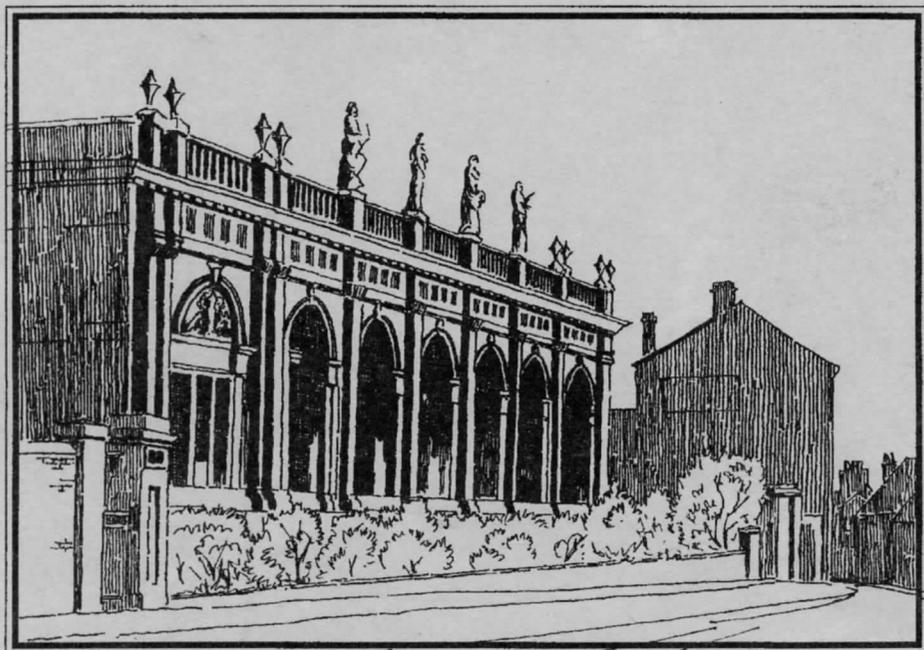


**THE FORMATION OF THE
CAMBRIDGESHIRE CONSTABULARY
150 YEARS AGO**



THE COUNTY COURT, CASTLE HILL

PEGGY WATTS

Preface

150 years ago the Cambridgeshire County Constabulary was founded in December 1851. It is fascinating to look back on the mid-Victorian newspapers, to read the arguments for and against forming a rural police force, the appointment of a Chief Officer who was officially too old for the post, and the farcical competition for a design for the local police courts! This book deals only with the early years of the Cambridgeshire Police Force. At first the county police force seemed to make little difference to the crime figures but by the end of the decade it was having more effect - though this may have been partly due to a reduction in poverty as work on railways became available.

Most of the information comes from the Tory newspaper, the Cambridge Chronicle, but accounts of meetings and court cases were almost identical with those in the Whig Cambridge Weekly so I do not think there is a political bias. My interest began when I noted that two local squires, both Magistrates of Bottisham Petty Sessions, had diametrically opposed views as to the need for a Police Force in the County of Cambridge. One was Mr Jenyns of Bottisham Hall who was much in favour and the other was Mr Edward Hicks of Wilbraham Temple who was equally strongly against.

The Quarter Sessions Books were also consulted at the County Record Office but compared with the newspapers they are not very informative.

Most of this information was collected some years ago when, as always, I had the courteous help of the Cambridgeshire Collection, to whom I would like to record my thanks.

I am indebted to my friend, Jim Watts, for the illustrations he kindly drew for me.

Peggy Watts (now Day)

December 2001

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1. LAW ENFORCEMENT IN THE EARLY 19th CENTURY

General

Dissatisfaction with the methods of enforcing the law grew at the beginning of the nineteenth century. The system of appointing parish constables was inefficient, particularly in the urban and industrial areas. From time to time the militia or the regular army were called in to reinforce the law officers but this was far from satisfactory and often provoked rather than subdued or deterred a riot (Foster, 1982). In Cambridgeshire, the most well-known instance was at Littleport in 1815. The Corn Bill had sent wheat prices sky-high, which raised the price of bread, the staple diet of the labourers on the farms. Men went from Littleport to Ely to call attention to their plight and to attempt to get higher wages. The demonstration was not entirely peaceful so the Dragoons were sent for. By the time they turned up in force the men had returned to Littleport and there scuffles broke out between the Dragoons and the labourers, during which one man was killed and 80 rioters were arrested, 24 of them being sentenced to death though 19 were later reprieved. Of the five who did hang, one was the man who had tried to restrain the rioters but who was wrongly cited as the leader. Much bitterness resulted and the men are still remembered as the Littleport Martyrs. (Ravensdale & Muir, 1984)

From the 1780s onwards, farmers and landowners had formed themselves into voluntary associations "for the speedy apprehension and effectual prosecution of horse- and sheep-stealers, felons and thieves, committing offences on the person or property of any of the subscribers". The Cambridge Association which was revived in 1791 charged its members 10s 6d for the first year and 5s for subsequent years. Its intention was to prosecute "all persons who shall be suspected of or guilty of" any of a long list of crimes from arson and highway robbery to stealing firewood or green peas and cutting the mane or tail of a horse. (Cambridge Chronicle - hereafter CC)

By the mid 1830s there were some 500 such Associations in existence (Foster, 1982) and they continued to proliferate. For instance, Bottisham Association started in 1840 and the Bottisham New Association a few years later. Rewards of £5 were common for information leading to conviction. Since this would often result in transportation, it is ironic that the Bottisham Association in 1840 and again 1841 should agree unanimously to present a donation of two guineas to the Society of the Propagation of the Gospel in Foreign Parts for the special service of convicts in Australia (CC, 1841). One of the aims of the Cambridge and Isle of Ely Farmers' Association, instituted in November 1832, was to free its members from expenses incurred in finding arsonists. Thus there was a large amount of self-help among the more prosperous section of the rural community.

Crime, particularly in London was on the increase. Commissions were set up and a number of Treatises were written on the subject. While there were advocates for setting up a police force, there was also opposition. The 1822 Commission contains the following paragraph which could well have been issued by a Human Rights Group today:

“It is difficult to reconcile an effective system of police with that perfect freedom of action and exemption from interference which are the great privileges and blessings of society in this country; and Your Committee think that the forfeiture or curtailment of such advantage are too great a sacrifice for improvements in police, or facilities in detection of crime, however desirable in themselves, if abstractedly considered.”
(Thomson, 1950)

More vociferous were those who objected on the grounds of expense.

London Metropolitan Police Force

In spite of opposition however, Sir Robert Peel succeeded in setting up a Metropolitan Police Force at Scotland Yard in 1829. The early days were extremely difficult: the Police Commissioners, Rowan and Mayne, faced hostility from the press, and from the magistrates who resented the police authority and retained their own men as the Bow Street Runners to service the courts. Stealing was rife and many preferred the old system whereby they bargained with the thieves for the return of part of the goods. Nevertheless, the unflinching efforts of Rowan and Mayne resulted in the establishment of a force based on principles and values which form the basis of the police in much of the civilised world. (Howe, 1965)

Lighting and Watching Act 1833

From the mid-eighteenth century, many towns obtained a special act for the creation of a paid force of watchmen (Maitland, 1908). The 1833 Act allowed any town over 5,000 to appoint watchmen and any ratepayer to convene a public meeting to adopt the Act and appoint inspectors who should employ watchmen, provide them with clothing, arms and ammunition and pay them from the rates. Cambridge had obtained such an act, as did some of the larger Cambridgeshire villages. When the Cambridgeshire Police Force was about to be established in 1851, local watchmen applied for jobs claiming experience and knowledge of the district. (CC15.11.1851)
These were:

Richard Sharpe	Histon	Freeman Taylor	Sawston
Philip Cook	Fen Ditton	William Thompson	Little Shelford
Thomas Robson	Fulbourn	William Foster	Whittlesford

The watchmen seem to have been an improvement on the parish constables. The Rev. Graham commented very favourably on the efficiency of two officers from Whittlesford and Sawston. He said Sawston was a flourishing village with two important manufacturers of parchment and paper, which at one time was notorious for the disorderly characters it harboured and encouraged. The establishment of a patrol had had a marked effect and now no village was more free from disorderly conduct or crime. (CC 5.7.1851) Richard Wool Sharpe, a watchman in Histon, acted with zeal and efficiency for two years before the formation of the county police and during that time no robbery of any consequence took place. (CC17.1.1852)

The Cottenham Police may also have been appointed under this act. The following is an extract from their Report Book for 1 July 1843 (CRO r50/5/1) which was originally without any punctuation:

“Pc McWhinnie & Taylor Reports Patrold the street till 4am. Taylor ordered a vagrant out of town at 2½pm, also three more at 3pm, 1 more at 4 pm. Also stopd a man from Smoking in the Street from the Jolly Miller at 7pm. Also ordered Wm Sell, John Barns and another out of town, they were drunk and making use of Bad language at 9pm. Also ordered a man out of town with songs from the horse Shoes at 10½pm. Also McW & T ordered a party of fellows from Christmas Hill at 11½pm. Also McWhinnie Reports found old Young from Mapel with a horse and Cart in the Street near the Black Horse. He was very drunk, his Rines [reins] was crost on the Bit and knoted on the tope of the hems [hames] so that he could only Pull by them, he had a new Sadel and Bridel in the cart. He wanted to know if he was at Kanfer. I told him ‘know’. He then said ‘Milton and the White horse near hear?’ I said ‘yes the White horse at Cottenham was near hear, not Milton.’ ‘If it is Cottenham i won’t go no farther. there is a John Moors, i meen, James Moors at the horse Shoes.’ I shod him there and cald Moore up and he took him at between 1 and 2am. al Quiet.”

This is an unusually long report. Much more typical is one from Saturday 1 May 1843 “Pc McWhinnie reports he and R.S.W. Norman patrold streets till 2½am - found all very quiet.

Municipal Corporation Act 1835

This Act required the boroughs to appoint a Watch Committee which, in its turn, appointed constables to police the town. By then the value and efficiency of the London Police had become recognised and no less than 200 boroughs sent to the Home Office or to Scotland Yard for information and help in setting up their Borough

Police. The London Commissioners, with the warm approval of Lord Russell, promptly sent trained men to all the towns who had requested help. Many of these, as in Cambridge, stayed on to become the Superintendent of the Borough Police (see Appendix 3). Generally the original Scotland Yard Handbook of General Instructions became the basis of the organization of all the new Borough forces. Some 20 years later, evidence given to the Select Committee of 1853 suggests that the borough forces were efficient and worthy of praise. There was criticism, however, of the Watch Committees who controlled them, particularly of the publicans on these committees who abused their powers by getting the dismissal of policemen who offended them. (Reith, 1956)

County Police Act, 1839

This Act permitted the Justices to set up a paid county police force if they were "positively satisfied that the ordinary and existing provisions for preserving the peace and protecting the persons and property of the subject were insufficient." (Burn, 1964) Twenty-four county police forces were started within the first three years of the passing of this Act. These included most of our adjoining counties: Essex 1839; Bedford, Northants, Norfolk and East Suffolk 1840; Isle of Ely and Hertfordshire 1841. Half of the other counties (28 out of 56) waited until 1856/7 when it became compulsory to set up a police force. Cambridgeshire was one of only four counties in England to establish its police force in the intervening period. (Richardson, 1974). There had been a proposal to form a Cambridgeshire police force in 1844 but the magistrates had not passed it (Quarter Sessions Books 1844). The arguments for and against which arose in 1851 when Mr Jenyns of Bottisham gave notice of his intention to propose adoption of the constabulary will be discussed in the next chapter.

Parish Constables

By the 1840s, Cambridge Borough and the Isle of Ely had police forces and some of the larger villages had watchmen, but this left much of the County still policed by parish constables, elected annually at the Vestry meeting as they had been for centuries.

It is generally accepted that the system of policing by parish constables was inefficient. The duties were largely unpaid except for fees when specific duties were performed, such as serving a summons or travelling with a prisoner to court. Even then the overseers were sometimes reluctant to pay. Samuel Bunting, constable at Swaffham Prior, had to bring a case against them at the Bottisham Petty Sessions before he could get payment of his expenses. (CC 8.11.1851) Parish constable expenses could only be recovered for felonies and certain other crimes and then only if the prisoner was found guilty. This tended to make constables reluctant to spend much time on a case if there was doubt about achieving a committal.

In theory every able-bodied man was compelled to take his turn at being a constable unless he had been granted an exemption. Many are said to have paid a deputy to do their duties for them, often men of lower intelligence who were occasionally illiterate (Foster, 1982). This may not have applied in the small rural villages. The Quỳ Overseers books cover the period 1818 to 1829 and show the same two people being appointed annually: John Prince, a fairly well-off farmer was overseer, churchwarden and parish constable continuously throughout this period; but the other parish constable, John Flack, probably undertook most of the actual duties. The Overseers Accounts show that his expenses varied from £4 1s 6d in the half year up to October 1822 to £19 5s 0d for the same period in 1826. John Flack was a blacksmith by trade, father of 9 children, around 50 years old and bought the house he was occupying in 1824. The only detailed entry is "Paid Constable's attendance and assistance for vagrant 7 shillings"

One of the reasons given for the inefficiency of these constables is that they could only operate within their own parish and this caused difficulties when dealing with vagrants. As was seen in the Cottenham police account there were quite a number of vagrants around. It was also claimed that the London and Borough police forces succeeded in driving a lot of criminals out of the towns so they then found their way into the country where the system of policing left them relatively safe from prosecution.

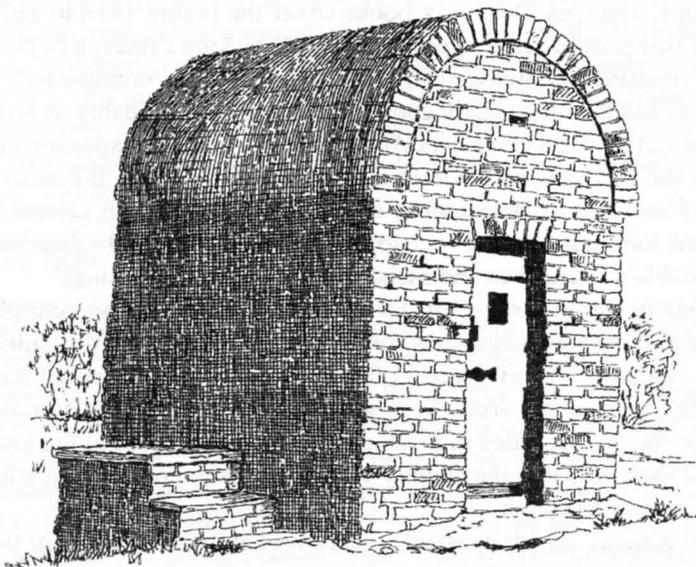
In general, parish constables were probably of little use in the prevention of crime, though they might on occasion try to enforce the Licensing acts. For instance, Samuel Bull, one of the constables at Lode went into a beerhouse about 10.15 pm and "requested the landlord not to draw any more beer that night whereupon James Watts, labourer, seized him by the collar, twisted him around the room and challenged him to a fight." (CC27.9.1851) In fact, the constables probably lived too close to the rest of the village to be effective in crime prevention. If the crime was detected then they would have to perform the duties for which they were appointed but in many instances there is likely to have been a "live and let live" spirit.

