# COVERT HUMAN INTELLIGENCE SOURCES (CRIMINAL CONDUCT) ACT 2021

## **EXPLANATORY NOTES**

#### What these notes do

- These Explanatory Notes have been provided by the Home Office in order to assist the reader of the Act. They do not form part of the Act and have not been endorsed by Parliament.
- These Explanatory Notes explain what each part of the Act will mean in practice; provide background information on the development of policy; and provide additional information on how the Act will affect existing legislation in this area.
- These Explanatory Notes might best be read alongside the Act. They are not, and are not intended to be, a comprehensive description of the Act.

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### Overview of the Act

- The Act amends Part II of the Regulation of Investigatory Powers Act 2000 (RIPA) to provide a statutory power for the security and intelligence agencies, law enforcement agencies and a limited number of other public authorities to authorise Covert Human Intelligence Sources (CHIS) to participate in criminal conduct where it is necessary and proportionate to do so for a limited set of specified purposes.
- 2 The Act puts existing practice on a clear and consistent statutory footing.

# **Policy background**

- 3 CHIS are a core part of security, intelligence and policing work. A CHIS may be a police officer, someone holding a position in a public authority who is acting undercover, or a member of the public who is recruited by a public authority.
- 4 The use of CHIS is a key tactic in protecting national security and investigating serious crime. It allows investigators to gain an insight into the criminal and terrorist organisations, and hostile state actors, they are targeting.
- 5 For decades, CHIS have played a crucial part in preventing and safeguarding victims from many serious crimes including terrorism, drugs and firearms offences, and child sexual exploitation. This has included helping to identify and disrupt terrorist plots.
- 6 There will be occasions where CHIS will need to participate in criminal conduct. This may be necessary, for example, to maintain credibility or gain the trust of those under investigation. The circumstances in which CHIS participate in crime are carefully managed.
- 7 The activity that may be authorised under the Act is not new activity. It is a continuation of existing activity that had been authorised using a variety of legal bases.
- 8 The Government introduced the CHIS (Criminal Conduct) Act to provide an express power for the authorisation of criminal conduct, providing certainty to public authorities utilising this critical tool.
- 9 The Act provides a clear and consistent legal basis for all public authorities that need to authorise this activity. It creates a single framework and enshrines uniform safeguards, including independent oversight by the Investigatory Powers Commissioner.
- 10 The regime will allow for conduct to be authorised where it is necessary on one of the specified grounds and proportionate to what is sought to be achieved by the authorised conduct.
- 11 The effect of a criminal conduct authorisation issued under the Act will be to render the authorised conduct "lawful for all purposes". This is consistent with the effect of other authorisations under the existing RIPA regime, and under other investigatory powers legislation.
- 12 The power is and will continue to be subject to robust safeguards under the Act, including the following:
  - CHIS will never be given unlimited authority to commit any and all crimes: authorisations must be necessary, proportionate and specific;
  - All public authorities are bound by the Human Rights Act to act in a way that is compatible with Convention rights. Rights that are protected include the right to life, and the prohibition of torture and inhuman or degrading treatment or punishment;

- The Act does not prevent the relevant prosecuting authorities from considering a
  prosecution for any activity that falls outside the parameters of an authorisation
  issued under the Act's regime;
- All investigatory powers are overseen by the Investigatory Powers
   Commissioner, who sets the frequency of inspections of public authorities, and publishes an annual report on the findings from these inspections;
- Any person or organisation is able to make a complaint to the Investigatory Powers Tribunal (IPT) with regards to any investigatory powers which will be independently considered by the IPT; and
- Intelligence agencies are accountable to the UK Parliament via the cross-party
  Intelligence and Security Committee of Parliament (ISC), an independent body
  established under the Intelligence Services Act 1994 and reinforced in the Justice
  and Security Act 2014.

