

1970

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Recommended Citation

Walter A. Lunden, Constabulary of Scotland, 60 J. Crim. L. Criminology & Police Sci. 402 (1969)

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THE CONSTABULARY OF SCOTLAND

WALTER A. LUNDEN

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The police in any society objectify the social and legal standards of the community and in turn influence the people they serve. This means that the police cannot be too far different from the people unless each fail to understand and appreciate the other. In a sense, the police must be of the people but not one of them. The officer stands between what "ought to be" and the behavior that exists. In such a situation the man or the officer as an individual is paramount to all else. Trite, as it is, a law enforcement organization cannot rise higher or be any better than the men who make up the ranks.

Among the several better known police systems, few if any, rank higher in efficiency and stability than the Constabulary of Scotland. It is not the purpose of this brief presentation to support this statement, for none is necessary, but more to indicate some of the salient factors relating to the stability of the force.

Scotland has 31 police forces in the different counties, cities, and combined areas serving the approximately 5.1 million inhabitants in the 31,000 square miles and the off-shore islands. About 78 percent of the people live in urban areas. The

Highlands, for which the country is so well known, makes up 60 percent of the land but contains only 10 percent of the total population. Slightly less than half of the people live in 13 larger cities and 2.8 million in the respective counties.

Of the total 10,096 police officers in 1966 in the nation, 5,515 were on duty in the 13 urban areas and 4,581 in the respective counties. Glasgow the largest city with almost one million inhabitants had a force of 2,572 men and 86 women. Edinburgh, the capital with less than one half million persons, had 1,091 men and 40 women on the police force. Table 1 shows the number of officers on duty as of December 31, 1967 according to rank. In 1966 in addition to the regular police there were 7,028 persons serving as Special Constables, Cadets, Traffic Wardens and civilians.

Apart from certain legal and administrative regulations, recruitment, and training the 31 police departments operate under the local supervision of the Chief Constable who in turn is responsible to the county or city council. On the national scale the Secretary of State by law and through the Inspectorate has indirect control of the constabulary in each area. The Secretary of State has the power:

1. to prescribe uniform operational procedures for all forces,
2. to initiate or approve amalgamations of police units,
3. to recommend the appointment of inspectors,
4. to withhold whole or part of funds to certain force not operating according to standards.

The Chief Inspector of the Constabulary for Scotland, while having no authority over the local forces, does make annual and special inspections in order to assure efficient and sound operations. This system results in a favorable balance between local forces and general national oversight.

CONSTABULARY STRENGTH, 1945 TO 1966

In the 22 years from 1945 through 1966 the actual strength of the total police forces in Scot-

Table 1

POLICE FORCE OF SCOTLAND
RANKS OF OFFICERS ON DUTY DECEMBER 31, 1967

Rank	Number
Chief Constable.....	24
Assistant Chief Constable.....	10
Chief Superintendent.....	29
Superintendent I.....	41
Superintendent II.....	32
Chief Inspector.....	117
Inspector.....	502
Sergeant.....	1,484
Constable.....	8,008
Total.....	10,247

Source: Special Report, Mr. J. J. McCabe.

