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Implementing the recommendations of the Bichard Inquiry

Copies of the Government’s Fourth Progress Report on implementing the recommendations of Sir Michael Bichard’s Inquiry into events surrounding the murders of Holly Wells and Jessica Chapman have been placed in the libraries of both Houses today. Our last report was made in May 2006 and there have been many positive developments since that date. Twenty-one of Sir Michael’s 31 recommendations have now been substantially delivered and we continue to press ahead with the more technically complex issues that remain outstanding.

Since we initiated work to implement the recommendations from the Inquiry, the ambitious and far-reaching programme of work has already delivered major improvements to the sharing of information to protect children and vulnerable adults. And it is increasingly apparent that our agenda is now just one part of a much bigger framework covering the use of information to support public protection. So the Government is determined, as it was from day one, to implement the necessary improvements from this crucial work, which demands continuing focus and priority. This latest update clearly reinforces the Government’s ongoing commitment to full delivery.

A key objective from the outset has been the delivery of the IMPACT Programme and we remain committed to delivering the significant improvements that will meet Recommendations 1 and 4. We have achieved much already, as previously reported, and since the delivery of the first, incremental achievements, the ongoing practical benefits to the Police Service have become clear to see. The IMPACT Nominal Index (INI) is proving itself to be an invaluable tool in the police’s armoury against those who would seek to do harm to the vulnerable, for example, with over 140,000 searches conducted on the system by the end of March and decisions in some 670 child protection cases referred to the police being changed as a result. But there is still some way to go to realise the ultimate goals of the Programme. After a review of options in consultation with the main stakeholders, we have decided not to deploy the CRISP applications as an interim solution. Our primary focus and efforts are now delivery of the new Police National Database, which will meet our pledge of a national police intelligence-sharing capability. This work is now being led and managed by the Police Service itself, through the new National Policing Improvement Agency (NPIA) with its clear focus on policing needs, and is forming the central strand of its comprehensive and practical strategy for matching information systems and technology to policing priorities. The Agency is also overseeing the ongoing
implementation by police forces of the statutory Code of Practice on police information management, which came into force in 2005. This, together with the accompanying operational guidance, will ensure improved national standards are properly embedded in day-to-day policing.

The other major focus of our work has been the implementation of the new Vetting and Barring Scheme (VBS), which will cover those seeking to work with children and will replace the existing arrangements. Following Royal Assent for the Safeguarding Vulnerable Groups Act 2006, under which the VBS is established, work has been stepped up to deliver what represents a world-leading and highly innovative system for controlling access to children and vulnerable adults.

Cabinet colleagues at the Department for Education and Skills and the Department of Health continue to work closely on this important initiative, and we look forward to the launch of the Independent Barring Board in 2008, which will work alongside the Criminal Records Bureau and will lead the discretionary decision-making process for the more difficult cases.

Elsewhere, progress is being made, although in some areas technical issues have meant that timetables have had to be revised. The Home Secretary reported last May that we hoped to have achieved direct updating of courts’ results to the Police National Computer (PNC) by the end of 2008. While my determination – and that of ministerial colleagues at the Ministry of Justice – to achieve this remains undiminished, it has been necessary to drive forward this complex change in step with the wider IT-enabled reforms to the criminal justice system that the Ministry of Justice is delivering, and so we plan to achieve delivery of Recommendation 7 by the end of the 2008–09 financial year. In the meantime, police forces’ performance in updating the PNC under the current arrangements remains a broadly sound and improving picture, under the close scrutiny of Her Majesty’s Inspectorate of Constabulary.

We continue to see increasing take-up of the voluntary training for headteachers and school governors, which focuses on the critical importance of being aware of safeguarding issues when recruiting staff. And we have now developed new initiatives to extend the training more widely, in schools and other local authority sectors.

While we continue to make progress in implementing the recommendations, it is important to note that this work is about more than simply delivering new frameworks and arrangements, such as best practice guidance. We are seeking to address cultural or organisational obstacles through IT-enabled business change, such as new information-sharing capabilities. We have already achieved real improvements, but must be ever vigilant about the risks to the vulnerable members of society.
Furthermore, we must join up systems effectively between the various jurisdictions within the UK and internationally. The difficulties around the notification of UK citizens convicted in Europe, which came to light earlier this year and which we have been addressing, were a strong reminder that we must be constantly vigilant to ensure that systems, both local and national/international, are all working as they should. Within government and the key agencies delivering public services, work to safeguard vulnerable members of the community must be a core priority.

The Bichard work has been the single largest contributor to that cultural change, and I am pleased to commend the progress to this House.

Tony McNulty
The programme of work we have taken forward to implement the recommendations from the Bichard Inquiry has been in train since the summer of 2004. Since its launch, it has already delivered major improvements to the sharing of information to protect children and vulnerable adults and, as the more complex and time-consuming projects unfold, remains a key focus within the broader set of initiatives to strengthen the handling of information across policing and the connected public services.

The ongoing practical benefits emerging from the IMPACT Programme are illustrated in the body of this report. That work is now forming the central strand of a comprehensive and practical strategy for matching information systems and technology to policing needs. It is now being led and managed within the newly operational National Policing Improvement Agency (NPIA), with its clear focus on improving policing effectiveness.

The Vetting and Barring Scheme is accelerating towards delivery and represents a world-leading and innovative system for controlling access to children and vulnerable adults. It balances comprehensive coverage against ease of use and will provide all our communities with confidence that the fairest and most effective protection systems possible are in place.

The effective collation, use and sharing of information is at the heart of everything the Bichard recommendations are attempting to deliver, but we can never be complacent about the systems we are using. Furthermore, we must join up systems effectively between the various jurisdictions within the UK and internationally. The difficulties around the notification of UK citizens convicted in Europe, which came to light earlier this year, were a strong reminder that we must be constantly vigilant to ensure that systems are working as they should. Those particular problems are now well on the way to being corrected, but the Home Secretary has recognised that we cannot assume they are unique. With that in mind, he has announced a nuts-and-bolts review of the way we record and share information on criminality, both within the UK and internationally.

The international dimension presents its own set of challenges. Threats to the vulnerable do not respect national boundaries, and the ever-increasing movement of people, in particular within the European Union, creates new risks. Boundaries of language, culture and legal systems all present challenges which we must negotiate if we are to maximise protection.
Section 1

INTRODUCTION

1.6 Both within government and in the key agencies delivering public services, work to safeguard the vulnerable members of the community remains an important priority. The Bichard work has been the single largest contributor to the cultural change needed to maintain that priority and focus. However, strengthened capabilities and willingness to exchange information can create tension with legitimate concerns about privacy, civil liberties and data protection. Striking the right balance is increasingly difficult and perhaps the single biggest challenge we face in driving through the Bichard recommendations and realising the benefits.

1.7 It is increasingly apparent that our Bichard agenda is now just one part of a much bigger framework covering the use of information to support public protection. But it remains a crucial part and one which deserves continuing focus and priority. This report reinforces the Government’s ongoing commitment to full delivery.
Section 2
SUMMARY OF PROGRESS

Progress and plans

2.1 Between 25 May 2006, when the third and most recent Progress Report was delivered, and May 2007, there has been a great deal of progress across the whole Bichard programme. This work has continued to be characterised by close co-operation between the departments and agencies involved (and the devolved administrations) and strong commitment to improved safeguarding of children and vulnerable adults.

2.2 Some of the key developments going forward under this programme of work are highlighted below, with more detailed coverage in the relevant sections of this report, for example:

- The IMPACT Programme, now under NPIA leadership, is delivering substantial benefits to the Police Service through a series of interlinked projects addressing a number of critical recommendations:
  - further deployment of the IMPACT Nominal Index (INI), which allows officers in one force to identify which forces may hold information on someone in whom they are interested;
  - the Police National Database (PND), a comprehensive store of police intelligence and other operational information, containing and linking locally held data with those currently held on the Police National Computer (PNC) and other national systems;
  - the re-platforming of the PNC to secure its medium-term future; and
  - supporting forces in implementing the requirements of the statutory Code of Practice on the management of police information by 2010.

- Despite the emergence of technical complexities, we are driving forward implementation of the work to ensure direct input of courts’ results to the PNC by the end of the 2008–09 financial year, as part of the planned wider IT reforms to the criminal justice system.

- Since the Safeguarding Vulnerable Groups Act gained Royal Assent in November 2006, we have pressed ahead with work to implement the new Vetting and Barring Scheme and the launch of the Independent Barring Board scheduled for 2008. All discretionatary barring decisions will be determined by this newly formed board of experts and, for the first time, all applicants to the new national Vetting and Barring Scheme will be subject to continuous updating of police information.
As part of the wider work to improve the effective exchange of criminal record information within Europe and more widely, we are working hard to develop stronger vetting arrangements for workers from overseas – both EU member states and other countries – despite the inherent complexities.

2.3 A full summary of the progress of each of the strands of work under the Implementation Programme is set out in table 1.
## Section 2

### Strand 2

**Current position**
- IMPACT Programme in train to deliver IT-enabled business change to Police Service to improve police information management capabilities, thereby helping to prevent and detect crime and make communities safer.
- Programme led and managed by NPIA from April 2007; ongoing activity to prepare for procurement of PND. Deployment of CRISP application as an interim solution halted.
- Ongoing roll-out of INI, initially launched to all forces in England and Wales in Dec 2005. Continued positive evidence of benefits. Roll-out to Scottish forces, Police Service of Northern Ireland (PSNI) and British Transport Police (BTP) completed.
- Implementation of statutory Code of Practice (MoPI) by forces ongoing. Code commenced Nov 2005 and supporting operational guidance issued by Association of Chief Police Officers (ACPO) to all forces in Apr 2006, Force Implementation Capability Review completed summer 2006 and implementation strategy agreed with forces. All forces have plans and policies in place covering the six key business areas, to achieve compliance by 2010.

### Milestones
- Plans and policies in place for MoPI compliance across all business areas – Dec 2007.
- Full implementation of MoPI by forces – late 2010.

### Rec. 3:
Review of the procurement of IT systems by the police.

- Following ministerial initial consideration of McFarland Review, implementation of actions arising from this work remitted to NPIA from April 2007.
- NPIA has responsibility, as the commissioning agency, for all police national IT programmes, including ISS4PS addressing police IT procurement strategy.
- Under ISS4PS, NPIA will continue to review forces’ IT procurement in accordance with national standards.
- Work ongoing in partnership with Government Chief Information Officer (CIO) to identify how IT procurement can be made more cost-effective.

### Milestones
- NPIA operational – Apr 2007.
- NPIA agreement with forces for timescale for full implementation of ISS4PS strategy requirements – early 2008.
- All forces to have targets/plans in place for full implementation – 2009.
### Summary of Progress

#### Strand 3

**Rec. 5:**
- Code of Practice covering quality and timeliness of PNC data input.

**Rec. 6:**
- Inspection regime (as part of the Policing Performance Assessment Framework (PPAF)) covering quality and timeliness of PNC data input.

#### Milestones

- HM Inspectorate of Constabulary (HMIC) inspection and monitoring regime established – all forces inspected at least once every three years.
- Between Jan 2005 and Apr 2007, overall improvement in forces’ performance reported by HMIC.
- Ongoing monitoring of force statistics by HMIC to ensure consistent performance sustained.
- Recommendations 5 and 6 implemented.
- HMIC inspection regime established – all forces inspected at least once every three years.

#### Strand 4

**Rec. 7:**
- Courts assume responsibility for inputting results onto the PNC.

**Current position**
- The Government remains committed to full delivery of Recommendation 7 despite ongoing technical complexities which have necessitated further revision to plans. Agreed revised plan/milestones in place for implementation.
- HM Courts Service (HMCS) confirms roll-out of Libra case management system planned by end of 2008, enabling delivery of the Recommendation 7 technical solution by end of the financial year 2008–09. Funding commitment previously agreed by Office for Criminal Justice Reform (OCJR) Operations Board; any funding requirements falling in Comprehensive Spending Review (CSR) 2007 period will be considered as part of OCJR CSR07 submission for the Reform Investment Fund.
- Interim Resulting Performance Improvement Project (RPIP) launched by HMCS in Dec 2006; is supporting best practice as project unfolds and will deliver its report/recommendations for end-to-end process improvements to HMCS during summer 2007.

**Milestones**
- Cross-departmental endorsement of revised timetable for implementation agreed by ministers – Apr 2007.
- Direct reporting of results from Magistrates’ Courts and Crown Court – Mar 2009 (originally end 2008).
**Strand 5**

**Current position**
- Department for Education and Skills (DfES) guidance issued to local authority Social Services – work taken forward as part of wider programme of revision of *Working Together to Safeguard Children*, published on 6 Apr 2006. Agencies are taking forward implementation.
- The ICS requirements to deliver this recommendation have been updated. A Local Authority Circular 2005(3) issued describing requirements. All local authorities in England in process of implementation of ICS in support of *Every Child Matters* implementation.
- The Commission for Social Care Inspection (CSCI) has issued instructions to its inspectors and new arrangements are in place. Responsibility for inspection of children’s social care now transferred to Ofsted.

**Milestones**
- Recommendations 12 and 13 implemented.
- Recommendations 14 and 15 implemented from the centre, with ongoing implementation at local level by local authorities.
- Local authorities continued implementation of *Working Together* guidance across local delivery agencies.

**Recs 12–15:**
Confirm allegations guidance to Social Services; new referral guidance development; Integrated Children’s System (ICS) record of police referral decision; inspection of referral decision.

