

Appendix 1

Doncaster MBC, Policy Statement - Regulation of Investigatory Powers Act 2000

Policy Background

The Council and its business operations are often affected by legislation.

The Regulation of Investigatory Powers Act 2000 (R.I.P.A) provide a legal framework for covert surveillance activities by public authorities, including local authorities, and it also provides an independent inspection regime to monitor those activities (Office of the Surveillance Commissioner).

This legislation impacts upon the Council in that it prescribes a legal framework which must be followed by the Council, to ensure that the use of surveillance is subject to an authorisation, review and cancellation procedure.

Practical Implications

Surveillance is a requisite part of the delivery of some of the Council's functions e.g. trading standards and public health officers, in that it is a tool to prevent and detect crime. Surveillance does from time to time also involve the use of covert human intelligence sources (suppliers of information), whose activities are also covered by the Act.

This policy statement endorses the practices prescribed in the R.I.P.A. 2000 Act, and the related Home Office Code of Practice. Through this the Council will ensure that:-

- it will not undertake any activity defined within the Regulation of Investigatory Powers Act 2000 without prior authorisation;
- such authorisation will only be given by trained senior officers who are empowered to grant such consents;
- authorising officers will not permit the use of covert surveillance techniques or covert human intelligence sources unless the authorisation can be shown to be necessary; is to prevent or detect a crime, Directed surveillance by a Local Authority shall only be carried out where necessary for the purpose of preventing or detecting crime, where the criminal offence sought to be prevented or detected is punishable by a maximum term of at least 6 months of imprisonment or are offences involving sale of tobacco and alcohol to underage children
- authorising officers will only authorise covert surveillance where it is believed to be proportionate to what it is seeking to achieve;

- authorising officers will only approve the use of covert surveillance or covert human intelligence sources where they believe that the information being sought cannot be achieved through other means;
- authorising officers will only approve the use of covert surveillance or covert human intelligence sources where they are satisfied that efforts will be made to reduce the impact, of the surveillance or information gathering, on other people who are not the subject of the operation;
- authorising officers will, ensure that authorisation is sought and made in writing, and contains details of; the action to be authorised, the identity (where known) of the subject of the investigation, the grounds for making application for undertaking the use of covert surveillance or information gathering, the information being sought, and the potential intrusion resulting from these actions, into the activities of others.
- All authorisations must be authorised by a Magistrate

Publicising of Policy

This policy will be brought to the attention of all the Council's employees and its Members, and will be made available to the public at the Council's key public access points and on reasonable request.

Complaints relating to this policy may be made through the Council's normal corporate Complaints Procedure or directly to the Investigatory Powers Tribunal.

This Policy & Human Rights

By their nature, covert surveillance and covert intelligence gathering may constitute an interference with a person's right to privacy and may give rise to legal challenge as a potential breach of Article 8 (the right to respect for private and family life) of the European Convention on Human Rights and the Human Rights Act 1998. Compliance with this policy is intended to balance the rights of the individual with those of the public interest. It is for this reason that the Council stresses the importance of the need for due and proper compliance with this policy statement and the requirements of the Regulation of Investigatory Powers Act 2000.

Explanation of Terms in this Policy Statement

The following items are provided by way of assisting in the understanding of this policy.

Covert Surveillance	- includes the monitoring, observing or listening to persons, their movements, their conversations or other activities or communication, in a covert (without their knowledge) manner. It also includes the recording of anything monitored, observed or listened to in the course of surveillance. This includes surveillance by or with the assistance of a surveillance device.
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Covert Human Intelligence Source

-is a person who covertly uses a relationship (personal or other) to obtain information or provide access to any information or another person, or covertly discloses information obtained either by the use of such a relationship or as a consequence of the existence of such a relationship. More simplistically, if person A requests that person B provide, in a covert manner, information on person C, without the knowledge of Person C, then Person B acts as a covert human intelligence source.

Procedures Putting this Policy Into Practice

The Council has established procedures for the delivery of this policy into practice and thereby compliance with the Regulation of Investigatory Powers Act 2000. There is a requirement for all those involved in the undertaking of or authorisation of, actions covered under this policy, to comply with those procedures.

External Inspection

It is anticipated that the Council will be subject to inspection by the Office of Surveillance Commissioners from time to time in order to assess compliance with the Act and guidance issued by the Home Office.

Doncaster MBC

Procedures for Authorisation of Directed Covert Surveillance Or Use of A Covert Human Intelligence Source (CHIS)

(In Response to Regulation of Investigatory Powers Act 2000)

1. Background

- 1.1 The use of surveillance to provide information is a valuable resource for the protection of the public and the maintenance of law and order. In order that local authorities and law enforcement agencies are able to discharge their responsibilities, use is made of surveillance and surveillance devices.
- 1.2 Where this surveillance is **planned** i.e. *is pre-meditated, and is covert, i.e. the subject of the surveillance is unaware that it is taking place*, then it must be authorised to ensure that it is lawful in accordance with the requirements of the Regulation of Investigatory Powers Act 2000 (RIPA).
- 1.3 C.C.T.V. systems in the main will not be subject to this procedure as they are 'overt' forms of surveillance. However, where C.C.T.V. is used as part of a pre-planned operation of surveillance then authorisation should be obtained.
- 1.4 From October 2000 planned covert surveillance became the subject of a legal framework to ensure that the use of surveillance is subject to senior officer authorisation, review and cancellation and there is a procedure to support this.
- 1.5 In terms of monitoring e-mails and internet usage, it is important to recognise the important interplay and overlaps with DMBC's e-mail and internet policies and guidance the Telecommunications (Lawful Business Practice) (Interception of Communications) Regulations 2000, the Data Protection Act 1987 and its Code of Practice. RIPA forms should be used where **relevant** and they will be only **relevant** where the **criteria** listed on the Forms are fully met.

