



Annex 1

Home Office

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Chief Officers in England and Wales
Chairs of Police Authorities in England and Wales

22 SEP 2005

POLICE FORCE STRUCTURES

At the 'Chiefs and Chairs' event on Monday, I undertook to write to you setting out in more detail the process to be followed between now and the end of December for developing options for force restructuring.

As I said on Monday, I believe that Denis O'Connor has produced a coherent and persuasive report which clearly charts the way ahead. The report is unambiguous in its conclusion that the establishment of strategic forces offers the best long term business solution. I wholeheartedly share this view. As I said on Monday, whilst I do not want to preclude completely the exploration of other options, the burden of proof will be with the proponents of such alternatives to demonstrate that they can deliver the same or better outcomes as the strategic force option in terms of enhanced capacity and capability in the provision of protective services, economies of scale and commensurate efficiency savings, and clarity of responsibilities and governance.

I know that many of you will already be engaging in discussion with neighbouring forces and authorities as to how to take this work forward. It is important however that, at least initially, no options for force restructuring are closed off. I would ask therefore that over the next 5 weeks you explore, on a regional basis, the options available and seek to narrow these down to the most promising ones by the end of October. It is very important that, from this very first stage of the process, you engage also with the other criminal justice agencies through your local Criminal Justice Board and local government partners so that the pros and cons for them of any particular option can also be taken into consideration.

Sir Ronnie Flanagan has kindly agreed that the regional HMIs will provide some co-ordination and support for this early part of the process. Your HMI will be in touch with you shortly to arrange an early meeting at regional level to take forward the initial examination of the options. I should hasten to add that this is without prejudice

to any bi-lateral or tri-lateral discussions between forces and authorities which are already taking place or which may develop as the options are narrowed down.

I would want your local discussions to be informed by the set of nationally determined criteria set out in HMIC's report. These are reproduced with some refinement and amplification in the attached annex. I fully recognise that there can be tensions between some of these criteria. Any options will need to be weighed against the criteria in the round and assessed for their overall impact, cost and practicality. I am clear that any proposals put to me by the end of the year must be ones that design in capacity and resilience to deliver, through an integrated framework, both protective services and neighbourhood policing to national standards and in the quickest possible timescales.

I would ask that by the end of October you submit to the Department a short list of options which you think are suitable for more detailed examination over the following four weeks. This initial report should contain an outline cost-benefit analysis of the long list of options together with an assessment of each against the national criteria. During November I would want you to conduct further critical analysis of the short-listed options so that by the end of that month you are in a position to submit preliminary recommendations which can then be refined and finalised for incorporation in a final report to be submitted to me by 23 December.

A timeline for this phase of the work through to the end of December, together with the deliverables at each stage, is set out in the attached table.

As I indicated on Monday, this work will be co-ordinated and supported by a central team headed by John Giffard. As well as providing central support for the work being undertaken locally (including the provisions of professional advice), John's team will act as a critical friend, externally reviewing the options presented. The central team will provide a template for the cost-benefit analysis of the options to facilitate like for like comparisons.

The central team (which will include representation from other CJS agencies) is being assembled and will be fully in place over the next fortnight or so. Contact details will be provided shortly. In the interim should you have any queries on the process mapped out above you can contact either Charles Goldie (tel. 020 7035 3512, email: charles.goldie@homeoffice.gsi.gov.uk) or James Evison (tel.: 020 7035 1944, email: james.evison1@homeoffice.gsi.gov.uk). I would be grateful if you would ensure that John's team is regularly kept apprised of progress and is fully engaged in the exploration and analysis of the options for restructuring.

To oversee the restructuring programme, I have asked Leigh Lewis to establish and chair a steering group to include representatives of ACPO, the APA, CJS agencies and Government departments. I have asked Leigh to report to me frequently on progress.

I am, of course, also aware that a number of forces currently have, or will shortly have, chief officer vacancies and the Authorities concerned would normally be considering setting in train arrangements for filling them. However, given the prospect of new strategic forces being established over the next 18 to 30 months, I

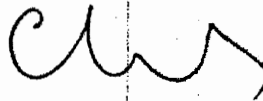
would ask that Authorities discuss their succession plans with Sir Ronnie Flanagan before taking any steps to recruit a new chief officer. I will then be asking Sir Ronnie for his professional advice as to whether it would be sensible for a given Authority to move forward with the recruitment of a new chief constable at this time or whether it would be better to defer such a recruitment until the restructuring options for the region in question have been put forward.

I am conscious that the publication of Denis's report last week, and my announcement of the next steps on Monday, will have given rise to a number of questions from your staff. I am sure that you will be communicating to them Denis's findings and the process I have now set in train. In the coming weeks and months it will be important to ensure that a clear and consistent message is communicated to all those likely to be directly affected by restructuring. The central team will include a communications advisor who will be able to support your own internal communications teams in keeping your staff informed.

I recognise too that the timetable I have set out is a challenging one. I sensed, however, from Monday's event that there is broad agreement that we need to move as swiftly as possible to respond to the challenges set out in HMIC's report. As I said on Monday, I want this process to be designed, owned and led by the Service. I hope the parameters I have outlined in this letter will ensure that there is a coherence to the locally-led discussion and analysis of the options, which ensures that the interests of national stakeholders, in particular CJS agencies, are fully taken into consideration.

Finally, of course, I am mindful that for any complex organisation, such as the Police Service, any process of restructuring will lead to some inevitable uncertainty. Nonetheless, the overriding priority during this period of change must be for all of our existing forces, working in partnership with CDRPs and LCJBs, to continue to bear down on crime and anti-social behaviour and ensure that communities have the quality of service that they have the right to expect. I look to you as the leaders of the service to ensure that this overriding priority is maintained.

I look forward to receiving your firm proposals for restructuring by the end of December.



CHARLES CLARKE



**FORCE RESTRUCTURING: EVALUATION OF OPTIONS SEPTEMBER-
DECEMBER 2005**

Period	Action by forces/authorities	Deliverables
19 September to end September	Establish review teams	Notify Home Office of lead contacts in force and Authority
October	In conjunction with other forces & authorities in the region, and CJS and local government partners, identify options for restructuring; undertake initial analysis of options and produce short list. Initial work to be co-ordinated and supported in each region by HMIC and subsequently by central team.	Report to Home Office setting out initial analysis of options, including against national criteria and identifying short-list of options for further examination in next phase.
November	Work up detailed cost-benefit analysis of short-listed options and identify preferred option.	Report to Home Office setting out analysis to date of each option and draft proposals.
December	Validate and refine preferred option; commence implementation planning	Submit final report to Home Office by 23 December setting out full cost-benefit analysis of each of short-listed options, the preferred option, the rationale for the recommendation and initial implementation plans.

DESIGN CRITERIA FOR FORCE RESTRUCTURING

The following are a range of factors which need to be considered in considering the options for restructuring to meet the gap in protective services identified in the HMIC report.

- **Size** – to what extent do the proposals for restructuring create units of sufficient size (the HMIC report gave an indicative figure of a minimum of 4000 officers or 6,000 total staff) to provide the necessary capacity and resilience in the provision of protective services to meet both current and future demands for such services?
- **Mix of capability and reduction in risk** – to what extent do the prospective partnerships bring together forces with complementary strengths in addressing volume crime and the provision of protective services? To what extent will they enable performance in relation to both to be improved?
- **Criminal Markets** – to what extent do the proposals take cognisance of the underlying criminal markets and patterns of cross-border criminality in the areas concerned?
- **Geography** – to what extent do the proposals recognise and take account of particular challenges posed by the geography of the proposed force area and the transport links and working patterns within it?
- **Co-terminosity** – to what extent do the proposals respect established political and partners boundaries or, alternatively, support the case for the realignment of the boundaries of other partner agencies so that the benefits of co-terminosity can be preserved? The very strong starting presumption will be that any new force areas should not subdivide an existing force area between two or more new forces and that new force areas should not cross government office regional boundaries (it follows that very compelling arguments would need to be submitted in support of any merger proposals which went contrary to these presumptions).
- **Identity** – to what extent do the proposals build on strong historical or regional identities?
- **Clarity of command and control and accountability** – to what extent are the proposed governance arrangements for any new entity clear and unambiguous?
- **Performance** – to what extent do the proposals for restructuring minimise any risks to current performance during the transitional period and support further improvements in performance over the medium term? (Assessments under this heading should be made against the statutory performance indicators.)

- **Costs and efficiency** – to what extent will the proposals minimise the costs of change and maximise efficiency savings?

Proposed options will need to demonstrate not only how the proposed arrangements outperform current ones, but also how they would outperform alternative options. We will write to you shortly with more detail on the methodology we will use to assess these options.

Annex 2

Extract from Plenary Record 28 September 2005

Datganiad am Wasanaethau'r Heddlu yng Nghymru a Lloegr Statement on Police Services in England and Wales

The Minister for Social Justice and Regeneration (Edwina Hart): I am grateful for the opportunity to make a statement on the Her Majesty's Inspectorate of Constabulary's report on police force structures, 'Closing the Gap', which was published on 16 September. The Home Secretary commissioned this report in June 2004 in response to growing concern from within the police service about an emerging gap in tackling serious cross-border crime.

The Home Secretary asked the HMIC to provide its professional assessment of whether the existing force structure is fit for purpose in the twenty-first century. As well as looking at forces' capacity and capability to tackle serious organised crime, it also reviewed forces' ability to provide a range of protective services in the fields of serious organised crime, counter terrorism and domestic extremism, civil contingencies and emergency planning, critical incident management, major crimes such as homicide, and public order and strategic roads policing.

Y Gweinidog dros Gyfiawnder Cymdeithasol ac Adfywio (Edwina Hart): Yr wyf yn ddiolchgar am y cyfle i wneud datganiad am adroddiad Arolygiaeth Heddluoedd Ei Mawrhydi ar strwythurau heddluoedd, 'Closing the Gap', a gyhoeddwyd ar 16 Medi. Comisiynwyd yr adroddiad gan yr Ysgrifennydd Cartref ym mis Mehefin 2004 i ymateb i bryder cynyddol yng ngwasanaeth yr heddlu fod bwlch yn agor o ran mynd i'r afael â throseddau difrifol ar draws ffiniau.

Gofynnodd yr Ysgrifennydd Cartref i'r Arolygiaeth ddarparu asesiad proffesiynol i weld a yw'r strwythur heddluoedd presennol yn addas at ddibenion yr unfed ganrif ar hugain. Yn ogystal ag edrych ar allu heddluoedd i fynd i'r afael â throseddau cyfundrefnol difrifol, adolygwyd gallu heddluoedd i ddarparu amrywiaeth o wasanaethau diogelu ym meysydd troseddau cyfundrefnol, gwrth-derfysgaeth ac eithafiaeth ddomestig, argyfyngau sifil a chynllunio brys, rheoli digwyddiadau tyngedfennol, troseddau difrifol fel dynladdiad, a threfn gyhoeddus a phlisma ffordd strategol.

The HMIC found a correlation between a force's size and its ability to provide effective protective services. It considered that forces with fewer than 4,000 officers or 6,000 staff simply do not have the necessary critical mass to provide the necessary level of protective services. Only seven forces in England meet this threshold. None of the Welsh forces currently has this capability—South Wales Police, the largest force in Wales, has 3,268 officers.

Gwelodd yr Arolygiaeth berthynas rhwng maint heddlu a'i allu i ddarparu gwasanaethau diogelu effeithiol. Ystyriai nad oes gan heddluoedd sydd â llai na 4,000 o swyddogion neu 6,000 o staff y màs critigol angenrheidiol i ddarparu'r lefel angenrheidiol o wasanaethau diogelu. Dim ond saith o heddluoedd yn Lloegr sy'n cyrraedd y trothwy hwn. Nid oes gan yr un o heddluoedd Cymru yn meddu y gallu hwn—mae gan Heddlu De Cymru, yr heddlu mwyaf yng Nghymru, 3,268 o swyddogion.

The report explored a number of options for ensuring that the public has the necessary level of protection, but it concluded that the current 43-force structure is no longer fit for purpose and that, in the interests of the efficiency and effectiveness of policing, it should change. It suggested that the best way forward would be the creation of strategic police forces of sufficient size to provide both effective neighbourhood policing and protective services, and that this was not incompatible with the delivery of locally based neighbourhood police. The constabulary also concluded that disruption to basic command units, which are the key operating platform for the delivery of neighbourhood policing, can and should be minimised while protective services are reshaped. It is the basic command unit structure that, of course, underpins community safety partnerships in Wales. The HMIC is clear that mergers will not be sufficient on their own. The new strategic forces will need to reconfigure the way that protective services are provided in future in order to comply with minimum national standards.

3.10 p.m.

Last week, the Home Secretary wrote to inform me that the Westminster Government will be endorsing the findings of the report. The Westminster Government's view is that would be negligent to retain the current ineffective structure of policing. Charles Clarke considers that his first duty as Home Secretary is to ensure that the public is properly

Yr oedd yr adroddiad yn ymchwilio i nifer o ddewisiadau ar gyfer sicrhau bod y cyhoedd yn cael eu diogelu ar y lefel angenrheidiol. Ond daeth i'r casgliad nad yw'r strwythur presennol o 43 o heddluoedd yn addas at y pwrpas mwyach ac y dylid ei newid er lles plismona effeithiol ac effeithlon. Awgrymai mai'r ffordd orau ymlaen fyddai creu heddluoedd strategol o faint digonol i ddarparu gwasanaeth plismona cymdogaethau a gwasanaethau diogelu effeithiol, ac nad oedd hynny'n anghydnaws â darparu heddlu cymdogaeth yn lleol. Daeth y gwnstabiliaeth i'r casgliad hefyd fod modd lleihau tarfu ar unedau comand sylfaenol, sef y llwyfan allweddol ar gyfer darparu plismona cymdogaeth, ac y dylid gwneud hynny tra bydd gwasanaethau diogelu'n cael eu hail-lunio. Wrth gwrs, strwythur yr unedau comand sylfaenol yw sail partneriaethau diogelwch cymunedol yng Nghymru. Mae'r Arolygiaeth yn bendant na fydd uno yn ddigon ynddo'i hun. Bydd angen i'r heddluoedd strategol newydd ailgyflunio'r ffordd y maent yn darparu gwasanaethau diogelu yn y dyfodol er mwyn cydymffurfio â safonau cenedlaethol gofynnol.

Yr wythnos diwethaf, ysgrifennodd yr Ysgrifennydd Cartref ataf i ddweud wrthyf y bydd Llywodraeth San Steffan yn cefnogi darganfyddiadau'r adroddiad. Barn Llywodraeth San Steffan yw y byddai'n esgeulus parhau â'r strwythur plismona aneffeithiol presennol. Mae Charles Clarke yn ystyried mai ei brif ddyletswydd fel Ysgrifennydd Cartref

protected from a variety of threats to which the police have to respond. It is clear that he firmly believes that some reorganisation of forces and reconfiguration of protective services are necessary. The Home Secretary, as you are all aware, met the chief constables and the chairs of the police authorities last week, to discuss how to respond to the challenges set out in the report. They have been invited, in consultation with their criminal justice and local government partners, to come forward, by the end of this calendar year, with firm proposals for restructuring in each region. Although the timetable that will follow the consultation has not been announced, I understand that it is intended that agreed changes should take place within as short a time frame as possible, to avoid an extended period of disruption.

The Home Secretary wishes local discussions to be informed by the set of nationally determined criteria that were set out in the report, including such matters as the size of the force, crime patterns, consistency of boundaries with those of local government and criminal justice partners, geography, and local identity. He has made it clear that the starting point, in considering the response, must be that the strategic forces identified by HMIC are the right way forward, unless it can be clearly demonstrated that some other configuration would more effectively deliver the required changes.

In his letter to me, the Home

ys sicrhau bod y cyhoedd yn cael eu diogelu'n briodol rhag yr amrywiaeth bygythiadau y mae'n rhaid i'r heddlu ymateb iddynt. Mae'n amlwg ei fod yn credu'n gryf fod angen ad-drefnu rhai heddluoedd ac ailgyflunio gwasanaethau diogelu. Fel y gwyddoch i gyd, cyfarfu'r Ysgrifennydd Cartref â phrif gwnstabiliaid a chadeiryddion awdurdodau'r heddlu yr wythnos diwethaf i drafod sut i ymateb i'r heriau yn yr adroddiad. Maent wedi eu gwahodd, drwy ymgynghori â'u partneriaid cyfiawnder troseddol a llywodraeth leol, i gyflwyno cynigion pendant cyn diwedd y flwyddyn galendr hon ar gyfer ailstrwythuro ym mhob rhanbarth. Er nad yw'r amserlen a fydd yn dilyn yr ymgynghori wedi'i chyhoeddi eto, deallaf y bwriedir i newidiadau wedi eu cytuno ddigwydd o fewn cyfnod mor fyr â phosibl, er mwyn osgoi tarfu am gyfnod hir.

Mae'r Ysgrifennydd Cartref am weld ychwanegu at drafodaethau lleol gan y set o feini prawf a gytunwyd yn genedlaethol, fel y maent wedi eu gosod allan yn yr adroddiad, gan gynnwys materion fel maint yr heddlu, patrymau troseddu, cysondeb ffiniau â ffiniau llywodraeth leol a phartneriaethau cyfiawnder troseddol, daearyddiaeth, a hunaniaeth leol. Mae wedi gwneud yn glir mai'r man cychwyn, wrth ystyried yr ymateb, fydd cydnabod mai'r heddluoedd strategol a nodir gan yr Arolygiaeth yw'r ffordd gywir ymlaen, oni ellir dangos yn eglur y byddai rhyw gyfluniad arall yn sicrhau'r newidiadau angenrheidiol yn fwy effeithiol.

Mae'r Ysgrifennydd Cartref yn ei

Secretary clearly recognises that while policing is not devolved, any move to strategic forces will clearly have an impact on the critical relationship between the police and local government. He also recognises that there are issues that are particular to Wales, which will play a part in the discussions about the appropriate future structure for policing in Wales. The Home Secretary has said that he would welcome the National Assembly's views on the report's findings.

In order to ensure that the Assembly provides an informed response to the HMIC report, I wrote to the Chair of the Social Justice and Regeneration Committee, Janice Gregory, last week, to ask if the committee would undertake a review on this, taking views on the report's findings and considering the different ways in which the aims set out by the Home Secretary might be achieved in Wales. I am pleased that the committee agreed, at its meeting this morning, to take that forward. Clearly, there are timescales involved, and I am grateful that committee members are prepared to give of their time to ensure that there is good evidence gathering on this issue.

I am sure that we all share an overriding priority for the future of the police service in Wales, which is to make sure that we support a structure that ensures that the police continue to work in partnership with other local agencies, to bear down on crime and anti-social behaviour and to enable communities in Wales to receive the

lythyr ataf yn cydnabod yn glir, er nad yw plismona wedi ei ddatganoli, y bydd unrhyw gam tuag at heddluoedd strategol yn cael effaith ar y berthynas hollbwysig rhwng yr heddlu a llywodraeth leol. Mae'n cydnabod hefyd fod yna faterion sy'n ymwneud yn benodol â Chymru ac a fydd â rhan yn y trafodaethau ynglŷn â strwythur newydd addas ar gyfer plismona yng Nghymru. Mae'r Ysgrifennydd Cartref wedi dweud y byddai'n croesawu barn y Cynulliad Cenedlaethol am ddarganfyddiadau'r adroddiad.

Er mwyn sicrhau bod y Cynulliad yn ymateb yn wybodus i adroddiad yr Arolygiaeth, ysgrifennais at Gadeirydd y Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio, Janice Gregory, yr wythnos diwethaf i ofyn a fyddai'r pwyllgor yn fodlon gwneud adolygiad o hyn, gan nodi barn pobl am ddarganfyddiadau'r adroddiad ac ystyried y gwahanol ffyrdd y gellid cyflawni'r amcanion sydd wedi eu gosod allan gan yr Ysgrifennydd Cartref yng Nghymru. Yr wyf yn falch fod y pwyllgor wedi cytuno, yn ei gyfarfod y bore yma, i fynd ymlaen â hynny. Yn amlwg, mae hyn yn golygu amserlenni, ac yr wyf yn ddiolchgar fod aelodau'r pwyllgor yn barod i roi o'u hamser i sicrhau casglu tystiolaeth yn dda am y mater hwn.

Yr wyf yn siŵr ein bod i gyd yn cytuno ar flaenoriaeth hollbwysig ar gyfer dyfodol y gwasanaeth heddlu yng Nghymru, sef sicrhau ein bod yn cefnogi strwythur sy'n sicrhau bod yr heddlu'n parhau i weithio mewn partneriaeth ag asiantaethau eraill lleol, er mwyn mynd i'r afael â throseddau ac ymddygiad

quality of service that they have the right to expect.

Leanne Wood: I welcome the fact that the Social Justice and Regeneration Committee is to conduct a review of these proposals, even though it looks as though there will be little scope for us to develop an alternative structure that would meet the needs of Wales. We are concerned that all this has to be done within a tight timescale. What is the rush? There appears to be a political drive to get this through quickly. Why is that so? Charles Clarke has stated that there should be a minimum of 4,000 officers in each new service, but in Wales we have 7,500 police officers, which gives us few options. We, in Plaid Cymru, are not prepared to support any restructuring prior to the devolution of police services. We want to see the responsibility for policing devolved to Wales and we do not want the Assembly's hands to be tied. From our perspective, any reorganisation should take place after those services are devolved, not before.

Regardless of these issues, the UK Government appears to be determined to push ahead. Therefore, I have some questions for the Minister. The centralisation of services will reduce forces' ability to deliver anti-terrorism laws and to detect organised crime. It is small services with good local intelligence links that are good at detecting such crime. Do you have a view on this? Can you tell us how risks to current

gwrthgymdeithasol, ac i alluogi cymunedau yng Nghymru i gael y safon gwasanaeth y mae ganddynt hawl i'w ddisgwyl.

Leanne Wood: Croesawaf y ffaith fod y Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio i wneud adolygiad o'r cynigion hyn, er ei bod yn ymddangos mai ychydig gyfle fydd inni ddatblygu strwythur amgen a fyddai'n diwallu anghenion Cymru. Yr ydym yn pryderu ei bod yn rhaid gwneud hyn i gyd o fewn amserlen dynn. Pam y brys? Mae'n ymddangos bod ymgyrch wleidyddol i gymeradwyo hyn yn gyflym. Pam hynny? Mae Charles Clarke wedi dweud y dylid cael o leiaf 4,000 o swyddogion ym mhob gwasanaeth newydd, ond yng Nghymru 7,500 o heddweision sydd gennym, felly, prin yw ein dewisiadau. Nid ydym ni ym Mhlaid Cymru yn barod i gefnogi unrhyw ailstrwythuro cyn datganoli gwasanaethau heddlu. Yr ydym am weld y cyfrifoldeb dros blismona'n cael ei ddatganoli i Gymru, ac nid ydym am i ddwylo'r Cynulliad gael eu clymu. O'n safbwynt ni, dylai unrhyw ad-drefnu ddigwydd ar ôl i'r gwasanaethau hynny gael eu datganoli, nid cyn hynny.

Er gwaethaf y materion hyn, ymddengys bod Llywodraeth y DU yn benderfynol o fwrw ymlaen. Os felly, mae gennyf rai cwestiynau i'r Gweinidog. Bydd canoli gwasanaethau'n lleihau gallu heddluoedd i weithredu cyfreithiau gwrth-derfysgaeth a darganfod troseddau cyfundrefnol. Gwasanaethau bach gyda chysylltiadau cudd-wybodaeth lleol da sy'n dda am ddarganfod troseddau o'r

performance will be minimised during any transitional period?

Finally, I am concerned that the politics driving this restructuring is the anti-terrorism agenda. We have to take that agenda seriously, which is why we should all oppose a quick-fix knee-jerk-reaction approach to this. I look forward to the committee review where I hope that some of these issues can be examined further.

Edwina Hart: The tight timescale is not, of course, of my making. As you are aware, the Home Secretary wants views in by the end of December to make further decisions, so it is not coming from here. I am just grateful that the committee can produce the report within that time, which will assist me in responding to the Westminster Government on these particular issues.

There are many ways to tackle devolution. It would be nice, in some respects, to always say, 'Let us have these powers devolved', but there are many issues, particularly those of policing, that would need to be sorted out first. There are financial issues, such as the way the settlement works, and the complicated police funding formula. Ultimately, I am sure that we would like responsibility for the police to be devolved, sometime down the road, but we have to recognise that certain issues have to be sorted out first. It is important to have a structure that is fit for purpose

fath. A oes gennych farn am hyn? A allwch ddweud wrthym sut y sicrheir bod cyn lleied â phosibl o beryg i'r perfformiad presennol yn ystod unrhyw gyfnod trosiannol?

Yn olaf, yr wyf yn pryderu mai'r agenda wrth-derfysgaeth yw'r wleidyddiaeth sy'n llywio'r ailstrwythuro hwn. Rhaid inni gymryd yr agenda honno o ddifrif, a dyna pam y dylem i gyd wrthwynebu ymateb byrbwyll a chyflym wrth ymdrin â hyn. Edrychaf ymlaen at adolygiad y pwyllgor, a gobeithio y gellir ymchwilio ymhellach i rai o'r materion hyn.

Edwina Hart: Nid fi sy'n gyfrifol am yr amserlen dynn, wrth gwrs. Fel y gwyddoch, mae'r Ysgrifennydd Cartref am gael barn pobl erbyn diwedd mis Rhagfyr er mwyn gwneud penderfyniadau pellach. Felly, nid yma y penderfynwyd hyn. Yr wyf yn falch y gall y pwyllgor gynhyrchu'r adroddiad yn yr amser hwnnw; bydd hynny o gymorth imi ymateb i Lywodraeth San Steffan ar y materion penodol hyn.

Mae sawl ffordd o fynd i'r afael â datganoli. Ar un ystyr, byddai'n hyfryd dweud bob amser, 'Gadewch inni gael y pwerau hyn wedi'u datganoli'. Ond cyfyd sawl mater, yn enwedig materion plismona, y byddai angen ymdrin â hwy yn gyntaf. Cyfyd materion ariannol, megis y ffordd y mae'r setliad yn gweithio, a'r fformiwla gymhleth i ariannu'r heddlu. Yn y pen draw, yr wyf yn siŵr yr hoffem weld datganoli cyfrifoldeb dros yr heddlu, rywbryd yn y dyfodol, ond rhaid inni gydnabod ei bod yn rhaid datrys rhai materion yn gyntaf. Mae'n bwysig cael strwythur sy'n addas at y

for devolution in future, and that is what the committee will look at in its discussions with the various groups that will come before it, and it will ask them what they feel is good about this report from the constabulary and what is not right.

