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# Norwich Cathedral independent safeguarding audit (October 2019)



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- supporting people who plan, commission, deliver and use services to put that knowledge into practice
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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 also committed to co-producing our work with people with lived experience of receiving services.

## 1.3 THE AUDIT PROCESS

### 1.3.1 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.

### 1.3.2 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

### 1.3.3 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.

### 1.3.4 The process

The process will involve reviewing documentation as well as talking to key people, including focus groups. Further details are provided in the **Appendices**.

The site visit will be either three days or 2.5 days. Cathedrals have been selected for the three-day audit to provide a broad base, or on the scale of an operation and/or where concerns may have been raised in the past for cathedral or diocese.

### 1.3.5 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 AND DIOCESE**

The Dean and Chapter describe Norwich Cathedral as ‘a complex organisation made up of many people and parts, all of which are interlinked and dependent on each other. Our central focus is the worship of God and the service of his people – the people of our diocese, the city and wider community of East Anglia’.

Norwich Cathedral has its roots as a Benedictine foundation, and the Chapter seeks to express the historic principles laid down in the Rule of St Benedict through a current day focus on worship, a commitment to learning, and the desire to make all welcome. These principles are developed in the Cathedral’s vision document.

The Cathedral is the most prominent building in Norwich, with a comparatively healthy financial base which is in part derived from income from properties in The Close. Careful stewardship has meant that the Cathedral benefits from two modern buildings – the Hostry and the Refectory – which are the settings for much of the Cathedral’s activities outside the daily acts of worship which take place in the Cathedral itself.

### **2.2 CONTEXTUAL FEATURES RELEVANT TO SAFEGUARDING**

Norwich Cathedral stands in the midst of a large, walled Close in the centre of Norwich. It is a gated area which is closed off to the public at night but open to all during the day. Access to the public is free and unrestricted, although there are gatekeepers at the gates who are part of the overall team providing oversight of the Cathedral and Close.

Norwich School occupies a number of buildings within the Close, and is attended by pupils aged between three and 18. All the boy choristers attend Norwich School. The school day typically involves a great deal of movement of children of all ages between buildings, in varying numbers, sometimes accompanied and sometimes not.

Also within The Close are around 90 residences, a small number of businesses, and a Well-Being centre run by MIND. The refectory building houses a café which is very well used by the public. The Hostry building is open to the public all day during the week and includes an education room which is used for schools and family learning, a gallery space and a meeting room. The Song School (where the choir rehearses) is in the same building, and the Sunday School uses the same building on a Sunday.

In common with many other cities, Norwich has its share of vulnerable adults with mental health and other difficulties, and an increasing problem with homelessness. The Close is open and welcoming, with good facilities. It is also a thoroughfare between the city centre and elsewhere, including clusters of social housing and a direct access hostel. People who abuse drugs and alcohol have presented the Cathedral with difficulties on occasions, and responses have included restricting access to certain areas such as the public toilets, which are now accessed via a security code.

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

The House of Bishops' Practice Guidance Key Roles and Responsibilities of Church Office Holders and Bodies (2017) makes it clear that the role of the Dean is to provide leadership concerning safeguarding, and to encourage everyone to Promote a Safer Church. In Norwich, whilst the Dean provides the overall leadership for safeguarding and promotes a very collegiate style of leadership by Chapter overall, the Canon Precentor is the Chapter's Named Person for safeguarding.

A lay member of Chapter chairs the Cathedral Safeguarding Committee (CSC). He attends the Diocesan Safeguarding Management Panel as the Cathedral's representative. The latter is independently chaired.

The Chapter Steward manages the functions relating to recruitment of staff and DBS checking, and attends Chapter. He also attends the Cathedral Safeguarding Committee.

The Cathedral Safeguarding Officer (CSO) is also a member of the Diocesan Safeguarding Team, where she is employed as the Diocesan Assistant Safeguarding Adviser.

## **2.4 WHO WAS SEEN IN THIS AUDIT**

The audit involved reading key documentation and talking with people either individually or in focus groups. Conversations were held with the Dean, the Canon Precentor (who is the Named Person for safeguarding at Chapter), the Canon for Mission and Pastoral Care, the Chapter Steward (who was the audit liaison person), the Cathedral's Safeguarding Officer (who holds the same role in the Diocese), the chair of the Cathedral Safeguarding Committee and the independent member of the same committee. The auditors also spoke with a range of employed and voluntary lay and ordained people with a safeguarding role in the Cathedral. Focus groups included choristers, children who attend the Sunday School, staff, volunteers, choir chaperones, lay clerks, and parents of children who sing in the Cathedral choirs. Telephone conversations were held with the Bishop of Norwich and the Chairman of the Diocesan Safeguarding Management Panel. A more complete list is in the appendix.

No individual came forward to speak with auditors who had previously disclosed abuse, shared concerns, or expected help from the Cathedral to keep safe for any reason.

The audit was well planned and organised with very good attendance and engagement by children involved in the life of the Cathedral and their parents, volunteers and staff members.

More details of the audit process are given in the Appendix.

Nobody who had used the safeguarding service came forward for interview.

## 3 FINDINGS – PRACTICE

### 3.1 SAFE ACTIVITIES AND WORKING PRACTICES

Church of England policy is that the care and protection of children, young people and vulnerable adults involved in Church activities is the responsibility of the whole Church. Everyone who participates in the life of the Church has a role to play in promoting a safer Church for all.

The commitment of the Dean, Chapter and Norwich Cathedral community to its Benedictine principles means that they take great pride in the welcome extended to people visiting the Cathedral.

Services and events are well advertised. Much of the Cathedral is accessible for people in wheelchairs, and details are clearly given on the Cathedral's website. The Cathedral supports 'dementia friendly Norwich' and holds an occasional special Forget Me Not service for those affected by dementia.

#### 3.1.1 Precincts and buildings

##### *Description*

Norwich Cathedral is a large building which welcomes thousands of visitors each year. The Safety Committee maintains oversight of the health and safety aspects of the Cathedral. It meets quarterly and includes the Cathedral's external Health & Safety Advisor as a member. On the ground, the safety of the building and those within it is overseen by the Sacrist and his team of vergers, supplemented by volunteer welcomers and guides. The verger team is the 'first port of call' in most circumstances, and comprises four full-time and four part-time staff. All clergy, staff and volunteers wear badges which identify them by name and role.

Whilst the Cathedral itself is open daily between 07.30–18.00, the various other buildings (e.g. the Hostry, the refectory and the gift shop within the Cathedral) are open at slightly different times. The Hostry and refectory buildings were completed some ten years ago and offer high-quality facilities for the public and other visitors. The Close itself is entered through gates, some of which have a gatekeeper on duty during the day.

Visitors are directed to enter the Cathedral via the Hostry during the day. There are usually two volunteer welcomers in the Hostry who welcome and direct visitors to enter the Cathedral through an area which is staffed by a paid member of the Donations Desk Team. There are a number of additional entrances to the Cathedral which are open during the day and are not systematically staffed.

The Sacrist and vergers all have two-way radios. Outside the core Hostry opening times of 9.30–16.30 Monday–Saturday (and 10.00–15.00 on Sundays), there may only be a single verger on duty in the Cathedral, who is responsible for unlocking and locking the various doors. For additional events outside the usual opening hours, or over and above the usual daily programme (such as the helter skelter which was in the nave during summer), additional volunteers are taken on to 'walk the floor' and keep an eye on what is happening.

There is limited CCTV coverage of areas within the Cathedral and none outside, although parts of The Close are covered by CCTV associated with Norwich School. The CCTV is not constantly monitored.

Some limitations in access to toilet facilities have been introduced in the Hostry to ensure that children in the choir have private access when they are present in the building. Other toilets which are available for the use of visitors to the Cathedral are protected by security codes to restrict wider access.

Staff and volunteers are aware of the lone working guidelines and the verbal code to be used if they are concerned.

### *Analysis*

Both the Safety Committee and the Safeguarding Committee have the same chair and overlapping membership, which is helpful. The Sacrist and vergers are very aware of the responsibility and challenge of managing such a large and accessible area. They remain in contact with each other and the gatekeepers via their walkie talkie radios and work closely with the staff and volunteers in the Department of Schools and Family Learning during school visits and on family fun days, where more than 1,000 children and adults now attend.

The members of the verger team are confident that the current arrangements work well, despite the team being relatively small. Staff and volunteer colleagues expressed confidence in the vergers – ‘we’re very lucky with our vergers’ – complimenting their ability to manage any individuals or circumstances of concern. However, whilst fully supportive of the need for the Cathedral to be open and welcoming to all, both volunteers and staff expressed some anxieties about their own safety or that of others. They described wanting the vergers to be more visible and accessible: ‘we can’t always find them’. Many find themselves working out of sight of other staff and volunteers on occasions, e.g. as a guide, on the donations desk or in the shop. Guides do not have access to a radio or a panic alarm. Many volunteers are elderly and frail. There was worry expressed about not knowing who was coming into the Cathedral and the potential risks that they may pose.

Large-scale events challenge the capacity of the Cathedral and its staff to keep everyone safe, and as these become increasingly the norm (family fun days, for example, have grown in size and have most recently attracted 1,000+ attendees), safety arrangements need to adjust accordingly. The Cathedral’s commitment to learning from these (evidenced by the safeguarding review following the Cathedral at Night event in October 2018) is helpful. A review of the Cathedral’s risk assessment to include a section on safeguarding may assist in focusing on this area.

The auditors are not confident that the buildings which comprise the public parts of the Cathedral are as safe as they could be for all who visit and work within them. The number of points of access for the public, the relatively small team of staff on duty, the less than universal ability of staff or volunteers to call for assistance, together with the volume of visitors and the vulnerability of a number of the volunteers are a real challenge to manage given the desire of the Cathedral to be open and welcoming to all. Additionally, for the visitor, the rather discreet identification worn by staff and volunteers is not easily seen and therefore may be a problem if assistance was being looked for.

The sensible measures that have been taken to manage access to the Cathedral toilets has unfortunately meant that smaller children are not able to reach the locks. This was described to the auditors by one child who attends the Cathedral regularly as a significant worry for them.

The risk assessment document does not address safeguarding as a specific area of risk, which, in the auditors' view, is an omission.

#### **Questions for the Cathedral to consider**

- What steps could be taken to strengthen security capacity and arrangements and increase the visibility and confidence of staff and volunteers whilst maintaining open access for visitors to the Cathedral?
- What measures can be taken to ensure that locks on toilet doors are not beyond the reach of children?
- How might the Cathedral risk assessment document be developed to reflect and support the commitment to ensuring the Cathedral is a safe and welcoming place for everyone?

#### **3.1.2 Vulnerable adults**

##### *Description*

Norwich Cathedral is already an open and welcoming place, and the Dean and Chapter are committed to extending its reach to increasing numbers of visitors each year.

