1 Tuesday, 15 May 2012 1 than I intended and then I went back to being 2 2 (10.00 am)a chartered accountant after 30 years. So I really 3 3 LORD JUSTICE LEVESON: Yes, Ms Patry Hoskins. consider myself as a businessman who found myself in 4 MS PATRY HOSKINS: Good morning, sir. The first witness 4 politics. 5 this morning is Lord Wakeham. 5 Q. Thank you very much. 6 LORD JOHN WAKEHAM (sworn) 6 I'm going to take some of the roles you played 7 7 Questions by MS PATRY HOSKINS during that period and deal with them chronologically, MS PATRY HOSKINS: Please take a seat and make yourself 8 8 if I can. We're going to first deal with the aftermath 9 comfortable. First of all, state your full name to the 9 of the Calcutt 2 report, so Sir David Calcutt's second 10 10 Inquiry, please. report. You deal with this extensively in your 11 A. John Wakeham. 11 statement, but just in case anyone is in anyone doubt as 12 Q. You provided two statements to the Inquiry, the first 12 to what that report was about, I'm going to summarise it 13 dated 9 February 2012, behind tab 7, and a second 13 in this way. We all know that Sir David Calcutt's first 14 witness statement dated April 2012, behind tab 1. 14 report had issued in the abolition of the Press Council 15 You've also provided a letter to the Inquiry dated 15 and had set up the PCC and that first report recommended 16 7 January 2012. 16 that the new PCC be given a period of time, 18 months, 17 LORD JUSTICE LEVESON: I think the letter was then 17 to demonstrate that non-statutory regulation could be 18 incorporated into the first statement so that it formed 18 made to work effectively. That's correct in summary, 19 19 part of the record. isn't it? 20 Lord Wakeham, thank you very much indeed for the 20 A. I think so, yes. 21 21 obvious interest that you've taken in the work of the Q. After John Major became Prime Minister, he decided to 22 Inquiry and the equally obvious amount of work that 22 follow through with that recommendation, that there be 23 you've put in to providing evidence to help me. 23 a new sort of follow-up report and in July 1992, 24 24 A. Thank you. David Mellor, who was then the Secretary of State for 25 MS PATRY HOSKINS: You've provided, therefore, two 25 the Department of National Heritage, announced that Page 1 Page 3 Sir David Calcutt would be asked to assess the 1 statements to the Inquiry. We'll take the letter as 1 2 2 incorporated. Is that your formal evidence to the performance of the PCC and the new self-regulatory 3 3 Inquiry? regime. Calcutt 2 was the resulting report. Have 4 A. Yes. 4 I accurately summarised that? 5 Q. I'm going to start with your career history. Your most 5 A. Yeah. I have to say I was busy privatising the 6 recent witness statement is behind tab 1. It's probably 6 electricity industry during that while, and whilst 7 helpful if we turn it up because your career history is 7 I attended the cabinet, I have only the vaguest 8 summarised at paragraphs 1 to 5 of that statement. I'll 8 recollection of any of these things going on. 9 summarise it, if I can. You were Conservative MP for 9 Q. Calcutt 2 was delivered in January 1993. We don't need 10 Maldon and Essex, later Maldon and Colchester south from 10 to look at it in the bundle yet. Can we agree that you 11 11 were asked essentially to chair a cabinet subcommittee 1974 to 1992. 12 12 In 1992, you left the House of Commons and you were which looked at the recommendations of Sir David 13 13 Calcutt's second report? created a life peer. Whilst you an MP, you were 14 a minister continuously from 1979 until 1994. Your 14 A. Yes. I think the more correct way of putting it was 15 15 other appointments are detailed in paragraph 2 of your I was chairman of a cabinet subcommittee that looked at 16 statement. I need not rehearse them all. I'll come 16 all these sorts of things. It wasn't set up to do this. 17 17 back to consider with you some of the particular roles It was a matter that came up in the normal course of 18 that you held. 18 agenda and I probably read about it the night before the 19 After you left the House of Commons, you were 19 meeting that I had to chair, and probably couldn't have 20 20 appointed as chairman of the Press Complaints Commission remembered who Calcutt was 24 hours before the meeting. 21 21 and you held that position from 1995 until 2001. I read, read what had happened, heard the debate at the 22 22 Have I accurately summarised -meeting and came to a conclusion. 23 A. Yes. The only thing I would say is that I've always 23 Q. I understand. Just so we can familiarise ourselves with 24 thought of myself as a chartered accountant who decided 24 what the Calcutt report was saying, first of all can we 25 25 start with the background against which Calcutt was to go into politics and spent rather longer in politics Page 2 Page 4

1 1 reporting. We're all very familiar at this Inquiry, of consideration to be given to a new tort of privacy to 2 2 course, with the excesses which led up to the setting up address this issue. Do you recall those 3 of this particular Inquiry, but just to remind ourselves 3 recommendations --4 of the context in which Sir David Calcutt was reporting. 4 A. Yes, I've certainly read them, yes. 5 If you look behind tab 3 of the bundle, you will find an 5 Q. He also recommended, interestingly, that the law on the 6 extract from "A Press Free and Responsible". It's 6 interception of telecommunications be reviewed in order 7 7 exhibit B to your witness statement. to identify relevant gaps in legislation. Do you recall 8 8 Do you see that? It's an extract from "A Press Free that? 9 and Responsible" by Professor Richard Shannon. 9 A. I don't recall it, but I'm sure it was right. 10 10 A. Yeah. Q. Fine. We can agree overall it was a rather damning 11 Q. If you turn to the first page, there's an extract from 11 assessment of the PCC at that stage? 12 chapter 6. 12 A. Correct, yes. 13 13 Q. You've explained that you chaired the cabinet A. Correct, yes. 14 Q. "Calcutt strikes again -- and misses: January--November 14 subcommittee which was asked to look at Calcutt 2 and 15 15 its recommendations. Am I right in saying that you were 16 We can see from the second substantive paragraph on 16 working alongside the National Heritage Select Committee 17 17 on privacy and media intrusion as well? Do you recall that page that the Calcutt report cited six instances 18 upon which he founded his verdict of the PCC's failure. 18 that? 19 We'll come on to discuss in a moment the recommendations 19 A. I think I went and gave evidence to them, but that was 20 of Sir David, but cites six instances on which he 20 after I was chairman of the PCC, not at that stage. 21 21 founded his verdict of the failure and its necessary I don't think I did anything at this stage. It was 22 demise. They include: 22 later, because I have a frightful row with Gerald 23 "... the Sport's contempt when it refused to publish 23 Kaufman, if I remember rightly. He's now a very good 24 24 an adjudication the People's contempt in the Princess friend of mine, but he wasn't at that time. 25 Eugenie case; the PCC's handling of the Morton 25 Q. All right. It doesn't matter for these purposes. Can Page 5 Page 7 1 serialisation affair; and its feebleness [they say] in 1 vou assist us with the broad conclusions of the cabinet 2 2 the Ashdown, Bottomley and Mellor scandals." subcommittee? 3 You have rather more familiarity with that period 3 A. There were two things which I remember from it. The 4 than some others may --4 first was that there seemed to be quite a voice around 5 LORD JUSTICE LEVESON: It depends whether electricity was 5 the cabinet table that if we were going to bring in 6 intervening. 6 a sorted of statutory system, we had to have a proper 7 A. Yes. I read this and I'm sure it's right, but I can't 7 definition of the public interest, and the lawyers 8 say I can remember a single thing about any of those 8 around in particular felt that this was going to be 9 items. 9 extremely difficult to deliver. That was the thing that 10 MS PATRY HOSKINS: I was going to ask you if there was 10 came out. 11 anything you could add to that, but the answer is no. I also thought to myself: if we're trying to have 11 12 If we were to look at what the Calcutt 2 report 12 a system to protect the public against inaccuracy and 13 actually concluded, it concluded, in essence, that the 13 one thing and another, the complicated legal system 14 PCC was not an effective regulator of the press because 14 which would inevitably flow from that was not going to 15 15 it was a body set up by the industry and operating help the ordinary guy in the street to get any sort of 16 a code of practice which was devised by the industry and 16 justice from the newspaper unless he had a lot of money. 17 which was overfavourable to the industry. That's 17 Q. All right. 18 essentially quoting from the summary in the report 18 A. But the deliberations went on after I left the 19 itself. 19 government and they followed (inaudible), but I did have 20 In that context, you may recall that Sir David 20 a conversation with the Prime Minister when I told him 21 recommended the establishment of a statutory press 21 that I thought this was probably not a very sensible way 22 22 tribunal with power to impose fines, requiring the to go forward. 23 printing of apologies, corrections and replies, and he 23 Q. Your witness statement does indicate that you persuaded

also recommended that the government take a look again

Page 6

at laws against press intrusion. Indeed, he wanted

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John Major to come around to your views. Can you assist

us with what his views were when you first spoke to him?

