

Australian Capital Territory

Corrections Management (Intelligence Framework) Policy 2018

Notifiable instrument NI2018–401

made under the

Corrections Management Act 2007, s14 (Corrections policies and operating procedures)

1 Name of instrument

This instrument is the *Corrections Management (Intelligence Framework) Policy 2018*.

2 Commencement

This instrument commences on the day after its notification date.

3 Policy

I make this policy to facilitate the effective and efficient management of correctional services.

4 Revocation

This instrument revokes the *Corrections Management (Intelligence Unit) Policy* [NI2011-144].

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INTELLIGENCE FRAMEWORK

POLICY NO. A3

ACT CORRECTIVE SERVICES



ACT
Government

Justice and Community Safety

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1 PURPOSE

- 1.1 ACT Corrective Services (ACTCS) contributes to a safer community through the safe, secure, decent and humane management of offenders both in custody and the community. A robust intelligence capability is central to the organisations ability to uphold this commitment to the community and ensure the safety of all people who come into contact with the organisation.
- 1.2 A holistic intelligence model within ACTCS will support and integrate reporting to and from all areas of the organisation. It will support corporate functions in maintaining business-as-usual, and provide ACTCS senior executives with a single intelligence picture of the operating environment across ACTCS. In turn this will inform decision-making, identify risk and contribute to proactive mitigation strategies.

2 SCOPE

- 2.1 This document outlines the functional management of the intelligence capability within ACTCS, supporting its mission of contributing to a safer community through the safe, secure, decent and humane management of offenders both in custody and the community. The framework assists decision-making at all levels within the organisation, seeks to identify and provide opportunities to mitigate risk and provides a centralised intelligence function for the organisation. The management of the intelligence function sits within the Intelligence and Integrity Unit.

3 DEFINITIONS

Information

- 3.1 Information is unrefined, unprocessed raw data. It may consist of details, facts, personal particulars, observations, rumour, hearsay, documents, news, figures or statistics. In an intelligence context, information is anything which has not been processed through the intelligence cycle.

Intelligence

- 3.2 Intelligence is a product derived from adding value to information to develop meaning and provide insight that informs and influences decision-making. Intelligence may be both a process and output, with the process comprising of the intelligence cycle while insight, understanding and intelligence product are the output. The intelligence cycle is comprised of a number of interrelated phases which guide all aspects of the process.



Figure 1: Intelligence Cycle

4 TYPES OF INTELLIGENCE

Tactical Intelligence (Level 1)

- 4.1 Supports decision-making, understanding and resource allocation at the local level. It is generally target-centric or activity-focused, based on limited or single source information and may provide limited analysis beyond the initial evaluation of information. Tactical intelligence will often support business-as-usual, identifying specific local threats or immediate safety and security issues.

Operational Intelligence (Level 2)

- 4.2 Supports decision-making and understanding at an organisational level. It may identify targeting opportunities, convergences across multiple areas of focus, trends, patterns or proactive opportunities. Operational intelligence will usually focus on groups or networks to identify the threats they pose.

Strategic Intelligence (Level 2)

- 4.3 Aims to provide high-level insight and understanding and may contribute to policy development, strategy or legislative change. Strategic intelligence is generally aligned to achieving organisational objectives, aims to understand the 'big picture' and may inform organisational resource allocation.

5 ACTCS INTELLIGENCE CAPABILITY

Intelligence Unit

- 5.1 The Intelligence Unit provides an overarching intelligence capability for ACTCS. It centralises the intelligence collection and analytical capability (Level 2), providing for a single picture of the operating environment. The unit interprets the strategic direction set by ACTCS senior executive and operationalises these requirements across the organisation, as well as developing and disseminating organisation-wide intelligence requirements. The unit is a central point of receipt for all external information or intelligence provided to ACTCS, as well as coordinating any requests for information (detainee telephone calls, emails, movements, target profiles, etc.).
- 5.2 The Intelligence Unit is objective and consumer-focused, with its primary function to provide intelligence support to the operational areas of ACTCS. The Intelligence Unit reports directly to the Executive Director, as per Related Document B.

