

catholic office for the protection of children and vulnerable adults

annual report 2002



Catholic Office for the Protection of Children and Vulnerable Adults (COPCA) Annual Report 2002

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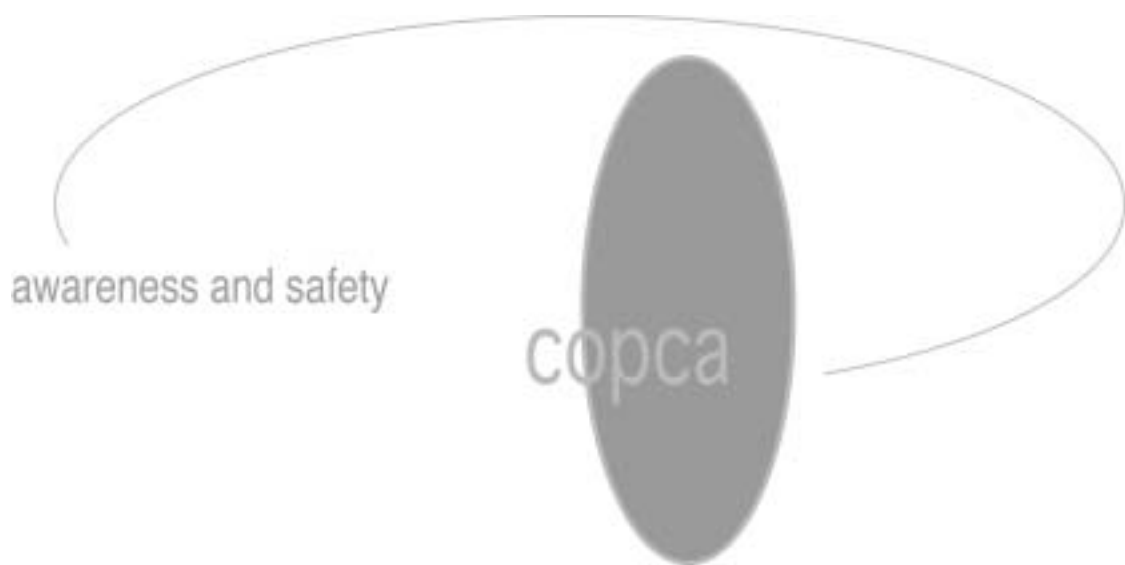
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foreword

The Most Rev Vincent Nichols, Archbishop of Birmingham,
Chairman of COPCA Management Board

I am very pleased to present this first Annual Report from the new Catholic Office for the Protection of Children and Vulnerable Adults (COPCA), established on the recommendation of Lord Nolan's review of child protection in the Catholic Church in England and Wales.

The report has been presented to the COPCA Management Board by Eileen Shearer, the COPCA Director. She is to be warmly congratulated on the remarkable achievements of the first 12 months in launching and leading the work of this Office. Readers of this Report should bear in mind that it covers the period from January to December 2002. The staff and work of COPCA built up gradually during that time. Eileen Shearer took up her post in January 2002 and a full complement of staff was in place for only three months of the year.

The Final Report of Lord Nolan was presented to the Bishops' Conference of England and Wales and to the Conference of Religious towards the end of 2001. Its recommendations were accepted and the work of implementation began immediately. That work represents a sea-change in many of the habits and procedures that underlie the life of the Church in every parish, youth group, voluntary association and care institution.

The scope of the change, then, is very widespread indeed. May I give but one example. The Society of St Vincent de Paul consists of groups of volunteers, in most parishes, offering help to the needy in the name of Christ. In any one year its members make in the region of 1.5 million visits to the homes of sick or elderly people. The good they do is enormous. Now that Society, along with every other in the Catholic community, is making great effort to adjust its processes and procedures to those required by the highest standard of protection for children and vulnerable adults.

This work has continued apace during 2003. Indeed the industry of the COPCA staff, and the people newly engaged in this work in every diocese and on behalf of every religious congregation, has meant that change and expectations have come thick and fast.

COPCA is determined to press forward with these tasks at a pace that is both needed and realistic. Busy and hard-pressed volunteers need timescales for change that can be met in their complex circumstances. A certain amount of procedural bureaucracy needs to be put in place to implement the recommendations and achieve best practice. COPCA seeks to achieve what is necessary always within a context of constant dialogue at all levels of Church community, sensitive to the needs for support and training and recognising that the Catholic community is held together in a complex and subtle structure of organisations and responsibilities.

On behalf of the members of the Management Board, I commend this Report. It tells a story of astonishing change and deserves wide and sympathetic attention. The determination of the Catholic community to overcome the tragedy of the abuse of children, especially within its own life, is clear for all to see. At the invitation of Lord Nolan, we also wish to become, step by step, an example of best practice in child protection and a community that can reach out to all in need, assuring them of an informed and compassionate response. There is much to be done.

+Vincent Nichols

+Vincent Nichols
Archbishop of Birmingham
Chairman, COPCA Management Board
1 October 2003



Eileen Shearer, Director of COPCA

a time of change

1. Introduction

1.1 This is the first Annual Report of the Catholic Office for the Protection of Children and Vulnerable Adults (COPCA) on child protection arrangements for the Catholic community in England and Wales.

1.2 It is written in a context of growing awareness of the problems and consequences of child abuse issues in the community at large. The work described in it has been undertaken within a Church context of recognition that the Catholic Church has in the past responded inadequately to some victims of child abuse. The scale of the problem in Ireland and in the USA has been brought into the public spotlight and has focused the attention of the Church community on the issue. The commissioning of Lord Nolan's review of arrangements for child protection in the Catholic Church in England and Wales was the result. The subsequent comprehensive Report (*A Programme for Action*, September 2001) was widely welcomed as setting a challenging agenda for the Church in England and Wales.