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- A. Well, it was a pretty short conversation. I think
- 2 probably I might have exaggerated slightly, persuaded
- 3 him. But he certainly was in favour. He'd accepted the
- 4 view that I think at least two of our -- at least twice
- 5 cabinet colleagues had said that they were mindful to
- 6 bring in the statutory system and he had gone along
- 7 withing it, and I said I think this is not going to
- 8 work, and I got the impression that he was -- but it
- 9 wasn't a long conversation. It was fairly short.
- 10 Q. You tell us in your witness statement at paragraph 26
- 11 that you don't recall during this period meeting
- 12 proprietors of news organisations or any senior
- 13 executives at this time and that you were certainly not
- 14 lobbied in respect of the Calcutt 2 recommendations. Is
- 15 that correct?
- 16 A. That is correct. Around that time, I had quite a few
- 17 dealings with the press, the lobby correspondents, when
- 18 I was leader of the Commons. I then went off to
- 19 privatise electricity and I had a lot of dealings with
- 20 newspaper people to do with the privatisation of
- 21 electricity. Then I was leader of the Lords and it
- 22 would be this time when I was chairing this committee,
- 23 and I had a bit to do with it but I can't recall ever
- 24 having a discussion about these items. 48 hours before
- 25 I did it, I probably didn't even know I would be
 - Page 9

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- 5 around, it might have been quicker, but I have no idea
 - why they did it. I didn't have anything to do with it.

us any insight into why it took so long, from January

government to come to a formed view on the issue?

A. I suppose the easiest answer is to say if I'd still been

1993 when Calcutt reported to July 1995, for the

- 7 I was miles away.
- 8 Q. It's clear, having looked at the White Paper and looking
 - at all the discussions that took place at that time,
- 10 that no statutory tribunal or ombudsman system was set
- 11 up, no power to impose fines, no tort of privacy was
- 12 ever introduced at this stage. Can you give us an
- 13 understanding of why you -- I know you left before the
- 14 end of the process, but why it was that eventually that
- 15 view was taken, essentially to reject most of the
- 16 recommendations and to take a different route?
- 17 A. Well, I can't tell you what the view of the government
- 18 was at that time, but I know what my view was, was that
- 19 I did not think it would be very easy to define the
- 20 public interest, which was one of the things I've
- 21 already said. Secondly, I did not think that it would
- 22 be at all easy to get the legislation through
- 23 Parliament. Thirdly, I did not think it would protect
- 24 the people who read the newspapers.
- 25 I'm conscious of the fact that a privacy law, which

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chairing the committee to do it. 1

- 2 Q. During the period until you left government, no contact
- 3 with proprietors or representatives of the media
- 4 industry? Given that Calcutt was essentially
- 5 recommending statutory regulation, one might think it
- 6 was likely that they would have views --
- 7 A. They might, but I didn't have views because I hadn't
- 8 really -- I really hadn't focused on it at all.
- 9 I certainly -- I knew Conrad Black because I'd met him
- at dinner. That was one I knew. I knew David Stevens 10
- 11 because he invited me to dinner. I knew the late
- 12 Lord Rothermere, the other one. I certainly knew him
- 13 because I found myself in the same queue swearing in in
- 14 the House of Lords after a new election and introduced
- 15 myself to him. But I didn't really know them
- 16 technically well. I certainly didn't, for example, meet
- 17 Rupert Murdoch until after I went to the Press
- 18 **Complaints Commission.**
- 19 Q. At the end of the day in July 1995, the government
- 20 published a White Paper dealing with the Calcutt 2
- 21 recommendations explaining that the government
- 22 essentially would not be introducing statutory
- 23 regulation.
- 24 A. Yes.
- 25 Q. I understand that you'd left by this time. Can you give Page 10

- 1 this would have created, is actually very difficult for
- 2 the public to deal with unless they are rich, and it's
- 3 not quite as bad for the newspapers as they like to
- 4 pretend. I mean, in France, the newspapers like to
- 5 publish across the headlines how much they've had to pay
 - in privacy costs in order to get the stories for their
- 7 readers. They trade on it. And I would have seen
- 8 a privacy law, as we've seen slightly in recent times,
- 9 acting as a disadvantage for the public and not quite
- 10 such a big disadvantage for the press.
- 11 Q. A number of things did happen. The White Paper, for
- 12 example, encouraged the press to strengthen and improve
- 13 self-regulation. The PCC did a number of things that
- 14 you may recall, including appointing a privacy
- 15 commissioner who was given special powers to investigate
- 16 urgent complaints about privacy, but the major
- 17 recommendations of Calcutt were not adopted. In your
- 18 view, did it go far enough? Is there anything else that
- 19 could have been done at that time?
- 20 A. I mean, I wasn't taking any interest in this whatsoever.
- 21 When I got to the PCC, I discovered there was a chap who
- 22 called himself the privacy commissioner, but I didn't
- 23 have any particular dealings with it. When I got there, 24 I realised this thing had to be sorted out and I sorted
- 25 it out as best I could.

- 1 Q. Let's move on then to your appointment as chairman of 1 what your qualities were. 2 the PCC. You were appointed on 1 January 1995. 2 A. Paragraph 31? 3 3 I intend no criticism of this, but your appointment to 4 4 the PCC seems to have been essentially a tap on the 5 shoulder from the chairman of PressBoF. That's set out 5 ves. 6 in your witness statement at paragraph 30. I want to 6 Q. You say: 7 7 understand whether you think that is an appropriate way 8 of appointing chairmen. You may have heard Lord 8 9 O'Donnell tell us yesterday that he thought that 9 10 chairmen should be appointed by an independent open 10 11 11 competition. Any views? 12 12 A. The first thing I have to say is it was 18 years ago and 13 13 it wasn't such a revolutionary idea that somebody was 14 14 asked to do a job 18 years ago. It wouldn't be done chairman --15 like that today for perfectly good reasons. Whether 15 A. Well --16 they get a better chairman by the new system or not is 16 Q. I'm sorry. 17 17 another question, and if I may say so, I got better 18 commissioners when I was running the Press Complaints 18 19 19 Commission by going to people and saying, "I want you to 20 join" than the Public Appointments Commission have got. 20 21 21 I mean, I got the recently retired head -- permanent 22 secretary from the Home Office, who was probably the 22 23 23 most senior permanent secretary who never became head of 24 24 the Civil Service, an absolutely outstanding man, and true, what I put down --25 the minute I got him onside, Whitehall took me 25 Page 13 seriously. They said, "This isn't a Fred Karno's army; 1 1 2 2 these people are really meaning business." 3 3 And other people I got -- I got a bishop and I got 4 John Smith's widow and so on, and the standards that we 4 5 got by that method were considerably higher than the 5 6 6 public appointment system, but I recognise the public 7 appointments system is the way things are done today. 7 8 LORD JUSTICE LEVESON: We could spend many hours talking 8 9 about just that, and the problems of the present system 9 10 and the advantages of the system which is now, as you 10 side with us." 11 say, discredited. 11 A. Yes. 12 12 13 LORD JUSTICE LEVESON: I'm not sure it takes us very far. 13
 - John Smith's widow and so on, and the standards that we got by that method were considerably higher than the public appointment system, but I recognise the public appointments system is the way things are done today.

 LORD JUSTICE LEVESON: We could spend many hours talking about just that, and the problems of the present system and the advantages of the system which is now, as you say, discredited.

 A. Yes.

 LORD JUSTICE LEVESON: I'm not sure it takes us very far.

 A. No, no, I mean it only takes us this far, if I may say so, in that when I was appointed the chairman, it wasn't a revolutionary thing to do in this way. It was a perfectly accepted normal thing.

 LORD JUSTICE LEVESON: I quite understand. I quite understand.

 MS PATRY HOSKINS: I was going to ask about whether the old system was better, but I think given your answer—

 LORD JUSTICE LEVESON: No, I think that it goes outside what we need to cover.

