# Policing
# Infrastructure Delivery Plan Topic Paper

## Introduction

1.0 This paper considers policing in South Gloucestershire. This paper will specifically set out the current context, condition and delivery mechanisms for policing in South Gloucestershire.

## Avon & Somerset Police

2.0 Avon and Somerset Police (ASP or 'the Force') is the territorial police force responsible for law enforcement in the five unitary authority areas of Bristol, Bath and North-East Somerset, North Somerset, Somerset, and South Gloucestershire. The Force serves 1.72 million people over an area of 1,847 square miles (4,780 $km^2$). As at 2021 (ONS), the population of South Gloucestershire was 290,736. This equates to 16.66% of the population of the Avon and Somerset Force area. ASP works in partnership with a wide range of statutory and non-statutory agencies and organisations, including: the Avon and Somerset Police and Crime Commissioner (PCC), Crimestoppers, the Independent Office for Police Conduct; the Crown Prosecution Service and victim support services such as Lighthouse Victim Care and The Bridge.

2.1 The PCC and the Chief Constable are established as separate legal entities. The PCC is elected by the public to secure the maintenance of an efficient and effective police force and to hold the Chief Constable to account for the exercise of their functions and those of persons under their direction and control. The Chief Constable has a statutory responsibility for the control, direction, and delivery of operational policing services in the Avon and Somerset police area.

## Funding

3.0 At a national level (England and Wales), funding is received through central government grants, which are shared between police forces according to the police allocation formula (PAF). The PAF calculates the relative funding due to each force by dividing everything the police service must do to police the country into eleven categories. The PAF then predicts the relative workload (or need) for each category for each force based on socio-economic and demographic factors and shares out the amount of money between forces based on their relative needs. The PAF also incorporates regional differences in costs across England and Wales by adjusting funding by a factor called the Area Cost Adjustment.

3.1 Although police forces have received additional funding from the Home Office in recent years, as part of the Government's plan to uplift police officer numbers, this funding is ring-fenced, and is dependent on achieving a target headcount. The uplift funding does not cover the wider cost increases for Estates infrastructure that enable the additional police officers to perform their roles.

3.2 Police forces previously received central government funding for investment in capital infrastructure through the form of a Home Office capital grant. However, this specific capital funding has now ceased.

3.3 At a local level, police forces place a demand or precept on the councils in its area for a sum of money to be raised through the council tax. The growth in the council tax or the amount each household pays is decided by the Police and Crime Commissioner, having regard to Department for Levelling Up, Housing and Communities rules.

3.4 Whilst national and local funding broadly covers salary, maintenance and other revenue costs, there is insufficient funding to provide the infrastructure required to support new development. Putting aside the time delays between recognising population growth and this being fed into a national funding formula, the overall amount available to all forces through central government grant is limited. Increases in local population and the number of households do not lead directly to an increase in central government grant.

3.5 Furthermore, even if there was an increase in central funding because of proposed development growth, it is highly likely that this funding would be fully utilised in contributing to additional salary, revenue and maintenance costs (and not capital items). Like many other public sector organisations, police forces have seen a real terms reduction in grant funding, which has necessitated changes to the policing model, whilst dealing with the changing nature of crime at both the national and local level. This situation is exacerbated by the police often being the first point of contact for a range of issues that should be dealt with by other social infrastructure providers who themselves have been subject to austerity measures (including mental health services, homelessness support, and social services).

3.6 In addition, police forces are increasingly having to manage their budgets against a backdrop of severe economic challenge. High levels of inflation have also put

pressure on running costs, meaning there is now even less scope to fund capital programmes.

