



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Assurance Review

Policing of the 26th Conference of the Parties (COP26)

Terms of Reference

February 2021



HM Inspectorate of Constabulary in Scotland

HM Inspectorate for Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012¹ and has wide ranging powers to look into the 'state, effectiveness and efficiency' of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (SPA).

We have a statutory duty to ensure that the Chief Constable and the SPA meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the SPA or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.
- The SPA and the Chief Constable must provide us with such assistance and co-operation as we may require to enable us to carry out our functions.
- When we publish a report, the SPA and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- Where our report identifies that the SPA or Police Scotland is not efficient or effective (or best value not secured), or will, unless remedial measures are taken, cease to be efficient or effective, Scottish Ministers may direct the SPA to take such measures as may be required. The SPA must comply with any direction given.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.



HM Inspectorate of Constabulary in Scotland

- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the SPA to deliver services that are high quality, continually improving, effective and responsive to local needs.²

This assurance review will be undertaken by HMICS under section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012 and will be laid before the Scottish Parliament under section 79(3) of the Act.

¹ Chapter 11, Police and Fire Reform (Scotland) Act 2012.

² HMICS, [HMICS Corporate Strategy](#) (November 2017).



Our assurance review

Introduction

1. The United Nations Framework Convention on Climate Change (UNFCCC) 26th Conference of the Parties (COP26) brings together heads of state, climate experts and campaigners to agree coordinated action to tackle climate change. COP26 was initially scheduled to take place in Glasgow in November 2020 however, as a direct consequence of the global Coronavirus pandemic, representatives of the Bureau of the Conference of the Parties to the UNFCCC, with the United Kingdom (UK) and Italian partners, decided to postpone the event which has now been rescheduled to November 2021.
2. HM Inspectorate of Constabulary in Scotland (HMICS) has committed to an independent assurance review of specific aspects of the policing arrangements of COP26 as part of its published scrutiny plan.³

Aim

3. The aim of this assurance review is to provide independent assessment of the state, effectiveness and efficiency of policing arrangements for COP26 with focused assurance work across three key areas:
 - Police Scotland's Business as Usual (BAU) capacity and capability arrangements for non-COP26 related policing activity
 - Police Scotland's arrangements for monitoring and supporting staff wellbeing pre, during and post COP26
 - Police Scotland's co-ordination, management and mobilisation of resources including mutual aid support in response to COP26



Background

4. The UK Government will host COP26 which takes place at the Scottish Event Campus (SEC), Glasgow between 1st and 12th November 2021. Pre-sessional meetings are expected to take place at the venue week commencing 25 October 2021.
5. COP26 will be the biggest international summit hosted by the UK and the largest policing event conducted by Police Scotland. The SEC will be the main conference site however other venues across Scotland will be utilised for conference related meetings and events.
6. The development and implementation of the '*COP26 Policing Plan*' is the responsibility of Police Scotland working in partnership. Police Scotland is the second largest police service in the UK with over 17,000 police officers and over 5,000 members of staff. Police Scotland has successfully delivered policing at high profile events including the Commonwealth Games 2014, the 2014 Ryder Cup, the European Athletics Championship 2018 and the visit of the President of the United States in 2018.

³ HMICS Annual Scrutiny Plan 2020-21 <https://www.hmics.scot/publications/hmics-annual-scrutiny-plan-2020-21>



7. It is widely recognised that the policing of COP26 will impact across the UK and necessitate the mobilisation of police officers from Home Office police forces⁴ to support safe delivery of the policing operation. Police Scotland has engaged with the National Police Chiefs' Council (NPCC)⁵ and the National Police Operations and Coordination Centre (NPOCC)⁶ on the provision of mutual aid.

8. Police Scotland has formed a Strategic Oversight Board chaired by the Chief Constable with the strategic aim (see below) of working with partners to deliver a safe and secure COP26, whilst minimising the impact on the wider community.

“To work with partners to deliver a safe and secure COP26, both at the island site and other COP related sites and venues, whilst minimising the impact on the wider community”.

9. A command structure has also been developed with Police Gold and Silver Commanders appointed and a core planning team established. The Strategic intentions of the Gold strategy have been published by the Scottish Police Authority (SPA).⁷

10. The SPA has statutory functions that include maintaining Police Scotland and holding the Chief Constable to account. The SPA has established a COP26 Oversight Group which is member led and comprises representatives from the SPA and Police Scotland, with Scottish Government and HMICS attending as observers.⁸

Terms of reference

11. This assurance review will be undertaken by HMICS in terms of section 74(2) (a) of the Police and Fire Reform (Scotland) Act 2012.



Scope and outcomes

12. HMICS has held discussions with key stakeholders to avoid duplication of audit and review associated with the COP26 programme. The scope of this review is to focus on the impact of the event on the provision of normal policing services to communities across Scotland. Our intended outcomes are to:

- Provide independent assurance on Police Scotland's Business as Usual (BAU) capacity and capability arrangements for non-COP26 related policing activity


⁴ Home Office Police Forces comprise the 43 territorial police forces in England and Wales.

