



Acc 03/04/06

# Awdurdod Tân ac Achub Canolbarth a Gorllewin Cymru Mid and West Wales Fire and Rescue Authority

Pencadlys Y Gwasanaeth Tân Ac Achub, Heol Llwyn Pisgwydd, Caerfyrddin, SA31 1SN  
Fire and Rescue Service Headquarters, Lime Grove Avenue, Carmarthen, SA31 1SN  
Ffôn/Phone: 0870 6060699 Ffacs/Fax: (01267) 220562  
Gwefan/Website: www.mawwfire.gov.uk  
E-bost/E-mail: mail@mawwfire.gov.uk

A.T.Howells C.P.F.A. - Clerc /Clerk  
H.C.Morse F.C.C.A. - Trysorydd/Treasurer

Prif Swyddog Tân/Chief Fire Officer: D. Mackay, M.Sc., M.I.Fire.E.  
Cyfarwyddwr Cynllunio a Pholisi Gwasanaeth/Director of Service Policy and Planning R. Smith M.A. D.M.S. MIFireE

Eich Cyf/Your Ref:  
Fy Nghyf/My Ref:

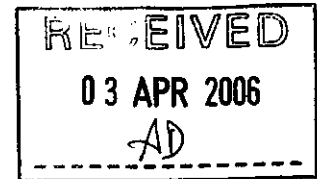
Gofynner am/Please ask for:

A T Howells

Est/Ext: 4461

30 March 2006

Mr Roger Chaffey  
Clerk-Social Justice and Regeneration Committee  
National Assembly for Wales  
Cardiff bay  
CF99 1NA



Dear Mr Chaffey

## **Social Justice and Regeneration Committee Restructuring of Constabulary – Democratic Structures**

Thank you for your letter in respect of the above matter and the opportunity to comment.

The Mid and West Wales Fire and Rescue Authority considered the policy review of "Restructuring the Constabulary" earlier this year. In responding to the question on the relationship between the police, the communities they serve and matters of local identity, this Authority noted that appropriate governance arrangements should be introduced so as to ensure that members of the public can easily identify with the new Strategic Police Force in Wales.

The Authority would also wish to note that any new governance arrangements introduced should ensure that the collaborative work already undertaken under the auspices of the Joint Emergency Services Programme Board can move forward with the initiatives that are currently in development.

Finally the Authority would wish to stress the importance of ensuring that the new structures are fully consistent with the "Delivering the Connections" and the principles set out within the Good Governance Standard for Public Services.

Should you require any further information then please do not hesitate to contact me.

Yours sincerely

AT Howells

AT Howells  
Clerk

Mae Awdurdod Tân Canolbarth a Gorllewin Cymru  
yn croesawu gohebiaeth yn y Gymraeg neu'r Saesneg.  
Mid and West Wales Fire Authority  
welcomes correspondence in either Welsh or English



BUDDSODDWR MEWN POBL  
INVESTOR IN PEOPLE



Neath Port Talbot  
Castell-nedd Port Talbot  
County Borough Council Cyngor Bwrdeistref Sirol

*Making a difference Gwahaniaeth er gwell*

Neidea  
20/3 CG

15<sup>th</sup> March, 2006  
01639 763303  
p.moran@npt.gov.uk

Date Dyddiad  
Direct Line Rhif Ffôn  
email ebost

Mr. P. Moran  
PM.BLA

Contact Cyswllt  
Your Ref Eich Cyf  
Our Ref Ein Cyf

Mr. R. Chaffey  
Clerk – Social Justice and Regeneration Committee  
National Assembly for Wales  
Cardiff Bay  
CARDIFF  
CF99 1NA

Dear Mr. Chaffey,

**Social Justice and Regeneration Committee**  
**Restructuring of Constabulary – Democratic Structures**

I refer to your circular letter dated February 2006 on the above.

The Council's views are as follows, and are based on the assumption that there will in fact be one Police Force for Wales:-

All Wales Level

It is important that the democratic element of the new Police Authority includes one elected Councillor from each Unitary Authority in Wales. The National Assembly ought to re-inforce this point to the Home Office.

Regional Level

It will be useful to have some form of Regional Structure in place – possibly along the lines of the four regions being set up by the WLGA for collaborative purposes, or indeed based on the existing Police areas. The remit of any such regional arrangements would need to be looked at in some more detail, but as a principle, is worthy of support.

Chief Executive's Directorate  
Cyfarwyddiaeth y Prif Weithredwr

Ken Sawyers  
Chief Executive  
Civic Centre, Port Talbot, SA13 1PJ  
Tel: 01639 763335 Fax: 01639 899930

Ken Sawyers  
Prif Weithredwr  
Y Ganolfan Ddinesig, Port Talbot SA13 1PJ  
Ffôn 01639 763335 Ffacs 01639 899930



Local Level

Certainly it must be the case that local policing must be maintained, in particular the retention of Basic Command Units co-terminus with local authority boundaries, so as to ensure effective democratic liaison.

We hope that these initial comments will be helpful to your Committee.

Yours sincerely,

A handwritten signature in black ink, appearing to read "H. D. Sawyers". The signature is written in a cursive style with a large initial "H".

**Chief Executive.**



Gwasanaeth Cenedlaethol  
Rheoli Troseddwy

National Offender  
Management Service

National Offender Management Service

**By E.mail**

Offender Management Service Wales / Gwasanaeth Rheoli Troseddwy Cymru  
National Offender Management Service / Y Gwasanaeth Rheoli Troseddwy Cenedlaethol

Welsh Assembly Government / Llywodraeth Cynulliad Cymru  
Room 2.06 (CP1) / Ystafell 2.06 (CP1)  
Cathays Park / Parc Cathays

Cardiff / Caerdydd

CF10 3NQ

Mr Roger Chaffey  
Clerk- Social Justice and  
Regeneration Committee  
National Assembly for Wales  
Cardiff Bay  
Cardiff  
CF99 1NA

Telephone / Ffon: 02920 826684

Fax / Ffacs: 02920 821622

Email / ebost: carol.bernard@wales.gsi.gov.uk

www.noms.homeoffice.gov.uk

**Carol Bernard CBE**

**Director of Offender Management Service Wales**

Your ref / eich cyf:[add ref]

Our ref / ein cyf: [M017]

31 March 2006

Dear Mr Chaffey

### **Restructuring of Constabulary - Democratic Structures**

Thank you for inviting comments for the Committee to consider on the accountability structure that should underpin a new Strategic Police Force in Wales.

From a NOMS Wales perspective I would want to ensure that the benefits that have been gained from co-terminosity and partnership working with criminal justice agencies in Wales can continue to be built upon within the new police structure.

To this end it will be important for NOMS Wales to take account of the agreed accountability structures in the way we commission future services for offenders and in our performance management of outcomes.

I would therefore welcome the opportunity to be kept involved in discussions to finalise the design of the police governance arrangements to help shape our commissioning and performance management arrangements with our providers.

I have sent a copy of this letter for information to the Director of the Community Safety Unit at the Welsh Assembly Government.

Yours sincerely,

**Carol Bernard CBE**  
Director  
Offender Management Service Wales.

Acc  
20/03/06



**Bwrdd Iechyd Lleol  
Local Health Board**

Sir Benfro  
Pembrokeshire

**Date:** 8<sup>th</sup> March 2006  
**Tel:** 01437 771225  
**Ref:** CEO 0308\_06

Mr Roger Chaffey  
Clerk, Social Justice & Reeneration Committee  
National Assembly for Wales  
Cardiff Bay  
CARDIFF CF99 1NA

Dear Mr Chaffey

**SOCIAL JUSTICE & REGENERATION COMMITTEE  
RESTRUCTURING OF CONSTABULARY**

I enclose a copy of my letter of the 3<sup>rd</sup> November giving my views on the above.

I have watched and listened to the media debate since then with interest, but have not seen any reason to change our original response – only really to emphasise we would be looking for a continuation of the local identity to be able to continue the good partnership relations already in place.

Yours sincerely

**BERNARDINE REES  
Chief Executive**

[Bernardine.rees@pembrokeshirelhb.wales.nhs.uk](mailto:Bernardine.rees@pembrokeshirelhb.wales.nhs.uk)

Bwrdd Iechyd Lleol Sir Benfro  
Uned 5 – Llys Myrddin  
Winch Lane, Hwlfordd  
Sir Benfro  
SA61 1SB  
Ffôn: 01437 771220 / 771221  
Ffacs: 01437 771222  
WHTN: 0 1623 1220 a 0 1623 1222

Pembrokeshire Local Health Board  
Unit 5 - Merlin's Court  
Winch Lane, Haverfordwest  
Pembrokeshire  
SA61 1SB  
Tel: 01437 771220 / 771221  
Fax: 01437 771222  
WHTN: 0 1623 1220 and 0 1623 1222





**Bwrdd Iechyd Lleol  
Local Health Board**

Sir Benfro  
Pembrokeshire

Date: 3<sup>rd</sup> November 2005  
Tel: 01437 771225  
Ref: CEO 1111.05

Mr Roger Chaffey  
Clerk, Social Justice & Reeneration Committee  
National Assembly for Wales  
Cardiff Bay  
CARDIFF CF99 1NA

Dear Mr Chaffey

**SOCIAL JUSTICE & REGENERATION COMMITTEE  
RESTRUCTURING OF CONSTABULARY**

Thank you for your letter of the 28<sup>th</sup> September inviting views on the above.