1.3 The first year of COPCA has been extraordinarily busy. COPCA has spent much of the year establishing itself and starting its work. COPCA's development has taken place in the context of an unparalleled focus on the Church and its child protection record nationally and internationally. It is to the credit of members of the Catholic community, its leadership, and those who have responsibility for the protection of children and vulnerable adults that so much has been achieved during this time.

There is no doubt a good start has been made on the process of implementing the recommendations of *A Programme for Action*.

1.4 The Bishops' Meeting of November 2001, and the Conference of Religious meeting of January 2002 accepted all the recommendations of *A Programme for Action* and adopted the following Policy Statement for the whole Catholic community in England and Wales:

The Church recognises the personal dignity and rights of children, towards whom it has special

responsibility and duty of care. The Church, and individuals of it, undertakes to do all in their power to create a safe environment for children and to prevent their physical, sexual or emotional abuse. The Church authorities will liaise closely with statutory agencies to ensure that any allegations of abuse are promptly and properly dealt with, victims supported and perpetrators held to account. (Recommendation 4)

1.5 The Church, supported by COPCA, is working towards fulfilling the following recommendations of *A Programme for Action*:

1. The Catholic Church in England Wales should become an example of best practice in the prevention of child abuse and in responding to it.

2. The top priority is to have preventative policies and practices operating effectively in Parishes, Dioceses and Religious Congregations that will minimise the opportunities for abuse.

3. The whole Church in England and Wales and the individual Bishops and Religious Superiors (Congregation Leaders) commit themselves to:

- a single set of policies, principles and practices based on the Paramountcy Principle, the 13 Principles of Safe from Harm, and the revised Working Together Guidelines,
- effective and speedy implementation in parishes, dioceses and religious congregations, including a comprehensive programme to raise awareness and train those involved in implementing child protection policies,
- an organisational structure in the parish, supported by the Child Protection Coordinator and his/her teams in the diocese and in religious congregations,
- national capability (the National Child Protection Unit) which will advise dioceses and religious congregations, coordinate where necessary and monitor and report on progress and
- provision of adequate resources to support these arrangements.

a culture of vigilance

2. COPCA's Tasks and Aims

2.1 This Annual Report describes the establishment of the Catholic Office for the Protection of Children and Vulnerable Adults (COPCA), (Recommendation 16 of *A Programme for Action*), and reports in detail on the progress made within the Catholic community during the period January to December 2002 in developing arrangements for the protection of children and vulnerable adults. Its publication follows Recommendation 19 of *A Programme for Action*.

2.2. It is the role of COPCA to work with those responsible for matters of child protection and the protection of vulnerable adults throughout the Church in England and Wales. COPCA is accountable to an independent Management Board, whose constitution and membership profile are detailed in Appendix 1.

2.3 The key aim of this work is to create a culture of vigilance and awareness, which will both prevent child or vulnerable adult abuse from occurring, and enable anyone who has suffered abuse to come forward and be confident that his or her concerns will be dealt with promptly, sensitively and appropriately.

2.4 COPCA's tasks, laid down in *A Programme for Action* (Recommendations 16-19), are:

- i. advising the Catholic Bishops' Conference of England & Wales and Conference of Religious on child and vulnerable adult protection policies and principles,*
- ii. giving expert advice and moral support to dioceses and religious congregations,*

- iii. collecting and disseminating good practice,*
- iv. holding databases of training facilities and other useful information,*
- v. maintaining the central confidential database of information,*
- vi. liaising with statutory agencies including the Criminal Records Bureau at national level,*
- vii. liaising with professional bodies and leading charities in the child and vulnerable adult protection fields and with other Churches,*
- viii. collecting data, monitoring that effective arrangements are implemented in dioceses and religious congregations and seeking to secure improvements where necessary,*
- ix. coordinating the development of a single set of national policies for child protection and for the protection of vulnerable adults,*
- x. making regular reports to diocesan bishops and religious superiors (congregation leaders) on the effectiveness of arrangements in each diocese and religious congregation,*
- xi. making a public Annual Report to the Bishops' Conference and the Conference of Religious on the overall position in dioceses and in religious congregations regarding the protection of children and vulnerable adults.*



Lord Nolan

Other Recommendations for the work of COPCA relate to specific policy and procedure issues and are found at numbers 22-24, 27, 44, 57, 60, 72, 81 & 82 in *A Programme for Action*.

getting started

3. Establishment of the COPCA Management Board

3.1 Once the recommendations of *A Programme for Action* were accepted in full by the Catholic Bishops' Conference of England & Wales in November 2001 and by the Conference of Religious in January 2002, an Implementation Group was established to set up the Catholic Office for the Protection of Children and Vulnerable Adults (COPCA).

3.2 The Implementation Group subsequently handed over responsibility to COPCA's Management Board. (Recommendation 20).

3.3 The Most Rev Vincent Nichols, Archbishop of Birmingham, is the Chairman of the Management Board. Its membership comprises both Catholics and non-Catholics, members of the clergy, religious congregations and lay experts. Three of the original members of the Nolan Committee also sit on the Board. (See Appendix 1 for the Management Board Constitution and a full list of Board Members).

3.4 Throughout 2002, additional members were recruited to the Management Board to ensure it is able to fulfil its functions through its monthly meetings in London or Birmingham.

