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HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

# **An Assurance Review - Policing of the 26th Conference of the Parties (COP26)**

June 2021

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Produced and Published by Her Majesty's Inspectorate of Constabulary in Scotland

ISBN: 978-1-910165-62-1

Laid before the Scottish Parliament by Her Majesty's Inspector of Constabulary in Scotland  
under section 79(3) of the Police and Fire Reform (Scotland) Act 2012

HMICS/2021/03

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## HM Inspectorate of Constabulary in Scotland

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HM Inspectorate for 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.
- 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 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.**

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

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



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# Foreword

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## Introduction

The United Kingdom (UK) Government will host the United Nations Framework Convention on Climate Change (UNFCCC) 26th Conference of the Parties (COP26) which brings together heads of state, climate experts and campaigners to agree coordinated action to tackle climate change. The conference is scheduled to take place at the Scottish Event Campus (SEC), Glasgow between 01 and 12 November 2021. Pre-session meetings are expected to take place at the venue week commencing 25 October 2021.

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 UK and Italian partners, decided to postpone the event which has now been rescheduled to November 2021.

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 in Glasgow and across Scotland will be utilised for conference related meetings and events. Responsibility for policing COP26 rests with Police Scotland.

## Aim of HMICS

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.<sup>3</sup> The background to this review, the objectives and methodology are outlined within the Terms of Reference, which was published on 2 February 2021.<sup>4</sup>

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 Scottish Police Authority (SPA) representation. Such arrangements are out of scope of this assurance review.

HMICS' intention was to minimise the burden of the scrutiny process while continuing to support and add value to service delivery. To avoid unnecessary duplication of effort HMICS held meetings with Police Scotland and the SPA regarding the assurance review and considered the areas of audit, review and oversight provided by the SPA COP26 Oversight Group, the Metropolitan Police Service (MPS) Peer Review and also assurance work by Azets.<sup>5</sup> The outcome of which is that HMICS would fulfil its statutory duty by examining three distinct yet cross-cutting themes:

- Police Scotland's co-ordination, management and mobilisation of resources including mutual aid support in response to COP26.
- Police Scotland's business as usual 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.

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<sup>3</sup> HMICS [Scrutiny Plan 2020-21](#)

<sup>4</sup> HMICS [COP26 Assurance Review Terms of Reference](#)

<sup>5</sup> Azets Police Scotland internal auditors.



## Methodology

Using our Inspection Framework, as shown in our methodology at Appendix One, we have concluded a thorough assurance review of Operation Urram.<sup>6</sup> To comply with public health guidance, our interviews were conducted in a virtual setting. Our fieldwork included the interview of senior police officers and staff across Police Scotland, key stakeholders and partners including a review of core documents and observation of scrutiny and oversight groups.

## Impact of Covid-19

An unexpected challenge for all of those involved in policing and planning for COP26 is that of the global Coronavirus pandemic (Covid-19) which has affected all of our lives including the pausing of COP26. It may be argued as the conference was delayed twelve months more time was available for planning and preparation for the event. In reality, we found that Covid-19 required a national police response (Operation Talla<sup>7</sup>) that involved all UK police forces, including Police Scotland. Furthermore, the pandemic saw a number of key strategic partners (and associated personnel) in the planning for COP26 focus their activities towards the public health emergency.

We found that Police Scotland adapted to the public health threat and that resources deployed to support the planning of COP26 were understandably diverted to Operation Talla and to support policing of the pandemic.

We found that the delay in the conference did benefit the continued development of professional relationships with the National Police Coordination Centre (NPoCC), responsible for coordinating the deployment of police officers and staff on mutual aid from across UK policing to Police Scotland, a key aspect in the successful delivery of COP26.

An important observation from our assurance review is the professional commitment by officers and staff who continued to deliver policing of the pandemic and planning for COP26 against a backdrop of compliance with public health guidelines and lockdown restrictions.

## Assurances

Having considered the evidence and analysis we can provide independent assurance around our three aims and a fourth assurance in relation to the external peer review of Operation Urram by the Metropolitan Police Service (MPS).

**My first assurance.** Police Scotland can demonstrate comprehensive planning for COP26 and that effective foundations have been laid for the coordination, management and mobilisation of resources. We found that the strategic leadership and direction is clear and that effective oversight arrangements are established.

**My second assurance.** Police Scotland's business as usual capacity and capability arrangements for non-COP26 related policing activity are cohesive and that planning is well established with practical and reasonable measures being considered to mitigate the impact the conference may have on concurrent service delivery.

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<sup>6</sup> Operation Urram is the operational name for the Police Scotland response to policing COP26.

<sup>7</sup> Operation Talla is the operational name for the UK national police operation to address the requirements of the Covid-19 pandemic.



**My third assurance.** Police Scotland has placed staff safety, health and wellbeing at the forefront of the planning arrangements. From the outset, we found executive commitment with significant effort to provide the best welfare and support for officers and staff.

**My fourth assurance** is the operational peer review conducted by the MPS on behalf of Police Scotland. We found that the overall approach was robust, constructive and supportive and that the findings and recommendations are helpful in relation to Operation Urram.

Whilst I have been able to provide a level of assurance, we recognised that during our fieldwork the planning for COP26 was and remains an on-going process and that developments will have been made across many of the areas and themes highlighted since publication of this report.

It remains important that there is independent assurance and scrutiny to ensure that public confidence is maintained in the COP26 planning arrangements. As a consequence of this review, we have made a single recommendation around oversight and include a number of areas for development which reflect the work undertaken thus far by Police Scotland.

Police Scotland and the SPA will be asked to put in place appropriate measures to monitor progress against the areas for development ensuring regular reporting at SPA meetings. It is worth commenting that from the outset the SPA established a COP26 Oversight Group which we found to be effective and could be the appropriate forum for such oversight albeit that remains a decision for the SPA.

The complexity and challenge of policing COP26 is recognised and we acknowledge that during the period leading up to the event the level of planning will intensify with many tactical plans being finalised, tested and applied. The interest and demand for information is also likely to increase as the timeframe to delivery reduces. It is our intention to seek a situation report from Police Scotland on progress made ahead of COP26.

As outlined in our terms of reference we were mindful of the wider interest of public safety and security considerations for COP26. To protect the integrity of Operation Urram and COP26, we have not revealed or published information capable of impacting negatively on this interest, including operational methods and specific operational deployments.

In conclusion, Police Scotland has cooperated fully with the assurance review and I am confident that its leadership, officers and staff are committed to the effective and efficient policing of COP26 whilst maintaining delivery of business as usual and monitoring and supporting staff wellbeing.

## **Acknowledgements**

Finally, I would like to thank officers and staff from Police Scotland for their support and cooperation during this review. We would also wish to thank key stakeholders, interested groups, partner agencies including the MPS and the NPoCC for their support.

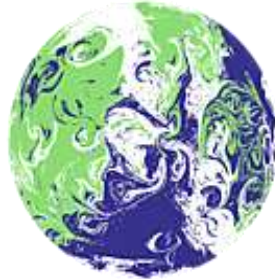
### **Gill Imery QPM**

HM Chief Inspector of Constabulary in Scotland  
June 2021



## Key facts

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**UN CLIMATE  
CHANGE  
CONFERENCE  
UK 2021**

IN PARTNERSHIP WITH ITALY

- 01-12 November 2021, the UK Government will host the United Nations 26th Conference of the Parties, otherwise known as COP26, at the Scottish Event Campus (SEC) in Glasgow.
- Pre-sessional meetings will commence 25 October 2021.
- First major climate change conference since December 2019 and a significant global event since Covid-19 lockdown restrictions.
- World leaders, high-level government officials, business leaders, climate experts, international media, campaigners and citizens will come together to discuss and agree actions on how to tackle climate change.
- United Nations has 193 member nations and all Heads of State will be invited.
- Pope Francis intends to attend the conference.
- COP26 may attract 20,000 - 30,000 attendees.
- Fringe events held across Glasgow and Scotland.
- COP26 will be the biggest and most complex event staged in Scotland. This will place significant demands across policing and partner agencies and necessitate the largest mass mobilisation of police officers that has taken place in the UK in many years.





## Key findings

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### ***How well is Police Scotland's co-ordination, management and mobilisation of resources including mutual aid support in response to COP26.***

- Police Scotland has a proven track record for delivering safe events which required a substantial policing resource.
- Police Scotland Operation Urram command structure was consistent with accepted practice with the appointment of Gold, Silver and Bronze Commanders and a core planning team established.
- We found that the Operation Urram planning team were skilled with a wide range of operational experience in event planning.
- We found that the strategic leadership and direction is clear and that effective oversight arrangements are established with regular updates provided to the SPA COP26 Oversight Group and to the SPA Board.
- Experienced resource deployment teams have analysed the resource demand and through deconfliction of multi-skilled officers have provided a clear picture as to the availability of specialist resources.
- A dedicated logistics team established which focused on delivery of four key work streams, i) accommodation ii) staging posts and refreshments iii) uniform and equipment and iv) transport and parking.
- The mobilisation of specialist resources across the country to meet concurrent demand has been tried and tested at recent events such as Operation Moonbeam and Operation Elchee.
- We found a strong buy-in from senior police officers around risk management with an experienced risk manager working closely with the Operation Urram planning team.
- The National Police Coordination Centre (NPoCC) is responsible for the mobilisation of police assets and Police Scotland have provided NPoCC with indicative numbers in terms of mutual aid.
- Good working relationship with Operation Urram and NPoCC further enhanced through the secondment of a Police Scotland embed at NPoCC.
- Mercury is a secure IT web-based system owned and managed by NPoCC which underpins the management of mutual aid. Police Scotland ICT have assisted in the improvement of the functionality and performance of Mercury to support COP26.



### ***How well is Police Scotland's business as usual capacity and capability arrangements for non-COP 26 related policing activity.***

- Given the size and scale of the event there will be exceptional demand on resources and for the conference period an element of disruption to business as usual policing is expected.
- The COP26 Operation Urram Gold strategy<sup>8</sup> provides a clear strategic aim.  
“To work with partners to deliver a safe and secure COP26, both at the island site (known as the SEC) and other COP 26 related sites and venues, whilst minimising the impact on the wider community.”
- The COP26 Operation Urram Gold strategic objective 9 reflects the requirement to deliver business as usual.
- We found that business as usual for local policing is delivered across two distinct areas. The first being traditional business as usual activities referred as ‘non COP26’ event related. The second is policing directly related to COP26 but not policed by resources deployed to Operation Urram. This element is referred as ‘COP26 Consequential Impact.’
- Assistant Chief Constable (Local Policing North) appointed as executive lead for business as usual for the duration of Operation Urram with monthly meetings held between the regional Assistant Chief Constables to discuss requirements.
- Appointment of a dedicated Chief Superintendent and planning team to support business as usual arrangements along with the establishment of a Local Policing Concurrent Demand Steering Group.
- There are clear strategic priorities which form the foundation for concurrent policing during the event and a clear timeline for delivery.
- Contact, Command and Control (C3) has a key role in delivery of business as usual and lessons from policing the Covid-19 pandemic (Operation Talla) are transferable and have informed operational planning.
- The interface between Operation Urram and local policing command arrangements specifically around access to specialist resources was a theme throughout our fieldwork.