## Legal background

- 13 The activity that may be authorised under the Act was previously authorised using a variety of legal bases. The power used depended on the organisation authorising the conduct and the circumstances in which that conduct took place.
- 14 Part II of RIPA has applied in this area since 2000, providing a framework for the authorisation of three different types of covert activity: directed surveillance, intrusive surveillance, and the use and conduct of CHIS. The effect of a valid authorisation under Part II is that authorised conduct is rendered "lawful for all purposes" by section 27(1).
- 15 Section 27(1) sets out a requirement for the conduct to be in accordance with an authorisation in order for it to be made lawful for all purposes. Therefore, where an authorisation under the Act does not meet the requirements of new section 29B, or where the conduct goes beyond what is permitted by the authorisation, it will not be rendered lawful.
- 16 This Act relates only to CHIS. It does not apply to other types of covert activity regulated by RIPA.
- 17 Within Part II of RIPA, section 26 sets out that a person is a CHIS if
  - They establish or maintain a personal or other relationship with a person for the covert purpose of one of the two following activities; or
  - They covertly use such a relationship to obtain information or to provide access to any information to another person; or
  - They covertly disclose information obtained by the use of such a relationship, or as a consequence of the existence of such a relationship.
- 18 Section 29 provides for the authorisation of the use and conduct of CHIS. An authorisation must be necessary for one of the specified statutory grounds and the conduct authorised must be proportionate to what is sought to be achieved by that conduct. There are various other requirements in section 29 about managing the CHIS and record-keeping.

19 The Act provides a statutory power to authorise conduct connected to the conduct of a CHIS that would otherwise be criminal. It does this by amending section 26 of RIPA so that criminal conduct is one of the categories of conduct to which Part II applies. It also inserts a new section 29B which contains a power to issue a new "criminal conduct authorisation". The effect of a valid "criminal conduct authorisation" is that authorised conduct that would otherwise be criminal is rendered lawful for all purposes as a result of section 27(1) of RIPA.

# **Territorial extent and application**

- 20 The Act extends to the UK apart from activity relating to devolved matters in Scotland.
- 21 See the table in Annex B for a summary of the position regarding territorial extent and application in the United Kingdom.

## **Commentary on provisions of Act**

#### Section 1: Authorisation of criminal conduct

- 22 Section 1(1) and (2) amend section 26 of RIPA to introduce a new category of conduct to which Part II applies: criminal conduct in the course of, or otherwise in connection with, the conduct of covert human intelligence sources.
- 23 Section 1(3) inserts a new subsection (8A) into section 26. New subsection (8A) provides a definition of what is meant by "criminal conduct in the course of, or otherwise in connection with, the conduct of a covert human intelligence source".
- 24 Section 1(4) amends section 29 of RIPA, inserting new subsection (6ZA). New subsection (6ZA) provides that a section 29 authorisation can no longer be used to authorise any criminal conduct. The effect of the Act is to require that an authorisation under new section 29B must instead be used to authorise criminal conduct. Section 1(5) inserts new section 29B into RIPA. Section 29B provides a power for a "criminal conduct authorisation" to be granted. Section 29B has several components.
- 25 Subsection (1) provides designated persons with the power to grant criminal conduct authorisations.
- 26 Subsection (2) provides a definition of a "criminal conduct authorisation".
- 27 Subsection (3) requires that a section 29 authorisation for the use and conduct of a CHIS must either already be in place before a criminal conduct authorisation is granted, or must be granted at the same time as the criminal conduct authorisation. The reason for that is that it is a bolt-on provision for criminal conduct and is reliant on the fact that other requirements and safeguards that are already set out in section 29 of RIPA will apply to authorisations granted under new section 29B.
- 28 Subsection (4) sets out the test that must be satisfied before a criminal conduct authorisation may be granted: it must be necessary for one or more of the three specified grounds in subsection (5); it must be proportionate; and must satisfy any requirements imposed by an order made by the Secretary of State. It is possible for a public authority to take a precautionary approach and grant a criminal conduct authorisation in circumstances in which the public authority is uncertain whether the conduct to be authorised would amount to a criminal offence. However, the criminal conduct authorisation will only have effect to the extent that the authorised conduct would constitute crime.
- 29 A designated person may not grant a criminal conduct authorisation unless he or she believes that the authorisation is necessary on one of the grounds listed in subsection (5).
- 30 Subsections (6) and (7) set out further considerations for the person granting the authorisation to take into account when deciding whether an authorisation is necessary and proportionate, where they are relevant. This includes the requirements of the Human Rights Act 1998.
- 31 Subsection (8) specifies the nature and limits for the grant of a criminal conduct authorisation. The authorisation must specify or describe the conduct being authorised. The criminal conduct that may be authorised is not limited to criminal conduct by a CHIS: a criminal conduct authorisation may authorise conduct by someone else "in relation to" a CHIS, namely those within a public authority that are involved in or affected by the authorisation.
- 32 The conduct that is authorised must relate to a CHIS who is specified or described in the authorisation. The conduct being authorised must also relate to an investigation or operation and that investigation or operation must be specified or described in the authorisation.

