



National Policing Guidelines on Charging for Police Services

The National Police Chiefs' Council (NPCC) has agreed to these revised guidelines being circulated to, and adopted by, Police Forces in England, Wales & Northern Ireland.

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These revised guidelines have been produced and approved by the NPCC Finance Coordination Committee. This document was considered and approved by the Professional Practice Gateway Group on the 15 July 2013 as reference material to Authorised Professional Practice (APP). The document has been assessed by Home Office Counsel in July 2018. The purpose of this document is to provide comprehensive advice on cost recovery. Please note [Appendix 3](#) will be updated annually and re-published as necessary.

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FOREWORD

There are many competing demands on police resources and it is important that managers recognise that meeting those demands often has a significant cost implication. The key principle of this document is ensuring that Forces can properly balance resources to provide a level of policing that is fit for purpose by making appropriate decisions on when and what to charge for police services within the current legal framework.

For the most part policing is part of centrally and locally tax-funded services. In this way the majority of policing is provided as a public service. There are some functions that police officers perform that are provided beyond their ordinary public duty, and in some of these cases there are powers in law for a Police & Crime Commissioner to recover the costs of this additional policing under the provision of “Special Police Services.”

In other areas, there are opportunities for the service to provide goods and services which are relevant to their roles and skills.

The Association of Chief Police Officers (ACPO) first issued guidance on charging for police services in 2005. Working in consultation with the Association of Police & Crime Commissioners (APCC), this original document has been updated to set it within the wider landscape of policing in and within communities, and to reflect necessary adjustments to the charging regime as a result of case law.

In March 2006 the case of Reading Festival Limited v West Yorkshire Police Authority was heard at the Court of Appeal. This followed a dispute between the police force and a festival organiser over the cost of policing an event.

Subsequently, in 2007 and 2008 another significant case (Greater Manchester Police v Wigan Athletic AFC Ltd) added to the overall set of implications that need to be taken account of in charging for police services.

In 2012 through 2014 the footprint and associated details were clarified in a case and appeal (Leeds United Football Club v West Yorkshire Police) in the High Court.

In 2017 further clarification was issued regarding policing in public places and confirming previous footprint guidance (Appeal by Ipswich Town FC v Suffolk Constabulary).

Following the Ipswich case, in 2018 the Home Office & NPCC advise that the provision of policing services on private land or, in some cases, land which has been closed off to the general public, is likely to be SPS which can be charged for. Whenever the requested service is to be provided on public land, legal advice should be sought before any arrangements are entered into.

This guidance is intended to offer a clear charging framework that will be of value both to police resource managers and to organisers of events, who may incur costs connected with police services requested.

Although not the focus of this document it should be remembered that forces have the legislative right under the Police Act 1996 (as amended) to accept income in other circumstances, such as Grants from Local Authorities ([Section 92](#) with or without conditions) and Sponsorship / Donations ([Section 93](#)).



GUIDELINES

1 EXECUTIVE SUMMARY

1.1 Background

The police service is generally provided out of public funds for the benefit of the public at large. However there are a limited range of activities where it is appropriate for the service to make charges to individuals or organisations to recover costs. Ensuring that charges are levied effectively in such circumstances will protect the public police provision and contribute to the overall funding of the service.

Historically, charges levied have been variable between police authorities/police & crime commissioners (PCCs) and within police forces. Some variability may be legitimate but consistency should be achieved where possible to secure credibility and confidence in the charging processes and to ensure that proper cost recovery across the service is not undermined.

The service is increasingly implementing charging policies on a delegated basis within forces. Delegation requires an agreed framework of policies and procedures to ensure that individual decisions at different points in the organisation are made on a consistent basis and in accordance with the corporate requirements of the PCC and force.

In pursuance of these objectives the original version of this guidance (*Paying the Bill*), which was published by ACPO in 2005, was aimed primarily at police service managers. This current version has been revised in association with the APCC and is addressed at Police & Crime Commissioners (PCCs) as well as police force managers.

In addition this revised version provides guidance following legal judgements affecting the charging for special police services.

1.2 Scope

The ability to charge for police services is generally determined by statutory provisions. This guidance covers four main areas:

- The provision of Special Police Services at the request of any person under [Section 25 of the Police Act 1996 \(as amended\)](#) which makes such services subject to payment of charges as determined by the PCC. Special police services generally relate to policing an event, e.g. a pop concert, or series of events, e.g. football matches. [Section 26 of the 1996 Act](#) applies similar requirements to the provision of police services overseas;
- [Section 15 of the Police Reform and Social Responsibility Act 2011](#) extends to PCCs the powers of the Local Authorities (Goods and Services) Act 1970 to supply goods and services to other bodies or persons. This may include services provided in competition with other providers, e.g. training or vehicle maintenance, where charges will reflect market rates, or services as a by-product of core police activity such as provision of collision reports;
- The provision of police services to other agencies such as the Home Office Immigration Enforcement (HOIE) or H.M Prison and Probation Service (HMPPS);

(For more detailed guidance on the provision of Mutual Aid under Section 24 of the Police Act 1996 to other forces, please refer to the dedicated **National Policing Guidelines on Charging for Police Services: Mutual Aid Cost Recovery**)



1.3 Responsibilities

The PCC has a statutory responsibility for the overall finances of the police force. The PCC approves an annual budget and sets the local precept. The Chief Constable is responsible for the subsequent financial management of the force under delegation from the PCC. The PCC should therefore approve in consultation with the Chief Constable a framework of financial policies and regulations within which that delegated responsibility operates, including policies and processes for charging.

The Chief Constable is responsible for agreeing the services to be provided. This will normally be in accordance with a risk-based assessment. The Chief Constable will assist the PCC in determining a charging policy and is then responsible for implementation of that policy within the agreed terms of delegation. Individual force managers will have delegated responsibilities as agreed by the Chief Constable.

1.4 Costing Methodology

Charging relies on the accurate recording and appropriate allocation of costs. The sound financial systems operated by the police service provide a firm foundation in this regard. There are then two principal issues to address in establishing the cost base for charging purposes.

Firstly, it is desirable to have a standard approach across the service which means that any variations in costs, and therefore charges, reflect real cost differences between forces. The costing model set out in [Appendix 4](#) of this guidance therefore incorporates standard approaches for the following items:

- Police basic pay and allowances
- Police overtime
- Relevant ancillary costs
- General overhead recovery
- Productive hours and deployable time

Secondly, a decision has to be taken as to which elements of cost will be reflected in the charges for services delivered in different circumstances. Charges could be restricted to recovery of actual **Direct Costs** only or, at the other end of the scale, could be based on the **Full Economic Cost Recovery**. The costing model therefore allows the derivation of costs according to different definitions which can then be applied appropriately within the charging policy.

1.5 Charging Policy

Each PCC should set their own charging policy having regard to its local circumstances. However a number of key principles have been identified which should underpin the policy:

- Charging policy should have regard to the requirements for stewardship of public funds;
- The policy should be set in the context of the overall funding position of the Office of the PCC;
- Charging policy should have regard to and reflect national guidance;
- Charging policy should have regard to the PCC's overall policing objectives;
- Charging policy should reflect proper accountability and ensure that costs are met by the body; responsible for the purpose for which the service is being delivered;
- Any persons/bodies should not be able to profit at the expense of the police service;
- The policy should be clear and transparent to both providers and receivers of the service, and all decision-making within the policy should be transparent;
- The charging policy should be consistent in its application, including where discretion is allowed;
- Charges should be based on a robust and sound costing methodology;



- The basis of cost calculations should be consistent, so that significant variations in charges are explained by local circumstances rather than methodology differences;
- There should be a clear understanding of how the charging policy and costing methodology are to be applied by practitioners.

1.6 Special Policing Services (Policing of Events)

The definition of Special Police Services and the conditions for charging at events have been the subject of a number of legal cases, including Reading Festival Limited v West Yorkshire Police Authority (the ‘Mean Fiddler’ case) and latterly GMP v Wigan Athletic AFC and Ipswich Town FC v Suffolk Constabulary.

Special police services are policing services which are carried out a) on request; and b) which are in addition to the regular duties of police forces. They include policing services provided on privately owned property or, in some cases, publicly owned property where access to the general public has been restricted (either permanently or temporarily, e.g. by requiring a ticket for entry). They may also include providing policing services which have been requested and which go above and beyond the resourcing which the Chief Constable considers necessary. Such services may be charged for.

Where SPS are requested, it is the Chief Constable’s responsibility to determine the level of policing (over and above those the police are duty-bound to provide and cannot be charged) required for each event on the basis of a risk assessment. This assessment will normally cover both crime and disorder and public safety issues and when taken with the event promoter’s responsibilities towards the safety of the event concerned, form the basis of the required policing deployment and any contractual arrangement between the force and the event organiser.

To ensure that the Chief Constable’s view is given due weight in the event of disagreement, the PCC and the force should maintain good relations with the safety and licensing bodies in their area.