Custodial Operations

- 5.3 Custodial Operations is supported at the Alexander Maconochie Centre (AMC) by an Intelligence Officer co-located with the Security Unit. The Intelligence Officer primarily provides a tactical (Level 1) intelligence capability for Custodial Operations, with a focus on safety and security issues. They support business-as-usual processes within the centre, including initial risk assessments of new arrivals, placement or classification reviews as required and the provision of tactical intelligence product.

Community Corrections

- 5.4 Community Corrections is supported by the centralised ACTCS Intelligence Unit. This includes providing advice and intelligence support to Community Corrections staff, sharing information and intelligence, and assisting in the development of information collection and reporting strategies.

6 ACTCS INTEGRATED INTELLIGENCE MODEL

Key principles

- 6.1 Within the ACTCS Intelligence Framework is the Integrated Intelligence Model, supported by a number of key principles. These principles ensure transparency, promote consistency and recognise the important role of all staff in the intelligence process. The principles promote best practice, harness technology and provide a robust governance framework.

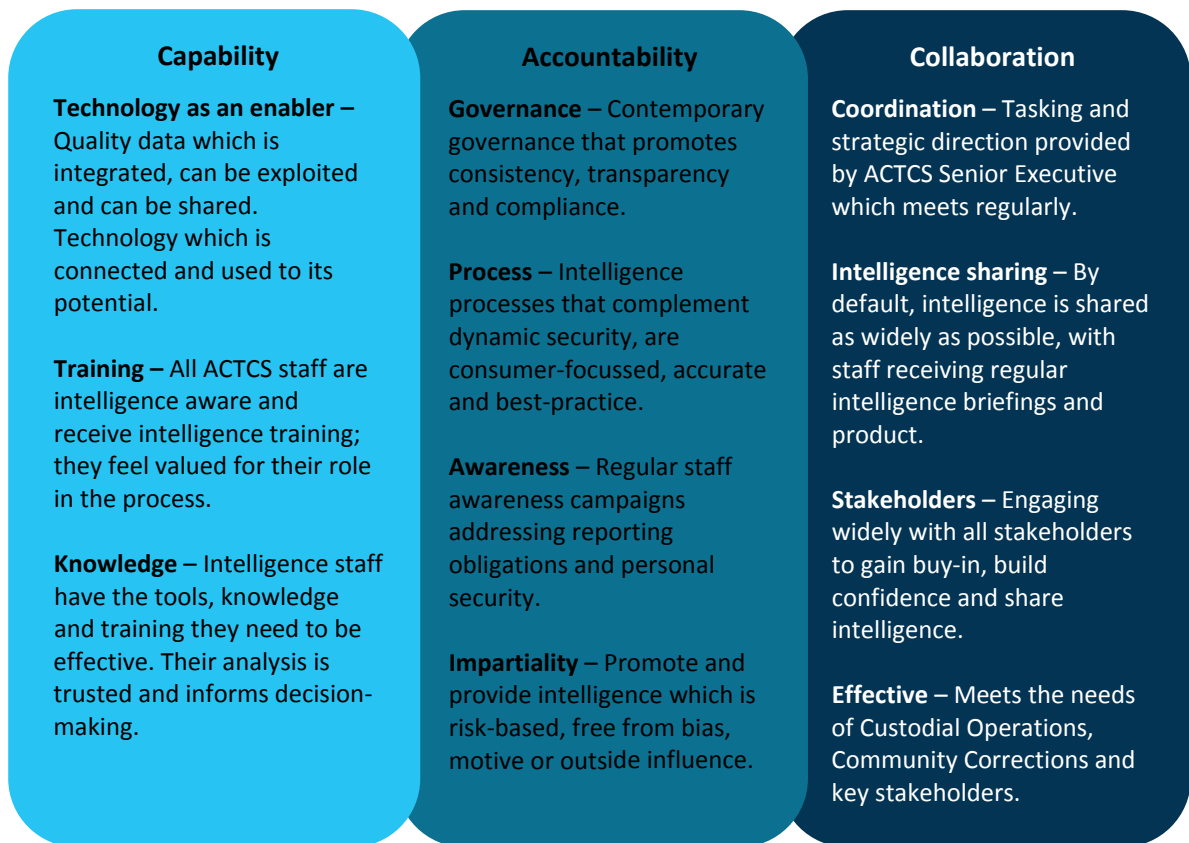


Figure 2: Key Principles of the Integrated Intelligence Model

Integrated approach to intelligence management

- 6.2 The Integrated Intelligence Model is a holistic model that supports and brings together three traditionally separate, but intrinsically linked domains within the organisation: Custodial Operations, Community Corrections and corporate functions. The model provides for a consistent approach to information collection, analysis and intelligence production. It underpins the organisations ability to understand the current environment, respond to threats, allocate resources and implement preventative strategies.
- 6.3 In addition, an integrated model relies on a centralised coordinating function. In ACTCS, the Intelligence and Integrity Unit manages the intelligence effort across the organisation. The unit provides a ‘fusion centre’ function, aligning intelligence across custodial operations, community corrections and the organisations integrity capability. Figure 3 depicts the integrated approach to intelligence management across ACTCS.

