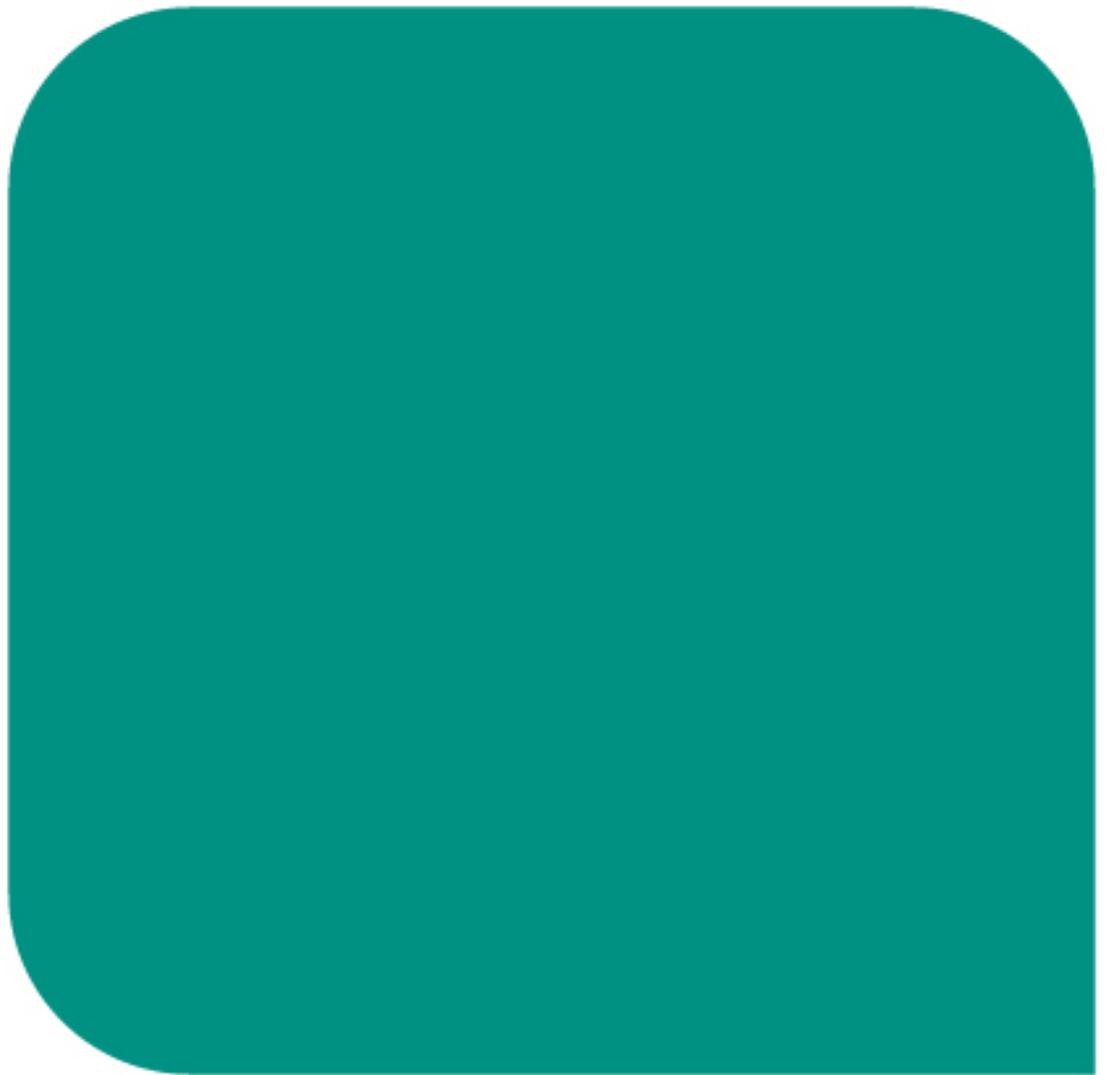




social care
institute for excellence

Diocese of Ely independent safeguarding audit (July 2016)



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.

Independent auditing of diocesan safeguarding arrangements for the Church of England

Diocese of Ely

Audit undertaken 12, 13 and 14 April 2016

Susan Ellery, Meiling Kam and Edi Carmi

First published in Great Britain in October 2016
by the Social Care Institute for Excellence and the Church of England

© Church of England

All rights reserved

Written by Susan Ellery, Meiling Kam and Edi Carmi

Social Care Institute for Excellence

Kinnaird House
1 Pall Mall East
London SW1Y 5BP
tel 020 7766 7400
www.scie.org.uk

Contents

1	INTRODUCTION	7
1.1	Context and background	7
1.2	The Diocese	7
1.3	Structure of the report	7
2	OVERVIEW	9
2.1	What's working well?	9
2.2	What needs to work better?	10
2.3	Summary of considerations for the Diocese	11
3	FINDINGS	13
3.1	Safeguarding management	13
3.2	Diocesan safeguarding adviser/s	14
3.3	Diocesan Safeguarding Management Group	15
3.4	Policies, practice guidance and procedures	18
3.5	Resources of safeguarding service	19
3.6	Recording systems and IT solutions	19
3.7	Risk assessments and safeguarding contracts / agreements	20
3.8	Training	22
3.9	Safe Recruitment of church officers	24
3.10	Response to allegations	24
3.11	Quality of case work	25
3.12	Complaints	27
3.13	Whistleblowing	27
3.14	Monitoring of safeguarding in parishes as part of Archdeacon's responsibilities	29
3.15	Resources for children and vulnerable adults	29
3.16	Information sharing and joint working	30
3.17	Quality assurance processes	31
3.18	Links with national safeguarding strategy and team	32

3.19	What national systemic safeguarding issues have arisen	32
	APPENDIX: REVIEW PROCESS	33
	DATA COLLECTION	33

1 INTRODUCTION

1.1 CONTEXT AND BACKGROUND

The Social Care Institute for Excellence (SCIE) has been commissioned to undertake an audit of the safeguarding arrangements of each diocese of the Church of England. The aim of these audits is to work together to understand the safeguarding journey of the diocese to date and to support the continuing improvements being made. Following pilot audits of four dioceses in 2015, an agreed audit model is being applied nationally during 2016 and 2017.

The audit of the Diocese of Ely was carried out by Susan Ellery (the lead auditor for this diocese) and Meiling Kam on 19, 20 and 21 July 2016.

The audit process incorporated an examination of files and documents, along with meetings with key individuals and a focus group of parish representatives. Details of the process are provided in the appendix.

