



Home Office

National Centre for Policing Excellence

CODE OF PRACTICE

National Intelligence Model

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1 Introduction

1.1 Purpose of the code

1.1.1 The purpose of this code is:

- 1.1.1.1 to set out to chief officers of police the basic principles and minimum common standards for the National Intelligence Model
- 1.1.1.2 to promote compatibility of procedures and of terminology for the National Intelligence Model
- 1.1.1.3 to clarify the responsibilities of chief officers and of police authorities in relation to the application of the National Intelligence Model
- 1.1.1.4 to ensure that observance of these principles, and the standards for implementation, results in a systematic programme of continuous development of police policy, practice and capability
- 1.1.1.5 to identify and promulgate good practice.

1.2 Statutory basis of the code

1.2.1 This code of practice comes into effect on 12 January 2005.

1.2.2 This code of practice is made under:

- 1.2.2.1 section 39 of the Police Act 1996, which permits the Secretary of State to issue codes of practice relating to the discharge by police authorities of any of their functions;
- 1.2.2.2 section 39A of the same Act, as inserted by Section 2 of the Police Reform Act 2002, which permits the Secretary of State to issue codes of practice relating to the discharge of their functions by chief officers for the purpose of promoting the efficiency and effectiveness of police forces in England and Wales;
- 1.2.2.3 sections 28 and 73 of the Police Act 1997, which permits the Secretary of State to issue codes of practice relating to the discharge by the National Criminal Intelligence Service and the National Crime Squad Service Authorities of any of their functions; and
- 1.2.2.4 sections 28A and 73A of the Police Act 1997, as inserted by Schedule 1 of the Police Reform Act 2002, which permits the Secretary of State to issue codes of practice relating to the discharge by the Director General of the National Criminal Intelligence Service and the Director General of the National Crime Squad of any of their functions.

1.2.3 It applies directly to the police forces maintained for the police areas of England and Wales defined in section 1 of the Police Act 1996 (or as defined in any subsequent legislation) and to the National Crime Squad and the National Criminal Intelligence Service .

1.2.4 The code of practice is issued by the Secretary of State in relation to the discharge of the functions of chief officers of police. A chief officer of police shall have regard to this code, as will the members of the police force for whom the chief officer of police is responsible.

- 1.2.5 In the case of the National Crime Squad and the National Criminal Intelligence Service, references in this code to chief officers of police apply to the Directors General of those organisations, and references to forces shall include the National Crime Squad and the National Criminal Intelligence Service.
- 1.2.6 Should the definition of police forces under section 1 of the Police Act 1996 change, and should there be changes to the present constitution of the National Crime Squad or the National Criminal Intelligence Service, the Secretary of State may revise this code to ensure the application of the code to the chief officers of those forces.
- 1.2.7 It is available for adoption by other police forces in England and Wales, and by other jurisdictions within the United Kingdom.

1.3 Diversity issues under this code

- 1.3.1 In the application of the National Intelligence Model issues relevant to all areas of diversity and culture, such as race, religion, gender, disability, sexual orientation, gender identity and age, will be taken into account. This principle applies to equipment and personnel selection procedures and in the application of the business model.

1.4 Procedures covered by this code

- 1.4.1 This code applies to intelligence and information used to direct police activity through a planned and systematic business process.
- 1.4.2 Guidance on the use of covert human intelligence sources and dedicated source units is set out in the ACPO Manual of Standards for the Use of Covert Human Intelligence Sources and is not otherwise dealt with in this code.

1.5 Confidentiality

- 1.5.1 In laying this code of practice before Parliament, the Secretary of State declares that nothing in this code is of a confidential nature.

2 Scope and Status of this Code

2.1 Legal Considerations

- 2.1.1 This code applies within the framework of the domestic law of England and Wales and has been written in accordance with the principles of the Human Rights Act 1998, which incorporates the European Convention on Human Rights.
- 2.1.2 Statutes of direct relevance to the code include:
 - 2.1.2.1 Police and Criminal Evidence Act 1984
 - 2.1.2.2 Criminal Procedure Investigative Act 1996
 - 2.1.2.3 Police Act 1997
 - 2.1.2.4 Crime and Disorder Act 1998
 - 2.1.2.5 Data Protection Act 1998
 - 2.1.2.6 Regulation of Investigatory Powers Act 2000
 - 2.1.2.7 Terrorism Act 2000
 - 2.1.2.8 Anti-Terrorism Crime and Security Act 2001
 - 2.1.2.9 Police Reform Act 2002
- 2.1.3 Nothing in this code alters the existing legal powers or responsibilities of any chief officer of police, or any other police officer.

