTE: The figures in this table are taken from statistics supplied by Chief Constables. They differ from those in Appendix "A" because they are for calendar years—not Inspection years.

APPENDIX "D"

Summary of Syllabus for Initial Training Course
at District Police Training Centre

Junior Stage—Four Weeks Duration

1st Week

How to study
History of the Police
Internal organisation of the Police Force
Police Regulations
Discipline Code
Police in relation to other public services
Police communications
Police publications
Official pocket book
Introduction to beat duties
Local knowledge required
Police reports
Common and Statute Law
Observation and Observation Tests
Initial Civil Defence
First Aid ; Swimming ; Foot Drill ; Self
Defence

3rd Week

Questioning witnesses and taking statements
Traffic signs and pedestrian crossings
Various types of motor vehicles
Registration and Licensing of motor vehicles
Road accidents—police action
Highway Code
Driving Licences and Insurance
Trade Licences and records
Lights on vehicles
Driving under the influence
Taking without the owner's consent
Practical demonstrations of lessons
First Aid ; Swimming ; Foot Drill ;
Physical Training

2nd Week

Laws of evidence
Classification of crimes and offences
Powers of arrest without warrant
Judges' Rules
Care and custody of prisoners
Loss of memory
Destitute persons
Prisoners' rights to bail, etc.
Magistrates' Courts
Animals (common terms)
Complaints, informations, summonses,
warrants—issue and execution
Quarter Sessions, Courts of Assize
Property—lost and found
Practical demonstrations of lessons
First Aid ; Swimming ; Foot Drill ;
Physical Training

4th Week

Motor vehicles, goods carriers—licences
and records
Plan drawing
Motor vehicles—technical details, Construction and Use Regulations
Magistrates' Courts procedure
Public Service vehicles and Hackney
carriages
Initial Civil Defence
Laws of evidence
Practice in giving evidence
Offences by owners and drivers of motor
vehicles
Dangerous, reckless, careless driving
Speed Limits
Review of the Stage followed by examination
First Aid ; Swimming ; Physical Training ;
Self Defence

APPENDIX "D" (Contd.)

Intermediate Stage—Five Weeks Duration

5th Week

Licensing Laws
Drunkenness
Places of public entertainment
Pawnbrokers, Old Metal Dealers, etc.
Vagrancy Laws
Damage
Initial Civil Defence
Practical demonstrations and practice in
giving evidence
First Aid ; Swimming ; Foot Drill ;
Physical Training

7th Week

Game Laws
Diseases of Animals
Movement of Animals
Dogs
Fires
Sudden deaths
Suicides
Cruelty to Animals
Prevention of Crime (legal) and Crime
Prevention
Assaults
Practical demonstrations
First Aid ; Swimming ; Foot Drill ;
Physical Training

6th Week

Children and Young Persons
Betting Laws
Absentees and Deserters
Crime complaints and reports
Gaming and Lotteries
Highway Acts
Gun Licences
Town Police Clauses Act
Firearms law
Street and House-to-House Collections
Practical demonstrations
First Aid ; Swimming ; Foot Drill ;
Physical Training

8th Week

Prostitution
Indecency
Wounding, Grievous Bodily Harm
Crashed Aircraft
Practical demonstrations
First Aid ; Swimming ; Foot Drill ;
Physical Training

9th Week

Identification methods
Depositions, dying declarations
Civil Defence
Aliens
Magistrates' Courts procedure—practical
Licensing Laws offences—demonstration
Revision and Examination
First Aid ; Swimming ; Self Defence ;
Foot Drill ; Physical Training

APPENDIX "D" (Contd.)

Senior Stage—Four Weeks Duration

10th Week

Larceny
 False Pretences
 Receiving
 Burglary
 Night Offences
 Housebreaking
 Sacrilege
 Examination of scenes of crime
 M.O. System
 Public Order
 Visit to County Police M.O. Department
 Knowledge of local thieves
 Practical demonstration—scenes of crime
 Offences against women and girls
 Offences of indecency by or with males
 First Aid ; Foot Drill ; Physical Training ;
 Self Defence

12th Week

Review of Junior Stage
 Practical demonstrations—road accidents
 involving removal of vehicles
 Practical exercises—larceny
 Practical—Magistrates' Courts procedure,
 evidence tests
 Review of Intermediate stage
 Foot Drill ; Physical Training ; Self
 Defence

11th Week

Abortion, Child destruction, Concealment
 of birth, etc.
 Coinage Offences
 Homicide
 Police action in homicide
 Practical plan drawing
 Practical beat incidents
 Practical—Magistrates' Courts procedure
 Demonstration of road traffic offences
 Practical demonstrations
 Foot Drill ; Physical Training ; Self
 Defence

13th Week

Review of Senior Stage
 Civil Defence
 Care in handling firearms
 Police and Public
 Conditions of Service
 Police Federation
 Police Fund
 Co-operation with C.I.D.
 Civil disputes affecting the Police
 Accident prevention
 Foot Drill ; Physical Training
 Final Examination

APPENDIX "E"

**Assessment by the Desborough Committee
of Police Duties and Responsibilities**

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

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

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

"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."