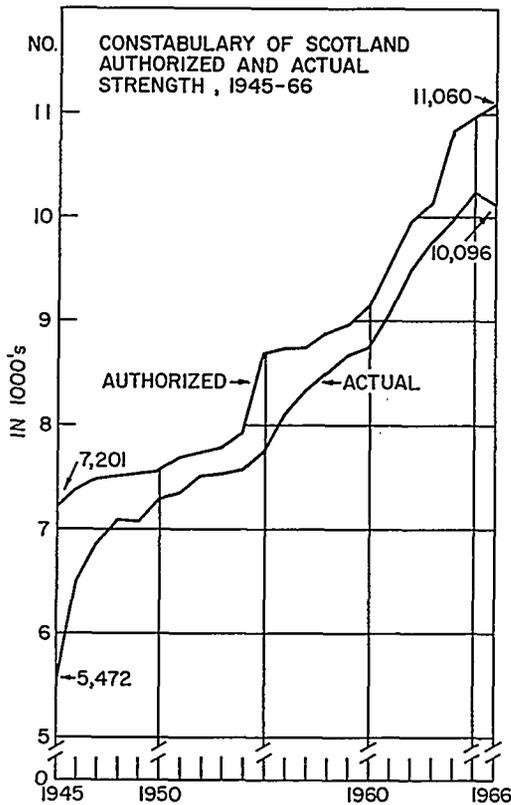


CHART 1

land has varied from the lowest number of 5,472 in 1945 to 10,247 in 1967. At no time has the actual strength been up to the authorized number, but the deficiencies have been small by comparison with other police systems. This fact in itself bespeaks of good administration and concern by the citizenry. The widest difference between the authorized and the actual number appeared in 1945 when there was a shortage of 1,729 officers or 22 percent. In 1950 the shortage amounted to only 345 or 4.4 percent and 7.1 percent in 1965 with 8.7 percent the next year. Chart 1 shows the authorized and actual strength for the 22 years.

The low number in 1945 was due to the fact that a sizeable number of the officers had entered the military forces during World War II and had not returned to their posts. By 1950 the actual strength increased to 7,223 (7,084 men and 139 women). In five years the constabulary gained 1,761 officers or an average increase of 352 each year. The number remained at the seven thousand level until 1956 when the count advanced to 8,170 officers. Four years later in 1961 the number

reached 9,061 officers and then in 1966 rose to 10,096 officers.

POLICE STRENGTH AND CRIMES IN SCOTLAND, 1957-66

In the process of social changes taking place in a country it is important to determine whether police strength has kept pace with the variations in the number of crimes. The total number of crimes in Scotland has risen from 216,000 in 1957 to 389,260 in 1966 or by 80.1 percent. During the same years the actual strength of police rose from 8,239 to 10,096 or by 22.5 percent. In other words crimes have increased 3.5 times faster than the number of police. The above figures, because they cover all types of offenses, are not as significant as the number of serious felonies. From 1963 to 1966 major crimes rose from 128,400 to 147,749 or by 15 percent, but for the same years the number of police increased from 9,792 to 10,096 or by 3.1 percent. These differences indicate that the police at present are confronted with more serious crimes now and that felonies have risen five times faster than the number of police.

THE TENURE OF OFFICERS, 1967

Tenure has a direct relationship to the stability of a police force because short tenure reflects rapid losses in manpower and ineffective operations. In any assessment of police force tenure, therefore, is a significant factor.

Of the 10,247, a total of 1,258 or 12.3 percent were probationers with less than 2 years of service. About one-third, 36.2 percent, had been on duty two to ten years, and another one-third, 36.2 percent 10 of the 20 years. Of the remaining, 1,652 or 16 percent had been on the forces 20 to 30 years and 162 or 1.6 percent more than 30 years.

As may be assumed officers with long tenure were in the higher ranks of the constabulary. Of the 666 officers with more than 25 years of service only 116 were constables and the rest were sergeants or in higher ranks. Twenty-one (21) of the 25 chief constables had more than 30 years of duty as did 9 of the 10 Assistant Chief Constables.

ACCESSIONS AND TERMINATIONS OF OFFICERS

In order to appreciate the issues involved in the staff turnover in the Constabulary it will be necessary to examine the annual accessions and terminations of the officers. In the 15 years from 1952 to 1966 the forces lost 7,972 and gained 10,752 others,

making a total gain of 2,780 officers. Annually the forces lost 531 but gained 716 each year or an average increment of 185 officers.

In 1952 the forces lost 474 officers for various reasons and gained 653 resulting in an increase of 159 for the year. This means that for each officer added to the forces four had to be employed because three had left. Five years later in 1957 losses amounted to 562 and accessions to 631 resulting in an increase of 69 officers. Transiency in one year amounted to 1,107 individuals, 631 entering and 562 leaving, resulting in an increment of 69 officers. In other words in order to increase the forces by one, nine officers had to be added because 8 left the constabulary.

In the 15 years, the year 1966 is the only year in which losses exceeded accessions, 929 officers lost but only 779 gained making a shrinkage of 160.

When the data are arranged by 5 year periods the balance of gains and losses becomes more evident. In the five years of 1952-56 gains for men exceeded losses by 747 or an average gain of 153 persons. In the second period 1957-61 the change amounted to 843 or an average of 170 men. In the final 5 years a total of 955 were added to the forces or an average of 191 men.

