



OFFICE OF THE POLICE &
CRIME COMMISSIONER FOR
SURREY

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Our ref: 26/MVDC/02695
Your ref: MO/2025/02695

14th January 2026

Dear Ms Munnis,

MO/2025/02695 - Hybrid planning application for: Swan Centre: Full details for proposed works to the Swan Shopping Centre including demolition of Leret House, reconfiguration of Units 1-4, Units 21-25 and 21 High Street to provide new commercial floorspace (flexible Class E/sui generis (drinking establishments)), cinema (sui generis) and new shopfronts and associated works. Bull Hill: Demolition of existing buildings. Full details of Access, western access road and associated highways works and 'Phase 1' comprising 276 residential dwellings (Class C3) in Blocks A-F and ground floor commercial/community floorspace (flexible Class E/Class F2) and associated works. All other matters reserved (Appearance, Landscaping, Layout and Scale) for residential dwellings (Class C3), commercial floorspace (Class E), multi-storey car parking, public park, play space and associated landscaping, parking and amenity and associated works. An Environmental Statement has been submitted in support of the application which, alongside the Swan Centre proposals, assesses the environmental effects of an illustrative masterplan for the proposed development at Bull Hill showing a total of 480 dwellings (including the detailed area), commercial floorspace (Class E) and multi-storey car parking in buildings of between 3 and 12 storeys in height, public park, play space and associated landscaping, parking and amenity space.

I write on behalf of the Office for the Police and Crime Commissioner (PCC) for Surrey concerning hybrid application MO/2025/02695 for Swan Centre: Full details for proposed works to the Swan Shopping Centre including demolition of Leret House, reconfiguration of Units 1-4, Units 21-25 and 21 High Street to provide new commercial floorspace (flexible Class E/sui generis (drinking establishments)), cinema (sui generis) and new shopfronts and associated works. Bull Hill: Demolition of existing buildings. Full details of Access, western access road and associated highways works and 'Phase 1' comprising 276 residential dwellings (Class C3) in Blocks A-F and ground floor commercial/community floorspace (flexible Class E/Class F2) and associated works. All other matters reserved (Appearance, Landscaping, Layout and Scale) for residential dwellings (Class C3), commercial floorspace (Class E), multi-storey car parking, public park, play space and associated

landscaping, parking and amenity and associated works at Land at Bull Hill and Swan Shopping Centre, Leatherhead.

Sussex & Surrey Police are an active member of the National Police Estates Group (NPEG) and now act as one on all infrastructure and town planning related matters across their combined geographical area. Our approach to Section 106 requests is in accordance with national best practice recommended by the National Police Chief's Council (NPCC). The approach now adopted has been tested at public inquiries nationally and found to be in accordance with the statutory Community Infrastructure Levy (CIL) tests.

The large numbers of housing being developed across [REDACTED] Leatherhead area will place a significant additional demand upon our police service. These impacts will be demonstrated in this submission and the necessity of investment in additional policing services is a key planning consideration in determination of this planning application.

This development will place permanent, on-going demands on Surrey Police which cannot be fully shouldered by direct taxation. Like many other public services, policing is not fully funded via public taxation. This request outlines several of the capital costs that will be incurred by Surrey Police to enable safe policing of this development.

All the infrastructure outlined in this funding request has been found compliant with Regulation 122 of the CIL and are considered directly related to the development in scale and kind and necessary to make the development acceptable in planning terms.

The application site comprises of brownfield land and public open space, that have a negligible impact on policing. Once developed this site will create an additional demand upon the Police Service that does not currently exist.

The police will need to recruit and equip additional staff and officers. The development will also require the services of a police vehicle and investment into Automatic Number Plate Recognition (ANPR) infrastructure and speed control measures. Staff and officers will also need to be accommodated in a premises that will enable them to serve the development. This request is resulting directly from the development for those areas where the police do not have existing capacity. The request also explains how the police service is funded, outlines National Planning Policy support for policing contributions and references numerous appeal decisions where police requests for developer contributions have been upheld.

Police forces nationally, are not in a position to support major development of the scale now being proposed for many of the nation's town and cities without the support from the planning system. If we are obliged to do so using our own resources only, then it is reasonable to conclude that there will be a serious risk of service degradation as existing coverage is stretched to encompass the new development and associated population growth. This is already evident across Surrey due to the significant numbers of housing being developed and clearly shown by the increasing numbers of recorded crimes in Surrey over the last year. Our force must ensure that development growth is supported by the infrastructure necessary to guarantee the safety and security of the new communities.

It is the responsibility of the PCC to ensure our Chief Constable has sufficient financial support to deliver a high level of policing to the residents of Surrey. Our Office continues to actively seek financial contributions via Section 106 agreements and CIL funds to support our capital program. This will enable Surrey Police to deliver the highest possible service to ensure the protection of the communities that we serve. In line with many other police forces Sussex & Surrey Police have updated our methodology for infrastructure requests to ensure our representations are transparent and provide an up to date, accurate reflection of our current capacity in the district.

Our new methodology has been developed through a joint partnership with Leicestershire, Leicestershire Valley, West Mercia, Warwickshire and other active members of the National Police e-Procurement Group (NPEG). This methodology was considered Community Infrastructure Levy REG122 compliant by Mr Justice Green in the case of *Jelson v SoSCLG and Hinckley and Bosworth Council* [2016] CO/2673/2016 (**Appendix 1**). In addition, there are a significant number of recent appeal decisions and High Court judgments supporting both the principle of Police contributions and our methodology (see attached appendices). The principle of developer contributions towards Sussex and Surrey Police has recently (May 2024) been upheld by the Secretary of State in the allowed appeal relating to new 1,730 dwellings at Land at the former Wisley Airfield, Hatch Lane, Ockham, Surrey (Appeal ref: APP/Y3615/W/23/3320175 – **Appendix 2**).

I will go into further detail on the various items of infrastructure and provide evidence of their compliance with Regulation 122 tests.

1. Police funding and development growth

A primary issue for Surrey Police is to ensure that new development, like that proposed by application MO/2025/02695 makes adequate provision for the future policing needs that it will generate. Like other public services, Surrey Police's primary funding is insufficient to be able to add capital infrastructures to support new development when and wherever this occurs. Furthermore, there are no bespoke capital funding regimes e.g. the Health Lift to provide capital either. The police therefore fund capital infrastructure by borrowing. However, in a service where most of the budget is staffing related, the Surrey Police capital programme can only be used to overcome pressing issues with existing facilities, or to re-provide essential facilities like vehicles once these can no longer be used.

Surrey Police endeavour to use our existing funds as far as they stretch to meet the demands of an expanding population and overwhelmingly for revenue purposes. However, it is the limit of these funds which necessitates the need to seek additional contributions via Section 106 requests and the CIL. This situation also prevails in other public services seeking contributions and there is nothing different here as far as policing is concerned. What is different is that the police do not enjoy capital income from the usual taxation sources. This evidences that the police do not make requests where other funds are available to meet their needs.

