

National Policing Guidelines on Charging for Police Services: Special 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 by <u>BlueLight Commercial</u> on behalf of, and approved by, the NPCC Finance Coordination Committee. The original document that was the genesis of this document was assessed by Home Office Counsel in July 2018. The purpose of this document is to provide comprehensive advice on Special Policing Services and its associated charging. Please note Appendices 2,3, 4, 5, 6, 7, 8 and 10 are updated annually and re-published as necessary.

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Throughout this document, for the purposes of ease of reading, please note that references to Chief Constable will include the Commissioner of Police for the Metropolis and the Commissioner for the City of London Police and references to Police & Crime Commissioners (PCCs) will include Police, Fire & Crime Commissioners (PFCCs), Deputy Mayor's for Policing & Crime and the City of London Corporation's Court of Common Council.

There may be occasions where legislation makes specific references to each of the above to ensure all are captured in the statute used to recover costs, income generate and collaborate.

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 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 police to make charges to individuals or organisations to recover costs. Ensuring that charges are levied fairly and effectively in such circumstances will protect the public police provision and contribute to the overall funding of the service.

The key principle of this document is ensuring that police 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 special policing 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 Chief Constable to provide and a Police & Crime Commissioner to recover the costs of this additional policing under the provision of "Special Police Services."

Special Policing Services can be a complex area and the original act of parliament that invested Chief Constables with the power to provide these additional services did not offer the detail or clarity that forces and event organisers required. Following a series of legal challenges, guidance on what constitutes a special policing service, how it should be requested and where geographically it might apply, have all now been shaped through case law.

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 and the National Police Chiefs Council (NPCC) advised 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 and **national rates** 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) further information on these areas of cost recovery can be found in the **NPCC Guidelines for Charging for Police Services: General Cost Recovery**.

GUIDELINES

1 EXECUTIVE SUMMARY

1.1 Introduction

Section 25 of the Police Act 1996 states that 'a 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'.

In order for a provided service to be deemed as a special police service (SPS) and chargeable as such, it must in the first instance be requested and secondly capable of being deemed as SPS in nature.

1.2 The Request

- (i) SPS has to be requested; the police cannot impose;
- (ii) The police are at liberty to decline the request;
- (iii) The person requesting SPS can limit their budget to pay for SPS as to the amount of SPS they would wish to pay for, **however**;
- (iv) The police can limit their deployment to that budget, negotiate an increased budget <u>or</u> decline the request if the level of SPS funded by the budget would compromise security or safety (see 2.1.3);
- (v) Conditions set by a Licensing Authority or Safety Advisory Group may mandate a third party to request police to provide SPS;
- (vi) There should be a signed written agreement between the police and the person requesting SPS. This should be in place prior to the SPS deployment and consideration should be given to charging an initial part-payment at the time of the request.

The Service

The central principle is that the police cannot charge for services that fall within their ordinary public duty i.e. those services the police are duty bound to provide. The duty is described as a 'duty owed to the public at large for the prevention of violence and disorder'.

1.3 Background

Historically, charges levied have been variable between different police & crime commissioners (PCCs) and within police forces. To address the variable nature of charges, the NPCC Finance and Coordination Committee introduced standard rates for police officers, which allow for regional pay variations, for the provision of SPS in 2023 with the recommendation that these are adopted by all PCCs and forces. In 2025, the national rates were extended to include Police Community Support Officers (PCSOs) and police staff.

1.4 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.

1.5 Charging

SPS provided to commercial events are charged on a full economic cost recovery basis in order that they are not being subsidised by the public purse or an event organiser is gaining a commercial or competitive advantage.

The PCC is responsible for setting an annual schedule of charges for SPS although, to ensure consistency across forces, it is strongly recommended that the national rates, as agreed by NPCC Finance and Coordination Committee, and contained within this document are adopted.

1.6 Overseas Assistance

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Section 26 of the Police Act 1996 provides for the provision to supply advice and assistance on similar activities to that carried out by the force to an international organisation or to any other person, which is engaged outside the United Kingdom



2 PROVISION OF SPECIAL POLICE SERVICES

2.1 What are Special Police Services

- 2.1.1 The definition of Special Police Services (SPS) and the conditions for charging for such services have been the subject of several legal cases, including Reading Festival Limited v West Yorkshire Police Authority (the 'Mean Fiddler' case) and latterly GMP v Wigan Athletic AFC, Leeds United FC v West Yorkshire Police and most recently Ipswich Town FC v Suffolk Constabulary.
- 2.1.2 SPS 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.
- 2.1.3 Where SPS is 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 without charge) required for each instance or 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 requestor's responsibilities towards the safety, form the basis of the required policing deployment and any contractual arrangement between the force and the requesting party.
- 2.1.4 The legal judgements clarified that a PCC cannot charge for SPS in the absence of an agreement, between the requesting party and the police, detailing the need for such services. SPS need to be specifically requested by a land owner, 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 SPS will not necessarily be sufficient to constitute a request for SPS 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.
- 2.1.5 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 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 guestion 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.
- 2.1.6 Other factors to be considered will 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.
- 2.1.7 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 considerably 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.
- 2.1.8 The four-question test set out above does not cover all circumstances. If there is any doubt about whether services provided in response to a request are SPS, a 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.
- 2.1.9 Policing of events such as protests and marches on public land are part of core activity and no charges should be made.

2.2 Scope of Special Police Services

- 2.2.1 For many forces the provision of SPS will be restricted to the policing of events, such as sporting or music events. For other forces the legislation has been used successfully to provide additionally requested policing services in other scenarios, for example in the provision of additional policing in shopping centres, retail parks or dedicated music and entertainment venues. These services may be provided either with the use of a dedicated policing presence or at key times as requested by the requesting party.
- 2.2.2 Where SPS are provided in instances, other than at a specific event or series of events, it is the responsibility of the Chief Constable to ensure that the services provided would be determined to be SPS. The four-question test, as outlined above, should be the starting point to assess whether the services provided are indeed SPS.



