

The NCA Commitment to Working in Partnership with Police and Crime Commissioners

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Introduction

1. The NCA's mission is to lead the UK's fight to cut serious and organised crime¹. The Crime and Courts Act 2013 provides the legislative basis for the NCA. It is vital that the NCA has an effective two-way working relationship with both UK law enforcement and Police and Crime Commissioners (PCCs). This document sets out the NCA's Commitment to working in partnership with PCCs. For the purpose of this document, 'PCCs' refers to all governing bodies which are members of the Association of Police and Crime Commissioners, including those which oversee non-geographic police forces (British Transport Police, Civil Nuclear Constabulary and the Ministry of Defence Police), the City of London Police and the Mayor's Office for Policing and Crime (MOPAC) overseeing the Metropolitan Police.

Purpose

2. The purpose of this document is to set out how the NCA will work with PCCs to discharge its responsibilities to secure an efficient and effective response to serious and organised crime. For the police, the NCA's operational relationship is with chief officers². This document outlines the statutory responsibilities of the Director General (DG) NCA; how the NCA will lead the fight to cut serious and organised crime and how the NCA will work in partnership with PCCs and chief police officers to build an effective and informed relationship, specifically outlining the regularity and principles of engagement.

Statutory Responsibilities of the Director General NCA

3. The NCA's remit is described in the Crime and Courts Act 2013 as securing that efficient and effective activities to combat organised crime and serious crime are carried out (whether by the NCA, other law enforcement agencies, or other persons). The NCA has two key statutory functions which are:
 - A "crime-reduction function" of securing that efficient and effective activities to combat organised crime and serious crime are carried out (whether by the NCA, other law enforcement agencies, or other persons); and
 - A "criminal-intelligence function".

¹ This is aligned with the aim of the Serious and Organised Crime Strategy, which is to substantially reduce the level of serious and organised crime affecting the UK and its interests. It will contribute to the Government's objective to cut overall crime and to the National Security objectives of ensuring a secure and resilient UK and shaping a stable world.

² This is covered in more detail in the NCA Commitment to Working in Partnership with UK Operational Partners.

4. This gives the NCA statutory responsibility to lead the overall fight to cut serious and organised crime, in partnership with UK law enforcement, as well as a set of specific statutory and national responsibilities. As set out in the *NCA Commitment to Working in Partnership with UK Operational Partners*, the NCA is not restricted to responding to particular crime types or offences. It operates in response to a broad range of threats and risks, many of which also remain the responsibility of other law enforcement agencies.
5. The NCA's functions are exercisable on behalf of the Crown. This includes the NCA 'crime-reduction' function of securing that efficient and effective activities to combat organised crime and serious crime are carried out (whether by the NCA, other law enforcement agencies, or other persons).
6. To underpin this function, the Act provides for two-way voluntary tasking and assistance arrangements between the NCA, UK law enforcement partners and Island partners and, in the event satisfactory voluntary arrangements cannot be made, or cannot be made in time, the Act provides that the Director General may issue a direction to a chief officer of an England and Wales police force or the chief constable of the British Transport Police (with the latter case subject to the consent of the Secretary of State for Transport). The Act further confers on NCA officers and others, a duty to cooperate in the exercise of functions.
7. The NCA will work collaboratively with law enforcement partners to ensure that, wherever possible, any tasking is voluntary and based on shared priorities. The NCA works collaboratively with its partners, against shared strategic goals, and provides opportunities to draw on the NCA's specialist capabilities. The NCA will not charge for services provided to partners, or support afforded to local and regional police capabilities, unless by exception and agreement.
8. The NCA's 'directed' tasking and assistance arrangements in regard to an England and Wales police force will, as a matter of policy, also extend to Border Force officers or other Home Office officials who carry out border, immigration and customs related functions which are under the direction and control of the Home Secretary³.

How the NCA will lead the fight to cut serious and organised crime

9. The overall mission of the NCA is to lead the UK's fight to cut serious and organised crime. The NCA:
 - Has a multi-skilled workforce with the specialist capabilities to undertake operations to cut serious and organised crime across the UK, and to provide specialist support to UK operational partners;
 - Has a wide remit to tackle serious and organised crime, strengthen the UK border, fight economic crime and cyber crime and protect children and young people from sexual abuse and exploitation. The NCA provides leadership in these areas through the:
 - CEOP Command (CEOP)
 - Economic Crime Command (ECC)
 - National Cyber Crime Unit (NCCU)
 - Organised Crime Command (OCC)

³ Paragraphs 10–13, 16–18, Schedule 3 to the Crime and Courts Act 2013.