The constable could by law call someone to his aid when making an arrest or holding someone in custody. On one occasion at Swaffham Prior, Aaron Tebbit, the owner of the bakery in the village, was charged to aid and assist the parish constable. He found himself attacked by the prisoner's brother-in-law, Alfred Day, shoemaker, who was making a rescue bid. It was little reward for his help to find himself thrown down and then kicked (CC8.11.1851)

Other prisoners were more successful in escaping. After a fight with an Irish man at harvest time at Waterbeach about who should pay for the drinks, four Fen Ditton men were arrested for assault although the Irishmen had struck his reaping hook about an inch into Hancock's back and the others were "dreadfully cut" trying to get the sickle from him. At the trial, it was reported that George Hancock who had been taken into custody escaped from the constable and was not in court. (CC1851)

Many villages had their own lock-ups where they could hold people overnight but their main occupants seem to have been the “drunk and disorderly” who were left locked up while they sobered up but not were charged.

*Lock Up
at Litlington .*



Even after conviction, the prisoners sometimes made their escape. “Two men named Stickwood and Fordham were on Thursday last committed at Bottisham to two months hard labour for using snares. On their way to gaol the tender-hearted constable indulged his prisoners by removing their handcuffs when both made off and have not since been heard of.” (CC25.10.1851)

It is not perhaps surprising that Mr George Jenyns of Bottisham Hall, a magistrate, goes on record as saying that “Parish constables have had their day.”

2 THE ARGUMENTS

As soon as the formation of a police force for rural Cambridgeshire was suggested, feelings ran high and views were often vehemently expressed. Mr George Jenyns of Bottisham Hall gave notice of his intentions to propose the adoption of a county force in January 1851. (CC11.1.1851)

The Opposition

Immediately notice was given, a protest group was organized to fight against it. Farmers in the Newmarket area formed themselves into a Committee, appointing George Dobido of Kirtling Hall as Secretary. Other Committee members were:

George Dennis, Fordham	John Ellis, Downing Farm, Swaffham Bulbeck
Edward Frost, Wratting Hall	J. A.. Johnson, Wicken
James King, Dullingham	Martin Slater, Cheveley

A meeting of ratepayers was called for 12.30 on 4th February 1851 at the Rutland Arms, Newmarket. (CC1.2.1851) A large number of ratepayers turned up but only when it was too late did they discover they were in the wrong room! Those few who did find the right room appointed John Dobito of Exning as Chairman, and after much discussion passed the following resolution:

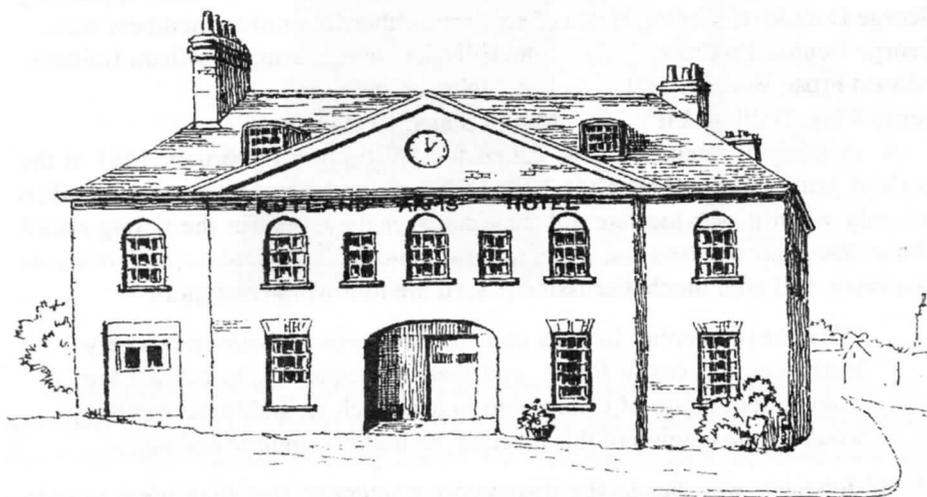
“That the rural police in other counties have proved themselves a very inefficient and costly force; and that, consequently, to compel the sinking agriculture of Cambridge to bear such an additional burden, would in the opinion of this meeting, be highly impolitic and unjust”.

Mr Johnson, who began the discussion, contended that they were already oppressed and unjustly taxed and that if a rural police were considered necessary, it was the duty of the Government to provide it. “Were they not, as tenant farmers, placed on the very verge of ruin?...Was it not sufficient for them to maintain the poor, the highways and the church?...” He declared duty should be imposed on all foreign imports so that the tax fell upon the foreigner availing himself of British markets and, as a tenant farmer, he considered large landowners should pay more “and so tax the drones of society, but set the working bees at liberty to gather honey as best they may for the supply of the hive”.

Mr Dobito declared a police force was almost useless but whatever the statistics the proponents claimed it was a success: more commitments showed the police were efficient in catching criminals; less commitments showed police efficiency in driving criminals out of the county! He reckoned the cost to be 4d per acre and said a Suffolk friend paid as much as 4s a week and had only once seen a policeman in his village in five years.

Another speaker thought a police force could do great harm by its effect on out of work labourers who would think the police had been set up against them and would be driven to despair.

Mr Oslar of Stetchworth appears to have got somewhat carried away. He said the police of Essex and Suffolk were generally in the public house instead of attending to their duties. He advocated "employing idle soldiers as policemen and placing them as sentinels and watchmen up and down the country". His violent comments upon "an individual named Cotton" were regarded as too extreme to be included in the newspaper report! Perhaps liquid refreshment had been served during the meeting in the Rutland Arms!



The Rutland Arms, Newmarket

The Chairman urged that petitions against the formation of a police force be sent from every village in the County. (CC8.2.1851)

Politically the Repeal of the Corn Laws in 1846 had split the landed gentry. Some believed that, in the long run, letting farming take a realistic place in the economy would allow the power and leadership to stay in their hands rather than in that of industrialists and middle class movements such as the Anti-Corn Law League. Others believed the strength of the landed interest depended on its economic strength which was undermined by removing import duties on corn. The Newmarket group, like most of the country gentlemen and farmers on the Eastern arable areas clung to protection. Between 1848 and 1852 there was a sharp fall in grain prices which would have been less severe had import duties still been imposed. (Chamber &

Mingay, 1966) Later other factors such as the growing home market, increased farming efficiency, cheaper drainage and the coming of railways improved the farmers' lot but in 1851 Free Trade was a sore point with the farmers gathered at Newmarket.

The next Parliamentary elections were in 1857. It is interesting that Henry Adeane of Babraham polled only one-third of the number of votes (200) accorded the other three candidates (around 600 each) in the Newmarket area whereas in the Cambridge division which included a number of surrounding villages as well as the town, Adeane polled the highest number of the four (800 compared with 443, 540 and 743). There would seem to be a real difference of political interest in the Newmarket area.

The Committee's Report

At the April Quarter Sessions, after Mr Jenyns had made a formal proposal re the formation of a rural police, a Committee was set up with power to employ the Clerk of the Peace to draw up the relevant documents (CC.12.4.1851). On the 14 April, five magistrates (George Jenyns of Bottisham Hall, Alexander Cotton of Landwade, Rev. John Hailstone of Bottisham, Rev. John Thornhill of Boxworth, Rev. James Fendall of Harlton) requested the Clerk of the Peace to give due notice that the matter would be debated at the Midsummer Quarter Sessions. The Committee prepared a report giving the relevant facts and information which was printed and circulated amongst the magistrates prior to the Midsummer Sessions. The following summary appeared in the Cambridge Chronicle on 7th June 1851

RURAL POLICE

I Population (exclusive of the Isle of Ely and Borough of Cambridge at the expiration of the last three decennial periods. This was

1811	68,942
1821	78,306
1831	87,550

showing an increase in the first ten years of upwards of 13 per cent., and in the second ten years of less than 12 per cent.

II The state of crime during the last twenty years. The increase of crime during the latter decennial period, as compared with the former, is 20 per cent. in Indictable Offences, and 13 per cent in Summary Convictions (including game). Making allowance, however, for an extraordinary number of convictions in the former period for light weights and false measures (upwards of 400, the annual average being about 6), the increase in the number of Summary Convictions would not be less than 50 per cent.

III The cost of an efficient Police Force, under 2 and 3 Vict., C.93 . Upon this head the Committee appear to have taken much pains to collect all available information; and their intensive inquiries lead them to the conclusion that the cost of a Police Force, consisting of a chief constable and 63 men (which would give one man to eight square miles), would be about £4,000 a year; to meet which a rate of 2½d in the pound, assessed upon the present valuation of £413,986, would be required. The present population would allow a Force of 87 men; and if this should be thought insufficient, the additional cost per man may be estimated at £63 per annum.

IV The savings in various items of expense which may be effected by the establishment of a Police Force. A perfectly accurate estimate of these savings cannot very well be made; but the Committee have arranged the following items in a table, and show approximately the saving that may be effected therein:-

1. The inspection of weights and measures, which in other counties, having a police force, has been transferred to the police inspectors, as part of their duties.
2. The costs of conveying prisoners to gaol, as well as in cases of summary conviction and misdemeanours, and also in cases of felony, and the costs of constables' attendance as witnesses at the assizes and sessions; such costs in the two latter cases being repaid by Government, and when repaid carried to the credit of the County.
3. Costs paid to parochial constables for duties performed in reference to Coroner's inquests, and other parochial duties.
4. Costs already incurred by several parishes in the adoption of the provisions of the Watching and Lighting Act.

The expenses incurred in obtaining assistance of the borough police are also noticed; and the saving that may be effected by placing the relief of vagrants under the control of the police force, a plan adopted in the Newmarket Union with the following result:-

Annual amount of relief to vagrants before the adoption of the plan	£18 14s 0d
Since the adoption	£ 3 18s 0d

V. The cost of a Police Force under 13 Vic. c20. This Act empowers the Justices to appoint a superintending constable for each or any Petty Sessional Division, to have the superintendence of all the parish constables. A scheme furnished by Inspector Jaggard, of Cambridge is estimated to cost £1,349 a year, minus certain savings of expenses, the force to consist of a Chief Superintendent, 6 Superintendents, 1 first-class Constable, 5 second-class Constables; and 1 third-class Constable. This is of course exclusive of the cost of the parochial constables.

The Petitions

In the meantime the group of Newmarket protestors had apparently not been idle, though their hopes of getting every village to petition against the establishment of a police force were not realised. Petitions from 82 out of 128 villages were received. Mr Dobito handed in one from the Newmarket Union of Board of Guardians and Mr Hicks of Wilbraham Temple handed in a similar one from Chesterton Union. Both these documents were lengthy and were based on the Committee's report which tempted some to have them banned as the Report was at that time still unofficial. Mr Jenyns said that if the villages had been left to judge for themselves there would not have been as many petitions. Overall there were only 3,000 signatures out of a population 88,000. He later remarked that in the group of Bottisham villages with a population of between 5- and 6,000, only 248 out of the 546 ratepayers had signed. By comparing signatures of ratepayers with total population he seems to have been deliberately understating the opposition. It was also stated only 220,000 acres out of 330,000 acres "were averse to the scheme".

The effect of the petitions were minimal, though on the face of it the opposition seems to have been stronger than the magistrates would admit. Mr St. Quintin of Hatley Park remarked that he did not find a single argument against the force. Mr Jenyns said of the petitions from the parishes "presuming the signatures to be all right, the magistrates had to consider the interests of the poor as well as the ratepayers."

The Decision

At the Midsummer Quarter Sessions on 3rd July 1851, Mr Jenyns, after an opening speech, formally made three proposals:

1. "That it is expedient to establish a rural police in this county"
2. "That it be established under the provisions of the 2nd and 3rd of Victoria"
3. "That in consequence of the extreme depression affecting a large number of ratepayers, the subject be deferred for consideration to the next October sessions."

This was seconded by Mr St. Quintin who particularly welcomed the last clause. In times of depression the period just before harvest is one of the worst times for farmers. This last clause was discussed first. Rev. Wm. Law of Orwell moved that the whole question be deferred and after discussion in which Mr Dobito, Mr Hicks and Rev. Wm. Acton of Weston Colville took part, this amendment was narrowly defeated by 12 against 11. The first resolution affirming the principle of a rural police was then carried by 14 to 8.

Mr Jenyns had said that a police force under Victoria 2 & 3 was estimated to cost £4,000 (2½d rate) gross but with various savings the annual cost should not exceed £3,000 (2d rate). This would provide a patrolling force under the control of a Chief Constable. He claimed it was the only effective way of protecting property.

Having been defeated in their attempts to get the whole matter shelved, the opposition then concentrated their efforts into getting a cheaper police force than that proposed by Mr Jenyns. The alternative system (Victoria 13) provided far fewer policemen at an estimated cost of £1,300 but this did not include payment to parish constables who would also be involved in the scheme. Rev. Wm. Law thought it was unnecessary to have a patrolling force as persons intent upon committing crime would watch their movements and soon avoid them. Mr Hicks considered a detective system of police would be more efficacious and that the recent increase in crime was due solely to unemployment which would abate with the renewal of railway works. A major reason for preferring such a cheaper force was that it would be in the hands of the magistrates; it could be tried for an experimental period and then rejected; the power to appoint and remove constable would remain in the magistrates hands. Under the county force proposed by Mr Jenyns, the police would be controlled by the Chief Constable and once adopted it would need an Act of Parliament to dissolve it.

The Chairman in summing up dwelt particularly on the advantages of a patrolling force in cases of arson. The resolution to establish a force under Victoria 2 & 3 as proposed by Mr Jenyns was then carried 12 to 7.

