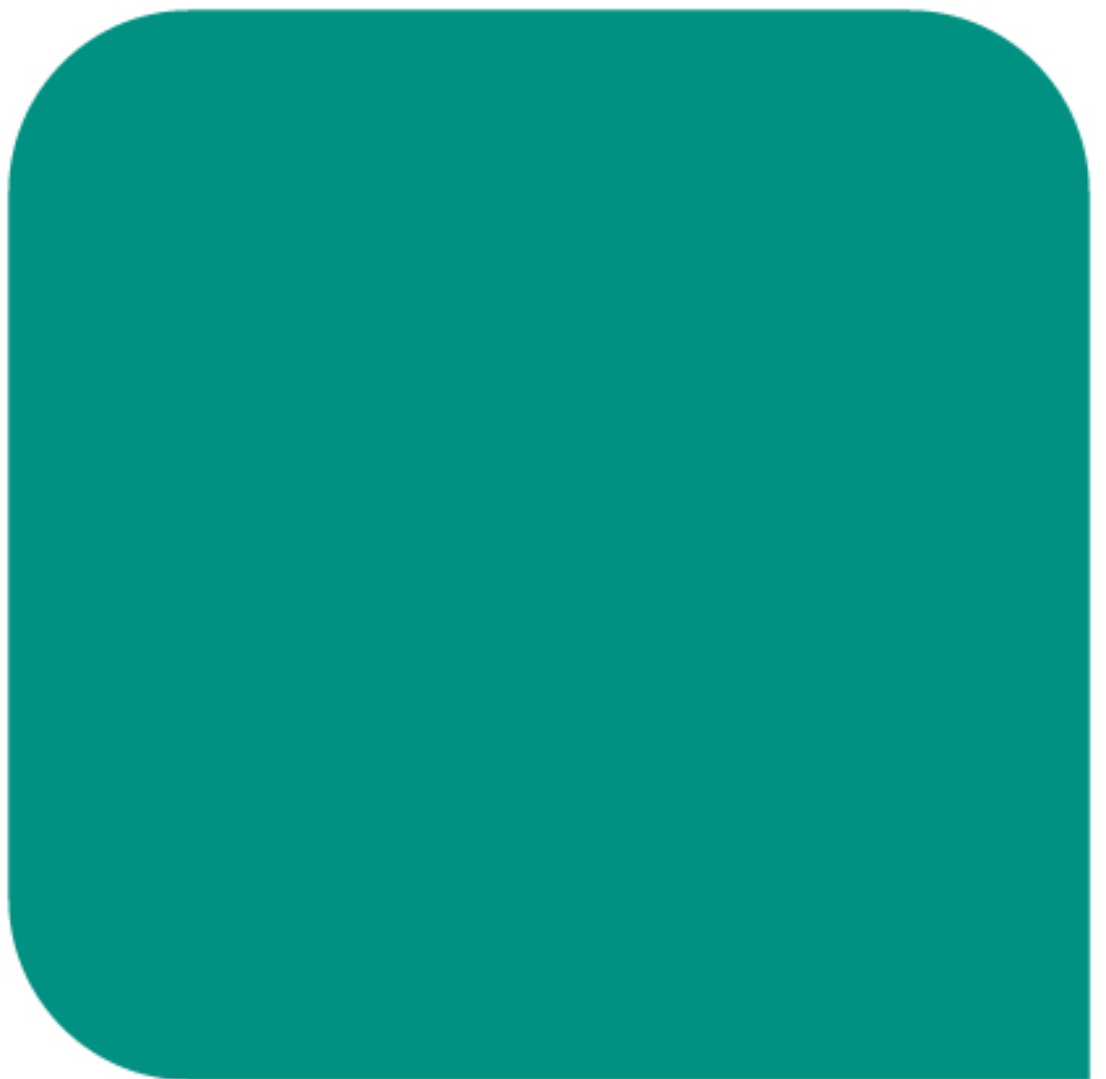




social care
institute for excellence

Exeter Cathedral independent safeguarding audit (February 2019)



The Social Care Institute for Excellence (SCIE) improves the lives of people who use care services by sharing knowledge about what works.

We are a leading improvement support agency and an independent charity working with adults', families' and children's care and support services across the UK. We also work closely with related services such as health care and housing.

We improve the quality of care and support services for adults and children by:

- identifying and sharing knowledge about what works and what's new
- supporting people who plan, commission, deliver and use services to put that knowledge into practice
- informing, influencing and inspiring the direction of future practice and policy.

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1 INTRODUCTION

1.1 THE AUDIT PROGRAMME

The Social Care Institute for Excellence (SCIE) is conducting an independent audit of the safeguarding arrangements of the cathedrals of the Church of England. This programme of work will see all the Church of England's cathedrals audited between late 2018 and early 2021. It represents an important opportunity to support improvement in safeguarding.

All cathedrals are unique, and differ in significant ways from a diocese. SCIE has drawn on its experience of auditing all 42 Church of England dioceses, and adapted it, using discussions and preliminary meetings with different cathedral chapters, to design an audit methodology fit for cathedrals. We have sought to balance cathedrals' diversity with the need for adequate consistency across the audits, to make the audits comparable, but sufficiently bespoke to support progress in effective and timely safeguarding practice in each separate cathedral.

1.2 ABOUT SCIE

The Social Care Institute for Excellence (SCIE) improves the lives of people who use care services by sharing knowledge about what works. We are a leading improvement support agency and an independent charity working with adults', families' and children's care and support services across the UK. We also work closely with related services such as health care and housing.

Safeguarding is one of our areas of expertise, for both adults and children. We have completed an independent safeguarding audit of diocesan arrangements across the Church of England as well as supporting safeguarding in other faith contexts. We are committed to co-producing our work with people with lived experience of receiving services.

1.3 THE AUDIT PROCESS

1.1.1 SCIE Learning Together and our approach to audit

SCIE has pioneered a particular approach to conducting case reviews and audits in child and adult safeguarding that is collaborative in nature. It is called Learning Together and has proved valuable in the adults' and children's safeguarding fields. It built on work in the engineering and health sectors that has shown that improvement is more likely if remedies target the underlying causes of difficulties, and so use audits and reviews to generate that kind of understanding. So Learning Together involves exploring and sharing understanding of both the causes of problems and the reasons why things go well.

1.1.2 Key principles informing the audit

Drawing on SCIE's Learning Together model, the following principles underpin the approach we take to the audits:

- Working collaboratively: the audits done 'with you, not to you'
- Highlighting areas of good practice as well as problematic issues
- Focusing on understanding the reasons behind inevitable problems in safeguarding
- No surprises: being open and transparent about our focus, methods and findings so nothing comes out of the blue
- Distinguishing between unique local challenges and underlying issues that impact on all or many cathedrals

1.1.3 Supporting improvements

The overarching aim of each audit is to support safeguarding improvements. To this end our goal is to understand the safeguarding progress of each cathedral to date. We set out to move from understanding how things work in each cathedral, to evaluating how well they are working. This includes exploring the reasons behind identified strengths and weaknesses. Our conclusions, will pose questions for the cathedral leadership to consider in attempting to tackle the underlying causes of deficiencies.

SCIE methodology does not conclude findings with recommendations. We instead give the Cathedral questions to consider in relation to the findings, as they decide how best to tackle the issue at hand. This approach is part of the SCIE Learning Together audit methodology. The approach requires those with local knowledge and responsibility for progressing improvement work, to have a key role in deciding what exactly to do to address the findings and to be accountable for their decisions. It has the additional benefit of helping to foster ownership locally of the work to be done to improve safeguarding.

1.1.4 Structure of the report

This report is divided into:

- Introduction
- The findings of the audit presented per theme
- Questions for the Cathedral to consider are listed, where relevant, at the end of each Findings section
- Conclusions of the auditors' findings: what is working well and areas for further development
- An appendix sets out the audit process and any limitations to this audit.

2 CONTEXT

2.1 CONTEXT OF THE CATHEDRAL

Exeter Cathedral dates back 900 years – though there has been a Christian presence on the site since Roman times. It is a fine example of decorated gothic architecture, with the longest uninterrupted vaulted ceiling of any cathedral in the world. It contains many important artefacts and architectural features, and has an outstanding library and archives, including 50,000 volumes from before 1801. It is the seat of the Bishop of Exeter, and serves the whole county of Devon, along with the many visitors and tourists who visit this lovely city each year.

The Cathedral community comprises its Dean and Chapter, 74 salaried staff (41.58 FTEs), and up to 600 volunteers, who work to support its liturgical and music activities, the experience of visitors, and the upkeep of the historic building. It has a fine and ongoing tradition of choral music, with Evensong every day of the week. It runs a successful Christmas market in its close. The market is owned and operated by the Cathedral. More widely, it promotes the building as a venue for a variety of public and private events.

The Cathedral has experienced a financial deficit in recent times, but this has been effectively brought under control. It is now possible to establish new posts and structures, enabling it to meet the challenges of a changing modern environment, at the same time maintaining its ancient fabric.

2.2 CONTEXTUAL FEATURES RELEVANT TO SAFEGUARDING

The Cathedral sits in the centre of the city, and its close, the Green, is open to the public 24 hours a day. The building itself and gates to its interior outside yards are locked at night. The Green is the site of the popular Christmas market and is used as a place of meeting and enjoyment throughout the year, especially in fine weather.

In addition, the Cathedral is visited by individuals and groups of tourists – almost 100,000 last year – as well as schools, and other bodies who use it as a meeting place, such as the Mothers' Union. There are private and commercial events of numerous kinds, so that it is often open much later in the evening than might be expected. On Wednesdays, the Cathedral hosts, in its Chapter House, an early evening free café for homeless and vulnerably housed people. This offers hot food and drinks, distribution of clothing and sleeping bags, and listening ears, plus signposting to services. More will be said about the Wednesday Kitchen below (Section 3).

The city has, for its size, an acute and growing problem of homelessness, often linked with street drinking and drug abuse. For several years, but increasingly since the hot summer of 2018, the Green has become a focal point for this population to gather and spend time. A small church, St. Petrocks, on the opposite side of the Green, offers a daytime welcome to the homeless, bringing another reason for a concentration of this population in the area. Cathedral staff regularly have to manage instances of anti-social behavior which can be intimidating and unpleasant for

visitors to the Cathedral as well as for those resident within the immediate area.

Exeter Cathedral School is adjacent to the Cathedral. It is independent of the Cathedral, although the Dean and two other Cathedral Canons sit on its Governing Body. It educates 275 boys and girls, between the ages of four and 13 years, under a variety of boarding arrangements and day pupils. Between 38 and 40 children serve at any one time in the Cathedral choir.

Budgetary pressures over several years, and acutely over the past three years, have led to cuts in the Cathedral's employed staff. This has meant, for example, that the Cathedral Safeguarding Lead (a Chapter Canon) has no administrative support, nor has the Administrator (Senior Lay Member of staff, previously known as the Managing Director).

Exeter Cathedral has been on a difficult safeguarding journey over the past three or four years. In 2015, an independent audit commissioned by the then Dean and carried out by CCPAS (The Churches' Child Protection Advisory Service; now renamed Thirtyone:eight), highlighted serious deficits in the functioning of the Dean and Chapter, including in relation to their safeguarding roles and responsibilities. A Bishop's Visitation followed, in which safeguarding was one of a number of areas examined and criticised. A highly critical Bishop's Visitation Charge (September 2016) was followed by the gradual resignations of the entire Dean and Chapter. As a consequence, by Easter 2017, there was only a very small interim group of clergy in place who were all volunteers.