2.2 Relationship of the code to other guidance

- 2.2.1 The National Intelligence Model Minimum Standards document of April 2003 (and any successor document) sets out the criteria by which the model should be applied. Chief officers will ensure that the arrangements for applying the model within their force comply with that document (and with any successor document as directed by the Association of Chief Police Officers).
- 2.2.2 Chief officers of police will make arrangements under this code for the authorisation, registration, deployment and usage of covert human intelligence sources, taking account of relevant legislation and the operational guidance set out in the ACPO Manual of Standards for the Use of Covert Human Intelligence Sources.
- 2.2.3 The Code of Practice on Management of Police Information (once published) as recommended by the Bichard Inquiry and associated guidance, including the ACPO Manual of Standards on the Recording and Dissemination of Intelligence Material, set out national standards for the management of police information, including intelligence material, its physical security and security of sensitive material. They are the authority on all questions of integrity of intelligence material and must be included as part of the operating protocols of the National Intelligence Model.
- 2.2.4 Other manuals of guidance that are of relevance to the application of the National Intelligence Model are:

- 2.2.4.1 ACPO Manual of Standards for the Deployment of Undercover Officers
 - 2.2.4.2 ACPO Manual of Standards for the Deployment of Test Purchase and Decoy Officers
 - 2.2.4.3 ACPO Manual of Standards on Surveillance
 - 2.2.4.4 ACPO Manual of Professional Standards in Policing
 - 2.2.4.5 ACPO Kidnap Manual of Guidance
 - 2.2.4.6 The Murder Investigation Manual
- 2.2.5 The Home Office has also issued Codes of Practice that should be taken into account along with the above Manuals. Those codes are for:
- 2.2.5.1 Covert Surveillance
 - 2.2.5.2 Interception of Communications
 - 2.2.5.3 Covert Human Intelligence Sources
- 2.2.6 The National Intelligence Model will impact on force policies and it will be necessary for forces to review their policies to ensure standardisation and compatibility. In particular chief officers will ensure that there is a corporate approach to the timing, content and circulation of National Intelligence Model products and that there are established and consistent links between those products and the force planning cycle.
- 2.2.7 The code is not a policy document for forces or intended to prevent or constrain forces from developing new operational tactics.

2.3 Role of H M Inspectorate of Constabulary

- 2.3.1 HM Inspectorate of Constabulary will inspect police forces in England and Wales to ensure compliance with this code and with the Minimum Standards document of April 2003 (and any successor document).

2.4 Role of Police Authorities

- 2.4.1 Police Authorities should ensure that police forces are adequately resourced to deliver the National Intelligence Model.

2.5 Role of National Centre for Policing Excellence

- 2.5.1 The National Centre for Policing Excellence, or any successor body designated by the Secretary of State, has responsibility on behalf of the police forces of England and Wales for the management and development of the intelligence doctrine and, in that respect, will have responsibility in collaboration with the Association of Chief Police Officers (ACPO) and the National Criminal Intelligence Service for the continuing development of the National Intelligence Model.

3 Basic requirements of this Code

3.1 A National Model for Policing

- 3.1.1 The National Intelligence Model is a business process. The intention behind it is to provide focus to operational policing and to achieve a disproportionately greater impact from the resources applied to any problem. It is dependent on a clear framework of analysis of information and intelligence allowing a problem solving approach to law enforcement and crime prevention techniques. The expected outcomes are improved community safety, reduced crime and the control of criminality and disorder leading to greater public reassurance and confidence.
- 3.1.2 At the heart of the business process is the Strategic and Tactical Tasking and Co-ordination Group Meetings. The process is conducted at three levels to correspond with the specified levels of incidents: Level 1 represents local crime capable of being managed by local resources (which may include the most serious crime) and anti-social behaviour; Level 2 represents force, inter-force and regional criminal activity usually requiring additional resources; and Level 3 represents the most serious and organised crime. The purpose of the Strategic Tasking and Co-ordination Group Meetings is to agree a control strategy which establishes the intelligence requirement and sets the agenda for intelligence, prevention and enforcement priorities. The purpose of the Tactical Tasking and Co-ordination Group Meetings is to apply a planned response to the control strategy.
- 3.1.3 The National Intelligence Model is not confined to or restricted for specialist usage. It is relevant to all areas of law enforcement: crime and its investigation, disorder and community safety. Overall, it is a model for operational policing.
- 3.1.4 As such, effective application of the National Intelligence Model should enable police forces to trace the continuum between anti-social behaviour and the most serious crime and then to identify those local issues in most urgent need of attention. The model is compatible with other operational policing methodologies, in particular those which focus on problem solving by using analytical techniques.
- 3.1.5 The National Intelligence Model is a tool that Crime and Disorder Reduction Partnerships should use to develop and deliver the strategic priorities in their three year crime and disorder and misuse of drugs strategies. The National Intelligence Model should also be used to inform the strategic priorities of Drug Action Teams.