**Rec 18:**
To ensure inspection bodies review selection and recruitment arrangements for schools.

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**Strand 6**

**Current position**
- Voluntary online training made available from Jul 2005 to all headteachers and one nominated governor.
- Training programme ongoing. Progressive take-up – around 11,000 headteachers/governors have either completed or are undertaking the training to date.
- Ongoing communications strategy in support of training package, including engagement with Ofsted to explore further monitoring/reinforcing of training.
- Development of further generic workshop materials completed and delivered to experienced trainers via cascade training at local level – effectively extends access beyond schools workforce sectors.

**Milestones**
- Recommendations 16, 17 and 18 implemented.

**Recs 16–17:**
Regarding training for teachers and school governors on how to conduct interviews to ensure child safety is taken into account; to ensure interviews carried out in schools have at least one properly trained member involved.

**Rec. 18:**
To ensure inspection bodies review selection and recruitment arrangements for schools.

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**Recs 12–15:**
Confirm allegations guidance to Social Services; new referral guidance development; Integrated Children’s System (ICS) record of police referral decision; inspection of referral decision.

**Rec. 18:**
To ensure inspection bodies review selection and recruitment arrangements for schools.

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**Recs 16–17:**
Regarding training for teachers and school governors on how to conduct interviews to ensure child safety is taken into account; to ensure interviews carried out in schools have at least one properly trained member involved.

**Rec. 18:**
To ensure inspection bodies review selection and recruitment arrangements for schools.
Section 2
SUMMARY OF PROGRESS

Strand 8
Current position
- Quality Assurance Framework (QAF) roll-out launched in Dec 2005 by CRB to all forces and is close to completion. To date, all forces have received training support from CRB and 29 forces have completed implementation of the framework. The Standards and Compliance Unit is now operational.
- Schools workforce subject to ED from September 2006. Ongoing consultations with other government departments re: Rehabilitation of Offenders Act (ROA) and further amendment to Exceptions Order.
- BTP data was incorporated in I-PLX in September 2006 and CRB has been working with the Serious Organised Crime Agency (SOCA) to pilot data searches, which will be completed in summer 2007.

Milestones
- Full implementation of QAF – summer 2007.
- Further eligibility for ED (ROA Exceptions Order) considered – late 2007.

Rec. 20:
HMIC/ACPO/CRB to develop the standards to be observed by police forces in carrying out vetting checks.

Rec. 21:
All posts, including those in schools, that involve working with children and vulnerable adults should be subject to the Enhanced Disclosure (ED) regime.

Rec. 31:
To introduce legislation to enable CRB to access HM Revenue and Customs/NCIS/NCS/BTP/UK-wide POVA and POCA databases for the purposes of vetting.

Strand 7
Current position
- Safeguarding Vulnerable Groups Act received Royal Assent in Nov 2006 which provides for the new Vetting and Barring Scheme.
- Criminal Records Bureau (CRB) to administer the scheme with all discretionary barring decisions being the remit of a new Independent Barring Board (HO NDPB), which will review non-automatic decisions. Sir Roger Singleton appointed as Chair of the Board.
- DfES working closely with Home Office (HO), Department of Health (DH) and CRB to ensure systems and processes necessary to support the scheme are in place. Vetting and Barring Scheme will replace Protection of Children Act (POCA), List 99 and Protection of Vulnerable Adults (POVA) regimes.
- DfES and DH have funded set-up costs. HO and HM Treasury ministers have broadly approved the operational funding model dealing with scheme’s running costs.

Milestones
- Vetting and Barring Scheme and supporting IT/case management systems to be finalised – autumn 2007.
- Vetting and Barring Scheme launched – Sep 2008.
- Vetting and Barring Scheme fully operational – 2010.
### Summary of Progress

- **New CRB regulations for Registered Bodies** came into force on 6 Apr 2006.
- **CRB issued a new Disclosure Information Pack** to all Registered Bodies and their counter-signatories – Apr 2005. Pack included clear guidance on what documents should be seen by the Registered Body in order to confirm the identity of the applicant, together with the importance of photographic identity to compare for a likeness to the applicant.
- **The Disclosure Information Pack also includes advice on the recording of multiple addresses and the need to validate this information through the use of documentation.**
- **CRB in dialogue with IPS. CRB engaged in HO-wide ID Management Programme in respect of any further work to deliver Recommendations 23 and 25, so CRB workstreams on data sharing are on hold at present.**

### Recommendations

**Rec. 22:** The Registered Body’s responsibilities for checking identities need to be clarified urgently.

**Rec. 23:** Registered Bodies/CRB should be able to check passports and driving licences presented as proof of identity against the Identity and Passport Service (IPS) and Driver and Vehicle Licensing Agency (DVLA) databases.

**Rec. 24:** Where possible, documents produced to confirm identity should include a photograph.

**Rec. 25:** Fingerprint should be used as a means of verifying identity.

**Rec. 26:** Guidance should be issued to Registered Bodies on how to verify that applicants have given a full and accurate account of their current and past addresses.

**Milestones**

- Recommendations 22, 24, 26, 27, 28 and 29 implemented.
- Further engagement by CRB with wider ID Management Programme strategy – milestones yet to be agreed.
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<tr>
<th>Strand 10</th>
<th>Current position</th>
<th>Milestones</th>
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<tr>
<td>Rec. 30:</td>
<td>Proposals should be brought forward as soon as possible to improve the checking of people from overseas who want to work with children and vulnerable adults.</td>
<td>Via a number of workstreams across the HO and enforcement agencies, continued work to improve the effective exchange of criminal record information within Europe. Following adoption of EU Council Decision, UK central authority established by ACPO Criminal Records Office (ACRO), which holds UK responsibility for managing requests to/from UK. CRB pursuing reciprocal arrangements for exchange of conviction data with non-EU states, with work nearing completion with Australia. CRB maintains an Overseas Information Service covering a range of countries in ‘FaxBack’ service, linked to guidance to employers regarding use of ‘disclosures’ obtained by individuals (i.e. not by CRB). Ongoing issues of vetting nationals from countries in whom there is little confidence in vetting arrangements/databases. HO/ACPO/CRB engaged in consultation to determine priority countries for attention.</td>
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Reciprocal arrangements with Australia in place for testing purposes – summer 2007. HO/ACPO/CRB considering ongoing feasibility work into scope for reciprocal agreements with other countries. Programme of work finalised for negotiating bilateral arrangements with other source countries in EU – summer 2007. |
Resources

2.4 The Government remains committed to providing the resources necessary to ensure full implementation of the Bichard Implementation Programme. Naturally, in managing the allocation of public funds, the Home Office and all the delivery stakeholders are having to balance these demands against their existing priorities and, in some cases, have had to make tough decisions in the face of restricted budgets. Nonetheless, providing adequate arrangements to ensure the protection of children and vulnerable adults and so mitigate risks, as best able, remains a core priority for the Government.

2.5 A broad summary of funding/allocations for the workstreams is detailed in table 2.
### Recommendations/Strands

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<td>Recommendations 1, 2 and 4</td>
<td>38.3</td>
<td>29.5</td>
<td>21.1</td>
<td>28.9</td>
<td><strong>117.8</strong> Current estimated requirements for the IMPACT Programme (including MoPI) amount to £156.9m for the period from 2007–08 to 2011–12. Requirements after then will depend on considerations around affordability of possible options for linking locally held information with that on national systems, but the requirements between 2012–13 and 2016–17 are currently estimated to be between £202m and £335m. Recommendation 2 implemented.</td>
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<td>1.1</td>
<td>0.9</td>
<td>0.2</td>
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<td><strong>2.3</strong> MoPI implementation costs assumed to be sunk, as part of normal police core business process change. Recommendations 8–11 delivered and being implemented by forces.</td>
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<td>Recommendation 3</td>
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<td>–        MacFarland Report published. Recommendations being addressed under ICT capability work by NPIA, under its operational budget.</td>
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<td>Recommendations 5 and 6</td>
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<td>–        Costs absorbed within budgetary provision. Recommendations 5 and 6 complete and mainstreamed.</td>
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<td>Recommendation 7</td>
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<td>4.7</td>
<td>13.5</td>
<td><strong>20.8</strong> Working estimates, based upon earlier work by HMCS/CJIT to deliver a technical solution. Subject to ongoing feasibility work, it is expected funding will be required from CSR07 Reform Investment Fund, so project funding has been proposed as part of the CJIT CSR submission, in addition to HMCS/CJIT acknowledgement of existing commitment, to be confirmed as work unfolds.</td>
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Section 2
SUMMARY OF PROGRESS

Benefits
2.6 The main benefit from joined-up working and more effective information sharing remains improved safeguarding of children and vulnerable adults. Further details of more specific benefits are within the entries covering each set of recommendations. As a core element of the programme-wide activity, we have been working with all the key stakeholders to further develop a full benefits realisation plan, which in turn reflects benefits being delivered by the individual projects.

Risk management
2.7 The programme of work to implement the recommendations was widely acknowledged as being ambitious from the outset, as addressing the shortcomings and loopholes identified by Sir Michael Bichard were invariably challenging and complex in most cases. There remain substantial risks to full delivery of the outstanding recommendations but all the stakeholders involved in the programme have been working closely to manage these as far as possible.

2.8 At the heart of the risks is the fundamental issue of the cultural obstacles and complexities of delivering truly joined-up working across the significant number of organisations involved in delivery of the implementation developments, including not just the leading government departments but all police forces and their police authorities, local authorities, the NHS, front-line delivery agencies in the public, private and independent sector, such as social care and Children’s Services, and the devolved administrations representing the rest of the UK.

Interdependencies
2.9 There also remain a number of key interdependencies between the various strands of work within the Bichard programme as well as key linkages to wider programmes of work. These are dealt with in detail in Section 5 of this report. We will continue to manage interdependencies actively so that these supportive relationships are maintained.

The UK perspective
2.10 All the UK administrations are committed to developing policies, systems and approaches that:

- ensure children and vulnerable adults are afforded the same level of protection across the UK;
- avoid cross-border and inter-agency loopholes which might be exploited; and
- ensure compatibility and seamless interaction whatever systems are developed – whether in each jurisdiction or on a UK-wide basis.

2.11 This is demonstrated through the active participation of Scotland, Wales and Northern Ireland in the Bichard work. Further details are set out in Section 6 of this report.
Section 3
INFORMATION AND INTELLIGENCE MANAGEMENT

Recommendation 1
A national IT system for England and Wales to support police intelligence should be introduced as a matter of urgency. The Home Office should take the lead and report by December 2004 with clear targets for implementation.

Recommendation 2
The PLX system, which flags that intelligence is held about someone by particular police forces, should be introduced in England and Wales by 2005.

Recommendation 4
Investment should be made available by Government to secure the PNC’s medium and long-term future, given its importance to intelligence-led policing and to the criminal justice system as a whole. I note that PITO has begun this work.

Recommendation 8
A Code of Practice should be produced covering record creation, review, retention, deletion and information sharing. This should be made under the Police Reform Act 2002 and needs to be clear, concise and practical. It should supersede existing guidance.

Recommendation 9
The Code of Practice must clearly set out the key principles of good information management (capture, review, retention, deletion and sharing), having regard to policing purposes, the rights of the individual and the law.

Recommendation 10
The Code of Practice must set out the standards to be met in terms of systems (including IT) accountability, training, resources and audit. These standards should be capable of monitoring both within forces and by HMIC and should fit within the Police Performance Assessment Framework.

Recommendation 11
The Code of Practice should have particular regard to the factors to be considered when reviewing the retention or deletion of intelligence in cases of sexual offences.
Progress made and actions planned

Overview

3.1 Recommendations 1, 2, 4 and 8–11 are being addressed by the IMPACT Programme. This is delivering IT-enabled business change to improve the capability of the Police Service to manage and share intelligence and other operational information to prevent and detect crime, and thereby make communities safer.

3.2 Responsibility for delivering the IMPACT Programme has moved from the Home Office to the National Policing Improvement Agency (NPIA) following vesting of the NPIA on 1 April 2007. The NPIA will support forces in improving the way they work across a range of policing activities and policy areas and will support policing in England and Wales. It will ensure that effective and reliable policing is provided to communities and that operational and organisational capability is improved. The Senior Responsible Owner for the IMPACT Programme is the Deputy Chief Executive of the NPIA, a senior police officer.

3.3 We can report continued progress in driving forward delivery of the IMPACT Programme since the last Progress Report.

3.4 The IMPACT Nominal Index (INI) has been rolled out more widely not just within England and Wales, but also to forces in Scotland, the Police Service of Northern Ireland, and the British Transport Police. It is proving to be of significant value, particularly in the field of child protection.

3.5 In the light of resource constraints, the decision was taken not to continue with plans to deploy the Cross Regional Information Sharing Project (CRISP) as an interim solution. The common data schema that was developed as part of CRISP will, however, remain a crucial part of the Programme.

3.6 The Programme will, instead, focus on the ultimate goal of a Police National Database (PND) which we remain committed to delivering. Procurement is scheduled to start in mid-2007 and, subject to consultation with potential suppliers, it is anticipated that the first elements will be rolled out in 2010, providing a national intelligence capability in accordance with Recommendation 1.

3.7 In the meantime, the PNC has been re-platformed securing its medium-term future in line with Recommendation 4.

3.8 Supported by the Programme, all forces have developed plans and policies to meet the requirements of the Code of Practice on the Management of Police Information for the six priority business areas. Plans and policies covering the remaining business areas are to be in place by the end of 2007.