 MS PATRY HOSKINS: Indeed. Turn to paragraph 31, because

there you set out why you think you were approached and

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Q. Paragraph 31 of your first statement, behind tab 1. A. Yes, it's come on the screen here. I can see it here, "I think I was approached because I had three broad qualities which the newspaper industry was looking for." We'll look at the substance of the qualities in a moment but why do you say you were approached because you had three broad qualities which the newspaper industry were looking for, rather than say the public was looking for? Why is it important that the A. I think the newspaper industry did not want statutory control and that they accepted they needed someone to be the chairman with a bit of clout, who could stop statutory control by getting the standards up to an acceptable level, and this was my view of what I thought they probably wanted. I suppose it's a bit self-aggrandisement, really, in a way, but it's all LORD JUSTICE LEVESON: I think you missed Ms Patry Hoskins' Page 15 point. It's not that you aren't eminently suited to achieve your goals through the description of the qualities you describe and I'm certainly not going to take issue with a single one. It's the question that it's the newspaper industry who are doing the appointing for the newspaper industry's benefit and with their goals in mind rather than somebody saying, "We just want somebody who is going to be square about this." They're saying, "We really want somebody who is absolutely on A. Not necessarily "with us", if I may say so. They wanted somebody on side with the government because they did not want statutory regulation. 14 LORD JUSTICE LEVESON: Yes, but that's "on side with us", ie 15 the newspaper industry. 16 A. I think -- well, I don't know. I thought that what they 17 wanted was someone who could make self-regulation work 18 in a way that was satisfactory, that nobody wanted to --19 nobody really pressed to bring in statutory control. 20 LORD JUSTICE LEVESON: All right. 21 A. That's the way --22 LORD JUSTICE LEVESON: I understand that way of putting it. 23 MS PATRY HOSKINS: We aren't going to take issue with any of 24 the qualities that you set out at paragraph 31. I want 25 to understand, however, how important you consider these

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- 1 to be even now. Being trusted by both politicians and
- 2 the press, and then having some understanding of the way
- 3 the media operates, and thirdly, being regarded as
- 4 a strong supporter of press freedom and self-regulation.
- 5 Can I ask you about the third of those first?
- 6 A. I don't think you could be a chairman of a body that was
- 7 running a system of self-regulation unless you believed
- 8 in self-regulation. I think that would be a bit
- 9 difficult. And I can't imagine you being a very good
- 10 chairman of a Press Council if you didn't believe in
- 11 press freedom. I would have thought they were pretty
- 12 self-evidently things that were required for the job.
- 13 Q. What about an understanding of the way the media
- 14 operates? You explain that you'd conducted the 15 parliamentary lobby successfully, you'd obviously
- 16 managed the government's media presentation as well
- 17 during the Gulf War. You'd brought television to the
- 18 House of Commons, and you said you knew what you were
- 19 doing. Is there any advantage in someone who's actually
- 20 worked within the media industry being appointed as
- 21 chairman?
- 22 A. I mean, I never worked within the media industry;
- 23 I dealt with them.
- 24 Q. Yes. So no requirement -- do you think it's
- 25 important --

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- A. Well, I mean, the way these things happen is they look 1
- 2 around at the people who are available and they look at
- 3 the qualities, and I would have thought those were all
- 4 qualities that helped.
- 5 O. And that remain important?
- 6 A. Yeah. I'm not saying exclusively you have to be like
- 7 that, but if you have somebody who's got some of those
- 8 qualities, it's probably going to help, yes.
- 9 Q. You tell us in your statement, especially paragraphs 27
- 10 and 33, which we don't need to turn up, that essentially
- 11 the PCC had lost credibility under your predecessor,
- 12 especially because of press behaviour in relation to
- 13 several of the Royal Family, for example the Camilla
- 14 tapes and pictures of Princess Diana and so on and so
- 15 forth. What I want to do now is explore what you did on
- 16 taking up the appointment in January 1995.
- 17 If we turn to paragraph 34 of your statement -- it
- 18 should come up on the screen. It's behind tab 1 if you
- 19 wanted to look at the paper copy.
- 20 A. Yeah.
- 21 Q. It's come up: you explain in paragraph 33 that you had
- 22 a number of challenges when you took up the job and you
- 23 explain halfway down the paragraph that it seemed to you
- 24 that the PCC was leaderless and didn't command
- 25 widespread respect either with the public or with the

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- industry. You needed to make it more independent, you
- 2 needed to ensure it had very good complaints-handling
- 3 processes and above all, you needed to give it clout and
- 4 to restore its credibility, and you explain the changes
- 5 that you made.
 - Some of these we've touched on already --
- 7
- 8 Q. -- but let's start with the first of these. You
- 9 reformed the appointments system to ensure that
- 10 appointments were made by a body with a lay majority.
- 11 How important was that, in your view?
 - A. Well, I suppose this is the flipside of me being
- 13 appointed as the chairman. I mean, things were changing
- 14 and here it seemed to me that it was important to try
- 15 and get the Press Complaints Commission more highly
- 16 respected and therefore to get the right people and have
- 17 the right people appointing them seemed to me to be
- 18 a move in the right direction.
- 19 Q. Then something we've touched on already:
 - "Secondly, I encouraged individuals of stature to
- 21 put themselves forward for service on the Commission."
- 22 Does that mean you essentially went and spoke to
- 23 them, or tapped them on the shoulder and said, "Look,
- 24 I think you'd be good"?
- 25 A. I can't remember exactly how it was done, but I wouldn't

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- 1 have -- if somebody said that's what I did, I wouldn't
- 2 deny it, but I can't really remember.
- LORD JUSTICE LEVESON: You were anxious to obtain the most 3
- 4 high-powered, high-profile people you could, and that
- 5 was how it was done in those days. Whatever the
- 6 position is, that's how it was done.
- 7 A. Yes, that's roughly right, yes.
- 8 LORD JUSTICE LEVESON: I've got that.
- 9 MS PATRY HOSKINS: Thirdly, over the page or further down
- 10 the screen, you streamlined the complaints handling
- 11 system, which was too slow, and you explain that
- 12 complaints handling time tumbled.
- 13 Fourthly, you were active in encouraging
- 14 high-profile complaints:
 - "There was no one I was not prepared to ring up and
- 16

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- 17 Can you give us an example of that?
- 18 A. Yes, I can give you an example. Let me think which is
- 19 a good one. There was a picture of a member of the
- 20 Royal Family who was before she was a member of the
- 21 Royal Family topless in one of the Sunday papers, and
- 22 I rang the palace and I said, "You have to complain 23
- 24 and there was an almighty dither, nothing was happening,

about this, this is outrageous and we want a complaint",

25 and so I rang them again and I said, "Look, it's

- 1 Prime Minister's questions today, the Prime Minister is 2 bound to be asked, and what I want the Prime Minister to 3 be able to say is: 'This is a matter before the Press 4 Complaints Commission." 5 And I still didn't get an answer, so then I rang 6 again and I said, "I am going to issue a statement at 7 1 o'clock today to say I am expecting a complaint from 8 the palace", and that got the complaint, and then 9 I dealt with it and within 48 hours the editor of the 10 paper had apologised profusely and so on for a serious 11 error of judgment and the matter was dealt with. It 12 would not have been dealt with if I hadn't waded in to 13 do it, and that's the sort of thing I did. That's 14 a high-profile one, but I did it with various other 15 people. 16 Q. It's to create a profile for the PCC? 17
- A. Well, it's to get the thing dealt with and not allow the 18 sort of continuous story about how feeble they were and 19 how difficult they were. Occasionally I had to work it 20 the other way. I mean, I had the chief executive of 21 a major company in this country who had divorced his 22 wife, married somebody else, then divorced the second 23 wife and gone back and married the first wife, and he 24 couldn't understand why the newspapers wanted to report 25 it, and I just had to tell him that: "I'm afraid this Page 21

- 1 you to now lash out at him with a story, even if it's
- 2 true, is not a very nice thing to do", and in both cases
- 3 both editors took my advice and didn't publish the story
- 4 and I think that was worth doing. So that was all
- 5 right.

- Now, what was the next --
- 7 LORD JUSTICE LEVESON: I'm sorry, I'm going to pick up that
- 8 story for a moment. That required you to learn through
- 9 your sources what they were doing.
- 10 A. Yeah.
- 11 LORD JUSTICE LEVESON: It might be that that's an extremely
- valuable tool that's available to you, but of course
- unless you know about it, you can't do it, and therefore
- 14 it may be that that's an idiosyncratic example because
- 15 you found out.
- 16 A. Yes.
- 17 LORD JUSTICE LEVESON: Equally, in relation to your palace
- story, one may say that there may be all sorts of
- reasons why the palace don't feel it's right to get
- 20 involved, but still that doesn't make the story any the
- better and therefore query whether it's not something,
- 22 if you're the guardian of the code, if you like, you
- shouldn't be able to do without forcing a complaint,
- without making the palace do something.
- 25 A. Yes. I think my initial reaction is to that when I got Page 23
- 1 is something that newspapers in a free society will
- 2 report. It's no good you complaining to me, because
- 3 that's life."
- 4 Q. You then go on to tell us that you were active in
- 5 getting on the phone to editors to talk to them about
- 6 stories they might be about to write where you'd been
- 7 alerted to a possible breach of the code. This is the
- 8 origin, you say, of the PCC's pre-publication service,
- 9 was series effective. Then you say that sixthly and
- 10 most importantly, you improved the PCC's sanctions. You
- insisted that the code of practice be included in
- editors' contracts of employment, then you give you us
- 13 an example about Piers Morgan. Did you want to talk us
- through that example?
- 15 A. I wonder if I could just talk about the first one?
- 16 Q. Of course.
- A. The first case I remember where I rang editors up was that they were running -- they wanted to run -- and I'd
- 19 heard about this -- a scurrilous story about my
- $20\,$ $\,$ $\,$ predecessor, and I rang up the two editors that I heard
- 21 were looking at this story and I said to them, "Well,
- whether you publish the story or not is a matter for
- 23 you, I'm not a censor, but," I said, "I just wonder
- 24 whether it's a wise thing for you to do. Here you have
- been criticised by this chap, he's now retired, and for Page 22

