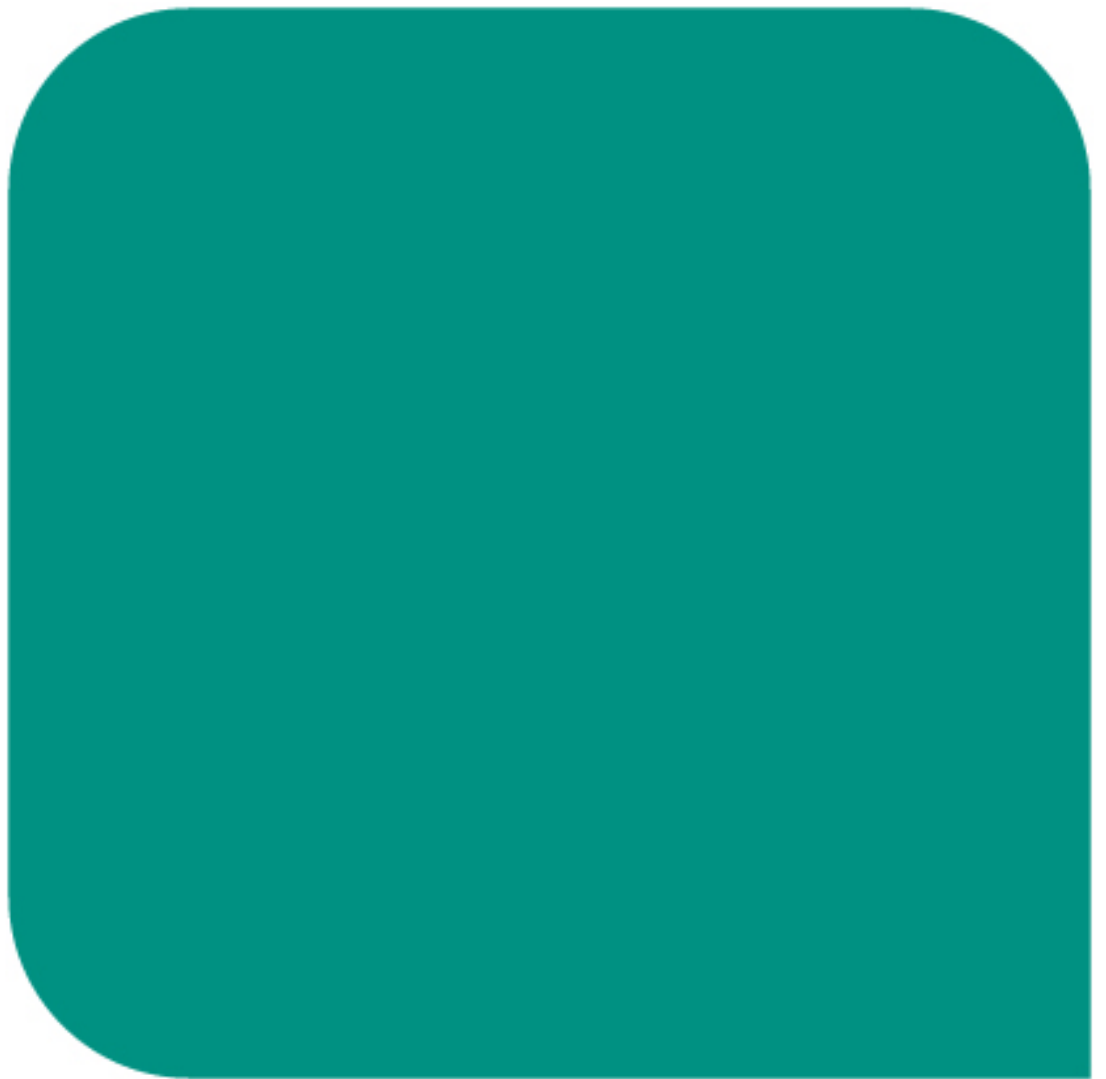




social care
institute for excellence

Carlisle Cathedral independent safeguarding audit (November 2018)



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

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

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

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

First published in Great Britain in April 2020
by the Social Care Institute for Excellence and the Church of England

© Church of England

All rights reserved

Written by Lucy Erber, Sally Trench with support from Sheila Fish

Social Care Institute for Excellence

Watson House
54 Baker Street
London W1U 7EX
tel 020 7766 7400
www.scie.org.uk



Contents

1	INTRODUCTION.....	6
1.1	The audit programme	6
1.2	About SCIE	6
1.3	The audit process.....	6
1.4	Structure of the report	7
2	CONTEXT	8
2.1	Context of the Cathedral and diocese.....	8
2.2	Contextual features relevant to safeguarding.....	8
2.3	Description of the safeguarding structure (Including links with the diocese)	9
2.4	Who was seen in this audit	9
3	FINDINGS – practice	11
3.1	Safe activities and working practices	11
3.2	Casework (including information sharing)	21
3.3	CDM	24
3.4	Training	24
3.5	Safer recruitment	25
4	FINDINGS – ORGANISATIONAL SUPPORTS.....	27
4.1	Policy, procedures and guidance	27
4.2	Cathedral safeguarding advisor and team and their supervision & management	28
4.3	Recording systems and IT solutions	31
5	FINDINGS – LEADERSHIP AND ACCOUNTABILITY	32
5.1	Quality Assurance	32
5.2	Complaints about the safeguarding service	32
5.3	Whistleblowing.....	33
5.4	Safeguarding Advisory Panel	34
5.5	Leadership and management	37
5.6	National issues	41

6	Conclusions.....	42
	APPENDIX: REVIEW PROCESS	44

1 INTRODUCTION

1.1 THE AUDIT PROGRAMME

- 1.1.1 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.
- 1.1.2 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

- 1.2.1 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.
- 1.2.2 Safeguarding is one of our areas of expertise, for both adults and children. We have completed an independent safeguarding audit of diocesan arrangements across the Church of England as well as supporting safeguarding in other faith contexts. We are committed to co-producing our work with people with lived experience of receiving services.
- 1.2.3 You can find out more about us on our website www.scie.org.uk

1.3 THE AUDIT PROCESS

SCIE Learning Together and our approach to audit

- 1.3.1 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.

Key principles informing the audit

1.3.2 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

Supporting improvements

1.3.3 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.

1.3.4 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. The Learning Together approach requires those with local knowledge and responsibility for improving practice 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.

1.4 STRUCTURE OF THE REPORT

1.4.1 This report is divided into:

- introduction
- the findings of the audit presented per theme
- questions for each cathedral to consider, where relevant, listed 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

- 2.1.1 The leadership in each Cathedral, as part of the audit process, was asked to supply a brief description of the institution. Carlisle's Cathedral's is here:

For 900 years, the Cathedral has stood on the English/Scottish border. Musically, the English choral tradition is highly valued with boys', girls', senior girls', Carlisle and Taizé choirs to support its worship.

Begun in 1122 as a Priory, and made a Cathedral by King Henry I in 1133, it is the only medieval English Cathedral of Augustinian foundation. The precinct is nationally recognised as of extreme archaeological importance. Today, the Cathedral Chapter welcomes local communities, schools, interest groups and domestic and international visitors on a daily basis. As a cultural hub its music, art, architecture and history make a significant contribution to Carlisle's visitor economy.'

- 2.1.2 Governed by its Chapter of Lay and Clergy Canons, and led by the Dean, the Cathedral works within its governing legislation The Cathedrals Measure and The Care of Cathedrals Measure, and safeguarding policy determined by the House of Bishops. It is the seat of the Bishop of Carlisle who is its Visitor. The Chapter employs eight full-time and 11 part-time staff and has 100 volunteers.
- 2.1.3 At the time of the audit, the Cathedral is beginning the build phase of a project that will deliver further staff, a new café, and a significant upscale to the teaching, learning, arts and visitor offer. This project is built around the Fraternity, a Grade 1 listed building standing next to the Cathedral, that once served as the Priory dining hall.
- 2.1.4 The current Dean is the Very Reverend Mark Boyling, who has held the post since 2004. He is assisted by the Canon Warden (who is also the Chapter Safeguarding Lead – CSL), the Reverend Canon Jan Kearton and the Canon Missioner, the Reverend Canon Michael Manley. The Canon Warden has held the lead for safeguarding since 2014.

2.2 CONTEXTUAL FEATURES RELEVANT TO SAFEGUARDING

- 2.2.1 The auditors were given a picture of the current circumstances of the city and the Cathedral's changing role. Over time, the city has lost much of its previous prosperity, and there is now considerable economic uncertainty, poverty and social deprivation. In response, the Cathedral has determined to adopt an 'outward-facing' approach, in order to support and add value to the local community. Ten years ago, a Canon Missioner was appointed to lead in this area, and to make links with local individuals and groups, which include children, young people and vulnerable adults.