- 2.2.3 Where SPS services are requested on land that is owned, leased or in the control of the requesting party, but are deemed to be over and above the level that the Chief Constable believes are necessary to fully discharge their core policing responsibilities, the superfluous portion of the provided services may be chargeable, see Glasbrook Brothers Limited v Glamorgan County Council. If there is any doubt about whether services provided in response to a request are SPS, legal advice should be obtained.
- 2.2.4 In cases where forces are providing permanent additional policing services on a regular basis, which are not subject to the provision solely on overtime, consideration should be given to the force's establishment. Funding for additional posts funded by way of SPS charges are in addition to force's core budget that is funded through the general grant, specific grants and precept.
- 2.2.5 An additional service that many forces will undertake and is also considered to be a SPS is that of escorting wide or abnormal loads. As the escorting of abnormal loads is an additional activity above and beyond 'core policing', it is recommended that, with the exception of a short-term junction closure where local discretion may be applied, all escort duties are carried out on rest days in order that the public's expectations and entitlement to core policing is not eroded.
- 2.2.6 One area of additional policing services that is not classified as SPS is the dedicated policing provided to UK airports. Principles for the provision and charging for policing at airports are defined by the Aviation Security Act 1982 as amended.

2.3 Special Police Services - Policing of Events

- 2.3.1 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. The Chief Constable, or the delegated individual, 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.
- 2.3.2 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 the responsibility of the event organiser.
- 2.3.3 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 SPS, 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. SPS 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.



- 2.3.4 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.
- 2.3.5 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.
- 2.3.6 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 local charging methodology needs to allow for this and provide some discretion on who should be charged, and under what circumstances.
- 2.3.7 A principle has been established within mutual aid arrangements, that a de-minimus level should be agreed so that a small police input below the threshold is not chargeable. This principle can be extended, with the agreement of the PCC, into policing events where the requirement, including planning and preparation time, would equate to a charge less than the value of raising an invoice and processing the payment.
- 2.3.8 A second general principle can also be established. Charges for policing services should be made to the event organiser. They 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.
- 2.3.9 Cases heard in 2006 in the Court of Appeal (Reading Festival Limited v West Yorkshire Police Authority, 2007/08 (Greater Manchester Police v Wigan AFC) and 2017 Ipswich Town FC v Suffolk Constabulary) have impacted on the approach to be taken in providing SPS. 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 SPS that will then be provided.
- 2.3.10 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 SPS. 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 SPS can be made, if appropriate.
- 2.3.11 It is strongly recommended 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.

2.3.12 A written agreement should resolve to respective parties understanding of the relevant SPS 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 SPS. Chief Officers must then review the event in the light of a clear community based risk assessment together with other statutory partners.

2.4 Planning for the provision of Special Policing Services

- 2.4.1 The relevant Chief Officer's judgement must review the ability of the force to provide a suitable police response in line with the police duty to the general public and contingency arrangements, including their ongoing ability to provide appropriate policing to the remainder of the police force area.
- 2.4.2 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 SPS.)

- 2.4.3 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.
- 2.4.4 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 (Superintendent or above) in consultation with Force Legal Advisors. Police forces (and PCCs) 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.

- 2.4.5 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.
- 2.4.6 The requirement to define the event locality should also apply to established sites where a series of events will take place e.g. sporting events (such as football, cricket, rugby etc.) or dedicated music and entertainment venues.

2.5 Policing of Football

- 2.5.1 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 SPS are the same as those for commercial events, but have been sharpened by recent case law.
- 2.5.2 The provision of policing for football matches reflects both operational policing requirements and 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.



- 2.5.3 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.
- 2.5.4 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.
- 2.5.5 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.
 - d) Policing "Phases 1 to 3" a period before, during and after the match.
 - e) Debrief.
 - f) Transport to home station.
- 2.5.6 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. 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.
- 2.5.7 Nationally, the policing required 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.
- 2.5.8 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.
- 2.5.9 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 SPS rates and not the normal Mutual aid rates. It may often be the case that the officers supplied on Mutual Aid will be deployed both within and outside the land that is owned, leased or in the control of the club, in these circumstances the recharge between forces will need to reflect the difference in recharge rates.
- 2.5.10 Further advice on Mutual Aid is given in more detail in a separate document, 'National Policing Guidelines on Charging for Police Services: Mutual Aid Cost Recovery'.



¹ See the College of Policing Authorised Professional Practice on Policing Football for further operational detail.

3 CHARGING FOR SPS

3.1 Responsibilities and Charging Policy

- 3.1.1 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.
- 3.1.2 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 SPS there is also a specific statutory requirement under Section 25 of the 1996 Police Act (as amended) which permits the Chief Constable to provide SPS 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.
- 3.1.3 The PCC will agree, and publish, 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 1 of the Local Authorities (Goods and Services) Act 1970 as modified by the amendments set out in Section 15 of the Police Reform and Social Responsibility Act 2011, although recommended rates for both are set and agreed annually by the NPCC Finance and Coordination Committee. The purpose of the national rates is to ensure consistency across forces and to avoid duplication in effort from forces calculating rates locally; PCCs are strongly advised to adopt the NPCC approved rates.
- 3.1.3 It is the PCC's responsibility for setting a charging policy, particularly in relation to SPS but also chargeable services generally, which would include 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.
- 3.1.4 Each PCC when setting 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 and national rates unless there is a robust reason for variance;
 - 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;
 - 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.
- 3.1.5 In relation to SPS the 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.
- 3.1.6 PCCs are strongly recommended to charge the **Full Economic Cost** of the SPS 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. It is for this very reason that the NPCC Finance and Coordination Committee agree each year national SPS rates that reflect full economic cost whilst taking account of regional pay variances. Any departure from the principle of charging full economic cost should only be made on exceptional grounds and with the specific approval of the PCC.
- 3.1.7 It is appropriate to consider an 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.
- 3.1.8 Whilst charitable events may generally be viewed favourably, PCCs need 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 charitable events appropriately.
- 3.1.9 The detailed guidance is provided in <u>Appendix 1 Charging for Events and Abatements</u> 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.
- 3.1.10 The **National rates for Special Policing Services**, which include variances to account for regional pay variations, are set out in <u>Appendix 2 National SPS Rates Police Officers</u>. Although the rates have been calculated for all forces, for completeness, and determining the costs of any specialist police officers or police staff deployed, the costing model used has been set out in <u>Appendix 9 Charging Methodology</u> of this guidance and incorporates instructions on standard approaches for the following items:
 - Police basic pay and allowances
 - Police overtime
 - Relevant ancillary costs

- General overhead recovery
- Productive hours and deployable time



3.1.11 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 indirect overheads. However, this indirect overhead recovery must relate to the relevant overhead base.

3.1.12 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.