Your questions about current risks from terrorism involve issues that will come out in discussion, which will include the matter of our need for a service that is fit for purpose. The anti-terrorism agenda is one issue, but my point was that the most important aspect of the police service is the service provided to communities and the relationship with those communities. Look at what has happened with the police in some Communities First areas: excellent relationships have developed, and there is now more trust in the police in some of these areas. That is enormously encouraging. It is important that, in looking at these issues in what is a non-devolved area—and I welcome the fact that Charles Clarke has written to me wanting to know our views on this; that does not necessarily happen in non-devolved areas—we recognise our responsibility to our communities, and how that policing structure will work.

With regard to your remarks on terrorism and serious organised crime, those are operational matters for the police and transcend police boundaries in the conduct of operations. We have to concentrate on the relationship between

diben ar gyfer datganoli yn y dyfodol, a dyna y bydd y pwyllgor yn ei ystyried yn ei drafodaethau gyda'r amrywiol grwpiau a fydd yn dod ger ei fron. A bydd yn gofyn iddynt ddweud beth y maent yn credu sy'n dda ynglŷn â'r adroddiad hwn gan yr heddlu a beth sy'n anghywir.

Mae eich cwestiynau ynglŷn â'r risgiau presennol oherwydd terfysgaeth yn ymwneud â materion a gaiff eu gwyntyllu wrth drafod, a fydd yn cynnwys ein hangen am wasanaeth sy'n addas at y diben. Un mater yw'r agenda gwrth-derfysgaeth, ond fy mhwynt i oedd mai'r agwedd bwysicaf ar wasanaeth yr heddlu yw'r gwasanaeth a ddarperir i gymunedau a'r berthynas â'r cymunedau hynny. Edrychwch ar yr hyn sydd wedi digwydd gyda'r heddlu mewn rhai ardaloedd Cymunedau yn Gyntaf. Mae perthynas ardderchog wedi ei meithrin, ac erbyn hyn mae mwy o ymddiriedaeth yn yr heddlu yn rhai o'r ardaloedd hyn. Mae hynny'n hynod galonogol. Mae'n bwysig, wrth edrych ar y materion hyn mewn maes sydd heb ei ddatganoli—ac yr wyf yn croesawu'r ffaith fod Charles Clarke wedi ysgrifennu ataf i ofyn ein barn am hyn; nid yw hynny'n digwydd o reidrwydd mewn meysydd sydd heb eu datganoli—ein bod yn cydnabod ein cyfrifoldeb i'n cymunedau, a'r ffordd y bydd y strwythur plismona hwnnw'n gweithio.

Ynglŷn â'ch sylwadau am derfysgaeth a throseddau cyfundrefnol difrifol, materion gweithredol i'r heddlu ydynt ac maent yn croesi ffiniau heddluoedd wrth gynnal ymgyrchoedd. Rhaid inni ganolbwyntio ar y berthynas rhwng cymunedau a'r heddlu a sut y gallwn

communities and the police and on how we get to the position that we want to achieve with regard to the police and their powers and their relationship with the Assembly. It is important that there is a role for the Assembly to play in looking at police priorities in Wales, even if it is not a devolved matter.

Mark Isherwood: We are concerned that merging the existing Welsh police forces into two, or even one, nationwide body is less about efficiency than it is about cost-cutting and is a backdoor method of transferring more police power to the Labour Government in London and, potentially, in Cardiff in the future. We are told that such a merger will tackle terrorism, drug trafficking and crime across a larger geographical area, but how will we, at the same time, safeguard and enhance local policing when the public already feels that the police has become too remote? How will this proposal restore visible policing and the bobby on the beat? How will this act to deter, as well as react to, crime, and how will this reflect the unique geographical and cultural features of Wales? How will it tackle the fundamental issues, such as not enough front-line police officers and too much time wasted on red tape and central targets? We believe that these issues are more urgent and more fundamental than the reorganisation of some police forces.

Is it right that the police performance monitoring report for 2004 should show that police are spending almost

gyrraedd y sefyllfa y dymunwn fod ynnddi o ran yr heddlu a'u bwerau a'u perthynas â'r Cynulliad. Mae'n bwysig bod rôl i'r Cynulliad wrth edrych ar flaenoriaethau'r heddlu yng Nghymru, hyd yn oed os nad yw'n fater sydd wedi ei ddatganoli.

Mark Isherwood: Pryderwn mai torri costau yn hytrach nag effeithlonrwydd sydd wrth wraidd uno heddluoedd presennol Cymru yn ddau neu hyd yn oed yn un corff cenedlaethol, a ffordd lechwraidd o drosglwyddo mwy o bwerau dros yr heddlu i'r Llywodraeth Lafur yn Llundain ac o bosibl yng Nghaerdydd yn y dyfodol. Dywedir wrthym y bydd uno felly'n mynd i'r afael â therfysgaeth, masnachu mewn cyffuriau a throeddau ar draws ardal ddaearyddol ehangach, ond sut y byddwn ni, ar yr un pryd, yn diogelu ac yn gwella plismona lleol a'r cyhoedd eisoes yn teimlo bod yr heddlu wedi mynd yn rhy bell i ffwrdd? Sut y bydd y cynnig hwn yn adfer plismona gweladwy a'r heddwes ar ei rawd? Sut y bydd yn helpu atal troeddau, yn ogystal ag ymateb iddynt, a sut y bydd hyn yn adlewyrchu nodweddion daearyddol a diwylliannol unigryw Cymru? Sut y bydd yn mynd i'r afael â'r materion sylfaenol, megis diffyg swyddogion heddlu yn y rheng flaen a gormod o amser yn cael ei wastraffu ar fiwrocratiaeth a thargedau canolog? Credwn fod y materion hyn yn bwysicach ac yn fwy sylfaenol nag ad-drefnu rhai heddluoedd.

A yw'n briodol y dylai adroddiad monitro perfformiad yr heddlu ar gyfer 2004 ddangos bod heddweision yn

half their time at their desks, and that, from April this year, every time they stop someone on the street, officers have had to fill in a form that, according to the Police Federation, is 1 ft long? In the event of a beauty contest between senior officers in our existing forces, what performance measures will be put in place? Will they reflect the fact that, according to the latest Home Office figures for 2004-05, although overall recorded crime in England and Wales is still 9 per cent higher than for 1999, this ranges from a fall of 7.91 per cent in south Wales to an increase of 23 per cent in north Wales? Will this reflect the fact that, although recorded violent crime across Wales has risen 64 per cent since 1999, it ranges from an increase of 15 per cent in Gwent to an increase of 149 per cent in north Wales? Referring to the findings of a north Wales county council citizens' panel crime and disorder report published this month, how will this reflect the fact that 53 per cent of panel members stated that they or a member of their household had experienced crime in the last 12 months, but that only 21 per cent of them had reported all the crimes that they had experienced to the police, and that, when asked why that was so, the two main reasons given for not reporting were both related to a lack of expected action by the police?

Moving to my last questions, how will this reflect the concerns raised with the Shadow Home Secretary, David Davis MP, and me this morning in a

treulio bron hanner eu hamser wrth eu desgiau, ac y bydd yn rhaid i swyddogion, o fis Ebrill eleni, lenwi ffurflen sydd, yn ôl Ffederasiwn yr Heddlu, yn droedfedd o hyd, bob tro y byddant yn stopio rhywun ar y stryd? Os bydd uwch swyddogion yn ein heddluoedd presennol yn gorfod cystadlu â'i gilydd am swyddi, pa fesuriadau perfformiad a fydd ar waith? A fyddant yn adlewyrchu'r ffaith, er bod nifer y troseddau a gofnodwyd yng Nghymru a Lloegr yn dal 9 y cant yn uwch nag yn 1999, yn ôl ffigurau diweddaraf y Swyddfa Gartref, fod y ffigur hwn yn amrywio o ostyngiad o 7.91 y cant yn y De i gynnydd o 23 y cant yn y Gogledd? A fydd hyn yn adlewyrchu'r ffaith, er bod troseddau treisgar a gofnodwyd ar draws Cymru wedi codi 64 y cant er 1999, eu bod yn amrywio o gynnydd o 15 y cant yng Ngwent i gynnydd o 149 y cant yn y Gogledd? Gan gyfeirio at ddarganfyddiadau adroddiad ar droseddau ac anhrefn gan banel dinasyyddion un o gynghorau sir y Gogledd a gyhoeddwyd y mis hwn, sut y bydd hyn yn adlewyrchu'r ffaith fod 53 y cant o aelodau'r panel wedi dweud eu bod hwy neu aelod o'u teulu wedi cael profiad o drosedd yn y 12 mis diwethaf, ond mai dim ond 21 y cant ohonynt a ddywedodd wrth yr heddlu am bob trosedd yn eu herbyn? A phan ofynnwyd iddynt ddweud pam, yr oedd y ddau brif reswm a roddwyd dros beidio â dweud wrth yr heddlu yn ymwneud â'r disgwyliad na fyddai'r heddlu'n gweithredu?

I ddod at fy nghwestiynau olaf, sut y bydd hyn yn adlewyrchu'r pryderon a godwyd gydag Ysgrifennydd Cartref yr wrthblaid, David Davis AS, a

meeting with Victim Support South Wales, that violent crime has increased across its area, and how will it reflect the concerns expressed by a North Wales Police officer in the autumn issue of the North Wales Police Federation magazine, that figures showing that 42 per cent of north Wales's crimes were solved were a myth? Suspects were asked to sign Home Office clear-up forms, which stopped them from going to court. In responding to this point, Minister, please be aware that I am advised by my colleague, David Jones, MP for Clwyd West, that the officer concerned has recently won a court case against—

minnau y bore yma mewn cyfarfod gyda Chymorth i Ddiodefwyr De Cymru, fod nifer y troseddau treisgar wedi cynyddu ar draws ei ardal, a sut y bydd yn adlewyrchu'r pryderon a fynegwyd gan swyddog o Heddlu Gogledd Cymru yn rhifyn yr hydref o gylchgrawn Ffederasiwn Heddlu Gogledd Cymru, mai myth oedd ffigurau yn dangos bod 42 y cant o droseddau yn y Gogledd wedi'u datrys? Gofynnwyd i unigolion a amheuwyd lofnodi ffurflenni clirio'r Swyddfa Gartref, i'w hatal rhag mynd i'r llys. Wrth ymateb i'r pwynt hwn, Weinidog, fe wyddoch fod fy nghyd-Aelod, David Jones AS Gorllewin Clwyd, wedi dweud wrthyf fod y swyddog dan sylw wedi ennill achos llys yn ddiweddar yn erbyn—

3.20 p.m.

The Presiding Officer: Order. I did hear you say 'last question' about a minute ago.

Y Llywydd: Trefn. Fe'ch clywais yn dweud 'cwestiwn olaf' tua munud yn ôl.

Mark Isherwood: The officer is not a troublemaker, and North Wales Police has encouraged the Police Federation, which published the magazine, to write an immediate retraction.

Mark Isherwood: Nid un sy'n creu helynt yw'r swyddog, ac mae Heddlu Gogledd Cymru wedi annog Ffederasiwn yr Heddlu a gyhoeddodd y cylchgrawn i dynnu'r stori'n ôl ar unwaith.

Edwina Hart: Some of those questions would be better addressed to the Home Secretary and the police. On the salient points in your contribution, the three police forces in south Wales already work together effectively on Operation Tarian. That deals with some of your points on police forces coming together to look at some issues relating to drugs.

Edwina Hart: I'r Ysgrifennydd Cartref a'r heddlu y dylid gofyn rhai o'r cwestiynau hynny. O ran y pwyntiau perthnasol yn eich cyfraniad, mae'r tri heddlu yn y De eisoes yn gweithio gyda'i gilydd yn effeithiol ar Ymgyrch Tarian. Mae hynny'n delio â rhai o'ch pwyntiau ynglŷn â heddluoedd yn dod ynghyd i edrych ar rai materion yn ymwneud â chyffuriau.

Your comment about a beauty

Mae eich sylw ynglŷn â

contest—and I stand to be corrected on this—brings into question the professionalism of chief officers and chief constables in Wales, and I do not accept that. We are talking about individuals in the police force who have been prepared to engage with the National Assembly and their communities, and I will not have any suggestion that they are looking after their own interests, rather than the interests of the service—we are the people that they serve. In terms of the issue, it was Her Majesty's Inspectorate of Constabulary which wrote the report for the Home Secretary—he asked the inspectorate to do it. The inspectorate is respected and it understands the issues of policing—you only have to look at who is involved—from their own individual experience.

I wrote to Janice Gregory in good faith to ensure that all parties in the Assembly, and on a cross-party basis, through a committee discussion, could come to some conclusions that might be helpful after taking evidence. That is the spirit in which I am approaching this issue. I am not responsible for the police—it is not a devolved matter—but I obviously have an interest in the way in which the police service works with the National Assembly and the communities of Wales. We need to have an intelligent and articulate discussion about the Home Secretary's proposals, which are in the interest of the people of Wales and the services which the police provide.

Mick Bates: I approach my comments with some trepidation in

chystadleuaeth—a bydd angen imi gadarnhau hynny—yn bwrw amheuaeth ar broffesiynoldeb prif swyddogion a phrif gwnstabiliaid yng Nghymru, ac ni dderbyniaf hynny. Yr ydym yn sôn am unigolion yn yr heddlu sydd wedi bod yn barod i ymgysylltu â'r Cynulliad Cenedlaethol a'u cymunedau, ac ni dderbyniaf unrhyw awgrym mai gofalu am eu buddiannau eu hunain y maent, yn hytrach na buddiannau'r gwasanaeth—ni yw'r bobl y maent yn eu gwasanaethu. O ran y mater hwn, Arolygiaeth Heddluoedd Ei Mawrhydi a ysgrifennodd yr adroddiad i'r Ysgrifennydd Cartref—gofynnodd i'r arolygiaeth wneud hynny. Mae'r arolygiaeth yn uchel ei pharch ac yn deall materion plismona—nid oes ond angen ichi weld pwy sy'n aelod ohoni—o'u profiad unigol eu hunain.

Ysgrifennais at Janice Gregory yn ddidwyll i sicrhau y gallai'r holl bleidiau yn y Cynulliad, ac ar draws y pleidiau, drwy drafodaeth mewn pwyllgor ddod i rai casgliadau a allai fod yn ddefnyddiol ar ôl cymryd tystiolaeth. Yn yr ysbryd hwnnw yr wyf yn ymdrin â'r mater hwn. Nid wyf yn gyfrifol am yr heddlu—nid yw'r fater sydd wedi ei ddatganoli—ond yn amlwg mae gennyf ddiddordeb yn y ffordd y mae gwasanaeth yr heddlu'n gweithio gyda'r Cynulliad Cenedlaethol a chymunedau Cymru. Mae angen inni gael trafodaeth ddeallus a chroyw ynglŷn â chynigion yr Ysgrifennydd Cartref, sydd er budd pobl Cymru a'r gwasanaethau a ddarperir gan yr heddlu.

Mick Bates: Yr wyf braidd yn ofnus cyn dechrau gwneud sylwadau am yr

terms of what I may hear from you. [Interruption.] I will be as sensible as ever.

There is a saying that, if it is not broken, do not fix it. On what basis do we have to change the current structures? There is no earthly reason why further co-operation between forces cannot be encouraged. However, the geography of Wales and the sparsity of our population give rise to other solutions. The title of the document is 'Closing the Gap'; to what gap does the title refer? Why does the system need to be changed?

I accept that this is a process of consultation, and that there will be engagement with a list of consultees. As I have already mentioned the geography and the sparsity of Wales, should an organisation specifically concerned with rural proofing, such as the Institute of Rural Health, not be invited to comment on policing in rural areas? I cannot see that they are included, but I may be wrong.

My next issue is about Assembly determination. Do you consider that part of this process—and I praise the speed with which you have approached this issue—should involve the whole of the Assembly, so that there is a determination in the Chamber of what we wish to see, which could then be presented to Charles Clarke? There have been many sensible comments about our desire to retain the level of policing, and to ensure the presence of a policeman or even a community support officer. There are also many

hyn a glywaf gennyh. [*Torri ar draws.*] Byddaf mor synhwyrol ag erioed.

Mae dywediad yn Saesneg sy'n dweud os nad oes rhywbeth wedi'i dorri, peidiwch â'i drwsio. Ar ba sail y mae'n rhaid inni newid y strwythurau presennol? Nid oes unrhyw reswm yn y byd pam na ellir annog mwy o gydweithredu rhwng heddluoedd. Fodd bynnag, mae daearyddiaeth Cymru a'i phoblogaeth brin yn denu atebion eraill. Teitl y ddogfen yw 'Closing the Gap'; at ba fwch y cyfeiria'r teitl? Pam y mae angen newid y system?

Derbyniaf mai proses o ymgynghori yw hon, ac y cysylltir â rhestr o bobl i ymgynghori â hwy. Gan fy mod eisoes wedi sôn am ddaearyddiaeth Cymru a'i phoblogaeth brin, oni ddylai sefydliad sy'n ymwneud yn benodol â phrawfesur polisiau gwledig, megis y Sefydliad Iechyd Gwledig, gael ei wahodd i wneud sylwadau ar blismona mewn ardaloedd gwledig? Ni welaf ei fod wedi'i gynnwys, ond efallai fy mod yn anghywir.

Mae'r mater nesaf sydd gennyf yn ymwneud â phenderfynu yn y Cynulliad. A ydych yn ystyried y dylai rhan o'r broses hon—ac fe'ch canmolaf am y ffordd yr ydych wedi codi'r mater hwn yn gyflym—gael ei thrin gan y Cynulliad cyfan, fel y gellir penderfynu yn y Siambr yr hyn yr ydym am ei weld, a hwnnw wedyn i gael ei gyflwyno i Charles Clarke? Gwnaed nifer o sylwadau synhwyrol ynglŷn â'n dymuniad i gadw'r lefel blismona, ac i sicrhau presenoldeb heddwes neu hyd yn oed swyddog cefnogaeth gymunedol. Cyfyd nifer o

issues surrounding funding structures. We would all like to see more bobbies; if the structure that they want is one of 4,000 police officers, let us employ more officers and build every force up to 4,000.

There is a financial pressure here. Will you undertake to protect financial structures to assist rural forces, because there is a threat to the extra funding given to forces of a more rural nature? Can you assure me that that is not threatened in this restructuring?

Edwina Hart: On the issue of forces and co-operation, there is good co-operation between forces across Wales in a number of areas. Many things could be done in emergency services, on payroll and a host of other human resources issues, which could provide more money for front-line services. Those discussions are ongoing within the service, in the fire service, and everywhere. That type of work will eventually evolve into cost savings that will go into front-line services.

I thought that I was at the same Social Justice and Regeneration Committee meeting as you this morning. I distinctly heard the Chair asking, 'Are you happy with this, or are there any more people you would like to give evidence?'. She gave all Members the opportunity to comment. I recall that Leanne made some valid points about including additional people. Therefore, I am afraid that you have had your opportunity and this is a matter for the Chair of the

faterion hefyd ynglŷn â strwythurau ariannu. Byddem bob un yn hoffi gweld mwy o heddweision; os strwythur o 4,000 o swyddogion heddlu a ddymunant, gadewch inni gyflogi rhagor o swyddogion a chynyddu pob gweithlu i 4,000.

Mae yna bwysau ariannol yn hyn. A wnewch addo diogelu strwythurau ariannol i gynorthwyo heddluoedd gwledig, oherwydd mae bygythiad i'r cyllid ychwanegol a roddir i heddluoedd mwy gwledig eu natur? A allwch fy sicrhau nad oes bygythiad i hynny yn yr ailstrwythuro hwn?

Edwina Hart: O ran yr heddluoedd a chydweithredu, mae heddluoedd ledled Cymru yn cydweithio'n dda mewn llawer maes. Gellid gwneud nifer o bethau mewn gwasanaethau brys, o ran y gyflogres a llu o faterion adnoddau dynol, a allai ddarparu mwy o arian ar gyfer gwasanaethau rheng flaen. Mae'r trafodaethau hynny'n parhau o fewn y gwasanaeth, yn y gwasanaeth tân, ac ym mhobman. Bydd y math hwnnw o waith yn y pen draw yn arwain at arbedion costau a fydd yn mynd i wasanaethau rheng flaen.

Yr oeddwn yn meddwl fy mod yn yr un cyfarfod o'r Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio â chi y bore yma. Clywais yn glir y Cadeirydd yn gofyn, 'A ydych yn fodlon ar hyn, neu a oes mwy o bobl yr hoffech iddynt roi tystiolaeth?'. Rhoddodd gyfle i bob Aelod roi sylwadau. Cofiaf i Leanne wneud rhai pwyntiau dilys am gynnwys pobl ychwanegol. Felly, yr ydych wedi cael eich cyfle, mae arnaf ofn, ac mae hwn yn fater i Gadeirydd y pwyllgor a agorodd y drafodaeth

committee who opened it up to discussion this morning, when you agreed the terms of reference.

On involving the whole Assembly, having the committee report debated here in December will involve the whole Assembly. I will be perfectly happy, whether or not I accept all the report's recommendations, to pass on the Assembly's collected view on policing to Charles Clarke. I have been open and transparent on these issues because I have yet to make my mind up about the issues in Charles Clarke's report. There is a lot to be gained from seeing what comes in from the evidence from various parties and from the discussions that I will hold with organisations about their feelings on policing. The quality of policing should be no different in an urban area than in a rural area. We require quality policing across the board. My view has always been that, as a Welsh Assembly Government, we have to be involved in discussions on how policing should be managed in Wales. That does not necessarily mean having financial responsibility, but there should be policy links. We could then determine the quality of service in rural areas. That is an important issue, which I hope will be addressed in committee discussions.

John Griffiths: I am encouraged by what you say on these matters. Gwent Police has an impressive and continually improving performance as evidenced by, for example, its high percentage of crimes solved. That is greatly assisted by a strong policy of neighbourhood policing teams, which

arno y bore yma, pan oeddech cytuno'r cylch gorchwyl.

O ran cynnwys y Cynulliad cyfan, drwy gynnal dadl ar adroddiad y pwyllgor yma ym mis Rhagfyr byddwn yn cynnwys y Cynulliad cyfan. Byddaf yn hollol fodlon, pa un a dderbyniaf holl argymhellion yr adroddiad ai peidio, i gyfleu barn y Cynulliad cyfan am blismona i Charles Clarke. Yr wyf wedi bod yn agored ac yn eglur ar y materion hyn, oherwydd nid wyf wedi penderfynu eto ar y materion yn adroddiad Charles Clarke. Byddai'n fanteisiol aros i weld beth a ddaw i law o'r dystiolaeth gan wahanol bobl ac o'r trafodaethau a gaf gyda sefydliadau ynglŷn â'u teimladau am blismona. Ni ddylai fod unrhyw wahaniaeth yn ansawdd y plismona mewn ardal drefol ac mewn ardal wledig. Mae angen plismona o safon ym mhob ardal. Yr wyf wedi credu erioed, fel Llywodraeth Cynulliad Cymru, fod yn rhaid inni gymryd rhan mewn trafodaethau am y ffordd y dylid rheoli plismona yng Nghymru. Nid yw hynny o anghenraid yn golygu cael cyfrifoldeb ariannol, ond dylid cael cysylltiadau polisi. Yna gallem benderfynu ansawdd y gwasanaeth mewn ardaloedd gwledig. Mae hynny'n fater pwysig, a gobeithio y rhoir sylw iddo yn ystod trafodaethau pwyllgor.

John Griffiths: Mae'r hyn a ddywedwch am y materion hyn yn galonddid imi. Mae perfformiad Heddlu Gwent yn rhagorol ac gwella'n barhaus, fel y dengys y ganran fawr o droseddau sy'n cael eu datrys ganddo, er enghraifft. Ategir hynny'n ddirfawr gan bolisi cryf ar dimau

build good relationships with communities, gaining consent, support and assistance in producing crucial intelligence. As the chief constable stressed at a meeting that I attended at the end of last week, local accountability is key to this, because it produces good local relationships and channels of communication so that, together, local communities and police can implement the most effective policing best suited to local circumstances and responsive to local need.

Therefore, do you agree that local accountability must be an important factor in deciding future policing structures and that there must be no weakening of that? Do you also agree that any new structure should only be determined following a careful, detailed and open-minded examination of all the options? It is important to recognise the integrity of Wales as a region in this sense and to recognise devolution. Future arrangements must recognise the Assembly's important and growing role in policing and community safety and involve the Assembly Government in setting policing strategy in Wales.

Edwina Hart: I also think that the identity of Wales as a nation, not just as a region, is important. We must acknowledge that in any discussions on these matters. Like you, I would be loath to see any change that might threaten our community safety partnerships, which are making a real impact across Wales. That consideration is probably the soundest argument for not interfering

plismona cymdogaeth, sy'n meithrin perthynas dda â chymunedau, gan sicrhau cydsyniad, cefnogaeth a chymorth i gael cudd-wybodaeth hollbwysig. Fel y pwysleisiodd y prif gwnstabl mewn cyfarfod y bŵm ynddo ddiwedd yr wythnos diwethaf, mae atebolrwydd lleol yn allweddol i hyn, oherwydd mae'n creu perthynas a sianelau cyfathrebu lleol da, fel y gall cymunedau lleol a'r heddlu, gyda'i gilydd, weithredu'r dulliau plismona mwyaf effeithiol sy'n gweddu orau i amgylchiadau lleol ac yn ymateb i anghenion lleol.

Felly, a gytunwch fod yn rhaid i atebolrwydd lleol fod yn ffactor pwysig wrth benderfynu strwythurau plismona yn y dyfodol a rhaid peidio â glastwreiddio hynny? A gytunwch hefyd mai ar ôl archwiliad gofalus, manwl ac agored yn unig o'r holl ddewisiadau y dylid penderfynu unrhyw strwythur newydd? Mae'n bwysig cydnabod dilysrwydd Cymru fel rhanbarth yn yr ystyr hon a chydabod datganoli. Rhaid i drefniadau yn y dyfodol gydnabod rôl bwysig a chynyddol y Cynulliad mewn plismona a diogelwch cymunedol, a chynnwys Llywodraeth y Cynulliad wrth bennu strategaeth blismona yng Nghymru.