In response, it is hoped that any restructuring of the Constabulary would not affect local identity. Pembrokeshire has very good partnership working with local Police within the Dyfed-Powys structure, and while it is a matter for the Constabulary themselves to design the appropriate Police Force structure, the need for local partnership is imperative.

I trust that the brief comments above will assist the Committee in its considerations.

Yours sincerely

*h n Charles*

*hr*

**BERNARDINE REES  
Chief Executive**

[Bernardine.rees@pembrokeshirelhb.wales.nhs.uk](mailto:Bernardine.rees@pembrokeshirelhb.wales.nhs.uk)

Bwrdd Iechyd Lleol Sir Benfro  
Uned 5 - Llys Myrddin  
Winch Lane, Hwlfordd  
Sir Benfro  
SA61 1SB  
Ffôn: 01437 771220 / 771221  
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Pembrokeshire Local Health Board  
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SA61 1SB  
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Fax: 01437 771222  
WHTN: 0 1623 1220 and 0 1623 1222



NHS  
WALES  
GIG  
CYMRU

Ass 63/04/06



Cynghor Sir Penfro = Pembrokeshire County Council

Your ref  
Eich cyfeirnod  
My ref  
Fy nghyfeirnod  
Please ask for  
Gofynnwch am  
Telephone  
Ffôn  
Date  
Dyddiad

30 March, 2006

COUNCILLOR/CYNGHORYDD

JOHN T. DAVIES

LEADER

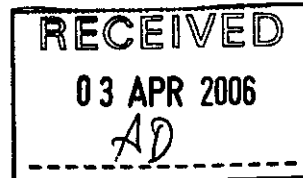
ARWEINYDD

Pembrokeshire County Council,  
County Hall,  
Haverfordwest,  
Pembrokeshire SA61 1TP  
Telephone 01437 776231  
email/ebost leader@pembrokeshire.gov.uk

Cyngor Sir Penfro,  
Neuadd y Sir,  
HWLFFORDD,  
Sir Benfro SA61 1TP  
Ffôn 01437 776231

www.pembrokeshire.gov.uk

Mr Roger Chaffey  
Clerk - Social Justice and Regeneration Committee  
Welsh Assembly Government  
Cardiff Bay  
Cardiff  
CF99 1NA



Dear Mr Chaffey

**SUBMISSION TO SOCIAL JUSTICE AND REGENERATION COMMITTEE**

Thank you for your letter dated February 2006 requesting views on how democratic structures which will support the proposed single Welsh Police Force should operate. This Council considers this to be an important matter and we welcome the opportunity to contribute to the Social Justice and Regeneration Committee's deliberations.

Our response to the previous consultation by the Home Office emphasised that the process for merging Welsh Forces has been rushed and that information has been insufficient. The Home Secretary's proposals do not give us the confidence that the current standards of local police performance will be sustained or that existing resources / costs will be maintained. However, it is recognised that the timescale for making a submission to the Social Justice and Regeneration Committee is not of its own making. We would, therefore, like to preface the Council's response by highlighting, once again, the lack of time and information to make a fully considered response.

Effective and strong local democratic input into the governance of the Police Force is critical. Lobbying via the Welsh Local Government Association has been successful in persuading the Home Office to give each local authority representation on the proposed 33 member Welsh Police Authority. This is a minimum requirement to allow for proper democratic input to strategic decision making at the national level.

This Council also considers that any regional structures within the proposed all Wales Police Authority should group Pembrokeshire with other neighbouring authorities that have similar profiles of crime and disorder. We, therefore, propose that Pembrokeshire continues to be grouped with Carmarthenshire, Ceredigion and Powys. A regional structure that is based around South West Wales is less attractive as it will put authorities with very different crime profiles together.

This restructuring should, as a minimum, have no negative, detrimental effects on the low crime and high detection rates enjoyed in Pembrokeshire at present. Indeed it should be based on securing improvement. This can only be delivered if



effective powers are retained locally to reflect local circumstances and issues. We strongly support preserving the current co-terminous boundary of the Basic Command Unit (BCU) with the county boundary for Pembrokeshire. We support the proposals contained within Schedule 2 of the Police and Justice Bill on the basis that there is a "one-to-one" relationship between BCU and local authority across Wales. BCU's should retain the same degree of local autonomy from Force Headquarters that they currently enjoy. Much of the joint work between the Police and other public agencies, e.g. the Crime and Safety Partnership, depends on the BCU having the power to make decisions locally without reference to headquarters.

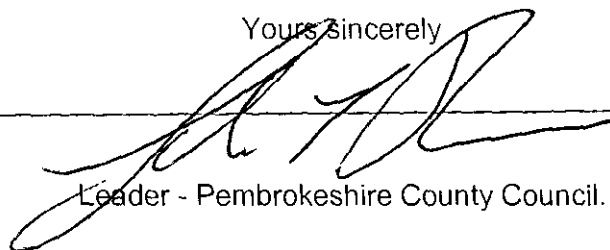
We also welcome the principles behind neighbourhood policing as this will have a positive impact, particularly on fear of crime. We look forward to seeing this initiative working effectively in rural as well as urban settings. It is still early on in the process but indications are that the process has gone well to date.

However, this initiative also appears to have the potential to transfer resources from predominantly rural BCU's to predominantly urban ones. Within BCU's there also appears to be a similar process taking place with rural areas likely to lose out to urban ones in terms of resources. This is strongly opposed.

In addition, Dyfed Powys Police Authority has raised the level of funding for sparsely populated areas. Whatever democratic structures are used for Police areas in future, we consider that there could be a fundamental problem with the overall level of additional funding for neighbourhood policing which will have a knock-on effect in rural areas.

Finally, consultation on local proposals for neighbourhood policing has been inadequate, almost to the point of being cursory, because the timescale is so tight. Communities within Pembrokeshire are unlikely to have any real say in how this county is sub-divided as local police have had insufficient time to consult at a local level including with this Council. This has a wider significance for us as these new neighbourhood divisions are expected to feed into local democratic structures directly, through the overview and scrutiny process. This example of a lack of joined up government will make it more difficult for the authorities to deliver on the *Making the Connections* agenda.

Yours sincerely



Leader - Pembrokeshire County Council.



NEC1017/3.



From the Office of the Chairman of the Board / Oddi wrth Swyddfa Cadeirydd y Bwrdd

*ack CF16/3*

Mr Roger Chaffey  
Clerk – Social Justice and Regeneration Committee  
National Assembly for Wales  
Cardiff Bay  
Cardiff  
CF99 1NA

County Hall  
Llandrindod Wells  
Powys  
LD1 5LG

7<sup>th</sup> March 2006

Dear Mr Chaffey,

**Restructuring of Constabulary – Democratic Structures**

Thank you for your letter inviting the Council to provide a written submission on the issues and options for regional and local accountability underpinning a single Welsh police force.

The prospect of a single force has naturally led to concerns over issues such as policing levels in the county and local accountability. The Council's Board believes that for these concerns to be addressed, it is crucial that there is fair representation on the Police Authority, with each local authority represented. The Council also feels that there should not be a presumption in favour of the Police headquarters or the Police Authority being based in Cardiff.

At a more local level, the Board would like to see a closer working relationship between the Council and the Basic Command Unit for the county. The Board suggests that an advisory committee, which would serve as a link between the police and the Council and on which the Council would be represented, should be established.

Yours sincerely,

(E. M. JONES)

Chairman of the Board

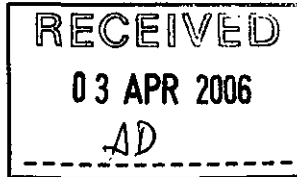
**Cyngor Sir Powys County Council**

Telephone/Ffôn: 01597 826369 ● Fax/Ffacs: 01597 826220 ● <http://www.powys.gov.uk>

The Council welcomes correspondence in Welsh or English / Mae'r Cyngor yn croesawu gohebiaeth yn y Gymraeg neu'r Saesneg

*File 03/04/06*

31<sup>st</sup> March, 2006



Legal and Democratic Services  
The Pavilions, Cambrian Park  
Clydach Vale, Tonypany CF40 2XX  
*Y Gwasanaeth Cyfreithiol a'r  
Gwasanaethau i'r Aelodau  
Y Pafiliynau, Parc y Cambrian  
Cwm Clydach, Tonypany CF40 2XX*

Mr. Roger Chaffey,  
Clerk - Social Justice and  
Regeneration Committee,  
National Assembly for Wales,  
Cardiff Bay,  
Cardiff. CF99 1NA

Tel/Ffôn: 01443 424105

Fax/Ffacs: 01443 424114

Dear Mr. Chaffey,

**SOCIAL JUSTICE AND REGENERATION COMMITTEE**  
**RESTRUCTURING OF CONSULTATION - DEMOCRATIC STRUCTURES**

I refer to your letter of 27<sup>th</sup> February and would respond as follows.

