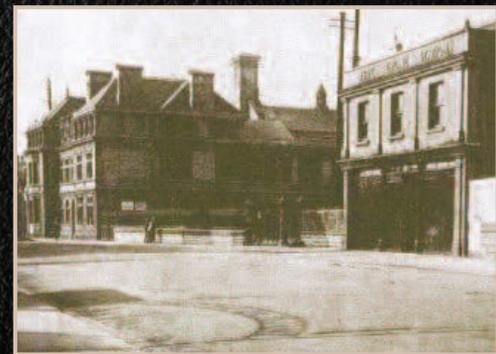




SOUTH WALES POLICE
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Chief Constable **Mackenzie:** Cardiff's Reformer



The History of Policing in Wales

Chief Constable Mackenzie: Cardiff's Reformer

Chief Constable Jeremiah Box Stockdale laid the foundations for the first police force in Cardiff. However, it was his successor, William Mackenzie, who built on them to create a viable, professional organisation, capable of policing Wales' new capital city.

Chief Constable Mackenzie was appointed to lead the force in 1889, an era which was characterised by his continued work to improve the conditions of service for his men. For example, he petitioned the Watch Committee Council to rearrange hours of police duty, so that each officer took two shifts of four hours each instead of one shift of eight hours, to avoid police officers having to go on duty at 6.00am until 2.00pm without refreshment.

Officers who started at 6.00am were to be relieved at 10.00am, and then work from 2.00pm to 6.00pm. The remaining officers' working days started at 10.00am until 2.00pm and then from 6.00pm to 10.00pm when the night officers came on duty.

Mackenzie also ensured that a merit class of constable be formed, and reserved exclusively for men able to perform duties of acting sergeants, enabling them to qualify for the higher ranks. He put forward a strong case for the appointment of three additional constables in plain clothes, who were to be paid at merit class level, and receive two shillings a week in lieu of uniform.

Most importantly of all, Mackenzie argued that the men should be allowed one day off a month. This would then place them on equal terms with every other force in the country. He did this because he believed it vital for morale, encouraging the men to do their best.



Chief Constable William Mackenzie

Beneficiaries of Mackenzie's proposed pay scales would be constables of exemplary character only, with a good knowledge of by-laws and local acts. They had to be able to read and write well, possess a fair knowledge of accounts and be efficient in all areas of police work.

With the aim of recruiting good men for the force, Mackenzie recommended promotions he deemed essential. These included two serving sergeants to be employed as acting inspectors in Roath and Canton. This proposal was necessary because the inspector at Roath had to be on duty most of the day, and the sergeant at Canton had to divide his duty time to cover day and night. In return the two acting



Cardiff Police Officers pictured around 1900

inspectors would receive an additional two shillings a week resulting in a total yearly expenditure of £10 8s.

In addition, three serving constables were to be employed in plain clothes at Roath and Canton on merit class, and awarded two shillings per week in lieu of uniform.

With regard to the police providing special services not covered by taxation, a rate of one shilling per man per hour was proposed, as no fixed amount was laid down and on occasion people refused to pay anything.

When duties were carried out in a police officer's own time, Mackenzie stated that they should be paid at the rate of a first class constable's pay, namely sixpence an hour, with any residue to be paid into the Superannuation fund every month.

The Cardiff Watch Committee adopted all of Chief Constable Mackenzie's recommendations.

This resulted in sergeants William James and George Durston becoming acting inspectors, and eight police constables – Henry Williams, Joseph Burford William Oxley, Joseph Tomlinson, Herbert Picket, William Scott, George Roddy and George Robinson, were upgraded to merit class.

The Battle for Improved Conditions of Service Continues

However, it would seem Mackenzie's proposals were not radical enough to dramatically improve morale amongst his hard-pressed officers. In January 1890 Chief Constable Mackenzie endorsed a petition to the Cardiff Watch Committee on behalf of 36 out of 61 of his first class constables for a wage increase.

He also recommended that they be provided with notebooks and warrants on appointment. Another proposal was for improvements in the food supplied to people in custody.

Only the bid for notebooks and warrants was successful. There would be no increase in the pay of first class constables, and the request for better food was also refused.

Mackenzie was more successful with his later requests to the Watch Committee in the spring of 1890, when improvements were agreed to upgrade equipment at the Cardiff Fire Brigade, manned prior to 1941 by the police.