Attempts at Postponement

Rev. Bennett of Cheveley had proposed, at the Midsummer Sessions, postponing the formation until October 1852 but this was defeated 12 against 9. Nevertheless when October 1851 came, there were further attempts at postponement owing to the agricultural depression which some felt might come to a climax that winter. Mr Jenyns was of the opinion that the police force must be established without further delay because the winter months would be accompanied by greater unemployment and depression which would lead to more crime. Mr Hicks, a magistrate on the same Petty Sessions Bench, thought crime was falling off and might diminish. Farmers were still less able to pay increased rates. Mr St. Quintin wanted it postponed until more prosperous times but the Chairman thought this would put it off indefinitely. Mr St. Quintin then proposed putting it off until October 1852 but this was disallowed as it had been defeated earlier. The Earl of Hardwick of Wimpole Hall stated firmly he would vote, as before, against the present establishment of a police force no matter how the amendments were worded. Mr Cotton condemned all the shilly-shallying; he wanted police protection. A letter had been found in his parish of Landwade threatening that Mr Fyson should be burnt first and the Mr Dennis next; and another that Dennis and Cotton should be shot. The threat to

burn Mr Fyson's premises had already been carried out. Mr St. Quintin said he ought to seek Government protection as the police were powerless to stop fires and crimes had been induced by Acts of the Government. Rev. Pearson of Castle Camps and Rev. Batson of Horseheath Lodge said things were quiet enough in the Linton area (where there were police under the Watchman's act) and that if other areas required police they should pay for them.

Mr Merest of the Moat, Soham, said the Court would stultify itself if they did not proceed as agreed and get a police force which could deal with the additional crime. An amendment to postpone until the Spring was lost by 13-15 against. Thus the original resolution passed at the Midsummer Quarter Sessions came into effect, authority to proceed being won by a very small majority.

Conclusions

The agricultural depression produced two opposing views as to the need to form a police force in 1851:

1. that the depression increased crime and a police force was essential to deal with it.
2. that a police force would be an unacceptable additional financial burden.

These views were fairly evenly held. Most of the adjoining counties had established their forces in 1840/1, shortly after the County Police Act of 1839. Attempts to form a police force in Cambridgeshire in 1844 had failed. They might have done so again had Mr Jenyns not put so much faith in the figures of costs and crime detention provided by Captain McHardy of Essex, who was a great exponent of his own views. Mr Hicks for the opposition was equally critical and this led to great arguments between the two. However McHardy was gaining in popularity at that time.

Captain McHardy had been Chief Constable of Essex since its formation in 1839. His force had acquired a reputation as the most efficient of the County forces. He was popular with Essex landowners for reducing the number of vagrants and he made policemen Assistant Relieving Officers with the result that in six months only 100 out of 2605 applicants for Poor relief had been considered as deserving it. Thus he could show great savings effected by the establishment of a police force. Later writers recognise him as a very serious menace to the whole conception of a national police force. He was an enemy of Rowan and Mayne, Commissioners of the London Metropolitan and, despite their objections, he deliberately recruited for the Essex constabulary men they had dismissed for gross misconduct. (Reith, 1956)

Thus it would seem to be almost by chance that the Cambridgeshire County Police Force was established in 1851 instead of waiting until forced by law to establish a force in 1856.

3. THE ESTABLISHMENT

The Constitution

After it was finally decided to go ahead with the formation of a police force at the October Quarter Sessions, the first task of the magistrates was to determine the constitution. Mr Jenyns had anticipated this and had a scheme already worked out as a result of correspondence with Captain Harris “the efficient head of Hampshire Police” to whom he had sent all the relevant data on acreage, population, etc. Mr Jenyns had every confidence in Captain Harris’s experience and thought the scheme should be accepted in its entirety. (CC18.10.51)

Captain Harris had in fact much in common with McHardy of the Essex Police. Giving evidence to the Select Committee in 1853, both Chief Officers favoured the formation of a National Police organised on military lines. Whereas McHardy was at loggerheads with the Metropolitan Force, Harris did not get on with the Borough police forces in his vicinity. (Reith, 1956)

The scheme proposed by Captain Harris was as follows:

1 Chief Constable	£300 per year + £100 allowance for horses.
2 Superintendents	£105 per year
2 Superintendents	£95 per year
3 Superintendents	£85 per year (one to act as Clerk at Headquarters)
7 Sergeants	23s per week
19 Constables	20s per week
18 Constables	18s per week
18 Constables	16s per week

70

The total cost was estimated to be £4,790 per annum, which equalled a 2¾d rate. This scheme was accepted in its entirety but only after objections from Mr Hicks who repeated that a small detective force of one man per 14 square miles (as in Northants) would be better. However if they were to have a patrolling force, he though 90 men were needed to make it efficient and among sundry other alterations he suggested raising the Chief Constable’s pay to £350. In view of his previous objections on ground of cost, these seem strange amendments to suggest and perhaps his hankering for a smaller force lay in his wish to keep the magistrates’ power over the police.

The next stage was to send in a report to the Secretary of State for his sanction. Time had to be allowed for advertising for candidates and for them to submit testimonials to a committee who would select some of the most eligible for the

consideration of the General Court on 20th November. The Committee consisted of: Chairman, Earl Hardwick of Wimpole Hall (who it may be remembered was against the establishment of a police force.)

Col. Hall of Six Mile Bottom	Sir Vincent Cotton of Madingley Hall
Mr Townley M.P. of Fulbourn Manor	Mr St. Quintin of Hatley
Rev. Thornhill of Boxworth	Rev. Law of Orwell
Mr George Jenyns of Bottisham Hall	Mr Alex. Cotton of Landwade Hall
Mr W. P. Hamond of Hare Park	

Candidates for Chief Constable

The position of Chief Constable had attractions for ex-officers of Her Majesty's Forces. It was a fairly common practice for candidates to insert a notice in the newspaper publicly stating their qualifications for the post. Two such notices appeared in the Cambridge Chronicle on 15 November 1851.

"To the Magistrates

OF THE COUNTY OF CAMBRIDGE

My LORDS AND GENTLEMEN,

I Respectfully offer myself as a Candidate for the OFFICE OF CHIEF CONSTABLE of the FORCE you have proposed to raise in your County. I trust my service of seventeen years in Her Majesty's 79th Regiment, which I left as Captain, having held the offices of Acting Paymaster and Adjutant, together with my service of nine years in the Staffordshire Constabulary, and in the formation of which I assisted, will entitle me to hope for your favourable consideration of the letters of recommendation which it will be my privilege to lay before you. For myself, I can only add, that if I may be honoured with your choice, there is nothing which zeal, care and attention can achieve, that shall be wanting on my part to deserve your future support.

I have the honour to be,

My Lords and Gentlemen,

Your obedient humble Servant,

W. H. LANCE

Late Capt. 79th Regt.

Leek, November 6th 1851"

The other letter was from Charles Furlong, an ex-officer of the 2nd Dragoon Guards who had served in the Norfolk Police as Superintendent under his friend Colonel Oakes. Five candidates were short-listed from the 35 applicants but neither of these two were among them. The five were Captain Davies R.N., Lt. J. W. Foster, Major Bonham, Mr Francis Dowman and Mr John Mamby.

Thirty-two magistrates were present for the election of the Chief Constable but it appears to have been a mockery. The previous Saturday it had been announced in an Editorial of the Cambridge Chronicle "that an officer of the coast-guard service from a Southern County is likely to be the successful one."

The Chairman, Earl of Hardwick, proposed Captain George Davies of the Royal Navy as a fit person for the appointment, adding that "comment was unnecessary from high testimonials produced by the gallant officer." Mr Cotton had known Captain Davies for many years, had watched his conduct when he was in active service and vouched that he was a most fit person who would not only do his duty but ensure that those under him did theirs. Rev. Bennett also knew the Captain and had seen his services in action. The question of the appointment was then put by the Chairman and 27 held up their hands in favour, and only Mr Townley voted against him. He had his own favourite candidate, Lt. J. W. Foster. He knew of his great abilities and energy. He had known him for ten years. Lt. Foster had resided at Upwell for two years during the carrying out of the Middle Level works. He had been in charge of 2,000 men "of such character that only those who had experience of such works could form a conception of." By his handling of these men he had made the country indebted to him. This proposal was seconded by Rev. Acton but lost.

Rev. Fendall then felt he must put in a word for Mr Wadham Young, chief of the London and North Western Railway whom he felt more satisfactory than the others on testimonials alone. He was not even on the short-list!

After the over-whelming majority for Captain Davies, no-one thought it worth proposing the other candidates, one of whom had travelled from Limerick. The candidates were called in and the result announced, the Chairman commenting on their excellent testimonials and regretting that it was only possible to appoint one. Captain Davies briefly addressed the magistrates saying that he felt he owed his success to the documents he had the honour to lay before them in competition with so much merit. (He did not mention his friends-in-court who no doubt played their part!) He assured them most earnestly that he should endeavour to answer their expectations.

There was one minor snag which no-one seems to have mentioned before the choice was announced. The Marquis of Normandy, when Home Secretary, had laid down a maximum age of 45 for newly appointed Chief Constables and Captain Davies was already 47. Still knowing the right people no doubt helped and a letter to the Rt. Hon. Sir George Grey, then the Home Secretary, soon obtained approval of Captain Davies as a special exemption in view of the strong opinion expressed by the magistrates. The letter from Sir George Grey was read at a Special Adjourned Court on 3 December and it also contained high praise of the conduct of Captain Davies during the meat riots of 1846-7 when the coastguard, of which he was a commandant in the County of Banff was virtually converted into a County Police. Admiration of his conduct had been conveyed to the Secretary of State and the

Lords of Admiralty (CC6.12.1851) At the end of November Captain Davies also received a medal from the R.N.L.I. for his work as coxswain of the Holylake Lifeboat which had gone out 59 times to save lives during the past 11 years. The "gallant Captain" was duly sworn in as Chief Constable of the Rural Police of the County of Cambridge on 3 December 1851

Superintendents and Sergeants

One of Captain Davies' task was to appoint seven Superintendents and seven sergeants who would take over the running of the separate Police divisions, based on the Petty Sessional Court areas (see Appendix 1). Since many County Police forces had been established in 1840-1, there were a number of policemen with up to twelve years' experience anxious for promotion who would like to join a Police force which was just being established. These were the kind of men Captain Davies wanted. From among the many applications he was able to select for his Superintendents, seven men serving as sergeants who had high recommendations from other Counties. As the efficiency of the divisions rested mainly in their hands he appointed them as Acting Superintendents in the first instance. He also appointed seven sergeants who already had considerable experience. They had assumed their positions by January 1 1852 and had been appointed to the Petty Divisions as follows: (CC10,.1.1852).

<u>Division</u>	<u>Superintendent</u>	<u>Sergeant</u>
Arrington	A. W. Law	Charles Stretton
Bottisham	John Marsen	G. W. Oakley
*Cambridge	Lowe	Richard Harvey
Caxton	Earnest Hawkins	Robert Hornsby
Cottenham	Frederick Chilvers	Thomas Simmonds
Linton	Charles Nagle	John Goldsmith
Newmarket	Alex Brown	John Rocket

* *Cambridge Division did not include the Borough*

Constables

The watchmen who were going to be made redundant by the establishment of a County force inserted a notice in the Cambridge Chronicle as they had heard rumours that strangers were to be appointed to all the situations in the new police force. They asked to be given first consideration as they had carried out their duties to the satisfaction of their employers in their respective parishes. The notice was signed by:

Richard Sharpe, HISTON	Philip Cook, FEN DITTON
Freeman Taylor, SAWSTON	Wm Thompson, LITTLE SHELFORD
Thomas Robson, FULBOURN	William Foster, WHITTLESFORD

This appeal may have fallen on deaf ears as none of their names appear in those listed in the Cambridge Chronicle when they were sworn in (although this list is incomplete): Shadrach Alexander, James Baines, Rushworth Barker, Amos Cooper, George Dowde, Charles Furbank, William Goss, James Flack, Robert Hamilton, Joseph Hardwick, James Hazelwood, Henry Myngay, Henry Neale, George Shelton, Michael Skeels.

About one in four of the constables had had previous experience, according to Captain Davies. By 1 January 1852, 48 of the 55 constables had been appointed and the remaining seven places filled by supernumeraries to give the Chief Constable the opportunity to select the most suitable.

Training

Preliminary training was given in Cambridge for a fortnight at the end of December 1851. The recruits assembled at 10.00 am and were then drilled for two hours. At noon they had an hour's lecture on their police duties which seems to have consisted of someone reading the printed instructions of the force which gave their duties and powers as constables. They were then given an hour for their dinner so that they reassembled at 2.00 pm., either for a repeat of the morning's procedure or to go out in pairs to patrol the villages encircling Cambridge to a radius of four to five miles. The Chief Constable wrote in the Quarter Sessions book that this was not so much to benefit the local community as to give them practical training for future occasions. Much of the 6 hour patrols would have been in the dark at that time of the year. The police took over from the watchmen on 1 January 1852 but continued to patrol in pairs for the next fortnight.

4. THE FIRST FIVE YEARS 1852-1856

This chapter deals with the period between 1 January 1852, when the Cambridgeshire county force began to function, and the bringing in of the 1856 Police Act when every borough and county had to employ a police force, half local and half national in its administration, discipline and finance.

The Inspection

On 3 January 1852, the magistrates inspected the police who were assembled in front of the gaol. Captain Davies said he trusted allowances would be made for any inefficiencies of the force which had to train during the short winter months over a very brief period, when at the same time there had been many calls on his own time in the general organization of various Divisions. He had indeed achieved a great deal within a very few weeks, whereas in the 1840s months were often spent in setting up the force.

Fifty of the police, "a fine powerful set of men" went through some "very simple evolutions with as much accuracy and smartness as could be expected from such a body of raw recruits." After the inspection the men attended the Quarter Sessions in order to become more conversant with court procedure.

The magistrates also inspected the light spring cart which had been bought and which was designed to take four people. They criticised it as being too light for its purpose of conveying prisoners to court. They were assured that this particular cart was for use at headquarters in Cambridge and that the other six would be of more sturdy construction. Three of the horses were then trotted out for the magistrates' inspection, and, being mainly landed gentry, they felt qualified to give their views on their fitness of the horses for their allotted task. Opinions varied but whereas the Earl of Hardwick thought money had been poorly spent on two of the three horses, the others seemed reasonably satisfied with Captain Davies' purchases. (CC10.1.1852)

Uniform and Equipment

The police uniform was supplied by Messrs. Hibbert & Co. A couple of years later when Mr Hicks complained about the order not going out to tender, Captain Davies claimed his men were clothed better and cheaper than the borough police even though the county police wore frock coats which took more material. In 1853 he quoted the price of £284 a year for uniforms which at borough prices would have cost £352 a year (CC9.4.1853) and that the force was being supplied 6s per uniform cheaper than the London force and £2 cheaper than those supplied by local tradesmen (CC7.1.1854) The force had first appeared in their new uniform on Christmas Day 1851.

Private clothes were allowed to be worn at night in order to save the day uniform. Pc Peake who mysteriously disappeared between Wicken and Burwell (CC1.9.1855) was wearing a brown straw hat, a brown overcoat, dark cloth vest, pair of coarse uniform trousers with black neck tie and Wellington boots [leather boots coming above the knee]. According to disciplinary regulations he ought to have met a policeman from a neighbouring patrol at 4 am. for a conference. When a policeman missed such a conference because of some contingency occurring on his beat, he had to report his absence and the reason to HQ the next day. Peake had joined the police force at the age of 21 in 1852 and was 5ft 10½ ins tall. Rumours that he had been murdered and burnt to ashes in a lime kiln were discounted since the heat would have been too intense to allow anyone to throw a burly figure inside.