The current Dean was appointed and arrived in November 2017, and since then a full team of new Canons has been appointed. Thus, a relatively newly-formed leadership team has had to implement a programme of change and improvement, in line with the action plan consequent upon the Bishop's Visitation Charge (see below, Section 2). In contrast to this upheaval, many salaried staff and volunteers have been in the service of the Cathedral for a very long time.

The Cathedral Administrator has added the following information:

'The Cathedral Council played an important part in the delivery of the Bishop's Visitation Charge, and holds the Chapter effectively to account. In the light of the Cathedrals Working Group Report, our positive relationship with the Council has led us to plan to retain a modified version of the Council, to bring together stakeholders from across the Diocese who will work with the Chapter, and ensure excellent governance in the longer term.'

2.3 DESCRIPTION OF THE SAFEGUARDING STRUCTURE (INCLUDING LINKS WITH THE DIOCESE)

The Dean and Chapter are responsible for safeguarding in the Cathedral community, for setting strategic plans and reporting these to the Bishop, and implementing and overseeing safeguarding policies and procedures. A Chapter Canon is the Cathedral Safeguarding Lead (CSL) and he chairs the Cathedral Safeguarding Management Panel (CSMP), as well as sitting on the Diocesan Safeguarding Advisory Panel (DSAP). Both these arrangements commenced in 2018.

The current Dean was previously Dean of Wakefield for 10 years. He thus has long and significant experience of safeguarding for a cathedral community.

Safeguarding is a standing item on the agenda of every Chapter meeting, and the Chapter receives regular reports from the CSL, including a review of the Safeguarding Action Plan (from the Bishop's Visitation Charge). The actions are all either completed or ongoing (e.g., the SLA with the Diocese).

A service level agreement (SLA) has been in place for almost three years, and the Diocesan Safeguarding Adviser (DSA) also holds the title of Cathedral Safeguarding Advisor (CSA)¹. Time for the CSA and his team to carry out their Cathedral responsibilities is offered flexibly and as needed. They act as the operational safeguarding body for:

- responding to referrals or concerns
- provision of training
- safer recruitment, including DBS checks.

The SLA is reviewed annually by the CSL, the Diocesan Head of HR and the CSA and his team.

The Cathedral Administrator describes herself as having an 'overarching role' in relation to safeguarding, particularly as regards her salaried staff and volunteers. She keeps safeguarding at the top of her agenda, monitoring compliance and reviewing outcomes.

The DSAP undertakes the roles of scrutiny and challenge in relation to safeguarding in both the Diocese and the Cathedral. Its terms of reference are meant to be reviewed annually, but they have remained the same since 2017. It is likely there will be some changes following the recent establishment of the CSMP, given that the relationship between the functions of these two bodies is yet to be worked out.

The CSMP is chaired by the CSL and comprises senior staff from the Cathedral, from Exeter Cathedral School, and the CSA. Two independent members have been recruited recently, one a senior police officer with experience of public protection and the other a senior social care professional with special interest in the vulnerable elderly.

The Cathedral Council has an independent Chair and meets four times a year. Its role is to 'review and consider' how well and appropriately the Dean and Chapter are carrying out their responsibilities, including in relation to safeguarding. Each Council meeting has a written report on safeguarding from the CSL, and the Chair notes that this reflects the importance of safeguarding for the whole Cathedral community. All members of the Council have had safeguarding training.

¹ The Diocesan Safeguarding Adviser (DSA) will be referred to throughout the report, for consistency, as the Cathedral Safeguarding Adviser (CSA).

There are four safeguarding representatives, appointed by the previous CSL; three are members of the congregation and one is a member of staff. They are flagged up as persons who can be approached with safeguarding concerns. They aim for at least two of their number to be available at the 10am Sunday service every week.

Volunteers contribute to all parts of Cathedral life, and therefore play a significant role, working alongside the staff, in promoting and embedding safeguarding across the Cathedral.

2.4 WHO WAS SEEN IN THIS AUDIT?

Given the size of Exeter Cathedral, a three-day site visit was undertaken (most cathedral audits have 2.5 days on site). As well as reading documentation sent by the Cathedral in advance, the auditors read samples of case files and HR files. We were enabled to meet a large selection of people, including clergy, salaried staff and volunteers, members of the congregation, and choir children and adults (Back Row of the choir). Most were seen individually or in pairs, and five focus groups were held. A full list is given in the appendix.

The arrangements for the audit were well made, and everyone scheduled to meet us turned up and participated fully in the process. We were struck by many examples of a lifelong commitment to and love of the cathedral.

2.4.1 Any limitations to audit

Inspection of Clergy Blue Files was limited to one large file; this was due to time constraints and the Blue Files being housed in a separate, albeit nearby, building.

We did not have a focus group for parents of the choir, but had the benefit of one parent being involved in the focus group for the choir Back Row, of which he is a member.

3 FINDINGS – PRACTICE

3.1 SAFE ACTIVITIES AND WORKING PRACTICES

3.1.1 Precincts and buildings

Description

As noted above, the Cathedral sits in an open, public space in the heart of the city, an area which is accessible 24 hours a day. There is only one public entrance to the Cathedral itself, and the building is secured at night by a floor supervisor, the time depending on what meetings or events are taking place after the normal closing time. A number of Cathedral staff, and others such as Choral Scholars, live in the complex of buildings which are attached to the Cathedral, and use security codes to enter their accommodation after hours.

A public Cathedral café is open during the day and accessed via the cloister garden. There is no access to the café from within the Cathedral itself. On Wednesday evenings, as described above, there is supervised entry into the Chapter House for the Wednesday Kitchen via the Cloister Garden. Toilets for the Wednesday Kitchen are in a basement area and accessed via a separate entrance from the cloister garden. This is recognised as unsatisfactory and there are plans in place to replace the toilets in order to improve safety and accessibility.

The building is overseen by two teams: virgers (paid staff) and volunteer virgers, and floor supervisors (paid staff). The Virgers are responsible for the liturgical aspects of the Cathedral; the floors supervisors are responsible for safety and security. There is also a Health and Safety (H&S) Manager who is present in the building every day from 8am to 1pm. In addition, volunteer stewards are on duty at the point of entry to the building and at an information/welcome desk in the heart of the Cathedral.

A Duty Chaplain is regularly on duty on the Cathedral floor and can provide further resources for adults needing help or advice.

The Head Virger and floor supervisors work closely together and are readily accessible for help and advice for the large number of volunteers and staff who work daily in the building; they carry two-way radios which are linked to receivers in various parts of the Cathedral – e.g., the shop and the welcome desk. There is a system of CCTV cameras, which is due to be improved and expanded in the near future. This will include oversight of the front door. There is a policy against lone working.

There are secure arrangements made for the safety of all those attending events at the Cathedral, involving floor supervisors, extra stewards, and occasionally paid security staff. There is a health and safety monthly meeting with representatives from all departments. The H&S Manager makes risk assessments as required for specific events, and for other regular activities, such as the Wednesday Kitchen.

Whilst there is an expectation that visiting groups operate in accordance with their own safeguarding policies and procedures, there is no formal requirement for groups to have such a policy in place.

For all present in the Cathedral, there are meticulous procedures for health and safety, including emergency evacuation of the building and management of lost children. For the roof tour there are particularly stringent procedures, and likewise for the bell ringers and tower.

For private and commercial events, the Cathedral provides clear explanations, written into terms and conditions and contracts, regarding safeguarding of children and vulnerable adults, as well as more general H&S guidance. On the Cathedral's side, there are floor supervisors and events stewards as required (e.g., four external security people 24 hours a day for the Christmas market).

Analysis

The auditors were impressed by the many comprehensive and up-to-date risk assessments in place, primarily for health and safety purposes. These are prepared to a common format which meets the requirements of the Cathedral's insurers.

Visitors to the Cathedral and those who work there are well looked after by an extremely experienced team of virgers (the Head Virger has worked in the Cathedral for 37 years), floor supervisors and stewards. Alongside these 'frontline' roles, the H&S Manager is an active presence. All these demonstrated that they are acutely aware of the Cathedral being 'an open environment with accompanying risks'.

We found a shared sense of trust in these people amongst the wider Cathedral community and in the quality of the arrangements for maintaining a calm, safe environment within the Cathedral buildings. Numerous people – staff and volunteers – expressed confidence in the floor supervisors as being their first point of contact if they had any kind of concern. We heard of and saw examples of how they were able to respond flexibly as the occasion demanded. Whilst for most, their 'uniform' of white shirts and dark trousers made them easy to see, instantly recognisable and approachable, one person observed that they looked too much like law enforcement/security officers, and thought this was not necessarily giving the right message about the Cathedral.

Clearly there is a balance which has to be struck between keeping the Cathedral as an open, welcoming environment, ensuring public protection and promoting individual safety and wellbeing. Given the increase in antisocial behaviour and the very real threat of terrorist attacks, the wearing of such a uniform is not only professional, but, it is hoped, acts as a deterrent. The fact that the floor managers are both approachable and easily recognisable is of paramount importance at all times, and particularly during serious incidents.

The virgers and floor supervisors work together to look out for 'regulars' who visit the Cathedral and are vulnerable in a variety of ways. They understand well what other help to summon if need be. They expressed a wish that some of the procedures could be less complicated and more reflective of the reality of their day-to-day working, and agreed that the development of consistent and informed approaches to vulnerable individuals would be beneficial. The Cathedral is about to appoint to the post of 'Custos', which will oversee the work of both the virgers and the floor supervisors, and will offer an opportunity to think further about how to address this. The Custos will become a member of CSMP and hence will be in a good position to

contribute to the development of thinking and practice in this area. This issue is discussed further in section 3.2.

The Cathedral has an experienced Events Manager and a Volunteers and Visitors Manager, both of whom are very conscious of the safeguarding responsibilities inherent in their roles. They are aware that the development of the Cathedral as a public events venue brings significant safeguarding challenges. Each event which is put on has its own events policy and is governed by a specific contract, which includes reference to safeguarding. A risk assessment is provided by the Cathedral to assist in planning. Contact details are recorded to enable the Cathedral to make an appropriate response in the event of an incident occurring, whether or not it is related to safeguarding. Experience in this area is developing rapidly and could usefully be kept under review to ensure best practice at all times.

The management of risks relating to the Wednesday Kitchen is addressed in the next section.

Questions for the Cathedral to consider:

- How can the Cathedral strengthen its approach to events management in order to ensure that safeguarding responsibilities and requirements are explicit?
- What further actions might the Cathedral take to ensure an appropriate balance is maintained between keeping an open and welcoming public environment, managing public protection risks and promoting individual safety and wellbeing?
- How might the Cathedral work to create a formal (and documented) interface between the security staff and the safeguarding team, perhaps focused around risk assessment and management, in relation to known vulnerable adults who need support but also may cause concern, and ensure that this is consistent and well communicated?

3.1.2 Vulnerable adults

Description

Like many churches and cathedrals, Exeter Cathedral offers a place of refuge for adults who are vulnerable. This includes people in need of pastoral support, people who are homeless, and those who have care and support needs by virtue of mental health problems, learning disabilities, or other cognitive impairments such as dementia.

The congregation comprises those who attend services, whether frequently or regularly but less often. In Exeter, the congregation members are generally older, as are many of the longstanding volunteers, and thus may experience some of the problems outlined above. The auditors met with five members of the congregation, who reported how much safeguarding has been highlighted in the last 18 months, and what progress has been made. They understand that it is 'all our responsibility' to care for children and vulnerable adults. (Note, the five of them had never met before, and so it was impressive that their views coincided.)

There is a Volunteers and Visitors Manager whose role it is to look after the volunteers. Increasingly, there is an awareness of the need to care for some who are finding it harder to carry out their role.