- 2.2.2 There is a programme of age-appropriate teaching on Sunday mornings for choristers and children over the age of 5 years, led by the Canon Missioner, the safely recruited NMS Mission Volunteer, and other safely recruited volunteers. Young people leave the service before the Sermon and return during the Peace. There is no choir school. However, there are active girls' and boys' choirs, and therefore a need for chaperones to operate in the building every day of the week. Volunteers are present every day to assist the Head of Visitor Services in welcoming people to the Cathedral and looking out for their safety and wellbeing. The vergers are responsible for health and safety – volunteers only have the inescapable duties of care laid by law upon us all.

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

- 2.3.1 The Dean sees himself as having ultimate responsibility for safeguarding within the Cathedral. His Chapter Safeguarding Lead (the CSL) is the Canon Warden. She has the operational lead for safeguarding on a day-to-day basis, and is supported one day a week by a personal assistant (who is PA to the Dean the rest of the week). Casework and safeguarding advice are undertaken for the Cathedral by the Diocesan Safeguarding Adviser, who is based at Church House in Penrith. He works for the Diocese for three days per week on a sessional basis.
- 2.3.2 There is also a Safeguarding Trainer who works on a sessional basis for 14 hours per week and is also employed by the Diocese. The PA to the CSL undertakes this role for one day per week, and for the rest of the week is PA to the Dean.
- 2.3.3 There should also be a Cathedral Lay Safeguarding Lead (CLSL) whom members of the congregation can approach with any concerns. This role works closely with the CSL and holds the CSL to account for safeguarding in the Cathedral. This role has been vacant for two years although significant efforts have been made to try to fill it.

2.4 WHO WAS SEEN IN THIS AUDIT

- 2.4.1 The auditors held individual conversations with 13 members of staff and others in significant roles relating to safeguarding in the Cathedral. We were able to add on extra conversations, by telephone, in addition to the ones which were pre-booked. There were four focus groups, which were attended by everyone who had agreed to come.

Methodological comment

- 2.4.2 The auditors received all the relevant documentation which was requested; this was on time, despite the shortened time scale for the Cathedral to prepare (one month). We were impressed by the commitment to get this work done, as well as by the detail and clarity of the information sent to us, and the strong message of commitment to safeguarding.

- 2.4.3 The lead/coordinator for all this is the CSL, who continued throughout the audit to keep it running smoothly and efficiently. As a result, the auditors were able to make the most of the limited time available (2.5 days). There was a positive approach to the audit from church officers, who stated that they wanted to participate fully and learn as much as possible from the audit. They felt that they had a 'good news' story to tell about safeguarding over the past four years and saw the audit as a means of making further improvements.
- 2.4.4 Participants, in conversations and focus groups, seemed keen to be thoughtful and helpful. Unusually (in our experience), every participant in the focus groups contributed to the discussions/questions. This signaled a general sense of engagement, and also meant that the auditors got a very full sense of the level of understanding about safeguarding among the various members of the Cathedral community.

Any limitations to audit

- 2.4.5 The auditors did not meet with any survivors or others who have had a safeguarding response from the Cathedral because the only survivor with whom the Cathedral were in contact had died before the audit began. The file was provided to the auditors.
- 2.4.6 All requested blue files were provided but time constraints meant that none were audited.

3 FINDINGS – PRACTICE

3.1 SAFE ACTIVITIES AND WORKING PRACTICES

Precincts and buildings

- 3.1.1 There are significant challenges to running a place of worship that is open to the public. Managing the wellbeing of a large numbers of worshippers and visitors, some of whom may be vulnerable themselves, or a possible risk to others is a complex task.

Description

- 3.1.2 The Cathedral Close lies in the centre of the city and is open as a pedestrian public thoroughfare during every day, with gates closed at night. It houses a number of residential and administrative buildings, as well as the usual outbuildings that such a site requires. The Cathedral is keen to retain its physical accessibility 'at the heart of the community', but at the same time is aware of the implications for security and safety that this brings. A number of Cathedral staff live in buildings in the Close, including the Dean, Canons, the Head Verger and Director of Music.
- 3.1.3 The Cathedral, which is relatively small, has only one public entrance.
- 3.1.4 The Head Verger has been in post for over 28 years. He is routinely on site, and has an experienced team (one full-time assistant verger, and one part-time assistant verger) who, along with him, take very seriously the safety and wellbeing of all visitors.
- 3.1.5 There is a well-developed CCTV system within the Cathedral and in the Close, and this is monitored throughout the hours of opening by a member of the Verger's team. The Cathedral has over 100 volunteers. Of these, 50 operate in the Cathedral shop (sited within the building), as welcomers and guides; there is a rule that no one will work alone. They are managed by Head of Visitor Services, who had been in post two months at the time of the audit.
- 3.1.6 All volunteers have a useful booklet which provides them with essential contact numbers for church officers, and guidance about what to do in response to any safeguarding matters.
- 3.1.7 Both the Canon Warden (the CSL) and the Head Verger are either on site or almost immediately available to offer support and advice, and to step in when direct action is needed. The Canon Missioner is another familiar and available person to turn to, although the nature of his work means he is less consistently present in the building.
- 3.1.8 Some locations within the Close are known to be frequented by groups of teenagers, whose presence seems to be a source of anxiety to many and is viewed almost invariably as problematic. There have been some incidents of petty theft and damage. Many Cathedral staff, clergy, and tenants have

sought to engage positively with these young people over the three months they have been irregularly present, and have liaised with Police Community Support Officers (PCSOs) to share their concerns about the young people's welfare.

Analysis

- 3.1.9 The auditors gained an overall sense of the Cathedral precincts and buildings being a safe environment for visitors and those who work within the Cathedral. The set-up allows for good knowledge of who is in the building, and is supported by the high priority given to their safety by the Dean and Chapter, and how well understood the importance of safety is by all.
- 3.1.10 The Canon Warden, Head Verger and Canon Missioner form a familiar accessible and readily available team on hand to respond to any safeguarding concerns. No one is therefore likely to be far from someone they can turn to for assistance. The Verger and his team are ever present and available. Volunteers are clear and confident about these arrangements.
- 3.1.11 The tools to support staff and volunteers to know what to do if they identify any safeguarding matters, are clear and helpful. Volunteers in a focus group were able to identify the kinds of behaviour that would concern them, indicating confidence about what to expect and how to respond.
- 3.1.12 The commitment to safeguarding on the part of the Head of Visitors was tangible, through his own safeguarding training and the opportunities he described as seeking to keep safeguarding at the forefront of volunteers' jobs, via training, newsletters and other activities. In turn, the Head Verger is highly respected and trusted by Cathedral staff and volunteers.
- 3.1.13 The CCTV coverage provides reassurance and practical back-up for those present in the Cathedral and any problems arising.
- 3.1.14 The groups of young people in the Close appeared to have exposed the limits of people's confidence and functioning of current arrangements in managing the precinct. Wider sign-up and engagement with the positive kind of engagement conducted by the Head Verger is needed to avoid stigmatising the young people concerned, and potentially failing to identify any safeguarding needs.

Questions for the Cathedral to consider

- Where can the Cathedral turn for support with identifying best practice in supporting broad sign up to positive engagement with the young people who frequent the Close?

Vulnerable adults

3.1.15 People in the Cathedral deal with situations where pastoral care and safeguarding issues are intertwined and change over time, and so are not clear cut. In the context of Cathedrals, the openness to visitors and wide range of roles in which clergy, staff and volunteers get involved in supporting vulnerable people, this tends to be challenging. It creates the need for clear processes for:

- Recording, and clarity about the appropriate level of detail to record
- Reporting lines and requirements internally
- Risk assessing and decision making about when a referral to statutory agencies

Description

3.1.16 Vulnerable adults are part of the Carlisle Cathedral community as worshippers, members of the choir, bell ringers, volunteers and as occasional visitors.

3.1.17 The Cathedral's self-assessment identified in advance of the audit and further flagged in conversation to the auditors, the key challenge in relation to the choir, bell ringers and volunteers, of how to balance enabling approaches to the person, whilst maintaining public order and ensuring the vulnerable adult presents no harm to others, particularly children.

3.1.18 To assist the Canon Warden's thinking about the development of strategic resource, continuous improvement, risk management and daily operational issues that relate to the boundary between safeguarding and public order, a new Cathedral safeguarding group was being brought into being. At the time of the audit, membership had been established and a date of the first meeting set.

Analysis

3.1.19 The intention to support vulnerable adults well was evident in the shared awareness, across clergy, other staff, and volunteers, of individuals who may present as either distressed, mentally unwell, or disruptive.

3.1.20 The focus and resources now being targeted specifically on managing the relative risks of safeguarding and public order, are very positive. The new safeguarding group will be able to bring clarity to the Cathedral's approach, bringing adult safeguarding expertise to bear and formalising the approach to vulnerable adults, policies and procedures, via individual risk assessments (where required) and recorded safety plans.

3.1.21 In relation to worshippers and occasional visitors, efforts to give sensitive responses were evident, led by the Head Verger. Volunteers feel confident that they can rely on the Head Verger or one of the other vergers when needing help to deal with a distressed or difficult visitor.

