

## **Justice Sub-Committee on Policing**

### **Governance of policing of major events in 2014**

#### **Letter from the Scottish Police Authority to the Convener**

Thank you for your letter dated 28 April updating the Scottish Police Authority on the Sub-Committee's forward work programme, and seeking information from us in relation to the governance of the policing of major events in 2014.

Clearly, there will be considerable additional demands placed on policing as a result of major events, most notably the Commonwealth Games.

Our priority has been to monitor the potential implications of policing such events on day-to-day policing and the workaround plans to be put in place during the 2014 events.

It may be helpful to first of all explain that the Chief Constable has been delegated responsibility by the Scottish Government for delivering a safe and secure Commonwealth Games. As such, the Chief Constable reports directly to the Scottish Government Strategic Group (Chaired by the First Minister) on delivery of the Security aspect of the programme.

However, the Authority recognised at an early stage, that there were areas of potential impact for which the Authority did have a governance role and responsibility, namely business as usual; budget; communication (with communities), and legacy. Authority Members, therefore, nominated a lead member (Lisa Tennant) to take forward development of a suitable framework for ensuring that the Authority fulfilled these responsibilities.

I have attached, for your information, a letter from the Scottish Government and accompanying paper that sets out in some detail the mechanisms that have been put in place so that the Authority can effectively oversee Police Scotland's activity in these areas. Please note that the Safety and Security programme governance outlined in the appendix to this paper has now moved from planning to operational. Members have received regular briefings from the Games' Gold Commander, DCC Allen, and his team at business meetings, Finance & Investment Committee and at the recent full Authority meeting which took place on 30 April.

The paper presented at this 30 April meeting is also attached and I would draw your attention to paragraph 2.5 regarding an HMICS Inspection which concluded *"That the planning for non-Games related 'Business as Usual' has advanced to a stage where there is confidence in the capacity of Police Scotland to ensure that there is no significant detrimental impact to routine policing activity over the period of the Commonwealth Games."*

Members have also been briefed personally at a business meeting by Her Majesty's Inspector of Constabulary Derek Penman on the inspection work carried out by his team on Police Scotland's plans.

Authority Members are, therefore, confident that Police Scotland has taken all steps necessary to ensure that there is no detriment to local policing or other non-Games related policing activity throughout the 'Games Period'.

In February this year, Authority Members received a briefing from Police Scotland outlining a range of significant events (in addition to the Commonwealth Games) that are taking place across Scotland this year between June and September.

Whilst there are a number of events taking place in Scotland this summer, it is important to bear in mind that large events take place every calendar year and policing resources are assessed and deployed by Police Scotland as part of normal Divisional co-ordination and planning. It is, therefore, a matter for the Chief Constable and his Divisional Command Team to determine the appropriate level of resourcing in each instance and how those resources are allocated.

The Ryder Cup has been considered as part of the overall policing requirements during the period June to September and has been subject to rigorous risk assessment. As noted above, the Authority has received appropriate assurance from Police Scotland that policing activity across Scotland will not be adversely affected as a result. Should there be any change to this status, for example, increasing risk, this would be escalated through our Audit & Risk Committee in the first instance.

I trust that this information provides you and Sub-Committee members with the information that you seek.

Vic Emery OBE  
Chair  
Scottish Police Authority  
21 May 2014

## **Police Scotland and Scottish Police Authority**

### **Glasgow 2014 Commonwealth Games**

#### **Joint Governance Position – December 2013**

##### **Introduction**

The purpose of this paper is to outline the governance position of Police Scotland and the Scottish Police Authority in respect of the Safety and Security Programme for the Glasgow 2014 Commonwealth Games. Furthermore, to provide proposals detailing how the reporting to the Scottish Police Authority can be enhanced in the approach to Games time.

##### **Background**

The Scottish Government is responsible for Safety and Security at the Games, however the Scottish Government has delegated this responsibility to the Chief Constable. The Deputy Chief Constable (Commonwealth Games & Major Events) has been appointed as Gold Commander and will oversee the planning and delivery of the Safety and Security Strategy, the overall aim of which is:

‘To deliver a safe, secure and peaceful Games’.