- 1.6 If you are in any doubt on RIPA, this document or the related legislative provisions, please consult the Assistant Director Legal and Democratic Services (or delegated officer), at the earliest possible opportunity.
- 1.7 At present authorising officers who can authorise surveillance are available in the following departments:

Legal
Revenue and Benefits
Trading Standards
Environmental Protection

2. Objective of This Procedure

- 2.1 The objective of this procedure is to ensure that all work involving directed surveillance by D.M.B.C. employees is carried out effectively, while remaining in accordance with the law and in particular does not breach the Human Rights Act 1998.
- 2.2 This procedure should be read in conjunction with the Regulation of Investigatory Powers Act 2000 and the latest version of the Codes of Practice relating to the Use of Covert Human Intelligence Sources and Directed Surveillance, which is obtainable on the intranet website under 'Legal Services' or via the Assistant Director Legal and Democratic Services. **The Codes of Practice should be available to and read by all involved in completing applications and authorising RIPA-governed surveillance and information gathering. This is the most important document in the whole RIPA-related process. In addition the Office of Surveillance Commissioners Procedures and Guidance is a useful document, available on the intranet.**

3. Definitions

- 3.1 'Surveillance' includes
- monitoring, observing, listening to persons, watching or following their movements, listening to their conversations and other such activities or communications.
 - recording anything mentioned above in the course of authorised surveillance.
 - surveillance, by or with, the assistance of appropriate surveillance device(s).

Surveillance can be overt or covert.

3.2 **Overt Surveillance**

Most of the surveillance carried out by the DMBC will be done overtly - there will be nothing secretive, clandestine or hidden about it. In many cases, Officers will be behaving in the same way as a normal member of the public (e.g. in the case of most test purchases), and/or will be going about Council business openly (e.g. a market inspector walking through markets).

Similarly, surveillance will be overt if the subject has been told it will happen (e.g. where an alleged noise nuisance is warned (preferably in writing) that noise will be recorded if the noise continues, or where an entertainment licence is issued subject to conditions, and the licensee is told that officers may visit without notice or identifying themselves to the owner/proprietor to check that the conditions are being met).

3.3 **Covert Surveillance**

Covert Surveillance is carried out in a manner calculated to ensure that the person subject to the surveillance is unaware of it taking place. (Section 26(9)(a) of RIPA).

RIPA regulates two types of covert surveillance. Directed Surveillance and Intrusive Surveillance and the use of Covert Human Intelligence Sources (CHIS).

3.4 **Directed Surveillance**

Directed Surveillance is surveillance which:-

- is covert; and
- is not intrusive surveillance (see definition below - DMBC must not carry out any intrusive surveillance);
- is not carried out in an immediate response to events which would otherwise make seeking authorisation under the Act unreasonable, e.g. spotting something suspicious and continuing to observe it; and
- it is undertaken for the purpose of a specific investigation or operation in a manner likely to obtain private information about an individual (whether or not that person is specifically targeted for purposes of an investigation). (Section 26(1) of RIPA).

Private Information in relation to a person includes any information relating to his private and family life, his home and his correspondence. The fact that covert surveillance occurs in a public place or on business premises does not mean that it cannot result in

the obtaining of private information about a person. Prolonged surveillance targeted on a single person will undoubtedly result in the obtaining of private information about him/her and others that she/he comes into contact, or associates, with.

Similarly, although overt town centre CCTV cameras do not normally require authorisation, if the camera is tasked for a specific purpose, which involves prolonged surveillance on a particular person, authorisation will be required. The way a person runs his/her business may also reveal information about his or her private life and the private lives of others.

For the avoidance of doubt, only those Officers designated and certified to be 'Authorised Officers' for the purpose of RIPA can authorise 'Directed Surveillance' IF, AND ONLY IF, the RIPA authorisation procedures detailed in this Document, are followed. If an Authorised Officer has not been 'certified' for the purposes of RIPA, she/he can NOT carry out or approve/reject any action set out in this Procedures Document.

The surveillance of an employee relating to a disciplinary matter where the Council is looking to enforce its employment contract does not usually fall within RIPA (C v The Police and the Secretary of State for the Home Department (14th November 2006, No: IPT/03/32/H). However any surveillance must ensure that it does not breach an individuals article 8 rights and be proportionate and necessary. The Information Commissioner's officer has issued Employment Practice Codes (Part 3) which covers this area.

3.5 Intrusive Surveillance

This is surveillance which:-

- is covert;
- relates to residential premises and private vehicles; and
- involves the presence of a person in the premises or in the vehicle or is carried out by a surveillance device in the premises/vehicle. Surveillance equipment mounted outside the premises will not be intrusive, unless the device consistently provides information of the same quality and detail as might be expected if they were in the premises/vehicle.

This form of surveillance can be carried out only by police and other law enforcement agencies. Council Officers must not carry out intrusive surveillance.