LOSSES AND GAINS IN RELATION TO TOTAL STRENGTH

The transiency of officers becomes more meaningful when the data are calculated on the bases of the total strength of the constabulary in the same 15 years.

In 1962 when there was 7,346 men on the forces the 447 losses comprised 6.08 percent of the strength and the gains of 593 amounted to 8.1 percent of the same. In other words for every 100 officers on the forces, 6 left and 8 joined the forces. In the next year the two percentages were almost identical, 7.2 and 7.1 percent. In the 5 years of 1952 to 1956 losses comprised 6.1 percent of the average strength and gains 8.2 percent. Transiency amounted to 14 per 100 officers on duty. In the next 5 years 1957-61 transiency amounted to 12.5 per 100 officers on the forces, 5.2 leaving and 7.3 joining. In the last 5 years of 1962-66 the movement increased slightly to 13.5 of the average number on duty. Out of every 100 officers on duty 5.7 left whereas 7.7 had joined the forces. In the final year 1966 losses constituted 8.6 percent and gains 6.9 percent or a total of 15.5 percent. For every 100 men on the forces 8 left and 7 joined.

Transiency among women officers was more than three times higher than for men. In 1952 when the total strength amounted to 162 women, the forces lost 27 or 16.7 percent and gains of 40 amounted to 24.7 percent. In other words, for every 100 women on duty 67 were either leaving or joining the forces making a total of 41.4 percent transiency. In the 5 years of 1952-56 movement amounted to 37.3 percent, 14.2 leaving and 23.1 percent entering. In the next 5 years of 1957-61 movement amounted to 37.3 percent, 14.2 leaving and 23.1 percent entering. In the next 5 years of 1957-61 the changes amounted to 37.7 percent. In the last 5 years of 1962-66 transiency rose to 54.2 percent, joiners made up 24.9 percent and leavers 20.2 percent.

The average losses in the 15 years for men amounted to 5.7 whereas the same for women was 17.6 per 100 officers on duty. By any comparison both of these figures are low.

FACTORS INVOLVED IN STAFF TURNOVER

Staff turnover is a process which enables an organization to maintain continuity, identity, stability and consequently a state of equilibrium. The annual movement of officers in and out of the constabulary is not unlike the metabolism in the human body. The joiners constitute the anabolic or building up phase and those who leave the catabolic or wastage element. This is especially true of those who resign. As long as the number of "joiners" equals the "leavers" the establishment remains at a given equilibrium or balance. If the wastage is greater than the joiners, manpower shortages arise and efficiency decreases. On the other hand if accessions are larger than terminations, the staff expands and more effective work may be done. Continuity and strength of the force, therefore, depends on the relationship between the number and the quality of the leavers and the joiners.

How the Constabulary Loses Officers

Turnover takes place because terminations or vacancies occur in the constabulary year by year. If no losses take place, officers may be added thus causing an intake of persons which is also a factor in the movement although limited to one phase of the process. Previous material has shown that during 1952 and 1966 the constabulary lost an average of 484 officers each year and gained an average of 657 new men. The question at this

Table 2
TYPES OF LOSSES AMONG MEN IN THE CONSTABULARY OF SCOTLAND, 1952-66

Year	Retired		Resigned		Others		Total
	Number	Percent	Number	Percent	Number	Percent	Number
1952	196	43.8	166	37.2	85	19.0	447
1953	264	50.5	204	39.0	55	10.5	532
1954	285	56.4	185	36.6	35	6.7	505
1955	232	51.7	171	38.1	46	10.2	449
1956	150	39.4	162	42.5	69	18.1	381
1957	186	36.1	251	48.8	78	15.1	515
1958	208	44.3	196	41.8	65	13.9	469
1959	187	41.3	207	45.7	59	13.0	453
1960	172	39.0	211	47.8	58	13.2	441
1961	88	27.2	176	54.5	59	18.3	323
1962	120	36.1	162	48.8	50	15.1	332
1963	245	46.8	200	38.2	79	15.1	524
1964	197	36.4	235	43.4	109	20.2	541
1965	170	32.2	247	46.8	111	21.0	528
1966	193	23.1	462	55.3	180	21.5	835
Total	2,893		3,235		1,138		7,266
Average	192.8	39.9	215.6	44.5	76.0	15.6	484.4

junction is how and why did these losses and gains occur.

