



Creating a safer C
Cambridgeshire Can

CHARGING FOR POLICE SERVICES

1.0 Introduction and Background

- 1.1 There is need for the police service to be able to identify the basis of recovering costs or charging for its services. There is also a need to ensure that this is both transparent and consistent.
- 1.2 ACPO has issued guidance on charging for police services which is aimed at giving clarity to the service and at the same time providing a basis for a more consistent outcome. While the main elements and issues contained within that document are identified below, this paper should be read in conjunction with the ACPO guidelines when setting charges.
- 1.3 This document should be read in conjunction with the Cambridgeshire Constabulary Fees and Charges Handbook.

2.0 ACPO Guidance – ‘Paying the Bill 2’

2.1 Cost Recovery

- 2.1.1 The powers for seeking to recover costs for policing services are given in various sections of the Police Act 1996.
- 2.1.2 Special policing services are normally provided to an event, either singular (pop concert) or a series of events (policing football), and the ACPO guidelines have established the principle of achieving a full economic cost recovery of relevant costs. However, in line with the concept of risk assessment for policing events within the community, the Chief Constable is able to abate charges for events in certain circumstances. A decision matrix approach has been developed by ACPO to help determine different circumstances and at the same time give some discretion. Small-scale events below a threshold level can be policed without charge.
- 2.1.3 The charges should be transparent and consistent, and a general principle of the recovery of policing costs at no detriment to the local community has also been established. This increases the charge for policing to cover rest day overtime working in order to preserve duty time for core policing in the community.
- 2.1.4 The police service is now required to provide policing services to other agencies of Government (e.g. Prisons, Immigration etc), which may cut across local priorities. This recognises a different requirement for cost recovery and advice is provided in these circumstances.
- 2.1.5 Events can also be sponsored or organised by local authorities and non-commercial organisations. These often take place either on Local Authority land or on the highway. Here, full economic cost may not be the most appropriate recovery basis and abatement can be used to address this issue.
- 2.1.6 Where an event is arranged via a private promoter, 50% of the total cost will be required to be paid in advance.

2.2 Charging Methodology – Key Principals

2.2.1 The review of charging methodology has been based on number of key principles that underpin the approach. These are:

- i) Charging for services should be based on a proper calculation of the cost of services provided. Charging reflects a proper cost recovery mechanism.
- ii) A charging methodology should be clear and transparent to both providers and receivers of the service;
- iii) The basis of cost calculations should be consistent - so that significant variations in charges are explained by local circumstance, rather than methodology differences;
- iv) Calculations of base costs and overhead recovery should be compliant with accepted accounting best practice;
- v) There should be a clear understanding of how the methodology should be used by practitioners;
- vi) There should be a generally agreed basis for determining whether a charge should be applied. This should cover the range of services for which charges should be set and the occasions where charges are due to be raised and include guidance on where discretion can be applied.

2.3 Cambridgeshire Cost Model

2.3.1 The model uses Full Economic Cost for the charge out rates of police officers and staff based on calculations from Paying the Bill 2.

2.3.2 The model is based around averages for rank, as this provides more stability across years and between Forces. Public Holiday Rate has also been calculated.

2.3.3 Events will also be charged the actual cost Cambridgeshire Constabulary has incurred for additional items such as hire of a generator.

2.3.4 Planning and communication charges are no longer separately applied as they are now incorporated within the officer / staff charge rates within full economic cost.

2.3.5 Appendix 1 sets out the definitions for the types of events we may be asked to police and sets out the criteria used to determine appropriate charges. Appendix 2 shows the charging sheet used by Cambridgeshire Constabulary.

2.4 Income Generation

2.4.1 These activities fall into two categories: -

- i) Market Competitive goods/services where Police Authorities set charges in relation to market forces by charging a market rate e.g. training, vehicle maintenance, etc.
- ii) Market Non-Competitive activity is essentially a by-product of core police activity. Here, there should be consistency on the rate that will be set nationally e.g. accident reports etc.

2.4.2 Within the key principles set out above, there has to be a proper recognition of the cost of production of either the goods or service and should therefore be charged at full economic cost.

2.4.3 Income generation is acceptable within the police service under Section 18 of the Police Act 1996 which extends to police authorities 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.

2.5 Fees and Charges Booklet

The Fees and Charges Handbook is produced as a separate document and covers the charges for statutory and non-statutory items. The book is updated yearly in line with ACPO guidelines on charging for statutory items.

2.6 Sale of Crime Prevention Items

The Constabulary has for sale items to assist with the prevention of crime. This list of items and charges is shown at Appendix 3.

3.0 Adoption of the Guidelines

3.1 The application of the guidelines applies fully from 2010/11 onwards.

3.2 The idea of police charging for services is now accepted in the public domain, but those who use the facility still do not appreciate the true cost of police support for events.