- 33 If a criminal conduct authorisation is granted by a person, and the authorisation does not meet the requirements of new section 29B, the authorisation has no effect in relation to any criminal conduct.
- 34 Subsection (9) provides that a criminal conduct authorisation granted to a CHIS under section 29B ceases to have effect at the same time as the section 29 authorisation that relates to that CHIS ceases to have effect.
- 35 Subsection (10) confers on the Secretary of State a power to make secondary legislation. This may be used to either prohibit the authorisation of specified conduct, or to impose additional requirements that must be satisfied for the authorisation of specified criminal conduct.
- 36 It is possible for a section 29B criminal conduct authorisation to relate to more than one CHIS (in the same way that it is possible for a section 29 use and conduct authorisation to relate to more than one CHIS). Where a section 29B criminal conduct authorisation relates to more than one CHIS, each individual CHIS would need to be specified or described in the authorisation, and the authorisation would need to relate to a particular investigation or operation. The section 29B authorisation could only be granted at the same time as, or after, a related section 29 authorisation had been granted in relation to the CHIS concerned.
- 37 It is possible that one criminal conduct authorisation may relate to multiple section 29 authorisations. Where a section 29 use authorisation ceases to have effect, the criminal conduct authorisation will cease to have effect in as much as it relates to that section 29 authorisation (and the CHIS to whom that section 29 authorisation relates) but will continue to have effect so far as it relates to any other section 29 authorisation(s) that have effect.
- 38 Where there is a section 29 CHIS authorisation in place that itself relates to multiple CHIS, a single criminal conduct authorisation could similarly cover all of those CHIS, provided that the circumstances are such that the CHIS are connected by a single operation or investigation.

#### Section 2: Criminal conduct authorisations: safeguards for juveniles

- 39 Section 2(1) inserts section 29C which provides enhanced safeguards for the authorisation of juvenile sources. Subsection (2) provides a definition of a "juvenile criminal conduct authorisation".
- 40 Subsection (3) sets out the additional requirements for granting a juvenile criminal conduct authorisation. These requirements limit the granting of an authorisation to where the risks of harm to the juvenile as a result of the authorisation have been considered, where there are exceptional circumstances and where an appropriate adult is in attendance at relevant meetings between a juvenile source and a public authority, as required.
- 41 Subsections (4) and (5) provide definitions of an "appropriate risk assessment" and "harm".
- 42 Subsection (6) requires an appropriate adult to attend all meetings between a person from a public authority and a juvenile source under the age of 16 that relate to the criminal conduct authorisation. An appropriate adult must also attend all meetings in relation to the authorisation where the juvenile source is between 16 or 17 years old, unless there is a justification for them not to be present. That justification must be recorded.
- 43 Subsection (7) provides definitions of an "appropriate adult", "relevant investigating authority" and "relevant person".
- 44 Subsections (3) to (8) amend the Regulation of Investigatory Powers (Juveniles) Order to provide further safeguards for the authorisation of juvenile criminal conduct authorisations. This will ensure that the existing safeguards that are in place when granting a use and conduct authorisation for a juvenile source, also apply when the juvenile source is being tasked to participate in criminal conduct.

45 Subsection (9) provides that the amendments to the Regulation of Investigatory Powers (Juveniles) Order are made using the order making powers in the Act or section 43(8) of RIPA and can be amended or revoked using the same order making powers.