Let us consider the last 2 years, 1965 and 1966. 709 and 52 percent of the male officers resigned, 363 or 26.6 percent retired, 230 or 16.9 percent transferred to other forces, 24 or 1.8 percent died, 25 or 1.8 percent were dismissed, and 12 or 0.9 percent were discharged. Among the 168 women officers, 150 or 89.2 percent resigned, 14 or 8.4 percent transferred, 3 or 1.8 percent were discharged and one retired. The high percentage of resignations among women officers is due to regulations—only unmarried women or widows are permitted in the forces.

All the officers who retired in the two year period did so with pensions and gratuities. Of the 709 men resigning during the same years 222 or 31.3 percent left during the two years while on probation, 375 or 53 percent after less than 10 years of duty and 112 or 15.7 percent after more than 10 years on the forces. Among women officers 44 or 29.3 percent resigned during probation, 99 or 66 percent after less than and 7 or 4.7 percent after more than 10 years of service.

The fact that more than half of those resigning

during 1965-66 left while on probation or with less than 10 years of service and no pensions has caused concern within the constabulary.

It is disturbing that there were so many resignations among probationers, but more so that there should be such an increase in the number who left the service after completion of their probationary period and before qualifying for pension. Forces can ill afford such a loss of experienced personnel. (*Her Majesty's Chief Inspector of Constabulary for Scotland, Report for Year Ended 31st December 1966, p. 4.*)

Before attempting to explain the reasons for the high percentage of resignations it will be necessary to determine whether the condition is temporary or of longer duration. Table 2 show retirement and resignations from 1952 to 1966 with the percentages in terms of total terminations. On a percentage basis the distribution of retirements has decreased from the highest of 50.5 percent in 1953 to the lowest of 23.1 percent in the last year. In contrast, the percentage of resignations have increased from 37.2 percent in 1952 to 55.3 percent in the final year. These figures show a definite

trend of decreasing numbers retiring and an increasing number of resignations.

THE CAUSES OF RESIGNATIONS FROM THE CONSTABULARY

As pointed out in the 1966 report by Chief Inspector of the Constabulary for Scotland A. Meldrum, there have been two major causes for the rise in resignations from the Forces: "The two main reasons given by men who resigned voluntarily were in order to obtain more remunerative employment and emigration." (p. 4)

A study of the 709 who resigned from the forces in 1965-66, 317 or 44.7 percent left to obtain "more remunerative employment," 175 or 24.7 percent left Scotland (emigration), 82 or 11.6 percent "disliked the duties" and 135 or 19 percent left for "other" reasons not specified. Just why the officers left because of emigration is not stated, but it may be that higher pay attracted them to other countries. It is a known fact that the police forces and business firms employing security guards in England do attract a number of Scottish men because they "are reliable, trustworthy, and dependable." Just how this "police drain" operates is not known, but it is an important element in the losses. Between 1965 and 1966 the number resigning due to emigration increased from 54 to 121 men, and losses for better pay rose from 113 to 204 officers.

Resignations by women officers cannot be compared to those for the men because of regulations viz., only unmarried women and widows are permitted on the forces. About one-fifth, 20 percent, of the women resigned for better pay, 5 or 3.3 percent because of emigration, 12 or 8 percent because of "dislike for the duties," and 103 or 68.7 percent for "other" reasons.

WASTAGE AND STRENGTH OF THE CONSTABULARY

How serious is the problem of wastage in the Constabulary of Scotland? If there is a "police drain" to other types of employment or to other countries, how significant is it? A partial answer to these questions may be found by examining how the number of resignations are related to the total actual strength of the forces. Retirements and other causes for leaving the service must be taken as normal losses, but resignations constitute the central factor in the wastage problem.