The inherent limitations of the timescale meant that there was insufficient time to speak with all relevant individuals, so the auditors did not have a conversation with the Suffragan Bishop and one of the two Archdeacons. Also, because the scope of the national audits does not include safeguarding in the cathedrals, there was insufficient time to speak with the Dean or the Canon who leads on safeguarding (as would have been ideal, given the increasing collaboration between the Cathedral and the Diocese).

This report was written by Susan Ellery with support from Meiling Kam and quality assurance provided by Edi Carmi, the overall auditing lead.

1.2 THE DIOCESE

Ely is an ancient diocese, dating back to 1109. It covers the ceremonial county of Cambridgeshire and a small part of west Norfolk. The senior clergy team includes the Bishop of Ely, the Suffragan Bishop of Huntingdon and two Archdeacons. The Diocese includes the university city of Cambridge and the surrounding commuter villages as well as reaching into the agricultural areas in the Fens.

The diocesan self-audit 2015 states that the Diocese comprises 352 parishes, with 207 licensed clergy and a further 198 with Permission to Officiate and 144 lay readers. It is a relatively small diocese in terms of clergy numbers.

1.3 STRUCTURE OF THE REPORT

This report is divided into:

- Introduction.
- An overview of the auditors' findings: what is working well, what needs to work better and a summary of the 'considerations' for the Diocese.
- The Findings of the audit [links have been made with the S. 11 (Children Act 2004) Church of England national audit form].

- Considerations for the Diocese are listed, where relevant, at the end of each finding
- An appendix sets out the review process.

2 OVERVIEW

This section provides the headline findings from the audit, in terms of what is working well and the areas for improvement. The detail behind these appraisals are in the Findings in section 3.

2.1 WHAT'S WORKING WELL?

The Bishop is very clear that he takes the lead in safeguarding and the auditors saw a range of evidence, such as:

- his documented support for the Diocesan Safeguarding Adviser (DSA) in at least one case seen by the auditors
- a signed statement on the diocesan website
- his reported willingness to meet with survivors of clerical abuse and make a personal apology
- the approach taken by the bishop towards college chaplains (at the University of Cambridge) in persuading them to join safeguarding training (see 3.8 below)
- an annual garden party to thank Parish Safeguarding Coordinators (PSCs) for their work; the Parish Focus Group provided evidence that this is well received.

The senior clergy team share the Bishop's commitment. Although the auditors did not meet the Suffragan Bishop of Huntingdon and one of the two Archdeacons, they saw evidence of their support in case work as well as hearing directly from the other Archdeacon. The Suffragan Bishop publicly backed the Diocesan Safeguarding Adviser (DSA) in a case work example and she talked about his support when a question about the sanctity of confession came up in training. The auditors read evidence of an archdeacon attending a core group.

The blue files of licensed clergy show evidence of safer recruitment and were in good order.

The Diocesan Secretary talked about developing an overall strategy for diocesan growth of which safeguarding is an integral part. There is a clear view about how safeguarding needs to develop. The auditors also saw support of the DSA in emails from the Diocesan Secretary on case recording and saw a supportive management relationship in action.

The DSA works with a full-time Diocesan Safeguarding Officer (DSO) and together they form a strong and complementary team. The DSO's primary roles are to recruit and support the parish safeguarding coordinators and to organise and deliver training with the help of the DSA and a group of skilled voluntary trainers. As a result the DSA can concentrate on the design and planning of training and is not pulled away from the case work aspect of her role by the delivery of training.

Case work was sound in the cases audited and shows good multi-agency working. Five partner agencies (four statutory and the Cathedral) gave considered feedback to the audit and all spoke highly of their working relationship with the DSA. Recording is strong and responses are fast.

The systems for collecting information about safeguarding at parish level, tracking the Disclosure and Barring Service (DBS) records and for training are currently on separate databases. However, despite this drawback, data is actively used by the DSO and the Archdeacons to monitor safeguarding at parish level. The DSO collects information about safeguarding in the parishes and shares it with the Archdeacons to support their monitoring role. The auditors saw an example when an issue about a parish was raised in the focus group; they found that the DSO already knew about it and had alerted the relevant Archdeacon. The DSO's expectation was that the Archdeacon would pass it on the Rural Dean and act on it.

The Diocesan Safeguarding Management Group (DSMG) has very good multi-agency representation. Members met with the auditors and their commitment to the group was apparent.

The safeguarding team is outward looking and maintains strong links with statutory organisations. Partnership working is fostered by the multi-agency representation on the DSMG and the DSA's own professional network that she brought with her from the local authority. In addition, the DSO sits on training sub-groups of the Adult and the Children's Safeguarding Boards and is a member of a regional forum on safer recruitment.

The support of safeguarding in the Cathedral is going in the right direction, namely through greater cooperation, and, from the point of view of the Diocese, working relationships could be formalised in the future.

The Diocese is open to learning from situations that did not go well. The auditors were given a review of compliance with relevant policies and best practice in a case where a church congregation became over-involved in a dispute between parents. This was commissioned by the Diocesan Secretary from a neighbouring DSA. In another case, a refusal of Permission to Officiate, an (undated) peer review was completed by an assistant DSA from a nearby diocese.

2.2 WHAT NEEDS TO WORK BETTER?

The auditors were told by members of the DSMG and by members of the Focus Group that the Diocese is ahead of other dioceses in terms of safeguarding. While there is much in place that is working well, the auditors saw an inherent risk of complacency in such a belief. Some senior clergy and lay officers also identified this as a risk, and felt that it would be beneficial to let it go.

The DSMG has not been taking as strong a role as it could in terms of setting strategy, monitoring a business plan, or challenging the Diocese. It has not had an Independent Chair although this is about to change.

The diocesan safeguarding policy is difficult to navigate online as it lacks pagination and a contents list.

The diocesan complaints and whistleblowing policies and procedures are hard to find on the website and both are currently insufficiently comprehensive.

Written risk assessments were not used by the previous DSA and the safeguarding

agreements inherited by the current DSA (and seen by the auditors) are too general and, as seen in one case, can allow the subject too much leeway to push the boundaries of acceptable behaviour.

Adult safeguarding may be less embedded; certainly there are fewer referrals.

The Authorised Listener has not, it seems, been used in the two years the service has been available. Neither has counselling been funded or provided for survivors of abuse, as far as the DSA is aware. It would make sense to review the provision with the aim of improving take-up.

Safeguarding is more embedded in some parishes than others, and some incumbents clearly struggle to understand that they might be groomed by a perpetrator or that past behaviour is a good predictor of future behaviour.