The reality of this financial situation is a major factor in our Forces planning and alignment with plans for growth in that whilst Surrey Police can plan using their revenue resources to meet their

on-going, and to a limited extent, additional revenue costs these do not stretch to fund necessary additional investment in their infrastructures.

Surrey Police will continue to engage with Local Planning Authorities to ensure crime prevention is referenced within new local plan documents and provide crime prevention design advice to minimise the opportunities for crime within new development. Ensuring new development takes full consideration of crime prevention and the provision of adequate infrastructure to support policing is clearly outlined within the National Planning Policy Framework (NPPF, December 2024), relevant sections of the Planning Practice Guidance (PPG) and Section 17 of the Crime and Disorder Act 1998 (as amended).

Paragraph 20 [‘Plan-Making’] of the NPPF states ‘*Strategic Policies should set out an overall strategy for the pattern, scale and design quality of places and make sufficient provision for: infrastructure for transport, telecommunications, security...*’. In addition, paragraph 96 of the NPPF [‘Promoting healthy and Safe Communities’] states that ‘*Planning polices and decisions should aim to achieve healthy, inclusive and safe places which are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion...*’.

Furthermore, paragraph 101 of the NPPF states ‘*To ensure faster delivery of other public service infrastructure such as...blue light...local planning authorities should also work proactively and positively with promoters, delivery partners and statutory bodies to plan for required facilities and resolve key planning issues before applications are submitted. Significant weight should be placed on the importance of new, expanded or upgraded public service infrastructure when considering proposals for development.*’

Paragraph 102 states ‘*Planning Policies and decisions should promote public safety and take into account wider security and defence requirements by, anticipating and addressing possible malicious threats and other hazards (whether natural or man-made, especially in locations where large numbers of people are expected to congregate. Policies for relevant areas (such as town centre and regeneration frameworks), and the layout and design of developments, should be informed by the most up-to-date information available from the police and other agencies about the nature and potential threats and their implications. This includes appropriate and proportionate steps that can be taken to reduce vulnerability, increase resilience and ensure public safety and security. The safety of children and other vulnerable users in proximity to open water, railways and other potential hazards should be considered in planning and assessing proposals for development.*’

In the support of this request the following information is provided as a detailed commentary on Surrey Police’s budget, which underpins the above statements:

National funding

Surrey Police receives 45% of its funding from central government and 55% from local taxation. Central government funding comprises of the Home Office Core Funding Settlement, the Department for Communities and Local Government (DCLG) Formula Funding, (together these are referred to as Central Government Grant or CGG for the proposes of this submission) and legacy

Council Tax Grants (LCTG). LCTG are fixed and some elements of this are time limited, therefore, LCTG are not affected by variations in the funding formula.

The distribution of CGG is calculated by the Police Relative Needs Formula. This Police Funding Formula divides up how much money each police force receives from the overall central government funds. It considers a number of factors to assess demand in each area.

The first stage of the formula is to divide funds between the different activities that the police undertake. These activities, or workloads, can be broken down into five key areas (Crime, Incidents, Traffic, Fear of Crime, and Special Events).

A portion of total funding is also distributed according to population sparsity, to address the specific pressure created by the need to police rural areas.

The second stage is to divide funding for each of these workloads between the 43 local policing bodies of England and Wales. To do this, 'workload indicators' are calculated to estimate how much work each Police Force is expected to have in each of the key area compared to other forces. These estimates are calculated by socio-economic and demographic indicators that are correlated with each workload. Indicators of workload are used rather than data recorded crime levels to account for known variations in recording practices, and the funding model has been designed to avoid creating any incentives for forces to manipulate figures.

The formula consists of a basic amount per resident and a basic amount for special events, and top ups for the five key areas, sparsity and area costs (which takes account for regional differences in costs).

The top-ups etc. are weighted and use specific categories of population, rather than a straightforward population figure, to determine grant allocations, for examples specific categories includes the population of various benefits, long-term unemployed, overcrowded households, hard pressed households, residents in terraced accommodation etc.

Whilst the funding formula is influenced through allocation of a basic amount per resident, this does not necessarily lead to an increase in CGG Grant to Surrey Police. Putting aside the time delays between recognising population growth and this being fed into the funding formula, the overall pot available to all forces the CGG is limited and in fact has declined over the last few years as part of the Government's fiscal policy. Therefore, changes in general population or the specific population do not increase the overall funding made available through CGG, rather they would affect the relative distribution of grant between forces.

For the 2023/2024 year there was an increase in the CGG despite the ongoing recruitment scheme known as 'Operation Uplift' across the UK. This funding was ring fenced for revenue expenditure on employing new police officers. However, it can be stated with certainty that even if there were further increases in central funding because of development growth, this funding would be fully utilised in contributing to additional salary, revenue and maintenance costs (i.e. not capital items and not what is claimed here). This funding, therefore, would not be available to fund the infrastructure costs that are essential to support the proposed development growth.

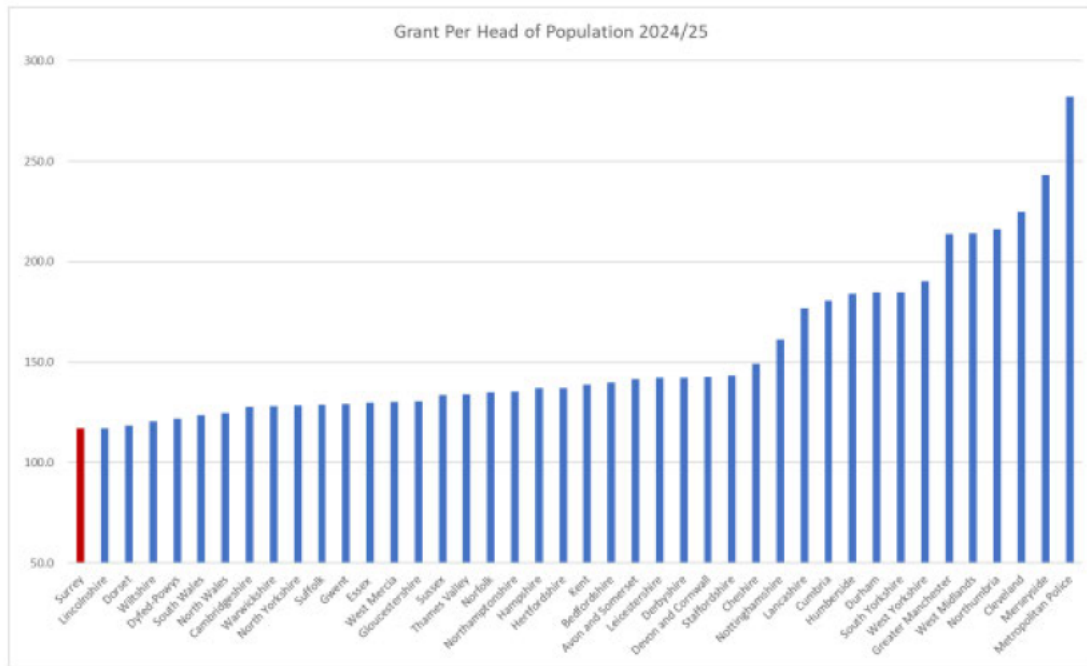
The time horizon of our financial planning should also not be determined by the time horizon of financial support from central government. In July 2024 the Chancellor of the Exchequer announced a multi-year spending review to conclude in spring 2025 (SR2025). They also announced changes to the Charter for Budget Responsibility to require spending reviews to be held every two calendar years, covering a spending period of at least three years, saying that this would ensure there will always be up to date medium-term departmental spending plans. The Chancellor indicated that the decision-making in SR2025 would reflect the government's 'mission-led' approach. She further announced that the government would establish a new Office for Value for Money (OVfM) to help it "put value for money at the heart of decision-making" and to recommend systems up to the SR2025 the government has issued a settlement