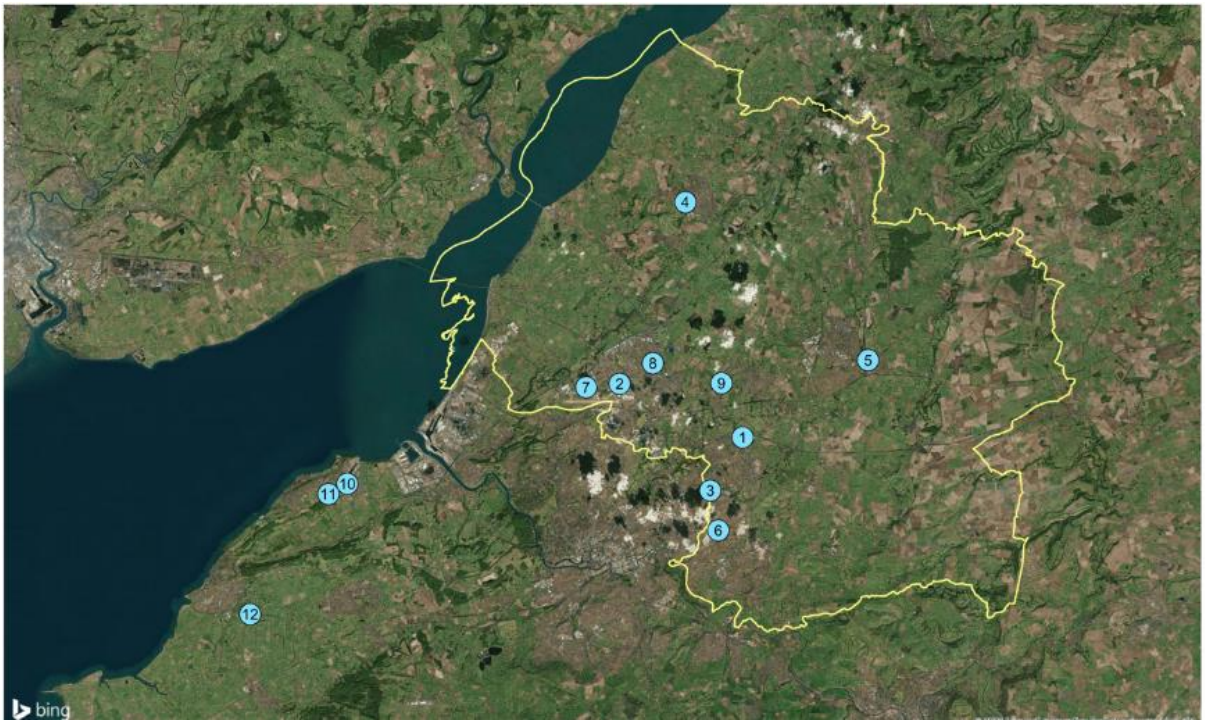
3.7 Hence, Government funding has helped address current demands upon policing services to a certain extent, through for example, the Police Uplift Programme, which has increased the numbers of Police Officers. The policing part of council tax (known as the precept) has also increased for Avon and Somerset by 4.9% for local residents (or £13 more per year for the average band D household) in 2024. However, there is insufficient capital funding from central government to provide the estates infrastructure required to support new development. In addition, the precept was still significantly below the rate of inflation, meaning the Constabulary is still facing severe budget challenges. There is consequently a need for the private sector to play an enabling role in its provision, in the same way that it currently does for some healthcare needs and education services for example.

3.8 Therefore, it is considered that policing is necessary 'infrastructure' so can meet the CIL Regulation 122 tests. It is noted that South Gloucestershire Core Strategy policy CS6 – Infrastructure & Developer Contributions (para 6.19) also recognises 'police, fire and ambulance facilities' as infrastructure to which development may be required to contribute towards. Contributions have been secured towards police facilities and services at the new neighbourhoods at North Yate and East of Harry Stoke.

**Current Infrastructure Assets**

4.0 The police properties located within South Gloucestershire are (See Figure 1 below)

*Figure 1: Location of Police Properties South Gloucestershire*



**MAIN POLICE RESPONSE BASES (in addition to other functions):**

1. **Concorde House (Emersons Green,BS16 7FH) – 1,655sqm;**
2. **Patchway Police Centre (mainly a custody suite located in Gloucester Rd BS34 6PY) – 5,698sqm[1].**

**NEIGHBOURHOOD STATIONS:**

3. **Staple Hill (Broad St BS11 5LX) – 296sqm;**
4. **Thornbury (High St (BS35 2AR) – 67sqm;**
5. **Chipping Sodbury (High St BS37 6AH) – 693sqm;**
6. **Kingswood Civic Centre (High St BS15 9TR) – 147sqm.**

**SMALL POLICE POSTS[2]:**

7. **Cribbs Causeway (The Mall BS34 5DG);**
8. **Willowbrook Centre (Savages Wood Rd BS32 8BS);**
9. **Greenfield Centre (Winterbourne BS36 1NJ).**

4.1 Assuming one third of Patchway serves South Gloucestershire, the floorspace covering the district for operational policing is circa 4800sqm. In addition, the 4800 sqm of accommodation above does not include a proportion of:

10. **Head Office space in Portishead (23,186sqm);**
11. **Force Firearms training space at Black Rock Quarry, Portishead (6,191sqm) shared with other forces;**
12. **Force Mounted, Dog and specialist training at Davis Lane, Clevedon(6,504 sqm).**

4.2 Since 2013, ASP has sold the oversized Thornbury Police Station at Rock St and have since relocated twice and are currently in the Town Council offices. ASP sold much of the oversized Staple Hill Police Station in 2014 retaining a small building as a neighbourhood police station.

