

training, Sir, although each force has its training officer and runs its own cadet training, we also send our cadets for residential courses to the larger forces; for instance, I send mine both to Wakefield and to Liverpool for a residential course.

781. And that is for Hull?—Yes.

782. Has there been time to look at the extent of early wastage in ex-cadets? *Mr. Osmond*: No, Sir. At the moment I would say that it is almost insignificant. Generally speaking when they are taken on they stay very well. I think the important thing about getting them early is that you do instil into them this sense of vocation for the service, which is so important.—*Sir Jonathan Peel*: Of course, the cadet system on a large scale, as *Mr. Osmond* said, has not been running long enough yet to be able to judge the full effects or results, in other words whether they will in due course provide a considerable number of the more senior officers. We have not reached that stage yet, we cannot tell how that is going to turn out.

783. At what age do the cadets start their cadetship?—*Mr. Osmond*: Sixteen, generally speaking—some come in rather later.

784. One might think there would be a field of recruitment at a rather later age, of grammar school boys and so on, leaving at 17½.—There are senior cadets of course who come in at the age of 17 to 18, and we hope that after this Royal Commission it will be even more attractive to that type of boy. That is what we are looking for. Generally on recruitment, Sir, I would just conclude that paragraph by saying that we do not think the recruitment figure gives us very much cause for concern. If we had kept the recruits we had, we should have all the policemen in the country today that we could possibly wish for. It is because we have lost so many that we are in such a serious plight.—*Mr. Goodchild*: It is not mere numbers that is important, Sir. What is the most important thing about our wastage is the draining away of the knowledge and experience. When I joined the police service I was one amongst 70 or 80 experienced constables, and I learned from them all sorts of things which you cannot teach in schools or in textbooks: the experience, the knowledge of how to handle a crowd single-handed, an angry crowd turned into a good-

humoured crowd, all those sorts of techniques which the old policemen knew, you had to learn from the old policeman. And the deplorable factor about our wastage is how that experience is drained away, so now we are having new policemen trained in the service by men who have very little more experience than themselves.

785. Are the men being drained away men with more than ten years' service?—Yes, I myself have had the recent experience of losing a sergeant after 23 years' service, even though in a very short time he would have been eligible for his pension.

786. It is stated in the Superintendents' memorandum that 94 per cent. of the wastage is in the first ten years, so the great bulk is among the younger men, is it not?—It is indeed.

787. And particularly these probationers? Of course, it is the young man's fault in many ways, he really ought to have known what he was going to be in for, during the first year or two before he took on, but it is not very satisfactory, is it, that a man comes in and goes within a year?—*Mr. Osmond*: We have not shown this, Sir—perhaps we should have done—but it can be got from Appendix "C," the break-down by years.

788. Yes, there it is, if one adds up the columns 8, 9, 10 and 11 one gets about 1,900, compared with 184 in column 7.—Yes, I should think about 94 per cent. is probably about right.—*Mr. Goodchild*: We did of course have a big efflux of the old experienced men immediately following the war. Discharge from the police service had been frozen, then a lot of men went out together, so we had a lot of new men coming in who again were denied this training with older men.

789. Do you know if there are any comparable figures for the immediate pre-war years, for men going out?—*Mr. Osmond*: I think we have none, Sir. They were not produced, I think, in the Government Inspector's reports. The Commissioner, I believe, has had some investigation into this, he would probably be able to tell you more about it.

790. Yes. Then you endeavour, in paragraph 27, to do what is really very difficult indeed, to analyse the reasons for resignations.—Yes, we have tried to break them down under three final headings: firstly, connected with material rewards; secondly, the nature of the work,

and thirdly the effect on home life, and that may take a variety of forms. It would be fair to say that of course one of the factors of the effect of the work on the man's home life is the effect on his wife, and all these three points, these three headings, might well be embraced under that particular heading.

791. I suppose these probationers who go out are tempted by money? They have not got wives and children, I presume.—A great many of them have, Sir. We have a number of married men coming into the force. The tendency is to get married earlier.—*Sir Jonathan Peel*: In pre-war days most of us took only single men, and it was a condition of service that the man could not marry until he had finished the probationary period. A very great number of my men told me what an admirable rule that was, because it gave them the chance to get well settled down in the service before they got married. Nowadays the man has not learned the ways of the police service, and this trouble so often arises.