- 1 there, the Press Council had fallen into considerable
- 2 disrepute with the press for one reason -- one of the
- 3 reasons was that a whole lot of people were making a lot
- 4 of complaints and many of them are pretty frivolous and
- 5 one thing and another, and they did say the Press
- 6 Complaints Commission is there to deal with people's
- 7 complaints who have an interest in the complaint,
- 8 a proper interest. In other words, if they see
- 9 something about me, Joe Bloggs can't complain. I can
- 10 complain. It has to be relative to me. That's what
- 11 they wanted to do and I was trying to get that system
- worked.
- 13 LORD JUSTICE LEVESON: Doubtless we'll come to it, but one
- of the questions is whether that actually doesn't
- 15 necessarily and unnecessarily confine the role of
- whatever body is undertaking this task. Let me give you
- 17 the example that has been given on a number of occasions
- by a number of groups who have given evidence to me.
- 19 Those who complain, for example, about single issues.
- The transgender community, disabled people, immigrants.
- 21 There is no specific person who can be identified
- because they're not named, but there is, they argue,
- 23 a legitimate complaint that as a group they are being
- 24 traduced and there is no remedy for those who represent
- 25 those groups or who have legitimate interest in those

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judgment, since he went, the PCC has become a shadow of what it was at the time he was running it and it has not been able to fulfil the expectations that were there." He goes on to say to the committee: "That is one of the reasons why we now face these serious problems and one of the reasons why this committee has been formed." The question I have for you is: how important, in your view, is the personality of a chairman to the success of the PCC and how can that be ensured? A. Well, I think it is to some degree important, but it's not the only -- it's by a long way not the only consideration. I mean, if you look at the present

difficulties we got into, there were other factors it seemed to me, that have arisen, and one of them, of course, was the Human Rights Act, which -- and I made it clear in my speech in the House of Lords. The problem with the Human Rights Act was that it, in effect, brought in a privacy law and the high-profile cases for rich and famous people sought to get their remedies through the courts. That meant that the PCC became a sort of second class, on-the-cheap way of doing it if you weren't important and you didn't have funds, and that reduced the standards of the -- appreciation of the PCC, and that was part of the --

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- 2 either. I think I would want to look at it very much
- 3 more carefully, the pros and cons of it, but I certainly
- 4 found other ways of dealing with those things because
- 5 I recognised they were important when I was doing it.
- 6 MS PATRY HOSKINS: What comes across clearly from your
- 7 previous answers and from your statement as well is that
- 8 part of your plan and that of government was that the
- 9 PCC's reputation and effectiveness would be enhanced by
- 10 three things: strong leadership, the introduction of
- 11 more weighty and high-profile members and the raising of
- 12 the profile of the organisation by taking on
- 13 high-profile cases. It's also clear that you were
- 14 pretty successful in achieving that aim. You say that 15
 - yourself in your statement in paragraph 35.

If I give you an example, Jack Straw said this in

evidence to the privacy and injunctions committee: "I certainly hoped and believed [he said to them] on good evidence that the Press Complaints Commission would

be able to take on a more active role [this is back in

- 21 1995 when you took over]. I believed that because I had
- 22 seen Lord Wakeham operate as chairman of the Press 23
 - Complaints Commission and thought he was doing a first
 - class job. He had the skills and the gravitas to ensure
- 25 that the PCC did take on this role. Sadly, in my Page 26

- Q. We'll come on to look at the Human Rights Act in due
- 2
- 3 A. Yes.
- Q. How important was your ability to ring up proprietors or 4
- 5 editors and tell them what to do? How important was
- 6 that to the effectiveness of the PCC? I appreciate that
- 7 at the beginning of your tenure, you probably didn't do
- 8 that on a regular basis.
- 9 A. It depends how you judge it. If you say we had
- 10 something like 3,000 complaints a year and I might have
- 11 rung up ten times in a year, that would be an
- 12 exaggeration. It was less than ten. So it wasn't a big
- 13 deal, but every now and then it was necessary and the
- 14 newspapers knew that I was pretty keen that they dealt
- 15 properly with these complaints.
- 16 Q. Did you ever ring a proprietor in order to deal with
- 17 a situation where an editor was not necessarily
- 18 listening to you or complying with what the PCC had
- 19 recommended?
- 20 A. I can't remember. I did certainly ring a -- write to

a proprietor where I thought the editor was not doing

- 22 a satisfactory job and the result was that the
- 23 proprietor made a public statement, which I think
- 24 everybody knows about, which was the conduct of this
- 25 young man is unacceptable.

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- Q. Do you want to tell us about that example?
- 2 A. Well, it was -- yes, it was -- it was Piers Morgan was
- 3 the editor of the News of the World at the time and he
- 4 allowed and published photographs taken by
- 5 a photographer over the wall of a nursing home where
- 6 Lord Spencer's first wife, I suppose it was, was
- 7 a patient, and these appeared in the paper, which was
- 8 therefore photographing somebody who was in a hospital
- 9 and it was outrageous that it should be done.
- 10 I reckoned that it was very serious and I wanted to get
- 11 the message over -- it was fairly early on my day -- is
- 12 that proprietors had a responsibility for their editors
- 13 in that they were behaving in a reasonable and proper
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- 15 Q. What led you to write to Rupert Murdoch on that
- 16 occasion?
- 17 A. Because I thought it was a good example to rub the point
- 18 home.
- 19 Q. What was his reaction?
- 20 A. He made the statement that he did, that the conduct was
- 21 unacceptable, and that sent a message around the
- 22 industry that we weren't to be trifled with.
- 23 Q. Can I ask you about the aftermath of the death of
- 24 Princess Diana. We know she died on the night of
- 25 31 August 1997, and we also know that in response to the

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- 1 never will be, but it has delivered results across
- 2 a wide range of fronts.
- 3 Now, was that your view at the time? In light of
- 4 the findings of Calcutt 2, in light of the changes that
- 5 had to be made, was that genuinely --
- 6 A. Oh, very much so, because the bulk of the work of the
- 7 Press Complaints Commission were dealing with complaints
- 8 from members of the public, and as a matter of fact, we
- 9 got as many complaints on the local press as we did from
- 10 the national press. I mean, 50 per cent of the
- 11 complaints, roughly in my day, came from the local
- 12 press, 50 per cent from the national. Of course, there
- 13 were a lot more local papers. But there were different
- 14 sorts of complaints, all of which -- I think we had made
- 15 progress across the board in the sort of things that we
- 16 didn't approve of and we were dealing with them quickly.
 - Q. If you turn to the second page, page 2 of 7 in the top
- 17 18 right hand corner, in the third substantive
- 19 paragraph that starts "It is time now for the code to
- 20 change", again, you say this:
- 21 "I underline that this is not because there is
- 22 anything wrong with the code as it stands or because
- 23 newspapers do not already operate to high ethical
- 24 standards. It is to meet the expectations of the public
- 25 and the sincere demands of editors."

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- reaction to her death there were various changes to the code of conduct, which I'll come onto in more detail in
- - a moment. I think we can agree that some substantial changes were made and implemented around that time.
- 5 Now, can I ask you to turn to tab 5 in the bundle,
- 6 please. This is a speech that you gave at Inner Temple
- 7 on 25 September 1997.
- 8 A. Yes.