3.2 Charging Periods

- 3.2.1 The charging period for SPS is not confined to the time deployed at an event or additional policing service. Deployment time for the chargeable 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 any de-brief. It is recommended that, with the exception of football duty and the escorting of abnormal load related deployments, forces apply a minimum 4-hour charge to the provision of additional policing services. In accordance with paragraph 2.5.5, football deployments for the full 6 phases of a policing a match should be remain as a 6-hour minimum and in accordance with paragraph 2.2.5 the escorting of abnormal loads should also be charged as a minimum 6-hour charge.
- 3.2.2 The SPS rates at Appendix 2 National SPS Rates Police Officers include both hourly and daily charges as well as charges for SPS supplied on Public Holidays and at short notice. The daily charge is based on a 8 hour day although the calculated rate equates to 7½ hours, as a 45 minute refreshment period is included but is not chargeable. For SPS duties supplied for longer than a chargeable 8 hour tour of duty, the daily charge should be used plus the number of individual hours incurred over and above the 8-hours. For example, an 11-hour SPS charge would be 1 daily rate + 3 x hourly rate.
- 3.2.3 Where SPS are requested from a person or an organisation with no proven track record of payment, it may be appropriate to request payment or part-payment in advance of the provision of SPS. Any pre-payment would need to be far enough in advance as to not incur any financial penalties for cancelled overtime or rest days. It is recommended that where SPS are requested from a new customer, some form of due diligence is undertaken to check their credit score or ability to pay.
- 3.2.4 In some situations the request for additional services may be made for the service to be provided on a permanent or semi-permanent basis. It may therefore be beneficial for a force to provide dedicated officers to the SPS rather than different officers each day. Where dedicated officers are provided it



may not be appropriate to charge for the officers on an hourly or daily basis as an annualised full cost recovery charge can be calculated that encompasses all employment costs and both direct and indirect overheads.

3.3 Charging for Services to Government Agencies

- 3.3.1 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 and His Majesty's Prison and Probation Service. Some, however, are quasi commercial activities having Agency Status.
- 3.3.2 In the event of a request to provide policing services to either Central Government or a Government Agency consideration should be given to whether the requested service should be provided under the provisions of section 25 of the Police Act 1996 or another available power.
- 3.3.3 In the first category (**Type 1**), 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.
- 3.3.4 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. The basis for charging for Type 1 assistance will be direct costs (see Appendix 3 Direct Charges Police Officers) plus any other direct costs or direct overheads incurred
- 3.3.5 Where police or support staff resource is used in providing the service, then the Direct Cost, plus any other specific costs incurred should be recovered. This should include any overtime incurred and additional specific direct costs incurred e.g., consumables, additional contracted services, travel and expenses, 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.
- 3.3.6 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% 15% of the direct costs incurred. The range allows some discretion in the amount of administrative support incurred in providing the service.
- 3.3.7 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.
- 3.3.8 In the second category (**Type 2**) 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 Operational Resource Costs as the starting point for identifying the costs of the service (see <u>Appendix 4 Operational Resource Charges</u>) 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.**



3.3.9 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.

3.4 Charging for Special Constabulary, PCSOs and Police Staff

- 3.4.1 At some events or occasions, the additional police service will be augmented by supplementary Police Community Support Officers (PCSOs), Special Constabulary and/or specialist police staff for either the full period of the additional police service or a proportion of the additional period of time. In this case, the supplementary resource should be added as an additional Direct Cost for a relevant number of hours. (An hour, or multiples of an hour, should be the minimum time unit used provided that additional resource has been charged out for a minimum of 4-hours). 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. When calculating the costs of the supplementary resource consideration should also be given to both the time incurred either side of the actual duty in order to supply the specific number of deployable hours and any minimum number of hours the force are committed to pay for on overtime.
- 3.4.2 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, albeit they do receive expenses paid.
- 3.4.3 It is important that the use of Special Constables is not distorted (by the supplier or receiver) by charging at the full cost of their equivalent regular's rank. 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.
- 3.4.5 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. National SPS rates for charging for PCSO are contained in Appendix 5 National SPS Charges Police Community Support Officers.
- 3.4.6 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 dedicated operational role then they should be included within the direct cost of service calculation.
- 3.4.7 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.
- 3.4.8 However, it is often the case that police staff can and are used in the delivery of services delivered as part of the 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. National SPS rates for police staff are contained in Appendix 8 National SPS Charges Police Staff. Due to the differing range of police



staff roles and grades across forces, the police staff SPS rates have been banded by pay. To ascertain the correct hourly or daily rate, forces should apply the applicable charge according to the individual's full time equivalent salary including any shift disturbance allowance and any other permanent allowances but <u>excluding ERNIC</u> and superannuation i.e. the gross salary as per a full time employee's P60.

3.4.9 For completeness the charging methodology for how all SPS charges are calculated is included in Appendix 9 - Charging Methodology. This will assist forces explaining how charges are calculated as it sets out guidance on the basis for the inclusion of the individual cost elements in the model 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.

3.5 Charging for Ancillary Cost (including the escorting of abnormal loads)

- 3.5.1 Additional specific items of cost can also be calculated by use of average actual cost. Examples would include the specific use of vehicles or specialist items of kit such as barriers or marquees. Whilst force transport costs are reflected in the direct overheads, this would only account for the general use of vehicles for officers to travel to and from the event. Where specialist vehicles (e.g., horse boxes or traffic cars) are required and are fundamental to the deployment (e.g., escorting a wide or abnormal load) the cost of the additional vehicles can be calculated and charged as a supplementary item.
- 3.5.2 To ensure consistency, it is recommended that for purposes of charging for the escorting of wide and abnormal loads, that in addition to the SPS cost of the officers involved (see Appendix 2 National SPS Rates Police Officers) the vehicles and fuel costs are charged as per the rates as shown at Appendix 10 Vehicle Costs for Escorting Abnormal Loads. The rates are in accordance with the existing and current mutual aid rates that are used for the charging of vehicles between forces.
- 3.5.3 As the escorting of abnormal loads is an additional activity above and beyond 'core policing', it is recommended that, with the exception of a short-term junction closure where local discretion may be applied, all escort duties are carried out on rest days in order that the public's expectations and entitlement to core policing is not eroded. In order to charge in line with both operational and Police Regulation requirements the minimum charging period for officers engaged in escorting abnormal loads is six-hours.
- 3.5.6 It is recommended that forces put in place a contractual agreement with any road haulage company that requests the escort of an abnormal load. The contract should be put in place at the point of the request, and it is advised that it covers how any incurred overtime costs are recovered should the escort be cancelled at short notice.
- 3.5.7 For the costing of additionally supplied police dogs and horses, a suitable methodology can be found at Appendix 7 of the 'NPCC Policing Guidelines on Charging for Police Services: Mutual Aid Cost Recovery'.

3.6 Treatment of VAT

3.6.1 The VAT element of charging for SPS is a complex matter as consideration needs to be made of a number points including the nature of the SPS provided, to whether the requirement for SPS has been mandated by another body or whether the requesting party had a choice to receive the



requested service from another source. In all cases of doubt, advice should be sought from Force VAT experts or HMRC.