Charging policy needs to distinguish between different categories of event, in particular:

- Commercial events, intended to generate private profit;
- Non-commercial events, i.e. charitable or community events;
- Statutory events reflecting constitutional rights or processes.

PCCs are strongly recommended to charge the Full Economic Cost of Special Police Services provided for commercial events. It is essential that this approach is adopted consistently across the country to ensure that legitimate recovery of police costs is not undermined. Any departure from this principle should only be made on exceptional grounds and with the specific approval of the PCC.

It is appropriate to consider any abatement of charges for non-commercial events. The trust and confidence of local communities are fundamental to the success of modern policing, both in respect of neighbourhood policing and securing cooperation and information to address serious crime and terrorism, and this is a proper factor to take into account in considering the policing of community events and any charges.

Whilst charitable events may generally be viewed favourably, PCC needs to give careful consideration to their policy on charging for police services. Some major events may require substantial policing and can generate large sums albeit for charitable distribution. A reasonable contribution towards police costs as a necessary part of the organisation of the event is both desirable and feasible. Non recovery of costs represents a subsidy from public funds and authorities should satisfy themselves that they are supporting appropriate charitable purposes in this way.



The detailed guidance is provided in [Appendix 2](#) describes a simple model for determining levels of charge for non-commercial events. This model should be adopted by PCCs to fit their own circumstances and policies. For events where policing requirements are small then a ‘de-minimis’ level (often covered by existing local policing) applies so that no charge is levied. Above this level, a charge is normally set at either Direct Cost or Full Economic Cost Recovery. PCCs may choose to implement a different methodology in exceptional cases, where such an approach can be justified.

The central principle is that the police cannot charge for services which fall within their ordinary public duty i.e. those services the police are duty bound to provide. The duty is described as being a duty owed to the public at large for the prevention of violence and disorder. Whether Policing Services are chargeable as Special Police Services (SPS) depends on a number of issues in most cases, the answer can be ascertained by addressing the following questions.

1. Has there been a request for the services to be provided?
 - a. No – the services are not SPS.
 - b. Yes – continue to question 2.
2. Are the services to be provided on private land (i.e. land which is owned or leased by a private individual or body)?
 - a. Yes – it is likely the services are SPS.
 - b. No – continue to question 3.
3. Are the services to be provided on land which is ordinarily accessible to the public, but where access is restricted for the duration of the service provision (for example, areas closed off to non-ticket holders)?
 - a. Yes – it is likely the services are SPS, but legal advice should be obtained before proceeding.
 - b. No – continue to question 4.
4. Are the services to be provided on public land?
 - a. Yes - the services are unlikely to be SPS unless the services requested are in excess of that which the Chief Constable considers necessary to provide to satisfy the police’s public duties. Legal advice should be obtained before proceeding.
 - b. No – the services could be SPS.

The questions set out above do not cover all circumstances. If there is any doubt about whether services provided in response to a request are SPS, legal advice should be obtained.

Other factors to be considered include consideration of the nature of the services to be provided. If they are being provided for the benefit of the general public in relation to a public event, they are unlikely to be SPS, but if they are being provided for a private purpose, then they may well be SPS.

Policing of events such as protests and marches are part of core activity and no charges should be made.

1.7 Special Police Service provision on Public Land

The Court of Appeal judgement in the *Ipswich Town Football Club Company Limited v The Chief Constable of Suffolk Constabulary* [2017] EWCA Civ 1484; [2017] 4 WLR 195 was clear that by default, policing on Public Land is not normally chargeable and generally forms part of forces’ primary duty. There could however be rare occurrences where the provision of additional policing over and above that required to meet the statutory duty would be chargeable for example:



- a) If the organiser of an event on public land requested the provision of considerable more police resources than the chief constable considered necessary for the police to adequately discharge their public duty or
- b) The event was of such a scale or type that the police did not necessarily consider any policing was required then to the extent that additional policing was ultimately provided it is likely that the provision of those additional police resources could be SPS.

NB - Any force should take legal advice and formally assess the risk, before considering deployment of chargeable SPS on Public Land and, if undertaken, document the decision to demonstrate the assessment and subsequent reasoning behind any decision to supply.

1.8 Provision of Goods and Services to Third Parties

Potentially Police & Crime Commissioners could provide and charge for a wide range of goods and services under [Section 15 of the Police and Crime Reform Act 2011](#).

However in practice the scope is limited in a number of ways. First any service or activity has to be supported by PCC's statutory powers. In effect such a service must spin off from normal police activity or be an activity which is incidental to the provision of the police service. The level of chargeable services must also be reasonable and proportionate to the services required by the police force itself. Chargeable activity should ultimately support and not undermine the core purpose of providing a public police service.

Other services which support the police service itself have a market-competitive dimension. These include for example training in particular skills or vehicle maintenance. Where such services are provided to other bodies the charges will have to take account of market rates. The general principle should be that, as a minimum, charges should always recover the costs of supplying the service. Where market conditions permit, charges should be levied up to the full economic cost in order to contribute towards force overheads. Any such provision should be subject to a documented risk assessment, revealing any risk being created or effected by the service or product being provided.

1.9 Police Act 1996 – Section 92 Grants by local authorities.

This provides the ability of a force to receive a grant towards policing costs from a local authority above normal precept arrangements.

1.10 Charging for Services to Government Agencies

The police service increasingly provides a range of services for, and with, other government agencies. These are often part of central government such as the Home Office Immigration Enforcement, but they may also be arms-length agencies with a quasi-commercial status.

Even where the purpose of particular activity supports the responsibilities of a separate government body or service, the police force may be securing benefits towards its own objectives. Recovery of costs should be based on Direct Costs and other specific costs incurred.

In the case of quasi-commercial activity, assessment of charges should start with the Full Economic Cost Recovery.



1.11 Provision of Mutual Aid to other forces

Mutual Aid under Section 24 / Section 98 of the Police Act 1996 is the provision of policing assistance to another police force. It is usually provided in response to or in anticipation of a major event or incident. The general principles of direct cost recovery should apply. It is recognised that this is a complex area, and a separate guidance document, ***'National Policing Guidelines on Charging for Police Services: Mutual Aid Cost Recovery'*** has been produced.

Revisions to Mutual Aid Guidance will be published annually each calendar year by the NPCC FCC. The timing of these revisions will capture the impact of the annual pay settlement, government taxes / levies and the current rate of inflation.



2 PRINCIPLES AND CHARGING METHODOLOGY

2.1 Background

- 2.1.1 Police services for which charges are raised represents a small part of overall police activity. By far and away the majority of budgeted police resource is used in the statutory duty to police the community. This is funded in the main by the national taxpayer, with a small but increasing proportion funded by local taxpayers. Businesses also contribute indirectly through redistributed business rates.
- 2.1.2 There has, though, evolved circumstances where police time and expertise can be charged to third parties. Powers exist to make charges and a summary of these are shown at [Appendix 1](#). These powers have also evolved and been interpreted over time to make a clear delineation between core policing activity and chargeable services.
- 2.1.3 The nature of the policing services has also changed over time. There is still a significant amount of direct policing of (predominantly) events charged for. These can be single events e.g. a pop concert or agricultural show, or a number of linked events such as policing football or other sporting matches. Other examples may now include policing shopping malls or entertainment complexes and, potentially, pubs/clubs. However, not all such policing services are chargeable. The police can only charge for such services if they are special police services within the meaning of section 25 of the Police Act 1996. Consideration should be given to the guidance in this document about whether the services are 'special police services'. In many cases, these events may require policing services to be provided free of charge as part of the core duties of police.
- 2.1.4 There are now a range of 'customers' for policing services. Well established users include professional football and rugby clubs. Other users include commercial promoters and non-commercial organisations including charities, and local authorities. It should be noted that the mere designation of an event being charitable does not itself negate the charging of legitimate operating costs, including the provision of special police services. Latterly, there has been an increase in forces providing policing services to other Government agencies – such as Home Office Immigration Enforcement.
- 2.1.5 There is one other area to be considered under the general heading of charging for police services. This is the charge applied for providing services by one (or more) force to another force.
- 2.1.6 In addition there is now a range of other activity relating to the use of expertise of officers and police staff that can be provided as a service to 3rd parties. This falls into the more general category of income generation and uses particular sections of the Police Act. Finally, there are some services that relate to the provision of information, say, collision reports, etc.

2.2 Responsibilities

- 2.2.1 The PCC has a statutory responsibility for the finances of the police force. The Chief Constable is responsible for the financial management of the force under a general delegation from the PCC. In general terms therefore the PCC should approve the framework of financial policies and procedures within which that delegated responsibility operates.
- 2.2.2 In the general context of the police service's overall financial arrangements, it is the PCC's responsibility to approve policies for charging for police services. In the case of Special Police Services there is also a specific statutory requirement under [Section 25 of the 1996 Police Act \(as amended\)](#) which permits the Chief Constable to provide Special Police Services at the request of any person subject to the payment to the PCC of charges on such scales as may be determined by that PCC.