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- 9 Q. I just want to ask you about a few elements of that.
- 10 This was a speech given almost four weeks after the 11 death of Princess Diana. It's your exhibit D to your
- 12 statement. There are some important things to note.
- 13 First of all, look at the bottom of the first page. The
- 14 reference for the technician is in the MOD folder, 2361.
- 15 Starting with the first page and at the end of the
- 16 first page, you make two general points. First of all,
- 17 you outline the fact that Princess Diane has died in the 18 last few weeks. You explain that you've consulted on
- 19 a review of possible changes, and then, at the bottom of
- 20 the first page, you say you want to make two general
- 21 points. The first is this: to make clear that the
- 22 changes you're proposing today do not in any way detract
- 23 from the unsung and important success story that
- 24 self-regulation has been since the Press Complaints
- 25 Commission was established. You say it's not perfect, Page 30

- 1 Was that an indication that you didn't actually 2 think that those changes were necessary?
- 3 A. No, I did think they were necessary, but I was trying to
- 4 make -- bear in mind the changes in the code were not
- 5 a matter for me; they were a matter for the editors
- 6 under the arrangements, and I therefore had to move
- 7 carefully to make sure the editors went along with what
- 8 I wanted.
- 9 Q. In the last paragraph on the same page, you explain what
- 10 you're wanting to do and you explain that you want to
- 11 look at specific measures in five areas: harassment,
- 12 children, privacy, public interest and intrusion into
- 13 grief. You start by discussing the concept of
- 14 harassment and you say:
- 15 "... which undoubtedly has rightly most concerned
- 16 the public in the days since the tragic death of
- 17 Princess Diana. To the problems of the paparazzi, there
 - are no easy solutions."
 - If you turn over the page, there's a very long
- 20 discussion on the issue of paparazzi. Reading that --
- 21 I don't expect you to read it all again now. I'm sure 22 you're familiar with the contents of this speech.
- 23 Reading that, it's clear that the concerns that you are
- 24 looking at, you're discussing, are in some ways very
- 25 similar to some of the stories about the paparazzi that

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we've heard at this Inquiry. So if I give you an 2 example. You explain that you want to help reduce the 3 market for paparazzi pictures in this country, you 4 intend to include an amendment to clause 8 to prohibit 5 the publication of pictures obtained through persistent 6 pursuit or as a result of unlawful behaviour. You say 7 that you're particularly thinking of pictures obtained 8 by freelancers who break traffic laws, commit trespass 9 or stalk their prey and you say this:

> "There will therefore no longer be a market in this country for pictures taken by the sorts of photographers who persistently pursued Princess Diana. Motorbike chases, stalking and hounding are unacceptable."

And you explain:

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"Editors who carry pictures obtained by them will be subjected to the severest censure by the PCC."

We know that the new changes that you recommended came into force. They were made and they came into force in January 1998, so some six months after you gave this speech. There was a ban on information of pictures obtained by persistent pursuit. The new clause 4, as it turned out, made explicit the editor's responsibility not to publish information or pictures in breach of that clause, for example.

To be honest, those changes exist to this day.

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- years because they haven't had the high-profile 2 complaints they used to have, and the high-profile 3 complainers say, "We would sooner take the matter to the courts", therefore the PCC doesn't deal with them, the
- 5 PCC's standing goes down, and it's a combination of 6 7

So -- and people don't complain. The system was -in my day, it wasn't right to do anything about it if a person didn't complain, and there was a good reason for that, as well as the -- quite often, the newspapers would say something -- and this would be more in the story than a picture -- would be only part of the story. So you complain, and they say, "Well, I'll tell you the rest of the story", and the person concerned decided: "I think it's best just to leave things as they

- 17 Q. So the changes were adequate, in your view, but the 18 problems have come because the high-profile complaints 19 don't come in in the way that they used to?
 - A. I wouldn't summarise it completely like that. That's part of it, but the changes we made at the time we thought were adequate and we would have had to see how they worked out. During my time there, I thought there was an improvement. I'm not clear what has happened since.

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- Although the code has now been significantly shortened, the preamble to the code makes clear that all the same points. Yet it might be said that it hasn't actually made a difference. I don't know, Lord Wakeham, if you
- 4 5 heard the evidence given back in November of last year
- 6 by celebrities who spoke of harassment, pursuit by
- 7 photographers, the need to obtain injunctions to prevent
- 8 harassment. Some examples spring to mind: Ms Miller
- 9 being chased down the street by ten men with cameras,
- 10 the owner of Big Pictures picture agency boasting in his
- 11 autobiography of chasing cars and taking pictures 12
 - through car windows.

Why, in our view, have the changes that you implemented quite rightly after the death of Princess Diana not made a difference?

- A. I'm not sure it is correct to say they haven't made a difference. I think they did make a difference and I think there was a genuine attempt to -- the crux of what I tried to do was to say the editor is responsible for what appears in his newspaper, and therefore he has to satisfy himself that the photograph was taken
- 21 22 properly, et cetera, et cetera. Of course, as I think
- 23 I say there, a lot of the market is outside our control.
- 24 It's foreign market. I think it did have -- but, of
- 25 course, the respect of the PCC has gone down in recent Page 34

1 Q. If we look on the same page where we just were, page 3 2 of 7, within that speech, halfway down, just after where

3 we were just looking, you say this:

"To assist in that process, I would like to encourage photo agencies themselves to come within the

6 ambit of the PCC by signing up to the industry's code. 7 Editors taking pictures from agencies who subscribe to

8 the code should be able, to some extent, to rely on the

agency to check the manner in which a photograph has been taken."

Can you recall what happened to that recommendation?

11 12 A. I think that did happen, a number of the agencies did, 13 and I remember being in the office of the

14 Press Association and walking around with the head of it 15 and on the wall, by the telephone of the photographic

16 editor, he had stuck on the wall the thing about the

17 PCC, which was to remind him when he was taking

18 a photograph from anybody or buying a photograph from

19 anybody that he had -- that they answered satisfactorily 20

the questions he wanted. But it may have changed since.

21 I don't know, I can't say. 22

Q. Then you deal with another issue, the media scrum. If 23 you look further down the page in this speech, you'll 24

25 "I want to go further than dealing with the isolated Page 36

- 1 problems posed by the paparazzi and I want to deal with 2 the media scrum. At heart, the media scrum occurs when 3 many individual journalists are each doing a perfectly 4 legitimate job but together they form an unacceptable 5 scrum around the house or office of someone in a news 6 story. This scrum is deeply intimidating to those at 7 its centre. It is really a form of collective 8 harassment." 9 You say tackling it won't be easy, but what you 10 would like, you say, is to see a stipulation in the code
- recently at Balmoral. What happened to that
 recommendation?
 A. You'll have to ask the people who are running the PCC

that where an intimidating media scrum forms,

journalists should only stay at the scene for as long as

the public interest requires their presence there. You

explain this is what happened at Dunblane and more

- 17 A. You'll have to ask the people who are running the PCC now. It's a long time since I was there.
- 19 Q. Do you recall?

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two other things which I think are important to take
 into account in considering this. One was that it was
 not unknown for us to send faxes around to all the
 principal editors, the news editors, if we had
 a report -- if somebody rang up and said, "There there's

A. It worked pretty well when I was there, but there were

a scrum around, what are you going to do about it?" we sent a fax around to the news editors to remind them -- to say -- we didn't accuse them; we said, "If, by any chance, one of your reporters is there, would you be kind enough to remind him of what the code says about these matters?" and surprise, surprise, in many cases, it would disappear.

But there's a second problem, and the second problem was this: that of course a lot of the scrum these days is television cameras and radio reporters, but television cameras in particular, which of course were outside my remit, and when I had meetings with them to talk about it, they would be very reluctant to do anything about it before the event happened because they said they would be taken to judicial review, and I had to take a chance on whether I was going to be taken to judicial review when I rang up and said, "Please will you get your people off harassing ..." whatever it was, and I was only once taken to judicial review during my time there and I didn't even have to use the -- what is it? The Aga Khan and the Jockey Club case, that didn't arise. The judge just threw the case out, said that we'd behaved properly. But I know I was slightly taking a chance by the pre-event or to try and stop it rather

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than waiting for the complaints.

Q. You then go on to deal at length with changes made to
 the treatment of children by the press, but we can move
 over this because by and large the measures were adopted
 and we don't need to cover them.

Can I ask you about this. Chris Smith, now
 Lord Smith -- his comments are in the public domain --

7 has said that at this time he was actually pushing for

8 further changes to the PCC code, but there appeared to

9 be basically no appetite for this in the industry.

Obviously we can ask him about that in due course, but do you recall this? Do you recall calls for further

steps to be taken?

A. I certainly -- I'd forgotten about Chris Smith's time
until I read the statement in the papers that you kindly
gave me, but he wasn't the only one. There were other
people, including me, who would have -- who knew about
these things. One of the things which was quite

important in the debates was whether or not we should institute a system of fining.

20 Q. Yes.

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A. The first thing would be I don't think I could have persuaded the newspaper industry to have accepted a finding. I certainly don't think it would have been proper for editors to have been on the Press Complaints Commission if they were in a position to fine their Page 39

competitors for breaching the code, so that was difficult. It was very important in the initial stages of getting the Press Complaints Commission going that the editors played a full part.

So we had to balance all these things and I'm not saying it's exactly the same today, but it was important to get the editors committed it was their code. They were the ones who were needed to absolutely fully support what we were doing, and I needed to take them along, and they would not have been -- and I don't think I would have been in favour of the editor of one newspaper fining another one, and there was a further question of one fine would have been enough to put the paper out of business. The same fine would have been an extremely cheap price to have got the story, which in French newspaper style they could have put across the top of their banner.

So I was against fines at that time, and I think
Chris Smith -- I think Virginia Bottomley was also quite
keen on it at one time, but I persuaded them as best
I could that I thought this was an unwise move at the
time I was dealing with it.

Q. So is it your view then that in the aftermath of the
 death of Princess Diana the changes made went far
 enough, that they were sufficient?