The greater the uncertainty about future central government policy then the greater the need to demonstrate the PCC entity's long-term financial resilience, given the risks attached to its core funding.

Local funding

Surrey Police (precepting body) places a demand or precept on the district and borough councils in its area (billing authorities) for a sum of money to be raised through the council tax. The amount to be raised is divided by the Council Tax Base (CTB) or number of households to arrive at an average Band D council tax, from which all other bands of council tax are determined. The growth in the council tax or the amount each household pays is decided by the Police and Crime Commissioner (PCC), having regard to the DCLG rules concerning the need to hold a local referendum where the proposed spending increase in the precept is above a prescribed threshold, currently (2025/2026) £14 per Band D property to maintain real terms funding.

55% of the funds needed for Policing comes from the Precept – the highest in England, with the remaining 45% coming from Government through grants of one sort or another. This means that Surrey receives the lowest level of funding per head in England, as is shown in the graph below, and is therefore more dependent on precept than other forces. As a result, Surrey residents pay one of the highest rates of Council Tax in the country.



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Surrey Police also had the highest officers and staff costs per FTE in 2017/18 reflective of the high cost of living in Surrey according to the 2017/2018 HMICFRS Value for Money Profiles. Central funding is also the lowest in the country, however with a conversely higher precept. The levels of funding from government are the lowest in the country per head of population.

There remains potential for the council tax yield to increase simply through a growth in the CTB. However, it should be noted that the CTB is reduced for discounts and exemptions provided under the Local Council Tax Benefit Scheme (LCTBS) and may also be affected by collection rates. Therefore, a growth in households might not lead to a growth in council tax yield where those households benefit under the LCTBS.

The additional funding generated by council tax in recent years reduced the severity of the Forces previous savings target. The savings target represents a funding gap between our existing budget requirements and current funding sources. Looking forward the financial challenges do not look to be getting any easier with savings of at least £15.7m required to 2026/2027.

Most importantly, the higher council tax precept will allow our PCC to retain and invest in our workforce and continue supporting our 'Police and Crime Priorities'. Key considerations driving the precept increase decision included:

- Public demand on police services is increasing exponentially;
- Criminal investigations are becoming increasingly complicated, with huge amounts of digital material to identify, secure and analyse, against an exacting threshold for prosecution;

- The public want to see investment in more visible, local policing, focusing on crimes like burglary and anti-social behaviour and they rightly want to feel safe on the roads, in public spaces and at night-time;
- The public also want to see improvements in the force's approach to public contact and more support to the 101 service;
- HMICFRS (Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services) has recently acknowledged the public's concerns about changes to neighbourhood policing, and stressed the importance of community intelligence;
- And the PCC's consultations and correspondence with the [REDACTED] most Surrey residents are prepared to support their police service through increased precept contributions.

Savings

Since 2010/11 we have seen reductions to the grant funding provided by the Government to Policing Bodies in England and Wales. Current planned efficiency savings for 2024/25 amount to £3.8m and if all are delivered leaves a budget gap of £14.4m for the remainder of the four-year period.

The savings plan developed by the Force will assist it to meet the continued challenges facing policing, meeting financial constraints, improve efficiency and maintain the capacity to meet the new crime threats in public protection; which includes domestic abuse, child sexual exploitation and vulnerable adults. Investment will also enable opportunities within the digital ways of working, and the threat from the exponential growth in digital crime.

The Force recognised early that the financial position would alter drastically after what was the best financial settlement in the last ten years as public finances have been strained in support of the pandemic. To assist in the development of a robust achievable saving plan for 2021/22 CIPFA Associates were engaged who worked with the Force and budget holders to identify savings that would amount to £6.4m. Following on from the work CIPFA completed assisting the Force to develop robust and achievable savings the Force identified a savings 2024/25 to achieve a balanced budget.

It is recognised that this alone will not achieve all the forecast saving requirement over the medium term and so a number of initiatives will be needed to meet this challenge. The future efficiency savings plan required ongoing review and development as it is estimated that £14.4m of additional savings will be required by from 2025/26 to 2026/27 inclusive.

Capital funding

The Government stopped providing an annual grant to support the capital and investment programme from 2022/23. However, specific capital grants may be issued for specific capital investment, for example, the Emergency Services Network.

For many years Surrey PCC has benefitted from substantial capital reserves, supported by capital receipts from the sale of operational buildings and assets or from revenue reserves assigned to capital investment. Most of these resources have now been utilised and as we move forward through the next 4 years and beyond, there is the necessity to fund through either Direct Revenue Funding (DRF) and external borrowing for specific projects. The capital financing approach remains to maximise the use of Capital Receipts to support the capital programme whilst maximising the overall benefit in underpinning the Revenue budget.

Local Authorities, including the PCC, can set their own borrowing levels based on their capital needs and their ability to pay for the borrowing. The levels will be set by using the indicators set out in the Prudential Code. The borrowing costs are not supported by the PCC. Surrey Police need to ensure they can fund the repayment costs. The Minimum Revenue Provision Statement sets out a prudent approach to the amount set aside for the repayment of debt. Borrowing is to be used to cover long life assets only.

Since there is no support from Government with Capital Grant, low reserve and as the pool of assets available for sale declines the financial support from these receipts diminishes, any local capital investment creates an additional financial burden on Surrey Police which will need to be funded through borrowing. With diminishing reserves and the implications of borrowing such as high interest rate, both alternative funding mechanisms are inadvisable.

Conclusions on funding

Like many other public sector organisations, Surrey Police have seen a real terms reduction in grant funding in recent years, which has necessitated changes to the policing model. At the same time the demands placed on the police service increase, whilst the service must deal with the changing nature of crime at both the national and local level, for example, cybercrime, child sexual exploitation and terrorism are areas of particular concern. Additional funding granted towards policing will support and sustain local policing services to Surrey residents.