APPENDIX "F"

**Legislation Passed since 1920
which Affects Duties and Responsibilities of Police**

<i>Title</i>	<i>Effect on Police</i>
Gold and Silver (Export Control, etc.) Act, 1920	Enforcement and Prosecution
Official Secrets Act, 1920	Enforcement and Prosecution
Police Pensions Act, 1920	Administrative
Pawnbrokers Act, 1922	Amending
Juries Act, 1922	Prosecution
Celluloid and Cinematograph Film Act, 1922	Examination of premises
Allotments Act, 1922	Enforcement and Prosecution
Salmon and Freshwater Fisheries Act, 1923 ..	Additional powers to demand, search, detain
Explosives Act, 1923	Enforcement and Prosecution ; extension of previous Acts
Law of Property Act, 1925	Prosecution and Enforcement
Performing Animals (Regulations) Act, 1925	Inspection of premises ; enforcement ; prosecution of certain offences
Honours (Prevention of Abuses) Act, 1925 ..	Enforcement and Prosecution
Criminal Justices' Act, 1925	Enforcement and Prosecution ; procedural
Bankruptcy (Amendment) Act, 1926 ..	Amending
Births and Deaths Registration Act, 1926 ..	Enforcement and Prosecution
Judicial Proceedings (Regulation of Reports) Act, 1926	Enforcement and Prosecution with consent of Attorney General
Police (Appeals) Act, 1927	Administrative
Protection of Animals (Amendment) Act, 1927	Amending
Statute Law Revision Act, 1927	Repeal
Currency and Bank Notes Act, 1928 ..	Enforcement and Prosecution
Dogs (Amendment) Act, 1928	Enforcement and Prosecution ; amending
Petroleum (Consolidation) Act, 1928 ..	Enforcement and report breaches of regulations
Infant Life Preservation Act, 1929	Enforcement and Prosecution
Road Traffic Act, 1930	Enforcement and Prosecution
Road Traffic (Amendment) Act, 1931 ..	Procedural
Architects (Registration) Act, 1931 ..	Enforcement and Prosecution
Improvement of Livestock (Licensing of Bulls) Act, 1931	Enforcement and examination of Licences
Extradition Act, 1932	Addition to 1870 Act
Sunday Entertainments Act, 1932	Inspection of premises
Children and Young Persons Act, 1933 ..	Enforcement and Prosecution
Pharmacy and Poisons Act, 1933	Enforcement if appointed by Local Authority
Slaughter of Animals Act, 1933	Enforcement and Prosecution
Road and Rail Traffic Act, 1933	Enforcement and Prosecution
Protection of Animals Act, 1934	Enforcement and Prosecution
Road Traffic Act, 1934	Enforcement and Prosecution
Incitement to Disaffection Act, 1934 ..	Enforcement and Prosecution
Betting and Lotteries Act, 1934	Enforcement and Prosecution
Vagrancy Act, 1935	Amending 1824 Act
Coinage Offences Act, 1936	Enforcement and Prosecution
Public Health Act, 1936	Prosecution under Byelaws and for certain nuisances
Public Order Act, 1936	Enforcement and Prosecution
Firearms Act, 1937	Enforcement and Prosecution ; Licensing of Firearms ; Repeal of 1920 Act

APPENDIX "F" (Contd.)

<i>Title</i>	<i>Effect on Police</i>
Evidence Act, 1938	Procedural
Infanticide Act, 1938	Prosecution
Children and Young Persons Act, 1938 ..	Procedural
Young Persons (Employment) Act, 1938 ..	Enforcement and Prosecution
House to House Collections Act, 1939 ..	Enforcement and Prosecution ; Licensing
Official Secrets Act, 1939	Duty to give information
Police (Appeals) Act, 1943	Administrative
Police (Overseas Service) Act, 1945	Administrative
Police (His Majesty's Inspectors of Constabulary) Act, 1945	Administrative
Police Act, 1946	Administrative
Road Traffic (Driving Licences) Act, 1946 ..	Procedural
Fire Service Act, 1947	Power to break into premises, close streets, etc. ; prosecution of certain offences
Police Pensions Act, 1948	Administrative
Companies Act, 1948	Prosecution of offences ; consolidation
Children Act, 1948	Prosecution of certain offences procedural
Criminal Justice Act, 1948	Procedural
Gas Act, 1948	Prosecution of certain offences
Licensing Act, 1949	Amendment to powers of visiting ; amendment of penalties
Representation of the People Act, 1949 ..	Power of arrest ; enforcement and prosecution
Docking and Nicking of Horses Act, 1949 ..	Enforcement and Prosecution
Marriage Act, 1949	Prosecution
Vehicles (Excise) Act, 1949	Prosecution ; also for offences against Regulations
Diseases of Animals Act, 1950	Enforcement of Act and Regulations ; consolidating
Fraudulent Mediums Act, 1951	Prosecution with consent of Attorney General (Power of arrest under Criminal Justice Act, 1948)
Pet Animals Act, 1951	Prosecution
Dangerous Drugs Act, 1951	Enforcement ; entry into premises, etc.
Motor Vehicles (International Circulation) Act, 1952	Procedural
Customs and Excise Act, 1952	Duty to assist in enforcement ; consolidating
Hypnotism Act, 1952	Power of entry ; enforcement and prosecution
Children and Young Persons (Amendment) Act, 1952	Procedural
Prison Act, 1952	Enforcement and Prosecution
Magistrates' Courts Act, 1952	Procedural
Cockfighting Act, 1952	Enforcement and Prosecution
Visiting Forces Act, 1952	Procedural
Cinematograph Act, 1952	Procedural
Prevention of Crime Act, 1953	Enforcement and Prosecution
Births and Deaths Registration Act, 1953 ..	Prosecution
Accommodation Agencies Act, 1953	Prosecution
Dogs (Protection of Livestock) Act, 1953 ..	Prosecution
Post Office Act, 1953	Prosecution
School Crossing Patrols Act, 1953	Administrative
Licensing Act, 1953	Enforcement and Prosecution
Protection of Birds Act, 1954	Enforcement and Prosecution
Pests Act, 1954	Prosecution

APPENDIX "F" (Contd.)