An additional engineer to the two already in post was provided at the rate of 30 shillings per week, together with an extra 12 constables to complement the existing 12, at the rate of two shillings a week on top of their wages.

Mackenzie also ensured money for much-needed alterations to Canton police station, costing £83, and in September of the same year, received the go-ahead to begin looking for a site for a police station at Cardiff Docks. It was hoped that a police station would also be erected in the East Moors District, an area of 34 streets and 1,611 houses. The area had an existing population of 12,000 but further increases were expected when the Dowlais works were opened. Additionally a police station was also needed in the Splott area.

A Growing Force

In January 1891, Cardiff City Police was increased by two sergeants and 18 constables. The increase was well overdue. The figures (pictured right) taken from the 1881 census give an indication of the problem.

By 1891, ten years after the census, it was calculated that Cardiff now had approximately one constable to every 930 people. The increase resulted in the pressure being eased slightly to one constable for every 812 persons.

It had been agreed the previous year to limit the age of admission to the force to 33 years, and now at last in response to the growth of the force, a pension scheme was established for Cardiff City Police Officers. A constable was entitled to a pension, without a medical certificate, after 25 years service, yet very few men were able to police Cardiff's streets for that length of time.

The number of police stations also increased – a building at East Moors on the corner of Janet Street and Walken Road was rented at £15 per annum, and land was bought on a lease of £99 per annum on Hannah Street in the Dock area. The Dockers Strike of 1891 emphasised this need when 50 Cardiff City Police, one third of the force, were enlisted to deal

	Acres	Acres to each PC	Pop.	Number of PC's in force	Population to each constable
Liverpool	5,300	4	552,803	1,259	439
Newcastle	5,371	21	145,359	255	570
Hull	7,901	28	166,791	278	600
Bristol	4,950	13	206,874	374	553
Cardiff	7,374	53	82,761	140	595

Figures taken from the 1881 Census – a growing Force

with policing issues arising from the strike, in addition to men from the Glamorganshire Constabulary.

Attempted Murder at Cardiff Docks

Since May of 1890, Cardiff Police suffered heavy criticism at the hands of the press, making Chief Constable MacKenzie's recommendations for essential reform difficult to implement.

Working as a police constable in Cardiff in the 19th Century was widely recognised as not being a job for the faint hearted. The general public were made aware of the dangers faced by officers in articles such as this one written in the "Cardiff and Merthyr Guardian" in July 1891, when in trying to prevent a father being attacked by his son, PC Elliott had his fingers hacked off and only narrowly escaped with his life. Pearse was punished with just one month's gaol with hard labour.

Nevertheless, on 2nd May 1890 the police unwittingly alienated the people of Cardiff by forcibly entering a house without a warrant, and frightening the occupants – Mrs Driscoll, a widow, and her two young sons. The three police constables concerned, PCs Crook, Penry and Harris were looking for a man who had stolen £9 from a sailor.

Mistakenly believing him to be at number 37 Mary Ann Street, the police attempted to gain entry. A bystander trying to be helpful broke down the door

and the police illegally entered the property. After complaints from Mrs Driscoll, the police were fined £5 for overzealous behaviour, and the police were subsequently villified by the press as payment of the fine fell upon Cardiff ratepayers.

Controversy surrounding the cost of policing the Dockers' Strike and the resulting drain on resources and manpower for policing the rest of Cardiff, provided further ammunition for the critics.

The reputation of Cardiff Police during this period was rescued by their bravery in apprehending James Downey, a Cardiff Bay docker, aged 40, who shot his wife Helen, aged 35 years, at Frederica Street in Tiger Bay.

Helen Downey had arrived home drunk and had begun to batter in the door of the property they shared with loose paving stones. In response James Downey shot her in the head. Helen stumbled away from the property and managed to incoherently tell her story to the police. Four police arrived at the scene, tried to break in but failing to do so tried the back of the property. They found the back door open and entered the house to find Helen on the floor. She had returned to the house after summoning the police and had once again been shot at by her husband.

The police returned to the backyard, where Johnson, a neighbour, discovered James Downey in a small water closet. James shot at him. Johnson tried to strike the gun out of his hand but only partly succeeded and the barrel struck him on the left cheek causing an abrasion. The bullet instead hit PC Lee who was standing behind him.