1	A. I think they were right at the time, and we got them	1	Data Protection Act had the safeguard that I wanted.
2	through and I think it was a significant improvement and	2	The Human Rights Act brought in although David
3	some of them were, of course, changes that I had in mind	3	Irving kept telling me I was wrong a privacy law. In
4	before Diana died, but you have to pick the moment when	4	effect, Article 8 and Article 10 are a privacy law,
5	the press was in the mood to accept a tougher code.	5	which I thought would be damaging to self-regulation.
6	Q. Can I ask you now about the Human Rights Act. It's in	6	It would be a vehicle for the rich and it would leave
7	the public domain that you played a significant role in	7	the poor with no remedy. You only have to look at
8	lobbying when the Human Rights Act was being passed.	8	recently a footballer who lost a case I don't know
9	Can we identify, please, what your concern was when the	9	whether he should have lost the case or did, I'm not
10	human rights bill was going through Parliament? Can we	10	interested in that, but the fact is it is reputed that
11	look at tab 21 of the bundle. I think it's probably	11	it cost him £500,000 to lose his case under the Data
12	easiest, rather than asking you to remember exactly what	12	Protection Act. A case of privacy that costs you
13	you said. Tab 21 contains an extract from a debate on	13	£500,000 is of limited value to the public, who I was
14	the data protection bill, in fact, and if you look at	14	trying to serve.
15	page 2 of 4, the third paragraph from the bottom this	15	So that was that, and I tried various ways of
16	is you speaking. The paragraph starts "However"; do you	16	dealing with it
17	see that?	17	LORD JUSTICE LEVESON: But you would never have been able to
18	A. I'm sorry, I'm looking at the top bit of my speech.	18	help the footballer, Lord Wakeham. You never would.
19	Q. Third paragraph from the bottom:	19	Because that was all about prior disclosure. The only
20	"However, I have to say to your Lordships that one	20	way you could prevent prior disclosure would be to go to
21	thing greatly puzzles me and should give us all cause	21	court. The Press Complaints Commission couldn't
22	for concern. The thing that puzzles me is that the data	22	prevent
23	protection bill and the human rights bill which this	23	A. I'm not saying we should. All I'm saying is the
24	house has been considering seem to exist almost in	24	publicity of a man losing and costing him half
25	different worlds, but the truth is that they present two	25	a million, it makes it very difficult to see how many
	Page 41		Page 43
1	entirely contradictory sets of policies. The data	1	other people would want to go down similar roads, but
2	protection bill does not introduce new powers for the	2	maybe they wouldn't get themselves into the muddle he
3	rich and the crooked to gag the press; the human rights	3	got himself into.
4	bill does the opposite. The data protection bill does	4	LORD JUSTICE LEVESON: Well, they might not therefore want
5	not introduce a back door privacy regime; the human	5	to go to court. Therefore they do need some other
6	rights bill does. The data protection bill safeguards	6	mechanism to resolve this dispute, which the PCC doesn't
7	the position of effective self-regulation. The human	7	provide.
8	rights bill may end up undermining it."	8	A. Well, I'm not sure it provided it entirely in my day,
9	That's obviously what you were saying at the time.	9	but there's no reason why it shouldn't be made to. In
10	Is that an accurate reflection of	10	fact, in my original letter to you, I tried to set out
11	A. That's what I said at the time and I'm sure it was	11	the way I think we should develop the system.
12	accurate at the time and I think I'll try and tell	12	LORD JUSTICE LEVESON: Yes.
13	you what I think I meant from that.	13	A. I'm very happy to talk about it.
14	The thing about the Data Protection Act was it was	14	LORD JUSTICE LEVESON: That's one of the reasons why you're
15	based upon, as I recall, a European directive which gave	15	here today.
16	national governments the power to exempt journalism from	16	A. That's very kind of you to allow me to explain.
17	the full force of it, because sort of by definition	17	But what happened on the Human Rights Act, I got the
18	a newspaper that is collecting a story has it on its	18	third reading speech in the House of Lords. I said
19	files, on its computers, and if it hasn't published it,	19	I stand ready to talk to the government if they should
20	it is because it hasn't got enough information to stand	20	think and then Jack Straw rang me when he got to the
21	it up, and for that to be exposed at that stage would	21	Commons and he said, "I hear you're very unhappy with
22	have been very damaging to the freedom of the press.	22	that", and he was unhappy too, and so we met and we
23	But we persuaded the government, and Gareth Williams was	23	devised or he devised section 12, which was
24	the person who I dealt with over that. He saw that	24	an attempt, as I understand it what I understood was
25	perfectly well and the exemption was included. So the	25	that section 12 was really to give a newspaper the

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self-regulation.

- 1 defence that they had behaved in accordance with the 2 code and therefore that was a proper way to behave and 3 therefore freedom of expression would take the priority. 4 That's what he said. 5 I didn't comment on whether it was effective or not, 6 partly because both Jack Straw and David Irving are 7 friends of mine and the last thing I wanted to do was 8 get involved in what appeared to be a discussion between 9 the two of them. I just wanted to get the thing as
- 11 MS PATRY HOSKINS: Did you initially seek to get the press 12 a complete exemption from the Human Rights Act?
- 13 A. I certainly did, with absolutely no chance whatsoever of 14 getting it through the House of Lords, but I wanted to 15 raise the issue, which was important. I have to tell 16 you that Parliament is in favour of strengthening 17 restraints on the press whenever they find an 18 opportunity, and if there's any legislation flows from 19 the circumstances we're in, I have considerable 20
- 21 Q. But you ended up with section 12, which has been 22 described already.
- 23 A. Yes.

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right as I could.

24 Q. Am I right in saying that you were very much hoping that 25 this section would prevent privacy actions coming to Page 45

reservations as to how it would get on in Parliament.

a regulator?

- 2 A. No, no. I was getting rid of it. I didn't want
- 3 regulation of the press. I wanted self-regulation.
- 4 I wanted them to regulate themselves. I may not have

refined it and we refined it, but at no time was it

a regulator's job. It was a job of raising standards in

Q. Any views? I mean, did you speak to the press industry

Did you speak to representatives of the press industry?

A. I can't remember doing so. I can't absolutely swear

that I never spoke to a journalist at any time about it,

but I certainly wasn't representing them. My concern

my view, was the best way of protecting the public and

I didn't want to see it destroyed in the way that it

more or less has been in the last few years.

in 1995, so right at the very beginning:

was for the public. The Press Complaints Commission, in

LORD JUSTICE LEVESON: When you say you never described

yourself as a regulator, Lord Wakeham, you made a speech

"I now have but one central aim as chairman of the

Press Complaints Commission: to remove the sword of

Damocles; that is the threat of statutory controls and

privacy legislation suspended other the head of the

last ten years, and to put the regulation of the press

beyond the bounds of day-to-day political debate."

Wasn't that accepting for you that you were

relationship between politicians and the press over the

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fourth estate, which has been souring the crucial

when the human rights bill was going through Parliament?

- 5 put it as cleverly as I should have done, but that's
- 6 what I wanted. I certainly did not see myself as
- 7 a regulator. I saw my job as to try and raise standards
- 8 so that nobody would then be wanting to bring in
- 9 regulation of the press. That was the object of the
- 10 exercise: to get standards sufficiently high. People
- 11 would then say, "This is fine, we don't need
- 12 regulation."
- 13 LORD JUSTICE LEVESON: So when your successors come along
- 14 and speak about them being regulators, that's simply not
- 15 your understanding of the role at all?
- 16 A. No. I mean, the dividing line is quite narrow, it's not
- 17 black and white, but I think that they made a mistake in
- 18 trying to take on the job of regulating when they should
- 19 have been putting it back to the press and saying, "What
- 20 are you doing? This is outrageous. You mustn't do
- 21
- 22 LORD JUSTICE LEVESON: But that means then there is nobody
- 23 who is regulating the press at all.
- 24 A. Self-regulation in a free society is what I would want 25
- to achieve, and I thought I had done quite well in Page 48

Q. In your witness statement, you appear to reject the

2 A. Yes, and it didn't.

court but instead they would go to the PCC?