<i>Title</i>	<i>Effect on Police</i>
Army Act, 1955	} Prosecution ; procedural in relation to absentees and deserters
Air Force Act, 1955	
Children and Young Persons (Harmful Publication) Act, 1955	
Occasional Licences and Young Persons Act, 1956	Prosecution with consent of Attorney General Supplementing Licensing Act, 1953
Small Lotteries and Gaming Act, 1956 ..	Enforcement and Prosecution
Agriculture (Safety, Health and Welfare Pro- visions) Act, 1956	Prosecution of offences under Regulations
Road Traffic Act, 1956	Enforcement and Prosecution
Sexual Offences Act, 1956	Prosecution ; consolidating
Homicide Act, 1957	Prosecution
Magistrates' Courts Act, 1957	Procedural
Road Transport Lighting Act, 1957.. ..	Prosecution
Naval Discipline Act, 1957	Prosecution ; procedural in relation to absentees and deserters
Road Transport Lighting (Amendment) Act, 1958	Amending
First Offenders Act, 1958	Procedural
Opticians Act, 1958	Prosecution
Horse Breeding Act, 1958	Inspection of Licences ; prosecution
Prevention of Fraud (Investment) Act, 1958..	Prosecution
Representation of the People (Amendment) Act, 1958	Procedural
Litter Act, 1958	Enforcement and Prosecution
Highways Act, 1959	Prosecution
Small Lotteries and Gaming Act, 1956 (Amendment) Act, 1959	Amending
Restriction of Offensive Weapons Act, 1959..	Enforcement and Prosecution
Police Federation Act, 1959	Administrative
Dog Licences Act, 1959	Prosecution
Street Offences Act, 1959	Enforcement and Prosecution
Obscene Publications Act, 1959	Enforcement and Prosecution

APPENDIX "G"

Delegated Legislation, 1958

Agriculture (Avoidance of Accidents to Children) Regulations, 1958
Carbon Disulphide (Conveyance by Road) Regulations, 1958
Cinematograph (Safety) Regulations, 1958
Conveyance of Explosives Byelaws, 1958
Dangerous Drugs Act, 1951 (Application) Order, 1958
Dangerous Drugs Act, 1951 (Relaxation) Order, 1958
Exported Ponies Protection Order, 1958
Fowl Pest (Infected Areas Restrictions) Amendment Order, 1958
Horses (Sea Transport) (Amendment) Order, 1958
Importation of Hay and Straw (Amendment) Order, 1958
Live Poultry (Movement Records) Order, 1958
Motor Vehicles (Driving Licences) (Amendment) Regulations, 1958
Pedestrian Crossings (England and Wales) (Amendment) Regulations, 1958
Petroleum (Carbon Disulphide) Order, 1958
Poisons List Order, 1958
Poisons Rules, 1958
Public Service Vehicles (Conditions of Fitness) Regulations, 1958
Public Service Vehicles and Trolley Vehicles (Carrying Capacity) (Amendment) Regulations, 1958
Road Traffic Act, 1956 (Commencement No. 7) Order, 1958
Road Transport Lighting (Amendment) Act, 1958
Road Vehicles Lighting (Amendment) Regulations, 1958
Road Vehicles Lighting (Projecting Loads) Regulations, 1958
Road Vehicles Lighting (Projecting Loads) Order, 1958
Spring Traps Approval Order, 1957
Swine Fever (Infected Areas Restrictions) (Amendment) Order, 1958
Traffic Signs (Amendment) Regulations, 1957
Traffic Signs General Directions (No. 2), 1957
Traffic Signs (40 m.p.h. Speed Limit) Regulations, 1958
Traffic Signs (40 m.p.h. Speed Limit) Directions, 1958
Traffic Signs (30 m.p.h. Speed Limit) (England and Wales) Directions, 1958

Movements in Police Salaries from Oaksey—1949

(1) Rank and Establishment	(2) Oaksey 1949		(3) Trustram Eve 1951		(4) Award of 1954		(5) Award of 1955		(6) Award of 1957		(7) Award of 1958		(8) (9) Amount of Tapering			
													From Oaksey		From T/Eve	
	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Index (a)	Act. Amt. (b)	Index (a)	Act. Amt. (b)
Provincial :	£		£		£		£		£		£			£		£
Constable	420	100	505	100	550	100	640	100	660	100	695	100	—	—	—	—
Sergeant	485	115	585	115	635	115	735	115	755	114	795	114	01	06	01	06
Inspector	575	137	690	137	745	135	860	134	885	134	930	134	03	22	03	22
Chief Inspector ..	645	153	775	153	830	151	960	150	1,000	151	1,050	151	02	13	02	13
Superintendent G. II	750	178	900	178	985	179	1,160	181	1,190	180	1,250	180	+02	+13	+02	+13
Superintendent G. I	850	203	1,000	198	1,095	199	1,285	201	1,320	200	1,385	199	04	26	+01	+09
Chief Superintendent	950	226	1,100	218	1,200	218	1,375	215	1,430	218	1,500	216	10	71	02	15
Assist. Chief Constable :																
401/600	1,200	286	1,350	267	1,450	263	1,650	258	1,700	258	1,785	257	29	203	10	71
601/800	1,300	310	1,450	277	1,500	272	1,700	266	1,750	265	1,835	264	46	320	13	90
801/1,200	1,350	321	1,500	297	1,600	291	1,810	233	1,865	233	1,960	282	39	271	15	104
1,201/1,600	1,500	357	1,650	327	1,800	327	2,035	318	2,095	317	2,200	317	40	281	10	73
1,601/2,500	1,600	381	1,750	347	1,900	345	2,145	335	2,210	335	2,320	334	47	328	13	92
Over 2,500	1,750	416	1,900	376	2,050	373	2,305	360	2,375	360	2,495	359	57	396	17	118
Chief Constable :																
Under 40	850	203	1,000	198	1,100	200	1,290	202	1,330	201	1,395	201	02	16	+03	+19
40/74	1,000	238	1,150	227	1,250	227	1,430	223	1,475	223	1,550	223	15	104	04	28
75/125	1,200	286	1,350	267	1,450	263	1,655	259	1,705	258	1,790	258	28	198	09	66
126/200	1,350	321	1,500	297	1,600	291	1,825	285	1,880	285	1,975	284	37	256	13	89
201/300	1,500	357	1,650	327	1,800	327	2,050	320	2,110	319	2,215	319	38	266	08	58
301/400	1,600	381	1,750	347	1,900	345	2,160	337	2,225	337	2,335	336	45	313	11	77
401/600	1,750	416	1,900	376	2,050	373	2,330	364	2,400	363	2,520	363	53	371	13	93
601/800	1,900	452	2,050	406	2,250	409	2,550	398	2,625	398	2,755	396	56	386	10	67
801/1,200	2,100	500	2,250	445	2,450	445	2,770	433	2,855	433	2,990	430	70	485	15	103
1,201/1,600	2,300	548	2,450	485	2,650	482	2,995	468	3,085	467	3,225	464	84	584	21	146
1,601/2,500	2,500	595	2,650	525	2,900	527	3,270	511	3,370	511	3,525	507	88	610	18	124
Over 2,500	2,700	643	2,850	564	3,100	564	3,485	545	3,590	544	3,750	540	103	719	24	170