2.3 SUMMARY OF CONSIDERATIONS FOR THE DIOCESE

The term 'considerations' instead of recommendations is used in the SCIE Learning Together methodology. The reason for this is that it is important that each diocese decides exactly how to implement the improvements indicated; this is likely to be different from place to place. Some considerations will be around taking specific types of action, whilst others will be alerting the Diocese to develop its safeguarding planning in the future.

These considerations are to be found at the end of each of the sections in the Findings (see section 3). They are listed below for ease of reference, but the detail behind each of these is in the Findings section.

Consider whether the responsibility for safeguarding is clearer if explicitly separated into spiritual, strategic and operational safeguarding leadership.

Further review the Terms of Reference for the DSMG, including membership, with the incoming Independent Chair.

Consider whether the incoming Chair needs to provide any training to members in the new tasks to be undertaken by the group.

Consider whether to develop a standing focus group to act as a consultation group to the DSA and the DSMG, or a sub-group of the DSMG.

Consider how best to replace local with national safeguarding policy and practice guidance.

Ask the Diocesan Synod to accept formally the safeguarding policy and practice guidance.

Develop the safeguarding agreements so that they relate directly to the risk assessment and reduce the room for the subject to push the boundaries of the agreement.

Consider a training plan that sets out who needs to be trained using the national training framework and how this is to be achieved over the next three years.

Write and publish a comprehensive complaints policy (that might encompass all complaints rather than only those about safeguarding), making sure that it is easily accessed via the search engine on the diocesan website.

Use the DSMG to track the learning from complaints and the progress of any actions taken as a result of a complaint.

Consider possible reasons why the Authorised Listener service is not being used and how it might be made more accessible.

Consider how to reach an information-sharing protocol with statutory agencies.

Consider how quality assurance can best be undertaken by the DSMG; what should be reviewed and monitored, how and with what objectives.

3 FINDINGS

3.1 SAFEGUARDING MANAGEMENT

The Bishop is very clear about his lead in safeguarding. The diocesan self-audit states that the lead is delegated to the Diocesan Safeguarding Adviser (DSA), rather than to a senior cleric or lay officer. The Bishop saw this delegation as a sign of the trust he places in the DSA. He expects the DSA to exercise professional judgement and to keep him informed. The Bishop and the DSA meet formally every 6–8 weeks and the DSA can contact the Bishop between meetings if need be.

The Bishop said that if there is a push back from a clergy person, either the DSA or the Diocesan Secretary (as her manager) might ask for his support, with the implication that it is freely given. Although the auditors did not read case work evidence of the Bishop's support, they did see evidence of the Suffragan Bishop providing very solid support in a case where he has revoked the licence of a lay reader and, by doing so, has changed the course of safeguarding action put in place for several years.

The Bishop has not had to deal with a major safeguarding incident involving a member of the clergy within his episcopacy but his predecessor did. The Bishop spoke of dealing with the legacy of a particular case and is aware that he may, one day, have to deal with an equally serious and tragic situation.

The DSA is line managed by the Diocesan Secretary, who also showed his confidence in the DSA via some emails in case records (as well as when talking to the auditors). The Diocesan Secretary takes the strategic lead in safeguarding. He described a sequenced change programme in safeguarding, since his arrival about two and a half years ago, which involved assuring himself of the safety and quality of what was in place and making necessary changes. The Diocesan Secretary has high and appropriate confidence in the DSA.

The auditors wondered whether it might be an advantage to have a clearer structure for the delegation of the safeguarding lead that takes account of the spiritual, strategic and operational leads which are in practice held by the Bishop, the Diocesan Secretary and the DSA respectively.

The Diocesan Secretary has written a strategy for growth across the Diocese, of which safeguarding is an integral part, under Build a Healthy Church. When writing the strategy, the Diocesan Secretary acquired the help of the Judge Business School at the University (in exchange for lecturing on organisational corruption) in organising a survey of church-goers. Out of 22,000 church members, an impressive 16,000 responded. The purpose of the survey was to try to get a consensus view and the Diocesan Secretary said that it has been helpful in winning hearts and minds in Synod and among senior clergy. In effect it gave him an additional mandate for change and safeguarding is part of that mandate.

The DSA felt well supported by all the senior clergy in the Diocese; the Bishop, the Suffragan Bishop and the two Archdeacons. Examples of their support were seen in case work and are referred to in later sections of this report.

The Diocesan Secretary leads on safeguarding at the Bishop's Staff meetings, where it is a standing agenda item. The Archdeacon interviewed said that the Bishop's Staff meeting also always addresses 'clergy of concern' (safeguarding or otherwise) although he felt that there is greater potential for the pooling of knowledge and agreement of actions, so that there are clear plans for the support and guidance of clergy who are falling behind in more than one area.

The Diocesan Safeguarding Management Group chair and DSA present the annual report on safeguarding to the Bishop's Staff and then to for the Bishop's Council.

Relevant Section 11 requirements

Part 1: Provide a structure to manage safeguarding in the Diocese (PAGC A.4).

Part 2: The Bishop appoints a member of his senior staff team to be the lead person for safeguarding.

Considerations for the Diocese

Consider whether the responsibility for safeguarding is clearer if explicitly separated into spiritual, strategic and operational safeguarding leadership.

3.2 DIOCESAN SAFEGUARDING ADVISER/S

There is one DSA and the current DSA has been in post since December 2015. She works a basic 21 hour week and had an additional 7 'floating' hours to cover training on a Saturday, evening working or simply the need to work more than three days a week. The DSA role has a job description and a person specification prepared in 2015 which are modelled on the national versions.

The DSA is a qualified social worker and was previously a Local Authority Designated Officer (LADO) for Cambridgeshire County Council. Her earlier career was in residential work with children and included management positions. As a LADO she sat on the Multi Agency Public Protection Arrangements (MAPPA) panel and worked for some time in the assessment and management of adults who pose a risk.

The DSA role has responsibility for all case work with children and adults, for policy and for training design and some delivery.

The previous post-holder was a consultant and worked directly, and only, to the Bishop, being the Bishop's Safeguarding Adviser (BSA). The move to an employed, diocesan position based at the Diocesan Office was made deliberately by the Diocesan Secretary to improve accountability and the ability to work with a range of clergy and lay officers. One person described the previous system as having made the BSA 'like an eagle in an eyrie' watching from on high whereas the DSA post is 'in the firm' and more available. The Bishop reflected that the advantage of the title Bishop's Safeguarding Adviser, was that, in a hierarchical organisation, it demonstrated that safeguarding was a personal priority for him and a core activity in the Diocese. The title Diocesan Safeguarding Adviser, gives the benefit of the role being embedded in the diocesan structure and allows for the possibility that anyone, including the Bishop, could be the problem.

