



Simon Dackombe  
Strategic Planner

Thames Valley Police  
Property Services Department  
Fountain Court  
PO Box 227  
Kidlington  
Oxon  
OX5 1YE  
Tel 01865 293864 Mobile 07800 703316

[simon.dackombe@thamesvalley.pnn.police.uk](mailto:simon.dackombe@thamesvalley.pnn.police.uk)

Our Ref SD/CDC/023  
Your Ref P14/02004/HYBRID

9<sup>th</sup> January 2015

Mrs T Morrissey  
Senior Planning Officer  
Cherwell District Council  
Bodicote House  
Bodicote  
BANBURY  
OX15 4AA

Dear Mrs Morrissey

**ERECTION OF UPTO 1500 NEW UNITS AND ASSOCIATED INFRASTRUCTURE AT LAND SOUTH OF PERDISWELL FARM SHIPTON ROAD SHIPTON ON CHERWELL – 14/002004/HYBRID**

I have now had an opportunity to carefully examine the proposals having regard to the implications of the development upon the infrastructure requirements of TVP and the impact the scheme will have upon the day to day policing of the area.

As you may be aware TVP has undertaken an assessment of the implications of growth and the delivery of housing upon the policing of the West Oxfordshire and Cherwell areas and in particular the major settlements in the district where new development is being directed towards. We have established that in order to maintain the current level of policing developer contributions towards the provision of infrastructure will be required. This assessment and information has been fed into both Council's Infrastructure Delivery Plans and is acknowledged by the Councils as a fundamental requirement to the sound planning of the area.

The additional population generated by the development will inevitably place an additional demand upon the existing level of policing for the area. In the absence of a developer contribution towards the provision of additional infrastructure then TVP consider that the additional strain placed on our resources and therefore ability to adequately serve the development will have implications for TVP's ability to adequately police the new development and surrounding area.

**Overview of Financing Arrangements**

Police Forces are funded by similar if not identical HMG methods used to agree funding for all Local Authorities or other public services. The funding allocated to Police Forces via Home Office grants, the Council Tax precept and other specific limited grants is insufficient to fund in full requests for capital expenditure. Capital programmes are funded generally from a mixture of

asset disposal (a finite option), redirection of revenue funding (with implications for operational policing), general capital grants or general reserves and prudential borrowing. Prudential borrowing is not a nil cost option, with any borrowing required to be repaid from revenue/income; repayments from this source having implications for the delivery of operational policing in a similar vein to redirection of revenue funding.

Multi-year funding settlements for the Police are determined in accordance with the Comprehensive Spending Review (CSR), which utilises population forecasts that are historic. Funding is based on population figures that are 3 years in arrears, on which basis the Police Grant (revenue) received in the current financial year is based on population figures from 3 years earlier. Accordingly there is a consistent lag between the level of revenue funding potentially available and the population to be policed. Furthermore the word 'potentially' is used in the preceding sentence because the Home Office has chosen to continue its policy of not implementing the CSR Police service funding formula in England and Wales but instead allocating broadly flat rate annual funding increases to Forces which ignore the service impact of increased population within Force areas.

The Government continues to provide annual Capital Grant to Forces which typically funds 20% of a Force's capital programme in any one year. The Government is revising the level of Capital and Revenue grants as part of its austerity package which is likely to cover the period 2010 to 2017. The majority of Forces fund the balance of their capital expenditure either through PFI arrangements or Prudential Code borrowing. Although PFI continues to be used by some Forces it is a diminishing resource with various shortcomings.

The funding of the Police is divided into revenue and capital funding. The revenue funding stream relates broadly to the day-to-day running costs of the Force, that is the payment and management of staff, the ongoing costs relating to running and maintaining buildings and equipment and repayment of loans used to fund capital projects. The capital funding stream relates to the provision of additional buildings, information technology, vehicles, equipment and other infrastructure items required to both sustain existing police services and address increased pressures and requirements placed on the Force as a consequence of growth in demand for services. Funding received by the Police via the Council Tax precept is used for revenue purposes and is not directed towards capital projects/programmes on the basis that directing funds towards such projects would diminish that available for the delivery of front line policing services.

It is part of the remit of the Police and Crime Commissioner to allocate funding as considered appropriate to achieve the objective of providing an efficient and effective Police service. However, the pressure on revenue funding is such that it is extremely unlikely that it could be made available to finance capital projects of any significance; in practical terms the revenue budget is insufficient to fund infrastructure projects. It should be noted that in 2011 and 2012 HMG encouraged a nil increase to Council Tax.