Within the community of Norwich are increasing numbers of vulnerable adults, some of whom are homeless, have mental health problems, or have difficulties with alcohol and drug use. The auditors were assured that the practice of prisoners leaving the local prison being given tents to use as they were released has now been stopped following the intervention of the police and city authorities. Public services which aim to meet the needs of these groups of people are stretched; more basic facilities in the city centre such as public toilets are closing. These all have an impact on the Cathedral.

The verger team is skilled at responding to the needs of individuals and also managing the impact on others; they have good relationships with relevant partner organisations as well as the police. A handbook *Dealing with difficult people* (2015) was developed to provide guidance to staff and volunteers about safe working practices.

The Canon for Mission and Pastoral Care chairs a group of the open city centre churches in order to coordinate their working together. The Cathedral has, in the recent past, convened and chaired a multi-agency forum (the Anti-Social Behaviour Group) aimed at working together to address problems of anti-social behaviour in the Cathedral Close and environs. After a period of regular meetings, when a number of initiatives were agreed and implemented, the level of anti-social behaviour has lessened. The group no longer meets formally but the good links established between members remain effective in addressing issues as they arise e.g. the

prompt removal of those attempting to sleep rough in the Cathedral precinct near Pull's Ferry.

Care is taken to identify and respond to the needs of those requiring pastoral care. Led by the Canon for Mission and Pastoral Care, a team of volunteers offers pastoral care to those in the Cathedral community who may need it.

The Canon for Mission and Pastoral Care also oversees the Cathedral's 600+ volunteers. There is recognition that a small proportion of volunteers are elderly, frail or otherwise potentially vulnerable and that this number will inevitably increase over time. This is referenced in the volunteer handbook in the context of the individual not continuing beyond a point that could cause problems to themselves or others whilst carrying out their volunteering duties. Where a volunteer is identified as becoming frail, a meeting is held with them to discuss their continued role as a volunteer, and the support available to them. However, both staff and volunteers identified this as a concern for them.

### *Analysis*

Awareness across the Cathedral community of the needs of vulnerable adults is good, and is partly a result of safeguarding training undertaken by staff and volunteers as well as the personal examples set by the Dean and Chapter. The auditors saw and heard of many examples of sensitive and appropriate care extended to visitors, staff and volunteers, both formally and informally. This included managing the increasing frailty of a volunteer who was no longer fully able to carry out the duties associated with a particular role.

Case files also indicate a prompt and caring response to vulnerable adults, and appropriate consultation with and advice from the CSA.

The vergers are skilled in responding to vulnerable adults and are assisted where necessary by the duty chaplains. They also deal with those visitors who are disruptive or threatening and this occasionally requires a police presence. Cathedral staff sometimes attempt to respond to and support individuals whose needs are greater than can feasibly be met without skilled intervention by statutory services. The good links established by the Dean and Chapter with statutory services (helped by the city-wide churches mental health group) may assist in establishing improved responses from these services.

Volunteers are an essential part of the Cathedral's community. For the volunteers themselves, it is a significant and highly important part of their lives. Although there is already a good response to individuals who are identified as becoming frailer and less able to continue in their role, vulnerability through increasing age or infirmity has nevertheless been identified by staff and volunteers as a continuing concern for them. The Cathedral might wish to work with these groups to think through an approach which is understood and supported more widely.

### Questions for the Cathedral to consider

- How might the vergers and other relevant staff and volunteers be supported to assess and respond to potential risks and vulnerabilities of regular visitors to the Cathedral, and achieve an appropriate balance between being open to all whilst maintaining a safe environment?
- How might the Cathedral best plan for the increasing vulnerability of its volunteers in order to promote the safety and wellbeing of the volunteers themselves alongside the requirements of the Cathedral itself?
- What opportunities are there to develop closer working relationships with key public services in order to ensure that vulnerable adults with high needs are assessed promptly and receive an appropriate and timely response?

#### 3.1.3 Children

This section is about children who come to the Cathedral in various capacities other than as choir members. Choirs are referred to in the next section.

##### *Description*

Children come to Norwich Cathedral as members of the congregation, on school visits, with their families on family fun days, as attendees at the Sunday School, and as visitors. There are also two servers aged under 18.

Around 12,000 children visited Norwich Cathedral in 2018 as part of a school visit. Such visits are organised by the Schools and Family Learning Department, comprising a small staff team of former teachers, supplemented by a 'huge group' of volunteers, also comprised primarily of former teachers, all of whom have had an enhanced DBS check and are safeguarding trained. As well as using the Cathedral itself, there is a dedicated room in the Hostry which is used as a classroom.

Schools are given information in advance to inform their own risk assessments, and the booking form specifies a recommended ratio of adults to children, stressing that compliance with the appropriate County/Academy Trust guidelines is required. Information about any additional needs that child and adult visitors may have is requested. The booking form is regularly reviewed to ensure it meets need. Overall, staff are confident that the system works well and keeps safeguarding at its heart.

The Sunday School meets during the Sunday morning service in a room in the Hostry, catering for a variable number of children (around 12–15 each week) aged usually between five and 11. Any child under five must be accompanied by their parent. All attending Sunday School (including leaders and parents) are recorded in the weekly register, and every child has a registration/consent form completed by their parent. This contains medical and other relevant information and is kept on the premises. There is always a minimum of two leaders; all are volunteers and all are DBS checked.

Family fun days are run by the Schools and Family Learning department and are becoming increasingly popular, the latest being attended by more than 1,000

children and adults. Together with the school visits, the Schools and Family Learning Department welcomes around 20,000 children per year to the Cathedral.

The Cathedral hosts additional special events which can attract very large numbers of children and young people; for example, Cathedral at Night, the Seeing it Differently project in summer 2019 (which involved a helter skelter in the Cathedral) and the planned visit in 2020 of Dippy the Dinosaur.

Plans are in place to develop a community children's choir, and the conductor has just been safely recruited.

### *Analysis*

The Head of Schools and Family Learning has ensured that good arrangements are in place to safeguard children who come to the Cathedral on school visits. Relevant information is shared in advance with the schools, through provision of a booking form, risk assessment advice and information sheets. These make it clear that children attending the Cathedral on school trips remain the responsibility of the school at all times. There is no explicit mention of the Cathedral or school safeguarding policy. The booking form could make it clearer that school visits are conducted within the school's own child protection/safeguarding policy and guidance and that this applies at all times. Groups have sometimes been refused permission to proceed because standards have not been met, however. The risk assessment advice is a little dated now (2014), and would benefit from revision to take into account current thinking on safeguarding, possibly including reference to the taking of photographs and use of social media.

The increasing popularity of family fun days is a real credit to the work of the Schools and Family Learning department, but brings increasing challenges in managing the very large numbers of attendees alongside other visitors to the Cathedral. Whilst enjoyable for many, this can be a source of anxiety to some of the welcomers and other volunteers who are present at the same time. The introduction of stewards to 'walk the floor' and keep an eye out for any difficulties has been a helpful development, and the Cathedral recognises the need to be mindful of the preferences of individual volunteers when planning for specific occasions.

The volunteer role description for the Sunday School is comprehensive and practical, and makes appropriate references to safeguarding and safe practice. It is not clear to the auditors whether Ofsted (or equivalent) guidelines regarding adult:child ratios are in place. The guidelines state a minimum of two adults should be present, but not whether this should be increased if there are more children attending.

Children who attend the Sunday School told auditors that they enjoyed being there and felt comfortable and safe. Some anxiety was expressed about access to the toilets; although children are never supposed to go unaccompanied to the toilet, it would appear that this can happen on occasions. Because the security lock on the door is set high, smaller children are worried that they will be locked in as they cannot reach the lock without assistance.

As yet, there is no practice guidance in place regarding child servers. This needs to be addressed, to ensure that the children themselves feel safe at all times, that adult

servers are aware of their responsibilities and of safe working guidance, and that any risks are identified and managed appropriately.

The large events that are increasingly being held by the Cathedral have resulted in both significant learning and occasional challenging and risky situations. As with the family fun days referred to above, some welcomers, in particular, have expressed great anxiety about the planning and management of such events, which can feel overwhelming and difficult to control. As a result of learning from past events, Seeing it Differently (in summer 2019) was informed by a specific safeguarding risk assessment, which is a positive development. Resulting plans had included the requirement to DBS check those volunteers recruited for the project.

Whilst the Cathedral has learned from experience and taken steps to address more obvious risks, auditors were not entirely convinced that planning is yet sufficiently robust. The advance appointment of the 'Dippy Project Manager' provides a good opportunity to build in good safeguarding practice, anticipate areas of pressure and potential risk and plan accordingly. Auditors suggest that this could include assessing carefully the support, oversight and training needed for volunteers, as well as the overall capacity of the Cathedral to accommodate and manage safely unlimited numbers of visitors.

#### **Questions for the Cathedral to consider**

- How might the Cathedral work with its vergers, volunteers and other staff to plan for the safe management of large-scale events in order that all visitors are safeguarded and volunteers and staff are well trained and supported?
- What steps can the Cathedral take to ensure that all areas of activity relating to children and vulnerable adults have appropriate and consistent safeguarding practice guidance in place which is up to date, centrally collated and regularly reviewed?

#### **3.1.4 Choir**

##### *Description*

Norwich Cathedral has both a boys' choir and a girls' choir. The boys' choir comprises 20 boys aged eight to 13, all of whom attend Norwich School as day pupils; the girls' choir comprises 25 girls aged between 11 and 18. Some of the girls attend Norwich School, others attend secondary schools in and around Norwich.

The Cathedral choir also includes adult members, which include paid lay clerks, up to six choral scholars and a pool of deputy lay clerks who are called on as and when needed. All the lay clerks are DBS checked, as are the choral scholars.

A paid chaperone was appointed in 2018 to look after the safety and welfare of the girls' choir on the two days each week that they rehearse and perform. The chaperone for the boys' choir is a volunteer who has worked in this role for six days per week since 2011. Each covers for the other when needed. A paid chaperone for the boys' choir is to be recruited in readiness for the retirement of the current chaperone in December 2019.

The choirs meet in the Song School within the Hostry building. The boys, girls and adults all have separate robing rooms. There is a private area where the child choristers can eat their snacks, have a drink and generally relax after school and before rehearsals and services. The chaperone will always be present at such times. The same area is sometimes used for music lessons. Public access to the toilets used by the choristers is not permitted when the choristers are on site.

The demanding rehearsing and performing schedule for the boys' choir is carefully managed by the staff in the music department, in conjunction with the chaperones and staff from Norwich School. The new members of the choir, known as probationers, have a reduced schedule which includes an additional day off.

The boys rehearse daily before school. They are dropped off by their parents then the youngest boys are taken to their part of the school by the Master of Music or one of his team in time for the start of the school day. The staff member will ensure that the register is completed in the school office. At the end of the school day, the older boys make their own way to the song school while the younger boys are collected from school by a member of music department staff. They are then collected by their parents after rehearsal or Evensong, depending on the day. At the weekend, the boys are brought and collected by their parents before and after the services.