2.2.3 The PCC's responsibility for setting charging policy, particularly in relation to Special Police Services but also chargeable services generally, includes the following elements:

- Establishing, in consultation with the Chief Constable, and approving the overall policy;
- Agreeing the scope of delegation to the Chief Constable;
- Determining exceptional cases;
- Monitoring implementation through annual reports;
- Reviewing the policy periodically;
- Supporting actions agreed with the Chief Constable.

2.2.4 The Chief Constable is determining whether police services can be provided in response to a request for special police services. The Chief Constable should first carry out a risk-based assessment to ascertain what level of ordinary policing is required in order to carry out the police's core duty. Only services requested by the event organiser which are above and beyond the services which the Chief Constable considers necessary to fulfil the police's public law duties may be charged for. As a general rule, if the event organiser is requesting additional policing be carried out on private property or public property which is closed to the public for that event (e.g. it is a ticketed event), those policing services will be chargeable. The level of SPS should be determined by way of an agreement with the event organiser.

2.3 Charging Policy - Key Principles

2.3.1 A number of key principles have been identified which should underpin the charging policy. These are:

- a) Charging policy should have regard for the requirements for stewardship of public funds;
- b) The policy should be set in the context of the overall funding position of the Office of the PCC;
- c) Charging policy should have regard to and reflect national guidance;
- d) Charging policy should have regard to the PCC's overall policing objectives;
- e) Charging policy should reflect proper accountability and ensure that costs are met by the body responsible for the purpose for which the service is being delivered;
- f) Private persons/bodies should not be able to profit at the expense of the police service;
- g) The policy should be clear and transparent to both providers and receivers of the service, and all decision-making within the policy should be transparent;
- h) The charging policy should be consistent in its application including where discretion is allowed;
- i) Charges should be based on a robust and sound costing methodology;
- j) The basis of cost calculations should be consistent, so that significant variations in charges are explained by local circumstances rather than methodology differences;
- k) There should be a clear understanding of how the charging policy and costing methodology are to be applied by practitioners.

2.3.2 The document uses these principles to establish guidance for charging for services for:

- The policing of events;
- The provision of goods and services to third parties;
- Charging for services to Government Agencies;
- The provision of mutual aid to other police forces.



2.4 Definition of Cost

2.4.1 The cost of a service and the charging for the service are clearly linked. But, the cost of a particular service can relate to the purpose of the usage. For the purposes of this approach, the following basic costing approaches are defined:-

- **Employable Cost.**
This represents the basic actual cost of the service providers, including on-costs but with no allowance for the recovery of overheads;
- **Direct Cost**
This is the cost of an officer including a standard overtime recovery element;
- **Operational Resource Cost.**
This represents the cost of the resource employed in the provision of the service. Here, the direct costs and the direct overheads are included;
- **Full Economic Cost.**
This calculation includes all properly attributable costs, including contributions to administrative and general overheads. However, this indirect overhead recovery must relate to the relevant overhead base.

2.4.2 Clearly, these cost bases are used for different purposes and will achieve different results. There must therefore be clarity in how they are used and how they are applied.

2.4.3 The normal application of costing policing for charging purposes should reflect full economic cost recovery. This is particularly true for commercial purposes, where a special police service is being provided using police resource. There are potentially some circumstances where the other cost bases will lead to alternative cost recovery charging.

2.4.4 The model for charging for services should reflect the cost structure involved in service delivery. Individual components of the model reflect this. There is a consistent construction of direct costs i.e. those costs required to deliver a given police service at a particular location. The costing methodology then provides a basis for the recovery of general overheads for an organisation.

2.4.5 A key principle is that whilst charges should reflect local characteristics of cost e.g. London weighting, the methodology seeks to minimise undue variations. A number of variables in the calculation of costs have that potential and, by using force averages or in some cases, national averages, these undue distortions can be minimised.

2.4.6 The costing model set out in Section 3 therefore forms the basis of calculating a productive hourly rate for police officers (and police staff) providing the service.

2.5 Charging for the Policing of Events

2.5.1 Section 25 of the 1996 Police Act (as amended) applies to the policing of events. The Chief Constable is responsible for agreeing any special services to be provided over and above the level considered necessary to discharge their duties and the PCC for determining the charges to be made.

2.5.2 The Chief Constable will determine the policing need in discussion with the event organiser and in accordance with the circumstances of each event or request. Within the agreed scope of delegation, this will usually lead to agreeing the basis of the associated charges although significant or exceptional events will be subject to consultation with the PCC in accordance with its policy.



- 2.5.3 The PCC will also agree annually the charges that will be set for goods and services provided under both [Section 25 of the Police Act 1996 \(as amended\)](#) and [Section 15 of the Police Reform and Social Responsibility Act 2011](#). (See [Section 2.7](#))
- 2.5.4 A Police force has a responsibility to assess the safety requirements in liaison with all partner agencies of an event. It often works with a local Safety Advisory Group but, in some circumstances, this may not be available. The force will review the nature of the event with the organiser in order to minimise the risk to the assessed safety requirements. The safety of the event is primarily that of the event organiser.
- 2.5.5 However, safety is only part of the role. There is normally an important secondary element of assessing the direct community effect of the potential impact on crime and disorder and in some cases traffic management, occurring within the community, as a result of the event. There must be an agreement between the event organiser and the police of the need for special police services, which must be requested by the event organiser and accepted by the police as over and above that which the Chief Constable considers necessary to discharge their duties. Police services would then be supplied to:-
- Increase aspects of core policing over that which would normally be required in the locality to address crime and disorder issues arising from the staging of the event;
 - Provide additional policing services to increase the overall level of safety to an adequate level relative to the risk assessment and, therefore, the safety requirement.
- 2.5.6 Based on an adequate risk assessment, the level of police resource can be determined for each event. This will normally be achieved by direct communication with the event organiser, but may also be undertaken through a Safety Advisory Group, if required.
- 2.5.7 There are a limited number of events for which, although consultation with a Safety Advisory Group is not required, the event includes a range of characteristics that would imply that policing services should be supplied and charged for. The criteria for this are set out later.
- 2.5.8 Policing an event may involve providing special policing services to an event organiser over and above that which the Chief Constable considers necessary to discharge their duties. Although, predominantly, this involves police officer or police staff time, it can also require other elements of a specialist nature, including vehicles, consumables, specialist equipment and support functions as part of the service provision.
- 2.5.9 It should first be recognised that core service is that service which the Chief Constable considers necessary to discharge their duties within, and for, communities. It is, therefore, important to acknowledge that many small scale local events can be policed with a relatively low input that may represent a public reassurance role within the overall framework of risk assessment. The methodology needs to allow for this and provide some discretion on who should be charged, and under what circumstances.
- 2.5.10 A principle has been established within mutual aid arrangements, that a de minimis level should be agreed so that a small police input below the threshold is not chargeable. This principle can be extended into policing events.
- 2.5.11 A second general principle can also be established. Charges for policing services should be made to the event organiser. He/she should then be able to take these into account when planning an event. Event organisers should consult with their local force early in the planning process. Forces should



then assess the policing needs of the event so the level of resources and the likely charges that will apply can be identified well in advance of the event.

- 2.5.12 Cases heard in 2006 in the Court of Appeal (Reading Festival Limited v West Yorkshire Police Authority), 2007/08 (GMP v Wigan AFC) and 2017 (Ipswich Town FC v Suffolk Constabulary) have impacted on the approach to be taken in providing Special Police Services.
- 2.5.13 The judgements clarified that a PCC cannot charge for Special Police Services in the absence of an agreement between the event organiser and the police of the need for such services. Special Police Services need to be specifically requested by an event organiser, promoter or individual. This may be a clear explicit request (or in some limited cases an implied request). Both cases severely limited the circumstances in which such a request would be implied. For instance, a condition on a premises licence relating to the need for Special Police Services will not necessarily be sufficient to constitute a request for Special Police Services since there may not have been an agreement between the organiser and the police of the need for such services. Police forces are therefore advised to secure a clear basis of understanding as to the services that are to be provided for any event.
- 2.5.14 The cases also identified a clear issue in agreeing the size and scale of the services to be provided. The tactics in respect of police deployments in support of an event are a matter for Chief Officers. There is however a requirement for a meaningful discussion on the availability of valid alternative provision that may influence the scale of Special Police Services that will then be provided.
- 2.5.15 Some of the alternatives to provision of police services are relatively clear in the context of the above. The provision of stewarding or traffic management consultancy can mitigate the requirement of police involvement in the safety element of the policing role, thus reducing the consequent requirement for Special Police Services. The overall necessity for policing deployment in managing crime and disorder, and in consultation with the organiser the overall safety of the public, is a matter for Chief Officers to consider. Policing comprises a wide range of relevant activity, from visible patrol to other deployable and specialist support roles. The key issue is to ensure that an organiser or promoter is made properly aware of the nature and options that might exist in the circumstances of an event so that a transparent and mutually understood request for special police services can be made, if appropriate.
- 2.5.16 It is strongly suggested that police resource managers draw up a written agreement and statement of intent when planning policing of events with event organisers. This in turn will form the basis of subsequent charges, subject to the possibility that deployment requirements might be changed by mutual agreement.
- 2.5.17 A written agreement should resolve to respective parties understanding of the relevant Special Police Services and charges involved, over and above that which the Chief Constable considers necessary to discharge their duties. In some circumstances there may be a failure of the parties to agree. This would in turn lead to a circumstance where the organiser would not make a request for Special Police Services. Chief Officers must then review the event in the light of a clear community based risk assessment together with other statutory partners.
- 2.5.18 The Chief Officer's judgement must review the ability of the force to provide a suitable police response in line with their duty to the general public and contingency arrangements, including their ongoing ability to provide appropriate policing to the remainder of the police force area.
- 2.5.19 There are a range of measures that can be introduced to ensure that events are conducted in a responsible manner. It should be noted that there are significant variations in the approach of