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<sup>8</sup> Operation Urram Gold strategy (version 2.3).



### ***How well does Police Scotland monitor and support staff well-being pre, during and post COP26.***

- The SPA and Police Scotland are committed to promoting and implementing policy, and guidance to ensure that workplace activities are carried out in such a manner that risks to the health, safety and welfare of staff and the public are eliminated or reduced, so far as is reasonably practicable.
- The established national wellbeing team supports Operation Urram with a full time dedicated resource.
- There has been significant effort by Police Scotland and the Operation Urram command team to ensure that the wellbeing of officers and staff is a central part of the planning for COP26 and is a key objective of the Gold strategy.
- Local police commanders were alert to the potential risk of creating a two-tier response to wellbeing between Operation Urram and business as usual staff.
- An experienced Superintendent supported by a dedicated Inspector, as functional lead for wellbeing, is responsible for developing the wellbeing strategy, the tactical plan and operational oversight during the event.
- An Operation Urram Health, Safety and Wellbeing Sub-Group had been established. Membership included representatives from staff associations, unions, the SPA and meets on a monthly basis. Additionally the Wellbeing Inspector meets with the many Diversity group representatives on a monthly basis.
- Considerable work that has been undertaken in the pre-event phase in relation to wellbeing. The Operation Urram Wellbeing team will be on duty during the conference to monitor delivery of the wellbeing tactical plan taking appropriate measures where necessary.
- How the success of the wellbeing strategy will be measured and reported on is less clear.
- Wellbeing relating to post event will be delivered by the national wellbeing team who have demonstrated a commitment to capture and record organisational learning from COP26.
- There is every likelihood that business as usual officers and staff will have accrued work levels during the conference period. We believe that in terms of post event wellbeing, individual workloads are reviewed and distributed fairly across the workforce.
- There has been significant engagement with police staff associations, including ASPS, Scottish Police Federation and the Police Federation of England and Wales, trade unions and diversity staff associations.



## Recommendation

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A single recommendation has been made and is designed to support the continued oversight of Police Scotland's planning for delivery of COP26.

### **Recommendation 1**

Police Scotland and the Scottish Police Authority (SPA) should put in place measures to monitor progress against the areas for development outlined in this assurance review ensuring regular reporting of progress at SPA meetings.



## Areas for development

1. We have identified a number of areas for development across key processes that are designed to support the delivery of the 'COP26 Policing plan' and are directed primarily at Operation Urram and business as usual planning teams. We are confident that Police Scotland has the capacity, capability and infrastructure to take on board the remarks made in this report.
2. To set an appropriate timeframe we have considered ninety-one (91) days out from the event<sup>9</sup> as a reasonable timeframe for delivery of the areas for development to ensure that any change to published duty rosters comply with the Police Negotiating Board (PNB) Agreement.

Chapter		Areas for development
One	1	Ideally there will be an opportunity to test and exercise the command protocols prior to the event to ensure appropriate personnel have a clear understanding of the structure and processes involved.
One	2	Some members of the COP26 planning team will remain in post until March 2022, to support debrief and learning from the event. We endorse this approach which will provide legacy benefits to Police Scotland and UK policing.
One	3	The SPA should consider, in partnership with Police Scotland, whether the dual reporting of Operation Urram risks to the SPA COP26 Oversight Group and the ARAC is effective.
One	4	Resource deployment teams have developed an accurate picture of specialist resources through the deconfliction of officers with multi-hatted specialist skills. Going forward this approach should be business as usual.
One	5	The picture in terms of specialist resources seconded to Operation Urram and retained in Division will be determined and shared with all command teams including local policing.
One	6	We acknowledge that a Workforce Agreement is being progressed by the Association of Scottish Police Superintendents (ASPS).
One	7	We are confident that an internal assurance methodology will be used for local policing plans.
One	8	We found that some divisions were content to oversee testing and exercising on a local basis.
One	9	Assistant Chief Constable (OSD) appointed as executive lead overseeing the coordination and delivery of the testing, exercising and readiness programme. At the time of our fieldwork a Delivery and Coordination Group had been established.
One	10	Police Scotland will guarantee that a robust briefing process is in place for officers on mutual aid to ensure they are aware of the differences in public order legislation between Scotland and the rest of the UK.

<sup>9</sup> COP26 is a pre-planned event. PNB Agreement outlines a 91 day published duty roster.



One	11	Staff associations and unions confirmed that the engagement with Operation Urram has been inclusive, of a high standard and positive albeit the range of meetings has placed considerable demand on the capacity of some representative bodies to attend every meeting. We consider that this area would benefit from a structured debrief post event to maximise future partnership engagement.
Two	12	Further clarity is required at two points. At what specific point will Operation Urram resources be deployed to police an event directly linked to COP26 in a local policing area ensuring business as usual continues without operational distraction. And where a situation cannot be met by business as usual resources and tasked through Operation Urram, how clear is the command and control protocol between the tactical lead for business as usual and the Silver Commander for Operation Urram.
Two	13	Where there is policy of non-attendance to calls of a certain nature or geographical area as a result of COP26 this would be a policy decision and would require community communications.
Two	14	We found that the approach to OBLs is inconsistent across the service. However, we acknowledge that work is ongoing by Police Scotland to improve the operation of OBLs. Police Scotland should carry out a post event review of the use of OBLs in Operation Urram to inform this work.
Two	15	Notwithstanding that the timeframe for Phase 2 delivery of the business as usual strategy is June / July 2021, the completion of the local tactical plans (testing and exercising) remains crucial in delivery of the strategy.
Two	16	Police Scotland can demonstrate that work is ongoing to design the most appropriate command structure for local policing for the duration of COP26, which will complement the command structures of Operation Urram.
Two	17	We consider it important that the plans and ultimately the success of the overall business as usual strategy is subject of post event evaluation and as part of a structured debrief to capture lessons for the future.
Two	18	A Business Continuity Working Group identified 13 business areas that would be critical during the delivery phase of Operation Urram. These business areas will be included in an Operation Urram specific business continuity plan and business continuity officers and coordinators will prepare and test the plans.
Two	19	SCD has engaged with SMARTEU to undertake testing and exercising of the SCD response to specific threats.
Two	20	Operation Urram arrest plan and impact on custody arrangements, including business as usual, is work in progress and needs to be tested and communicated to officers and staff in advance of the event.
Two	21	We established that planning is ongoing to develop a 24-hour response and storage facilities for productions seized during Operation Urram.
Two	22	Any request for ICT activity is timeously reported for consideration to ensure arrangements are made to deliver or defer such technical work in advance of COP26.
Three	23	A number of senior police officers commented that it will be the responsibility of Divisional Commanders and Heads of Department to ensure appropriate arrangements are in place to deliver business as usual wellbeing.
Three	24	Further work is required on business as usual wellbeing.



Three	25	At the time of our review the content of wellbeing briefing packs was still at the development stage and the service was unable to demonstrate a final product.
Three	26	How the success of the wellbeing strategy will be measured and reported on is less clear and Police Scotland would benefit from further exploration of how the service intends to achieve this including the feasibility of officer / staff health-check during the event.
Three	27	Police Scotland indicated that further work was in progress to develop a suitable process to record injury on duty in respect of officers on mutual aid. A paper based system will be used as existing ICT systems are unable to deliver mutual aid reporting. We understand a process has been developed and awaiting sign off by the command team.
Three	28	We found that the Professional Standards Department is engaged in ongoing discussions around the process for complaints made against officers deployed on mutual aid.
Three	29	We found that there is some uncertainty around the transport and parking arrangements (how to get to and from their place of work) for business as usual staff especially those officers and staff working at or near the event footprint. Once known this information should be communicated to staff.
Three	30	Collating and distributing lessons learned in relation to wellbeing post event is the responsibility of national wellbeing who have demonstrated a clear commitment to capture and record organisational learning and development from COP26.
Three	31	We recognise that there is every likelihood that business as usual officers and staff will have accrued work levels during the conference period. We believe that in terms of post event wellbeing individual workloads are reviewed and distributed fairly across the workforce. This approach also extends to the management of re-rostered rest days to ensure that accrued numbers are managed down minimising the risk of prolonged officer abstraction and associated backfill pressures.



## Good practice

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3. We have also recognised areas of good practice that should be captured and evaluated at a post event debrief and, where appropriate, lessons learned including good practice shared with the wider policing community.

Chapter	Good practice
One	Where a risk had been de-escalated the risk itself was monitored by the Silver Commander for any change in status.
One	Police Scotland embed at the NPoCC.
One	We consider the combined approach on the technical developments of Mercury as a good example of partnership working.
One	Establishment of a COP26 Independent Advisory Group.
Two	Local Policing COP26 Concurrent Demands Steering Group is a useful forum to raise and discuss planning concerns.
Two	C3 has taken positive steps to test and exercise plans to cover 'what-if' scenarios.
Three	We found that the wellbeing register encompasses both Operation Urram and business as usual matters. During our review the wellbeing register contained 64 separate items for action.
Three	The welfare of service animals deployed during this event is addressed through two separate animal welfare strategies in relation to police dogs and police horses.
Three	The intention to produce a video of staging posts to inform mutual aid officers and those who are unfamiliar with this particular arrangement is positive.

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# Chapter One - How well is Police Scotland's co-ordination, management and mobilisation of resources including mutual aid support in response to COP26

## Introduction

4. Police Scotland is the second largest police service in the UK with over 17,000 police officers and 5,000 members of staff. Police Scotland has safely delivered a range of public events which required a substantial policing resource.

Table 1 Police Scotland policing of events

- Commonwealth Games (August 2014)
- Ryder Cup (September 2014)
- Visit of the President of the United States (July 2018)
- European Games (August 2018)
- Solheim Cup (September 2019)
- Annual Orange Order Boyne parade (July each year)
- Annual Edinburgh International Festival and Hogmanay Celebrations
- British Open Golf Championship which is held in Scotland every two years

5. COP26 will be the biggest international summit hosted by the UK and the largest policing event conducted by Police Scotland. The development and implementation of the '*COP26 Policing Plan*' and maintenance of a concurrent policing service is the responsibility of Police Scotland.
6. COP26 is a pre-planned event and Police Scotland has had advanced notice to develop strategies, operational tactics and contingency plans. Information and knowledge are key factors to delivering a successful event and at the time of our assurance review there were a number of unknown factors, including whether or not the conference would go ahead as a planned in-person or virtual event (or a hybrid event) including the impact of the pandemic on international travel.
7. Against this backdrop our focus was an assurance review on Police Scotland's co-ordination, management and mobilisation of resources including mutual aid support for COP26. We also considered internal governance arrangements by Police Scotland and the external oversight provisions by the SPA. We found that the SPA had established a COP26 Oversight Group which is member led and comprises of representatives from the SPA and Police Scotland, with Scottish Government and HMICS attending as observers. The business is held in private in line with SPA Corporate Governance Framework Standing Orders.