3.1.22 Two of the cases audited related to domestic abuse and were dealt with appropriately. The Diocese had, at the time of fieldwork, recently changed its provider of domestic abuse support. For this reason, no leaflets were displayed on the welcome desk as the auditors were told would usually be the case.

Questions for the Cathedral to consider

- Is any outside support needed to help the implementation and evaluation of new arrangements related to safeguarding adults, particularly the use of risk assessments and safety plans to systematise the management of the tension between disruptive behavior/public disorder and the need to include individual vulnerable adults?
- What connections need to be made locally with other services which deal with vulnerable adults including the SAB?
- Is there any more that can be done to support accessible public message and personal response to both victims and perpetrators of domestic abuse?

Children

3.1.23 This section is about children who come to the Cathedral in various capacities. It does not cover choristers who are referred to in the next section.

Description

3.1.24 Due to the small size of the Cathedral and the redevelopment of the Fraternity building (see below), activities involving children and young people are currently limited to the choir and bell ringing.

3.1.25 Sunday Group: Young Cathedral and the Youth Cell are currently not meeting, but Sunday teaching is happening. There is a programme of age-appropriate teaching on Sunday mornings for choristers and children over the age of 5 years, led by the Canon Missioner, the safely recruited NMS Mission Volunteer, and other safely recruited volunteers. Young people leave the service before the Sermon and return during the Peace.

3.1.26 School visits: Any groups of school children visiting the Cathedral are expected to remain under the safeguarding procedures of their school, and, likewise, children who visit with their parents/carers remain the responsibility of those adults whilst within the Cathedral.

3.1.27 Visiting groups provide a contact phone number in case of emergency. This is the mobile phone number of an adult present with the children on Cathedral premises.

3.1.28 Taking photographs of visiting children, as well as the Cathedral choir, is not permitted and this is monitored by the Head Verger and his team.

3.1.29 Servers and other children assisting with services: There are no children acting as servers, or assisting in other ways in Cathedral services.

Analysis

3.1.30 Processes in place to safeguarding children in the Cathedral are clear and robust, with practical measures in place to enhance safeguarding.

3.1.31 The welfare of all children receives high attention, with the Verger and team actively focused on keeping the Cathedral a safe space for all.

3.1.32 The availability of volunteers, and arrangements for their support by the Head Verger and others, if they identify or have safeguarding concerns is a strength, as noted in section 3.1.10 above.

3.1.33 Arrangements for school trips are strong.

Questions for the Cathedral to consider:

- Does the Cathedral lay out its requirements for visiting groups clearly in a written documentation?

Choir

3.1.34 All Cathedral choirs raise a number of potential safeguarding issues. Young children, sometimes away from home, working towards a highly prized goal all add to the potential for choristers to be groomed by people in positions of trust within the choir context. Secondly, the demands of elite performance can be in tension or conflict with child welfare requirements and expectations. We deal with each in turn below.

3.1.35 Chaperoning is a key mechanism for enabling the safety of choristers across Cathedrals. It is a supervisory role with a number of different functions, not all of which relate to safeguarding. These include making sure that no children go missing, managing individual and group behavior, appearance and dress as well as maintaining vigilance in identifying any potential grooming behaviours and risks of abuse.

Description

3.1.36 Musically, the English choral tradition is highly valued in Carlisle Cathedral, with boys', girls', senior girls', Carlisle and Taizé choirs supporting its worship.

3.1.37 The girls' choir was formed in 2006. The senior girls' choir was formed out of the youth choir which itself began in 1997 but which has for the last two years been unable to recruit sufficient male voices to form a back row.

3.1.38 Children, both boys and girls, are recruited to join the choir aged 7/8. This is so that the boys, in particular, will have up to five years of voice training and singing before their voices break. Recruitment is on a rolling basis, as the

older choristers leave the choir.

- 3.1.39 There is no choir school and choristers come from various schools in the local community. The Head of Music listens to all Year 3 children individually, in their schools, and offers an invitation to audition in the Cathedral to all those who appear promising. The children's parents/family are invited to be fully involved in the choir schedule and activities. Most of the choir chaperones are also parents.
- 3.1.40 Since the formation of the girls' choir, the commitment required from children and young people for rehearsing and performing has been halved to attending on alternate Sundays and on two week-nights in rotation (rather than four, as it was before).
- 3.1.41 Preparation for singing takes place in the song room, where there are two chaperones. Chaperones take a register of children, and ring parents/carers if children who are expected do not arrive. Robes are put on top of clothing, so no garments are removed in order to prepare for singing.
- 3.1.42 When they are ready the chaperones escort the children (one at the front and one at the back) to the choir stalls. The chaperones then remain seated in the front pews so that the children/young people are fully visible.
- 3.1.43 They are then escorted back to the song room. Parents/carers waiting to collect children wait outside the song room and children are only released if there is a responsible adult there to collect them. The adult's name must be on the chaperone's list as a person authorised to pick up the chorister.
- 3.1.44 New children joining the choir(s) – probationers – are assigned a chorister to look out for them, and during singing performances, each probationer is placed between two choristers. The adult choristers (lay clerks) are also vigilant about the children's safety and wellbeing. All lay clerks have been safely recruited and fully trained to C2 level. All lay clerks are issued annually with the *Implementing safeguarding* leaflet which clearly lays out behaviour required towards children.
- 3.1.45 For the last two years all new probationer choristers have been given a tour of the Cathedral on joining. This did not happen when the senior girls first joined as 7-year-olds; they are the only group who have not had the opportunity.
- 3.1.46 Virtually all choir activity takes place in the Cathedral. Although singing tours have taken place in the past, none have taken place recently and none are planned as the DOM wishes to concentrate on improving the quality of singing before considering performing elsewhere.

Analysis

- 3.1.47 Since the closure of the Choir School in the 1930s, choristers have always been recruited from local schools, making membership of the choir more inclusive and reflective of the entire Carlisle community. This is positive in terms of inclusivity.

3.1.48 As there is no choir school, Carlisle has the challenge of managing safely all the children who take part in their choirs from the local community. The auditors were hugely impressed with how this is achieved. We found a detailed and thoughtful system for keeping children safe and well whilst in the Cathedral.

3.1.49 Chaperoning is a key mechanism for enabling the safety of choristers across cathedrals. It is a supervisory role with a number of different functions, not all of which relate to safeguarding. These include making sure that no children go missing, managing individual and group behaviour, appearance and dress as well as maintaining vigilance in identifying any potential grooming behaviours and risks of abuse.

3.1.50 Key to the effectiveness of this mechanism are:

- adequate staff ratios
- appropriate coverage by specification of when and where choristers are chaperoned
- clarity and delivery of all safeguarding functions of the task
- high-quality safeguarding training for chaperones.

3.1.51 The auditors judged the chaperoning arrangements positively, both at the beginning, during and at the end of the rehearsal or service. There are no gaps in these arrangements, and they signal to all those involved, including the children, the importance the Cathedral places in their safe care.

3.1.52 The only unintended consequence the auditors noted was one flagged by choristers. The strong safeguarding measures surrounding the choir, means that they feel they know very little of the whole of the rest of the Cathedral building, for they never have the chance to explore it – despite receiving an initial tour. This is a disappointment for them. The Head Verger also expressed the same view from a different perspective – that the choir members were no longer known to the wider community of Cathedral staff.

3.1.53 The auditors did not have the chance to explore the clarity of purpose of the chaperones, including whether vigilance about potential grooming was to be an overt expectation or focus of the chaperones' roles. Grooming is, however, clearly covered in their safeguarding training.

3.1.54 There is good practice in creating safety in relation to lay clerks in Carlisle with Safer Recruitment, safeguarding training, and clear and reinforced messages about behaviour required towards children.

3.1.55 The commitment of the Director of Music to building a culture in which the children naturally feel able to talk freely to a trusted adult is a strength. His work on involving families more also creates another layer of safety and vigilance for the children.

3.1.56 The welfare of choristers in the context of elite performance has improved in Carlisle recently. This was triggered by improved chorister recruitment which

allowed girls and boys to sing separately again. Rescheduling rehearsals has meant that each choir can again have a weekend off. The system has been made clearer and more family-friendly with fewer rehearsals for young children and earlier finishing times during the week.

3.1.57 The auditors judge these as important steps. The children and young people that we met in focus groups were very enthusiastic about the choir, and were adamant that the time commitments do not make them tired. A focus group of their parents confirmed this.

3.1.58 The children and young people told us that they felt safe and were able to say who they would approach if they were concerned about anything. The auditors heard one example from a chorister that indicated that concerns raised by children about how they are being treated, are heard and taken seriously.

3.1.59 Evidence from the cases reviewed by the auditors, also indicated that the Cathedral hear and take seriously safeguarding concerns about choristers stemming from outside the Cathedral, but brought to the Cathedral's attention.