Edwina Hart: Yr wyf fi hefyd yn credu bod hunaniaeth Cymru fel cenedl, nid fel rhanbarth yn unig, yn bwysig. Rhaid inni gydnabod hynny mewn unrhyw drafodaethau am y materion hyn. Fel chithau, byddai'n gas gennyf weld unrhyw newid a allai fygwth ein partneriaethau diogelwch cymunedol, sy'n cael effaith wirioneddol ledled Cymru. Mae'n debyg mai'r ystyriaeth honno yw'r ddadl gryfaf dros beidio

in the police's basic command unit structure, where a major interface for the partnership is found. We can protect that in terms of what we do in neighbourhood policing. That has worked effectively in Wales.

I have seen the real benefit of designated police teams in my Communities First areas and they have come about as a result of discussions with local people and local politicians on how to get the best out of policing. Therefore, you are right, we have to stress the neighbourhood policing agenda and we must also, in an all-Wales sense, look at the distinctive history and culture of Wales and how that would be relevant to a modern policing agenda. As you say, it is important that we keep, at the heart of this issue, the people and how policing works. The four forces in Wales have worked well and have worked well together, but sometimes change is inevitable. I am open to the discussion that will take place on this issue and Members should start to make their views known to the committee, through the Chair, if they have anything specific that needs to be picked up. Thank you for your comments. Our first duty is to our citizens and what they require from policing.

3.30 p.m.

William Graham: I am delighted to hear that you have persuaded the Social Justice and Regeneration Committee to undertake this review, as it is worthwhile. However, in

ag ymyrryd yn strwythur unedau rheoli sylfaenol yr heddlu, lle mae rhyngwyneb pwysig ar gyfer y bartneriaeth. Gallwn ddiogelu hynny o ran yr hyn a wnawn mewn plismona cymdogaeth. Mae hynny wedi gweithio'n effeithiol yng Nghymru.

Yr wyf wedi gweld mantais wirioneddol timau heddlu penodedig yn fy ardaloedd Cymunedau yn Gyntaf, ac y maent wedi eu creu o ganlyniad i drafodaethau gyda phobl leol a gwleidyddion lleol am y ffordd o gael y budd mwyaf o blismona. Felly, yr ydych yn llygad eich lle: rhaid inni bwysleisio'r agenda plismona cymdogaeth a rhaid inni hefyd, yn ystyr Cymru gyfan, edrych ar hanes a diwylliant unigryw Cymru a sut y byddai hynny'n berthnasol i agenda blismona fodern. Fel y dywedwch, mae'n bwysig inni gadw'r bobl a'r ffordd y mae'r heddlu yn gweithio wrth wraidd y mater hwn. Mae'r pedwar heddlu yng Nghymru wedi gweithio'n dda ac wedi gweithio'n dda gyda'i gilydd, ond weithiau mae newid yn anochel. Mae gennyf feddwl agored ynglŷn â'r drafodaeth a gynhelir ar y mater hwn, a dylai Aelodau ddechrau mynegi eu barn wrth y pwyllgor, drwy'r Cadeirydd, os oes ganddynt unrhyw beth penodol y mae angen ei godi. Diolch am eich sylwadau. I'n dinasyddion y mae ein dyletswydd gyntaf, a'r hyn y mae arnynt ei angen o blismona.

William Graham: Yr wyf yn falch o glywed eich bod wedi darbwyllo'r Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio i gynnal yr adolygiad hwn, am ei fod yn werthfawr. Fodd bynnag,

looking at the comments made by the Home Secretary to the chief police officers, I hope that you will agree with me that it will be difficult to complete this restructuring within the timescale. As your Government contributes virtually 50 per cent of the cost of policing in Wales, you must have a major input into this. What do you think the chief inspector of police means by 'coterminosity'? More particularly, in terms of costs and efficiency, is it not the truth that this is a cost-cutting exercise and that it has little to do with accountability or ensuring that we have an adequate police service in Wales?

Edwina Hart: I do not like to disagree with you, William, because we normally agree more than we disagree. However, I do not think that this is a cost-efficiency exercise on this occasion; it is a genuine attempt to look at policing for the future. Defining the meaning of 'coterminosity' is difficult; does it refer to Wales? Does coterminosity for us mean links with the three fire brigade regions, for example? Therefore, there are some difficult issues in that, which I am not sure that I have got to the bottom of yet, either. I hope that discussions in committee will flesh out some of these issues.

It is a difficult timetable; I would be the first to acknowledge that. However, chief constables and police authorities have been aware for a long time that the Home Office has been having these discussions, and I think that they are probably well prepared to respond within the timescale. Therefore, the Assembly, I

wrth edrych ar y sylwadau a wnaed gan yr Ysgrifennydd Cartref i'r prif swyddogion heddlu, gobeithio y cytunwch â mi y bydd yn anodd cwblhau'r broses ailstrwythuro hon o fewn y terfyn amser. Gan fod eich Llywodraeth yn cyfrannu ymron i 50 y cant o gost plismona yng Nghymru, rhaid bod gennych gryn gyfraniad i'r mater hwn. Beth, yn eich barn chi, a olyga'r prif arolygydd heddlu wrth 'gydffinio'? Yn fwy penodol, o ran costau ac effeithlonrwydd, onid yw'n wir mai ymarfer i dorri costau yw hyn, ac nad oes a wnelo fawr ddim ag atebolrwydd na sicrhau bod gennym wasanaeth heddlu digonol yng Nghymru?

Edwina Hart: Nid wyf yn hoff o anghytuno â chi, William, gan ein bod fel rheol yn cytuno mwy nag yr ydym yn anghytuno. Fodd bynnag, ni chredaf mai ymarfer effeithlonrwydd cost yw hwn y tro yma; mae'n ymgais wirioneddol i edrych ar blismona ar gyfer y dyfodol. Mae'n anodd diffinio ystyr 'cydffinio'; a yw'n cyfeirio at Gymru? A yw cydffinio, i ni, yn golygu cysylltiadau â'r tri rhanbarth brigâd dân, er enghraifft? Felly, mae yna rai problemau anodd yn hynny, ac nid wyf yn siŵr ychwaith fy mod wedi eu datrys eto. Gobeithio y bydd y trafodaethau yn y pwyllgor yn rhoi cig ar esgyrn rhai o'r materion hyn.

Mae'n amserlen anodd; fi fyddai'r cyntaf i gydnabod hynny. Fodd bynnag, mae'r prif gwnstabiliaid a'r awdurdodau heddlu yn ymwybodol ers tro fod y trafodaethau hyn yn mynd rhagddynt gyda'r Swyddfa Gartref, a chredaf eu bod yn hollol barod, mae'n sicr, i ymateb o fewn y terfyn amser. Felly, ofnaf y bydd yn

am afraid, might have to play catch-up on this via the committee.

Janice Gregory: I am delighted that you attended the same meeting as I did this morning, because it would appear that you and I were the only two people there. I am deeply concerned about the comments made by members of my committee. While I praised committee members this morning for the consensual way in which they agreed to take forward this review at your request—and I was delighted to do that—I am concerned that Members, and one in particular who was absent during that agenda item, for whatever reason, then come to this public arena and make certain statements and ask questions that could have been asked this morning, particularly those regarding who is on the consultation list. I do not want the Assembly to be under any misapprehension; the committee was given sufficient time this morning to discuss the consultation list. You are correct, Minister, when you say that I also asked them to write to me or the clerk if they wished to add anyone else. You have asked us to undertake a serious review; I, as Chair, intend to treat it with the seriousness that it deserves. I hope that committee members will reflect on what you and I have said this afternoon, and on what they have said in committee and in the Chamber.

Edwina Hart: I thank Janice, as we were both at the same meeting.

Michael German: I thank the Minister for her statement today, and I am

rhaid i'r Cynulliad ddal i fyny ar y mater hwn drwy gyfrwng y pwyllgor.

Janice Gregory: Yr wyf yn falch ichi fynychu'r un cyfarfod â mi y bore yma, oherwydd ymddengys mai chi a mi oedd yr unig rai yno. Mae'r sylwadau a wnaed gan aelodau fy mhwyllgor yn peri pryder o'r mwyaf imi. Er imi ganmol aelodau'r pwyllgor y bore yma am iddynt gytuno i fynd â'r adolygiad hwn yn ei flaen yn unol â'ch cais mewn modd mor gydsyniol—ac yr oeddwn yn falch o wneud hynny—mae'n bryder imi fod Aelodau, ac un yn arbennig a oedd yn absennol yn ystod yr eitem agenda honno, am ba reswm bynnag, wedyn yn dod i'r arena gyhoeddus hon ac yn gwneud datganiadau penodol ac yn gofyn cwestiynau y gellid bod wedi'u gofyn y bore yma, yn enwedig y rheini'n ymwneud â phwy sydd ar y rhestr ymgynghori. Ni fynnwn i'r Cynulliad gael unrhyw gamargraff; cafodd y ddigon o amser y bore yma i drafod y rhestr ymgynghori. Yr ydych yn gywir, Weinidog, pan ddywedwch fy mod hefyd wedi gofyn iddynt ysgrifennu ataf fi neu'r clerwr petaent am ychwanegu unrhyw un arall. Yr ydych wedi gofyn inni wneud adolygiad pwysig; yr wyf fi, fel Cadeirydd, yn bwriadu trin y mater gyda'r difrifoldeb haeddiannol. Gobeithio y bydd aelodau'r pwyllgor yn cnoi cil ar yr hyn yr ydych chi a minnau wedi'i ddweud y prynhawn yma, ac ar yr hyn y maent wedi'i ddweud yn y pwyllgor ac yn y Siambr.

Edwina Hart: Diolch i Janice, gan ein bod ein dwy yn yr un cyfarfod.

Michael German: Diolch i'r Gweinidog am ei datganiad heddiw,

pleased to hear that the inquiry is being held. I will just reflect on the timetable, however. You have just admitted, Minister, that the timetable was not of your making, yet some would say that making such major decisions involving all communities in Wales is a task far beyond the timescale provided to us; it is even beyond the capability of getting a full committee report together in time to inform the Home Secretary's decisions. Do you agree that one of the best things that we could do would be to ask the Home Secretary whether he would be prepared to allow us to have a longer consultation period than has already been provided?

Given also that there is widespread concern that the communities that these police forces serve, particularly those in Gwent, will not have the same local accountability, is it possible to get the level of response that we need for the Assembly to be able to make a reasonable comment?

Finally, given that the Assembly and the council tax payers of Wales provide half the purse for the structure of our policing service, is it not appropriate that we should have more say on what will be the new policing structure in Wales, if there is to be one?

Edwina Hart: The timetable is not of my making, but I have already decided to ask Charles Clarke whether I can have more time. I have based the timetable on the fact that a committee report will probably be published early in December. I can

ac yr wyf yn falch o glywed bod yr ymchwiliad yn cael ei gynnal. Fodd bynnag, yr wyf am ystyried yr amserlen. Yr ydych newydd gyfaddef, Weinidog, nad chi sy'n gyfrifol am yr amserlen. Ac eto byddai rhai'n dweud mai tasg sydd ymhell y tu hwnt i'r amserlen a roddwyd inni yw'r gwaith o wneud penderfyniadau mor allweddol, sy'n cynnwys pob cymuned yng Nghymru; mae hyd yn oed y tu hwnt i'n gallu i lunio adroddiad pwyllgor llawn mewn pryd i lywio penderfyniadau'r Ysgrifennydd Cartref. A gytunwch mai un o'r pethau gorau y gallem ei wneud fyddai gofyn i'r Ysgrifennydd Cartref a fyddai'n barod i roi cyfnod ymgynghori hwy inni na'r hyn sydd wedi ei ddarparu eisoes?

O gofio hefyd fod pryder cyffredinol na fydd yr un atebolrwydd lleol gan y cymunedau a wasanaethir gan yr heddluoedd hyn, yn enwedig y rheini yng Ngwent, a yw'n bosibl sicrhau'r lefel ymateb mae arnom ei hangen er mwyn i'r Cynulliad allu cyflwyno sylw rhesymol?

Yn olaf, o gofio mai'r Cynulliad a thalwyr treth gyngor Cymru sy'n darparu hanner yr arian ar gyfer strwythur ein gwasanaeth plismona, onid yw'n briodol inni gael mwy o lais yn yr hyn a fydd yn strwythur plismona newydd yng Nghymru, os bydd un?

Edwina Hart: Nid fi sy'n gyfrifol am yr amserlen, ond yr wyf eisoes wedi penderfynu gofyn i Charles Clarke a allaf gael mwy o amser. Yr wyf wedi seilio'r amserlen ar y ffaith fod adroddiad pwyllgor yn debygol o gael ei gyhoeddi ddechrau Rhagfyr. Gallaf

then take that forward. I am grateful that the committee was prepared to put in extra time and hold additional meetings to take the evidence forward. I would like our views to be submitted with everyone else's, if that is possible.

I think that you are worrying too much about the links with the communities, because, as long as we keep that basic command unit structure, we will keep the relationship that we now have in terms of delivery at a local level. It is important that we keep that command structure in our discussion.

In the future, we have to progress our relationship, in how we deal with these issues, and the roles and responsibilities. That is something that I am giving consideration to. If we have a different structure, I would like to feel that the National Assembly had an input with any new police authorities regarding policing priorities for Wales. Some policing priorities for Wales will not be identical to those in metropolitan England, and we have to recognise that. Therefore, I will be considering these issues over the next few months before I draft my response to the Home Secretary.

Carl Sargeant: North Wales Police has the highest detection rate in UK—for which we must thank Ann Jones's son, as he is one of my local bobbies. That is also thanks to Labour's investment of 850 new police officers since 1997. Although Mick Bates says that we should have more police

wedyn fynd â hynny ymlaen. Yr wyf yn ddiolchgar fod y pwyllgor mor barod i neilltuo amser ychwanegol a chynnal cyfarfodydd ychwanegol er mwyn mynd â'r dystiolaeth yn ei blaen. Hoffwn i'n barn ni gael ei chyflwyno gyda barn pawb arall, os yw hynny'n bosibl.

Credaf eich bod yn poeni'n ormodol am y cysylltiadau â'r cymunedau, oherwydd cyhyd ag y byddwn yn cadw'r strwythur unedau rheoli sylfaenol hwnnw, byddwn yn cadw'r berthynas sydd gennym ar hyn o bryd o ran darparu ar lefel leol. Mae'n bwysig inni gadw'r strwythur rheoli hwnnw yn ein trafodaeth.

Yn y dyfodol, rhaid inni ddatblygu ein perthynas yn y modd y byddwn yn ymdrin â'r materion hyn a'r rolau a'r cyfrifoldebau. Mae hynny'n rhywbeth yr wyf yn ei ystyried. Os cawn strwythur gwahanol, hoffwn deimlo bod y Cynulliad Cenedlaethol wedi cyfrannu gydag unrhyw awdurdodau heddlu newydd parthed blaenoriaethau plismona i Gymru. Ni fydd rhai blaenoriaethau plismona i Gymru yn union debyg i'r rheini yn ardaloedd metropolitan Lloegr, a rhaid inni gydnabod hynny. Felly, byddaf yn ystyried y materion hyn yn ystod yr ychydig fisoedd nesaf cyn imi ddrafftio fy ymateb i'r Ysgrifennydd Cartref.

Carl Sargeant: Gan Heddlu Gogledd Cymru y mae'r gyfradd uchaf o ddatrys achosion yn y DU—rhaid inni ddiolch i fab Ann Jones am hynny, gan ei fod yn un o'm heddwision lleol i. A diolch hefyd i fuddsoddiad Llafur o 850 o swyddogion heddlu newydd er 1997. Er i Mick Bates

officers, we are delivering police on the street. There may be a perception that it could always be better, but that is true of everything. The current close working relationship that North Wales Police has with Cheshire and Merseyside police forces is something that should be considered. I am fully supportive of devolution, but even in a fully devolved state, we must remember to maintain and retain those links, which are crucial to high-quality policing.

Edwina Hart: Carl has it in a nutshell when he talks about relationships with other forces. Structural change does not have to change operational relationships. It is the same in the fire service; the three fire and rescue authorities in Wales retain their links with other authorities across the border regarding counter-terrorism measures and civil contingency planning. The same will be maintained with the police. There is cross-border work on drugs and similar issues with Merseyside and Cheshire, where authorities work together. It is the same with the South Wales Police, which has a close relationship with the forces all across the M4. Those are operational matters.

We are looking at the democratic issues: the accountability and how we link in. We need to look at whether this report changes what we need to look at and how we ensure more efficient policing. I am mindful of the points that you made. North Wales Police has an excellent record. The

ddweud y dylem gael mwy o swyddogion heddlu, yr ydym yn darparu plismyn ar y stryd. Gall fod canfyddiad y gallai fod yn well bob amser, ond mae hynny'n wir am bopeth. Mae'r berthynas weithio agos sydd rhwng Heddlu Gogledd Cymru ar hyn o bryd a heddluoedd Swydd Gaer a Glannau Mersi yn rhywbeth y dylid ei ystyried. Yr wyf yn gwbl gefnogol i ddatganoli, ond hyd yn oed mewn gwladwriaeth wedi eu datganoli'n llwyr, rhaid inni gofio cynnal a chadw'r cysylltiadau hynny, sy'n hanfodol i blismona o safon uchel.

Edwina Hart: Mae Carl wedi crisialu popeth wrth sôn am berthynas â heddluoedd eraill. Nid oes rhaid i newid strwythurol newid perthynas weithredol. Mae'r un peth yn wir yn y gwasanaeth tân; mae'r tri awdurdod tân ac achub yng Nghymru yn cadw eu cysylltiadau ag awdurdodau eraill dros y ffin ynglŷn â mesurau gwrthderfysgaeth a chynllunio ar gyfer argyfyngau sifil posibl. Bydd yr un peth yn digwydd gyda'r heddlu. Mae yna waith ar draws ffiniau ym maes cyffuriau a materion tebyg gyda Glannau Mersi a Swydd Gaer, lle mae awdurdodau'n gweithio gyda'i gilydd. Mae'r un peth yn wir gyda Heddlu De Cymru sydd â pherthynas agos â'r heddluoedd ar draws yr M4. Materion gweithredol yw'r rheini.

Yr ydym yn edrych ar y materion democrataidd: yr atebolrwydd a'n cysylltiad ni. Mae angen inni ystyried a yw'r adroddiad hwn yn newid yr hyn y mae angen inni edrych arno a sut y gallwn sicrhau plismona mwy effeithlon. Yr wyf yn ymwybodol o'r pwyntiau a wnaethoch. Mae record

forces in Wales generally have a good record on a wide range of issues, and we should be proud of the work that they have done. They have also been good at understanding devolution. They have worked with us on a host of issues, and we have given reciprocal support, for example, on operation Tarian.

Peter Law: I am aware, Minister, of your personal commitment to the police service, and there is a lot to be gained from working closer together. The chief constables have always said how much they favoured the view that the National Assembly should assume responsibility for policing. Under the Home Office, the police service in Wales is just a remote annexe. It will never get the level of attention as one of the 48 forces that would be the case if it came under the devolved powers of the Assembly.

I come from Gwent, where there is great concern that an efficient force, which also has a high detection rate and has served people very well, will be dismantled. The safety partnerships that you spoke of earlier have been successful. By that combination, we have a good showcase in Gwent. We were worried when you said last year—which I thought was the writing on the wall to some extent—that the Welsh Assembly Government felt that the future for policing should be based more on the other existing emergency services structure. I am glad to see that the Chair of the Social Justice and Regeneration Committee will look at this thoroughly and report back.

ardderchog gan Heddlu Gogledd Cymru. Yn gyffredinol mae record dda gan yr heddluoedd yng Nghymru mewn ystod eang o faterion a dylem ymfalchio yn y gwaith a wnaed ganddynt. Buont hefyd yn dda yn deall datganoli. Maent wedi gweithio gyda ni ar lu o faterion, ac yr ydym wedi rhoi cymorth o'n hochr ni, er enghraifft, ar ymgyrch Tarian.

Peter Law: Gwn, Weinidog, am eich ymrwymiad personol i wasanaeth yr heddlu ac mae llawer i'w ennill o weithio gyda'n gilydd yn agosach. Mae'r prif gwnstabiliaid wedi dweud erioed gymaint yr oeddent o blaid y farn y dylai'r Cynulliad Cenedlaethol gael cyfrifoldeb dros blismona. O dan y Swyddfa Gartref, rhyw atodiad pellennig yw'r gwasanaeth heddlu yng Nghymru. Ni fydd byth yn cael sylw fel un o'r 48 o heddluoedd, fel a fyddai'n digwydd pe byddai'n dod dan bwerau datganoledig y Cynulliad.

Yr wyf yn dod o Went, ac yno mae cryn bryder y bydd heddlu effeithlon, sydd hefyd â chyfradd uchel o ddatrys achosion ac sydd wedi gwasanaethu pobl yn dda iawn, yn cael ei ddatgymalu. Mae'r partneriaethau diogelwch y cyfeirich atynt yn gynharach wedi bod yn llwyddiannus. Drwy'r cyfuniad hwnnw, mae gennym esiampl dda yng Ngwent. Yr oeddem yn bryderus pan ddywedasochn y llynedd—ac yr oeddwn yn meddwl mai'r ysgrifen ar y mur oedd hynny i ryw raddau—fod Llywodraeth Cynulliad Cymru yn teimlo y dylid seilio dyfodol plismona yn fwy ar y strwythur gwasanaethau brys presennol arall. Yr wyf yn falch gweld y bydd Cadeirydd y Pwyllgor

Cyfiawnder Cymdeithasol ac Adfywio yn edrych ar hyn yn fanwl ac yn cyflwyno adroddiad.

3.40 p.m.

Inevitably, there may come a time when we think the unthinkable. If we cannot keep what we have, which is trusted, and true, we may look to a future where there is one police force for the whole of Wales. However, what is important is that the Government moves as quickly as it can to obtain powers over the police. The Assembly should endorse that, because devolved powers to run the police service in Wales are undoubtedly what people generally want to see and will support. I hope that that can happen in future. I hope that you remain totally committed to that, as I have heard you say you are so many times in the past.

Edwina Hart: You are right to say that we get attached to our forces and our structures, and when we see them doing a good job, especially through the community safety partnerships, we recognise that things are working well. Unfortunately, this is not a devolved matter, and at the end of the day, you are right that we might be faced with a police force for the whole of Wales. It would then be up to us to make positive suggestions about how to deal with democratic accountability, and the views of communities and how they fit in, so that we do not lose anything through any structural change.

Yn anochel, efallai y daw amser pan fyddwn yn dychmygu'r annychmygol. Os na allwn gadw'r hyn sydd gennym, sef rhywbeth yr ymddiriedir ynddo, sy'n ddilys, efallai y byddwn yn edrych ar ddyfodol lle bydd un heddlu i Gymru gyfan. Fodd bynnag, yr hyn sy'n bwysig yw bod y Llywodraeth yn symud mor gyflym ag y gall i gael pwerau dros yr heddlu. Dylai'r Cynulliad gymeradwyo hynny, oherwydd pwerau wedi eu datganoli i redeg y gwasanaeth heddlu yng Nghymru yn sicr yw'r hyn y mae pobl, ar y cyfan, yn dymuno'i weld ac yn barod i'w gefnogi. Gobeithio y gall hynny ddigwydd yn y dyfodol. Gobeithio eich bod yn dal wedi ymrwymo'n llwyr i hynny, fel yr wyf wedi'ch clywed yn ei ddweud mor aml yn y gorffennol.

Edwina Hart: Yr ydych yn iawn i ddweud ein bod yn mynd yn hoff o'n heddluoedd a'n strwythurau, a phan welwn eu bod yn gwneud gwaith da, yn enwedig drwy bartneriaethau diogelwch cymunedol, yr ydym yn cydnabod bod pethau'n gweithio'n dda. Yn anffodus, nid yw hwn yn fater sydd wedi ei ddatganoli, ac yn y pen draw yr ydych yn gywir i ddweud y gallem wynebu sefyllfa lle bydd un heddlu i Gymru gyfan. Ni wedyn fyddai'n gyfrifol am gynnig awgrymiadau cadarnhaol ynglŷn â'r modd i ymdrin ag atebolrwydd democrataidd, a barn cymunedau a'u rhan hwy, fel na fyddwn yn colli dim drwy unrhyw newid strwythurol.

You also talked about the important issue of the eventual devolution of the police. However, as a former local government Minister, you will be aware of the difficulties and complexities of the police funding formula. These are issues that would have to be looked at in the round. Therefore, we must take a staged approach to some of these issues. Let us look at structure and what is best for us, at how we could be involved in how the police could develop, at our relationship with the police, and at policing priorities for Wales. Then we would have to look at the financial issues, because we would have to ensure that, if there was devolution, we would have sufficient cash to keep up with any demands on policing. You have raised quite a complex set of issues, but they are worth discussing.

Nick Bourne: The Minister has spoken very fairly about the issues and the fact that this is not a devolved matter. May I press her on the extended consultation period that she has been pressing the Home Secretary for, as it is vital? Could Assembly Members be kept informed of her progress on that discussion? Linked with that, how does she intend to involve communities in Wales in that dialogue?

We have just heard Peter speak very truthfully and accurately about Gwent Police, which is a very effective police force, and others. In my area, we have Dyfed-Powys Police Force, which is probably the best in the country. There is genuine concern

Soniech hefyd am fater pwysig datganoli'r heddlu yn y pen draw. Fodd bynnag, fel cyn Weinidog llywodraeth leol, gwyddoch am anawsterau a chymhlethodau fformiwla ariannu'r heddlu. Mae'r rhain yn faterion y byddai'n rhaid eu hystyried yn eu cyfanrwydd. Felly, rhaid inni ystyried rhai o'r materion hyn fesul cam. Gadewch inni edrych ar strwythur a'r hyn sydd orau i ni, sut y gallem ymwneud â'r ffordd y gellid datblygu'r heddlu, ar ein cydberthynas â'r heddlu ac ar flaenoriaethau plismona i Gymru. Yna byddai'n rhaid inni edrych ar y materion ariannol, oherwydd byddai'n rhaid inni sicrhau, petai datganoli, y byddai gennym ddigon o arian i dalu am unrhyw ofynion ar blismona. Yr ydych wedi codi cyfres ddigon cymhleth o faterion, ond maent yn werth eu trafod.