- 3.6. Authorising officer is the person who is entitled to give an authorisation for directed surveillance in accordance with the Regulation of Investigatory Powers Act 2000.
- 3.7 Private information includes information about a person relating to his private or family life.
- 3.8 Residential premises means any premises occupied or used, however temporarily, for residential purposes or otherwise as living accommodation.
- 3.9 Private vehicle means any vehicle that is used primarily for the private purpose of the person who owns it or of a person otherwise having the right to use it. (This does not include a person whose right to use a vehicle derives only from his having paid, or undertaken to pay, for the use of the vehicle and its driver for a particular journey.) A vehicle includes any vessel or aircraft. (For information vehicle tracking is overt)
- 3.10 CHIS (Covert Human Intelligence Source) is where the Council use someone to establish or maintain a personal or other relationship for the covert purpose of obtaining or passing on information.

4. Scope of the Procedure

- 4.1 This procedure applies in all cases where 'directed surveillance' or 'chis' is being planned or carried out. Directed surveillance is defined in the Code of Practice as surveillance undertaken "for the purposes of a specific investigation or operation" and "in such a manner as is likely to result in the obtaining of private information about a person".
- 4.2 The procedure does not apply to:
- ad-hoc covert observations that do not involve the systematic surveillance of specific person(s);
 - observations that are not carried out covertly; or
 - unplanned observations made as an immediate response to events.

Examples of different types of Surveillance

Type of Surveillance	Examples
<u>Overt</u>	<ul style="list-style-type: none"> - Police Officer or Parks Warden on patrol - Signposted Town Centre CCTV cameras (in normal use) - Recording noise coming from outside the premises after the occupier has been warned that this will occur if the noise persists. - Most test purchases (where the officer behaves no differently from a normal member of the public.
<u>Covert</u> but not requiring prior authorisation	<ul style="list-style-type: none"> - CCTV cameras providing general traffic, crime or public safety information.
<u>Directed</u> must be RIPA authorised.	<ul style="list-style-type: none"> - Officers follow an individual or individuals over a period, to establish whether he/she is working when claiming benefit.
<u>Intrusive - DMBC cannot do this!</u>	<ul style="list-style-type: none"> - Planting a listening or other device (bug) in the home or in the private vehicle of a surveillance target.

5. What RIPA does and does not do.

5.1 RIPA does:

- require prior authorisation of directed surveillance.
- prohibit the Council from carrying out intrusive surveillance.
- require prior authorisation of the conduct and use of a CHIS.
- requires safeguards for the conduct and use of a CHIS.

5.2 RIPA does not:

- make unlawful conduct which is otherwise lawful.
- prejudice or dis-apply any existing powers available to the DMBC to obtain information by any means not involving conduct that may be authorised under this Act. For example, it does not affect the DMBC's current powers to obtain information via the DVLA or to get information from the Land Registry as to the ownership of a property.

5.3 If an Authorised Officer or any Applicant is in any doubt, he/she should ask the Head of Legal Services BEFORE any directed surveillance and/or CHIS is authorised, renewed, cancelled or rejected.

6. Principles of Surveillance

6.1 In planning and carrying out covert surveillance, D.M.B.C. employees must adhere to the following principles.

6.2 Lawful Purposes

Directed surveillance by a Local Authority shall only be carried out where necessary **for the purpose of preventing or detecting crime, where the criminal offence sought to be prevented or detected is punishable by a maximum term of at least 6 months of imprisonment or are offences involving sale of tobacco and alcohol to underage children**

Prior to 2004 Local Authorities did have other grounds for authorising surveillance but these have now been removed (The Regulation of Investigatory Powers (Directed Surveillance and Covert Human Intelligence Sources) Order 2003.) Prior to 1st November 2012 offences carrying less than 6 months imprisonment were able to be subject to covert surveillance but this has been restricted by the Regulation of Investigatory Powers (Directed Surveillance and Covert Human Intelligence Sources) (Amendment) Order 2012.

6.3 Confidential Material

Applications where a significant risk of acquiring confidential material has been identified shall always require the approval of the Chief Executive or their deputy

6.4 For this purpose 'Confidential Material' consists of: -

- matters subject to legal privilege (for example between professional legal advisor and client);

- confidential personal information (for example relating to a person's physical or mental health); or
- confidential journalistic material.

INTRUSIVE SURVEILLANCE

- 6.5 Local authorities are not allowed to undertake intrusive surveillance.
- 6.6 Surveillance becomes intrusive if the covert surveillance is carried out in relation to anything taking place on any residential premises or in any private vehicle AND involves the presence of the person undertaking the surveillance on the premises or in the vehicle of the subject of the surveillance or is carried out by means of a surveillance device which consistently provides information of the same quality and detail as might be expected to be obtained from a device actually present on the premises or in the vehicle.

DIRECTED SURVEILLANCE

7. The Authorisation Process for Directed Surveillance

- 7.1 Directed Surveillance can only be lawfully carried out if properly authorised and in strict accordance with the terms of the authorisation. The form must be signed by an authorising officer and then the approval of a Magistrate sought.

7.2 Authorised Officers and Magistrates Approval

A central list of authorised officers will be retained by the Head of Legal Services. This should be kept up-to-date using the notification procedure. All authorising officers should have received adequate training on RIPA.

- 7.3 Authorising officers within the meaning of this procedure should avoid authorising their own activities. If this occurs it must be recorded on the pro forma sent with the Authorisation to Head of Legal Services on Directed Surveillance.

- 7.4 Once the form is signed by an authorising officer the Magistrates Court should be contacted to arrange for the application to be seen by a Magistrate.

7.5 Application Forms

All applications for directed surveillance authorisations will be made on official designated stationery, which accords with the Code of Practice available on the intranet. The applicant in all cases should complete this.