[1] This services much of Bristol City Council area as well).
[2] One or two rooms only

4.3 As the seventh largest police force in England and Wales, ASP has approximately 6,300 members of staff in non-operational (i.e. Police staff) and operational (Officer and Police Community Support Officer) roles. While a proportion of these are assigned to specific roles in the South Gloucestershire area, others perform roles across local authority boundaries over the Force area. In summary, there is 1 non-operational police officer per 787 of the population[3] or 1.27 per 1000 of the population, and 1 operational police officer per 584 of the population or 1.71 per 1000 of the population. This total of 2.98 relates very closely to the national benchmark of 2.97 officers per 1000 of the population. Alongside members of staff with a geographically specific role, numbers have been reasonably apportioned from those places that are central and serve all local authority areas by population percentages. Such properties accommodate the Headquarters, Fire Arms Training, Horse/Dog/Specialist Training, Road Policing Unit, Counter Terrorism, Occupational Health, Vehicle maintenance depots/workshops and Speed Awareness Centre (See Appendix 1 for full breakdown).

4.4 In order to estimate the number of staff required to serve additional households, the principle that the current ratio of staff:population is retained has been used. This is the basis of Section 106 requests made by several forces. The England and Wales average of 2.08 officers (including police community support officers) per 1,000 population has been taken from House of Commons Library Briefing Paper – Police Service Strength (2019) *Available at https://researchbriefings.files.parliament.uk/documents/ SN00634/SN00634.pdf*. In order to calculate the number of non-front line (support) staff, the ratio of 0.41:1 non-front line to front line has been taken from Hertfordshire Constabulary's current staffing (provided by Hertfordshire Constabulary for use in this study) as a suitable example. This results in a non-front line staff requirements of 0.85 per 1,000 population, and so a total staffing requirement of 2.93 per 1,000. In order to verify this figure, it was compared with the ranges for each constabulary provided on the website for Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). *Data available at https://www.justiceinspectorates.gov.uk/hmicfrs/ police-forces/.* The median ratio from this source is 2.97 and so is considered to support the ratio above.

[3] 2021 population (ONS)

**Future challenges**

5.0 In February 2024 the PCC approved a 2024/2025 net revenue budget of £391.1m, an increase of £17.8m (4.8%) on the previous year[4]. This budget was funded through a combination of Government grants (£223.9m/57.2%) and local council tax (£167.2m/42.8%). In total £386.3m was provided to the Chief Constable to support the provision of policing services to the communities of Avon & Somerset.

5.1 The PCC and Chief Constable jointly set out their forward financial forecasts within their Medium Term Financial Plan (MTFP) each year. The MTFP, published in February 2024, covers the five-year period from 2024/2025 through until 2028/2029. The Force's current revenue forecasts show its costs increasing at a faster rate than it's revenue funding. This reflects the inflationary challenges in both pay and non-pay budgets, alongside specific risks, and issues.

5.2 There is therefore insufficient funding to provide the infrastructure required to support new development in the short to medium terms, and potentially over the period of the emerging South Gloucestershire new Local Plan (up to 2040). Putting aside the time delays between recognising population growth and this being fed into a national funding formula, the overall amount available to all forces through central government grant is limited – and is in fact declining as part of the government's current fiscal policy. As previously stressed, increases in local population and the number of households do not lead directly to an increase in central government grant.

5.3 Police services need to be planned for and potentially funded in advance of a new development schemes, alongside other public services. It sounds logical enough and yet, because they often lack recognition within planning legislation and national policy, emergency service infrastructure needs regularly go unaccounted for. This results in resources used for existing communities being stretched to serve the new ones, leading to the risk of unacceptable dilution of emergency services provision across the area concerned. This outcome contrasts starkly with the basic expectation that when people move into a new housing estate or start work in a new commercial property, they are protected by emergency services that can operate efficiently and effectively in that vicinity. This applies to all levels of service, whether they ring 999

[4] https://media.aspolice.net/uploads/production/20230614145919/CC-Statement-of-Accounts-2022-2023.pdf

should the worst happen, or are simply benefitting from the reassurance of day-to-day neighbourhood policing for example.