4 CHARGING FOR SERVICES PROVIDED OVERSEAS

- 4.1 Section 26 of the Police Act 1996 allows a policing body to provide advice and assistance to an international organisation or institution, or any other person or body which is engaged outside the UK in the carrying out activities similar to that carried out by police.
- 4.2 Officers or staff should not be allowed to travel overseas to provide advice or assistance to an international organisation, foreign government or police service without the authorisation of their PCC and the Home Secretary.
- 4.3 The legislation does not specify what constitutes 'advice and assistance'. However, Home Office practice, is that if the assistance, whether advisory or operational, is intended to be primarily of benefit to an overseas agency, then the Home Secretary's consent under section 26 is required. If the assistance is to pursue UK interests/operational work (e.g. officers travelling abroad in furtherance of an investigation into an offence committed in the UK, or to attend a conference), then a section 26 authorisation is not required.
- In order to obtain advice and guidance as to whether a matter falls within the remit of section 26 or to obtain Home Secretary authorisation, forces and PCCs should contact the Home Office International Police Assistance Service (IPAS) in the first instance. The IPAS works under the authority of the Home Office and National Police Chief's Council. Policing must not initiate or respond to direct requests for assistance to overseas agencies without first consulting IPAS.
- 4.5 Section 26 (paragraph 6) does provide provision for a local policing body to make charges for advice or assistance provided.
- Where a PCC or force is providing training to an overseas or international organisation, that training may in certain circumstances be provided alternatively as a 'professional and technical service' under the provisions set out in section 1 of the Local Authorities (Goods and Services) Act 1970 as modified by the amendments set out in paragraph 15 of the Police Reform and Social Responsibility Act 2011 ('The 2011 Act'). PCCs and Chief Constables should satisfy themselves that the services to be provided can adequately be provided under the Act and document their rational accordingly. Where there is any doubt that a particular service would fall under section 15 of the 2011 Act, legal advice should be sought and in any event the supply contract should make clear that those are the powers under which the service is provided.



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APPENDIX 1 - Charging for Events and Abatements

By default, charging for events is always at **Full Economic Cost** Recovery (see <u>Appendix 2 - National SPS Rates - Police Officers</u> for national rates and <u>Appendix 9 - Charging Methodology</u> for calculation formula). For some events, Forces may decide to make reductions, based upon the type of event which may reflect a charitable or community benefit. It is recommended that where a decision is taken not to charge the full economic cost, a record is made of the reasons why the abatement has been applied. This will assist in the case of a subsequent challenge and will ensure that it does not undermine those events that are rightfully charged on the basis of full economic cost recovery.

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 community events, religious parades and wholly charitable events, forces often charge the **Direct Cost** (see <u>Appendix 3 - Direct Charges - Police</u> Officers for national rates) 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 forces adopt the simpler approach of applying one of the following three categories to all events:

- **1. Full Economic Cost** default position for special policing services.
- **2. Total Direct Cost** non-commercial events, such as local authority community events, religious parades and wholly charitable events.
- **3.** Not Chargeable statutory or constitutional events.

This makes any charging assessment simpler, more transparent and more easily understood by both customers and forces.

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APPENDIX 2 - National SPS Rates - Police Officers

Special Policing Services 2025 - Tables of Rates by Rank and Region Chargeable from 1st January 2025

Rates calculated at Full Economic Cost recovery and should be used for all charging of special policing services provided at commercial events.

				CONSTABLE				
REGION	FORCE	Hourly				Daily		
KEGION	TORCE	NORMAL	BANK HOLIDAY	BH <8	NORMAL	BANK HOLIDAY	BH <8	
NATIONAL	ALL	£88.09	£108.32	£140.71	£638.64	£785.34	£1,020.12	
N. IRELAND	PSNI	£93.37	£113.60	£145.99	£676.92	£823.62	£1,058.40	
	SUSSEX							
OUTER ROSE	HAMPSHIRE	£90.09	£110.33	£142.71	£653.18	£799.88	£1,034.66	
	BEDFORDSHIRE							
	THAMES VALLEY							
	SURREY							
INNER ROSE	KENT	£91.10	£111.33	£143.72	£660.45	£807.15	£1,041.93	
	HERTFORDSHIRE							
	ESSEX							
LONDON	MPS	£97.09	£117.33	£149.71	£703.91	£850.61	£1 00E 20	
LONDON	CoLP	137.09	E11/.55	1149./1	1/03.91	1030.01	£1,085.39	

			SERGEANT					
			Hourly			Daily		
REGION	FORCE	NORMAL	BANK HOLIDAY	BH <8	NORMAL	BANK HOLIDAY	BH <8	
NATIONAL	ALL	£111.33	£136.53	£178.83	£807.18	£989.84	£1,296.55	
N. IRELAND	PSNI	£116.61	£141.81	£184.11	£845.45	£1,028.12	£1,334.82	
	SUSSEX							
OUTER ROSE	HAMPSHIRE	£113.34	£138.54	£180.84	£821.72	£1,004.38	£1,311.09	
ROSE	BEDFORDSHIRE							
	THAMES VALLEY							
	SURREY							
INNER	KENT	£114.34	£139.54	£181.84	£828.99	£1,011.65	£1,318.36	
ROSE	HERTFORDSHIRE							
	ESSEX							
LONDON	MPS	C120.49	C14F 67	C107 00	C072 47	C1 OF C 12	C1 262 04	
LONDON	CoLP	£120.48	£145.67	£187.98	£873.47	£1,056.13	£1,362.84	



		INSPECTOR				
REGION	FORCE	Но	Dail	у		
REGION	FORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY N/A N/A	
NATIONAL	ALL	£107.47	N/A	£779.13	N/A	
NORTHERN IRELAND	PSNI	£112.75	N/A	£817.41	N/A	
	SUSSEX					
OUTER ROSE	HAMPSHIRE	£109.47	N/A	£793.67	N/A	
	BEDFORDSHIRE					
	THAMES VALLEY					
	SURREY					
INNER ROSE	KENT	£110.47	N/A	£800.94	N/A	
	HERTFORDSHIRE					
	ESSEX					
LONDON	MPS	£116.74	NI/A	£846.38	N/A	
LONDON	CoLP	1110./4	N/A	1040.36	IN/A	