Questions for the Cathedral to consider

- How can a better balance be struck between tight chaperoning arrangements and the opportunity for children/young people who sing in the choir to get to know their Cathedral building better?
- What can help chaperones in the difficult task of maintaining vigilance about grooming and abuse of choristers?
- What follow-up can support the annual *Implementing safeguarding* leaflet to help to embed codes of conduct for adults in their engagement with children in the Cathedral context?

Bell ringing

Description

3.1.60 Carlisle Cathedral has a company of around 30 bell ringers, led by a Tower Captain. He has been a bell ringer for 20 years, the Tower Captain in the Cathedral for five years, and also acts as the Diocesan Bell Adviser for all churches in Cumbria. The Tower Captain leads a team of five, who are also trained teachers of bell ringing. All are members of the Association of Ringing Teachers.

3.1.61 Six children and young people are also active members of the bell tower, where they ring in a team which includes mainly adults. On a typical Sunday, the overall group will probably number 16–20 ringers.

Analysis

3.1.62 Keeping young bell ringers safe and being set up to respond to any safeguarding concerns is an important part of Cathedral responsibilities.

Relevant practices that exist in Carlisle include:

- Every member of the tower has been safely recruited. All of the longer-standing adult bell ringers have elected to go through the Safe Recruitment process retrospectively.
- The children are required to be accompanied by a parent or trusted carer, both when they are learning to ring and on all other occasions, once they become a full member of the bell tower.

3.1.63 The auditors view these arrangements positively. As shown on training database and recruitment files given to auditors, all tower activity leaders are safely recruited to enhanced DBS levels on both workforces and trained to C2 level. This means that the trusted carer role can be delegated to an adult bell ringer in situations where a child does not have a parent or trusted carer who is themselves a bell ringer.

3.1.64 The auditors were told of the arrangement whereby for older teenagers, there is a negotiation with the young person, parent and Tower Captain about proportionate safeguarding especially regarding the need to be accompanied by an adult. We view this as appropriate and a useful way to achieve meaningful safeguards.

3.1.65 Positively, the focus on safeguarding has not led to risk aversion. Instead, it is being used to enable a more inclusive approach, making the activity accessible for vulnerable adults and young people too.

3.1.66 The safety of children and young people – including physically, as ringers – is promoted by the very experienced Tower Captain

3.1.67 Visiting bands ring alone and, the auditors were told, do not come into contact with children/young people.

Questions for the Cathedral to consider

- Is the good practice in safeguarding children and vulnerable adults in the bell ringing activities adequately publicised e.g. included on the relevant Cathedral website pages, and in any other literature produced to recruit to the choir and bell tower, some description of how children are safeguarded during these activities?
- Are visiting bell ringing troupes routinely asked, as a proactive measure, whether any of their members have safeguarding agreements?

The Fraternity

Description

3.1.68 The drive behind the Fraternity project is to develop a more seamless connection between the Cathedral, the city, and the local communities, as well as to

generate much-needed income for the Cathedral and support its sustainability. (See also Context, section 2.1.).

- 3.1.69 There is a stated commitment to keep safeguarding at the very centre of the project. Safeguards drawn to the auditors' attention included that tenders for contractors are required to sign undertakings about safeguarding and Safer Recruitment as part of their contracts. A whole range of posts, including café workers, are designated as requiring Safe Recruitment practice, indicating a shared commitment to safeguarding from the outset.
- 3.1.70 The Canon Missioner has been involved in the Fraternity development and was a member of the group that developed the activity plan.
- 3.1.71 A new appointment of Head of Visitor Services, has also been established, who will oversee the safeguarding message for volunteers, as well as keeping volunteers themselves safe, some of whom have become vulnerable adults over time.

Analysis

- 3.1.72 Currently, Carlisle is a Cathedral that does not have a significant number of visitors, either as tourists or as people taking part in activities (which are restricted as there is no space for them to take place). This will change significantly when the project opens as there will be a whole education department, café (there is nothing at present) and community activities. This means there will be more children and vulnerable adults on site than ever before and this needs to be planned for. Positively, the auditors saw safeguarding clearly being considered as integral to the planning of the Fraternity. This was evident to the auditors through all the practical details included above. It is a message that came out strongly in all the conversations with the auditors.
- 3.1.73 Mirroring the lack of risk aversion noted in relation to the bell tower, the auditors note positively the view that this provides useful opportunities to work with young people including disaffected young people.
- 3.1.74 Input to the auditors highlighted a need to check that the extent and detail of engagement of relevant people is sustained as the project progresses, particularly for key roles such as the Canon Missioner.
- 3.1.75 Fraternity events involving regulated activity will, as all events presently do, take place under the Cathedral's safeguarding policy. Safeguarding is already a requirement for regulated activity in our existing hire agreement terms, and these will continue to be implemented. However, the increased level of activities, larger events, more young people regularly in attendance, and the numbers of vulnerable adults who are likely to use the centre, including the re-opened café will bring new challenges to creating and sustaining safety for all. Everyone the auditors spoke to showed a clear awareness of this.
- 3.1.76 There is scope for further consideration of how safeguarding will function at this scale, including children and young people themselves.

- 3.1.77 The existence of a major construction site in the Cathedral grounds inevitably creates safeguarding risks. Temporary re-siting of visitor toilets to a less accessible and visible position pose some challenges to safety and oversight.

Questions for the Cathedral to consider

- Are people in Cathedral roles involved with community and youth groups continuing to be adequately engaged in the Fraternity Project so as to be able to influence the design e.g. the Canon Missioner?
- Is adequate consideration being given to vulnerable adults, including volunteers who have become vulnerable adults?
- Is there planning for any challenges that more children and vulnerable adults potentially being on site in large events in the Fraternity to current safeguarding capacity or arrangements?

3.2 CASEWORK (INCLUDING INFORMATION SHARING)

- 3.2.1 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

- 3.2.2 Casework is undertaken for the Cathedral by the Diocesan Safeguarding Adviser, who is based at Church House in Penrith. He works three days per week on a sessional basis, which means that if he does need to work extra hours he can do, but he is of the view that on average these are sufficient hours per week.
- 3.2.3 We audited all the cases from the last three years, totalling eight. Of these cases, three related to adults, one to an adult who had suffered historic sexual abuse, one flagged up in a subsequent enquiry as a possible survivor, and the remaining three related to children.

Quality of recording

- 3.2.4 Good quality recording is essential to being able to make sense of the development of situations over time, to allow cross-referencing between files, and so that others can pick up work as and when necessary, and readily understand what they are dealing with. In a Cathedral context, good quality recording is essential to support good working together between the CSL and DSA.
- 3.2.5 There are two sets of case files held, one by the Cathedral and one by the DSA. Those held by the DSA include more information, and are mainly in line with the guidance on the maintenance of casefiles, with the exception that

some did not have any dividers between sections. The file held by the Cathedral tends to be smaller with email exchanges and notes made by the CSL.

- 3.2.6 A system of duplicate file keeping on cases has multiple risks. A single case file, accessible to both DSA and CSL, would support more reliable information sharing and a single decision-making trail. This is a national issue.
- 3.2.7 A single case file system would also address problems created by the system of recording currently used by the CSL. Appropriate and useful notes are kept on people that she has discussed with the DSL and any decisions made, but these are all together in one Word document with the result that these notes about several different individuals are on the files of those who have been discussed. This gives rise to issues about confidentiality, and the need for a solution that addresses this to be considered.

Effectiveness of responses

- 3.2.8 The case file evidence revealed good analysis of situations and decision-making.
- 3.2.9 In relation to allegations against clergy and people in church-related roles including volunteers, we saw that responses were all timely, with relevant people both within the Cathedral and externally being liaised with.
- 3.2.10 In response to reports of abuse not related to church officers, such as familial abuse or domestic violence, the auditors looked at one case featuring domestic violence. This situation was dealt with appropriately with relevant referrals made and an appropriate response by the DSA and the Cathedral. Another case, further demonstrated an understanding and sensitivity to victims of domestic abuse.
- 3.2.11 In relation to vulnerable people or anyone in crisis, the case files confirmed discussions held. As noted in the section on vulnerable adults above, case files demonstrated that much sympathetic consideration is given, in particular by both the CSL and the DSA, about the careful and considered management of vulnerable adults whose behaviour can also present a risk to themselves, other adults and children.
- 3.2.12 An important gap noted by the auditors is the lack of any formal risk assessment and recorded safety plans.

Effectiveness of risk assessments, safeguarding agreements and the risk management plan

- 3.2.13 Safeguarding Agreements are a key mechanism to support offenders who wish to attend church, 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 level of diligence appropriate Safeguarding

Agreements. Clarity about the risks that a safeguarding agreement is intended to address, also allows for a robust reviewing process, which allows safeguarding agreements to be strengthened where needed, or indeed terminated if appropriate.

- 3.2.14 There are no Safeguarding Agreements in place at the Cathedral. The auditors looked at decision-making about Safeguarding Agreements in one case which appeared to be appropriate.