5.4 It should be noted that emergency services must be delivered by law regardless of design measures such as promoted by Police Architectural Liaison. The reality is that such measures, no matter how well thought-out and implemented, will never eradicate crime, anti-social behaviour and other incidents completely. There will always be times when the emergency services must respond to 999 calls to incidents or events at the scheme in question over the totality of its existence.

5.5 It is therefore increasingly imperative that police facilities & services required to support new development are supported by developer contributions.

**Levelling Up Bill**

5.6 It should be noted that, the Emergency Services have been working together to lobby the Government to make changes to planning legislation. This is firstly to formally acknowledge the emergency services as essential infrastructure necessary to support a new development and secondly, that the emergency services should receive a reasonable proportion of all developer contributions collected in each local authority area in England.

5.7 A joint response was submitted as part of the public consultation on the White Paper 'Planning for the Future' in October 2020, setting out the amendments that should be made to the planning system from an emergency services perspective. Since then, the emergency services have been lobbying Ministers and officials in both the Department for Levelling Up, Housing and Communities (DLUHC) and the Home Office to make the case.

5.8 The Levelling Up and Regeneration Bill[5] which was published on 10 May 2022 sets out the intended legal framework for the Infrastructure Levy (IL) (in terms of primary powers - although secondary legislation will be needed as well). The Bill made specific provision for emergency services to be included in the categories of 'infrastructure' (see 204N(3) on page 294). DLUHC had also published a short document which sets out the wider picture on planning reform[6], which notes at the end, that further consultation on the detail of the Levy is intended in due course. In

[5] https://bills.parliament.uk/bills/3155

[6] https://www.gov.uk/government/publications/levelling-up-and-regeneration-further-information/levelling-up-and-regeneration-further-information#wider-improvements-to-planning-procedures

addition, the definition of infrastructure in the new Bill included *"facilities and equipment for emergency and rescue services"*, which therefore clearly recognises that such infrastructure is more than just buildings. . Further to a new government elected in July 2024, a new Planning and Infrastructure Bill is proposed. Amendments to the National Planning Practice Guidance have previously been agreed with officials. The Emergency Services, led by the National Police Estates Group, are requesting the Minister for Housing and Planning to approve the changes.

**Moving Forward**

5.11 In the expectation that the Bill is passed into law in its current form and in any case, ASP will be looking to play an active role in the preparation of the new development plan and policies relating to infrastructure developer contributions. ASP will continue to monitor major planning applications and seek to secure developer funding in accordance with the provisions of set out in current and future legislation.

5.12 It is not possible to say that x no. of people require x number of police officers or £x of funding per head of population etc, as the level of policing and the type of infrastructure required to police the growth accommodated in the emerging Local Plan will be susceptible to a range of complex factors, including whether development comprises large scale urban extensions or new towns or a more dispersed pattern of development, as well as more locationally specific factors such as proximity to existing areas with above average rates of crime, deprivation, and licenced premises etc and the scope for extending/converting or refurbishing existing facilities.

5.13 In general terms however, based on the amount of existing floorspace of the police estate serving South Gloucestershire and the 2021 (ONS) the population of District (290,736), it is reasonable to suggest 1sqm of police building equates to 23.6 people. The type of infrastructure required to meet demand arising from growth through development could include (but not limited to):

- Extensions to existing operational bases/polices stations/police posts;
- New operational bases/police stations/police posts;
- New vehicles;
- New electric bikes;
- Mobile Policing Equipment;
- Additional staff;
- Automatic Numberplate Recognition cameras;

- CCTV cameras.

5.14 Based on the existing staffing patterns described above, it is anticipated that 30.5 extra non-operational officers and 41.1 extra operational officers would be required per addition 10,000 new homes. This assumes 2.4 residents per household (England 2021 Census).

5.15 In making requests for s106, CIL or IL funding ASP will therefore consider the scale and location of development and the model of policing in operation at the time.

**Conclusion**

6.0 In summary, South Gloucestershire and the sub region is a varied locality with localised areas of deprivation and different challenges across urban and rural areas. As with other services the funding environment is extremely challenging at present and likely to be for the foreseeable future. Policing is clearly *necessary* infrastructure in planning terms to ensure safe and vibrant communities in accordance with the NPPF. Policing is though complex, and approaches will vary depending on the type and location of new development. As and when new development locations are known further consideration will need to be given to policing needs and how developer contributions could be utilised. The police and emergency services are now pressing the new Government and MPs to reaffirm the message that locally a fair proportion of proceeds from the planning process should be allocated to them.