792. I should be rather surprised if there are not a good many of these young men whose wives say: "The pay is so bad, I must go and do some work too."—*Mr. Osmond*: Yes, that is a feature of course which we hardly ever experienced during and before the war; the service hardly ever saw the position of the policeman's wife going out to work, and of course it is one of the things which makes transfers in forces so difficult, the wives have got their roots as well.

793. Yes. Coming on to Chapter III, you point out what I think we had realised, that since 1949 the Oaksey basis has been a governing factor?—Yes, we have not been able to shake the Oaksey basis of pay since their award was made.

794. And apart altogether from the loss of men, you feel there is a loss of morale among those who stick it?—Yes. There must be a very large proportion of what one might call marginal cases. It is a big step for a man, after having got into the police service and taken his training, and got the sense of comradeship which he can get in the police service, it is a big step to leave. Many of them as we have said do leave, but there must be a very large number who are the wobblers, who are waiting to see what will happen—and the extraordinary thing is that we are getting this wastage now, with this

Commission sitting, when there is perhaps more hope of a real future for the police service than there has been for many years. The men are still leaving the service, and that is a very significant fact, that morale has got to that pitch where we are getting this high rate of abnormal wastage when the prospects might be generally regarded as bright.

795. It sounds to me as if that must be more due to causes (ii) and (iii) than to cause (i), namely, to the nature of the work and the family circumstances, rather than to the pay.—Of course, the nature of the work and the family circumstances are always unpleasant features—not unpleasant in the objectionable sense, but they are tiresome features of a police officer's job. They can be compensated for in the pay, in the career, in the prospects, in the pension and so on; they can be compensated for, but I think probably at the moment the general feeling is that their tails are down a little, and we want to put their tails up everywhere.—*Mr. Goodchild*: May I amplify that a little, Sir? From personal experience of interviewing men, and so on, in the Midlands, we find that men are subject now to a great deal more annoyance—difficulty in dealing with hooliganism and so on. They are subject to all sorts of abuse from young hooligans and young thugs, and they say: "Why should I put up with this?" They get into court, and they are accused of all sorts of things, and they say: "Why should I put up with all this, when there is a chap in the factory getting £5 a week more than I am?" Over and over again we find that.

796. Do you have any experience which would be encouraging, of a man going out to industry and finding that the life is so much less interesting?—Yes, Sir, we do.—*Mr. Osmond*: It happens quite frequently, though not so frequently as we would like, and he comes back and is none the worse for his experience. But I would like to emphasise, Sir, when you say that the reasons for our present wastage are probably more connected with the two second causes, we do feel that those are very much connected with the first reason. There can be compensations for these disadvantages which the policeman has jolly well got to put up with.

797. The passage at the beginning of Chapter IV is, I think, very helpful. It refers to various statements on the status,

moral qualities and so on of the constable, as stated for example in Lord Simonds' Privy Council case, and I do not know who drafted the Desborough Report but there are a good many statements in that which you think put the matter very well. —Yes, I think Desborough went into it, having regard to the conditions in 1919–20, I think they summarised it very well and are remarkably accurate today, although I think they have got to be brought up to date to a certain extent.—*Sir Jonathan Peel*: If one might hark back for a moment to Desborough, it was not only, I think, the increased pay but the general references in the report to the importance of the constables' duties, which made a tremendous revolution in the morale of the men. I remember it, Sir, it was quite outstanding in the effect it had on the police service as a whole.

798. Yes, and the position today, I suppose, is that those who know of these things clearly feel: "We are still supposed to be the sort of men that Lord Desborough described, but they do not treat us like that"?—*Mr. Osmond*: Yes. The important thing about it is that that uplift which was given to the men is so good for the efficiency of the service, in the sense that it inspires public confidence, without which the police cannot work.

799. The words "Discipline Code of the Service" just catch my eye in paragraph 47; much of that is phrased in a very different way from that to which most adult and responsible men are accustomed. Do you think there should be some amendment of that phraseology, or do you think it is desirable that it should go into this detail?—I think we have got to be extraordinarily careful not to cut anything out of the Discipline Code which we should subsequently regret. Although they do appear to be trifling offences, it must not be thought that every trifling offence of the kind described in the Discipline Code is dealt with under the Discipline Code. That is far from true. There is no question of dealing with every minor infringement by resort to the Discipline Code, no one would wish it to be so. But there are occasions when you do need a precise definition of an offence, and I am quite sure all those who criticise the Discipline Code would be quite prepared to take every advantage of any generalisations in the Discipline Code when they were defending an offender, so we have got to be very precise about it.