Nick Bourne: Mae'r Gweinidog wedi siarad yn deg iawn am y materion a'r ffaith nad yw hwn yn fater sydd wedi ei ddatganoli. A gaf fi bwysu arni am y cyfnod ymgynghori estynedig y mae hi wedi pwysu ar yr Ysgrifennydd Cartref amdano, gan ei fod yn hollbwysig? A fyddai modd i Aelodau'r Cynulliad gael gwybod am ei chynnydd ar y drafodaeth honno? Yn gysylltiedig â hynny, sut y mae'n bwriadu cynnwys cymunedau yng Nghymru yn y dialog hwnnw?

Yr ydym newydd glywed Peter yn siarad yn wir iawn ac yn gywir am Heddlu Gwent, sy'n heddlu effeithiol iawn, ac eraill. Yn fy ardal i, mae gennym Heddlu Dyfed-Powys, sef y gorau yn y wlad, mae'n siŵr. Mae pryder gwirioneddol y byddwn yn

that we will put that at risk if we go headlong down the path being suggested. Others have said, 'If it ain't broke, don't fix it'. Parallels have been drawn with directory enquiries and, in general, things that work very well should be left alone, with perhaps a bit of tweaking here and there. I seek the Minister's assurance that all communities will be involved in the process, and that we are going to have long enough to consult on it, because I have grave concerns about my area.

Edwina Hart: I will be responding to Charles Clarke's letter to me, and I will indicate that I would like a little longer. I do not think that I can ask for much longer, but that might help the committee. However, I need to keep within the timescales, as I want to get our messages across.

You said that, in Dyfed Powys, you have the best police force, but everyone here will say that theirs is the best. That is the trouble when you discuss anything as emotive as changing services; you always worry that provision will become worse, rather than improve. However, because the report has come from the Home Secretary, I think that it is driven by a genuine will to change policing for the better in future. I do not think that it is just about cost-cutting efficiency savings; it is about getting the right structure for the police force for changing circumstances in the UK. That is quite important.

peryglu hyn os dilynwn y trywydd a awgrymir. Mae eraill wedi dweud, 'os nad yw wedi torri, peidiwch â'i drwsio'. Gwnaed cymariaethau â'r gwasanaeth ymholiadau ffôn, ac yn gyffredinol ni ddylid ymyrryd â phethau sy'n gweithio'n dda iawn, ac eithrio ychydig loywi yma a thraw, hwyrach. Gofynnaf am sicrwydd gan y Gweinidog y caiff pob cymuned ei chynnwys yn y broses, ac y byddwn yn cael digon o amser i ymgynghori yn ei chylch, oherwydd yr wyf yn bryderus iawn am fy ardal i.

Edwina Hart: Byddaf yn ymateb i lythyr Charles Clarke ataf, a byddaf yn nodi yr hoffwn gael ychydig mwy o amser. Ni chredaf y gallaf ofyn am lawer iawn mwy, ond gallai hynny fod o gymorth i'r pwyllgor. Fodd bynnag, mae angen imi gadw o fewn y terfynau amser, gan fy mod am fynegi ein negeseuon.

Yr oeddech yn dweud, yn Nyfed Powys, mai chi sydd â'r heddlu gorau, ond bydd pawb yma yn dweud mai eu heddlu hwy yw'r gorau. Dyna'r broblem pan fyddwch yn trafod unrhyw beth mor emosiynol â newid gwasanaethau; byddwch bob amser yn pryderu y bydd darpariaeth yn gwaethygu yn hytrach na gwella. Fodd bynnag, oherwydd mai oddi wrth yr Ysgrifennydd Gwladol y daeth yr adroddiad, credaf ei fod wedi'i ysgogi gan ewyllys gwirioneddol i newid plismona er gwell yn y dyfodol. Ni chredaf mai mater o arbedion effeithlonrwydd i dorri costau yn unig yw hyn; mae'n ymwneud â sicrhau'r strwythur cywir ar gyfer yr heddlu mewn amgylchiadau yn y DU sy'n newid. Mae hynny'n eithaf pwysig.

On the consultation, the committee will obviously decide who it will consult with. We also need to be aware that the police authorities, which essentially represent the communities, will be responding to the document, as will chief constables. Therefore, plenty of people are collecting opinions to provide to Charles Clarke.

O ran yr ymgynghori, mae'n amlwg y bydd y pwyllgor yn penderfynu â phwy y bydd yn ymgynghori. Mae angen hefyd inni fod yn ymwybodol y bydd yr awdurdodau heddlu, sydd yn eu hanfod yn cynrychioli'r cymunedau, yn ymateb i'r ddogfen, fel y bydd prif gwnstabiliaid. Felly, mae digon o bobl yn crynhoi barn i'w darparu i Charles Clarke.

Extract from Plenary Tuesday 15 November 2005
Datganiad am Newidiadau Arfaethedig i Strwythur yr Heddlu yng Nghymru

Statement on Proposed Changes to the Police Forces in Wales

The Minister for Social Justice and Regeneration (Edwina Hart): I do not know whether I will make a feisty or robust statement, but I will make a statement. [*Interruption.*]

The Presiding Officer: Order. Whatever it is, Minister, I will ensure that you are heard in silence.

Edwina Hart: I felt it was important to make a further statement on the possible restructuring of the police in Wales. It would be helpful for me to remind Members of the process for considering the options for the future structures for police in Wales and to explain where we currently are in that process. The Home Secretary's letter of 22 September to the chairs of police authorities and to chief constables clearly sets out the process for consultation with the police, which involves three stages. We have only just completed the first stage of that process, so the matter is far from settled. In my statement on 28 September, I referred to a letter that I had received from the Home Secretary, stating that he would welcome the Assembly's views on the 'Closing the Gap' report and our involvement in the consultation process.

When I met the Home Secretary on 23 October, we discussed the timetable for the review that the Social Justice and Regeneration Committee was undertaking on behalf

Y Gweinidog dros Gyfiawnder Cymdeithasol ac Adfywio (Edwina Hart): Ni wn a fyddaf yn gwneud datganiad eofn neu gadarn, ond gwnaf ddatganiad. [*Torri ar draws.*]

Y Llywydd: Trefn. Pa beth bynnag a fydd, Weinidog, sicrhaf y gwrandewir arnoch mewn distawrwydd.

Edwina Hart: Teimlais ei bod yn bwysig rhoi datganiad pellach ar yr ad-drefnu dichonol ar yr heddlu yng Nghymru. Byddai'n fuddiol imi atgoffa Aelodau am y broses ar gyfer ystyried y dewisiadau ar gyfer strwythurau'r heddlu yng Nghymru yn y dyfodol ac egluro ein bod yn dilyn y broses honno ar hyn o bryd. Mae llythyr yr Ysgrifennydd Cartref a anfonwyd ar 22 Medi at gadeiryddion awdurdodau heddlu ac at brif gwnstabiliaid yn egluro'r broses ar gyfer ymgynghori â'r heddlu, sydd yn cynnwys tair rhan. Nid ydym ond newydd gwblhau rhan gyntaf y broses honno, felly mae'r mater ymhell o fod wedi'i benderfynu. Yn fy natganiad ar 28 Medi, cyfeiriais at lythyr a gefais oddi wrth yr Ysgrifennydd Cartref, yn datgan y byddai'n falch o gael barn y Cynulliad am adroddiad 'Closing the Gap' ac o'n gweld yn cymryd rhan yn y broses ymgynghori.

Pan gyfarfûm â'r Ysgrifennydd Cartref ar 23 Hydref, trafodasom yr amserlen ar gyfer yr adolygiad yr oedd y Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio'n ei gynnal ar ran y

of the Assembly. While the Home Secretary was unable to extend the timetable for the submission of the Committee's review, he fully appreciated that the preparation of the report was a very important part of the consultation process in Wales. In accordance with the timetable for the first stage, the chairs of police authorities and chief officers undertook an initial analysis of options for the future structure of police forces in Wales and produced an emerging findings note, which was sent to the Home Secretary at the end of last month. Members of the Social Justice and Regeneration Committee are aware, from the evidence given to the committee by chairs of police authorities and chief constables on 2 November that, according to the initial appraisal work, the single force for Wales scored most highly of the options. However, the chairs and chief officers were absolutely clear that there remained much work to do under stage two of the process on each of the options they had considered before finally identifying the preferred option.

3.30 p.m.

While the press notice issued by the Home Office states that the single force option has emerged most strongly in stage one, this should not be a surprise given the information that that has been submitted to it so far. The important point to stress, however, is that stage 1 is exactly what it says it is—the first stage in a three-stage process. Indeed, the Home Secretary sought to assure me

Cynulliad. Er nad oedd yr Ysgrifennydd Cartref yn gallu ymestyn yr amserlen ar gyfer cyflwyno adolygiad y Pwyllgor, yr oedd yn llwyr werthfawrogi bod y gwaith o baratoi'r adroddiad yn rhan bwysig iawn o'r broses ymgynghori yng Nghymru. Yn unol â'r amserlen ar gyfer y rhan gyntaf, ymgymerodd cadeiryddion yr awdurdodau heddlu a'r prif swyddogion â dadansoddiad cychwynnol o ddewisiadau ar gyfer strwythur heddluoedd yng Nghymru yn y dyfodol a pharatoi nodyn ar y darganfyddiadau a oedd yn dod i'r golwg, a anfonwyd at yr Ysgrifennydd Cartref ddiwedd y mis diwethaf. Gŵyr aelodau'r Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio, o'r dystiolaeth a roddwyd i'r pwyllgor gan gadeiryddion awdurdodau heddlu a phrif gwnstabiliaid ar 2 Tachwedd, mai'r dewis a gafodd y sgôr uchaf, yn ôl y gwaith gwerthuso cychwynnol, oedd un heddlu i Gymru. Er hynny, yr oedd y cadeiryddion a'r prif swyddogion yn gwbl bendant bod llawer o waith i'w wneud eto yn rhan dau y broses ar bob un o'r dewisiadau yr oeddent wedi'u hystyried cyn pennu'r dewis a oedd yn orau ganddynt ar y diwedd.

Er bod yr hysbysiad i'r wasg a gyhoeddwyd gan y Swyddfa Gartref yn datgan mai'r dewis o un heddlu a ddaeth i'r blaen yn rhan un, ni ddylai hynny beri syndod o ystyried yr wybodaeth sydd wedi'i chyflwyno iddi hyd yma. Y pwynt pwysig y dylid ei bwysleisio, fodd bynnag, yw bod cam 1 yn union fel ag y dywed ydyw—y cam cyntaf mewn proses tri cham. Yn wir, yr oedd yr Ysgrifennydd Cartref

again yesterday that no decision has been taken for Wales. He is anxious not to pre-empt the results of the inquiry by the Social Justice and Regeneration Committee. He was also keen to emphasise that it remains a matter for individual police authorities to determine which option to propose in December.

I took the opportunity to discuss the next steps in the process with the chief constables when I met them yesterday. I can confirm that, in line with their statements at committee, the chief constables and the chairs of the police authorities in Wales are continuing to examine three options, which were set out in the evidence that they provided to the Social Justice and Regeneration Committee. Those three options are: no change from the existing four-force structure, with North Wales forging stronger links with Cheshire; a two-force structure, involving the merger of the South Wales and Gwent forces and of Dyfed-Powys and North Wales; and a single force for Wales. The police are now consulting with the public and their partners on all three options. The police authorities will consider the more detailed information and costings that are currently being worked up before they take a view on which is the preferred option in early December. As you can see, this matter is far from settled.

My purpose in making this statement today is to ensure that, at the Assembly, we do not lose sight of the need to continue to carefully consider what the best structure for the police

eisiau fy sicrhau eto ddoe na wnaethpwyd unrhyw benderfyniad ar gyfer Cymru. Yr oedd yn awyddus iawn i beidio â rhagweld canlyniadau'r ymchwiliad gan y Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio. Yr oedd hefyd yn awyddus i bwysleisio mai mater i'r awdurdodau heddlu unigol o hyd yw penderfynu pa opsiwn i'w gynnig yn Rhagfyr.

Achubais ar y cyfle i drafod y camau nesaf yn y broses gyda'r prif gwnstabiliaid pan gyfarfûm â hwy ddoe. Gallaf gadarnhau bod y prif gwnstabiliaid a chadeiryddion awdurdodau'r heddlu yng Nghymru, yn unol â'u datganiadau yn y pwyllgor, yn parhau i bwysu a mesur tri opsiwn, opsiynau a nodwyd yn y dystiolaeth a roddasant gerbron y Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio. Y tri opsiwn hwnnw yw: dim newid i'r strwythur pedwar heddlu presennol, gyda Gogledd Cymru yn meithrin cysylltiadau cryfach gyda Swydd Gaer; strwythur dau heddlu, sy'n golygu uno heddlu De Cymru a heddlu Gwent a Dyfed-Powys a Gogledd Cymru; ac un heddlu i Gymru. Mae'r heddlu yn awr yn ymgynghori â'r cyhoedd a'u partneriaid ynghylch y tri opsiwn hwn. Bydd awdurdodau'r heddlu yn ystyried y wybodaeth fanylach a'r costau sydd wrthi'n cael eu cyfrifo cyn iddynt gymryd safbwynt ar ba un yw'r opsiwn a ffafrir ddechrau Rhagfyr. Fel ag y gwelwch, mae'r mater hwn ymhell o gael ei ddatrys.

Fy niben wrth wneud y datganiad hwn heddiw yw sicrhau nad ydym, fel Cynulliad, yn colli ein golwg ar yr angen i barhau i ystyried yn ofalus pa un yw'r strwythur gorau ar gyfer yr

force in Wales is and to press our case with the Home Office. As I have already made clear, I believe that it is important that any new structure paves the way for what could be the future devolution of policing in Wales and also ensures that there are strong links with our local communities. The Home Secretary said again to me yesterday that he would welcome our views on the democratic structure that will underpin any new force or forces in Wales, and it is crucial that we take this opportunity to make our views known.

The time for us to respond on these matters is very short. We need to face up to the fact that, while the Home Secretary is keen for us to be a part of the consultation process, he is determined to stick to the timetable that he has set out. Instead of speculating on what decisions have or have not been taken, I suggest that we concentrate our efforts on forming our views on these important issues to ensure that we have a say in this crucial debate on the future of policing in Wales.

Leanne Wood: In the first meeting at which the Social Justice and Regeneration Committee's review into police restructuring was discussed, I asked the Chair whether we were about to engage in a worthwhile exercise or whether we would be wasting our time. At that time, the Chair said that she would be deeply unhappy if she felt that we were wasting our time.

heddlu yng Nghymru a dadlau ein hachos gyda'r Swyddfa Gartref. Fel ag y dywedais yn bendant eisoes, credaf ei bod yn bwysig bod unrhyw strwythur newydd yn paratoi'r ffordd ar gyfer yr hyn a allai fod yn ddatganoli plismona yng Nghymru i'r dyfodol a hefyd sicrhau y ceir cysylltiadau cryf gyda'n cymunedau lleol. Dywedodd yr Ysgrifennydd Cartref unwaith eto ddoe y byddai'n croesawu ein safbwyntiau am y strwythur democrataidd a fydd yn sylfaen i unrhyw heddlu neu heddluoedd newydd yng Nghymru, ac mae'n hanfodol ein bod yn achub ar y cyfle hwn i leisio ein barn.

Mae'r amser sydd gennym i ymateb i'r materion hyn yn brin iawn. Rhaid inni wynebu'r ffaith, tra bo'r Ysgrifennydd Cartref yn awyddus inni fod yn rhan o'r broses ymgynghori, ei fod yn benderfynol o lynu wrth yr amserlen y mae wedi ei phennu. Yn hytrach na myfyrio am ba benderfyniadau a wnaethpwyd neu na wnaethpwyd, awgrymaf ein bod yn canolbwyntio ein hymdrechion ar ffurfio ein safbwyntiau am y materion pwysig hyn er mwyn sicrhau bod gennym lais yn y ddadl hollbwysig hon am ddyfodol plismona yng Nghymru.

Leanne Wood: Yn y cyfarfod cyntaf lle trafodwyd adolygiad y Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio o ailstrwythuro'r heddlu, gofynnais i'r Cadeirydd a oeddem ar fin ymroi i ymarfer gwerth chweil ynteu ai gwastraffu ein hamser a fyddem. Bryd hynny, dywedodd y Cadeirydd y byddai'n anhapus dros ben pe teimlai ein bod yn gwastraffu ein hamser.

Charles Clarke 's announcement last week shows utter contempt for the Assembly and for Wales as a whole. He may have told you that he is prepared to consider other options, but, frankly, given last week's announcement, I find that highly unlikely. We in Plaid Cymru have been of the view all along that police services should be devolved to Wales. This reorganisation is meant to equip the police to better deal with cross-border crime and terrorism. Having two emergency services devolved to the Assembly and one not devolved does not bode well for a joined-up Government response to any new threats that we might face.

Scotland is not reorganising its police forces. Does this mean that the terrorist threat does not exist in the same way in Scotland? Scottish politicians are deciding the way forward in Scotland, so, surely, it makes sense for Welsh politicians to decide the way forward in Wales.

This episode has shown utter contempt from the Westminster Government; it talks of Wales as being a 'region' and it has made this decision without being prepared to wait for our views on the matter. The question to you, Minister, is whether your Government has the guts to stand up for Wales on this issue, or will it cave in and agree to what the Home Secretary wants?

Mae cyhoeddiad Charles Clarke yr wythnos diwethaf yn dangos dirmyg llwyr tuag at y Cynulliad a thuag at Gymru gyfan. Mae'n bosibl ei fod wedi dweud wrthy ch ei fod yn barod i ystyried opsiynau eraill, ond, o ystyried cyhoeddiad yr wythnos diwethaf, credaf fod hynny yn gwbl annhebygol. Ein barn ni ym Mhlaid Cymru ar hyd yr amser fu y dylai'r gwasanaethau heddlu gael eu datganoli i Gymru. Bwriedir i'r ad-drefnu hwn arfogi'r heddlu i ddelio'n well gyda therfysgaeth a throseddu traws-ffiniau. Nid yw cael dau wasanaeth brys wedi eu datganoli i'r Cynulliad ac un heb ei ddatganoli yn argoeli'n dda ar gyfer ymateb gydgysylltiedig gan y llywodraeth i unrhyw fygythiadau newydd y gallem fod yn eu hwynebu.

Nid yw'r Alban yn ad-drefnu ei heddluoedd. A yw hyn yn golygu nad yw'r bygythiad oddi wrth derfysgwyr yn bodoli yn yr un modd yn yr Alban? Gwleidyddion yr Alban sy'n penderfynu ar y ffordd ymlaen yn yr Alban, felly, yn ddiamau, mae'n gwneud synnwyr i wleidyddion Cymru benderfynu ar y ffordd ymlaen yng Nghymru.

Mae'r digwyddiad hwn wedi dangos dirmyg llwyr o du Llywodraeth San Steffan; mae'n cyfeirio at Gymru fel 'rhanbarth' ac mae wedi gwneud y penderfyniad hwn heb fod yn barod i aros am ein safbwyntiau ar y mater. Y cwestiwn ichi, Weinidog, ydyw a oes gan eich Llywodraeth yr asgwrn cefn i sefyll yn y bwlch dros Gymru ynghylch y mater hwn, ynteu a fydd yn ildio ac yn cytuno â'r hyn y mae ar yr Ysgrifennydd Cartref ei eisiau?

Edwina Hart: I still believe that it is a worthwhile exercise to try to take evidence from across Wales, and for the committee to produce a report. That report will be debated in this Chamber, and it was my intention to respond to that report and to send it to Charles Clarke as the views of the National Assembly for Wales, if it gained consensus across the four parties.

I am acutely aware that this is not a devolved matter; if it were, we would be going about things in a slightly different way if we were discussing reconfigurations and various other issues. However, Leanne, we are where we are. For me, the ultimate game plan must be that, whatever comes out of this, we have a structure that is fit for purpose, so that communities can believe in it. It is also important that it is fit for purpose for the future devolution of the police service. We must not take our eye off the ball now, however agitated we might be and however much we might dislike the language of a Home Office announcement and a press release. I have to recognise that Charles Clarke has written to me about the issues, and I believe that he has done so in good faith. He has indicated to me that he wants this report and he is prepared to consider it. I have to take that on board as he has it given to me. I had a meeting with him and I did not sense that he did not want to take our views into account.

We also have to be acutely aware, Leanne, that the views expressed in another place will also be taken into

Edwina Hart: Yr wyf yn dal i gredu bod ceisio cymryd tystiolaeth o bob cwr o Gymru, ac i'r pwyllgor lunio adroddiad, yn ymarferiad gwerth chweil. Caiff yr adroddiad hwnnw ei drafod yn y Siambr hon, a'm bwriad oedd ymateb i'r adroddiad hwnnw a'i anfon at Charles Clarke fel safbwyntiau Cynulliad Cenedlaethol Cymru, pe byddai'n sicrhau consensws ar draws y pedair plaid.

Yr wyf yn dra ymwybodol nad yw hwn yn fater datganoledig; pe byddai, byddem yn mynd i'r afael â phethau mewn ffordd ychydig yn wahanol pe byddem yn trafod ail-ffurfweddu ac amrywiol faterion eraill. Serch hynny, Leanne, hon yw'r sefyllfa sydd ohoni. Y nod eithaf yn ddiamau, imi, yw, beth bynnag a ddeillia o hyn, bod gennym strwythur sy'n addas at y diben, fel y gall cymunedau ymddiried ynddo. Mae hefyd yn bwysig ei fod yn addas at y diben ar gyfer datganoli gwasanaeth yr heddlu i'r dyfodol. Ni allwn dynnu ein llygaid oddi ar y bêl yn awr, ni waeth pa mor anniddig yr ydym, na pha mor anhapus ydym gyda iaith datganiad i'r wasg a chyhoeddiad y Swyddfa Gartref. Rhaid imi gydnabod bod Charles Clarke wedi ysgrifennu ataf ynghylch yr ystyriaethau, a chredaf ei fod wedi gwneud hynny gyda phob ewyllys da. Mae wedi cyfleu wrthyf fod arno eisiau'r adroddiad hwn a'i fod yn barod i'w ystyried. Rhaid imi dderbyn hyn fel ag y rhoddodd ef imi. Cefais gyfarfod gydag ef ac ni synhwyras nad oedd am ystyried ein safbwyntiau.

Rhaid inni hefyd fod yn gwbl ymwybodol, Leanne, fod y safbwyntiau a fynegwyd mewn man

account. The Welsh MPs are discussing the matter and, across the board, they have particular views about whether the police should be devolved and what will happen to the structures. We have to be aware of that. Therefore, I say to you, we can get the anger and frustration out today, but let us not take our eye off the ball.

I understand that the committee is doing a good job in taking evidence—it is likely to reach a conclusion—therefore let me then put that to Charles Clarke. I am not saying that we will win the day, because the day that we have to win might not be next year, but in a few years' time, when we will have a structure that could then be satisfactorily devolved to us.

Nick Bourne: Minister, the business statement was defeated today for one simple reason, which is that we need an urgent debate in the Chamber on the police force merger. I hope that that has been taken on board by the Government. I think that people are comfortable with the committee looking at the issue, but, given the timescale that has been announced, we know that we have to give the corporate view of all Assembly Members quickly, which means everyone having the opportunity to speak on what is an issue of crucial importance. I know that the issue is not devolved, but because you have many dealings with the police—you also command broad support across the Chamber in much that you do—

arall hefyd yn cael eu hystyried. Mae'r ASau Cymreig yn trafod y mater a, drwyddo draw, mae ganddynt safbwyntiau penodol ynghylch a ddylai'r heddlu gael eu datganoli a beth a fydd yn digwydd i'r strwythurau. Rhaid inni fod yn ymwybodol o hynny. Felly, dywedaf wrthyich, y cawn wyntyllu'r dicter a'r rhwystredigaeth heddiw, ond gadewch inni beidio â thynnu ein llygaid oddi ar y bêl.

Deallaf fod y pwyllgor yn gwneud gwaith da yn cymryd tystiolaeth—mae'n debygol o ddod i gasgliad—felly gadewch imi felly roi hynny gerbron Charles Clarke. Nid wyf yn dweud y byddwn yn ennill y dydd, oherwydd mae'n bosibl na ddaw'r dydd y mae'n rhaid inni ei ennill y flwyddyn nesaf, ond mewn rhai blynyddoedd, pan fydd gennym strwythur a allai wedyn gael ei ddatganoli yn foddhaol inni.

Nick Bourne: Weinidog, gorchfygwyd y datganiad busnes heddiw am un rheswm syml, sef am fod angen inni gynnal dadl frys yn y Siambr am uno'r heddluoedd. Gobeithiaf fod y Llywodraeth wedi derbyn hynny. Credaf fod pobl yn gyfforddus gyda'r pwyllgor yn edrych ar y mater, ond, o ystyried yr amserlen a gyhoeddwyd, gwyddom fod yn rhaid inni roi barn gyfun holl Aelodau'r Cynulliad yn gyflym, ac mae hyn yn golygu rhoi'r cyfle i bawb siarad am yr hyn sy'n fater o bwysigrwydd mawr. Gwn nad yw'n fater datganoledig, ond oherwydd eich bod yn cael llawer o gyswllt gyda'r heddlu—yr ydych hefyd yn derbyn cefnogaeth eang ar draws y Siambr gyda llawer a wnewch—gwyddoch fod llawer o'r hyn a wnawn

you will know that a lot of what we do impacts on law and order, policing, drugs issues and so on. Therefore, it is vital that we express a view. It is only a view, but it needs to be clear.

Although we welcome what the committee is doing, it should not be just the committee working on this matter, but the committee work could continue in parallel. It is important that we have an early and urgent debate, and I hope that the Minister will recognise that and indicate that she thinks that it would be valuable. That might strengthen her hand because she has indicated that there has been an exchange of words—with her feisty and robust reputation preceding her, no doubt—therefore I do not doubt that she has told the Home Secretary, and perhaps even the Secretary of State for Wales, that this body should be able to express a view. These are important issues, and I think that it is important that we get in at ground level and express our views early on.

You referred in your statement to the importance of forming our views, and I think that that means all of us, not just the committee. I welcome the statement insofar as it goes, but we only have a brief window of opportunity, as an Assembly, to get our views across. I think that it is important that we do that quickly, and that means a full debate, if not this week, then certainly next week, on the issue. I would welcome the Minister's response to that.

yn effeithio ar gyfraith a threfn, plismona, problemau cyffuriau ac yn y blaen. Felly, mae'n hanfodol ein bod yn mynegi safbwynt. Safbwynt yn unig ydyw, ond rhaid iddo fod yn bendant.