## Coordination

8. There is a nationally recognised command structure for event policing and we found that as with any major policing operation a clear command structure for the event has been established under the title Operation Urram. We found that an extensive operation is underway with officers and staff seconded to the Operation Urram planning team. A Strategic Oversight Board (SOB) has been established, chaired by the Chief Constable, with an overarching strategic aim outlined at Table 2.

Table 2 Operation Urram strategic aim

To work with partners to deliver a safe and secure COP26, (including the pre-session meetings) both at the SEC (known as the island site) and other COP related sites, venues and events whilst minimising the impact on the wider community.

9. A Police Gold Commander (Assistant Chief Constable) has been appointed and an Operation Urram Gold Group established. We found that the Gold Group had clear terms of reference including purpose, remit, membership, a decision making process and secretariat arrangements. We observed a number of the Gold Group meetings and found them to be managed in an effective manner using familiar business management tools in the form of action log, risk register and situational updates provided from business areas.
10. A Gold strategy<sup>10</sup> has been developed and published which clearly outlines the overall intention of the policing operation supported by thirteen strategic objectives designed to deliver a safe COP26.

Table 3 Operation Urram Gold strategic objectives

Safety of delegates  
 Safety of attendees  
 Safety of the public  
 Develop intelligence  
 Lawful and proportionate police response  
 Minimise impact of the policing operation  
 Minimise risk to police and other security/emergency services  
 Return to normality  
 Link in with business as usual for Police Scotland  
 Sustained planning effort incorporating best value principles  
 Ensure health, safety and welfare of staff  
 Operation accords to values - fairness, integrity, respect and human rights  
 Contingency plans

<sup>10</sup> Operation Urram Gold strategy (version 2.3).



11. There is evidence that the strategy has been shared with Gold and Silver Group members. We also found that the strategy is subject of monthly review at each meeting of the Gold Group and had been adjusted to take cognisance of new and emerging factors including the proposed visit by the Pope and continued consequence of Covid-19. We found that officers and staff were aware of the strategic intentions of the Gold Commander and have had opportunity to comment on the strategy.
12. A Police Silver Commander (Chief Superintendent) has been appointed and an Operation Urram Silver Group established. We found that the Silver Commander is an experienced operational police officer and event Commander and Silver Commander. As is the case with the Gold Group, we found that the terms of reference were clear, including purpose, remit, membership, a decision making process and secretariat arrangements. The focus of the meeting is to develop a Silver tactical plan that delivers the objectives set by the Gold Commander.
13. We established that key task managers had been identified with 60 functional work-streams reporting to the Operation Urram planning team including;
  - Finance
  - Corporate Services
  - Road Policing
  - Contact, Command and Control (C3)
  - Major Crime and Public Protection
  - Intelligence Support
  - Professional Standards
  - Criminal Justice Services Division (CJSD)
  - ICT
  - People and Development
14. We found that arrangements had been made to ensure the command resilience of Gold and Silver. A command deployment sheet has been developed with two chief officers carrying out Day Shift and Night Shift Gold Duties, both of whom have an identified Executive replacement if required. Silver and other command roles each having two officers in reserve. We established that as part of resilience, nine senior police officers completed accredited training as Gold Commanders. We recognise that to further develop their individual skill set and operational competence the officers will require to command live events.
15. The Operation Urram planning team and senior command team were clear in their understanding on command protocols. However, we found that there were different interpretations as to how the command and control arrangements for COP26 would work in practice especially when supporting local policing business as usual needs. We believe that to minimise any misunderstanding that once the final arrangement on command protocols are concluded details are communicated, where appropriate, across Police Scotland. Ideally there will be an opportunity to test and exercise the command protocols prior to the event to ensure appropriate personnel have a clear understanding of the structure and processes involved. (Area for development 1)



## **Management**

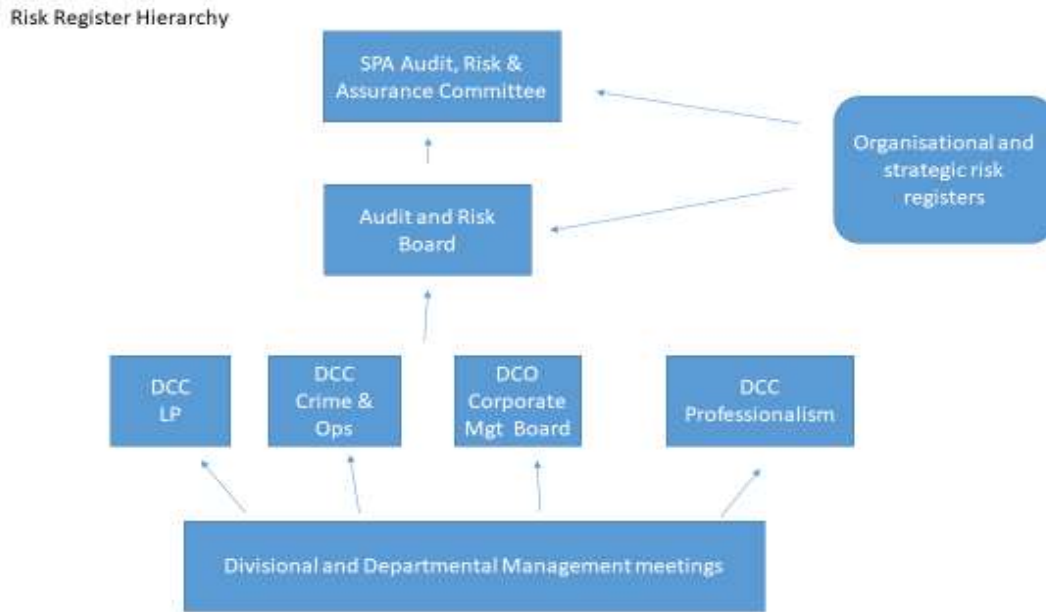
16. The lead planner for Operation Urram is an experienced police officer with operational background across a decade of event planning. The lead planner is supported by a core planning team that has a wide range of operational experience and skills.
17. We found that the number of officers on the Operation Urram planning team has flexed throughout the pandemic. With the deferment of the November 2020 event this led to downsizing of the team with a number of officers and staff re-deployed to support policing the pandemic. There is evidence that the team has been subject of regular review and we are assured that the planning team continues to be resourced to meet anticipated demand. We found that there is a good relationship with the planning team and Gold and Silver Commanders.
18. Operation Urram has its own programme management team to record and map areas where there is assurance and gaps. This programme approach has been subject of internal review by Azets with findings reported to the SPA.
19. HMICS recognises the efforts and challenges faced by officers and staff working throughout the pandemic and the development of virtual meetings to support the planning process. HMICS understands that some members of the planning team will remain in post until March 2022, to support debrief and learning from the event. We endorse this approach which will provide legacy benefits to Police Scotland and to UK policing. (Area for development 2)

## **Risk management**

20. We established that there is a clear governance framework and guidance for the reporting and management of risk. On a monthly basis, departmental and divisional risk registers are reviewed and monitored and, where assessed, a risk is escalated to the appropriate management board chaired by a Deputy Chief Constable or Deputy Chief Officer. All escalated risks including strategic risks are monitored by these management boards.
21. There is an Internal Audit and Risk Board, chaired by the Deputy Chief Constable (People and Professionalism) where all organisational and strategic risks are examined. Police Scotland presents a Strategic and Organisational Risk Register at the SPA Audit, Risk and Assurance Committee (ARAC).



Diagram 1 Risk Register Hierarchy



22. In August 2020, a new risk was identified and recorded: “Sustained Operational Demand on Local Policing.” The associated commentary provides that; “If there is sustained concurrent demand on Local Policing during major events (including COP26), there is a risk that capacity and capability within divisions will be compromised, resulting in reduced service delivery to communities and an additional strain on remaining operational resources.
23. We found that a risk manager had been seconded to the Operation Urram planning team to advise and guide on risk management and that a risk register is in place where specific risks are assessed across three areas,
- Out of tolerance
  - Out of appetite
  - Within appetite
24. We examined the risk management process and at the time of our fieldwork<sup>11</sup> noted that the risk register contained 43 risks that were being actively managed. Two risks graded red related to the functionality and performance of the NPoCC Mercury database and its ability to be used by Police Scotland as a resource planning and management tool for mutual aid deployments in support of Operation Urram (see page 25).
25. Police Scotland can demonstrate the use of a risk management process. The risk register is discussed at the monthly meeting of the Gold Group and at the SOB. We found that where a risk had been de-escalated the status of the risk was monitored by Silver. (Good practice)

<sup>11</sup> HMICS assurance review fieldwork conducted during March 2021.



26. We found that Operation Urram risks have been presented to the ARAC albeit the primary focus was on external governance, accountability and finance. In addition, a number of operational risks have been discussed at the SPA COP26 Oversight Group including,
- Section 98 Agreement - page 24
  - Mercury - page 25
  - CJSD - page 34
27. With the dual reporting of risk, the SPA should consider, in partnership with Police Scotland, whether the existing level of oversight around the Operation Urram risk register is satisfactory. (Area for development 3)
28. HMICS found that the risk management approach for Operation Urram to be effective including the benefits of having a risk manager embedded as part of the planning team and we found strong buy-in from the Operation Urram planning team and leadership around risk management. It is worth noting that the risk manager working with the planning team had been nominated for an award which is reflective of the professional relationship and recognition of the work undertaken in support of Operation Urram.
- Resource deployment units**
29. Operational Support Division (OSD) is led by an Assistant Chief Constable and includes specialist resources<sup>12</sup> including the Emergency, Events and Resilience Planning (EERP) Department and a Resource Deployment Unit (RDU).
30. Operation Urram will be an intricate policing operation involving the mass mobilisation and deployment of several thousand police officers from Police Scotland and also from across the UK in the form of mutual aid. We established that the approach for resource deployment is based on the following framework,
- how it will effectively deliver resources for COP26 while ensuring business as usual resource levels are available for local policing.
  - how best to use existing automated ICT systems that quickly enable the identification and deployment of available resources.
31. A key task was to unpick the multi-hatting of specialist officers, specifically across the areas of search, public order and protest management. We consider that this work is crucial to enable Police Scotland to provide a clear understanding of the actual number of officers available to Operation Urram and business as usual.

Figure 1 Example of a multi-skilled specialist officer

Police officer 'A' is trained in mountain rescue and public order. The resource deployment unit established what role is required for the event and business as usual and where best to use the individual skill-set (mountain rescue or public order).