organisers to promoting an event in a responsible manner and accordingly, the level of intervention that is necessary. A Safety Advisory Group has influence over the planning of an event although the structure and role of the Safety Advisory Group varies with each Local Authority Area. There is no legal requirement for an event organiser to refer an event to the Safety Advisory Group but local impetus should be generated to develop such referrals as best practice amongst organisers. Assessment of the need for police attendance and action at public events will be principally based on the need to discharge their core responsibilities which legal advice indicates are as follows:

- Prevention and detection of crime;
- Preventing or stopping breaches of the peace;
- Activation of a contingency plan where there is an immediate threat to life and co-ordination of resultant emergency service activities;
- Traffic regulation within the legal powers provided by statute, a Road Closure Order (TPCA 1847) or a Traffic Regulation Order (RTRA 1984). (Traffic regulation is not to be confused with the management of the road closure.)

(Responsibility for applications for Traffic Regulation Orders and Road Closure Orders and the management of the same are the responsibility of the Local Authority. Where police resources are requested to assist the Local Authority to police such road closures, they will be considered to be Special Police Services.)

2.5.20 The Licensing Act 2003 gives a range of powers to the relevant licensing authority to allow an event to proceed. The use of the term ‘Licensing’ suggests that the powers are related only to the supply of alcohol. This is far from the case and there are in fact a wide range of activities that require a Premises Licence to be granted under Section 12 of the Licensing Act 2003. Regulated Entertainment includes:

- Exhibition of plays;
- Exhibition of films;
- Indoor sporting events;
- Boxing or wrestling entertainment;
- Exhibition of live music;
- Exhibition of recorded music;
- Performance of dance.

2.5.21 Given the range of activities that fall within Regulated Entertainment, the Licensing Act 2003 is a powerful tool in ensuring the responsible conduct of an event. It is the responsibility of an event organiser to prepare an Operating Schedule when applying for the grant of a relevant Licence. The schedule must include details of how the manner of the event will promote the four licensing objectives of:

- The prevention of crime and disorder;
- Public safety;
- The prevention of public nuisance;
- The protection of children from harm.

An objection to the Operating Schedule can be made by a police force and it is strongly suggested that where necessary the grounds for such an objection be supported by a Senior Police Officer in consultation with Force Legal Advisors. Police forces (and OPCCs) should ensure that strong and effective relations are established and maintained with licensing authorities and safety bodies so that the service’s views are fully taken into account in licensing decisions.



- 2.5.22 The event locality should be defined to encompass the need to properly protect or benefit the persons organising the event or their attendees. It should not be determined on the basis of a need to protect the general public at large as a consequence of the event. Where a commercial event attracts protestors who protest outside the locality of the event, event organisers would not be expected to pay for the policing of those who attend to protest. However, organisers would still be liable to pay for the deployment of officers in areas they own, lease or control the access of the public to, for other duties associated with the event.
- 2.5.23 It should also apply to established sites where a series of events will take place – e.g. sporting events such as football, cricket, rugby etc. This is subject to the current application of [Section 25 of The Police Act 1996 \(as amended\)](#). (See [Appendix 1](#)).
- 2.5.24 The policing of all events should be costed on a Full Economic Cost basis in accordance with the methodology set out in [Section 3](#). This will form the basis of the charge in some cases (see below), and, where the charge is to be abated to Direct Cost or there is a nil charge, it will demonstrate the impact of that decision in terms of potential income foregone.

2.6 Charging for Football

- 2.6.1 Football matches can be seen as a series of planned events occurring in a Force area. In this circumstance the promoter is the Chief Executive of the football club. The general principles for the basis of providing the special police services are the same as those for commercial events, but have been sharpened by recent case law.
- 2.6.2 The provision of policing for football matches reflects both operational policing requirements and Special Police Services (SPS) provided at the request of the club.

The key criteria for the provision of SPS to clubs include:

- a) A formal agreement between the club and the force which includes a request for service;
 - b) A common clear understanding of the chargeable amount that relates to the area owned, leased or controlled by the event organiser and there are restrictions to the access of the general public;
 - c) Clear and transparent policing deployment at the event.;
 - d) Agreed rates for police charges for different categories of matches.
- 2.6.3 A charging agreement represents the codification of the overall request for policing services across the football season. Within the agreement, provision should be made to vary the request for an individual match or to add an additional request e.g. a cup match. Such changes need to be identified to and agreed with the club prior to the provision of SPS.
- 2.6.4 The policing provision depends upon a number of roles¹, some of which are determined as core policing for the purposes of the match. These can be supplemented by further partial deployments and/or specialist roles.
- 2.6.5 The core policing component would cover all phases of the match which extends to a period before and after the match itself. The methodology in this instance sets a six hour chargeable period to reflect:
- a) Parading at a station
 - b) Briefing and equipment allocation
 - c) Transport to locality

¹ See the College of Policing Authorised Professional Practice on [Policing Football](#) for further operational detail.



- d) Policing “Phases 1 to 3” – a period before, during and after the match
- e) Debrief
- f) Transport to home station

- 2.6.6 Some of the operational police resource will be deployed in the areas owned or leased by the match organiser, or in areas where the access of the public is restricted for the duration of the match. These deployments may vary in length between the phases of the match. In order to maintain consistency, partial deployments should be charged on an average three hours deployment. Where deployment is not in the areas owned or leased by the match organiser, then that component of the deployment will generally not be chargeable. Special care should be taken to ensure that there is clarity as to the ownership of the land in which the deployment is to occur and legal advice should be sought if there is any doubt.
- 2.6.7 Nationally the policing requirement for football matches is set by categories that reflect an assessment of the risk and threat relating to both crime and disorder and public safety. It is important that all local assessments are structured and objective to support the policing need. Where a request for service is made by a club, the aspects of the services which are in excess of the requirements identified by the local assessment will be chargeable – including the provision of all policing on property which is privately owned or leased.
- 2.6.8 In common with other commercial events, full economic cost recovery should be used to recover the costs of the officers and staff for the period of their service supplied.
- 2.6.9 Occasionally, Mutual Aid from other forces is requested to police certain matches, as allowed for under Section 24 Police Act 1996. In this context, the host force is, in effect, contracting additional officers under [Section 25 Police Act 1996 \(as amended\)](#) to provide the service. Section 25 rates should, therefore, apply and the providing force reimbursed for the service provided at those rates.
- 2.6.10 Further advice is given in more detail in a separate document, ‘**National Policing Guidelines on Charging for Police Services: Mutual Aid Cost Recovery**’.

2.7 Provision of Goods and Services to 3rd Parties

- 2.7.1 The provision of goods and services will cover services such as the provision of training in particular skills, the provision of appropriate information from police databases and goods which can range from memorabilia to old equipment, etc.
- 2.7.2 The situation here is conceptually different in that the goods and services are provided and sold in market competitive conditions. As such, pricing policy is largely discretionary to an individual Force/PCC. Forces can be in competition with all other suppliers, including companies, non-profit organisations and other Forces.
- 2.7.3 Some areas of service, such as the provision of certain information, can be, de facto, a national or local monopoly in that only the police service can provide the service. As a general principle, it can be difficult to justify in the service widely varying costs for say, the provision of Road Traffic Information. At the least, it creates an overall problem for the service, in terms of credibility to sections of the business or other communities.
- 2.7.4 The police service has created a standard set of common service-wide goods and services. These are shown in more detail in [Appendix 3](#).



- 2.7.5 Under the Common Law Police Disclosure (CLPD) provisions that have superseded the Notifiable Occupations Scheme chief officers will consider making a proactive disclosure upon arrest (or exceptionally upon charge) to an employer, volunteering organisation, regulatory body and/or licensing authority with which it is evident that the detainee is associated. That disclosure will contain adequate information to allow the recipient to determine the extent of any mitigation that may need implementing in respect of the risk the detainee may consequently pose to vulnerable groups (primarily children and/or vulnerable adults). ‘Supply Push’ disclosures made under the CLPD provisions will not result in a financial charge being made to the recipient(s).