Er ein bod yn croesawu'r hyn a wna'r pwyllgor, nid y pwyllgor yn unig a ddylai fod yn gweithio ar y mater hwn, ond gallai gwaith y pwyllgor barhau yn gyfochrog â hyn. Mae'n bwysig ein bod yn cael dadl frys ar fyrder, a gobeithiaf y bydd y Gweinidog yn cydnabod hynny ac yn dangos ei bod yn credu y byddai hynny yn werthfawr. Mae'n bosibl y byddai hynny yn cryfhau ei rôl oherwydd ei bod wedi dweud y bu cyfnewid geiriau—gyda'i henw am fod yn gadarn a thalog yn ei rhagflaenu, yn ddi-os—felly nid wyf yn amau ei bod wedi dweud wrth yr Ysgrifennydd Cartref, a hyd yn oed Ysgrifennydd Gwladol Cymru, y dylai'r corff hwn allu mynegi safbwynt. Mae'r rhain yn faterion pwysig, a chredaf ei bod yn bwysig ein bod yn camu i mewn ar lefel sylfaenol ac yn mynegi ein safbwyntiau yn fuan.

Cyfeiriasoch yn eich datganiad at bwysigrwydd ffurfio ein safbwyntiau, a chredaf fod hynny yn golygu pawb ohonom, nid y pwyllgor yn unig. Croesawaf y datganiad cyn belled ag y mae'n mynd, ond cyfle bychan sydd gennym, fel Cynulliad, i gyfleu ein safbwyntiau. Credaf ei bod yn bwysig ein bod yn gwneud hynny yn gyflym, ac mae hyn yn golygu dadl lawn, os nad yr wythnos hon, yna yn bendant yr wythnos nesaf, am y mater. Buaswn yn croesawu ymateb y Gweinidog i hynny.

Edwina Hart: This is matter for the Business Minister because of the pressure of business on the schedule. However, I know that the Business Minister noted all your comments.

In the spirit that you made your comments, you were right to say that what happens to policing is essential to many of our policies. We have relationships with the police across a whole range of agenda issues, particularly across my portfolio. What happens in terms of policing impacts a lot on my portfolio, so it is important that our views are taken into account.

As regards the Secretary of State for Wales, I have not had an opportunity to raise the matter with him, but I would be pleased to do so, if Members so wish. I think that there has to be an understanding in Wales that although this matter is not devolved, it is essential in relation to the issues that we are developing on drugs, substance misuse and other areas. It is important that our cross-party views are taken into account, so that anything that comes out of this report will be for future good. Nothing should come out of this that will undermine people's confidence in the police and some of the excellent arrangements that we now have in terms of community policing.

There must also be recognition of the differences across Wales. These must be taken into account. I am not saying that one police force could not achieve that, but what democratic structures would be underneath that,

Edwina Hart: Mae hwn yn fater i'r Trefnydd oherwydd y baich busnes sydd ar yr amserlen. Fodd bynnag, gwn fod y Trefnydd wedi nodi eich holl sylwadau.

Yn y naws y gwnaethoch eich sylwadau, yr oeddech yn iawn yn dweud bod yr hyn sy'n digwydd i blismona yn hanfodol i lawer o'n polisïau. Mae gennym berthynas â'r heddlu ar draws ystod llawn materion ein hagenda, yn enwedig ar draws fy mhortffolio i. Mae'r hyn sy'n digwydd o safbwynt plismona yn effeithio llawer ar fy mhortffolio, felly mae'n bwysig y rhoddir ystyriaeth i'n safbwyntiau.

O safbwynt Ysgrifennydd Gwladol Cymru, ni chefais gyfle i godi'r mater gydag ef, ond buaswn yn falch iawn o wneud hynny, os yw'r Aelodau yn dymuno hynny. Credaf fod yn rhaid cael dealltwriaeth yng Nghymru er nad yw'r mater hwn wedi ei ddatganoli, ei fod yn fater holl bwysig o safbwynt y materion yr ydym yn eu datblygu ynghylch cyffuriau, camddefnyddio sylweddau a meysydd eraill. Mae'n bwysig y rhoddir ystyriaeth i'n safbwyntiau traws-bleidiol, fel bod unrhyw beth a ddeillia o'r adroddiad hwn er lles i'r dyfodol. Ni ddylai unrhyw beth ddeillio o hyn a fydd yn tanseilio hyder pobl yn yr heddlu nac yn rhai o'r trefniadau ardderchog sydd gennym yn awr o safbwynt plismona cymunedol.

Rhaid hefyd cael cydnabyddiaeth o'r gwahaniaethau ar draws Cymru. Rhaid rhoi ystyriaeth i'r rhai hyn. Nid wyf yn dweud na allai un heddlu wneud hyn, ond pa strwythurau democrataidd a fyddai oddi tan hyn,

if it did come about, for people to be certain that their views would be taken into account and what would happen in terms of real policing? All these issues are worthy of being discussed in the Assembly.

3.40 p.m.

Mick Bates: I am sure that we all have some sympathy for you today, as you try to defend the indefensible. There are two issues that have already emerged in the evidence that the committee has gathered. One is haste and the democratic deficit that that is leading to. It was clear that, in some of these models, the 22 local authorities would not have any democratic route by which their voice would be heard in the police authorities. Can you give us some insight into the type of conversations that you have had with your colleagues in Westminster as to how that democratic deficit will be resolved? We understand the democratic deficit that exists between Westminster and ourselves, and we know that you are quite robust—I think that that is word that has been used—or feisty, or even, at times, dare I say it, slightly aggressive in your desire to take on more powers for this institution. *[Interruption.]* Sorry, I withdraw the word ‘aggressive’.

The Presiding Officer: Order. The Minister is a most pleasant person, in my experience.

Mick Bates: I withdraw the word ‘aggressive’ and replace it with ‘assertive’. *[Interruption.]*

pe byddai'n cael ei wireddu, i bobl fod yn bendant y rhoddid ystyriaeth i'w safbwyntiau a beth a fyddai'n digwydd o safbwynt plismona gwirioneddol? Mae'r holl faterion hyn yn haeddu cael eu trafod yn y Cynulliad.

Mick Bates: Yr wyf yn sicr bod gennym oll ryw gymaint o gydymdeimlad â chi heddiw, wrth ichi geisio amddiffyn yr hyn nad oes modd ei amddiffyn. Mae dwy ystyriaeth sydd eisoes wedi dod i'r amlwg yn y dystiolaeth a gasglodd y pwyllgor. Brys a'r diffyg democrataidd y mae hyn yn arwain ato yw un. Yr oedd yn amlwg, yn rhai o'r modelau hyn, na fyddai gan y 22 awdurdod lleol unrhyw lwybr democrataidd ar gyfer lleisio eu barn o fewn awdurdodau'r heddlu. A allwch roi inni ryw gipolwg ar y math o sgysiau a gawsoch gyda'ch cydweithwyr yn San Steffan ynghylch sut y gwneir iawn am y diffyg democrataidd hwn? Deallwn y diffyg democrataidd sy'n bodoli rhwng San Steffan a ninnau, a gwyddom eich bod yn eithaf cadarn—credaf mai hwn yw'r gair a ddefnyddiwyd—neu dalog, neu hyd yn oed, ar adegau, a feiddiaf ei ddweud, ychydig yn ymosodol yn eich awydd i ysgwyddo rhagor o bwerau ar gyfer y sefydliad hwn. *[Torri ar draws.]* Ymddiheuriadau, tynnaf y gair ‘ymosodol’ yn ei ôl.

Y Llywydd: Trefn. Mae'r Gweinidog yn berson tra dymunol, o'm profiad i.

Mick Bates: Tynnaf y gair ‘ymosodol’ yn ei ôl a rhoddaf ‘pendant’ yn ei le. *[Torri ar draws.]*

The Presiding Officer: Order. I would like Mick Bates to ask his questions.

Mick Bates: Thank you.

The second issue that emerged in the evidence is that of cost. Of course, we may be led to believe that the three options presented to us are cost neutral, but it has emerged that the potential increase in the business plans is already of the order of an additional £57 million. This substantial amount of money, as it appears to many, would be spent on an unnecessary reorganisation. Do you not think, Minister, that it may be better to provide us with more police with that £57 million, or more community support officers? I have spoken to a great many serving officers whose morale is being lowered by their not being part of this consultative process, and there are severe concerns about the impact on morale and the possible loss of services. An issue that has been raised with me is that this review, 'Closing the Gap', is actually widening the gap, because, on average, our forces already perform better than those in England. You have to answer the fundamental question as to why such radical reforms as proposed in two of the options are necessary at all.

Edwina Hart: I concur with Mick that this is all quite quick, and I have made my views about that known, in that we needed a longer period for consultation, but this is the timetable that the Home Secretary has decided upon. I am aware of some of the cost issues, and I have raised financial issues in this respect.

Y Llywydd: Trefn. Hoffwn i Mick Bates ofyn ei gwestiwn.

Mick Bates: Diolch yn fawr.

Yr ail fater a ddaeth i'r amlwg yn y dystiolaeth yw'r gost. Wrth gwrs, mae'n bosibl y cawn ein harwain i gredu bod y tri opsiwn a gyflwynir inni yn niwtral o ran cost, ond daeth i'r amlwg bod y cynnydd posibl yn y cynlluniau busnes eisoes yn oddeutu £57 miliwn yn ychwanegol. Byddai'r swm sylweddol hwn o arian, fel ag yr ymddengys i lawer, yn cael ei wario ar ad-drefnu diangen. Oni chredwch, Weinidog, y byddai'n well o bosibl rhoi inni ragor o heddlu gyda'r £57 miliwn hwnnw, neu ragor o swyddogion cefnogaeth gymunedol? Yr wyf wedi siarad â llawer iawn o blismyn sy'n gweithio, plismyn sy'n colli ysbryd oherwydd nad ydynt yn rhan o'r broses ymgynghori hon, a cheir pryderon difrifol am yr effaith ar ysbryd pobl a'r gwasanaethau a gollir o bosibl. Un mater a godwyd gyda mi yw bod yr adolygiad hwn, 'Cau'r Bwlch', mewn gwirionedd yn lledaenu'r bwlch, oherwydd, ar gyfartaledd, bod ein heddluoedd eisoes yn perfformio'n well na'r rheiny yn Lloegr. Rhaid ichi ateb y cwestiwn sylfaenol pam bod diwygiadau mor radical ag a gynigir yn nau o'r opsiynau yn angenrheidiol o gwbl.

Edwina Hart: Cytunaf gyda Mick fod hyn oll wedi digwydd yn eithaf sydyn, ac yr wyf wedi cyfleu fy nheimpladau am hynny, o ran bod arnom angen cyfnod hwy i ymgynghori, ond hon yw'r amserlen y mae'r Ysgrifennydd Cartref wedi penderfynu arni. Yr wyf yn ymwybodol o rai o'r ystyriaethau cost, ac yr wyf wedi codi materion

ariannol i'r perwyl hwn.

However, in terms of reorganisation, there will never be a right time to discuss it if you have a vested interest in something. The same was probably true in the 1960s, when they last reorganised police and so on, and the same siren voices will be heard today. We know from our own lives, from reorganisations that have occurred in companies where we have worked, that we all say, 'Oh, this is going to be a disaster', because, ultimately, you are always thinking a little bit about yourself and your colleagues, and you perhaps do not have the full picture. We are where we are, I am afraid, Mick, and, ultimately, we have to present our views as best we can on the key issues that affect us, and I still believe that the key issues for us are those of the nature of community policing and the type of response that the public expects to receive. Ultimately, what most people want from the police service is a police officer when they want one.

Sandy Mewies: I know that you, Minister, as is the committee Chair and the committee members, are of the mind that this will be a meaningful consultation. I have already raised with you the issues of a north Wales regional identity and the concerns, among other matters, with regard to community policing. I was therefore glad to hear you say that there is still an opportunity for forces to put forward the options of their desire to the Home Secretary.

Fodd bynnag, o safbwynt ad-drefnu, ni fydd fyth amser iawn i'w drafod os mai amddiffyn eich hun yw eich bwriad. Yr oedd yr un peth yn wir o bosibl yn y 1960au, pan ad-drefnwyd yr heddlu ac yn y blaen ddiwethaf, a bydd yr un lleisiau croch i'w clywed heddiw. Gwyddom oddi wrth ein bywydau ein hunain, o ad-drefnu a ddigwyddodd mewn cwmnïau yr ydym wedi gweithio ynddynt, ein bod oll yn dweud, 'O, bydd hyn yn drychineb', oherwydd, yn y pen draw, yr ydych bob amser yn meddwl ychydig amdanoch eich hun a'ch cydweithwyr, ac mae'n bosibl nad yw'r darlun cyflawn gennych. Dyma'r sefyllfa sydd ohoni, mae'n ddrwg gennyf, Mick, ac, yn y pen draw, rhaid inni gyflwyno ein safbwyntiau yn y ffordd orau bosibl am faterion sy'n effeithio arnom, a chredaf o hyd mai'r materion allweddol inni yw'r rhai hynny ynghylch natur plismona cymunedol a'r math o ymateb y mae'r cyhoedd yn disgwyl ei gael gennym. Yn y pen draw, yr hyn y mae ar y rhan fwyaf o bobl ei eisiau oddi wrth wasanaeth yr heddlu yw bod plismon ar gael pan fydd angen un arnynt.

Sandy Mewies: Gwn eich bod chi, Weinidog, fel ag y mae Cadeirydd y pwyllgor ac aelodau'r pwyllgor, o'r farn y bydd hwn yn ymgynghoriad ystyrlon. Yr wyf eisoes wedi codi gyda chi faterion hunaniaeth ranbarthol yn y Gogledd a'r pryderon, ymysg materion eraill, o safbwynt plismona cymunedol. Yr oeddwn felly yn falch o'ch clywed yn dweud bod yna wastad gyfle i heddluoedd gyflwyno'r opsiynau a ddymunant gerbron yr Ysgrifennydd Cartref.

Another issue of concern is the funding of police forces. Do you, as I do, see this as an opportunity to look, perhaps in future, at the way in which police forces are funded? In committee, I was glad to hear the statement that noted that it will not matter, whatever happens in future, in north Wales in particular, as arrangements that have existed in the past between Cheshire and Merseyside, for example, will be maintained, because this has been a concern for people who thought that that would not be the case.

Finally, I totally agree with you, Minister, that, in future, we need to see the best policing service for Wales at the right price. Like you, Minister, I hope that any development will be all for the good, and that people will see a better service, not a changed service.

Edwina Hart: I hope that a better service will emerge from any reforms that may occur, and perhaps a more transparent service. Your point on funding is well made—I would regard it as an opportunity to look at the funding issues for the police. At the end of the day, when you consider the burden on local taxpayers through the council tax precept, and the fact that it is not the same across Wales, you see that there are issues that need to be discussed, and perhaps a simpler system is needed for the public to understand how policing is funded. We should use this opportunity to raise those issues.

The links between north Wales,

Mater arall sy'n peri pryder yw ariannu heddluoedd. A ydych chi, fel finnau, yn gweld hwn yn gyfle i edrych, o bosibl yn y dyfodol, ar y ffordd yr ariennir heddluoedd? Yn y pwyllgor, yr oeddwn yn falch o glywed y datganiad a nodai na fydd yn gwneud gwahaniaeth, beth bynnag a ddigwydd i'r dyfodol, yn y Gogledd yn enwedig, oherwydd y bydd y trefniadau sydd wedi bodoli yn y gorffennol rhwng Swydd Gaer a Glannau Merswy, er enghraifft, yn parhau, oherwydd bu hwn yn bryder i bobl a feddyliai nad felly y byddai.

Yn olaf, cytunaf yn llwyr â chi, Weinidog, fod arnom angen inni weld yn y dyfodol, y gwasanaeth plismona gorau i Gymru am y pris cywir. Fel chi, Weinidog, gobeithiaf y bydd unrhyw ddatblygiad er lles ym mhob ffordd, ac y bydd pobl yn gweld gwell gwasanaeth, nid gwasanaeth sydd wedi newid.

Edwina Hart: Gobeithiaf y bydd gwell gwasanaeth yn deillio o unrhyw ddiwygiadau a wneir, a gwasanaeth mwy tryloyw efallai. Mae eich pwynt am gyllido yn un da—byddwn yn ei ystyried yn gyfle i edrych ar faterion yn ymwneud â chyllido'r heddlu. Yn y pen draw, wrth ystyried y baich ar drethdalwyr lleol drwy braesept y dreth gyngor, a'r ffaith nad yw'r un faint ar draws Cymru, gwelwch fod materion y mae angen eu trafod, ac efallai bod angen system symlach er mwyn i'r cyhoedd ddeall sut y cyllidir plismona. Dylem achub ar y cyfle hwn i godi'r materion hynny.

Bydd y cysylltiadau rhwng gogledd

Cheshire and Merseyside will remain whatever happens, because those links are used in operations on drug trafficking and so on. The same arrangements will exist for the southern police forces in Wales, linking in to Avon and Somerset. Those are operational issues, and this will change not affect any of the operational arrangements on that type of level when you are fighting crime. It is important that people remember that.

I am aware of your views and those of north Wales Labour Members who have expressed their concerns to me regarding the north Wales identity, as well as concerns about the location of the headquarters, and so on. There is no reason why such things must not remain as they are if there are changes. If anything comes to fruition in terms of one or two police forces for Wales, we must look at these issues, and I hope that the Assembly will have a role to play in doing so, whether the service is devolved or not. It is the Assembly that links into the partnerships on a local level. It is the Assembly that understands the needs and requirements of individuals regarding policing.

Ieuan Wyn Jones: I thank the Minister for her statement—I have no doubt where her feelings lie on this issue. I am sure that she would want to see an entirely devolved policing structure in Wales, so that the National Assembly, in its own way, could make decisions about the future structure. The Minister tells us that we are where we are, but I am pretty sure that, given a blank sheet of paper, she and I would write virtually

Cymru, swydd Gaer a Glannau Mersi yn parhau beth bynnag a ddigwydd, oherwydd defnyddir y cysylltiadau hynny mewn gweithrediadau yn ymwneud â masnachu mewn cyffuriau ac ati. Bydd yr un trefniadau yn bodoli i'r heddluoedd yn ne Cymru, yn cysylltu ag Avon a Gwlad yr Haf. Materion gweithredol yw'r rheini ac ni fydd hyn yn effeithio ar unrhyw drefniadau gweithredol ar y math yna o lefel wrth ymladd troseddu. Mae'n bwysig bod pobl yn cofio hynny.

Yr wyf yn ymwybodol o'ch barn ac o farn yr Aelodau Llafur hynny o ogledd Cymru sydd wedi mynegi eu pryderon wrthyf ynghylch hunaniaeth gogledd Cymru, yn ogystal â phryderon am leoliad y pencadlys, ac ati. Nid oes unrhyw reswm pam na chaiff pethau o'r fath aros fel y maent os bydd newidiadau. Os ceir y maen i'r wal o ran un neu ddau heddlu i Gymru, rhaid inni edrych ar y materion hyn, a gobeithiaf y bydd gan y Cynulliad rôl i'w chwarae wrth wneud hynny, pa un a yw'r gwasanaeth wedi ei ddatganoli ai peidio. Y Cynulliad sy'n cysylltu â'r partneriaethau ar lefel leol. Y Cynulliad sy'n deall anghenion a gofynion unigolion o ran plismona.

Ieuan Wyn Jones: Diolchaf i'r Gweinidog am ei datganiad—gwn sut y mae hi'n teimlo am y mater hwn. Yr wyf yn siŵr y byddai am weld strwythur plismona sydd wedi ei ddatganoli'n llwyr yng Nghymru, fel y gallai'r Cynulliad Cenedlaethol, yn ei ffordd ei hun, wneud penderfyniadau am y strwythur i'r dyfodol. Mae'r Gweinidog yn dweud wrthym fod pethau fel y maent, ond yr wyf yn bur siŵr y byddai hi a minnau, o gael

identical solutions for Wales, because there is a common interest to ensure effective policing in Wales.

As someone who has spent some time in Westminster, I know that whenever reforms were published in England on education or health they dealt with urban issues in England and were often unsuitable for a country such as Wales, which has a different geography and a different balance between rural and urban areas. The structures that happen in England are often totally unsuitable for Wales. Will the Minister make it clear to the Home Secretary that those wishes really must be taken into account under the new system? Given that the Minister has made it clear in her statement that she wants to see policing devolved to the National Assembly, why not let the people of Wales decide on the future of policing?

This debate is an effort to ensure that the Assembly as a body can put its views forward to the Home Secretary, which will undoubtedly help the Minister in her further discussions with Charles Clarke.

Edwina Hart: You are right to say that my aim in the long run—and I make no secret of it—would be to devolve the police in Wales. However, I will not have the police devolved without the correct cash settlement and arrangements in terms of money, because that would be crucial. We do not want to do a disservice to the people of Wales by getting devolution on the cheap.

dalen wag o bapur, yn ysgrifennu atebion a fyddai bron yn union yr un fath ar gyfer Cymru, oherwydd ein buddiant cyffredin i sicrhau plismona effeithiol yng Nghymru.

Fel rhywun sydd wedi treulio peth amser yn San Steffan, gwn, pa bryd bynnag y câi diwygiadau eu cyhoeddi yn Lloegr ar addysg neu iechyd, eu bod yn delio â materion trefol yn Lloegr a'u bod yn aml yn anaddas i wlad fel Cymru, sydd â daearyddiaeth wahanol a chydbwysedd gwahanol rhwng ardaloedd gwledig a threfol. Mae'r strwythurau a geir yn Lloegr yn aml yn gwbl anaddas i Gymru. A wnaiff y Gweinidog hi'n glir i'r Ysgrifennydd Cartref fod gwir raid cymryd y dymuniadau hynny o ddifrif o dan y system newydd? O ystyried bod y Gweinidog wedi ei gwneud yn glir yn ei datganiad ei bod am weld plismona yn cael ei ddatganoli i'r Cynulliad Cenedlaethol, pam na ellid gadael i bobl Cymru benderfynu ar ddyfodol plismona?

Ymgais yw'r ddadl hon i sicrhau bod y Cynulliad fel corff yn gallu cyflwyno ei farn i'r Ysgrifennydd Gwladol, a bydd hynny'n siŵr o fod yn help i'r Gweinidog yn ei thrafodaethau pellach gyda Charles Clarke.

Edwina Hart: Yr ydych yn iawn i ddweud mai fy nod yn y tymor hir—ac ni cheisiaf gelu hynny—fyddai datganoli'r heddlu yng Nghymru. Fodd bynnag, ni fyynnwn i'r heddlu gael ei ddatganoli heb y setliad ariannol priodol a threfniadau priodol o safbwynt arian, oherwydd byddai hynny'n dyngedfennol. Nid ydym am wneud tro sâl â phobl Cymru drwy gael datganoli am bris rhad. Pan gaiff

When certain elements are devolved, we must ensure that we have the correct financial settlement, that it is the correct time to take it, and that we have the correct structures in place. You must put logic before your wishes on some of the issues, and certainly in terms of the police. We must look at this as a long-term aim for the National Assembly, and everything must be correct underneath it.

You are also right to say that reforms are sometimes done elsewhere on the basis of urban communities, which is why I have argued so strongly about the top-slicing and the police formula. When the funding is top-sliced for projects and criteria agreed by the Home Office, it usually only South Wales Police that is entitled to bid, because it is the only police force broadly comparable to those in England. I have argued very strongly about that issue, in that there should not be that type of top-slicing of police funding on criteria agreed in England. If there are to be criteria on funds, we should have a role and function in deciding what the funds and criteria are.

3.50 p.m.

Our policing requirements in Barmouth or Carmarthen might be quite different to those in Liverpool, which is why it is important that we have these discussions and continue to press home those points, and, whatever happens on this, I will continue to do that. I have heard what

rhai elfennau eu datganoli, rhaid inni sicrhau ein bod yn cael y setliad ariannol priodol, fod yr amser yn iawn i dderbyn y newid, a bod y strwythurau priodol yn eu lle. Rhaid ichi roi rhesymeg cyn eich dymuniadau ar rai o'r materion, ac yn sicr o ran yr heddlu. Rhaid inni edrych ar hyn fel nod tymor hir i'r Cynulliad, a rhaid i'r seiliau i gyd fod yn briodol.

Yr ydych yn iawn hefyd i ddweud bod diwygiadau yn digwydd mewn mannau eraill weithiau ar sail cymunedau trefol, a dyna pam yr wyf wedi dadlau mor gryf am frigidorri a fformiwla'r heddlu. Pan fydd cyllid yn cael ei frigidorri ar gyfer prosiectau a meini prawf y cytunir arnynt gan y Swyddfa Gartref, dim ond Heddlu De Cymru sydd â hawl i wneud cais fel arfer, oherwydd dyma'r unig heddlu y mae modd ei gymharu'n fras â heddluoedd Lloegr. Yr wyf wedi dadlau'n gryf am y mater hwn, ac na ddylid gwneud y math hwn o frigidorri oddi ar gyllid yr heddlu ar sail meini prawf y cytunir arnynt yn Lloegr. Os ydym i gael meini prawf ar gronfeydd, dylai fod gennym rôl a swyddogaeth wrth i benderfyniadau gael eu gwneud am y cronfeydd a'r meini prawf hynny.

Gallai ein gofynion plismona ni yn Abermaw neu Gaerfyrddin fod yn wahanol iawn i'r rhai yn Lerpwl, a dyna pam ei bod yn bwysig ein bod yn cael y trafodaethau hyn a'n bod yn dal i bwysleisio'r pwyntiau hynny, a, beth bynnag a ddigwydd ar hyn, byddaf yn parhau i wneud hynny. Yr

you have said in the debate and I will discuss it with my colleague, the Business Minister.

Jeff Cuthbert: Putting aside the issue that this is not a devolved matter, do you agree that it is crucial that sufficient decentralisation to ensure that community policing is organised properly on the basis of local knowledge emerges from whatever the final decision is? The people in my constituency want that level of security in a police service to deal with the so-called low-level crime that blights far too many neighbourhoods in terms of anti-social behaviour.

Edwina Hart: Absolutely, when we are talking about the issues of structure, reform, and what might happen in devolution, we must always remember that the key person is the taxpayer who wants to know that they will have the service that you have talked about. Therefore, it is essential that we understand local needs. There is no doubt that the basic command units and the way in which we develop the partnerships make a difference in dealing with policing issues. We do not want to lose any of that, whatever might happen in terms of structural change.