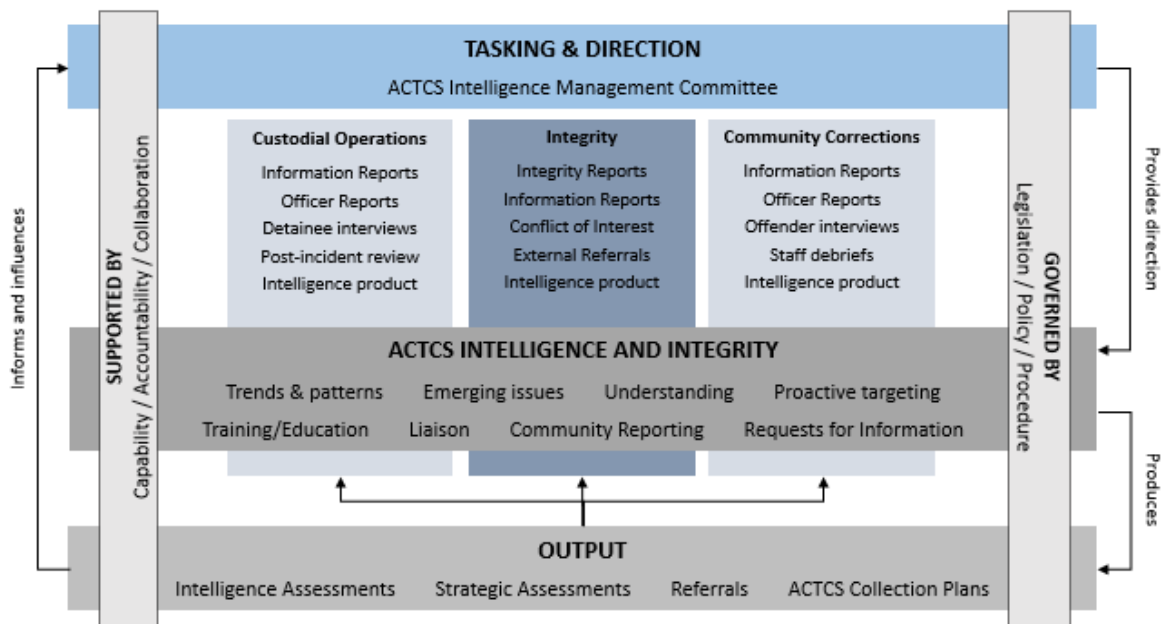


Figure 3: Integrated approach to intelligence management in ACTCS

Tasking and direction

- 6.4 Key to the model is clear tasking and direction. This ensures intelligence has clear operational and strategic objectives, ensuring information collection and intelligence production is focussed and problem orientated. Strategic direction is provided by the Executive Director. Direction is also derived from the ACTCS Strategic Plan 2017 – 2019, organisational priorities and the identification of emerging issues and trends at the operational level which may impact on strategic requirements. Each year, the Intelligence Unit will produce an annual assessment. This assessment will assess the impact of any implemented strategies over the past twelve months, as well as analyse trends and emerging issues which are expected to impact on ACTCS over the next twelve months.
- 6.5 Operational tasking and direction is provided by the Intelligence Management Committee (IMC), which meets once per month. The purpose of the IMC is to consider current intelligence in regards to security threat targets, security threat groups, emerging issues and to prioritise resource allocation or direct/redirect intelligence focus and priorities. Membership of the IMC will be determined by the Executive Director.
- 6.6 The IMC will also consider and determine strategic intelligence priorities as required.

Collecting information

- 6.7 Information is the basis of sound intelligence analysis and frontline staff are integral to collecting information. Given regular interactions with detainees, clients, visitors and the public, staff are well placed to observe, ask questions, or be told information that should be centrally captured and recorded by the Intelligence function. While the AMC Intelligence

Officer or ACTCS Intelligence Unit will proactively collect information, the majority of reporting will be generated by frontline staff. Information may be provided by, or collected from, a variety of sources, including:

- Staff (Officers and other staff)
- Detainees in custody
- Detainee mail
- Detainee telephone calls and emails
- Clients in the community
- Visitors to ACTCS facilities
- Law enforcement agencies
- Partner agencies
- Open source
- Human sources

6.8 The Corrections Management Act 2007 and specific ACTCS policies and procedures guide the collection and sharing of information across ACTCS. Information may be collected by, or provided to, intelligence staff in a variety of ways, including:

- Incident Reports (generally used for routine or post incident reporting)
- Security Information Reports
- Online Integrity Reporting tool (ACTCS employees)