3.9 Towards the end of 2006, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) ranked the IMPACT Programme as the Police Service’s number one priority delivery programme.
Further information on the IMPACT Programme is available on the NPIA website, at: www.npia.police.uk

Context

The IMPACT Programme had developed a plan for a programme of IT-enabled business change which would deliver substantial benefits through a series of interlinked projects:

- the IMPACT Nominal Index (INI), which allows officers in one force to identify which forces may hold information on someone in whom they are interested;
- IMPACT CRISP, an interim solution which would provide direct access to information held by other forces;
- PND, which would be a single source of operational police information, containing and linking data from the PNC and other national systems with those held on local systems; and
- a project to help forces implement the requirements of the statutory Code of Practice on the Management of Police Information (MoPI).

In the light of pressure on the Home Office budget as a whole, ministers have decided that deployment of the IMPACT CRISP application as an interim solution should not be pursued. Instead, the Programme should focus on delivering the PND while continuing work on MoPI, and on supporting and rolling out the INI.

The work already done on IMPACT CRISP remains a sound investment, however. A significant element of that work was devoted to developing the associated data schema. That will remain central to the Programme and delivery of the PND.

The remainder of this section provides more details on progress on the various parts of the IMPACT Programme, future plans and how the work is already delivering benefits.

The IMPACT Nominal Index

The IMPACT Nominal Index (INI) enables users in one force to quickly establish which forces hold information on a person of interest in one or more of their local intelligence, crime, custody, child protection, domestic violence and firearms (licence refusals and revocations) systems.

The INI does not, however, provide access to the records themselves; users must contact the forces owning the records to obtain further details or copies. To prevent forces being overwhelmed by enquiries, the initial deployment – in December 2005 – was limited to a single child abuse investigation unit in each force.

During 2006, following an evaluation of the demands on forces, the system was rolled out more widely to other child abuse investigation units in England and Wales. Over 1,000 staff have now been trained in the use of the system.
Section 3
INFORMATION AND INTELLIGENCE MANAGEMENT

3.18 Although the INI is primarily designed to support child protection work, it has also been used in support of other operational policing areas including investigations into serious and organised crime and counter terrorism activities.

3.19 During the last six months, the INI has also been deployed to all Scottish forces, the Police Service of Northern Ireland and the British Transport Police. Work is underway to enable deployment by the end of 2007 to:

- Serious Organised Crime Agency;
- Guernsey, Jersey and Isle of Man Police;
- Royal Military Police/Ministry of Defence Police and Guarding Agency;
- Civil Nuclear Constabulary;
- Border and Immigration Agency; and
- Her Majesty’s Revenue and Customs.

3.20 These organisations will not only have access to the data on the INI, they will also load information about their records on to the system. Collectively, the agencies listed in paragraph 3.19 above are investing over £6 million in IMPACT.

3.21 When the INI went live, it contained around 23 million records; this has now increased to over 53 million. As well as helping decision making within the forces and other enforcement agencies, this is significantly strengthening the Criminal Records Bureau’s disclosure vetting process as the CRB has access to the same information via its I-PLX system.

3.22 As table 3 below shows, the number of enquiries carried out using the system per month has increased considerably. Since it went live:

i. Over 140,000 searches have been conducted using the system, of which over 80 per cent were related to child protection.

ii. Over 10 per cent of enquiries have resulted in requests to other forces for access to information they hold. Of these, we estimate that over a third generated information that was assessed by the officers involved as being useful to their enquiries. Survey data indicated that in nearly 2 per cent of cases referred to police under section 47 of the Children Act 1989, the information obtained caused a different decision to be reached, which equates to around 670 better-informed decisions a year with clear benefits in terms of the safety and welfare of the children concerned.
3.23 Many forces are also reporting up to 80 per cent savings in the time it takes to complete research on suspects and offenders.

3.24 The Programme is now working with the Police Service to ensure that the INI is used to the best effect in all forces so that the potential benefits are fully exploited.

3.25 The following quotes from the Police Service illustrate the benefits the INI is already delivering:

“The launch of the IMPACT INI is the first step on a journey that will revolutionise policing.”

Former President, ACPO

“Doing investigations into Child Protection cases was limited previously. Now, with one check, we quickly know whether another force holds information.”

Police Constable, Bedfordshire

“The INI was brought in as computer system designed by police officers for police officers. We needed a system that was easy to access and easy to use, and INI provides both of these elements.”

Police Constable, Gloucestershire

3.26 In January 2007, the IMPACT Programme was awarded the Central e-Government Award for Team Excellence for the delivery of the IMPACT Nominal Index. The
Programme was also ‘Highly Commended’ in the Technology Award category of the Civil Service Awards for 2006.

Cross Regional Information Sharing Project (CRISP)

The next stage of the Programme is to provide direct access to policing information held by forces in their local systems and to provide additional functionality such as the ability to link information held in different records. There is also a need to share information on objects, locations and events as well as on people, and to allow searches using factors other than names.

While these requirements will ultimately be delivered by the PND, CRISP – a project originally conceived by a consortium of forces as a means of providing a local cross-border data sharing capability – was to have been deployed as an interim solution.

The IMPACT Programme made good progress during the year on developing the CRISP application and the common data schema that accompanied it. This data schema is essential to information sharing; it provides common formats and standards to allow data from disparate local force systems to be shared and linked in a consistent and meaningful way.

A procurement process was launched under the Official Journal of the European Union (OJEU) rules to secure a commercial partner to complete the development of the application and to provide a managed service for its implementation and operation. During the consequent engagement with potential suppliers, costed proposals were received for solutions to a technical problem which had emerged in the course of testing the software and which was causing slippage in the procurement timetable.

However, general pressures on Home Office budgets meant that the Programme could not deliver both CRISP as an interim solution and the PND as originally planned. Following a review of the available options, it was decided that stopping work on CRISP to focus on the PND would deliver maximum value to the Police Service within the available budget.

The work carried out on the data schema in forces and at the centre will, however, remain crucial to the successful delivery of the PND.

Police National Database

The Home Office and NPIA remain fully committed to meeting Recommendation 1 through the delivery of a comprehensive store of police intelligence and other operational information, containing and linking locally held data with data currently held on the PNC and other national systems.

During the last year, the Programme has been preparing to commence the procurement phase of this project. In particular:

- the estimates of the business benefits and the costs of the PND, and how the latter can be met during the current spending period, have been refined;
• a commercial strategy has been developed and introduced to potential suppliers to help ensure a competitive response against a realistic and feasible set of requirements; and

• a comprehensive catalogue of user requirements has been developed in close co-operation with the Police Service and other stakeholders.

3.35 Procurement activity will formally commence with the publication of a contract notice in the OJEU in mid-2007.* Detailed negotiations with potential suppliers will then help to establish the best approach to delivering against the requirements.

3.36 Subject to the outcome of these negotiations, it is currently believed that the most promising approach would be to deliver the PND capabilities in a phased manner, probably focusing initially on the sharing and linking of locally held information, in accordance with Recommendation 1. This would provide police forces with the ability to quickly and efficiently search for and access intelligence and other operational information on people, objects, locations and events held by other forces. It would also provide links, enabling related information to be quickly located. Together, these will significantly enhance the efficiency and effectiveness of the investigation processes. These first capabilities would be deployed during 2010, although it is possible that some early functionality might be delivered during 2009.

3.37 Subject to affordability in later spending periods, subsequent deliverables would enable locally held information to be linked with that on national systems, including the PNC. Delivery of these capabilities would mean that all of the remits of the IMPACT Programme – Recommendations 1, 2, 4 and 8 to 11 – had been discharged.

Police National Computer

3.38 While the longer-term plans for the PND were being taken forward, there was a need to ensure that the PNC remained fit for purpose. It was decided to update the PNC hardware to achieve this and secure its medium-term future. The necessary work was completed by the Police Information Technology Organisation (PITO) in February 2007, six weeks ahead of schedule.

Management of Police Information

3.39 The Programme is helping forces implement the MoPI Code of Practice and accompanying guidance; these provide a framework for common information management processes to be adopted across all forces and therefore underpin the rest of the work on IMPACT.

3.40 Following a comprehensive capability assessment carried out in summer 2006, the ACPO-led Project Board overseeing implementation set forces a target of achieving full compliance across all business areas by 2010. Forces were also asked to put in place the necessary plans and policies for the six priority areas by March 2007 and for the remaining business areas by December 2007.

* The Third Progress Report said the PND would be delivered in partnership with CJIT, the criminal justice IT organisation. However, in the light of subsequent research and legal advice, it was decided that the IMPACT Programme was better placed to continue to manage the PND project in house.
The Programme has been managing a peer review process to establish and assist progress against the March 2007 milestone. This has been highly effective and well received by forces with all 43 reporting subsequently that they have met that milestone. A second set of reviews is planned for autumn focusing on progress towards the December 2007 milestone.

A third set of reviews is planned for spring 2008 focussing on the requirements relating to the review, retention and disposal of records, which present particularly significant challenges. This will feed into a review of the MoPI guidance later in 2008.

<table>
<thead>
<tr>
<th>Milestones</th>
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<tbody>
<tr>
<td><strong>Summer 2007</strong></td>
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<tr>
<td>Publication of contract notice for the PND and negotiations with potential PND suppliers commence</td>
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<tr>
<td><strong>Dec 2007</strong></td>
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<tr>
<td>Completion of roll-out of INI to other police forces and enforcement agencies</td>
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<tr>
<td><strong>Dec 2007</strong></td>
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<tr>
<td>All forces to have plans and policies in place for implementing the MoPI standards for all business areas</td>
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<tr>
<td><strong>Early 2008</strong></td>
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<tr>
<td>Peer review of force progress towards meeting the MoPI review, retention and deletion requirements</td>
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<tr>
<td><strong>Late 2008</strong></td>
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<tr>
<td>Anticipated award of the Home Office PND contract</td>
</tr>
<tr>
<td><strong>During 2010</strong></td>
</tr>
<tr>
<td>Deployment of first phase of PND capabilities</td>
</tr>
<tr>
<td><strong>Late 2010</strong></td>
</tr>
<tr>
<td>Full compliance with Code of Practice on the Management of Police Information (MoPI)</td>
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</tbody>
</table>

Resources

During 2006–07, £30.4 million was spent to further roll-out the INI; continue developing and testing the IMPACT CRISP software and data schema and manage the CRISP procurement process; prepare for the PND procurement process; and support implementation of the MoPI requirements.

The estimated requirements for the IMPACT Programme presently amount to £156.9 million for the period from 2007–08 to 2011–12. Requirements after that date depend on the considerations mentioned in paragraph 3.37 around affordability during subsequent Spending Review periods of possible options for linking locally held information with that on national systems, particularly the PNC. These options and the likely costs are being reviewed, but the requirements between 2012–13 and 2016–17 are currently estimated to be between £202 million and £335 million.
Benefits

3.45 The Programme will deliver substantial direct and indirect benefits. Direct benefits will be delivered through improvements in the capture, accessibility and sharing of information within and between forces. These include: efficiency and time savings; quality improvements; and access to better and more comprehensive information.

3.46 Indirect benefits will result from decisions and actions that exploit direct benefits to secure outcomes, such as the prevention or detection of crimes.

3.47 The IMPACT Programme has been working with five selected pathfinder forces to identify and, where possible, quantify potential direct benefits. This has created a common understanding of the underlying business changes needed to fully exploit the new capabilities. The resulting benefits catalogue and tools will help the other forces develop their own benefits portfolio. The Programme will now develop guidance to forces to support their local benefits realisation effort.

3.48 The effective delivery of IMPACT will involve a number of other policing programmes. The importance of these mutual dependencies was recognised at an early stage in the Programme and has been explored through a series of workshops. The effective management of this wider change portfolio is a central task of the NPIA.

Recommendation 3

The procurement of IT systems by the police should be reviewed to ensure that, wherever possible, national solutions are delivered to national problems.

Progress made and action planned

3.49 Following the initial consideration of police information technology procurement completed under the PITO End-to-End Review in 2004 and subsequent review of its outcomes by ministers, the implementation of actions arising from this work was vested in the NPIA on 1 April 2007.

3.50 The NPIA is an NDPB that will support forces in improving the way they work across a range of policing activities and policy areas and will support policing in England and Wales. The NPIA replaces a number of previous policing organisations, including PITO and the police training organisation Centrex, and takes on previous Home Office responsibilities. It will ensure that effective and reliable policing is provided to communities and that operational and organisational capability is improved.

3.51 The NPIA has taken over PITO’s previous role as the commissioning agency for national IT programmes on behalf of the Police Service. In particular, NPIA directors will be the Senior Responsible Owners for the key projects, Airwave (communications management), IDENT1 (identity management), the IMPACT Programme and ISS4PS (Information Systems Strategy for the Police Service) and will be responsible for the provision and operation of national services such as the PNC.
3.52 In July 2006, the first two volumes of the strategy were published, entitled *Understanding the ISS4PS* and *Implementing the ISS4PS*. Prior to the move to NPIA, PITO provided advice and more detailed guidance to IT practitioners through the ISS4PS website. Significant emphasis will now be placed on implementation of this programme by the NPIA.

3.53 As the owners of the ISS4PS, the Chief Executive and Chief Information Officer of the NPIA will continue to work with forces to ensure that new IT systems are procured in accordance with national standards. These standards and guidelines support interoperability and the sharing of data and information between forces. The strategy has the full backing of ACPO and the APA. The IMPACT Programme is aligned with ISS4PS. In the longer term, the development of the successor to the PNC will form the basis of a national model for police data which is compliant with ISS4PS.