- Intelligence and Operations Directorate (IOD), including the National Intelligence Hub, Intelligence Collection, Investigations, Borders, International and Specialist Support
 - Works with partners to maintain an authoritative UK intelligence picture of serious and organised crime (the National Strategic Assessment (NSA⁴)) to drive joined-up operational activity. This is undertaken by a multi-agency National Intelligence Hub (within IOD), incorporating the national Organised Crime Fusion Centre (OCFC);
 - Ensures that the UK's response to serious and organised crime is joined up by coordinating and tasking the national response, enabling the NCA to prioritise its effort and effectively deploy its resources locally, regionally, and nationally, as well as at the border and overseas. For example, the NCA has posted Senior Managers as Regional Organised Crime Coordinators (ROCCs), and other NCA officers as appropriate, to work with Regional Organised Crime Units (ROCU) to help manage the national/regional co-ordination of our activities;
 - Has an international leadership role, working with partners to cut serious and organised crime through a network of International Liaison Officers (ILOs); and
 - Delivers operational results with partners through the use of operational capabilities, flexibly deployed across the threat areas identified in the NSA, delivering criminal justice outcomes, asset denial, prevention and other disruption activity.
10. The NCA acts in line with its strategic and operational priorities. Detail on the NCA's strategic and operational priorities can be found in **Annex A**.
 11. The NCA's strategic priorities are set by the Home Secretary, in consultation with the DG NCA and the NCA's strategic partners. The NCA operational priorities are set by the DG NCA, who has overall responsibility for which operations the NCA will undertake and how they are conducted. These are based on a shared national understanding of criminality and the threats (the NSA), and the response (the National Control Strategy and the National Intelligence Requirement). The high-level group which oversees this is the multi-agency National Strategic Tasking and Coordination Group (NSTCG) which meets every six months and is chaired by the DG NCA. More detail on the national and regional tasking and coordination structures can be found at **Annex B**.
 12. The National Control Strategy prioritises the threats and cross cutting issues alongside the organised crime groups and provides a framework that identifies which agencies will lead on, and contribute to, actions to mitigate threats and cut crime. This includes how the NCA will lead, support and/or coordinate activity.
 13. The national response to serious and organised crime requires capacity and capabilities beyond those of any one part of UK law enforcement, including the NCA. A close and effective partnership with UK operational partners locally, regionally and nationally is required. In line with the Strategic Policing Requirement (SPR), UK operational partners will need to continue to develop their own capabilities to tackle serious and organised crime and to meet their respective statutory obligations.

⁴ This assessment provides a single comprehensive picture of the threat to the UK from Serious and Organised Crime.

14. The NCA, like any other law enforcement agency, will make daily decisions on how it allocates its resources, including determining who is best placed to lead on operational activity against Priority and High Priority criminals and groups to ensure maximum disruption is achieved against them:

- **Lead** – where appropriate the NCA will lead the operational response itself, taking responsibility for managing the operational risk, in particular by investigating and enabling the prosecution of those responsible ('Pursue'⁵). The NCA will also lead activity to strengthen protection against and reduce the impact of serious and organised crime ('Prepare' and 'Protect') and to prevent people becoming involved in serious and organised criminal activity ('Prevent'). On NCA-led operations, the NCA will work in collaboration with the appropriate partners and may request or task partners to support the response;
- **Support** – the NCA will provide support to partners to help them meet their objectives by working in partnership and by providing specialist resources or services; and
- **Coordinate** – the NCA will bring together partner agencies to coordinate the law enforcement response to opportunities.

All activity led by the NCA will be aligned to the Risk, Response and Results framework:

- **Risk** - the NCA will have a view across all threat areas but will focus on the highest risks;
- **Response** - the NCA will examine the activity in place across the 4Ps and judge whether law enforcement needs to do more or less; and
- **Results** - the NCA will consider its wider performance and examine the Agency's contribution to its 4 Key Performance Questions.

Working in Partnership with Police and Crime Commissioners

15. The NCA recognises that it is important that PCCs can access the information they require in relation to activity to counter the threats from serious and organised crime, both regionally and nationally. It is the responsibility of both Chief Constables and the NCA to ensure that PCCs can access this information, and the NCA will therefore ensure that the Chief Constable is provided with the appropriate information to enable them to brief the PCC as required.

Engagement with Police and Crime Commissioners

16. The DG NCA will be the lead relationship owner for the NCA in relation to PCC engagement. He will be supported in this by the Corporate Affairs department of the NCA.

⁵ Pursue, Prevent, Protect and Prepare are the objectives of the framework used in the Serious and Organised Crime Strategy to achieve its aim of substantially reducing the level of serious and organised crime affecting the UK and its interests.