- Detainee, client or visitor interviews
- Intelligence reports from external agencies
- Email
- Verbally
- Community telephone hotline/text/email
- Detainee telephone hotline or PrisonPC email

Information collection management

6.9 The ACTCS Intelligence Unit will develop and communicate to all relevant staff ACTCS intelligence requirements. These will be centrally maintained, updated and disseminated as required. Dissemination of intelligence requirements allows for the targeted and methodical collection against intelligence gaps and priorities, and may include warnings and indicators staff need to aware of or focussed on based on the current intelligence picture.

6.10 It is important that any person reporting information understands the information they collect or provide becomes the property of ACTCS. When an employee is provided information by a detainee in custody, client in the community, visitor or member of the

public, it is vital that the reporting officer discloses the source of information to ensure the source can be evaluated and assessed as a potential covert human source. Any concerns with disclosing a source should be raised directly with the Manager, Intelligence and Integrity.

Information Handling

- 6.11 Information collected by, or provided to, intelligence staff will be handled confidentially. It will be stored in accordance with its security classification or handling restrictions, as per the ACT Government Protective Security Policy Framework (PSPF) Information Security Mandatory Requirements. All information must be uploaded or recorded in iBase, the centralised intelligence database in use by ACTCS. Access to this system will be restricted to the AMC Intelligence Officer, ACTCS Intelligence Unit and other staff as required and authorised.
- 6.12 Provisions will be made for the receipt of sensitive reporting from any person. When in receipt of sensitive information, the Intelligence Unit will take steps to protect the source of the information including de-identifying the report (removing the authors name) or redacting the report to remove any information which could identify the source or the author where required. In all instances when this occurs, a record will be made to ensure accountability within the Intelligence Unit. Sensitive reporting will be stored in accordance with its classification and any handling restrictions.
- 6.13 Information provided to ACTCS by external agencies will be handled and stored in accordance with the originating agency security classification and handling restrictions. This information will not be disclosed to any third party without the permission of the originating agency.