In January 1855 there was a comment that the county constabulary force was "adopting a moustache movement" which was approved and recommended by the authorities. (CC20.1.1855)

The original permanent outfit purchased was:

70 truncheons @ 5 shillings

70 pairs of handcuffs @ 6 shillings

70 belts and buckles @ 2 shillings

70 lanterns @ 4s 6d

62 capes @ 5s 6d

7 pairs of leg-irons @ 18 shillings

The use of handcuffs was questioned in court after a policemen was "hooted" for leading a man arrested for misdemeanour through Cambridge in "bracelets" but the magistrates agreed it was his duty (CC7.1852) Similarly Inspector Marson's use of leg-irons was upheld after an action for false imprisonment in a Newmarket Court (CC20.10.1855)

The cost of providing the horses and carts was £337 1s 0d (Quarter Sessions Books)

7 horses @ £25

7 carts @ £15

7 sets of harness @ £5

7 saddles and bridles @ £3 3s 0d

The superintendents were given an allowance for stabling and forage for the horses.

Inaugural Service

On Sunday 4 January 1852, Captain Davies accompanied by about 60 of his officers and men attended an inaugural service at Chesterton church. The sermon given by the vicar, Rev. E. A. Smedley, was based on the text "For rulers are not a terror to good works but evil", The police were earnestly exhorted on their duty to God and man in the execution of their duties.

Thus by early January 1852, the police had been kitted out and prepared physically, mentally and spiritually for the duties they were about to commence.

Some of the Problems

It is difficult to judge how effective the new police force was. There were bound to have been difficulties at first when superintendents, sergeants and constables were all new to the district. The reticent country folk would doubtless regard them as "foreigners", especially as regional accents were much more marked in those days. In villages where a watchman had been displaced (and perhaps had not found alternative employment) the police may have been actively disliked.

Less than three weeks after the force had taken over, there was a long letter of complaint from Waterbeach which, with a population of 1,500, thought it should not share a policeman with Landbeach and Milton. Their watchman had patrolled at night whereas the policeman was more frequently seen during the day and tended to restrict his night patrols to the turnpike road [now the A10] without going into the villages. The complaint arose because four thefts had occurred in about as many nights, none of which the writer of the letter thought could have been done in a few minutes: 10 bushels of potatoes from a pit in one garden; five from another; two or three bushels of apples from a tree; and a quantity of celery. [*Sounds as though a greengrocer had been on night-shift!*] The policeman when told did nothing about catching the thieves. It is probably true that a good watchman who lived in the village would have been alerted after the first theft, would have been more vigilant immediately thereafter and, having his ear closer to the ground, would have been more aware of the most likely "suspects"

Another correspondent in April 1853 claimed "since the rural police were established there have been no less than three cases of theft and one house attempted. The cases of theft are serious, two of them being horses (whereas before the "Rural Police" men were content with stealing donkeys - an expensive change, allow me to assure). The third instance is of hams and rabbits, stolen the very night during which the policeman passed through the parish." The writer came from a parish of less than 150 people though he did not name it and said that no thefts had occurred in the three years preceeding the formation of the police force.

During the first month after the formation of the Cambridgeshire Police Force, George Hancock was arrested for setting light to the thatch of the stable of his former employer, William Woollard of Fen Ditton. Woollard had sacked him for breaking a cart. Hancock thought the cart could have been mended for 6d but it cost him a guinea when he was taken to court. It being quite common for farmers within a village to band together, no other Ditton farmer would then employ him. Pc Frederick Coote had accompanied Hancock to court the previous week, again on some charge brought by Woollard when Hancock had been swearing vengeance on Woollard and saying he would like to shoot the old devil. On the night of the

fire, Pc Coote and Pc Aser Hollingworth were patrolling together in Fen Ditton and saw Hancock near the stable just before the fire and again in the vicinity shortly afterwards. Pieces of rag with which the fire was started matched the material of his mother's apron and Mrs Hancock could not account for the spare material. The magistrates at Bottisham Petty Sessions gave credit to Superintendent Marson for the indefatigable perseverance and tact he had shown in getting the case. Hancock was tried at the Assizes in March when he was defended by Mr Naylor who claimed there was insufficient evidence to establish his guilt. The Judge, Lord Campbell, summed up for a conviction but the jury found Hancock not guilty. As reported, the evidence appeared to be strongly against him. Were the jury convinced of his innocence or were they anti-police? Within a month Hancock received 14 days' imprisonment for breaking a dead fence.

Towards the end of the first year, the Chief Constable quoted two cases of sheep stealing. When seven out of a flock of 35 sheep were stolen and the owner instantly gave information to both the county and borough police, the thief was apprehended before sundown and the sheep returned. But when six sheep from another flock of the same size were stolen and no police officer was informed until a week or more had elapsed., the offender got clear away. The necessity of reporting crime immediately was stressed, the Chief Constable saying "The police must not be expected to know by instinct when and where crime of any description has been committed." Surely in those days the theft of six sheep would be a major item of village news which would have been a matter of common gossip in much less than a week? It is hard to imagine anyone being able to keep it a closely guarded secret even had they wished to do so. It seems likely that the owner of the sheep had no confidence in the police and the constables had made little or no rapport with the ordinary village folk.

Staff Changes

In the first three months, three men had been discharged for drunkenness, which in those days was not unusual though police regulations prohibited entry into licensed premises except as a matter of duty, even out of uniform. Burn (1964) noted that dismissal rarely followed a first or second offence otherwise the Chief Constables would have seen "their forces disappear like snow in a fresh". Three other men were dismissed: one for inefficiency, one for inactivity and one for over-stepping his duty (CC10.4.52)

Misfits may have shown up more at first and although this represents 10% of the force, it is not a high percentage compared with figures for the first year quoted by Burn (1964):

Cheshire	65 out of 214 dismissed
Lincolnshire	39 dismissed, 57 resigned
East Riding	37 dismissed or resigned out of 60
Cornwall	490 appointments made for 180 establishment in 7 years.

These counties all waited until compelled to set up a police force, so then, as in 1840, there would have been more competition to find skilled men to serve as superintendents and sergeants than in the mid-period when Cambridgeshire force was formed.

An instance of a more lenient attitude than one would have expected from the Chief Constable was highlighted in 1856. Pc Thomas Smith, a constable with a "tolerable education" had been employed as a clerk in the office. Davies had frequently desired him to leave because of his drunken and dissolute habits and had shown "utmost indulgence" when he neglected his duties. On one occasion he absented himself for two days and returned in a disgusting state of intoxication. Inspector Barker paid him on Friday 1 August 1856. The next day he was absent and as Barker found him drunk at his lodgings he reported him to the Chief Constable. Smith then absconded, with his uniform, leaving debts behind him, and joined the Grenadier Guards. The police regulations gave the Chief Constable power to stop any debts out of a policeman's pay, stated that no man could leave the force without giving 28 days' notice and made it an offence liable to imprisonment to leave without handing in the uniform. Smith was ordered to pay penalty of £5 or in default to go to prison for a month. Why had Captain Davies kept him in the force for so long? Was he dependent to a certain extent on the man's literacy to fill the clerk's job? In the days before the 1870 Education Act probably many who joined the police force as constables could only read and write with difficulty. As was noted in the initial training, the instruction books were read aloud to the recruits.

Another person who absconded from the Force was Chief Superintendent Lowe who had been made Deputy to the Chief Constable in April 1852. He was suspended from duty and then absconded "under very disgraceful circumstances" though, through the timely intervention of the Chief Constable, no money was lost. The question of surety had been raised in January 1854 soon after a Gloucestershire officer had absconded with £485. The Chief Constable had on appointment been required to give surety for £300 for himself alone and this did not cover other officers. The question of whether the superintendents, through whose hands the men's pay and other monies passed should be required to give either private surety or pay a premium to a guarantee society was discussed. With regards to the men's pay, the rule was that if a constable did not receive his pay within three days of the appointed time he should write to the Chief Constable but meantime a superintendent had plenty of time to make off with the sum of £120 if he chose. The Chief Constable said that when some of the men entered they had not got sixpence to bless themselves and they were all obliged to live up to their pay. It was thought unfair to ask men already appointed to be required to pay for surety; many were not in a position to find anyone to stand bondsman and if they had to pay £1 premium to a guarantee society this should be refunded to them. The chairman thought that unless a man paid the money himself it did nothing to encourage his honesty. After deferment for a year, it was agreed to pay premium for existing superintendents to cover sureties of £100 but for any future appointments the officer must provide for his own surety.

Not all staff changes were for negative reasons. Sergeant Thomas Simmonds successfully applied for the post of superintendent over the parish constables in the Leightonstone Hundred of Huntingdonshire which had no established force at that time.

In April 1853 changes in the pay structure for police superintendents proposed by Captain Davies were accepted. This created a post of Chief Superintendent by reducing the number of third class superintendents from three to two. The chief was to receive £115 a year but to keep the total amount of pay unchanged, each of the other six superintendents had to take a reduction of £5 per year, which seems hard on them. The main reason given seemed to be that it would make it "similar to that of the Essex force". It will be remembered that Captain McHardy's word was taken uncritically when the Cambridgeshire force was formed.

Costs and Savings

The cost of running the newly established county force was rather more than double the old scheme which had been estimated as follows:

Paid to Parish Constables	£739
To Constables under the Paving and Lighting Act	£797
Parish Watchmen at expense of ratepayers	£470
Total	£2006

The approximate cost of running the county force was £4835 per year. To avoid using figures from an incomplete year, rounded averages for the four years between Michaelmas 1852 and 1856 were calculated. There was little variation between the years, except for clothing which was higher on alternate years, suggesting some items of clothing were replaced biennially

	£
Salaries and wages	4020
Forage	255
Clothing	215
Oil and allowances	175
Contingencies	100
Printing and stationery	20
Miscellaneous	20
Treasurer's salary	30
Total Expenses	4835

Against these figures must be set the savings, both direct and indirect.

Direct Savings

These averaged £410 for the four years 1852-6, being highest in the year ending Michaelmas 1854, £527; and then dropping to £362 and £335 for the next two years (and in fact to £318 the following year, the last year for which I have the figures.)

One source of money was from rewards offered for the apprehension and conviction of offenders. This money was received by the superintendents and paid over to the treasurer. Captain Davies proposed that, subject to the sanction of the Police Committee, he should have the power to award a proportion of such awards for outstanding conduct and exertion by a member of the force (CC9.4.1853) It is likely that the custom of offering rewards would decline after the police force was established as ratepayers would think they were already paying the police to do their job! So this might partly account for the decrease in money received.

The other main source of revenue was the fees charged when the police were involved in a court case. The fees (CC7.7.1852) which had to be paid into the Police Account were:

- 1 shilling for serving a summons and return of same to the justices
- 2 shillings for attendance at Petty Sessions
- 6d per mile for conveyance of prisoner any distance to Petty Sessions not exceeding 10 miles
- 9d per mile for 10 miles or more. No back conveyance.

Some magistrates thought this was a tax on justice because where the defendant went to gaol instead of paying expenses these fell on the prosecutor. For instance, a poor man who had three ducks beaten to death had to pay 14s (in addition to the loss of his ducks) for bringing the case to court as the men went to prison. (Had the men stolen the ducks, the case would probably have been tried at the Quarter Sessions and he would not have had to pay the expenses.) The fees were statutory and could not be altered. For assaults and small thefts where the aggrieved person thought the offender could not or would not pay expenses, especially if a journey of some miles would be involved, he might well decide not to bring a case to the Petty Sessions Court. This again might not be fully realised until the police force had been in action for some time and might be another factor to account for a decrease in monies earned by the police after an initial rise.

Indirect Savings

These were mainly the result of the police taking over tasks previously carried out by others, and doing so at less cost to the ratepayer.

Vagrants Captain Davies said from the outset he considered that the nomination of police officers as relieving officers of vagrants would be found essential to the prevention of crime (CC10.1.1852) As has already been mentioned, this was the

practice in the Essex force and Mr Merest had reported that in the Isle of Ely the annual expenses of vagrants had dropped from £10 to £2 per year in Soham. The magistrates recommended the Board of Guardians should place the inspection of vagrants into police hands. Chesterton Union refused and continued to appoint their own relieving officer. (Mr Hicks, who liked to keep power in his own hands, was a member of the Board at Chesterton). It was reported that for two other Boards where the police had taken over, less than one-sixth of the number of vagrants had received money than had been the case in the two previous years.

Inspection of Weights and Measures This task was taken over by the police in April 1855 after the death of Mr William Smith, Inspector of Weights and Measures. Superintendent Lowe was appointed Inspector and granted an extra £12 to cover travelling and all other expenses. The standards were kept at Cambridge. This would cut down the cost of bringing prosecutions as well as saving a salary and the police officers were likely to be more zealous in the execution of this duty. Though it does not prove there were none, in the Staine Hundred no prosecutions were reported in the Cambridge Chronicle for the years 1850-56, but there were 4 in 1857, 12 in 1858 and 9 in 1859 when publicans in Bottisham and Swaffham were inspected. It was said at Swaffham Prior where there were only two prosecutions that all the publicans had been deprived of some mugs but it is "but justice to say that very little deficiency was found, in some cases not a teaspoonful short of measure."

Prisoners to Gaol The conveyance of prisoners to gaol after conviction was another saving that did not show in the accounts.

Watchmen and Parish Constables The main saving, as already mentioned, was in the saving of the money paid to the "lawmen" who carried out the duties either on a full-time or part-time basis before the appointment of the police.

Proposals not agreed The Mayor of Cambridge asked if as many police as could be spared could be put at the disposal of the borough magistrates on the day of the election on the understanding that the aid be reciprocated. Difficulties about serving summons out of the County area and on agreement of expenses prevented the plan coming to fruition (CC7.7.1852)

Mr Hicks proposed that 16 of the County Constabulary should be offered to the High Sheriff to act at the Assizes in lieu of the Javelin men. He proposed that the men should be paid 6s a day which would be a considerable saving of expenses. It was felt that the saving would not be worth while as there would be a reduction of dignity, the Javelin men being a symbol of a retinue of "Chief men", that difficulties might arise if the High Sheriff was from the Huntingdon area and also that the police were particularly busy at the time of the Assizes.