Duration

- 7.6 The Authorisation must be renewed in the time stated and cancelled once it is no longer needed. The authorisation to conduct the surveillance lasts for a maximum of 3 months for Directed Surveillance.
- 7.7 At the end of 3 months, if the need for the information continues and this is deemed to be the only way that it can be obtained, the original authorisation can be renewed. This too is a prescribed process under the RIPA Code of Practice
- 7.8 All applications for the renewal of directed surveillance must be made on the renewal form. The applicant in all cases should complete this where the surveillance requires to continue beyond the previously authorised period (including previous renewals).
- 7.9 Where authorisation ceases to be either necessary or appropriate, the authorising officer **must** cancel an authorisation, using the cancellation form.
- 7.10 All authorisations must be reviewed at least every 4 weeks, using the renewal form from the date of authorisation, which must be attached to the original authorisation.
- 7.11 The respective forms, Code of Practice and supplementary material is available on the Council Intranet, or are obtainable from Legal Services.
- 7.12 Services wishing to adopt a more devolved authorisation process may do so only on the explicit approval of a written policy by the Council; all authorisations must remain within the scope of the Code of Practice on who is allowed to authorise.

8. Authorisation Criteria for Directed Surveillance

- 8.1 Prior to granting an authorisation for the use of surveillance, the authorising officer must be satisfied that:-
- the authorisation is for a prescribed **lawful purpose (i.e. the prevention or detection of crime) where the criminal offence sought to be prevented or detected is punishable by a maximum term of at least 6 months of imprisonment or are offences involving sale of tobacco and alcohol to underage children;**
 - the purpose of the surveillance is clearly defined and stated.

- the actual offences (i.e. the section and name of the Legislation) that any evidence obtained will be used for, are listed.
- account has been taken of the likely degree of intrusion into the privacy of persons other than those directly implicated in the operation or investigation (called 'collateral intrusion'). Measures must be taken, wherever practicable, to avoid unnecessary intrusion into the lives of those affected by collateral intrusion. These measures and extent of possible intrusion should be recorded on the form;
- the authorisation is necessary;
- the authorised surveillance action is proportionate to the information being sought;
- any equipment to be used is specified;
- the information required cannot be obtained by alternative methods.

8.2 **Necessity**

Surveillance operations shall only be undertaken where there is no reasonable and effective alternative way of achieving the desired objective(s) for the purpose of preventing and detecting crime preventing disorder and the use of directed surveillance is the most reasonable means of obtaining the evidence or intelligence to support a prosecution.

8.3 **Effectiveness**

Surveillance operations shall be undertaken only by suitably trained or experienced employees, or under their direct supervision.

8.4 **Proportionality**

If the activities are necessary, the person granting the authorisation must believe that they are proportionate to what is sought to be achieved by carrying them out. This involves balancing the intrusiveness of the activity on the target and others who might be affected by it against the need for the activity in operational terms. The activity will not be proportionate if it is excessive in the circumstances of the case or if the information which is sought could reasonably be obtained by other less intrusive means. All such activity should be carefully managed to meet the objective in question and must not be arbitrary or unfair. A useful summary on proportionality is:

1. Is use of covert surveillance proportionate to the crime being investigated?

2. Is the surveillance aim proportionate to the degree of anticipated intrusion on the target or others?
3. Is it the only option? Have overt means been considered and discounted?

8.5 Authorisation

All directed surveillance shall be authorised, in writing, in accordance with this procedure. If an authorisation is refused, this should still be sent through to legal as the central record should contain refusals as well as authorised surveillance.

8.6 Urgent Authorisations for Directed Surveillance

Due to the Magistrates approval process a Local Authority cannot now have urgent oral authorisations. In circumstances which the Applicant may consider there is some urgency they should first consider whether the immediate response provisions of section 26(2)(c) of RIPA apply. Alternatively it may be appropriate to contact the Police as they retain this power.

8.7 Duration for Directed Surveillance

The Authorisation must be reviewed in the time stated and cancelled once it is no longer needed. The 'authorisation' to carry out/conduct the surveillance lasts for a maximum of 3 months (from authorisation) for Directed Surveillance. However, whether the surveillance is carried out/conducted or not, in the relevant period, does not mean the 'authorisation' is 'spent'. In other words, the forms and their related authorisations do not expire. The forms have to be reviewed and/or cancelled (once they are no longer required)!

- 8.8 Authorisations can be renewed in writing when the maximum period has expired. The Authorising Officer must consider the matter afresh, including taking into account the benefits of the surveillance to date, and any collateral intrusion that has occurred. The renewal must also be authorised by the Magistrates before being acted upon.

- 8.9 The renewal will begin on the day when the authorisation would have expired.

9. Time Periods for Authorisations for Directed Surveillance

Written authorisations for directed surveillance expire 3 months beginning on the day from which they took effect.

10. Time Periods for Renewals for Directed Surveillance

- 10.1 If at any time before an authorisation would expire the authorising officer considers it necessary for the authorisation to continue for the purpose for which it was given, it may be renewed in writing for a further period of 3 months beginning with the day on which the original or previous authorisation ceases to have effect. Applications for renewals should only be made shortly before the authorisation is due to expire. The renewals must be authorised by the Magistrates court.
- 10.2 Any person entitled to authorise applications may renew authorisations. They may be renewed more than once, provided they continue to meet the criteria for authorisation.

11. Review of Ongoing Authorisations for Directed Surveillance

- 11.1 The Authorising Officer must review all authorisations at intervals of not more than 4 weeks. Details of the review and the decision reached shall be documented on the original application and recorded using the review form.