<sup>12</sup> Specialist police resources include the mounted section, dog section, public order units and armed policing.



32. Resource deployment teams have developed a process where multi-skilled officers based on a hierarchy of needs (a priority matrix) are identified for operational deployment. This manual process provides an evidence based approach for requesting mutual aid support and remains work in progress.
33. There is evidence that resource deployment teams regularly monitor the specialist roles ensuring that officers remain licensed (*in card*). This includes monitoring expired licences, impending retirements and resignations to provide a clear and precise picture of specialist resource capacity and capability.
34. Resource deployment teams have developed an accurate picture of specialist resource availability and we advocate that the lessons learned from this activity and updated resource picture should be maintained and managed as business as usual. (Area for development 4)
35. SCoPE<sup>13</sup> is the system used by Police Scotland to manage resource deployment and we are satisfied that work is in progress to update SCoPE in terms of Operation Urram to reflect:
  - Divisional resources
  - Abstractions
  - Concurrent demand
  - Specialist support uplift
  - Conventional uplift
  - Local Policing parallel events
  - 13 local policing division deployment plans
36. We also found evidence that the resource deployment teams have created a contingency plan in the event of any failures of the SCoPE system. During our fieldwork a number of senior police officers expressed a high level of confidence that the resourcing requirement in terms of specialist resources seconded to Operation Urram and retained in Division will be determined and shared with all command teams in advance of the event to support local planning. (Area for development 5)

### **Workforce Agreement**

37. We found that the Scottish Police Federation (SPF) have been involved in discussion with Police Scotland to develop a Federated Ranks Workforce Agreement (WFA) specific to Operation Urram. The WFA contains slight amendments to the working time regulations for the designated period of COP26 and provides staff with clarity on working arrangements for the period 22 October - 16 November 2021. The SPF will undertake site visits prior to formally signing the WFA with Police Scotland. We acknowledge that a similar agreement is being progressed by the Association of Scottish Police Superintendents (ASPS). (Area for development 6)
38. We found that an Operation Urram logistics team had been established with activity sub-divided across four key areas, each overseen by a lead officer. We are satisfied that the logistics team have engaged with the various tactical leads in respect of requirements which is work in progress.

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<sup>13</sup> System to Coordinate Personnel and Establishment (SCoPE).



Table 4 Operation Urram Logistics

Accommodation Staging posts and catering Uniform and equipment Transport and parking
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- 39. We established that all Operation Urram tactical plans have been subjected to an internal process of peer review by Gold and Silver Commanders. This has been completed through challenge panels with Gold and Silver Commanders probing and questioning the tactical leads including logistical support needs. We are satisfied that there is a structured approach to the challenge panels.
- 40. We understand that once finalised, local policing business as usual tactical plans will be tested through the same challenge panel process conducted by Gold and Silver Commanders with the Operation Urram planning lead present. The purpose being to explore logistics and equipment needs (Table 4) necessary to deliver the plans. (Area for development 7)
- 41. The Scottish Multi-Agency Resilience Training and Exercise Unit (SMARTEU) which is part of OSD is a tripartite unit providing joint training to Police Scotland, Scottish Fire and Rescue Service (SFRS) and Scottish Ambulance Service (SAS). We found those involved with the SMARTEU are trained and equipped for the role. Furthermore, the SMARTEU has a proven track record of testing, exercising and readiness (TER) training for large events.
- 42. We acknowledge that there exists an exercise programme which will test the interoperability arrangements across wider UK policing and government departments which will be managed by SMARTEU. Whilst lessons learned from national exercising is welcomed our focus is on domestic related testing and exercising relative to COP26 business as usual, command and control protocols and staff wellbeing.
- 43. Staff across the business areas commented on the need for testing and exercising local policing plans ensuring that lessons learned are considered, communicated and that plans are adjusted, where required, in advance of the event. We found that business areas had submitted requests for testing and exercising to Operation Urram and that the SMARTEU had collated and mapped the various testing requirements with a planned testing and exercising programme to support delivery of COP26 and business as usual.
- 44. During our interview with SMARTEU we were informed that in terms of business as usual the following divisions will have specific testing linked to Operation Urram.

Table 5 Operation Urram and local police division exercise schedule

E Division	Edinburgh City
G Division	Greater Glasgow
N Division	Highland and Islands





45. The impact of Covid-19 means that some exercises will take place on a virtual platform as opposed to a traditional physical event. A generic exercise plan will be compiled on power-point that the remaining local policing divisions can use to test and exercise internal arrangements. Furthermore, business as usual (local policing) will also feature in other exercises along with business continuity and wellbeing. We found that some divisions were content to oversee exercising on a local basis. (Area for development 8)
46. HMICS recognises the value of learning opportunities through testing of tactical plans particularly around resource mobilisation and command and control protocols across local policing divisions and departments. With the collapsing timeframe for this activity we assess that there is a challenge for Police Scotland to deliver this programme specifically for business as usual in sufficient time that lessons learned are used and tactical plans adjusted accordingly.
47. We found that the Assistant Chief Constable (Operational Support) had been appointed executive lead to oversee the coordination and delivery of the testing, exercising and readiness programme and at the time of our fieldwork, a TER Delivery and Coordination Group had been established and was at the initial design stage. This group will report on a monthly basis to a TER Board chaired by the Assistant Chief Constable. This remains work in progress. (Area for development 9)

### **Mobilisation**

48. The Police Act 1966 provides the legal basis for the mobilisation of officers on mutual aid and section 98 of the 1966 Act enables police forces in England and Wales and the Police Service of Northern Ireland (PSNI) to provide aid to Police Scotland.<sup>14</sup>
49. We established that work was in progress in finalising a section 98 Agreement between Police Scotland and the National Police Chiefs' Council and the National Police Coordination Centre (NPoCC) around mutual aid. We recognise that there are a number of options to the Agreement including,
  - Police Scotland agreement with NPCC to cover all donor police forces.
  - Police Scotland agreement with NPoCC with all donor police forces.
  - Police Scotland agreement with individual donor police forces.
50. The NPoCC is responsible for the mobilisation of police assets and as the host force Police Scotland has requested through NPoCC mutual aid to support the policing of COP26. We reviewed a schematic representation of the public order resources required for COP26 which includes Police Scotland resources and those required under mutual aid. We assessed this as a comprehensive public order deployment plan.
51. Out of scope of our assurance review is the specific operational deployments and tactical plans an area that was considered by the operational peer review conducted by the MPS. (See Chapter Four).

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<sup>14</sup> UK Government Legislation [Police Act 1996](#)



52. Effective foundations have been laid for mutual aid and we are confident that the process is subject of ongoing refinement and with greater clarity around planning assumptions we are assured that a clear and proportionate request for mutual aid will be presented by Police Scotland.
53. We found that there was a strong working relationship between NPoCC and Operation Urram Gold and Silver Commanders including the Operation Urram planning team which has benefited from a Police Scotland embed at NPoCC since January 2020. (Good practice)
54. As outlined in the Gold strategy, Police Scotland recognise individuals' rights under the European Convention on Human Rights (ECHR) and will ensure that any interference with those rights is in accordance with the law and is necessary and proportionate. There are different laws in Scotland compared with England and Wales around the policing of protest and we acknowledge that Police Scotland have guaranteed that a robust briefing process will be in place for those officers attending on mutual aid to ensure they are aware of the differences in legislation. We recognise that this continues to be work in progress. (Area for development 10)
55. Mercury is a secure IT web-based system owned and managed by NPoCC which underpins the management of mutual aid. All UK police forces including Police Scotland have access to the system. Mercury allows Police Scotland (host force) to input event details and request resources categorised by specialism. The (donor force) can accept or reject the request and populate the required information. We found that an initial assessment of Mercury by Police Scotland and NPoCC indicated that it lacked the necessary overall performance and functionality to support the mass mobilisation of officers in support of COP26 and was rated a red risk by Police Scotland. We consider that had COP26 gone ahead as scheduled in November 2020, the use of Mercury would have been unlikely and contingency plans implemented.
56. We examined the proposed plan to mitigate potential failure of Mercury and the back-up solution which involved using a version of the system linking it with the Police Scotland SCoPE. With the delay in COP26 we found that Police Scotland ICT working in partnership with NPoCC and the vendor developed the system with a number of technical updates that have since upgraded Mercury. We consider this to be a good example of partnership working and the technical developments for Mercury should provide the resource platform for the management and mobilisation of UK police officers at large scale events, COP26 included. (Good practice)
57. We found that the mobilisation of public order specialists across local policing divisions has been tried and tested by Police Scotland.



Table 6 Police Scotland public order mobilisation

**Operation Moonbeam**<sup>15</sup> the national response to fireworks and is Police Scotland's response to supporting local communities across the country with a range of specialist resources to keep people safe around Bonfire Night. We found that similar resources will be in place this year (2021) to reassure communities and tackle criminal behaviour.

**Operation Elchee**<sup>16</sup> was the Police Scotland response to public protest, marches and rallies originating from Black Lives Matter and stand up to racism.

### Partnerships

58. During our fieldwork, we found that the Operation Urram command and planning teams have maintained regular contact with staff associations, trade unions and other representative bodies including the Police Federation of England and Wales and the Police Superintendents Association (England and Wales). Staff associations and trade unions are full members of the Gold and Silver Groups.
59. We interviewed staff associations and unions who confirmed that engagement has been inclusive, of a high standard and positive albeit the range of meetings has placed considerable demand on the capacity of some representative bodies to attend every meeting. We consider this area would benefit from a structured debrief post event to maximise future partnership engagement. (Area for development 11)
60. The Operation Urram lead planner has engaged with the Regional Information Coordination Centres (RICCS) that work in partnership with the NPoCC to facilitate the mobilisation of mutual aid resources to support the policing of COP26.
61. An Operation Urram Independent Advisory Group chaired by John Scott<sup>17</sup> has been established comprising a range of key partners and stakeholders including HMICS. We recognise the role of the group in the provision of independent advice to policing in support of the safe and secure policing of COP26. (Good practice)

### HMICS Assurance - Chapter One

62. COP26 will be a complex policing operation involving the deployment of several thousand police officers from Police Scotland and also from across the UK in the form of mutual aid. The coordination, management and mobilisation of resources will be a challenge for Police Scotland and its partners.

<sup>15</sup> Police Scotland [Operation Moonbeam](#)

<sup>16</sup> Police Scotland Divisional Commanders briefing Violence and anti-social behaviour April - June 2020. [Keeping People Safe in Greater Glasgow](#)

<sup>17</sup> John Scott QC Solicitor Advocate - Chair Independent Advisory Group.