Detention and Prevention of Crime

These two aspects of police duty are really the crux of the matter but it is difficult to judge to what extent the establishment of a county force was an improvement. In the initial stages, villages who had efficient watchmen probably lost out though the cost was about the same - approximately 3d per year rate. Villages who in the past had relied on parish constables, which would have included the majority of the smaller villages, might have noticed an improvement in law and order. This would have been particularly true when the offender came from another parish as police officers were not restricted by boundaries when following up crime. To give some examples: a man from Waterbeach who stole 2 coombs of barley from a farmer in Swaffham Fen was arrested on police information; and Pc Girling traced a trail of wheat from Mr King's farm at Bottisham to a house in Swaffham Prior, both these men were given 6 months imprisonment of which a month had to be in solitary confinement; when the railway line between Chesterford and Six Mile Bottom was abandoned, damaged sleepers were not worth carriage and labourers were given permission to take them, but good ones were disappearing as well. Nearly 900 sleepers were traced by police in the possession of various people living near the line (CC13.8.1853)

Publicans were often reported for opening their houses outside permitted hours and were usually fined a few shillings. Thomas Huber of Great Wilbraham would not allow Pc Yeo who suspected people drinking at 12.30 on a Saturday night on the grounds "that he ought to be master in his own house", but he was fined 50 shillings plus costs. A widow, who kept the Sportsman situated in a lonely spot on the Swaffham Lode, had look-outs for policemen and as people had to call out for her daughter to row them across the river the pub was always closed and the customers had disappeared before the police could get there. A policeman from another area, dressed in plain clothes, eventually succeeded in getting in and Hannah Cornwell was fined £2 plus costs.

Even in those days traffic offences had to be dealt with, such as when a man fell asleep in a wagon and the horses ran into the Superintendent's cart and dragged it along for several yards; or a man was drunk and asleep on the side of the road at Quy while his three horses and wagon stood in the middle of the road. The police took charge of the wagon and returned it to its owner at Wesley - a task which would have been carried out less easily before the force was formed.

The police were also called for emergencies other than crime: for instance the Bottisham Superintendent Marson was sent for when a man collapsed and died by the roadside and supervised the manning of the Bottisham fire engine when a cottage was on fire (CC24.2.1855, 28.2.1852)

It was claimed that the apprehension of 1047 offenders in 1852 fully justified the police. The offenders were distributed as follows:

Arrington	224	Caxton	122
Bottisham	113	Linton	138
Cambridge	236	Newmarket	214

The number of offenders who went to prison showed very little change from 1851 to 1852 and when the crimes for which they were sent to prison were analysed they were remarkably similar, there being only some decrease in the number of offences in the workhouse, willful damage, and misdemeanours; petty thefts and offences under the game laws were up slightly; and as might be expected no change occurred in bastardy or leaving families chargeable.

The Chaplain's report is relevant:

It had been estimated that upon the establishment of a rural police a large increase would be made in the number of commitments, through the increased means of detection; but this is so far from being the case that the decrease of prisoners have been principally since the rural police came into office. It by no means follows, however, that the decrease is owing to the preventive character of the new force: other sufficient reasons readily suggesting themselves, the chief of which perhaps in the greater facility of obtaining work, occasioned by the recent extensive emigration to the colonies and the construction of a railway in an adjoining county - the decrease has been almost entirely in the number of summary convictions."

There are two dangers in taking the number of prisoners as a criteria for crime detection: if as suggested above there was less poverty, fewer people would go to prison because they or their families had no money with which to pay the fines; and the acknowledged fact that in cases of thefts from gardens or orchards and other small thefts, the party robbed preferred putting up with the first loss if the culprit was likely to go to prison and the prosecutor was left to pay the fines.

Let Captain Davies have the last word with two quotes from the Quarter Session Book

Easter 1852 "in view of the antagonism so commonly elsewhere injurious between County and Municipal Police, that this force has received the most active and serviceable co-operation and assistance from Superintendent Jaggard of the Cambridge force to whom I am much indebted and to the Members of the Force under his command."

Epiphany 1855 "There has been a small amount of crime during the past year and almost complete absence of any crime of a grave character - a result in a great degree attributable to the efficiency and good conduct of the force. As to the efficiency, I consider that a large majority of the Men are become thoroughly efficient constables - and as to conduct I have not had a complaint of the slightest importance during all the past year."

5. POLICE STATIONS AND LOCK-UPS

Proposals to erect Lock-ups

In January 1853, the Chief Constable, Captain Davies, recommended to the magistrates that a central station and lock-ups be provided to improve efficiency of the police force. Earl Hardwick agreed that this would double the efficiency of the force and that they need not cost a great deal to build and could be gradually put up as the magistrates thought proper. Dwellings could be attached to them for which the officers could pay the same rent as they did for lodging houses. Rev. Smith enquired whether the Government allowed anything towards costs of running the courts and was told that £12 was paid to each division where the Petty Session were held in a public house (CC8.1.53)

Following this discussion, the magistrates took no further action so Captain Davies raised the matter again at the next Quarter Sessions. He said there were no safe lock-ups in the county fit for the custody of prisoners; several had got away from officers already and it was reckoned a great disgrace for an officer to permit such a thing; but how could it be helped if there were no places for the prisoners to be taken to? This time the matter was referred to the police committee (CC9.4.1853)

At the June Quarter Sessions, Captain Davies was again pleading for each Petty Sessional Division to have a station house complete with cells. Enquiries from neighbouring counties suggested costs would be £1,150 to £1,500 each. No suitable plans had been received. Captain Davies submitted a plan of his own which could be built for £900, on one-sixth of an acre. He pointed out the merits of his plan and estimated that £71 had been lost to the county the previous year because a great deal of the superintendent's time was taken up in taking remand prisoners to Cambridge. He thought money for the stations (say £5,000) could be borrowed and repaid over a 20 year period. Rent from officers would bring in £115 a year which would more than pay the interest. £100 could be saved from the salary of the Inspector of Weights and Measures. His estimate was that the total cost to the police would only be £1,380 spread over 20 years. Captain Davies put forward an alternative plan for station houses costing £650 each but these were not considered to have suitable cells.

Copious information had been received from gentlemen connected with the rural police in other counties and from landed proprietors in favour of the scheme which the Chairman read but he did not convince all the other magistrates. "Do you think, Captain Davies, that if you had these station houses, you could do with less men?" asked one. "No, I do not" he replied "but we should be more efficient." When a proposal to borrow the money was put forward, up jumped Mr Bendyshe to protest about spending public money: "Agricultural interest is depressed and I want fair play for them. If the Government want the police, let them pay. The

magistrates have no control over Captain Davies and I have yet to learn that the police have done any good. If the Government wish to see the County of Cambridge in a military hermaphrodite position let them do it.” Captain Davies began to protest but Mr Hicks immediately rose to point out that the person who brought a report (like Captain Davies) should take no part in the discussion. Captain Davies, by then no doubt thoroughly roused “As a member of that body whom Mr Bendyshe has called an hermaphrodite [‘Order, Order]’, as a member of that body, I will say that if that is the opinion held of the rural police force of the county by the majority of the magistrates, they are welcome to have my appointment. I have been in all parts of the country, as many parts as that gentlemen, and never was insulted before.” Mr St. Quintin tried to smooth things over by saying Mr Bendyshe had not meant it to be personal, but perhaps it would have sounded more convincing if he hadn’t in the next breath begged Captain Davies to retire. The Rev. Hailstone and two of three others hastily seconded the suggestion. There were 9 ayes and 6 noes so Captain Davies left the room.

All the old prejudices arose as the arguments continued. Mr Hicks gave a brief review of the police in which he gave them no praise and proposed that Captain Davies’ proposition should be rejected at once. He contended that “Captain Davies’ figures were all fallacious, his data wrong and therefore his conclusions incorrect.” Mr St. Quintin entirely agreed with Mr Bendyshe and Mr Hicks. Mr Bendyshe who lived at Barrington and had property in Foxton and Orwell said that 50 years ago Barrington had been christened “Beelzebub” by members of Trinity College and the villages were just as bad now as then, there being no improvement since the establishment of the police. Thus his property had not increased in value and he was out of pocket by being taxed to pay for the police.

Captain Davies had however some friends in court. The Rev. Smith said he had heard that before the establishment of the police a number of sheep used to be stolen and since very few were stolen and certain sorts of robbery had been entirely stopped. This kind of discussion was prolonged for a considerable time; and at last the Chief Constable’s plans were rejected by a majority of one (CC2.7.1853)

Newmarket Police Station

In January 1854, Mr Cotton raised the subject of lock-ups. He wanted a commission formed with power to decide on plans and estimates and to order the immediate erection of lock-ups with suitable accommodation for the magistrates in Petty Sessions in every division in the County. In support of this motion, Mr Cotton read various reports from Superintendent Marson of the Newmarket Division, and others. Mr Marson showed that he had been compelled to keep prisoners in his stable and had been obliged to draw a constable from the nearest detachment to watch the person kept for periods of up to 100 hours at a time. Superintendent Marson claimed that if the present system continued he would need an extra constable on his staff,

otherwise he would not be sufficiently free to carry out his own duties efficiently. At one time he had nine prisoners in custody, all waiting a hearing at Newmarket Petty Sessions, and had confined them in the Petty Sessions Room. Mr Isaacson, in whose property the room was and who merely lent it to the magistrates, had given him notice that he would not permit a recurrence of this practice. He appealed to the magistrates as to what he was to do but they just told him to hire a proper place and charge the amount to the contingent expenses.

Reasons for delay were soon forthcoming and Mr Cotton's resolution was lost. The main excuse was that there was still £1,600 due for the erection of the County Courts, so it would be better to wait a year when the debt would have been discharged. Another argument was that the divisions were not entirely satisfactory and changes would be made in their boundaries (CC7.1.1854) (Some changes were eventually made to boundaries, see Appendix 1.)

Three months later, Mr Benyon of Stetchworth who had become increasingly unhappy about the situation at Newmarket, moved that the resolution passed last Session should be rescinded so that he could propose that a lock-up was built at Newmarket. The magistrates had no room to meet in as the proprietors of the Subscription rooms in which they used to meet had refused to let them because of dilapidations caused. Lately they had met in the County Court but that had now been taken away from them. Prisoners were still being kept in stables as there was no other proper place for them to be held. In 1852 prisoners had been held for 3209 hours; in 1853 for 3924 hours; and in 1854 for 4699 hours. The problem was increasing and some prisoners had escaped. Mr Hicks objected to rescinding a resolution which had been passed but nevertheless the voting was 11 to 6 for a change of mind. Sir St. Vincent Cotton urged the necessity of lock-ups in Cambridge. Mr Benyon, having gained his point about Newmarket, thought it was best to erect one and see how it worked. He proposed that a committee be set up to get plans and tenders. Mr W. Hamond proposed that the committee be empowered to erect a lock-up at Linton also, and this was carried without much further argument (CC8.4.1854) So at last the way was clear for the first two lock-ups to be built.

Mr Benyon then told the Bench that he had heard that the Public Hall in Newmarket was for sale for £1,750 and he did not know of a more eligible purchase. This was greeted with laughter yet nine months later the committee brought the same idea forward. It was reckoned that for an additional £250 this theatre could be converted to a residence for the superintendent and constables, four cells, stables and coach-house and a room complete with furniture for Petty Sessional meetings. They justified the expense by saying Newmarket needed a larger station than elsewhere and they were unable to obtain an alternative site. Rent from constables and saving of allowances then made for lodging prisoners were calculated as £35 per annum and it was thought that Suffolk would be glad to pay £20 per annum for the use of the buildings. Efficiency of the police would be increased at rate of 1¼ men and there would be no conveyance of prisoners to and from Cambridge which would also save wear and tear on carts.

The Earl of Hardwick thought the cost was "preposterous and absurd". If they began with the theatre at Newmarket or spent £1,000 at Linton, every division would want one as good as his neighbour. Prices for other counties were quoted as £1,000 in Norfolk, £1,150 in Bedford, £1,200 in Hampshire and £2215 18s in Suffolk. ("More shame for them" was the cry of several gentlemen) Mr Benyon said he had been all over Newmarket and there was no other site, no waste ground in the town and as the paddocks let for £4 per acre, there was no land available for building. Some magistrates felt there was no need for the police station to be in the town and after a long discussion, the plan was rejected by 16 to 6 (CC16.1.1855)

In March 1855, an advertisement was inserted in the Cambridge Chronicle for about $\frac{3}{4}$ acre of freehold ground in or near the town of Newmarket in Cambridgeshire whereon to build a police station (CC3.3.1855). The following week a letter appeared saying the lock-up would be better situated in Fordham and urging the re-organization of the divisions (CC10.3.1855)

Half an acre near the railway station was offered for £200 by Mr Elnathan Flatman (CC5.1.1856) and though this appeared a large sum the committee urged the magistrates to accept it as the most eligible that presented itself. A plan was shown to the magistrates which had been agreed with the architect, Mr Clark of Newmarket, at an estimated cost of £900. The magistrates did not like its outer appearance. It was suggested that the matter should be delayed in order to procure a plan combining the same convenience with a more picturesque exterior, but by then some magistrates were getting impatient of delays and the report was adopted. The building of Newmarket police station was ordered to start forthwith with Mr Clark in charge under the supervision of the magistrates of the division (CC7.4.1855)

Tenders were invited and Mr Samuel Weeley of Newmarket was successful with an estimated cost of £1,000. Completion was due in November 1855, £2,000 was borrowed from the Lunatic Asylum Fund for the Newmarket and Linton stations, to be repaid by half-yearly installments of £500. (Money had been set aside for Fulbourn Hospital but there were delays in getting the building started) (CC7.7.1855). In January 1856, when the building was nearing completion, Mr Benyon applied for some extras costing £150. He was given leave to spend up to £15 on furniture but to give notice for the remainder to be discussed at the next sessions (CC5.5.1856). Then the expenditure was granted for a fence next to the road to replace the old rotten one (£66 12s), articles for the magistrates' and other rooms (£35), levelling and draining and wash-houses for the police (£48 8s)

The superintendent was allowed £5 for cleaning and attending the station, justices' rooms etc. and for the provision of searching female prisoners. Each cell was to be furnished with two rugs, one bed and bolster and ticking for straw. In addition an iron bedstead was to be provided for female prisoners, 4d per meal was allowed for each prisoner with not more than three meals a day. The suggested rents were £5 for the Superintendents, £4 for inspectors and £3 for constables. Parochial rates and taxes were to be paid by the county.

Linton Lock-up

Two plans were put forward for the Linton lock-up. Both "possessed some claims to architectural embellishment." Estimated prices were £920 and £1,040, and a saving of £30 per annum and one constable were expected. The plans were referred back to the committee after discussion (CC6.1.55) By the next Quarter Sessions, Mr Keane had offered 2a 2r 2p of land to the committee for £60, expressing his desire to serve the county. There were a number of cottages on the site, and he made a condition that if the county wished to dispose of it later then he or his representatives should have first choice. There was excellent stone on the site that might be made available for the building. The same plan as Newmarket was adopted and the supervision was in the hands of Mr R. Rowe of Cambridge. The tender of Messrs. Gray and Son of Cambridge was accepted for £987. This station was to be completed by November 1855 (CC7.7.1855). Some weeks later it was reported that "the new works at the police station have suffered damage in consequence of various depredations by idle and disorderly persons." The magistrates offered a reward on conviction of the offenders and gave notice of their intention to prosecute all trespassers on the site (CC4.8.1855)

Linton station was ready for occupation in April 1856, though further cupboards were needed which would cost £6 15s (CC5.4.1856). Mr Rowe was paid £65 4s 6d for services in connection with the Linton Police station (CC18.10.1856). The total cost of Newmarket and Linton stations was £,2798 15s 9d (CC10.1.1857).