12. Cancellation of Directed Surveillance Authorisation

- 12.1 The Authorising Officer must cancel an authorisation if he/she is satisfied that the directed surveillance no longer satisfies the criteria for authorisation, or at the point where all information sought has been obtained.
- 12.2 There is nothing in the 2000 Act which prevents material obtained from properly authorised surveillance from being used in other investigations. Each public authority must ensure that arrangements are in place for the handling, storage and destruction of material obtained through the use of covert surveillance. Authorising officers must ensure compliance with the appropriate data protection requirements and any relevant codes of practice produced by individual authorities relating to the handling and storage of material.

13. Directed Surveillance Unique Reference Number

Each form must have a Unique Reference Number. This is allocated by Legal Services. The Authorising Officer /Applicant should phone/email Legal Service as soon as possible for this number. Any surveillance refused by the authorising officer should also have a URN and be provided to Legal. If an amended request for authorisation is made for the same matter, the same URN can be used so that the matter can be tracked.

CHIS

14. Use of a Covert Human Intelligence Source – CHIS

Due to the responsibilities of using a CHIS, the Applicant must first seek legal advice from Legal Services (Senior Responsible officer or RIPA Coordinating officer) before applying for the authorisation of a CHIS.

14.1 Who is a CHIS?

Someone who establishes or maintains a personal or other relationship for the covert purpose of helping the covert use of the relationship to obtain information.

14.2 Using a CHIS should not be undertaken lightly as the Authority will have an on-going duty of care to that person due to the situation they have been placed in. It is therefore essential that before a CHIS is used a risk assessment takes place.

14.3 RIPA does not apply in circumstances where members of the public volunteer information to the DMBC as part of their normal civic duties, or to contact numbers set up to receive information. However this has to be managed carefully as the Authority asking for further information or encouraging the informant to report back again is likely to lead to them becoming a surveillance agent or a CHIS.

14.4 What must be authorised?

The Conduct or Use of a CHIS require prior authorisation.

- **Conduct** of a CHIS = Establishing or maintaining a personal or other relationship with a person for the covert purpose of (or is incidental to) obtaining and passing on information.
- **Use** of a CHIS = Any action inducing, asking or assisting a person to act as a CHIS and the decision to use a CHIS in the first place.

14.5 The Council can use CHIS's IF, AND ONLY IF, RIPA procedures, detailed in this document, are followed. Legal advice must be sought before a CHIS is used.

14.6 **Juvenile Sources** Special safeguards apply to the use or conduct of juvenile sources (i.e. under 18 years olds). On no occasion can a child under 16 years of age be authorised to give information against his or her parents. Only the Chief Executive or Deputy are duly authorised by the DMBC to use Juvenile Sources, as there are other onerous requirements for such matters.

14.7 **Vulnerable Individuals**

A Vulnerable Individual is a person who is or may be in need of community care services by reason of mental or other disability, age or illness and who is or may be unable to take care of himself or herself, or unable to protect himself or herself against significant harm or exploitation. A Vulnerable Individual will only be authorised to act as a covert human intelligence source in the most exceptional of circumstances. Only the Chief Executive or Deputy, are allowed by the DMBC to authorise the use of Vulnerable Individuals as a covert human intelligence source, as there are other onerous requirements for such matters.

14.9 **Test Purchases**

Carrying out test purchases will not (as highlighted above) require the purchaser to establish a relationship with the supplier with the covert purpose of obtaining information, and therefore, the test purchaser will not normally be a CHIS. For example, authorisation would not normally be required for test purchases carried out in the ordinary course of business (e.g. walking into a shop and purchasing a product over the counter).

14.10 By contrast, developing a relationship with a person in the shop, to obtain information about the seller's suppliers of an illegal product (e.g. illegally imported products) will require authorisation as a CHIS. Similarly, using mobile hidden recording devices or CCTV cameras to record what is going on in the shop will require authorisation as directed surveillance. A combined authorisation can be given for a CHIS and also directed surveillance.

14.11 **Anti-social behaviour activities (e.g. noise)**

Persons who complain about anti-social behaviour, and are asked to keep a diary, will not normally be a CHIS, as they are not required to establish or maintain a relationship for a covert purpose. Recording the level of noise (e.g. the decibel level) will not normally capture private information and, therefore, does not require authorisation.

14.12 Recording sound (with A DAT recorder) on private premises could constitute intrusive surveillance, unless it is done overtly. For example, it will be possible to record sound if the noise maker has been warned that this will occur. Placing a stationary or mobile video camera outside a building to record anti-social behaviour on residential estates will require prior authorisation.

15. The Authorisation Process for CHIS

15.1 The use of CHIS can only be lawfully carried out if properly authorised and in strict accordance with the terms of the authorisation.

15.2 **Authorised Officers and Magistrates Approval**

Forms can only be signed by trained Authorising officers. . A central list of authorised officers will be retained by the Head of Legal Services. This should be kept up-to-date using the notification procedure. All authorising officers should have received adequate training on RIPA.

15.3 Authorising officers within the meaning of this procedure should avoid authorising their own activities. Any CHIS should not be authorising their own activities.

15.4 Authorisations must be in writing. Once the form has been signed Legal services should be consulted to ensure the correct processes have been completed. Once legal advice has been received, the Magistrates court should be contacted to arrange for a Magistrate to approve the surveillance.