3.54 On procurement, the NPIA is working with the Chief Information Officer (CIO) at the Cabinet Office. The aim of the work is to enable the Home Office, Cabinet Office and NPIA CIOs to identify how cross-government ICT procurement can be made more cost-effective. It will be an objective of the CIO to work with the IT industry to ensure that there is a better understanding of the police IT market and that subsequent procurement is carried out effectively across the Police Service to ensure industry engagement.

### Milestones

<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apr 2007</td>
<td>NPIA operational</td>
</tr>
<tr>
<td>Late 2007</td>
<td>NPIA review of forces’ readiness against ISS4PS</td>
</tr>
<tr>
<td>Early 2008</td>
<td>Agreement with forces for the timescale for full implementation of ISS4PS</td>
</tr>
<tr>
<td>Mar 2008</td>
<td>Supplier management strategy completed to shape forces’ approach to procurement, including recognition of the need for ISS4PS compliance</td>
</tr>
<tr>
<td>Sep 2008</td>
<td>NPIA to use the supplier management strategy to develop a corporate procurement strategy in partnership with ACPO business area</td>
</tr>
<tr>
<td>During 2009</td>
<td>All forces expected to have plans/targets in place for full implementation of ISS4PS</td>
</tr>
</tbody>
</table>

### Resources

3.55 The NPIA holds the budget for delivery of national IT systems including Airwave, IMPACT, IDENT1, Custody and Case and the PNC within its operational budget.
The NPIA is working with ACPO as well as individual forces/police authorities to ensure that expenditure invested locally to procure systems complies with the strategy going forward under ISS4PS and supports the agreed principles of data sharing. This will support the national objectives and should create a more stable market for relevant suppliers. The development of a system of data gateways and incentives to promote compliance will be taken forward within the overarching financial limits determined by the CSR07 settlement.

**Benefits**

Implementation of Recommendation 3 will improve the effectiveness of policing by enhancing the ability to share information, and efficiency across the Police Service by reducing the cost of systems development, procurement and implementation.

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**Recommendation 5**
The new Code of Practice, made under the Police Reform Act 2002, dealing with the quality and timeliness of PNC data input, should be implemented as soon as possible.

**Recommendation 6**
The quality and timeliness of PNC data input should be routinely inspected as part of the Police Performance Assessment Framework (PPAF) and the Baseline Assessments, which are being developed by HMIC.

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**Progress made and action planned**

HM Inspectorate of Constabulary (HMIC) has a small team of PNC compliance auditors who are based at its regional offices in Bromsgrove and Wakefield. These staff report directly to the Assistant Inspector of Constabulary with overall responsibility for PNC within HMIC. In the past year, the team has based its audit work on a risk model which identifies the frequency and depth of the audit that is applied to individual forces. All forces, including the eight Scottish forces, are to be audited by the end of May 2007. The current working expectation is that future inspections will continue to be based on that risk model.

These audits result in a detailed report, which is routinely published on HMIC’s website (www.inspectorates.homeoffice.gov.uk/hmic). All forces are required to produce an action plan with clear objectives which detail how and when they will have implemented procedures to address any identified shortfalls in their performance. Naturally, these action plans remain the subject of ongoing monitoring by HMIC.

In addition to local auditing activities, the Compliance Audit Section maintains an ongoing scrutiny of forces’ performance against the current national performance targets for inputting arrest summons reports and court results. This is reported...
in further detail at paragraphs 3.62 and 3.63 below. These performance figures are published on iQuanta and form the basis for regular reporting to the Police Performance Delivery Team, which can make decisions, if necessary, in relation to escalation of underperforming forces under powers given to the Home Secretary in the Police Reform Act 2002.

3.61 Since the last report in May 2006, HMIC has had direct communication with 13 forces that caused varying degrees of concern in relation to their actual performance and general direction of travel against the targets as laid out in the statutory Code of Practice. HMIC is encouraged that all of these forces have reacted positively.

Input of arrest/summons data

3.62 The national target for inputting arrest/summons data under the Code of Practice for the PNC remains unchanged at 90 per cent of recordable offences entered on to the PNC within 24 hours of the commencement of proceedings; the commencement of proceedings is defined as when a person is arrested, reported or.summonsed.

<table>
<thead>
<tr>
<th>Measure</th>
<th>Jan 2005</th>
<th>Mar 2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of forces meeting 1-day target</td>
<td>8</td>
<td>22</td>
</tr>
<tr>
<td>No. of forces updating 90% in 5 days</td>
<td>26</td>
<td>37</td>
</tr>
<tr>
<td>% input within 24 hours</td>
<td>83.1%</td>
<td>87.8%</td>
</tr>
</tbody>
</table>

Input of court results

3.63 The national target for inputting of results changed on 1 July 2005 from 50 per cent within seven days to 75 per cent within the same period. Nevertheless, an additional three days are included in the target to allow HM Courts Service to meet its deadline of providing the results to the police.

<table>
<thead>
<tr>
<th>Measure</th>
<th>Jan 2005</th>
<th>Mar 2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of forces meeting 75% target</td>
<td>7</td>
<td>28</td>
</tr>
<tr>
<td>% of cases entered within target</td>
<td>60.9%</td>
<td>71.9%</td>
</tr>
</tbody>
</table>

Milestones

3.64 The monitoring and auditing of PNC performance is now a fully established part of HMIC’s normal business processes, with regular review against targets and performance a key element of HMIC’s monitoring processes.
Benefits

3.65 The strengthened procedures and improving trend for timeliness will help to ensure that the information held on the PNC is even more accurate and up to date than previously and will improve the efficiency and effectiveness of both operational policing and vetting arrangements.

Recommendation 7
The transfer of responsibility for inputting court results on to the PNC should be reaffirmed by the Court Service and the Home Office and, if possible, accelerated ahead of the 2006 target. At worst that deadline must be met.

Progress made and action planned

3.66 The Government remains committed to delivering Recommendation 7, despite the complex technical and business change issues involved in achieving the direct inputting court results to PNC from police forces to HM Courts Service (HMCS). Due to the complex nature of key dependencies and the technical issues, there has been slippage to the project and the timetable for delivery has been revised since the Third Progress Report. Nonetheless, work is no less energetic and real progress is being made. The Government remains determined to realise the benefits in terms of timeliness and accuracy which will flow from the automation of the information updating process.

3.67 HMCS, which is managing this work in close partnership with CJIT, has confirmed plans to roll-out the Libra case management system to all Magistrates’ Courts by the end of 2008. This is a critical milestone, because the Recommendation 7 project is dependent upon delivery of Libra. CJIT is currently assessing the feasibility of a revised technical solution that will not require changes to police and Magistrates’ Courts’ case management IT systems. Subject to the feasibility work endorsing that the approach is both practical and achievable, this should facilitate the roll-out of the BR 7 technical solution in parallel to these existing systems, which it is hoped will significantly reduce the overall implementation timeframe.

3.68 In the light of this, the revised target date for delivery of the technical solution for the direct inputting of Magistrates’ Courts’ and Crown Courts’ results to PNC is by the end of the financial year 2008–09.

3.69 As a subset of the project work, the Resulting Performance Improvement Project (RPIP) was initiated by the Bichard 7 Project Board and approved by the OCJR Operational Board in December 2006. The purpose of this workstream is to identify and recommend process changes to the end-to-end resulting processes (police forces and courts) which can be rapidly implemented to ratchet up overall performance prior to the full roll-out of the BR 7 technical solution.
The RPIP is making good progress and has already identified and implemented positive changes that are improving current national end-to-end resulting performance. The project will develop a set of best practice process improvement recommendations that are to be implemented by the end of October 2007 and will enable the realisation of its key objective of delivering significant improvements to the timeliness and quality of end-to-end resulting performance in the short term, in readiness for the subsequent transition to an automated, joined-up resulting process that will be delivered by the BR 7 technical solution.

There have also been technology-enabled incremental improvements to the timeliness and quality of court resulting on to PNC. The current roll-out of a CJS Exchange link between the courts and police case management systems will enable the police to update court results on to the PNC with a minimum of manual intervention.

### Milestones

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
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<tbody>
<tr>
<td>Mid-2007</td>
<td>BR 7 technical solution feasibility work completed and RPIP</td>
</tr>
<tr>
<td></td>
<td>recommendations finalised</td>
</tr>
<tr>
<td>Oct 2007</td>
<td>BR 7 technical solution design completed; RPIP recommendations</td>
</tr>
<tr>
<td></td>
<td>implemented</td>
</tr>
<tr>
<td>Jun 2008</td>
<td>BR 7 technical solution completed</td>
</tr>
<tr>
<td>Mar 2009</td>
<td>Technical solution deployment completed — Magistrates’ Courts’ and</td>
</tr>
<tr>
<td></td>
<td>Crown Courts’ results reported direct to the PNC</td>
</tr>
</tbody>
</table>

### Resources

A cross-departmental team led by HMCS is leading this work, under the oversight of the OCJR Operational Board and the Bichard Strategic Implementation Programme Board. The funding requirement for the technical work was previously agreed by the OCJR Operational Board.

The BR 7 feasibility study, due to be complete by mid-2007, is examining the practicality and achievability of the proposed technical solution and will thus provide a more accurate cost profile. At this point it is anticipated that the solution changes will not have a significant impact on the overall cost of implementation, as previously reported. However, it is expected that the cost profile will confirm funding will be needed across a revised timeline with some expenditure now expected in the CSR07 period. Consequently, the project’s funding requirement from the CSR07 Reform Investment Fund has been proposed as part of the formal OCJR CSR submission.
Benefits

3.74 There will be a positive effect on the general performance of all agencies and their achievement of PSA targets as a result of full implementation of this recommendation. Specific benefits include:

- more timely update of the PNC with court hearing results;
- improved data quality of the PNC update (data quality refers to the completeness and accuracy of the results information entered);
- information captured will be more complete. The proposed solutions afford the opportunity to record additional offences taken into consideration (TIC) in addition to the information currently captured. This will yield important operational benefits to users of the PNC court results information; and
- in the long term, efficiency savings to the Police Service by removing the responsibility and administrative function of inputting court hearing results on to the PNC and subsequent exception handling.

3.75 The final feasibility work to be completed by mid-2007 will also re-examine the projected benefit realisation for this work, which should provide further reassurances that the longer-term benefits to the Criminal Justice System will indeed be achieved. Ultimately, the core driver for this work is the better quality and timeliness of data on the PNC, to underpin vetting and policing activities in support of the enhanced protection of vulnerable groups.
Recommendation 12
The Government should reaffirm the guidance contained in Working Together to Safeguard Children so that the police are notified as soon as possible when an offence has been committed or is suspected of having been committed against a child – unless there are exceptional reasons not to do so.

Recommendation 13
National guidance should be produced to inform the decision as to whether or not to notify the police. This guidance could usefully draw upon the criteria included in a draft local protocol being developed by Sheffield Social Services, and brought to the attention of the Inquiry. The decision would therefore take account of:

- age or power imbalances;
- overt aggression;
- coercion or bribery;
- the misuse of substances as a disinhibitor;
- whether the child’s own behaviour, because of the misuse of substances, places him/her at risk so that he/she is unable to make an informed choice about any activity;
- whether any attempts to secure secrecy have been made by the sexual partner, beyond what would be considered usual in a teenage relationship;
- whether the sexual partner is known by one of the agencies (which presupposes that checks will be made with the police);
- whether the child denies, minimises or accepts concerns; and
- whether the methods used are consistent with grooming.

Recommendation 14
The Integrated Children’s System should record those cases where a decision is taken not to refer to the police.

Recommendation 15
The Commission for Social Care Inspection should, as part of any social services inspection, review whether any decisions not to inform the police have been properly taken.
Progress made and action planned

4.1 DfES guidance has been issued to local authority Social Services (Children’s Services) and work is now being taken forward as part of a wider programme of revision of Working Together to Safeguard Children, published on 6 April 2006. Local authority delivery agencies are taking forward the work of implementation.

4.2 The IT requirements for the Integrated Children’s System (ICS) include functionality that will meet Recommendation 14. The requirements are set out in Local Authority Circular 2005(3) and the supporting ICS minimum compliance criteria. Roll-out of ICS by local authorities continues in line with DfES guidance.

4.3 CSCI previously issued instructions to its inspectors and put arrangements in place to embed its responsibilities under Recommendation 15 into its inspection methodologies. Responsibility for inspection of children’s social care has now transferred from CSCI to the Office for Standards in Education, Children’s Services and Skills (Ofsted), which has taken over these methodologies. Ofsted regularly reviews and revises its inspection frameworks and any future review of social care inspection will include steps to ensure that its responsibilities under Recommendation 15 continue to be discharged appropriately.

4.4 DfES, which has the policy lead for this work, reports that Recommendations 12 and 13 have been implemented, with Recommendations 14 and 15 substantially delivered in terms of DfES policy addressing ICS functional requirements and with local implementation of both recommendations progressing. Guidance can be downloaded from the DfES website at: www.everychildmatters.gov.uk/workingtogether

Resources

4.5 DfES has resourced the revision of the guidance. No additional funding is required as the work is being absorbed as part of wider activities (the Working Together initiative and ICS development/implementation). It will then be a matter for local agencies to consider how the revised guidance is best implemented. We expect local safeguarding children boards (LSCBs) to take a leading role in implementation of the revised Working Together guidance. Guidance for LSCBs was published by DfES in December 2005.

4.6 Each local authority in England is responsible, as part of ICS Phase 1, for the development and implementation of their local ICS IT system, in line with DfES requirements. This includes the commissioning of an ICT product for ICS from their preferred IT supplier. Authorities are in the process of implementation now. DfES has
made available £30 million in capital grant to local authorities to help support the costs of implementation, along with supporting documentation and guidance.