It should also be noted that even with revenue raised from the Council Tax precept there has been a recognised funding gap created by inflation and a continuing expansion of the role of the Police service and the demands placed upon it. While there has been investment from central Government, this is often ring-fenced for particular initiatives and has not kept up with the demand for services. This means that Police Forces need an increase of over 5% annually from the Council Tax precept simply to 'stand still' in terms of service provision.

Given the current economic climate the cap on Council Tax will not allow this. Therefore the funding gap is likely to increase, with less money for revenue spending, let alone capital projects. At the same time Forces are typically looking at a 20% reduction in the level of the annual Police Grant (revenue) by 2014 and Capital grant is also reducing by a similar amount.

The Financial Summary for TVP's Revenue Budget and Capital Programme for 2013/14 are set out below:

### Financial Summary

2012/13 Estimate £m		2013/14 Estimate £m	2014/15 Estimate £m
1.818	PCC controlled expenditure	1.664	1.419
0	PCC commissioning budget	3.483	4.490
397.872	TVP operational budget	386.301	383.384
3.376	Net capital financing costs	2.921	2.944
- 4.107	Transfer to /from (-) reserves	- 0.388	- 2.753
<b>398.959</b>	<b>Cost of services</b>	<b>393.981</b>	<b>389.483</b>
	Financed by		
146.980	Police grant	155.869	151.291
87.352	Formula grant	80.450	76.705
27.797	Specific grants	28.797	26.767
135.908	Council tax	127.565	132.675
0.921	Surplus on collection funds	1.300	2.045
<b>398.959</b>		<b>393.981</b>	<b>389.483</b>

It is important to note that in summarising the Medium Term Financial Plan (MTFP) the PCC confirms that any *potential* future impacts upon policing, including the impact of growth (planned for or otherwise) are not budgeted for as the force cannot afford to do so.

***There is also the potential for a significant increase in demand on our service over the next three years, for example: from the forecast population increase, the impact of the economic climate, the expectations of our communities, emerging criminal activities and also legislative changes. The impact of this potential additional spending growth has not been factored into the MTFP as its speculative inclusion at this time would only require further cuts to be made to budgets elsewhere in the service. Rather than include additional growth items, the assumption has been made that changes in the demand for our service will be met from increasing the efficiency of existing resources.***

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In assessing the impact of these proposals I have had regard to the adopted Core Strategy, NPPF and other relevant planning policy documents.

### **Assessment and Request**

In determining the impact of the proposed development TVP has assessed the impact upon policing in West Oxfordshire, whilst acknowledging that the submission is made to Cherwell District Council TVP's current view is that the development would be policed via the West Oxfordshire Local Police Area command therefore it is prudent to utilise data based on West Oxfordshire policing to determine the impact of the development.

In assessing the impact of planned growth in West Oxfordshire TVP has assessed the cumulative impact of growth against the need to provide additional infrastructure. In undertaking this assessment the following key points are set out;

At present the West Oxfordshire Local Police Area has a population of approximately 104,800 and 43,200 households.

At present this population generates an annual total of 18,200 incidents that require a Police action. These are not necessarily all "crimes" but are calls to our 999 handling centre which in turn all require a Police response/action. Effectively therefore placing a demand on resources.

The proposed development of 1500 units would have a population of 3600 (at 2.4 per unit). Applying the current ratio of “incidents” to population then the development would generate an additional 632 incidents per year for TVP to deal with.

In total the West Oxfordshire area is served by; <sup>(all figures = FTE)</sup>

- 85 Uniformed Officers – a mixture of Patrol and Neighbourhood
- 18.5 PCSO’s
- 12 CID Officers.
- 10 Dedicated staff

Central staffing provision is provided and drawn upon when required – this ranges from support functions (HR, IT, etc) to operational functions (SOCO, Forensics, Major Crime Unit) these services are provided force wide. Again utilising the ratio of current staff/officers to the projected additional demand then the development would generate the following additional requirements.

Total Additional LPA Officers Required	2.92
Total Additional PCSO	0.64
Total Additional CID	0.41
Total Additional Support Staff (Local/Central)	0.34
<b>Total Additional Staff Required</b>	<b>4.31</b>

In order to mitigate against the impact of growth TVP have calculated that the “cost” of policing new growth in the area equates to **£254,296** to fund the future purchase of infrastructure to serve the development.