In conclusion it remains necessary to secure Section 106 contributions or direct CIL funding for policing infrastructure, due to the direct link between the demand for policing services and the changes in the operational environment beyond Surrey Police's control i.e. housing growth and the subsequent and permanent impact it has upon policing.

Securing modest contributions means that the same level of service can be provided to residents of new development as it is to existing residents and without compromising frontline services. The consequence of no funding is that existing infrastructure will eventually become stretch to breaking point, and none of the communities we serve will receive adequate policing.

Whilst national and local funding must continue to cover salary and maintenance costs, there would be insufficient funding to provide the infrastructure required for officers to carry out their jobs effectively, Surrey Police consider that these infrastructure costs arising directly as a result of the development proposed and that funding for the police under S106 or CIL is both necessary and justified.

2. Assessment and request

Our Office have undertaken an assessment of the implications of growth and the delivery of housing upon the policing of Mole Valley District and in particular the areas of this 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 capital infrastructure will be required. This information is disclosed to secure essential developer contributions and is a fundamental requirement to the sound planning of the district. In the absence of developer contributions towards the provision of essential policing infrastructure, Surrey Police would raise objection, as the additional strain placed on our resources would have a negative [REDACTED] of both the development and force-wide policing implicati [REDACTED]

This submission will provide the most recent annual statistics for crime/incidents in Mole Valley which will be compared to the number of existing households. This provides an incident per existing household (or person) within Mole Valley which can then be used as the background to the various items of infrastructure outlined in this funding request.

Nationally, the Police Force ensure that we take regular legal advice and guidance from industry professionals on the applicability of NPPF tests relating to the application of Regulation 122 on our funding requests for S106 agreements and Infrastructure Development Plans. This included advice as to what is infrastructure which can be summarised as follows:

- The first point to note is that '*infrastructure*' is not a narrowly defined term. Section 216 of the Planning Act 2008 provides a list of "*infrastructure*" but is clear that that list is non-exhaustive. That fact is demonstrated by the use of the word "*includes*" prior to the list being set out.
- There is no difficulty in the proposition that contributions towards Police infrastructure can be within the definition of infrastructure for the purposes of the 2008 Act. In policy terms this is reinforced by the reference to security infrastructure in paragraph 20 of the National Planning Policy Framework (December 2024).
- The Emergency and Rescue Service are recognised as '*infrastructure*' (including facilities and equipment) in the Levelling Up and Regeneration Act 2023 (Schedule 12, Section 204N, para 3 (h)).
- Infrastructure is not limited to buildings and could include equipment such as vehicles, communications technology, and surveillance infrastructure such as CCTV and ANPR. Infrastructure could also include speed cameras/metres or Speed Indication Devices (SIDs) which are a mobile education tool for deployment by Neighbourhood Policing Teams at the roadside, displaying warning messages or speed to drivers.

The submission set out below is based on the same methodology previously found sound by Planning Inspectors, the Secretary of State and the High Court and has been found sound. The costs included in this submission are sites specific costs which are envisaged to be secured via a Section 106 agreement. The significant costs relating to revenue will be met by local and national taxation.

3. Current policing requirements in the district of Mole Valley

Surrey Police's existing estate

At present, local policing (Safer Neighbourhood Team / Neighbourhood Response Teams) in Mole Valley District is delivered from leasehold space within Mole Valley Council Offices in Pipbrook, Dorking. The existing accommodation houses the Mole Valley Safer Neighbourhood Teams and the Neighbourhood Response Teams for Mole Valley. These Teams parade out of Epsom & Ewell but base themselves at Pipbrook whilst on shift.

A move of the teams across to a small portion of retained [REDACTED], [REDACTED] approved, with a view to exiting Pipbrook in line with our lease obligations ceasing. Any additional officers deployed within the district will need to be based at this new site and additional floor space will need to be created.

Surrey Police's current policing requirements and projections

For the last financial year Surrey Police recorded 12,073 (an increase of 409 from the previous year) incidents in the district of Mole Valley.

To determine the current policing requirements per household or individual person an approximate estimation of the number of households and population of the district is required. The 2021 census listed 37,100 households and 87,386 persons in the district of Mole Valley with an average household size of 2.4 persons. Taking into account the number of recorded incidents and current number of households this results in 0.325 incidents per household (12,073 / 37,100) and 0.138 incidents per person (12,073 / 87,386) that require police attendance in Mole Valley District each year.

Surrey Police have a duty to respond to all incidents and many of these incidents are not recorded as crimes. We deliver crime prevention and presence, attendance and service lead at emergencies e.g. RTAs or flooding, counter terrorism and community policing, attend and input to community safety and crime partnerships, and provide referral responses when there are expressed concerns about the safety of children, the elderly and those with special needs.

4. Breakdown of predicted incidents as a result of population increase in Mole Valley

The proposed development of 276 residential units would have an estimated population of 451 (based on occupancy). Applying the current ratio of 'incidents' to predicted population then the development would generate an additional 62 incidents per year for Surrey Police to attend (0.138 x 451).

These incidents are likely to result in 19 additional recorded crimes per year attributed to this neighbourhood.

5. Costs

In order to mitigate against the impact of growth our office have calculated that the capital 'cost' of policing new growth as a result of this major planning application equates to **£37,500**.

These funds would be used for the future purchase of infrastructure to serve the proposed development. This cost will now be broken down clearly to show the capital infrastructure required to support this development..

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

ANPR (Automatic Number Plate Recognition) and CCTV Cameras

Surrey Police are currently promoting a roll out of Automatic Number Plate Recognition (ANPR) Cameras throughout Surrey. The number and location of cameras is driven by the scale and location of new development and the road network in the area. Cross border crime is a growing issue in Surrey with criminals travelling from London and the surrounding Home Counties into Surrey to commit offences.

An assessment based on the development of 'Land at Bull Hill and Swan Shopping Centre' has been undertaken and recommends an additional camera site to be installed within the vicinity of the site. Our ANPR Manager actively monitors new development and existing ANPR camera coverage to mitigate against the impacts of development growth. The camera is costed below, and requirements are assessed on the basis of the scale, location and proximity to the road network of the housing growth proposed over the development plan period. Surrey Police have identified approximate locations which require additional ANPR coverage which can be confidently shared with the Local Authority in due course.