3.2 Ownership

- 3.2.1 For the purpose of maintaining standards within each force chief officers will ensure that an officer of at least the rank of assistant chief constable, or equivalent, is appointed to take the lead within the force in relation to policy and practice for the National Intelligence Model.
- 3.2.2 Chief officers of police will ensure that an appropriate officer of ACPO rank will chair Strategic and Tactical Tasking and Co-ordinating Group (TCG) Meetings held at force level, and that there is appropriate ACPO level representation at Strategic and Tactical TCG meetings held on a regional basis.
- 3.2.3 At BCU level the responsibility for delivery of the National Intelligence Model will rest with the local BCU commander. The exercise of that responsibility should include the chairing of the BCU Strategic TCG meeting and overseeing of the Tactical TCG meetings. Chief officers will ensure consistency of operation of the National Intelligence Model within the BCUs for which they are responsible.

3.3 Assets

3.3.1 Assets are those resources available to forces that underpin the business process of the National Intelligence Model. There are four key asset areas.

- 3.3.1.1 Knowledge Assets: the professional knowledge, procedural documents, policies, databases and codes of practice held by forces and by partner agencies that enable the delivery of core business within those organisations.
- 3.3.1.2 Systems Assets: those products that provide for the secure collection, recording, reception, storage, linkage, analysis and use of information,
- 3.3.1.3 Source Assets: information from a wide variety of sources relevant to policing, from community intelligence at neighbourhood level to intelligence on serious and organised crime and terrorism at a national and international level.
- 3.3.1.4 People Assets: the specific functions and posts required to enable the National Intelligence Model to function.

Detailed descriptions of the above assets are set out in the National Intelligence Model Minimum Standards document of April 2003 (and any successor document) and chief officers will ensure that their force arrangements comply with that document (and with any successor document as directed by the Association of Chief Police Officers).

3.4 Briefing

3.4.1 Chief officers will ensure that an appropriately resilient briefing model based on the principles of the National Briefing Model is in place throughout their force to ensure the communication of intelligence that informs and directs operational policing activity at both levels 1 and 2.

3.5 Information Technology

- 3.5.1 A standardised, consistent and secure electronic information management system is essential to the success of the National Intelligence Model. To meet their responsibilities for delivering the National Intelligence Model chief officers and police authorities will be required to adopt a national IT system to support police intelligence in line with recommendations from the Bichard Inquiry.
- 3.5.2 Chief officers should ensure that geographic crime and incident mapping technology is used to aid decision making, problem solving, communication and performance management within the National Intelligence Model business process.

3.6 Consistency and compatibility

- 3.6.1 In order for the National Intelligence Model to function effectively at all levels, chief officers must ensure that there is consistency and compatibility of records and data sets. Forces will have in place the National Crime Recording Standard, and a standardised intelligence recording system as recommended by the Association of Chief Police Officers.
- 3.6.2 To enable the efficient transfer of information forces will ensure that secure data transference capabilities are established with other forces and partner agencies and that the appropriate data sharing protocols are in operation in accordance with the provisions of the Data Protection Act 1998.

3.7 Security

- 3.7.1 The integrity of the National Intelligence Model requires adequate standards of physical, environmental, technical and personnel security. The Government Protective Marking Scheme (GPMS) sets out common standards for the protection of sensitive documents and other material. Its principles also extend to data held on computer and electronic recording systems. The ACPO Manual of Standards for the Recording and Dissemination of Intelligence Material sets out the GPMS in detail and gives guidance on the key features of a secure intelligence environment.
- 3.7.2 The management of security issues in Information Technology is complex and usually requires specialist advice at design, installation and implementation stages. The Government has published a Manual of Protective Security as a guide to this subject.
- 3.7.3 Chief officers will ensure that appropriate security procedures are maintained for the National Intelligence Model.