James Downey made off in the confusion, pursued by the police. He took a detour and then returned home to barricade himself in. The police surrounded the building and broke in at the back. As they climbed the stairs Downey fired three shots. PC King flung his Bullseye Lantern at Downey and sprang upon him. The two grappled and fell. Downey managed to overpower PC King and placed his gun at King's right ear. PC James moved quickly to strike the weapon out of Downey's hand and he was arrested.

On inspecting the property, five empty gun cartridges were found on the ledge of the bedroom window together with a box that had not been fired. This indicated that Downey had expected to fight to the end.

Incredibly both Helen Downey and PC Lee survived the shootings, and all the officers involved received promotion – PC King to merit class, PCs Lee, James and Gretton to first class and PC Maxwell to second class.

Reform Continues

The success in this high profile case helped smooth the path for a second pay rise in April 1892 – a rise which was supported wholeheartedly by the local press.

	£	s	d
Superintendent (on appointment)	3	3	0
Superintendent after 5	3	10	0
Superintendent after 10	3	17	0
Inspectors (on appointment)	2	2	0
Inspectors after 5 years	2	5	6
Inspectors after 10 years	2	9	0
Sergeants (on appointment)	1	13	3
Sergeants after 5 years	1	15	0
Sergeants after 10 years	1	16	9
Constables (on appointment)	1	4	6
Constables after 2 years	1	6	3
Constables after 4 years	1	8	0
Merit Class	1	9	9
Total Increase per Week	6	19	6
Total Increase per An-	362	14	6

Proposed Pay Scales

Hard-pressed Cardiff City Police officers certainly had an excellent case. Pay in the Glamorgan Constabulary was higher than in Cardiff, the maximum rate was reached quicker and house rent in the Glamorgan area was considerably cheaper than the capital.

Currently a constable earned 24s 6d on appointment, rising to 26s 2d after 2 years, 28s after 4 years. Merit class constables earned 29s 9d a week. Chief Constable Mackenzie recommended that a constable earn 25s on appointment with an annual increase up to 30s. Merit class would receive 1s 6d extra per week.

He suggested that sergeant's pay remained largely the same but the maximum rate be achieved at the end of five years, not 10 as it was currently. Second class should be attained within two years and first class in five years. Mackenzie stipulated that pay on joining should be 33s per week as opposed to 33s 3d but that it should be increased annually until it reached 37s per week.

Inspectors were to remain on £2 2s per week on appointment, but wages were to rise until a maximum of £2 10s was reached.

Finally, amendments to the pay of superintendents were proposed. They currently earned a salary of £3 3s a week (£163 16s per annum). After five years it rose to £3 10s per week, and after 10 years £3 17s. Mackenzie put forward a salary on appointment of £160 per annum, with an annual increase of £10 until £240 per annum was reached.

Divided Loyalties

Given Chief Constable Mackenzie's endeavours on behalf of Cardiff Borough Police, the Watch Committee were both surprised and dismayed to discover in July 1894 that he wished to apply for the post of Chief Constable at Bristol Constabulary.

The post at Bristol commanded £750 a year without a house, in comparison to Cardiff's £550 a year with accommodation. Apart from the financial aspect, Mackenzie had previously worked as Assistant Chief Constable at Bristol and had only left in order to gain the career advancement offered in Cardiff at the time.

In a bid to retain his services, the Cardiff Watch Committee agreed a salary increase of £50 a year, and also agreed to offer a further £100 per annum to Chief Constable Mackenzie if he vacated his house and agreed to his salary not being reviewed for another 3 years.

This proved acceptable to him, and Mr Allbutt, Assistant Chief Constable of Liverpool Constabulary was eventually appointed to the Bristol post in September 1894.

Murder Most Foul

Although it was undisputed that the reputation of Cardiff Borough Police had greatly improved under his leadership, the police were still on occasion subjected to harsh criticism.

The unsolved "Fairwater Murder" of Friday 10th July 1896 proved an enormous challenge to the force. David Thomas, a mild-mannered and popular 33 year-old carpenter with a wife and two young sons, was working for Lord Windsor at St Fagans when he was inexplicably shot dead.

The police were heavily criticised by the press for not doing enough to apprehend the perpetrator. The Evening Express offered a £50 reward for information in lieu of the lack of reward offered by Cardiff Borough Police, and increased the pressure on them still further by arguing that Scotland Yard should have been contacted in the early stages of the investigation.