3.3 Illustrative examples of different types of events and how scores may be applied are summarised in Paying the Bill 2. However, the Cambridgeshire model is a more simplified process to administer, providing clarity and reducing the risk of misinterpretation by staff. Comparison costings have been calculated on both models to ensure that the values are comparable.

4.0 Football Events

4.1 It is critical to successful cost recovery and to ensure a transparent and consistent approach across the Constabulary that dialogue takes place between Cambridgeshire Police and The Clubs and Associations who request Special Police Services. Special Police Services need to be specifically requested by an event organiser. This dialogue must establish a contractual relationship where the following is defined.

- The rate at which Special Police Services are charged, set yearly by the Police Authority as defined in the ACPO Guidance Paying the Bill 2.
- The minimum and maximum number of hours that this will be charged for any event.
- Additional charging elements, such as administration, vehicles, food.
- The level of charge should an event be cancelled and where the police service has already incurred costs.
- The "Footprint" of the event must be established as this is the geographical area where Officers will be deployed under contract.
- For sporting events this Footprint and the level of resources may vary depending on the category of the game. A separate contract must be established for each scenario.

4.2 The Force has adopted the ACPO Football Charging policy and the following has been established as Constabulary policy for Football Charging:

- Minimum number of hours deemed Full deployment (6 Hours)
- Minimum number of Hours deemed Partial deployment (3 Hours)
- An agreement of what counts as a partial deployment.
- Introduction of a common contractual document, based on the Football Forum template
- Introduction of a common Statement of Intent document (otherwise known as a Memorandum of Understanding)

4.3 Public Holiday Rate

A special case must be made by small clubs where full charging would be detrimental to the club continuing to operate. The Chief Constable has the final decision on all matters of charging.

5.0 VIP Visits

5.1 The Cambridgeshire area is large and diverse, being home to a number of high profile venues including Cambridge University, Huntingdon Life Sciences, East of England Showground, Duxford Airfield and Burghley House. These and other venues in the area attract a high number of VIP visitors. VIP visits are rarely chargeable as the arrangements usually come under Government protection required, as in the case of visiting dignitaries or Royalty. Exceptions may arise where the event is chargeable and the normal rules of charging would apply.

6.0 Custody

- 6.1 The Immigration Service is charged with custody time and any other fees incurred by the Police for persons taken into custody for an offence e.g. shoplifting and then subsequently found to be wanted by immigration services. At present ACPO are considering an agreed charge for all Police Forces and the work is ongoing.
- 6.2. Costs incurred on operations pre-planned by the Immigration Service should be recovered in full from the time the suspect enters custody.

7.0 Financially Untenable Events

- 7.1 The Chief Constable has the final decision on charging for all events.
- 7.2 The ACPO guidance calls for recovery of at least a proportion of policing costs where events are commercial in nature. However, some events in this category produce only a marginal profit which may be small in relation to the policing costs.
- 7.3 It is proposed that each event be charged against its generic event type, as defined in the guidance however there will be a blurring of boundaries in certain instances. Any appeal by the organiser to reclassify their event, possibly obtaining a more favourable rate, will need to be considered by the Chief Constable.
- 7.4 The ACPO guidelines recognise the concept of risk assessment for policing events within the community and allow Chief Constables to abate charges for events in certain circumstances. By use of a decision matrix approach, guidance has been developed to help determine different circumstances and at the same time give some discretion. Small scale events can be policed without charge below a threshold.
- 7.5 Those events which are small enough to be policed without the addition of extra staff should not be charged, unless they are likely to dominate the time of the resources for that area on the day.

1. Commercial Events

Events where there is a financial gain or profit to the organiser/company/organisation without specific community benefit – usually but not exclusively through members of the public having to pay an entrance fee to gain access to the event.

Examples of events include; professional sporting events, music concerts, events on private property and events principally commercial in nature i.e. Air Shows. Events are charged at 100% of Full Economic Cost.

2. Non Commercial Events

a) Charitable Events

Events where, although there is a financial gain, the surplus is for charitable distribution. These may be local charities, charity events and charitable shows wholly or substantially charitable in nature.

b) Community Events

Those events not for personal or corporate gain but are for community or local interest purposes or to raise funds for local community institutions. Examples include; Local Authority events, carnivals community fairs and celebrations.

c) Not for Profit Community Events

Events where although a minimal fee for participation is charged, it is generated only to cover organisational costs and not to raise a profit. Those organising events do so on a voluntary basis for the benefit of participants and spectators. Examples include amateur running and cycling races. Events are charged at 30% of Full Economic Cost.

3. Statutory Events

Events where there is no financial gain to the organiser and which reflect constitutional rights, or a cause of royal, national or defined public interest. Examples include; jubilee events and Remembrance Day parades. Events are charged at 75% of Full Economic Cost.