Table 3 displays the percentage of resignations in terms of the actual strength of the constabulary by men and women for the 15 year period. The wastage for men has varied from the highest of 4.75 in

Table 3
CONSTABULARY OF SCOTLAND
PERCENT RESIGNED OF ACTUAL STRENGTH, 1952-66

Year	Men	Women
1952	2.26	16.0
1953	2.78	10.2
1954	2.51	16.2
1955	2.26	13.3
1956	2.04	12.2
1957	3.14	17.9
1958	2.40	14.1
1959	2.47	11.4
1960	2.50	19.3
1961	2.01	15.0
1962	1.75	16.9
1963	2.11	15.2
1964	2.45	16.0
1965	2.50	18.7
1966	4.75	22.9
Average	2.54	16.1

1966 to the lowest of 1.75 in 1962 with an average of 2.54 percent. Out of every 100 men on the forces, 2.5 officers have left because of resignations. Between 1952 and 1965 the difference between the highest of 3.14 and the lowest of 1.75 was less than one percent. ($3.14 - 2.54 = 0.60$ and $2.54 - 1.75 = 0.79$) There appears to be no trend in either direction during these years. Even the highest percentage of 4.75 percent in 1966 which represents only one year is only 2.21 percent above the average which is not highly significant.

The wastage for women officers has varied from the highest of 22.7 percent in 1966 to the lowest of 10.2 in 1953 which is a spread or difference of 12.7 percent. There appears to be a rising trend for resignations among women officers. Except for one year the percentage in half of the period were below the average whereas in the last seven years, except for two years with small differences, the percentages have been above the average of 16.1 percent. The trend is evident.

FACTORS RELATED TO THE STABILITY OF THE CONSTABULARY

Comparative information is not available from other police forces, but with actual strength within 6.6 percent of the authorized number, a relatively long tenure for officers, a male turnover rate of 7.7 per 100 officers, and an average wastage of only 2.54 percent it is evident that the Constabulary of

Scotland may be considered as a well organized establishment. A complete explanation for this situation is not possible in this brief paper, but certain salient factors in the system are evident.

Administrative Organization. Notwithstanding the existence of 31 county, city, and combined police forces within the country with control in local councils, the Secretary of State through the Inspectorate tends to unify and maintain operational standards for police throughout the nation. This coordinated balance of local and national programs tends to stabilize the police system. Furthermore, it avoids overlapping and duplications of police work.

Recruitment and Selection. Through a program of national advertisement and the Police Cadet System men and women are attracted to police work in the country. Candidates for police work must be 19 to 30 years of age, except for persons joining from other forces. The minimum height for men is five feet eight inches and for women five feet four inches. Officers and members of the family are not permitted to carry on any business in the area where an officer serves. Women applicants must be unmarried or widows.

Training and Education. Once a candidate has been accepted, he enters the Scottish Police College at Tulliallan Castle, in Kincardine-on-Firth near Edinburgh, for basic training for a period of one month. Thereafter the aspirant joins a local police force for about one year where he receives on-the-job training under the tutelage of senior officers. Subsequent to this he returns to the Police College for three months for more additional training. Upon satisfactory completion of this course the candidate then serves on probation for two years.

In addition to the basic training for recruits the Police College provides advanced education for officers above the rank of constable. The college has been in operation at its present location since 1954 under the administration of the Secretary of State. Facilities are available for 250 officers with adequate accommodations for lecture halls, dormi-

tories, mess halls, and laboratories. In 1966 a total of 669 recruits attended the college together with 526 officers in the advanced programs. The college faculty consists of senior officers in the constabulary and a number of special lecturers. The college not only provides the basic education for officers but it tends to develop a sense of tradition among the men and esprit de corps and a common bond of service.

The Police Cadet Program. The Police Cadet programs provide a program for recruiting officers by educating young men and women between the ages of 16 to 18 years. Upon completing the cadet training and reaching age 19 years, cadets become eligible for appointment as regular constables.

Housing Accommodations and Rental Allowances. The Police Authority provides housing facilities for officers throughout Scotland. In 1966, the Police Authorities owned 5,714 and rented 278 housing units for officers and provided rental allowance for 2,752 constables and higher officers. Most of the facilities have been constructed since World War II. These facilities tend to make police work more favorable by lending security of the constabulary.

Police Associations. Several organizations representing various ranks among the constabulary play an important part in lending stability to police work in Scotland. The Chief Constables Association lends general oversight to the promotion of the welfare and efficiency of police work in the country. All officers belong to the Scottish Police Federation which has local committees and national officers which in turn make representations to the Secretary of State relative to discipline and promotions of individual officers. The Federation acts as a review board to assure due consideration for men as well as effective operations of the police authority. The Federation cannot be considered as a labor union, but functionally it has some of the characteristics of such an organization by keeping channels of communication open at various levels of administration. The foregoing conditions tend to lend stability to the Scottish Constabulary.