			CHIEF INS	PECTOR	
REGION	FORCE	Но	urly	Dail	y
	TORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY
NATIONAL	ALL	£114.11	N/A	£827.27	N/A
NORTHERN IRELAND	PSNI	£119.39	N/A	£865.55	N/A
	SUSSEX				
OUTER ROSE	HAMPSHIRE	£116.11	N/A	£841.81	N/A
	BEDFORDSHIRE				
	THAMES VALLEY				
	SURREY				
INNER ROSE	KENT	£117.12	N/A	£849.08	N/A
	HERTFORDSHIRE				
	ESSEX				
LONDON	MPS	C122.42	NI/A	C004 00	
LONDON	CoLP	£123.43	N/A	£894.90	N/A

			SUPERIN	TENDENT		
REGION	FORCE	Но	urly	Da	ily	
NEGIOIT	TORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY	
NATIONAL	ALL	£141.53	N/A	£1,026.12	N/A	
NORTHERN IRELAND	PSNI	£146.81	N/A	£1,064.40	N/A	
OUTER ROSE	SUSSEX	£143.54	N/A	£1,040.66		
	HAMPSHIRE				N/A	
	BEDFORDSHIRE					
	THAMES VALLEY					
	SURREY			£1,047.93		
INNER ROSE	KENT	£144.54	N/A		N/A	
	HERTFORDSHIRE					
	ESSEX					
LONDON	MPS	6454.07	N/A	£1,095.28	N1 / A	
	CoLP	£151.07	N/A		N/A	

		CHIEF SUPERINTENDENT				
REGION	FORCE	Но	urly	Da	ily	
incolor.	TORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY	
NATIONAL	ALL	£162.90	N/A	£1,181.04	N/A	
NORTHERN IRELAND	PSNI	£168.18	N/A	£1,219.31	N/A	
	SUSSEX					
OUTER ROSE	HAMPSHIRE	£164.91	N/A	£1,195.58 N	N/A	
	BEDFORDSHIRE					
	THAMES VALLEY					
	SURREY					
INNER ROSE	KENT	£165.91	N/A	£1,202.85	N/A	
	HERTFORDSHIRE					
	ESSEX					
LONDON	MPS	£172 60	NI/A	£1 2E1 20	NI/A	
LONDON	CoLP	£172.60	N/A	£1,251.38	N/A	

The **Norma**l rates shown in the tables above should be charged for special policing services provided on non-Bank Holiday and includes a premium for overtime.

The **Bank Holiday** rates shown in the tables above should be charged for special policing services provided on Bank Holidays where at least 8-days' notice has been given; the rate includes a premium for overtime at double time.

The **Bank Holiday less than 8** rates shown in the tables above should be charged for special policing services provided on a Bank Holiday where less than 8-days' notice has been given; the rate includes a premium for overtime at double and the cost of the additional time the officer can take off in lieu.



APPENDIX 3 – Direct Charges - Police Officers

Direct Costs 2025 - Tables of Rates by Rank and Region Chargeable from 1st January 2025

Rates calculated below are Direct Employment Costs only including overtime premium and should be only used for charging of special policing services provided at non-commercial events such as local authority community events, religious parades and wholly charitable events – see Abatements or as a starting point for calculating Type 1 assistance to a Government Department or Crown Body i.e., core policing activities that support the wider public sector delivery of Government objectives.

			CONSTABLE					
REGION	FORCE		Hourly			Daily		
in Edioit	TORCE	NORMAL	BANK HOLIDAY	BH <8	NORMAL	BANK HOLIDAY	BH <8	
NATIONAL	ALL	£59.45	£79.27	£118.90	£431.02	£574.69	£862.04	
N. IRELAND	PSNI	£62.48	£83.30	£124.96	£452.96	£603.95	£905.93	
	SUSSEX							
OUTER ROSE	HAMPSHIRE	£60.99	£81.32	£121.99	£442.20	£589.61	£884.41	
	BEDFORDSHIRE							
	THAMES VALLEY							
	SURREY							
INNER ROSE	KENT	£61.77	£82.35	£123.53	£447.80	£597.06	£895.59	
	HERTFORDSHIRE							
	ESSEX							
LONDON	MPS	CCE 00	CO7 07	C121 00	C477 70	CC27.04	COEE E6	
LONDON	CoLP	£65.90	£87.87	£131.80	£477.78	£637.04	£955.56	

				SERC	SEANT		
REGION	FORCE		Hourly			Daily	
	. Once	NORMAL	BANK HOLIDAY	BH <8	NORMAL	BANK HOLIDAY	BH <8
NATIONAL	ALL	£78.48	£104.64	£156.96	£568.96	£758.62	£1,137.92
N. IRELAND	PSNI	£81.50	£108.67	£163.01	£590.91	£787.88	£1,181.81
	SUSSEX						
OUTER ROSE	HAMPSHIRE	£80.02	£106.69	£160.04	£580.15	£773.53	£1,160.29
NO3L	BEDFORDSHIRE						
	THAMES VALLEY						
INNER	SURREY						
ROSE	KENT	£80.79	£107.72	£161.58	£585.74	£780.99	£1,171.48
	HERTFORDSHIRE						
	ESSEX						
LONDON	MPS	£84.93	£113.24	£169.86	£615.72	£820.97	£1,231.45
LONDON	CoLP	104.33	1113.24	1103.00	1015.72	1020.37	11,231.43



			INSPECTOR			
REGION	FORCE	Ho	urly	D	aily	
	10.102	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY	
NATIONAL	ALL	£70.62	N/A	£512.00	N/A	
N. IRELAND	PSNI	£73.65	N/A	£533.94	N/A	
	SUSSEX					
OUTER ROSE	HAMPSHIRE	£72.16	N/A	£523.18	N/A	
	BEDFORDSHIRE					
	THAMES VALLEY					
WW.55 5005	SURREY				21/2	
INNER ROSE	KENT	£72.93	N/A	£528.78	N/A	
	HERTFORDSHIRE					
	ESSEX					
LONDON	MPS	677.07	21/2	6550.76	21/2	
LONDON	CoLP	£77.07	N/A	£558.76	N/A	

			CHIEF INSPECTOR			
REGION	FORCE	Hou	urly	D	aily	
	. 0.102	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY	
NATIONAL	ALL	£75.73	N/A	£549.03	N/A	
N. IRELAND	PSNI	£78.76	N/A	£570.98	N/A	
	SUSSEX	£77.27	N/A	£560.22		
OUTER ROSE	HAMPSHIRE				N/A	
	BEDFORDSHIRE					
	THAMES VALLEY					
	SURREY					
INNER ROSE	KENT	£78.04	N/A	£565.81	N/A	
	HERTFORDSHIRE					
	ESSEX					
LONDON	MPS	CO2 40	21/2	CEOE 70		
LONDON	CoLP	£82.18	N/A	£595.79	N/A	