The contribution represents a pooled contribution towards the provision of new infrastructure to serve the site and surrounding area. The pooling of contributions towards infrastructure remains appropriate under the terms of the CIL Regs, up until the relevant Local Authority has adopted CIL, whereby pooling will be limited to 5 S106 Agreements (subject to other regulatory tests).

The contribution will mitigate against the additional impacts of this development because our existing infrastructures do not have the capacity to meet these and because like some other services we do not have the funding ability to respond to growth.

The contribution requested will fund, in part, the following items of essential infrastructure and is broken down as follows;

### **STAFF SET UP**

The basic set up costs of equipping and training of staff;

<b>OFFICER/PCSO</b>	
Uniform	£873
Radio	£525
Workstation/Office <small>(2:1 ratio)</small>	£1508
Training	£4515
<b>TOTAL</b>	<b>£7421</b>

<b>STAFF</b>	
Workstation/Office <small>(2:1 ratio)</small>	£1508
Training	£687
<b>TOTAL</b>	<b>£2195</b>

On the basis that the development generates 3.56 (uniformed officers – including PCSO's) and 0.78 CID/Staff the set up costs equate to **£28,131** ( $7421 \times 3.56 + 2195 \times 0.78$ ).

## **VEHICLES**

The purchase of vehicles including response and neighborhood patrol cars and bicycles. The (three year lifetime) capital costs of these items are;

Patrol Vehicle – **£42,300**  
PCSO Vehicle - **£25,960**  
Bicycles - **£800**

Current fleet deployment within West Oxfordshire administrative area (therefore serving 43,200 households) is broken down as follows;

Patrol Vehicle – 15  
PCSO Vehicle - 10  
Bicycles – 15

This equates to a cost of £20.97 per household. Accordingly therefore in order to maintain this level of provision the development would generate a required contribution of **£31,455** ( $20.97 \times 1500$ ).

## **MOBILE IT**

Provision of mobile IT capacity to enable officers to undertake tasks whilst out of the office, thus maintaining a visible presence. Cost of each item - **£4250**, therefore for this development (which generates 3.56 additional uniformed officers, the cost would be **£15,130** ( $4250 \times 3.56$ ).

## **RADIO COVERAGE/AIRWAVE CAPACITY**

Radio Coverage/Capacity – TVP is currently at capacity with regard to its coverage, therefore each additional household places an additional burden upon our communications ability. TVP roll out a programme of capacity enhancements and improvements of £368,467p.a that is based on a cost of **0.40 per household**. These improvements are expected to last for 5 years, by which time the telecom capacity will be able to absorb this additional demand. Therefore the cost of this contribution would amount to **£3000** ( $.40 \times 1500 \times 5$ )

## **ANPR CAMERAS**

Automatic Number Plate Recognition (ANPR) Cameras – There is a limited budget for this at present but a requirement to roll out more cameras. The number and location of cameras is driven by the scale location and road network in the area. As yet there are no ANPR cameras located in and around this area, given the scale of development proposed and its location close to a number of strategic roads it is considered that the development should contribute towards the provision of ANPR coverage in this area. Accordingly a contribution of **£22,000** (one camera costs £11000) is sought.

## **PREMISES**

At present within West Oxfordshire area Policing is delivered from premises in Witney, Woodstock, Carterton and Chipping Norton. TVP maintain full capacity of accommodation for

staff and officers, with any additional capacity delivered via new works to provide floorspace. Each new officer/member of staff is allocated 16.88sqm of floorspace (workstation, storage, locker room etc) at a cost of £1800per sq m. This is a derived cost of adaptation/new build (TVP operate an estate policy of delivering new accommodation principally through the adaptation of existing buildings as opposed to new build at a 90:10 ratio. As this development will generate 0.58 staff/officers the cost is **£130,955** (16.88 x 1800 x 4.31 )

## **CONTROL ROOM AND POLICE NATIONAL DATABASE CAPACITY**

At present Police control room handling is used to capacity at peak times. Our various call handling centre's deploy resources to respond to calls as quickly as possible. We are able to assess the capacity of the existing technology and calls currently dealt with (based on the minimum times with callers) and are able to assess the additional impact of growth upon this capacity. Existing lines, telephony, licenses, IT, workstations and monitoring will be required on the basis of **£15.75** per unit. Therefore the cost generated by this development would be **£23,625** (**15.75 x 1500**).

## **Planning Justification**

### **1. Necessary to make the proposed development acceptable in planning terms**

The creation of safe and accessible environments where crime and disorder, and the fear of crime do not undermine the quality of life or community cohesion is fundamental to planning for sustainable development as confirmed in the NPPF.