800. And have you any reason whatever to feel that the existence of such a Discipline Code upsets a man at all?—I have had no suggestion of that, I do not know if anybody else has?—*Sir Jonathan Peel*: I think there has been a tremendous change, over a period of 30 to 40 years, in the way the Discipline Code has been administered. As Mr. Osmond has said, it does not mean that every single infringement is dealt with in that way, but there were times when that was done, and it was a recognised fact that a man had only got to put one finger wrong and he was on the carpet. Now that has been completely changed, for many years, but we do need it definitely there to deal with the real matters that arise.

—*Mr. Lawrence*: It does not worry the men at all. A man who wants to be a good officer is not worried by that at all, the fact that there is a Discipline Code does not concern him. And we ourselves are subject to that same code, Sir.—*Mr. Osmond*: I think the important thing to remember about the Discipline Code is that it does not represent the stiffest element of discipline in the police service. The discipline in the police service has got to come from within the man himself, and not from any external source whatsoever. He has got to have the strength of character which will enable him to see what is right and what has to be done, and to do it and to forget about himself completely.

801. That is the other side of his individual responsibility?—Yes, and a very important feature of our men in the police service.

802. You deal in paragraph 51 with a point which has interested us very much, and that is the strain and stress and the annoyance of the witness box nowadays. It must be obviously a matter of concern, though of course I suppose you become sufficiently confident, and you know that you are going to tell the truth, and it does not matter what questions you are asked it does not worry you very much, but I can imagine the young and inexperienced man finding this a great trial.—They do, they always tell one that. Whenever I see a probationer I always ask him how he finds the witness box, and almost invariably they say that it was very strange and difficult at first. I try to comfort them by saying: "You know the facts, and the probability is that even as a probationer you know more law than any of the gentlemen on the Bench, so really you have got nothing to

worry about." And generally speaking they find they get over these difficulties very soon.

803. You also refer to Lord Justice Devlin's book; would you concur with Lord Denning, who you may remember said that when he first went to the Bar the policeman was not attacked by barristers and solicitors in the way that he is today?

—I think that is probably true, that the attitude of the average defendant today is: "Well, let us have a go at the policeman", and I think probably the instructions to counsel are very often on those lines. I do not think we as police object to being attacked in our evidence in any way whatsoever; we expect that, and indeed we should probably be very disappointed if we were not attacked, but it does place a strain on a man's good humour and temper and sense of pride in his work when, having done an honest job and told the truth to the best of his capacity he finds that this sort of mud is thrown at him in court. It is a trial of his personal strength of character, it is no more than that.—*Sir Jonathan Peel*: I think we would all agree, Sir, that there has been far more of that recently, and very often of course that is the sort of thing which hits the headlines and gets the publicity, and however much one may try to talk to the man and make him understand that these allegations are completely unfounded and that we do not pay any attention to them, it is only human nature if he does feel sore in his own mind that any such suggestion should have been made against him. I have had one or two nasty cases of that type lately, of very bitter attacks, completely unfounded.—*Mr. Lawrence*: The vindication is never given such prominence as the accusations.

804. No. A distinguished French advocate once said of their system of cross-examination that the jury listened to the questions and not to the answers!—*Mr. Osmond*: The story goes of a brief that was found in the precincts of the Assize Court, where the instructions to counsel were "Harass the witnesses and mystify the jury." Whether that was true or not, I do not know. The witnesses certainly get harassed, as far as the police are concerned.

805. Does it vary very much from man to man as to how much he has to do this job? Would a man whose beat includes a road where there are a lot of traffic accidents, and who gets a lot of speeding cases

and other things, very often find that he is giving evidence and being cross-examined perhaps once a week?—Yes, some officers of course are very frequently in court; others, particularly on country beats, their work is in a different direction altogether, it is a different approach to the work and they are not in court nearly as much. Of course, there is not so much appearance in court now because of the Magistrates' Courts Act.

806. Yes, but some men may have this experience several times in the year, of being very violently attacked?—Quite easily, yes, particularly detectives.

807. But they are mostly older men?—Yes, but not particularly, they are quite frequently made detectives now at a quite early age.

808. Yes. I was looking through the passage on training—that was where there was the matter of the supplementary courses of two weeks each, which you feel are not really sufficient but are reduced in length by reason of shortage of strength?