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.

- 3.2.15 An important part of SCIE's audit programme involves trying to speak to people who have first-hand experience of the Cathedral safeguarding response i.e. abuse survivors or others who have come forward to share concerns, or expected help from the Cathedral to keep safe for any reason. The auditors want to find out how timely, compassionate and effective people have found the Cathedral's responses and support. Constraints on the auditors meant that they were not able to follow up on contacts provided.
- 3.2.16 The auditors looked at two cases showing engagement with abuse victims and potential victims. One case was of an adult who had suffered historic sexual abuse and the other an adult had been flagged up in a subsequent enquiry as a possible survivor.
- 3.2.17 This indicated considerable commitment to striving to engage constructively with abuse survivors, including staying in touch after criminal processes are completed.

Information sharing practice

- 3.2.18 Information sharing was appropriate at the various levels that it is required and on a need-to-know basis only. As the DSA undertakes safeguarding casework for the Cathedral, it is his responsibility to share information with the Local Authority Designated Officer (LADO), multi-agency public protection arrangements (MAPPA) etc. This was seen as being done effectively and efficiently.
- 3.2.19 Specifically, within the Cathedral, information is shared only with those who need to know. All case files and all other sensitive information is kept in locked filing cabinets.

Questions for the Cathedral to consider

- How could you identify other Cathedrals who have developed solutions to avoid duplicate files being kept across Diocese and Cathedral?

3.3 CDM

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

3.4 TRAINING

- 3.4.1 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 of 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

- 3.4.2 Safeguarding training in Carlisle is delivered by a trainer who works 14 hours per week on a sessional basis, and is employed by the Diocese. Her time can be increased if this is required. The trainer is a qualified social worker, who has previously delivered training and who was also a DSA in another diocese until around two years ago. She delivers the National Safeguarding Team (NST) modular safeguarding training programme.

Quality of content

- 3.4.3 Safeguarding training is delivered by the Diocesan Safeguarding Trainer in line with the national programme developed by the NST, and adapted specifically to staff and volunteers of the Cathedral.
- 3.4.4 The auditors heard very positive feedback from both those we had conversations with and from those attending focus groups about the quality and relevance of the training that they had attended. Several people in focus groups commented that they had undertaken safeguarding training within their professional roles and had initially been dubious about having to attend further training because they had a role in the Cathedral. However, they all commented that the training they had attended for their Cathedral role had been presented in an engaging manner and very relevant to the church context, and some acknowledged that their safeguarding awareness had increased through attending. The auditors also viewed some feedback forms completed at the end of a training session, the majority of which were very positive.
- 3.4.5 The auditors did not see or assess first hand any adaptations made by the trainer specifically for the Cathedral context. The trainer has been part of the group reviewing the Church of England's national safeguarding guidance which involves both diocesan and Cathedral settings. The trainer supports the national development of training and, as a trainer inputting to the national review of training guidance, has contributed her experience of bespokeing

training for special settings.

Strategic training programme and delivery plan

- 3.4.6 The auditors did not see a strategic training programme and delivery plan. We are advised that there is a joint diocesan/Cathedral Safeguarding Development Plan overseen by the DSAP and which has been discussed with the NST. Planned sessions are advertised on the diocesan website.
- 3.4.7 We were told that newly appointed members of the clergy and staff, as well as volunteers, are expected to undertake required safeguarding training either before they commence work or immediately they commence work. The Dean told us that he is very clear that everyone must have had the required training before they can commence their duties.

Tracking system

- 3.4.8 The PA to the CSL keeps a good tracking system. It is very positive that this includes not only people who have been trained, but all who require safeguarding training, the date that they participated in it and the date by which they need to attend for updated training.

Questions for the Cathedral to consider:

- There are no questions for this section.

3.5 SAFER RECRUITMENT

- 3.5.1 Recruitment files are paper-based. A total of five were reviewed by the auditors. Four of these were for paid lay roles and one was for a volunteer role.
- 3.5.2 All volunteers are now safely recruited and each volunteer will have their own recruitment file. The Cathedral's pre-audit self-assessment says that they want to undertake the process of retrospectively safely recruiting all volunteers and ensuring that each has their own standalone file. This was also mentioned in several conversations and the auditors understand that this process has started with several members of the bell tower coming forward to do this. This is clearly positive.
- 3.5.3 The files we saw were in good order and had clear evidence of Safer Recruitment.
- 3.5.4 One volunteer file audited did not appear to have a completed application form for that specific role.
- 3.5.5 We asked about filing if there was a safeguarding issue about a member of staff or volunteer and were told there would be a separate safeguarding file kept and that there was no system in place to cross reference the two. The auditors are of the view that there needs to be some process to ensure that if

any member of staff or volunteer is the subject of a safeguarding concern that this can be clearly referenced on their recruitment file with information about where the safeguarding information is located.

Questions for the Cathedral to consider

- Who could best help you with introducing a process whereby if there is a safeguarding concern about a member of staff/volunteer then there is a cross reference on the recruitment file?

4 FINDINGS – ORGANISATIONAL SUPPORTS

4.1 POLICY, PROCEDURES AND GUIDANCE

- 4.1.1 The Cathedral has in place a range of comprehensive policies, the main one being the Cathedral Safeguarding People Policy. However, not all are up to date, and there are some that are still needing to be developed.

National policies

- 4.1.2 The Cathedral has adopted the NST policies and procedures, but the up-to-date versions are only available on its website. The version provided to the auditors was not up to date.

Diocesan policies

- 4.1.3 The auditors saw no reference to the Cathedral using policies that had been developed by the Diocese, except information sharing protocols – detailed below.

Cathedral-specific policies

- 4.1.4 The Cathedral has produced very comprehensive procedures for young choristers and also for contractors who are required to work on the Cathedral site.
- 4.1.5 There are no specific procedures for young bell ringers who ring in the bell tower.

Information sharing protocols

- 4.1.6 As the Cathedral uses the services of the DSA, the information sharing protocols are the same as that of the Diocese. The auditors saw evidence on case files of appropriate information sharing. The DSA has evidenced links with MAPPA.

Questions for the Cathedral to consider:

- What is the plan and timescale for updating the Cathedral Safeguarding People Policy to be in line with the National Safeguarding Team's policies?
- How are risks of duplication and/or divergence created by having local and national policies and forms in some areas being monitored and assessed?
- Is there any good reason not to undertake a similar risk assessment for young bell ringers as has been done for the young choristers, and then develop procedures to ensure the young bell ringers are as safe as possible whilst undertaking this activity?
- Do any other Cathedrals have a good complaints procedure for those that have contact with the Cathedral safeguarding services?

4.2 CATHEDRAL SAFEGUARDING ADVISOR AND TEAM AND THEIR SUPERVISION & MANAGEMENT

Roles and responsibilities

- 4.2.1 Casework and safeguarding advice are undertaken for the Cathedral by the Diocesan Safeguarding Adviser, who is based at Church House in Penrith. He works for the Diocese for three days per week on a sessional basis. If he does need to work extra hours he can do so, but he is of the view that on average these are sufficient hours per week.
- 4.2.2 The Safeguarding Trainer also works on a sessional basis for 14 hours per week and is also employed by the Diocese.
- 4.2.3 The PA to the CSL undertakes this role for one day per week, and for the rest of the week is PA to the Dean.
- 4.2.4 Those paid members of staff directly responsible for delivering safeguarding work within the Cathedral, and the CSL, seemed to the auditors to work very well as a team. We also heard in several conversations and in focus groups that the safeguarding team (including the CSL) has the support of others and they are viewed, and valued, as undertaking crucial work to a high standard. The core safeguarding team is rightly viewed as extremely strong and effective. Inevitably, some of this success is based on excellent relationships and trust, as well as individual skills.
- 4.2.5 The auditors were concerned about succession planning, as we wondered what would happen to the efficiency and quality of work if one of these individuals left or was not available for a considerable period through sickness/other absence. The Cathedral is fully aware of the need to considered 'succession' –for example, how to build resilience into set-ups such that change of key personnel could be weathered without significant disruption to safeguarding. It has timetabled a process due to begin in 2020 alongside Cumbria Methodist District and possible other partners.

Qualifications and experience

- 4.2.6 The DSA is a qualified and registered social worker who worked for many years in a local authority setting both as a practitioner and manager. He was independent chair of DSAP for three years following retirement in 2013 and took up the role of DSA in 2016.
- 4.2.7 Similarly, the trainer is a qualified and registered social worker who has considerable local authority experience as both a practitioner and a trainer, and has also been a DSA in another diocese. She has undertaken her current role for two years
- 4.2.8 Their backgrounds therefore fit with the specification in national guidance on Key Roles and Responsibilities (2017).