The formal governance mechanisms of the Games Safety and Security Programme are fully detailed and illustrated in Appendix A.

##### **Scottish Police Authority**

The Scottish Police Authority has identified four key areas of interest in respect of the Games:

- **Business as Usual**

How the purpose of Police Scotland ‘to improve the safety and wellbeing of people, places and communities of Scotland’ and the focus of ‘Keeping People Safe’ is maintained during the Games.

- **Cost**

The Scottish Government has allocated a £90 million Games Safety and Security budget which the Chief Constable has responsibility for. The Authority will be updated on an ongoing basis of the forecast position against this budget.

- **Legacy**

The areas of service delivery, experience, learning, best practice, capability or capacity which are gained by Police Scotland as a result of the planning and delivery of a safe, secure and peaceful Games.

- **Engagement**

How Police Scotland consults and informs people, communities and businesses of the impact of the Games policing plan on their routine activities; thereby enhancing the reputation of Police Scotland.

The Scottish Police Authority has also nominated Lisa Tennant as its Lead Member for the Games and she is updated on an ongoing basis regarding progress and developments in Games Delivery. Lisa Tennant has also been invited to attend the monthly Security Directorate chaired by the DCC Allen, as the representative of the Scottish Police Authority in order to allow a more detailed awareness of progress, issues and risks.

The Deputy Chief Constable Commonwealth Games and Major Events has also provided updates to members of the Scottish Police Authority, however to date these have taken place in private due to the commercially sensitive content relating to the awarding of significant contracts by the OC.

The Deputy Chief Constable and the Police Scotland Senior Finance Officer for the Games have also privately briefed the Scottish Police Authority Finance & Investment Committee.

As Games delivery matures and becomes increasingly operationally focused towards Games time, it is appropriate to enhance the reporting mechanisms, in respect of the four key areas, between Police Scotland and the Scottish Police Authority.

The scheduled meetings of the Scottish Police Authority, and where required its committees and sub committees, will be the primary method for formal reporting:

*Recommendation– That Police Scotland provides written reports to all meetings of the Scottish Police Authority, from February 2014; in addition to bespoke verbal briefings as required.*

*Recommendation– That the reporting will be in terms of Business as Usual, Cost, Legacy and Engagement. This will also include a summary of the updates provided to the Security Committee in terms of risks and issues.*

*Recommendation– That Police Scotland provides written reports to all meetings of the Scottish Police Authority Finance and Investment Committee from February 2014; in addition to bespoke verbal briefings as required.*

That said, clearly there may still be a requirement for more sensitive or confidential reporting to be delivered and this will be facilitated via specific briefings or private meetings, in line with Scottish Police Authority Standing Order No.1 – Meetings:

*‘The Authority, its Committees will hold their meetings in public except where the Authority determines that all or part of the meeting ought to be held in private on the grounds that Confidential Issues or Confidential Papers are (or may be) be considered at that meeting.’*

The full Standing Orders are available on the Scottish Police Authority website.

## **Conclusion**

This paper is submitted for consideration of endorsement by Police Scotland and the Scottish Police Authority.

## **GLASGOW 2014 SAFETY AND SECURITY GOVERNANCE**

### **Glasgow 2014 Strategic Group**

Chaired by the First Minister, the Strategic Group is the strategic authority for the Games. It provides overall direction and oversight on all aspects of Games delivery. The Chief Constable attends each Strategic Group meeting to advise on all safety and security matters. The current membership comprises of: the First Minister, the Chair of Commonwealth Games Scotland, the Chair of Glasgow 2014 Ltd (known as the Organising Committee or OC and the Leader of Glasgow City Council. It meets bi-monthly and extraordinary meetings may be called if required.

The Strategic Group receives and considers reports or referrals from the Chief Constable, Security Committee and Security Finance Group. It can initiate actions and commission specific reports or updates as required.