Earl Hardwick's Views

Earl Hardwick of Wimpole Hall had decided views on the police stations which he stated every time the matter came up! He had been one of the Cambridgeshire MPs from 1832-1834 and had also been MP for Reigate. He succeeded to the title in 1834 on the death of his uncle, and at that time became Lord Lieutenant for the county which post he maintained until his death in 1873. He had served in Peel's administration in 1841 and had been Postmaster General under Lord Derby in 1852. Although by then on the Royal Navy Retired List, he was made a Rear Admiral in 1854. He therefore always felt entitled to state his views in a forceful manner! His son, Hon. E. T. Yorke, was a MP and also the chairman of the magistrates.

Earl Hardwick's idea of the ideal police station was that it must be a square building with flanking towers, containing windows or loopholes from which the police could fire in all directions. "They must be able to retire upon it, defend themselves if hard pressed and then sally forth in the furtherance of the ends of justice". The station should contain residence for a certain number of constables and a small room where one or more prisoners could be locked up. Such a building could be put up for £400 and he would undertake to build one for every division for that price. One could be put up every five years and the county would never feel

the cost. Owners of land might be willing to build them and let them to the County. It was quite unnecessary to employ an architect as "buildings of an architectural character would be simply useless". He did not consider a room for Petty Sessions was necessary and saw no reason why horses and carriages shouldn't be put up at the public house to save providing stabling and carriages houses (CC6.1.1855, 5.4.1856)

The Earl of Hardwick stated there must be "uniform plans for every station, as by that means they would prevent jealousies and tendency to rivalry which would result if one station were better than another" (CC5.4.1856). At an earlier meeting when he had made a similar remark, the chairman said they had gone over the point over and over again "as the noble Earl might have known if he had been a regular attendant at the Sessions." Naturally the earl did not take kindly to the remark from his son and said he had a right to discuss it now if he liked.

Arrangements for the Cambridge Division

The Chief Constable lived at Wentworth House, Chesterton Road, Cambridge. His Deputy, Chief Superintendent Lowe was also stationed in the Cambridge Petty Sessional Division until 1856 when Captain Davies found it necessary to suspend him (see Chapter 4). As a consequence of this event, Captain Davies urged the magistrates at Michaelmas Quarter Sessions 1856 to make immediate provision for a lock-up at Cambridge.

Since the matter had been first mooted, it had been discovered that there was a room under the County Courts which with a little alteration could be adapted as a lock-up. It had been originally intended as a waiting room for prisoners but had never been used for that purpose. The Governor of the Gaol had no use for it so the room was handed over to the Chief Constable for a lock-up. The necessary alterations were authorised provided they did not cost more than £15 (having been estimated as £13).



*Wentworth House, home
of Chief Constable.*

At Wentworth House, Captain Davies had an office and store. It was usual to make an allowance for their provision but none was made in Cambridgeshire. Rev. Smith raised the matter and said that either an allowance should be made or the Chief Constable's pay increased in consideration of his providing them at his private dwelling. He proposed an allowance of £40 per annum. Captain Davies was in favour of the continuance of the store and office at his residence until such time as general police buildings were provided, as this enabled him to have all transactions immediately under his inspection. Although the magistrates were understood to agree with the justice of making an allowance to Captain Davies they voted against it by 9 to 4 on the grounds that it would be better to wait as negotiations were under way with Huntingdonshire (see next chapter) (CC18.10.1856).

Proposals for Bottisham Police Station

By the time Newmarket and Linton lock-ups were completed, Rev. Hailstone (then living at Anglesey Abbey) was pressing for one to be built at Bottisham (CC5.1.1856). A committee report, put forward at the Easter Quarter Sessions said that Bottisham magistrates had formerly held their sittings at the Bottisham Swan but as that was closed they were compelled to sit in another public house where the accommodation was wretched and was not calculated to inspire respect of the law. (The Swan must have been closed temporarily, perhaps for illness, as Mrs Prince did not give up until December 1856)

Mr Hailstone offered a piece of land containing nearly ½ acre; Mr Clark, architect of the Newmarket Police station had prepared plans, specifications and estimates for the committee. The design was based on that for Newmarket and Linton but smaller, being neat and plain, suitable in every respect for a country place like Bottisham: a separate shed, a separate cell and a separate room for the justices and living quarters for the police constable. Rev. Hailstone disagreed with Earl Hardwick about uniformity and said each division must be governed by its own circumstances and must judge its own necessities. The report concluded by recommending that the contract for the work should be offered to Messrs. Hunt and Stevens of Swaffham Bulbeck, most respectable builders, provided they were willing to execute the work for the estimated amount. Earl Hardwick thought the work should go to tender and then went on to move a postponement of Bottisham station until a uniform plan could be agreed. Rev. Fendall seconded the amendment, and went further by suggesting that no station was needed there as it was only 7 miles from Cambridge and six from Newmarket so the division of Bottisham could be divided between these two.

Rev. Hailstone, while agreeing in principle about public buildings going to tender, said he made the recommendation because of his knowledge of the men. Work done by strangers was imperfectly done and he preferred not leaving this work to jobbery. After further discussion, Mr Hailstone's motion was lost by 10 votes to 6.

He therefore asked for the expense of the plans and estimates to be met by the County and it was agreed to pay the £8 bill as it was expected that the plan would be serviceable later. (CC5.5.1856, 5.7.1856) So Bottisham then had to wait its turn with the other two divisions still without police stations.

The Design Competition

The Government Inspector, Colonel Cartwright, who made his first visit to Cambridgeshire in November 1856, stated that each division should have a lock-up. The Inspector also recommended an alarm system which the prisoner could use in case of illness. The Earl of Hardwick recommended that this be mechanically constructed so that if prisoners pulled it for amusement it could be "unshipped" so that the prisoner might then pull till he was black in the face. He offered to lay before the court a scheme embodying his ideas, with specification and estimate. He would get his ideas carried out by a practical builder and the matter could then be referred to a committee to alter, amend or reject as they thought proper. The offer was accepted, but presumably the committee did not like his plans as nothing more is recorded of them (CC10.1.1857)

The following advertisement dated 15th April 1858 appeared in the Cambridge Chronicle and other papers:

To Architects

Notice is hereby given, that the Magistrates of the County of Cambridge are desirous of receiving a PLAN for POLICE STATIONS and LOCK-UPS, with Room for Petty Sessional Meetings, to be erected in such of the Divisions of the County as are not already provided with them, at a cost not exceeding Eight Hundred Pounds for each Station. A Premium of Ten Pounds will be given for the Plan selected (if approved by the Secretary of State, as required by 3 and 4 Vic. cap 88, sec 12)

Any information as to the accommodation required in the buildings may be obtained on application to the Chief Constable (Capt Davies, R.N.) Wentworth House, Cambridge.

The Magistrates reserve to themselves the option of purchasing the Plan which may be selected, at the sum of Ten Pounds, in full discharge of all claims against them on the part of the architect, or of employing the Architect of the selected Plan to carry out the work, at the usual amount of remuneration.

The Plan with full Specifications and Estimate are to be lodged at my office in Cambridge, on or before the 5th Day of May next.

H.H.Evans, Clerk of the Peace

8 Freeschool Lane, 15th April 1858

A large number of designs were submitted by professional architects for the competition and the magistrates met on 7th May to consider them. After looking them over, they adjourned further consideration until 25th May. When they met then only three were laid upon the table. But hardly had this been done when Mr St. Quintin rose to say that there was a set of plans in existence which he thought

should also be considered. They had been drawn up by the chairman, the Hon. Eliot Thomas Yorke, M.P. Mr St. Quintin had seen them, he knew they were in Cambridge and he begged that they might be sent for as he was sure they would meet the approval of the court.

The chairman said it was true that he had embodied his ideas in a plan which had been drawn up for him by Mr Gerrard of London, and had shown them to the committee. He then felt it was a false move as he was to be one of the judges. He had no idea his friend, Mr St. Quintin, would make such a proposal but he was in the hands of the court. Rev. Hailstone seconded the proposal that they should be sent for, and as they seem to have been conveniently near at hand they were soon produced and submitted under Mr Gerrard's name. The magistrates then considered the following plans:

Mr Gerrard, London (includes stables)	990 guineas
Mr Hutchinson, Huntingdon	800 guineas (700 without stables)
Mr Clark, Newmarket	750 guineas

The plan submitted by a Bristol firm was disqualified as it had been received too late for inclusion in the competition!

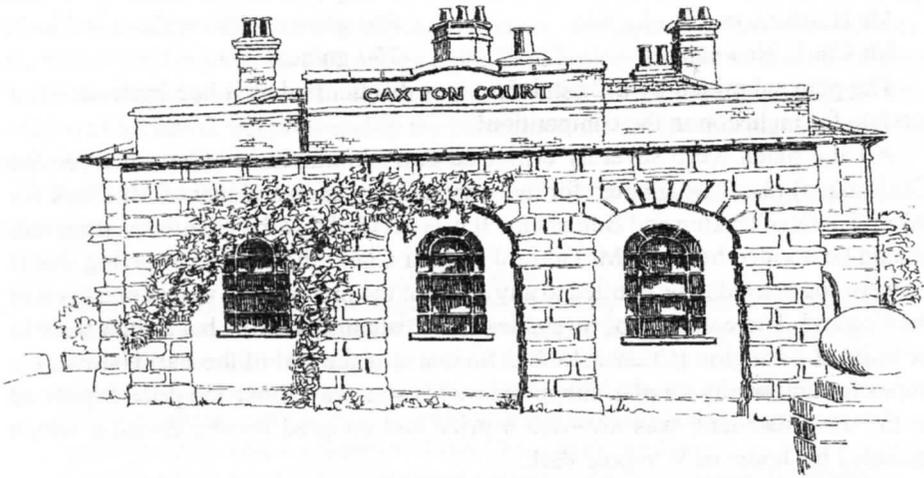
All the plans were severely criticised and ultimately Mr Gerrard's (or the Chairman's) plan was adopted for the Arrington division and that of Mr Clark for the divisions of Caxton and Bottisham. It was decided that the 20 guineas premium should be divided between Mr Gerrard and Mr Clark, the Chairman saying that if he were considered to be entitled to any share of the premium he would present it to the County! There were to be no stables at Bottisham or Caxton but stables were to be built at Arrington (CC29.5.1858). So that was the end of the Earl Hardwick's hopes for uniformity - a plan submitted by his son, way above the price stipulated in the advertisement, was awarded a prize and adopted for the division which included his home of Wimpole Park.

Understandably the decision was criticised by one of the competitors whose letter ends:

A plan sent in by a Bristol firm was not allowed to compete, it being presented too late. Too late indeed! when the Hon. Chairman's plan three weeks after he had considered the other designs, was introduced only five minutes before the time of the decision. Is this Justices' justice? Considering the inconsistency and illegality of the act, the assumption of modesty and feigned propriety, by the Principal, is amusing; and the abject toadyism, the hasty and unconsidered acquiescence in the wrong act, and rejection of the Bristol design, under the circumstances, is indeed very remarkable. I trust your readers will refer to the report, and architects generally be warned against such invitations in future, seeing that they are required merely to supply brains to amateurs, to inflate false pride, and furnish feathers for the shaft that is to overpower them." (CC5.6.1858)

The Final Buildings

After this, although plans went smoothly for Bottisham and Caxton divisions, both of whom had their stations completed by July 1859, it was not so for the Arrington division. In July 1859, the Hon., Yorke said further reflection had shown that Arrington division needed two police stations, one at Arrington and one at Melbourn, and asked for the order to build Arrington station be rescinded. He said the two could be built for the amount proposed at Arrington. A committee was set up to find two suitable sites and one was soon acquired at Melbourn. The Caxton plan was used and the station was completed by July 1860 when £434.16s was paid to Mr Bird the builder.



Caxton Police Court

There was difficulty in obtaining land at Arrington, most of which belonged to the Earl of Hardwick. Mr Gerrard became impatient when his plans were shelved and after correspondence the magistrates agreed to give him 20 guineas compensation for the plans he had prepared. At that time the Earl of Hardwick did offer a piece of land near the Hardwick Arms on a 60 year lease with a rental of £2 per annum and a covenant that the lease could be renewed for a further 60 years. Because of his family interests, the committee failed to negotiate with him (perhaps they wanted to buy outright or thought the site unsuitable). The Earl strongly denied that he was anxious for the police station to be built on that particular spot near the public house or that he wanted the police station for the protection of his game, both of which were generally runoured after his seeming intransigence. Arrington had to wait another six years for its police station which was finally built in 1866.

6. AMALGAMATION WITH HUNTINGDONSHIRE

Before the 1856 Act

Huntingdonshire did not set up a county police force before it was obliged to do so under the 1856 County and Borough Police Act. The boroughs of Huntingdon and Godmanchester had their police under the control of their respective watch committees. Each Petty Sessional division had a superintendent in charge of the parish constables who fell within that division. Sir George Grey, Secretary of State wrote to the Huntingdonshire magistrates calling their attention to the advisability of joining their own force with that of an adjoining county, as was allowed under the 1839 County Police Act. After due consideration, they thought that Cambridgeshire would be the most convenient, partly because of its proximity and partly because of the energy and ability of the Chief Constable, Captain Davies.

Discussion with Cambridgeshire Magistrates

Cambridgeshire magistrates received a letter from the Huntingdonshire Clerk of Peace at the October 1856 Quarter Sessions asking them to consider a consolidation of the forces whereby one chief constable would act for the two counties. As not many magistrates were present, a special meeting was called for 1st November 1856 to consider the matter. (CC15.10.56)

At this meeting, Hon. E. T. Yorke, chairman, began by outlining the situation, which he compared with the army with two regiments under one general. He felt that both counties would benefit. There would be from 40 to 45 men in Huntingdonshire and from 70 to 75 in Cambridgeshire. Captain Davies' energy had shown that he would be fully competent to take command of the larger number. James Rust, M.P. spoke on behalf of the Huntingdonshire committee and his deputation then withdrew so that the Cambridgeshire magistrates could discuss the matter freely. The proposal to give Captain Davies charge of both counties was made by Rev. Thornhill (Boxworth) and seconded by Hon. Col. Duncombe who lived on the borders of the two counties. The Earl of Hardwick was not present but this did not stop him making his views known. In a letter he stated that one force for Cambridgeshire and Huntingdonshire would increase efficiency and he had no objection to Captain Davies being in charge but he was not in favour of two separate police forces under one chief. This point was thought to be invalid since each County must levy a rate for its own police force.