17. The NCA will deliver an annual NCA engagement day, to brief PCCs on the National Strategic Assessment of the serious and organised crime threat to the UK, once it has been endorsed by the NSTCG. The NCA will also invite National Policing and ROCU heads to this event to meet and discuss serious and organised crime issues.
18. The NCA will actively support, and when possible attend, meetings as requested. The NCA commits to the DG, DDG or a Director, being available to attend a regional meeting with PCCs and their chief officers at least once a year. The NCA Regional Organised Crime Coordinators (ROCC) within each police-led Regional Organised Crime Unit (ROCU) will act as our conduit to both the ROCU and forces.
19. The NCA will periodically circulate to PCCs key intelligence reports to enable a collective understanding of the threats which forces are seeking to tackle, and provide greater understanding of the activity both the NCA and forces have underway. The NCA will always welcome requests for information from PCCs on threats related to their local areas and these will be considered on a case by case basis.

Directed Tasking and Assistance

20. The NCA will work collaboratively to ensure that, as a general rule, tasking is voluntary, based on cooperation and shared priorities, with police forces having the opportunity to draw on the NCA's specialist capabilities. The DG NCA will notify the appropriate PCC of any 'directed tasking' or 'direction to assist', that is issued to a chief officer⁶.

Charging of services

21. In its commitment to support PCCs, the NCA will not charge for services provided or for support afforded to local and regional police capabilities unless by exception and agreement.

⁶ Section 7.5 Framework Document for the National Crime Agency.

Annex A: NCA Strategic and Operational Priorities

1. The strategic priorities of the NCA, set by the Home Secretary, reflect the priorities set out in the Serious and Organised Crime Strategy 2013.
2. These strategic priorities inform NCA business planning. Specific operational issues for the NCA may emerge which fall outwith these priorities but within the NCA's functions as conferred by Section 1 of the Crime and Courts Act 2013. The DG NCA is responsible for determining whether or not the NCA should pursue such operations (as set out in section 4 (1) of the Act). Where the DG NCA considers it necessary, he or she may consult the Home Office. The Home Secretary has set five current strategic priorities for the NCA:
 - The first priority of the Serious and Organised Crime Strategy is the highest priority for the NCA; to identify and disrupt serious and organised crime including by investigating and enabling the prosecution of those responsible ('Pursue'). The NCA will coordinate this work, leading and supporting operations across five main areas: organised crime; cyber; economic crime; child sexual exploitation and serious and organised crime at, and crossing, our borders.
 - The NCA will support and, where appropriate, lead cross-Government work, locally and nationally, to deliver the three other priorities in the Serious and Organised Crime Strategy: to strengthen protection against and reduce the impact of serious and organised crime ('Prepare' and 'Protect') and to prevent people becoming involved in serious and organised criminal activity ('Prevent').
 - The NCA will continue to develop the technical and human capabilities to deliver these strategic priorities, enabling a step-change in the UK's impact on serious and organised criminality.
 - The NCA must maintain close, collaborative and productive relationships with the police and other law enforcement agencies, Police and Crime Commissioners, the Security and Intelligence agencies, government departments (in particular with the Home Office), local government and the private and voluntary sectors. Subject to protective security and legal requirements, all these relationships must be facilitated by intelligence-sharing and transparency regarding NCA priorities and how these are being delivered.
 - Most organised crime has an international dimension. The NCA will maintain representation in, and close relationships with, priority countries as an integral part of the wider UK government approach in those countries, in order to enable the disruption of all types of serious and organised crime and the delivery of all the strategic priorities stated here.
3. The NCA's operational priorities, as set by the DG NCA, are aligned to the strategic priorities. These are currently:
 - To identify and relentlessly disrupt serious and organised criminal groups, individuals and vulnerabilities, that present the highest risk and cannot reasonably be tackled by partners; for example, those with significant national and international impact, operating across several jurisdictions with a high level of criminal sophistication.
 - To ensure the NCA's response is aligned to the National Control Strategy, targeting those risks prioritised by the National Strategic Tasking and Coordination Group (NSTCG).

- To tackle enablers of crime that impact across several threat areas. For example, border vulnerabilities exploited by serious organised criminal groups and individuals to circumvent border controls, both leaving and entering the UK.
 - To develop, deploy and maintain specialist national capabilities including covert intelligence, technical equipment, bureau functions and services that will assist both the NCA and its partners.
 - To maintain a flexible and effective overseas liaison network that provides the conduit to work upstream with international partners – to lead, support or coordinate complex international investigations and strengthen the UK's borders, coordinating action to tackle threats before they reach the UK.
 - To lead the UK law enforcement response against serious and organised crime, using the mandate to task and coordinate to ensure that UK law enforcement is deploying its assets against the highest risks as effectively and efficiently as possible. The NCA will bring partners together in joint activities to ensure that these groups, individuals and vulnerabilities are the subject of an appropriate operational response.
4. The NCA will deliver activity in support of these operational priorities using the four 'Ps' of the Serious and Organised Crime Strategy:

Pursue - prosecuting and disrupting people engaged in serious and organised crime;

- Leading, supporting and coordinating its partners to develop a single authoritative intelligence picture of serious and organised crime within the UK.
- Focusing on the use of intelligence to better detect and assess those individuals and groups committing and enabling serious and organised crimes, disrupt their activity and bring them to justice.
- Providing the leadership and tasking and coordination of the continuous disruption of serious and organised criminal groups, individuals and vulnerabilities through effective collaboration with Regional Organised Crime Units, police forces and other law enforcement partners and agencies.
- Developing new capabilities to deal with developments in serious and organised crime.
- Attacking criminal finances by recovering illicit profits from serious and organised criminal groups and individuals, or denying them access to their money and property.
- Working internationally in priority countries to combat the full range of threats for which the NCA is responsible, aligned to the National Control Strategy.