### **Security Committee**

The Security Committee is chaired by Scottish Government. It is responsible for strategic and policy decisions concerning Safety and Security of the Games; whilst recognising that the Scottish Government has delegated responsibility for Safety and Security to the Chief Constable. To ensure that partners are engaged at a suitably senior level the chair reviews membership on an ongoing basis. The current membership includes: Scottish Government, the Deputy Chief Constable, Home Office, Cabinet Office, the OC, Glasgow City Council, Scottish Fire and Rescue Service, Scottish Ambulance Service and Transport Scotland.

The Committee meets monthly and extraordinary meetings may be called if required. The Security Committee is accountable to the Strategic Group via the Chief Constable. It provides a progress report for consideration at each Strategic Group meeting highlighting particular issues for further support, action or decision as required. The Security Committee also considers any matters referred to it by the Security Directorate.

### **Security Finance Group**

The Security Finance Group is chaired by the Deputy Chief Constable, Commonwealth Games and Major Events. It oversees spend from the Safety and Security budget and is accountable to the Chief Constable and the Glasgow 2014 Strategic Group. The Group meets monthly, or as required, and its membership includes: Scottish Government, OC, Police Scotland and Glasgow City Council.

The Security Finance Group operates in accordance with Best Value Principles and proactively seeks to identify efficiencies. It provides financial reporting, advice and support to all groups within the Safety and Security Programme, and considers and agrees the financial reporting framework, financial approvals process, scheme of delegation and thresholds.

The Security Finance Group considers budgetary proposals in relation to the Glasgow 2014 Games Safety and Security Budget, reviews scope variations to agreed budget and assesses the impact on the overall financial position. It also

considers items that are 'out of scope' by assessing any financial impact and highlighting significant unresolved issues to the relevant Safety and Security governance mechanisms.

### **Security Directorate**

The Security Directorate is chaired by the Deputy Chief Constable Commonwealth Games & Major Events, in his capacity as Security Director. The Security Directorate is responsible for overseeing the tactical and operational plans of safety and security partner agencies.

To ensure partners are engaged at a suitably senior level the chair reviews membership on an ongoing basis, including representation from: Police Scotland, the OC, Scottish Government, Glasgow City Council, Scottish Ambulance Service and Scottish Fire & Rescue Service. Lisa Tennant of the SPA has also been invited to attend this forum. It meets monthly, however this frequency can be increased by the chair.

The Security Directorate is accountable to the Security Committee. It reports on progress at each Security Committee meeting; highlighting particular issues for support, action or decision as required. The Security Directorate also considers any matters referred to it by the Security Finance Group.

### **Stakeholder Meeting**

This Group was initiated in August 2013 and is chaired by the Assistant Chief Constable Commonwealth Games, in his capacity as Programme Manager. This provides a strategic platform for key partners to provide updates, raise issues and discuss risks to the programme, notwithstanding the engagement of these partners within other governance groups.

Members include representatives from the Military, Foreign and Commonwealth Office, Greater Glasgow and Clyde Health Board, Scottish Ambulance Service, Scottish Fire and Rescue Service, UK Border Agency, Glasgow City Council and the Centre for the Protection of National Infrastructure (CPNI).

Any relevant matters can be escalated to the Security Directorate via the chair.

### **Security Delivery Group**

This group is chaired by the Assistant Chief Constable Commonwealth Games and is primarily a Police Scotland forum, held on a weekly basis, to drive compliance with milestones and deliverables. The Security Delivery Group reports to the Security Directorate and provides updates on progress in terms of each Independent Project Group (IPG).

### **Integrated Project Groups (IPGs)**

There is an IPG for each of the 11 key workstreams dedicated to ensuring a safe and secure Games. The IPGs comprise of representatives from each of the partner agencies engaged in delivering safety and security within a project area. The representatives are of sufficient seniority to represent their agency appropriately and of sufficient expertise to speak with authority on the subject matter. The IPG Lead

Officer submits a Highlight Report, outlining compliance with milestones and deliverables, to the Programme Manager on a monthly basis.

## **Procurement**

Whilst the OC continues to be the contracting authority for goods and services in respect of Safety and Security. The Chief Constable directs and oversees the awarding and operation of Safety and Security contracts by the OC. The mechanisms in this regard are included within a Memorandum of Understanding between the Chief Constable, OC and Scottish Government; which is currently in the latter stages of development and endorsement.