The supervision arrangements

- 4.2.9 The DSA is supervised by his opposite number in the Catholic Diocese of Lancaster. She is also an experienced and qualified social worker. They meet every quarter, but do sometimes meet more regularly, i.e. whilst he was recently undertaking a lessons-learnt review.
- 4.2.10 There are benefits to this arrangement, e.g. the DSA specified particularly the benefits of his supervisor's background in working with adults, and this area of work is increasing for him. However, the auditors see the arrangement as peer supervision, rather than supervision provided from an individual operating at a more senior level to the DSA. This is exacerbated by there being no agreement in place regarding the remit of the supervision, or the supervision model. The supervisor does not link in with the DSA's line manager, raising questions about how any performance issues would be fed into ongoing CPD plans or otherwise addressed. The DSA is in agreement with this point and, we are told, has raised it with the NST, suggesting that NST members have regional responsibility for a number of DSAs (the Methodist Church model).
- 4.2.11 The auditors also identified what we see as a potential conflict of interest: the Carlisle DSA also chairs Lancaster's equivalent of DSAP. This means that his supervisor and therefore something like his senior in the Carlisle context, is something like his junior in the Lancaster context. This raises the questions of whether such relations would act as a deterrent to the supervisor in terms of challenging the work of the DSA. The auditors did not see any evidence of this actually impacting on the work of the DSA. The DSA has recognised the potential conflict created and the process of arranging professional supervision from outside Church contexts is underway.

Employment arrangements

- 4.2.12 The DSA and trainer work on a sessional basis to undertake the hours of work per week as outlined in section 4.2.1. There is a memorandum of understanding between the Cathedral and Diocese agreeing the access that the Cathedral has to the time/capacity of the DSA and trainer. The PA to the CSL is a permanent employee of the Cathedral staff.
- 4.2.13 The auditors did not have the opportunity to explore in detail the Cathedral's rights as an employer in this arrangement, vis-à-vis the Diocese, for example, if they had concerns about the performance of the DSA. Nor did we have a chance to explore whether or not within the arrangement, thought had already been given to what to do when there was not enough resource to meet both party's needs.
- 4.2.14 Neither did we have time to explore in detail the strengths and draw-backs in terms of the strength of the DSA's position, if they were to end up in conflict with the Cathedral.

Adequacy of resources

4.2.15 The auditors were not left with a sense that in day-to-day work, the DSA required further hours of work. However, it was not clear how unanticipated demands would be handled.

4.2.16 In contrast, the match between training arrangements and demand looked like it would benefit from review. Linked to this, we question whether the number of hours allocated for the PA to work for the CSL match the tasks needed, if the organisation of training is taken into account.

Isolation/Integration and team support within the Cathedral

4.2.17 All those tasked with delivering a safeguarding service within the Cathedral, including the CSL, were known and highly valued by not only other members of staff that we had conversations with, but also by those attending focus groups. The auditors were left with a very positive picture of the way the safeguarding team was integrated into the Cathedral.

Conflicts of interest for the DSAs

4.2.18 The DSA is a member of the Catholic Church so holds no position within a parish church within the Diocese.

4.2.19 He has recently been made an Honorary Ecumenical Canon, appointed by the appointed by the Diocesan Bishop. The auditors understand that this is reasonably common in Cathedrals. Further, as with other Cathedrals, the auditors were told by several members of Carlisle Cathedral clergy that this is a role with few powers or responsibilities and was awarded in order to recognise the valued services of the DSA. We asked the chair of the Diocesan Advisory Panel if they had considered the award of this role as a possible conflict of interest, and she said that they had but had been reassured that the role had few, if any, powers attached to it.

4.2.20 However, the SCIE audit team remain concerned at how such a role and title may be perceived, especially by survivors of abuse from within the Church, or, indeed, to the many who will have no personal knowledge of the qualities and expertise of the DSA. The risk is that such a position of office could lead to assumptions that the DSA is a member of clergy with all the allegiances and potential conflicts of interests that would entail. Further, it could down-play the professional safeguarding expertise core to the function of the DSA. This issue is not unique to Carlisle (see section 6 National issues), and the auditors were very positive about the case work of the DSA that was seen as part of the audit (see section 3.2).

4.2.21 We note potential conflicts of interest between the DSA and his supervisor above.

External sources of support and consultation

4.2.22 The DSA has liaised with the National Safeguarding Team and the Provincial Safeguarding Adviser on two occasions when cases from the Diocese required this.

Questions for the Cathedral to consider

- What are the processes for routinely reviewing the adequacy of resources dedicated to the safeguarding team?
- SCIE sees important conflicts of interest in the DSA holding the award of Honorary Ecumenical Canon of the Cathedral. Can independent advice be sought, particularly from survivors of abuse, on the appropriateness and risks?
- What more can be done so that good practice in the team be embedded in systems and structures to ensure that the excellent work undertaken by the CSL and her PA and the DSA does not fall to these people as individuals but can be continued in their absence, or when they move on?

4.3 RECORDING SYSTEMS AND IT SOLUTIONS

4.3.1 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.

4.3.2 As described above in section 3.2.6 the Cathedral does not currently have a recording or IT solution that prevents the duplication of case files across the Cathedral and the Diocese.

Secure storage

4.3.3 Files are kept locked in metal filing cabinets. Those held by the DSA are at his office in Church House and those held by the CSL are in the office of her PA. This is an appropriately safe arrangement.

Access

4.3.4 Both filing systems are accessible to the DSA, the CSL and her PA. This is positive, as it provides access if any one person is unavailable.

Questions for the Cathedral to consider

- See section 3.2 for questions for the Cathedral

5 FINDINGS – LEADERSHIP AND ACCOUNTABILITY

5.1 QUALITY ASSURANCE

- 5.1.1 A safe organisation needs constant feedback loops about what is going well and where there are difficulties in relation to safeguarding, and this should drive ongoing cycles of learning and improvement. 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.

Description

- 5.1.2 Some elements of this exist in Carlisle at the moment, for example the evident commitment to lessons learnt reviews.
- 5.1.3 There does not appear yet to be a more varied programme for the Cathedral however, and this requires development. This can build on discussions being held about introducing a case review and risk management process.

Questions for the Cathedral to consider

- What quality assurance mechanisms – e.g. self-audit; routine benchmarking against other Cathedrals; lessons learnt from other Cathedrals; survivor feedback; staff feedback; learning cycles from case work – can the Cathedral use to monitor and develop safeguarding practice?
- How can these different mechanisms be brought together into an organisational learning framework?
- How best to initiate a quality assurance programme (rather than a casework review role) that relates to both Cathedral and Diocese through the DSP?
- Can quality assurance be included in the Cathedral Safeguarding Management Plan and Risk Register?
- Is it worth having a lessons learnt review protocol established that includes relevant independence e.g. through externally commissioned reviewers?

5.2 COMPLAINTS ABOUT THE SAFEGUARDING SERVICE

- 5.2.1 A complaints process is required so that anyone who has contact with the safeguarding service knows how to complain should they feel that they have a complaint to make. 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. The outcome of complaints enables an organisation to learn

from those who have had to use their service, enabling them to make any necessary changes or improvements

Description

- 5.2.2 There is a complaints process for complaining about the safeguarding service that is on the diocesan website. However, it is not on the Cathedral website, which does not adequately reflect the fact that the Diocese provides a service for the Cathedral and is governed by the Cathedral.
- 5.2.3 Making accessible information about the possibility and means of making complaints is also important to portray a sense that complaints are actively sought and welcomed as a valuable way of constantly refining and improving safeguarding, including learning from any mistakes or poor practice.
- 5.2.4 It will require some adaption to be relevant to the Cathedral.
- 5.2.5 The auditors did not see any complaints or the Cathedral's response to them.

Questions for the Cathedral to consider

- What is the timescale for adapting the diocesan complaints process for the Cathedral?
- Are there other places where it could also usefully be publicised?
- Can anything be done to communicate clearly that feedback, including complaints about the safeguarding service, are a positive, important part of maintaining a reliable safeguarding function in Cathedral life?
- Are complaints proactively identified when they do not come 'labelled' as such?

5.3 WHISTLEBLOWING

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

Description

- 5.3.2 A whistleblowing policy is in place and is contained within the Employee Handbook, which we were told is also issued to volunteers. It is fit for purpose and contains the contact details of an independent organisation that deals with whistleblowing should anyone require further advice.

Analysis

- 5.3.3 Our concern was how well known this policy was. We could not find it on the Cathedral website and were unclear as to if it has been issued retrospectively

to more longstanding members of staff and volunteers.

- 5.3.4 Feedback from the Cathedral highlighted that, outside the short timescale of the audit, it can clearly evidence whistleblowing which has led to investigation, dismissal of both volunteers and staff, discussion with the LADO and a subsequent report to the DBS.

Questions for the Cathedral to consider

- How can the whistleblowing policy be given more prominence, such as by including it on the Cathedral website?