The decision to disclose information under the CLPD regime rests solely with the chief officer or his/her delegate based on consideration of the relevancy and proportionality of any proposed disclosure. Potential recipients cannot solicit or suggest that a disclosure should be made under the CLPD provisions as clearly that would indicate they are already aware of the issue that would otherwise be the subject of the disclosure.

Any ‘demand pull’ request(s) for information by the employer etc., either in response to an initial disclosure made under the CLPD, or as a result of information received from other sources (e.g. self-declaration), must be made under a statutory authority rather than common law, and will attract a financial charge in accordance the rates/methods outlined in this guidance.

- 2.7.6 [Appendix 3](#) shows a range of items, both “goods” and services” that evidence has shown that the majority of forces supply, with an associated charge. A review of the charges has shown that some items have little variation across the country whilst for others charges can vary significantly. Charges shown at [Appendix 3](#) will be updated each year by the NPCC FCC. The nature and level of charge will be re-assessed at 5 yearly intervals to review their continuing relevance and their link to the cost base. It is recognised that some forces will incur additional costs in retrieving documents that are held in off-site commercial archives. In these situations, it is acceptable for these costs to be passed on to the body requesting the information.
- 2.7.7 No charges should be made to the Motor Insurers Bureau for the statutory provision of collision reports (Previously referenced in HO Circular 163/1 1953).
- 2.7.8 No charges should be made to Responsible Authorities (such as Local Authorities, Health Authorities, Fire and Rescue Authorities, Primary Care Trusts, NHS Trusts, Probation Committees and Registered Social Landlords) due to the requirement within the Crime and Disorder Act 1998 for such partners to work together to combat anti-social behaviour.
- 2.7.9 **For those areas where the service is provided in open market conditions, then a general principle should apply that charges should, at least, recover the full costs of supplying the service.** For this to be able to be achieved, Forces should be clearly able to identify the investment (start-up) and running costs of the service and then set charges accordingly. This should be based on the model for calculating direct costs. But the charges made will clearly depend on the nature of the market and local pricing decisions.
- 2.7.10 On some occasions, pricing policy may dictate a marginal costing approach initially being taken. Here, the employable cost identified in the costing model should be the baseline for consideration. Beyond this, Forces should then have a clear understanding of the contribution requirements to direct overheads and set up or other investment costs, in order that they can demonstrate the adequate recovery of costs.
- 2.7.11 It is clear that pricing policy and market conditions can affect the level of charges. It is important that, in those conditions, all Forces should be able to validate charges set. The costing model can provide a basis for this to be undertaken. In certain conditions, Forces are taking advantage of their



spare capacity. It is important in these circumstances that Forces can demonstrate a strong "value for money" rationale to the use of the resources applied.

- 2.7.12 In other circumstances, the ability to market and benefit from an area of expertise needs pump priming or investment - often in support activities. It is expected that charges should be set that will recover all the supporting costs, including the pump priming or set up costs within a reasonable investment time period. Charges can exceed the overall level of cost recovery and therefore provide a net income stream where market conditions allow. But forces should be prepared to identify and justify pricing policies if required.

2.8 Charging for Services to Councils

- 2.8.1 Section 92 of the Police Act 1996 (as amended) allows councils² to make grants (with or without conditions) to Police & Crime Commissioners or metropolitan equivalents.
- 2.8.2 Councils may wish to consider the use of Section 92 to grant PCCs to undertake additional services, over and above that level the Chief Constable considers necessary to discharge their duties.
- 2.8.3 Any such grant would need a formal agreement establishing between the parties, identifying the constraints and processes which will underpin the grant usage and any conditions imposed.
- 2.8.4 Examples of this might include a Town Council that wants to establish additional police services over the course of a year, deploying these extra resources, up to agreed monthly and annual limits, on specific measures that the council feel are important to their residents.

2.9 Charging for Services to Government Agencies

- 2.9.1 The police service increasingly provides a range of services for, and with, other Government Agencies. Many of these are elements of Central Government, such as the Home Office Immigration Enforcement or Armed Services. Some, however, are quasi commercial activities having Agency Status.
- 2.9.2 In the first category, Police Forces are providing often core policing service as a support to the wider public sector delivery of Government objectives - e.g. addressing potential illegal immigrants. Although this can be seen to be akin to special policing services, there are other issues that need to be considered in these circumstances.
- 2.9.3 A guiding principle here is that in providing the service, a Force often gains an element of self-help towards its overall strategic plan. The cost of the resource usage needs to be recovered in that light.
- 2.9.4 Where police or support staff resource is used in providing the service, then **the employable cost of the staff used** should be recovered. **To this should be added any overtime incurred and additional specific direct costs incurred e.g. consumables, travel and expenses, accommodation etc.** This can either be actual cost, if quantifiable, or can be an average cost calculation, where it is unlikely that differences will be material.
- 2.9.5 In a number of cases, the provision of the service includes the use of a police provided facility e.g. custody suite, interviewing facilities, etc. A contribution to these overheads can be added to the direct costs used. This can either be by means of a calculation of the direct costs incurred – rent, utility costs etc. or, where in practice this would be difficult or onerous to obtain, by the addition of a general overhead recovery element. In this circumstance, the recovery should be in the range 5%

² Councils in this case includes county, district, borough, parish or community whose area falls wholly or partly within the police area or metropolitan police district concerned.



- 15% of the direct costs incurred. The range allows some discretion in the amount of administrative support incurred in providing the service.

- 2.9.6 In certain circumstances, police support to a Department or Agency may be more long term or require a number of instances of service provision. Here it may be more appropriate to either agree a specific rate based on projections of anticipated costs – based on the Resource Cost model or special policing rates as an alternative.
- 2.9.7 In the second category – the quasi commercial activity, the service provided is much more akin to operating in market conditions. Here the same principle should apply. **The charging methodology should use the calculation for Resource Costs as the starting point for identifying the costs of the service.** To this should be added all associated specific costs incurred in the provision of the service and a contribution towards overheads. Market conditions will either provide a practical constraint or allow Full Economic Cost Recovery to be utilised.
- 2.9.8 It is important to understand the police role in such activities. In most cases, the skills and experience of officers and staff are being used to enhance another Government based service. Where this is outside of the normal policing role, then there should be the aim of covering all recognised costs together with the appropriate contribution to overheads.
- 2.9.9 The VAT element of charging for Special Police Services is a complex matter and in all cases of doubt, advice should be sought from Force VAT experts or HMRC. Secondment of Police Officers does not normally attract VAT although this is not the case with Police Staff. There are various rules governing police services overseas. It is prudent to seek expert guidance in individual cases.

Cost recovery under Grant Funding regimes

- 2.9.10 There is now a range of occasions where police officers (and some police staff) are supported by public grant funding or other external funding streams. The key principle in these cases is to properly identify and recover relevant costs. Where a police officer post being supported is delivering a direct policing service, then recovery should be based on Resource Costs. Where, however, the role is utilising police experience or expertise, rather than providing direct policing, then the cost recovery should use total Direct Cost less the overtime premium – equating to employable cost plus the “employers pension contribution” for an officer.

2.10 Provision of Mutual Aid to other police forces

- 2.10.1 Mutual aid is the provision of policing assistance to another police force. It is a formal arrangement and is similar to the provision of Special Police Services. As such aid is usually provided in response to or in anticipation of a major event.
- 2.10.2 Mutual aid activity ranges from small scale, inter-force support, through reacting to a significant or serious incident to, in some cases supporting a force or government department in a large pre-planned event.
- 2.10.3 By its very nature, mutual aid is incident based, and therefore likely to be extraordinary to the normal policing arrangements in the area.
- 2.10.4 The general principles of direct cost recovery should apply, but it is recognised that this is a complex area, particularly with regard to the framework of police regulations.
- 2.10.5 For detailed charging arrangements for mutual aid, a separate guidance document, ***‘National Policing Guidelines on Charging for Police Services: Mutual Aid Cost Recovery’*** has been produced.



3 COSTING METHODOLOGY

3.1 Background

3.1.1 The cost of a service and the charging for the service are linked. The cost recovery model seeks to provide a consistent basis for calculating recovery charges. But, the cost of a particular service can relate to the purpose of the usage. For the purposes of our approach, the following basic costing elements are defined:-

- **Employable Cost**
This represents the basic actual cost of the service providers, with no allowance for an overtime premium or the recovery of overheads;
- **Direct Cost**
This is the cost of an officer including a standard overtime recovery element;
- **Resource/ Operational Cost**
This represents the cost of the resource employed in the provision of the service. Here, the direct costs and the direct overheads are included;
- **Full Economic Cost**
This calculation includes all properly attributable costs, including contributions to administrative and general overheads. However, this indirect overhead recovery must relate to relevant overheads.

3.1.2 The normal application of costing policing for charging purposes should reflect full economic cost recovery. This is particularly true for commercial purposes, where a special police service is being provided using police resource. There are potentially some circumstances where the other cost bases will lead to cost recovery charging.

