

# **THAMES VALLEY POLICE JUSTIFICATION FOR DEVELOPER CONTRIBUTIONS TOWARDS POLICE INFRASTRUCTURE.**

## **INTRODUCTION**

The purpose of this paper is to inform future requests for Developer Contributions from planning applications coming forward as part of the North West Bicester. The paper assesses the overall impact of the development in its entirety (based on 5607 units) and determines the level of developer contribution required to mitigate against the impact of development.

The intention is that this assessment forms the basis for future requests for developer contributions from the various planning applications submitted in due course.

## **OVERVIEW OF TVP 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 is set out below:

<b>Financial Summary</b>			
<b>2012/13</b>		<b>2013/14</b>	<b>2014/15</b>
<b>Estimate</b>		<b>Estimate</b>	<b>Estimate</b>
£m		£m	£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.”**

**Page 5**

I would also highlight two recent appeal decisions in Leicestershire (APP/F2415/A/12/2179844 APP/X2410/A12/2173673). 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.

TVP are mindful that a number of appeal decisions in Cherwell District where Police contributions have been ultimately dismissed. Of note however Inspectors have acknowledged that the principle of the Police being a recipient of developer contributions is sound however the specific requests were not CIL compliant. Partly as a result of this TVP has changed the manner in which it formulates its requests in the light of recent successful appeal decisions (in particular those at Leicestershire above) and advice from Ian Dove QC at No5 Chambers. This new approach has been submitted on a number of recent applications in Cherwell DC and is set out below;

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.

## **POLICING IN BICESTER**

TVP operate a police model based upon the creation of Local Police Areas (LPA). Within each LPA policing is made up of two teams, namely “Neighbourhood Policing and “Patrol Policing”

The LPA is then divided into a number of neighbourhoods based upon the geography of the area. In Bicester there are two neighbourhoods, Bicester Town and Bicester Rural. As the names suggest Bicester Town deals with the built up area of Bicester including the town centre and surrounding residential estates. Bicester Rural deals with the surrounding rural hinterland around the town and covers many of the villages in the surrounding area.

Currently Bicester Town and Bicester Rural have the following combined officer/staff deployment;

- 52 Uniformed Officers
- 7 PCSO’s
- 2 CID
- 3.3 Staff

At present the Cherwell Local Police Area (within which Bicester lies) has a population of approximately 141,900 and 56,700 households. based on 2011 Census information

This population generates an annual total of 32,871 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 5607 units would have a population of 113457 (at 2.4 per unit). Applying the current ratio of “incidents” to population then the development would generate an additional 3130 incidents per year for TVP to deal with.

In total Cherwell area is served by; (all figures = FTE)

- 124.3 Uniformed Officers – a mixture of Patrol and Neighbourhood
- 21 PCSO’s.
- 11 CID Officers.
- 9.25 Dedicated staff

This expressed as a ratio;

	<b>Per Population</b>	<b>Per Household</b>
Uniformed Officers (124.3)	1:1141	1:456
PCSO (21)	1:6757	1:2700
CID	1:12900	1:5154
Staff (9.25)	1:15340	1:6129

Central staffing provision is provided and drawn upon when required – this ranges from support functions (HR, IT, etc) to operational functions (Forcewide CID, SOCO, Forensics, Major Crime Unit)

these services are provided force wide. Furthermore there are also a number of functions based in Bicester that are central provisions and operate on a county or force wide basis.

Again utilising the ratios set out above, current staff/officers to the projected additional demand then the development would generate the following additional requirements.

Total Additional LPA Officers Required	12
Total Additional PCSO	2
Total Additional CID	1
Total Additional Support Staff (Local/Central)	1

In order to mitigate against the impact of growth TVP have calculated that the “cost” of policing new growth in the area equates **£880,158** to fund the future purchase of infrastructure to serve the development.

The contribution represents a pooled contribution towards the provision of new infrastructure to specifically serve the site. 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 Equip (2:1 ratio)	£1508
Training	£4515
<b>TOTAL</b>	<b>£7421</b>

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

On the basis that the development generates a requirement for 14 (uniformed officers – including PCSO) the set up costs equate to £103,894 (7421 x 14) staff generation equates to £2,195 (2195 x 1). CID increase is not included as it is likely that this would be drawn from existing resources. Therefore the combined staff set up cost is **£106,089**.

## PREMISES

At present policing within Bicester is serviced solely from Bicester Police Station. 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 (based on desk sharing ratio), 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 16 staff/officers the cost is **£486,144** (16.88 x 1800 x 17.25).

## 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 Cherwell administrative area (therefore serving 56,700 households) is broken down as follows;

Patrol Vehicle – 18

PCSO Vehicle - 12

Bicycles – 15

This equates to a cost of £19.13 per household. Accordingly therefore in order to maintain this level of provision the development would generate a required contribution of **£107,261 (19.13 x 5607)**

## 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 14 additional uniformed officers, The cost would be **£59,500 (4250 x 14)**.

## 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 **£11,214 (.40 x 5607 x 5)**

## ANPR CAMERAS

Automatic Number Plate Recognition (ANPR) Cameras – TVP has a desire to roll out ANPR Cameras throughout the area. 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. Current coverage in Cherwell is limited. An assessment based on the significant planned growth within Cherwell District has been undertaken and it has been assessed that there is a requirement for additional ANPR cameras coverage in the area. Each Camera costs £11,000, and requirement is assessed on the basis of the scale, location, and proximity to the road network of the proposed development. Operationally it has been determined that this development required the provision of 2 on site ANPR cameras at a cost of **£11,000** each (**£22,000**).

## 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 **£88,310 (15.75 x 5607)**.

## SUMMARY

<b>INFRASTRUCTURE</b>	<b>CONTRIBUTION</b>
Staff Set Up Costs	106,089
Premises	486,144
Fleet	107,261
Mobile IT	59,500
Radio Coverage	11,214
ANPR	22,000
Control Room Capacity	88,310
<b>TOTAL</b>	<b>880,518</b>

## SUMMARY

The 5607 units proposed as part of the NW Bicester development will have a significant impact upon Policing in and around Bicester. The assessment set out above demonstrates that each unit will generate a contribution of £157. This amount reflects the true cost of p[olicing a development of this scale, the impact of such a development will be to effectively create a new small settlement in its own right as opposed to an urban extension .

Simon Dackombe  
Strategic Planner  
Dip TP BA Hons