It is also important that, if there is any element of change and if any opportunity comes out of this, as a National Assembly, we should have a role in deciding police priorities. Perhaps there should be a three-way communication between the Home Office, us and the police authorities

wyf wedi clywed yr hyn a ddywedasoeh yn y ddatl a byddaf yn ei drafod gyda'm cyd-Weinidog, y Trefnydd.

Jeff Cuthbert: A rhoi o'r neilltu'r ffaith nad yw'r mater hwn wedi cael ei ddatganoli, a ydych yn cytuno ei bod yn hanfodol bod y penderfyniad terfynol, beth bynnag a fydd, yn arwain at rannu digon o rym o'r canol i sicrhau bod plismona cymunedol yn cael ei drefnu'n briodol ar sail gwybodaeth leol? Mae'r bobl yn fy etholaeth i am gael y lefel honno o ddiogeledd mewn gwasanaeth heddlu i ddelio â'r hyn sy'n cael ei alw'n droseddu lefel isel sydd yn felltith ar ormod o gymdogaethau ar ffurf ymddygiad gwrthgymdeithasol.

Edwina Hart: Yn bendant, wrth inni siarad am faterion strwythur, diwygio, a'r hyn a allai ddigwydd wrth ddatganoli, rhaid inni gofio bob amser mai'r person allweddol yw'r trethdalwr sydd am wybod y bydd yn cael y gwasanaeth yr ydych chi wedi siarad amdano. Felly, mae'n hanfodol ein bod yn deall anghenion lleol. Nid oes amheuaeth bod yr unedau rheoli sylfaenol a'r ffordd yr ydym yn datblygu'r partneriaethau yn gwneud gwahaniaeth wrth ymdrin â materion plismona. Nid ydym am golli hynny, beth bynnag a ddigwydd o ran newid strwythurol.

Mae hefyd yn bwysig, os oes unrhyw elfen o newid ac os daw unrhyw gyfle allan o hyn, y dylai fod gennym ni, fel Cynulliad Cenedlaethol, rôl yn penderfynu ar flaenoriaethau'r heddlu. Efallai y dylai fod cyfathrebu tair ffordd rhwng y Swyddfa Gartref, ninnau ac awdurdodau'r heddlu ar yr

on what we see as priorities for policing. That is essential in the development of policing structures in Wales.

Mark Isherwood: I welcome many of your responses, Minister. We need to remember the contribution that the Welsh Local Government Association made last week. It said that this is being driven by a political imperative, with a timescale that is lunatic. Most of us would endorse that.

Will you ask the Home Secretary to help us to understand where the figure of 8,000 for a force comes from? The evidence that the committee has so far received suggests that that is arbitrary. If there is evidence, could we see it?

I note your comments about the projected cost of £47 million to £57 million, which the chief constables said would be even higher and about the need to consider the impact on the precept, namely the need to level up or level down were the forces to be united. How would you respond to the other evidence that we received about the costs and savings to be generated through the reorganisation, when we were told that the Home Secretary's figures assume that savings would be delivered in year 1 but that the actual savings, if any, would take five to 10 years to be achieved? How will we fund that alongside the other costs that have already been referred to?

How will we recognise—this information was given to me over the

hyn a welwn fel y blaenoriaethau plismona. Mae hynny'n hanfodol wrth ddatblygu strwythurau plismona yng Nghymru.

Mark Isherwood: Yr wyf yn croesawu llawer o'ch ymatebion, Weinidog. Mae angen inni gofio'r cyfraniad a wnaeth Cymdeithas Llywodraeth Leol Cymru yr wythnos diwethaf. Dywedodd fod hyn yn cael ei yrru gan orfodaeth wleidyddol, gydag amserlen wallgof. Byddai'r rhan fwyaf ohonom yn cefnogi hynny.

A wnewch chi ofyn i'r Ysgrifennydd Cartref ein helpu i ddeall o ble y daw'r ffigur o 8,000 i heddlu? Mae'r dystiolaeth a ddaeth gerbron y pwyllgor hyd yma yn awgrymu mai ffigur mympwyol ydyw. Os oes tystiolaeth, oes modd i ni gael ei gweld?

Nodaf eich sylwadau am y gost ragamcanedig o £47 miliwn i £57 miliwn, y dywed y prif gwnstablaid y byddai'n uwch fyth, ac am yr angen i ystyried yr effaith ar y braesept, sef yr angen i wastatáu ar i fyny neu ar i lawr pe câi heddluoedd eu huno. Sut byddwch chi'n ymateb i'r dystiolaeth arall a dderbyniasom am y costau a'r arbedion a grëir drwy'r ad-drefnu, pan ddywedwyd wrthym fod ffigurau'r Ysgrifennydd Cartref yn rhagdybio y câi arbedion eu gwneud ym mlwyddyn 1 ond y byddai'r arbedion gwirioneddol, pe bai rhai, yn cymryd pump i 10 mlynedd i gael eu gwireddu? Sut gwnawn ni gyllido hynny ochr yn ochr â'r costau eraill y cyfeiriwyd atynt eisoes?

Sut byddwn ni'n cydnabod—rhoddwyd y wybodaeth hon imi dros y

weekend—that North Wales Police Authority believes that it could meet all the Home Secretary’s requirements at a cost of £7 million, pointing out that it has already had a front-line role in tackling terrorism and high-level crime because of its geographical position, adjacent to Ireland, as well as—

The Presiding Officer: Order. I would like succinct questions, please.

Mark Isherwood: Finally, how can we recognise the co-operation and collaboration that was already moving forward between the Welsh forces to share efficiencies in backroom services, which appear to have been overridden through this initiative?

Edwina Hart: If this evidence has come before the committee, I will review it when I read the committee’s report and make my response. If I am perfectly honest, I tend not to listen or watch from a distance on the television screen when committees are undertaking their reports; I wait until they have compiled the lot and then make my response on that basis. Therefore, I will review anything that has come out in that way. There are issues about costs and so on and I would be delighted to take up those points. Following this debate, I intend to write to Charles Clarke to indicate the tenor of the discussions here on my statement, and so various points can be taken up in that way.

penwythnos—fod Awdurdod Heddlu Gogledd Cymru o’r farn y gallai gyflawni holl ofynion yr Ysgrifennydd Cartref am gost o £7 miliwn, gan dynnu sylw at y ffaith ei fod eisoes wedi cael rôl linell flaen yn mynd i’r afael â therfysgaeth a throseddu ar lefel uchel oherwydd ei sefyllfa ddaearyddol, gerllaw Iwerddon, yn ogystal â—

Y Llywydd: Trefn. Hoffwn gael cwestiynau cryno, os gwelwch yn dda.

Mark Isherwood: Yn olaf, sut gallwn ni gydnabod y cydweithredu a’r cydweithio a oedd eisoes ar waith rhwng heddluoedd Cymru er mwyn rhannu arbedion effeithlonrwydd ar wasanaethau ystafell gefn, y mae’n ymddangos bod y cynllun hwn yn eu diystyru?

Edwina Hart: Os yw’r dystiolaeth hon wedi dod gerbron y pwyllgor, byddaf yn ei hadolygu wrth ddarllen adroddiad y pwyllgor a llunio fy ymateb. Os wyf yn gwbl onest, yr wyf yn tueddu i beidio â gwrando neu wyllo o bell ar sgrin deledu pan fydd pwyllgorau yn ymgymryd â’u hadroddiadau; yr wyf yn disgwyl nes iddynt grynhoi popeth ynghyd cyn ymateb ar y sail honno. Felly, byddaf yn adolygu unrhyw beth sydd wedi dod i’r amlwg yn y ffordd honno. Mae materion yn ymwneud â chostau ac ati a byddwn yn barod iawn i fynd ar drywydd y pwyntiau hynny. Ar ôl y ddadl hon, bwriadaf ysgrifennu at Charles Clark i gyfleu swm a sylwedd y trafodaethau yma am fy natganiad, felly mae modd codi pwyntiau amrywiol drwy hynny.

The Presiding Officer: Thank you for being so helpful, as always, Minister.

Y Llywydd: Diolch am fod mor barod i helpu, fel arfer, Weinidog.

Carl Sargeant: We need to be clear that this is not a devolved matter; it is a matter for Members of Parliament, such as Peter Law and David Davies, who are absent from the Chamber and who have not made any interjection, not even to vote the business statement down on the basis that they wanted to talk about police structures. This is about operational issues. All that my constituents in north Wales, particularly in Alyn and Deeside, are concerned about is whether a police officer will turn up after they have picked up the phone. That is more important to them than who is paying the overall bill, or who is dealing with it. This is not about the vanity of chief constables—

Carl Sargeant: Mae angen inni fod yn glir nad yw hwn yn fater datganoledig; mater ydyw i Aelodau Seneddol, megis Peter Law a David Davies, sy'n absennol o'r Siambr ac nad ydynt wedi datgan unrhyw fwriad, ddim hyd yn oed i geisio trechu'r datganiad busnes ar y sail eu bod am siarad am strwythurau'r heddlu. Â materion gweithredol y mae a wnelo hyn. Y cyfan sy'n poeni fy etholwyr i yng ngogledd Cymru, yn Alun a Glannau Dyfrdwy yn arbennig, yw pa un a fydd heddwys yn dod i'w gweld ar ôl iddynt godi'r ffôn. Mae hynny'n bwysicach iddynt na phwy sy'n talu'r bil drwyddo draw, neu bwy sy'n delio ag ef. Nid balchder prif gwnstabiliaid sydd dan sylw yma—

The Presiding Officer: Order. I would like to hear a question.

Y Llywydd: Trefn. Hoffwn glywed cwestiwn.

Carl Sargeant: Will you ensure me, Minister, that the funding issue, and particularly the precept, which is in a pretty damned mess because of the differences between north and south Wales, will be equalised, and that the people of north Wales will not lose out and have fewer police officers?

Carl Sargeant: A wnewch chi fy sicrhau, Weinidog, y bydd y mater yn ymwneud â chyllido, a'r braesept yn arbennig, sydd mewn tipyn o lanast oherwydd y gwahaniaethau rhwng y Gogledd a'r De, yn cael ei wneud yn gyfartal, ac na fydd pobl gogledd Cymru ar eu colled a chanddynt lai o blismyn?

Edwina Hart: You are quite right to reiterate that this is not a devolved matter. It is quite important that we recognise that the decisions will be taken in another place, as it will be a matter for the Home Secretary. Members of Parliament will debate the issue, and so it is for Welsh MPs to make their views strongly known

Edwina Hart: Yr ydych yn gwbl gywir i ailadrodd nad yw hwn yn fater sydd wedi cael ei ddatganoli. Mae'n bur bwysig ein bod yn cydnabod mai mewn man arall y gwneir y penderfyniadau, gan mai mater i'r Ysgrifennydd Cartref fydd hwn. Bydd Aelodau Seneddol yn trafod y mater, felly mater i ASau Cymru yw datgan

on this. I also agree with you that people on the street or those making telephone calls to the police just want to know that the service will be delivered.

On the precept, and I refer back to an issue that I raised earlier, this might be an opportunity for us to look at some of the funding issues. When you have to work through the nuances of how police forces are funded and what bits come from where and so on, as I did as Finance Minister and as the current Finance Minister does, you see that it would be nice to have greater transparency.

Laura Anne Jones: Getting the balance right between community policing and level 2 national security policing, without one being at the expense of the other, is our key aim. Do you agree that, before any decision is made, hopefully after the consultation, we must be assured that the money will follow that decision? The council tax in Monmouthshire is currently so high that people cannot afford to pay any more. What effect do you think this merger will have on council tax in Wales?

Edwina Hart: The way in which the police precept is dealt with is complex, and there are variances across Wales. As we know, North Wales Police has been successful, as the chief constable said to the citizens of north Wales, 'Pay a bit more money and you will get a police officer'. However, it is essential that you recognise from what I have said

eu barn yn rymus ar hyn. Yr wyf hefyd yn cytuno â chi mai'r cyfan y mae pobl ar y stryd, neu'r rhai sy'n gwneud galwadau ffôn at yr heddlu, am ei wybod yw y bydd y gwasanaeth yn cael ei gyflenwi.

O ran y braesept, fe'ch cyfeiriaf yn ôl at fater a godais yn gynharach, y gallai hwn fod yn gyfle inni edrych ar rai materion cyllido. Pan fo gofyn ichi weithio'ch ffordd drwy holl fanylion sut mae heddluoedd yn cael eu cyllido a pha dameidiau sy'n dod o ble ac ati, fel y gwneuthum i fel Gweinidog Cyllid ac fel y mae'r Gweinidog Cyllid cyfredol yn ei wneud, yr ydych yn gweld y byddai'n dda o beth cael mwy o dryloywder.

Laura Anne Jones: Cael y cydbwysedd yn iawn rhwng plismona cymunedol a phlismona diogeledd cenedlaethol lefel 2, heb i un fod ar draul y llall, yw ein nod allweddol. A ydych yn cytuno, cyn y gwneir unrhyw benderfyniad, ar ôl yr ymgynghori gobeithio, fod yn rhaid inni gael sicrwydd y bydd arian yn dod i ganlyn y penderfyniad hwnnw? Mae'r dreth gyngor yn sir Fynwy mor uchel ar hyn o bryd fel nad yw pobl yn gallu fforddio ei thalu mwyach. Pa effaith dybiwch chi a gaiff yr uno hwn ar y dreth gyngor yng Nghymru?

Edwina Hart: Mae'r ffordd yr ymdrinnir â phraesept yr heddlu yn gymhleth, ac mae amrywiannau ar draws Cymru. Fel y gwyddom mae Heddlu Gogledd Cymru wedi llwyddo, fel y dywedodd y prif gwnstabl wrth ddinasyddion gogledd Cymru, 'Talwch ychydig yn rhagor o arian ac fe gewch blismon'. Fodd bynnag, mae'n hanfodol eich bod yn

today that I do not want to take any risks with the balance between community policing and what is happening on strategic policing issues.

On finance, I will have to raise these issues, because if I think that any costs will come my way, I would certainly expect somebody to pay for them.

John Griffiths: Given the Assembly's responsibilities, I agree that there should be an input into policing in Wales at a strategic level. However, in terms of relaying the contents of your statement and the questions and answers today to the Home Secretary, I wish to reiterate those issues that concern Gwent, namely community policing and accountability, which have been aired. It is clear that they are seen in Gwent as being key. People wish to be reassured that, whatever structure comes about as a result of any changes, the strong community policing aspect in Gwent and the local accountability whereby local communities, Assembly Members and others can influence direction, are preserved and protected. Will you ensure that that feeling is transmitted to the Home Secretary?

Edwina Hart: I know that Gwent Police feels particularly vulnerable in terms of these discussions as it is the smallest force. I understand why it feels that way because it is so close to South Wales Police, and the operational relationships between the south Wales forces are quite strong.

sylweddoli o'r hyn yr wyf wedi ei ddweud heddiw nad ydwyf am gymryd unrhyw risg gyda'r cydbwysedd rhwng plismona cymunedol a'r hyn sy'n digwydd ar faterion plismona strategol.

O ran cyllid, bydd yn rhaid imi godi'r materion hyn, oherwydd os wyf yn meddwl y bydd unrhyw gostau yn dod i'm cyfeiriad i, byddwn yn sicr yn disgwyl i rywun dalu amdanynt.

John Griffiths: O ystyried cyfrifoldebau'r Cynulliad, cytunaf y dylai fod mewnbwn i blismona yng Nghymru ar lefel strategol. Fodd bynnag, o ran cyfleu cynnwys eich datganiad a'r cwestiynau a'r atebion heddiw i'r Ysgrifennydd Cartref, hoffwn ailadrodd y materion hynny sy'n peri pryder yng Ngwent, sef plismona cymunedol ac atebolrwydd, sydd wedi cael eu mynegi. Mae'n amlwg eu bod yn cael eu hystyried yn allweddol yng Ngwent. Mae pobl am gael sicrwydd, pa strwythur bynnag a geir o ganlyniad i unrhyw newidiadau, y bydd yr agwedd gref o blismona cymunedol yng Ngwent a'r atebolrwydd lleol, sy'n golygu bod cymunedau lleol, Aelodau Cynulliad ac eraill yn gallu dylanwadu ar gyfeiriad, yn cael eu cadw a'u diogelu. A wnewch chi sicrhau bod y teimlad hwnnw yn cael ei gyfleu i'r Ysgrifennydd Cartref?

Edwina Hart: Gwn fod Heddlu Gwent yn teimlo'n arbennig o fregus yng nghyswllt y trafodaethau hyn gan mai ef yw'r llu lleiaf. Yr wyf yn deall pam ei fod yn teimlo felly gan ei fod mor agos at Heddlu De Cymru, ac mae'r perthnasoedd gweithredol rhwng heddluoedd y De yn eithaf cryf. Felly,

Therefore, I would be happy to pass on your concerns.

However, the most important concern, which you reiterated, is about community policing. There is no doubt that we have good quality community policing in place in Wales. In Communities First areas, we have had the benefit of designated police teams, which have made a tremendous difference to the people in those areas in terms of having a sense of security and knowing what is going on. The police in many ways have come full circle in terms of public recognition in those areas. Youngsters go up to talk to them now and people are confident in speaking to them, which is good. We do not want to lose any of that, and I do not think that we will, whatever changes are made.

It is important to reiterate that that is the key message that we have to get across. Community policing must be protected, and these changes, if they are made, should not impact on it. I am hopeful that, when the committee has finished its deliberations and its report goes forward, I will be able to articulate its views fully, which will probably reflect the discussions relating to my statement today.

Michael German: I share your ambition for the devolution of police services and the funding that goes with it. I only wish that that could happen more rapidly. However, the danger of the Home Secretary's announcement is that he may have frustrated the opportunity for a

byddwn yn hapus i gyfleu eich pryderon.

Fodd bynnag, mae a wnelo'r pryder pwysicaf, yr ydych wedi ei ailadrodd, â phlismaona cymunedol. Nid oes amheuaeth fod gennym blismaona cymunedol o ansawdd dda ar waith yng Nghymru. Mewn ardaloedd Cymunedau yn Gyntaf, yr ydym wedi elwa o gael timau heddlu dynodedig, sydd wedi gwneud gwahaniaeth enfawr i bobl yn yr ardaloedd hynny o safbwynt teimlo'n ddiogel a gwybod beth sy'n digwydd. Mewn llawer ffordd mae'r heddlu wedi troi mewn cylch crwn o ran cydnabyddiaeth gyhoeddus yn yr ardaloedd hynny. Mae pobl ifanc yn mynd atynt i siarad â hwy yn awr ac mae pobl yn hyderus i siarad â hwy, sy'n beth da. Nid ydym am golli dim o hynny, ac ni chredaf y gwnawn, pa newidiadau bynnag a wneir.

Mae'n bwysig ailadrodd mai dyma'r neges allweddol y mae'n rhaid inni ei chyfleu. Rhaid gwarchod plismaona cymunedol ac ni ddylai'r newidiadau hyn, os gwneir hwy, effeithio ar hynny. Pan fydd y pwyllgor wedi cwblhau ei drafodaethau a bod ei adroddiad yn mynd gerbron, yr wyf yn obeithiol y byddaf yn gallu lleisio ei farn yn llwyr, ac mae'n debyg y bydd yn adlewyrchu'r trafodaethau am fy natganiad i heddiw.

Michael German: Yr wyf yn rhannu eich uchelgais o blaid datganoli gwasanaethau'r heddlu a'r cyllid sy'n mynd law yn llaw â hynny. Ni allaf ond dymuno y byddai modd gwneud i hynny ddigwydd yn fwy cyflym. Fodd bynnag, y perygl yng nghyhoeddiad yr Ysgrifennydd Cartref yw y gallai fod

particularly Welsh solution to a Welsh problem. Specifically on this matter, did the Home Secretary inform or consult you on his statement before he made it?

wedi llesteirio'r cyfle i gael ateb cwbl Gymreig i broblem Gymreig. Yn benodol ar y mater hwn, a wnaeth yr Ysgrifennydd Cartref eich hysbysu neu ymgynghori â chi am ei ddatganiad cyn iddo ei wneud?

4.00 p.m.

If he did consult you, what did you say to him? If he did not consult you at the time, do you think that that was disrespectful to the Welsh Assembly Government?

Os ymgynghorodd â chi, beth a ddywedasoch wrtho? Os nad ymgynghorodd â chi ar y pryd, a ydych yn credu bod hynny'n sarhad ar Lywodraeth Cynulliad Cymru?

Edwina Hart: I am rarely consulted on statements on non-devolved matters coming from the Home Office. I am consulted if the matter is to do with both the Assembly and the Westminster Government. For example, I was consulted on youth justice board issues, as this was in an England and Wales capacity. I would not expect to be consulted on a press statement, and I do not feel particularly insulted. There has been a great deal of running around on the back of this statement, but I was happy, from the response I had when I spoke to him and in our meetings, that he wants to take into account the Assembly's views following our consultation.

Edwina Hart: Yn anaml iawn yr ymgynghorir â mi ynglŷn â datganiadau sy'n cael eu gwneud gan y Swyddfa Gartref ar faterion nad ydynt wedi eu datganoli. Ymgynghorir â mi os oes a wnelo'r mater â'r Cynulliad a Llywodraeth San Steffan. Er enghraifft, ymgynghorwyd â mi ynglŷn â materion byrddau cyfiawnder ieuencid, gan fod yr ymgynghoriad yn ymwneud â Chymru a Lloegr. Ni fyddwn yn disgwyl iddo ymgynghori â mi ynglŷn â datganiad i'r wasg, ac nid wyf yn teimlo llawer o sarhad. Bu'r datganiad hwn yn destun cryn siarad, ond yr oeddwn yn fodlon, o'r ymateb a gefais pan siaradais ag ef ac yn ein cyfarfodydd, ei fod eisiau ystyried barn y Cynulliad yn dilyn ein hymgyngoriad.

Janice Gregory: You will know that I was surprised to read the headlines last week on this, on behalf of committee members. I felt that we had undertaken a tremendous amount of work on this review. I had concerns about it, but when I read the police structures review unit letter, I realised that although it was headed as from the Home Office, it was the

Janice Gregory: Gwyddoch fy mod wedi fy synnu pan ddarllenais y penawdau yr wythnos diwethaf am hyn, ar ran aelodau'r pwyllgor. Teimlwn fod yr adolygiad hwn wedi golygu llawer iawn o waith. Yr oedd gennyf bryderon yn ei gylch, ond pan ddarllenais lythyr uned adolygu strwythurau'r heddlu, sylweddolais, er bod y pennawd yn dweud ei fod gan y

police structures review unit letter. I believe that it has been stated on the Plaid Cymru website that the Home Office hurriedly issued a letter to Assembly Members. However, that letter from the police structures review unit, dated 9 November, was expected by the chief constables and they stated as much when they came to committee.

Leanne is right—she did ask me the question, as we entered into this review. I remember saying that I was deeply unhappy, because I could not think of a stronger word, frankly, but I also said, at the time, that no committee member had a gun held to his or her head to undertake this review. They all undertook the review quite happily and wanted to take evidence properly. In the evidence that we have taken, we took a huge range of views from different people throughout Wales.

Do you agree that it is more important than ever to concentrate our efforts on the evidence that we have taken, and to ensure that our views are now heard in terms of restructuring the police service in Wales? I expect a robust and frank exchange in committee tomorrow at 9 a.m.. I am sure that we will air these views then and that they will be properly considered and taken forward.

Edwina Hart: The committee's views will be taken forward properly and, hopefully, considered properly by the

Swyddfa Gartref, mai llythyr uned adolygu strwythurau'r heddlu ydoedd. Credaf i wefan Plaid Cymru nodi bod y Swyddfa Gartref wedi anfon llythyr ar frys at Aelodau'r Cynulliad. Fodd bynnag, yr oedd y prif gwnstablaid yn disgwyl y llythyr hwnnw gan uned adolygu strwythurau'r heddlu, dyddiedig 9 Tachwedd, a dywedasant hynny pan ddaethant i'r pwyllgor.

Mae Leanne yn iawn—gofynnodd y cwestiwn imi, ar ddechrau'r adolygiad hwn. Cofiaf ddweud fy mod yn anhapus iawn, oherwydd ni allwn feddwl am air cryfach, yn y bôn, ond dywedais hefyd, ar y pryd, nad oedd unrhyw un yn dal gwn yn erbyn pen unrhyw aelod o'r pwyllgor i'w orfodi i ymwneud â'r adolygiad hwn. Ymgwymerodd pob un â'r adolygiad yn ddigon bodlon ac yr oeddent eisiau cymryd tystiolaeth yn briodol. Yn y dystiolaeth a gymerwyd gennym, clywsom ystod eang iawn o safbwyntiau gan wahanol bobl o bob cwr o Gymru.

A ydych yn cytuno ei bod yn bwysicach nag erioed ein bod yn canolbwyntio ein hymdrechion ar y dystiolaeth yr ydym wedi ei chymryd, ac yn sicrhau yn awr bod ein safbwyntiau ynglŷn ag ailstrwythuro gwasanaeth yr heddlu yng Nghymru yn cael eu clywed? Disgwyliaf drafodaeth fywiog a di-flewyn-ar-dafod yn y pwyllgor yfory am 9 a.m.. Yr wyf yn sicr y byddwn yn mynegi'r safbwyntiau hyn yno, ac y byddant yn cael eu hystyried yn briodol a'u trosglwyddo.

Edwina Hart: Bydd safbwyntiau'r pwyllgor yn cael eu trosglwyddo'n briodol ac yn cael ystyriaeth briodol,

Home Secretary. I think it important that the committee continues with its work. I understand Members' frustrations on seeing the Home Office press statement, but we need to consider where it has come from and the underlying issues. We expected something to emerge at the first stage. I do not think that we should be put off from making our views known because of something that happened elsewhere. We must ensure even more that our views are known via the committee report, and if Jane decides to table a debate, we will have a further opportunity to discuss this here.