The Fire Service Issue

Ironically however, the police's failure to solve this high profile crime worked in their favour as it served to emphasise staff shortages once again. The press subsequently ran a series of unattributed articles stating that a distinction needed to be made between staffing the police and the fire brigade, as manning the fire service was proving an enormous drain on policing resources.

Additionally, it was argued, the status quo was undermining the efficiency of the Fire Brigade and exposing the general public to unnecessary danger. Could the author have been Chief Constable Mackenzie?

The Fire Brigade, formed 30 years previously when the population of Cardiff was just 30,000, was now inadequate for the requirements of a town which now numbered 150,000. There was a desperate need for a purpose built headquarters which would allow stabling of 8-10 horses and accommodate 40-50 men. A shed was required for equipment storage and a courtyard for daily drill of the men. Currently, the fire engine was housed in one building, the horses in another and 11 policemen in yet another.

The Fire Brigade had a permanent staff of 9 people, which included 4 firemen, 3 engineers and 2 stablemen (one of whom also doubled as a driver). Eleven police officers were stationed at the fire station. The remaining police officers in Cardiff Borough Police were expected to assist the Brigade if necessary, even if they had completed their policing shift for the day. Chief Constable Mackenzie lived one mile from the fire station.

The "anonymous letter writer" argued that there was an urgent need to appoint an experienced superintendent, supported by a trained and competent staff of 30 officers, whose whole time was devoted to the work of the Brigade.

Serving officers in Cardiff Borough Police would only be expected to protect the fire station premises, control the crowd and render aid if called upon to do so. The letter writer stated that a third of these additional costs should be covered by insurance companies as they would directly benefit from such improvements.

The Force Continues to Grow

On 14th January 1897, Chief Constable Mackenzie asked for an increase in manpower of 20 constables, in the light of Cardiff Borough Police having considerably fewer numbers than other towns. Mackenzie reminded the Cardiff Watch Committee that it had been two and a half years since the last rise and that the town had increased since then in population and in extent.

His argument was supported by statistics evidencing an increase in crime. In his annual report to the Cardiff Watch Committee, Mackenzie reported that 6,657 people had been proceeded against during 1897, an increase of 442 from the previous year. 3,611 of these had been convicted.

The Cardiff Watch Committee approved his application to increase police officer numbers and Cardiff Borough Police swelled accordingly in number to 220 officers. Three additional firemen were also appointed.

The tragic death of Mackenzie's youngest daughter Maggie, aged eight, from rheumatism just four days later on 18th January 1897, leading to his taking a short period of enforced absence, did not in any way distract him from endeavouring to continue to develop and accredit his force.

On 10th June 1897, Mackenzie petitioned once again for an increase in salary for his officers. He wanted an additional merit class for his sergeants and constables. Their current pay was 31s 6d per week and Mackenzie proposed this rise to 33s per week, with merit class sergeants and constables earning an additional 1s 6d a week.

Mackenzie also proposed that the eight acting sergeants in the force become sergeants and the three acting inspectors be promoted to full inspector. He asked for an inspector for each district and the formation of a chief inspector class with an advance of 5s a week. He argued that such a class existed in nearly every other force in the country and that the total cost for all these recommendations would only be £1 a week in total. The Cardiff Watch Committee agreed to all these proposals.

The December of that year also saw an increase of £100 in Chief Constable Mackenzie's salary, reflecting the high esteem in which he was held by the Committee.

Mackenzie's annual report in January 1899 again showed an increase in the number of people proceeded against (7,109 in total, a rise of 452 people on 1897's figure). Of these 3,473 were convicted.

At the Watch Committee meeting in March, in order to tackle this rising crime trend, Mackenzie recommended that the force strength be swelled by 20 men, which would result in there being one officer to every 753 people. He calculated that the cost would be £760.00 per year with half of it being paid by the town. Mackenzie cited police officer per number of population ratios in other forces, all of whom enjoyed more favourable representation than Cardiff:

Town Policemen per Head of Population

■ Newport	1 to 655
■ Bristol	1 to 553
■ Hull	1 to 662
■ Liverpool	1 to 450

Mackenzie argued that while areas such as Liverpool and Manchester adjoined large towns such as Birkenhead and Salford and could draw on the police presence there, Cardiff was geographically isolated. Additionally, Cardiff was in possession of a greater floating population than any other town in the Kingdom, the figure in reality being closer to 10,000/12,000 rather than the 7,000 often cited.