3.5 In October 2002, the COPCA Management Board issued a Statement of Intent clearly laying down its aim to address protection issues for vulnerable people of all ages throughout the whole Church community in England and Wales. (See Appendix 1)

3.6 In 2002, the Management Board established a finance subcommittee, chaired by Terry Bamford, to undertake financial monitoring. Its membership includes members of the Conference of Religious, the Trustees of the National Catholic Fund and the Diocesan Financial Secretaries. It meets every two months. (see Appendix 2 for COPCA Accounts and information on funding)

setting up shop

4. Staffing and Accommodation



*The COPCA team. From left to right:
Liz Murphy, Claire Johnson, Eileen Shearer, Penny Nicholson,*

4.1 Following the appointment of Eileen Shearer as Director of COPCA in January 2002, interviews were held in June 2002 for the posts of two National Child Protection Officers to assist the director in the work of COPCA. In September 2002, the successful applicants, Liz Murphy and Penny Nicholson, took up their full-time posts.

4.2 Recruitment of administrative staff posed problems associated with the difficulties and delays in obtaining appropriate office accommodation. An initial search for office space had appeared successful, but during Easter 2002, the landlord withdrew the property and the search had to begin again. It was not

felt appropriate to seek permanent administrative appointments until the office base was known.

4.3 During the intervening months, COPCA was based in two temporary office sites, before a final move to permanent premises in September 2002. The need to make these moves and the lack of continuity which inevitably arose from the use of a series of temporary staff created administrative problems. We are confident we can improve our performance in this respect in the coming 12 months, now we have an established office base and skilled and committed staff in place.

a single approach

5. National Policy Development

5.1 The Challenges – the Church Context

a. The changes required by the Church Leaders' unanimous acceptance of Lord Nolan's recommendation to develop a single national policy represent a huge challenge for the Church, its structures, its organisational culture and its resources in relation to volunteers and finance.

b. Bishops and religious superiors (congregation leaders) are independent of their conferences and have wide authority within their own dioceses and congregations. Never before has a national policy been required of both the religious congregations and the dioceses of England and Wales. There are more than 300 religious congregations active in England and Wales and they vary both in size and in aims and purposes.

c. This new attempt to create a single approach across very different organisational arrangements on the ground raises issues around creating policies and procedures that are workable and suit all those involved.

d. There are also very different processes required within different parts of the Catholic community to ratify new policies. This raises the importance of the need to engage, for example, with the leadership of overseas religious congregations operating in England and Wales, and those leaders of religious congregations who are based abroad, for example, in Rome.

e. The responsibilities of COPCA for issues of the protection of vulnerable people of all ages require careful clarification because of the range and variety of organisations which are associated, formally or informally, with the Catholic Church. There are many issues to be resolved regarding the respective responsibilities of and interaction with, for example, education, youth and Catholic welfare organisations.

f. The varied organisational structures within the Catholic Church, coupled with initial shortcomings in effective administration within COPCA, at first made progress difficult and challenging.

g. The culture and values of the Church in dioceses and parishes are inevitably very different from the formal, systematised bureaucracy that underpins child protection practice in statutory agencies and voluntary social work organisations. We need to work together to achieve the necessary minimum standard of systems and timely communication to support best practice at an organisational level in this different context.

h. The field of child protection and the protection of vulnerable adults is just one way in which the secular world has an impact on the Catholic Church and its traditional ways of working. Similar cultural issues arise for the Church in relation to Data Protection and Health & Safety legislation, both of which in turn affect child protection policy and procedures. Care Homes run by religious congregations are now regulated through the National Care Standards Commission.

i. In the past, there is no doubt that survivors of abuse have at times experienced a lack of empathy and understanding of the effects of abuse on their lives and in their dealings with the Church. There are clearly tensions between the responsibility of Church leaders to act prudently in relation to Church resources where compensation claims may be made, and the need to respond in a pastorally sensitive manner which respects the voice of survivors of abuse.

5.2 The Importance of National Policies and Procedures

a. The development and implementation of National Policies and Procedures is essential to support those who work in child protection within the Catholic community in achieving the highest standards in the protection of children and vulnerable adults within that community in England and Wales. Nationally-agreed policies and procedures for the protection of children and vulnerable adults are essential to ensure that consistent best practice is implemented in every diocese and religious congregation.

b. Much work was undertaken within the Church in the 1990s in relation to procedures for Handling Allegations (the 1994 Guidelines) and in producing guidance on the treatment of those who have suffered abuse (*Healing the Wound*: 1996). Lord Nolan's review of child protection arrangements was commissioned because it was nevertheless apparent that practice and knowledge continued to vary unacceptably across England and Wales.

c. Some of the issues which are now apparent will only begin to be effectively addressed once an agreed national policy and procedure is in place. These include:

- i. The need for clear and consistent job titles, roles and responsibilities, and clear transparent processes of organisational accountability (Recommendations 5-14)
- ii. The need for adequate training and supervision of those undertaking child protection work (Recommendations 28 & 44)
- iii. The need to refer allegations and concerns of abuse at an early stage to the relevant statutory authorities for effective and appropriate investigation (Recommendations 48-57, & 61)
- iv. The need to record details of individual cases and actions taken. (Recommendations 45-47)
- v. Ensuring that, within appropriate and agreed confidentiality boundaries, comprehensive information on these matters is shared with those responsible for child protection within the Church (Recommendations 48-56, 58, 59 & 61)
- vi. Ensuring actions in relation to the removal of employees, and priests and religious from active ministry, following allegations or concerns, is undertaken on the basis of sound child protection principles. (Recommendations 62-68)
- vii. The need to ensure that risk assessments at various stages of the process are undertaken by suitably-qualified professionals and that standards and protocols for this work are clarified. (Recommendations 61-63)
- viii. The need to create a culture in which those who have suffered abuse feel able to inform the Church of this and receive a sensitive and appropriate response in line with national procedures. (Recommendations 21-26, 71-73, 75)

The present inconsistency and uncertainty around such issues illustrate that National Policies and Procedures are required to underpin best practice in protection work.