3.8 Data Protection

- 3.8.1 Chief officers are responsible for the development and implementation of appropriate procedures and systems to ensure that personal information on individuals is held in accordance with the requirements of the Data Protection Act 1998, and any other relevant legislation. The management of information must be in accordance with the Code of Practice on Management of Police Information (once published) as recommended by the Bichard Inquiry. This could include the retention of the information for purposes other than that for which it was collected where retention of that information could be shown to be necessary for policing purposes or is in the wider public interest.

3.9 Health and Safety

- 3.9.1 Chief officers of police should ensure that, in applying the National Intelligence Model within their force, the identification and assessment of any health and safety risks has been conducted and that suitable preventative or remedial action has been taken.

4 Tasking and Co-ordinating Groups

4.1 Strategic Tasking and Co-ordinating Group (TCG)

- 4.1.1 The purpose of a Strategic Tasking and Co-ordinating Group operating at Levels 1, 2 or 3 is to consider the Strategic Assessment in order to set a control strategy and establish an intelligence requirement for the level at which it is operating. The **control strategy** is a document that sets the agenda for intelligence, prevention and enforcement priorities. As well as setting the control strategy for that level the Strategic TCG will ensure it contains relevant links to other levels.
- 4.1.2 Chief officers will ensure that appropriate procedures, compliant with the National Intelligence Model Minimum Standards document of April 2003 (and with any successor document as directed by the Association of Chief Police Officers), are in place for the effective operation of a Strategic TCG. The Strategic TCG will meet to set the **control strategy** and, thereafter, every six months to review and monitor progress, to adjust the control strategy and to maintain links with other levels of activity. In addition, chief officers will have regard to the protocols of the Regional TCG meetings.

4.2 Tactical Tasking and Co-ordinating Group (TCG)

- 4.2.1 The purpose of the Tactical Tasking and Co-ordinating Group is to implement the control strategy through a menu of tactical options and to manage any subsequent priorities that may arise. The Tactical TCG has three main roles:
- 4.2.1.1 to apply the tactical menu to the control strategy;
 - 4.2.1.2 to respond to new problems; and
 - 4.2.1.3 to monitor plans agreed from earlier TCG meetings.
- 4.2.2 The principal document that informs the Tactical Tasking and Co-ordinating Group is the Tactical Assessment.
- 4.2.3 The Tactical TCG will meet as frequently as is necessary in accordance with force policy.
- 4.2.4 Chief officers will ensure that appropriate procedures, compliant with the National Intelligence Model Minimum Standards document of April 2003 (and with any successor document as directed by the Association of Chief Police Officers), are in place for the effective operation of a Tactical TCG and for the management and auditing of tasks and operational activity emanating from the Tasking and Co-ordinating process.

4.3 Reviews

- 4.3.1 Reviews of the National Intelligence Model business process, in particular intelligence analysis and the use of standardised products and operational plans, are essential if the model is to operate efficiently and effectively. Chief officers will ensure such reviews are conducted on a regular basis.
- 4.3.2 Further reviews of operations should be conducted to inform future resource deployments and tactics employed.

5 Intelligence Products

5.1 Strategic Assessments

- 5.1.1 Strategic Assessments must be produced on a biannual basis and should be reviewed every three months to ensure they are current. Chief officers will ensure that they are developed against the national minimum standard template to ensure standardisation of procedures and products between forces in order to enable the setting of regional, force and local priorities.
- 5.1.2 The aim of the Strategic Assessment is to identify the medium to long term issues that are apparent or emerging and to determine resource, funding and communication requirements. In that respect force strategic assessments should be considered in the business planning process and available for consultation between chief officers and police authorities. A further aim is to ensure there are links covering Level 1, 2 and 3 criminal activities between local, regional and national agencies.
- 5.1.3 While BCUs and forces will produce strategic assessments covering Level 1 and Level 2 issues, and in certain police areas the production of a Level 3 strategic assessment, the UK Level 3 threat assessment shall be the responsibility of the National Criminal Intelligence Service.

5.2 Tactical Assessments

- 5.2.1 Chief officers will ensure that Tactical Assessments are produced to inform Tactical Tasking and Co-ordinating Group meetings, specifically with regard to decision making and the allocation of resources.
- 5.2.2 The aim of the Tactical Assessment is to identify the short-term issues which require attention and to monitor progress on current business in line with the control strategy. The areas the Tactical Assessment will cover will include appropriate interventions for intelligence gathering, enforcement and prevention activities; the identification of emerging patterns of crime and incidents; and a performance assessment.