**Democratic Involvement**

It is obvious that the Local Communities would want to have a role in the scrutiny of the Police, which should be delivered via their elected representatives. This can be achieved in two ways (a) by the creation of a Police Authority for Wales on which Councils would elect representatives possibly on a consortium basis, and (b) by the creation of "watch" committees in each Basic Command Unit (local Authority) area to scrutinise and consider Community Policing Issues.

**Local Resilience Forums**

The Civil Contingencies Act 2004 created LRFs based on Police Authority Areas for the response to and planning for disasters that may befall our Communities. It would seem inappropriate to have one LRF for Wales and consideration will need to be given to placing Regulations before Parliament to create a greater number possibly following the precedent set for London and the Metropolitan Police Service.

It is also likely that scrutiny of such bodies would also be required with elected representatives receiving regular reports for comment via the "watch" committees.

Yours sincerely,

**Director of Legal and Democratic Services**

P. J. Lucas LL.B Solicitor  
County Borough Legal and Democratic Services Officer  
*Swyddog y Fwrdeistref Sirol dros Faterion Cyfreithiol a  
Gwasanaethau i'r Aelodau*



**RHONDDA CYNON TAF**



**SOUTH WALES FIRE & RESCUE  
AUTHORITY  
AWDURDOD TÂN AC ACHUB DE  
CYMRU**

Fire Service Headquarters/  
Pencadlys Gwasanaeth Tân  
Lanelay Hall  
Pontyclun CF72 9XA

Telephone/Ffôn: (01443) 232000  
Fax/Ffâcs: (01443) 232180

**Chairman/Cadeirydd : Derek Rees**

Roger Chaffey  
Clerk to the Social Justice & Regeneration Committee  
Welsh Assembly Government  
National Assembly for Wales  
Cardiff Bay  
CARDIFF  
CF99 1NA

Our Ref./Ein cyf: DR/JAG  
Your Ref./Eich cyf:

Date/Dyddiad: 31 March 2006

Please ask for/Gofynnwch am:

Dear Roger

**Proposed Restructure of Policing in Wales**

Thank you for including South Wales Fire Authority (SWFA) in the consultation on the proposed restructuring of Policing in Wales.

The proposals were considered by the Fire Authority at their meeting on Monday 27<sup>th</sup> March and this letter is their response to the consultation.

**1 Process of Review**

The SWFA consider that there has been insufficient time to fully consider the proposals and alternatives and public engagement in the debate has been reduced as a consequence. Further, the time frame for implementation is too restricted.

**2 Funding**

Experience has shown that underfunding of policing has been met by the precept on the local authorities and hence has affected the monies available for delivery of other essential local authority and emergency service functions.

Full funding of these proposals is therefore essential.

**3 Basic Command Units (BCU) and Community Policing**

The SWFA support devolvement of responsibility to local BCUs and the consequent reinforcement of community Policing. SWFA would want to see this element of Policing in Wales strengthened as part of the restructure.

**4 Governance**

SWFA believe that the re-structure of Policing in Wales offers the opportunity to retain local control of Policing via regional boards, to the elected representatives of the people. The Combined Fire Authority model in Wales is a tried and tested method of corporate governance which ensures that all those responsible for decisions are accountable to the public using existing democratic processes.

- 5 Community Safety Partnerships (CSPs) and Local Resilience Partnerships (LRPs)**  
CSPs have been structured on BCUs and have proved significant in driving forward collaboration and joint working across partner organisations. The success of these partnerships can be built on and the CSPs maintained and strengthened at BCU level.

Local Resilience Partnerships are the workhorse of resilience in Wales. Currently they are structured on Police Force boundaries and, whilst only 12 months old, they are already delivering against the priorities of the Civil Contingencies Act.

SWFA propose that as a consequence of restructuring Police Forces in Wales, the opportunity is taken to realign the LRPs to match the boundaries of the Fire and Rescue Services in Wales and the regional administrative areas of the Wales Ambulance Service. In the case of the SWFA and North Wales Fire Authority areas, this would align the LRP with the collaborative group of unitary authorities working towards making the connections.

**6 Fire Authorities in Wales**

It is clear that this review is purely a Policing review and that the level 2 Policing issues have no comparison in Fire and Rescue responsibilities. SWFA believe that any consideration for changes to existing Fire Authority boundaries or responsibilities on the back of restructuring Policing in Wales would be wholly inappropriate. This is particularly so given the recent changes that Fire and Rescue Services in Wales have undertaken since 1996 and the publication of the Wales Framework for Fire and Rescue Services, published less than 12 months ago.

Once again the SWFA would like to thank you for the opportunity to contribute to the consultation on the restructure of policing.

Yours sincerely



**Derek Rees  
Chairman  
South Wales Fire Authority**

Date/Dyddiad: 23<sup>rd</sup> February, 2006  
Ask for/Gofynwch am: Mr. J. Rees  
Telephone/Rhif ffôn: (01446) 709413  
Fax/Ffacs: (01446) 738779  
Your Ref/Eich Cyf:  
My Ref/Cyf: CEx/JER/MW  
e-mail/e-bost: JERees@valeofglamorgan.gov.uk

The Vale of Glamorgan Council  
Civic Offices, Holton Road, Barry CF63 4RU

Tel./Ffôn: (01446) 700111, DX 38553 Barry/Y Barri  
Textphone/FfônTestun: (01446) 741219

Cyngor Bro Morgannwg  
Swyddfeydd Dinesig, Heol Holton, Y Barri CF63 4RU

www.valeofglamorgan.gov.uk

VALE of GLAMORGAN



Rec'd 2+12/06  
ack 28/2  
CG

Mr. Roger Chaffey,  
Clerk - Social Justice and Regeneration  
Committee,  
National Assembly for Wales,  
Cardiff Bay,  
CARDIFF  
CF99 1NA

Dear Mr. Chaffey,

**SOCIAL JUSTICE AND REGENERATION COMMITTEE - RESTRUCTURING  
OF CONSTABULARY - DEMOCRATIC STRUCTURES**

I refer to the above subject matter and detail below Council Minute 668 which sets out this Council's stance in respect of the Home Secretary's proposals to restructure the four existing Police Forces in Wales into one All-Wales Strategic Force.

**"668 NOTICE OF MOTION -**

*The following Notice of Motion, standing in the names of Councillors C.P. Franks and B.I. Shaw, was discussed by the Council:*

*" Council notes that with inadequate public consultation the people of Wales are in danger of being obliged to accept the creation of a single Welsh Police Force that could seriously undermine the work of police officers. There is no evidence to indicate any level of support for this Government proposal. Already the Home Secretary and the part time Secretary of State for Wales have stated their preference that a single Wales police force be created regardless of the final views of police constables and the National Assembly.*

*The plans include one Commissioner as head of the new force who in the words of the Westminster government could tour around Wales by helicopter.*

*Council resolves that*

*The Westminster Home Secretary be urged that no steps should be taken to amalgamate Police Forces in Wales until powers for policing are devolved to the National Assembly and calls for these powers to be devolved without delay.*

Correspondence is welcomed in Welsh or English/Croesawir Gohebiaeth yn y Gymraeg neu yn Saesneg

John Maitland Evans, Chief Executive/Prif Weithredwr

*That this Council formally objects to the current plans to create one force.*

*Further, Council advises the Home Office that a meaningful consultation process should be undertaken and that the existing proposals should be abandoned."*

*Councillor Franks considered that, without proper public consultation, there to be a serious risk of being bounced into accepting the government's plan for a single police force that could cause an irreversible setback to effective policing. Referring to who had indicated this, he said it had been a former Chief Constable for a Welsh force and President of the Association of Chief Police Officers.*

*Councillor Franks considered the disgraceful interference of the part time Secretary of State for Wales and the fact that the Home Secretary had clearly pointed to a single force to be fundamentally undermining the consultation process.*

*He considered the reality to be that Wales was about to see one massive Police force for the whole of Wales. His experience had been that every reorganisation had meant years of expensive redundancies, usually followed by a massive bill for new Headquarters.*

*Referring to the Secretary of State for Wales having indicated that if the four Welsh forces were merged no new building would be required, Councillor Franks considered his claims were at odds with the reorganisation of the Welsh Development Agency. Councillor Franks felt there to be a risk of a bill of £20m. for prestigious new offices, with an overall cost of reorganisation estimated at £57m. He felt this would lead to to operational cuts and in increase in the police precept in south Wales of as much as 15%.*

*He questioned who would appoint the Commissioner and the senior management and how the influence of the local community would be maintained. In terms of local representation, a single Police Authority would be either unwieldy or unrepresentative.*

*Councillor Franks felt there to be a risk of resources being drained from the He looked forward to hearing the views of members but especially those of the Labour group.*