3.1.3 The model, shown at [Appendix 4](#), builds up to the full economic costs in logical stages. These are aimed to provide stability but at the same time recognise true differences in the cost base of forces. The basic mechanics are set out below:-

- 1) Define relevant Resource Cost = Employable Cost + direct overheads;
- 2) Apply relevant contribution to administrative and general overheads;
- 3) Derive standard or average productive hours;
- 4) Calculate productive hourly rate (per rank);
- 5) Apply deployment hours for “core” and “supplementary” policing / support;
- 6) Identify and include all ancillary costs related to the provision of service e.g. consumables.

3.2 Application

3.2.1 The calculation resulting in the hourly rate of employable resource costs has been revised and updated.

3.2.2 There are a number of factors that have to be addressed in determining elements of the overall calculation and approach. The major ones are set out below:-

- Average or actual cost for officers;
- Deriving the cost of allowances within police pay;
- Pensions cost;
- Accounting for overtime working;
- Identifying relevant ancillary costs;
- Calculating general overhead recovery.



- 3.2.3 Variations in the approach by a Force to these issues can and have led, in the past, to the relatively wide variation in charges. This had led, in turn, to queries being raised about the relative level of those charges. The aim of the model has been to reduce these variations where possible, without undermining the need to recover costs according to those borne locally.

Average versus Actual Cost

- 3.2.4 There is a clear difference in deriving a cost and charging methodology. Actual costs should be charged where possible. However, there is confusion in what this means when applied to a costing regime. In practice, police officers are generally still costed as an average by rank. These are now normally also budgeted at cost centres but these vary between forces. There are also variations in the cost of individual officers, in the past from Rent / Housing Allowance and currently by the application of police pay reform elements (see below). It is, therefore, acceptable practice to identify an estimate of the average cost per rank, as the basis of both cost and charging. The model derives a force average to apply in all cases.
- 3.2.5 The cost of allowances has also been a significant cause of variation in police employable pay. If maximum allowances are included in the calculation as some forces have done, the resultant hourly rate is higher than other approaches.
- 3.2.6 The calculation for any allowances should reflect the average (budgeted) cost per rank, per force. This will provide both a transparent and realistic view of the employable cost of an officer. It should be seen in the context that the cost recovery exercise addresses other overheads separately within the overall framework.

Pension Costs

- 3.2.7 Police Pensions costs are now reflected by an annual force contribution to a separate pensions account. It represents an employable cost overhead for the purpose of charging out to third parties.
- 3.2.8 The pension overhead calculation reflects the force Employer Pension Contribution.

Accounting for Overtime

- 3.2.9 This remains a difficult issue and there are options to be addressed. Forces have varying approaches between including in the base calculation an estimated element of overtime working within the "standard productive hours" or, calculating a base figure, excluding overtime, and then quoting a premium hourly rate for either extended, rest day or public holiday working.
- 3.2.10 In the cases where charging for police services is relevant, the policing resource should be considered to be in addition to the normal duty time resource, required to police the community. With cost recovery related to special police services, an element of overtime is included in the charge to the customer, presuming a notice period of greater than 15 days. If the notice period is 15 days or less, an enhanced level of overtime will need to be charged. Any abstracted time from an officers' primary purpose, creates a 'vacuum' in their normal role which can only be back-filled by a suitably qualified officer on overtime. (It is important to remember that the 'back-filling' does not necessarily need to be undertaken at the same time as the abstraction, but could be at a completely unrelated time.)
- 3.2.11 Where short notice working becomes necessary, due to circumstances related to the event, then an additional premium is applicable - to reflect the additional direct cost involved. Similarly, policing on public holidays has an additional cost, to be recovered by the appropriate additional premium charge.



Relevant Direct Overheads

3.2.12 The direct overheads are designed to reflect the other costs attributable directly to the cost of providing the service **at the point of service**. This can involve utility costs, premises and equipment hire and, of course, the provision of catering/subsistence. In most cases, this will be a directly measurable cost, but, in certain cases, involves the apportionment of a Force provided service e.g. communications centre for the period of the service delivery. For certain specialists e.g. dog handlers, an additional overhead calculation to include the average additional costs of the dog can be added. It is expected that only separate, truly measurable additional costs should be added to the modelled overhead recovery. This should, however, be considered separately from the recovery of administration or general overheads and is capable of justification as supporting the point of service delivery.

Recovery of Administrative General Overhead

3.2.13 Full Economic Cost Recovery includes a properly attributable element of contribution towards the general overheads of administration and infrastructure.

3.2.14 There has been a significant variation in the level of general overhead recovery rates currently used. A general methodology has been created but it, too, provides significant variations. In these circumstances, a view has been taken on the need, particularly in high profile charging arrangements like policing football, to maintain consistency.

3.2.15 The previous review of this Administrative General Overhead rate identified that 30% should be used as a national average. This rate will be periodically reviewed in support of the cost model.

Productive hours

3.2.16 Research showed that there were various previously different models to determine the number of chargeable hours across the country. These depend on a local view taken of abstractions. It has been noted that a relatively small difference in this part of the calculation leads to a variation that then becomes problematic to explain in comparison with others. The methodology agreed is to use a standard determination of average abstraction, leading to a consistent number of chargeable days per rank. This is set out in [Appendix 4](#). It is recognised that this reduces the determination and inclusion of local factors but the debate in this area has to date been unhelpful for the service. This will be reviewed as part of a future update of the methodology.

Deployable Time

3.2.17 This has also been the cause of variations in application across Forces in the past. Generally, the police service provided to a third party is planned in advance. There is, therefore, a core service that is agreed to be provided. This core service can be measured in hours or productive "days", where a day is a defined number of hours. Clearly, the deployment time for the service must include all relevant components, from initial parading and briefing, travel time included to and from the service point, the actual policing service itself and de-brief.

3.3 Police Staff and Ancillary Costs

3.3.1 Most events will have a period of core policing service and a transparent approach should be taken in identifying this with the promoter/organiser. This will also give clarity to the police managers at the point of delivery.

3.3.2 At some events or occasions, the core police service will be augmented by an additional resource for a period of time. In this case, the supplementary resource should be added as additional direct cost - for a relevant number of hours. (An hour, or multiples of an hour, should be the minimum time unit used). The charging model should still be applied in the same way but for a different



amount of deployed hours, allowing a transparent approach to be taken for the use of supplementary resource at an event.

- 3.3.3 The Special Constabulary forms a resource that is capable of providing part of the policing service. They are a trained supplementary police resource, generally deployed to provide “small event” policing or to augment policing at larger events. Specials incur a range of costs in uniform/equipment, travel and subsistence, training, and the use of police vehicles and control equipment. There are no direct employable costs.
- 3.3.4 It is important that the use of this resource is not distorted - (by the supplier or receiver) by using the charging methodology. On the one hand, specials have the powers of a constable and can therefore be deployed as a recognisable police resource. On the other, the cost base of the specials is demonstrably lower than regular officers. To reflect that it is recommended that a charge of 50% of the Police Constable rate is made for each Special Constable.

Other Police Staff

- 3.3.5 PCSOs represent a different element of the extended police family. Their role is complementary to police activity. They are capable of being deployed to augment the service and provide visibility and re-assurance (e.g. small scale events), and should be included at the police staff direct charging calculations.
- 3.3.6 There are increasingly circumstances where specialist police staff provide a front line service as part of special police services. Where police staff have relevant powers and are acting in a core role then they should be included within the direct cost of service calculation.
- 3.3.7 Care should be taken in making this assessment. This charging methodology includes the majority of a force’s support staff as part of the overhead recovery and it is therefore important to be clear and transparent in the use of specialist police staff.
- 3.3.8 However, it is often the case that police staff can and are used in the delivery of services outside of Section 25 arrangements. These staff then form part of the direct cost of service delivered and should be included as part of the direct service cost element.
- 3.3.9 [Appendix 4](#) sets out guidance on the basis for including individual cost elements in the model. It is not exhaustive and there will be some variation in how budgeted information is held by forces. It should be remembered that there is a balance to be struck between precision and materiality, whilst striving to maintain a consistent approach to the charging methodology.
- 3.3.10 Additional specific items of cost can also be calculated by use of average actual cost. Examples would include the specific use of vehicles for which an average cost of depreciation, average cost of service/repair and consumables can be calculated as appropriate.



APPENDIX 1 - Powers for the Charging of Police Services

Police Reform and Social Responsibility Act 2011 – Section 15 Supply of Goods and Services

This section of the Police Reform and Social Responsibility 2011 Act augments the 1996 Police Act with changes to reflect the creation of the Office of the Police & Crime Commissioner:

15 Supply of goods and services

- (1) Subsections (1), (2) and (3) of section 1 of the 1970 Act (supply of goods and services by local authorities) apply, with the modification set out in subsection (2), to each elected local policing body as they apply to a local authority.
- (2) In those subsections, references to a public body (within the meaning of that section) are to be read as references to any person.
- (3) An elected local policing body may not enter into an agreement with another elected local policing body, or with the Common Council of the City of London in its capacity as a local policing body, under section 1 of the 1970 Act in respect of a matter which could be the subject of force collaboration provision in a collaboration agreement under section 22A of the Police Act 1996.
- (4) In this section “1970 Act” means the Local Authorities (Goods and Services) Act 1970.