NOTE: The index in every case is based on Constable's maximum salary = 100.

APPENDIX "H"
TABLE No. 2Table of Salary Maxima, 1951/1959 and Indices, Civil Service—
Administrative, Executive and Clerical

Grade (1)	Index 1939 (2)	Salary 1950/51 (3)	Index 1950/51 (4)	Salary July, 1955 (5)	Index 1955 (6)	Salary 1.4.1956 (7)	Index 1956 (8)	Salary 1.7.1957 (9)	Index 1957 (10)	Salary 1.12.1958 (11)	Index 1958 (12)	£ Salary 1.10.1958 (13)	£ Index 1958 (14)
Clerical Officer	100	£ *500	100	£ 625	100	£ 690	100	£ 760	100	£ 789	100	£	
Executive Officer	150	700	140	870	139	1,000	145	1,050	138	1,085	138	1,140	144
Higher Executive Officer ..	186	865	173	1,090	174	1,225	178	1,285	169	1,330	169	1,415	179
Senior Executive Officer ..	246	1,075	215	1,325	212	1,530	222	1,605	211	1,660	210	1,850	234
Principal	314	1,375	275	1,595	255	1,950	283	No increase awarded		2,120	269		
Assistant Secretary	429	2,000	400	2,200	352	2,700	391			3,000	380		
Under Secretary	486	2,500	500	2,600	416	3,400	493			3,800	482		
Deputy Secretary	629	3,250	650	3,250	520	4,250	616			5,000	634		
Permanent Secretary ..	857	4,500	900	4,500	720	6,000	870			7,000	887		

* The scale of the Civil Servant (Clerical Grade) taken as a basis for indexing this Table—compares with £505 per annum awarded by the Trustram Eve award on 3rd August, 1951, to Constables. This approximate equivalence continued until the Civil Service award of April, 1956 (Column 7).

£ Further increase in January, 1960—back-dated to 1st October, 1958.

APPENDIX "H"

TABLE No. 3

Table Showing Police Pay Structure Since 1958, and Notional Structures Based on Civil Service Equivalence and Progress, 1951-1956.
 Constable (1951 Salary £505) and Civil Service Clerical Officer Grade (1951 Salary £500)—Both Indexed on 100

Police Ranks and Establishments	Present Salary	Correct Amount Based on Civil Service Award to Clerical Officer, 1959—£789			Notes
		Oaksey Index	Trustring Eve Index	Present Index	
	£	£	£	£	
Provincial :					<p>The Oaksey Committee in 1949 fixed the complete Police Pay structure and relativities.</p> <p>In 1950/1951 certain Civil Service salaries were as shown in Table No. 2.</p> <p>In August, 1951, the Trustring Eve award of 'flat-rate' increases produced the first tapering in Police scales.</p> <p>In the 1954 Arbitration proceedings and on many other occasions the Official Side of the Police Council for Great Britain stressed that Police pay must be based on Oaksey. Every award (except the Arbitration award to Chief Officers in 1954) has included elements of tapering, even that of 1958, notwithstanding the fact that most other walks of life (Civil Service, Local Government Service and the Armed Services) had restored relativities at least and in some cases had expanded differentials.</p> <p>This Table shows what Police Salary structure should have been in 1960 if the equivalence of the Constable with the Clerical Officer (Civil Service) established and maintained 1951-1956 had continued.</p>
Constable	695	796	796	796	
Sergeant	795	915	915	907	
Inspector	930	1,091	1,091	1,067	
Chief Inspector	1,050	1,218	1,218	1,202	
Superintendent G. II ..	1,250	1,417	1,417	1,433	
Superintendent G. I ..	1,385	1,616	1,576	1,584	
Chief Superintendent ..	1,500	1,799	1,735	1,719	
Asst. Chief Constable :					
401/600	1,785	2,277	2,125	2,046	
601/800	1,835	2,468	2,205	2,101	
801/1,200	1,960	2,555	2,364	2,245	
1,201/1,600	2,200	2,842	2,603	2,523	
1,601/2,500	2,320	3,033	2,762	2,659	
Over 2,500	2,495	3,311	2,993	2,858	
Chief Constable :					
Under 40	1,395	1,616	1,576	1,600	
40/74	1,550	1,894	1,807	1,775	
75/125	1,790	2,277	2,125	2,054	
126/200	1,975	2,555	2,364	2,261	
201/300	2,215	2,842	2,603	2,539	
301/400	2,335	3,033	2,762	2,675	
401/600	2,520	3,311	2,993	2,889	
601/800	2,755	3,598	3,232	3,152	
801/1,200	2,990	3,980	3,542	3,423	
1,201/1,600	3,225	4,362	3,861	3,693	
1,601/2,500	3,525	4,736	4,179	4,036	
				4,298	