15.5 **CHIS Application Forms**

All applications for CHIS authorisations will be made on official designated stationery, which accords with the Code of. The applicant in all cases should complete this.

15.6 **Duration**

The Authorisation must be renewed in the time stated and cancelled once it is no longer needed. The authorisation to conduct the surveillance lasts for a maximum of 12 months for CHIS.

15.7 At the end of 12 months, if the need for the information continues and this is deemed to be the only way that it can be obtained, the original authorisation can be renewed and this will need to be placed before a Magistrate before it is effective. This too is a prescribed process under the RIPA Code of Practice

15.8 Where authorisation ceases to be either necessary or appropriate, the authorising officer **must** cancel an authorisation,

15.9 All authorisations must be reviewed (at least every 4 weeks) from the date of authorisation, which must be attached to the original authorisation.

15.10 The respective forms, Code of Practice and supplementary material is available on the Council Intranet, or are obtainable from Legal Services.

15.11 Services wishing to adopt a more devolved authorisation process may do so only on the explicit approval of a written policy by the Council; all authorisations must remain within the scope of the Code of Practice on who is allowed to authorise.

15.12 All applications for CHIS should accord with the CHIS Code of Practice. The necessary forms are the Application, Review, Renewal And Cancellation

16. Authorisation Criteria

16.1 Prior to granting an authorisation for CHIS, the authorising officer must be satisfied that:-

- the authorisation is for a prescribed lawful purpose (i.e. the prevention or detection of crime or the prevention of disorder);
- the purpose of the use of a CHIS is clearly defined and stated.
- account has been taken of the likely degree of intrusion into the privacy of persons other than those directly implicated in the operation or investigation (called 'collateral intrusion'). Measures must be taken, wherever practicable, to avoid unnecessary intrusion into the lives of those affected by collateral intrusion. These measures and extent of possible intrusion should be recorded on the form;
- the authorisation is necessary;
- the authorised surveillance action is proportionate to the information being sought;
- any equipment to be used is specified;
- the information required cannot be obtained by alternative methods.
- A risk assessment has been completed.

16.2 Necessity for CHIS

Surveillance operations shall only be undertaken where there is no reasonable and effective alternative way of achieving the desired objective(s).

16.3 Effectiveness of CHIS

Surveillance operations shall be undertaken only by suitably trained or experienced employees, or under their direct supervision.

16.4 Proportionality for CHIS

The use of surveillance shall not be excessive, i.e. it shall be in proportion to the significance of the matter being investigated. A useful test is:

1. Is use of covert surveillance proportionate to the mischief being investigated?
2. Is the surveillance aim proportionate to the degree of anticipated intrusion on the target or others?
3. Is it the only option? Have overt means been considered and discounted?

16.5 Authorisation for CHIS

All CHIS shall be authorised, in writing, in accordance with this procedure.

When authorising the conduct or use of a CHIS, the Authorised Officer must also:-

- (a) be satisfied that the conduct and/or use of the CHIS is proportionate to what is sought to be achieved;
- (b) be satisfied that appropriate arrangements are in place for the management and oversight of the CHIS and this must address health and safety issues through a risk assessment;
- (c) consider the likely degree of intrusion of all those potentially affected;
- (d) consider any adverse impact on community confidence that may result from the use or conduct or the information obtained;

(e) ensure records contain particulars and are not available except on a need to know basis; and

(f) ensure that there is an appointment of a controller, handler and record keeper in each case. The person referred to in section 29(5)(a) of the 2000 Act (the “handler”) will have day to day responsibility for:

- dealing with the CHIS on behalf of the authority concerned;
- directing the day to day activities of the CHIS;
- recording the information supplied by the CHIS; and
- monitoring the CHIS’s security and welfare.

The handler of a CHIS will usually be of a rank or position below that of the authorising officer. . The person referred to in section 29(5)(b) of the 2000 Act (the “controller”) will normally be responsible for the management and supervision of the “handler” and general oversight of the use of the CHIS.

16.6 CHIS Urgent Authorisations

Due to the changes requiring Magistrates approval, Local Authorities can no longer make urgent oral authorisation. In circumstances which the Applicant may consider there is some urgency they should first consider whether the immediate response provisions of RIPA apply under S26(2)(c) of the RIPA regulations (unlikely with a CHIS). Alternatively it may be appropriate to contact the Police as they retain this power.

16.7 CHIS Duration

The Authorisation must be reviewed in the time stated and cancelled once it is no longer needed. The ‘authorisation’ to carry out/conduct the surveillance lasts for a maximum of 12 months (from authorisation) for a CHIS. However, whether the surveillance is carried out/conducted or not, in the relevant period, does not mean the ‘authorisation’ is ‘spent’. In other words, the Forms and their related authorisations) do not expire! The forms have to be reviewed and/or cancelled (once they are no longer required)!

16.8 Authorisations can be renewed in writing when the maximum period has expired. The Authorising Officer must consider the matter afresh, including taking into account the benefits of the surveillance to date, and any collateral intrusion that has occurred. The Renewals will only be effective once authorised by the Magistrate.

16.9 The renewal will begin on the day when the authorisation would have expired.

17. CHIS Time Periods for Authorisations

17.1 Written authorisations for CHIS expire 12 months beginning on the day from which they took effect

18. CHIS Time Periods for Renewals

18.1 If at any time before an authorisation would expire the authorising officer considers it necessary for the authorisation to continue for the purpose for which it was given, it may be renewed in writing for a further period of 12 months beginning with the day on which the original or previous authorisation ceases to have effect. Applications for renewals should only be made shortly before the authorisation is due to expire. Magistrates approval is necessary before it will be effective.