Cherwell District Council's own document; *Cherwell Sustainable Community Strategy – Our District, Our Future* identifies as a key objective the need to reduce the number of people who fear crime and feel unsafe in their community, the strategy goes on to promote the tackling of incidences anti-social behaviour and building confidence in the police and local authority.

The principle of developer contributions towards community infrastructure is also enshrined within the saved policies of the West Oxfordshire Local Plan. Policy BE1 of the Plan requires local planning authorities to be satisfied that infrastructure, services and amenities made necessary by developments are provided in a timely manner to ensure the proper planning of the area. To this end, the Policy allows local planning authorities to seek developer contributions towards additional infrastructure.

Paragraph 3.7 of the supporting text states that planning obligations may be sought in “*areas where the cumulative impact of growth will progressively strain existing infrastructure.*” It identifies that such planning obligations may include improved community facilities such as expansion of the police service. In this regard, the guidance allows for developer contributions to be sought by the local planning authority towards policing infrastructure commensurate with the impact of the proposed development.

In accordance with the West Oxfordshire Sustainable Community Strategy's Priorities for Action, the local planning authority should seek to bring forward development proposals which assist with its objective “*To reduce crime and anti-social behaviour and the fear of crime across the district to improve the quality of life in our neighbourhoods.*”

There is no dedicated Government funding to comprehensively cover the capital costs associated with policing associated new development. Unless contributions from developments are secured then TVP would be unable to maintain the current levels of policing with resources diverted and stretched, inevitably leading to increased incidents of crime and disorder within the local area.



Developer contributions are therefore necessary to ensure development is in line with the wider objectives of sustainable development as set out in national and local planning policy.

## **2. Directly related to the proposed development**

There is a functional link between the new development and the contributions requested. Put simply without the development taking place and the subsequent population growth there would be no requirement for the additional infrastructure. The additional population growth will lead to an increase in incidents, which will require a Police response.

The infrastructure identified above has been specifically identified as infrastructure required to deal with the likely form, scale and intensity of incidents that the development will generate.

## **3. Fairly and reasonably related in scale and kind to the proposed development.**

The proposed developer contribution is proposed to help achieve a proportionate increase in police infrastructure to enable TVP to maintain its current level of service in the area. As stated the contribution would assist in the provision of necessary infrastructure which have been identified by the Local Area Commander as necessary to provide an appropriate level of policing to serve the proposed development and maintain an appropriate level of community safety.

I would also highlight two recent appeal decisions in Leicestershire (APP/F2415/A/12/217984 & APP/X2410/A12/2173673, Enclosed). In assessing the request from Leicestershire police for developer contributions towards infrastructure the Inspector commented at **para 29** of decision 2179844;

*The written evidence submitted by Leicestershire Police detailed the impact the proposed development would have on policing, forecasting the number of potential incidents and the anticipated effect this would have on staffing, accommodation, vehicles and equipment. In view of the requirement of national planning policy to create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life, it is considered that, on the evidence before me, a contribution towards policing is necessary to make the development acceptable in planning terms.*

Furthermore with regard to appeal decision 2173673, the Inspector is unequivocal in highlighting the acceptability of police contributions being recipients of developer's contributions;

*Adequate policing is so fundamental to the concept of sustainable communities that I can see no reason, in principle, why it should be excluded from the purview of S106 financial contributions, subject to the relevant tests applicable to other public services. There is no reason, it seems to me why police equipment and other items of capital expenditure necessitated by additional development should not be so funded, alongside, for example, additional classrooms and stock and equipment for libraries.*

### **Para 292**

These appeal decisions confirms that the approach of TVP in assessing the impact of development, having regard to an assessment of the potential number of incidents generated by growth is appropriate, and fundamentally it confirms that police infrastructure should be subject to developer contributions as the provision of adequate policing is fundamental to the provision of sustainable development.

I trust this sets out sufficiently TVP's request for infrastructure contributions to mitigate against the impact of the development.

For clarification this response is solely linked to the impact of the development upon TVP's infrastructure requirements. You may receive a separate response from TVP's Secure by Design advisor relating to detailed matters of the design and layout of the proposals.

As always I am more than happy to discuss the content of this submission with yourself and the applicant.

Yours sincerely

SIMON DACKOMBE  
BA DipTP MRTPI  
Strategic Planner

Enc      Appeal Decisions