The Archdeacon spoke about the DSA's high professional standing in the county and how her appointment has brought greater confidence in safeguarding processes in

the Diocese. He had seen a more rigorous approach to case work that can be uncomfortable for a subject but feels properly looked into at the end.

The Bishop shared the Archdeacon's view that there is a perception in the Diocese that any safeguarding issue will be pursued. He spoke of his own 'learning curve' about safeguarding and the clarity brought by the DSA to decisions about what is safeguarding and what is not.

In addition, there is a full-time Diocesan Safeguarding Officer (DSO) post, also managed by the Diocesan Secretary. This role has developed over the last few years and is held by a non-professionally qualified worker who has learnt through doing the job. She recruits and supports the Parish Safeguarding Coordinators (PSCs), delivers training in partnership with suitable skilled volunteer trainers or the DSA, maintains records about safeguarding in the parishes (DBS checks, policies, PSCs, etc.) and does the administration of safer recruitment for all clergy posts. It was clear from talking to the focus group that the DSO is the face of safeguarding in the Diocese to many people at parish level, although the parish priest in the group referred more to the DSA. One focus group member talked about the DSO's support when her parish decided to check the safeguarding policies of all the groups using the church hall.

To some extent the DSO covers for the DSA in her absence, but she does not take on casework. Reciprocal arrangements are in place with neighbouring DSAs and the DSA has the personal flexibility to make use of her floating hours in an emergency.

The DSA receives monthly professional supervision from the group manager of the LADO service in Cambridgeshire County Council. Both parties have signed a supervision agreement. The DSA has signed notes of the sessions and the auditors saw an example of her noting a decision made in supervision on the relevant casework file.

Relevant Section 11 requirements

Part 1: Appoint a suitably qualified diocesan safeguarding adviser, and provide appropriate financial, organisational and management support. The adviser must have full access to clergy files and other confidential material (PACG A4.5).

Part 6: The DSA's role is clear in the JD and person specification.

Part 6: The DSA has sufficient time, funding, supervision and support to fulfil their safeguarding responsibilities effectively; including local policy development, case work – including time for complex cases, advice, liaison with statutory authorities, training (coordination and direct delivery), personal and professional development and professional registration. Communication with parishes – (newsletters, website etc.). Also administrative and managerial support arrangements, out-of-hours / leave cover and access arrangements (planned and unplanned) to the senior staff team (PACG A4.5).

Part 8: The DSA should be given access to professional supervision to ensure their practice is reviewed and improves over time.

3.3 DIOCESAN SAFEGUARDING MANAGEMENT GROUP

The Chair of the DSMG was in the process of handing over to a new Chair at the time of the audit. The Chair (since 2006) is voluntary and is not independent, being a lay canon and a member of the Diocesan Synod, but does have professional

experience in teaching. The incoming Chair has a sound professional background in senior probation, was a Principal Research Fellow in a School of Social Work and a Service Manager for Safeguarding in a local authority. She has a Certificate of Qualification in Social Work and a Masters in Criminal Justice Management. She will be paid an 'honorarium'. The new Chair has no connection with the Church of England.

The Diocesan Secretary was very clear that he plans a different role for the DSMG under the new Chair. He saw it as the 'last piece of the (safeguarding) jigsaw' that he set himself to complete on his arrival, after reassuring himself that the training was fit for purpose and revising (and appointing to) the safeguarding adviser role. He wants the DSMG to have a much stronger quality assurance role and to 'hold us [the Diocese] to account', as well as setting strategy and monitoring progress.

The Archdeacon told the auditors that the Diocesan Secretary challenged the practice of the DSMG on his arrival as it had been largely focused on case work. New Terms of Reference were produced in May 2015. Two meetings have been held since May 2015. The first, in September 2015, was poorly minuted. The second, in January 2016, was chaired by the Archdeacon in the unexpected absence of the Chair and the minutes suggest a meeting that lacked agenda preparation. Both meetings showed little sign of being chaired in accordance with the Terms of Reference.

The auditors thought that meeting only twice a year was a source of weakness as there was little continuity. The Diocesan Secretary intends to increase the frequency of meetings to four times a year. It seems likely that he will wish to further review the Terms of Reference with the new Chair.

Membership of the DSMG currently includes:

- An independent lay Chair
- the Bishop's Safeguarding Adviser
- representatives from the Diocese of Ely:
- one member of the senior team
- two (lay) parish coordinators with relevant safeguarding experience
- an incumbent with a safeguarding role or recent statutory experience
- representatives from local statutory agencies:
 - County Council (children)
 - LADO
 - County Council (adults)
 - Police
 - Probation
 - Education
 - Health

The Diocesan Secretary is in attendance, and intends to continue to be so. The DSO is also in attendance and takes the notes. The DSA is a member and, given the intention to introduce a quality assurance role to the group, it may be better for her also to be in attendance to avoid reviewing her own work.

Likewise, it might make sense to remove the incumbent and the two parish safeguarding coordinators as their own work may come under scrutiny. They would seem more suited to a group with an operational focus, perhaps feeding into the DSMG their experience and opinions about how proposed changes (e.g. to practice guidance or training) might work 'on the ground' or how current practice might be further developed. At the feedback session, the auditors suggested the possibility of developing a standing focus group for this purpose, or alternatively a DSMG sub-group.

A real strength of the DSMG is the membership of representatives from statutory agencies and their commitment to attending. It is probable that the fact that most of the Diocese is in the area of one local authority helps, as does the strong professional network that the DSA brought with her and the fact that she was on the DSMG before she became the DSA. The auditors met with the Chair, the lay member (who is a Fellow and Director of Studies and a Senior Lecturer in Law at the University of Cambridge and a volunteer safeguarding trainer for the Diocese); and the members from statutory agencies: the LADO and the Adult Safeguarding Operations Manager for Cambridgeshire County Council, a senior probation officer and detective sergeant in the Public Protection Unit.

Members of the DSMG talked about the change in the role of the group and the consensus was that, while the new Chair will bring a different way of working, the composition of the group is right as is the direction of travel. It was clear that DSMG members liaise professionally (see 3.16) outside the meeting and all know each other well. This is both useful and potentially risky as good friends can make poor challengers. The auditors did not see evidence of collusion but the new Chair will need to make sure that DSMG members hold each other to account, as well as the Diocese (just as members of a local safeguarding children board should do).

The auditors considered whether to recommend that statutory agency membership should be at a more strategic level but the fact is that the members attend and are committed to the future of the group. To request more senior management representation would probably bring too high a risk of poor attendance and consequent lack of involvement. Instead, the current members may need some induction by the Chair into thinking strategically, constructing and reviewing a business plan and quality assurance.