## **Reporting**

Reporting across the Safety and Security Programme is compiled in terms of identified project and programme risks and issues; in addition to identified deliverables and milestones. Appropriate reference is also made to intelligence and threat assessments, and the Commonwealth Games Strategic Safety and Security Risk Assessment (CoSSSRA).

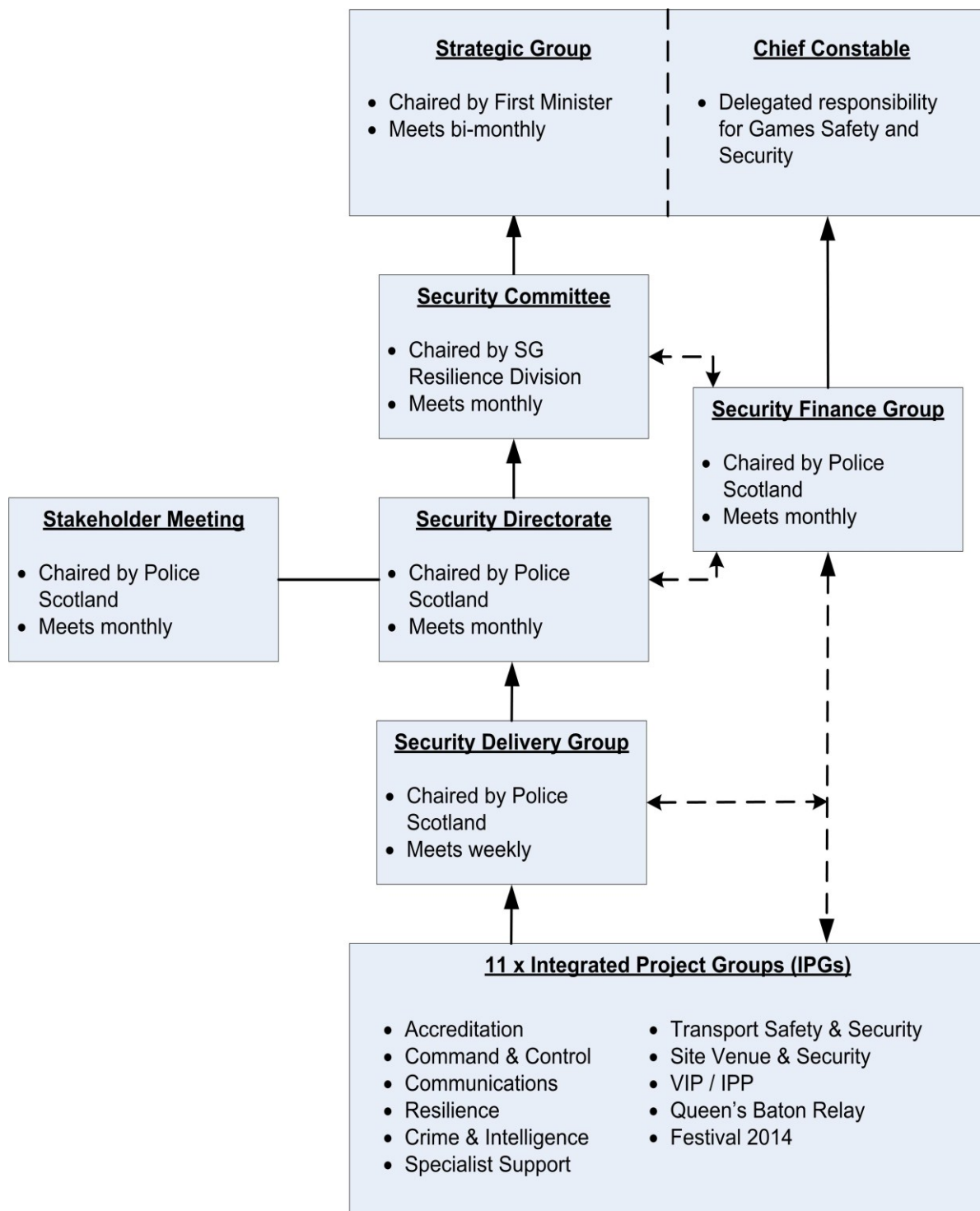
Intelligence and threat assessments are updated on an ongoing basis as required. The CoSSSRA is a joint Cabinet Office and Scottish Government document which is an assessment of the strategic level risks to safety and security that are unique to the hosting of the Games. Its aim is to inform decision making and resource prioritisation. Version 1 was published in March 2013 and Version 2 (expected to be the final version) is currently in the latter stages of endorsement. The document is 'Restricted Covering Secret'.