A Pastoral Support Team of specially recruited and trained volunteers offers care and support to congregants away from the Cathedral, and is the responsibility of the Canon Chancellor. Prospective members undertake a two-part recruitment process, and once chosen, must complete C1 safeguarding training. They have a comprehensive role description and a set of procedures for their work.

This is a new team, recently established as a result of a direction in the Bishop's Visitation Charge. Once properly up and running, it will meet every two months with the Canon Chancellor.

The Virgers Team, Welcome Team, and floor supervisors are aware of the need to look out for any visitor who is in distress, may have a mental health problem, or in some other way may be in need of help. Their role descriptions and their training provide guidance about how they should respond. Some have recently received dementia-awareness training, and more is planned.

A recent focus on domestic abuse has seen posters put up in toilets, with tear-off strips with useful telephone numbers – as a first step in awareness-raising, prior to formal training being introduced. A series of three training workshops on domestic abuse is planned for this spring, aimed principally at members of the clergy.

The Wednesday Kitchen, mentioned above, has been running for several years, previously as an outdoor provision, but now within the Cathedral. It is used by a mixture of vulnerably housed people and rough sleepers, with a core group of around 50 users. There are 30 volunteers who run this on a rota basis, with two managers (also volunteers) always present. These volunteers have a role description and comprehensive procedures document.

The Canon Chancellor oversees this service and is involved more widely in efforts to help the homeless – as chair of the Cathedral Green Operations Group, a Cathedral initiative involving local stakeholders, and as part of the Exeter Community Initiative, which makes grant applications to get help for homeless people.

Analysis

The more apparent problems of the elderly, such as dementia and physical frailty, appear to be well-understood, and the Cathedral is making good progress in using the expertise of staff (e.g., the Volunteers Manager) and a new independent advisor on the CSMP with a particular interest in the problems of ageing and the Cathedral's duty of care towards these individuals. Likewise, there is a good level of understanding about the needs of people with physical disabilities and other forms of additional needs.

However, we heard from different sources, and via different expressions, about poorer awareness and understanding in relation to less obvious kinds of vulnerability: '*child protection is simple, vulnerable adults is different*'. There is a need, probably through training as well as messages directly from the Dean and

Chapter, to raise awareness about less visible difficulties – such as depression, domestic abuse, bullying – some of which would not necessarily be permanent. Whilst the recent poster campaign has been a welcome and – to some – a thought provoking first step, awareness of domestic abuse is particularly missing, including the fact that it is not necessarily only a feature of relationships between adult males and females, and indeed can and does happen in any community. The forthcoming training on this subject is aimed principally at members of the Clergy and the congregation safeguarding representatives; it would be beneficial to include it in training for everyone.

We could see a benefit from more systematic thought about support and management of the obviously vulnerable people who make regular use of the Cathedral space, many of whom are well known to the various Cathedral staff and volunteers, and who on occasions require very sensitive responses. Where feasible, these individuals may benefit from individual support plans, based on an assessment of both vulnerability and risk, and including agreed responses, to be available no matter who was 'on duty'. The CSA has a role to play in this, both directly in providing advice and also in relation to liaising with experts such as the local mental health, substance misuse and vulnerable adult services.

Wednesday Kitchen

The Cathedral's ministry to the extremely vulnerable, and visible, adults who attend the Wednesday Kitchen is supported by the majority of those spoken with by the auditors. Children under 18 are not permitted to attend, which is appropriate.

The volunteers involved with the Wednesday Kitchen are very experienced and skilled, dedicated to their role, and very respectful of and sympathetic to those with whom they work. They welcome all comers equally, regardless of their history or presentation, and work hard to maintain a calm environment; nobody is permitted to drink or use drugs on the premises. They are alert to the potential vulnerability of their guests to grooming and exploitation. These volunteers have much to offer the wider Cathedral community in terms of their potential contribution to training and awareness-raising about the needs of vulnerable adults. Whilst the visits by the Canon Chancellor are always appreciated, the volunteers would welcome a consistent presence by a Chapter member, as was the case in recent years.

Since being located within the Chapter House, the Wednesday Kitchen has posed significant challenges of management and public protection. The auditors found a divided and unhappy situation: there are those, including the volunteers who run it, who champion this service and feel very strongly that it is emblematic and right for the Cathedral to be serving the homeless in this way. They feel that it is poorly understood by many who are working in the Cathedral.

There is another group – very vocal in this audit – who are anxious and fearful of the large numbers of drinkers and drug-takers they encounter on a Wednesday evening (though not only then). This group includes Cathedral volunteers and staff, and especially the small number who are accommodated in the part of the Cathedral Close adjacent to the Chapter House. (These have recently written to the Dean to express their unhappiness about the situation.) Those who visit the Cathedral for evening events are undoubtedly exposed to anti-social and occasionally frightening behaviour. Floor supervisors are regularly involved in dealing with this.

There is presently an impasse, which is bound to be damaging to all concerned over time, compounded by a belief on the part of many staff and volunteers that the Dean and Chapter may not be receptive to listening and responding to concerns.

Questions for the Cathedral to consider:

- What are the next steps which need to be taken to raise awareness and understanding across the Cathedral of adult vulnerabilities, including domestic abuse?
- How can the Cathedral continue to carry out its ministry to the very vulnerable homeless people who use the Wednesday Kitchen, and at the same time address the many difficulties associated with its location within the Cathedral Chapter House?
- How might the Cathedral work to create a formal (and documented) interface between the security staff and the safeguarding team, perhaps focused around risk assessment and management, in relation to known vulnerable adults who need support but also may cause concern, and ensure that this is consistent and well communicated?

3.1.3 Children

Description

Children are treated as inherently vulnerable in law, and so the questions and confusion that can characterise the safeguarding of vulnerable adults does not apply; everyone clearly understands that all children must be kept safe.

Children come to Exeter Cathedral for all kinds of activities, the largest number on school visits and local musical events. The Cathedral provides clear written information and formal expectations for safeguarding the children for these kinds of visits, to the school or choir organisation involved. Cathedral staff and volunteers nonetheless maintain alertness and care during all such visits.

There is an Education Manager, a previous primary school senior teacher, who is in charge of those Cathedral volunteers who help with educational visits. They are DBS-checked and trained in safeguarding.

Visiting choirs are provided with a pro forma to be filled in with detailed information required about the children and adults in the group, and the arrangements for the children's safety and wellbeing on their visit.

There is a Sunday morning provision for children attending the 10am service with their parents – the Cloister Club and Crèche. This is run by a rota of volunteers, all safely recruited, enhanced DBS-checked, and trained. The children, who are welcomed from under one year up to 10 years, are cared for in a ratio of three children to one adult. Parents or carers often remain with the littlest ones. There are always at least three adults present: the teacher, who prepares the session for the older children; a second volunteer who supports the teacher; and a third who is in

charge of the crèche (in the same room). Parents are in charge of their children at the beginning and end of the service, collecting them after about 45 minutes so that the children are present for communion and the final hymn and prayers.

The Cloister Club and Crèche volunteers have both a role description and a set of comprehensive procedures, which include their responsibilities for safeguarding and how they should respond to any concerns or allegations.

A small number of servers are children, typically almost 18 years old. They are always under the physical supervision of the Head Server.

Analysis

The auditors found that all activities involving children had attached to them an impressive set of definitions of roles, including procedures and guidance in relation to safeguarding. These appear to be well-understood and followed. We were reassured that children are well-protected and cared for whilst in the Cathedral. This includes visiting groups.

The volunteers in the Cloister Club and Crèche come from child-centred professional backgrounds (and are also parents in the congregation), such as paediatricians and teachers, thus bringing extra levels of understanding of children's needs. The Cathedral is fortunate to have them as helpers.

The Lost Children policy specifies that the collection point for lost children is the Entry Desk at the entrance to the Cathedral. This is staffed by paid staff who, since this audit, are to be DBS-checked, a positive change. The auditors felt that, whilst highly visible, and a good point to oversee everyone entering and leaving the Cathedral, the Entry Desk may not be the most reassuring location for a child who may be distressed. However, it is one of the few places guaranteed to have a member of staff always present, and is on balance probably the most sensible choice. Entry Desk staff also have the ability to radio the floor supervisors immediately to seek assistance.

Questions for the Cathedral to consider:

- How might the Cathedral ensure that relevant procedures and guidance are sensitive to the needs of children and adults who may be vulnerable or distressed?
- See below (Section 4.1) for review of policies and procedures.

3.1.4 Choir

Description

The boys and girls in the Cathedral's choirs are pupils at Exeter Cathedral School, which is located across a small road at the side of the Cathedral. There are 18 girls and 18 boys, with the capacity for up to two new members to join each group when appropriate. Most choir members board at the school (some weekly or termly); a smaller number live at home with their families. Their ages are from eight to 13.

The arrangements for the health, safety and wellbeing of the children are shared between the school (principally a Chorister Tutor and a safeguarding lead teacher) and the Cathedral (the Canon Precentor, the Director of Music and his team, and the volunteer chaperones). There is a weekly Chorister Pastoral Meeting to discuss information relating to the care and welfare of the children, including the chorister workload and the impact on the children. This format began about three years ago, at the time when the Cathedral was undergoing major upheaval.

The Canon Precentor is Head of the Department of Liturgy and Music. This department has its own safeguarding policy and comprehensive procedures (as has the Cathedral school). Chaperones have a role description, which includes safeguarding guidance. The Department of Liturgy and Music provide a twice-yearly safeguarding report to the Dean and Chapter.

Each choir performs at Evensong three or four times a week, with alternating schedules for the Sunday/week-end services. They also attend the Cathedral for daily morning rehearsals, which can mean they miss parts of the beginning of the school day.

There are separate song rooms for the girls and boys, and each of these is also separate from the rehearsal and robing area for the adult members of the choir (the Back Row). All of these areas are in a secure area (the Song School and the Sacristy). Toilets for the children are nearby and restricted for their sole use when they are rehearsing or performing. Members of the Back Row are directed to interact minimally with the children, and they have no pastoral role with them.

Arrangements for the safe transfer of the children are all done via the school. The Chorister Tutor hands the children directly to a chaperone, and this is done in reverse when the children return to school after rehearsals/services. In the evening, parents/carers collect the children from school staff, not from the Cathedral.

There is a policy prohibiting photographs being taken of the choir children.

There is a small team of six volunteer (unpaid) choir chaperones. They are safely recruited, enhanced DBS-checked and trained in safeguarding. One person remains with the choir throughout their time in the Cathedral, escorting them to and from the song rooms, and remaining in a visible seat during services, from which they can respond should a child become ill or distressed. They also escort the children to and from the toilet. One of their number now attends the weekly Chorister Pastoral Meeting.

Choir visits are risk-assessed, and are planned and carried out in line with detailed and comprehensive guidance (See section 4.1)

The Chaperones maintain a system (a paper folder) for updating safeguarding documents for themselves, which is kept in the library – accessible to all chaperones. It provides a means of communication about their (and others') roles in relation to safeguarding.

Analysis

The auditors attended Evensong (boys' choir) and witnessed the boys' preparations for the service in their Song Room. We also saw the arrangements for their transfer back to school after the service. We discussed their care in a conversation with two of the longstanding and highly qualified chaperones. They explained that their number (six) remains fairly small on the principle that the children need to know them well and feel confidence in them. They gave an impressive account of the care and commitment they bring to their roles, as well as their enjoyment of the children. They expressed a desire for regular and formal dialogue with the Director of Music and relevant others. We agree that this would be beneficial; the chaperones are an important element of the network of safety and support around the choristers.