Feedback

- 6.14 It is important that employees, contractors or volunteers who provide information receive feedback on the information they provide wherever possible. All information is useful, though it may be some time before the full picture is known, or individual pieces of information can be acted upon. It is vital that all employees, contractors or volunteers who provide information receive feedback on the importance of the information they have provided, and where possible how it fits into current knowledge or collection activities. This feedback promotes open communication, trust and reciprocal reporting benefits.

Collaboration

- 6.15 The Integrated Intelligence Model relies on building strong partnerships with stakeholders, both within ACTCS and external to the organisation. The Intelligence Unit will liaise regularly with all stakeholders to promote a collaborative approach to intelligence management within ACTCS. This will include working closely with ACT Policing to support the exchange of information and intelligence, participating in national fora in regards to corrections intelligence and contributing to countering violent extremism programs.

7 INTELLIGENCE PRODUCTS

- 7.1 The production and dissemination of intelligence product is a key output of the Intelligence Unit. Intelligence products are not to be used solely as information products, and therefore must contain analysis, insight, meaning and/or value-add. Various intelligence products will be produced to support the tactical, operational and strategic intelligence requirements of ACTCS. The production of *intelligence product* will be restricted to the AMC Intelligence Officer and ACTCS Intelligence Unit, unless otherwise approved. All finalised intelligence product must be allocated a unique reference, uploaded to iBase and approved for dissemination by the Manager, Intelligence and Integrity prior to its release.

Level 1 Products

Target Profile

- 7.2 The Target Profile is a tactical product used to primarily collate and share information regarding a detainee in custody, client in the community, visitor to a correctional centre, or other person of interest. The Target Profile captures all relevant information or reporting on an individual including an initial intelligence assessment. The front page is a standalone document and contains all relevant information to assist frontline staff in the conduct of targeting operations, or to share with partner agencies in the event of escape or disturbance.

Intelligence Bulletin

- 7.3 The Intelligence Bulletin is a tactical product used to provide a preliminary assessment, identify links or communicate security threat targets. It is an 'immediate' product – that is it can be produced in a limited timeframe and is often used as a 'for your information' product to advise staff of emerging issues or as an alert. The Intelligence Bulletin is typically limited to one page in length. Its primary audience is frontline staff in Custodial Operations and Community Corrections.

Level 2 Products

Security Threat Assessment (STA)

- 7.4 The Security Threat Assessment is used to assess the severity and urgency of any identified threat posed by an individual or group, either in custody or being supervised in the community. The assessment contains specific intelligence required to inform tactical and operational decision-making by assessing the capability and intent of an individual or group. The primary audience of the Security Threat Assessment are the respective General Manager, Heads of function and the IMC.

Intelligence Assessment

- 7.5 The Intelligence Assessment aims to inform organisational decision-making. It identifies trends, patterns or emerging issues, analyses groups, networks and provides proactive targeting opportunities by examining and understanding the operational environment. The Intelligence Assessment may be used for a variety of purposes, including the production of weekly, monthly or annual intelligence assessments. The primary audience of the Intelligence Assessment is ACTCS Senior Executive, Heads of function and key external stakeholders.

Strategic Assessment

- 7.6 The Strategic Assessment aims to inform ACTCS Senior Executive. It may examine an emerging trend in a national or international correctional environment in the context of ACTCS, analyse the impact of ACTCS operational strategies, or inform future strategy, policy or legislative development. The primary audience of the Strategic Assessment is the Executive Director.