*In seconding the motion, Councillor Shaw referred to Wales being a vast country and to his hope that a single Police Force did not materialise. He considered that modernisation would be likely to mean job cuts.*

*Councillor Readman referred to the presentation earlier in the day from the South Wales Police Authority which had covered several options and to the consultation process still being underway.*

*Councillor N. Moore considered that the Council could not be expected to give serious consideration to the motion submitted. He considered certain powers (including Police) should not be devolved to the Welsh Assembly Government. He felt that the outcome of the exercise was not inevitable and that an All-Wales police force would be disastrous.*

*Councillor Moore alluded to the South Wales Police Authority indicating that responses to the consultation exercise were still being considered and he urged all Members to submit responses to the consultation. He felt that the Council should indicate it was not in favour of a single force. He alluded to a number of Members having referred at the earlier presentation to the possibility of some form of strategic provision being necessary for protective services. He further indicated that he did not consider the option of two forces to be viable and to his personal preference being for a retention of the status quo. This, he felt, would maintain local public confidence and accountability. He felt that the Home Secretary should reconsider the matter and include consideration of the Welsh dimension.*

*Councillor Curtis considered there to be arguments on both sides and accepted that a strategic approach could result in improved services with regard to certain types of crimes. He had not heard a sufficient case to support a move from the status quo.*

*Councillor A.J. Williams referred to the SWPA presentation as having been informative and well balanced and also referred to the fact that submissions were still invited from SWPA.*

*The Leader referred to the Notice of Motion as providing an opportunity to discuss the issues in terms of how local communities would be affected. He was not in favour of the devolution of responsibility for the police to the Welsh Assembly Government and did not feel that WAG, or other interested bodies, should be afforded any suggestion that an All-Wales option was the Council's preferred option.*

*Accepting Police provision was generally good, he acknowledged difficulties in areas such as community policing and to the need to maintain a local Member involvement in the community policing process.*

*The Leader referred to the current ability of the scrutiny process to consider police issues as being likely to be diluted in the event of a single force being created. He also alluded to existing examples of efficient cross-border working. It appeared that the Home Secretary might well have considered the size of certain Welsh police forces to be small by comparison to England. However, the Leader referred to the significant proportion of the Welsh population which was based in South East Wales. The Vale of Glamorgan needed to maintain a police force, and a Police Authority, which were accountable to its residents. He considered there to be possible merit in consideration being given to a South Wales/Gwent Forces merger.*

*The Leader expressed concern regarding the reference by SWPA at its presentation to the Association of Chief Police Officers (Wales) considered approach. Cost effectiveness, whilst important, should not be the only factor*

considered. The view of the Leader was that overall effectiveness and accountability were more important factors. He alluded to the expressed opinion of some Chief Constables and to a letter issued by the Home Secretary regarding preference for an All-Wales force. He was concerned that national consideration appeared to be based around regional/sub regional considerations without consideration issues such as transport and travel implications.

The Leader felt that the Council should submit representations opposing an All-Wales force, expressing a preference for the status quo, referring to possible merits of a South Wales/Gwent forces merger and raising issues regarding the nature of the consultation process.

Councillor N. Moore requested that any amendment moved include reference to protective services.

Councillor Franks referred to the matter as not being dealt with on a United Kingdom basis, but only in respect of England and Wales. He referred to WAG being responsible for £144m. of police funding and to the benefits of the current means of local authority representation on the South Wales Police Authority.

In the light of the above, the Leader moved the following amendment to the Notice of Motion:

- (1) That the Council notes with concern the speed at which the consultation process has taken place.
- (2) That the Council is totally opposed to an All-Wales force which it considers is not in the best interests of Vale of Glamorgan residents.
- (3) That the Council seeks the retention of the South Wales Police Force.
- (4) That the Council would consider, if it was felt expedient, a merger of the South Wales and Gwent Police forces.
- (5) That the Council accepts that there may be a case for collaborative working on protective services.

Upon being put to the vote, the amendment was carried unanimously."

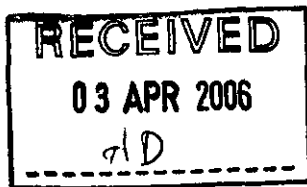
Should you have any queries in respect of the above matter, please do not hesitate to contact me on the above telephone number.

Yours sincerely,

  
John Maitland Evans  
for Chief Executive



Acc 05/04/06



BWRDD YR IAITH  
GYMRAEG • WELSH  
LANGUAGE BOARD

31 Mawrth 2006

Roger Chaffey  
Clerc – Y Pwyllgor Cyfiawnder Cymdeithasol ac Adfywio  
Cynulliad Cenedlaethol Cymru  
Bae Caerdydd  
Caerdydd  
CF99 1NA

### Ailstrwythuro'r Heddlu

Annwyl Roger

Diolch i chi am y gwahoddiad i ddarparu gwybodaeth pellach i'r Pwyllgor yn amlinellu ein barn fel sefydliad ar y broses o adolygu trefniant strwythurol y gwasanaeth heddlu yng Nghymru gan roi sylw penodol y tro hwn i atebolwydd rhanbarthol a lleol.

Mae ein argymhellion wedi eu seilio ar yr hyn a wyddom ynghylch strwythur a threfniadaeth presennol y pedwar llu yng Nghymru gan adeiladu ar y drefn atebolwydd er sicrhau cysondeb yn amrediad a safon gwasanaethau Gymraeg i'r cyhoedd led led y wlad.

Yn gyfredol y mae gan y pedwar Awdurdod gynllun iaith Gymraeg statudol. O fewn y lluoedd unigol gweithredir amserlen o welliannau penodol i ddarpariaeth cyfrwng Gymraeg y sefydliadau. Yn ystod y flwyddyn diwethaf sefydlwyd gweithgor cenedlaethol ar gyfer swyddogion iaith yr Heddluoedd yng Nghymru er mwyn meddu gorolwg dros ddarpariaeth Gymraeg a safoni rhai agweddau o'r gwaith yn y maes. Mae'r un yn wir ar y lefel uchaf o fewn y lluoedd lle ceir un Prif Gwnstabl yn ysgwyddo cyfrifoldeb polisi dros faterion ieithyddol ar ran yr heddluoedd Cymru o fewn WACPO.

Argymhellwn y dylid sefydlu patrwm tebyg ar gyfer Awdurdodau'r Heddlu drwy fod un Aelod yn cario portffolio penodol dros y Gymraeg ac yn lladmerydd ar faterion ieithyddol dros heddluoedd Cymru gyfan - ystyriaethau polisi megis plismona lleol yn ogystal â sicrhau fod gofynion ieithyddol Cymru yn cael eu diwallu pan y'u darperir gan rai o'r adrannau neu asiantaethau Prydeinig.

Yn rhanbarthol, fel yn achos y gweithgor swyddogion, argymhellwn y dylai Aelodau penodol fod yn lladmeryddion iaith dros eu rhanbarthau.

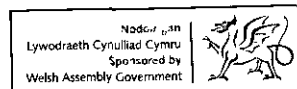
Rydym o'r farn y byddai yn fanteisiol pe byddai Aelodau rhanbarthol a'r Aelod cenedlaethol yn cwrdd yn rheolaidd o dan Gadeiryddiaeth un o brif swyddogion y llu strategol newydd ar ffurf Panel Iaith. Nodwyd yn ein ymateb i'r ymgynghoriad blaenorol ar ailstrwythuro heddluoedd y dylai

“....strwythur yr heddluoedd yn y dyfodol gynnig pob cyfle posib i uwch swyddogion o fewn sefydliadau newydd i feddu ar ddeallwriaeth o'r iaith Gymraeg”.

Bwrdd yr Iaith Gymraeg  
Llawr 1af, Yr Hen Argraffdy  
Ffordd Santes Helen  
Caernarfon LL55 2YD  
post@bwrdd-yr-iaith.org.uk  
www.bwrdd-yr-iaith.org.uk

Welsh Language Board  
1st Floor, Yr Hen Argraffdy  
St Helen's Road  
Caernarfon LL55 2YD  
post@welsh-language-board.org.uk  
www.welsh-language-board.org.uk

T +44 (0)1286 684 700  
Ff +44 (0)1286 684 701  
Cadeirydd\_Chair Meri Huws  
Prif Weithredwr\_Chief Executive  
Meirion Prys Jones  
Swyddfeydd eraill\_Other offices  
Caerdydd\_Cardiff, Caerfyrddin\_Carmarthen





BWRDD YR IAITH  
GYMRAEG • WELSH  
LANGUAGE BOARD

Yn unol â hynny, dylid sicrhau bod yr Uwch Swyddog fydd yn cadeirio'r Panel Iaith yn medru hwyluso trafodaeth yn yr iaith Gymraeg.