- 4 notions that you were campaigning for the press at this
- 5 point. Some commentators have said that it was simply
- 6 inappropriate for the chairman of the regulator, who's
- 7 meant to be, at the end of the day, an impartial
- 8 mediator and complaints handler, to essentially lobby on
- 9 behalf the press in respect of government decisions that
- 10 might affect the press' commercial interests.
 - In fact, if you look at Jack Straw's comments to the privacy and injunctions committee, he believed you were in fact representing the press. He describes the press as "the press in the person of Lord Wakeham".
- 15 A. Well, I thought -- the bit at the beginning, I wanted to 16 intervene but I didn't.
- 17 Q. Right, please do.
- 18 A. I was never a regulator. I never said I was
- 19 a regulator. I didn't pretend to be a regulator. My
- 20 task was to try and raise standards in the press by
- 21 means of a code and by self-regulation. You have to 22
- bear in mind that when I meant there, the press had been
- 23 governed previously by the Press Council, and there was
- 24 no -- there wasn't a code. We were the starting of the 25
 - code. It was pretty crude when we started, and we

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12 (Pages 45 to 48)

1 achieving it during my time, and since then we've got 1 you need something greater for that. 2 2 ourselves into difficulties and we have to find a way But I also floated the idea in that letter, from my 3 3 forward and I made a suggestion as to how I think we point of view, that what I thought was reasonably right 4 to try to make section 12 work in the way that I thought should find a way forward, which of course does, in the 4 5 end, bring the courts in as well because I take the view 5 it was going to work was that there could be an 6 that the Human Rights Act is now part of our law, it's 6 understanding between the PCC and the courts, whereas 7 7 been incorporated into our law, and we'd best work when somebody starts a legal proceedings for privacy 8 8 with the courts, the judge would say, "Have you taken within that system. 9 MS PATRY HOSKINS: That brings us neatly onto your proposals this case to the PCC? If not, why not?" And if there's 9 10 for the future of press regulation. I've been working 10 a good explanation, accept it. If not: "I think it 11 from your letter to Lord Justice Leveson dated 7 January 11 would be better if you went there first", and then come 12 12 2012, which is behind tab 8, simply because it's all along and see what it was. The PCC could give an 13 there conveniently set out. Can we turn to that? It's 13 adjudication and I would not then stop anyone from 14 MOD2429. 14 taking it to the courts if they wanted to and the courts 15 A. Yes. 15 could decide what they were going to do about it. 16 Q. On the second page of that letter, you say in the third 16 By this means, it seemed to me self-regulation would 17 17 paragraph that based on your experience at the PCC and be a stage one in a process which might end up in the 18 your own beliefs as a Parliamentarian in freedom of 18 courts if we couldn't find a practical solution. 19 expression, you remain strongly -- I think that should 19 LORD JUSTICE LEVESON: That's absolutely opposed to the 20 say "opposed to" --20 present rule, that if you go down the PCC route, you 21 A. Yes, so would I. 21 can't go to court. 22 O. -- additional statutory controls. 22 A. Correct, yes, absolutely. And that was right in my day, 23 A. Yeah. 23 that was what we did in my day, and I think we did it 24 Q. So nothing that you've seen in the intervening years has 24 for a reasonably good reason, because there was a danger 25 25 persuaded you that we should go to statutory regulation; of double jeopardy for the newspapers, that they would Page 49 Page 51 1 is that correct? 1 be clobbered by the Press Complaints Commission and then 2 2 A. Correct. they'd go to court. I think that in my day, really, the 3 3 only cases that this really mattered was defamation Q. "... wrong in principle and wouldn't work in practice. 4 The only answer therefore is to strengthen 4 cases and it was relatively easy to see if this was 5 self-regulation." 5 a case where you should say to somebody, "Look, this is 6 6 I could paraphrase this for you. Is there anything a case that you might prefer to take to court because 7 in particular that you would like to draw Lord Justice 7 this doesn't look like it's in our field." 8 8 Leveson's attention to? What I didn't want to do was to use the PCC as 9 9 A. Well, yes. I hope it's reasonably there. I've taken a sort of fishing expedition, have people come along who 10 the view that the complaints handling of the PCC was 10 really all the time were intending to go to court, and 11 11 get the PCC to deal with it in order to give them the pretty good. It was cheap, it was quick. I reduced the 12 12 timescale down to 35 days from complaint to getting an information --13 13 LORD JUSTICE LEVESON: But you might have just that effect adjudication, and that was not perfect but it was okay. 14 14 We set up an appeals procedure as well for those who now. 15 15 weren't happy with the results, which I don't think was A. In --16 used very much. 16 LORD JUSTICE LEVESON: If the court is going to say, "Go 17 17 There were, of course, much more difficult issues along and try the PCC", and the PCC looks and requires 18 that came up from time to time. There were not so many 18 answers from newspapers, then that's the dry run, that's 19 of those as there ought to be, but they were important 19 the fishing expedition, which then leads to court. 20 20 and they had to be dealt with, and whilst I thought that A. Yes, but I was also suggesting that in that case the 21 21 the complaints could be dealt with by an ombudsman type person concerned would pay the costs of the PCC. If 22 22 figure, I think the wider issues -- the McCanns, the they then decided to take it on, the costs would be part 23 23 Daily Mirror and the question of share tipping and of the costs of the legal proceedings, so the PCC would 24 things of that sort -- were bigger issues which you 24 get their money back from one side or another for

couldn't leave to one man to deal with, and therefore

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providing -- doing the work. That seemed to me to be

1	a vaaganahla aamnuomiga	1	hazayes the press on associons have often been extremely
1	a reasonable compromise.	1 2	because the press on occasions have often been extremely
2	LORD JUSTICE LEVESON: Either the newspaper or the		valuable in trying to get at the truth.
3	complainant?	3	I don't know if I can bore you with one example of
4	A. Yes, absolutely. Whoever won or lost, yes. But there	4	really where it happened. We had a case, a Sunday
5	was therefore the	5	paper, and it had a full-page picture on the front of
6	LORD JUSTICE LEVESON: So that means, does it, that if one	6	a woman, as best we could see, dying, and every lay
7	takes an indigent person who doesn't have very much	7	member of the press thought this was a horrible,
8	money, they think they've got a complaint and they're	8	horrible intrusion into that person's and that family's
9	encouraged to go to the PCC, and then either they feel	9	life. And we got to the end, and one of the editors
10	they're not fairly treated or they feel that they've got	10	said, "Well, I quite understand why you feel that way,
11	actually something quite useful and therefore it ought	11	but before the Commission reaches its conclusion, may
12	to be worth some damages, then they take the risk of all	12	I make a suggestion that you do some enquiry as to the
13	the costs of the PCC as well as the risks of the	13	circumstances in which that photograph was taken?"
14	litigation?	14	And the circumstances were that the hospital
15	A. Absolutely, yes. Absolutely. But 99.9 per cent of the	15	concerned had invited the press in, this reporter in, to
16	people, having gone to the PCC and had a fair	16	say, "Take any picture of anything you like, because we
17	investigation of their complaint, wouldn't take it any	17	want some publicity", probably to clobber the government
18	further, in my view.	18	about health service expenditure it was a Labour
19	LORD JUSTICE LEVESON: But do you visualise that the fair	19	government, so it happens on all sides to clobber the
20	investigation of the complaint could lead to the	20	government. The picture appeared, therefore taken with
21	resolution of factual conflict? At the moment, the PCC,	21	the full permission of the hospital. Whether it should
22	as I understand it and you'll tell me if you think	22	have been in is another matter
23	I'm wrong won't get involved in I mean, if there's	23	LORD JUSTICE LEVESON: My immediate reaction is: what about
24	what I might call a straight swear. The complainant	24	the patient or the patient's family?
25	says X, the newspaper says Y. How can the PCC resolve	25	A. Well, right. The patient complained to the hospital.
	Page 53		Page 55
1	that? It's a conflict of evidence, therefore they	1	The hospital then said, "Oh, well, you must complain to
1 2	that? It's a conflict of evidence, therefore they don't.	1 2	The hospital then said, "Oh, well, you must complain to the Press Complaints Commission." They didn't tell
	•		
2	don't.	2	the Press Complaints Commission." They didn't tell
2 3	don't. A. It very rarely happened in my time that I can remember.	2 3	the Press Complaints Commission." They didn't tell anybody that they'd invited them in to do it, and we
2 3 4	don't. A. It very rarely happened in my time that I can remember. There was something reported in the newspaper and the	2 3 4	the Press Complaints Commission." They didn't tell anybody that they'd invited them in to do it, and we would not have understood that if it hadn't been for the
2 3 4 5	don't. A. It very rarely happened in my time that I can remember. There was something reported in the newspaper and the person concerned would produce the argument and evidence	2 3 4 5	the Press Complaints Commission." They didn't tell anybody that they'd invited them in to do it, and we would not have understood that if it hadn't been for the editor. He said, "That is one of the best newspaper
2 3 4 5	don't. A. It very rarely happened in my time that I can remember. There was something reported in the newspaper and the person concerned would produce the argument and evidence as to why he thought the newspaper had got it wrong.	2 3 4 5 6	the Press Complaints Commission." They didn't tell anybody that they'd invited them in to do it, and we would not have understood that if it hadn't been for the editor. He said, "That is one of the best newspaper photographs, in my professional judgment, that I've ever
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is the trickiest area."
To some extent, you say, it's always been a problem
but in a much less acute manner. Do you have any
answers or potential solutions?
A. Let me say why it's always been a problem in a mu

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A. Let me say why it's always been a problem in a much less acute -- we always had newspapers who refused to pay their dues to the Press Complaints Commission and didn't want to be part of it, but they were all relatively small and the view I took was: if somebody complained about that newspaper, I didn't write to the person and say, "I'm afraid I can't deal with this. The newspaper hasn't joined the club"; I dealt with it as if they had joined the club because I thought it was in the interests of the Press Complaints Commission that we should deal with it, and that was perfectly easy to do when there were relatively few and they were relatively minor newspapers.

minor newspapers.