When Captain Davies was asked his views on the plan, he had no hesitation in saying it would be an improvement. He felt when he took office that his sphere of duty was too small and should have included both Huntingdonshire and the Isle of

Ely. His powers would be much strengthened by commanding both forces and it would give him greater flexibility for promoting an efficient man from one force to the other. Once the principle of a Chief Constable for the two county forces had been agreed, the Huntingdonshire deputation were recalled and entered into a conference with the Cambridgeshire police committee (CC8.11.1856).

Plans for the Establishment

At the Huntingdonshire Epiphany Quarter Sessions, 1857, plans for the establishment of the county force were set out. The committee recommended a force of 40 men. The population of the county was 64,183 (or 57,950 excluding the two boroughs) and the area approximately 360 square miles. Most counties had about one constable for every 1500 population and an area not exceeding nine square miles. The proposals were for a superintendent in each Petty Sessional division with a sergeant under him - except for the largest division of Hurstingstone which should have an inspector under the superintendent at Ramsey where there was a county lock-up. Superintendents were to continue as Inspectors of Weights and Measures but the fees and portions of fines which had been part of their perks were in future to be handed over to the police rates. Each superintendent was to have his own office and was to continue to be provided with a cart and harness though he had to pay for the horse, stabling, forage and upkeep of the cart from his salary. There were to be 12 constables in the Hurstingstone division, 6 in the Leightonstone division and 7 in both the Toseland and Norman Cross divisions. They were to be provided with a uniform which differed from that of the Cambridgeshire police.

Proposed expenditure on salaries were:

One Chief Constable (if serving for Cambs also)	£180
(if Hunts only)	£250
One Superintendent for Hurstingstone Division	£150
Three Superintendents for other divisions £140 p.a.	£420
Inspector at Ramsey, inclusive of stationery	£ 70
Sergeants for other three divisions £1 3s. per week	£179 8s
10 1st class constables £1 per week	£520
12 2nd class constables 18s. per week	£561 12s
10 3rd class constables 16s per week	£416

One superintendent to be appointed deputy chief with £10 more per annum. Cost of uniform, stationery and office were estimated at between £250 and £300 per annum. The total cost was not expected to exceed £2,900 per annum in ordinary years though there would be extra expenses at first in providing station houses and lock-ups where required. As the Government would pay $\frac{1}{4}$ of the cost if they established an efficient force, the rates would not rise more than 1d as they were already paying $\frac{1}{2}$ d rate for having a superintendent in each division.

Appointment of Captain Davies

The above part of the report was passed with little comment, but on the question of the appointment of Captain Davies the magistrates were sharply divided. The police committee put forward the argument that the two counties jointly covered 520,000 acres and the total population (including Huntingdon and Godmanchester) was around 152,000 which was a smaller area and population than most chief constables controlled, and that the agricultural nature of the whole area and the nature of the boundary between the two counties made it eminently suitable for amalgamation. Captain Davies was regarded very highly by the committee but perhaps they sang his praises too loudly.

The Earl of Sandwich said "Captain Davies, Captain Davies, nothing but Captain Davies. There is no doubt that Captain Davies is a very good man but he admitted that when he first had office he knew nothing of his duties; there would be no great difficulty therefore in any other competent man quickly making himself master of them."

Rev. Strong said that while he did not doubt Captain Davies qualifications "When a golden image has been set up, it is too much to ask us all to fall down and worship it without at all testing the material of which it is composed. Those who drew up the report, it was evident, were staunch friends of Captain Davies." The Marquis of Huntly also thought they should have their own chief constable. The Marquis lived furthest from Cambridge and said it was necessary to ensure that the force was efficient in that part of the county where so many railways were centred.

The name of Major Chester was put forward but an opinion was expressed that though he was a good military officer it did not follow that he would make a good policeman.

J. M. Heathcote who moved the adoption of the report supported it on the grounds of economy but also thought it would be more efficient "If Sebastopol had been under one general instead of two it would most likely have been to the advantage of the force and the detriment of the enemy."

After three hours discussion, it as eventually passed by 17 to 15 to seek Captain Davies services, provided the Huntingdonshire magistrates would have legal power to dismiss him without obtaining Cambridgeshire's consent. It had to be decided whether the chief constable could simultaneously hold two separate appointments (CC10.1.1857)

The magistrates met again at the end of January 1857, ostensibly to settle the question of rights of dismissal but all the arguments flared up again. A letter asking for advice had been sent to the Secretary of State, but an unhelpful and non-committal reply had been received from Whitehall.

"Sir George Grey thinks that there may be some doubt as to the power of the Huntingdonshire Magistrates in such case; yet he is inclined to the opinion that they may have the power of dismissal, if such a condition is made part of the

agreement for this joint appointment. Sir George Grey, would, however, suggest it will probably be the best course for the magistrates to take a legal opinion upon this point."

Both sides were able to take the letter as supporting their own viewpoint! T. Fellowes M.P. did not consider it a joint appointment, but an appointment for Huntingdonshire with a separate force and a different uniform. He proposed that the police force about to be established should be placed under the same Chief Constable as Cambridgeshire until dismissed by Huntingdonshire; that the magistrates had the liberty to enter into any agreement with the two boroughs; and that the salary should be £180 per annum with an allowance of £70 for horse and travel expenses. Mr Tillard thought it must be a joint appointment if Captain Davies was willing to accept a salary of £180 when the minimum should be £250. He thought that by having one less superintendent they could have their own chief constable who could reside in the county. He stated that Godmanchester and Huntingdon would not amalgamate with the Huntingdonshire police if it were joined with Cambridgeshire. The Marquis moved an amendment. The farmers and middle class were opposed to amalgamation. The county was able to govern itself and it was the duty of any Englishman to repudiate centralization.

Points were put for and against the large area of responsibility. "If a spider increased its web it could catch more flies, but two spiders could catch more flies than one with an extended web". However, the main arguments centred on the age of Captain Davies. He was officially too old when appointed for Cambridgeshire, and six years later his opponents were well aware of this fact. The Earl of Sandwich thought it wrong to increase a man's duties when he had nearly reached superannuation, especially as the Secretary of State had refused to appoint someone of 50 in Yorkshire. Rev. Strong felt they were trying to get him to ignore an Act of Parliament. Captain Davies was not a fit man "unless they could make the shadows go back some degrees on the dial of his life." But as the M.P. James Rust pointed out "The one who makes the rules has the power to relax them." It was not like a new appointment as he was already a chief constable and the legal opinion of Sir Fitzroy Kelley was that they would be able to dismiss him as long as they appointed someone else in his place. In general, although the opponents appeared stronger in argument, they had not numerical supremacy and the resolution to appoint Captain Davies was passed by 15 to 11. (CC31.1.1857)

Chief Constable's Pay

In March 1857, the Cambridgeshire magistrates formally agreed to the Huntingdonshire police being placed under the management of Captain Davies and reduced his salary to £170 per annum with allowances of £80 per annum for horse and travelling expenses (CC14.3.1857) Thus he received equal amounts from both counties, his salary from Cambridgeshire being £10 less and his expenses

£10 more. Overall his pay increased by £50 and his allowances by £50. His salary of £350 was well within the limits laid down by the Secretary of State in 1856, which said they should not be less than £250 and not more than £500 inclusive of allowances (CC16.11.1857)

Establishment of the Force

The enrolling of the Huntingdonshire force commenced on 13 April 1857 and the first distribution took place on 1st June 1857. The previous day the new police force "a very respectable-looking body of men" had been inspected and approved by Colonel Cartwright, the Government Inspector. On the Sunday they attended St. Mary's Church, Huntingdon, when the Rev. R. C. Black took occasion to allude to their responsibilities and duties.

Six of the less important posts were left vacant at first, but by July all but one were filled. The magistrates agreed to raise all private constables' pay by one shilling a week to meet the recommendation of the Government Inspector (CC4.7.1857). John Copping was superintendent of Norman Cross division, and Richard Constantine Barker for the Toseland Division. Superintendent John Marson was appointed deputy chief constable, having served under Captain Davies since the formation of the Cambridgeshire police, first at Bottisham and then at Newmarket.

At the first Quarter Sessions after the police force came into being, Captain Davies' report showed that he was well in charge. He had found the fees had been "more or less, wholly or partially, remitted or the scale altogether repudiated. The receipts up to this was almost nil." He requested the magistrates to set standard rates which would be paid to the treasurer to help defray expenses. He also found that the standards being used by the superintendent for inspecting weights and measures needed adjusting. He reported that repairs were needed for the lock-up at St. Ives.

The Boroughs

Godmanchester and Huntingdon each had their own small police force under the control of the relevant watch committee. The 1856 act allowed them the choice of amalgamation with the county force or remaining independent (as did the Cambridge Borough Police). If they remained independent they would receive no government grant against expenses as boroughs with populations of less than 5,000 did not qualify for the $\frac{1}{4}$ received by the larger boroughs and counties (if efficiently policed). (Reith, 1956) Provision was made in the plans for facilitating the consolidation of the boroughs into the Leightonstone division and the magistrates hoped they would become part of the county force. (CC10.1.1857) However, they both decided to remain separate when the force was first established though it was stated that they would lose the benefit of the rural police in their respective townships (CC18.4.1857)

a. Huntingdon The decision to join with the county police must have been taken within a few months of its establishment. In August 1857, it was reported that the Town Council had received application from two of the late borough police constables for compensation for loss of their job due to amalgamation. Stephen Ayres was said not to warrant it and it was not clear what was decided about Joseph Yates (CC8.8.1857)

In October 1857, the Chief Constable drew the court's attention to the necessity of providing a proper police station at Huntingdon, which had become the headquarters of the constabulary of the borough and county combined. The existing lock-up, transferred from the borough, was unsuited for the enlarged area it served and was "in a condition not to justify the retention of prisoners in it." The site was in a good position though extremely limited in size. Captain Davies thought that a small convenient station house for two resident officers could be built upon it, with a lock-up included. He had sketched his ideas of how it could be converted. (CC24.10.1857)

b. Godmanchester In February 1857, before the establishment of the rural police, the Town Council agreed by 9 votes to 4 that "it was not desirable to consolidate the police of the borough with the county". (CC14.2.1857) Before the end of June the ratepayers of Godmanchester got up a petition signed by 120 people, urging the Town Council to rescind their earlier resolution. A resolution to this effect was put to the Town Council on June 24th, but an amendment was soon forthcoming "that the Council appoint two efficient police to act under the watch Committee." Six voted for the amendment and eight for the resolution. A committee of five were elected to carry out their wishes after they had passed a resolution "embracing the opportunity to join in the county force." (CC27.6.1857) No doubt the council members were swayed in part by the thought of qualifying for the government grant. When the committee met the magistrates to confer with them as to the terms on which the amalgamation could take place, the principal part of the agreement was that the borough should contribute a yearly sum of £92 by quarterly installments, $\frac{1}{4}$ of which would be returned by the Government, making a net payment of £69 for which two policemen would be stationed in Godmanchester.

Completed force

Thus the Huntingdonshire Police force was complete. Less than a year after its establishment, at the January 1858 Huntingdonshire Quarter Sessions, Chief Constable Davies reported "Force is numerically complete and for the time it had been in existence, was fairly efficient. The conduct of the officers and men had been generally satisfactory."

Appendix I

Petty Sessional Divisions

In 1851 when the Cambridgeshire police force was formed, the county was divided into six Petty Sessional Divisions. Arrington and Melbourn Divisions had joined together on 1 May 1848 and are shown here as Arrington. Barton and Comberton transferred from Arrington to Cambridge in 1855. Newton, Harston and Hauxton transferred from Melbourn to Cambridge in 1858.

Division	Acreage	Pop.1841	Pop.1851	Pop.1861	Houses 1861
Arrington	58064	15103	16557	14759	3024
Bottisham	30823	7997	8611	8523	1852
Cambridge	63027	17551	20882	22881	5017
Caxton	32270	6646	7286	7237	1459
Linton	45999	12255	13247	12775	2727
Newmarket	70273	18719	21357	18885	4052

The villages in each Division were as follows:

Arrington Division		Arrington	Barrington	Barton	Comberton
Croydon	Eversden Lt	Eversden Gt	Harlton	Haslingfield	
Hatley East	HatleyStGeorge	Orwell	Shingay	Tadlow	
Wendy	Whaddon	Wimpole			

Former Melbourn Division		Abington Piggots	Bassingbourn
Fowlmere	Foxton	Guilden Morden	Harston
Kneesworth	Litlington	Melbourn	Meldreth
Shepreth	Steeple Morden	Thriplow	Newton
			Royston

Bottisham Division		Bottisham	Cherryhinton	Fen Ditton
Fulbourn	Horningsea	Reach (Part)	Six Mile Bottom	Stow cum Quy
Swaffham Bulbeck		Swaffham Prior	Wilbrahams Great & Lt	

Cambridge Division		Boxworth	Chesterton	Childerley	Conington
Coton	Cottenham	Dry Drayton	FenDrayton	Girton	Grantchester
Histon	Impington	Landbeach	Lolworth	Long Stanton	Madingley
Milton	Oakington	Over	Rampton	Shelford Gt & Lt	
Stapleford	Swavesey	Trumpington	Waterbeach	Westwick	Willingham

Caxton Division		Bourn	Caldecote	Caxton	Croxton	Elsworth
Eltisley	Gamlingay	Gransden Lt	Graveley	Hardwick	Kingston	
Knapwell	Longstowe	Papworth St. Agnes		Papworth Everard		
Toft						

Linton Division	Abington Gt & Lt	Babraham	Balsham	Bartlow
	Carlton cum Willingham	Castle Camps		Duxford
	Hildersham	Hinxton	Horseheath	Ickleton
	Linton			Linton
	Pampisford			
	Sawston	Shudy Camps	Weston Colville	West Wickham
	West Wrating	Whittlesford		

Newmarket Division	Ashley cum Silverley	Borough Green	Brinkley
	Burwell	Cheveley	Chippenham
	Dullingham	Exning	Fordham
	Isleham	Kennett	Kirtling
	Landwade	Newmarket (part)	
	Reach (Part)	Snailwell	Soham
	Stetchworth	Wesley	Waterless
	Wicken	Wood Ditton	Saxon St



Appendix 2 Crime Statistics

Summary of convictions

Summary convictions	1848	1849	1850	1851	1852	1853
Poachers/game laws	53	86	80	91	98	67
Assaults	49	51	83	76	72	39
Leaving families	23	17	15	13	15	23
Bastardy	4	9	10	11	-	6
Vagrancy	7	21	19	9	10	7
Offences in workhouse	51	49	36	35	21	8
Willful damage	53)	30	38	37	29	26
Petty Theft)	25	17	18	21	9
Misdemeanours	14	11	19	33	31	20

Committed for trial

Aggravated assaults	-	4	8	7	2	1
Bigamy	-	1	1	-	-	-
Murder	2	-	3	-	-	-
Manslaughter	1	1	1	-	2	3
Unnatural offences	1	3	2	-	-	-
Rape	-	-	1	1	1	-
Arson	8	13	9	11	11	1
Feloniously stealing	90	79	84	78	81	77
Misdemeanours	11	9	9	6	7	-
Debtors	51	49	-	-	-	-

Summary convictions	254	299	317	323	297	205
Committed for trial	102	108	118	103	104	82
Total	356	407	435	426	401	87

Educational standard

Read well	158	101	97	230	255)	144
Read imperfectly	49	69	187	40)	43
Not read	149	168	154	156	146	100
Write	87	100	110	89	99	69
Refused instruction*			50	35		10
Learnt to write*				20		
Learnt to read*				32		15

*information for other years not known. In 1851 improvement in discipline by the schoolmaster achieved better results, and improvements again in 1852-3 In 1853 half the summary convictions are for less than 21 days, denoting the general mildness of their character. Poaching and assaults are most numerous and nearly all cases of assault had their origin in drunken brawls.(CC22.10.1853) Steady decline in offences in workhouse. If debts are excluded from 1848, very little difference between 1848 and 1853 overall figures.