4.7 All local ICS systems are required to have, on implementation, a functionality that will fulfil Recommendation 14. The ICS minimum compliance criteria (January 2007) – which support the ICS business requirements published in Local Authority Circular (2005)3 – specify that in order to be compliant a system must record information on allegations of sexual abuse: the record must indicate whether there has been a sexual abuse allegation and must include whether the allegation was reported to the police or not, the date the decision was made, the reason for the decision and, where applicable, the date the information was passed to the police.

4.8 The ICS business requirements and ICS minimum compliance criteria documents are available on the DfES website at: [www.everychildmatters.gov.uk/ics](http://www.everychildmatters.gov.uk/ics)

4.9 DfES has assessed ICS IT suppliers’ products against the compliance criteria, and as authorities implement their ICS IT products they will be asked to complete a questionnaire to check that their systems meet the minimum functional requirements. This will be fed back to DfES as part of its monitoring arrangements. DfES regularly monitors local authorities’ progress on ICS.

**Benefits**

4.10 The guidance issued by DfES aims to improve joint working practices, including the sharing of information between the police and other agencies working with children and young people, to improve protection from harm.

4.11 There is a particular focus on decision making in cases where there is consideration of whether the police are informed of offences committed, or suspected of having been committed, against a child or young person, including where there has been under-age sexual activity, which is the key focus of the recommendation. If local agencies are helped to share information, where appropriate, and to deal effectively with concerns, that will help to safeguard and promote the welfare of children and young people.

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**Recommendation 16**

Headteachers and school governors should receive training on how to ensure that interviews to appoint staff reflect the importance of safeguarding children.

**Recommendation 17**

From a date to be agreed, no interview panel to appoint staff working in schools should be convened without at least one member being properly trained.

**Recommendation 18**

The relevant inspection bodies should, as part of their inspection, review the existence and effectiveness of a school’s selection and recruitment arrangements.
Progress made and action planned

4.12 Take-up of and participation with the voluntary Safer Recruitment online training package continues to increase, albeit at a slower rate than hoped. By April 2007, the total number enrolled on training was 30,942. Around 11,000 headteachers and governors, amounting to approximately one-quarter of the target cohort, have accessed the training package, and 9,615 individuals have successfully completed the training and assessment. The training, which is password protected, is located on the National College for School Leadership’s (NCSL’s) Learning Gateway within their Talk2Learn online community site. DfES Ministers wrote to all headteachers in June 2006 about new measures to tighten record keeping in schools following a government-commissioned report from Ofsted which looked at the recruitment checks that schools and local authorities were carrying out. In that letter, Ministers stressed the importance of the online training and strongly urged all headteachers to complete it and to nominate a governor from their schools to undertake it as well.

4.13 A substantial part of the voluntary training package has been made available on the public area of the site and is open to all to access freely (www.ncsl.org.uk/onlinecommunities/training/index.cfm), either for their own training or to cascade to others. This was done specifically to ensure that groups other than headteachers and governors would not be unduly disadvantaged. Independent schools have also been given free access, enabling the headteacher and one other member of staff from every school to access the training. This parallels what is being provided for maintained schools and non-maintained special schools.

4.14 The training continues to have widespread backing, including by those organisations specialising in child safety and protection and organisations representing headteachers, governors, local authorities and faith groups. DfES is continuing to work closely with these organisations to increase schools’ participation in the training as far as possible. Feedback from those who have undertaken the training has been very positive.

4.15 In response to the need to disseminate Safer Recruitment training more widely to staff in schools and other organisations working with children and young people, NCSL commissioned Manchester Metropolitan University to develop a generic package of training materials, building on the online material. The material is capable of adaptation for local use by other areas of the education sector and by relevant groups outside the school sector.

4.16 Between January and March 2007, NCSL organised a number of regional events to train experienced trainers in the delivery of the workshop materials. These were attended by around 350 participants nominated by local authorities, LSCBs and diocesan directors of education.

4.17 The workshop training has been very well received and participants have welcomed its introduction. The trainers who receive the training will be able to deliver the workshop training to schools and other organisations working with children and
young people in their local areas, either as part of existing training programmes or as discrete events. It is for local authorities and LSCBs to decide how they wish to do this.

### Milestones

| Mar 2008 | Further review of voluntary Safer Recruitment training take-up |

### Resources

4.18 DfES has resourced the development of the Safer Recruitment workshop materials and the ‘train the trainer’ events organised by NCSL. DfES also funded the development and delivery of the online training. It will be for local authorities to fund local events using the trainers that NCSL has trained.

### Benefits

4.19 The Safer Recruitment online training is helping raise awareness among headteachers, school governors and local authorities of the need to put in place a robust recruitment and selection process which ensures that child safety is fully taken into account, and that:

- all applicants have face-to-face interviews;
- all applicants are asked specific questions at job interviews, which include examining the candidate’s attitude towards children and young people;
- there is effective scrutiny of the information provided by applicants, such as references;
- all discrepancies and qualifications are checked and followed up;
- all applicants receive an induction and appropriate training in child protection issues; and
- all applicants’ attitudes and behaviours should continue to be monitored or supervised post-appointment.

4.20 The workshop material is based on, and complements, the Safer Recruitment online training and is aimed at staff in schools and the wider children’s workforce. It:

- is an introduction to child protection issues and raises awareness of those issues;
- addresses the specific needs of those with limited knowledge of child protection issues, while catering for those with more experience;
- supports and builds on the materials provided in the Safer Recruitment online training site;
- sets out how recruitment can act as a sifting mechanism, to filter out unsuitable people;
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- identifies ongoing child protection characteristics that must be built into a school’s/organisation’s general policies/practices, so that unsuitable people cannot operate within the school/organisation;
- gives clear guidance on what should be done if a school/organisation/individual discovers a problem person has already been employed and/or is already working within the school/organisation; and
- gives guidance on what can be done if an individual staff member has concerns about an organisation’s processes or practices/ethos in regard to their impact on child protection/safety.

4.21 Below is a sample of quotes from trainers who have taken part in the recent series of ‘train the trainer’ events:

“A very valuable training experience.”

“The course was intense but very valuable. The networking and chance to think through the issues was good.”

“Very interesting discussions. Very informative sessions.”

“Excellent – have come away with plenty to think about.”

“An excellent course, well delivered and enhanced by delegates.”

“The structure of the course and the delivery were excellent and well thought out.”

“Very good course, excellent materials. Thank you.”
Progress made and action planned

4.22 The planned Vetting and Barring Scheme (VBS), which will cover all those individuals working with children and vulnerable adults, addresses Recommendation 19 of the Bichard Inquiry. The legislative foundation for the new scheme is the recently enacted Safeguarding Vulnerable Groups Act 2006.

4.23 Implementation responsibility is vested in the Home Office. DfES and the Department of Health (DH) lead on policy for children and vulnerable adults respectively, with DfES retaining overall responsibility for the policy coherence and for the commencement and sequencing of the secondary legislation under the Safeguarding Vulnerable Groups Act. There has been, and will continue to be, close working between the Home Office, DfES, DH and other key stakeholders at official
and ministerial level. A tri-ministerial board, with overall oversight of this work, is chaired by Joan Ryan, MP, Under Secretary of State, Home Office.

4.24 The practical operation of the VBS will rely on the Police Service, CRB and a new Independent Barring Board (IBB). The scheme, through the mechanism of the CRB, will maintain links with the PNC and police forces to provide up-to-date criminal background information on members of the scheme. The IBB will make individual barring decisions based on that information plus information from referrals from employers and others.

Safeguarding Vulnerable Groups Act 2006

4.25 The Safeguarding Vulnerable Groups Act 2006 paves the way for a new proactive, comprehensive and continuously updated VBS. The primary aim of the new scheme is to help avoid harm, or risk of harm, to children and vulnerable adults by preventing those who are deemed unsuitable to work with them from gaining access to them through their work. It builds on existing systems and good practice and will offer an improved service to help eliminate the drawbacks of the current arrangements. The scheme is expected to cover approximately 10.5 million individuals, the vast majority (7.5 to 8 million) of whom will be employed in key services for children and vulnerable adults (teachers, school caretakers, social and care workers, nurses and doctors). The remainder will be those in certain other positions who have contact with children and vulnerable adults or those with access to personal and sensitive information about them.

4.26 The Act provides for:

- pre-employment vetting of all those who apply for specified work which involves the opportunity for contact with children and/or vulnerable adults;
- the establishment of a statutory IBB which will have responsibility for all discretionary barring decisions, and for considering representations about barring decisions;
- a list of those barred from working with children and a separate, but aligned, list of those barred from working with vulnerable adults. These lists replace POCA, POVA, List 99 and the disqualification orders regime;
- continuous updating of an individual’s status in the scheme as new information comes to light and notifying registered employers if that status subsequently changes; and
- new duties on employers to make checks that employees are members of the VBS, and new duties on employers to refer information to the IBB in cases where individuals should be considered for barring.

4.27 As the scheme, when fully rolled out, will need to cover some 10.5 million scheme members, naturally, it will take time to roll out properly to such a large number of individuals. To ensure smooth implementation, we plan to phase in gradually the introduction of this scheme, over the first three years of its operation.
Since Royal Assent for the Act was granted on 8 November 2006, the project has successfully completed its design phase, followed by the formal issue of the high-level business requirements and the scheme’s outline business case. The main objectives of the design phase were:

- to complete successfully and deliver the high-level policy framework (completed under the Safeguarding Vulnerable Groups Act 2006);
- to set in place the necessary project structures and disciplines for the VBS project (completed October 2006);
- to establish the high-level business requirements for delivery of the VBS (completed November 2006);
- to prepare the outline business case for the VBS (completed December 2006);
- to undertake a formal Office of Government Commerce Gateway Review of the VBS programme (completed December 2006);
- to define the organisation and structures for Home Office management of the VBS implementation stage (completed December 2006); and
- to prepare the project for handover from DfES to the Home Office (completed – received by the Home Office in January 2007).

Since January 2007, work on the practical implementation of the VBS has been going forward vigorously. The activities below detail the basis for this implementation:

- End-to-end processes have been drafted to define accurately the responsibilities and interfaces between the police, the CRB, the equivalent service for Northern Ireland (ANI) and the IBB.
- Implementation-specific requirements for information systems have been drawn up and issued formally by the Home Office Commercial Directorate as an invitation to tender.
- IBB set-up activities are now well under way and we have announced the appointment of the IBB’s Chairman – Sir Roger Singleton.
- Transition planning work will establish the most effective and robust way of transferring from the current operations, i.e. POCA, POVA and List 99 for England and Wales and NI List 99 and POCVANI for Northern Ireland, to the new VBS.

In February 2007, a programme of VBS information sessions were launched at different locations across England, aimed at helping employers get to grips with the new responsibilities introduced under the Safeguarding Vulnerable Groups Act. These information sessions are free of charge and will run until at least the end of 2007. Early experience is that the information events have been welcomed and places on the sessions are in demand. Participants represent employers and service providers across a number of sectors, including education, health and social care, sport and leisure, faith groups, the voluntary and community sector, and local government. Common issues and concerns raised at these events are being recorded by the implementation team and uploaded to briefing materials provided to all on the VBS.
Planning and preparation for secondary legislation and guidance to underpin the scheme has been addressed by the VBS Programme Team and will be completed in two phases. Phase one will cover the migration of those on existing lists to the new scheme, and phase two will cover remaining work needed to enable the scheme to ‘go live’ from autumn 2008.

Once established, the new IBB (a Home Office NDPB) will consist of a small panel of public appointees supported by dedicated employees, although the size of the IBB workforce has yet to be finalised. However, for planning purposes, it is envisaged that it will be in the region of 200 to 300 staff in the first years of operation, reducing to approximately 150 after three years. All DfES staff working currently on the existing barring schemes will have priority and are to be offered the opportunity to transfer to the IBB. These staff will be supplemented by new employees as necessary, to be recruited via fair and open competition. All the employees will be highly skilled, trained personnel, fully able to make the necessary barring decisions and recommendations.

UK-wide developments

The scheme will extend to England, Wales and Northern Ireland. Arrangements for application to the scheme and for any appeals may need to be slightly different in Northern Ireland to reflect specific considerations, but will broadly follow those for England and Wales. A separate but aligned scheme is being set up in Scotland, work on which is going forward under the Protection of Vulnerable Groups (Scotland) Act, which completed its passage through the Scottish Parliament in March this year. Any person who is included on a Scottish barred list will be barred from working with children or vulnerable adults across the UK.

Further detail on the UK perspective is set out in Section 6 of this report.

**Milestones**

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>Autumn 2007</td>
<td>VBS and supporting IT and case management systems finalised</td>
</tr>
<tr>
<td>Jan 2008</td>
<td>IBB launched</td>
</tr>
<tr>
<td>Sep 2008</td>
<td>VBS launched</td>
</tr>
</tbody>
</table>
Resources

4.35 The scheme’s set-up costs and implementation funding have been resourced by DfES and DH to cover commitments in 2006–07 and 2007–08. Additional funding will be sought from the DfES/DH CSR07 settlement to cover residual activities during 2008–09. Once launched, the scheme will be self-funding, by virtue of its prescribed fee basis. This will be a one-off payment upon entry into the scheme, which will be reviewed and determined when the new scheme is introduced in 2008. The VBS fee will be separate from (and therefore in addition to) the CRB’s disclosure fee.