The Watch Committee did not hesitate to approve Mackenzie's recommendations, praising him for being "half a force himself".

Chief Constable Mackenzie also raised once more the question of a new location for the fire brigade. Two years previously a site had been secured at Womanby Street and considered too small. Since then there had been no progress and this was a matter of concern to the chief constable and his men as the need for alternative accommodation remained acute.

Mackenzie suggested that premises be secured in the vicinity of Westgate Street instead, and requested that the Watch Committee investigate the possibility of obtaining suitable land there. This was also agreed.

The end of 1899 marked a decade of policing in Cardiff Borough under the command of Chief Constable Mackenzie. To celebrate the occasion, Mackenzie was presented with a sword and illuminated address at the Townhall. Over the previous 10 years the force had grown from 140 to 240 men, and the mileage of the streets they had to patrol from 70 to 111 miles. The Fire Brigade had increased from two engineers and 12 firemen to three



Cardiff's new Fire Station at Westgate Street

engineers, 11 firemen and 25 trained members of the borough force on stand-by, with Cardiff's population in turn increasing from 140,000 to 190,000.

Mackenzie had proved himself an able and enthusiastic leader, one who fought tirelessly for improved working conditions and pay for his men, but also one who was not prepared to accept inappropriate behaviour.

1899 had seen the dismissal of two officers, PC 23 Charles Founds for insubordination, and PC 61A Thomas King for obtaining money by deception. King had served with the force for 14 years. Inspector Henry Williams, an officer of 23 years service, was demoted to first class constable with the corresponding reduction in pension, for drinking on duty.

The force had certainly become more efficient and well respected under Mackenzie, but nevertheless faced the new century still seriously undermanned with inferior working conditions compared to its neighbours.

Mackenzie's annual report stated that during the year 1899, 6,575 people had been proceeded against, with 3,684 convicted and 2,756 discharged – an increase of 39 on the previous year. A small increase perhaps, but it showed that crime was still rising in the borough and 1900 would bring renewed challenges for Mackenzie and his men.

Winning the Fight against Crime

Cardiff Borough Police rose to these challenges. Mackenzie's ongoing efforts to increase the size of his force and his innovative proactive approach towards policing finally began to pay dividends in 1900. The new century proved a turning point in the fortunes of Cardiff Borough Police, with the number of offences falling for the first time in this year.

On 1st May 1900, the "*Blue Book of Criminal Statistics*" decried Monmouthshire and Glamorgan as the most

criminal counties within Wales. The Glamorgan Constabulary was worst for violent crimes, third for drunkenness and fifth for moral crimes.

This was believed to be because of the cosmopolitan nature of the community living in Glamorganshire and the prevalence of drunkenness amongst casual visitors. In contrast, evidence pointed to a decline in lawlessness in Cardiff Borough with local statistics showing that an improvement in public morals had been taking place for some time.

Although crime had increased in 1899, the "*Blue Book of Criminal Statistics*" identified a declining trend by looking at offences committed during the first three months of 1898, 1899 and 1900. The figures were 133, 118 and 104 respectively.

By September 1900, Cardiff Borough Police consisted of one chief officer, three superintendents (one of whom was acting as a chief clerk), 11 inspectors, 29 sergeants, 195 constables and three additional constables. The strength of the force was the same as the previous year but with an increase of two sergeants and a decrease in two constables.

Fourteen members of the force had been called up for the Army Reserves in September 1899, 10 of whom were still serving in September 1900. One officer was accidentally killed by a bullet from a rifle at Pembroke Dock, and one died of fever (enteric) in South Africa. Two quickly rejoined the police, after only having been away from duty for three days.

Two months later in December, the long running dispute within the Metropolitan Police regarding pay boiled to the surface once again with discontent spreading throughout the rest of Britain. Several years previously the Metropolitan Peelers had thrown their helmets into the yard and had refused to take duty until their wages had increased.

The outcome to this dramatic and desperate protest was an increase in pay from 23s to 24s a week, but no rise had been given since. The problem was exacerbated by the difference in pay between that of the Metropolitan Police and their City of London colleagues. Pay at the Metropolitan Police started at 24s a week and rose to 32s, whereas City constables began on 27s 9d a week rising to £2, notwithstanding an additional enhancement if a constable was selected for the reserve corps.