⁵ National Police Chiefs' Council (NPCC) <https://www.npcc.police.uk/Home.aspx>

⁶ National Police Operations and Coordination Centre (NPOCC) <https://www.npcc.police.uk/NPoCC/home.aspx>


⁷ Police Scotland Gold Strategic Intentions for COP26 <https://www.spa.police.uk/spa-media/x3bjfket/rep-b-20200107-item-7-policing-of-the-26th-conference-of-the-parties-cop26.pdf>

⁸ <https://www.spa.police.uk/news/dedicated-oversight-group-established-on-policing-of-cop26/>

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- Provide independent assurance on Police Scotland's arrangements for monitoring and supporting staff wellbeing pre, during and post COP26. In relation to post COP26 activity, HMICS' focus will be on the planning arrangements to manage effectively residual issues following the conclusion of the event, including organisational and operational learning. It is not the intention of HMICS to undertake specific COP26 scrutiny post event.
 - Provide independent assurance on Police Scotland's co-ordination, management and mobilisation of resources including mutual aid support in response to COP26

Exclusions from scope

13. COP26 is a UK Government event and an extensive governance framework including financial planning and cost recovery has been developed at UK and Scottish Government levels, with Police Scotland and SPA representation. Such arrangements are out of scope of this assurance review, however HMICS will consider the oversight provisions established by the SPA and internal governance arrangements by Police Scotland to oversee delivery of Police Scotland's strategic aim.
14. As climate change is a high-profile issue, the summit will attract significant global political, media and public interest. Operational policing of COP26 rests with Police Scotland and as part of assurance arrangements the Chief Constable has invited the Metropolitan Police Service, given their experience in policing high profile events, to conduct an external peer review of Police Scotland's operational planning for COP26.
15. COP26 will place significant demands on Police Scotland and given the importance of this event HMICS has agreed with the Chief Constable to provide an independent assessment of the assurance arrangements around 'Operation Urram', Police Scotland's operational planning for COP26. Due to the safety and security considerations surrounding the event HMICS will be mindful at all times of the wider interest of public safety and will not reveal any specific operational



information on policing of the event. This includes operational material, methods and deployment plans. This specific aspect of our activity will be subject of a separate report.

User Perspective

16. As set out in the Public Services Reform (Scotland) Act 2010, HMICS has a duty to demonstrate continuous improvement in user focus. In this assurance review, we will engage directly with and collect evidence from Police Scotland officers, staff and representative bodies. HMICS may also engage directly with key governance groups and stakeholders including the SPA, Scottish Government, local authority scrutiny committees, the Metropolitan Police Service, National Police Chiefs' Council (NPCC) and the National Police Operations and Coordination Centre (NPOCC).

Methodology

17. This review will be led by HM Chief Inspector of Constabulary in Scotland. HMICS will adhere to the Scottish Government public health guidelines and associated legislation including the Health and Safety at Work etc. Act 1974 and the Management of Health and Safety at Work Regulations 1999 ensuring our staff and those we engage work safely during the COVID-19 pandemic.



17. We will use the HMICS Inspection Framework which is based on the European Foundation for Quality Management (EFQM) Excellence Model and Best Value characteristics (see appendix A). Our approach will provide a structure to the assurance review which will be risk based, proportionate and focused on adding value to the overall programme for the delivery of a safe and secure COP26 whilst minimising the impact on the wider community.

18. We will structure our review around our outcomes and the following themes:

- Leadership and governance
- Planning and process
- People and resources
- Partnerships

19. To support the assurance review and to facilitate appropriate access to people and information, a single point of contact has been identified by Police Scotland. During the review process our fieldwork activities will include:

- Liaison with Police Scotland and engagement with key stakeholders
- Examination of relevant documentation including strategies, policies, procedures and plans
- Interviews with strategic police leaders
- Interviews and focus groups with police officers and members of staff
- Observation at relevant governance and planning meetings
- Observation at relevant training and exercising events
- Reality testing to demonstrate and confirm knowledge of strategies, policies and plans.



Publication and reporting timescales

20. Following conclusion of our fieldwork and analysis, we anticipate providing a report of our findings in May 2021 in sufficient time for it to be considered ahead of the COP26 delivery phase.
21. Our report subject of the aforesaid safety and security considerations will be published in terms of section 79 of the Police and Fire Reform (Scotland) Act 2012. A copy of the report will be provided to the Chief Constable, the SPA, the Cabinet Secretary for Justice and laid before the Scottish Parliament. A copy will also be made publicly available on the HMICS website.
22. For further information about the assurance review please contact Stephen Whitelock, Associate Inspector Steven.Whitelock@gov.scot, or Kate Thomson, Associate Inspector Kathleen.Thomson@gov.scot both at HMICS.

Gillian Imery QPM

HM Chief Inspector of Constabulary in
Scotland January 2021



Appendix 'A'

HMICS Inspection Framework

Policing of the 26th Conference of the Parties (COP26)

Outcomes

- How well is Police Scotland's Business as Usual (BAU) capacity and capability arrangements for non-COP26 related policing activity.
- How well does Police Scotland monitor and support staff well-being pre, during and post COP26.
- How well is Police Scotland's co-ordination, management and mobilisation of resources including mutual aid support in response to COP26.

Leadership and Governance	Planning and Process	People and Resources	Partnerships
Strategic leadership and direction	Strategic risk management to support delivery of outcomes	Capacity and capability and management of resources including command resilience	Partnership and stakeholder engagement
Scrutiny and oversight arrangements including SPA governance	Operational strategy, plans and process to support delivery of outcomes	Organisational structures and processes to support delivery of outcomes	Collaborative and coordinated working including interoperability and mutual aid arrangements to support delivery of outcomes
	Organisational learning and development	Information and resource management systems to support delivery of outcomes	
		Staff skills, training and exercising programmes to support delivery of outcomes	
		Health and safety, welfare, and well-being of officers and staff	

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