Police Act 1996 – Section 25 Special Policing Services

This act provides the basis of the provision of Special Police Services.

25 Provision of Special Services.

- (1) The chief officer of police of a police force may provide, at the request of any person, special police services at any premises or in any locality in the police area for which the force is maintained, subject to the payment to the local policing body of charges on such scales as may be determined by that body.
- (1A) The Chief Constable of the British Transport Police Force may provide special police services at the request of any person, subject to the payment to the British Transport Police Authority of charges on such scales as may be determined by that Authority.

Police Act 1996 – Section 26 Provision of advice and assistance to international organisations

Subject to the provisions of this section, a PCC may:-

26 Provision of advice and assistance to international organisations etc.

- (1) Subject to the provisions of this section, a local policing body may provide advice and assistance—
 - (a) to an international organisation or institution, or
 - (b) to any other person or body which is engaged outside the United Kingdom in the carrying on of activities similar to any carried on by the body or the chief officer of police for its area.
- (2) The power conferred on a local policing body by subsection (1) includes a power to make arrangements under which a member of the police force maintained by the body is engaged for a period of temporary service with a person or body within paragraph (a) or (b) of that subsection.
- (3) The power conferred by subsection (1) shall not be exercised except with the consent of the Secretary of State or in accordance with a general authorisation given by him.



- (4) A consent or authorisation under subsection (3) may be given subject to such conditions as appear to the Secretary of State to be appropriate.
- (5) Nothing in this section authorises a local policing body to provide any financial assistance by—
 - (a) making a grant or loan,
 - (b) giving a guarantee or indemnity, or
 - (c) investing by acquiring share or loan capital.
- (6) A local policing body may make charges for advice or assistance provided by it under this section.
- (7) (Removed)
- (8) The provisions of this section are without prejudice to the Police (Overseas Service) Act 1945

Police Act 1996 – Section 92 Grants by local authorities.

This provides the ability of a force to receive a grant towards policing costs from a local authority above normal precept arrangements.

92 Grants by local authorities.

- (1) The council of a county, district, county borough, London borough, parish or community may make grants to any police and crime commissioner whose police area falls wholly or partly within the council's area.
- (2) The council of a London borough, county, district or parish which falls wholly or partly within the metropolitan police district may make grants for police purposes to the Mayor's Office for Policing and Crime.
- (3) Grants under this section may be made unconditionally or, with the agreement of the chief officer of police for the police area concerned, subject to conditions.
- (4) This section applies to the Council of the Isles of Scilly as it applies to a county council.

Police Act 1996 – Section 93 Acceptance of gifts and loans

This provides the ability of a force to receive gifts of money and gifts or loans of other property. (Forces should take great care in undertaking 'due diligence' in reviewing the source of any such gift or loan and any taxation liabilities thus created.)

93 Acceptance of gifts and loans.

- (1) A local policing body may, in connection with the discharge of any of its functions, accept gifts of money, and gifts or loans of other property, on such terms as appear to the authority to be appropriate.
- (2) The terms on which gifts or loans are accepted under subsection (1) may include terms providing for the commercial sponsorship of any activity of the local policing body or of the police force maintained by it.

Police (Northern Ireland) Act 2000 – Section 11 Charging for Special Services.

This act provides the basis of the provision of Special Police Services in Northern Ireland.

11 Charging for Special Services.

The Chief Constable may, at the request of any person, provide special police services subject to the payment to the Board of such charges, or charges on such scales, as may be determined by the Board.



APPENDIX 2 - Charging for Events and Abatements

By default, charging for events is always at **Full Economic Cost** Recovery (see [Appendix 4](#) for calculation formula). For some events, Forces may make reductions, based upon the type of event and reflect a charitable or community benefit.

For Statutory events, such as Remembrance Day parades, Jubilee or constitutional events, police attendance is often part of the normal police annual duties and **Not Chargeable**.

For non-commercial events, such as local authority events, religious parades and wholly charitable events, forces often charge the **Direct Cost** (see [Appendix 4](#) for calculation formula) of policing the event (Employee Cost + Overtime Premium).

Some forces have historically applied an abatement formula, to guide senior officers as to a 'sliding scale' percentage abatement. It is recommended that the simpler **Not Chargeable / Full Economic Cost / Direct Cost** rates are applied to all events. This makes any charging assessment simpler, more transparent and more easily understood by both customers and forces.



APPENDIX 3 - Charge Rates for Common Items³**NPCC Recommended Minimum Rates⁴**

		Revised
2020/21		2021/22
£	Accident Reports	£
100.70	Copy of Accident Report (full extract up to 30pages)	101.30
4.40	Additional pages for same incident (per page)	4.50
35.80	Limited particulars (RT Act details)	36.00
35.80	Copy of self reporting / minor accident form	36.00
432.10	Fatals - Accident Investigation report	434.70
86.20	Fatals - Reconstruction video	86.70
28.70	Rough Data (per page)	28.90
43.30	Copy of Scale plan -other than in collision report	43.60
71.80	Copy of Police vehicle examination report (unless provided as full extract)	72.20
71.80	Copy of Collision Reconstruction Report (unless provided as full extract)	72.20
4.40	Copy of Collision Reconstruction Report (unless provided as full extract) per page (max £50)	4.50
	Copies of Photographs	
21.20	from Digital camera (per disc)	21.30
21.20	A4 Index sheet (digital)	21.30
28.70	Photographs (first photo)	28.90
3.20	Each subsequent photograph	3.30
	Copies of statements - other than in booklets	
37.00	(per statement – up to 3 pages)	37.20
4.40	Additional pages (per page)	4.50
43.30	Copy of witness statement (witness agrees to disclosure of personal details)	43.60
57.50	Copy of witness statement (witness not agreeing to disclosure of personal details)	57.50
145.00	Interview with Police Officer (per Officer)	146.00
145.00	Request for a statement to be written by Police Officer	146.00
28.70	Copy of PIC Sheets (2nd copy)	28.90
57.50	Copy of interview record (only where prepared during investigative process)	57.90
86.20	Copies of VHS videotapes (provision for CJS)	86.70
86.40	Copies of audio tapes	86.90
35.80	(provision for CJS)	36.00
20.90	Copies of CDs/DVDs	21.00
£	Cancellation charges	£
	See Footnote (below)	

³Cancellation of requests may incur a charge, if received after work has started on any service. If received before any work has commenced, no charge should be made. If received immediately prior to despatch of requested items(s), full charge should be made. Cancellation requests received where the request is part complete, should be charged proportionately.

⁴ Individual Force charges may exceed these guidelines, were demonstrable to recoup higher local costs.



		Revised
2020/21		2021/22
£	Fingerprinting Fees	£
81.10	One set	81.60
40.50	Additional sets thereafter (each)	40.80
	Requests for Disclosure of Information	
91.30	Request for information (up to 2 hours work)	91.80
30.60	Hourly rate for work above 2 hours (including redaction)	30.80
	ABI/Lloyds Disclosure of Information (ABI/Lloyds MOU)	
30.60	Request (crime/lost property number, etc.) – MOU App D(a)	30.80
129.80	Request (In response to specific questions) – MOU App D(b)	130.60
145.00	Interview with Police Officer (per Officer) – MOU Para 4.5	146.00
	Other common items	
91.40	Crime Report	92.00
36.50	MG5	36.70
36.50	MG3	36.70
37.20	Incident Log	37.40
36.50	PNC Convictions	36.70
23.90	Caution Certificate	24.00
55.00	Domestic Violence Report	55.30
18.50	Occurrence Summary	18.60
18.50	Custody Record	18.50
	GDPR / DPA 2018 Fees	
N/A	DPA 2018 – Section 7 Subject Access Request	N/A
N/A	DPA 2018 – Section 68 Health Records (Copy)	N/A
N/A	DPA 2018 – Section 68 Health Records (View)	N/A
N/A	DPA 2018 – Section 68 Health Records (View & then Copy)	N/A
	Alarm URN Fees (Set by ACPO CPI)	
Set by ACPO CPI	Alarm Registration (Intruder)	Set by ACPO CPI
	Alarm Registration (Panic Alarm)	
	Lone Worker Devices up to 10,000	
	Lone Workers Devices 10,001 – 50,000	
	Lone Workers Devices 50,001 and over	

Disclosure of any documents, images or data held by a Police Force is subject to any such disclosure being lawful, in accordance with legal professional privilege and being in compliance with the General Data Protection Regulation 2016/679 data protection and privacy (as amended).

Section 15 services are generally subject to VAT at the then current rate, except where a service is required by statute or authority direction.