Byddai sefydlu Panel Iaith fel hyn yn hwyluso, hyrwyddo a monitro gweithrediad eu polisïau iaith ac yn fodd o wneud penderfyniadau polisi ar y cyd. Byddai strwythur democrataidd o'r fath yn sicrhau arbenigedd a chyfeiriad clir ynghyd â buddsoddiad priodol yn y manau cywir. Awgrymwn y byddai cyfundrefn o'r fath yn abl i sicrhau fod gwasanaethau sy'n helaeth ddibynnol ar iaith yn cael eu lleoli yn y manau cywir e.e. canolfannau galwadau brys lle fo gofyn i'r holl staff ddirnad lleoliadau Cymraeg yn gyflym wrth dderbyn galwadau yn cael eu lleoli mewn ardaloedd lle ceir pwll digonol o unigolion dwyieithog i ymgymryd â'r gwaith.

Mater arall o ran sicrhau atebolrwydd yw perthynas y gyfundrefn ddemocrataidd yng Nghymru gydag adrannau ac asiantaethau Prydeinig. e.e. Mae'r Swyddfa Gartref yn darparu deunyddiau a chanllawiau i heddluoedd yng Nghymru, mae PITO'n darparu meddalwedd i heddluoedd, mae Arolygiaeth Heddluoedd Ei Mawrhydi yn arolygu perfformiad heddluoedd yng Nghymru ac mae CENTREX yn gweinyddu prosesau recriwtio heddluoedd yng Nghymru. Hyd yma mae'r holl gyrff canolog hyn wedi anwybyddu'r iaith i raddau helaeth wrth ddylanwadu ar waith heddluoedd, o ganlyniad nid oes meddalwedd Cymraeg ar gael i hwyluso darpariaeth gwasanaethau Cymraeg, nid yw'r Arolygiaeth yn monitro safon gwasanaethau Cymraeg yr heddluoedd ac ni roddir ystyriaeth i'r iaith wrth recriwtio i'r heddluoedd yng Nghymru. Yn sgil dylanwad y cyrff hyn, mae gallu heddluoedd yng Nghymru i gynnig safon uchel o wasanaeth 'lleol', sy'n gweddu amrywiaeth ieithyddol cymunedau yng Nghymru, wedi ei gyfyngu.

Awgrymwn y dylai trefniadau democrataidd newydd ganiatáu mewnbyn i waith yr asiantaethau hyn a llywio eu gwaith yng Nghymru mewn modd sy'n gweddu'n well i'r rhai hynny sydd am dderbyn gwasanaethau Cymraeg.

Ategwn, fel yn ein tystiolaeth wreiddiol i'r Pwyllgor, y dylai swyddog penodol fod a rhan flaenllaw mewn unrhyw drefniadau newydd all gael effaith ar wasanaethau cyfrwng y Gymraeg. Y mae'r Bwrdd hefyd yn barod iawn i gynorthwyo yn ôl y galw.

Yn gywir

Gwenith Price  
**Arweinydd Uned Llywodraeth Leol a Chyfiawnder**

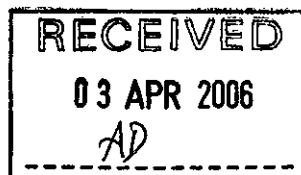
File 3/210

**Councillor Aled Rhys Roberts**

Leader of the Council

**Y Cynghorydd Aled Rhys Roberts**

Arweinydd y Cyngor



ARR/AMP  
29 March 2006

Mr Roger Chaffey  
Clerk  
Social Justice and Regeneration Committee  
The National Assembly for Wales  
Cardiff Bay  
Cardiff CF99 1NA

Dear Mr Chaffey

**Social Justice and Regeneration Committee**  
**Restructuring of Constabulary – Democratic Structures**

Thank you for your recent letter, inviting Wrexham Council to comment on the Home Secretary's proposals to establish an All Wales Police Force. We understand the reasons for the short timescale for responses. Unfortunately, despite the significance and complexity of the Home Secretary's proposals, tight deadlines, unrealistic timetables for change and inadequate periods for consultation have been common and disappointing traits of this whole initiative.

From the outset, I must make clear that this Council's position is to support the North Wales Police Authority in opposing the proposed merger and to secure the retention of a North Wales Police Force. Our key concerns are set out below. I am sure your Committee and Assembly will give them serious consideration.

**1. Finance**

**Costs of Restructure**

- The government has set aside police capital funding of £50 million in 2006/07 and £75 million in 2007/08 to support forces in England and Wales through the restructure. The capital nature of the funding will prevent its use for redundancy or other payroll expenditure.
- The Home Office document (03.03.2006), states that the projected costs of amalgamating the four forces in Wales will be in the region of £27million and estimates an annual saving (from year 5) of around £16 million.
- The Home Office has not given an explanation as to how their financial case has been arrived at and have stated they will not make this available until at least mid – late April. However, Police Authorities in Wales undertook work on the finances in October/November and submitted their results to the Home Office. Their report, which has been independently found to be robust and credible, projected an actual set up cost for Wales of £77million with an annual running



cost of £44 million. To date the Home Office has not responded to this submission.

- We trust the Assembly will be keen to examine the detail of the Home Office's financial case when it is finally released. If, as is feared, it is significantly flawed - underestimating the set up costs and overly optimistic in terms of annual savings, then this needs to be exposed and addressed. If this imposed merger goes ahead then the government must be persuaded to set aside realistic levels of capital and revenue funding. Otherwise the shortfalls created will place serious and long-term pressure on the council tax payers of Wales. Alternatively, severe cuts in police services to achieve savings would, far from striving to achieve a service that is 'fit for purpose in the 21<sup>st</sup> Century', trigger a backward step with serious consequences for the people and communities of Wales.

#### Precept

- We understand that a new strategic police authority in Wales would set a single precept level. Over many years the Council has supported the North Wales Police Authority's position to increase the precept level in order to invest in improving our local services. The result of this investment has enabled increased resources in terms of Officer levels, IT, technology and other support services, all contributing to the forces impressive performance in crime reduction. We have been pleased that this 'you get what you pay for' approach to policing has proven its success. However, we understand that all police authorities and forces in Wales have not enjoyed similar investment from precept. To bring South Wales up to the current North Wales IT levels would require significant investment. We understand that in comparison with North Wales, the police precept levels in the South are up to £40 - 50 less.
- We are aware that the Home Office recognises the disparity of precept levels between forces. It is acknowledged that to move to a single equalised precept in a new authority would lead to reductions in some areas and increases, (sometimes sharp increases) in others. They propose a transition period, whereby those forces needing to increase the level of precept from the current level would be able to phase the increase over a number of years. This would mean that for a period of time (probably three years), council tax payers in North Wales could be paying a higher level of precept than those in South Wales. We trust that you will support our view that this is clearly not democratically acceptable. We also strongly oppose the inherent implications of a single equalised precept that will act to prevent the people of North Wales choosing to enhance their investment in local policing. We believe that this local choice to invest is to be commended and should be protected. Failing to do so, will only lead to a decline in the current level of policing in North Wales.

#### Police funding formula

- The Home Office propose to review the police funding formula for 2008/09 when the new strategic forces will be in place. The proposed All Wales Force will have a composition of 87% rural and 13% urban within 7,999 square miles. As individual forces with high urban composition, South Wales and Gwent currently receive an additional allocation on their Police Grant. However, this will not be available to an All Wales Force. Equally, the rurality issue is an important one

and will be even more so for an All Wales Force. However, rurality will be considered alongside other factors and against strong challenges from English forces. The Home Office have stated (Police Force Restructuring – Funding FAQs) that they intend to engage with the police community to develop the most equitable way of allocating police general grant to take account of changed circumstances. There are real risks that unless strong arguments are put, Wales will suffer from a reduced allocation from the general police grant.

## **2. Police Authority**

- The proposed All Wales Police Authority of 43 going to 33 members is a major challenge complicated by the geography and road infrastructure of Wales. The Home Office document on the amalgamation refers to these difficulties but chooses to underplay them by suggesting the benefits of the single force option will outweigh these disadvantages. We sincerely hope that meeting arrangements will reflect the spread of members from throughout the Principality. In practical terms the options are limited to predominantly Cardiff based, a Mid Wales location - of equal inconvenience to the majority or else a rotating location. We note the Home Office's suggestion (Police Force Restructuring – Governance & Accountability FAQs) that within a new strategic force, the Police Authority and Chief Constable may designate an ACC to specific geographic responsibilities. Perhaps there are opportunities to distinguish between national and regional business that could be reflected in the organisation of All Wales and regional meetings. We would hope that you will advocate to the Home Office the need for detailed consultation on this issue to enhance democratic representation.
- We believe these difficulties will be exacerbated by the undue haste of the Home Office proposals. The Home Office requires Tier 1 areas to establish a new police authority by 1<sup>st</sup> September 2006 and the creation of a new force, complete with policing plan and 2007/08 budget by April 2007. We are seriously concerned about the risks of acting in this haste. Organisational risks and the potential costs on performance affecting staff, authority members and the broader community in Wales. We would hope the Assembly will seek answers on the serious issue of risk assessment of the proposed merger with the Home Office. I am sure the Assembly will take their responsibilities for protecting and supporting the people and communities of Wales seriously.