Police forces serving in London, Liverpool and Newcastle were granted the rise.

In Newcastle, a town often compared with Cardiff in terms of population, pay rates were now as follows...

Newcastle Police (weekly rates)

£		s	d
1	Constables on Appointment	5	6
1	Rising after 11 years	12	0
1	Rising after 15 years	13	0
2	Sergeants rising to	2	0
2	Inspectors rising to	15	6
250	Superintendents rising to	0	0 + House rent allowance per annum

Newcastle Police (weekly rates)

In contrast Cardiff police officers earned considerably less:

Cardiff Borough Police (weekly rates)

	£	s	d
Constables on Appointment	0	25	0
Sergeants on Appointment	0	35	0
Rising after 4 years	0	38	0
Inspectors on Appointment	0	44	0
Rising after 4 years	0	50	0
Chief Inspectors on Appointment	0	55	0
Superintendents on Appointment	160	0	0
Rising after 8 years	240	0	0

Cardiff Police Borough (weekly rates)

Chief Constable Mackenzie recommended the following rates to the Watch Committee:

	£	s	d
Constables on Appointment	0	25	0
Rising after 7 years	0	31	0
Rising after 10 years	0	32	0
Sergeants on Appointment	0	36	0
Rising after 4 years	0	40	0
Detective Sergeants	0	42	0
Inspectors on Appointment	0	45	0
Rising after 6 years	0	62	0
Chief Inspectors on Appointment	0	60	0
Superintendents on Appointment	160	0	0
Rising after 10 years	250	0	0

Chief Constable Mackenzie's recommended rates

All police officers had to be free from reports of drunkenness, neglect of duty and subordination for 12 months to qualify for the rise. Mackenzie pointed out that Cardiff Borough Police only had three chief inspectors – a chief clerk, detective inspector and court inspector, and that no superintendent would qualify for an increase for another two years.

Mackenzie also put forward proposals recommending imposing an age limit for ordinary pensions, as opposed to the current service limit. Under the present scale constables could retire on 2/3rds of their pay after 26 years. Instead Mackenzie suggested that constables and sergeants finish at the age of 52, inspectors at 55 and superintendents at 60 years. These new recommendations would come into effect in March 1901 and would apply to all men joining after that date. In order for these proposals to be workable an age limit for joining would be set at between 21 and 25 years of age.

Mackenzie's recommendations were approved by the Watch Committee.

Mackenzie's end of year report for 1900 was a promising one.

5,196 people had been proceeded against during the year (a marked decrease of 1,399). Of these 2,896 were convicted and 2,160 discharged.

1901 was the year which finally saw the completion of the new fire station for Cardiff. Situated at the junction of Quay Street and Westgate Street, the new £12,000 station boasted ground floor accommodation, 4 steam engines, a new galloping escape and 2 reel carts, together with 7 stalls for the horses at the rear of the engine house.

In July, Chief Constable Mackenzie petitioned for an increase in salary, stating that it had nearly been three and a half years since the last one, with the pay of his men increasing in the meantime. By this time Mackenzie had completed 30 years' police service and could retire on 2/3rds of his pay, but expressed no interest in doing so. Currently he was earning £700 a year with £100 extra for his horse and house. The Mayor recommended that his salary be increased by £100, with Councillor White seconding stating that under Mackenzie's able regime the force had considerably improved, its discipline being not excelled, if equalled by any other force in the land. Councillor Good, on the other hand, disagreed, saying that Mackenzie's current remuneration was sufficient. Ultimately the pay rise was granted by a majority of 17 to nine votes.

Mackenzie's performance certainly merited the increase. The judicial statistics for Cardiff for 1901 were selected for special comment, namely that the crime figures had showed a "great diminution" during the period of Mackenzie's leadership. For example in 1890, 536 crimes were committed to every 100,000 people, with just 222 per 100,000 committed in 1899 – a reduction of more than 50%. Furthermore, the crime rate for 1899 in Cardiff was the lowest in England and Wales, with the decrease in drunkenness cited as the reason.

In contrast, crime in the Glamorganshire Constabulary had shown a year on year increase during the same period, leading Cardiff Watch Committee member, Mr J Jenkins, to refer to "black and white Glamorgan."