APPENDIX "H"
TABLE No. 4

Table showing Army Pay Structure—Married Men in Official Quarters—Tradesmen and Non-Tradesmen—Rates Operative from 1st April, 1960

Rank, Engagement, Years of Service completed <i>Note:</i> Number of years engagement shown in brackets (1)	Basic Pay (2)	Allowances			Gross Total (6)	Deductions			Nett Pay Received (10)
		Marriage, etc. (3)	Clothing (4)	Ration (5)		N.H.I. (7)	M.Q. (8)	Total (9)	
I NON-TRADESMEN :	£ s. d.	£ s. d.	s. d.	£ s. d.	£ s. d.	s. d.	£ s. d.	£ s. d.	£ s. d.
Private Grade IV (9) On appointment ..	6 9 6	3 17 0	1 10	2 3 2	12 11 6	6 1	1 8 6	1 14 7	10 16 11
Private Grade I (15) After 9 years ..	8 11 6	3 17 0	1 10	2 3 2	14 13 6	6 1	1 8 6	1 14 7	12 18 11
L/Corporal Grade I (9) On appointment ..	8 15 0	3 17 0	1 10	2 3 2	14 17 0	6 1	1 8 6	1 14 7	13 2 5
L/Corporal Grade I (15) After 9 years ..	9 5 6	3 17 0	1 10	2 3 2	15 7 6	6 1	1 8 6	1 14 7	13 12 11
Corporal Grade I (9) On appointment ..	9 9 0	3 17 0	1 10	2 3 2	15 11 0	6 1	1 8 6	1 14 7	13 16 5
Corporal Grade I (15) After 9 years ..	10 3 0	3 17 0	1 10	2 3 2	16 5 0	6 1	1 8 6	1 14 7	14 10 5
Corporal Grade I (21) After 15 years ..	10 13 6	3 17 0	1 10	2 3 2	16 15 6	6 1	1 8 6	1 14 7	15 0 11
Sergeant (21) After 15 years ..	12 15 6	4 7 6	1 10	2 3 2	19 8 0	6 1	1 8 6	1 14 7	17 13 5
Staff Sergeant (21) After 15 years ..	14 3 6	4 11 0	1 10	2 3 2	20 19 6	6 1	2 2 0	2 8 1	18 11 5
Warrant Officer II (21) After 15 years ..	14 14 0	4 14 6	1 10	2 3 2	21 13 6	6 1	2 2 0	2 8 1	19 5 5
Warrant Officer I (21) After 15 years ..	15 8 0	4 14 6	1 10	2 3 2	22 7 6	6 1	2 2 0	2 8 1	19 19 5

APPENDIX "H"
TABLE No. 4—contd.

II TRADESMEN :

Private Class III	(9) On appointment	..	7 14 0	3 17 0	1 10	2 3 2	13 16 0	6 1	1 8 6	1 14 7	12 1 5
Private Class I	(15) After 9 years	..	8 18 6	3 17 0	1 10	2 3 2	15 0 6	6 1	1 8 6	1 14 7	13 5 11
L/Corporal Class I	(9) On appointment	..	9 2 0	3 17 0	1 10	2 3 2	15 4 0	6 1	1 8 6	1 14 7	13 9 5
L/Corporal Class I	(15) After 9 years	..	9 12 6	3 17 0	1 10	2 3 2	15 14 6	6 1	1 8 6	1 14 7	13 19 11
Corporal Class I	(9) On appointment	..	9 16 0	3 17 0	1 10	2 3 2	15 18 0	6 1	1 8 6	1 14 7	14 3 5
Corporal Class I	(15) After 9 years	..	10 10 0	3 17 0	1 10	2 3 2	16 12 0	6 1	1 8 6	1 14 7	14 17 5
Corporal Class I	(21) After 15 years	..	11 0 6	3 17 0	1 10	2 3 2	17 2 6	6 1	1 8 6	1 14 7	15 7 11
Sergeant	(21) After 15 years	..	13 9 6	4 7 6	1 10	2 3 2	20 2 0	6 1	1 8 6	1 14 7	18 7 5
Staff Sergeant	(21) After 15 years	..	14 17 6	4 11 0	1 10	2 3 2	21 13 6	6 1	2 2 0	2 8 1	19 5 5
Warrant Officer II	(21) After 15 years	..	15 8 0	4 14 6	1 10	2 3 2	22 7 6	6 1	2 2 0	2 8 1	19 19 5
Warrant Officer I	(21) After 15 years	..	16 2 0	4 14 6	1 10	2 3 2	23 1 6	6 1	2 2 0	2 8 1	20 13 5