## **3. Police Services**

- The Home Office state that the principal benefit of restructuring will be the creation of a higher level capacity for delivering specialist protective services. Disappointingly, they give no detail on how this will work operationally. Their identification of 'specialist teams require a critical mass of police officer numbers in order to be operationally effective' does not sit well with a force spread over the size and geography of Wales.
- The assessment of protective services was critical of the limited proactive capacity across the range of the seven protective services in Dyfed-Powys, Gwent and North Wales. The only exception was North Wales with their proactive approach to roads policing. South Wales Police were able to demonstrate more than limited

or significant proactivity in: Serious and Organised Crime; Critical Incidents; Civil Contingencies; Public Order; and Roads Policing. It is worrying that the only reference to operational arrangements put forward by the Home Office focuses on 'the inclusion of South Wales Police particularly provides the opportunity to significantly increase the capability and expertise across the whole country'. This, together with their suggestion that potential savings could be achieved through 'the utilisation of existing resources to cover a greater area' should be of concern to the whole of Wales and not least the Assembly. While we appreciate that more detailed plans would be the responsibility of the new Authority and the Chief Constable, the distinct lack of detail and in depth thinking on organisational options/risks unfortunately reflects the pace of change.

- The role of communities and strengths of neighbourhood policing are referred to in the amalgamation document. There does appear to be some tension between the merger proposals and some of the references actually contained in the report. These include:

- "It is the communities that defeat terrorism, not the police" (Sir Ian Blair).
- "Local forces with their links to local communities should be providing the majority of our intelligence" (White Paper).

We do have serious concerns as to how the increased financial challenges and the intention to set up specialist teams will not impact negatively on the neighbourhood policing in our area.

- In our view, the desired improvements in policing, including those related to protective services, would be more effectively achieved through greater co-operation and collaboration between existing forces. We do not believe that this approach has been fully considered. We were very interested to learn the details of a leaked Whitehall study dating back to 2004 (reported in the Telegraph 20.3.06) which also came to this conclusion. The reports view on restructuring is very revealing: "Evidence from other sectors suggests that mergers can be a costly, protracted exercise who does not always deliver expected benefits and inevitably causes distraction for management and staff. We trust the Assembly will support the efforts to challenge the Home Secretary on the nature and pace of the changes proposed to ensure the interests of the people of Wales are best served.

Yours sincerely



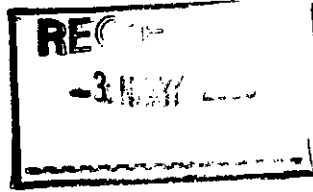
Councillor Aled Rhys Roberts  
Leader of the Council



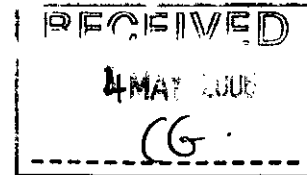
**Gwasanaeth Tân ac Achub  
Fire and Rescue Service**

Simon A Smith  
Prif Swyddog Tân / Chief Fire Officer

2 May 2006



Roger Chaffey  
Clerk - Social Justice and Regeneration Committee  
Cardiff Bay  
Cardiff  
CF99 1NA



*Dear Roger,*

**Social Justice and Regeneration Committee  
Restructuring of Constabulary - Democratic Structures**

I refer to your letter concerning the above received on the 20<sup>th</sup> February 2006. In response I would make the following comments.

The co-terminous boundaries which are currently enjoyed by North Wales Fire and Rescue Service (NWFRS) and North Wales Police (NWP) have contributed to the effectiveness of a number of collaboration ventures between the services. These have produced innovation and efficiency through collaboration. A prime example of this would be the development of a tri-service estates management project, which (as the name implies) have ambulance service involvement.

The Fire and Rescue Authority would not wish to see the effectiveness and operational benefits from large scale collaborative projects currently underway being reduced or removed by police restructure. There have also been local initiatives such as the Community Safety Partnerships which have proven records of success. Efficiencies from existing collaboration should remain, ensuring the continued individual successes that North Wales currently has.

NWFRA's view is that local working groups, such as the Crime and Disorder Act and Civil Contingencies working groups would need to have the autonomy and budget in which to be able to deliver the initiatives needed at the local level with the minimum of delay. We currently have an excellent relationship with the Chief Constable of NWP which ensures that actions needed occur without delay. Any future structure would need to have this level of collaborative working included.

NWFRA thinks that the Bilingual language issues across Wales will need to be taken into account, especially as these vary from North to South. There are currently a number of posts throughout NWP which have the benefit of bilingual linguistic skills; we would not wish to see the loss or reduction of these. NWP are innovative in moving ahead with bilingual issues and we would expect the same.

Political accountability should be a composition of elected members, lay members and magistrates, which is equally spread across the authorities of Wales. This will ensure that all areas of Wales have a recognised voice and informed view of varied local needs. The inclusion of lay members and magistrates brings with it an expertise in a range of areas, and would provide a natural system of scrutiny within the new structure.

Officer accountability with any structure should be to a regional panel comprising members of the authority, local to that area. The officers should have autonomy for operational issues including Resilience, CDA partnerships, Gold command (strategic level) with associated budgets and also budgets to ensure the local delivery of partnership initiatives.

Closer working partnerships should be encouraged regardless of any boundaries proposed by the Beecham report. Operational and Tactical partnerships should not be affected following any change in structure.

Yours sincerely

A handwritten signature in black ink, appearing to read 'S.A. Smith', with a large, sweeping flourish extending from the end of the signature.

Simon A Smith  
**CHIEF FIRE OFFICER**





**SOUTH WALES FIRE & RESCUE  
AUTHORITY**  
**AWDURDOD TÂN AC ACHUB DE  
CYMRU**

Fire Service Headquarters/  
Pencadlys Gwasanaeth Tân  
Lanelay Hall  
Pontyclun CF72 9XA

Telephone/Ffôn: (01443) 232000  
Fax/Ffâcs: (01443) 232180

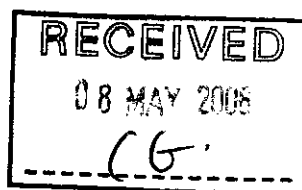
**Chairman/Cadeirydd : Derek Rees**

Roger Chaffey  
Clerk to the Social Justice & Regeneration Committee  
Welsh Assembly Government  
National Assembly for Wales  
Cardiff Bay  
CARDIFF  
CF99 1NA

Our Ref:/Ein cyf: DR/JAG  
Your Ref/Eich cyf:

Date/Dyddiad: 31 March 2006

Please ask for/Gofynnwch am:



Dear Roger

**Proposed Restructure of Policing in Wales**

Thank you for including South Wales Fire Authority (SWFA) in the consultation on the proposed restructuring of Policing in Wales.

The proposals were considered by the Fire Authority at their meeting on Monday 27<sup>th</sup> March and this letter is their response to the consultation.

**1 Process of Review**

The SWFA consider that there has been insufficient time to fully consider the proposals and alternatives and public engagement in the debate has been reduced as a consequence. Further, the time frame for implementation is too restricted.

**2 Funding**

Experience has shown that underfunding of policing has been met by the precept on the local authorities and hence has affected the monies available for delivery of other essential local authority and emergency service functions. Full funding of these proposals is therefore essential.

**3 Basic Command Units (BCU) and Community Policing**

The SWFA support devolvement of responsibility to local BCUs and the consequent reinforcement of community Policing. SWFA would want to see this element of Policing in Wales strengthened as part of the restructure.

**4 Governance**

SWFA believe that the re-structure of Policing in Wales offers the opportunity to retain local control of Policing via regional boards, to the elected representatives of the people. The Combined Fire Authority model in Wales is a tried and tested method of corporate governance which ensures that all those responsible for decisions are accountable to the public using existing democratic processes.

**5 Community Safety Partnerships (CSPs) and Local Resilience Partnerships (LRPs)**  
CSPs have been structured on BCUs and have proved significant in driving forward collaboration and joint working across partner organisations. The success of these partnerships can be built on and the CSPs maintained and strengthened at BCU level.

Local Resilience Partnerships are the workhorse of resilience in Wales. Currently they are structured on Police Force boundaries and, whilst only 12 months old, they are already delivering against the priorities of the Civil Contingencies Act.

SWFA propose that as a consequence of restructuring Police Forces in Wales, the opportunity is taken to realign the LRPs to match the boundaries of the Fire and Rescue Services in Wales and the regional administrative areas of the Wales Ambulance Service. In the case of the SWFA and North Wales Fire Authority areas, this would align the LRP with the collaborative group of unitary authorities working towards making the connections.

**6 Fire Authorities in Wales**

It is clear that this review is purely a Policing review and that the level 2 Policing issues have no comparison in Fire and Rescue responsibilities. SWFA believe that any consideration for changes to existing Fire Authority boundaries or responsibilities on the back of restructuring Policing in Wales would be wholly inappropriate. This is particularly so given the recent changes that Fire and Rescue Services in Wales have undertaken since 1996 and the publication of the Wales Framework for Fire and Rescue Services, published less than 12 months ago.

Once again the SWFA would like to thank you for the opportunity to contribute to the consultation on the restructure of policing.