The Demon Drink

However 1902 somewhat unexpectedly saw an increase in indictable crimes, with violent robberies increasing from three in 1901 to 11 in 1902, and an increase in cases of malicious wounding, warehouse breaking and larceny. Mackenzie attributed this increase to excessive drink and recommended a reduction in the number of licensed houses.

This proved an unpopular accusation with the masses. The Western Mail stated that Newport had more licensed houses than Cardiff but less drunkenness and

Glamorgan had high levels of crime and low numbers of public houses, and followed this with an anonymous article criticising the police.

The article stated that given that a total of 250 policemen worked in Cardiff and 70/80 men would be on duty at any given time covering just 50 beats, 50 officers would be doing nothing else but "sauntering through the streets."

The suggestion being, constables should collect the rates and ensure school attendance, while the sergeants and inspectors take over the duties of the Sanitary Inspector. Mackenzie was criticised for taking superficial views of social problems.

A further article followed mocking the first by suggesting that the police clean the streets for want of anything better to do. The author was again anonymous but in all likelihood was Mackenzie himself.

Occasional criticism of the police by the press did not however dent Mackenzie's popularity, both within the police world and with the wider public. On Friday 15th May 1903, Chief Constable Mackenzie was appointed head of the Association of Chief Police Officers, and by August the dramatic increase of assaults upon police officers riled the Western Mail into calling for the police to be better protected by the people's representatives (the Courts) and that the hooligan be made to suffer:

“ Let justice be done, though the heavens should fall. ”

Two Cardiff policing firsts took place in September 1903 – the introduction of fingerprinting to the force on the 8th September and the opening of the first fire station in Cardiff at West Bute Street on the 14th, both landmark events in the force's history.

The end of the year figures were notable for the large number prosecuted for assaults on constables, 174 in total marking a rise of 31 on the previous year, and the large increase in prosecutions for drunkenness (a rise of 93 cases from 353 in 1902 to 446 in 1904). The suggested correlation thus giving weight to Mackenzie's argument that excessive drinking was at the route of Cardiff's troubles.

Mackenzie was praised in the press with the Western Mail stating that "Cardiff had no reason to be dissatisfied with the annual diagnosis of its able and vigilant Chief Constable."

Mackenzie's standpoint on drunkenness was vindicated when the introduction of licensing legislation by the Government of the day combined with the continued efforts of his men, led to a dramatic decrease in drunkenness in 1904. In 1897 there had been 1,661 prosecutions for drunkenness, in 1904 just 213.

This impressive figure was accompanied by a decrease of 54 convicted assaults against the police (110 persons as opposed to 164 in 1903). Mackenzie was congratulated by the Cardiff Watch Committee on the efficient state of his Force.

However, the following year showed a modest increase in drunkenness (an additional 31 offences), combined with an increase in attacks on police officers (up by 25), which indicated that this would be an ongoing battle for Mackenzie and his men.

Lord Mayor Alderman Hughes praised the police for their efforts in alleviating the distress of the poor, efforts which were in addition to their everyday duties and often resulted in officers working on until 11 pm at night. 'Poor Relief' emphasised the excellent relationship between the police and the public, with people feeling confident in giving money/goods for distribution by the police.

The Cardiff Milk Issue

It would appear that the more the police did, the more was expected of them. In January 1907, the press heavily criticised the refusal of the Cardiff Watch Committee to allow police constables to act as inspectors under the Food and Drugs Act. The argument that the inspection of the milk supply in Cardiff needed to be stricter, more extensive and more efficient, was in no doubt but Mackenzie argued the police had no time to carry out these duties.

The Western Mail called for an end to silly prejudice concerning this matter, stating that the police had fewer duties to perform in Cardiff than anywhere else. All police officers in the Glamorgan Constabulary, for example, worked as force inspectors under the Food and Drugs Act. Furthermore the proportion of population per constable was considerably smaller in Cardiff than in other towns such as Sheffield and Leeds, and the cost per constable in Cardiff was only exceeded in about a dozen forces in the country.

It is a testimony to the general respect in which Chief Constable Mackenzie was held that he was able to fend off this pressure. He was well aware that additional duties would impinge upon the excellent results obtained by his force, results that had eluded

other forces.

In April that same year, Mackenzie unveiled outstanding figures reflecting the new sobriety of Cardiff – just 6 people in every 10,000 arrested for drunkenness. These figures were criticised by those in other police forces and Mackenzie sought to reassure them that there had been no fiddling. Indeed Lord Mayor Alderman Hughes added sarcastically at a meeting of the Cardiff Watch Committee "that he was sorry he could not make it more drunken than it is."