			SUPERIN	ITENDENT	
REGION	FORCE	Hoi	urly	Dai	ly
NEGIOIV	TORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY
NATIONAL	ALL	£96.83	N/A	£701.99	N/A
N. IRELAND	PSNI	£99.85	N/A	£723.94	N/A
	SUSSEX				
OUTER ROSE	HAMPSHIRE	£98.37	N/A	£713.18	N/A
	BEDFORDSHIRE				
	THAMES VALLEY				
	SURREY				
INNER ROSE	KENT	£99.14	N/A	£718.77	N/A
	HERTFORDSHIRE				
	ESSEX				
LONDON	MPS	6402.20	NI/A	6740.75	NI/A
LONDON	CoLP	£103.28	N/A	£748.75	N/A

			CHIEF SUPE	RINTENDENT	-
REGION	FORCE	Hoi	urly	Daily	
NEGION	TORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY
NATIONAL	ALL	£113.26	N/A	£821.16	N/A
NORTHERN IRELAND	PSNI	£116.29	N/A	£843.10	N/A
	SUSSEX		14.81 N/A		
OUTER ROSE	HAMPSHIRE	£114.81		£832.34	N/A
	BEDFORDSHIRE				
	THAMES VALLEY				
	SURREY			£837.93	
INNER ROSE	KENT	£115.58	N/A		N/A
	HERTFORDSHIRE				
	ESSEX				
LONDON	MPS	C110 71	NI/A	6067.03	N/A
LONDON	CoLP	£119./1	£119.71 N/A	N/A £867.92	

Direct Costs include all employable costs plus an overtime premium for overtime ranks.

APPENDIX 4 – Operational Resource Charges – Police Officers

Operational Resource Costs 2025 - Tables of Rates by Rank and Region Chargeable from 1st January 2025

Rates calculated below are the Operational Resource Costs and may be used as a starting point to calculate charges for Type 2 services to other government agencies or Crown Bodies i.e., quasi commercial activities with no direct benefit to policing or delivery of the wider Government objectives. The rates include all direct employment costs plus direct overheads.

				со	NSTABLE			
REGION	REGION FORCE		Hourly			Daily		
		NORMAL	BANK HOLIDAY	BH <8	NORMAL	BANK HOLIDAY	BH <8	
NATIONAL	ALL	£71.50	£91.73	£124.12	£518.35	£665.05	£899.84	
N. IRELAND	PSNI	£75.56	£95.79	£128.18	£547.79	£694.50	£929.28	
	SUSSEX							
OUTER ROSE	HAMPSHIRE	£73.04	£73.04 £93.27	£125.66	£529.54	£676.24	£911.02	
ROSE	BEDFORDSHIRE							
	THAMES VALLEY							
	SURREY							
INNER ROSE	KENT	£73.81	£94.05	£126.43	£535.13	£681.83	£916.61	
ROSE	HERTFORDSHIRE							
	ESSEX							
LONDON	MPS	677.0F	£98.18	£130.57	£565.12	6711 02	5046 60	
LONDON	CoLP	£77.95	139.18	1130.5/	1505.12	£711.82	£946.60	

				SE	RGEANT			
REGION	FORCE		Hourly			Daily		
	TORCE	NORMAL	BANK HOLIDAY	BH <8	NORMAL	BANK HOLIDAY	BH <8	
NATIONAL	ALL	£90.52	£115.72	£158.02	£656.30	£838.96	£1,145.67	
N. IRELAND	PSNI	£94.58	£119.78	£162.08	£685.74	£868.40	£1,175.11	
	SUSSEX							
OUTER ROSE	HAMPSHIRE	£92.07 £117.26	£159.57	£667.48	£850.14	£1,156.85		
ROSE	BEDFORDSHIRE							
	THAMES VALLEY							
	SURREY							
INNER ROSE	KENT	£92.84	£118.03	£160.34	£673.07	£855.74	£1,162.44	
NOSE	HERTFORDSHIRE							
	ESSEX	1						
LONDON	MPS	505.07	C122 17	C1 C A A 7	6702.06	COOF 72	C1 102 42	
LONDON	CoLP	£96.97	£122.17	£164.47	£703.06	£885.72	£1,192.43	



			INSPI	CTOR	
REGION	FORCE	Но	ourly	Daily	
	PORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY
NATIONAL	ALL	£82.67	N/A	£599.33	N/A
N. IRELAND	PSNI	£86.73	N/A	£628.77	N/A
	SUSSEX			£610.52	
OUTER ROSE	HAMPSHIRE	£84.21	N/A		N/A
	BEDFORDSHIRE				
	THAMES VALLEY				
	SURREY			£616.11	N/A
INNER ROSE	KENT	£84.98	N/A		
	HERTFORDSHIRE				
	ESSEX				
LONDON	MPS	600.42	21/2	5545.40	21/2
LONDON	LONDON COLP £89.1	£89.12	N/A	£646.10	N/A

			CHIEF IN:	SPECTOR			
REGION	FORCE	Но	ourly	Daily			
NEGIOIT	TORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY		
NATIONAL	ALL	£87.77	N/A	£636.36	N/A		
N. IRELAND	PSNI	£91.84	N/A	£665.81	N/A		
	SUSSEX						
OUTER ROSE	HAMPSHIRE	£89.32	N/A	£647.55	N/A		
	BEDFORDSHIRE						
	THAMES VALLEY						
	SURREY						
INNER ROSE	KENT	£90.09	N/A	£653.14	N/A		
	HERTFORDSHIRE						
	ESSEX]					
LONDON	MPS	604.33	NI/A	6602.42	NI / A		
LONDON	CoLP	£94.22 N	N/A	£683.13	N/A		

			SUPERINTENDENT				
REGION	FORCE	Но	urly	Daily			
	TORCE	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY		
NATIONAL	ALL	£108.87	N/A	£789.33	N/A		
N. IRELAND	PSNI	£112.93	N/A	£818.77	N/A		
	SUSSEX						
OUTER ROSE	HAMPSHIRE	£110.42	N/A	£800.51	N/A		
	BEDFORDSHIRE						
	THAMES VALLEY						
	SURREY			£806.10			
INNER ROSE	KENT	£111.19	N/A		N/A		
	HERTFORDSHIRE						
	ESSEX						
LONDON	MPS	6445.22	21/2	5025.00			
LONDON	CoLP	£115.32	N/A	N/A £836.09	N/A		

			CHIEF SUPE	RINTENDENT	
REGION	FORCE	Н	ourly	Daily	
NEGION	10.102	NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY
NATIONAL	ALL	£125.31	N/A	£908.49	N/A
N. IRELAND	PSNI	£129.37	N/A	£937.93	N/A
	SUSSEX			N/A £919.68	N/A
OUTER ROSE	HAMPSHIRE	£126.85	N/A		
	BEDFORDSHIRE				
	THAMES VALLEY				N/A
	SURREY				
INNER ROSE	KENT	£127.62	N/A	£925.27	
	HERTFORDSHIRE				
	ESSEX				
LONDON	MPS	C121 7C	NI/A	COFF 3F	N/A
LONDON	CoLP	£131.76	IN/A	N/A £955.25	

Operational Resource Costs include Total Direct Costs, including superannuation and overtime plus direct overheads.