The girls rehearse after school on a Tuesday, usually with the Master of Music, and are either dropped off by parents or make their own way (by prior arrangement with the Master of Music). They are all collected direct from the song school after the service or rehearsal.

Norwich School has appointed a chorister tutor who is based in the senior school and keeps oversight of the wellbeing of the older choristers.

The Master of Music and his team meet with parents of choristers at the beginning of each term to discuss the schedule and any forthcoming commitments. He also sends a weekly email with any additional information including changes to the published schedule. A comprehensive and informative A–Z handbook has been prepared for parents of boy choristers and similar is planned for the girls. This includes information about safeguarding.

Chaperones keep in close contact with parents where needed, and there is a rota of parents (all DBS checked) who assist with the boys' tea before the evening rehearsal each evening, supported by a member of music department staff. The chaperones are also DBS checked and required to attend safeguarding training (C1 and C2).

Both boys' and girls' choirs go on tour regularly, sometimes abroad. Such trips are planned carefully, with risk assessments in place. There is a social event at the beginning and end of each school year for all choristers and parents.

### *Analysis*

The auditors were impressed with the care that is taken to ensure that the safety and wellbeing of the choristers is of the highest priority. The Master of Music has been in post since 2011 and has worked steadily, with his team, to create a positive culture, improve the safeguarding and welfare arrangements for the children's choirs whilst

producing music and performance of the highest standard and maintaining a sense of security and enjoyment for the choristers. He has promoted close working arrangements with parents and worked hard to ensure that communication is timely and transparent. Parents appreciate this and feel that the system works well. They told the auditors that they felt they could approach the Master of Music at any time if they wished to.

Regular communication between parents, chaperones, school and music department ensures that the safety and welfare of the children is always kept in mind. Parents value the regular meetings and updates, and feel that the Master of Music can be approached at any time to discuss any concerns parents may have. Those parents and staff who have been involved with the Cathedral over some years commented how much better the procedures are now, particularly in relation to the interface between school and Cathedral.

The Master of Music sees all the boys twice on most days, including at tea-time, and is in a good position to notice if anyone is unwell or worried. He keeps in close contact with the school nurse in the Lower School, seeing her most mornings. The recent addition in Norwich Upper School of a post of choir tutor has been a welcome development, and means that responsibilities for the older boys and girls who attend there can be shared more systematically between Cathedral and school. A similar post based in the Lower School would be of benefit in reducing the reliance on the Master of Music for overseeing the welfare of the youngest boys.

Incidents where there have been concerns about the safety or welfare of individual choristers were observed by the auditors to have been handled very well by the clergy and staff. The auditors note, however, that information exchange and recording practices are not entirely clear, and this can give rise to a tendency to over-communicate personal information. This applies both within the Cathedral and also between Cathedral and Norwich School, where there is regular information exchange about the choristers who are pupils there, but no information sharing agreement. A formal information sharing agreement between Cathedral and school, and Cathedral and choir parents, might provide a firmer basis on which to share information on a 'need-to-know' basis only, which will also meet statutory data protection requirements. It might also be beneficial to formalise a regular meeting between the Master of Music and Norwich School in order to ensure that a good overview of each child is kept, in addition to the immediate day-to-day engagement and problem solving.

Arrangements for choir trips are well established and considerable thought is given to ensuring they are meticulously planned and risk assessed with safety in mind. An area of improvement identified by the auditors is for the safeguarding element of the risk assessment to be carried out by someone other than the person who is responsible for organising the trip itself and its musical performances (usually the Master of Music). As well as sharing the responsibility, it would also reduce the possibility of getting the balance wrong between performance, practical arrangements, and safeguarding considerations.

The children

The choristers are very positive about their role as a chorister and hugely enjoy what

they were doing. One of the youngest told the auditors what it meant to him:

*'When you sing you feel more happy than you usually do...you feel better... we're doing it and making other people happy.'*

The girls were equally positive:

*'It's one of the most amazing things...'* "and described being in the choir as being part of" *'...a real community...we're really close....they are my family'.*

The older girls, particularly, are aware that they are receiving an unrivalled musical education and experience.

Both boys and girls described discipline as being important and felt that they were always treated fairly, and despite being conscious of the stress that music department staff are under at times, told us that they felt 'a perfect balance' between hard work and enjoyment was consistently achieved. The auditors observed an evening rehearsal and Evensong service in which the boys' choir performed and saw the efforts that are made to keep all the boys relaxed whilst encouraging high standards.

Both boys and girls were very positive about their chaperones, regarding them as caring and approachable:

*'...always there to look after us and make sure we know what we are doing...sort things out for us...'*

Both were clear that they could approach their chaperones, the Master of Music or other staff if they had a concern, but overall said to the auditors:

*'Do we feel safe – YES!'*

In discussing whether there was anything they could like improved, the boys said they would like to see opportunities for solo singing being shared more widely across the choir, rather than focused on the oldest and most experienced members: *'...give more people a chance'.*

The girls also talked about solo performance, but from a different perspective. They described how anxious they can feel, particularly before the first few times they perform a solo, and would like the Master of Music and his team to help prepare them more for solo performance. More generally, they described how anxious and intimidated they can feel when they join the choir – particularly those who come from a school where they may be the only member of the choir, and do not know any of the other girls. They asked that the staff *'develop a place where we can talk more about the stresses and strains of choral singing, especially in year one...'* and whether the older girls could assist with this as *'the reality is, we're afraid to ask.'*

Both boys and girls thought that the staff could talk with them and involve them more – a recent positive example being the involvement of some of the boys in the recruitment of the assistant organist.

## Choir parents

Choir parents are an indispensable third element in the partnership between Cathedral and choristers. They support their children in managing the very demanding schedule expected of the boys, in particular. In Norwich, parents told the auditors that they felt well included, fully informed, and entirely happy with the arrangements in place to keep their children safe. They appreciate the visibility and involvement of the clergy as well as the music department staff:

*'My daughter feels she is part of something quite special here...she feels very lucky.'*

Parents were particularly enthusiastic about the weekend away at an outward bound centre that is held at the beginning of each school year for the girls to facilitate them getting to know each other. This is important because the girls come from different schools in the locality and may not know anyone else who is a chorister before they join.

Parents told the auditors that they couldn't think of any way in which the day to day safeguarding and communication arrangements could be improved. They did, however, agree with their children that performance in itself is stressful – particularly for soloists – and felt that their children would benefit from coaching in this area to assist in their preparation as well as management of their nerves.

Although the drop-off and pick-up arrangements are well understood and clearly communicated, the auditors understand that there are occasions when children are dropped off earlier than the stated time, or are collected late. The fallback position in the evening is that a child whose parent has not arrived to pick them up will be taken to the house of the Canon Precentor or Canon in Residence to await collection. Whilst this does not imply concerns about the safety of individual children, it is an area which will need continued reinforcement, and will benefit from review when paid chaperones are in place for both choirs.

## Chaperones

The chaperones enjoy the confidence of both choristers and parents. They are clear about their role in relation to the safety and wellbeing of choristers, whilst maintaining an appropriate 'professional distance' and how to respond to any concerns:

*'I know them so I can tell when something isn't right.'*

The move towards having paid chaperones began in early 2018, when the departure of the previous (volunteer) chaperone for the girls' choir prompted a review in the Cathedral. In the view of the auditors, the 'professionalising' of the relationship between the Cathedral and people in a position of such significant responsibility is to be welcomed, and the planned move to recruiting a professional chaperone for the boys' choir following the departure later this year of the current chaperone is to be welcomed. The boys themselves have a very close relationship with their current chaperone, and will miss her very much. She has set a high standard of care. Her departure, and the recruitment and induction of a new chaperone, will need sensitive handling and clear communication.

## Lay clerks and music department staff

Lay clerks, although DBS checked, are not expected to play any direct role in relation to the children in the choirs. They are clear about the conduct expected of them all (including the choral scholars), including in relation to social media (i.e. no contact at all with anyone under 18 who is involved in the Cathedral). They are very clear about the process they should follow if they have any safeguarding concerns, and are confident of getting a good response. They have attended C1 safeguarding training, which they found 'enjoyable' as well as helpful in clarifying what they should do if a child (or anyone) should make a disclosure to them. They noted how useful it was to get to know the CSO personally as she delivered the training.

The lay clerks were less confident in their understanding of how 'grooming' can work, and would benefit from further training in relation to this.

The music department staff give organ lessons to some children. The lessons are necessarily conducted in the Cathedral's organ loft and are at present 1:1. The auditors were pleased to note that this has been identified as an area of potential risk, and whilst temporary measures have been taken to increase visibility (open doors, etc) there is recognition that more needs to be done to ensure the safety of both teacher and pupil.

### Questions for the Cathedral to consider

- What steps might be taken to increase the direct engagement of choristers in order that they feel more involved in the decisions that are being made in relation to them, and have formal opportunities to give feedback about their views and feelings?
- How might the Cathedral reduce the pressure and dependence on the Master of Music and increase its own resilience in relation to the safeguarding of choristers?
- How might the Cathedral respond to the views of both choristers and parents regarding preparation for performance?
- What arrangements can be put into place to formalise the sharing and recording of personal information regarding the wellbeing of choristers that are both practical and compliant with data protection requirements?

### 3.1.5 Bell ringing

Norwich Cathedral does not have a bell ringing team.

### Questions for the Cathedral to consider

- There are no considerations in this area.

## 3.2 CASEWORK (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*

In Norwich, casework is undertaken by the Cathedral Safeguarding Officer (CSO), who is also the Assistant Safeguarding Adviser in the Diocesan Safeguarding Team. The Diocesan Safeguarding Adviser (DSA) provides back-up when the CSO is unavailable.

All records relating to safeguarding casework in the Cathedral are kept securely by the Safeguarding Administrator. There are some files kept securely by the CSO in the Bishop's Office, where she is based.

### *Analysis*

The auditors reviewed a total of 11 paper case files. Two of these were Clergy Blue Files. Ten concerned a person who may pose a risk to others; two concerned the safety of a vulnerable adult.

Separate case files are held securely by the Chapter Steward and in the Bishop's Office (where the CSO is based). Those held by the CSO usually contain more information than those held by the Cathedral, as they include detail regarding the casework that the CSO does.

In addition to the individual case files, the auditors also saw a number of composite files, relating for example to 'choristers', and 'past concerns'. There was also a file relating to a particular event organised by the Cathedral which resulted in a referral to the LADO.

Auditors noted that safeguarding concerns were being expressed in a variety of different ways, which might make systematic oversight challenging as cases increase. The recently issued practical guidance *How to make a Safeguarding Serious Incident report to the Charity Commission* (Jan 2019) provides some templates which may be useful, if the decision was made to tighten up on this area of reporting.

#### **3.2.1 Quality of recording practice**

Files held and maintained by the CSO were well ordered and easy to follow. Those held in the Cathedral were less so, often comprising little more than a collection of emails, often duplicated, meaning that the background and current position regarding each case was difficult to ascertain without reading the entire contents.