Benefits

4.36 The primary aim of the new VBS is to bar unsuitable individuals from working in situations where the evidence suggests that they present a risk of harm to children or vulnerable adults. The work to implement the VBS is a cross-departmental project with involvement from the Home Office, DfES and DH, and the departments continue to work closely on the development of policy and secondary legislation. And as reported in paragraph 4.33 above, work is ongoing in the devolved administrations, where similar arrangements are being put in place.

4.37 A key benefit of the new scheme is that barring decisions will no longer be the responsibility of Ministers but will instead be taken by a new body – the IBB – that is being created as a Home Office-sponsored NDPB. This will be a vital component of the new arrangements. All the barring decisions will be determined by a newly formed board of experts and for the first time all applicants to the scheme will be subject to continuous updating. In summary, under these new arrangements, once they are fully implemented, we will have a system that will be rigorous and based on sound expert advice and will ensure a new proactive, comprehensive and continuously updated VBS.
Progress made and action planned

4.38 The implementation of the new Quality Assurance Framework (QAF) is close to completion by the CRB and police forces. To date, all forces in the UK (that support the Disclosure Service) have received training and support from the CRB in the new framework. Twenty-nine forces have, to date, completed implementation of the framework fully within their procedures, with the majority of the remainder having made substantial progress towards implementation. The CRB is continuing to work with the remaining forces to ensure that full implementation is achieved as soon as practicable. The QAF provides a robust framework to standardise the decisions made by force Disclosure Units and the searches made within local systems.

4.39 In September 2006, BTP data was loaded onto I-PLX for Enhanced Disclosure purposes. Since that date, BTP has been fully integrated into the Disclosure Service, assessing its data for relevancy for specific applicants. The CRB and SOCA have started a pilot to test a new search engine and a new way of identifying possible matches using SOCA data. This pilot will run until the end of July 2007, at which point we will take stock on the way forward.

4.40 Discussions are ongoing with HM Revenue and Customs, the Royal Military Police and the Ministry of Defence about including them in the Disclosure Service.

4.41 Regulations were brought into force in September 2006 that mean that all posts within the school environment are now entitled to an Enhanced Disclosure. Further regulations are due to be brought in later in 2007 that extend the Enhanced

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**Recommendation 20**
HMIC should develop, with ACPO and the CRB, the standards to be observed by police forces in carrying out vetting checks. These should cover the intelligence databases to be searched, the robustness of procedures, guidance, training, supervision and audit.

**Recommendation 21**
All posts, including those in schools, that involve working with children, and vulnerable adults, should be subject to the Enhanced Disclosure regime.

**Recommendation 31**
As a priority, legislation should be brought forward to enable the CRB to access the following additional databases for the purpose of vetting:

- HM Revenue and Customs;
- National Criminal Intelligence Service;
- National Crime Squad;
- British Transport Police; and
- the Scottish and Northern Ireland equivalents of the Protection of Children Act List and the Protection of Vulnerable Adults List.
Disclosure Service to cover posts that have access to the personal data of children and vulnerable adults, e.g. telephone helpline operators.

### Milestones

<table>
<thead>
<tr>
<th>Date</th>
<th>Milestone Description</th>
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<tbody>
<tr>
<td>Mid-2007</td>
<td>All forces to have implemented the QAF</td>
</tr>
<tr>
<td>Jul 2007</td>
<td>Evaluate pilot with SOCA</td>
</tr>
</tbody>
</table>

### Resources

4.42 The CRB has resourced the development work for the QAF. The full costs to complete implementation are expected to be in the region of £420,000.

4.43 Costs for setting up new data sources in the Disclosure Service will vary depending on the size of the Disclosure Unit required. The average cost is expected to be in the region of £82,000 per data source.

### Benefits

4.44 The development and implementation of the QAF across the 43 forces in England and Wales will deliver improved quality and consistency of information disclosed by forces. The QAF will also provide guidance to forces on how disclosure material should be formatted and the type of detail to be included. In addition, a standard quality assurance requirement at every point of the process will be implemented to ensure that information has been considered and the audit trail completed correctly, which will also serve to identify any training and development needs for relevant staff.

4.45 The new procedures will improve the audit trail of decisions made by Disclosure Service staff. And as the audit trail will be standardised for all cases, anyone trained in the Disclosure process will be able to review a previous case with full understanding of the decision processes used to either disclose or not disclose information. In essence, this will ensure a more accurate and comprehensive vetting process. There is now improved performance monitoring of police Disclosure Units by the CRB, via its Standards and Compliance Unit.

4.46 The improved clarity of Enhanced Disclosure eligibility will underpin the new VBS when this is implemented in 2008. In addition, the CRB’s access to wider sources of data for vetting purposes should ensure a more comprehensive vetting and Disclosure process. Collectively, these developments will, in turn, underpin all the developments to ensure the delivery of better protection for children and vulnerable adults which we are striving to set in place.
Progress made and action planned

4.47 The future model for identity checking is substantially linked to the Home Office’s ID Management Programme, a major programme of work in its own right, and therefore any further work by the CRB on formal data-sharing arrangements with the DVLA have been put on hold. A Proof of Concept has been initiated between the CRB and the Identity and Passport Service (IPS) to design and test a process for issuing an ID card for the purposes of a Disclosure application.

4.48 However, the CRB is continuing to explore with IPS the possibility of using the Passport Validation Service (PVS) for the purpose of verifying passport and applicant data. When a UK passport is presented, PVS can confirm that it was issued genuinely to the person presenting it and that the passport has not been reported lost, stolen or replaced. This may provide an enhancement in the short term.
4.49 We can report that Recommendations 22, 24, 26, 27, 28 and 29 have been implemented by the CRB. In light of these developments, the CRB has reported positive feedback from its Registered Bodies cohort regarding the clarification of their roles and responsibilities, which the CRB delivered in its previously published further guidance. In addition, Registered Bodies have welcomed the full implementation of Recommendation 29, which they report enables them to manage more efficiently the flow of Disclosure applications being forwarded to the CRB.

4.50 Following ongoing consideration by the CRB, Recommendation 25 is subject to no further action currently, pending the roll-out of developments under the Home Office’s ID Management Programme. In the light of this, the recommendation will be reviewed further in due course.

Resources

4.51 As previously reported, all the funding and resource requirements for these workstreams were absorbed by the CRB within its budgets.

Benefits

4.52 These changes will result in a strengthened identity authentication process. Registered Bodies will have clear guidance on their role and the importance of identity checking within the Disclosure process. This will make the Disclosure process more robust.
Progress made and action planned

4.53 Much greater impetus is being given to work to improve the effective exchange of criminal record information within Europe and more widely. From a UK perspective, this was brought into sharp focus by the difficulties that came to light earlier this year around the backlog of notifications of UK citizens’ convictions in other European countries, which had built up at the Home Office. An intensive project has been undertaken to clear that backlog and enter the relevant convictions on the PNC.

4.54 That work has been carried out in partnership between the Home Office and the UK Central Authority for Criminal Records Exchange, which has been established under the auspices of ACPO. The requirement for such a Central Authority flows from the adoption of an EU Council Decision and we are now participating in EU negotiations to strengthen the arrangements by establishing standard contents and formats for exchanging criminal records between member states. We are also seeking to join a well-established pilot project, which already involves a number of member states, and which will facilitate the electronic exchange of criminal records information across Europe. This has huge potential to enhance the speed and efficiency of the whole system.

4.55 Although this work creates a procedural and technical framework for data exchange, we need to establish specific bilateral protocols with individual EU states before we can exchange criminal records for employment vetting purposes. We have made contact with all EU countries to establish whether they are willing to share data in this context, whether their legislation permits sharing of data for such purposes, and whether they are technically able to do so. Some encouraging responses have been received and we are looking to open up negotiations with the Republic of Ireland and Poland, with a view to bringing data on stream as soon as possible.

4.56 Outside Europe, the CRB continues with its programme of work to establish bilateral agreements with specific countries for the exchange of relevant data. Since the last report we have continued to iron out a number of legal issues stemming from various jurisdictions within Australia. We plan to start testing their data in the summer before a full implementation can be considered.

4.57 It is important to recognise that the position is much more difficult in relation to countries that have criminal records systems which are of insufficient quality or are unreliable. Some of these countries send us significant numbers of workers in the relevant sectors.
4.58 Interested parties can make direct enquiries of foreign countries. For organisations that wish to access criminal records information about prospective employees from overseas, the CRB has an overseas information enquiry service which provides information on the systems of disclosure in operation in a wide range of countries and how an individual can obtain his/her criminal record or certificate of good conduct from the country in question. The CRB now offers this service via its website: www.crb.gov.uk

4.59 In circumstances where the national origin of the candidate for a post means that reliable checks on criminal records are difficult or impossible, there remains an onus on employers to exercise an appropriate duty of care and make full use of other checks and procedures. For example, employers will need to exercise diligence and care in following up references, and especially in carrying out thorough interviews that explore the suitability, or otherwise, of recruitment decisions in the context of safeguarding children or vulnerable adults. Additional guidance to employers about best practice in such circumstances may be needed and this is something that the CRB is considering further.

4.60 Finally, it should be noted that it is this work on international record exchange, and particularly the backlog issue referred to above, which gave rise to the Home Secretary’s proposal for a review of information relating to criminality, announced in his statement on 16 January 2007. The review will commence shortly with an initial focus on scoping the problems and assessing deficiencies in the way in which the UK Government records and shares information on criminality, both within the UK and internationally, and of how that information is used to support public protection. This scoping will inform the second phase of the review which will concentrate on conclusions and recommendations.

<table>
<thead>
<tr>
<th>Milestones</th>
<th>Details</th>
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<tbody>
<tr>
<td>Mid-2007</td>
<td>Reciprocal arrangements with Australia in place for testing purposes</td>
</tr>
<tr>
<td>Summer 2007</td>
<td>Programme of work finalised for negotiating bilateral arrangements with other source countries in the EU</td>
</tr>
<tr>
<td>Late 2007</td>
<td>Phase 1 of Criminality Data Review completed</td>
</tr>
</tbody>
</table>
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SAFEGUARDING PROCEDURES

**Resources**

4.61 The CRB continues to absorb the costs of exploring and developing bilateral arrangements with foreign countries. The possible costs of providing further advice to employers about establishing the suitability of overseas applicants remain to be determined.

**Benefits**

4.62 More effective checks on overseas workers will help to improve further the set of safeguarding procedures we are seeking to develop. Where appropriate, they will enable skilled workers from other countries to be employed here with a greater degree of confidence in their suitability.
5.1 There are a number of key interdependencies between the various strands of work within the Bichard programme. The following table identifies the most important of these and how they have been managed.
### TABLE 4. INTERDEPENDENCIES