5.3 Target Profiles

- 5.3.1 A target profile is a detailed analysis of an individual or network and should contain sufficient detail to enable a targeted operation or intervention against that person or network. It will also recommend operational intelligence requirements in order to secure the information required to implement a tactical response.

5.4 Problem Profiles

- 5.4.1 The purpose of a problem profile is to provide an assessment of a specific problem or series of problems which may be criminal, which may pose a threat to public safety or may be anti-social in context. The profile will include an analysis of the problem with recommendations for intelligence gathering, enforcement or prevention. Problem profiles are ideally suited for existing problem-oriented policing methodologies.

5.5 Proportionality

- 5.5.1 Chief officers will ensure that where these intelligence products impinge on an individual that the actions comply with the requirements of the Human Rights Act 1998, the Articles contained therein, and that the actions of the police force comply with the principle of 'proportionality'.

6 Training: Standards and Accreditation

6.1 Selection, training and maintaining competence

- 6.1.1 Staff roles within the National Intelligence Model will have competencies required by the post profiled by the Integrated Competency Framework underpinned by National Occupational Standards. The Skills for Justice Organisation will determine those requirements. Chief officers of police will ensure that personnel in those posts are trained to those standards. There should be an annual assessment of personnel against the standards.
- 6.1.2 Where applicable, those attaining the required standards of competence will be entered on the relevant professional register as determined by the Skills for Justice Organisation. They will remain on the register in accordance with any provisions for re-assessment and re-qualification which may be required under the conditions set down for registration.

6.2 Independent accreditation of training

- 6.2.1 The body responsible for the approval and accreditation of training courses and of trainers for these purposes will be the Police Licensing and Accreditation Board or any successor body designated by the Secretary of State.
- 6.2.2 The National Centre for Policing Excellence, or any successor body designated by the Secretary of State, will accredit all training courses for intelligence analysts to a common recognised standard.

7 Monitoring, Evaluation and Promulgation of Good Practice

7.1 Monitoring and Evaluation

- 7.1.1 Chief officers will ensure that there are procedures in place throughout their force to monitor compliance with this code of practice and the National Intelligence Model Minimum Standards document of April 2003 (and with any successor document as directed by the Association of Chief Police officers). Her Majesty's Inspector of Constabulary will inspect and report on those procedures.
- 7.1.2 For that purpose chief officers will ensure that regular reviews of the National Intelligence Model take place within their force, together with an evaluation of its effectiveness and efficiency.

7.2 Promulgation of good practice

- 7.2.1 Notwithstanding that this code and the Minimum Standards are specific, part of the purpose of the code is to encourage continuous development of police practices relating to the National Intelligence Model and to ensure that such developments are made available throughout the police service. Where there is a reason to believe that improvements have been identified in procedures these should be reported to the National Centre for Policing Excellence, or any successor body designated by the Secretary of State.
- 7.2.2 It will be the responsibility of the National Centre for Policing Excellence to ensure that any necessary action is taken as soon as practicable on such reports passed to them.
- 7.2.3 While recognising that police forces will seek to improve the operation of the National Intelligence Model, in order to secure a corporate approach chief officers will ensure that any departures from established practice are only implemented, subject to the agreement of the National Centre for Policing Excellence (or any successor body), and where it can be shown that the change is an innovation that has resulted in an improvement to the operation of the model.
- 7.2.4 It will be the responsibility of the Association of Chief Police Officers and the National Centre for Policing Excellence to ensure that any such changes are not a diversion from the overall aim of achieving national corporacy in the application of the National Intelligence Model.

8 Communication and Information Strategy

8.1 Communication and Information Strategy

- 8.1.1 The Association of Chief Police Officers and the National Centre for Policing Excellence should have in place a procedure by which police forces, other law enforcement agencies and relevant partner agencies may be informed of changes and developments to the National Intelligence Model.
- 8.1.2 Chief officers will have in place a communication and information strategy to support the National Intelligence Model. The purpose of such a strategy is to ensure that all members of a police force, practitioners and specialists, and other agencies with whom there is a partnership agreement are informed of relevant developments in the application of the National Intelligence Model.
- 8.1.3 The strategy should also be applied to assist forces to bring the National Intelligence Model into the mainstream of police activity in seeking to enforce the law and to protect the public.