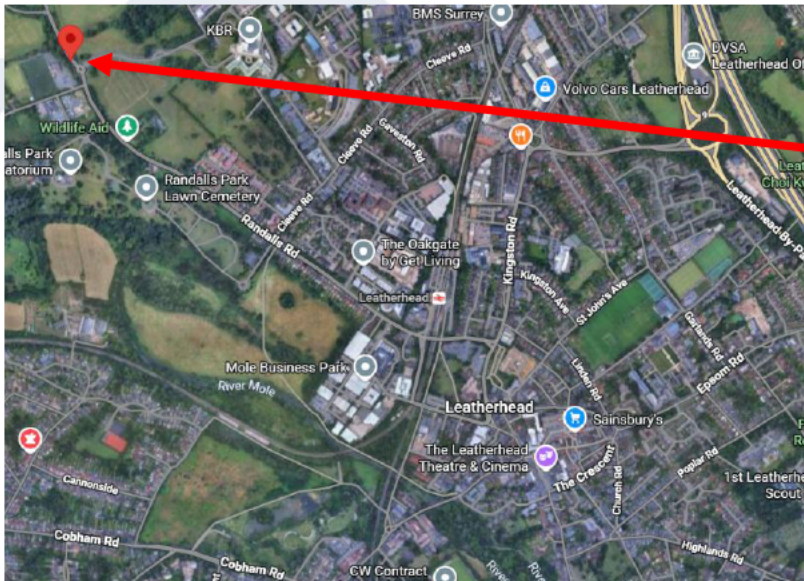
ANPR cameras are used in three keyways by police forces: 1) to identify vehicles known to be used by criminals and disrupt their activity; 2) to gather intelligence and 3) to investigate crime. There are many benefits of ANPR cameras which can be used overtly or covertly and are regulated by the Regulation of Investigatory Powers Act 2000 (RIPA). Using cameras at either fixed locations or portable locations, images are captured and recorded along with the vehicle registration mark (VRM) or number plate, time and location of the vehicle, which can then be instantly checked against database records of vehicle of interest. The instant search of database records of vehicles of interest can confirm whether a vehicle associates with a known criminal has been in the area at the time of a crime. Importantly, ANPR can be used in real time. This means that police officers can intercept and stop the vehicle, check it for evidence and make arrests if necessary. The use of ANPR in this way has proved important in the detection and prosecution of many cases of major crime.

Three principal benefits of using ANPR are: 1) Increase the information and intelligence available to identify criminals; 2) Enable the police to deploy resources to respond to criminals of interest in real time; 3) Improve investigations after crimes have been committed.

As outlined in the Vision of the Mole Valley Local Plan at point 15, one of the key objectives is *'to provide the necessary infrastructure for existing and future residents, ensuring that the infrastructure's impact on amenity, character and landscape is minimal'*. In addition, Policy EN5: Inclusive Environments of the Mole Valley Local Plan states that *'all new development should support the safety and security of the whole community...'*

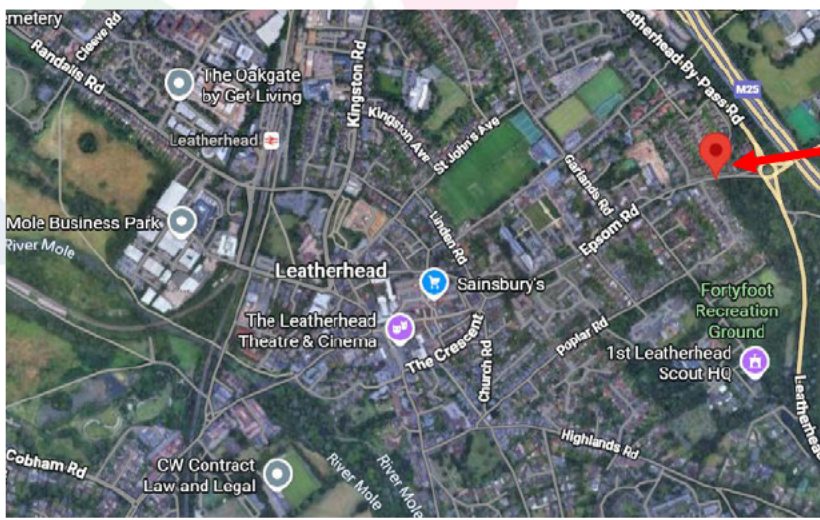
The cost of a fixed ANPR camera is shown below:

1) A245 north of Randalls Road, Column 42 – 1 camera = £7,500



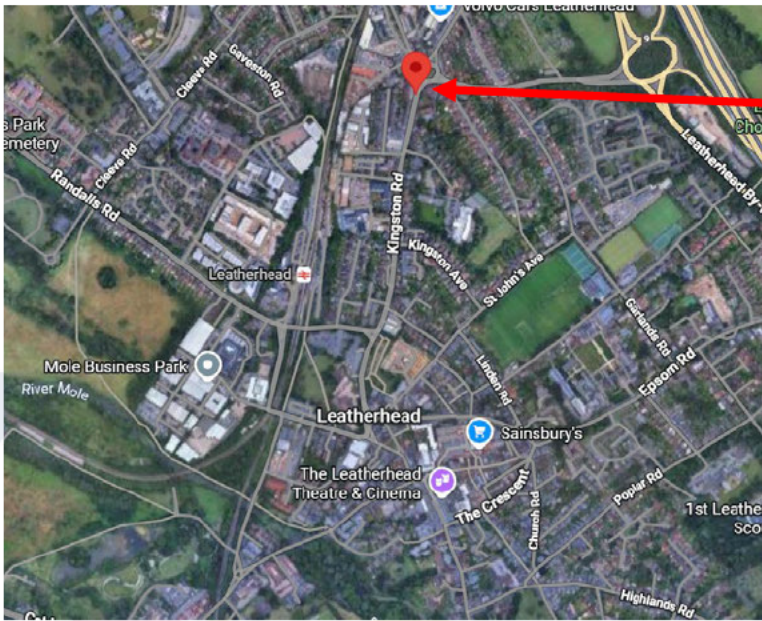
1) Additional ANPR Camera

2) Epsom Road, Column 3 – 1 camera = £7,500



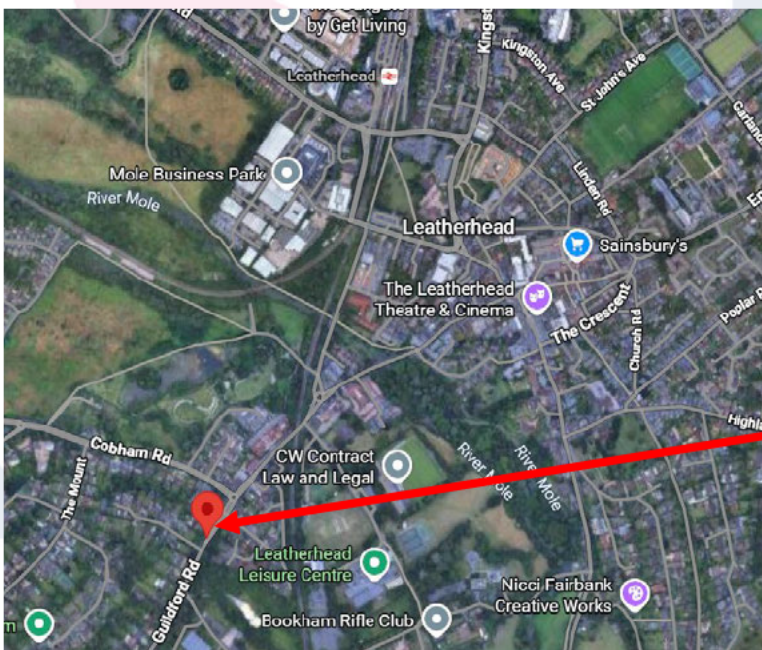
2) Additional ANPR Camera

3) A245 Kingston Road, Column 16 – 1 camera = £7,500



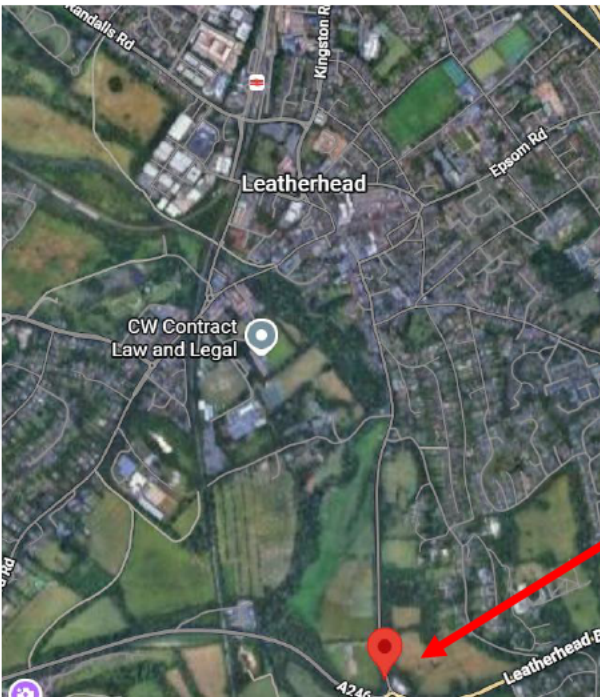
3) Additional ANPR Camera

4) Guildford Road, Column 17 – 1 camera = £7,500



4) Additional ANPR Camera

5) B2450 Dorking Road, Column 14 – 1 camera = £7,500



5) Additional ANPR Camera

CCTV

With regard to CCTV provision, it is noted that all CCTV systems are owned and maintained by the local councils within Surrey. Surrey Police only review live data when required or demanded by incidents through portals. Officers can also access this information, post incident for evidential purposes. As such, Surrey Police will not be requesting contributions for on-site CCTV.

6. Compliance with National Policy and CIL Regulations

Following the abolition of CIL regulation 123 the funding of infrastructure is no longer restricted to 5 separate developer contributions. Within Mole Valley the majority of policing is carried out by the SNT/NRT teams, therefore our office would recommend funds received from Section 106 agreements should be spent directly on supporting these teams. Therefore, when contributions from new housing development are pooled it is sensible to do this based on SNT/NRT areas which in this case of this development is South Leatherhead SNT/NRT.

The assessment for these infrastructure contributions is outlined in CIL Regulation 122, which requires each item to meet the following three tests. From the numerous appeal / Secretary of State decisions and High Court judgements there is significant evidence that all the items listed in this request comply with CIL Regulation 122.

The costs of policing infrastructure have been included in this request and have been found sound (and compliant with Regulation 122) in numerous appeal decisions included as **Appendix 2**. In the respect of training in particular, the Sketcheley house decision (page 19 of **Appendix 2**) makes

specific reference to 'protective clothing, uniforms and bespoke training' and were endorsed by the Inspector in his report at paragraph 11.57 and by the Secretary of State at paragraph DL22.

It is therefore plain that the Secretary of State and numerous Planning Inspectors consider that National Planning Policy and legislation is capable of encompassing these types of infrastructures.

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 sustainable development as confirmed in the National Planning Policy Framework (2024).

As outlined in the Vision of the Mole Valley Local Plan at point 15, one of the key objectives is '*to provide the necessary infrastructure for existing and future residents, ensuring that the infrastructure's impact on amenity, character and landscape is minimal*'. In addition, Policy EN5: Inclusive Environments of the Mole Valley Local Plan states that '*all new development should support the safety and security of the whole community...*'

Chapter 9 (Community Safety and Policing Infrastructure of the Planning Obligations SPD (2025), which is linked to Policy D1 (Infrastructure Deliver) states '*As with the education and health, contributions should be allocated to the provision fixed capital assets, such as fixed Site ANPR cameras, vehicles, and expanding the capacity of premises where this would serve the district. Contributions that subsidise the "start-up" costs of recruiting and training new officers and the costs of their standard issue equipment, such radios, workstations, and body worn camera will not be supported. In the same way, as S106 contributions are not used to fund the training of new teachers, doctors or nurses, or their day-to-day equipment.*'

Police contributions are, in principle, within the lawful ambit of the policy regime which requires financial contributions from developments to help defray the external costs of the proposals which would otherwise fall on general taxation.

The Secretary of State has recognised that it is not a rigid requirement to have express reference to policing within local planning policy because the overarching principle of ensuring safe communities is recognised in the NPPF. The Planning Inspector in the case of North-west Leicester District Council vs Money Hill Consortium (**Appendix 4**) stated:

'62. The obligations of the Undertaking, other than that to support Police operations, are all related to requirement of development plan policies and are all necessary to make the development acceptable in planning terms. They are all, furthermore, directly related to the development, are fairly and reasonably related in scale and kind to the development, and are in place to mitigate the effects of the development. The Legal Agreement, setting aside the Police contributions, therefore complies with Regulation 122 of the CIL Regulations 2010. Furthermore, taking into account the submissions of NWLDP, LCC and LP, the Agreement complies with Regulation 123 of the CIL Regulations 2010.

63. *The contributions of £219,029 towards Police infrastructure is not related to requirement of development plan policies. The figure has been arrived at following a close and careful analysis of the current levels of policing demand and deployment in Ashby. The proposed development, in terms of population increase, would have a quantifiable and demonstrable effect on the ability of the Police to carry out their statutory duties in the town. LP has not sought any contribution to some aspects of policing, such as firearms and forensics, but only for those where there is no additional capacity. The contribution is necessary because the new housing that would be created would place a demonstrable additional demand on Police resources in Ashby. The financial contributions to Police operations thus satisfies Regulation 122 of the Community Infrastructure Levy Regulations 2010 and a provision of the Undertaking would ensure that the contribution also satisfies [REDACTED] the Community Infrastructure Levy Regulations 2010.'* [REDACTED]

The importance of policing contributions is importantly recognised in recent court judgments and considered an essential core principle of the NPPF. The judgment of Mr Justice Green 01/11/2016 (**Appendix 1**) with regard to the High Court challenge of Jelson Limited vs Secretary of State for Community and Local Government (1) Hinkley and Bosworth District Council stated:

'The gist of the Inspectors reasons are adequately set out in paragraphs [44]-[47] (see above). She records that LP has adequately demonstrated that the sums would be spent on equipment and services which arose "...Directly from the new households occupying the proposed development". Accordingly she concluded, in terms of causality, that there was a proper nexus between the expenditure and the new development. She also records that the proposed spending was properly attributed between individual projects and procurement such as property adaption and contributions towards a vehicle in order to prevent a need for pooling contributions.'