APPENDIX 5 – National SPS Charges - Police Community Support Officers

Special Policing Services 2025 - Tables of Rates by Region Chargeable from 1st January 2025

Rates calculated at Full Economic Cost recovery and should be used for all charging of special policing services provided at commercial events.

				PCSO	
REGION	FORCE	Hou	ırly	Daily	
		NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY
NATIONAL	ALL	£69.30	£84.86	£502.40	£615.20
N. IRELAND	PSNI				
	SUSSEX				£615.20
OUTER ROSE	HAMPSHIRE	£69.30	£84.86	£502.40	
	BEDFORDSHIRE				
	THAMES VALLEY				
	SURREY				£615.20
INNER ROSE	KENT	£69.30	£84.86	£502.40	
	HERTFORDSHIRE				
	ESSEX	1			
LONDON	MPS	672.61	£88.17	£526.44	£639.24
LONDON	CoLP	£72.61	100.17	1520.44	1039.24

APPENDIX 6 – Direct Cost Charges - Police Community Support Officers

Direct Costs 2025 - Tables of Rates by Region Chargeable from 1st January 2025

Rates calculated below are Direct Employment Costs only including overtime premium and should be only used for charging of special policing services provided at non-commercial events such as local authority community events, religious parades and wholly charitable events – see Abatements or as a starting point for calculating Type 1 assistance to a Government Department or Crown Body i.e., core policing activities that support the wider public sector delivery of Government objectives.

		PCSO					
REGION	FORCE	Hour	·ly	Da	ily		
		NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY		
NATIONAL	ALL	£43.92	£58.56	£318.40	£424.53		
N. IRELAND	PSNI						
	SUSSEX						
OUTER ROSE	HAMPSHIRE	£43.92	£58.56	£318.40	£424.53		
	BEDFORDSHIRE						
	THAMES VALLEY						
	SURREY						
INNER ROSE	KENT	£43.92	£58.56	£318.40	£424.53		
	HERTFORDSHIRE						
	ESSEX						
LONDON	MPS	£46 11	£61 40	£334.28	£44E 71		
LONDON	CoLP	£46.11	£61.48	1334.20	£445.71		

APPENDIX 7 – Operational Resource Charges - Police Community Support Officers

Operational Resource Costs 2025 - Tables of Rates by Region Chargeable from 1st January 2025

Rates calculated below are the Operational Resource Costs and may be used as a starting point to calculate charges for Type 2 services to other government agencies or Crown Bodies i.e., quasi commercial activities with no direct benefit to policing or delivery of the wider Government objectives. The rates include all direct employment costs plus direct overheads.

		PCSO					
REGION	FORCE	Но	Hourly		Hourly Daily		aily
		NORMAL	BANK HOLIDAY	NORMAL	BANK HOLIDAY		
NATIONAL	ALL	£55.96	£71.52	£405.73	£518.53		
N. IRELAND	PSNI						
	SUSSEX						
OUTER ROSE	HAMPSHIRE	£55.96	£55.96	£71.52	£405.73	£518.53	
	BEDFORDSHIRE						
	THAMES VALLEY						
	SURREY						
INNER ROSE	KENT	£55.96	£71.52	£405.73	£518.53		
	HERTFORDSHIRE						
	ESSEX						
LONDON	MPS	CEO 15	672.71	C421 62	CE24 42		
LONDON	CoLP	£58.15	£73.71	£421.62	£534.42		

APPENDIX 8 – National SPS Charges – Police Staff

To ascertain the correct hourly or daily rate, forces should apply the applicable charge, as per the table below, according to the individual's full time equivalent salary including any shift disturbance allowance and any other permanent allowances but <u>excluding</u> ERNIC and superannuation i.e. the gross salary as per a full-time employee's P60.

For the avoidance of doubt, the daily and hourly figures below do include both ERNIC and superannuation as well as direct and indirect overheads.

2025 SPS Rates	£20,000 - £30,000	£30,001 - £40,000	£40,001 - £50,000	£50,001 - £60,000
Daily	£351.32	£464.42	£577.52	£633.87
Hourly	£48.79	£64.50	£80.21	£88.04

2025 SPS Rates	£60,001 - £70,000	£70,001 - £80,000	£80,001 - £90,000	Over £90,000
Daily	£608.32	£691.26	£774.20	£857.13
Hourly	£84.49	£96.01	£107.53	£119.05



APPENDIX 9 – Charging Methodology

The methodology below, which is used to calculate the special police service rates has been included for completeness and can be used for calculating 'full economic' cost as well as 'total employable' and 'total direct' costs. This methodology can be adapted as required to calculate charges for abated charging (see guidance in Appendix 1 - Charging for Events and Abatements) and charging for specialist officers and police staff.

	Key Data	Calculation		
Α	Direct Costs			
1	Basic Salary	Average salary per rank based on service profile – see note 1 below		
2	Location Allowance	e.g. South East England or London Allowance		
3	Rent / Housing allowance	Average Rent/Housing Allowance per rank		
4	Police reform payments	Average CRTP, unsociable hours and Bonus payment per rank		
5	Subsistence	Total police subsistence budget / no. of officers		
6	Non-Pensionable Pay	Average Non-Pensionable Pay per rank		
7	Other allowances / benefits	Average allowances / benefits per rank		
8	National Insurance	Total of 1-7, calculated as per NI model		
9	National Government Levies	Government levies such as Apprenticeship Levy (*Apprenticeship Levy calculated as 0.5% of pay and allowances.)		
10	Superannuation / Pension cost	Calculated cost reflecting force contribution		
11	Holiday Pay Adjustment ²	Any additional entitlement to holiday due to overtime e.g. Bear Scotland		
12	Anticipated pay rise	Apply x/12 ^{ths} of the anticipated September pay rise to all lines above impacted by a pay increase - see note 2 below.		
=13	Total Employable Cost	Sum of lines 1 -12		
	• •			
14	Overtime premium	50% of Basic Salary (Line 1).		
=15	Total Direct Cost	Sum of lines 13 + 14		
В	Direct Overheads			
16	Uniforms and equipment	Total Budget /no. of police officers and PCSOs who wear a uniform – See note 3 below		
17	Insurance	Total Budget /no. of police officers and PCSOs – See note 4 below		
18	Transport	Total Budget /no. of police officers and PCSOs – See note 5 below		
19	Training	Training Dept. budget + devolved budgets / no. of police officers and PCSOs – See note 6 below		
20	Call Handling	Call answering, crime recording, incident handling / no. of police officers and PCSOs – See note 7 below		
21	Information Communications Technology	ICT infrastructure, voice & data services, applications, support and maintenance / no. of police officers and PCSOs – See note 8 below		
=22	Total Direct Overheads	Sum of lines 16 to 21		
23	Operational Resource Cost	Sum of lines 15 + 22		