18.2 Any person entitled to authorise applications may apply to renew authorisations. They may be renewed more than once, provided they continue to meet the criteria for authorisation. All renewals require Magistrates approval.

19. Review of Ongoing Authorisations of CHIS

The Authorising Officer must review all authorisations at intervals of not more than 4 weeks. Details of the review and the decision reached shall be documented on the original application and recorded using the review form.

20. Cancellation of Authorisation of CHIS

The Authorising Officer must cancel an authorisation if he/she is satisfied that the directed surveillance no longer satisfies the criteria for authorisation, or at the point where all information sought has been obtained.

21. CHIS Unique Reference Number

Each form must have a Unique Reference Number. This is allocated by Legal Services. The Authorising Officer /Applicant should phone/email Legal Service as soon as possible for this number.

22. Monitoring

- 22.1 Each Service must maintain a record of all applications for authorisation (including refusals), renewals, reviews and cancellations. This record must be used to ensure authorisations are subsequently reviewed, renewed or cancelled.
- 22.2 At least annually the Council's arrangements will be reviewed and a report submitted to the Audit Committee. Update reports shall be delivered to the Committee approximately quarterly.

23. Training and Training Records

- 23.1 Directors shall arrange for all officers involved in the use of RIPA other than occasionally to receive appropriate training. Authorising officers must receive training on RIPA and Council procedures.
- 23.2 The Directors shall ensure appropriate records of such training is retained so it may be produced at a RIPA Surveillance Commissioner inspection.

24. Working With/Through Other Agencies

- 24.1 When some other agency has been instructed on behalf of the DMBC to undertake any action under RIPA, this Document and the Forms in it must be used (as per normal procedure) and the agency advised or kept informed, as necessary, of the various requirements. They must be made aware explicitly what they are authorised to do.
- 24.2 When some other agency (e.g. Police, Customs & Excise, Inland Revenue, etc.):-
- (a) wish to use the DMBC's resources (e.g. CCTV surveillance systems), that agency must use its own RIPA procedures and, before any Officer agrees to allow the DMBC's resources to be used for the other agency's purposes, he/she must obtain a copy of that agency's RIPA form for the record (a copy of which must be passed to the Head of Legal Services for the Central Register) and/or relevant extracts from the same which are sufficient for the purposes of protecting the DMBC and the use of its resources;
 - (b) wish to use the DMBC's premises for their own RIPA action, the Officer should, normally, co-operate with the same, unless there are security or other good operational or managerial reasons as to why the DMBC's premises should not be used for the agency's activities. Suitable insurance or other appropriate indemnities may be sought, if necessary, from the other agency for the DMBC's co-operation in the agent's RIPA operation. In such cases, however, the DMBC's own RIPA forms should not be used as the DMBC is only 'assisting' not being 'involved' in the RIPA activity of the external agency.

- 24.3 In terms of 24.2(a), if the Police or other Agency wish to use DMBC resources for general surveillance, as opposed to specific RIPA operations, an appropriate letter requesting the proposed use, extent of remit, duration, who will be undertaking the general surveillance and the purpose of it must be obtained from the Police or other Agency before any DMBC resources are made available for the proposed use.
- 24.4 If in doubt, please consult with the Head of Legal Services at the earliest opportunity.

25. Security and Retention of Documents

Documents created under this procedure are highly confidential and shall be treated as such. Services shall make proper arrangements for their retention, security and destruction, in accordance with the requirements of the Data Protection Act 1998 and the Codes of Practice.

26. Internal Overview, Equipment and Records Management

- 26.1 **Senior Responsible Officer** The Senior Responsible Officer (SRO) is the Assistant Director – Legal and Democratic Services. Their role is to have responsibility for RIPA in the Authority and to fulfil the recommendation for the SRO in the Code of Practise’s for Directed Surveillance and CHIS, including that all Authorising Officer are of the appropriate standard and ensuring that an concerns highlighted by an inspection report from the Office of the Surveillance Commissioners are addressed. The Codes require the SRO to be member of the Corporate Leadership team which the Assistant Director regularly attends.
- 26.2 **RIPA Coordinating Officer** In addition a Principal Legal Officer for the Authority undertakes the role of the RIPA Coordinating Officer whose role includes:
- a) Ensuring maintenance of the of the Central record of Authorisations and collating the original applications/authorisation, reviews, renewals and cancellations
 - b) Oversight of submitted RIPA documentation
 - c) Organising a RIPA training programme
 - d) Raising RIPA awareness with in the Council.
 - e) Ensuring URN is correctly given.

Due to the oversight role the Coordinating Officer cannot be an Authorising Officer.

26.3 Councillor Overview Role

The Codes also require:

- a) Councillors should review the authority's use of RIPA and set the policy at least once a year;
- b) Councillors should also consider internal reports on use of RIPA on at least a quarterly basis to ensure that it is being used consistently with the council's policy and that the policy remains fit for purpose. They should not, however, be involved in making decisions on specific authorisations.

26.4 Head of Paid Service

The Code also requires that the authorisation levels when knowledge of confidential information is likely to be acquired or when a vulnerable individual or juvenile is to be used as a CHIS source is the Head of Paid Service or (in their absence) the person acting as the Head of Paid Service. Doncaster Council's Constitution specifically states that the Assistant Director – Legal and Democratic Services is to act in this role in the Head of Paid Service's absence.