'Mr Lambert cited empirical data based upon existing crime patterns and policing demand and deployment from nearby residential areas which established the direct and additional impacts of the development upon local policing. That data established that there would be an incremental demand in relation to such matters as calls and responses per year via the police control centre; an increase in annual emergency events within the proposed development; additional local non-emergency events which trigger follow-up with the public; additional recorded crimes in the locality based upon beat crime and household data and a proportionate increase in anti-social behaviour incidents an increase in demand of patrol cover; and, an increase in the use of vehicles equating to 12% of an additional vehicle over a six year period.'

Moreover, the wider principles of sustainable development within the NPPF also require consideration of all necessary infrastructure requirements, as observed by Foskett J in *R. (Police and Crime Commissioner for Leicestershire) v Blaby DC and others* (**Appendix 3**). This judgment stated:

'11. It is obvious that a development of the nature described would place additional burdens on local health, education and other services including the police force. The focus in this case is upon the effect upon the local police force. If it sought to shoulder those additional and increased burdens without necessary equipment (including vehicles and radio transmitters/receivers for emergency communications) and premises, it would plainly not be in the public interest and would not be consistent with a policy that encourages "sustainable development": see for example, paragraphs

17 of 79 of the National Planning Policy Framework (NPPF). It is that that leads to the Claimants interest in the matters.'

As shown in Section 1, there is no dedicated Government funding to comprehensively cover the capital costs associated with policing new housing development. Unless contributions from new developments are secured then Surrey Police 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. Surrey Police strive the reduce the level of crime in the County however due to the significant numbers of new housing being brought forward the need for more front-line staff and associated infrastructure has never been more relevant [REDACTED] planning policy consideration. [REDACTED]

Appeal decision APP/C3240/W/16/3144445 (**Appendix 2**) issued on the 21st March 2017 provides further support for developer contributions towards the capital costs of additional policing infrastructure arising from new development. The Planning Inspector stated:

'165: There is no doubt that the proposed development would generate a need for policing and that need would require additional resources which have been calculated on a pro-rata dwelling basis. The Framework identifies a need for safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. In addition, an extensive array of appeal decision supports the principle of police contributions. Overall, the balance of the evidence before me points to the obligation (based on the underlying pro-rata calculation) being necessary and proportionate mitigation for the development.'

We would also bring to attention dicta from the High Court judgment by Mr Justice Foskett in Police and Crime Commissioner for Leicestershire vs Blaby Council (**Appendix 3**). Paragraph 61 and 62 of the judgment state:

'61. I do not, with respect, agree that the challenge mounted by the Claimant in this case can be characterised as a quibble of a minor factor. Those who, in due course, purchase properties on this development, who bring up children there and who wish to go about their daily life in a safe environment, will want to know that the police service can operate efficiently and effectively in the area. That would want to know that the police service can operate efficiently and effectively in the area. That would plainly be "consumer view" of the issue. The providers of the service (namely, the Claimant) have statutory responsibilities to carry out and, as the witness statement of the Chief Constable makes clear, that itself can be a difficult objective to achieve in these financially difficult times. Although the sums at stake for the police contributions will be small in comparison to the huge sums that will be required to complete the development, the sums are large from the point of view of the police.

62. I am inclined to the view that if a survey of local opinion was taken, concerns would be expressed if it were thought that the developers were not going to provide police with sufficient contribution to its funding requirements to meet the demands of policing the new area: lawlessness in one area can have effects in another nearby area. Miss Wigley, in my judgment, makes some entirely fair points about the actual terms of the section 106 Agreement so far as they affect the Claimant.'

Appeal decision APP/K2420/W/15/3004910 (**Appendix 2**) provides further evidence for developer contributions towards necessary policing infrastructure required to enable effective policing of new housing development. The Planning Inspector supported the methodology used for this calculation and compliance with the specific capital infrastructure items detailed in our request.

'44. Leicestershire Police (LP) have demonstrated adequately that the sums request would be spent on a variety of essential equipment and services, the need for which would arise directly from the new households occupying the proposed development. It would be necessary, there, in order to provide on-site and off-site infrastructure and facilities to serve the development commensurate with its scale and nature consistent with LP Policy IMP1. The planning contribution [REDACTED] the proposed development to comply with the Framework [REDACTED] local strategies to improve health, social and cultural wellbeing and delivering sufficient community facilities to meet local needs.'

In respect of the methodology used for this request the same Planning Inspector stated *'47 – I consider this to be a no less realistic and robust method of demonstrating the criminal incidents likely to arise in a specific area than the analysis of population data which is normally used to calculate the future demand for school places. The evidence gives credence to the additional calls and demands on the police service predicted by LP.'*

A financial contribution towards essential policing infrastructure is clearly essential to make new housing development acceptable in planning terms. The policing infrastructure items outlined in this request are essential to help support new officers required due to population growth and most importantly keep existing and future residents of Mole Valley safe.

2. Directly related to the proposed development

There is a functional link between new development and the contributions requested. Put simply without new 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 outlined in this request has been specifically identified by the SNT/NRT teams policing the areas of Mole Valley as necessary to deal with the likely form, scale and intensity of incidents this new housing development will generate.

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

Securing proportionate developer contributions towards necessary capital expenditure is essential to help meet a proportionate increase in police infrastructure costs and to enable Surrey Police to maintain its current level of service in the district. This infrastructure has been identified by Surrey Police as necessary to provide an appropriate level of policing to serve the proposed development and maintain the existing high level of community safety.

A clear numerical, evidence-based approach has been demonstrated which is supported by case law and recent appeal decisions by the Planning Inspectorate. The various items of capital expenditure and infrastructure requested are considered CIL compliant and are necessary to enable new officers

to undertake their role to meet the policing needs of the development and mitigate impacts to existing resources. A reasonable and proportionate approach has been adopted.

We would also highlight two recent appeal decisions in Leicestershire (APP/F2415/A/12/2179844 & APP/X2410/A12/2173673, **Appendix 2**). 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 [REDACTED] anticipated effect this would have on staffing, accommoda[REDACTED] 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 confirm that the approach of Surrey Police 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.

Furthermore, the requirement to ensure that crime and the fear of crime is addressed through the planning process runs through the revised NPPF (December 2024);

Paragraph 20(b) retains reference to 'security' infrastructure and advises that strategic policies should set out an overall strategy for the pattern, scale, design and quality of development, and make sufficient provision for:

b) Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat).

Paragraph 96(b) advises that planning policies should aim to achieve healthy, inclusive and safe places which:

'are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of beautiful, well-designed, clear and legible pedestrian routes and cycle routes, and high quality public space, which encourage the active and continual use of public areas.'