Yours sincerely

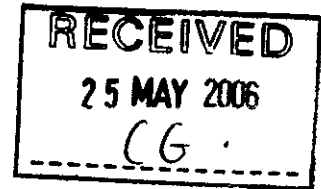
*Derek Rees*

**Derek Rees  
Chairman  
South Wales Fire Authority**

Together  
Creating  
Communities



Trefnu  
Cymunedol  
Cymru



Janice Gregory AM  
Chair of the Social Justice and Regeneration Committee  
National Assembly for Wales  
Cardiff Bay  
Cardiff

19<sup>th</sup> May 2006

Dear Mrs Gregory

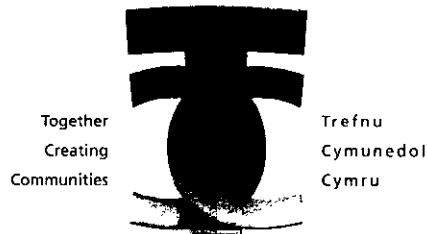
**Re: Proposals to merge Welsh Police Forces**

Further to my letter of 8<sup>th</sup> November 2005 TCC is still very concerned about the proposed police mergers. We see the appointment of a new Home Secretary as an opportunity to halt the process. On behalf of TCC I have written to Dr Reid and also to the Secretary of State for Wales, Peter Hain asking each of them to reconsider the position. For your information I am enclosing extracts from a paper produced by TCC on the matter, that I sent to them.

On behalf of TCC I am asking you to contact Dr Reid and ask him to halt the process.

Yours sincerely

Christine Pilsbury  
Senior Organiser of TCC



## Extracts from **A response to proposals for restructuring the police forces of England & Wales**

This paper is written on behalf of TCC (Trefnu Cymunedol Cymru / Together Creating Communities) which has been working in partnership with Wrexham Police and Community Consultative Group, North Wales Police Authority and North Wales Police for 10 years.

The paper is a response to the Home Office proposals to restructure the police forces of England and Wales in the light of "Closing the Gap", the review of 'fitness for purpose' of the current structure of policing in England and Wales by HM Inspector of Constabulary published on 16<sup>th</sup> September.

This paper also takes account of the responses to the Home Office proposals by:

- The police forces of Wales
- The police authorities of Wales
- The Welsh Local Government Association
- the recent Dimbleby lecture by Sir Ian Blair (Metropolitan Commissioner of Police)

### **TCC (Trefnu Cymunedol Cymru / Together Creating Communities)**

TCC is a broad based coalition of 30 faith groups and community organisations in North East Wales dedicated to community empowerment, participation in civic life, and progress through informed dialogue. As a consequence of this work, TCC has worked with a number of local, regional and statutory agencies at local, regional and national level. Local issues have included strategies for long term waste management. National issues have included access to banking. International issues have included the establishment of fair trade coalitions including statutory partners across North Wales.

### **Wrexham PCCG (Police and Community Consultative Group)**

From 1995 onwards TCC worked hard to establish Police and Community Consultative Groups across North Wales and in Wrexham in particular, despite initial suspicion from senior police officers. Wrexham PCCG has now developed an advanced level of partnership and co-operation which is regarded as a model from which others may learn. It is attended by representatives of nearly every community council in the borough, the Community Safety Partnership, a range of voluntary organisations and residents' groups, representatives of migrant workers and disabled groups, and is open to members of the public. The usual attendance at quarterly meetings is 40-50 people. TCC continues to be a key player in planning and developing the programme and partnership.....

### **North Wales issues**

North Wales is caught between issues of national identity, which point to an All-Wales solution and issues of operational effectiveness and geography which point to cross boundary solutions. In our view the responses of the WLGA, Welsh Police Forces and Welsh Police Authorities have emphasised Welsh national identity at the expense of practical, operational effectiveness.

It appears that Welsh police forces are being strongly coerced towards an amalgamation of Welsh forces. In any all Wales consultation, as is obvious from the responses of the combined Welsh Police Forces, WLGA and Combined Police Authorities, North Wales concerns are likely to be noted and then dismissed or outvoted.

North Wales has made significant strides in local policing and crime reduction in the past 4 years and this success would appear likely to be jeopardised by most of the proposed re-organisation models.

There are significant geographical issues for N. Wales (PA28) The obvious obstacle to operational efficiency would be mountainous terrain. It takes longer to travel from Wrexham to Milford Haven than it does from Wrexham to London.

If there were to be a major incident in Wrexham, logistical support would have to be drawn from Cheshire, Liverpool and Manchester. South Wales reinforcements would be lucky to arrive within 24 hours.

If North Wales is involved in criminality of the magnitude and type which appears to concern the Home Secretary, it is unlikely that the criminals will have travelled by road from Llandrindod Wells or Cardiff. Movements are much more likely to come via the motorway network from England, the airports at Manchester and Liverpool or via Holyhead. In this, we have common cause with South Wales whose threats are most likely via the M4 and Fishguard. Courts and prisons with which North Wales has most dealing are situated in North West England.

We have heard evidence from emergency service call centre operatives of the difficulties they have encountered with previous centralisation of support services (often referred to as economics of scale) and fear the further stretching of communication chains will only increase these difficulties.

The success of policing in North Wales over the past four years has been based upon the willingness of the North Wales public to pay a higher level of council tax for policing (PA36) and the determination of the Chief Constable and the North Wales Police Authority to ensure high quality community policing. As other areas of Wales have not shown the same commitment, we must assume that these achievements would be diluted by the proposed restructuring as North Wales representatives would be outnumbered and our Chief Constable might be 120 miles away across the mountains.

Nor is the success of North Wales policing unrelated to terrorism and threats from international crime. Local communities which have strong relationships with local police are far less likely to provide seedbeds for terrorists or places for anonymous criminals to hide.

### **Democratic Accountability and Funding**

In the papers we have reviewed there is insufficient discussion of issues of democratic accountability and funding. (PA34, WLGA 35) An all-Wales force might conceivably have only one representative from each of the 22 unitary authorities. This seems a long way from Sir Ian Blair's argument that "answerability ... needs strengthening, democratising and making more transparent."

If such a force continued to be funded via a precept on local Council Tax, there is no way in which local people could reasonably be seen to have an influence on the level of funding. It would be a poll tax by any other name. If police forces are to be nationally directed, should they not be supported by national taxation?

Over the past 5 years the public have consistently supported a higher police precept in North Wales than in other Welsh Police Authority areas and have reaped the benefits in the achievements of the police in lowering crime rates locally and police-public relations at the local level. Achievements in reducing anti-social behaviour, the public's principal concern, have been significant. The effect of merger is certain to result in an averaging of precepts and consequently a lowering of funding in North Wales.

This has already been anticipated by the Welsh Assembly Government capping our precept this year.

### **Conclusion**

If a greater level of co-operation is required for certain levels and types of crime, this is most likely to be achieved in North Wales by cross border co-operation with Cheshire and Merseyside. It is difficult to see what extra capability a South Wales linkage would add to policing in North Wales and equally difficult to see what extra capability North Wales Police would offer to an all Wales force.

TCC, the Wrexham PCCG and the communities it represents is as deeply concerned as the Home Secretary about the new challenges to our liberties and the stability of the state. These are not likely to be addressed by measures driven through in haste which ignore the critical importance of geography, local relationships and a police force based on partnership with the public.

Mike Harrison

on behalf of TCC

30<sup>th</sup> April 2006.

10 May 2006

Roger Chaffey  
Clerk – Social Justice and Regeneration Committee  
National Assembly for Wales  
Cardiff Bay  
Cardiff  
CF99 1NA

### **Restructuring the Constabulary**

Dear Roger

Thank you for the invitation to provide further information to the Committee, outlining our opinion as an organisation on the process of reviewing the structural arrangements for the police services in Wales, focusing specifically on this occasion on regional and local accountability.

Our recommendations are based on our knowledge of the current structure and formation of the four Welsh forces, building on the accountability arrangements to ensure consistency in the range and standard of Welsh language services provided to the public throughout Wales.

Currently, all four Authorities have a statutory Welsh language scheme. Within the individual forces a schedule of specific improvements to the organisation's Welsh medium provision is implemented. During the past year a national working group of Police Welsh language officers in Wales has been established to oversee the Welsh language provision and to standardize some aspects of work in this field. The same is true on the highest level within the forces where one Chief Constable has overall responsibility for language policy issues on behalf of the Welsh police forces within WACPO.

We recommend that a similar model should be established for the Police Authorities where one Member holds a specific portfolio for the Welsh Language and is the spokesperson for language issues for all the forces in Wales – encompassing policy considerations, such as local policing and ensuring that language requirements in Wales are met where services are provided by British departments and agencies.

On a regional basis, as in the case of the working group of officers, we recommend that specific Members should be language spokespeople for their own regions.

We believe that it would be beneficial if regional Members and the national Member met on a regular basis to form a Language Panel, chaired by one of the chief officers of the new strategic force. In our response to the previous consultation on the restructuring of the constabulary it was stated that

"...the future structure of the police forces should offer senior officers within the new organisations every possible opportunity to acquire an understanding of the Welsh language".