5.3 The Process of Development: the Key Priorities

a. COPCA has responded to the tensions inherent in fulfilling Lord Nolan's recommendations by establishing a regular forum for the implementation of *A Programme for Action*. All Child Protection Coordinators from dioceses and some representative Child Protection Coordinators in the larger religious congregations attend a regular meeting every other month.

b. This group worked with the Director of COPCA to identify the key priorities from A Programme for Action which required development of national policies and procedures.

During 2002, four priorities have been identified and corresponding working groups established:

Organisational Structures,

(Recommendations 5-15, 16-20, 27-35, 48-51)

Chair: Eileen Shearer, Director, COPCA

Handling Allegations

(Recommendations 45-68, 71-79, 77-79)

Chair: Fr Bernard Wilson, Director of the Catholic Children's Rescue Society, Salford Diocese, and Former Child Protection Coordinator, Salford Diocese

Creating a Safe Environment

(Recommendations 5, 7, 21-28, 44-47 80, 81, 82)

Chair: Liz Murphy, National Child Protection Officer, COPCA

Pastoral Care

(Recommendations 71-75)

Chair: Brendan Mooney, Child Protection Officer, Southwark Diocese,

and, subsequently, Liz Murphy, National Child Protection Officer, COPCA

c. In addition, it became apparent that, while child protection was an initial priority, work was also needed to deliver similar guidance and consistent handling in the protection of vulnerable adults. (Recommendations 1-83)

d. A Steering Group was therefore set up to assess the potential scope of COPCA's work on vulnerable adults under the chairmanship of Br John Martin, who is Provincial of the Hospitaller Order of Saint John of God, and also the representative of the Conference of Religious dealing with vulnerable adults.

e. In recognition of the strategic importance of developing the child protection skills and experience of key members of the Church community for the future, another national working group has been set

up with the full support of the Rectors of Seminaries and Religious Houses of Formation to develop a common Curriculum in Child Protection for all Catholic Seminaries and Religious Houses of Formation based in England and Wales and abroad.

f. A further working group chaired by Penny Nicholson, National Child Protection Officer in COPCA, is providing support and guidance in undertaking Reviews of Past Cases. (Recommendations 69-70).

g. COPCA has also had the opportunity of amending the new national selection procedures for candidates for seminaries in line with *A Programme for Action*. (Recommendations 36 & 37)

5.4 The Process of Development: Ownership and Decision-Making

a. It is vital to their success that these national working groups consist of the right people. Membership needed to represent both the dioceses and religious congregations to ensure that the final proposals would be suitable and workable in these very different contexts. It was also essential to include experts, whether lay or clerical, in relation to the topics under consideration, to make sure that the proposed policies would represent current best practice.

b. The COPCA Management Board has ratified the Terms of Reference for each working group, and approved a common process of wide consultation and decision-making. This was seen as essential to maximising ownership of the policies and procedures and ensuring that they are fit for their purpose at local level as well as representing best practice.

c. Final decisions on policies and procedures will be taken by the independent COPCA Management

Board after which the Bishops' Conference and Conference of Religious will agree to implement them.

d. COPCA has issued details of all the Working Group Chairs and Members, the agreed Terms of Reference and the approved process of consultation and decision-making to all Child Protection Coordinators and Child Protection Officers. (See Appendix 3 for flow chart detailing the policy development and approval process)

5.5 Several policies have already been agreed and have been in use since their various issue dates in 2002. These are:

- Policy on Priority CRB Checks (Recommendations 29, 30, 33, 39)
- Definition of Vulnerable Adults
- Interim Policy for Supply Clergy and Testimonial of Suitability (Recommendations 41-43)
- COPCA Guidance on Photographic Displays of Children and Young People in Churches and Church Buildings (Recommendations 2, 22, 23)
- Procedure for Addressing Child Protection Issues with Foreign Religious Communities (Recommendations 48-59, 61-68, 77-79)
- Policies and Procedures for CRB Disclosures through COPCA as a Registered Body (Recommendations 27-35, 39 & 41)

5.6 COPCA and its Management Board are grateful for the commitment and hard work of all the members of the current national working groups who are often giving their time freely and in addition to many other responsibilities. Their contribution to the development of best practice in the protection of children and vulnerable adults within the Catholic community cannot be overestimated.

creating a safe environment

6. The Criminal Records Bureau

6.1 It is a fundamental aspect of any strategy for the protection of children and vulnerable adults that prevention is better than cure.

6.2 Central to the concept of prevention is stopping unsuitable people being allowed to occupy positions in which they have the opportunity to commit abuse and, whether because of their role or position, exercise their power in order to conceal it.

6.3 *A Programme for Action* recommends the establishment of a central confidential database (Recommendation 37) to which all dioceses and religious congregations could refer to check whether any relevant information is known about members of the Catholic community intending to work with children or vulnerable adults. The setting up of such a database requires a great deal of care and attention to issues such as the Human Rights Act and the Data Protection Act.

6.4 Meanwhile, the Home Office set up the Criminal Records Bureau, which replaced the police checks formerly undertaken for people working with children and vulnerable adults.