Holding two sets of files with potentially different information is unsafe practice. There needs to be some thought given as to how they can be combined and accessed securely by the CSO and anybody else from the Cathedral on a need-to-know basis.

### **3.2.2 Effectiveness of response to allegations against clergy and people in church-related roles including volunteers**

One file related to a member of the clergy who had Permission to Officiate (PTO) in the Diocese. Following a complaint by a member of the church community his PTO was immediately removed. A Safeguarding Agreement was put into place in order to ensure that his worship at the Cathedral was safely managed. This response was effective and well managed.

### **3.2.3 Effectiveness of responses to vulnerable people or anyone in crises**

Files and incident reports show that vulnerable adults are treated with thought and compassion, primarily by the vergers and the clergy, sometimes over long periods of time. Latterly, auditors saw indications that the CSO was being appropriately involved in discussion about how best to respond to a particular individual. In the small number of cases where she became personally involved, this was appropriate and casework was of a very good standard.

There is little indication on files concerning vulnerable adults of the involvement of external public sector agencies, such as a mental health trust or social services. The auditors were left unsure whether this is because thresholds for statutory services are not understood or whether there is a view that such agencies are unlikely to become involved because of referral pressures. Indeed, during the audit the auditors were aware of a situation taking place in the Cathedral that was being managed directly by the CSO and the Canon Precentor because the police and statutory services were not willing/able to attend. However, in the one case where statutory services did become involved, there was rapid movement on a case which had occupied considerable time of Cathedral staff over a protracted period. It has subsequently been clarified that the Cathedral would always seek the support of statutory services where appropriate and never assume they are not going to respond or that thresholds would not be met.

In respect of cases involving children, statutory services were involved and relevant Cathedral staff were fully engaged in contributing to the agreed plans.

### **3.2.4 Effectiveness of responses to information about unsafe people or feedback about unsafe practices**

Files indicate that the staff and clergy are alert to people who may pose a risk to others. In recent years, responses have involved consultation with the DSA and now the CSO, and referrals to LADO have been made appropriately.

The vergers have been involved in some instances, and keep records, including photographs, regarding unsafe people. This may not be compliant with data protection legislation, and the Cathedral will need to be mindful of the need to ensure that all record keeping is fully compliant.

Volunteers who work within the Cathedral expressed anxiety about not knowing who potentially unsafe people might be. One registered sex offender who visited the Cathedral was reported by a volunteer, who has not been informed of the outcome. Clarity is needed about who needs to know what in such circumstances. This is to

achieve a balance between ensuring the safety and wellbeing of those who visit and work in the Cathedral, especially children and vulnerable adults, the rights of individuals to enter public spaces, and the requirements of legislation regarding appropriate information sharing.

### **3.2.5 Effectiveness of risk assessments, safeguarding agreements and the risk management plan**

Safeguarding Agreements are a key mechanism to support offenders who wish to attend the Cathedral, to do so safely. They should be 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 Safeguarding Agreement. Having a clear rationale for any restrictions helps people enforce the agreements with the appropriate level of diligence. Clarity about the risks that a Safeguarding Agreement is intended to address also allows for a robust reviewing process, which allows agreements to be strengthened where needed, or indeed terminated if appropriate.

The auditors looked at two files where individuals became or were about to become subject of a Safeguarding Agreement. The Safeguarding Agreement in respect of a member of the clergy seen on file was fit for purpose. The CSO had recorded several meetings that she had undertaken with both the victim and the perpetrator that amounted to undertaking a risk assessment although there was no formal risk assessment completed on file. The auditors understand that there will be a further risk assessment completed if the individual applies to have PTO restored. However, he is no longer involved with the Cathedral in any capacity.

The auditors were told that there are no individuals currently subject of a formal Safeguarding Agreement.

### **3.2.6 Quality of engagement with the people who disclose abuse, share concerns of unsafe people or practice, or ask for help to keep safe for any reason including use of any targeted resources e.g. Authorised Listeners.**

An important part of the audit was speaking to people who had come forward to disclose abuse, share concerns, or expected help from the Cathedral to keep safe for any reason, to find out how timely, compassionate and effective they had found responses and support provided by the Cathedral.

Despite efforts by the Cathedral to encourage anyone in the congregation or wider community who was a survivor of abuse to come forward to talk with the auditors, including putting information to this effect on the Cathedral's website, none did.

### **3.2.7 Information sharing practice**

Case files indicate a good level of information sharing about persons of concern who have come to the attention of the CSO including with external agencies within and outside the area. Discussion with individuals and in focus groups also indicated a good awareness of the need to share information about matters or individuals of concern. All were clear that they would approach the Chapter safeguarding leads in the first instance, possibly via their manager, if not the CSO directly.

Appropriate records are kept in relation to specific areas of activity, e.g. the choir and the Sunday School, concerning the information needed to maintain the safety and health of children.

No records at all are kept of the work of the Pastoral Care team volunteers due to a belief that data protection would not permit this. Instead, if there are concerns, the Canon for Mission and Pastoral Care will seek the advice of the CSO on what action to take. The auditors are of the view that this is not consistent with good record keeping practice and may pose a risk to both the person receiving pastoral care and the volunteers.

The auditors found a lack of understanding about the implications of the recently introduced General Data Protection Requirements (GDPR), and what this means for recording and information sharing practice. There was a general appreciation that hard data such as names and addresses should be treated with care and kept secure, but less understanding that other information is also covered by GDPR.

Cases are discussed in a number of different places, both formally (e.g. at the Cathedral Safeguarding Committee and Chapter) as well as informally, where attendees include people from outside as well as within the Cathedral. Albeit in the spirit of keeping people informed, it is common practice to copy several people in to emails about individuals. The practice (common in local authorities, for example) of seeking consent to share specified personal information in specific circumstances has not been introduced in the Cathedral, meaning that there can be an issue with both sharing too much and too little information.

There is no information sharing protocol in place between Norwich School and the Cathedral, and the single parental consent form seen by auditors (related to the Sunday School) sought consent for medical treatment, participation in activities and the taking and use of photographs, but not for sharing of information. The auditors are unclear whether the formal consent of chorister parents is sought for information about their children to be shared.

Further comments are made about this in section 3.1.4 Choir.

#### **Questions for the Cathedral to consider**

- What action does the Cathedral need to take in order to ensure that its approach to information sharing and record keeping is compliant with the GDPR?
- How might the Cathedral develop a more systematic approach to reporting and recording safeguarding incidents which provides a basis for monitoring and evaluating the effectiveness of the response?

### **3.3 CDM**

Disciplinary processes in the Church differ significantly from a secular work context, in that they are initiated by someone making a complaint, rather than management assuming responsibility and appointing an investigating officer to investigate what has happened.

The auditors saw and heard of no cases involving the use of the Clergy Disciplinary Measure.

#### **Questions for the Cathedral to consider**

- What steps might the Cathedral take to ensure that potential safeguarding matters are properly considered and recorded in the context of HR responsibilities and processes?

### **3.4 TRAINING**

Safeguarding training is an important mechanism for establishing safeguarding awareness and confidence throughout the Cathedral. It requires good quality substance, 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, who attended and who still needs to attend or requires refresher sessions.

#### *Description*

Safeguarding training is provided to the Cathedral by the Cathedral Safeguarding Officer (CSO), under the terms of the memorandum of understanding (MOU) agreed between the Cathedral and the Diocese. This has comprised delivery of the nationally specified safeguarding training (C1 and C2), tailored where possible to the Cathedral context. A spreadsheet of who has received safeguarding training is maintained by the Safeguarding Administrator, who reports regularly to the Cathedral Safeguarding Committee (CSC). Records of training undertaken by the clergy are maintained in the Diocese.

The Cathedral's safeguarding training policy specifies who should receive what level of training. This includes specifying that all new volunteers will receive a basic level of safeguarding training as part of their induction.

All substantive staff have been trained at least to level C1, and training for all volunteers in roles which require a DBS check is in the process of being delivered. Senior staff received C4 safeguarding training via the National Safeguarding Team in July 2018. New staff are booked into national courses as and when they take up appointment.

Existing volunteers whose role does not require a DBS check are not expected to take part in any safeguarding training at present, although newly recruited volunteers do receive safeguarding input from the Canon for Mission and Pastoral Care as part of their induction.

There has not been an offer to the congregation to take part in safeguarding training.

#### *Analysis*

Safeguarding training has been given high priority by the Dean and Chapter.

Delivery of safeguarding training to staff and volunteers has been a major focus of the CSO since her position was formalised in 2018. The delivery of the training has been well received by staff and volunteers, who appreciated the efforts made to make it relevant to the Cathedral context and were pleased, also, that it had given them the opportunity to get to know the CSO personally.

The auditors were assured that the spreadsheet system that is now in place means that it is possible to maintain oversight of training, including which staff had received what level of training, and to report accordingly.

Volunteer training is overseen by the Canon for Mission and Pastoral Care and tracked via an Access database overseen by the Safeguarding Administrator. This also records induction, which includes safeguarding input.

The CSC maintains general oversight of participation in training. Compliance by staff has been good. C1 training for volunteers has been introduced in 2019 but is not yet reflected in the volunteer handbook. Of those volunteers approached to attend training, 10 did not respond to the initial letter, and these have been followed up with a second letter. Whilst noting that efforts are being made to ensure that training times are accessible, and to encourage attendance, the auditors are of the view that there needs to be a clear message about the consequences of non-attendance. At present, there is a general message about compliance with training in staff job descriptions, but no clearly specific message in relation to safeguarding training for either staff or volunteers, for example in the handbooks for employees and volunteers respectively.

The Dean and Chapter are aware that there is work still to be done in relation to training, included defining the level of safeguarding training for staff posts and setting a bottom line of expectations for all staff and volunteers (and in relation to the latter group, addressing the needs of existing volunteers as well as those newly recruited). At present, the fact that not all staff and volunteers are engaged with safeguarding training (albeit volunteers do receive safeguarding input agreed with the CSO as part of their induction) may mean that the Cathedral is not fully compliant with national guidance. The C0 basic safeguarding awareness course is available online, so could be introduced without requiring significant additional managerial or trainer capacity. Whilst some volunteers, particularly, may need technical support, this is likely to be less than is currently used to engage in direct training delivery (although it is acknowledged that online training does have its limitations).

A strategic training programme and delivery plan is not yet in place, but could be beneficial in supporting the commitment of the Cathedral to achieving the highest possible standards of safeguarding practice and awareness. This should reflect the House of Bishops practice guidance *Safeguarding Training and Development* (2017) This should also include thought about reporting and evaluating impact (for example, through an increase in reporting of safeguarding incidents).

The reliance on the CSO to deliver all safeguarding training has had its merits whilst she has been establishing her role, but will prove to be a significant limiting factor within the present contractual arrangements. The expansion of the Diocesan Safeguarding Team to include a part-time trainer provides an opportunity to rethink the current approach. Further comments about the CSO's capacity are made elsewhere in the report.