Table showing Current Police Pay Structure—Married Men in Official Quarters

Rank and Years of Service Completed (1)	Basic Pay (2)	Boots Allowance (3)	Gross Total (4)	Deductions			Nett Pay Received (8)
				Pension (5)	N.H.I. (6)	Total (7)	
	£ s. d.	s. d.	£ s. d.	£ s. d.	s. d.	£ s. d.	£ s. d.
Constable—On appointment ..	9 15 6	3 0	9 18 6	11 1	9 11	1 1 0	8 17 6
Constable—After 9 years* ..	13 6 5	3 0	13 9 5	15 6	9 11	1 5 5	12 4 0
Sergeant—On appointment ..	14 5 7	3 0	14 8 7	16 8	9 11	1 6 7	13 2 0
Sergeant—After 2 years* ..	15 4 9	3 0	15 7 9	17 10	9 11	1 7 9	14 0 0
Inspector—On appointment ..	16 11 7	3 0	16 14 7	19 7	9 11	1 9 6	15 5 1
Inspector—After 2 years* ..	17 16 6	3 0	17 19 6	1 1 1	9 11	1 11 0	16 8 6

* Point at which the maximum salary is reached

The rates shown above for police officers are those paid to members of provincial forces

NOTES ON THE ABOVE TABLES :

- (1) Police in official quarters are provided with *accommodation only*. Soldiers in married quarters are provided with furniture, bedding, blankets, carpets, cutlery, curtains, crockery and fittings. The only expense which a married soldier in quarters has to meet is for fuel, light and food.
- (2) It will be noticed that the soldier continues to draw his marriage allowance despite the fact that he occupies official quarters.
- (3) It should be noted that the National Health Insurance contribution paid by the soldier is also less than that paid by the police officer.

Salaries of Teachers in Primary and Secondary Schools Maintained by
Local Education Authorities

Qualified Assistant Teachers:

Basic Scales:—£520 rising over 17 years to £1,000 maximum (see Table below).

All qualified teachers are also entitled to additional amounts according to qualifications, viz.:

- (a) Training addition £30 to £120
 (b) Graduate's addition £90
 (c) Good Honours Degree addition £75

Table Showing Burnham Scales for Qualified Assistant Teachers—Basic

Completed years of Service	1938	1948	1951	1959
0	£ 186	£ 300	£ 375	£ s. 520 0
1	186	315	393	547 10
2	198	330	411	575 0
3	210	345	429	602 10
4	222	360	447	630 0
5	234	375	465	657 10
6	246	390	483	685 0
7	258	405	501	712 10
8	270	420	519	740 0
9	282	435	537	767 10
10	294	450	555	795 0
11	306	465	573	822 10
12	318	480	591	850 0
13	330	495	609	877 10
14	342	510	630	905 0
15	354	525	—	932 10
16	366	540	—	960 0
17	378	555	—	1,000 0
18	384	—	—	—

APPENDIX "H"
TABLE No. 7

Relative Movements in Pay Levels—Constable and Assistant Teacher

	1948		1951		1959	
	Salary	Index	Salary	Index	Salary	Index
Assistant Teacher— Maximum	£ 555	100	£ 630	100	£ 1,000	100
Constable— Maximum	420	76	505	80	695	70
Assistant Teacher— On appointment ..	300	54	375	60	520	52
Constable— On appointment ..	330	59	400	64	510	51

POLICE PROMOTION EXAMINATIONS

**TECHNICAL AND EDUCATIONAL EXAMINATIONS
FOR PROMOTION TO THE RANK OF SERGEANT**

SPECIMEN EXAMINATION PAPERS

(NOT REPRODUCED)

Examination of Witnesses

CAPTAIN SIR JONATHAN PEEL (*President*)

MR. SYDNEY LAWRENCE (*Vice-President*)

MR. NORMAN GOODCHILD (*Secretary*)

MR. DOUGLAS OSMOND

on behalf of the Association of Chief Police Officers of England and Wales

MR. JOHN INCH

MR. J. A. ROBERTSON

on behalf of the Chief Constables' (Scotland) Association

Called and Examined

749. *Chairman* : You are here, Sir Jonathan, as president of the Association of Chief Officers of Police?—*Sir Jonathan Peel* : That is so, Sir.

750. I am sure that I can say without hesitation that all members of the Commission have very greatly enjoyed and been greatly interested by the memorandum which the Association have put in. As on other occasions, I shall not refer to everything in the memorandum, but you can rely upon it that we have all read it very carefully.—Sir, may I say that Mr. Osmond has been the chairman of the sub-committee which we appointed to draft this memorandum, and Mr. Goodchild has been largely responsible for the statistical information in the appendices, so if it would be agreeable to you I think it might be helpful if they deal with the main points in the memorandum in the first instance.

751. Of course, yes. I do not think I need ask about the organisation of the Association—the introduction to your memorandum explains the position very clearly to us : and of course so far as Scotland is concerned we may be seeing more of you in Edinburgh. If I may go on then to paragraph 1, where you quote the terms of reference, there are some omitted passages, as you honestly indicate by dots, but presumably they do not go to the argument, so to speak?—*Mr. Osmond* : No, they do not affect the argument.

752. You do feel, you say, that the whole approach to the Oaksey Committee and by the Oaksey Committee was influenced by the circumstances at the time and by its terms of reference?—Quite, Sir.

753. Having quoted some of the passages from Desborough and so forth—with which we are becoming familiar, we assure you—you say that in the view of the Chief Constables as a whole the

result of the Oaksey Committee was not satisfactory?—No, Sir, on the whole we thought it was a very disappointing document.

754. And you would claim, I am sure, that in taking that view it is not merely that as those responsible for the men you want to see that you get as much as you can possibly get for them, but it was not an award which led to desirable results?—No, Sir, it did not lead to a desirable result, it did not lead to an efficient service and it will not in the future lead to an efficient service.