Paragraph 101 states that:

'To ensure faster delivery of other public infrastructure such as health, blue light, library, adult education, university and criminal justice facilities, local planning authorities should also work proactively and positively with promoters, delivery partners and statutory bodies [REDACTED] facilities and resolve key planning issues before applications [REDACTED] be placed on the importance of new, expanded or upgraded public service infrastructure when considering proposals for development.'

Paragraph 102 outlines the importance of engaging with the security services to inform planning policy decision and promote public safety and defence requirements. This will be achieved by:

- a) Anticipating and addressing possible malicious threats and natural hazards (whether natural or man-made), especially in locations where large numbers of people are expected to congregate. Policies for relevant area (such as town centre and regeneration frameworks), and the layout and design of developments, should be informed by the most up-to-date information available from the police and other agencies about the nature of potential threats and their implications. This includes appropriate and proportionate steps that can be taken to reduce vulnerability, increase resilience and ensure public safety and security. The safety of children and other vulnerable users in proximity to open water, railways and other potential hazards should be considered in planning and assessing proposals for development; and
- b) Recognising and supporting development required for operational defence and security purposes, and ensuring that operational sites are not affected adversely by the impact of other development proposed in the area.

The Glossary to the current NPPF (December 2024) includes an entry entitled '*Essential Local Worker*'. It states '*these are public sector employees who provide frontline services in areas including health, education and community safety – such as NHS Staff, teachers, police, firefighters and military personnel, social care and childcare workers*'. This recognises the emergency services as essential for the public, alongside education and health.

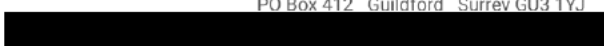
I trust this sets out sufficiently our Office's request for infrastructure contributions relating to this development at Land at Bull Hill and Swan Shopping Centre. In the absence of developer contributions towards the provision of essential policing infrastructure, Surrey Police would raise **objection**, as the additional strain placed on our resources would have a negative impact on policing of both the development and force-wide policing implications within the district.

I am more than happy to discuss the content of this submission with yourselves and support with any further evidence if considered necessary.

Yours sincerely



Jane Thatcher
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Joint Commercial Planning Manager
Sussex and Surrey Police



Part A

'What', 'where' and 'when' of infrastructure requirements relevant to application reference to MO/2025/02695

TOPI	INFRASTRUCTURE REQUIREMENT	AREA	COST PER ITEM	QTY	TOTAL COST		TIMING OF DELIVERY (Occupations)
Policing	ANPR	Leatherhead	£7,500	5	£7,500		Prior to Commencement
Total					£37,500		

ENC.

Appendix 1 – Jelison Ltd vs Secretary of State and Local Government (1) Hinkley and Bowsorth District Council (2) – 22/11/2016 (paragraphs 71-81)

Appendix 2 – Examples of appeal decisions supporting police contributions

- APP/Y3615/W/23/3320175 – Land at the Former Wisley Airfield, Hatch Lane, Ockham, Surrey
- APP/E3715/W/21/3268629 – Land North of Coventry Road, Long Lawford, CV23 9BT
- APP/T3725/W/21/3270663 - Land South of Chesterton Gardens, Leamington Spa
- APP/W3710/W/20/3251042 - North Warwickshire and South Leicestershire College, Hinckley Road, Nuneaton, CV11 6LS
- APP/Y0435/W/20/3251121 - Land at Brickhill Street, South Caldecotte, Milton Keynes, MK17 9FE
- APP/R3705/W/19/3234056 - Land East of Islington Farm, Tamworth Road, Wood End, Warwickshire
- APP/R3705/W/18/3196890 – Land to the south of Tamworth Road and to the west of the M42, Tamworth, B78 1HU
- APP/C3810/W/17/3187601 – Land west of Church Lane and south of Horsmere Green Lane, Climping, West Sussex, BN17 5RY
- APP/R3650/V/17/3171287 – Dunsfold Park, Stovolds Hill, Cranleigh, Surrey, GU6 8TB
- APP/R1845/W/17/3173741 – Land off The Lakes Road, Bewley, Worcestershire, DY12 2BP
- APP/C3105/W/17/3172731 – White Post Road, Banbury.
- APP/C3105/W/16/3163551 – Land off Howes Lane and Middleton Stoney Road, Bicester, Oxfordshire
- APP/C3810/V/16/3143095 – Land east of Fontwell Avenue, Fontwell, West Sussex, BN18 0SB
- APP/E3715/W/16/3147448 – Land at Ashlawn Road West, Rugby, Warwickshire
- APP/C3240/W/16/314445 – Land east of Kestrel Close / Beechfields Way, Newport, Shropshire
- APP/K2420/W/15/30004910 – Land off Sherbourne Road, Burbage, Leicestershire
- APP/G2435/A/14/2228806 – Money Hill, Land North of Wood Street, Ashby-de-la-Zouch, Leicestershire
- APP/X241-/W/15/3007980 – Land rear of 62 Iveshead Road, Shepshed, LE12 9ER
- APP/T3725/A/14/2221613 – Land at the Asps, bound by Europa Way (A452) to the east and Banbury Road (A425) to the west
- APP/T3725/A/14/2229398 – Land South of Gallows Hill / West of Europa Way, Heathcote, Warwick
- APP/G2435/W/15/3005052 – Land South of Greenhill Road, Coalville, Leicestershire
- APP/Q3115/A/14/2222595 – Land north of Littleworth Road, Benson
- APP/A2470/A/14/2222210 – Greetham Garden Centre, Oakham Road, Greetham, Oakham
- APP/A2470/A/14/2227672 – Land to the rear of North Brook Close, Greetham, Rutland
- APP/L2440/A/14/2216085 – Land at Cootage Farm, Glen Road, Oadby, Leicestershire
- APP/Y2430/A/14/2224790 - Land to the east of Nottingham Road, Melton Mowbray, Leicestershire
- APP/2460/A/14/2213689 – Land rear of 44-78 Ashby Road, Hinkley, Leicestershire
- APP/K2420/A/13/2208318 – Land surrounding Sketchley House, Watling Street, Burbage, Leicestershire
- APP/F2415/A/14/2217536 – Land off Fairway Meadows, Ullesthorpe, Leicestershire
- APP/K2420/A/13/2202658 & APP/A/13/2210904 – Land off (to the south of Spinney Drive and land off (to the east of) Brookside, Barlestone, Leicestershire
- APP/H1840/A/13/2199085 & APP/H1840/A/13/2199426 – Land off Pulley Lane, Newland Road and Primsland Way, Droitwich Spa

Appendix 3 – The Queen (on the application of The Police and Crime Commissioner for Leicestershire) vs Blaby Council and Hallam Land (and other developers).

Appendix 4 - North-west Leicester District Council vs Money Hill Consortium – Money Hill, Land North of Wood Street, Ashby-De-La-Zouch (paragraphs 61-63)

Appendix 5 - APR1845W173173741 – Land of Lakes Road – Worcestershire