#### Section 3: Criminal conduct authorisations: safeguards for vulnerable adults

- 46 Section 3(1) inserts section 29D which provides enhanced safeguards when granting criminal conduct authorisations for vulnerable adult CHIS.
- 47 Subsection (2) provides a definition of a "vulnerable adult criminal conduct authorisation". Subsection (3) provides a definition of a "vulnerable adult".
- 48 Subsection (4) sets out the safeguards that must be in place when granting a vulnerable adult criminal conduct authorisation. These requirements are in addition to those imposed by section 29B and limit the granting of an authorisation to where the risks of harm to the source as a result of the authorisation have been considered, where those risks have been explained and understood by the source, and where the best interests of the source have been taken into account.
- 49 Subsections (5) and (6) provide definitions of an "appropriate risk assessment" and "harm".
- 50 Subsection (7) sets out that the amendments made in this section do not affect the power to grant additional requirements in the future using the order making powers in the Act.

#### Section 4: Authorities to be capable of authorising criminal conduct

- 51 Section 4 amends section 30 of RIPA in order to make provision for certain public authorities to be able to grant criminal conduct authorisations.
- 52 Section 4(3) amends section 30(1) to bring criminal conduct authorisations within the scope of the power that is conferred on the Secretary of State by that provision. That power enables the Secretary of State to specify by order that persons holding such offices, ranks or positions within relevant public authorities, are designated to grant criminal conduct authorisations.
- 53 Section 4(4) amends section 30(2) to bring criminal conduct authorisations within the scope of that provision. The effect is that where a criminal conduct authorisation is being granted in combination with an authorisation to carry out intrusive surveillance, the authorisation must be granted personally by the Secretary of State.
- 54 Section 4(5) amends section 30(3) to bring criminal conduct authorisations within the scope of the power that is conferred on the Secretary of State by that provision. Subsection (3) enables the Secretary of State to restrict the authorisations that may be granted by persons holding particular ranks, offices or positions; or provide that authorisations given in such circumstances, or for such purposes, must be granted by persons holding specified rank, office or position within the relevant authority.
- 55 Section 4(6) amends section 30(4); which makes provision for the public authorities that are relevant public authorities for the purposes of granting authorisations. A public authority is a relevant authority for these purposes if it is listed in new Part A1 of Schedule 1 to RIPA.
- 56 Section 4(7) amends section 30(5), which confers a power on the Secretary of State to amend Schedule 1. The power enables the Secretary of State to add or remove public authorities from Part A1, or make any consequential changes necessary as a result of the change in the name of a public authority that is listed in that Part.
- 57 Section 4(8) makes corresponding changes to section 30(7), so that the exercise of the power to add public authorities to Part A1 will be subject to the approval of Parliament by way of the affirmative procedure.

- 58 Section 4(9) inserts new Part A1 into Schedule 1 to RIPA; listing the following public authorities:
  - Any police force
  - The National Crime Agency
  - Any of the intelligence services
  - Any of Her Majesty's Forces
  - Her Majesty's Revenue and Customs
  - The Department of Health and Social Care
  - The Home Office
  - The Ministry of Justice
  - The Competition and Markets Authority
  - The Environment Agency
  - The Financial Conduct Authority
  - The Food Standards Agency
  - The Gambling Commission
  - The Serious Fraud Office

#### Section 5: Criminal Injuries Compensation

59 Section 5 inserts new Section 27A. The effect of this provision is that a criminal conduct authorisation granted under section 29B does not affect a person's entitlement to claim criminal injuries compensation under the specified schemes.

#### Section 6: Notification to a Judicial Commissioner

- 60 Section 6 inserts section 32C which requires all criminal conduct authorisations to be notified to a Judicial Commissioner at the Investigatory Powers Commissioner's Office (IPCO) within 7 days of the authorisation being granted.
- 61 Subsections (1) and (2) set out when the notification requirement applies.
- 62 Subsection (3) sets out the timeframe for the notice to be given and section 6(4) sets out what a notification must include. The conduct that has been authorised under section 29B can begin as soon as the authorisation has been granted by the authorising officer; there is no requirement for the authorising officer to wait for comments from a Judicial Commissioner before commencing the activity.
- 63 Section 6(5) provides that a notice may be given in writing or transmitted by electronic means.