## **UK Level Engagement**

Police Scotland also maintains regular contact with Her Majesty's Government (HMG) in respect of reserved matters which are a key part of Safety and Security. As well as routine liaison with Home Office and Cabinet Office colleagues, Police Scotland is represented at the following groups:

- Scottish Government/Her Majesty's Government National Security Working Group, Commonwealth Games
- Her Majesty's Government/Scottish Government Forum
- Defence Support Working Group

Any matters from these groups which require further consideration are progressed via the Games governance mechanisms detailed in this paper.



Reports to: —————>

Supports and provides information to: <----->



**SCOTTISH POLICE AUTHORITY**

<b>Meeting</b>	<b>SPA Board Meeting</b>
<b>Date and Time</b>	<b>Wednesday 30 April 2014</b>
<b>Location</b>	<b>Airdrie Town Hall, Stirling Street, Airdrie</b>
<b>Title of Paper</b>	<b>Commonwealth Games 2014</b>
<b>Item Number</b>	<b>20</b>
<b>Presented By</b>	<b>ACC Robertson</b>
<b>For Approval / Information</b>	<b>FOR INFORMATION</b>
<b>Appendix Attached:</b>	<b>NO</b>

**PURPOSE**

To provide Members with information on the implications of local policing and the workaround plans in place during the Commonwealth Games 2014.

**1. BACKGROUND****1.1 Commonwealth Games and Impact on Local Policing**

At the August 2013 SPA Board Meeting Members requested a report be presented back to the Board on the implications of local policing and the workaround plans in place during the Commonwealth Games 2014.

**2. FURTHER DETAIL ON REPORT TOPIC****2.1 Introduction**

A safe, secure and peaceful Glasgow 2014 Commonwealth Games (the Games) will be delivered through a mixed workforce of Police Scotland police officers, Mutual Aid police officers from elsewhere in the UK, military personnel, private safety stewards and private security guards. For obvious operational reasons it is not the intention to disclose the total number or detail of constituent parts of the workforce but it is clear that an operation of this size will place considerable demands upon Police Scotland resources. Thousands of officers and staff will play an active part in the safety and security operation and much activity has been focussed on minimising the impact that this scale of deployment will have on policing services in local communities. This paper outlines some of that work and reports the headline conclusion of a very recent piece of assurance work conducted by HMICS on planning to date.

**2.2 ARCHI Testing**

ARCHI testing (named after Archimedes Principle - a resource planning methodology) was used to deliver the resources needed for the London 2012 Olympics while at the same time ensuring territorial divisions maintained sufficient resources to provide routine core policing. Police Scotland have adopted this model as good practice arising from the Olympics and applied it in the context of Glasgow 2014. The ARCHI process informs police planners of the resources available to them for Games specific purposes. It also informs decision making around budgeting, risk assessment and the resource mix required to deliver the safety and

security element of the Games. It also importantly ensures Police Scotland Local Policing Divisions maintain sufficient resources to provide a continuing high level of service delivery to the communities of Scotland.

Divisions were required to provide an assessment of what resources they require to service a medium demand level (business as usual) during the Games. As part of this process, there was an expectation that Divisions would consider the suspension of, or significant reduction of, non-core functions, to realise as many resources as possible to support the core policing function. It is this assessment that forms the basis of the requirement placed on each Division for Games resources and allows that requirement to be nuanced for the particular circumstances of each Division.