The Director of Music and the Canon Precentor gave us similar confidence about how they look after the children and understand the safeguarding requirements of their roles. There is a female safeguarding officer in the school, whom we did not meet, who takes part in the Chorister Pastoral meeting.

The weekly pastoral meeting has been in place for three years, as a way of ensuring that the welfare of choristers is always to the fore and is not disregarded amidst the pressures of their role in the choir. It is valued by all participants we spoke with, and appears to be an effective way of maintaining oversight of the wellbeing of the child choristers.

Although participants were clear about the purpose of the pastoral meeting, there are no terms of reference and thought does not appear to have been given as to whether parental consent should be formally sought for sharing information about their children, whether and in what form records should be kept and stored, and to the nature and extent of information shared at these meetings. This is an area which would benefit from consideration and, if needed, expert advice.

We met with a mixed focus group of girl and boy choristers of different ages, who were at different stages in their lives as choristers. We were impressed by their lively and willing interaction – with us and each other. They answered all our questions about safety, knowing whom to speak to, etc. (including when away on trips) with confidence, and described how the discipline maintained by the Director of Music is regarded by them to be fair. They take their work in the choir seriously and put up with tiredness, aching legs, etc., with good spirit. The singing brings them real pleasure, and one member said that 'it makes me happy when our singing makes others happy'. There is a sense of 'family', no doubt enhanced by most of the children boarding together at the school, with a top age of 13.

The children described being generally confident that their welfare was properly taken into account, including at times when there may be conflicting pressures, for example, in the run up to exams. Whilst those who still live at home were clear that their parents would intervene if they felt their child was under too much pressure, those who boarded were less confident that action would be taken in similar circumstances.

The focus group with the Back Row of the choir revealed some niggles: the unintended consequences for a chorister parent of the rules about photographing

children, and the discomfort with their (the adults') robing area being a thoroughfare through which the children pass. We got a comment about 'safeguarding has gone a bit too far' (in this instance, not allowing photographs of a child whose parent is also in the choir), or is too complicated. We did not, conversely, get any sense of awareness about what safeguarding risks there might be for these children – possibly because they see them as being very well cared for. And for a small number, the safeguarding training was not seen as relevant. The possibility of grooming of children in such circumstances was not accepted, nor was there knowledge of who the DSA is.

As we did not meet with a group of choir parents, we were not able to explore views about the lack of regular dialogue between them as a group with the Director of Music and his staff. This means that there is at present no formal means of parents raising issues which may be of collective interest and concern.

Questions for the Cathedral to consider:

- How might the regular Chorister Pastoral meeting be formalised, to include terms of reference, considerations of parental consent, limits to information sharing, recording and governance?
- Could the termly meetings between the Back Row and the DoM and CSL be developed as a forum for exploring safeguarding issues, and developing the understanding of the adult choir members of safeguarding issues related to both the children's choirs and to the safeguarding of any vulnerable adults who may be part of their number?
- How might the Department of Liturgy and Music engage formally with parents of choristers in order to enhance communications and awareness between them and the Cathedral leadership?
- How might the Department of Liturgy and Music ensure that it engages regularly with choir chaperones?

3.1.5 Bell ringing

Description

The ringing team in Exeter Cathedral is 36-strong, and includes a ring master, a secretary to the bell ringers, and five 'leaders'. Ages range from 17 years to 80+ years. They are all DBS-checked, and the whole team is required to undergo C0 safeguarding training. The secretary has had training to the C2 level, as well as safer recruitment training, and she attends monthly H&S meetings.

Any young person under 18 must be accompanied in the tower by a family member or a ringing teacher. However, children are not taught ringing at Exeter Cathedral, because of the unusually heavy weight of the bells. This means that there are no younger children involved in ringing there.

Once a month there is an open rehearsal, where ringers from elsewhere can join the regular team.

The physical circumstances of the bell tower and the ringing activities require a high standard for the health and safety of ringers. The new secretary has instituted a stricter set of procedures, including signing in and out of the tower, locking of the door to the tower, and ensuring that no person is alone in the tower at any time. The ringers are often in the Cathedral when there is no one else there, making it essential that they adhere to these rules and look out for each other.

Analysis

The auditors met with the H&S Manager, the secretary to the bell ringers (also a ringer herself), and a Tower Tour guide. All impressed us with their understanding of the risks involved in the tower, and their strict adherence to the rigorous health and safety procedural rules.

The secretary to the bell ringers has made a number of improvements in procedures, and has dealt effectively with any bits of resistance to these from the other ringers ('why do we have to...'). She made the point that the ringers are quite separate from the Cathedral, and sees it as useful that she is involved in other areas of Cathedral life – e.g., as a volunteer on the Events Team. We were left with the impression that a lot of the safeguarding awareness at the moment is held by her, and that good structures need to be in place for any successor.

There are no formal processes in place to check on whether visiting bell ringers may pose a risk to others. The bell ringing community nationally is relatively small, members tend to be known, and assumptions are made about their safety.

Questions for the Cathedral to consider:

- How can the Cathedral work with the bell-ringing community to strengthen an understanding about the paramount importance of safeguarding, including that of vulnerable adults? Is the bell ringers' AGM sufficient as the interface between the Cathedral and the bell tower, or might there be additional ways to improve links between the bell ringers and the Cathedral?
- How might the Cathedral and the tower create safeguarding systems and structures which operate regardless of the expertise and commitment of a key person?

3.2 CASE WORK (INCLUDING INFORMATION SHARING)

When safeguarding concerns are raised, a timely response is needed to make sense of the situation, assess any risk and decide if any action needs to be taken, including whether statutory services need to be informed. In a Cathedral context, this includes helping to distinguish whether there are safeguarding elements to the situations of people receiving pastoral support.

Description

Casework is undertaken for the Cathedral by the CSA and members of his team. He divides his time flexibly between the Diocese and the Cathedral, according to need. He is of the view that this arrangement works well and is adequate to meet the needs of both parties, and the Dean agrees.

Case records are electronic and are held securely in the Diocesan office. The Cathedral does not keep any case records.

The team holds a peer discussion of all cases before closure, and the independent Chair of DSAP sometimes attends. A lead worker from the Torbay adult safeguarding service is to be asked to participate in these discussions as well and to act as a 'critical friend'.

The auditors read eight cases from the last three years, which were a sample of the total. Of these cases, four related to the management of adult offenders, two to vulnerable elderly persons and two to vulnerable young adults. There were no cases regarding clergy or others in church-related roles. We were told of a small number of inherited safeguarding cases, where actions taken in the past continue to have implications for present day management. These have been reviewed by the CSA.

The Diocesan Safeguarding Team has an SLA with First Light, which offers an Authorised Listening service to which the team can refer people.

Analysis

The auditors judged the overall quality of the casework as good. The records offered solid evidence for judgments, and a log of responses that were prompt, appropriate and proportionate. Safeguarding assessments and risk management plans were used well. There was evidence of cooperation with statutory agencies, particularly the criminal justice agencies. Referrals came from a range of internal and external sources, showing general awareness of actions to take in order to raise a concern or manage a potential risk.

We also saw efficient handing on of responsibility to external agencies – e.g., to the university (in the case of a student), and to Social Services (regarding a vulnerable elderly person).

In other cases, whilst the appropriate actions were taken promptly and the cases were well handled, we wondered how the 'softer' and less acute elements of a case might be thought about and addressed, without adding hugely to the caseload of the Safeguarding Team. This was evident and done well in one case (where an invitation to contact in case of future concerns was appropriate and well received).

The team has developed good practice in its peer case review before any case closure, and is now including more professional expertise and viewpoints in this forum.

Cases chosen were 50 per cent related to offenders, and notes indicated a confidence in dealing with them and the relevant agencies. It was, however, not always clear who was actually writing the case notes and conducting the work.

3.2.1 Adults who pose a risk or concern to others

Attendance agreements (as they are known in Exeter) are a key mechanism to support offenders who wish to attend church to do so safely, and are most effective when underpinned by a risk assessment that details the risks posed by a worshipper,

the measures in place to manage those risks, and therefore the reasons for the attendance agreement. Elsewhere, such agreements are referred to as safeguarding agreements, which perhaps makes their purpose more explicit.

Auditors looked at two cases where the person was subject of an attendance agreement, one of which remains current. This is the only current attendance agreement, which enable an adult posing a potential risk to others to remain part of the Cathedral community. The attendance agreement is appropriately monitored and reviewed by the CSL, the DSA, and any others relevant to that agreement.

One of these illustrated a concern expressed in the Bishop's Visitation Charge about balancing the Cathedral's desire to support perpetrators with awareness about the potential costs/risks of doing so in a certain way. In particular, the Cathedral needs to be mindful of the public message that may unconsciously be communicated about a person apparently in a position of trust, and the implications for this beyond the confines of the Cathedral itself. Building in capacity for informed external challenge to decision-making, referred to elsewhere in this report, may be one way of achieving this.

The forthcoming Past Cases Review may assist in looking at previous cases and considering any amendments to actions needed.

Whilst casework overall is of good quality, auditors concluded that the approach to adults who pose a risk or concern to others using the Cathedral, some of whom may themselves be vulnerable, is less well developed. There is no formal process for assessing 'who needs to know', meaning that individuals who are subject of an attendance agreement, for example, may not be known by all those with a responsibility for keeping people in the Cathedral safe. Whilst such information is extremely sensitive, it is important that those who have a role in overseeing the safety and wellbeing of all who use the Cathedral have the information to carry this out to the highest standard.

Questions for the Cathedral to consider:

- How might the Cathedral, working with the DSA, develop a more comprehensive approach to the support of vulnerable adults who regularly visit the Cathedral?
- How can the Cathedral balance the commitment to maintain formal contact with offenders, especially where this might place them in a public role in the Cathedral, with the public message that this may convey and the consequent risks to those observing them in such a role, including children?
- What mechanism needs to be put into place for alerting relevant people about potential risks posed by people subject of attendance agreements?

3.3 CDM

The auditors saw no cases involving the use of the Clergy Disciplinary Measure in a safeguarding context and did not hear of any such cases.

3.4 TRAINING

Safeguarding training is an important mechanism for establishing safeguarding awareness and confidence throughout the Cathedral. It requires good quality content, based on up-to-date evidence, with relevant case studies, engaging and relevant to the audience. It also requires strategic planning to identify priority groups for training, details the training needs/requirements of people in different roles, and an implementation plan for training over time that tracks what training has been provided.

Description

Exeter Cathedral requires all staff and volunteers to do safeguarding training, which means that over 600 people, most of whom are volunteers, and some of whom may feel that safeguarding is merely tangential to their role, need to be trained. This is a challenge, and further work is required to address it adequately.

For the Exeter Cathedral community, safeguarding training is delivered by members of the Diocesan Safeguarding Team, in line with the programme and required levels developed by the National Safeguarding Team (NST). Other bespoke provision is also provided internally or commissioned, for example:

- training for the Wednesday Kitchen volunteers
- planned training for the Pastoral Support Team

Clergy

The Dean and members of the leadership team have safeguarding training to C4 level. Those who were in post in June 2018 received this training that month in Exeter from the NST. They have also undertaken safer recruitment training.

A series of workshops to raise awareness about domestic abuse is shortly to be offered, mainly for members of the clergy and the safeguarding representatives from the congregation. The aim is to improve the awareness and understanding of those who are most likely to be approached by someone in need of help, about matters which can be uncomfortable and may be poorly understood.

Staff

All salaried (lay) staff are required to undertake at least C0 online training. Depending on their roles and responsibilities, additional training is required and/or offered.