In accordance with this, it should be ensured that the Senior Officer chairing the Language Panel is able to facilitate a discussion through the medium of Welsh.

Establishing such a Language Panel would facilitate, promote and monitor the implementation of their language policies and would be a means of making joint policy decisions. A democratic structure such as this would provide expertise and clear direction as well as securing appropriate investment in the right places. We suggest that such a system would ensure that services that are largely dependent upon language are appropriately located e.g emergency call centres, where it is necessary for all staff to understand Welsh place-names quickly when taking the calls, should be located in areas where there is a sufficient pool of bilingual individuals to undertake the work.

Another issue in terms of ensuring accountability is the relationship of the democratic system in Wales with British departments and agencies e.g the Home Office provides material and guidelines to the police in Wales, PITO provides the forces with software, and HM's Police Inspectorate monitor the performance of the police in Wales and CENTREX administers the Police recruitment processes in Wales. So far all these central bodies have largely been oblivious to the language in influencing the work of the Police; as a result no Welsh language software is available to facilitate the provision of Welsh language services, the Inspectorate does not monitor the standards of the Welsh language services provided by the forces, and consideration is not given to the language when recruiting to the police in Wales. Given the influence of these bodies, the capacity of the police in Wales to deliver a 'local' high quality service, which suits the linguistic diversity of communities in Wales, is limited.

We suggest that new democratic arrangements should allow input into the work of these agencies, thereby steering their work in Wales in a manner that better suits those who wish to receive services through the medium of Welsh.

We stress, as in our original evidence to the Committee, that a specific officer should play a key part in any new arrangements that could impact upon services provided through the medium of Welsh. The Board is also very willing to assist as necessary.

Yours sincerely

Gwenith Price  
Local Government and Justice Unit Lead



# WLGA Briefing

## Police Precept Equalisation

Councillor Derek Vaughan  
17<sup>th</sup> May 2006



### Introduction

1. The Association awaits clear guidance from the Home Office on the key issue of precept equalisation and as such some of themes of this briefing may be subject to change. However it is imperative that a debate is commenced on the future of the precept primarily in terms of the impact on council tax payers and the need for local authorities to factor these considerations into next years council tax calculations. Average council tax rises in Wales are at a historic low and there is no desire amongst local authorities and police authorities for that matter to see acceleration upwards as a consequence of police reorganisation.
2. The new strategic police authority for Wales will be a precepting authority and will therefore determine a single precept level for the new force. The current police precepts in Wales are shown in the table below.

	Dyfed-Powys Police	South Wales Police	Gwent Police	North Wales Police	All Wales Average
Band D Police Precept 2006/07	£150.21	£126.42	£153.71	£166.90	£145.32

3. While the Home Office have stated that they "do not intend that police restructuring should, of itself, result in any net increase in council tax" there has not been detailed discussion or guidance as to how precept equalisation is to be achieved. However it is understood that the Treasury has made the following conditions:
  - No existing authority to have precept increases of more than 5% per annum
  - A transitional period of no more than 5 years
  - No move towards convergence until 2008
4. In the absence of more detailed guidance, this briefing discusses a phased approach to precept equalisation of the police precept across Wales based on these Treasury conditions and three options for the immediate "big bang" approach to equalisation, along with other finance issues relating to restructuring.
5. In some areas in England, there is a proposal for the combined police authority to be able to determine special expenses in relation to one or more of its precursor police areas for its first five financial years. The costs of these special expenses will fall as a charge on the taxpayers of that precursor police area only.

### Phased Approach

6. Based on the conditions above, a phased approach would be limited to an annual increase of 5% on the South Wales Police precept. The average increase across Wales would be limited to just above 2% each year, while precepts in the North Wales Police area would need to fall to bring them to the Welsh average precept within five years. This effectively results in a loss of income of £28million compared to increasing each existing authority's precept by 5% each year.

### **Immediate Equalisation ("Big Bang" Approach)**

#### **Option 1: All Police precepts move to the lowest current precept**

7. This would lead to a loss of £21million in funding for the Police service across Wales, from an already difficult settlement where the threat of capping resulted in service cutbacks in North Wales and Dyfed-Powys.
8. The police precept for the North Wales Police authority area would need to reduce by £40.48 (24% of the police precept or 4.7% of the total council tax bill in Conwy).
9. Reductions of this magnitude will add fuel to the public's concerns that the level of service will be detrimentally affected by restructuring to an all Wales police force.
10. A period where the precept rises for one year, is reduced in the next and then rises again will serve only to raise further questions about the whole council tax system.

#### **Option 2: All Police precepts move to the average Welsh precept**

11. On an all Wales basis this leads to no overall change to the funding available.
12. Changes in the police precept range from a reduction of £21.58 in the North Wales Police area (2% to 2.5% off the total council tax bills) to an increase of £18.90 in the South Wales Police area (approximately 2% increase on the total council tax bills).
13. While this option results in smaller changes in individual police authorities' precepts, it may result in concerns that council tax bills in South Wales are being increased in order to reduce council tax bills in North Wales.

#### **Option 3: All Police precepts move to the highest current precept**

14. This option would lead to an additional £24million being raised from council taxpayers in Wales, which may lead to an equal reduction in Home Office grant. This increase equates to 14.85% of the Police precept.
15. Increases in the police precept would range from £13.19 (8.6%) in the Gwent Police area to £40.48 (32% increase) in the South Wales Police area (the equivalent of between 3.5% and 4.5% on the total council tax bill for the South Wales authorities).
16. This option would feed fears that the restructuring will only increase costs and the burden on local taxpayers. Again, it may reignite issues of whether council tax is the most appropriate method of local taxation, particularly following the council tax revaluation exercise.

### **Other Finance Issues**

17. The Westminster Government has indicated that it would limit precept increases to 5% per annum. It is not known whether this increase would include increases needed to deliver precept equalisation. Council Tax and limits on increases are, however, controlled by the Assembly and not Westminster. Police authorities may find themselves in a situation where the Home Office have provided funding based on the assumption that all authorities would precept at the highest level but the Assembly use their powers to cap, leaving the police authorities with a shortfall in funding and no way to fund it.
18. The Police Funding Formula is to be reviewed in 2008/09 once the new strategic forces are in place. Currently, there is considerable concern amongst Police Authorities that a single police force would be the most sparsely populated police authority area in England and Wales and as such would face a decrease in grant funding.

2006-07					
	Dyfed-Powys Police	South Wales Police	Gwent Police	North Wales Police	All Wales
Police Grant (£m)	32.69	92.09	44.27	48.07	217.11
Aggregate External Finance (AEF) (£m)	17.34	74.18	31.68	25.59	148.79
	<b>50.03</b>	<b>166.27</b>	<b>75.94</b>	<b>73.66</b>	<b>365.90</b>
Council Tax Police Precept (Est) (£m)	29.86	56.54	30.39	45.02	161.81
Total (£m)	<b>79.89</b>	<b>222.80</b>	<b>106.33</b>	<b>118.68</b>	<b>527.71</b>
<i>Net Expenditure (£m)</i>	<b>79.89</b>	<b>222.80</b>	<b>106.33</b>	<b>118.68</b>	<b>527.71</b>
<b>Taxbase</b>	<b>198,794.20</b>	<b>447,230.00</b>	<b>197,675.53</b>	<b>269,748.09</b>	<b>1,113,447.82</b>
<b>Band D Council Tax Police Precept (£)</b>	<b>150.21</b>	<b>126.42</b>	<b>153.71</b>	<b>166.90</b>	<b>145.32</b>
<b>Option 1: All move to the lowest precept</b>					
Reduction in Band D precept (£)	-23.79	0.00	-27.30	-40.48	<b>-18.90</b>
Reduction in Band D precept (%)	-15.84%	0.00%	-17.76%	-24.26%	<b>-13.01%</b>
Reduction in total income (£m)	-4.73	0.00	-5.40	-10.92	<b>-21.05</b>
Income reduction as % of total income	-5.92%	0.00%	-5.07%	-9.20%	<b>-3.99%</b>
<b>Option 2: All move to the average precept</b>					
Increase / Reduction in Band D precept (£)	-4.89	18.90	-8.40	-21.58	<b>0.00</b>
Increase / Reduction in Band D precept (%)	-3.26%	14.95%	-5.46%	-12.93%	<b>0.00%</b>
Increase / Reduction in total income (£m)	-0.97	8.45	-1.66	-5.82	<b>0.00</b>
Change in income as % of total income	-1.22%	3.79%	-1.56%	-4.91%	<b>0.00%</b>
<b>Option 3: All move to the highest precept</b>					
Increase in Band D precept (£)	16.69	40.48	13.19	0.00	<b>21.58</b>
Increase in Band D precept (%)	11.11%	32.02%	8.58%	0.00%	<b>14.85%</b>
Increase in total income (£m)	3.32	18.10	2.61	0.00	<b>24.03</b>
Change in income as % of total income	4.15%	8.13%	2.45%	0.00%	<b>4.55%</b>