Statutory Charge Rates for Common Items

	Statutory Charges £
Firearms Licensing Fees	
Firearms Certificate grant	88.00
Firearms Certificate renewal	62.00
Firearms Certificate replacement	4.00
Shotgun Certificate grant	79.50
Shotgun Certificate renewal	49.00
Shotgun Certificate replacement	4.00
Shotgun Certificate grant (co-terminus/including Firearms Certificate)	90.00
Shotgun Certificate renewal (co-terminus/including Firearms Certificate)	65.00
Visitors Permit (Individual 1-5) per person	20.00
Visitors Permit (Group 6-20) in total	100.00
Home Office Club approval	84.00
Registered Firearms Dealer registration	200.00
Registered Firearms Dealer renewal	200.00
Game Fairs	13.00
Variation (not like for like)	20.00
Firearms Museum License	200.00
Other Licensing Fees	
Aliens Certificates	34.00
Peddler Certificates	12.25

It should be noted that these charges are set by reference to Statutory Instruments.



APPENDIX 4 - Costing / Charging model

	Key Data	Calculation
A	Direct Costs	
1	Basic Salary	Average salary per rank
2	Rent / Housing allowance	Average Rent/Housing Allowance per rank
3	Police reform payments	Average CRTP, unsociable hours and Bonus payment per rank
4	Subsistence	Total force budget / no. of staff
5	Non-Pensionable Pay	Average Non-Pensionable Pay per rank
6	Other allowances / benefits ⁵	Average allowances / benefits per rank
7	National Insurance	Total of 1-6 , calculated as per NI model
7a	National Government Levies	Government levies such as Apprentice Levy
8	Superannuation / Pension cost	Calculated cost reflecting force contribution
8b	Holiday Pay Adjustment	Additional entitlement to holiday due to overtime
=	Total employable cost	
9	Overtime premium	Overtime uplift, depending on pay cost to force.
=	Total Direct Cost	
B	Direct Overheads	
10	Uniforms / equipment	Total Budget /no. of officers
11	Insurance	Total Budget /no. of officers
12	Transport	Total Budget /no. of officers
13	Training	Dept. budget + devolved budgets / no. of staff
14	Call Handling	Call answering, crime recording, incident handling / no. of officers
15	Communications infrastructure	IT infrastructure, voice services & operational applications / no. of officers
=	Total Operational Resource Cost	
C	Indirect Overheads	
16	General overhead recovery	Average indirect overhead recovery @ 30% (estimated national average) applied to Employable Cost + Direct Overheads
=	Full Economic Cost	

⁵ Includes any additional payments necessary since the Bear Scotland Employment Appeal Tribunal (Bear Scotland v Fulton)



Example Police Officer Calculation from September 2020 award

Direct Costs & Direct Overheads Calculation EXAMPLE ONLY

	PC £	Sgt £	Ins £	C Insp £	Supt £
Basic Salary	38,100	46,300	57,200	60,800	82,900
Unsociable Hours	943	1,087	1,278	1,341	0
Rent/Housing (S/E) Allowance	2,000	2,000	2,000	2,000	2,000
	41,043	49,387	60,478	64,141	84,900
National Insurance	4,500	5,600	7,100	7,600	10,500
In Year Pension Cost Net	12,100	14,700	18,200	19,300	26,400
Holiday Pay Adjustment	843	1,021	70	73	0
Apprentice Levy (0.5%)	162	204	259	278	381
Employable Cost	58,648	70,912	86,107	91,392	122,181
Overtime Premium	14,447	17,556			
Total Direct Cost	73,095	88,468	86,107	91,392	122,181
Direct Overheads					
Uniforms	327	327	327	327	327
Insurance	118	118	118	118	118
Transport	3,214	3,214	3,214	3,214	3,214
Training	1,672	1,672	1,672	1,672	1,672
Call Handling	5,742	5,742	5,742	5,742	5,742
Comms Infrastructure	1,234	1,234	1,234	1,234	1,234
Total Direct Overheads	12,307	12,307	12,307	12,307	12,307
Resource Cost	85,402	100,775	98,414	103,699	134,488

Each Force can choose to update the above calculation to reflect their Force position for the current financial year. The special policing services guidance describes a standard method for the calculation the charges and their application. The actual rates charged can differ for each force, but you may wish to use the above as a basis, whilst reflecting any effect of Regional Allowance(s).

Productive Hours and Hourly Rate Calculation EXAMPLE ONLY

Employable Cost	58,648	70,912	86,107	91,392	122,181
Overtime Premium	14,447	17,556			
Total Direct Cost	73,095	88,468	86,107	91,392	122,181
Total Direct Overheads	12,307	12,307	12,307	12,307	12,307
Resource Cost	85,402	100,775	98,414	103,699	134,488
Indirect Overhead @ 34%	24,125	28,294	33,461	35,258	45,726
Full Economic Costs	109,527	129,069	131,875	138,957	180,214
Productive Hours	1,508	1,508	1,508	1,508	1,508
	£ Per Hour	£ Per Hour	£ Per Hour	£ Per Hour	£ Per Hour
Employable Cost	38.89	47.02	57.10	60.60	81.02
Direct Costs	48.47	58.67	57.10	60.60	81.02
Resource/Operational Cost	56.63	66.83	65.26	68.77	89.18
Full Economic Cost	72.63	85.59	87.45	92.15	119.51

Charges may include an additional Short Notice/Public Holiday premium, if the deployment is on a Public Holiday or if the deploying force is unable to provide Officers with more than 15 days' notice to perform the requested duties.

Please note numbers are subject to rounding



Example Police Staff Calculation from July 2020 award**Direct Costs & Direct Overheads Calculation EXAMPLE ONLY**

	PCSO	SCP 7 £	SCP 17 £	SCP 32 £	SCP 44 £
Basic Salary	22,528	17,958	23,174	36,010	48,698
Unsociable Hours	4,706				
	27,234	17,958	23,174	36,010	48,698
National Insurance	2,500	1,300	2,000	3,800	5,500
In Year Pension Cost Net	5,283	3,484	4,496	6,986	9,447
Holiday Pay Adjustment					
Apprentice Levy (0.5%)	92	46	72	136	200
Employable Cost	35,110	22,788	29,741	46,932	63,845
Overtime Premium	14,891	11,870	15,318	23,803	32,189
Total Direct Cost	50,001	34,659	45,059	70,735	96,034
Direct Overheads					
Uniforms	327	52	52	52	52
Insurance	118	75	75	75	75
Transport	3,214	0	0	0	0
Training	1,672	583	583	583	583
Call Handling	5,742	0	0	0	0
Comms Infrastructure	1,234	0	0	0	0
Total Direct Overheads	12,307	710	710	710	710
Resource Cost	62,308	35,369	45,769	71,445	96,745

Each Force can choose to update the above calculation to reflect their Force position for the current financial year. The special policing services guidance describes a standard method for the calculation the charges and their application. The actual rates charged can differ for each force, but you may wish to use the above as a basis. Note the presumption that services are provided by staff on Overtime

Productive Hours and Hourly Rate Calculation EXAMPLE ONLY

Employable Cost	35,110	22,788	29,741	46,932	63,845
Overtime Premium	14,891	11,870	15,318	23,803	32,189
Total Direct Cost	50,001	34,659	45,059	70,735	96,034
Total Direct Overheads	12,307	710	710	710	710
Resource Cost	62,308	35,369	45,769	71,445	96,745
Indirect Overhead @ 34%	16,122	7,990	10,354	16,198	21,949
Full Economic Costs	78,430	43,359	56,123	87,643	118,694
Productive Hours	1,547	1,543	1,543	1,543	1,543
	Hourly	Hourly	Hourly	Hourly	Hourly
Employable Cost	22.70	14.77	19.28	30.43	41.38
Direct Costs	32.33	22.47	29.21	45.86	62.24
Resource/Operational Cost	40.29	22.93	29.67	46.32	62.70
Full Economic Cost	50.71	28.11	36.38	56.82	76.92

Charges may include an additional Public Holiday premium, if the deployment is on a Public Holiday to perform the requested duties.

Please note numbers are subject to rounding.



APPENDIX 5 - Case Law – Charging for Special Police Services

Case law offers helpful material and the key cases are listed below:

- Glasbrook Brothers Limited v Glamorgan County Council [1925] AC 270.
- Reading Festival Ltd v West Yorkshire Police Authority 2006 [2006] EWCA Civ 524
- Harris v Sheffield United Football Club Ltd [1988] 1QB 77.
- Chief Constable of Greater Manchester Police vs. Wigan Athletic AFC LTD [2007] EWHC 3095 (Ch)
- Chief Constable of Greater Manchester v Wigan Athletic AFC LTD [2008] EWCA Civ 1449
- Leeds United Football Club Ltd v Chief Constable of West Yorkshire Police [2012] EWHC 2113 (QB)
- Leeds United Football Club Ltd v Chief Constable of West Yorkshire Police [2014] EWHC 2738 (QB)
- Ipswich Town Football Club Company Limited v The Chief Constable of Suffolk Constabulary [2016] EWHC 1682 (QB)
- Ipswich Town Football Club Company Limited v The Chief Constable of Suffolk Constabulary [2017] EWCA Civ 1484; [2017] 4 WLR 195