5.4 SAFEGUARDING ADVISORY PANEL

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

Chair and membership

Description

- 5.4.2 The current chair is independent of the Diocese and Cathedral and works as an associate for a Christian safeguarding training and consultancy firm called 31.8 (formally CCPAS – Churches Child Protection Advisory Service). She has undertaken the role for two years and comes from a social work background and also has experience in delivering social work training.
- 5.4.3 Other panel members include the LADO, the Methodist equivalent of the DSA, a retired senior police officer and a retired senior probation officer, a safeguarding lead nurse from one of the health trusts, a lead from the Network Youth Church, an offender manager, several clergy representatives and the CSL.
- 5.4.4 The CSL attends on behalf of the Cathedral.

Analysis

- 5.4.5 The Cathedral has been proactive and ahead of the game in seeking oversight of its safeguarding arrangements. In 2016 when the diocesan audit of Carlisle took place, Chapter had already agreed to be overseen by the DSAP. The DSAP's Terms of Reference were amended to include the Cathedral.
- 5.4.6 The auditors judge the panel membership to be good in regard to the independence of the chair. The inclusion of the LADO is a core strength, bringing both vital knowledge and connections relevant to any concerns about

clergy or other people in positions of trust vis-à-vis children, as well as contemporary safeguarding experience and knowledge. Effort has clearly been made to bring in a range of professional perspectives, with police and probation also represented.

- 5.4.7 The auditors have an outstanding question that remains since it was raised in the November 2016 diocesan audit, as to whether the current membership of the Panel provides adequate current safeguarding experience.
- 5.4.8 Focusing specifically on how effectively the DSAP works for the Cathedral (as distinct from its role in relation to the Diocese) the auditors question whether the current set-up allows for adequate representation of the Cathedral on the Panel? Firstly, is a single representative of Chapter adequate to the tasks of the Panel vis-à-vis the Cathedral? Secondly, should that lone representative be the CSL given that the CSL also has to service the Panel with information about safeguarding activity in the Cathedral that is not lead by the DSA.
- 5.4.9 If the CSL attends DSAP meetings as a member, as well as serving the Panel with information from the Cathedral, how are these multiple hats and potential conflicts of interest managed? The House of Bishops' guidance states clearly that the DSA's role is to advise the Panel's work and attend in that capacity. Are there implications of this for the CSL role on the Panel?
- 5.4.10 The solution to these issues for Cathedrals will not mirror the diocese, given the more limited numbers of personnel and capacity. However, the structural problem remains. It is a national issue.

Clarity and effectiveness of purpose and function

Description

- 5.4.11 Following on from the November 2016 Diocesan Safeguarding audit a new Terms of Reference has been introduced. More work has been undertaken via specific sub-groups, one of which will be dealing with quality assurance.
- 5.4.12 The Panel meets quarterly, but with the increased responsibilities of sub-groups that are in the process of being introduced, more work will be undertaken by them, with reports into the quarterly panel meeting.
- 5.4.13 The Cathedral has long been included in the DSAP Terms of Reference, which is positive. The work of the DSAP is integrated into the Cathedral through the attendance of the CSL, who, according to minutes that the auditors saw, clearly plays an active part in the Panel. The auditors did not have the opportunity to explore in further depth exactly whether and how an appropriate focus on the Cathedral was achieved in Panel workings.
- 5.4.14 The Cathedral has fed back that, in the recent past, the CSL has been asked by the Panel to show evidence of the Cathedral training that has taken place and the way in which the Cathedral ensures that training is monitored for timely renewal. The CSL provided the Panel with a report which it discussed.

Analysis

- 5.4.15 The long history of having the Cathedral written into the DSAP's Terms of Reference is a strong start to making the DSAP work effectively for the Cathedral.
- 5.4.16 The example of Cathedral training oversight being taken by the DSAP is positive.
- 5.4.17 In common with other Cathedrals however, the auditors think more work is necessary to think through exactly how the DSAP works to provide adequate oversight of Cathedral safeguarding and effective scrutiny and challenge relative to its focus on the Diocese. Further, more thought is needed to whether and how the DSAP is accountable to the Cathedral for its work, and whether the Cathedral has adequate opportunity to influence (as appropriate) the focus and workings of the DSAP. This is a national issue.
- 5.4.18 The overall role of the Panel is to hold both the Diocese and Cathedral to account regarding safeguarding. The auditors found that robust scrutiny and challenge was not reliably and routinely provided and that the Panel continues to consider cases rather than undertake quality assurance processes, meaning that the Cathedral (and Diocese) is perhaps not held to account sufficiently enough.
- 5.4.19 To be effective, we would expect to see the Panel taking a proactive role in identifying what it wants to see, and what it needs assurance about – including but not restricted to training. Two points suggested to the auditors that such a proactive stance needs strengthening; the Panel had not raised questions, as the auditors have, about either the appointment of the DSA as an Honorary Ecumenical Canon for the Cathedral, or the supervision arrangements for the DSA.
- 5.4.20 The auditors noted that the Fraternity project's integration of safeguarding to its development is not a standing item for the Panel. The auditors understand that from the Cathedral perspective, the Fraternity is not in any sense separate from the Cathedral's regular safeguarding activity and the Cathedral would not expect DSAP to see it as a particular case. Rather our suggestion is that the DSAP can usefully monitor the Fraternity's development and implementation in order to ensure that the Cathedral is keeping safeguarding at the core of its planning.

Questions for the Cathedral to consider

- Is the Cathedral adequately represented on the Diocesan Safeguarding Advisory Panel, given that the Panel also functions for the Cathedral?
- Is there adequate clarity about the CSL role on the Diocesan Safeguarding Advisory Panel i.e. does she attend as a member, and/or to serve the Panel members?
- Does the Dean and Chapter have input into the priority given to responding to

the diocesan audit findings related to the shared Panel, including:

- specifying that the new sub-group develops a quality assurance framework rather than a casework advisory group?
- Does the Cathedral have influence to:
 - secure more representation on the DSAP from staff currently employed in organisations who deliver statutory safeguarding?
 - direct the Panel to focus more on possible conflicts of interest in safeguarding roles?
 - include the Fraternity project being a regular item on the agenda?

5.5 LEADERSHIP AND MANAGEMENT

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

5.5.2 The SCIE team finds it useful to reflect on that they have learnt about the actual meaning of 'leadership' and 'responsibility for safeguarding' in the Cathedral; in particular how this breaks down in terms of strategic, operational and theological/spiritual leadership and how well each is defined and understood.

Theological leadership

5.5.3 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.

Description

5.5.4 This was not discussed directly in fieldwork. Subsequently, the Cathedral has provided assurance of evidence of preachments and other activity involving Cathedral community members and our volunteers that addressed the theological necessity for safeguarding and its rightful inclusion in both the Cathedral's and the national Church's understanding of its mission under God. The Dean is very clear that members of the clergy have up-to-date safeguarding training before they can commence their duties in the Cathedral.

5.5.5 Another area where theological leadership is needed relates to the 'seal of the confessional' which is currently upheld in the Church of England's ecclesiastical law and is at odds with good practice in safeguarding. In Carlisle, considerable effort has been made to minimise the chances that disclosures of abuse will be heard in confession, whilst working within House of Bishops guidance and Canon Law.

- 5.5.6 This is accomplished by making very clear what is and is not Confession. The Dean has stated publicly, and regularly re-states, that Confession may only be heard by a Chapter clergy member and can only take place by appointment. During Confession, the priest will be robed and stoled. This avoids the claim that something has been heard under the seal of Confession when it has not. Further, those who take Confession seek to be very clear what it is about before they proceed. The auditors see that the clarity these efforts create as very positive. The current status of the seal of the confessional raises important ethical and moral problems for the House of Bishops, individually and collectively about whether people's welfare takes priority over all other considerations – see section 6 National issues.

Questions for the Cathedral to consider

- Is there more that the Dean can do to share positive public messages around the integral place of safeguarding in the theology of the Church of England?

Strategic leadership, operational leadership and management

- 5.5.7 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.

Description

- 5.5.8 Strategic leadership falls to the Dean and Chapter. The Dean delegates operational leadership for safeguarding (Chapter Safeguarding Lead – CSL) to the Canon Warden. The CSL is supported by a PA for one day per week.
- 5.5.9 Operational safeguarding is undertaken by the DSA based in the Diocese, and safeguarding training by the diocesan safeguarding trainer. Both the Dean and the Canon Warden have huge professional respect for the experience and knowledge of the DSA and would defer to his advice
- 5.5.10 The Dean stated clearly in his conversation with the auditors that he sees himself as having ultimate responsibility for the delivery and maintenance of a safe Cathedral for both children and vulnerable adults. He expects his team of clergy to support him in this. He said that he values having the highly professional knowledge and skills of the DSA and safeguarding trainer to assist in delivering this.
- 5.5.11 The Dean has monthly meetings with the Canon Warden regarding safeguarding and says he is only told of specific cases on a need-to-know basis. Lesser Chapter meetings also take place comprising the Dean, Canon

Warden and Canon Missioner. They aim to achieve a meeting once per fortnight. These meetings are less formal and no minutes are taken.