Volunteers

Volunteers in the Cathedral are required to complete C0 training before they begin in their role. Therein lies a major challenge, as the online C0 training is necessarily general in scope, and it offers no opportunity for face-to-face discussions regarding the complex and often uncomfortable subjects raised within safeguarding.

Quality of content

The Cathedral uses the online training C0 for almost all staff and volunteers. There appears to be a high level of compliance with this requirement, although the auditors heard a variety of views about how useful or relevant this might be to a person's specific role in the Cathedral. Higher levels of safeguarding training are delivered by the Diocesan Safeguarding Team and are generally well received.

Strategic training programme and delivery plan

The auditors did not see a strategic training programme and delivery plan. However, it is clear that every salaried and voluntary role has been assessed for its safeguarding training needs, and, as noted above, the CSA and his team deliver the NST training programme, adhering to its guidance about which training is required for all roles. The decision to require all volunteers to do the C0 online course is a local addition to the national guidance.

The CSMP will monitor the uptake of training.

Tracking system

The Administrator maintains an Excel spreadsheet which records DBS checks and safeguarding training for all salaried staff and volunteers. This is not able to track and flag up when there are gaps, and when new DBS checks and refresher courses are due. . The Donor Strategy software, which is already in use elsewhere in the Cathedral, is to be used to provide these functions. The post of Data Entry Officer is being recruited currently, and will facilitate this development.

Analysis

The auditors were impressed by the general awareness about training requirements among the people we met, as well as the reported progress that has been made towards 100 per cent compliance across all groups. It is accepted that no one can begin in a new role without undertaking C0 online training. The leadership of the Dean and the Administrator in driving this progress is impressive – not least because of the large numbers who need to be trained.

There were good reports about the quality of the trainers from the Diocesan Safeguarding Team, and a general preference for face-to-face training.

We received some feedback along the lines of 'why is this training relevant to me?' which may be due to the generic nature of the basic course; we also heard about some remaining reluctance among longstanding members of the Cathedral community, partly based on a perception of irrelevance.

We had a sense, nonetheless, of training being valued, and heard some suggestions about how it could be improved. The use of Cathedral-based scenarios was favoured and seen as a way to make training come alive, and demonstrate more relevance. Several people said they wanted refresher training to be different second time round, rather than a repeat of the initial course.

In line with what we observed regarding vulnerable adults (above), there is a clear need for more content that considers the ‘softer’ or less visible kinds of adults’ vulnerabilities. Training offers an opportunity to challenge the mindset of ‘it doesn’t happen here’, or ‘not among people like us’ – attitudes which to a degree we found are still present.

The mixture of the national programme and local bespoke training represents a good model, which enables training and content to be targeted for certain groups and situations.

Questions for the Cathedral to consider:

- How can the Cathedral and the Diocesan Safeguarding Team (DST) work together to support ongoing developments and improvements in the training programme – to include:
 - making refresher training more relevant
 - improving and widening awareness of vulnerable adults
 - challenging attitudes such as ‘it’s not about people like us’
 - using scenarios to bring relevance and interest to more attendees
- What opportunities may there be for the Cathedral leadership, working with the CSA, to use the Town Hall meetings and other regular forums in Cathedral departments, for example, to deliver training and raise awareness? How can the Cathedral and the DST be assured that the content of safeguarding training is having the intended impact?
- How can the (considerable) capacity and experience across Cathedral staff and volunteers be used for training delivery and awareness-raising?

3.5 SAFER RECRUITMENT

Description

Promoting and embedding safer recruitment has been a significant priority for the Dean and Chapter and overall they have been very successful. They have a shared determination to maintain the standards required by the House of Bishops and the NST.

The Cathedral Administrator currently holds the responsibility for all recruitment, apart from the clergy. She is about to pass this on to a newly created post of HR Officer. The HR Committee was re-established a year ago at the request of the Administrator. Other aspects of HR and H&S are currently managed within a three-year contract with NatWest. There is also support from Michelmore Solicitors, which is called upon when needed.

The Administrator is aware that, even in recent times, there have been examples of

non-compliance with safer recruitment policies and procedures. A concern about this was raised in 2018, and a Lessons Learned review was instigated. One of its recommendations was that '*Safer recruitment principles and practice should be followed at all times, including when posts are filled internally. Everyone involved in recruitment should have safeguarding training appropriate to their roles. Chapter must accept that a potential consequence of this is that vacancies cannot be filled as quickly as would be desirable*'. This lesson appears to have been well learned. We found evidence of rigour and commitment to these standards, although the leadership team recognises the challenge in ensuring 100 per cent compliance across the entire body of volunteers as well as staff.

The safer recruitment policy is reviewed annually, and is a regular item on the CSMP agenda. It includes clear flowcharts for the safer recruitment process.

Any central record keeping?

Salaried staff and volunteers' recruitment records are held securely as paper files in the office of the Administrator. The five files seen by the auditors contained all the required paperwork; two were filed in good order, and two were less organised. Records of all recruitment of staff and volunteers (not clergy) are held centrally on an Excel spreadsheet.

Other Cathedral staff and volunteer appointments

All posts are subject to safer recruitment standards. No one in a post which requires a DBS check is allowed to commence in post before the check and C0 training have been satisfactorily completed. The Dean and Chapter, Cathedral Administrator and all other managers consistently use opportunities to communicate the importance of safer recruitment.

DBS

The Administrator and a member of her team arrange for the DBS checks for all salaried staff and volunteers, via the DBS coordinators in the diocesan office. Each role is evaluated for its need to have a DBS check, and at what level.

During the audit, a query was raised about who is responsible for maintaining the DBS and training records for the clergy – both salaried clergy and non-stipendiary clergy – given that their personnel files are kept separately from the Cathedral.

The NST has confirmed that the Cathedral's current practice is correct: the Cathedral does not maintain any HR files for clergy, only for salaried staff and volunteers. It does, however, maintain a composite paper file with a record of training undertaken by the Cathedral clergy.

The NST has confirmed that individual Blue Files should include records of dates for updated and clear DBS checks, and records of required safeguarding training undertaken.

Analysis

The auditors saw that the culture of safer recruitment is gradually being embedded and is now widely understood and accepted. This has required strong leadership by the Dean and Chapter and the Administrator. We were told that the message about safeguarding is included in recruitment materials which are sent out, so that 'seeds get sown early on'.

Recruitment files for volunteers were well kept and contained all required documentation; the checklist at the front provides a clear overview of how well processes have been followed. Staff files seen were less well ordered and systematic, but nonetheless had all the required paperwork.

The Cathedral and the DSA (and his team) have looked carefully at all roles, including those for which it may not be clear that an enhanced DBS is required (e.g., members of the Pastoral Support Team). CofE guidance in Safer Recruitment: Appendix 8 includes 'lay people authorised to provide pastoral care' in its list of roles that are eligible for a criminal record check. But the Cathedral has found that, depending on the specific activities carried out by Pastoral Support Visitors, they may not be eligible, according to advice received from CCPAS and the Home Office. Thus there is inconsistency about eligibility across different official sources of information.

Where an enhanced check has been declined, but where risk (in a role) remains a concern to the Cathedral, it may wish to invite an individual to apply for a Basic DBS check (only an individual can do this, not the institution). A Basic DBS check will include all cautions and unspent convictions. Should an individual decline to apply for such a check, the Cathedral will have to decide how to proceed.

The subject of DBS checks appears to be an area for further dialogue among cathedrals, dioceses, the NST and the DBS authority.

Plans are in place to increase administrative capacity and to make use of the Donor Strategy software in order to be more systematic about the implementation and monitoring of the safer recruitment procedures.

Questions for the Cathedral to consider:

- How can the Cathedral and the DST address the confusion regarding the responsibility for clergy recruitment and record keeping, in order that the Cathedral may be satisfied that safer recruitment is in place for clergy and all those with permission to officiate (PTO)?
- How might the Cathedral keep the requirement for DBS checks across its establishment under review, in line with national guidance and local needs?
- What mechanism could be put into place that will help the Cathedral's leadership be assured that there is 100per cent compliance with safer recruitment standards and procedures?

4 FINDINGS – ORGANISATIONAL SUPPORTS

4.1 POLICY, PROCEDURES AND GUIDANCE

Description

The Cathedral's SLA with the Diocese states that 'the Cathedral will seek to adopt, implement and follow all relevant House of Bishops policy and guidance relating to safeguarding and related activity'. This approach is embedded in the Cathedral.

Until last year, the Cathedral maintained its own safeguarding policy, but, on the strong advice of the CSA, has agreed to replace this with the Diocesan Safeguarding Policy, which in turn is based on the national template supplied by the NST. This policy is not on the Cathedral's website; instead there is a link across to the diocesan web page which in turn has a number of links to national procedures – e.g., regarding safer recruitment, training, a template for risk assessment of known offenders.

As the safeguarding policy is aimed at the Diocese, it does not refer to or cover a variety of Cathedral circumstances and individual departments, such as the choir and the bell tower. The Cathedral has developed the following to complement its use:

- Its own policy statement, which includes a statement of commitment
- A comprehensive set of role descriptions for salaried staff and different groups of volunteers all of which include key safeguarding guidance.
- Individual procedures for the Cloister Club, the Pastoral Care Team, and the Wednesday Kitchen.
- Individual policies for specific areas of activity – e.g., complaints, lost and found child policy, fire evacuation policy, roof tour policy
- A number of risk assessments for key areas of activity – e.g., education, home visits

As the Cathedral uses the services of the CSA, the information-sharing protocols are the same as that of the Diocese. There is a well-developed protocol with MAPPA for sharing information with religious organisations about sexual and violent offenders.

There are excellent additional policy/procedures for the Department of Liturgy and Music, as well as bespoke, detailed guidance/procedures for virtually every setting in the Cathedral. Some of these are in paper form and held in individual departments – indeed, some developed by those working in those departments

Exeter Cathedral School also has a (different) very detailed safeguarding policy and accompanying procedures.

Analysis

The Cathedral and Diocese are at a change point, where the previous Cathedral policy and associated procedures have been discontinued, and the diocesan ones put in their place. This has created some uncertainty about Cathedral-specific areas

of safeguarding, especially as the diocesan website, to which those who are looking for the Cathedral's safeguarding policy are directed, does not contain any reference to the Cathedral and may cause some confusion.

A number of policies and procedures which have been very recently put into place are largely well-developed and thorough. However, there is a variation in structure, and dates, version control and review arrangements are not always evident. There are also some omissions, for example in relation to social media engagement with children by Cathedral staff and volunteers, which should be addressed. The Cathedral may find it helpful to distinguish between overarching policies – in particular the safeguarding policy – and designated lesser 'policies' as procedures or practice guidance. There is at present no single point of access to bring everything together as one set of Cathedral safeguarding guidance.

At the moment, role descriptions for both staff and volunteers offer a number of choices about 'who to tell', and this needs to be clarified. Similarly, some policies specify reporting routes which do not fit with the day to day reality of people's roles and working practices. A review would be beneficial, and it would be helpful if there were references to the Devon procedures for reporting urgent concerns about the safety of a child or vulnerable adult. This would also be an opportunity to review whether the current practice of referring directly to the diocesan website for its safeguarding policy is working as intended from a Cathedral perspective.

A piece of work is needed to create an overarching structure, such as a depository, which makes clear how all these policies and procedures relate to the main safeguarding policy, A review of these documents offers an opportunity to make them consistent and coherent – e.g., sending a simple message about 'recognise, report, record'.