63. We looked for evidence of interoperability and mobilisation arrangements including how effective the mechanisms and structures are for managing competing demands ensuring delivery of a safe and secure event alongside business as usual.
64. We accept that at the time of our fieldwork, planning was ongoing and that the resource numbers were being reviewed and reassessed. We examined documentation which contained indicative numbers required by Operation Urram across 26 separate resource categories. This was based on the provision of resources available from Police Scotland and resources provided through mutual aid.
65. The planning assumption is COP26 will progress with full physical attendance. We acknowledge that as planning unknowns become knowns then the planning arrangements will be re-assessed and tactical plans including resource deployments adjusted accordingly.
66. HMICS found that partnership engagement is strong across many planning areas and from the information provided Police Scotland can demonstrate that comprehensive planning is in place and that effective foundations have been laid. We are confident that with the progression of the areas of development identified Police Scotland is on course to complete plans that coordinate the management and mobilisation of resources.



## Chapter Two - How well is Police Scotland's business as usual capacity and capability arrangements for non-COP 26 related policing activity

### Introduction

67. In our HMICS (2019) Local Policing+ Inspection of the Resourcing of Events<sup>18</sup> we reported that where large numbers of officers are required to support an event this can be challenging to resource whilst maintaining daily business.
68. COP26 will be the first major climate change conference since December 2019 and the largest policing event conducted by Police Scotland. The SEC in Glasgow will be the main conference site however, other venues across Scotland will be utilised for conference related meetings and events. As climate change is a high-profile issue, the summit will attract global political, public, and media interest.
69. It is expected that 120 Heads of State and staff will attend this event which will attract around 20,000 plus accredited delegates. Given the scale of COP26 and the implications for policing, not only in Glasgow, but across the country, it is reasonable to expect that there will be exceptional demand on resources and for the conference period an element of disruption to business as usual policing.
70. The aim of this aspect of our assurance review is to consider how well Police Scotland's business as usual capacity and capability arrangements are for non-COP 26 related policing activity.<sup>19</sup>
71. The Operation Urram Gold strategy (Table 2) provides a clear strategic aim a core element of which includes minimising the impact of the event on communities across the country. The strategic aim is supported by thirteen strategic objectives (Table 3) of which strategic objective 9 provides clear intent in relation to business as usual.

Table 7 Operation Urram Gold strategic objective 9

Ensure an integrated Police Scotland approach enabling the challenges of the Conference and business as usual demands are met.

72. Divisional Commanders are responsible for providing a policing service to their local policing area. In terms of COP26, we found that business as usual for local policing is delivered across two distinct areas. The first being the traditional business as usual activities referred as 'non COP26' event related. To better understand the potential demand during the conference period, Police Scotland provided comparative data during the same period in 2019.<sup>20</sup>

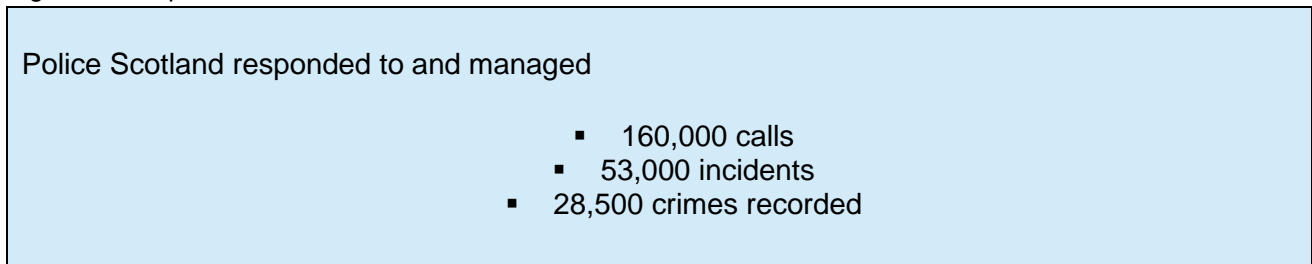
<sup>18</sup> HMICS [Local Policing+ and the inspection of events](#).

<sup>19</sup> Police Scotland [Annual Police Plan 2021-22](#).

<sup>20</sup> Provided to the SPA COP26 Oversight Group 18 May 2021.



Figure 2 Comparative demand data 2019



73. The second aspect is directly related to COP26 but not policed by resources deployed to Operation Urram. This element is referred as 'COP26 Consequential Impact'. In this regard, local policing will undertake an assessment of sites and venues that may be subject of consequential impact or interest related to COP26 (i.e. police staging posts, hotel accommodation, locations assessed as having potential to be subject of protest) with a view to incorporating a local response into divisional policing plans.
74. In the first instance, 'COP26 Consequential Impact' incidents will be attended by local policing business as usual resources. Where circumstances dictate that the incident relates to Operation Urram, resources will be deployed to support or take full ownership of the incident. Where it is assessed that resourcing demands cannot be met by an individual division or through wider support from other local policing areas the situation will be escalated through the Operation Urram command structure for consideration and support. We found that this approach requires further clarity on two points;
- i) at what specific point will Operation Urram resources be deployed to police an event directly linked to COP26 in a local policing area ensuring business as usual continues without operational distraction and,
  - ii) where a situation cannot be met by business as usual resources and tasked through Operation Urram, how clear is the command and control protocol between the tactical lead for business as usual and the Silver Commander for Operation Urram. (Area for development 12)

### **Leadership and governance**

75. To ensure appropriate governance and planning for business as usual an Assistant Chief Constable (Local Policing North) has been appointed as the Operation Urram executive lead. This role is supported by a Chief Superintendent as key task manager to coordinate the preparation of local policing tactical plans and contingency arrangements for COP26.
76. A dedicated planning team for business as usual has been established (April 2021) and is working closely in developing plans with key task managers from business areas including, Finance, Corporate Services, Road Policing, C3, Major Crime and Public Protection, Intelligence Support, Professional Standards, CJSD, ICT and People and Development.
77. A Local Policing Concurrent Demand Steering Group has been established and meets on a monthly basis. We found that this group had clear purpose to oversee the development of local policing plans to ensure that business as usual activities continue to be delivered to an appropriate standard within communities in the lead up to and during the conference.



78. The group had an extensive membership comprising 62 participants from across a range of business areas. We observed a number of the meetings and found them to be managed in an effective manner with regular updates provided from representatives from divisions, departments and the Operation Urram planning team.
79. We established that there had been a sense of frustration at the speed in which information was available from Operation Urram to enable local policing to develop tactical plans. We acknowledge that at the time of our fieldwork there remained some uncertainty around the final format of the event, the impact of the pandemic and the number of international attendees. The consequence being that many of the local policing plans are still at an early stage of development. We are confident that plans will be progressed once a clearer picture emerges of Operation Urram resourcing needs.
80. Staff told us that the introduction of the Local Policing Concurrent Demand Steering Group provided a forum to discuss planning concerns and coupled with the proposed timescale for receipt of resource information to complete plans (Table 11) had eased the earlier frustration and had contributed towards a more constructive and informed position. (Good practice)

### **Planning and process**

81. The Assistant Chief Constable (Local Policing North) has outlined four strategic planning priorities for the business as usual planning team to develop (Table 8). A briefing on the strategic priorities has been provided to the SPA COP26 Oversight Group.<sup>21</sup>

Table 8 Strategic planning priorities for local policing business as usual

- To maximise public accessibility
- To maximise resource availability across local policing
- To maximise operational resilience, responsiveness and operational oversight
- To maintain and increase public confidence through effective communication and engagement

### **To maximise public accessibility**

82. In planning for business as usual we recognised that any response would include the function of contact, command and control (C3). Staff told us that policing the pandemic (Operation Talla) had provided learning opportunities which will assist in delivery of Operation Urram and business as usual.
83. One such area was the roll out across Scotland of the Contact Assessment Model (CAM) which was accelerated due to Operation Talla and the use of THRIVE<sup>22</sup> an assessment framework to assess the most appropriate policing response.

<sup>21</sup> SPA COP26 Oversight Group 6 October 2020 and 18 May 2021.

<sup>22</sup> THRIVE (Threat, Harm, Risk, Investigation, Vulnerability and Engagement) is a risk management tool which considers six elements to assist in identifying the appropriate response grade based on the needs of the caller and the circumstances of the incident.



84. The use of resolution teams also contributed to demand reduction on local policing divisions by resolving calls and incidents over the phone. This was achieved through the provision of advice and guidance, scheduling appointments, recording crimes and conducting remote investigation. Where there is policy of non-attendance to calls of a certain nature or geographical area as a result of COP 26 this would be a policy decision and would require community communications'. (Area for development 13)
85. From our fieldwork there is general recognition from officers and staff that the CAM approach and resolution teams has been beneficial in managing demand and well received by frontline officers.<sup>23</sup> However, some senior police officers expressed caution that when the resolution teams deal with a call, there is often a follow up call required by local policing officers and that further evaluation is required on the operational benefits.

Table 9 Options to maximise public accessibility

- Local policing diary appointments
- Telephone / video call appointments
- C3 direct crime recording
- Referrals to partner agencies
- Online reporting options

### **To maximise resource availability across local policing**

86. Resource Deployment Teams play a critical role in understanding the level of resource required to provide business as usual. We acknowledge that analysis of demand and the abstraction of specialist and conventional officers from local policing to Operation Urram is ongoing and a range of measures are in the development stage to maximise resource availability.

Table 10 Options to maximise resource availability

- Management of annual leave during the conference period
- Learning, Training and Development (LTD) readjusting their timetable to minimise the abstraction of officers for training
- Redeployment of officers from some back office functions to front line roles for the period of the conference
- Volunteer deployments, Special Constables

<sup>23</sup> HMICS [Independent Advisory Group Report on Interviews with Police Scotland Officers and Staff](#)





87. Staff told us that an aspect of resourcing was dependent on operational base levels (OBLs), however the method of calculation remains unclear and the approach is seen as inconsistent across the country. The principle of OBLs is to provide guidelines on the minimum number of officers that should be on duty to respond to the demands anticipated during a particular shift. We acknowledge that this work is ongoing by Police Scotland to improve the science and operation of OBLs. In terms of supporting improvement we consider that Police Scotland carries out a post event review of the use of OBLs during COP26. (Area for development 14 - post COP26)

**To maximise operational, resilience, responsiveness and operational oversight**

88. The strategic priorities for business as usual has an associated phased delivery plan.

Table 11 Local Policing phased delivery plan

<b>Phase 1</b> End of May 2021	Assessment	This phase is primarily data collection and involves engagement across all planning functions including local policing and criminal justice. We found that this process includes projected demand, <ul style="list-style-type: none"> <li>▪ Bonfire night</li> <li>▪ Armistice</li> <li>▪ Sporting events</li> <li>▪ Parades.</li> </ul>
<b>Phase 2</b> June / July 2021	Tactical planning	This phase will result in the development of an overarching local policing business as usual tactical plan which will be supplemented by thirteen divisional plans. This phase will also include the development of command protocols and testing with Divisions. It is planned that a finalised picture of resourcing needs will be available with SCoPE updated by end of July 2021.
<b>Phase 3</b> August / Sept 2021	Assurance and readiness	This phase involves testing, exercising and assurance activities working towards the finalisation of logistical arrangements; command and control protocols and operational processes. This phase will also deliver a communications and engagement plan.
<b>Phase 4</b> October / Nov 2021	Delivery and support	This is the event phase and will involve the provision of logistical support to business as usual throughout the period.