6.5 CRB checks are in reality a small part of the organisational strategy for preventing unsuitable people from gaining access to children and other vulnerable people. Strong recruitment and selection processes, clear accountability and good training and supervision are just as important in creating a safe environment in which awareness of the issues is raised.

6.6 Within the Catholic Community, it was a recommendation of *A Programme for Action* that the Church should register with the CRB, and use its services as a matter of course (Recommendation 33). It was decided all Criminal Records Bureau checks (with the exception of those undertaken through Local Education Authorities in schools) should be undertaken through COPCA, acting as a Registered Body of the CRB. From this decision flowed a number of further decisions.

6.7 The CRB requires Registered Bodies to develop, and ensure adherence to, key policies and procedures that safeguard those applying for Criminal Records Bureau checks. These policies were

developed and duly issued in December 2002 to those with responsibility for counter-signing Disclosure Application Forms in dioceses and for the religious congregations.

6.8 The procedures required by the CRB for accessing Disclosures are at present unfamiliar and quite complex. COPCA has worked very closely with the CRB in developing itself as a Registered Body. In dioceses, most Child Protection Coordinators (and, where appointed, Child Protection Officers) have been registered with the CRB as counter-signatories. They act as agents of COPCA in processing CRB Disclosures. For the religious congregations, a Counter-Signatory Office has been established with two part-time Counter-Signatories. This is based at the Conference of Religious secretariat. This office will process all Disclosure Applications for the members of religious congregations in England and Wales.

6.9 Criminal Records Bureau Disclosures processed through COPCA became available from 1 January 2003.

6.10 The issue of clearly establishing who should go through COPCA for their Criminal Records Bureau check has been complex and difficult. For example, Catholic Schools staff are checked through the Local Education Authorities in their areas, Catholic Independent Schools have registered independently with CRB, while Foundation Governors, Section 23 Inspectors and RE Advisers, all of whom are diocesan appointees, will be checked through COPCA.

6.11 A policy decision was taken by the COPCA Management Board in 2002 that lay staff in Catholic Care Homes will be checked through COPCA as it became apparent they would not be checked through Statutory Agencies. This reinforces the principle of a one-stop shop for disclosures and the consequent protection of a central database.

6.12 At the request of the CRB, the Management Board agreed a list of Priority Disclosure Applications to be undertaken in the first instance, and COPCA is waiting to hear from the CRB when the process of checking those currently in post can begin.

6.13 As the system develops over time, there will be a need to develop information-sharing protocols both between the different sections of the Catholic community not currently covered by COPCA and also between COPCA and other Churches.

6.14 Meanwhile, the Director of COPCA attends meetings of the Churches Agencies for Safeguarding (CAS) group - a CRB Registered Body which provides disclosures to a number of Christian Churches in England, Wales and Scotland. This is an invaluable liaison opportunity.

6.15 Within the Catholic community, plans for a

computerised national database were moved swiftly forward through COPCA - with the help of senior staff at the National Catholic Fund. Their contribution is greatly appreciated. The database will be held centrally at COPCA's office, and accessed by PC terminals in every diocese and at the Counter-Signatory Office at the Conference of Religious.

6.16 The development of software for the national database was commissioned in June 2002 and the installation of the software and hardware is on target. It was successfully installed and operational on the planned implementation date of 1 April 2003.

monitoring progress

7. Annual Reports from Dioceses

7.1 In future years, Annual Reports from dioceses and religious congregations will contain the results of audits of the implementation of national policies and statistical information. (Recommendations 15 & 19)

7.2 However, 2002's diocesan annual reports provide more limited information. Due to their varied and complex structure, religious congregations were not required to submit annual reports for 2002. The two which have been received will provide valuable information and guidance to inform the process next year.

7.3 All 22 dioceses have submitted an annual report based on a pilot format which will be amended for future years in the light of experience from 2002. Information is available from these reports about numbers of reported cases dealt with, the stage of development of the child protection systems, and training. There are also highlights of the progress which has been made in dioceses.

7.4 Systems in place in Dioceses

The following data is evidence of encouraging progress towards the implementation of the structures recommended by Lord Nolan's Committee.

a. Child Protection Structures

i. The structures in place in dioceses for dealing with child protection issues are as follows. A

Child Protection Commission, which includes external professional experts, is currently led by a Child Protection Coordinator, often a priest or deacon who has been empowered to progress child protection developments. In some larger dioceses, lay child protection professionals have been appointed as Child Protection Officers to reinforce the structure. A process of appointing Local Child Protection Representatives on a voluntary basis in all parishes is under way. (Recommendations 8-14)

ii. In all 22 dioceses, Child Protection Commissions are in existence, and many have indicated they are being strengthened. (Recommendation 14)

iii. In every diocese, the Child Protection Coordinator is in place. (Recommendation 8)

iv. Three Child Protection Coordinators are externally-appointed lay professionals, three are deacons and the rest are priests. (Recommendation 11)

v. In 12 of the 22 dioceses of England and Wales, externally-recruited lay professionals have been appointed to the position of Child Protection Officer. Most of this development has occurred in 2002, and the majority of these posts are full time. (Recommendations 11, 13)

vi. At local level, tremendous progress has been made

in recruiting and training Local Child Protection Representatives. In 2,663 Parishes, a total of 2,428 Representatives have been appointed.