Questions for the Cathedral to consider:

- How might the Cathedral simplify its approach to policy development, for example, by distinguishing between overarching policies and designated lesser 'policies' as procedures or practice guidance, and maintain systematic oversight of their effectiveness and relevance in practice?
- How can the Cathedral take forward the work of creating a simple structure or depository of Cathedral safeguarding documents, which allows a single and straightforward point of access for all who need to use these, supported by simplified key messages about 'what to do if.....' ?
- What is the potential role of the CSMP in overseeing the process of streamlining key policies and procedures, maintaining consistency, reviewing regularly, and monitoring awareness and use?
- How can the Cathedral address the need for a simplified message about reporting routes for concerns, which makes sense for staff volunteers and the public?
- How might the Cathedral ensure that the current approach to directing everyone to the safeguarding pages on the diocesan website is working as intended from a Cathedral perspective?

4.2 CATHEDRAL SAFEGUARDING ADVISER AND THEIR SUPERVISION & MANAGEMENT

Description

The CSA has been in his (diocesan) full-time post for two years. His role and responsibilities in relation to the Cathedral are set out in the SLA. As the head of the Diocesan Safeguarding Team, he line manages two assistant DSAs and a part-time administrator. The assistant DSAs tend to focus on a different aspect of safeguarding, such as casework and training.

The SLA contains a list of roles and responsibilities for the CSA and his team in relation to the Cathedral. Initially, this was to include the management of HR, but that part of the agreement has been revoked.

The CSA was a police officer for 30 years, mainly in child protection and Public Protection Unit (PPU) work, much of it at senior level. In relation to these roles, he sat on both adults' and children safeguarding boards, and thus brings a breadth of experience and knowledge about both areas of safeguarding. He has a formal role as a member of the CSMP, since its inception in October 2018.

The CSA is line managed by the Diocesan Head of HR. He receives independent professional supervision four times a year, from a university lecturer with a background in social work and probation, including working with sex offenders. This arrangement was put in place following recommendations in the diocesan audit in 2017, and is a welcome development.

The two assistant DSAs come from careers, respectively, in education/police, and social work. They have separate arrangements for independent professional supervision. As part of the team's Continuing Professional Development (CPD), they all participate in some of the local multi-agency modular training, another way of keeping in touch with external agencies. The CSA has regular links with the NST, and is working with a member of the NST on risk assessment training, to try to make it more consistent across England.

There is now a contract between the safeguarding team and an organisation called First Light, which offers an Authorised Listening service for up to eight people per year.

Analysis

The SLA lists a number of tasks which the Diocesan Safeguarding Team will carry out for the Cathedral. There is no time apportionment for these. At present, the flexible approach led by the CSA appears to work well for both parties, but a different CSA – in future – might require a clearer remit about time earmarked for the Cathedral.

We heard from many people, working across the Cathedral, who expressed their confidence in and appreciation of the clear advice and timely responses to questions and requests for help by the CSA and his team. This view is supported by the good quality casework which has been referred to elsewhere. We also observed what

seems to be a growing awareness of the CSA's name and role, supported by various strategies (for example, prominent safeguarding posters in the Cathedral, a recent presentation by the CSA to the large Town Hall meeting for the Cathedral community). The promotion of the CSA and his role has the added benefit of highlighting the message from the Dean and Chapter about the prime importance of safeguarding.

The CSA spoke of a lack of induction when he arrived in February 2017, and of the time it took (about a year) to begin to engage with the Cathedral and its separate, distinct and complex safeguarding needs. He feels this work is now well underway, and he is making good links and relationships with Cathedral personnel. We also found this to be developing well, although found individuals and groups who did not yet know the CSA or understand the role, or who would benefit from more formal and regular contact with the DSA and/or his safeguarding team.

The CSL (a Chapter Canon) maintains regular communication with the CSA but has no regular scheduled meetings with him. The CSL has no other formal sources of external safeguarding advice. There are no agreed arrangements for the CSL to conduct an annual appraisal of the CSA's performance, nor is there an agreed mechanism for the CSL (and/or the DSA's line manager) to receive formal feedback from the DSA's external supervisor, for example through contributing to an annual performance review.

Whilst the high degree of confidence in the advice, reliability and professionalism of the CSA and team are commendable, there is at present no clear way that the Cathedral can reflect on and if necessary challenge the approach of the CSA and his safeguarding team in meeting the needs of the Cathedral and the terms of the SLA.

Together with the acknowledgement that DSAP has not fully engaged with the Cathedral, it is likely that the means of both acting as a critical friend as well as holding the Cathedral to account for its safeguarding practices is not yet as developed as it could be.

The safeguarding audit of the Diocese (2017) suggested that it would be helpful to recruit a female member of the safeguarding team. The fact that this has not happened remains a limiting factor for the all-male team, given that a mix of genders is important for some potential users of the service/the public. It is compounded by the fact that the majority of the Cathedral safeguarding roles are also held by men.

Questions for the Cathedral to consider:

- What mechanisms might the Dean and Chapter put in place in order to be assured that they have knowledgeable external advice and challenge (e.g. through DSAP) and that the SLA with the Diocese is meeting the needs of the Cathedral and of vulnerable children and adults?
- What action might the Dean and Chapter need to take in order to address the gender imbalance within the Cathedral's safeguarding team? Should the Cathedral develop the relationship with the Diocese by taking part in the recruitment of the CSA/DSA and safeguarding team?

4.3 RECORDING SYSTEMS AND IT SOLUTIONS

Description

Having effective, safe and useable IT systems supports good recording and makes sure that information is secure, but accessible to those people with a legitimate need to see it.

The Diocese holds the great majority of its safeguarding case files electronically, including those for Cathedral cases. Access is reserved to the three members of the safeguarding team. There are a small number of 'legacy' files which remain as paper records. Over time, these will be scanned into electronic files, with the aim being a paperless system.

The Cathedral holds secure paper HR files for salaried staff and volunteers.

Blue clergy files are held as secure paper records in the office of the Bishop/Diocese.

There is an Excel spreadsheet maintained by the Cathedral listing DBS and training data for all salaried staff and volunteers. There is a plan to migrate all the recruitment and training information onto the Donor Strategy database, which is already available to the Cathedral, by the end of March. This will enable monitoring, updating and reviewing functions, and thus create a more efficient and effective system.

Recruitment files (Blue Files) for Cathedral clergy, who are appointed by the Bishop, are held by the Diocese and should contain up-to-date safeguarding records. Currently, these files will have a copy of the most recent safeguarding training undertaken by that member of the clergy. A record (date) of the most recent clear DBS check should also be placed on the individual's Blue File.

All casework files are held in the Diocese by the safeguarding team.

Analysis

All those responsible for holding records securely were confident that the current systems in use are adequate and safe. We found no evidence to dispute this.

The soon to be appointed Data Entry Officer (Cathedral) and their use of the Donor Strategy product will improve the functioning of the database for DBS checks and training. This is an important and much needed next step.

Questions for the cathedral to consider:

- How can the forthcoming adoption of the Donor Strategy software be used to align record keeping between the Cathedral and Diocese to ensure that recruitment and training records are comprehensive?

5 FINDINGS – LEADERSHIP AND ACCOUNTABILITY

5.1 QUALITY ASSURANCE

A safe organisation needs constant feedback loops about what is going well and where there are difficulties in relation to safeguarding, and this should drive ongoing cycles of learning and improvement. Potential sources of data are numerous, including independent scrutiny. They need to be tied into strategic plans and supporting accountability.

Description

The auditors saw and heard of examples of quality assurance (QA) in practice. These include:

A weekly pastoral meeting held between Exeter Cathedral School (including the Designated Safeguarding Lead) and the Director of Music and his team, to ensure that the welfare of choristers is always kept under scrutiny.

Chapter meetings always have safeguarding on their agenda, and the Dean and Chapter have taken a very ‘hands on’ approach to scrutiny of the action plan arising from the Bishop’s Visitation Charge (now completed).

The role of the Cathedral Council, in holding the Dean and Chapter to account, is valued and it is planned ‘to retain a modified version of the Council, to bring together stakeholders from across the Diocese who will work with the Chapter, and ensure excellent governance in the longer term’ (quote from the Cathedral Administrator).

The DSA receives external supervision from a suitably qualified professional.

The newly constituted CSMP has one suitably experienced lay member already, and is about to include a second.

- The Department of Liturgy and Music provide a twice-yearly safeguarding report to the Dean and Chapter.
- H&S risk assessments are kept under regular review and there is a monthly H&S Committee meeting.
- Town Hall meetings offer a regular, transparent ‘feedback’ forum between all members of the Cathedral community and the Dean and senior members of the Cathedral.

The Dean and Chapter have seen their preparations for this audit as an opportunity to build on the safeguarding ‘recovery work’ undertaken since the Bishop’s Visitation Charge. They anticipate that the report will provide both an evaluation and a platform to continue improving and developing.

Analysis

Exeter Cathedral has been on a challenging path to recovery since the Bishop’s

Visitation Charge was received in September 2016. QA measures are still being established and embedded, given the relatively short time since the arrival of the new Dean (15 months ago) and the more recent appointments of the two Residentiary Canons and the CSL. There is evidence that the Dean and Chapter, the Administrator and the CSA, all value external scrutiny and advice, as part of an effective QA function.

The new CSMP was initially (October 2018) tasked with preparing for this audit, but now has the important role of promoting QA for all safeguarding roles and responsibilities across the Cathedral. This group could take the lead in developing a more formalised and systematic approach to quality assurance.

The auditors found that there is no framework for bringing organisational learning together. Whilst benchmarking across cathedrals may at this stage be logistically difficult, a greater focus on quality assurance would enable the Dean and Chapter to identify weaknesses and emerging problems, and respond promptly to tackle them.

The scrutiny and challenge functions of the DSAP in relation to the Cathedral are acknowledged by the Chair as underdeveloped, and in need of strengthening, not least owing to its extremely wide remit in the large Diocese of Devon. For example, the Chair of DSAP provides an annual report to the Bishop's Diocesan Council, but not to the Cathedral Dean and Chapter. The relationship between DSAP and the Cathedral is explored further in the section below on DSAP.

Questions for the Cathedral to consider:

- What quality assurance mechanisms – e.g. self-audit; routine benchmarking against other cathedrals; lessons learnt from other cathedrals; survivor feedback; staff feedback; learning cycles from casework, independent feedback from outwith the Cathedral and Diocese – can the Cathedral use to monitor and develop safeguarding practice?
- How can these different mechanisms be brought together into an organisational learning framework?

5.2 COMPLAINTS ABOUT THE SAFEGUARDING SERVICE

Description

There is a general complaints policy and procedure on the Cathedral's website which is easy to find. It states that 'Exeter Cathedral views complaints as an opportunity to learn and improve for the future, as well as a chance to put things right for the person or the organisation that has made the complaint'. It is dated January 2019. The employee handbook gives details about the grievance procedure for staff, but not how to make a complaint. The volunteer handbook contains information about the complaints procedure. The complaints policy describes a two-stage process that specifies timescales for response. It describes the intention to review complaints annually to identify any trends which may indicate a need to take further action, but lacks any external, independent element.

There is also a safeguarding complaints policy and procedure on the diocesan website, dated October 2017. This distinguishes clearly between reporting a safeguarding concern and complaining about the safeguarding service. This is not signposted from the Cathedral website and it is not clear that this applies also to the Cathedral safeguarding service. Also on the diocesan website is a clear explanation of different aspects of complaints, including the Clergy Disciplinary Measure.

We were informed that there had been no complaints received about the safeguarding service. However, we did hear compliments about the service.

Analysis

There is accessible and clear information for those in all parts of the Cathedral community (as well as the public, via the website) about how to complain about the safeguarding service. Within this, there is a message about the value of complaints and a commitment to respond well.