5.5.12 Safeguarding is a standing item on the Cathedral Council and Chapter meetings. The CSL also prepares an annual report on safeguarding for the Chapter meetings.

5.5.13 The Cathedral appears on the DSA's diocesan plan and the auditors were told that further development of a strategic plan will depend on the outcomes of this audit and the convening of a new Cathedral Safeguarding Group. At the time of the audit, membership of this group had been established and a date for the first meeting set. Risk identification, risk management and operational elements belong with the Cathedral Safeguarding Group which report to Chapter under the safeguarding standing item through the CSL.

Analysis

5.5.14 It was clear from pre-audit documentation and conversations that safeguarding is seen as the core of Cathedral life. The focus groups that the auditors met with had a very clear understanding that their spiritual leaders were highly committed to keeping both children and vulnerable adults safe.

5.5.15 Plans for the new Cathedral Safeguarding Group are positive and development of a strategic plan will be an important function of this group in order to help in setting priorities and identifying barriers. It would also add transparency to decision-making.

Questions for the Cathedral to consider

- Is there adequate clarity about how the functions of the Cathedral Safeguarding Group related to strategic planning and oversight, and will interface with the roles and function of the DSA and the DSAP, to ensure governance and accountability, scrutiny and challenge?

Culture

5.5.16 The most critical aspect of safeguarding relates to the culture within any organisation. In a Church of England context, that can mean, for example, the extent to which priority is placed on safeguarding individuals as opposed to the reputation of the Church, or the ability of all members of the Church to think the unthinkable about friends and colleagues. SCIE's experience 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 and accompanied by a 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.

5.5.17 Any cathedral should strive for an open, learning culture where safeguarding is a shared responsibility, albeit supported by experts, and which encourages people to highlight any concerns about how things are working in order that they can be addressed. 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 they can be addressed.

Analysis

5.5.18 The auditors found that Carlisle Cathedral had a strong safeguarding culture, with safeguarding placed clearly at the centre of everything it does. This was demonstrated in the documentation that the auditors were provided with, in our conversations and through the focus groups. Safeguarding is not seen as burdensome and procedurally led but as ensuring that those within the Cathedral community that need to be kept safe, are. Like any culture, that of the Cathedral is shaped in part from the top, and the commitment of Chapter members and other senior figures was clear.

5.5.19 The Cathedral's self-audit identified its aim for a whole-congregation buy-in for safeguarding. The auditors felt that this is an excellent ambition, demonstrating the desire for a culture that sees safeguarding to be an issue that everyone considers. The auditors felt a shared responsibility had been achieved across the Cathedral, with good use of the expertise of the safeguarding professional (DSA) was evident.

5.5.20 In a closed environment, raising issues, seeking help, or giving critical feedback can be hard. The auditors were informed of how volunteer training in Carlisle stresses the occurrence of past abuse at this Cathedral and the importance of whistleblowing about everyone from the Dean downwards. Training for volunteers and leaders is provided about who to contact (inside and outside the Cathedral) if they see, hear or are uncomfortable about anything happening here. The Cathedral proactively reminds them that past abuse was perpetrated by members of the clergy and that no one is above suspicion. This is extremely positive. It is especially important for Carlisle because as a county, Cumbria demographically has an ageing population, where young, economically active people leave in order to find work. The implications in this for the Cathedral is that professionals working in the county tend to know each other, which has led to quite enmeshed relationships between the safeguarding services of both the Catholic Church and the Church of England (i.e. supervision arrangements of DSA etc.).

5.5.21 There are implications of this Cumbria-wide context for the small safeguarding team of the Cathedral. The auditors also saw that the Cathedral seeks to reflect and learn from past safeguarding responses, supporting a learning culture. There is however always going to be a need for constant vigilance against the danger of the strengths of a tight team, becoming insular and failing to seek or hear when others raise concerns about how safeguarding is operating. We raise this as a systemic risk, and not something we saw evidenced during the audit process. Vacancies in key safeguarding roles, therefore represent key opportunities to bring fresh perspectives into the team

– such as the CLSL post (which has now been vacant for two years).

5.5.22 We have also indicated ways in which bringing in more scrutiny and challenge is the next step needed to support reliably good safeguarding, including making the most of independence and fresh eyes where appropriate. This is important because any environments that is inward looking and enmeshed, where there is little independent challenge, are those where sexual abuse is more likely to exist. Those that are outward looking with independent challenge are more likely to discourage those who abuse children from wanting to work in such an environment.

Questions for the Cathedral to consider

- How can senior people in the Cathedral further develop a culture of support and challenge?
- How could the Cathedral culturally move towards a more outward looking safeguarding service?
- Beyond training forums, could the Cathedral do more to own and publicly remember the past cases of clerical abuse and poor response in such a way as to support a positive contemporary culture of safeguarding?
- How can more routine feedback to senior management within the Cathedral from the various groups within the Cathedral community regarding safeguarding be sought and encouraged – e.g., volunteers, choristers?

Links with the National Safeguarding Team

5.5.23 The DSA has very strong links with the National Safeguarding Team. He is currently working closely with the team due to a diocesan case that it is involved with.

5.6 NATIONAL ISSUES

5.6.1 A system of duplicate file-keeping on cases across the Cathedral and Diocese where there is a service level agreement

5.6.2 People in key safeguarding roles being given honorary lay clergy titles e.g. Honorary Canon

5.6.3 How the Cathedral is best represented on the Diocesan Safeguarding Advisory Panel, and how the DSAP works effectively regarding Cathedral safeguarding activity.

6 CONCLUSIONS

This section provides the headline findings from the audit, drawing out positives and the areas for improvement. The detail behind these appraisals are in the Findings in section 3.

- 6.1.1 There is a genuine enthusiasm and commitment to safeguarding at all levels within the Cathedral, and an embedded understanding of its relevance.
- 6.1.2 There is stronger and better understanding about the safety and wellbeing of children, than about vulnerable adults.
- 6.1.3 There is a need for a greater use of risk assessments with vulnerable adults, and resulting management plans to enable effective management of the interfaces between pastoral care and safeguarding work.
- 6.1.4 There is ongoing, proactive thinking about the safeguarding of children in choirs, and actions taken to ensure they are safe and well.
- 6.1.5 The safeguarding efforts of the Cathedral would benefit from enabling children and young people in the choir to know and see more about the Cathedral in which they sing.
- 6.1.6 The Cathedral places safe practice and safe policies at the heart of safeguarding, and has worked hard and effectively to ensure this message is understood and accepted throughout the Cathedral community. There is an ongoing need to ensure that all policy is updated to reflect current NST guidance.
- 6.1.7 Training is valued and enjoyed, and is well attended across all staff, including volunteers.
- 6.1.8 In case work and recording practice, there is a need to unify records across the Cathedral and Diocese to avoid different information being in different places.
- 6.1.9 The safeguarding team for the Cathedral is made up of skilled, knowledgeable and highly professional individuals who appear to work very effectively together to deliver a good quality safeguarding service to the Cathedral. Succession planning and review of safeguarding resources to ensure continuity of this service can be further developed.
- 6.1.10 There is an active input of the DSA into all safeguarding work within the Cathedral. He is very well respected and has inspired confidence. However, there are concerns about potential conflicts of interest, including the supervision arrangements of the DSA.
- 6.1.11 The Cathedral has been proactive and ahead of the game in seeking oversight of some of its safeguarding arrangements, including DSAP scrutiny

of Chapter. However, oversight and scrutiny need to be developed more widely including bringing more independence to such functions e.g. in lessons learnt reviews.

6.1.12 There is a continuing need to strengthen feedback loops from the various groups within the Cathedral community to senior management within the Cathedral, regarding their experiences of safeguarding.

6.1.13 The Dean is clear about his leadership role and how this underlines the prime importance of safeguarding within the Cathedral

APPENDIX: REVIEW PROCESS

DATA COLLECTION

Information provided to auditors

- Minutes of DSAP
- Terms of Reference DSAP
- Self-assessment
- Relevant job descriptions/ person specifications and contracts
- Range of policies and procedures

Participation of members of the Cathedral

- The Dean
- Canon Warden/Chapter Safeguarding Lead
- Canon Missioner
- Diocesan Safeguarding Advisor
- Diocesan Safeguarding Trainer (by telephone)
- PA to the CSL
- Director of Music
- Head Verger
- Head of Visitor Services
- Director of Strategic Operations
- Chair of Cathedral Council
- Bell Tower Captain/Educational Tours Volunteer
- Independent Chair of the Diocesan Safeguarding Advisory Panel (by telephone)

There were also four focus groups comprising:

- choristers aged under 18
- parents and chaperones of choristers aged under 18
- lay clerks (adult choristers)
- members of the congregation and volunteers at the Cathedral

The audit: what records / files were examined?

Eight case files were audited:

- Three concerned children
- One adult who had suffered non-recent sexual abuse and one flagged up in a subsequent enquiry as a possible survivor.
- Three concerned adults

Five recruitment files were audited.