Relevant Section 11 requirements

Part 1: Provide a structure to manage safeguarding in the Diocese (PAGC A.4).

Considerations for the Diocese

Further review the Terms of Reference for the DSMG, including membership, with the incoming Independent Chair.

Consider whether the incoming Chair needs to provide any training to members in the new tasks to be undertaken by the group.

Consider whether to develop a standing focus group to act as a consultation group to the DSA and the DSMG, or a sub-group of the DSMG.

3.4 POLICIES, PRACTICE GUIDANCE AND PROCEDURES

The Bishop's Safeguarding Adviser revised and reissued the diocesan policy and procedures in October 2015 just before she left. A statement from the Bishop in support of the policy prefaces both the downloaded and online versions. It is published online only although the auditors were told that there are a few PSCs who do not have personal internet access and might need to ask for the help of their incumbent (although they might equally phone the DSO for advice). There is a useful guide to what to read and when, but the document as a whole lacks a contents page and pagination. If you download the whole policy, you may have to scroll through page after page to find the required section. This makes it less user friendly than it would be ideally. The policy is, however, clearly written and comprehensive.

The diocesan self-audit 2015 states that the policy was accepted by Synod. The DSMG (January 2016) notes, however, that, 'It was suggested that safeguarding should be on the Diocesan Synod agenda as this had not been discussed or on the Synod agenda for a number of years'.

The only reference to national policy seems to be to Protecting All God's Children (2010) and it lacks a hyperlink. The DSA explained that the intention is to wait until the House of Bishops adopts a combined adults and children's safeguarding policy that will replace Protecting All God's Children and Promoting a Safe Church in December 2016. At that point, the Diocese will probably decide to adopt national policy and possibly add some interpretation into local practice guidance.

While this is understandable, it does mean that the Diocese is using a local procedure for safer recruitment in parishes despite the recent publication of a revised national policy and practice guidance (approved by the House of Bishops May 2016). It may make sense to replace sections of the diocesan policy with a hyperlink to the national policy as this is published.

Relevant Section 11 requirements

Part 1: Ensure the diocesan Synod adopts the House of Bishops' safeguarding policies, together with any additional diocesan procedures and good practice guidelines.

Part 9: The Bishop / Diocesan Secretary / CX, should ensure that the Diocese has a written procedure on how to deal with serious safeguarding situations and allegations against church officers. All allegations are dealt with in line with Responding to Serious Safeguarding Situations Relating to Church Officers and Other Individuals Practice Guidance May 2015.

Considerations for the Diocese

Consider how best to replace local with national safeguarding policy and practice guidance.

Ask the Diocesan Synod to accept formally the safeguarding policy and practice guidance.

3.5 RESOURCES OF SAFEGUARDING SERVICE

In terms of staffing, the resources are the DSA who has 21–28 hours a week and the DSO who is full time. The DSO undertakes some tasks which might be done by an administration officer elsewhere, such as keeping records of DBS checks and training, doing the processing of passport checks and DBS applications at all clergy interviews and minuting the DSMG. In addition, the dioceses can call on a pool of volunteer trainers who all have safeguarding experience in their current or previous professional lives. An administration officer supports safeguarding two days a week, and she sends out template letters to remind people that they are due to train or re-train.

The DSA and the DSO share a room in the Diocesan Office with the Diocesan Secretary next door. The future of the site is to be reviewed but the premises are fine in terms of working conditions.

The Diocesan Secretary explained the process should it become evident that further resources are needed for safeguarding. He runs an accrual budget with some flexibility to look ahead and prepare for future demands. A business case would be presented to the Finance Committee and the Diocesan Secretary was confident that additional resources would be agreed.

The Diocese would seem to be fortunate in that it is in good financial shape and the Diocesan Secretary has been able to make savings since his arrival about two and a half years ago. At present, the total resources given to safeguarding are sufficient and, as a result, the job of the DSA seems to pose reasonable demands (notwithstanding the fact that the DSA is very well organised).

Relevant Section 11 requirements

Part 6: The DSA has sufficient time, funding, supervision and support to fulfil their safeguarding responsibilities effectively; including local policy development, case work – including time for complex cases, advice, liaison with statutory authorities, training (coordination and direct delivery), personal and professional development and professional registration. Communication with parishes (newsletters, website etc.). Also administrative and managerial support arrangements, out-of-hours / leave cover and access arrangements (planned and unplanned) to the senior staff team (PACG A4.5).

3.6 RECORDING SYSTEMS AND IT SOLUTIONS

This section addresses recording practice and systems. There are sections further in the report about the quality of the topic.

Although the auditors were told that the Diocese has a problem in that it uses multiple databases to store records, and that progress towards a single system is slower than ideal, this has not hindered the keeping of records. The DSO maintains the databases for DBS tracking and training, and acknowledges that she has to enter the same data several times. A single system would bring obvious increased efficiency and free up time to do something more productive.

DBS applications have all been online since January 2015, commissioned from Access Personal Checking Services (ACPS). The DSO is the manager for every parish account and provides training on using the service.

The auditors read several case records compiled by the Bishop's Safeguarding Adviser. All were in A4 plastic envelopes and in a loose-leaf format. At the front is a sheet that states when the record should be reviewed and the DSA explained that case filing was done under the date of review for a decision about destruction of the record. The retention policy used was taken from a national voluntary organisation. At the most recent DSMG, it was agreed to change immediately to the guidance from the Church of England National Safeguarding Team. The previous policy evidently dated to the introduction of the Data Protection Act but the auditors agreed with the diocesan view that it had an inherent risk that information that might be useful in a future safeguarding enquiry would have been destroyed.

The records kept by the BSA were less well organised than those of the DSA but, helpfully, each case has a summary at the front that gives the basic story of the case.

The DSA and the DSO both have access to case work records which are stored electronically and in a paper file. The DSA implemented a system for record-keeping that is based on the one she used as a LADO, and this works well. She prefers a dual system of both an electronic and a paper record. The case recording system works in that it is possible to see who is involved, what happened and the outcome. The system records in real time (rather than writing up at the end or periodically) which produces a reliable record in terms of completeness.

The DSA also keeps an electronic Record of Contacts that has the basic details of each case and/or enquiry and highlights actions brought forward in yellow. This is simple and effective. All records are securely stored at the Diocesan Office.

Relevant Section 11 requirements

Part 1: Provide access to the Disclosure and Barring Service checks for parishes, the Cathedral, the Bishop's Office and the Diocesan Office for those beneficed and licensed clergy, paid workers and volunteers who need to obtain disclosures.