6.1 However, in summary, in respect of the proposed growth in South Gloucestershire, the main 'response' police stations serving the proposed sites are Patchway Police Centre on Gloucester Rd, Unit 3 Concorde House on Harlequin Business Park, Emersons Green, and Kenneth Steele House on Feeder Rd. It is fair to say all these sites are full to capacity with little operational opportunity of relocating staff to locations such as Police HQ at Portishead where there may be an opportunity to find space. ie: The occupiers at these stations need to be there.

6.2 Appendix 1 & 2 identify what new infrastructure would be required for the sites identified. The main infrastructure would be building and car park extensions (and possibly acquisition of more land) at one or more of the stations so as to accommodate the increase in police officer numbers. For every 1000 dwellings built this is likely to cost in the region of £231,000. We would expect developers to contribute all of this.

6.3 Elsewhere the main 'response' police station is Chipping Sodbury. Rather than building an extension a major reconfiguration of the existing cellular space would be sufficient to accommodate the necessary increase in police numbers as a result of population growth. For every 1000 dwellings built that are serviced from Chipping Sodbury this is likely to cost in the region of £157,000. We would expect developers to contribute all of this.

6.4 From a neighbourhood policing perspective, with the exception of Southmead Police Station, we do not foresee any major issues as new supporting infrastructure can be provided via business as usual with no significant deliverability issues or recourse for significant additional public funding. At Southmead we may look, in time, at opportunities to extend into other parts of the building that we share with the NHS or seek to replace existing life expired modular buildings in the car park.

6.5 The process for seeking additional funding is currently set out in the paper titled 'Policing' that describes the current context, condition and delivery mechanisms for policing in South Gloucestershire.

Appendix 1

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| | *Those sites in the 2024 Emerging Preferred Strategy that directly impact on services from (i) Patchway Police Centre, or (ii) Concorde House in Emersons Green or (iii) Kenneth Steele House. The main sites comprise Filton (Golf Course Lane), Stoke Park, Lyde Green Farm, Grange School, Almondsbury, Easter Compton Hanham West, Mangotsfield, North of Lyde Green, Oldland Common, Shortwood North, Shortwood South, Warmley North, Woodlands, Winterbourne TOGETHER WITH PHASES 2-4 (TOTALLING 2625 DWELLINGS) OF P22/02110/O AT FILTON AIRFIELD/CRIBBS* | | | | | | |
| Without knowing the type of housng being provided it is assumed the impact on policing will be the same for each of the sites | | | | | | | |
| All three of the above police centres will provide the Response service to the new developments. | | | | | | | |
| All three of the centres are close to capacity and could only ralistically meet an increase in staff numbers by extensions to the building and car park. | | | | | | | |
| It would be difficult to extend Patchway and Concorde House without acquiring neighbouring land. | | | | | | | |
| For purposes of presentation I have calculated the contribution requested per 1000 dwellings built. Pro rata adjustments will be necessary for individual sites. | | | | | | | |
| | | | | | | | |
| Number of dwellings | | | 1000 | | | | |
| | | | 2.4 | per household - England 2021 census | | | |
| Increase in population | | | 2400 | | | | |
| | | | | | | | |
| Number of frontline staff per 1000 | | | 2.08 | | Number of non frontline staff per 1000 | | 0.85 |
| Number required for this application | | | 4.992 | | Number required for this application | | 2.04 |
| | | | | | | | |
| **Accommodation floorspace requi** | | | 16 | sqm per FTE | | | |
| | | | | trend in home working for non operational staff. Operational staff therefore assumed to only have accommodation requirements at specific station. Assume also 3 shift pattern. | | | |
| Number of FTE | | | 1.664 | staff | | | |
| Extra floorspace requirements | | | 26.624 | sqm | | | |
| Cost psqm to build | | | £4,638 | psqm | Q1 2023 | Figures indexed from most recent Q2 2016 new build | |
| Cost to build required floorspace | | | **£125,079.55** | INDICATIVE FIGURE THAT COULD BE CLAIMED IF NEW PRORATA STATION NEEDS TO BE BUILT | | | |
| | | | | | | | |
| | | | | | | | |
| **Vehicle Requirements** | | | £18 | per household | Q2 2022 prices | | |
| Number of households | | | 1000 | | | | |
| | | | £18,000 | | | | |
| | | | | | | | |
| Electric Bikes | | | 1 | Electric Bike | | | |
| | | | £2,600 | Q1 2023 costs | | | |
| | | | £2,600 | | | | |
| | | | | | | | |
| **Mobile Policing Equipment** | | | £4,354 | per front line office | Q2 2020 prices | | |
| Number of front line officers | | | 4.992 | | | | |
| | | | £21,735.17 | | | | |
| | | | | | | | |
| **Cost of Recruiting additional staff** | | | | | | | |
| Front Line start up costs | | | 1060 | | Non front line start up costs | | 1060 |
| Training | | | 4400 | | Workstation | | 1642 |
| Uniform and personal equipment | | | 940 | | | | |
| Workstation | | | 1642 | | | | |
| | | | | | | | |
| Total cost per FTE | | | 8042 | | Total cost per FTE | | 2702 |
| No. of front line staff | | | 4.992 | | No. of non front line staff | | 2.04 |
| | | | | | | | |
| Cost | | | £40,146 | | | | £5,512 |
| | | | | | | | |
| Total combined cost | | | £45,658 | | | | |
| | | | | | | | |
| ANPR camers | 2 | 5000 | £10,000 | | | | |
| CCTV cameras | 4 | 2060 | £8,240 | | | | |
| | | | | | | | |
| | | | | | | | |
| | | | | | | | |
| | | | | | | | |
| **Total Developer contribution** | | | **£231,312.46** | per 1000 dwellings built | | | |