I will ensure that Charles Clarke is made aware of the Assembly's views from the discussion on this statement today. Ultimately, we want policing that is right for the people of Wales: good community policing, and a police force that we can be proud of, whether it is based on the current or any other structure. We also want a police force that is democratically accountable. There are issues here relating to democracy, as well as funding. We require more transparency, and we must look towards the future because anything we do now will have an impact. We must get it right if we are to attain our goal, which I believe all parties now support, of getting responsibility for the police devolved to us.

gobeithio, gan yr Ysgrifennydd Cartref. Credaf ei bod yn bwysig bod y pwyllgor yn parhau â'i waith. Gallaf ddeall rhwystredigaeth yr Aelodau o weld datganiad y Swyddfa Gartref i'r wasg, ond mae angen inni ystyried o ble mae wedi dod a beth sydd wrth ei wraidd. Yr oeddem yn disgwyl i rywbeth ymddangos yn ystod y cam cyntaf. Nid wyf yn credu y dylem beidio â mynegi ein barn oherwydd rhywbeth a ddigwyddodd yn rhywle arall. Mae'n bwysicach fyth ein bod yn mynegi ein barn drwy adroddiad y pwyllgor, ac os bydd Jane yn penderfynu rhoi dadl gerbron, bydd gennym gyfle arall i drafod hynny yma.

Gwnaf yn siŵr bod Charles Clarke yn cael gwybod beth yw barn y Cynulliad yn dilyn y drafodaeth ar y datganiad hwn heddiw. Yn y pen draw, yr ydym eisiau plismona sy'n iawn i bobl Cymru: plismona cymunedol da, a heddlu y gallwn fod yn falch ohono, pa un a yw'n seiliedig ar y strwythur presennol neu unrhyw strwythur arall. Yr ydym hefyd eisiau heddlu sy'n seiliedig ar ddemocratiaeth atebol. Mae materion yma sy'n ymwneud â democratiaeth, yn ogystal ag ariannu. Mae arnom angen mwy o dryloywder, a rhaid inni edrych i'r dyfodol, oherwydd bydd unrhyw beth a wnawn yn awr yn cael effaith ar y dyfodol. Rhaid inni gael pethau'n iawn os ydym am gyrraedd ein nod, sy'n cael ei chefnogi yr wyf yn tybio gan bob plaid erbyn hyn, sef sicrhau bod cyfrifoldeb am yr heddlu yn cael ei ddirprwyo i ni.

OUTLINE BUSINESS CASE

**Initial Paper Appraising Options for Change in
Service Structure / Delivery**

Submitted by:

Dyfed-Powys Police and Police Authority
Gwent Police and Police Authority
North Wales Police and Police Authority
South Wales Police and Police Authority

Lead Contact:

DCC Paul Wood

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SECTION 1

1.1 Introduction and Background

The HMIC were commissioned to undertake a professional assessment of protective services across Wales and England. Their findings were produced in the report 'Closing the Gap' which undertook a review of the fitness for purpose of the current structure of policing in Wales and England.

Mr. O'Connor defines 3 responsibilities for policing below national level:

- The development of local and neighbourhood policing
- The provision of protective services to national standards
- Organisation of affordable support and strategic development

Mr. O'Connor states what this should look like:

'In creating a structure that is fit for purpose the overall goal should be the creation of organisations that are large enough to provide a full suite of sustainable services, yet still small enough to be able to relate to local communities.'

The Home Secretary, Mr Charles Clark accepted the findings of the HMIC report. He felt it was unambiguous in its conclusion that the establishment of strategic forces offers the best long-term business solution. He did not rule out alternatives but indicated that a very compelling case would have to be made out.

The Home Secretary instructed forces and authorities to explore the options which best suit future service delivery. This work should include key stakeholders.

The four forces and Police Authorities in Wales adopted a unified approach to considering all available options for Wales. A joint Project Team was established with representation from all forces under a Programme Board of Chairs of Police Authorities and Chief Constables.

The Project Team is led by DCC Paul Wood and based at Brecon Police Station.

1.2 Context (PESTELP)

1.2.1 Political

- Wales is a nation and a country in its own right with its own language, culture and identity.
- Wales has its own National Assembly and First Minister with devolved responsibility for a number of key services including local government, education and health.
- Each force has its own particular identity within the national context.

- Basic Command Units in Wales are coterminous with Local Authority Boundaries.
- Welsh Local Government Association's (WLGA) perspective is that the political lines on the map / governance structures in Wales are not unified across agencies and services.
- The proposals do not presuppose the devolution of policing to Wales.
- National Assembly for Wales have set up a Select Committee to examine the issues of Police Force restructuring in Wales.
- The Welsh Assembly Government have published the Wales Spatial Plan. This plan sets out their vision for how Wales should develop economically, socially and environmentally. It details that they will link in with partners for funding for joint initiatives and projects.

1.2.2 Economic

- The majority of economic activity is centred in Southern Wales, with the three principal cities lying along the M4 corridor.
- Cardiff is one of the fastest growing capital cities in Europe and is regarded as the political, commercial and business centre of Wales.
- Precept levels vary significantly across Wales.
- There is still a significant legacy resulting from the decline of the coal industry and heavy manufacturing industries across Wales.
- Income levels in many parts of Wales are below national averages.
- Large parts of the country have Objective One status in the EC.
- There has been very high inward investment but this is skewed towards the southeast corner of Wales.
- There is a growing tourist industry across the country.
- There was a significant impact on the rural economy from the foot and mouth epidemic.
- Substantial freight and transport links with Ireland.

1.2.3 Social

- The Welsh language is the primary language in many rural areas of Wales.
- Welsh is currently spoken by 20.8% of the population and is a core subject on the GCSE curriculum, the aim being to establish a truly bilingual nation.
- The population of Wales is 2,952,500.
- The landmass of Wales is 2,074,203 hectares.
- The largest population densities are in Southern Wales.
- South Wales Police district has 46% of the population and only 10% of landmass.
- Multi Racial Communities are predominantly centred in South Wales and Cardiff in particular with 8.4% of its population from minority ethnic groups.
- Unemployment levels in Wales are 4.7% and vary across the country from 2.3% in Powys to 7.5% in Blaenau Gwent.

- North Wales has strong linkages to Cheshire / Merseyside.
- South Wales and Gwent – linkages to Bristol and South West England.
- There are a large number of long established communities in rural areas.
- There are high levels of deprivation in both urban and rural areas. Sickness levels in some areas are well above UK averages and there are significant levels of long-term unemployment.

1.2.4 Technical

- Many rural parts of mid and north Wales have technical difficulties for mobile communication.

1.2.5 Environment

- The distance from North to South Wales is approximately 155 miles.
- The journey takes some four hours.
- The arterial road links from the North to South of Wales are poor and the road infrastructure does not easily lend itself to collaborative working.
- There are significant geographical and logistical issues in the country related to travel and accessibility across the country.
- Population density across the country varies significantly.
- The main rail links internally in Wales are east to west.
- Wales has one international airport at Cardiff.
- Other primary airports used by people in Wales other than London tend to be Bristol, Manchester and Birmingham.
- Primary ports are Milford Haven, Holyhead, Fishguard and Swansea.
- Wales has a coastline of some 1,680.31 miles including islands.

1.2.6 Legal and / or Logistical

- The devolution settlement is still relatively recent but the Richard Commission considered whether further devolution was appropriate. This is a live political issue.
- Welsh Language Act requires English and Welsh to be dealt with on an equal basis.
- There is a Police Authorities of Wales committee.
- There are a number of pan Wales organisations including Wales ACPO, WLGA as well as disparate regional structures.
- The Courts Service is organised on a Wales and Chester basis.
- There is a small body of Welsh Administrative Law but the legal system is essentially a Wales and England one.
- Serving two masters on community safety agenda between Home Office and Welsh Assembly Government.

1.2.7 Service Performance

Delivery and Direction

	SOUTH WALES	NORTH WALES	GWENT	DYFED POWYS
Reducing Crime	Good Improved	Good Stable	Fair Stable	Excellent Stable
Investigating Crime	Good Stable	Good Improved	Good Deteriorated	Fair Deteriorated
Promoting Safety	Good Improved	Fair Improved	Good Stable	Fair Improved
Providing Assistance	Fair Stable	Good Improved	Good Stable	Fair Stable
Citizen Focus	Fair Improved	Fair Stable	Fair Stable	Good Stable
Resource Use	Fair Improved	Good Improved	Fair Improved	Fair Stable
Local Policing	Fair Stable	Good Stable	Fair Stable	Good Stable

- The Protective Service assessment summary reports for each force are included at **Appendix 1**. The scoring is included at 1.3.2 for each force.

1.2.8 Other

- The British Transport Police has a total of 3,002 officers across Scotland, England and Wales. The force is split into 7 regions. The Wales & West Region covers West of Birmingham including Wales and the South West and has a total of 281 officers and 79 police staff. Only a small proportion of these are based in Wales and therefore their numbers have not been considered with any of the options.

1.3 Drivers for Change

1.3.1 Drivers for Change

- Improved protective services across the country
- Implementation of neighbourhood policing
- Opportunity for better intelligence gathering
- Opportunity for service re configuration
- Opportunity for improving service resilience
- Opportunities for economies of scale and scope relating to change
- Opportunity for closer alignment with political and partner structures

The Benefits Register is shown at **Appendix 2**.

1.3.2 Overview of Protective Service Assessments

The Protective Services areas were scored for each of the three elements, intelligence, prevention and enforcement. The scoring range was 1 – 4.

1 = only reactive capability demonstrated

2 = reactive capability with only limited pro-activity demonstrated

3 = reactive capability with significant pro-active capability demonstrated

4 = reactive capability with comprehensive pro-active capability demonstrated.

NORTH WALES	Intelligence	Prevention	Enforcement
Serious, Organised and Cross Border Crime	2	1	2
Public Order	2	2	1
Critical Incident Management	2	2	2
Civil Contingencies	2	2	2
Roads Policing	2	3	3
Major Crime	2	1	1
Counter Terrorism	2	2	2

DYFED POWYS	Intelligence	Prevention	Enforcement
Serious, Organised and Cross Border Crime	1	1	2
Public Order	2	1	1
Critical Incident Management	2	2	2
Civil Contingencies	2	2	2
Roads Policing	1	2	2

Major Crime	2	2	1
Counter Terrorism	1	2	1

GWENT	Intelligence	Prevention	Enforcement
Serious, Organised and Cross Border Crime	2	2	2
Public Order	2	2	2
Critical Incident Management	2	2	2
Civil Contingencies	2	1	1
Roads Policing	1	2	2
Major Crime	2	2	2
Counter Terrorism	1	2	1

SOUTH WALES	Intelligence	Prevention	Enforcement
Serious, Organised and Cross Border Crime	2	3	3
Public Order	3	3	3
Critical Incident Management	3	3	3
Civil Contingencies	3	3	3
Roads Policing	2	3	3
Major Crime	3	3	2

Counter Terrorism	2	2	1

None of the Welsh Forces reached the required standard for Protective Services across all seven-service areas.

1.4 Concluding Observations

Wales is a nation and a country. It has a national identity and a growing and maturing assembly government. There are distinctive regional differences of a cultural, logistical and economic nature and these should be reflected as part of any option selection for change. There are also maturing collaborative and partnership arrangements in Wales and with neighbouring forces.

SECTION 2

2.1 Introduction / Approach

2.1.1 Approach to Engagement / Stakeholder Identification

A pan Wales Project Team was assembled with representatives from all four Welsh forces and a Police Authority representative. A programme board was established comprising the four Chiefs and Chairs in Wales.

A conference and workshops were held at Llandrindod Wells on the 5th October 2005 for initial option identification (see agenda, **Appendix 3**) and early engagement included:

- All Welsh BCU Commanders
- Heads of Crime, Operations and Community Safety
- Heads of profession / support services
- Staff Associations – UNISON, Superintendents Association, Police Federation, Police Authority

Programme Board of Chairs and Chiefs met at Vale Hotel on 6th October 2005 to decide on options to go forward to protective services and organisational assessment.

Protective services assessment completed through workshops held at Llangoed Hall, Brecon on the 11th October 2005 Assessment undertaken by Heads of Crime and Operations and Community Safety.

The organisational assessment was undertaken through workshops at Llangoed Hall, Brecon on the 12th October 2005 (see agenda, **Appendix 4**). The assessment was undertaken by Heads of Crime, Operations, Community and heads of support services, Staff Associations, BCU Command Reps, Police Authority and WLGA. Other partners were invited but due to timescales were not able to attend.

WLGA SOLACE engaged on the 13th October 2005 at Lake Vyrnwy Hotel

PAW engaged on the 14th October at the Pavillion, Llandrindod Wells.

Chairs and Chiefs programme board considered initial business case (October submission) and related documentation at Cardiff Central PS on the 19th October 2005.

Time constraints have not allowed for consultation with the public. This must be done as part of community engagement through public opinion survey when the Home Secretary has initially considered options for change after the first phase. Public consultation should be a key driver to inform decision-making.

Notwithstanding this North Wales Police Authority have attempted some initial consultation with the public.

The business case is a joint submission by Police Authorities and Forces in Wales.

The following external service stakeholders have been engaged:

- Crime Reduction Director for Wales
- Director of WLGA
- Wales Office
- Local Criminal Justice Boards

The following internal stakeholders have been engaged:

- PAW
- Chairs and Chiefs of the four Welsh Forces
- BCU Commanders
- Heads of Crime and Operations and Community Safety
- Heads of Support Services
- Police and police staff associations
- Police Authorities

Dyfed Powys, Gwent, South and North Wales Police Authorities have been engaged throughout the process by the Project Team. All Authorities have concerns regarding the time-scales of the process and lack of communication with the public. Additionally, many in North Wales remain unconvinced of the need for change.

All Authorities were concerned over the governance structure for Police Authorities that would exist in the future.

2.2 Police Stakeholder Engagement

2.2.1 Police / Police Staff Stakeholder Identification

- BCU Commanders – Chief Superintendents and Superintendents
- Heads of crime, operations, community safety – Chief Superintendents and Superintendents
- Heads of support services – Directors, Assistant Directors, Chief Superintendents and Superintendents and PSSC graded staff
- Chief Constables
- Wales ACPO

2.2.2 Engagement in Option Appraisal / Selection

- Llandrindod Wells and Llangoed Hall conferences / workshops
- Identification of option risks, costs, efficiencies and benefits

- Engagement in option identification
- Engagement in protective services assessment
- Engagement in organisational assessment
- Internal and external press releases made at key points in the process to keep staff and the public informed of progress.
- Staff kept informed through staff association involvement in initial identification of options and organisational assessment of the protective services options.
- Managers kept informed through inclusion in the process
- Cascading of information reinforced through each force via Police Authorities and through team briefings by command teams

2.2.3 Challenges / Issues

- Restricted time line to fully debate and discuss issues. Further more detailed engagement of stakeholders in the next phases in the detailed working up and considerations of the options for change and the challenges relating thereto.
- No opportunity to fully engage each local authority and partner agencies. Full consultation schedule will be compiled and dealt with in next phases.
- More opportunity to engage staff and staff associations as part of option for change mechanisms in next phases.
- Undertake public consultation of options for change.

The stakeholder analysis is attached at **Appendix 5**.

2.3 External Agency and Public Engagement

2.3.1 External Agency / Public Stakeholder Identification

- Crime Reduction Director for Wales, 3rd October 2005
- Director of WLGA
- Wales Office
- WLGA / SOLACE meeting 13th October 2005, Lake Vyrnwy Hotel.
- National Assembly for Wales select committee
- Local Criminal Justice Boards

2.3.2 Engagement in Option Appraisal / Selection

- Chiefs and Chairs consultation at strategic level with key stakeholders on an informal basis
- Llandrindod Wells – all Wales stakeholder conference October 5th 2005
- Llangoed Hall Conference – organisational assessment

2.3.3 Approach to Wider Consultation and Findings

- Wide consultation with the public has not been possible in the timelines
- NAW have set up a Select Committee and invited submissions from specific agencies and public
- North Wales Police Authority has begun consulting with the public. A meeting in Wrexham was attended by over 50 people. Their perspective was not to support any restructure of forces in Wales and to retain the North Wales Police Force.
- Staff associations have been engaged in the initial option identification and organisational assessments.

2.3.4 Challenges / Issues

- Timescales to fully debate and discuss issues. Further more detailed engagement of stakeholders in the next phases in the detailed working up and consideration of the options for change and the challenges relating thereto.
- No opportunity to fully engage each local authority and partner agencies. Full consultation schedule will be compiled and dealt with in next phases.
- More opportunity to engage staff and staff associations as part of options for change mechanisms in next phases.
- Director of WLGA expressed the need to ensure that the right decision is taken in light of lessons learned from local government reorganisation in the mid 1990's
- Undertake public consultation of reduced options for change.

2.4 Police Authority Engagement

2.4.1 PA Stakeholder Identification

- PA representation on the core programme management team
- PA representation on the protective services and organisational assessment
- Chairs of PA endorse option selection and approve October submission in keeping with individual Authorities instructions.
- PAW Secretary acting as Single Point Of Contact (SPOC) for All Wales PAs
- 16 PAW members.

2.4.2 Engagement in Option Appraisal / Selection

- PA representation on the core programme management team
- PA representation on the protective services and organisational assessment
- Chairs of PA endorse option selection and approve October submission in keeping with individual Authorities instructions.
- PAW Secretary acting as SPOC for All Wales PAs
- PAW have supported a governance structure – see attached diagram

2.4.3 Challenges / Issues

- Restricted timelines for full consideration by constituent Police Authorities. Timetable and plan agenda for PA meetings to synchronise with submission time lines.
- PA's not able to consult with public due to restrictive time lines.
- One of the options i.e. a single force for Wales would pose significant geographical and communication challenges. A report has been prepared on the way in which Police Authority *governance and accountability* can be adapted and can be seen in the attached **Appendix 6**.
- Wales is a nation with a large landmass, its own language, is culturally diverse and with difficult transport communications between North and South. Moving to a Strategic Police Authority (be it one or two) would require efficient administration to be undertaken through a tier of Regional Committees for the following reasons:

1. Wales has devolved Government and must work in partnership with both the

Welsh Assembly Regional Government (WAG) and the Welsh Local Government

Association (WLGA). Our Regional Committees would be based on their Regional Partnership Boards which are themselves currently under review.

2. To "close the governance and accountability gap" between the Strategic Authority and BCU's that would otherwise result in a huge geographical and diverse area.

3. To provide effective and streamlined day to day administration of the Strategic Police Authority's policies, strategies and directions.

2.5 Concluding Observations: Stakeholder Engagement

- The public have not been consulted on the options for change. This needs to be done to ensure transparency of process.
- The mandated time scales from the Home Office have tested the democratic governance processes and impacted upon detail to provide a quality submission.

SECTION 3: Option Identification / Discounting

3.1 Introduction / Approach

The no change option is deemed by the Home Secretary and HMIC as a non-viable option. The Home Office guidance instructed that it be scored as a baseline in both protective services and organisational assessment. It did not pass the protective services assessment for effective service delivery at level 2. It was a requirement to complete an assessment of the current position in order that any degree of improvement achieved once change has been implemented can be monitored.

3.1.1 Approach to Option Identification

- Engagement of key stakeholders to identify options at Llandrindod Wells
- Workshops held with stakeholders previously identified and on a cross section basis
- Options presented to Programme Board of Chairs and Chiefs – opportunity for others to be added / identified.

3.1.2 Initial Range of Options (What was considered?)

Initially no options were discounted at the first Chiefs and Chairs meeting on the 6th October 2005. HMIC, Denis O'Connor also attended the meeting. The below options were discussed and considered in relation to moving forward to formal assessment process:

- No change
- Amalgamations between English and Welsh Forces
- Collaboration
- Lead Force
- Lead Specialist Force
- Federation of Forces
- Strategic Forces
 - Three forces based on, for example, Fire Service boundaries
 - Three forces with South Wales standing alone and 2 other forces
 - Two forces – Dyfed Powys and North Wales/ South Wales and Gwent
 - Two forces – Dyfed Powys, North Wales and West Glamorgan (currently South Wales) as one force and Gwent, Mid and South Glamorgan (SWP) as the other
 - Two forces – South Wales Police/ Dyfed Powys, North Wales and Gwent
 - One Strategic Force for Wales

See **Appendix 7**, Initial Options Identified.

3.1.3 Stakeholder Engagement in Option Identification

- Chairs and Chiefs
- Metropole Hotel, Llandrindod Wells Conference - All Wales Policing Conference for all stakeholders.

3.2 Elimination of Early Options

3.2.1 Approach to Elimination of Early Options (rationale behind each discounted option)

Chairs and Chiefs (process detailed earlier) considered the following options which were discounted:

- Amalgamations between English and Welsh Forces
- Collaboration
- Lead Force
- Lead Specialist Force
- Federation of Forces

Broadly these were discounted at this stage as there was little if any compelling evidence to support moving forward to the scoring stage of the process. The reasons for this were cited as the need to have clear governance and command and it was felt that the existing collaboration in Wales was not sufficiently effective and that to move to a federation would simply be collaboration by other means with ambiguous governance. The evidence set out in Mr O'Connor's report was felt to apply to Wales as well as any other area. This evidence posed significant questions regarding the ability of these options to deliver fully effective Level 2 services.

Chiefs and Chairs approved the following seven options for scoring at the protective services stage:

- No change
- Three forces based on, for example, Fire Service boundaries
- Three forces with South Wales standing alone and two other forces
- Two forces
 - Dyfed Powys and North Wales
 - South Wales and Gwent
- Two forces
 - Dyfed Powys, North Wales and West Glamorgan
 - Gwent, Mid Glamorgan and South Glamorgan
- Two forces
 - South Wales
 - Gwent, Dyfed Powys and North Wales
- One strategic force

Protective services assessment (process detailed earlier) indicated only the following options would 'pass' the protective services test and should be considered for the next stage of organisational assessment:

- No change (failed the test but required as a baseline)
- Two forces
 - Dyfed Powys and North Wales
 - South Wales and Gwent
- Two forces
 - South Wales
 - Gwent, Dyfed Powys and North Wales
- One strategic force

The process for the organisational assessment has been detailed earlier. A scoring matrix was devised and applied to protective services assessment of 1-3 (unacceptable / reactive), 4-6 (acceptable / some pro-activity) and 7-10 (exceptional / significant pro-activity) to compare each protective service against each option and against each attribute. This formed the cut-off basis for submission to organisational assessment. Where the greatest gap existed between options following the Protective Service Assessment, this was deemed as the cut off point for pass/fail and in any event was below 50%.

The same process was applied to organisational assessment with increased weighting for geography and identity (increased each by 1 point). This increase in weighting was supported by the Chairs and Chiefs in recognition of the strong identity of Wales and the constraints of geography. The scores for each option which were scored by the Protective Services assessment are shown at **Appendix 8**.

The four options scored during the Organisational Assessment were submitted to Chairs and Chiefs for consideration on the 19th October 2005. The scores and financial information available to date was reviewed and there was unanimous agreement not to proceed with the two force option where South Wales stands alone and the other three forces merge. This decision was made for the benefit of Wales as a whole on the basis of the scores and financial position.

3.2.2 Final Range of Options for Appraisal (for submission November 2005)

- No change
- Two Forces:
 - South Wales / Gwent
 - Dyfed Powys / North Wales
- One strategic Force for Wales

3.2.3 Stakeholder Engagement in Discounting Options

See earlier discussion with regards Chairs and Chiefs, Llandrindod Wells Stakeholder Conference, Protective Services and Organisational Assessment and PAW.

3.2.4 Challenges / Issues faced in Discounting Options

The timescales from the Home Office restricted opportunities for greater debate, involvement and challenge

3.3 Concluding Observations: Identification / Elimination

The timescales for this process were extremely restrictive and would have benefited by public consultation and wider stakeholder involvement to provide for a more holistic and integrated perspective.

SECTION 4

Current Position and Option Appraisals

4.1 Introduction / Approach

4.1.1 The following approach has been applied to the current position and option appraisal:

- Toolkit has been applied
- Guidance has been followed
- See previous detail on initial identification, selection and assessment of options for submission.
- See previous detail on options selected for appraisal.

4.1.2 Stakeholder Engagement in Option Identification

See previous detail on stakeholder engagement in this stage of the process

4.2 Current Position Appraisal

4.2.1 Description / Configuration of Current Position

- No change
- The four Welsh Forces of North Wales, Dyfed Powys, Gwent, South Wales remain.

4.2.2 Protective services – Multi Attribute Assessment / Results (step 1 MART)

Full detailed score sheet is attached at **Appendix 8**.

ATTRIBUTE (Protective services)	Current Position
Capability	19
Capacity	25
Performance	24
Criminality	31
Geography	28
Co-terminosity	27
Identity	32
Governance	32
Economics	22
Risk	26

TOTAL	266
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The maximum score available is 700.

4.2.3 Overall attribute assessment / results (Step 2 MART)

See MART scoring sheet.

ATTRIBUTE (Organisational)	Current Position
Capability	2
Capacity	4
Performance	5
Criminality	4
Geography	3
Co-terminosity	4
Identity	6
Governance	4
Economics	4
Risk	3
TOTAL	39

The maximum score available is 100.

4.2.4 Known Benefit in Current Delivery and Costing

See detailed benefits register for current position option.

4.2.5 Risk Analysis and Costing (known risks in current delivery)

The net revenue budgets of each of the four Welsh forces for 2005/06 are set out below:

Force	£ Million
Dyfed Powys Police	80.3
Gwent Police	102.3
North Wales Police	120.5
South Wales Police	227.4
Total	530.5

This is the baseline position from which all financial projections included in this document have been calculated.

Each of the four forces in Wales currently benefit from a sound financial position. There are however a number of underlying issues of concern in relation to the future.

- Firstly, each Force is currently below the “floor” in terms of the settlement position. This has necessitated the Home Office having to allocate a Special Grant to Welsh forces amounting to £13.873m. English authorities have protested at this special treatment for Wales and the four Welsh forces are understandably concerned that this funding could be removed.
- The adverse position for the Forces in terms of formula settlement described above has meant that there have been significant increases in Council Tax levels over the last three years. These levels of increase are not sustainable. It has therefore been concluded that the current configuration could not singularly resource the developments needed to address the Protective Services gap. The costs of meeting the Protective Services gap have been estimated in the attached costings.
- The formula review process has produced draft proposals that are largely detrimental for all forces except South Wales.
- The four forces have historically delivered in terms of efficiency plans. It is, however, becoming increasingly clear that continued achievement would not be sustainable without greatly increased degrees of collaboration particularly in terms of back office functions. Whilst Wales has a good record in terms of collaboration across many areas, the present legislative framework and different IT systems have tended to militate against any collaboration on a large scale.