Part 1: Keep a record of clergy and church officers that will enable a prompt response to bona fide enquiries. This record should include start and finish dates, all posts held and next post when known; where there have been safeguarding concerns, these should be clearly indicated on file.

3.7 RISK ASSESSMENTS AND SAFEGUARDING CONTRACTS / AGREEMENTS

The DSA discussed with the auditors the fact that she inherited no risk assessments and safeguarding agreements that are too general. The auditors were concerned that there are only five safeguarding agreements in place across the Diocese but did not come across any cases where there should have been an agreement and so could draw no conclusions about the low number.

In one case audited, the nature of the safeguarding agreement gave the subject the leeway to push the boundaries. He was forbidden to make contact with a child unsupervised but he apparently made attempts to get to know a child during informal conversation at the end of the Sunday service. He breached the spirit but not the detail of his agreement.

There seem to be a handful of incumbents who struggle to lead on the implementation of safeguarding agreements. The BSA quoted one incumbent as

saying that the safeguarding agreement that transferred from a neighbouring diocese was 'harsh' and that the subject reported feeling 'destroyed' by the annual reviews there. It is possible that the subject was grooming the incumbent into feeling sympathy for him. In another case, an incumbent is quoted as encouraging a parishioner subject to a safeguarding agreement following his release from a lengthy prison sentence for a very serious violent crime to 'move to a more ministerial role'. The credibility conferred by such a move would have been completely inappropriate and potentially dangerous, and the BSA resisted. However, the agreement (August 2015) is non-specific about what is prohibited and does not list the terms of the subject's life licence which risk being lost by the Church. This is worrying given that the person is subject to Multi Agency Public Protection measures and remains assessed as high risk by probation.

In another case of a convicted offender being released from prison, the BSA did not join the meeting to agree the safeguarding agreement. Although the incumbent in question was probably able to set the tone and constructed a reasonable agreement, it would have been better practice for BSA to take the lead.

However, the cases mentioned above are all past practice and the auditors were satisfied that the DSA acts differently. All the safeguarding agreements that had been reviewed by the DSA were signed by all parties, with a copy on file. The auditors read cases where a safeguarding agreement is in place without a conviction. The DSA talked about her growing confidence in constructing robust safeguarding agreements and how her practice has developed over her six months in post.

The DSA was considering a risk assessment format that includes risk factors such as life history, current lifestyle, the offender's own account of their offending, as well as the risks posed by their inclusion in the congregation and any specific risks posed by the church building. It is extremely detailed and may work well where the subject is a convicted offender, but has not been used yet. It would be possible to use a less detailed format where people are thought to pose a risk but there is no conviction.

As safeguarding agreements come up for annual review, the DSA is starting to risk assess using the Type A¹ Risk Management plan in the national guidance. She is also tightening up the wording of the safeguarding agreements in place. The DSA has not yet been in a position to start from scratch with a risk assessment and safeguarding agreement.

To date, the Diocese has not had cause to commission a Type B² Risk Assessment.

¹ The Risk Assessment Guidance published by the national Church in June 2015 defines a Type A Assessment as one which will normally be conducted by the Diocesan Safeguarding Adviser or their delegate, taking into account the advice and assessment of statutory agencies. For further information about the purpose, content, etc. please consult the Guidance which is available on the CoFE website.

² As above, please consult the Guidance. In brief, a Type B Assessment is commissioned by the Diocese or responsible body and referred to an independent agency or professional person qualified and experienced in safeguarding risk assessments.

Relevant Section 11 requirements

Part 1: Provide access to a risk assessment service so that the Bishop or others can evaluate and manage any risk posed by individuals or activities within the Church.

Considerations for the Diocese

Develop the safeguarding agreements so that they relate directly to the risk assessment and reduce the room for the subject to push the boundaries of the agreement.

3.8 TRAINING

The diocese has in place a training package that includes a three and a half hour basic awareness session and a two-day training course. The former is delivered on request, in an evening or at a weekend, often to a group of parishes, to an audience of 20 or more, and can be tailored to a specific audience. The two-day course is used for licensed clergy as well as church wardens, PSCs and tower captains (bell-ringing leaders) and is now being delivered to licensed lay ministers (readers) as well, in 'a catch up' exercise.

When the DSA came into post, she found that training dates for the two-day course had been set throughout 2016. The decision was taken to run an updated version of the training devised by the BSA until January 2017, when the national training framework will be implemented.

Opinion about the quality of the two-day course varied. One senior clergy person described it (previously) as 'unhelpful' and said that it failed to evolve. Members of the Focus Group said it has been changed recently by the DSO and has improved. One person had recently attended an evening training session that had brought together six churches, and praised the 'No question too stupid' ground rule, saying that she could feel anxiety levels reduce. Generally, the move to the national training framework was seen as an opportunity to move the Diocese on from a training package that needs modernising.

Training is three-yearly for everyone who takes the two-day course. Invitations and reminders are sent out with an escalation process that includes a letter from the Bishop and action by an Archdeacon should clergy ignore their reminder. The Bishop's letter is seen as something to be avoided and now rarely needed.

The Bishop talked about how the colleges at the University of Cambridge (as at Oxford but nowhere else) are historically outside the jurisdiction of the Bishop. Some college chaplains have used this to justify non-attendance at safeguarding training. The Bishop has responded by saying that, unless they join the training, he will not renew their licence and without the Bishop's Licence, chaplains can operate only within their own college. The Bishop also points out that chaplains are accountable to him as Anglican clergy in his diocese and that, should it come to Clergy Disciplinary Measures, he would head that process. The Bishop holds an annual Service of Licensing for chaplains and no chaplain is now unlicensed, in a context of encouragement by the BSA and latterly the DSA to embrace a culture of safeguarding.

Training is provided by the DSA to Cathedral clergy and relevant staff. The Bishop noted that there used to be some resistance to joining diocesan training but not any more. The auditors saw this training provision as a generous offer by the Diocese. The canon in charge of safeguarding at the Cathedral provided written feedback that, 'We have also invited the Diocese to assist us with our safeguarding training to large numbers of volunteers, which has been a challenge, but with their expertise and help we have managed to provide efficient and comprehensive training'.

Safeguarding training is not provided to religious communities in the Diocese. One of the two theological colleges has asked the DSA to provide safeguarding training. The other theological college and the Eastern Region Ministry Course (tailored primarily for those working full time), which is based at the Anglia Ruskin University campus in Cambridge, make their own arrangements independent of the Diocese.