Appendix 2

*Those sites in the 2024 Emerging Preferred Strategy that directly impact on services from Chipping Sodbury Police Station. The main sites are Yate Town Centre and Charfield*

Without knowing the type of housng being provided it is assumed the impact on policing will be the same for each of the sites
Chipping Sodbury will provide the main Response service to the new developments.
Redesigning the 'cellular' internal layout of the premises should accommodate the increase in police numbers resulting from population growth.
For purposes of presentation I have calculated the contribution requested per 1000 dwellings built. Pro rata adjustments will be necessary for individual sites.

| | | | | | | |
|---|---|---|---|---|---|---|
| Number of dwellings | | 1000 | | | | |
| | | 2.4 | per household - England 2021 census | | | |
| Increase in population | | 2400 | | | | |
| Number of frontline staff per 1000 | | 2.08 | | | Number of non frontline staff per 1000 | 0.85 |
| Number required for this application | | 4.992 | | | Number required for this application | 2.04 |
| **Accommodation floorspace requi** | | 16 | sqm per FTE | | | |
| | | | trend in home working for non operational staff. Operational staff therefore assumed to only have accommodation requirements at specific station. Assume also 3 shift pattern. | | | |
| Number of FTE | | 1.664 | staff | | | |
| Extra floorspace requirements | | 26.624 | sqm | | | |
| Cost psqm to build | | £1,308 | psqm | Q1 2023 | Figures indexed from most recent likely comparable refurbishments at Staple Hill, Aztec West and Redbridge House | |
| Cost to build required floorspace | | **£50,798.59** | | | | |
| **Vehicle Requirements** | | £18 | per household | Q2 2022 prices | | |
| Number of households | | 1000 | | | | |
| | | £18,000 | | | | |
| Electric Bikes | | 1 | Electric Bike | | | |
| | | £2,600 | Q1 2023 costs | | | |
| | | £2,600 | | | | |
| **Mobile Policing Equipment** | | £4,354 | per front line office | Q2 2020 prices | | |
| Number of front line officers | | 4.992 | | | | |
| | | £21,735.17 | | | | |
| **Cost of Recruiting additional staff** | | | | | | |
| Front Line start up costs | | 1060 | | Non front line start up costs | 1060 | |
| Training | | 4400 | | Workstation | 1642 | |
| Uniform and personal equipment | | 340 | | | | |
| Workstation | | 1642 | | | | |
| Total cost per FTE | | 8042 | | Total cost per FTE | 2702 | |
| No. of front line staff | | 4.992 | | No. of non front line staff | 2.04 | |
| Cost | | £40,146 | | | £5,512 | |
| Total combined cost | | £45,658 | | | | |
| ANPR camers | 2 5000 | £10,000 | | | | |
| CCTV cameras | 4 2060 | £8,240 | | | | |
| **Total Developer contribution** | | **£157,031.50** | per 1000 dwellings built | | | |