755. You discuss in your memorandum what were the defects in approach, both in the setting up of the committee and in the consideration given to its duty by the committee, and you say that Sir Malcolm Trustram Eve's tribunal, which of course did a very quick job of work at a difficult moment, was not a philosophical approach to the problem. . . .—It was an expedient, Sir.

756. It was an expedient, yes. You felt it necessary, in paragraph 10, to underline four words, you "emphatically refute" any suggestion that the figures of recruitment, etc., and strength of the force, are not altogether unsatisfactory. I do not think we have heard any contention of that kind, really, and I do not think the evidence from the Home Office quite bears that out, but you may think that their estimate of the true shortage, of 12,500, is not an adequate assessment?—Sir, that is the first time we have heard officially of this figure of 12,500, and it is a very much bigger figure than ever has been put forward by the Home Office in the past, let us be quite clear about that. It is very much higher than we thought the Home Office would in fact put the deficiency at.

757. Indeed, I suppose this paragraph was drafted without any knowledge of

that figure?—Without any knowledge at all, Sir, and having regard to the statements we have had in the past from Government spokesmen on deficiencies, it is a little more reassuring.

758. So you are encouraged to some degree?—We are encouraged to quite a considerable degree. We would go rather higher than that figure, but we are encouraged to hear that figure from the Home Office.

759. I suppose you would criticise the approach when these matters of establishment are discussed, the approach which says: "What is the use of putting a number on establishment, when you cannot get that number of men"? You would say there ought to be an appropriate establishment fixed for every force which would at any rate give something which was real and genuine?—Yes, it is very important that you should have a realistic establishment irrespective of your strength, for a good many reasons; quite apart from the fact that you are working towards a target all the time, you have also a plan upon which you are working if you have an establishment. Without such a plan you are really in the dark as to what men you require in a certain place at a certain time or for a particular function. We would like to see a proper establishment fixed for every force as soon as possible.

760. I do not know whether we have yet asked you, but I think we are going to ask you if you would give us a table—I think there are 125 forces, are there not? Is that England and Wales, excluding Scotland?—England and Wales, yes.

761. I wonder if you could give us a table, with two columns, one of the existing establishment and one which you say ought to be the serious establishment? This obviously must not be inflated optimistically to an ideal, but it would be very helpful to us.—I think we can give you that very quickly, Sir.—*Mr. Goodchild*: Sir, we have endeavoured to try to get that figure for you. It must be accepted that at this stage it is an assessment by Chief Constables of their needs; it would have to be negotiated and examined by the Home Office and the police authorities, but we first of all asked how many men would be wanted to be able to give the 44-hour week universally, and then starting from that point, how many men over and above that in order properly to

police the whole of each district. The grand total is something of the order of 15,000, and that includes the Metropolitan Police.—*Sir Jonathan Peel*: In some of those cases the increased establishment has already been approved by the local police authority after very careful investigation, so it has already gone through one stage, it is not merely the Chief Constables' own view.

762. I think that should appear on any table we get, where it has a second sanction, so to speak, and not merely that of the Chief Constables, as *Sir Jonathan* has said.—*Mr. Goodchild*: In some cases the present establishment is regarded as sufficient, and those forces have said: "We want no more men than the present establishment."

763. In paragraph 11, you feel that there were points in the Lord Chancellor's winding up speech in the debate which did not really quite fairly assess the situation?—*Mr. Osmond*: They were not a fair assessment as we know it, Sir.

764. Naturally you would expect us to have taken note, indeed we have taken note, of the serious figures in paragraph 14, of that abnormal wastage.—Yes, Sir, I am sure you have had some figures on that already. I would like to make one further point, that the situation is getting worse, not better.

765. I noted that the figure for the early months of 1960 is a very serious one indeed.—Yes, and since that was put in I have managed to get the up-to-date figures for the No. 4 Police District, which is the Midlands Police District, the counties of Warwickshire, Leicestershire, Shropshire, Staffordshire, Worcestershire and Northamptonshire.

766. Including the county boroughs?—Including the cities and boroughs, and the position is that since the beginning of the year on balance we have lost nine men in the whole of that area, that is, recruiting and wastage against each other, the figure is minus nine, and the proportion of abnormal wastage to recruitment has gone up to 62½ per cent. since that time. The other point is that we are losing as normal wastage men of 25 years' service.

767. In other words, the additional pension for another five years is not enough to outweigh what they consider to be the disadvantages of the work they are doing?—The work they are doing, and

quite obviously the attractions of starting another career which will obviously benefit them in the long run, while they are still young. The service is not offering them enough to hold them for that additional five years.

768. And of course in this time of full employment a good man of 45 to 50 can get good employment?—He can get very good employment quite quickly.

769. In paragraph 20 we are on this establishment point, and you say: "For many years it has been Home Office policy to withhold approval of augmentations in a particular force as long as the strength of that force is appreciably below its existing establishment." I would have expected that in some cases—it might be in all cases—this was the attitude of the local authorities too?—Very seldom, I would say, Sir. Generally speaking local authorities have been most helpful with establishments, have been prepared to put establishments to the Home Office.

770. You think the resistance is in Whitehall?—The resistance to final approval has been in Whitehall, yes.

771. In sub-paragraph (b) of paragraph 21, the effect of reduced working hours, you bring together the two factors of leave and hours per fortnight, so to speak, and tell us that that really means 125 men are needed for the original 100; that is quite reliable, is it?—That can be very clearly demonstrated, Sir. There are a number of factors which have changed since the war, and of course the additional fifteen minutes for refreshment, the additional training commitment—because police training has advanced by leaps and bounds since the war, not only by district training centres but in forces—and the various other factors of that character, have affected the availability of men on the street. We are not talking in terms of 125 men being needed for every 100 in the force, but in terms of men covering the ground in the street, that is constables in the main, and sergeants to a certain extent.