(Recommendations 5-7)

vii. There is still some further work to be done, but this should not detract from the scale of what has been achieved in such a short time. In some dioceses, a deliberately measured approach has been taken to recruitment and selection of Local Child Protection Representatives to ensure appropriate best practice selection processes are used and training provided for these very responsible positions.

b. Training

i. In relation to their own training, Coordinators mainly noted their attendance at the National Child Protection Coordinators' Conference, held in November 2002 at Hinsley Hall, Leeds. The conference was generally well received and considered useful by them. (Recommendation 11)

ii. In relation to training delivered in dioceses, more than 200 training sessions for Local CP Representatives and parish priests have been held, and many dioceses have staged major conferences about child protection issues. (Recommendations 10 & 44)

iii. The issues arising in relation to delivering relevant training for Child Protection Coordinators in religious congregations are being addressed both by COPCA and the Conference of Religious.

c. Positive Developments

i) Asked to identify positive developments in 2002, dioceses made the following comments:

'The appointment of our Child Protection Officer'

'Training of Local Protection Representatives, including using training provided by the Social Services Department'

'The good take-up of training for Child Protection Representatives'

'Participating in formulating national policies and procedures'

'Creating for the first time a database of all our volunteers who work with children'

'The developments of closer relationships with statutory authorities'

'Obtaining more clerical support and new offices'

'Producing guidelines and leaflets'

'Attending National Child Protection Coordinators' meetings'

'Attending the National Child Coordinators Conference'

'Cooperation with COPCA'

'The fact that the appointment of our Child Protection Officer and the development of Child Protection Commission are welcomed and supported in our diocese as a whole.'

'Our joint work with other Churches'

'The strengthening of our Child Protection Commission by involving external professionals'

'A good dialogue with our youth team'

'A greater awareness of what to do about abuse at local level'

'Written agreements with parishioners convicted of child abuse offences'

'Less anxiety'

Overall, the substantial progress made in a short time reflects great credit on those working for protection of children and vulnerable adults throughout the parishes and dioceses of England and Wales.

making sense of the stats

8. Diocesan Case Report Statistics

8.1 All 22 dioceses of England and Wales reported case information to COPCA. Between 1 January and 31 December 2002, dioceses received a total of 148 reports requiring action. 132 reports related to sexual abuse and the remaining 16 reports to physical abuse.

8.2 The figures need to be treated with caution as, firstly, they include reports of both clear allegations of abuse and lower levels of concern which would not require referral to child protection agencies; secondly, they include reports of both current allegations and allegations from the past being brought forward for the first time in 2002 and, thirdly, the level of reporting will be influenced by the confidence of victims that they will receive a sympathetic and understanding hearing. It is recognised these figures are of limited value at this stage. They are nevertheless provided here in the spirit of the transparency required by *A Programme for Action*.

8.3 Crucially, the fact that the number of reported cases appears high or even increases over time is not necessarily a cause for criticism. Research has established that 75 per cent of children who experience abuse do not report it at the time, and that up to 30 per cent never tell anyone. (*Child Maltreatment in the UK*; NSPCC, 2000). Therefore, in terms of being able to deal with the problem for the immediate victim, and to protect others from future abuse, a high rate of reporting allegations and concerns is a positive feature. It also suggests that a culture of vigilance and greater awareness is developing and may indicate a growing confidence in the willingness and ability of the Church to respond promptly, sensitively and appropriately to reports in line with best practice.

8.4 COPCA's future Annual Reports will examine the way in which concerns have been dealt with to ensure consistency with national policy and procedures.

looking forward

9. Aims for 2003

9.1 Much of the work begun in 2002 fills COPCA's 2003 work plan. The agreement to implement the policies and procedures produced by the various working groups must be made in such a way as to allow genuine and thorough implementation in dioceses and religious congregations.

9.2 A written Strategy and Business Plan is being developed jointly by the COPCA staff and Management Board.

9.3 The COPCA Office is continuing to be established, with sound internal procedures and standards, and permanent administrative support being put in place.

9.4 Links with CPOs are being established through regular meetings.

9.5 We are aiming to create workable child

protection roles and structures within and among the religious congregations.

9.6 We are continuing to develop effective and efficient methods of communication with our 'customers'.

9.7 A training strategy for all involved in child protection will be established, and will include significant training and development for religious congregations' CPCs.

9.8 The National Database is to be installed and made operational.

9.9 All 'Priority' CRB checks are to be completed.

9.10 A review of COPCA's CRB policy and procedure will be completed and plans developed for phased disclosures on those currently working for the Church.

honesty, understanding and compassion

10. conclusion

10.1 It will be clear from the information contained in this Annual Report that the Church has made a huge investment in implementing *A Programme for Action*. This report summarises the considerable achievements in the first year of COPCA. The commitment to continue this vital work and to make the changes required is firm and clear.

10.2 The stewardship of the bishops and leaders of religious congregations is fundamental to the success of the wide-ranging changes that the Recommendations of *A Programme for Action* have brought with them. Central to this are courage, honesty, understanding and compassion.