### Questions for the Cathedral to consider

- How might the development and delivery of a strategic plan for safeguarding training be used to help the Cathedral promote its approach to safeguarding and achieve its aim of embedding an enduring culture of safeguarding in all parts of Cathedral?
- Would an offer of safeguarding training to the congregation assist the Cathedral in developing its safeguarding culture?

## 3.5 SAFER RECRUITMENT

### *Description*

Recruitment of staff is overseen by the Chapter Steward. Recruitment of volunteers is overseen by the Canon for Mission and Pastoral Care. The Cathedral has implemented a Safer Recruitment procedure in line with national policy and guidance. Disclosure and Barring Service (DBS) checks are progressed by the Chapter Steward and his team. Advice is sought from the CSO in the case of any blemished DBS checks. More general HR advice is provided under contract by Mentor. All volunteers have had to complete a confidential declaration form in the last two years.

Staff and volunteer recruitment files are maintained within the Cathedral, whilst the Diocese retains the Clergy Blue Files. All individual files are in paper format at present. Use of an Excel spreadsheet for staff and an Access database for volunteers works as the equivalent of a single central record, enabling oversight to be kept of matters such as DBS checks that are due.

### *Analysis*

It is evident that considerable efforts have been made to implement Safer Recruitment practice in recent years. All 12 personnel files seen were well organised and easy to follow. Each contained two references (using a prescribed format which includes reference to safeguarding), the confidential declaration completed by each applicant, and the application form.

Not all files contained evidence of ID, DBS check or safeguarding training, and the absence of a job/role description on every file meant that it is not always clear whether the role requires a DBS check or not, nor is the required level of safeguarding training specified. Some, but not all, files contained an induction checklist.

The rationale for which posts are designated as requiring a DBS check, and which posts are not, is not always clear. The Chapter has taken a particularly cautious approach and has designated significant numbers of posts as requiring a DBS check. The national practice guidance on Safer Recruitment could usefully be used to guide a review of this and in the view of auditors would be of benefit.

The CSC keeps a degree of oversight of the implementation of the Safer

Recruitment policy, but this is not detailed, and auditors became aware of a small number of instances when individuals appointed to a role which included regular contact with children were permitted to start before their DBS check had been completed. The administrators were able, in discussion with auditors, to identify immediate improvements to the recruitment process which would address this problem (which is associated with late receipt of ID).

The Dean and Chapter are very aware that there have been recent instances where volunteer recruitment does not comply with Safer Recruitment practice and are working to address this. The auditors have already commented on the need to establish some 'bottom lines' regarding compliance with safeguarding policies and procedures which will help, over time, to ensure that a safeguarding culture is thoroughly embedded.

### 3.5.1 Blue Files

Two Clergy Blue Files were seen by the auditors. Both contained matters which related to safeguarding concerns. Neither file contained appropriate cross referencing to files of relevant others, meaning that anyone looking at the file would be unaware that there were specific concerns. This is not satisfactory.

#### **Questions for the Cathedral to consider**

- What steps can the Cathedral take to monitor the application of Safer Recruitment procedures and address any issues of non-compliance?
- What measures can be taken to achieve a systematic approach to assessing the need for a DBS check, including whether enhanced or not, to staff and volunteer posts in the Cathedral?
- What might the CSO do to ensure that record keeping in the Clergy Blue Files means that any safeguarding issues are immediately visible, understandable and appropriately cross referenced to any other safeguarding and other files?

## 4 FINDINGS – ORGANISATIONAL SUPPORTS

### 4.1 POLICY, PROCEDURES AND GUIDANCE

All parts of the Church of England must adopt or take account of the House of Bishops' Policy Statement (2017) *Promoting a Safer Church* within their own safeguarding policy. The Policy Statement must actively underpin all safeguarding work within the Church and the drive to improve safeguarding practice.

This has been supplemented by more recent practice guidance *Key Roles and Responsibilities of Church Office Holders and Bodies* (2017) which sets out more explicitly than before the safeguarding expectations for cathedrals.

Both these documents and other national guidance provide a broad framework for cathedrals to work within, but do not provide sufficient detail to enable them to be implemented fully at a local level. Each area therefore needs to review the national guidance and supplement it with local procedures and practice guidance.

#### *Description*

Norwich Cathedral has developed a Policy Statement on Safeguarding Children, Young People and Vulnerable Adults which was reviewed and adopted by Chapter in May 2019. This makes explicit reference to the adoption of the House of Bishops' safeguarding policies and practice, and defines the Cathedral's commitment to 'the nurturing, protection and safekeeping of the children, young people and vulnerable adults in its care'. The statement includes links to the Church of England website. Copies of it are displayed on noticeboards throughout the Cathedral and associated buildings, and it is accessible on the Cathedral's website.

The safeguarding policy statement makes reference to Safer Recruitment, DBS checks and training, and also contains information on how to raise a safeguarding concern. It makes provision for annual review by the Chapter and a commitment to regular monitoring.

Employee and volunteer handbooks make reference to policies such as Safer Recruitment and safeguarding training. The handbook for choristers references the safeguarding policy.

The Cathedral Safeguarding Committee (CSC) is responsible for keeping an oversight of the effectiveness of safeguarding-related policies and procedures, keeping abreast of relevant changes to national and diocesan safeguarding policy, and recommending revisions to safeguarding policy and practice to Chapter.

The Chapter reviews and re-adopts policies and procedures annually.

Auditors were told that all Cathedral policies and procedures should be available to staff via the 'W' drive on the Cathedral's system, and hard copies are kept in the Chapter office.

## *Analysis*

The Chapter has worked hard to ensure that the Cathedral safeguarding-related policies and procedures are comprehensive, up to date and regularly reviewed. They have worked to ensure that any gaps identified are promptly addressed.

Staff and volunteers are familiar with procedures that are relevant to their area of work, and everyone the auditors spoke with, including children, were able to say confidently what they would do if they wished to report a concern or a worry.

Each policy/procedure is cross referenced to relevant others.

Although there is section on the use of social media in the employee handbook, and very brief reference to it in the volunteer handbook, in these days of significant communication via these platforms with all the risks this entails, a clearer policy on this requires development. Such a policy can then be incorporated into the relevant handbooks for all those undertaking a role in the Cathedral community.

Likewise, aside from in the employee handbook, no policies or guidance was found concerning taking photos of children (including choristers) within the Cathedral, although there are signs to this effect which are displayed during services, concerts and performances.

Overall, with the above exceptions, the auditors felt that the policies and procedures that have been developed are comprehensive and well understood, and that the Dean and Chapter, assisted by the CSC, are alert to areas where new guidance may be needed and respond promptly.

The auditors are of the view that policies, procedures and practice guidance should be more widely accessible, and aligned where possible with those of the Diocese, as there is a high degree of crossover between the two. They also suggest that key national and local policies and procedures should be accessible from the Cathedral's website, either directly or via a link to the Diocese.

### **4.1.1 Complaints policy**

A good complaints policy enables people to raise concerns, and to have timely and appropriate consideration of any problems. A strong policy is clear about who complaints should be made to, and how they can be escalated if necessary. Positive features include an independent element, and clarity that raising a safeguarding concern, and making a complaint about a safeguarding service, are two distinct things.

There is a complaints policy which is shared with the Diocese. It is supplemented by an internal complaints policy which gives a little more detail about who to approach about what. However, it gives no information at all about the process that will be followed by the Cathedral when a complaint is received, nor the timescales. See further comments in section 5.2 below.

The complaints policy does not cover complaints from Cathedral staff or Cathedral volunteers. They are referred to the respective grievance procedures detailed in the

staff and volunteer handbooks. The staff handbook refers to use of the grievance procedure for any concern, problem or complaint that a staff member may have in relation to their employment. The procedure is set out in the handbook, and is entirely internal though does contain provision for a complainant to be accompanied by someone of their choice. The volunteer handbook refers volunteers to the grievance procedure if they are unhappy with any aspect of their duties or their treatment, but gives little detail about what this entails. Both encourage early, informal resolution where possible.

Whilst the principle of sharing appropriate policies with the Diocese where possible and appropriate is good, in the view of the auditors, the current documents do not make clear how the interface between the shared policy and the internal policy works. Both could be clearer about the way the policy would work in practice, including reference to timescales.

The auditors saw details of a complaint made by a member of the Cathedral community about a member of the clergy. This was not well dealt with, and was resolved only after a very protracted process.

The Chapter Steward has recently begun monitoring complaints, and provides a regular overview report to Chapter, which is good practice.

Complaints about the safeguarding service are considered in section 5 below.

#### **Questions for the Cathedral to consider**

- What steps can the Cathedral take to ensure that its policies and procedures relating to safeguarding are aligned with the Diocese where appropriate, widely available and well understood?
- What can the Cathedral do to develop policy and guidance regarding social media and photography that can be included in the relevant handbooks for all those with a role within the Cathedral community and monitored accordingly?

## **4.2 CATHEDRAL SAFEGUARDING ADVISOR AND THEIR SUPERVISION & MANAGEMENT**

### *Description*

The House of Bishops' Practice Guidance *Key Roles and Responsibilities of Church Office Holders and Bodies* (December 2017) requires cathedrals to appoint a safeguarding professional as Cathedral Safeguarding Officer (CSO) to work with the Dean, the Chapter and Cathedral staff to implement House of Bishops' policy and guidance. In Norwich, this function is delivered by one of the DSAs within the terms of the MOU, which formalised in October 2018 an informal arrangement that had been in place for some time between the Cathedral and Diocese. There is a job description which summarises the CSO role as being 'a key advisor to Chapter helping to ensure that the Cathedral acts appropriately at all times in all matters of safeguarding and is fully compliant with national Church of England policy and practice'.

The CSO is a qualified and registered social worker and is managed within the Diocese by the Archdeacon who is the diocesan safeguarding lead. She works two and a half days per week in the Diocese as assistant DSA, and half a day a week for the Cathedral. Her formal line manager within the Cathedral is the Chapter Steward, but in practice she also has a strong working relationship with the Canon Precentor.

The CSO has been in her diocesan role for two and a half years and is a member of a small safeguarding team which includes the DSA, a part-time (newly appointed) trainer and a safeguarding administrator. The DSA and Assistant DSA both have regular, independent professional supervision from an experienced professional, who gives feedback by email to their line manager within the Diocese. There is no formal feedback to the Cathedral about the CSO's performance.

The Canon Precentor is the Cathedral's named safeguarding lead. He is the primary point of contact for all safeguarding concerns within the Cathedral. The CSO links directly with him on casework matters, and has regular dialogue with other members of Chapter and Cathedral staff as required. The CSO is a member of the Cathedral Safeguarding Committee (CSC).

The CSO is expected to provide an annual report to the Chapter and delivered the first of these in May 2019.