Number of previous convictions

	1848	1849	1850	1851	1852	1853
1st conviction	220	241	268	235	239	172
2nd	73	87	86	93	72	63
3rd	25	33	32	42	41	16
4th	8	19	18	21	21	12
5th	8	7	9	10	7	11
6th	8	4	7	9	8	3
7th	9	4	3	6	5	3
8 or more	5	11	10	10	8	7

In 1848, Ann Milner appeared in 20 times

In 1850 a woman in Caxton workhouse was convicted 21 times

15 appeared twice in same year, 1 appeared 3 times and 1 4 times

Young Offenders

Age	1848	1850	1853
8	-	2	-
9	-	-	1
10	-	-	-
11	-	-	1
12	4	1	5
13	7	-	-
14	3	-	5
15	5	-	11
16	-	-	40
16-20	94		

In 1850 three young offenders committed for 1 month for throwing stones at a railway carriage. "As children of that tender age must be necessarily treated with kindness and as they have the same diet as the adults the immediate effect upon themselves is a very favourable opinion of the comforts of a Gaol which may remotely be productive of bad results."

In 1853. No diminution in number of boys - 1/8th of all committed between ages of 9 and 16. Chaplain expresses his deep regret that amongst the labouring classes there prevails so general neglect of parental control which leads to so much crime and misery.

In 1855 there was a reduction of all kind of offences mainly due to lessening of population by emigration but there was an increase in juvenile offenders

The average number of people in prison was well over 100 between 1850 and 1852 but then halved to around 50 from 1853 to 1858

Appendix 3

The Cambridge Borough Police

The Lighting and Watching Act of 1833 permitted any town with over 5,000 population to appoint paid watchmen, and 178 boroughs took advantage of this Act. Two years later, the Municipal Corporations Act required each of these boroughs to appoint a Watch Committee which, in its turn, appointed constables. The committee was to include not more than one third of the town council plus the mayor.

Cambridge set up a system of policing in 1833 with a separate Day Police and Night Police, with some of the constables being part-time. This was not considered very efficient but no positive steps were taken until after the 1835 Act. The Watch Committee then procured "an active and intelligent person" from the London Police Force whom they later engaged as Superintendent of the Police in 1836. Separate night and day police were abolished.

The force consisted of:

One Superintendent at annual salary of	£170 0s 0d
Two Inspectors each at annual salary of	£65 0s 0d
Four sergeants at weekly wage of	18s 0d
24 police constables at weekly wage of	16s 0d

All the men were selected on account of honesty, sobriety, activity and fitness. To be eligible as a constable, a man had to be between 21 and 40 years of age and at least 5ft. 7in. Uniform was identical with that worn by the Metropolitan Police and constables were issued with one greatcoat with a badge, one coat, one pair of trousers, one hat with one cover, one stock, one embroidery to collar, a baton, rattle and lantern. The rattle could be sprung when immediate help was required and could not be obtained in any other way, but if used the details had to be reported to the Superintendent. (Cambridge University Registry. M.S. 37.5 Town XXXVII 31.1) The town was divided into two Divisions, each of 9 beats. The constable was expected to see every part of his beat at least once every half hour and to know all the town streets, thoroughfares, courts and houses and be able to recognize the inhabitants of each house.

Division 1

No. 1. Mount Pleasant to Honey Hill, Castle Lane looking to Wayman's Yard, Suffolk Place, Castle Street to end of Chesterton Lane, St Peter's Passage to Kettle's Yard, Beehive Row, Hay Market to St Peter's Church and back to his post.

No. 2. Chesterton Lane along Northampton Street looking to Collins Court, to Bandy Legged Walk, back of Colleges to St John's Back Gate, back to Magdalen Street looking to Fishers Lane, along Bridge Street to Clement Church, turn down Thompson's Lane to Sedge Yard, back through the Passage to Quay Side and back to his post.

No. 3. Ram Yard to St John's Lane, to All Saints Passage, back to St John's Brick Lane looking to Globe Passage, Warrens Yard, Blackmoor Head Yard through Clement Lane, Portugal Place, along Park Street to Jesus Lane, down to Jesus College, back to All Saints Church to end of Green Street, back to his post.

No. 4 Corner of Jesus Lane and Sidney Street, down to the Mews Yard, along Green Street looking to Blue Boar Yard, to Trinity Street, to Caius College looking down the Crescent to Mr Dee's, back to Trinity Back Lane, Gerrard's Hostel Bridge to Clare Hall Gate, up Senate House Passage, St Mary's Street, down the Crescent to Mr Dee's, back to Market Street, Sidney Street to St Andrew's Street, to Christ's College Lane, back to Hobson's Street, Sussex Street to his post.

No. 5 Petty Cury, down White Hart Yard to Black Ditch, up Falcon Street, into Petty Cury, Market Hill by W. Turfs's, by Orridge's Door, down Warwick Street, St Mary's Passage, Kings Parade, to Haslop's Benet Street, half way up Free School Lane, back again to Benet Street, Peas Hill, round St Edward's Church, Union Street, Wheeler's Street, part of Slaughterhouse Lane, back to Sparrow's Lane, round the Town Hall to his post.

No. 6 Corner King's Lane, down Queen's Lane to Newnham to Mrs Wheelwright's House, back to bottom of Mill Lane, up Silver Street to Botolph Lane, Trumpington Street to end of Benet Street to his post.

No. 7 Corner Tennis Court Road to St Andrew's Hill, back to Pembroke Street, St Botolph's Lane, down Mill Lane, round by Mr Coming's Lane to Little St Mary's Lane, Trumpington Street looking into Nelson's Court, down Fitzwilliam Street, up Tennis Court Road looking to the back of Mr Cotton's brewhouse to his post

No. 8. Ashby's and Conduit Head to Old Stone Cross Trumpington Road, back to Downing Terrace, Saxon street, Annesley Place, Ditchside, back of Hospital to Fitzwilliam Street, Trumpington Street to his post.

No. 9 Coronation Street to Queen Street, Princes Street back to Coronation Street, Panton Place, Union road to Princes Street to Queen Street, Hills Road up Stone Bridge back to Cambridge Place and to his post

Division 2

No. 1 St. Andrews Street from University Arms to Hyde Park corner, East Road, Town Gaol, back of Regent Street to Regent Terrace, St Andrews Street to Emmanuel Street, back to his post

No. 2 Corner of Christ Lane to Emmanuel Street, back again looking down Blue Lion Court through Brazen George Yard, along to Black Ditch to St. Andrew's Hill, Slaughterhouse Lane to Mr Hopkins, back over St. Andrew's Hill to Downing Street, Old Gaol Lane, up Downing Street to Emmanuel Street, across Christs College Pieces to Allen's Corner, back of Horse and Groom, by Christ College Walk, by Searle's Brewhouse, to his post.

No. 3 Emmanuel Street along Miller's Lane to Orchard Street, back of New Square to Sander's Hot Pye house, part of Eden Street, down Prospect Row, up Adam and Eve Street to Ward's House, back of Prospect Row, by Thackeray's Close, by Parkers' Piece to Wheelwright's house, back of Emmanuel College to his post.

No. 4 Rhadegund Buildings to Jesus College, back through Mann Street to King Street looking to New Court, King's Court, Sidney Place, Fromont's Passage, White Hart Yard and Allen's Court to York Street, Short Street, Willow Walk, Willow Place, back of Wilow Place, Fair Street, cross the Road to Brunswick Walk, down Maids Causeway to his post.

No. 5 Corner of New Square, back of Eden Street, half Eden Street, Eden Terrace, Burleigh Street to Adam and Eve Street, back of Burleigh Street to Burleigh Walk, to the end of Gold Street, along James Street to Turf's Brewhouse, Brunswick Place, Apthorpe's Lane, Papworth Lane, up Fair Street to his post.

No. 6 Town Gaol to the end of Burleigh Street, down Broad Street and all on the right of Burleigh Street, up Burleigh Street, up Adam and Eve Street, to East Road, to his post.

No. 7 End of Burleigh Sstreet to Turf's Malting, Gold Sstreet, Burleigh Walk, part of Wellington Row, back of Wellington Row to Gloucester Row, Blucker Row, Staffordshire Place, Gas Lane, round by Smarts Row to Staffordshire Place, Binder's Row, East Road to his post

No. 8 Sun Street from Turf's Brewhouse, end of Wellington Row looking to Clayton's Court, Pound Lane to end of Abbey Street, Providence Row, New Street to the back of Old Gas Works. East Road to his post

No. 9 George Street from Abbey Street looking to Brown's Court, down River Lane to Gas house, up to Mason's Malting, back of the Racehorse, looking up Coldham's Lane, back of Barnwell to the end of Providence Row, Abbey Street to his post.

Premises were hired as a police station in the middle of the town which included an office, cells and a residence for an inspector or sergeant. The sergeants had to live near the Station House, and each had 6 constables under him who had to assemble before him each morning so that he could check that they were sober and correctly dressed before escorting them to their posts.

The University paid part of the cost of the Borough Police and had a proportionate number of representatives on the Watch Committee. In 1850 the University paid one third and the Watch Committee consisted of the Mayor, 9 Town and 5 University members.

The force, which in 1836 consisted of 30 men, had by 1852 been reduced to 20. The Superintendent then reported to the Watch Committee "During the period this reduction had taken place the mileage of streets had nearly doubled and if every man did his duty he had to walk about 27 miles at a rate of 3 mph. Supposing a man to be on night duty, he left his beat at 6 o'clock in the morning and probably might get to bed by seven, but if he had a charge before the magistrates he had to be at the Town Hall at eleven, so that he hardly ever got through a night's rest." He reckoned that a policeman would work 258 hours a month, but this was somewhat below the average of other towns. He asked for six more men, four for day and two for night. Three of the police were ill, two with incurable tuberculosis and the Police Surgeon, Mr Newby, who attributed the illness to overwork, reckoned the third would be "beyond the reach of medical art" if he spent another winter in the police force. (CC7.8.1852)

The Town Council had no wish to see the numbers increased on grounds of cost and complained that they had expected the County Force to be of an assistance with a subsequent decrease in the number of Borough Police but the chief effect had been to drive the thieves and vagrants out of the county into the Town. Migatory criminals were a common complaint but later research find the claims largely unfounded (Foster, 1982). Borough Police were paid around 10% less than the County Police although they did not have the advantage of a house and garden which could support their family with fruit and vegetables. "While most towns are dearer to live in than the country is, an University town is generally much dearer than any other town." (Editorial CC 8.10.1853)

The 1856 Bill encouraged Boroughs to join with the County Police but Cambridge Town Council were against a union because they thought it would destroy powers of self-government. Public meetings were generally well attended in Cambridge, but one called against the 1856 Bill was not supported suggesting a certain amount of apathy by the general public and that opposition came mainly from the Town Council who wanted to preserve their powers. It was claimed that as the Government recommended one policeman to every 500 inhabitants, Cambridge would need 50 to 60 police thus increasing the cost to £3-4,000 whereas the cost of the 23 constables and Superintendents cost £1,600. As might be expected, comment was made that the Mayor was a publican and so were the chief men of the

Watch Committee, and as the police were inefficient, the publicans did as they pleased. Both Cambridge MPs voted against the Bill on the second reading. The need for some sort of uniformity and efficiency in police regulations over the country as a whole was clearly needed.

Colonel Cartwright, Inspector General of Police, came and inspected the Borough Police. he recommended that the force should be increased by one sergeant and seven men, and the three or four vacancies should be filled. By accepting these recommendations, the Borough Police qualified for the Government grant of 25% of the cost of the police.

Superintendent Jaggard was in charge in 1856. The following people were sworn in as constables (CC11.10.1856);

Chief Constables F. P. Fenner, Market Hill and Thomas Cross, Willow Walk.

Parish Constables

Henry Barker	English Tyler	John Marshall (Sgt at Mace)
John Glasscock	John Barrance	William Quinney (Pinder)
John Ward	Peter Briggs	John Lane
Thomas Bates	James Hatfield	James Ward
Thomas Rockett	William Hills	Thomas Rollings
John Edis	Thomas Smith Brown	John Wallis
Edward Brown	Henry Freeman	ThomasPalmer(Sgt-Mace)
Henry Green	Robert Leeland	George Andrews(Town Crier)
James Hayden	Henry Freeman	Frederick Rickett
William Armstrong	Christmas Fulcher	William Hills (Sgt-Mace)
C. Clarke	Francis Allen	George Thurlow (Sgt- Mace).

There was one vacancy.

William Robinson, who became a policeman when the Borough Force was established, was presented with a testimonial for 21 years service. A subscription (limited to 5s or 2s 6d) was commenced and in February 1857 Alderman Brown presented him with a silver pint and a half mug and £7 which was placed in the savings bank in the hands of trustees for his wife and younger children. He had been a sergeant for seven years and was promoted to Inspector. It was said his whiskers were as well known in Cambridge as King's College Chapel! At the same time Sergeant Gravestocks was also promoted to Inspector, and Benjamin Jaggard promoted to Sergeant. (CC7.2.1857). Gravestocks resigned not much more than a year later and his place was filled by the promotion of Sgt Arnold Thompson who as well as being efficient had "a civil and obliging demeanour to all." (CC4.12.58). When Superintendent Jaggard retired, here were 33 applications for his post. The Watch Committee interviewed a short list of whom three already held polica appointments and two were army officers. They appointed W.M.G. Turrall who was Superintendent at Colchester. (CC13.1.1858)

The Cambridge Borough Police remained independent of the County Police for a further 100 years. .

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