#### Section 7: Oversight by the Investigatory Powers Commissioner

64 Section 7(1) amends the Investigatory Powers Act 2016 (IPA) to emphasise the oversight arrangements that will apply to the public authorities' use of the power to grant criminal conduct authorisations.

- 65 Section 7(2) amends section 229 of the IPA. Subsection (4A) inserts a requirement for the Investigatory Powers Commissioner, when keeping matters under review in accordance with section 229(3)(e) or (g), to pay particular attention to public authorities' use of the power to grant criminal conduct authorisations under new section 29B.
- 66 Subsection (4B) inserts a requirement for the Investigatory Powers Commissioner, when keeping matters under review in accordance with section 229(4A), to pay particular attention to public authorities' compliance with the enhanced safeguards that are required for the authorisation of juvenile criminal conduct authorisations and vulnerable adult criminal conduct authorisations. Subsection (4C) provides definitions of juvenile criminal conduct authorisations and vulnerable adult criminal conduct authorisations.
- 67 Section 7(3) amends section 234 of IPA to require the Investigatory Powers Commissioner to include information about public authorities' use of criminal conduct authorisations in their annual report. This may include information such as statistics on relevant public authorities' use of the power, the operation of safeguards in relation to authorisations, and errors. The requirement will be subject to the existing protections in the IPA for information that relates to matters such as national security and the prevention or detection of serious crime.

#### Section 8: Consequential provision

68 This section introduces Schedule 12 to the Act, which contains consequential amendments. These amendments are explained later in the explanatory notes under 'Schedule'.

#### Section 9: Commencement and transitional provision

- 69 Section 9(1) and (2) set out how the Act will be brought into force.
- 70 Section 9(3), (4) and (5) provide the Secretary of State with a power to make transitional or saving provisions in relation to any provision in the Act, by statutory instrument.

#### Section 10: Extent and short title

- 71 Section 10(1) provides that the Act extends to the whole of the United Kingdom. This is subject to section 10(2) which provides that a provision of the Act that amends another enactment has the same territorial extent as that enactment.
- 72 Section 10 (3) gives the title by which the Act can be referred to.

#### Schedule: Consequential Amendments

- 73 Part 1 of the Schedule makes minor and consequential amendments to RIPA.
- 74 Paragraph (2) amends section 31 of RIPA so that the power of the First Minister and deputy First Minister in Northern Ireland to make an order under section 30 of RIPA applies only to authorisations under section 28 (directed surveillance) and section 29 (CHIS) and does not apply in relation to CHIS criminal conduct authorisations.
- 75 Paragraphs (4) to (7) amend other provisions to extend their requirements to section 29B authorisations, including section 33 (rules for granting authorisations), and section 33A (authorisations where the NCA is party to a collaboration agreement), section 43 (general rules about grant, renewal and duration), and section 45 (cancellation of authorisations).
- 76 Paragraph (8) amends section 46 RIPA to remove the ability for public authorities to grant criminal conduct authorisations that are necessary for preventing or detecting crime, or preventing disorder, where the authorisation is for a purpose that relates to a devolved matter and where some or all of the conduct authorised is likely to take place in Scotland.

77	Paragraph (9) amends Part 1 of Schedule 1 to move the relevant public authorities that can grant a criminal conduct authorisation into Part A1 of Schedule 1.
78	Part 2 of the schedule makes minor and consequential amendments to other enactments.

### Commencement

79 The commencement date will be determined by the Secretary of State and the Act will be brought into force through secondary legislation.