The Archdeacon interviewed described how he had suggested to the DSMG the use of some e-learning materials to supplement face-to-face training and had met concerted opposition. The existence of a pool of volunteer trainers and the capacity of the DSO mean that e-learning is less necessary than it might be. When the auditors met with representatives of the DSMG, they conceded that e-learning might serve a useful function in preparation for face-to-face training. This might be by introducing some of the concepts or terms used or giving basic information such as how a referral to children's or adult services might be processed.

The auditors were given copies of a review of training completed in 2015 by the BSA. It sets out which groups need to be trained, how training is currently given, suggestions for future development and a consideration of potential training providers. The review did not lead to the scoping of numbers or to an implementation plan. Now that the intention is to roll out the national training framework in 2017, a plan might be useful.

The DSO sits on the Cambridgeshire Adult Safeguarding Board's training group and the Local Safeguarding Children Board practice group for training.

Relevant Section 11 requirements

Part 1: Select and train those who are to hold the Bishop's Licence, in safeguarding matters. Provide training and support on safeguarding matters to parishes, the Cathedral, other clergy, diocesan organisations, including religious communities and those who hold the Bishop's Licence. Provide a complaints procedure which can be used for those who wish to complain about the handling of safeguarding issues.

Part 8: Those working closely with children, young people and adults experiencing, or at risk of abuse or neglect (clergy and lay people) have safeguarding in their induction and are trained and have their training refreshed every three years.

Considerations for the Diocese

Consider a training plan that sets out who needs to be trained using the national training framework and how this is to be achieved over the next three years.

3.9 SAFE RECRUITMENT OF CHURCH OFFICERS

A church officer is anyone appointed by or on behalf of the Church to a post or role, whether they are ordained or lay, paid or unpaid

The blue files of six clergy were chosen at random to check safer recruitment. In the event, one file related to a Cathedral appointment and the Cathedral presumably holds the application form and references although this does beg the question of when or if they would reach the blue file. Another file was that of a very recently ordained deacon who has started her curacy. The process of matching an ordinand (a person approaching ordination) and a parish is done by negotiation and not application with the support of a final and agreed report from the theological college or training institute.

The blue files of four clergy were wholly or mostly compliant with current safer recruitment standards. They included a confidential declaration, a right to work checklist, an application form and, if they had moved into the dioceses, a copy of the Clergy Current Status Letter from the previous Bishop. Not all contained copies of references but all application forms listed three referees, at least one of whom was professional.

DBS checks are tracked by a separate (electronic) system so do not always appear on the blue file.

As an example of a lay post, the recruitment of the current DSA was looked at, and this complied with safer recruitment. However, the file consisted of loose leaf A4 sheets of paper and it is suggested that they be attached securely as the contents could come loose and be lost.

Members of the Focus Group talked about recruiting at parish level. The online DBS system was seen to work well. Two members talked about learning at the annual conference for PSCs (called 'Coffee Camp') about keeping references and asking for references. One person had had a volunteer refuse a DBS; she had been supported by the incumbent and the person had not been allowed to volunteer.

The DSO is part of, and is the CofE link into, a regional Safer Recruitment Group that brings together LADOs and voluntary organisations to share best practice. She told the auditors that she finds this a useful group to be part of.

Relevant Section 11 requirements

Part 1: Provide access to the Disclosure and Barring Service checks for parishes, the Cathedral, the Bishop's Office and the diocesan office for those beneficed and licensed clergy, paid workers and volunteers who need to obtain disclosures.

Part 7 The Diocesan Secretary / CX has implemented arrangements in line with the House of Bishops' Policy on Safer Recruitment 2015.

3.10 RESPONSE TO ALLEGATIONS

In all the cases audited the response was swift. In one case a meeting was held with the subject of concern on the same day that the referral was received. Where cases have been held by the DSA, action taken was timely and proportionate, and the outcome clear.

The auditors had some concerns that the BSA had, in some cases, allowed people too much leeway, for example, the review of a cleric whose request for PTO (Permission to Officiate) should have been referred to the Archbishop. The BSA did not object to the Bishop granting PTO, despite the person sharing safeguarding concerns on his Confidential Declaration, as long as his ministry did not include children. The BSA also noted that if he did not have PTO he would need a safeguarding agreement, which seemed odd as it inferred that if he had PTO, he would not need an agreement.

There was evidence of the DSA's growth in confidence over her six months in the post. An example was an offender who was also a licensed lay minister and who had had many years of being unmonitored in the church. The BSA had imposed a safeguarding agreement. The DSA, on examining the case, decided to treat the subject by the practice standards of today and not to continue to agree a waiver of his offence as had been done previously. The Suffragan Bishop revoked the licence and has backed the DSA. In another case, historic concerns about a member of the clergy (but no conviction) had led to a safeguarding agreement that proved to be ineffective. A very recent complaint was made about the clergy member trying to bully a church officer. Past actions made this a very difficult case to pick up but the DSA had a clear plan of action that included a tighter agreement.

Both the Bishop and the Archdeacon spoke about the clarity and professionalism brought to safeguarding by the DSA. The Archdeacon referred to the introduction of core groups and said that he now sees people he wouldn't have previously. The Bishop talked about the increased clarity about the difference between safeguarding issues and pastoral issues, and the growing perception in the Diocese that any safeguarding issue will be pursued.

The auditors noticed that there are fewer referrals for vulnerable adults than might be expected, but it is very hard to suggest why. The training includes material about vulnerable adults and (see 3.11 below) the Service Director of Adult Social Care spoke positively of the 'robust approach'. It may be that the Diocese will see an increase in such referrals in the future.

Relevant Section 11 requirements

Part 9: The Bishop / Diocesan Secretary / CX, should ensure that the Diocese has a written procedure on how to deal with serious safeguarding situations and allegations against church officers. All allegations are dealt with in line with Responding to Serious Safeguarding Situations Relating to Church Officers and Other Individuals Practice Guidance May 2015.

Part 10: The Bishop / Diocesan Secretary / CX, should ensure that all allegations are dealt with in line with Responding to Serious Safeguarding Situations Relating to Church Officers and Other Individuals Practice Guidance May 2015.

3.11 QUALITY OF CASEWORK

The DSA has introduced core groups in line with Responding to Serious Safeguarding Situations Relating to Church Officers and Other Individuals Practice Guidance (May 2015) and the Archdeacons participate in them.

Three statutory agencies and the Cathedral responded to SCIE's request for feedback. All the respondents are members of the DSMG. The feedback consistently confirms that productive and supportive working relationships are in place.

