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HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

# **Assurance Review of Progress on recommendations from ‘An Independent Review of Football Policing in Scotland’ – Terms of Reference**

May 2019

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## HM Inspectorate of Constabulary in Scotland

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HM Inspectorate of Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012<sup>1</sup> 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

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- 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.<sup>2</sup>

**This inspection will be undertaken by HMICS in terms of Section 74(2) of the Police and Fire Reform (Scotland) Act 2012 and laid before the Scottish Parliament in terms of Section 79(3) of the Act.**

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<sup>1</sup> Chapter 11, Police and Fire Reform (Scotland) Act 2012.

<sup>2</sup> HMICS, [Corporate Strategy 2017-20](#) (2014).



# Our inspection

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## Introduction

1. Since its inception, Police Scotland has successfully delivered policing at numerous high- profile events including the Commonwealth Games 2014, the 2014 Ryder Cup, the European Athletics Championship 2018, the 2017 Scotland v. England football match and the visit of the President of the United States in 2018.
2. Police Scotland also has a very successful track record in policing Scottish professional football in cooperation with clubs and the football authorities and stewarding companies. However, on 2 September 2018 crowd safety concerns arose at a Celtic versus Rangers match following crowd density problems. Although no serious injuries arose, Celtic FC ordered sports event safety management company Fairhurst to carry out an independent review.<sup>3</sup> The review found that communications during the progress of the incident could have been improved, with stewards and police not obviously visible to supporters due to the density of the crowd.
3. The UEFA European Championships 2020 will see Hampden Park stadium in Glasgow host four matches. In advance of this, and following the Celtic Park incident, Police Scotland commissioned an independent assurance review of policing matches in Scotland to ensure that, five years after its inception, they listen to, and reflect on, the a range of views from those involved with football. The review was led by DCC Mark Roberts, the National Police Chiefs' Council (NPCC's) football policing lead and was supported by a range of relevant subject matter experts.
4. The review was intended to specifically include the perspective of Scottish clubs, football authorities, fans and the media while focusing on two principal thematic areas: how matches are operationally policed and, equally importantly, how those policing operations are perceived and experienced by supporters and relevant parties. The review aimed to identify areas of good practice to ensure these are applied consistently, while identifying any areas for improvement.



## Our inspection

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5. In March 2019 the review report '**An Independent Review of Football Policing in Scotland**' was published.<sup>4</sup>

### Background

6. The primary strategic findings of this review were that the chief constable and the Scottish public should be confident that Police Scotland has a proven track record of effectively delivering all manner of high-profile events, including local, national and international football matches, and has the requisite capability to work with relevant stakeholders to discharge its responsibilities in keeping football fans and the public safe.
7. The review also made 18 separate recommendations for improvement. This included the need for an urgent multi-agency review to establish an appropriate governance, consultation and inspection regime for Scottish venues used for football and other events. It also included the need to improve the consistency of operational delivery throughout Scotland in several specific areas including match commander training, staff roles and responsibilities, media engagement, cost recovery models and in several areas of operational policy and practice.

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<sup>3</sup> BBCNews, [Celtic order independent review into crush before Old Firm game](#), 07 September 2018.

<sup>4</sup> Police Scotland, [An Independent Review of Football Policing in Scotland](#), December 2018.



## **Aim**

8. The aim of this follow-up assurance review by HMICS is to provide an independent assessment of the progress made by Police Scotland in relation to the 18 recommendations made from the Independent Review. Where appropriate, this may result in recommendations from HMICS to address any important gaps in operations, policy or process before the commencement of the Scottish Professional Football League season 2019/2020 on 03 August 2019.

## **Inspection Terms of Reference**

9. This inspection will be undertaken by HMICS in terms of Section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012.

## **Scope**

10. HMICS will conduct a focussed follow-up assurance review restricted to an independent assessment of progress by Police Scotland on each of the recommendations made in the Independent Review of Football Policing in Scotland. This will involve liaison between HMICS, the original independent review team, and other relevant stakeholders as deemed necessary.

## **Exclusions from Scope**

11. It should be noted that safety at public events including Scottish professional football is the primary responsibility of the event organiser supported by the police and other stakeholders. Whilst broader aspects of event management in Scotland are excluded from the statutory scope of this assurance review, HMICS will highlight progress by Police Scotland and additionally highlight any areas where further progress is required in matters of shared public safety responsibility.



## Outcomes

12. Our intended outcomes from this inspection and its publication are to:
  - Provide independent assessment and assurance as to the progress made by Police Scotland in relation to the recommendations from the Independent Review of Football Policing in Scotland
  - Highlight areas of developing good practice and any areas for improvement
  - Draw attention to any area identified where further progress is required in matters of shared public safety responsibility.

## User perspective

13. As set out in the Public Services Reform (Scotland) Act 2010, HMICS has a duty to demonstrate continuous improvement in user focus i.e. involving users in the scrutiny process. In this inspection we will use available information from the SPA and Police Scotland and Scottish Government as “users” of its services. HMICS will also engage directly with members of the team who conducted the Independent Review of Football Policing in Scotland, and with staff associations and the various external stakeholders and professional bodies consulted as part of the original independent review. This direct engagement will assist in assessing progress against individual recommendations and will ensure that user perspectives are captured as part of the inspection process.



## Methodology

14. We will use the HMICS Inspection Framework which is based on the Public Service Improvement Framework (PSIF), the European Foundation for Quality Management (EFQM) Excellence Model and Best Value Characteristics. The Inspection Framework will provide a structure to our inspection which will be risk-based, proportionate and focussed on improving the delivery of policing in Scotland. Whilst our inspection will focus on progress made by Police Scotland in relation to earlier recommendations from an Independent Review of Football Policing in Scotland, we will structure our inspection report and findings around six themes:

- Outcomes
- Leadership and Governance (includes openness and transparency)
- Planning and Processes
- People (internal structures will be out of scope)
- Resources
- Partnership

15. Between 07 May and 30 June 2019, we will:

Identify a single point of contact for HMICS in Police Scotland to support the inspection process and to facilitate appropriate access to people and information

- Liaise regularly with Police Scotland, the SPA and Scottish Government
- Ensure ongoing engagement with the original independent review team and other key stakeholders
- Examine relevant documentation including policies, procedures, performance and management information to conduct a gap analysis and assess progress against recommendations
- Conduct a limited number of semi-structured interviews and/or focus groups.





## Reporting

16. We anticipate publishing a report of our findings in July 2019. Our report will be published in terms of Section 79 of the Police and Fire Reform (Scotland) Act 2012. A copy of the report will also be provided to the Scottish Police Authority, the Chief Constable, PIRC and the Cabinet Secretary for Justice and laid before the Scottish Parliament. A copy will also be made publicly available on the HMICS website.
  
17. For further information about the follow-up inspection of progress on recommendations from 'An Independent Review of Football Policing in Scotland' please contact Dr Brian Plastow, Associate Inspector – [hmic@gov.scot](mailto:hmic@gov.scot)

## Gill Imery

HM Chief Inspector of Constabulary in  
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