appendix one

constitution

- i. The Catholic Office for the Protection of Children and Vulnerable Adults (COPCA) is established by the Catholic Bishops' Conference of England and Wales as a unit of National Catholic Fund.
- ii. The function of COPCA is:
 - a. To monitor and promote the development of child and vulnerable adult protection policies in the light of *A Programme for Action*, the final report of the Independent Review on Child Protection in the Catholic Church in England and Wales, September 2001.
 - b. To have an overview of the implementation of policies for the protection of children and vulnerable adults within the Catholic Church in England and Wales.
 - c. To make regular reports and to publish annual reports as the Nolan Report envisages.
 - d. To advise the Catholic Bishops' Conference of England and Wales and the Conference of Religious as to child and vulnerable adult protection policies and their implementation.
 - e. The practical application of the function will involve:
 - Giving expert advice and moral support to dioceses, religious congregations and Catholic organisations
 - Collecting and disseminating good practice
 - Maintaining a central confidential database
 - Holding databases of training facilities and other useful information
 - Liaising with statutory agencies at national level, with professional bodies, leading charities in the field and other Churches
 - Collecting data, monitoring arrangements in dioceses and religious congregations on an ongoing basis and seeking to secure improvements where necessary
 - f. Undertaking such other duties as requested by the Catholic Bishops' Conference of England and Wales or the Conference of Religious in the area of protecting children and vulnerable adults.
- iii. COPCA is operated by a Management Board which identifies and develops the direction and strategy necessary to fulfil the aims of COPCA.
- iv. Members of the Management Board are appointed by the Chairman of the Management Board who acts in conjunction with the President and Vice-President of the Catholic Bishops' Conference of England & Wales. There should at all times be no fewer than five members of the Management Board (including the Chairman). There is no maximum number.
- v. Duration of office of members of the Management Board is five years from the date of appointment (subject to vi. below).
- vi. Any member of the Management Board may be removed, during the stated period of office, by decision of the Chairman acting in conjunction with the President and Vice-President of the Catholic Bishops' Conference of England & Wales.
- vii. The Chairman of the Management Board shall be appointed (and removed) by the Standing Committee of the Catholic Bishops' Conference of England & Wales.
- viii. The Management Board members shall elect a Vice-Chairman from among their number.
- ix. Any property leased or purchased on behalf of COPCA shall be taken by/vested in the National Catholic Fund.

x. The Management Board shall appoint a Director of COPCA who will be the Professional Head of the Office, responsible for the planning, managing and direction of its work within an agreed budget. The Director will be responsible for establishing and running the Office, including the recruitment of staff and introduction of appropriate systems, particularly secure and adequate maintenance of records.

xi. The Director is an employee of National Catholic Fund which shall delegate authority for her/his day-to-day management to the Management Board.

xii. The Management Board shall review the annual budget submitted by the Director and refer the same to National Catholic Fund for final approval, amendment and decision. Accounting support will be provided by National Catholic Fund.

xiii. Any appeal by the Director in matters of Grievance, Discipline or Dismissal shall be made by notice to the Chairman of the Management Board who will refer it to National Catholic Fund to deal with in accordance with its own internal rules.

xiv. The Director shall be responsible for dealing with and controlling staff recruited to run the Office. Appeals on matters of Grievance, Discipline and Dismissal from decisions made by the Director shall be by notice to the Chairman of the Management Board who shall appoint an Appeals Committee from members of the Management Board.

xv. The Management Board shall ensure adequate training of the Director and other employees.

xvi. Decisions of the Management Board shall be by simple majority of those present at the meeting provided that:

a. Seven days' written notice of the meeting is given to each member of the Management Board.

b. Seven days' written notice of any motion is given to the members of the Management Board except on matters of routine business. NB a member of the Management Board may appoint another member as his or her proxy to vote at any meeting, providing that the proxy notification is in writing and a copy lodged with the Chairman, prior to any meeting.

xvii. If any matter arises at a meeting which may reasonably cause a conflict of interest for any member, the member shall declare such an interest to the Chairman who shall decide whether and to what extent the member may participate in the matter under discussion. If the Chairman has a conflict of interest, then he shall declare it and the Vice-Chairman shall decide whether and to what extent the Chairman may participate.

xviii. The Chairman or the Management Board may invite other persons to be present at meetings of the Management Board (without voting rights).

xix. Amendments to this Constitution may only be made with the approval of the Standing Committee of the Catholic Bishops' Conference of England and Wales.

National Catholic Fund is a registered charity no: 257239

management board

profile of members

The Management Board is chaired by the Archbishop of Birmingham, the Most Rev Vincent Nichols, and comprises the following members:

- Terry Bamford (Vice Chair), Chair of Westminster Area Child Protection Committee (ACPC): Non-Catholic.
- Gill Mackenzie, formerly Chief Probation Officer and a member of Nolan Review Committee. Non-Catholic.
- Rev Tim Bryan, Detective Chief Inspector, Metropolitan Police, seconded to the Dangerous Offenders Unit at the Home Office. Member of Nolan Review Committee. Anglican Priest.
- Sr Raymunda Jordan OP, General Secretary of the Conference of Religious in England and Wales
- Fr David Smolira SJ, Provincial of the British Province of the Society of Jesus.
- Mr Paul Walton, Solicitor. Catholic.

- Enid Hendry, Head of Child Protection Training, National Society for the Prevention of Cruelty to Children (NSPCC). Non-Catholic.

- Mgr Jack Kennedy, formerly Child Protection Coordinator for Liverpool Diocese; member of the Nolan Review Committee. Catholic priest.

- Fr Brian McGinley, member of the National Conference of Priests. Catholic priest.

- Helen Kenward, Independent Child Protection Consultant. Non-Catholic.

In attendance:

- Ms Eileen Shearer, Director, COPCA. Non-Catholic.
- Mr Charles Wookey, Assistant General Secretary, Catholic Bishops' Conference of England and Wales. Catholic.
- Mr Mark Morley, Director, Catholic Communications Service. Catholic.
- Mr Oliver Wilson, Head of News, Catholic Communications Service. Catholic.

statement of intent

The COPCA Management Board hereby states its intention to operate in all matters relating to its remit of protecting children and vulnerable adults in Catholic Church settings throughout England and Wales as follows:

- To seek to ensure that common, nationally applicable policies, procedures and codes of practice are developed and issued across dioceses and religious congregations in line with best practice
- To develop, review and agree policies,

procedures and codes of practice through a consultative process, culminating in ratification by the COPCA Management Board, and the agreement of the respective Conferences to implement such policies etc.