Questions for the Cathedral to consider:

- How might the complaints section of the Cathedral website be linked to the relevant section of the diocesan website?

5.3 WHISTLEBLOWING

Description

Effective whistleblowing procedures enable workers to raise concern about a range of behaviours (sexual abuse, bullying, fraud etc.) without the fear that their disclosures will lead to any harassment or negative impact on their personal work role/environment.

A policy and procedure for public interest disclosure ('whistleblowing') is included in the employee handbook, although not in the handbook for volunteers. It applies to all employees and 'all other agents of the Cathedral' and outlines a number of matters which might concern an employee, such as a criminal offence, a failure to comply with a legal obligation, a danger to health or safety. It does not specifically reference a safeguarding concern. However, there is a policy on harassment and bullying in the same handbook, which includes behaviours which the Cathedral regards as gross misconduct.

The policy contains references to external bodies, including the independent whistleblowing charity Public Concern at Work as well as to the internal Cathedral process. As of October 2018, this charity has changed its name to Protect, and the Cathedral's policy should be amended to reflect this and avoid confusion.

Analysis

Appropriate policies and procedures are in place for those who work in the Cathedral community, but the level of awareness about responsibilities for whistleblowing are underdeveloped. There appears to be some confusion about the difference between

whistleblowing and procedures such as making a complaint or expressing a grievance.

Although the Dean and Chapter are determined in their commitment to creating a culture of safeguarding, and are very open to learning and feedback, we were left wondering whether the predominance of men in safeguarding leadership positions, together with aspects of a culture of deference evident in some groups and individuals we spoke with, might make it difficult for some in conveying concerns. This was particularly noticeable in conversations about the Wednesday Kitchen, which have been alluded to elsewhere in this report. Some thought needs to be given to this.

Questions for the Cathedral to consider:

- How may the Dean and Chapter be assured that staff, volunteers and relevant others know how to and are confident to use the public interest disclosure policy to raise safeguarding concerns?
- How might the Dean and Chapter maintain an overview of complaints, compliments and concerns in relation to Cathedral overall and safeguarding in particular, and use the information to inform improvement?

5.4 CATHEDRAL SAFEGUARDING ADVISORY PANEL

Based on the national guidance in *Roles and Responsibilities* for Diocesan Safeguarding Advisory Panels, the panel should have a key role in bringing independence and safeguarding expertise to an oversight, scrutiny and challenge role, including contributing to a strategic plan. No specifics are provided in relation to cathedrals, with the apparent assumption being that cathedrals are part of diocesan structures.

Description

There is a Diocesan Safeguarding Advisory Panel (DSAP) of which the CSL (a Chapter Canon) is a member. It is independently chaired by someone with relevant professional safeguarding experience. The terms of reference seen by the auditors are dated 27 July 2017 and state that the purpose of the group is 'to provide a formal communication method between the Diocese of Exeter, statutory authorities and other relevant groups on all matters relating to safeguarding'. They do not reflect the role of DSAP in relation to the Cathedral.

As well as the Independent Chair, membership of the DSAP comprises the CSA and one of his assistants (in rotation), the Director of HR for the Diocese (who manages the DSA), the Archdeacon of Exeter, Bishop's Chaplain, Diocesan Secretary, and the Bishop of Crediton. There have been efforts to include representatives of key statutory authorities, although these have not resulted in regular attendance.

In 2018, the Chapter established a Cathedral Safeguarding Management Panel (CSMP), with a 'constitution' and terms of reference. It is chaired by the CSL, and comprises the Precentor, the Canon Chancellor, a number of Cathedral staff with

managerial responsibility for aspects of safeguarding (the Cathedral Administrator, the Education Officer, the Visitors & Volunteer Manager, the Director of Music), the CSA, and the Cathedral School Safeguarding Officer.

This Panel also has an independent member (known as an 'external auditor') and is in the process of appointing a second. Both have relevant professional experience of aspects of safeguarding children and/ or vulnerable adults. The CSMP reports and makes recommendations to Chapter.

Analysis

The role of DSAP in relation to the Cathedral is at present unclear. The DSAP terms of reference are in need of reviewing and updating to reflect their current functions in relation to the Cathedral. The Chair acknowledges that the role of DSAP in relation to the Cathedral is underdeveloped, due in part to its extremely wide remit in the large Diocese of Devon. He is also sensitive to the challenges which have faced the Cathedral in recent years.

The panel membership seems appropriate, though it is not helpful that the independent members of the DSAP are unable to attend consistently. Minutes indicate little discussion, scrutiny or challenge. There is no formal report to the Dean and Chapter which is equivalent to the annual report made to the Bishop's Diocesan Council.

Whereas there is potential for DSAP and the CSMP to play complementary roles in relation to the Cathedral, this has not yet been fully realised, primarily because the latter remains at an early stage of development. This means that there is potential for overlap and confusion between the two panels,

The annual review of the SLA between Cathedral and Diocese is an opportunity for reflection on all this, to clarify role, governance and reporting arrangements, and to ensure that the needs of the Cathedral for a 'critical friend' are met. It is also an opportunity for including different perspectives, signalling wider engagement and interest, as well as promoting transparency.

Questions for the Cathedral to consider:

- How might the Dean and Chapter strengthen the Cathedral's governance arrangements in respect of safeguarding; ensure that the respective roles and responsibilities of the Diocese and the Cathedral are clear; and that DSAP and CMSP are both complementary in their functions and effective in their impact?
- How may the review of the SLA with the Diocese be used as an opportunity to ensure the needs of the Cathedral are met in the longer-term? This could include an expectation of a strengthened QA role for DSAP, and annual safeguarding reports from DSAP to Chapter order to promote accountability.
- How might the Cathedral make best use of the independent voices on the CSMP?

5.5 LEADERSHIP AND MANAGEMENT

Safeguarding can only begin to be embedded within the Cathedral if the leadership and management (both theological and on a practical level), ensures it is at the centre of everything that they do.

Safeguarding leadership falls in the first instance to the Dean, in that he leads on all aspects of life in the cathedral. However, safeguarding leadership takes various forms – strategic, operational and theological/spiritual – with different people taking different roles. How these roles are understood, and how they fit together, can be determinative in how well led the safeguarding function is.

As has been referred to elsewhere, the Dean and Chapter of Exeter Cathedral are a new leadership team. The Dean has been in post in November 2017; the Canon Chancellor is the most recent appointment, taking up his position only six months ago.

5.5.1 Theological leadership

The remit for theological leadership in relation to safeguarding is clearly always with the clergy and especially with the Dean of the Cathedral. This is extremely valuable in helping congregations and clergy to understand why safeguarding is a priority and intrinsic to the beliefs of the Church of England. This aspect of the leadership role is the foundation for the culture of the Church and is critical in terms of making it a safe place for children and vulnerable adults.

5.5.2 Strategic leadership

Description

The Dean is very clear about his leadership responsibility in respect of safeguarding. Safeguarding is a standing item on Chapter agendas. The Dean has taken steps to secure the safeguarding leadership team, to build and formalise the relationship between the Cathedral and the Diocese, and with the Diocesan Safeguarding Team, and to bring in elements of external, independent challenge to inform the Chapter's commitment to addressing shortcomings and strengthen its approach to safeguarding children and vulnerable adults.

Taken together with a firm and visible focus on communications, these moves have been described to auditors as being '*transformative*' in their impact, and the sense of purpose as 'palpable'.

The Dean has also led and promoted an increasingly close relationship between the Cathedral and Exeter Cathedral School, which is independent of the Cathedral. He is a member of the school's governing body, and has ensured that the school's safeguarding lead is a member of the CSMP.

Analysis

From the evidence of cases and conversations, the auditors conclude that a cohesive, well-functioning team is beginning to develop around safeguarding

leadership. This should continue to strengthen now that all senior clergy recruitment is complete.

The Dean and Chapter have been determined in the actions they have taken to respond to the many criticisms arising from the Bishop's Visitation in 2016. They developed a detailed action plan in response to the Bishop's Charge of 2016, and review progress at every Chapter meeting. Their goal is to ensure that all clergy, employees, volunteers and congregation see safeguarding as a collective responsibility.

In order to achieve this ambition, improving communications has been an important strand. We heard details of a number of initiatives, such as the regular Town Hall meetings, which have been very well received by staff and volunteers.

There are numerous examples of regular written communications, such as the (monthly) Chapter Bulletin, Cathedral News, and weekly sheets which are widely circulated, read and welcomed.

Prominent posters are in evidence which give details of the Cathedral's commitment to safeguarding, who key people are in the Cathedral's safeguarding team, and how to raise a concern.

The other key priorities for the Dean and Chapter have been in relation to recruitment – ensuring that safer recruitment processes are applied at all times in relation to recruitment of both staff and volunteers – and ensuring that an appropriate level of safeguarding training has been made widely available.

From what we saw and heard, these priorities are well understood and generally agreed with, although – as the Dean is aware – there remain some anomalies where procedures are not yet universally applied. Embedding good practice in such a large organisation will be a continuing challenge.

Questions for the Cathedral to consider:

- Having focused on getting the building blocks of sound safeguarding understanding and activity into place through comprehensive procedures, introduction of Town Hall meetings, etc., how might the Dean and Chapter take this to the next stage through exercising more visible personal leadership amongst the various constituent parts of the Cathedral community?

5.5.3 Operational leadership and management

Description

Chapter members hold both governance and operational roles. For example, the Canon Precentor is responsible for the Department of Liturgy and Music, and has a direct managerial relationship with the Director of Music and others, in addition to his role as a Chapter member with responsibilities across the entire Cathedral.

The Canon Chancellor also has managerial responsibilities, in relation to areas of mission, pastoral care, and an aspect of the education brief. Volunteers are a large part of his responsibility.

A Chapter Canon is the CSL, who took on his safeguarding role approximately 12 months ago. He chairs the newly formed CSMP, and reports on safeguarding to each Chapter meeting. He has no dedicated administrative support to assist him in his role.

The CSL is the Chapter representative on the DSAP, and has a close liaison role with the CSA (although there are no formal arrangements for the supervision and appraisal by the CSL of the CSA). There is a high degree of confidence in the work of the CSA and his team, and we did not hear of any occasions when there was a disagreement between the CSL and the CSA over safeguarding decisions.

Operational responsibility for delivering a safeguarding service is delegated via the SLA.

There are four safeguarding representatives, three of whom are members of the Cathedral congregation and one a member of staff. They were appointed by a previous lead Canon to provide a first point of contact for congregants. They do not have formal supervision arrangements, but have welcomed two recent meetings with the CSA and the CSL.

Analysis

Current arrangements for the leadership and operational management of safeguarding appear to work well overall. The inclusion of safeguarding as a standing item on Chapter agendas means that issues which arise can be discussed and resolved promptly.

At present the CSL is one of the voluntary Canons. He has no dedicated administrative support, and neither does the Cathedral Administrator. Although this is understandable given the recent pressures on the Cathedral finances, it may be limiting the ability of these individuals and the leadership as a whole to ensure that communications across the Cathedral community are efficient, and new procedures are tested, promptly introduced and embedded. For example, inconsistencies on the Cathedral website in relation to aspects of safeguarding (for example, the policy about taking photographs) are evident.

It also means that the Cathedral is highly dependent on a small number of individuals to move forward what is a significant agenda.

The role of congregation safeguarding representatives has not worked as originally envisaged, and they have not been well used during the time since they were appointed. They have welcomed the very recent contact with the CSL and CSA in supporting them. The development of a Pastoral Care Team, working to a different manager, may result in a degree of role confusion. However, they are a dedicated group who are potentially an important resource.