89. Due to the scale and frequency of the events portfolio within G Division (Greater Glasgow) and E Division (Edinburgh), there is a dedicated Superintendent with responsibility for events planning. We interviewed the officers who were developing business as usual tactical plans. We also established that the national business as usual planning team is working alongside local teams to develop plans and that progress has been made around the identification and requirements for specialist resources required for the event (Operation Urram) and for local policing.

90. Notwithstanding that the timeframe for Phase 2 delivery is June / July 2021 (Table 11), the completion of the plans remain crucial in supporting the delivery of business as usual and that tactical plans require to be challenged, tested and exercised in advance of the conference. (Area for development 15)



91. The command interface between Operation Urram and local policing command arrangements specifically around tasking and coordination of specialist resources was a theme throughout our fieldwork. Police Scotland can demonstrate that work is ongoing to design an appropriate command structure for the duration of COP26. (Area for development 16)
92. We consider it important that the plans and ultimately the success of the overall business as usual strategy is subject of post event evaluation and as part of a structured debrief to capture lesson for the future. (Area for development 17)

### **To maintain and increase public confidence through effective communication and engagement**

93. As planning for COP26 intensifies we anticipate that the level of interest and demand for information shall increase. We found that there is a comprehensive Operation Urram communications strategy.<sup>24</sup> The communications plan includes providing reassurance to local communities on delivery of business as usual using a range of methods supported by a communications toolkit. We also recognise that Divisional Commanders will engage with local authority Chief Executives and Local Scrutiny Committee Chairs on matters relating to COP26 and local policing.

Table 12 Operation Urram communications strategy

- |  |
|--|
| <ul style="list-style-type: none"><li>■ Internal communication leading up to and including COP26</li><li>■ External communication with key stakeholders (including Get Ready Glasgow) leading up to COP26</li><li>■ External communication during COP 26</li></ul> |
|--|

94. HMICS recognises the importance of clear and concise communication with messaging tailored to meet the diverse needs of recipients. We are satisfied that there is a clear communication strategy and delivery plan which has been enhanced with the appointment of Assistant Chief Constable (Partnership and Engagement) as dedicated Engagement Bronze Commander for Operation Urram, supporting Gold in public facing messages.

### **Business Continuity**

95. We established that there are 98 business continuity plans that represent the business critical areas for Police Scotland. Staff told us that all business continuity plans were tested last year, as part of Operation Talla, which has also informed the planning arrangements for COP26.
96. A Business Continuity Working Group identified 13 business areas that would be critical during the delivery phase of Operation Urram. These business areas will be included in an Operation Urram specific business continuity plan and business continuity officers and coordinators will prepare and test such plans. (Area for development 18)

<sup>24</sup> Operation Urram Communications strategy (version 2.3 dated May 2021).



### Specialist Crime Division (SCD)

97. We found that the Specialist Crime Division (SCD) had established an Events, Intelligence Coordination Unit to support ongoing tactical planning and to coordinate all SCD functions with Operation Urram. The SCD Events, Intelligence Coordination Unit reports to Silver and Gold Commanders.
98. Tactical plans are in place for each SCD business area which have been tested by challenge panels to ensure they withstand a serious / unexpected incident along with the requirements for COP26 and business as usual. Furthermore, SCD has engaged with the SMARTEU to undertake testing and exercising of the SCD response to specific threats. (Area for development 19)
99. A key element of tasking and coordination of resources is the 'on call' cadre of Detective Superintendents. We are satisfied that the existing tasking process provides a solid foundation for COP26 where specialist resources can be flexed as required across the country to support local policing.

### Criminal Justice Services Division (CJSD)

100. In order to deliver the Gold strategic objective 3, Police Scotland have prepared to meet a range of perceived and actual threats.

Table 13 Operation Urram Gold strategic objective 3

Maximise the safety of the wider public and minimise public disorder and associated criminality throughout the period of the conference, including the lead up to and post conference
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101. The Criminal Justice Services Division (CJSD) is responsible for delivering custody provision across Scotland and is one of several national divisions which support local policing.
102. A Justice Board Working Group (JBWG) has been established with the remit to focus on the delivery of COP26. This group is chaired by Police Scotland and membership includes criminal justice partners that have a key role in the delivery of the criminal justice process. In addition, a National Coordination Unit, will be created for custody and criminal justice matters for the duration of COP26 with key partners meeting on a daily basis to address emerging risks and issues.
103. During our fieldwork we found that work is planned to develop and enhance the custody estate including a resource uplift to manage additional demand. HMICS recognises that the Operation Urram arrest plan and impact on custody arrangements including business as usual is work in progress. Staff told us that clear operating rules around arrest plans and custody arrangements for Operation Urram and business as usual were required including, detainee transportation, officer per detainee requirements, hospital escorts and detainee observations. Furthermore, that such plans should be exercised, tested and communicated to officers and staff in advance of the event. (Area for development 20)
104. Police custody is regarded as high risk area of policing business and has been subject to considerable scrutiny by HMICS. It is our intention to undertake a progress review of custody preparation for Operation Urram prior to the event.



105. The management (handling, recording, storage and disposal) of productions <sup>25</sup> is a core aspect of the criminal justice system. We found that Police Scotland had identified a risk that due to slow disposal of retained items, available productions storage may not meet projected demand. We established that planning is ongoing to mitigate this risk including developing a 24-hour response and storage facilities for productions seized during Operation Urram. (Area for development 21)

ICT

106. We found that effective foundations have been laid by ICT to mitigate against a threat of system failure and the consequential impact on operational policing. An ICT Steering Group has been established and includes the main leads for the various Police Scotland systems providing oversight of the systems, interoperability, development and technical support.

107. ICT have a business continuity plan which has been tested and each of the business units have their own individual plans /contingencies for any failure of the ICT network. COP26 command arrangements for ICT are in place which follow the recognised structure of Gold - Silver - Bronze operating on a 24/7 basis.

Table 14 ICT COP26 command structure

Strategic (Gold) - ICT Chief Operating Officer and Deputy Tactical (Silver) - Senior ICT Project Managers Operational (Bronze) - ICT team including an Incident Response Team
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108. The ICT Chief Operating Officer chairs a monthly ICT COP26 Project Board with membership from ICT, C3, COP26 Planning Team, and COP26 Procurement. We also noted that ICT are represented at Gold and Silver Groups.

109. Staff told us that it was imperative that business areas highlight any ICT requirements in advance of COP26. This is necessary to ensure that work is completed and that the integrity of systems supporting COP26 are protected from the impact of any technical change. An ICT change freeze on any technical / software upgrades or updates will be undertaken from mid-October until after the event to ensure stability across all ICT systems and platforms. The exception will be in the event of emergency action being required to stabilize or update systems. It remains vital that any request for ICT support is reported for consideration to ensure arrangements are made to deliver or postpone any technical work in advance of COP26. (Area for development 22)

110. There is evidence that ICT have a documented programme of work with clear deliverables and we are satisfied that this is being managed through robust governance and oversight arrangements. We found that ICT in partnership with other business areas, and as part of a suite of control strategies, are also planning around the risk of a cyber-threat.

<sup>25</sup> A production (or exhibit) is any item seized by the police for evidence purposes.



### Contact, Command and Control (C3)

111. Public contact with police is normally through the 999 emergency and 101 non-emergency telephony services and online engagement platforms. Incoming calls are managed by Police Scotland's Contact, Command and Control Division (C3) which are initially taken by service advisors (police staff) working in a national service centre based across three locations.
112. Calls are either resolved at first point of contact by the Service Centre, Resolution Team providing advice, recording crimes or an incident is created which is transferred to one of four Area Control Rooms (ACR) across Scotland. Incidents are logged on Police Scotland's System for Tasking and Operational Resource Management (STORM).<sup>26</sup> We found that the STORM functionality is generally accepted as effective in meeting the needs of the business in terms of incident recording and management.
113. Staff told us that the pausing of COP26 provided more time for planning and development of C3. We are satisfied that C3 has an operating plan for COP26 which will have Superintendent cover on a 24/7 basis for the duration of the conference period providing overview of business as usual.
114. We found that a pragmatic decision had been made to protect officers and staff within C3 to avoid abstraction to Operation Urram. The rationale being that C3 cannot utilise mutual aid due to differences in data systems and working practices. C3 have also introduced a twice-weekly lateral flow testing for all staff.
115. C3 has taken steps to test and exercise plans to cover 'what-if' scenarios. During the period of the conference National Systems Support (NSS) will have staff available on a 24/7 basis to manage any ICT related problems and a Business Continuity Officer will be based at each ACR to respond to any issues. (Good practice)

### **HMICS Assurance - Chapter Two**

116. This aspect of our assurance review was to assess how well Police Scotland is preparing for the delivery of business as usual throughout the conference period. From our fieldwork we looked for evidence of leadership and governance, clear planning, processes and stakeholder engagement.
117. Key themes from our assurance review centred on the following points:
  - i) how 'routine' policing demands will be delivered and managed through the relevant period.
  - ii) how local policing will work with Operation Urram in terms of tasking and coordination of specialist resources including access to SCD as well as major crime resources.
  - iii) how command and control protocols between Operation Urram and local policing will operate in practice.
118. Police Scotland can demonstrate a commitment to business as usual and we established that the strategic aim is to provide 13 local policing plans for delivery of business as usual supported by an overarching plan which will address the above points outlining command structure, tactical options and a communications plan.

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<sup>26</sup> STORM - Police Scotland Command and Control ICT system.



# Chapter Three - How well does Police Scotland monitor and support staff well-being pre, during and post COP26

## Introduction

119. In our HMICS inspection (2019)<sup>27</sup> whilst wellbeing was not explicitly examined, the issue was raised by officers. This ranged from shift variations and cancelled rest days to increased stress as a result of having to cancel public appointments reducing the time available to address workloads. Our assurance review was informed by such factors and a key aim was to establish how well does Police Scotland monitor and support staff well-being pre, during and post COP26.

## Police Scotland's commitment to wellbeing

120. The SPA and Police Scotland are committed to promoting and implementing policy, and guidance to ensure that workplace activities are carried out in such a manner that risks to the health, safety and welfare of staff and the public are eliminated or reduced, so far as is reasonably practicable.<sup>28</sup>

121. Your Wellbeing Matters (2017)<sup>29</sup> was introduced to ensure that officers and staff within Scottish policing have access to appropriate support and assistance when and where required. Across Police Scotland there are some 200 wellbeing champions who provide a direct route into support services. In support of Your Wellbeing Matters, Your Voice Matters surveys have also been completed across the organisation that look specifically at wellbeing issues.