## **Related documents**

- 80 The following documents are relevant to the Act and can be read at the stated locations:
  - ECHR Memorandum
  - Delegated Powers Memorandum
  - Investigatory Powers Act 2016
  - Regulation of Investigatory Powers Act 2000
  - Draft Revised CHIS Code of Practice (published September 2020)
  - Factsheets on key background to the Bill (published September 2020)

# Annex A – Glossary

Affirmative procedure	Statutory instruments that are subject to the draft "affirmative procedure" must be approved by both the House of Commons and House of Lords to become law.
CHIS	Covert Human Intelligence Source
RIPA	Regulation of Investigatory Powers Act 2000
RIP(S)A	Regulation of Investigatory Powers (Scotland) Act 2000
The Code	Covert Human Intelligence Sources Revised Code of Practice, August 2018
UK	United Kingdom of Great Britain and Northern Ireland
Participation	Participation in criminal conduct
Relevant criminal conduct	Criminal conduct in the course of, or otherwise in connection with, the conduct of the use of a CHIS

# Annex B – Territorial extent and application in the United Kingdom

81 The provisions in this Act form part of the law of England, Wales, Northern Ireland and Scotland. The Act extends to the UK apart from activity relating to devolved matters in Scotland. Subject to that, the Act will apply UK-wide.

Provision	Extends to E & W and applies to England?	Extends to E & W and applies to Wales?	Extends and applies to Scotland?	Extends and applies to Northern Ireland?
Section 1	Yes	Yes	In part	Yes
Section 2	Yes	Yes	In part	Yes
Section 3	Yes	Yes	In part	Yes
Section 4	Yes	Yes	In part	Yes
Section 5	Yes	Yes	In part	Yes
Section 6	Yes	Yes	In part	Yes
Section 7	Yes	Yes	In part	Yes
Section 8	Yes	Yes	In part	Yes
Schedule 1	Yes	Yes	In part	Yes
Section 9	Yes	Yes	In part	Yes
Section 10	Yes	Yes	In part	Yes

# Subject matter and legislative competence of devolved legislatures

- 82 The provisions of the Act relating to RIPA deal with the authorisation of criminal conduct by covert human intelligence sources, for the prevention and detection of crime or of preventing disorder, national security, or for the economic well-being of the United Kingdom.
- 83 The Act amends provisions of RIPA which apply to England and Wales, Scotland and Northern Ireland.
- 84 In respect of Scotland, national security is a reserved matter, as is the economic well-being of the United Kingdom. The function of preventing and detecting crime or preventing disorder is not in itself reserved. An authorisation granted for the purpose of preventing and detecting crime or preventing disorder, where the conduct is likely to take place in Scotland, may therefore relate to devolved matters and it will be for these matters that the Act will not apply.
- 85 National security is an excepted matter in relation to Northern Ireland and the subject matter of Part II of RIPA is reserved so far as relating to the prevention or detection of crime or the prevention of disorder. It is considered that the economic well-being of the UK is an aspect of national security and is thus excepted.



## **Annex C - Hansard References**

87 The following table sets out the dates and Hansard references for each stage of the Act's passage through Parliament.

Stage	Date	Hansard Reference		
House of Commons				
Introduction	24 September 2020	Vol. 680 Col. 1182		
Second Reading	05 October 2020	Vol. 681 Col. 652		
Committee, Report and Third Reading	15 October 2020	Vol. 682 Col. 563		
House of Lords				
Introduction	19 October 2020			
Second Reading	11 November 2020	Vol. 807 Col. 1043		
Grand Committee	24 November 2020	Vol. 808 Col. 146		
	01 December 2020	Vol. 808 Col. 628		
	03 December 2020	Vol. 808 Col. 852		
	10 December 2020	Vol. 808 Col. 1351		
Report	11 January 2021	Vol. 809 Col. 464		
	13 January 2021	Vol. 809 Col. 764		
Third Reading	21 January 2021	Vol. 809 Col. 1289		
Commons Consideration of Lords Amendments	27 January 2021	Vol. 688 Col. 424		
Lords Consideration of Commons Amendments	09 February 2021	Vol. 810 Col. 180		
Commons Consideration of Lords Amendments	24 February 2021	Vol. 689 Col. 1008		
Royal Assent	1 March 2021	House of Commons: Vol. 690 Col. 82		
		House of Lords: Vol. 810 Col. 1056		

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