772. I think it is in your memorandum that it is suggested that the fortnight's courses are not really sufficient?—Yes, Sir. They really need the extra fortnight on each of the two continuation courses.

773. The use of civilians of course has increased a great deal in recent years?—Yes.

774. It is inevitable I would imagine that that has varied from force to force in the extent to which Chief Constables like it or find themselves able to adopt it? There must be fairly wide variation, I suppose?—There is quite wide variation between forces, I think the figure varies between 5 per cent. of the establishment and 25 per cent. of the establishment, the strength of the civilian element. Of course, it is not entirely a question whether the Chief Constable likes it. I think this point has been pressed home so much that every police force examines the position, and continues to examine the position regularly. This is continually reviewed. But one must bear in mind that conditions vary between forces to such a considerable extent. They vary between the city force and the county force, and they also vary between forces, county forces for example of different sizes. You can go into a fairly remote country area and you may have just the one man who is the general factotum in the sub-divisional headquarters, or the divisional headquarters even. Many of his jobs could undoubtedly be performed by a civilian, but on the other hand many of his jobs need police knowledge and experience. The result is that where you have not large stations or big district headquarters you have to retain, for operational purposes, the police knowledge, and therefore he continues to do perhaps some job which a civilian might do, as part of his work. You cannot split a policeman.

775. I quite follow that. You do not think, taking the country as a whole, that much more can be done in civilianisation?—I think not.

776. You invite me in paragraph 25 to return to Appendix "B," so I think I should. Perhaps it would be helpful to hear what you have got to say about this; I know you have written it out, but perhaps you would just talk about this, would you?—The wastage?

777. Yes.—Well, you have seen the figures, Sir. We get recruits, on the average somewhere between 17,000 and 18,000 people apply for the police force, but a very considerable number of those who enquire do not pursue their applications, presumably because they find that the conditions and the rates of pay offered were not what they expected. But when those 2,000 or 3,000 are weeded out,

about one in every three are finally selected. The rejections are in the main due to educational reasons, failure to pass what is a fairly elementary test but which the chief officers feel is the minimum standard which can be set, having regard to the qualities which are required in a policeman and the amount of report writing, evidence being given, the study that he has to do, standards of knowledge which are required of him—as you will have seen from his syllabus. There is a minimum standard and we must not depart from that. Other reasons for rejection are of course physical and character reasons, and finally the selection, which is very much the Chief Constable's prerogative, finally weighing up the man when he comes before you and saying: "Is this man likely to become a good policeman?" That of course is an imponderable it is impossible to describe in so many words, but it is a question which is fundamentally one for the Chief Constable. So much for the recruitment. We pointed out that a very large proportion of our recruitment is now coming from cadets, that there is some concern in the service regarding the recruitment of cadets to an unwarranted degree—perhaps "unwarranted" is a bad word—to a considerable degree, that maybe we would be losing something in the service by having too high a proportion of cadets, although none of us would decry the great value and service which cadets are giving to the police service today. They have been a most valuable, and in some forces almost the only, source of recruitment for some years now, and they are likely to be even more so. But at the same time we do recognise the value of the man with a certain amount of worldly experience, who has perhaps been at the receiving end of the policeman's attentions—not criminally, but in connection with the enforcement of various regulations—and he knows the public point of view and he can perhaps take a more objective view of his work as a policeman, having been an ordinary member of the public. That element is diminishing in our recruiting, we are not getting the sort of man who has had worldly experience. Of course, at one time we used to get the men from national service; that is finishing now, and we are not getting the men who have had this very valuable rough and tumble of service life, which has knocked the corners off and has made them all the better for it. We are not getting those, and that is one of the reasons why the cadets are being put

through fairly strenuous courses to toughen them up in that direction.

778. We heard a great deal about this from the Federation, and indeed from the Superintendents too. The Federation were troubled, they feel—if I may put what they said not very elegantly—that this is bringing up a special breed, so to speak, and they like their recruits to have had experience in a man's world, in another job, and this is rather linked with the idea of the Superintendents that it is not so good having youngsters of 19, it is better to attract people of 21, 22 or 23. There is always a plus and minus in most things, of course, but do you feel that although the cadet has grown up as a police young man, so to speak, and it may make him more expert, more skilled and better educated, there is the minus factor that he has not been in any other outside occupation?—Do not let us be too dogmatic about this, Sir. The cadet service is still young, that is, in the sense that it is providing large quantities of recruits in the force, and we as chief officers must look at it very carefully over the years and see the effect it has on these men, whether we are still being provided with the right type of men. But at the moment it is providing good types of men. Whether we are going to lose something by not having the other type is another matter, but it is up to us in the cadet service to ensure that these chaps are, so to speak, made worldly wise.

779. How is the education and training of the cadets over the country as a whole devised and watched? Is there a wide variety based on sections of your Association or on sections of local authorities? Is there a central training advisory body, or how is it looked at?—It is very much left to each force, Sir. Each force has differing schemes, although I think in the main most people follow the same principles—those forces which have substantial cadet elements. Of course, many forces have not got cadet elements of any size at all. But there is constant consultation amongst us about this.—*Mr. Goodchild*: We are very conscious of the need for some worldly experience in cadets, and some of us, for example, arrange for periods of attachment to factories, works, and so on, so that they may get contact with the outside world and not be kept within the confines of the police service.

780. Yes, I rather expected something on those lines.—*Mr. Lawrence*: on the