<table>
<thead>
<tr>
<th>Strand</th>
<th>Interdependency</th>
<th>Relationship</th>
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</table>
| **Strand 1**<br>IMPACT Programme – including Code of Practice on Police Information Management (Recs 1, 2, 4 and 8–11 (MoPI)) | BR 5 and 6 | - Alignment with the requirements of Code of Practice for PNC (data quality/timeliness) and appropriate linkages to the QAF for PNC data.  
- VBS will be underpinned by effective sharing of police information.  
- Implementation of PLX (INI) has enabled support for DfES barring considerations and, as implementation of VBS is rolled out, improved processes/guidelines will be delivered to ensure that relevant information is disclosed on a consistent and timely basis by Police Disclosure Units.  
- Provision for consistent support of the enhanced vetting processes – compatibility between individual eligibility for entry into VBS and the Enhanced Disclosure regime.  
- Integration and consistency across full range of IT-enabled police information programmes under NPIA leadership. |
| | BR 19 | - Linkages and consistency between IMPACT Programme and roll-out of MoPI and ISS4PS by NPIA. |
| | BR 20, 21 and 31 | - Linkages and consistency between IMPACT Programme and roll-out of MoPI and ISS4PS by NPIA. |
| | NPIA | - Linkages and consistency between IMPACT Programme and roll-out of MoPI and ISS4PS by NPIA. |
| **Strand 2**<br>Police IT Procurement Review (Rec. 3) | BR 1, 4 and 8–11 | - Linkages and consistency between IMPACT Programme and roll-out of MoPI and ISS4PS by NPIA. |
| **Strand 3**<br>Quality/timeliness of PNC data (Recs 5 and 6) | BR 1, 2 and 4 | - Improved quality and timeliness of data are supported by more resilient infrastructure following PNC re-platform, with linkages needed to longer-term development of PND. |
| **Strand 4**<br>Inputting court results to PNC (Rec. 7) | BR 1 and 4 | - PNC capacity to facilitate direct receipt of court hearing results via Criminal Justice System (CJS) Exchange (Libra) from 2008–09.  
- Roll-out/operational arrangements for Libra (Magistrates’ Courts) and XHIBIT (Crown Courts) IT systems and business processes (including guidance material) for interface with PNC.  
- Work needed on CJS Exchange standards and plans for realising data interface transactions between PNC and court systems and implementing common CJS data standards within the agreed timeframe. Initially, enabling use of the existing PNC interface specification to connect the CJS Exchange to PNC. |
| | HMCS/CJIT | - PNC capacity to facilitate direct receipt of court hearing results via Criminal Justice System (CJS) Exchange (Libra) from 2008–09.  
- Roll-out/operational arrangements for Libra (Magistrates’ Courts) and XHIBIT (Crown Courts) IT systems and business processes (including guidance material) for interface with PNC.  
- Work needed on CJS Exchange standards and plans for realising data interface transactions between PNC and court systems and implementing common CJS data standards within the agreed timeframe. Initially, enabling use of the existing PNC interface specification to connect the CJS Exchange to PNC. |
| **Strand 5**<br>Reporting actual/alleged offences against children (Recs 12–15) | DfES | - Introduction of the ICS requiring implementation of standards through local authority IT systems.  
- Emerging effectiveness of local safeguarding children boards and general strength of the revised Working Together document; procurement/development and implementation of IT systems to support ICS in line with published requirements.  
- Striking an acceptable/workable balance between the protective value of sharing information between Social Services and police and the damage such sharing might cause to relationships of trust; developing and agreeing protocols between agencies to ensure effective safeguarding of children and vulnerable adults. |
| | Local authorities (DfES) | - Introduction of the ICS requiring implementation of standards through local authority IT systems.  
- Emerging effectiveness of local safeguarding children boards and general strength of the revised Working Together document; procurement/development and implementation of IT systems to support ICS in line with published requirements.  
- Striking an acceptable/workable balance between the protective value of sharing information between Social Services and police and the damage such sharing might cause to relationships of trust; developing and agreeing protocols between agencies to ensure effective safeguarding of children and vulnerable adults. |
| | Local authorities (DfES/DH) and local police forces | - Introduction of the ICS requiring implementation of standards through local authority IT systems.  
- Emerging effectiveness of local safeguarding children boards and general strength of the revised Working Together document; procurement/development and implementation of IT systems to support ICS in line with published requirements.  
- Striking an acceptable/workable balance between the protective value of sharing information between Social Services and police and the damage such sharing might cause to relationships of trust; developing and agreeing protocols between agencies to ensure effective safeguarding of children and vulnerable adults. |
<table>
<thead>
<tr>
<th>Strand</th>
<th>Interdependency</th>
<th>Relationship</th>
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</table>
| **Strand 6**  
Voluntary training on safer selection in education (Recs 16–18) | Ofsted | • Provision to monitor take-up of training materials by headteachers/governors through self-assessment under Ofsted inspection regime. |
| **Strand 7**  
Vetting and Barring Scheme (Rec. 19) | BR 1, 2 and 4  
BR 8–11  
NPIA | • VBS will be underpinned by effective sharing of police information.  
• Implementation of PLX (INI) has enabled support for DfES barring considerations and, as implementation of VBS is rolled out, improved processes/guidelines will be delivered to ensure that relevant information is disclosed on a consistent and timely basis by Police Disclosure Units.  
• Provision for consistent support of the enhanced vetting processes – compatibility between MoPI implementation and the Enhanced Disclosure regime.  
• Integration and consistency across full range of IT-enabled police information programmes under NPIA leadership. |
| **Strand 8**  
Enhancing vetting processes (Recs 20, 21 and 31) | BR 1, 2 and 4  
BR 8–11  
HO ID Management Strategy | • Alignment of IMPACT developments (including MoPI) with QAF.  
• Alignment of ID Management Strategy outcomes with Disclosure Service processes. |
| **Strand 9**  
Role of Registered Bodies (Recs 22–29) | HO ID Management Strategy  
IPS | • Alignment of ID Management Strategy outcomes with Disclosure Service processes.  
• Links to PVS. |
| **Strand 10**  
Checks on overseas workers (Rec. 30) | BR 1, 2 and 4  
BR 8–11  
BR 19  
BR 20, 21 and 31 | • Interface with QAF/IMPACT police information chains and implementation of MoPI.  
• Alignment with VBS/IBB arrangements.  
• Disclosure information – local authority monitoring supply of school resources. |
Section 6
THE UK PERSPECTIVE

6.1 This section sets out a brief overview of the relevant work going forward in Wales, Northern Ireland and Scotland, and how this interfaces with the work in England to ensure a UK-wide perspective.

Wales

6.2 The Welsh Assembly has devolved responsibility for education and safeguarding matters in Wales, so is leading on the implementation of Recommendations 12–18 in Wales.


6.4 The Welsh Assembly Government continues to work with DfES in the development and roll-out of the ICS (Recommendation 14).

6.5 Social Services inspections (undertaken by the Care and Social Services Inspectorate Wales) will include checks against the ICS records.

6.6 The Welsh Assembly Government continues to work with the National College for School Leadership to evaluate the impact of the pilot Bichard Safer Recruitment Training Programme and to establish a timescale for rolling out the training to headteachers and governors in Wales.

[Welsh Assembly Government]

Northern Ireland

6.7 As reported in the third Progress Report, the Secretary of State for Wales and Northern Ireland, Rt Hon. Peter Hain, MP, announced in a Written Statement to Parliament in March 2006 that a comprehensive package of child protection measures were to be taken forward, with the aim of improving protection arrangements for children and young people in Northern Ireland.
Following earlier agreement, the VBS to be implemented under the Safeguarding Vulnerable Groups Act 2006 will apply in Northern Ireland. An Order in Council has been laid which will make the appropriate legislative provisions. The IBB will, therefore, extend to Northern Ireland as well as England and Wales.

The ECRIT Programme (Employment Checking Reform Implementation Team) continues to make progress towards the establishment of the new disclosure body for Northern Ireland, Access NI (ANI). The technical infrastructure is now largely in place, creating the capacity, for the first time, to deliver electronic access to the full UK criminal record. This was achieved by way of connection over the Criminal Justice Exchange (CJX) between the Causeway criminal records system in Northern Ireland and PNC. This connection will also provide access to I-PLX. Work is now underway to design and deliver the workflow software necessary to control and manage ANI’s business operations.

PSNI continues to participate fully in the IMPACT programme which will deliver vital improvements to the sharing of criminal and police records on a national level. The first of these improvements came online in spring 2007 with PSNI’s completion of its work on the INI system.

The Department of Education is planning to produce amended Education (Prohibition from Teaching and Working with Children) regulations to maintain consistency with DfES.

The Education and Training Inspectorate is currently reviewing its evaluation framework for pastoral care/child protection inspections in schools in Northern Ireland. Any modifications will be incorporated into the framework for use from September 2007.

The Department of Health, Social Services and Public Safety will revise child protection guidance contained in Co-operating to Safeguard Children to reflect structural changes being introduced as part of the reform of public administration as well as the introduction of a safeguarding board for Northern Ireland and other improvements in child protection arrangements. The revised guidance will encompass Bichard reforms.

In addition, Area Child Protection Committees have issued policies and procedures which include advice on protecting sexually active children from abuse. The guidance is based on the Sheffield protocol. Work is ongoing to progress development of an information sharing protocol to facilitate sharing information between social services, the PSNI and other agencies. Work is also underway to develop a person-centred information system.

[Office of the First Minister and Deputy First Minister, Northern Ireland]
Since the last progress report in May 2006, the Scottish Executive and its partners have continued to work closely in response to the recommendations made following the Bichard Inquiry and their implementation in Scotland. Significant progress is being made in a number of critical areas.

### Management and sharing of police information

During the course of the year, the IMPACT Nominal Index (INI), as rolled out in England and Wales, was implemented in forces across Scotland. This has supplemented existing arrangements in Scottish forces who all use the Scottish Intelligence Database (SID). Nominal data from SID and from the Criminal History System (CHS) has been made available to the INI as of April 2007, giving UK forces access to Scottish police information.

ACPOS has developed the ACPO Manual for the Management of Police Information (MoPI) to suit a Scottish context and the latest version was delivered to ACPOS Crime Business Area in March 2007 for consideration. While the Manual and the associated Code of Practice are not legislatively prescribed in Scotland there is, nevertheless, a clear understanding of the need for a common UK framework for the management of police information.

Ongoing debate around ACPOS’ Information and Communication Technology strategy along with the introduction of the Scottish Police Services Authority (SPSA), charged with supplying support services to the Scottish forces, have ensured that the concept of information sharing and management remains very high on the agenda. It is the intention that SPSA will allow for the further development of national, integrated IT systems for the police service in Scotland. The Authority will also act as a single point of contact for the NPIA, which assumed responsibility for the work to harmonise IT systems in England and Wales upon its being vested in England and Wales on 1 April 2007.

Recent development of the Scottish Intelligence Database (SID) has provided interfaces with the Violent and Sex Offenders Register (ViSOR), existing Scottish force Legacy systems, a Scotland-wide national database for Automatic Number Plate Recognition (ANPR) and a plug-in analytical set. These have been tested and are expected to start to come online by mid-2007. ViSOR is deployed in all Scottish forces and is being implemented in all 32 Scottish Local Authorities Criminal Justice Social Work departments.

### Referrals of allegations and underage sexual activity

Recognising the sensitivities in dealing with issues of underage sexual activity, Scottish ministers have set up a short-life working group to consider the implications and action that may be needed as a result of the Bichard recommendations. The group has representation from across all the agencies involved with children and young people: the police, the Crown Office, the Scottish Children’s Reporter Administration and those involved in initiatives dealing with sexual health. The group is currently
considering the feasibility of amending a protocol, currently in use in Glasgow, to suit national interests. The group will report its findings and recommendations to the Scottish Bichard Implementation Group by the summer 2007.

Training for Safer Recruitment

6.21 In relation to the recommendation on improving safer recruitment procedures, the Scottish Executive produced guidance on child protection in education in 2005 which emphasised the types of robust recruitment and selection procedures that schools and education authorities should have in place. In March 2007, guidance was launched on safer recruitment and selection for other groups working with children and vulnerable adults in the social care sector.

Vetting and Barring Scheme

6.22 The Protection of Vulnerable Groups (Scotland) Act completed its parliamentary passage in March 2007. The Act is a direct response to Recommendation 19 of the Bichard Inquiry, providing the framework in Scotland for a new VBS applicable to those working or applying to work with children and/or protected adults. Early work has been undertaken/completed to scope out the many issues that will need to be considered in advance of secondary legislation being developed. It is the intention that the secondary legislation required to deliver an effective VBS will be developed, supported by full consultation, throughout the remainder of 2007. Officials will continue to engage with colleagues elsewhere in the UK to ensure that the schemes being developed in the various jurisdictions are complementary.

6.23 Work is also ongoing to develop a new executive agency, consisting of Disclosure Scotland and a new central barring unit, which will have responsibility for the operation of the scheme.

Vetting and disclosure

6.24 From June 2006, all disclosures requested for positions involving work with children or vulnerable adults in Scotland must also be at Enhanced level.

6.25 A new Disclosure Application Form and associated guidance were introduced across Scotland on 15 December 2006. The guidance makes explicit the responsibilities of relevant Registered Bodies in relation to the checking of applications and, more specifically, the checking of the applicant’s identity. Regulations, which came into force in Scotland on 1 July 2005, provided the framework for new measures to confirm the identity of disclosure applicants. Disclosure Scotland is in the process of piloting a new system which accesses DVLA, Passport Agency and DWP databases plus utility companies’ databases, all for vetting purposes.

6.26 Work is ongoing to set up Service Level Agreements that will allow for a range of alternative law enforcement agency databases to be used for disclosure purposes in Scotland. The British Transport Police have already begun providing information for the purposes of disclosure.
Information from the CHS is now available to the CRB in England and Wales for use in disclosure, with some 1.7 million nominal records being shared each month. A reciprocal agreement has been made which will allow for information to be shared by the CRB with Disclosure Scotland and tests are presently underway to develop necessary mechanisms to allow this to happen. Disclosure Scotland began using PLX for enquiries to English and Welsh forces in March 2007.

The Quality Assurance Framework (QAF) developed by the CRB has been piloted by Fife Constabulary. The framework aims to ensure that all Force Disclosure Units operate consistently in searching types of information, decision making, audit trail and quality assurance. Following the pilot, negotiations were undertaken with the CRB and a Scottish version of the QAF is now being produced with the help of the Scottish Forces’ Disclosure Units. Work has also been undertaken to develop solutions to nullify some of the increase in bureaucracy associated with the framework.