Prevent - preventing people from engaging in this activity;

- Deterring people from becoming involved in serious and organised crime by raising awareness of the reality and consequences of committing such offences.
- Using interventions to stop people being drawn into serious and organised crime, and using techniques to deter people from continuing in serious and organised crime.
- Coordinating the use of prison and lifetime management disruptions as a framework for both Pursue and Prevent, including regional police units, police forces, the National Offender Management Service and other agencies.

Protect - increasing protection against serious and organised crime;

- Coordinating the UK's efforts to protect its borders from serious and organised crime.
- Supporting the public and private sector to improve their protective security by sharing intelligence and innovation on how to mitigate serious and organised crime threats.
- Protecting people at risk of becoming the victims of serious and organised crime, including from fraud, child sexual exploitation and abuse, human trafficking and Modern Slavery.

Prepare - reducing the impact of this criminality where it takes place;

- Deploying specialist capabilities and resource to respond to serious and organised crime incidents and other crime types that remain the responsibility of other law enforcement partners; including ensuring that law enforcement has effective capabilities to respond through the NCA's National Cyber Crime Unit, which will lead the national operational response to the most serious cyber crimes.
- Working with communities, and for victims and witnesses, to support them in responding to serious and organised crime, including through the UK Protected Persons Service coordinated by the NCA, working with ROCUs.

Annex B: National and Regional Tasking and Coordination

1. Two **strategic** groups meet every six months:
 - The National Strategic Tasking and Coordination Group (NSTCG), chaired by the DG NCA, provides the strategic leadership to the national tasking and coordinating structure for serious and organised crime. It is responsible for setting and reviewing the National Strategic Assessment, the National Control Strategy and National Intelligence Requirement. These are prepared by the National Intelligence Hub and developed through the National Strategic Intelligence Group (NSIG) to ensure that they take account of the Regional Strategic Assessments.
 - The Regional Strategic Tasking and Coordination Group (RSTCG), chaired by the Regional National Policing Chair. The group sets and reviews the Regional Control Strategy, informed by the Regional Strategic Assessment; the Regional Capability Assessment; and, the scope and number of Regional Strategic Governance Groups.
2. Four **tactical** groups:
 - The National Tactical Tasking and Coordination Group (NTTCG), which meets every three months and is chaired by the DDG NCA, ensures the overall national law enforcement tasking and coordination, decision-making and allocation of resources. The activity of Strategic Governance Groups (SGGs) is also considered to ensure that it is appropriately prioritised and aligned against the National Control Strategy requirements. The multi-agency SGGs sit as sub groups to the NTTCG. They are tasked to develop Strategic Action Plans for mitigating the threats contained within the National Strategic Assessment and to coordinate the multi-agency response to those threats. SGGs may delegate specific threats to individual Threat Groups, reporting up to the SGG, as necessary.
 - The National Tactical Intelligence Group (NTIG), which meets every six weeks and is chaired by the Deputy Director Intelligence Hub, makes prioritised recommendations for approval at the NTTCG, such as by reviewing and tasking intelligence requirements. The group also agrees the National Tactical assessment which feeds the NTTCG.
 - The Regional Tactical Intelligence Group (RTIG), chaired by the Head of the ROCU, carries out independent assessment of operational plans and requests for covert assets. It also makes recommendations for approval at the Regional Tactical Tasking and Coordination Group (RTTCG); reviews and tasks intelligence requirements; reviews regional and national priority and High Priority OCGs impacting on the region and agrees a Harm Reduction Strategy. The Group produces the Regional Tactical Assessment for the RTTCG.
 - The RTTCG, chaired by the regional national policing lead, manages the tactical elements of serious and organised crime. The group monitors the effective delivery of the Regional Control Strategy priorities, making resource allocation decisions. It also considers emerging threats that fall outside of the Regional Control Strategy.
3. There are also NCA and Regional Daily Management Meetings which, in turn, feed the national Daily Briefing Meeting (DBM). The national meeting is chaired by a senior NCA officer and these daily meetings review significant events from the previous 24 hours

and significant operational plans for the forthcoming 72 hours. The meetings also highlight any urgent operational and intelligence demands.