- To communicate and issue policies, procedures and codes of practice through agreed channels to members of the Conference of Religious and the Bishops' Conference, through the respective Secretariats, while Child Protection Coordinators and Officers will receive communications directly from the COPCA offices

appendix two

funding

I Start-up Costs

a. A fundraising campaign managed by the National Catholic Fund was arranged to raise start-up funding for COPCA. This funding included the costs of developing an IT database system which links COPCA to every diocese and to the religious congregations. The database will hold details of all Criminal Records Bureau Disclosures undertaken on those working with children and vulnerable adults within the Catholic Community in England and Wales.

b. The campaign raised a total of £115,000. Thanks are due to all those organisations and individuals who made contributions. The initiative is a vital component of achieving best practice in the protection of children and vulnerable adults.

II Revenue Funding

a. The planned revenue funding of COPCA year on year was originally based upon a £10 charge for each Criminal Records Bureau Disclosure Application. However in practice, there were severe delays to the originally-envisaged operation of the Criminal Records Bureau. As a result, it is not yet possible to obtain Disclosures on existing staff, office-holders and volunteers, and it was on estimates of this level of checks that this revenue stream was based. In addition, the

time required to establish the necessary policies and procedures for Criminal Records Bureau Disclosures through COPCA meant that checks could not be undertaken until they were developed and agreed. This meant that there was no income stream in 2002. In the event, the funding of COPCA in 2002 derived from a loan from a Trust Fund. It was necessary to stage a review of the future revenue funding base of COPCA.

b. It was agreed by COPCA Management Board, following this review, that this method of funding was not appropriate or viable in delivering a reliable and adequate income for COPCA's current and future running costs. An annual contribution by Conference of Religious was agreed early in 2002, and proposals were passed by the Bishops' Conference's meeting in Low Week 2003 on the future revenue funding of COPCA. This means that the annual funding of COPCA will in future be derived from a combination of a contribution from the Conference of Religious and a Diocesan levy based on Mass attendance. In 2003 and 2004, the levy will also include an amount to repay the Trust Fund loan. This plan will place the annual finances of COPCA on a reliable footing for the future. (Recommendation 3)

presentation of accounts

INCOME 2002	Actual
Contribution from Conference of Religious	22,000
Other Income	30
TOTAL INCOME	22,030

EXPENDITURE 2002	Actual
Total Staff Costs	112,020
Travel Meetings/ Conferences	
Travel	14,371
Subsistence	5,662
UK Entertainment	213
Overseas expenses	99
Meetings/Conferences	5,741
Total Travel / Meetings / Conferences	26,086
Property costs	
Rent	11,949
Heat, light, rates	335
Contents Insurance	375
Maintenance/repairs/renewals	101
Cleaning	280
Miscellaneous property costs	583
Total Property costs	13,623
Office costs	
Photocopying/printing	1,284
Stationery	3,511
Telephone	3,188
Books/Newspapers	57
Postage/Carriage	1,391
Office Catering	153
Office Equipment under £500	1,030
Computer maintenance	139
Professional fees (CRB procedure)	3,404
Subscriptions	75
Gifts/Donations	312
Interest on Restricted Fund	1,093
Depreciation Office equipment/Furniture	4,806
Sundry expenses	69
Total Office costs	20,512
TOTAL EXPENDITURE	172,241
DEFICIT	150,211

start-up costs

START UP COSTS 2002	CAPITAL	REVENUE	TOTAL
Recruitment Director		9,130	9,130
Recruitment other staff		11,942	11,942
Total recruitment costs		21,072	21,072
IT office - from September 2002	11,926		
Office furniture	7,300		11,926
Telephone installation			7,300
Legal (office lease)		4,900	4,900
General costs		2,114	2,114
		4408	4,408
Total office start up costs	19,226	11,422	30,648
Software		6,207	6,207
Total database system		6,207	6,207
Total START UP COSTS	19,226	38,701	57,927
FUNDRAISING APPEAL			
Income			134,106
Costs			(34,703)
Grant - anonymous			15,200
TOTAL FUNDRAISING			114,603
TOTAL FUNDRAISING LESS START UP COSTS	(19,226)	(38,701)	56,676

COPCA Policy on Priority CRB Checks

The COPCA Management Board has agreed the following groups of Church members will be CRB checked as a priority when the CRB begins its operation:

Archbishops	Enhanced
Bishops	Enhanced
Religious Provincials	Enhanced
Religious Councils	Enhanced
COPCA Management Board members	Enhanced
Diocesan & Religious CPCs	Enhanced
Diocesan & Religious CPOs	Enhanced
Child Protection Management Teams	Enhanced
Parish Child Protection Representatives	Enhanced
All new entrants to seminaries	Enhanced
All new clergy and all those entering religious life	Enhanced

Checks on existing clergy, religious in active ministry* and lay volunteers working with children and vulnerable adults will be undertaken on a phased basis over a period yet to be agreed, depending on the numbers involved.

Approved & Issued by COPCA Management Board March 2002

* 'Active ministry' is defined as:

'Those clergy and religious (both men and women) who are currently working with members of the general public in any capacity whatever, whether paid or voluntary.'

Development of Child Protection policy and procedure for the Catholic Church in England and Wales