[Scottish Executive]
Annex A

ORGANISATIONS SUPPORTING THE BICHARD IMPLEMENTATION PROGRAMME

This report is the fourth composite report of progress against the recommendations of the Bichard Report, incorporating the contributions of the following government departments and public service organisations:

Association of Chief Police Officers in Scotland
Association of Chief Police Officers of England, Wales and Northern Ireland
Association of Directors of Education and Children’s Services
Association of Directors of Social Services
Association of Police Authorities
Criminal Justice Information Technology
Criminal Records Bureau
Department for Education and Skills
Department of Health
HM Courts Service
HM Inspectorate of Constabulary
HM Treasury
Home Office
Ministry of Justice
National Assembly for Wales
National Policing Improvement Agency
Northern Ireland Office
Office of the First Minister/Deputy First Minister, Northern Ireland
Scottish Executive
Annex B

MEMBERSHIP OF THE BICHARD STRATEGIC IMPLEMENTATION PROGRAMME BOARD

Vic Hogg (Chair)  Home Office (Senior Responsible Owner)
Ken Jones  Association of Chief Police Officers
Peter Wilson  Association of Chief Police Officers in Scotland
Fionnuala Gill  Association of Police Authorities
John Scullion  Criminal Records Bureau
Jeanette Pugh  Department for Education and Skills
Richard Campbell  Department of Health
Emma Davies  HM Courts Service
Peter Todd  HM Inspectorate of Constabulary
Eleanor Kinchen  HM Treasury
Roger Browell  Home Office
Peter Edmundson  Home Office
John O’Brien  Home Office
Keith Ingham  National Assembly for Wales
Chris Simms  National Policing Improvement Agency
Ian Young  Office for Criminal Justice Reform (CJIT)
Fiona Driscoll  Office of Government Commerce (non-Executive Board Member)
Billy Gamble  Office of the First Minister/Deputy First Minister, Northern Ireland
Val Cox  Scottish Executive
## GLOSSARY

### A

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ANI</td>
<td>Northern Ireland equivalent of the CRB, which is to be established during 2007</td>
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<tr>
<td>ACPO</td>
<td>Association of Chief Police Officers – the professional body of chief police officers</td>
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<tr>
<td>ACPOS</td>
<td>Association of Chief Police Officers in Scotland – the professional body of chief police officers in Scotland</td>
</tr>
<tr>
<td>ACRO</td>
<td>ACPO Criminal Records Office</td>
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<tr>
<td>ADECS</td>
<td>Association of Directors of Education and Children’s Services</td>
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<tr>
<td>ADSS</td>
<td>Association of Directors of Social Services</td>
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<tr>
<td>APA</td>
<td>Association of Police Authorities</td>
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### B

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<tr>
<th>Abbreviation</th>
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<tbody>
<tr>
<td>BCU</td>
<td>Basic Command Unit – a geographically defined area within a police force</td>
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<tr>
<td>BIP</td>
<td>Bichard Implementation Programme</td>
</tr>
<tr>
<td>BR 7</td>
<td>Bichard Recommendation 7 – programme of work to implement Recommendation 7 and enable direct inputting of courts’ results into the PNC by HMCS</td>
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<td>BTP</td>
<td>British Transport Police</td>
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### C

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<tr>
<th>Abbreviation</th>
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<tbody>
<tr>
<td>CAFCASS</td>
<td>Children and Family Court Advisory and Support Service</td>
</tr>
<tr>
<td>CAIU</td>
<td>Child Abuse Investigation Unit – a local force unit sometimes known as CPU</td>
</tr>
<tr>
<td>CDRP</td>
<td>Crime and Disorder Reduction Partnership – the Crime and Disorder Act 1998 sets out the framework for CDRPs</td>
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<tr>
<td>CEOP</td>
<td>Child Exploitation and Online Protection Centre</td>
</tr>
<tr>
<td>Chief Officer</td>
<td>Chief Constable or senior police officer in a force</td>
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<tr>
<td>CIO</td>
<td>Chief Information Officer</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>CJIT</td>
<td>Criminal Justice Information Technology</td>
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<tr>
<td>CJS</td>
<td>Criminal Justice System</td>
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<tr>
<td>CJX</td>
<td>Criminal Justice Extranet – a secure data network connecting police forces with criminal justice agencies</td>
</tr>
<tr>
<td>CPS</td>
<td>Crown Prosecution Service – responsible for prosecuting people in England and Wales charged with a criminal offence</td>
</tr>
<tr>
<td>CPU</td>
<td>Child Protection Unit – a local police force unit dealing with a range of child protection-related matters, sometimes known as CAIU</td>
</tr>
<tr>
<td>CRB</td>
<td>Criminal Records Bureau (1) – a Home Office agency that provides employers with relevant information about an individual to assist in child-related and other recruitment decisions &lt;br&gt; Criminal Records Bureau (2) – a term used by some police forces to describe their management of the criminal records checking processes</td>
</tr>
<tr>
<td>CREST</td>
<td>Crown Court Electronic Support – the Crown Court case management system, now replaced by XHIBIT</td>
</tr>
<tr>
<td>CRISP</td>
<td>Cross-Regional Information-Sharing Project – an information-sharing process used by a consortium of police forces</td>
</tr>
<tr>
<td>CSCI</td>
<td>Commission for Social Care Inspection</td>
</tr>
<tr>
<td>CSR07</td>
<td>Comprehensive Spending Review 2007 – next cycle of financial settlements for government departments</td>
</tr>
<tr>
<td>DAF</td>
<td>Disclosure Application Form – a standard form issued by the CRB to Registered Bodies to enable the request of relevant police information on a specific individual</td>
</tr>
<tr>
<td>DCA</td>
<td>Department for Constitutional Affairs – former government department now part of the Ministry of Justice</td>
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<tr>
<td>DfES</td>
<td>Department for Education and Skills</td>
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<tr>
<td>DH</td>
<td>Department of Health</td>
</tr>
<tr>
<td>Disclosure Certificate</td>
<td>Document issued to the applicant and Registered Body when a CRB check has been completed</td>
</tr>
<tr>
<td>Disclosure Scotland</td>
<td>Scottish equivalent of the Criminal Records Bureau</td>
</tr>
<tr>
<td>Disclosure Service</td>
<td>Service provided by the CRB, the SCRO and police forces carrying out a criminal records check in accordance with Part V of the Police Act 1997</td>
</tr>
<tr>
<td>Disclosure Unit</td>
<td>A team of police staff dealing with the management of police information and disclosure requests at force level</td>
</tr>
</tbody>
</table>
DPA | Data Protection Act 1984 and Data Protection Act 1998
DVLA | Driver and Vehicle Licensing Agency
DWP | Department for Work and Pensions

E
ECHR | European Convention on Human Rights
ECM: CFC | Every Child Matters: Change for Children is a government-wide initiative to ensure the well-being of children and young people which builds on existing plans to strengthen multi-agency roles in safeguarding children
ECRIT | Employment Checking Reform Implementation Team
ED | Enhanced Disclosure
EU | European Union

F
Force | One of the 43 police forces delivering policing across England and Wales

H
HIP | Headteacher Induction Programme
HMCIC | Her Majesty’s Chief Inspector of Constabulary
HMCS | Her Majesty’s Courts Service
HMIC | Her Majesty’s Inspectorate of Constabulary – responsible for inspecting police forces to ensure that they are operating efficiently and effectively
HMRC | Her Majesty’s Revenue and Customs
HMSO | Her Majesty's Stationery Office
HOLMES | Major investigation database software/procedure used by police forces

I
IBB | Independent Barring Board – under the chairmanship of Sir Roger Singleton will be responsible for all discretionary barring decisions under the VBS
ICJS | Integrated Criminal Justice System – installed in Humberside, the system creates custody records about individuals
ICS | Integrated Children’s System – a system which supports the work of the Social Services in dealing with childcare issues
<table>
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<tr>
<th>Acronym</th>
<th>Definition</th>
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<tbody>
<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
</tr>
<tr>
<td>IMPACT</td>
<td>Intelligence Management, Prioritisation, Analysis, Co-ordination and Tasking Programme – a Home Office programme being delivered in collaboration with the Police Service which aims to radically improve the way in which forces manage and share information</td>
</tr>
<tr>
<td>Information</td>
<td>In this report, the word ‘information’ refers to all forms of information obtained, recorded or processed by the police, including personal data and intelligence</td>
</tr>
<tr>
<td>INI</td>
<td>IMPACT Nominal Index – a cross-checking facility allowing investigators to see which forces hold information on an individual</td>
</tr>
<tr>
<td>Intelligence</td>
<td>Information that has been subject to a defined evaluation in order to inform police decision making, for example to prioritise operations and identify links between crime and criminal behaviour</td>
</tr>
<tr>
<td>I-PLX</td>
<td>Interim Police Local Cross-Check – a searchable database showing which forces hold intelligence about an individual</td>
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<tr>
<td>IPS</td>
<td>Identity and Passport Service – formerly known as the United Kingdom Passport Service</td>
</tr>
<tr>
<td>iQuanta</td>
<td>An agreed framework for annual data registration of personnel and performance for the Police Service</td>
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<tr>
<td>ISCJIS</td>
<td>Integration of Scottish Criminal Justice Information Systems</td>
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<td>ISS4PS</td>
<td>Information Systems Strategy for the Police Service</td>
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<td><strong>K</strong></td>
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<tr>
<td>KDI</td>
<td>Key Diagnostic Indicator</td>
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<tr>
<td>LASSL</td>
<td>Local Authority Social Services Letter</td>
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<tr>
<td>LEA</td>
<td>Local Education Authority</td>
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<tr>
<td>Libra</td>
<td>IT system being introduced in Magistrates’ Courts</td>
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<tr>
<td>List 99</td>
<td>A DfES-maintained list, recording people who have been statutorily barred from teaching and other employment in the education service</td>
</tr>
<tr>
<td>LPF</td>
<td>Local Police Force</td>
</tr>
<tr>
<td>LSCB</td>
<td>Local Safeguarding Children Board</td>
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</table>
M
MISC 9 (D) Ministerial sub-committee overseeing children’s matters
MJ Ministry of Justice – the new government department that has replaced the Department for Constitutional Affairs
MoPI Statutory Code of Practice on Management of Police Information

N
NACRO National Association for the Care and Resettlement of Offenders
NAW National Assembly for Wales
NCSL National College for Schools Leadership
NDPB Non-Departmental Public Body – an organisation that is funded, but not directly managed, by a government department
NIM National Intelligence Model
NIS National Identification Service – a service provided by the Metropolitan Police
NPP National Policing Plan
NOMS National Offender Management Service
NOS Notifiable Occupations Scheme – Home Office guidance for the police about the disclosure of conviction and other information in relation to people in professions or occupations that carry additional trust or responsibility
NPIA National Policing Improvement Agency
NPQH National Professional Qualification for Headship
NSPCC National Society for the Prevention of Cruelty to Children
NSPIS National Strategy for Police Information Systems

O
OCJR Office for Criminal Justice Reform – now part of the Ministry of Justice
OCTF Overseas Crimes Task Force – established in 2007 to deal with conviction information exchanged internationally
Ofsted Office for Standards in Education – the primary and secondary schools inspectorate
OGC Office of Government Commerce
### GLOSSARY

#### P

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>Part V, Police Act 1997</td>
<td>Legislation that provides for the Criminal Records Bureau</td>
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<td>PITO</td>
<td>Police Information Technology Organisation – now absorbed into the NPIA</td>
</tr>
<tr>
<td>PLX</td>
<td>Police Local Cross-Check – a joint ACPO/CRB/PITO project that aims to improve the quality and effectiveness of the Enhanced Disclosure process</td>
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<tr>
<td>PNC</td>
<td>Police National Computer – holds records of conviction and policing information, which can be accessed by all police forces in England and Wales</td>
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<tr>
<td>PND</td>
<td>Police National Database – planned replacement for the PNC and a comprehensive store of police intelligence and other operational information</td>
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<tr>
<td>POCA</td>
<td>Protection of Children Act List – a DfES-maintained list of those considered to be unsuitable to work with children</td>
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<tr>
<td>Police Act 1996</td>
<td>The principal Act currently dealing with the organisation, administration and management of the police. Subsequently amended in part by a number of further Acts/regulations that flow from it</td>
</tr>
<tr>
<td>Police Reform Act 2002</td>
<td>A significant Act designed to improve the efficiency of the Police Service</td>
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<tr>
<td>POVA</td>
<td>Protection of Vulnerable Adults List – a DfES-maintained list, detailing individuals deemed unsuitable to work with vulnerable adults in the health and social care sectors</td>
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<tr>
<td>PPAF</td>
<td>Policing Performance Assessment Framework – performance measures that span the remit of police work</td>
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<td>PPP</td>
<td>Public Private Partnership – a joint private sector and government funding arrangement</td>
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<tr>
<td>PSNI</td>
<td>Police Service of Northern Ireland</td>
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<td>PVS</td>
<td>Passport Verification Service</td>
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#### Q

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<th>Term</th>
<th>Definition</th>
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<tr>
<td>QAF</td>
<td>Quality Assurance Framework – compliance standards mechanism developed by the CRB to support police Disclosure Units</td>
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#### R

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<thead>
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<th>Term</th>
<th>Definition</th>
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<tr>
<td>Registered Bodies</td>
<td>Organisations recognised by the CRB for the processing of vetting applications</td>
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</table>
Rehabilitation of Offenders Act 1974

The Act enabling some criminal convictions to become ‘spent’ after a given period of time. Also makes provisions that all convictions (spent or unspent) are to be disclosed by an applicant when applying for a specified position, which includes a post working with children or vulnerable adults.

Rehabilitation of Offenders Act 1974 (Exceptions) Order

Regulations specifying which occupations and positions are exempt from the Rehabilitation of Offenders Act 1974.

RPIP

Resulting Performance Improvement Project – an HMCS project to generate recommendations for the improvement of the current end-to-end resulting information exchange and recording.

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>SCB</td>
<td>Standards and Compliance Body</td>
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<tr>
<td>SCRO</td>
<td>Scottish Criminal Record Office</td>
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<tr>
<td>SE</td>
<td>Scottish Executive</td>
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<tr>
<td>SID</td>
<td>Scottish Intelligence Database</td>
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<tr>
<td>SOCA</td>
<td>Serious Organised Crime Agency</td>
</tr>
<tr>
<td>SPIS</td>
<td>Scottish Police Information Strategy</td>
</tr>
<tr>
<td>SPSA</td>
<td>Scottish Police Services Authority</td>
</tr>
<tr>
<td>SRO</td>
<td>Senior Responsible Owner</td>
</tr>
<tr>
<td>SSID</td>
<td>Social Services Information Database</td>
</tr>
<tr>
<td>UKCA</td>
<td>United Kingdom Central Authority – part of the NIS which deals with conviction information exchanged internationally</td>
</tr>
<tr>
<td>VBS</td>
<td>Vetting and Barring Scheme</td>
</tr>
<tr>
<td>ViSOR</td>
<td>Violent and Sex Offenders’ Register</td>
</tr>
<tr>
<td>XHIBIT</td>
<td>Crown Court IT system that has replaced CREST</td>
</tr>
</tbody>
</table>