It is important to realise that the “do nothing” option is not cost – free. It can be seen from the cost model that this option has the highest annual recurring costs of any of the options (£57.9million per annum). In this option, it has been assumed that Forces will build upon the successful track record of collaboration that already exists in Wales. Nevertheless, this will leave limited scope for rationalisation of existing services and will blur command and control arrangements.

Appendix 9a sets out the costs and efficiencies attributable to the present model of delivery. These are summarised in the table below.

Area	Set up Costs	Recurring Costs`	Recurring g	Total Recurring
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			Savings	g
	£M	£M	£M	£M
Level 2 Protective Services Investment	7.809	53.590	-14.564	39.025
Neighbourhood Policing	0.000	7.980	0	7.980
Supplies and Services, Premises and Transport Savings	0.000	0	-0.794	-0.794
Information Systems and Technology	30.000	10.770	0	10.770
One Off Funding Contributions	-30.000	0.875	0	0.875
Total Costs	7.809	73.215	-15.358	57.856

In estimating costs, it has been assumed that each of the Forces would still have to address the Protective Services gap and deliver Neighbourhood Policing. Additionally, Forces would have to invest in common Information Systems in order to deliver improved intelligence and sharing of data. (it has been assumed that this investment could be funded from use of reserves and/or prudential borrowing.)

A strategic risk analysis has been undertaken. This reflects the outcome of consultation undertaken with stakeholders as part of the Organisational Assessment. This is set out in **Appendix 10**.

4.2.6 Concluding Observations Current Position

No Welsh force currently meets the required national standards for Protective Services across all seven Protective Services. The capacity in each Force does not allow for sufficient dedicated resources to deliver a comprehensive range of services. There is no capacity to 'future proof' resourcing or cope with extraordinary demand. Capability is insufficient to meet demand and allow the required level of pro-activity across the board.

Intelligence within the Wales region requires improvement with a current lack of integration, even on the Regional collaboration, Tarian+. (Tarian + includes a regional taskforce, NCIS regional intelligence unit, Special Branch RIC and a Regional Asset Recovery Team. It is based in southern Wales and predominantly services southern Wales).

There is a need for greater focus on the preventative elements of the protective services.

There is a need to develop an enhanced performance management regime to support protective service delivery.

Currently, other areas of business are significantly impacted upon in delivering certain aspects of protective services.

Opportunities for economies of scale and efficiency savings are not maximised under the current structure.

Force boundaries inhibit a logical response to tackling Level 2 criminality. The current structure does little to minimise threat and risk.

4.3 Option 1 (Two Forces: South Wales / Gwent & North Wales / Dyfed Powys) Appraisal

4.3.1 Description / Configuration

- Two force option
- South Wales force amalgamated with Gwent force
- North Wales force amalgamated with Dyfed Powys force

4.3.2 Protective Services – Multi Attribute Assessment / result (step 1 MART)

Full detailed score sheet is attached at **Appendix 8**.

ATTRIBUTE (Protective services)	Current Position	Option 1 DPP/NWP and SWP/Gwent
Capability	19	27
Capacity	25	33
Performance	24	34
Criminality	31	35
Geography	28	33
Co-terminosity	27	38
Identity	32	40
Governance	32	38
Economics	22	34
Risk	26	33
TOTAL	266	345

4.3.3 Overall Attribute Assessment / Results (Step 2 MART)

See MART score sheet.

ATTRIBUTE	Current	Option 1
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(Organisational)	Position	DPP/NWP and SWP/Gwent
Capability	2	3
Capacity	4	6
Performance	5	4
Criminality	4	5
Geography	3	4
Co-terminosity	4	4
Identity	6	3
Governance	4	5
Economics	4	5
Risk	3	5
TOTAL	39	44

4.3.4 Cost Benefit Analysis

Appendix 9b sets out the costs and efficiencies attributable to this option. These are summarised in the table below.

It can be seen from the cost model that with a net present value (NPV) of £679.1 million over 15 years, this is the most costly option for change in the long term. The two new Welsh Forces would still have to incur the substantial costs and disruption of reorganisation without enjoying the full benefits of economies of scale or increased capacity and resilience that a strategic Force would offer.

Area	Set up Costs	Recurring Costs`	Recurring Savings	Total Recurring
	£M	£M	£M	£M
Level 2 Protective Services Investment	7.809	53.590	-17.086	36.504
Neighbourhood Policing	0.000	7.980	0.000	7.980
Support Function Rationalisation	0.000	0.000	-5.403	-5.403
Supplies and Services, Premises and Transport Savings	0.000	0.000	-1.588	-1.588
Information Systems and Technology	30.000	10.770	0.000	10.770
Other Set Up Costs	23.405	1.437	0.000	1.437
One Off Funding Contributions	-55.000	6.750	0.000	6.750

Total Costs	6.241	80.527	-24.077	56.450
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In estimating costs, it has been assumed that each of the Forces would still have to address the Protective Services gap and deliver Neighbourhood Policing. Additionally, Forces would have to invest in common Information Systems in order to deliver improved intelligence and sharing of data. (it has been assumed that this investment could be funded from use of reserves and/or prudential borrowing.) This proposal does enable Welsh Forces to deliver significant support function rationalisation. However, this would still leave a degree of duplication in support functions.

4.3.5 Risk analysis (risks to delivery and implementation)

A strategic risk analysis has been undertaken. This reflects the outcome of consultation undertaken with stakeholders as part of the Organisational Assessment. This is set out in the Risk Register.

4.3.6 Concluding Observations / Option 1

This option allows one Force to meet the minimum criteria in terms of capacity but the other force still falls short. This force would continue to be unable to meet the national standards for Protective Services across all seven service areas. The capacity in this one Force would be insufficient to allow for the creation of dedicated specialists resources, nor would it allow for 'future proofing'. Capability would be insufficient to meet demand for this Force. However, it would be an improvement on the current position in that both capacity and capability would have improved. South Wales and Gwent would meet the requirements of the strategic force concept.

The Intelligence function would be improved by moving from four forces to two. However, there would still be exchange and integration issues between the two forces.

South Wales/Gwent would be more able to undertake prevention activity. There would be little improvement in the Dyfed Powys/North Wales force.

Both Dyfed Powys and North Wales fell short in their scoring in the Protective Services assessment undertaken by HMIC.

Other areas of business would be less impacted by Protective Services delivery than they are currently.

Opportunities for maximising economies of scale and efficiency savings would be available in moving from the current four force structure to two forces.

Force boundaries would be fewer and there would be a clearer governance structure with only two forces. The ability to tackle criminality would be improved slightly, although there is little logic in merging Dyfed Powys and North Wales. They do share linguistic and some cultural links. Risk and threat would be relatively unchanged pan Wales.

4.4 Option 2 (One strategic Force for Wales)

Description / Configuration

One Force for Wales comprising existing four forces.

4.4.1 Protective Services – Multi Attribute Assessment / Result (step 1 MART)

Full detailed score sheet is attached at **Appendix 8**.

ATTRIBUTE (Protective services)	Current Position	Option 1 DPP/NWP and SWP/Gwent	Option 2 One Strategic Force
Capability	19	27	53
Capacity	25	33	52
Performance	24	34	52
Criminality	31	35	53
Geography	28	33	59
Coterminosity	27	38	57
Identity	32	40	62
Governance	32	38	54
Economics	22	34	54
Risk	26	33	53
TOTAL	266	345	549

4.4.2 Overall Attribute Assessment / Results (Step 2 MART)

See MART Score Sheet.

ATTRIBUTE (Organisational)	Current Position	Option 1 DPP/NWP and SWP/Gwent	Option 2 One Strategic Force
Capability	2	3	7
Capacity	4	6	8
Performance	5	4	6
Criminality	4	5	7

Geography	3	4	6
Coterminosity	4	4	9
Identity	6	3	9
Governance	4	5	9
Economics	4	5	7
Risk	3	5	7
TOTAL	39	44	75

4.4.3 Cost benefit analysis

It can be seen from the cost model that this option offers the greatest potential for significant savings in terms of delivery of Protective Services, Support Function Rationalisation, and savings on Supplies and Services, Premises and Transport costs. With annual recurring costs of £47.2 million, this option offers the most financially viable platform from which Protective Services and improved efficiencies can be delivered. The costs and level of disruption of reorganising the current four Police Forces into one Strategic Force in Wales are substantial in the short term. This structure does however offer scope for compensating financial benefits in terms of economies of scale in the medium term and has the lowest net present value over five, ten and fifteen years.

Appendix 9d sets out the costs and efficiencies attributable to this option. These are summarised in the table below.

Area	Set up Costs	Recurring Costs	Recurring Savings	Total Recurring
	£M	£M	£M	£M
Level 2 Protective Services Investment	7.809	53.590	-19.607	33.983
Neighbourhood Policing	0.000	7.980	0.000	7.980
Support Function Rationalisation	0.000	0.000	-10.806	-10.806
Supplies and Services, Premises and Transport Savings	0.000	0.000	-3.175	-3.175
Information Systems and Technology	30.000	10.770	0.000	10.770
Other Set Up Costs	29.387	1.737	0.000	1.737
One Off Funding Contributions	-55.000	6.750	0.000	6.750
Total Costs	12.196	80.827	-33.588	47.239

In estimating costs, it has been assumed that the Strategic Force would still need to invest substantially to address the Protective Services gap and to deliver

Neighbourhood Policing. Additionally, the Force would have to invest in Information Systems in order to deliver improved intelligence and quality of data. (it has been assumed that this investment could be funded from use of reserves and/or prudential borrowing.) This proposal does enable the Welsh Forces to deliver significant support function rationalisation and reduce duplication across a range of operational and business support functions.

4.4.4 Risk analysis (risks to delivery and implementation)

A strategic risk analysis has been undertaken. This reflects the outcome of consultation undertaken with stakeholders as part of the Organisational Assessment. This is set out in the Risk Register.

4.4.5 Concluding Observations / Option 2

This option would provide a national police service for the country of Wales with a clear, unambiguous national identity.

This option provides a significant increase in capacity and ensures Wales meets the criteria of a strategic force with 'future proofed' resources, mapped to demand. It will provide flexibility and resilience. It will ensure future capability and provide an opportunity to develop dedicated specialist resources in the protective service areas.

With enhanced capacity and capability performance would be likely to improve. There would be an opportunity to develop an effective performance management regime for Protective Services with scope for review, analysis, evaluation and consideration of harm in communities.

There would technically be sufficient capacity and capability to provide for a proactive response in all areas, including prevention.

Geography will always be an issue in Wales but it was felt by the majority that this option provided the best solution for gaining a true picture of criminality in Wales and utilising all available tactical options.

Intelligence function would be significantly improved with one Welsh force.

There would be clear governance and accountability at all levels.

This option provided the best political and partner fit with both Welsh Assembly Government and partners. The WLGA in Wales is looking to review partner boundaries in Wales and provide more commonality and coterminosity and sees the police restructuring as a significant opportunity.

An all Wales Police service will reduce risks and threats from criminality providing for a timely, dynamic response at Level 2, whilst retaining the current local policing arrangements.

This option was scored on the basis that there would be additional investment in Level 2 services, by reinvestment of savings made and provision of funding for set up costs from the centre.

4.5 Concluding Observations: Listed Options

No change does not allow for effective delivery of protective services. No Force met the required standard identified by HMIC.

The two force option of North Wales and Dyfed Powys/ Gwent and South Wales only improves the position, in respect of Protective Services, for South Wales and Gwent. It does not significantly enhance the service delivery of the Dyfed Powys and North Wales merger. It is acknowledged there are potentially economic benefits in any reduction in Force numbers in Wales.

The one Strategic Force option scored significantly higher at both the Protective Services Assessment and Organisational Assessment stages.

During consultation with key stakeholders at the all Wales Policing Conference, held in Llandrindod Wells on the 5th October 2005, over 90% of delegates attending indicated a preference for one strategic force for Wales. This included Staff Association representatives, Heads of Service and BCU Commanders.

This option also scores well on benefits in terms of clear identity, political fit and service delivery.

There are inherent risks with such a substantial change and these are documented and scored within the Risk Register.

This option is also dependent on investment in services at Level 2 being forthcoming, without impacting on Level 1 service delivery.

Section 5: Conclusions / Recommendations

5.1.1 Approach to Final Option Selection

For final selection the Chairs and Chiefs Programme Board considered all scored options at their meeting of the 19th October 2005. In particular they considered:

- The rigour of the process that had been adopted in the time allowed
- The protective services and organisational assessments
- The risks, costs, efficiencies and benefits of each option.

The Chiefs and Chairs unanimously agreed to discard the South Wales stand alone option.

5.1.2 Stakeholder Engagement in Selection of Preferred Option

Chairs and Chiefs as programme board.

5.2 Concluding Arguments

The process of professional assessment principally based on analysis by internal stakeholders, supported a single strategic force for Wales. Although this process was undertaken in a very short time scale, external observers from the WLGA can vouch for its integrity. A weakness of the process so far lies in the lack of public consultation and any comprehensive dialogue with external stakeholders. If this option is accepted it will pose significant challenges in terms of governance for the PA and reassuring communities, particularly those furthest away from the national capital, that their interests will be properly catered for. Finally, the finance directors, treasurers and other senior heads of service / profession who have been consulted are quite clear, from their experience in other public sector organisations, that there will be significant additional costs in implementing any change whilst savings will not accrue in the early stages.

5.2.1 Overview Costs / Benefits Supporting Selection of Highest Scoring Option

The financial analysis carried out has focussed upon delivery of Protective Services, Neighbourhood Policing, more efficient operational and business support functions and delivery of economies of scale.

In reviewing the financial analysis, it must be stressed that the timescales set have not allowed an in depth review of the costs and savings of the various options. The assumptions made have been in line with the Home Office guidance document. This includes the assumption that all set up costs and recurring costs and savings are incurred in Year 1. In practice, these would be realised over a much longer timescale. The calculations may therefore have been skewed by this assumption.

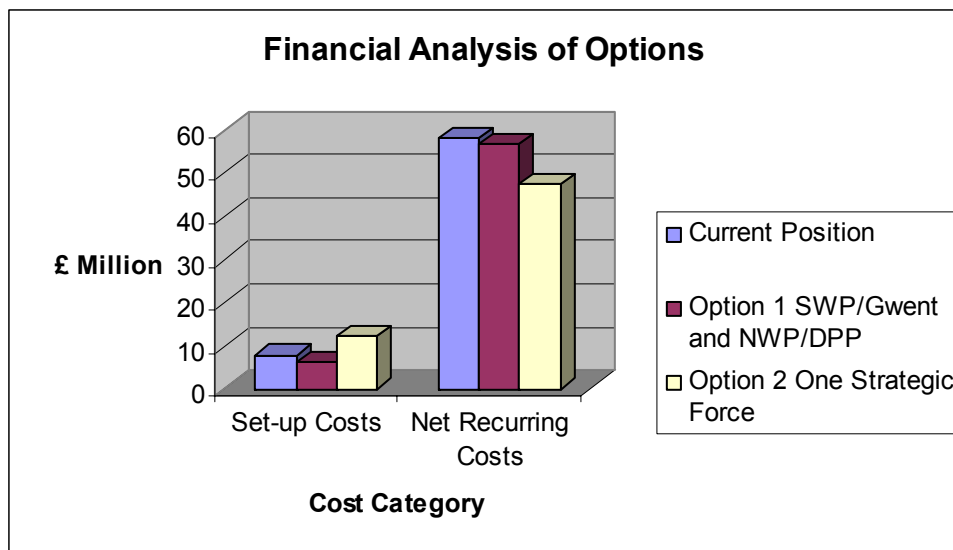
There are significant set up costs attached to each of the options. Based upon the latest reported financial positions of each individual force, assumptions have been made that there is some scope for set up costs to be partially offset by the use of reserves and one off prudential borrowing.

The review has not taken account of any potential implications of merger upon council tax levels in each of the current Police Authority areas. It is felt that this issue requires consideration at the national level.

The table below summarises the financial analysis of the current position and the three options for change.

Cost Element	Current Position	Option 1	Option 2
	£ Million	£ Million	£Million
Set-up Costs	7.8	6.2	12.2
Net Recurring Costs	57.9	56.5	47.2
Net Present Value – 5 Years	278.2	270.0	232.9
Net Present Value – 10 Years	505.8	492.1	418.8
Net Present Value – 15 Years	697.5	679.1	575.3

The above illustrates that despite having the highest set up costs, Option 3 has the lowest NPV over 5, 10 and 15 years.



The above chart demonstrates that each of the options have significant additional recurring resource requirements ranging from £57.9 million for the current position to £47.2 million for the Strategic Force option. However, this should be placed in the context of substantial delivery of all of the objectives set out in the Home Secretary's speech to Chairs and Chief Constables on the 19th September 2005. These objectives will not be delivered without the injection of central resources.

5.2.2 Overview of Risk Inherent in Highest Scoring Option and Contingencies

A strategic risk analysis has been undertaken. This reflects the outcome of consultation undertaken with stakeholders as part of the Organisational Assessment. The risks have been assessed and scored on a probability/impact basis. The risk register is set out in the **appendix 10** attached and the results are summarised in the table below.

Options	Risk Rating
Current Position	65
1 - SWP/GP and NWP/DPP	51
2 - One Strategic Force	55

Higher score denotes a higher level of risk.

5.2.3 How Highest Scoring Option meets Core Responsibilities of Policing

The highest scoring option of one strategic force for Wales was consistently identified as far outweighing other options in both the Protective Services and Organisational Assessment. In terms of Protective Services the professional experts in Wales felt that this was the only option that would provide the opportunity to deliver all seven protective services to the national standards set by HMIC.

The organisational experts felt that this option offered the best opportunity to restructure a force fit for purpose for the 21st Century to deliver both neighbourhood policing and Protective Services. This option was also deemed the most suitable to deliver affordable support and strategic services.

This highest scoring option will only deliver if there is an investment in Level 2 service provision which does not impact upon Level 1 policing. This option will also deliver unambiguous governance with local accountability built in.

5.3 Final Recommendation

The final recommendation from the Chiefs and Chairs meeting, held on the 19th October 2005, was that the following options would be submitted to the Home Office without any indication of a preference:

- Current Position
- Two Force option: Dyfed Powys Police / North Wales Police and South Wales / Gwent.
- One strategic Force for Wales.

At this stage North Wales Police Authority had yet to meet to consider the initial submission.

Section 6 – The Way Forward

6.1.1 Issue to be Considered Before the December Submission

- Formulation of programme / project plans / timelines / milestones / governance
- Programme team resourcing
- Implementation team identification
- Implementation plan development
- Work stream evaluation process
- Further stakeholder engagement before November submission
- Public consultation
- Staff involvement / cascading
- Staff association forum
- Media / communications
- Funding of core team / budget issues

6.1.2 Issue to be Considered Post December

- Implementation team
- Cost of change / pump priming
- Business as usual / performance at level 1 & 2
- Programme management
- Communication and consultation
- Risk and benefit review and identification

6.1.2 Concluding Observations / Lessons Learned

The timescales have impacted significantly on the ability of the region to provide a quality submission, underpinned by consultation. This is particularly pertinent to the financial assessments.

Early engagement with key stakeholders secured support and commitment to the process despite the exacting timescales.

SECTION 7

Statement of Support / Sign Off

7.1 Statement of Support

The following persons, representing the stated organisations below, have contributed to the process of option assessment and selection and fully support the submission of the preferred option for change as detailed in this report:

Signature:	Name:	Organisation:	Date:
	Donald M Evans	Dyfed Powys Police Authority	19.10.05
	Terence Grange	Dyfed Powys Police	19.10.05
	Richard Brunstrom	North Wales Police	19.10.05
	Barbara Wilding	South Wales Police	19.10.05
	Raymond Thomas	South Wales Police Authority	19.10.05
	Michael Tonge	Gwent Police	19.10.05
	Geraint Price-Thomas	Gwent Police Authority	

SECTION 8

GLOSSARY

BCU	Basic Command Unit
HMIC	Her Majesty Inspectorate of Constabularies
NAW	National Assembly for Wales
PA	Police Authority
PAW	Police Authority of Wales
SOLACE	Society of Local Authority Chief Executives
SPOC	Special Point of Contact
WAG	Welsh Assembly Government
WLGA	Welsh Local Government Association

Annex 4



Home Office

Police Structures Review Unit

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E-mail John.giffard2@staffordshire.pnn.police.uk
PA - Angela.hitchenor@staffordshire.pnn.police.uk

9 November 2005

POLICE FORCE STRUCTURES REVIEW

I wrote to you at the end of October to acknowledge receipt of your short listed options for force structures. I said then, and repeat now, how grateful the team and I were for all the effort that had gone into the preparation of this submission. As you will know from the Home Secretary's letter of 22 September, this was the first stage of a three stage process to review force structures. Given the scale of the task and the time available to complete it, the quality of submissions across the board was generally very high. We need to maintain this momentum into the second stage and the feedback in this letter will inform that work.

The initial submissions have been extremely useful both in helping forces and authorities in most regions work through the benefits of particular options, to focus their effort and enabling us to advise Ministers on the strengths and weaknesses of various scenarios. In doing so, we have taken account of the arguments put forward in your submission and those from the other forces and authorities in your region. We have also considered the national perspective and had in mind the need to create a balanced and resilient landscape for policing throughout England and Wales. This new landscape also needs to recognise the strengths in modern policing, especially the important links to local communities through police authorities and effective neighbourhood policing as well as the current profile of protective service strengths. The local focus has been complemented by the investment made in protective services over the last few

years. *Closing the Gap* illustrated quite clearly, however, that more was required both to raise our performance at level two and to continue improvements at level one, by ensuring that all forces have the necessary resilience to tackle crime at all levels, without abstracting officers from their neighbourhood duties.

A number of you have raised concerns that larger strategic forces will be remote from the communities they serve. Ministers share these concerns and work is ongoing between the Home Office and APA at present to address accountability at BCU/CDRP level. You will be kept informed of progress on this front.

A further issue you have raised relates to the financial issues arising from restructuring, including those around precepts. A tripartite working group, led by the Home Office and involving the relevant Government departments and Welsh Assembly Government will be set up to address this and we will update you on progress.

We have now obtained the initial feedback from the Home Secretary and Hazel Blears on what you have proposed. I attach to this letter a summary of our analysis of the options put forward for the whole of your region and which reflects Ministers' views. This analysis has taken into account the design principles set out in the Home Secretary's letter of 22 September as well as the overall position in your region and the need to produce a credible landscape nationally. The Home Secretary will be making a Ministerial Statement placing his conclusions on this initial appraisal of options before parliament at the end of this week.

As you will see from the annex, there are some options that we do not feel able to assess as suitable for further development at this stage. It is, of course, ultimately a matter for the police authority to determine which options should be proposed in December but I felt it was important to make clear now where we are less convinced that it would be worth investing further resources into developing options, on the basis of the evidence presented to date. I would only want you to do so in the full knowledge that, on the basis of the evidence presented and our assessment of these options, it is unlikely that I would be minded to recommend them to the Home Secretary in December. I do, of course, remain open to recommending any of these options to the Home Secretary should further evidence presented to me allay these concerns.

This letter seeks to give you a steer on how to proceed during the second and third stages of the review. I would be grateful if you would now work up those options assessed as suitable for progression. Any additional options should not be pursued at the expense of these shortlisted proposals. I should be clear that, following the analysis of options submitted by all forces and authorities, no federated options, or those which split a force, or cross Government Office boundaries, have been assessed as suitable for progression. This is in line with the Home Secretary's initial statement of design principles, and is based on careful assessment of the merits of proposals put forward by forces. It also

reflects the balance of views expressed by forces and authorities through their proposed options, and the views of other stakeholders.

During the remaining weeks of November, you should be using the financial (costs and savings) toolkit provided by the Home Office to undertake the cost benefit analysis for your short-listed options. You should aim to deliver an appraisal that provides a clear statement regarding the general order of magnitude of the relative costs and savings that would arise as a direct result of implementing your short listed options. We understand that in the time available these analyses will not be able to cover every point of detail, however it is critical that they follow the central advice and guidance in order that each appraisal is sufficiently detailed and both robust and balanced in its approach. The appraisal should show how any savings would be reinvested over time to improve level two capability and delivery of neighbourhood policing. It is also important that you also include an assessment of any costs and planned efficiency savings that you would have otherwise anticipated had none of these proposals been taken forward: this will facilitate an assessment of the relative “added value” delivered by each short listed option over the time frames specified in the toolkit.

The financial (costs and savings) toolkit will be issued separately by the end of this week and will include a checklist setting out the assumptions which we encourage you to apply when arriving at cost and savings estimates. We hope that this will encourage a degree of methodological consistency in the appraisal of different options across all forces and authorities in England Wales, and we would be happy to provide further advice on any matter in this regard. This toolkit will also be sent out with the more general costing guidelines that were issued for the first stage submissions, slightly amended to clarify a number of minor issues that have been raised.

By the end of November, you should have identified your preferred option for which you will develop the final business case for submission to the Home Office by 23 December. In doing so, you may also wish to start considering the options for structuring the new forces, and how you would develop the management structure in such a way as to ensure that they are able to respond to local accountability concerns, and also to maximise the benefits of synergy with other partner organisations.

At the end of November, you should send the review team your cost benefit option appraisals with the preferred option clearly highlighted. These second stage submissions should be received in the Home Office by close on 30 November. Once again, we will give you feedback on these submissions as promptly as we can.

Those regions that have developed the strongest proposals, and have moved furthest along the track, are in the main those which have been working together – and I would strongly urge you to work with other forces and authorities that

might be considered as potential partners in developing your business cases and proposals in this next phase. In the main, given the comments I have made, I would anticipate this co-operation to be arranged within each region. Other criminal justice agencies should be very much involved in your discussions as well. Your Local Criminal Justice Board, other partnership bodies and local authorities should be involved and given every opportunity to feed in their views. Here at the centre we will also ensure that we take into account the policing and wider criminal justice/community safety landscape nationally.

Your liaison officer will continue to work closely with you in the coming weeks. I will also be happy to visit to discuss the process and local issues with you at any point, as will colleagues from the central team, including Ian Laidlaw-Dickson from the Association of Police Authorities. Please contact my PA, Angela Hitchenor on 01785 232056, in the first instance to arrange such visits.

I am sure that we will continue to work together constructively as we have to date. I am also confident that we will together produce a policing landscape for England and Wales that will be “fit for purpose” for many years to come.

Thank you again for all your efforts so far.

Yours sincerely,

J.W. GIFFARD - Chief Constable
Director – Police Structures Review Unit