### *Analysis*

The CSO is well qualified for her role, very experienced, and widely respected by her key contacts within the Cathedral, who value the advice that she gives and involve her appropriately with specific cases. She has made strong relationships with key individuals, in particular the Chapter Steward and the Canon Precentor. In the relatively short time she has been in the CSO role, she has focused on delivering face-to-face training to the majority of Cathedral staff and selected volunteers, alongside casework as required. She has also been involved in reviewing events and other aspects of Cathedral activity (for example, arrangements for choir practices) to ensure that they are compliant with good safeguarding practice and if not, what improvements are needed.

In a short time, she has contributed to the development of a culture which is becoming increasingly proactive in its thinking about safeguarding, for example in relation to planning large-scale events. Her input at important meetings such as the Cathedral Community Forum has helped to raise the public profile of safeguarding.

In the view of the auditors, the standard of casework provided by the CSO is very good, and her judgements and advice are both proportionate and appropriate. However, the professional supervision received by the CSO does not focus on casework other than by exception. It would be beneficial to consider how arrangements for the quality assurance of the CSO's casework may be put into place to provide additional assurance.

The CSO works to a brief job description which was developed in October 2018 to coincide with the formal MOU between Cathedral and Diocese. It does not fully reflect the model job description for a DSA (as relevant to the Cathedral setting) outlined in *Roles and Responsibilities*. In particular, neither the job description nor

the MOU refers to any responsibilities for casework. This omission should be rectified, not least to make it clear that the CSO should have oversight of any casework conducted by others in order to ensure that appropriate standards are applied, that there is clear understanding and monitoring of appropriate thresholds for statutory support and intervention, and that the monitoring of safeguarding agreements (both formal and informal) is consistent.

The MOU specifies that the DSA will provide a service as CSO will work for 3.5 hours per week. The view of the auditors is that this is not adequate to provide an adequate level of service to meet the current as well as the development needs of the Cathedral in a timely way. It also means that the Cathedral is without the services of a CSO when the post-holder is on leave or otherwise unavailable, although in practice her DSA colleague will step in if there is an urgent matter to deal with.

Although the MOU does not specify who the DSA should be, there is a general assumption that the current CSO should provide all of the services specified. The recent appointment of a part-time trainer to the Diocesan Safeguarding Team might offer scope for some flexibility (although overall it remains a small team to deliver a service across both Diocese and Cathedral) which will increase the resilience of the arrangement.

The MOU was reviewed in June 2019, and will be reviewed again within 12 months. In the view of the auditors, it would benefit from being tightened up – possibly in the form of a service level agreement (SLA) – to be clearer about what is expected and of whom. In particular, the CSO role should be strengthened to comply with the expectations in *Roles and Responsibilities*, and should include the expectation that they are consulted about concerns at an earlier stage and undertake casework for all cases that meet an agreed threshold, rather than the role being restricted to giving advice that may or may not be followed. There should also be a clear expectation that the CSO is supervised by a suitably qualified professional (as set out in *Roles and Responsibilities*, and as identified in the March 2017 *Diocesan Safeguarding Audit report*) who should be expected to provide an annual written report to the line manager regarding performance, in order to provide additional assurance to the Dean and Chapter that the services they are commissioning are of the highest standard.

#### **Questions for the Cathedral to consider**

- How might the Cathedral work with the Diocese to ensure that its requirements for a safeguarding service, to include casework, are adequately assessed, provided for and reflected in the MOU?
- What steps should the Cathedral take to clarify its management and supervision arrangements for the CSO and to assure the quality of the casework delivered on its behalf?

### **4.3 RECORDING SYSTEMS AND IT SOLUTIONS**

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.

### *Description*

Norwich Cathedral has both IT and paper-based systems. Electronic spreadsheets of persons trained and DBS checked are kept securely by the Chapter Steward and his team.

Records relating to clergy are held in the Bishop's Office. The CSO's casework files are also kept within the Bishop's Office, where the CSO is based. Access to all the various files is restricted to specific, named people.

The music department keeps records of information about choristers which is relevant to their safety and wellbeing, including medical details and contact numbers. Choir chaperones have the contact telephone numbers of choir parents on their personal mobile phones. Similar records are kept by the Sunday School with respect to the children attending, together with a weekly register. The auditors did not see where these are kept, but understand they are kept securely. They are accessible only on a 'need-to-know' basis.

As part of its procedure for managing visits by other choirs, details are collected of all individuals who are attending. This includes the names and ages of all children, and the names and DBS status of all accompanying adults.

The auditors examined a sample of different paper and electronic files, including those held by the Cathedral (staff, volunteers, casework) and those relating to aspects of Cathedral life which were held within the Diocese. These comprised one Clergy Blue File, and relevant casework files.

A great deal of work has been done by the Chapter Steward and Office Manager to prepare for the audit. This involved collating a great deal of paper-based information into files organised thematically and in date order.

### *Analysis*

The Cathedral's recording systems, in relation to safeguarding, are relatively simple and small in scope. The auditors were satisfied that arrangements for the secure storage of and access to records were of a good standard.

As safeguarding activity increases, and more information is expected for monitoring and quality assurance purposes, the current HR systems, which are a mixture of electronic, spreadsheet and paper based, are likely to prove increasingly unwieldy and demanding of administrative time.

Comments have been made elsewhere in the report about the contents and cross referencing of casework files, and about information sharing and compliance with GDPR.

#### **Questions for the Cathedral to consider**

- There are no considerations in this area.

## 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, development and improvement. Robust quality assurance enables an organisation to understand its strengths and weaknesses. Potential sources of data are numerous, including independent scrutiny. Quality assurance needs to be strategic and systematic to support accountability and shed light on how well things are working and where there are gaps or concerns. It also needs to reflect the voices of survivors and other vulnerable groups, in order to establish whether activity is having the desired effect.

Chapter is required (as specified in the Church of England *Key Roles and Responsibilities of Church Office Holders and Bodies Practice Guidance*, 2017) to review safeguarding progress annually, including an annual review of the Cathedral safeguarding policy, practices and procedures. To do this thoroughly, it requires evidence of activity and impact.

#### *Description*

Safeguarding is an item on every Chapter agenda. Minutes demonstrate that the subject is considered and discussed fully at each meeting.

Although there is no formal quality assurance framework in place, the Cathedral has already put many elements of a good framework in place. These include:

- An annual report on safeguarding in the Cathedral from the CSO to the Dean and Chapter
- Regular report on safeguarding from the Named Person to Chapter
- Regular review by the CSC of information regarding take-up and evaluation of safeguarding training by staff and volunteers
- Vigilant oversight by the Chapter Steward of staff engagement with training, application of Safer Recruitment processes, DBS checks
- Regular oversight of the application of Cathedral procedures for Safer Recruitment processes and training in respect of volunteers by the Canon for Mission and Pastoral Care
- Reviewing specific events and activities in order to identify learning and improvements for the future
- A review by the CSO of procedures relating to the choir, and plans for a similar review in respect of the Sunday School
- Provision for a biannual overview report to Chapter of complaints received
- Annual review of the safeguarding policy framework
- Holding regular meetings with staff, volunteers, chorister parents and members of the congregation to encourage dialogue and feedback.

Oversight and assurance activity have to date been focused on achieving full compliance with existing and new policies and procedures, particularly those related to Safer Recruitment and training. This is both pragmatic and sensible. Having now achieved a good level of compliance overall, albeit with further work needed, the Cathedral might usefully consider how to move onto the next stage in assessing its progress, with the aim of understanding both the quality and consistency of its activity, and ultimately, its success in creating a safe, open and learning culture. This is likely to need review of the existing accountability framework within the Cathedral and in relation to the diocesan safeguarding structures, in order to reduce duplication and maximise the opportunities for constructive scrutiny and challenge.

#### **Questions for the Cathedral to consider**

- How might the Cathedral develop its quality assurance system in order to be satisfied that it is creating a safe, open and learning culture where compliance with policies and procedures is consistently good and feedback is sought from a range of children and adults including survivors of abuse?

## **5.2 COMPLAINTS ABOUT THE SAFEGUARDING SERVICE**

### *Description*

The Cathedral's internal complaints policy was adopted at Chapter in June 2019, and whilst it does not apply to safeguarding concerns or complaints about the safeguarding service, it does specify that these should be directed to the CSO in the first instance, or to the Dean if the complaint relates to the Safeguarding Officer.

The Diocesan Complaints Policy directs any complaints about the safeguarding team directly to the DSA in the first instance.

### *Analysis*

It is debatable whether a general complaints procedure is appropriately applied to safeguarding matters. Matters of safeguarding concern should be raised in line with agreed reporting processes. If the response gives cause for concern, that is very specific, and should be dealt with as a complaint about the safeguarding service itself. Given that the service of the Cathedral Safeguarding Officer is provided by agreement with the Diocese, it would make sense for there to be a common process between Cathedral and Diocese. However, the Diocese of Norwich policy Dealing with Complaints does not deal with this issue at all, other than by directing anyone with safeguarding concerns to approach the Bishop's Adviser for Safeguarding. This is not in line with national procedure that expects a standalone policy specifically for safeguarding that can either be incorporated into the main complaints policy, or issued separately.

The auditors did not see nor were they advised about any complaints concerning the safeguarding service. However, the current arrangements for reporting safeguarding incidents may enable those with concerns to raise them formally, albeit not if their concerns related to those who are charged with receiving the incident forms (i.e. the CSO or the Canon Precentor or the Dean).

The open culture which the Dean and Chapter have sought to develop supports members of the Cathedral community to make complaints and raise concerns. Many spoken with by the auditors confirmed that they would feel able to make a complaint and expressed confidence that it would be responded to. This is an improvement in the recent couple of years; the auditors had seen an example of a complaint about a safeguarding response from a couple of years ago that had not been recognised and responded to as such. The Dean and Chapter had sought advice and assistance from the DSA and CSO in both resolving and learning from this matter.

### 5.3 WHISTLEBLOWING

The Cathedral's Public Interest Disclosure (whistleblowing) policy is included in the staff handbook. It references where to obtain independent advice, which is good. There is a similar policy statement in the volunteer handbook. There is no reference to the policy on the Cathedral website, however.

As with the complaints policy, the whistleblowing policy makes no reference to timescales for response and resolution.

The auditors found that staff and volunteers were clear about what action they should take if they had a concern.

#### Questions for the Cathedral to consider

- What might the Cathedral do to ensure that its complaints and whistleblowing policies and procedures are fully compliant with national guidance, best practice, widely publicised and systematically monitored?
- How may the Cathedral and Diocese learn from effective practice elsewhere and work together to produce and publicise guidance on making a complaint about the safeguarding service in both the Cathedral and the Diocese?

### 5.4 CATHEDRAL SAFEGUARDING COMMITTEE

Based on the national guidance in *Roles and Responsibilities* for Diocesan Safeguarding Advisory Panels, any safeguarding 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*

Norwich Cathedral has its own safeguarding committee, (CSC) which was established in 2010. It has been chaired for the last five years by a lay member of Chapter. The functions of the CSC are set out in terms of reference dated March 2019 (which were readopted by Chapter on May 2019) and include the regular review of the effectiveness of safeguarding policy and practice for Norwich Cathedral. The minutes of each meeting are adopted at the following meeting of Chapter.