When you have the -- whatever it's called,

Northern & Shell drop out, this is a very much more serious matter, and it didn't happen in my day, and I don't think self-regulation would work unless you have the full commitment of all the major papers, including them. And I think that David Hunt's idea of there being a contract, a legal contract so they have to contribute money to it means that the body gets the -- the PCC gets

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would combine together to make even more tough --

A. Oh, absolutely. That's exactly -- I understand that
 completely, and I'm just saying that that's exactly what
 people would have done with this House of Lords bill
 that's been around for years.
 So leave that on one side. That's exactly the

danger. He's absolutely right. That is what would happen, and that is why, for example, when I argued that the press should be exempt from the Human Rights Act, I didn't press it to a division or anything -- because I knew I'd lose. There's no way I would have got that through, but I wanted to raise the point in order to try and get something going.

So if that is what I might call a narrow, minor bill, David Hunt is right. If the government was faced with a much bigger and more serious one, I'm also pretty sure what would happen there. First of all, they would be absolutely -- nobody would touch it this side of an election. Absolutely sure of that. The government wouldn't do anything. I'm no member of government, but I don't think they would touch it this side of an election, because the danger would be that whatever the government says, the press would be against it, the opposition of the day -- and this is not a party point because it could be the other way around if the election Page 59

1 its funding, which is important, and if the newspapers

2 don't want to co-operate with it, that doesn't stop --

3 it doesn't stop the PCC dealing with the complaint. It

4 can deal with it. If they don't want to defend

5 themselves, that's their problem.

6 Q. Thank you. I think you wanted to say a word or two

about the practicalities of getting legislation through

8 Parliament.

A. Well, yes. It has been drawn to my attention what David Hunt said, and as he, I say, learnt his trade -- he was one of my whips when I was a chief whip. I'm sure he was right in what he said about the difficulties within Parliament. There will be amendments to the bill, if there was a relatively minor bill to regulate the press in some way, which would get itself out of control. It's exactly analogous to what is at present happening will the House of Lords reform. There has been a long time a very simple bill by David Steel which does a great deal of the things which should be done, but the government is frightened to take it on because it knows it will get so many amendments and so on, a minor bill will become a major bill.

LORD JUSTICE LEVESON: That wasn't actually what Lord Hunt
 was saying. What Lord Hunt was saying was that members
 of the House of Lords and the House of Commons both

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1 went the other way. The opposition would say, "The

2 government is absolutely right to tackle the abuses of

3 the press. Unfortunately, they've done it the wrong

4 way." And there would be a massive parliamentary debate

5 which would get out of control very quickly, in my view,

6 and as many years as a business manager in both houses,

7 I would be very reluctant to advise a government to

8 bring in a bill to take statutory control of the press.

9 LORD JUSTICE LEVESON: Oh no, no, no, no. Let me make it

10 clear -- and I've made it extremely clear: there's no

11 question of my suggesting statutory control of the press

12 at all.

13 **A. Yes.**

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14 LORD JUSTICE LEVESON: I think I said from day one -- and

frequently, when anybody's suggested to the contrary --

that I am a firm believer in the freedom of the press.

17 I think it's an essential part of our democracy and

I think it's an essential part of our democracy and

there isn't a chance of my recommending that, but I am

19 rather concerned that the effect of what you say is to

undermine the purpose of this Inquiry entirely, because

21 effectively what you're saying is: "Well, you can think

about this and you can look at it and you can write

whatever you like, but at the end of the day, unless you

simply say, 'Well, the press should be allowed to get on

with it', then you're going to create an absolute fire

1 storm and nothing will happen." A. Well, yes, but not if you say: "Here's a lot of things 2 2 I don't intend the government to do, but they would be A. Can I answer you this way? I thinking that Calcutt 2, 3 3 pretty horrible if I did." I think you have to take which the government turned down, was actually the 4 4 creation of a much better Press Complaints Commission. a pretty stern line -- at least I would if I were in 5 I would not have been able to do it if it hadn't have 5 your position -- about the shortcomings that are there. 6 been for the threat of Calcutt 2, to which the 6 But it doesn't mean to say that your worst excesses --7 7 government said no, and the serious threat that there I think the most important thing, if I was sitting where 8 could be statutory regulation. That is what I used all 8 you're sitting, which I'm not, is I would be looking at 9 9 the effect upon ordinary people, on the ordinary people. the time. All my speeches in the early months, I'd say, 10 "Now, look, I hope you people are listening to me, 10 I think that's very much the most important part of it. 11 11 LORD JUSTICE LEVESON: I entirely agree with that. But because if you don't listen to me, statutory control 12 12 will be the end result of it." I gain this comfort from what you say, Lord Wakeham. If 13 13 And I can remember -- I had forgotten but I was I make a suggestion which is rejected but causes the 14 14 reminded the other day -- at least one meeting I turned press to change, then I've won. If I make a suggestion 15 to these editors who were being a bit difficult about 15 that's accepted that causes the press to change, I've 16 this or that and the other thing, and I said, "If you 16 won. So to that extent, it may be I can't lose. 17 17 lot go on like this, I'm going straight to the A. Yes, that's not a bad starting point, from your point of 18 Prime Minister and saying these people are impossible, 18 view. I don't disagree with that at all. I think 19 19 that's very good. And who wants you to be anything and I cannot deal with them any longer." 20 It was the threat of statutory intervention, which 20 other than a winner? 21 21 LORD JUSTICE LEVESON: Oh, no, no, no, I actually perceive didn't happen, which made me persuade them to co-operate 22 with me, which they did for the seven years or so I was 22 this responsibility quite differently, Lord Wakeham. 23 23 MS PATRY HOSKINS: Well, on that winning note, those are all there. We frequently changed the code in all sorts of 24 24 different ways, as we found the opportunity to do so, my questions. 25 and it was a lot better at the end than the beginning. 25 LORD JUSTICE LEVESON: Thank you very much. Lord Wakeham, Page 61 Page 63 1 So I think that what you say will be very 1 is there anything that you would like to add? You have 2 2 instrumental in getting a higher standard, even if -an enormous experience in this area. I read not just 3 whatever you're likely to say is going to be designed to 3 between the lines that you think that things have taken 4 increase and improve the standards, which have slipped, 4 a serious turn for the worse in the more recent years --5 and I think it will be -- it doesn't necessarily mean 5 and that's not necessarily to criticise all your 6 6 a legislation at this stage. It does mean that they successors, because these things have clearly gone in 7 will say --7 cycles. One looks at the attempts to look at this since 8 LORD JUSTICE LEVESON: So you're encouraging me to suggest 8 the war, the number of efforts that have been made in 9 a particularly stringent piece of legislation that 9 this area. But if there is anything else you'd like to 10 really does hit the press very hard, so that's a very, 10 add, I'd be very grateful. 11 very large club for Lord Hunt to wield against the 11 A. No, I think we've sort of -- it sort of came out in 12 12 editors? Is that what I should be doing? a different order than was in my mind to start with, but 13 A. No, I don't think that's right. I think the existence 13 I'm perfectly -- I think I've got everything out that 14 14 of the inquiry that you are conducting has, if they have I've particularly wanted to say. 15 15 any sense, sent a pretty clear signal to the press, and No, I wish you luck. Thank you very much. 16 16 LORD JUSTICE LEVESON: Thank you very much indeed for you will obviously report what you think is the most 17 17 appropriate dealings. Now, you will report what you 18 think is right. If you report a tough -- I'm not saying 18 MS PATRY HOSKINS: Sir, the next witness isn't due until 19 you are. If you reported a tough statutory solution, 19 12 o'clock, so I wonder if we could have a slightly 20 20 I think we would have parliamentary difficulties of longer break. 21 21 greater or lesser extent, whatever it is --LORD JUSTICE LEVESON: There's no question that we can have 22 22 LORD JUSTICE LEVESON: What you're saying is: it wouldn't a slightly longer break --23 23 happen but it might help the press sort themselves out, MR BARR: I was going to say, in fact, the next witness has 24 so we could use it as another example of in nuclear 24 been put off until 2 o'clock.

deterrent?

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LORD JUSTICE LEVESON: Thank you very much indeed. That's

1 also important, because at 2 o'clock I intend to say 2 something about recent events, which will be of some 3 help, some significance, and I hope, help. 4 MS PATRY HOSKINS: Thank you. 5 LORD JUSTICE LEVESON: Thank you. 6 (11.36 am) 7 (The luncheon adjournment) 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 Page 65			
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