—Once again I would emphasise, Sir, on this subject of training, that the most important feature of the two years' training is the instruction which the man gets from the experienced constable, and the loss of an experienced constable is a very serious matter.—*Sir Jonathan Peel*: It is even so bad, Sir, at times, that you find when the man comes back from the initial course and goes out to his division he has to be taken round the beat by a man who is still on probation, because we have not got the experienced constables to do it.

809. You refer in paragraph 67 to the element of physical danger—crimes of violence, assaults on the police. The figures for crimes of violence there are figures for England and Wales, presumably?—Yes.

810. It is a staggering increase, is it not? Are those two figures for crimes of violence comparable? They cover the same range of crimes, and so forth?—Precisely the same.

811. It is a very small matter of comfort, I suppose, that the assaults on police have not multiplied to quite the same extent as the crimes of violence.—They have increased over the last three or four years. Until that time there had been very little increase.

812. This does not include offences in prison?—No, and it does not include obstructing the police.

813. We have dealt really out of order with the matter in paragraph 71 about part-time occupations. . . .—I do not think you have actually done so with us.

814. I am sorry, then would you tell us what the practice is and what the theory is ? —The practice and the theory come very close together, that every chief officer would discourage any question of any man engaging in any other occupation, for a variety of reasons : first of all, it may affect his availability for his job ; secondly, it can put him under an obligation to some other member of the community. Let us be reasonable about this—I do not think any chief officer would take strong exception to a man having a hobby which brought him in a few shillings, that is a normal practice which is probably to be encouraged in many cases. Nobody would query that. It is a question of undertaking an occupation, taking on another employer. Quite a number of police officers I am sure have quite profitable little sidelines, such as breeding dogs.—*Sir Jonathan Peel* : I think an illustration of that might be the case where a man wants to teach a friend of his to drive, with his own car, and is offered the price of his petrol for doing it. Nobody would raise any objection to that. On the other hand, if the constable were to set up as a driving instructor, and hold himself out as that, one would say at once that he must not do it. That is the difference, I think.

815. So you would think that, taking chief officers as a whole, there is very little permission given ?—Very little formal permission given at all, Sir. We did hear an odd case some time ago where it was being done because the force of circumstances were such that it was almost impossible to stop, but those have now disappeared. But today I would say that every chief officer would refuse to give permission for any form of outside employment.

816. In paragraph 72 you set out quite a long passage from the Oaksey Report, which you follow by saying that it is difficult to believe that the Oaksey Committee really appreciated the extent of the increase in police duties and responsibilities. Would you say a little about that ?—*Mr. Osmond* : That was Oaksey's sole contribution to this whole question of increased responsibility, and we go on from that point in this report to give some illustrations of how the police duties and responsibilities have increased over the past 20 to 30 years, and they can be shown

fairly accurately by a number of devices. We rather felt that Oaksey did not look at it from the point of view that we had looked at it ; although it paid lip service to this increasing responsibility, it paid lip service to the constable and his job, it did not really go into it in the detail which the change in the job has justified, and we have tried to do something on those lines ourselves to give you an illustration.

817. This large and lamentable increase in crime in these post-war years is of course very serious ; I suppose it is really much more an argument for saying that the country really must have a proper number of police to prevent and discourage and also detect the offenders. It is only to a limited extent that it affects the life of the individual policeman, but I suppose you will tell me that it does to some extent ? —I would say it does to a considerable extent. A greater crime incidence in any particular area must involve the policeman on duty in that area in a far greater vigilance, a far greater sense of responsibility in the way he carries out his work. It must result in less policemen being available to prevent crime, because the more crime there is to investigate the less men there are to prevent it, and therefore he has his responsibilities over a wider field. I think it has a very considerable effect on the beat constable, particularly the man with the real sense of vocation and any determination to keep crime down. It must also have a very depressing moral effect on the man who believes in keeping his beat clean, who regards that as his prime function on the job, to find that the crime is going up.—*Mr. Goodchild* : There is particularly, Sir, the effect on detectives. Their case load, as was illustrated, has been doubled and more than doubled in many cases. From a long experience of detectives, I can say they do not bother about the clock, they get on with their jobs, and if a man has got 15 to 20 cases still pending in his file which he is investigating he goes on hour after hour. These extra case loads, of which we cannot relieve him because of the shortage of manpower, do mean that he is putting in far more hours.—*Mr. Lawrence* : Perhaps I might say a word about the effect of this increase in crime on the beat constable. It relates, to a much less degree, to what we have been saying about his experience in court, because if these things are happening on his beat and he is not finding them then he gets a