122. Outlined in the Annual Police Plan (2021- 2022)<sup>30</sup> the Deputy Chief Constable (People and Professionalism) has the strategic lead to ensure the safety and wellbeing of officers and staff in the planning and delivery of all major events; including COP26. Police Scotland and SPA People strategy (2018-2021), outlines in clear terms a commitment to the wellbeing of officers and staff. The established national wellbeing team has a Police Inspector embedded within Operation Urram planning team as a dedicated full time resource.

123. Delivery of wellbeing across Police Scotland is overseen by the following governance structures.

Table 15 Police Scotland Wellbeing governance arrangements

- Strategic People Plan - Deputy Chief Constable (People and Professionalism)
- Wellbeing Governance Board - Deputy Chief Constable (People and Professionalism), Assistant Chief Constables (East, North and West)
- Divisional People Boards - Divisional Commanders

<sup>27</sup> HMICS [Local Policing+ and the inspection of events](#).

<sup>28</sup> Police Scotland [Health, Safety and Wellbeing Policy](#)

<sup>29</sup> Police Scotland [Employee Assistance Program Your Wellbeing Matters](#) Your Wellbeing Matters is focused on four key elements, psychological, physical, financial and social.

<sup>30</sup> Police Scotland [Annual Police Plan 2021-22](#).



### Leadership and governance

124. The SPA has an active role in monitoring developments of COP26 Wellbeing and has a representative actively participating at the COP26 Health, Safety and Wellbeing Sub-Group. Furthermore, updates on wellbeing preparations for COP26 have been provided at the SPA COP26 Oversight Group and SPA Board meetings.
125. Police Scotland and the Operation Urram command team are committed to ensuring the wellbeing of officers and staff and is a central part of the planning for COP26 and a key objective in the Gold strategy.

Table 16 Operation Urram Gold strategic objective 11

Ensure the health, safety and wellbeing of all police personnel is a key consideration in the planning and delivery of the event, taking cognisance of the unique operational demands of COP26

### Pre event

126. We established that an experienced Superintendent supported by a dedicated Inspector, as functional lead for wellbeing, is responsible for developing the wellbeing strategy, the tactical plan and operational oversight during the event.
127. We found that an Operation Urram Health, Safety and Wellbeing Sub-Group had been established and is chaired by the Superintendent. Membership included representatives from staff associations, unions, diversity groups the SPA and meets on a monthly basis. In terms of governance the chair (Superintendent) reports to Silver and Gold Groups.
128. The documented purpose of the sub-group is to deliver the Gold Commander's strategic objective 11 ensuring that the health, safety and wellbeing of all police personnel is considered in the planning and delivery of the event. Key areas include:
  - development of a wellbeing strategy and tactical plan
  - provision of a forum for Health, Safety and Wellbeing discussions by partner agencies where decisions and direction are recorded
  - assurance that good practice is captured, recorded and implemented for future events.
129. We observed a number of meetings which were well attended and managed in a professional manner using recognised practices. We found that there was a clear focus for the sub-group and action plan (Table 17).



Table 17 Health, Safety and Wellbeing Sub Group remit

- Agree a draft wellbeing strategy for the consideration of the Gold Commander and to regularly review and update as required.
- Engage with Police Scotland's diversity sub groups regarding advice and consider the bespoke requirements of each group.
- Provide updates on Health, Safety and Wellbeing being embedded across all areas of the operation.
- Provide a forum for Health, Safety and Wellbeing decisions and direction to be recorded.
- Escalate matters that require policy decisions to Silver and / or Gold command.
- Consult with relevant parties and working groups.
- Ensure work is being undertaken to achieve both Gold and Wellbeing strategies.
- Ensure that good practice is captured, recorded and implemented for future events.
- Ensure compliance with the Health and Safety at Work etc. Act 1974 and the Police (Health and Safety) Act 1997 and all related legislation.
- Ensure adherence to the Scottish Police Authority and Police Scotland Health, Safety and Wellbeing Policy.

130. We found in our fieldwork that Divisional Commanders were alert to the welfare and wellbeing needs of business as usual staff and the potential of a two tier response to wellbeing being created in relation to wellbeing for Operation Urram resources and business as usual resources. A number of senior police officers commented that it will be the responsibility of Divisional Commanders and Heads of Department to ensure appropriate arrangements are in place to deliver business as usual wellbeing. A position acknowledged by HMICS. (Area for development 23)
131. To manage potential cross-overs between business as usual wellbeing requirements and Operation Urram wellbeing plans, the local policing business as usual planning team participate at the Health, Safety and Wellbeing Sub-Group. Furthermore, the wellbeing strategy was shared with the Local Policing Concurrent Demand Steering Group for comment. We acknowledge that further work on welfare for business as usual officers and staff for the duration of the event is required. (Area for development 24).
132. There are two Health and Safety advisers seconded to the Operation Urram planning team working through submitted tactical plans applying a Covid-19 overlay.

### **Wellbeing strategy**

133. We reviewed the COP26 Wellbeing strategy (version 1.1) which has been approved by the Gold Commander and the commitment to the wellbeing of officers and staff (for Operation Urram and business as usual) is clearly articulated.





Table 18 Operation Urram Wellbeing strategy

This strategy is designed to consider how policing during Operation Urram may affect staff wellbeing and how Police Scotland can positively impact on this by ensuring that wellbeing considerations are embedded into all areas of the operation. This strategy needs to not only consider Police Scotland officers deployed to the event, but also the event planning team and those who provide mutual aid and personnel involved in the delivery of business as usual

134. There are three objectives to the wellbeing strategy each supported by a number of commitments:  
**Objective One** - Embed a culture where the management of wellbeing is integrated into all aspects of the event.

**Objective Two** - Create a safe, positive and healthy working environment for all officers and staff.

**Objective Three** -To equip managers with effective, informative and practical policies, procedures and guidance to support officer and staff wellbeing.

135. We found that a wellbeing tactical plan has been prepared and at the time of our review was awaiting testing through means of a challenge panel prior to authorisation. A wellbeing register has been introduced which records wellbeing matters and covers both Operation Urram and business as usual needs. During our review the wellbeing register contained 64 separate items for action. (Good practice)

**Equine and Canine wellbeing strategies**

136. The welfare of service animals deployed during this event is addressed through two separate animal welfare strategies in relation to police dogs and police horses. Both strategies are based on the Five Freedoms of Animal Welfare<sup>31</sup> and the obligations placed on an organisation in relation to animal care. (Good practice).

Table 19 Five freedoms for animals

Freedom from hunger and thirst  
Freedom from discomfort  
Freedom from pain, injury or disease  
Freedom to express normal behaviour  
Freedom from fear and distress

**Briefings packs**

137. We recognised that the plan is to provide officers (Police Scotland and those on mutual aid) with a briefing pack in relation to wellbeing matters. This briefing pack will be available online as opposed to production of hard copy packs which will reduce waste. At the time of our review the content of the briefing packs was still at the development stage and the service was unable to demonstrate the detail which we acknowledge as work in progress. (Area for development 25)

<sup>31</sup> Animal Humane Society [The Five Freedoms for animals.](#)



138. The intention is to produce a video of staging posts to inform mutual aid officers and those who are unfamiliar with this particular arrangement. (Good practice)

**During event**

139. We acknowledge the considerable work that has been undertaken in the pre-event phase in relation to wellbeing and understand that the Operation Urram Wellbeing team will be on duty during the conference to monitor delivery of the wellbeing tactical plan taking appropriate measures where necessary.
140. An Operation Urram Wellbeing email box will be introduced enabling staff to log wellbeing concerns. Whilst the process is not anonymous we recognise the principle in providing a process for officers and staff to highlight issues.
141. How the success of the strategy will be measured and reported on is less clear and Police Scotland would benefit from further exploration of how the service intends to achieve this including the feasibility to gauge the wellbeing of officers and staff during the event. (Area for development 26)
142. Police Scotland has a duty of care including wellbeing for officers deployed through mutual aid. There is evidence that the Operation Urram planning and logistics team have considered a wide range of factors and that arrangements outlined at Table 20 are being progressed.



Table 20 Operation Urram wellbeing arrangements

- Appropriate shift patterns will be developed to balance the operational demands of the event and the wellbeing needs of officers.
- All officers will be deployed in uniform suitable for the prevailing weather conditions.
- All officers who require to reside away from home will be provided with suitable accommodation, meals and communal space.
- All officers deployed will be provided with regular breaks and refreshments during each deployment.
- All officers will be provided suitable PPE.
- In conjunction with Local Health Authorities and NHS Scotland ensure the health, safety and welfare of any officer affected by the virus.
- Support and guidance on how downtime maybe managed.
- Facilities for keeping in contact with their home Force and families.
- Wellbeing support mechanisms and on-site support on a 24/7 basis.
- Online welcome / welfare packs
- Mutual Aid Liaison Officers (MALO) will be deployed for the duration of the mutual aid provision to Scotland.<sup>32</sup>
- Staging posts established with welfare areas on site.
- Police Federation representatives on site.
- TRiM<sup>33</sup> support available.
- Sufficiency of female rest rooms.
- Remuneration arrangements being developed to ensure no delays in officers' overtime and allowances.

143. During our fieldwork Police Scotland indicated that further work was required to finalise a process to record injury on duty in respect of officers on mutual aid. A paper based system would be used as existing ICT systems are unable to deliver mutual aid reporting. (Area for development 27)
144. The Professional Standards Department has engaged in ongoing discussions with key stakeholders around the process for complaints reported against officers deployed on mutual aid. (Area for development 28)
145. We found that for business as usual staff there is some uncertainty around the transport and parking arrangements (how to get to and from their place of work). This is relevant to those officers and staff working at or near the event footprint. Once known this information should be clearly communicated to officers and staff. (Area for development 29)

**Post event**

146. We acknowledge that the SPA COP26 Oversight Group has expressed the need to capture lessons learned from all aspects of the policing of COP26 a position supported by HMICS.

<sup>32</sup> MALOs will be provided by supplying forces to support the welfare of their staff deployed on mutual aid.

<sup>33</sup> Police Scotland [TRiM Standard Operating Procedures](#)



147. Lessons learned in relation to post event wellbeing will be led by the Force Wellbeing Manager (People and Development). In respect of learning we support the planned approach that lessons from what will have been a major policing event are captured, evaluated and shared not only within Police Scotland and partner agencies but across UK policing. (Area for development 30)
148. We consider that during an event the scale of COP26 coupled with relaxation of lockdown restrictions, it is likely there will be an increase in demand. We recognise that there is every likelihood that business as usual officers and staff will have accrued work levels during the conference period and we believe that in terms of post event wellbeing individual workloads are reviewed and distributed fairly across the workforce. This approach also extends to the management of re-rostered rest days to ensure that accrued numbers are managed down minimising the risk of prolonged officer abstraction and associated backfill pressures. (Area for development 31)

### **Partnerships**

149. We found that there has been good levels of engagement with police staff associations, including ASPS, Scottish Police Federation, the Police Federation of England and Wales, trade unions and diversity staff associations.<sup>34</sup> HMICS is confident that the wellbeing team are actively listening to the views of officers and staff through dedicated meetings with staff associations.