Whilst almost everyone auditors spoke with was supportive of the overall direction of travel in relation to safeguarding, many felt that they did not have sufficient opportunities to influence thinking and decisions. Examples were given of how well-meant procedures and initiatives did not always work in practice as envisaged (particularly in relation to reporting concerns), and how individuals in various roles are adapting procedures to suit their own circumstances. Whilst there was no evidence that this gave rise to any specific safeguarding risks, the Dean and Chapter might benefit from creating opportunities to keep informed about how the various constituent groups in the Cathedral are thinking and feeling.

Questions for the Cathedral to consider:

- Is the balance between the executive and governance roles of Chapter members clear? Is it thought through sufficiently, given the need to work through others to deliver aspects of Cathedral policy?
- How might the Dean build resilience into the present safeguarding team in order to ensure continuity of priority and approach into the future? This could usefully include consideration of whether the resources allocated to safeguarding, for example for administrative support to the CSL sufficient for the role
- How might the safeguarding leadership team work with the safeguarding representatives and relevant others to review the role and establish whether there are additional ways to engage the congregation in achieving the Dean's vision of 'keeping God's children safe' and promoting 'abundant life'?
- How might the Dean and Chapter build on current arrangements and meetings to create further opportunities to keep informed about how the various constituent groups in the Cathedral are thinking and feeling?

5.5.4 Culture

All cathedrals should strive for an open, learning culture where safeguarding is a shared responsibility, albeit supported by experts, and which encourages people to highlight any concerns about how things are working in order that they can be addressed. It is simultaneously the most necessary and the most challenging aspect of the leadership role of the Dean and Chapter.

We found that Exeter Cathedral has made strenuous efforts to develop a strong safeguarding culture, whilst recognising there is more to do. The Dean is taking the lead in developing an environment in which safeguarding, and safety more generally, are given paramount importance. There is a clear sense that safeguarding is a collective endeavour, and that there are knowledgeable people who can be turned to for advice and support.

The Cathedral is emerging from a difficult period, and the new Chapter has reviewed its governance and management processes and re-stated the Cathedral's priorities for the next 10 years. There is a new Cathedral plan in place, which addresses issues of mission, worship, and pastoral care alongside financial priorities, and the need to make the building sustainable and welcoming.

Analysis

The Chapter's initial safeguarding priorities have comprised training, communication and safer recruitment, all working towards an overall purpose of achieving a healthy culture where all Cathedral members take a personal interest in and responsibility for safeguarding. There is evidence of real progress across all these areas of activity, much of which has been referred to elsewhere in the report.

There has been an emphasis on ensuring that all understand the need to report safeguarding concerns promptly, and whilst exactly who to turn to is unclear for some, no one doubted that assistance would be available. Very little push back against the demands of safeguarding was reported, although auditors came across a few examples of safeguarding being accepted as important in theory, but not recognised as relevant in certain contexts. This is likely to diminish over time as training and awareness-raising become more targeted and make better use of scenarios which are relevant to aspects of Cathedral life.

Many of those spoken with by the auditors expressed a wish for the Dean and Chapter to 'come down to floor level' and have 'regular chats like this' as one way that the leadership team could understand how safeguarding was operating in practice. This included a suggestion that the Cathedral Community Committee could assist with this in relation to the congregation.

The tension between a cathedral as church, a tourist destination, and a centre of entertainment is a live one that will never be resolved to everyone's satisfaction. Such tensions are particularly acute in relation to the Wednesday Kitchen (discussed earlier in the report), where general support for the Cathedral's ministry for the homeless and vulnerably housed in Exeter is juxtaposed with strongly expressed concerns and anxieties about how (and where) this may best be expressed.

An important aspect of the Cathedral's forward plan includes the development of the Cathedral as a focus for public events. There are mixed views about some of the implications of this, in the context of general pride in the sense that the beauty of the Cathedral should be available to all.

One important and challenging aspect of leadership is to develop a culture of safeguarding, built on foundations of respect for others. This includes ensuring that the language used is consistent and appropriate. In the context of a predominantly male leadership team, it is particularly important that language does not convey unintended messages about gender roles. Auditors were told about a tendency in parts of the overall organisation by males to be publicly referred to by their titles, whereas women were referred to by their first names. This was experienced as undermining by some women, who nevertheless were unsure about how to raise this.

Questions for the Cathedral to consider:

- How can the Cathedral leadership further develop a safeguarding culture across all parts of the Cathedral community and be assured that this works for everyone?

- How can overt leadership be given to counter the anxieties identified in the audit and reassure everyone that the Dean and Chapter welcome feedback on how safeguarding is operating and encourages people to highlight any concerns?
- How can the Dean and Chapter promote safeguarding as a shared responsibility supported by an expert team, rather than the property of the experts?
- How possible is it for non-clergy members of the Cathedral community to challenge/engage in dialogue with the Dean and Chapter?

6 CONCLUSIONS

This section provides the headline findings from the audit, drawing out positives and the areas for improvement. The detail behind these appraisals is in the sections above headed Findings.

Led by the Dean and Chapter, the Cathedral has made good progress in response to an earlier independent safeguarding audit (2015) and the Bishop's Visitation (2016). This has been a steep learning and action curve for clergy, salaried staff and volunteers alike.

Essential building blocks of this progress have included:

- The SLA with Exeter Diocese, with flexible access to a skilled and experienced DSA/CSA
- Close/regular liaison with Exeter Cathedral School
- Establishment of the CSMP.

These steps mean that casework is secure, the increased engagement of the CSA and his safeguarding team with the Cathedral is proving to be beneficial, and the safety and welfare of the child choristers are receiving proper attention.

There are now a wide range of policies and procedures in place covering all aspects of safeguarding. Their purpose is generally understood and valued across the Cathedral community.

The shift in culture has been supported by active communication from the Dean and his senior team, who are creating new ways to keep the safeguarding messages strong and relevant for all. It is helpful that so many staff and volunteers are highly experienced and skilled in their roles

Areas for development include establishing a central database for safer recruitment, DBS and training. Training is a key area for strengthening a culture of 'safeguarding as everyone's business' and promoting awareness of less obvious forms of vulnerability or risk. Training remains a particular challenge for the Cathedral because of the large numbers of clergy, staff and volunteers who must be trained on a rolling programme.

Enhancing engagement with the various aspects of the wider Cathedral community of staff, volunteers and congregants is desirable.

There are structural issues which need to be addressed – e.g., the relationship between the DSAP and the CSMP, and how together they will monitor and improve safeguarding in the Cathedral. In addition, the Cathedral must find a way creatively to meet both its responsibility to public protection and its ministry to vulnerable homeless adults (the Wednesday Kitchen).

The growing use of the Cathedral as a venue for events of all kinds will bring extra safeguarding responsibilities connected with these, of which the Dean and Chapter and other officers are fully aware.

Overall, we concluded that Exeter Cathedral is well placed to meet these complex challenges, and to continue the progress it has made since 2016/17 by embedding the new safeguarding culture and practices to the benefit of all.

APPENDIX: REVIEW PROCESS

DATA COLLECTION

Information provided to auditors

In advance of the audit, Exeter Cathedral sent the following documentation:

- Map of Exeter Cathedral precinct and plan of the Cathedral
- Previous Cathedral Safeguarding Policy
- Information about safeguarding representatives
- Service level agreement between Exeter Diocese and Exeter Cathedral
- Draft 2019 SLA between Exeter Diocese and Exeter Cathedral
- Diocesan Safeguarding Adviser job description
- Devon and Cornwall Multi-Agency Public Protection Arrangements
- 2016 Cathedral Visitation
- CCPAS report 2015
- Chapter Bulletin (three months)
- Cathedral News (four months)
- Weekly Sheet (December and January)
- Choral Evensong for January 2019
- Safeguarding reports to Chapter (four most recent)
- Rolling Safeguarding Action Plan (four most recent versions)
- Safeguarding reports to Cathedral Council (two most recent)
- Cathedral Safeguarding Management Panel – four minutes, October 2018 through January 2019
- Safeguarding representatives meeting November 2018 (minutes)
- Chorister Pastoral Meetings (4x minutes, November 2018 through January 2019)
- Diocesan Safeguarding Panel Meetings (2x minutes, September and December 2018)
- DBS Process for verifiers
- Recruitment policy
- Choral scholarships
- Organ Scholar: Job description
- Application form
- Work experience students
- Volunteer application form
- Volunteer reference form
- Medical questionnaire
- Declaration form
- Request to join another volunteer group
- Volunteer handbook – draft

- Cloister Club procedures
- Pastoral Care Team procedures
- Wednesday Kitchen Procedure
- Complaints policy
- Complaints form
- Lost children policy
- Lost and found child form
- Roof Tour policy
- Tower and Roof method statement
- Roof terms and conditions
- Emergency Evacuation procedure
- Fire Evacuation procedure
- Lost child policy Christmas market
- Lost child Form Christmas market

Sections from the Cathedral website:

- Our people
- Chapter members
- Children and young people
- Mission and values
- Outreach
- Privacy notice
- Safeguarding
- Vacancies
- Volunteer with us

Department of Liturgy and Music:

- Safeguarding structure
- Safeguarding procedures
- Fortnightly bulletin
- Exeter Cathedral School Safeguarding Policy 2018
- Cathedral photograph policy
- Information for visiting choirs
- Visiting choir DBS form
- Exeter Cathedral choir Tour
- Cathedral Choir Tour risk assessments

Risk assessments:

- Bell ringers
- General office use
- Home visits
- Roof and Tower Tours

- Safeguarding
- Use of tiered staging
- Visitor attraction
- Education
- Education Roof

Role descriptions:

- Administration
- Bell ringers
- Big Lego Build
- Choir Chaperone
- Cloister Club
- Coffee on Sunday
- DCJC
- Duty Chaplains
- Education Guide
- Events
- Flower Arranger
- Guide
- Holy Duster
- Holy Ground
- Intercessor
- Library and Archives
- Pastoral Support
- Prayers for Healing
- Reader
- Safeguarding Representatives
- Server
- Shop
- St Peter Singers
- Sidesman
- Steward
- Tapisers
- Virgers
- Wednesday Kitchen

Participation of members of the Cathedral

During the audit, a Learning Together session was held at the start and end of the site visit, to discuss Exeter Cathedral's safeguarding self-audit, and the auditors' initial impressions. The auditors were taken on a tour of relevant parts of the Cathedral and precincts, and observed an Evensong service and the pre-and post-service arrangements for the choir.

Conversations were held with the following (most individually, some including two or three people):

- Dean
- Administrator
- Canon Precentor
- Canon Chancellor
- Lead Canon for Safeguarding
- Cathedral Safeguarding Adviser
- Director of Music
- Education Manager
- Fire, Security, Health and Safety Manager
- Events Manager
- Secretary of the Bell ringers
- Head Virger
- Floor Supervisor
- Visitor and Volunteer Manager
- Canon Librarian/Choir Chaperone, plus a second chaperone
- Cathedral Guides (2)
- Wednesday Kitchen volunteers/managers (2)
- Independent Chair of Diocesan Safeguarding Advisory Panel (telephone call)
- Chair of Cathedral Council (telephone call)

Five focus groups (between three and nine participants) were held with the following groups:

- Choir children
- Adult members of the choir, including choral scholars who live within the Cathedral Close and a choir parent
- Safeguarding Representatives
- Members of the congregation
- Sunday School leaders

The audit: what records / files were examined?

The auditors read eight case records and five recruitment files (for salaried staff and volunteers).

Limitations of audit

Due to lack of time, it was only possible to review one Clergy Blue File.

We did not meet formally with choir parents.