² Includes any additional payments necessary since the Bear Scotland Employment Appeal Tribunal (Bear Scotland v Fulton)



С	Indirect Overheads	
24	General overhead recovery	Average indirect overhead recovery @ 30% (estimated national average) applied to <u>Total</u> <u>Employable Cost</u> (line 13) + <u>Direct Overheads</u> (line 22) – see note 9 below
=25	Full Economic Cost	Sum of lines 15 + 22 + 24

- **Note 1** Whilst the basic salary should be reflective of service profile, where a force has a high number of probationary constables or has a policy of not using probationary constables for SPS, it would be legitimate to remove them from the calculation prior to calculating the average salary cost.
- **Note 2** As police pay rises are effective from September, $x/12^{ths}$ of any anticipated pay rise should be applied to basic pay (line 1), national insurance (line 8), apprenticeship levy (line 9), superannuation (line 10), Bear Scotland (line 11) and Overtime Premium (line 14).
- **Note 3** The budget to be used as the basis for the Uniform and Equipment overhead should include all items of clothing plus equipment such as batons, quick-cuffs, PAVA spray etc. The total budget should then be divided <u>only</u> be those officers and PCSOs that wear a uniform as to reflect the true cost of uniform both CID and plain clothed officers should be excluded from the calculation.
- **Note 4** The budget to be used as the basis for the Insurance overhead should include the cost of all insurance premiums e.g., property, motor, public liability, professional indemnity. Airside insurance should be excluded from the SPS calculation as this should be charged in its entirety to the airport operator through the relevant Police Services Agreement. In addition to the insurance premiums and to reflect the full cost of insurance, the Insurance overhead should include the value of any budget allocated for settling claims below the levels of each of the policy deductibles. Once calculated, the full cost of insurance and settlements should be divided by the total number of officers and PCSOs.
- **Note 5** The budget to be used as the basis for the Transport overhead should include the full cost of managing and keeping the fleet operational, this should include the costs of maintenance, repairs, parts, fuel, workshop staff, fleet managers and any outsourced vehicle services provided. In addition to these costs and to reflect the full cost of maintaining an operational fleet, the Transport overhead should also include the cost of depreciation of the vehicle fleet. Once calculated, the full cost of transport should be divided by the total number of officers and PCSOs.
- **Note 6** The budget to be used as the basis for the Training overhead should include the full cost of providing learning and development to the force, this should include the cost of police and police staff trainers' total employment costs (see line 13 in table above), training consumables, external training courses and any external training providers. Although police staff may be the recipient of training, that training is delivered to enable a support function; therefore, the full cost of training should be divided by the total number of officers and PCSOs. Where a force has set itself up, under the Apprenticeship Scheme, as either an Employer Provider or an Accredited Training Provider, any draw down from the force's digital Apprenticeship Levy account should be netted off to avoid any double counting with the Apprenticeship Levy charge.
- **Note 7** The budget to be used as the basis for the Call Handling overhead should include the cost of police and police staff call handlers' total employment costs (see line 13 in table above) in the force's control room and any crime recording or incident handling facility, any non-pay budgets associated with the control room, crime recording and incident management. Where officers are deployed on a rotational, short term or backfilling basis the cost of the average number of additional officers deployed to the permanent complement of officers and staff should be added. Once calculated, the full cost of call handling should be divided by the total number of officers and PCSOs.
- **Note 8** The budget to be used as the basis for the Information Communications Technology (ICT) overhead should include the full costs of maintaining ICT services including: hardware and infrastructure costs including depreciation, application and software costs, maintenance costs, help desk and support costs, Airwave costs,



internal ICT staff costs and any external or outsourced support provider's costs. Once calculated, the full cost of ICT should be divided by the total number of officers and PCSOs.

Note 9 – The indirect overhead is a national figure and is added to support the costs of providing elements such as: accommodation and estate management, HR, finance, payroll, commercial, legal, forensics, intel, professional standards, media and communications, criminal exhibits, catering, logistics, strategy, planning, vetting, continuous improvement, corporate projects etc.

Productive Days and Hours

Police Officers

Total Days	365
less	
Rest Days and Weekends	104
Average Annual Leave	26
Average Sickness	11
Training Days	10
Public Holidays	8
Net Effective Days	206
Productive hours per day (excluding refreshments)	7.25
Total Effective Hours per year	1,493.5

Police Staff

Total Days	365
less	
Rest Days and Weekends	104
Average Annual Leave	28
Average Sickness	7
Training Days	10
Public Holidays	8
Net Effective Days	210
Productive hours per day	7.2
Total Effective Hours per year	1,512



APPENDIX 10 – Vehicle Costs for Escorting Abnormal Loads

In addition to the minimum six-hour charging period for the officers deployed to the escort duty, the cost of the vehicles and fuel should be included in the total cost of the escorting service.

The mileage cost should be calculated against the three distinct phases of the escort duty:

- 1. The distance travelled from the vehicle's base to the start of the escort;
- 2. The total distance of the escort;
- 3. The distance travelled from the end of the escort back to the vehicle's base.

Vehicle Type	Daily Rate £	Miles Per Litre / Kwh	Fuel Cost Per Mile £
Marked Car – petrol	46	6	0.2350
Marked Car - diesel	46	6	0.2436
Marked Car – electric only	55	2.5	0.0920
Motorcycle	36	8	0.1763

For additional vehicle types refer to Appendix 4 – Vehicle Cost Recovery of the National Policing Guidelines on Charging for Police Services: Mutual Aid Cost Recovery.



APPENDIX 11 - 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