The attacks continued when a member of a Police Authority "way down west" criticised Mackenzie's efforts to reward his hardworking men by promoting his constables to sergeants by stating that "the police do nothing." An anonymous angry letter yet again appeared in the Western Mail, its author probably Mackenzie, arguing that although the police officially worked 56 hours a week it was more likely to be 66, and that this was seven days a week including Bank Holidays. Mackenzie went on to put his case that the police should be entitled to one day off in seven.

By the end of 1909 Mackenzie had had his way. The strength of his Force was now 291 constables, an increase of 25 constables in order to enable the Force to have weekly leave (this came into operation in the September). In addition, the fire brigade had increased in size by two men to allow them to enjoy the same leave.

The Final Years

In 1910, Chief Constable Mackenzie was decorated with the King's Police Medal, and his recommendation that George Durston be appointed as Deputy Chief Constable after 32 years service was accepted.

Although crime was on the decrease, Mackenzie was still not satisfied. He successfully argued that a force of 200 Special Constables was needed for Cardiff. A retaining fee of 1s per week was paid to each constable, with pay at a rate of 6s a day when on duty. Mackenzie also brought the thorny issue of police pay into contention. The last rise in pay had taken place some 10 years previously and Mackenzie asked for a 15% increase which equated to an increase of 3s per man per week.

Cardiff Corporation did not agree to Mackenzie's request, stating that the cost of the police in Cardiff was already the highest in the United Kingdom. However Mackenzie persisted, arguing that in order to recruit the best men and take the force forward incentives were needed. Mackenzie eventually won the argument with an increase of 2s a week, slightly

less than he originally wanted, approved on February 29th 1912.

On February 15th 1912, after 22 years at the helm, Chief Constable Mackenzie offered his resignation on the grounds of failing health. He had performed his duties with success and approbation, but the fact that a Police Reserve and Municipal Guard were enrolled in the city indicated that there could be no resting on laurels despite what had been achieved. Dedicated to the end, he at first agreed to remain with the Force for an additional three months to ensure his work was completed and to facilitate a royal visit (which in the event did not happen). Mackenzie finally left at the end of the year.

Conclusion

Mackenzie left a Force that was unrecognisable from the one he had inherited from Chief Constable Jeremiah Box Stockdale.

During Mackenzie's time in charge the Cardiff Force had more than doubled in number from 140 to 291 men. Pay and conditions of service were greatly improved and the Fire Service had been reorganised into one of the smartest and most efficient in the provinces.

His resignation was met with tremendous sorrow both from the men he served and the wider public.

One eulogised:

“

Must you go, respected Chief?
Some men's going brings relief
But in your case it is plain
There will sorrow be and pain.

”

He was replaced by David Williams, formerly of the Metropolitan Police.

Chief Constable William Mackenzie: A Distinguished Career

William Mackenzie was born in Oyne, Aberdeenshire in 1852. His father was a farmer, and for several years after leaving the parish school the future Chief Constable of Cardiff Police assisted his father on the farm.

Like so many of his countrymen had done before, he made up his mind as an ambitious young man of nineteen to cross the border and seek his fortune in England. Being a smart and well-built youth he joined the Lancashire Constabulary, leaving after two years for the Manchester City Police. In 1876 he left Manchester and joined the force at Bristol, where in 1879, he was promoted to the rank of Inspector.

Mackenzie advanced rapidly through the ranks, becoming superintendent four years later, and Deputy Chief Constable in 1887. In the absence of the chief constable he was in charge of the Bristol force during the great floods of 1888, and on that occasion received the thanks of the Watch Committee. On leaving Bristol to take on the role of Chief Constable at Cardiff, he was presented with a marble clock and case of silver to which every member of the Bristol Force subscribed.

Mackenzie had only been at the head of the force in Cardiff for two years when he was presented with a silver salver for improving the position of the men in point of pay and otherwise. The Marquess of Bute, at the end of his mayoralty, also made him a presentation.

Mackenzie retired from Cardiff Police after 23 years in 1912. He died on Sunday, December 13th 1925 at the residence of his son-in-law Mr L V Everett, Consulting Engineer, at 30, Penylan Terrace. He was 73 years of age.



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