8 INFORMATION PRODUCTS

Security Information Report

- 8.1 The Security Information Report (SIR) is a reporting tool used by any ACTCS employee, contractor or volunteer to report information that relates to the safety of any person, security of any location, a threat to the community, associations of interest, involvement in criminality or a threat to the good order of a correctional centre. It is one of the primary means by which the Intelligence Unit captures reporting originating from all areas of ACTCS. It is not an analytical product and must not be used to produce or disseminate intelligence.

Information Collection Plan

- 8.2 An Information Collection Plan conveys intelligence requirements and intelligence gaps to ACTCS employees to assist and guide collection activity. The document is a living document and will be updated as a result of IMC determinations or emerging issues. The primary audience of the Information Collection Plan is all ACTCS staff.

9 THREAT IDENTIFICATION

- 9.1 The AMC Intelligence Officer and ACTCS Intelligence Unit will work closely with stakeholders to identify threats relevant to ACTCS. The IMC may designate individuals as Security Threat targets or groups as Security Threat Groups. The IMC designation process will allow for the prioritisation and specific targeting of individuals and groups who pose the greatest threat.

Descriptor	Explanation
Targeting	The identification of a threat and commitment of intelligence resources to proactively collect and analyse information on an individual or issue to better develop and understand the situation, allowing for a proactive operational response.
Person of interest	Any person who comes to notice due to the potential threat they pose to the safety of any person, the security of any ACTCS facility, or the safety, discipline or good order of a correctional centre, who further information collection is needed to assess the threat they pose.
Security threat	Any person who poses or is suspected to pose an unacceptable threat to safety of any person, the security of any ACTCS facility or the safety, discipline or good order of a correctional centre, who is designated as a <i>Security Threat</i> by the IMC.
Security threat group (Applies to AMC only)	A group of detainees held in a correctional centre who collectively pose, or are suspected of collectively posing a threat to discipline or safety or security and good order of the correctional centre, who are designated as a <i>Security Threat Group</i> by the IMC.

10 KEY ROLES

AMC Intelligence Officer

10.1 The AMC Intelligence Officer is based at the AMC. Their primary role is to provide a level 1 intelligence capability through the provision of business-as-usual enabling functions and the production of level 1 intelligence product for the AMC. They do this through:

- Monitoring detainee telephone calls, emails and mail
- Evaluating information, value-adding and recording as appropriate
- Submitting Security Information Reports
- Preparing target profiles and contributing to security threat assessments
- Providing tactical intelligence support to the AMC Head of Security
- Providing advice and assistance to staff in relation to information collection and reporting
- Ensuring information and data is captured in the offender management system and intelligence database as appropriate
- Liaising with the Intelligence Unit to ensure the timely provision of information and intelligence
- Delivering tactical intelligence briefs to frontline staff.

ACTCS Intelligence Unit

10.2 The Intelligence Unit is based in ACTCS Head Office. Its role is to provide an organisation-wide overarching intelligence capability and a level 2 analytical capacity with a focus on identifying operational and strategic risks. It does this through:

- Developing and implementing the ACTCS-wide intelligence strategy
- Evaluating and analysing information received from a variety of sources
- Identifying and analysing patterns, trends and emerging issues
- Preparing and disseminating various intelligence product as appropriate
- Briefing tactical, operational and strategic intelligence to intelligence consumers
- Identifying and monitoring security threats internal and external to ACTCS
- Identifying and monitoring security threat groups
- Providing intelligence assistance and advice to ACTCS senior executive
- Developing and disseminating information requirements and the ACTCS information collection plan
- Liaising with key internal and external stakeholders
- Facilitating requests for information from internal and external stakeholders

- Coordinating and facilitating intelligence awareness and training sessions for all ACTCS employees
- Participating in national corrections intelligence fora and contributing to countering violent extremism programs.

11 RELATED DOCUMENTS

- **A – Information flows within ACTCS**
- **B – ACTCS Intelligence Structure**
- **C – Intelligence Product Matrix**
- **D – IMC Terms of Reference**

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 24 July 2018

Document details

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