The CSC's membership includes the Canon Precentor and the Canon for Mission and Pastoral Care, as well as the Chapter Steward, key operational managers, and an independent expert with appropriate professional expertise and experience in the field of safeguarding, which is very positive. Staff from Norwich School (both upper and lower) also attend for items on the agenda that are of relevance to them. There are no members from external statutory agencies relevant to safeguarding. The CSC meets four times every year.

The lay chair of CSC sits on the Diocesan Safeguarding Advisory Panel (DSAP) as the Cathedral's representative. The CSO also attends. The DSAP also has an independent chair with a professional background in family law. He is a volunteer.

### *Analysis*

The CSC has taken an active leadership role in promoting and overseeing the development of good safeguarding practice across the Cathedral. Its membership is appropriate, given the staffing structure within the Cathedral, and its inclusion of an independent member is good practice, albeit the impact of their attendance is not apparent from minutes. The CSC keeps abreast of national policy developments and works to ensure these are translated into local policy and practice.

The agenda is not a standard one for every meeting, but usually includes a report from the CSO and the Named Person respectively. Attention paid to matters arising indicates the care that is taken to ensure that all decisions are followed through.

Minutes show that the CSC has been particularly vigilant in relation to Safer Recruitment and training. There are records of discussion about a range of both operational and strategic matters, and minutes show a willingness to look openly and without defensiveness at areas which need improvement, which is very positive, as is the positive identification of issues for resolution.

The auditors noted that there is regular discussion of individuals at the CSC, including those who may pose a risk to others. Although this is in the spirit of ensuring good practice, keeping others informed, and holding the Named Person to account, and discussion is anonymised in the minutes, it is the view of the auditors that this is overly operational, not appropriate and would not comply with good data protection practice. Comments are made elsewhere in this report about information sharing.

Given the progress that has been made in the past couple of years, in particular, the auditors are of the view that the time is right for the Dean and Chapter to review the terms of reference of the CSC in order to focus it explicitly on delivering the national Promoting a Safer Church policy.

In the first instance, this could involve the development of a safeguarding action plan which sets out, in line with national and local priorities, how the Promoting a Safer Church policy is being put into action.

The key purpose of the CSC would then be overseeing the delivery of the action plan, evaluating its impact, and reviewing the plan itself regularly. This may help to clarify the role of the CSC, to determine its membership and operating

arrangements, and also support the development of an enhanced quality assurance function. This could include considering whether professional input from external agencies is needed, and also how to ensure the group is informed by the perspective of survivors, children and vulnerable adults.

For the Chapter, this shift in the role of the CSC should in turn assist the Chapter in becoming more strategic in its oversight of safeguarding, and less operational than minutes indicate is sometimes the case at present. Adoption of the CSC minutes could perhaps be accompanied by an exception report from the CSC Chair, which highlights the few strategic issues which may need Chapter's attention and decision.

Further discussion is needed about whether and how particular cases should be overseen. Whilst the Cathedral will want to ensure that all cases are managed well and have good outcomes, and that the risk assessment and management of people who pose a risk to others is of the highest standard, the auditors would suggest that this needs to be considered by a smaller group comprising primarily suitably qualified and experienced professionals, whose remit will include decision-making about who needs to know what about individual cases. It may be that this can be considered together with the Diocese, where there may be similar issues.

#### 5.4.1 Diocesan Safeguarding Advisory Panel

Following a review by the then Bishop in May 2018, the Diocesan Safeguarding Management Group was renamed the Diocesan Safeguarding Advisory Panel (DSAP), in line with the national Church of England practice guidance *Key Roles and Responsibilities of Church Office Holders and Bodies* (2017). The model terms of reference set out in the policy were adopted, as was the model role description of the independent chair.

A new independent chair was appointed in October following the stepping down of the previous chair. This at present is a voluntary position, albeit with a recognition by the new Bishop that this may need reviewing in view of the significant and increasing demands of the role.

The auditors tried to arrange a conversation with the current independent chair, but, for a variety of reasons, this proved not to be possible.

The Chair of the CSC attends DSAP as the Cathedral's representative, together with the CSO.

The DSAP, as conceived in national guidance, has both advisory and scrutiny functions. The role of the Chair includes a responsibility to 'work with the Diocesan Bishop, the Diocesan Senior Leadership Team and other senior officials to ensure a constructive relationship with the DSAP in the joint quest of achieving a safer Church'.

The current DSAP, as evidenced by minutes of recent meetings, requires further development in order to fully meet the expectations set out in national guidance. The guidance itself is not specific in relation to its role with cathedrals, other than by the inclusion of a representative member. This provides an opportunity, in the view of the auditors, to consider how the DSAP might be developed into an active scrutiny body

in relation to safeguarding in the Cathedral. This could provide extra assurance to the Dean and Chapter, from outside the Cathedral itself, that they are meeting their safeguarding responsibilities.

#### **Questions for the Cathedral to consider**

- What steps does the Cathedral need to take in order to focus the work of the CSC on Promoting a Safer Church and strengthen its quality assurance role?
- How might the Cathedral work with the Diocese to review the current safeguarding oversight structures and ensure that they comprise a coherent and comprehensive system of governance and accountability in relation to safeguarding for both parties?

## **5.5 LEADERSHIP AND MANAGEMENT**

Safeguarding leadership falls in the first instance to the Dean, in that they lead 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 determine how well led the safeguarding function is.

### **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 safer place for children and vulnerable adults.

The Dean is firm in her belief that ‘the Cathedral is here for everyone and should be a community where all can flourish as well as being kept safe’. She has sought to give this message publicly, for example through preaching a sermon on ‘touch’. Messages about safeguarding are widely visible throughout the Cathedral, for example on the weekly Sunday sheets.

### **5.5.2 Strategic leadership**

#### *Description*

The House of Bishops’ *Roles and Responsibilities* practice guidance assigns different and overlapping roles to Dean and Chapter, with the former having a clear leadership role in relation to safeguarding, and Chapter having a strategic and oversight role in relation to the Church of England’s Promoting a Safer Church safeguarding policy. This includes the requirement to have a Promoting a Safer Church action plan in place that sets out, in line with national and local priorities, how the policy is being put into action and is reviewed regularly. This has been referred to in section 5.4 above.

The Chapter Steward has been in his post since 2011 and worked with the Dean and

Chapter to produce the strategic plan, which sets out the vision for Norwich Cathedral for the next five years. This is a 'rolling' document that was first written in 2015 and has been annually reviewed and updated since then. Whilst safeguarding is not an explicit section, it refers to the responsibilities of Chapter for the safeguarding of children and vulnerable adults, and there are references to safeguarding threaded through the document.

Strategic leadership of safeguarding is distributed amongst the Chapter members. The Canon Precentor is the Named Person and takes particular oversight of safeguarding children well as acting as the overall lead for managing safeguarding incidents involving children and vulnerable adults. A lay member chairs the CSC, as has been noted above. The Canon for Mission and Pastoral Care oversees a large proportion of the volunteer workforce of 600+ people as well as leading on pastoral care of vulnerable adults. The department of Schools and Family Learning is managed by the Canon Librarian.

### *Analysis*

The Dean's style of leadership is collegiate. She has worked to foster an open culture of healthy challenge where responsibility is shared, but supported by a strong framework of systems, procedures and training. The Dean and Chapter are thoughtful about the challenges they face and committed to learning and improvement. They are very respectful of the professional support and advice of the CSO and make increasingly good use of her.

Chapter minutes indicate that safeguarding is an item of discussion on every agenda. At a strategic level, Chapter reviews and signs off all policies, and maintains oversight of the CSC through adopting the minutes of the CSC's previous meeting. Members pay attention to communications and take opportunities to promote the safeguarding message. The Dean, Canon Precentor and Canon for Mission and Pastoral Care, in particular, provide very visible leadership of safeguarding, delivering strong messages at staff induction meetings, for example. They have given very clear messages about the importance of Safer Recruitment and participation in training which has positively influenced practice throughout the Cathedral. This is all very positive.

The auditors are of the view, however, that Chapter can at times be overly focused on operational matters, revisiting discussions that have already taken place elsewhere (at the CSC, for example) and becoming involved in the details of cases. A lack of a comprehensive quality assurance framework which can demonstrate the impact of what is being done, and highlight where there are gaps or areas that need addressing exacerbates this tendency. In the absence of a strategic plan for safeguarding, this is perhaps inevitable.

It was not clear to the auditors how strategic oversight is maintained of the management of sex offenders and others who may pose a risk to others.

### 5.5.3 Operational leadership and management

#### *Description*

As has already been noted, Chapter members take a very active operational leadership role in addition to their strategic responsibilities.

Operational leadership and management of all staff involved in the basic infrastructure of the Cathedral – the estates, recruitment of staff, management of DBS checks, finance, marketing and communications – as well as of the CSO, is the responsibility of the Chapter Steward, who attends Chapter but is not a full member. He works closely with the Dean and Canons in their areas of responsibility, for example with the Canon Precentor in relation to the department of music and liturgy.

The Canon Precentor directly manages the Master of Music, the Sacrist and verger team, and the Broderers' Supervisor (who in turn manages a number of volunteers). He has been in post for two years, during which time there has been significant development of safeguarding approaches in the music department.

The Canon for Mission and Pastoral Care leads on pastoral outreach. He visits people personally and also oversees the work of a team of pastoral volunteers, with whom he meets quarterly. As Chapter lead for 'welcome and hospitality', he is responsible for all the guides and welcomers, and the volunteers who do not directly relate to the areas of responsibility of his colleagues (such as the shop volunteers and choir chaperones). He has no paid managers to assist in this task, but is assisted by two voluntary coordinators. Many of the large public events put on by the Cathedral, such as the Seeing it Differently project during summer 2019, lie within his portfolio.

#### *Analysis*

Through his management of the administrators, the Chapter Steward is able to keep a close oversight of the efficiency and effectiveness of the Safer Recruitment process although this is not systematically reported to Chapter. Records of safeguarding training are retained by the Chapter Steward's office. The Chapter Steward's extensive experience of personnel management, together with 24-hour access to a HR helpline, means that the lack of in-house HR expertise does not appear to be a problem in Norwich.

Regular performance appraisal arrangements for staff are not yet firmly in place, which, in the view of the auditors, is a disadvantage when trying to introduce and reinforce performance standards and a clear safeguarding culture.

The Canon Precentor works very closely with the Master of Music. Together they are vigilant in reviewing processes and procedures, taking action where required. This has resulted in the positive decision to use paid chaperones as a core element of the Cathedral's support to the choristers, closer working arrangements with Norwich School, and very clear processes of recruitment and induction of choral scholars and lay clerks, for example. At all times, decisions and changes made are with the safety of children in mind. The auditors felt confident that matters relating to the safety and wellbeing of the choristers are well managed and consistently being strengthened.