### **HMICS Assurance - Chapter Three**

150. This aspect of our assurance review focused on how well Police Scotland monitors and supports staff well-being pre, during and post COP26. Our fieldwork examined evidence of leadership and governance, planning, resilience, and engagement including evidence of,
- pre event strategic and tactical planning.
  - event delivery and engagement plans.
  - post event learning and support plans.
  - communications plan that meet the needs of staff and keeps them informed and involved around wellbeing.
151. In some local policing areas there are a number of temporary ranks. Should those temporary ranks come to a conclusion in the lead up to COP26 it could have an impact on business continuity and also on command resilience. It is fully understood that from necessity people will be required to move / transfer however, Police Scotland should consider a moratorium on the movement of officers and staff occupying key roles in the lead up to and delivery of COP26.
152. From our review, we are assured that from the outset Police Scotland has placed staff safety, health and wellbeing at the forefront of the planning arrangements.

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<sup>34</sup> These Groups include the Supporting Ethnic Minority Police employees for Equality in Race (SEMPER); Scottish Police Muslim Association; Scottish Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) Police Association; Central and Eastern European Police Association; Christian Police Association; the Scottish Women's Development Forum; and the Disability and Carers Association (DACA).



153. We are satisfied that there is executive commitment to staff wellbeing and effective foundations have been laid in planning and preparation for wellbeing of officers and staff deployed at COP26 and business as usual.



## Chapter Four - Metropolitan Police Service Peer Review of Operation Urram

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### Introduction

154. The Chief Constable 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, Operation Urram.
155. HMICS has a statutory role to provide assurance as to the effectiveness and efficiency of policing in Scotland and given the global political, media and public interest in COP26, HMICS agreed with the Chief Constable that, in addition to the MPS operational peer review and the HMICS assurance review as outlined in this report, we would also provide an independent assessment of Police Scotland's co-operation with and response to the MPS peer review including the overall approach taken.
156. HMICS does not have a statutory role in the scrutiny of the MPS and engagement with the MPS is voluntary. From the outset the MPS recognised the importance of COP26 and the assurance review and cooperated fully with HMICS.

### HMICS Methodology

157. HMICS received a copy of the Police Scotland / MPS terms of reference and engagement was made with the MPS Peer Review team. A select number of Police Scotland officers and police staff who had been interviewed by the MPS were subsequently interviewed by HMICS to understand their experience of the process.

### Findings

158. We found that the peer review was led by Deputy Assistant Commissioner, Security and Protection, MPS a chief officer supported by experienced police officers with specialist operational knowledge.
159. Police Scotland engaged fully with the peer review process. Challenge panel arrangements were conducted via a virtual setting, due to Covid-19 public health restrictions, with Police Scotland officers and staff being interviewed and key documents reviewed.
160. Following completion of the peer review a report with recommendations was provided to the Chief Constable. A separate report on a peer review of ICT was also provided which outlined a number of considerations. The MPS Peer review of ICT focused on various policies, operating documents and plans across a number of key areas. During our fieldwork we ascertained from the MPS that the documents submitted by Police Scotland ICT were of high quality.



161. We established that there had been no independent peer review of the Police Scotland ICT systems due to the complexity involved which made an assurance review unlikely to be successfully completed. We acknowledge that this task will be undertaken in-house by Police Scotland, ICT. During our assurance review we were assured by the level of knowledge of the systems, the risks and challenges and the planning that is ongoing to ensure that ICT systems continue to support business as usual and additional demand generated as a direct consequence of COP26. (Chapter Two).
162. On 29 April 2021, HMICS read the MPS Assurance Review which outlined a number of recommendations that covered ten operational themes. HMICS also noted evidence of Police Scotland's response to the recommendations which had been discussed at the Strategic Oversight Board. The detail of the recommendations which are operational in nature is out of scope of our assurance review.

Table 21 Metropolitan Police Service - Themes

- Armed Policing and Protection
- Command Structures
- Communication and Engagement
- Government and Stakeholder Engagement
- Police Force Engagement / NPoCC
- Policing Processes and Delivery
- Protective Security and Search
- Public Order and Disorder
- Testing and Exercising
- Threat and Risk

163. As part of our fieldwork we interviewed the ICT Chief Operating Officer who found the peer review process productive and valuable which has also strengthened relationships for future work. During our interview with the Deputy Chief Constable (Local Policing) the chief officer explained that the MPS review had been useful and had help shape operational planning.

#### **HMICS Assurance - Chapter Four**

164. HMICS recognises the work undertaken by the MPS and the Police Scotland response and acknowledges that the recommendations which relate to Police Scotland have been considered and actioned for progression. We understand that the Chief Constable will formally invite the MPS to review Police Scotland's progress against the recommendations in advance of COP26, a position we endorse.
165. The use of benchmarking provides a reliable basis to compare and analyse business activity with a similar organisation. We consider that the peer review process was a useful exercise and has aided strategic decision making in respect of Operation Urram.
166. We conclude that the peer reviews by the MPS of Operation Urram and ICT has been robust, constructive and supportive of the ongoing planning for COP26.



## Appendices

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### **Appendix One: HMICS review methodology**

167. This assurance review was led by HMCICS supported by experienced staff from within HMICS. Our terms of reference were published on 2 February 2021.
168. The HMICS Inspection Framework was used to provide a structure to the review which was 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. Specific topics and questions for interviews were structured around our inspection framework.
169. HMICS staff adhered 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 engaged with worked safely during the Covid-19 pandemic.
170. Interviews were conducted across a virtual platform. Our findings and areas for development are founded on evidence collected during our fieldwork phase. During our review we reviewed a number of documents and also observed a range of planning and governance meetings including,
  - Operation Urram Gold Group
  - Local Policing Concurrent Demand Steering Group
  - Health, Safety and Wellbeing Sub-Group
  - SPA COP26 Oversight Group.
171. In accordance with our duty of user focus we actively engaged with a range of stakeholders including NPoCC, staff associations, unions and diversity groups.
172. Following conclusion of our fieldwork and analysis, this report was produced in line with HMICS reporting guidelines. Quality assurance was provided through internal review and factual accuracy by relevant stakeholders who contributed to the evidence base of our report.
173. Due to the safety and security considerations surrounding the event HMICS will not reveal any specific operational information on policing of the event.





Table 22 HMICS Inspection Framework - COP26

<p style="text-align: center;"><b>Outcomes</b></p> <ul style="list-style-type: none"> <li>▪ How well is Police Scotland’s co-ordination, management and mobilisation of resources including mutual aid support in response to COP 26</li> <li>▪ How well is Police Scotland’s business as usual capacity and capability arrangements for non-COP 26 related policing activity</li> <li>▪ How well does Police Scotland monitor and support staff well-being pre, during and post COP 26</li> </ul>			
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 mutual aid arrangements to support delivery of the outcomes
	Organisational learning and development	Information and resource management systems to support delivery of outcomes	
		Staff skills, training, and knowledge to support delivery of outcomes	
		Health and Safety, welfare, and well-being of officers and staff	



## Appendix Two: The Operation Urram Gold strategy version 2.3

174. The strategic aim of Operation Urram is to work with partners to deliver a safe and secure COP26, (including the pre-session meetings) both at the SEC (known as the island site) and other COP related sites, venues and events whilst minimising the impact on the wider community.

Table 23 Operation Urram strategic objectives

- Maximise the safety of conference delegates, Heads of State and their entourage during their visit to Scotland, in support of the relevant security services and security providers.
- Maximise the safety of all attendees to the conference and those who are associated with the conference.
- Maximise the safety of the wider public and minimise public disorder and associated criminality throughout the period of the conference, including the lead up to and post conference.
- Continually develop intelligence to support event planning and delivery.
- To provide a lawful and proportionate policing response to any protest balancing the needs and rights of the conference attendees and delegates, protestors, wider public and communities.
- Minimise the impact of the policing operation on those elements of the community that may be affected by the movements of the Heads of State and their entourage throughout Scotland.
- Minimise the risk to other security providers, other emergency services, Police Officers and staff.
- Working with partners to facilitate a return to normality as soon as reasonably practical post-event.
- Ensure an integrated Police Scotland approach enabling the challenges of the Conference and business as usual demands are met.
- Ensure Police Scotland embraces a sustainable approach to the planning and delivery of the event and is able to demonstrate best value in terms of financial management.
- Ensure the health, safety and welfare of all police personnel is a key consideration in the planning and delivery of the event, taking cognisance of the unique operational demands of COP26.
- To ensure operational delivery is consistent with the values of Integrity, Fairness and Respect, and that Human Rights are respected.
- Where necessary ensure the activation of any relevant contingency plans and coordinate the resulting emergency services response.

### Appendix Three: Glossary of terms

ACC	Assistant Chief Constable
ARAC	Audit, Risk and Assurance Committee
ASPS	Association of Scottish Police Superintendents
BAU	Business as usual
BCP	Business Continuity Plan
CAM	Contact Assessment Model
C3	Contact, Command and Control Division
CAPABILITY	Knowledge, skills, competence and expertise
CAPACITY	Size, volume and numbers
CJSD	Criminal Justice Services Division
COP26	Conference of the People
Covid-19	Coronavirus
EERP	Emergency, Events and Resilience Planning Division
HMICS	Her Majesty's Inspectorate of Constabulary in Scotland
ICT	Information and Communications Technology
JBWG	Justice Board Working Group
LTD	Learning, Training and Development
MALO	Mutual Aid Liaison Officer
MERCURY	National Police Coordination Centre owned IT system to support mutual aid officer deployment
MPS	Metropolitan Police Service
NPCC	National Police Chiefs' Council
NPoCC	National Police Coordination Centre
OBL	Operating Base Levels
OSD	Operational Support Division
PFEW	Police Federation of England and Wales
PSNI	Police Service of Northern Ireland
RDU	Resource Deployment Unit
RICCs	Regional Information and Coordination Centres
SAS	Scottish Ambulance Service
SCD	Specialist Crime Division
SCoPE	System to Coordinate Personnel and Establishment
SEC	Scottish Event Campus
SFRS	Scottish Fire and Rescue Service
SMARTEU	Scottish Multi-Agency Resilience Training and Exercise Unit
SOB	Strategic Oversight Board, Police Scotland
SPA	Scottish Police Authority
SPF	Scottish Police Federation
TER	Testing, exercising and readiness
THRIVE	Threat, Harm, Risk, Investigation, Vulnerability and Engagement
TRiM	Trauma Risk Management
UNFCCC	United Nations Framework Convention on Climate Change
WFA	Workforce Agreement