26.5 Records

The DMBC must keep a detailed record of all authorisations, renewals, cancellations and rejections in Departments and a Central Register of all Authorisation Forms will be maintained and monitored by the Senior responsible Officer.

26.6 Central Register maintained by the Head of Legal Services

Authorised Officers must forward each original authorisation form along with the pro forma (Appendix 3) and then each renewal or cancellation form to the Head of Legal Services for the Central Register, within 1 week of the authorisation, review, renewal, cancellation or rejection. Authorised Officers must ensure when sending the originals of any forms to the Head of Legal Services they are sent in sealed envelopes and marked '**Strictly Private and Confidential**'. The Head of Legal Services will monitor the same and give appropriate guidance, from time to time, or amend this Document, as necessary.

26.7 DMBC will retain records for a period of at least three years from the ending of the authorisation. The Office of the Surveillance Commissioners (OSC) can audit/review DMBC's policies and procedures, and individual authorisations.

26.8 Records maintained in the Department

The following documents must be retained by the relevant Heads of Service (or his/her designated Officer) for such purposes.

- copy forms together with any supplementary documentation and notification of the approval given by the Authorising Officer;
- a record of the period over which the surveillance has taken place;
- the frequency of reviews prescribed by the Authorised Officer;
- a record of the result of each review of the authorisation;
- a copy of any renewal of an authorisation, together with the supporting documentations submitted when the renewal was requested;
- the date and time when any instruction was given by the Authorising officer;
- the Unique Reference Number for the authorisation (URN).

Documents should be retained for a minimum of three years from the ending of the authorisation. Documentation should be securely maintained, with limited access, to ensure confidentiality is not breached.

26.9 Each form will have a URN. These are allocated by Legal (see 14).

26.10 Equipment Register

An Equipment Register is maintained by the RIPA Coordinating officer of all equipment that the Council holds for the purposes of Covert Surveillance. This list names the responsible offices for each piece of equipment who will ensure that an equipment log is kept detailing equipment in/out and the URN that the equipment is being used for. Any changes to the equipment kept should be notified by the responsible persons listed to the RIPA Coordinating Officer. The log in/out of equipment should be retained and available for any check by the RIPA Coordinating Officer, Senior Responsible Officer and Surveillance Commissioners.

27. External Overview

27.1 The Office of Surveillance Commissioners provides an independent overview of the use of the powers contained within the Regulation of Investigatory Powers Act 2000. This scrutiny includes inspection visits to local authorities by Inspectors appointed by the Office of the Surveillance Commissioners.

- 27.2 It is anticipated that the inspectors will speak to the Head of Legal Services and the central corporate co-ordinator.
- 27.3 Inspections can take place unannounced.
- 27.4 The Human Rights Act 1998 (which brought much of the European Convention on Human Rights and Fundamental Freedom 1950 into UK domestic law) requires the DMBC and organisations working on its behalf, pursuant to Article 8 of the European Convention, to respect the private and family life of citizens, his home and his correspondence.
- 27.5 The European Convention did not, however, make this an absolute right, but a qualified right. Accordingly, in certain circumstances, the DMBC may interfere in the citizen's right mentioned above, if such interferences is:-
- (a) in accordance with the law;
 - (b) necessary (as defined in this Document); and
 - (c) proportionate (as defined in this Document).
- 27.6 The Regulation of Investigatory Powers Act 2000 ('RIPA') provides a statutory mechanism (i.e. 'in accordance with the law') for authorising covert surveillance and the use of a 'covert human intelligence source' ('CHIS') - e.g. undercover agents. It seeks to ensure that any interference with an individual's right under Article 8 of the European Convention is necessary and proportionate. In doing so, the RIPA seeks to ensure both the public interest and the human rights of individuals are suitably balanced.
- 27.7 Directly employed Council staff and external agencies working for the DMBC are covered by the Act for the time they are working for the DMBC. All external agencies must, therefore, comply with RIPA and the work carried out by agencies on the Council's behalf must be properly authorised by one of the Council's designated Authorised Officers.
- 27.8 If the correct procedures are not followed, evidence may be disallowed by the courts, a complaint of maladministration could be made to the Ombudsman, and/or the Council could be ordered to pay compensation. Such action would not, of course, promote the good reputation of the DMBC and will, undoubtedly, be the subject of adverse press and media interest. It is essential, therefore, that all involved with RIPA comply with this Document and any further guidance that may be issued, from time to time, by the Assistant Director Legal and Democratic services.

28. **Use of covert surveillance outside of RIPA**

28.1 RIPA legislation is permissive i.e. it gives a Local Authority reassurance in carrying out covert surveillance that it is not breaching the Human Rights Act 2000. In very unique and specific circumstances it may be possible to lawfully carry out surveillance outside of the RIPA legislation. This will require a procedure to be followed very similar to that used for RIPA authorisations. The SRO and the Coordinating Officer must be consulted before any such surveillance is considered.

29. Complaints

29.1 The Regulation of Investigatory Powers Act 2000 establishes an independent Tribunal. This has full powers to investigate and decide any cases within its jurisdiction.

29.2 The Council will ensure that copies of the Tribunal's information sheet, their complaint form and their Human Rights Act claim form will be made available on request at all main Council public offices.

29.3 Copies of the RIPA Code of Practice and Council Policy Statement will be supplied on request from anyone seeking a copy.

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1st amendment - April 2004

2nd Amendment - March 2008

3rd Amendment - September 2009

4th Amendment – November 2012

5th Amendment – May 2013