In his role as Named Person for safeguarding, the Canon Precentor also works closely with the CSO to ensure safeguarding decisions and referrals to statutory agencies, including consulting with the Local Authority Designated Officer (LADO) or equivalent or potential conflicts of interest relating to allegations of church officers are handled consistently and well. He also takes a very active and personal role in his oversight of and support to the choir. The auditors recognise his commitment to ensuring that everything is done to the highest standard but wonder whether this is sustainable in the medium and long term.

The Canon for Mission and Pastoral Care has taken personal responsibility for the recruitment and safeguarding induction of all new volunteers, and has taken the lead in reinforcing the message that, for those volunteers in roles where a DBS check is required, the completed check must have been received before a volunteer can take up their role. The auditors were told that all those in roles requiring a DBS check have them and that the new database is helping to ensure that those who need their DBS renewed are followed up. Safeguarding handbooks, together with a linked briefing on safeguarding, are delivered personally to all volunteers by the Canon for Mission and Pastoral Care and signed for; fewer than 40 remain to be delivered in this way, all of which are to volunteers who are not in a role requiring a DBS check. The auditors were told of a few areas where there appears to be resistance by some volunteers to undertaking safeguarding training at the level determined by Chapter.

Whilst the Chapter is aware of this and the Canon for Mission and Pastoral Care is working tirelessly to try and address the issue, the auditors are concerned that there is insufficient operational capacity to manage this process systematically and in a timely way. This risks undermining the overall efforts to ensure that the Cathedral is a safe place for all, and dilutes the otherwise strong messages about safe practice.

#### 5.5.4 Culture

The most critical aspect of safeguarding relates to the culture, and the extent to which priority is placed on safeguarding individuals as opposed to protecting the reputation of the Cathedral. Also integral is the ability of all members of the Cathedral and its community to 'think the unthinkable' about their friends and colleagues.

SCIE's experience of auditing safeguarding in faith contexts more broadly, suggests that in areas where there is experience amongst senior clergy of previous serious abuse cases, a culture of openness and humility in approaching safeguarding issues can be stronger, along with a cultural move away from responses which give too much attention to reputational issues and the welfare of (alleged) perpetrators, as opposed to the welfare of victims and survivors.

A culture where safeguarding is seen as a shared responsibility supported by an expert team. An open learning culture starts from the assumption that maintaining adequate vigilance is difficult and proactively seeks feedback on how safeguarding is operating and encourages people to highlight any concerns about how things are working so that they can be addressed.

It was clear to the auditors that much thought and effort has been spent on developing a culture of safeguarding awareness throughout the Cathedral. This is

reinforced by visual cues (noticeboards, messages on pew sheets) as well as through a well-developed system of meetings and communication with staff and volunteers. There is still work to do to challenge some elements of complacency, such as the 'but we know them' attitudes to recruitment and use of volunteers in some areas, but the Chapter is aware of this.

The auditors noted that the identifying badges worn by staff and volunteers are difficult to see and read, and do not assist in enabling staff or volunteers to be easily visible in a crowd, for example. Chapter may wish to consider whether this is an area which could be improved on in order to reinforce the development of the Cathedral's safeguarding culture.

#### **Questions for the Cathedral to consider**

- What changes do the Dean and Chapter need to make in order to ensure that there is clear strategic leadership of the different elements of safeguarding – i.e. operational (Safer Recruitment, training, DBS), promoting the safety of children, vulnerable adults and overseeing pastoral care, and the management of sexual offenders – and ensuring there is adequate operational capacity to manage, train and support the paid and volunteer workforce?
- What additional actions do the Dean and Chapter need to take in order to promote further the embedding of a safeguarding culture across the entire Cathedral community?
- How might the Cathedral's vision document be strengthened to provide a stronger and more explicit commitment foundation for the Cathedral's work to make the Cathedral a safe place for all, particularly the young and the vulnerable?

## **5.6 LINKS WITH THE NATIONAL SAFEGUARDING TEAM**

Links with the NST are generally made directly via the CSO.

## 6 CONCLUSIONS

Safeguarding at Norwich Cathedral has many areas of strength, many of which the Dean, Chapter and staff identified in their self-assessment.

These include:

- A comprehensive framework of policies and procedures which are kept under regular review
- Some good processes aimed at keeping the choristers safe
- Good awareness of the vulnerabilities of some visitors and volunteers
- Good casework delivered and overseen by the widely known and respected Cathedral Safeguarding Officer
- Clear commitment to C1 training for all staff and selected volunteers – training itself valued and spoken of highly
- Evidence of Safer Recruitment practices consistently applied and recorded for both staff and volunteers
- Good systems for oversight of recruitment, DBS and training
- Strong leadership by the Dean and Chapter in working to establish strong culture of safeguarding
- A commitment to learning from mistakes
- Good communications, including regular engagement with staff and volunteers at many levels

The key areas for the Cathedral to address relate to:

- Clarifying the safeguarding governance relationship between the Cathedral and Diocese in order to strengthen internal and external scrutiny and accountability
- Reviewing the balance between strategic and operational responsibilities of Chapter members and addressing any gaps in capacity
- Developing a more strategic approach to safeguarding, including reviewing the role of the CSC
- Developing a more systematic approach to understanding and meeting the needs of vulnerable adults
- Developing a quality assurance framework in order to address areas of under-performance and understand effectiveness and impact
- Reviewing the MOU to ensure that CSO capacity and Diocesan support is adequate to meet need
- Addressing the gaps in Safer Recruitment practice and participation in training
- Clarifying approaches to information sharing, data protection and recording
- Working to ensure that the voices of victims, survivors and the vulnerable are heard and well understood.

Work in these areas will enable Norwich Cathedral to continue developing and embedding an effective and reliable safeguarding culture which both promotes the Cathedral vision and works for everyone.

## APPENDIX: REVIEW PROCESS

### DATA COLLECTION

Information provided to auditors in advance of, during and subsequent to the audit

#### *Context*

- Constitution and statutes (January 2014)
- Strategic plan 2019–2024 (rolling) (June 2019)
- Staffing structure (current)
- Annual report (March 2019)
- Self-assessment (current)
- Policy statement on safeguarding
- Cathedral map
- MOU (5 June 2019)
- CSO – job description (September 2018)
- Annual safeguarding report to Chapter from CSO (May 2019)
- Letter from Dean to Bishop re safeguarding (15 May 2019)
- Risk review (September 2019)

#### *Chapter*

- Safeguarding minutes for meetings 13 May 2019, 3 June 2019, 1 July 2019

#### *Safety committee*

- Meeting minutes 22 Jan 2019, 3 April 2019, 3 July 2019

#### *Cathedral Safeguarding Committee*

- Terms of reference (4 March 2019)
- Minutes 22 January 2019, 20 April 2019, 3 July 2019
- CCC Safeguarding (undated) – a theological reflection on safeguarding by Canon Precentor

#### *Anti-social behavior meetings*

- Minutes 25 September 2017, 23 April 18, 26 November 2018

#### *DSAP*

- Safeguarding Update to Bishop's Staff (May 2018)
- Minutes 07 January 2019 Revised 25 April 2019, 17 April 2019, 23 July 2019

#### *Policies, procedures and guidance*

- Complaints – Chapter minute (3 June 2019)

- Diocesan complaints procedure (undated)
- Internal complaints policy (3 June 2019)
- Dealing with difficult people (2015)
- Lost children (13 May 2019)
- Norwich School Child Protection Policy (Published 31 May 2019)

### *Choir*

- Child Protection and Norwich Cathedral Choirs (13 May 2019)
- Risk assessment – Germany trip (29 May–3 June 2019) (undated)
- Safeguarding Children (Visiting Choir Form Overseas)
- Safeguarding Children (Visiting Choirs UK Form)
- Safeguarding Children (Visiting Choirs) (13 May 2019)
- Chorister Handbook (2019)
- Welcome Pack Handbook for Visiting Choirs (2019)
- Music department safeguarding guidelines (2019)

### *Recruitment and training*

- Employment Law Employee Handbook (2 September 2019)
- Disclosure and Barring Service Policy (13 May 2019)
- DBS Policy & Flat Booking Form (February 2018)
- Safeguarding Training Policy (May 2019)
- Volunteer Handbook (2018 – 2nd edition)
- C1 booked places (2019)
- Evaluation of training (July 2019)
- Diocese of Norwich – independent safeguarding audit (SCIE) (March 2017)
- Application pack – part-time admin assistant safeguarding (September 2019)

### *Communications*

- Sun Sheet – Ninth Sunday after Trinity (18 August 2019)
- Sun Sheet – Tenth Sunday after Trinity (25 August 2019)
- Sun Sheet – Eleventh Sunday after Trinity (01 September 2019)
- Text for pew sheet and website (September 2019)

### *Safe practice*

- Norwich Cathedral booking form for Guided Visits (undated)
- Family day volunteers safeguarding and health and safety notes (undated)
- Risk assessment advice grids (2014)
- School Visits to Norwich Cathedral & Rose Lane Mosque (undated)
- Schools Dept Volunteer handbook (rev 2019)
- Volunteer Role Description for Sunday School
- Sunday School consent form

### Participation of members of the Cathedral community

During the audit, a Learning Together session with key chapter members and safeguarding staff was held at the start and end of the site visit, to discuss Norwich Cathedral's safeguarding self-assessment, and the auditors' initial impressions. The auditors were taken on a tour of relevant parts of the Cathedral and its associated buildings. The auditors also observed an evening rehearsal of the boys' choir, and an Evensong service at which the boys' choir sang.

Conversations were held with:

- Dean
- Canon Precentor
- Canon for Mission and Pastoral Care
- Chapter Steward
- Chair of the Cathedral Safeguarding Committee (who is also a lay member of Chapter)
- Independent Representative on the Cathedral Safeguarding Committee
- Bishop's Safeguarding Adviser
- Cathedral Safeguarding Officer
- Master of Music
- Head of Schools and Family Learning
- Sacrist
- Marketing and Communication Manager
- Cathedral Safeguarding Adviser
- Office Manager
- Safeguarding Administrative Assistant
- PA to Canon Precentor and Master of Music
- Choir chaperones

Telephone conversations were held with:

- Bishop of Norwich

Seven focus groups, of between four and seven people, were held with:

- Chorister boys and girls
- Children who attend Sunday School
- Chorister parents, some of whom were also volunteer chaperones
- Staff in the music department and lay clerks
- Volunteers from a range of different activity areas, many of whom are also members of the Cathedral congregation
- Staff without a direct safeguarding role

### The audit: what records / files were examined?

The auditors looked at 11 cases, 10 of which related to a person who may pose a

risk to others, two concerned vulnerable adults. Composite files with case details were also viewed.

Twelve HR files were reviewed for evidence of Safe Recruitment, six of which were for staff and six for volunteers.

Two Clergy Blue Files were reviewed.

## **LIMITATIONS OF AUDIT**

Nobody who had used the safeguarding service came forward for interview.

As identified under 5.4.1, the auditors attempted to organise a conversation with the Chair of DSAP, but through no one's fault, this proved not to be possible.