### **2.3 Review**

The Games planning process has been subject to a number of reviews and assurance methods during the past 18 months. These have taken the form of “Peer Reviews” looking at the tactical options, resource levels and deployments being planned. These reviews have been carried out by policing professionals from other parts of the UK and have looked specifically at venue plans, specialist resources and VIP protection arrangements. In all cases these reviews have led to resource savings through more effective deployments. The operational plans have also been subject to a continual process of review alongside the resource plans of the 2014 Organising Committee (OC). This has ensured the optimum mix of workforce between the different organisations supplying staff.

In addition to Peer Reviews there have been two Gateway Reviews, a regular process of reviews by the Commonwealth Games Federation, oversight by Scottish and UK Governments and a review by HMICS.

### **2.4 Maximising Resource Availability**

In order to ensure that the maximum number of officers and staff are available for deployment during the Games a number of measures have been taken. These are designed to reduce the impact on resources available in local communities.

The measures include restrictions on annual leave for police officers and some police staff, working with colleagues in the Crown Office and Scottish Court Service to minimise police appearances at Courts during the period and suspending police training. This includes suspending recruit training so that we can deploy recruits into suitable roles, with appropriate training, thus considerably relieving the burden on local Divisions.

The Games Planning Team has been keen to reflect the underpinning principles and aspirations of the Games and have therefore actively encouraged the deployment of volunteers as part of the operation. This takes two main forms. Firstly the volunteer officers of the Special Constabulary have already committed to perform nearly 2000 tours of duty as part of the operation. This is a huge demonstration of commitment from these colleagues and the Chief Constable is grateful to them. The second group of volunteers that will play a part are the newly formed Police Scotland Young Volunteers, young people who we are hoping to deploy in a number of support roles,

subject to risk assessment and appropriate training having been undertaken. The commitment of all these police family volunteers reduces the requirement for regular staff and therefore helps maintain local services.

## 2.5 HMICS Inspection

The Chief Constable has, this week, received a letter from Derek Penman, HM Inspector of Constabulary for Scotland, that shares his conclusion on a piece of work described as

*“Assurance work to assess and validate the Business as Usual capacity and capability of Police Scotland for non-Games related policing activity throughout the ‘Games Period’.”*

The letter describes the strands that contributed to the review;

- A document review encompassing a wide range of programme assurance materials including government commissioned Gateway Reviews and Peer Reviews of defined aspects of the security arrangements being put in place by Police Scotland;
- Interviews with Police Scotland senior officers and staff including Force Executive members with key Games time responsibilities;
- Observing at Home Office and Scottish Government live-play exercises designed to test the safety and security arrangements for the Games;
- Inspecting Police Scotland resource planning and scheduling arrangements; and
- Reviewing the command, control and communications plans for Games-time decision-making.

The letter relates that as a consequence of the work undertaken, HMICS can now draw, *inter alia*, the following conclusion;

***“That the planning for non-Games related ‘Business as Usual’ has advanced to a stage where there is confidence in the capacity of Police Scotland to ensure that there is no significant detrimental impact to routine policing activity over the period of the Commonwealth Games.”***

It is not the intention of either HMICS or the Chief Constable to share any more detail of the inspection or its findings in advance of the Games, given the operational nature of the work.

## 3. FINANCIAL IMPLICATIONS

3.1 There are no financial implications as a consequence of this update report.

## 4. PERSONNEL IMPLICATIONS

4.1 There are no personnel implications as a consequence of this update report other than those already highlighted within.

**5. LEGAL IMPLICATIONS**

5.1 There are no legal implications as a consequence of this update report.

**6. REPUTATIONAL IMPLICATIONS**

6.1 There are no reputational implications as a consequence of this update report.

**7. SOCIAL IMPLICATIONS**

7.1 There are no social implications as a consequence of this update report.

**8. EQUALITIES IMPLICATIONS**

8.1 There are no equalities implications as a consequence of this update report.

**9. CG2014 IMPLICATIONS**

9.1 As highlighted within this paper.

**RECOMMENDATIONS**

Members are requested to note the content of this report.