When asked to comment on the process or outcomes of referrals, the Service Director for Adult Social Care, Cambridgeshire County Council, wrote that, 'Due to the positive working relationship Cambridgeshire County Council and the Diocese of Ely Safeguarding Adviser have, this promotes a sound, collaborative and professional working arrangement...there is a robust approach to safeguard both vulnerable adults and children'. The Education Safeguarding Manager added that, 'I have had regular and relevant contact with the DSA where there were issues that related to personnel also working in schools. We worked together to ensure positive outcomes and to support schools where necessary'.

The Detective Sergeant at the Police Public Protection Unit wrote, 'The current safeguarding arrangements within the Diocese are working really well...I feel confident that [the DSA] would contact me if any concerns were identified and she needed a police perspective on it or possible police information. As a member of the Ely DSMG, I am also confident that appropriate referrals would be made to the police if required and that there are appropriate policies and procedures in place by the Ely Diocese for the safeguarding of children and vulnerable adults'.

The Senior Probation Officer wrote, 'Probation staff are able to access support and advice in drawing up safeguarding agreements for cases where management of the offender requires a safeguarding agreement; or where there is a concern regarding risk. Where safeguarding agreements have been put in place this has ensured the person can remain a member of the Church and continue to be involved with the Church, which can often be an essential means of support to an offender, but also where risk can be safely managed at the same time to ensure public protection is ensured where the risks have been identified'.

The Canon who leads on safeguarding at the Cathedral said, 'In the past 18 months our work with the Diocese has become much more collaborative, and we are in regular contact about specific issues including advice, training and policy guidance...We have sought advice from the Diocesan Safeguarding Officer and Safeguarding Advisers. The advice we have received has been extremely helpful, thorough and sensible and we are pleased to be working more and more closely with the team in the Diocesan offices...When we have had the need for specific or urgent advice, we have been able to contact the DSA on her mobile, and out of hours, and her support has been invaluable'.

Relevant Section 11 requirements

Part 1: Provide access to a risk assessment service so that the Bishop or others can evaluate and manage any risk posed by individuals or activities within the Church.

Part 9: The Bishop / Diocesan Secretary / CX, should ensure that the Diocese has a written procedure on how to deal with serious safeguarding situations and allegations against church officers. All allegations are dealt with in line with Responding to Serious Safeguarding Situations Relating to Church Officers and Other Individuals Practice Guidance May 2015.

Part 10: The Bishop / Diocesan Secretary / CX, should ensure that all allegations are dealt with in line with Responding to Serious Safeguarding Situations Relating to Church Officers and Other Individuals Practice Guidance May 2015.

Part 11: The Bishop / Diocesan Secretary / CX, should ensure that all who fall into this category are dealt with in line with Responding to Serious Safeguarding Situations Relating to Church Officers and Other Individuals Practice Guidance May 2015. The category is: If an organisation removes an individual (paid worker or unpaid volunteer) from work such as looking after children (or would have, had the person not left first) because the person poses a risk of harm to children or adults, the organisation must make a referral to the Disclosure and Barring Service.

3.12 COMPLAINTS

The Diocesan Secretary acknowledged that there is work to be done on the complaints and whistleblowing policies and procedures (it being his responsibility). There is a complaints policy which can be accessed via a search on the diocesan website, and it sits in the Specific Issues section of the diocesan safeguarding policy. One has to scroll past a lot of information about recruitment in parishes to reach it.

The policy advises a complainant to write to the DSA, if the matter is at parish level, or the Diocesan Secretary if the complaint is about the work of the DSA. Help is offered to write the complaint down. No timescales are given but there is a commitment to share information about the progress of the complaint.

No structure is put in place about who can complain or about what and it seems to the auditors that this opens up the potential for the kind of complaint that cannot reach a satisfactory resolution and could use a lot of diocesan time to little effect. There was a discussion at the feedback session about the possibility of adopting a model closer to that used in local authorities, which use three stages and timescales.

A comprehensive complaints policy might encompass all complaints about the actions or behaviour of diocesan officers, given that complaints are not always about safeguarding. However, if this course is taken, it would make sense to make sure that the policy is easily found on the front page and the safeguarding page of the diocesan website, to avoid the risk that the safeguarding element is lost.

The discussion included consideration of a mechanism to track the learning from complaints and changes made in response to complaints. This would be the responsibility of the DSMG as part of their quality assurance role.

There was reference to complaints being received and dealt with but the auditors did not see any examples.

Relevant Section 11 requirements

Part 4: There is an easily accessible complaints procedure including reference to the Clergy Discipline Measures and whistleblowing procedures.

Considerations for the Diocese

Write and publish a comprehensive complaints policy (that might encompass all complaints rather than only those about safeguarding), making sure that it is easily accessed via the search engine on the diocesan website.

Use the DSMG to track the learning from complaints and the progress of any actions taken as a result of a complaint.

3.13 WHISTLEBLOWING

An undated, draft whistleblowing policy was supplied to the auditors. It is well written and informative although it doesn't distinguish between what might constitute whistleblowing, and what might be a complaint about, for example, behaviour or bullying. The Diocesan Secretary explained that this policy will replace the older one

which can be found by typing 'Whistle Blowing' into the search engine on the diocesan website. This older and briefer policy is part of the Diocesan Safeguarding Policy and, as it is just above Complaints, it raises the same issues about finding it.

It would be advisable to replace both the Whistleblowing and Complaints sections of the Diocesan Safeguarding Policy.

Relevant Section 11 requirements

Part 4: Whistleblowing arrangements are in place and are addressed in training.

Considerations for the Diocese

Publish the whistleblowing policy and make sure that it is easily accessed via the diocesan website.

3.14 MONITORING OF SAFEGUARDING IN PARISHES AS PART OF ARCHDEACON'S RESPONSIBILITIES

Safeguarding questions have been included in the Articles of Enquiry for several years. The Archdeacon's visitations are quinquennial and the ensuing list of actions include safeguarding actions where a need is identified.

The DSO maintains a database of information about safeguarding in parishes: DBS checks, the status of training, the existence of a policy and a PSC, etc. Although not formally analysed, the information is shared actively with the Archdeacons. An example is noted in 'What's Working Well' (section 2.1). Because the DSO recruits and supports the PSCs, and meets most of them at an annual event, the information is generally accurate and complete. The Archdeacons benefit from the capacity of the DSO to monitor safeguarding (other than case work) at parish level.

The auditors saw examples of the Archdeacons getting involved in case work in a useful way. One Archdeacon stood in the way of a convicted offender joining the PCC before this was forbidden nationally, because he didn't want to give him credibility. Given that the subject has since breached his Safeguarding Agreement, this was a sound move. The other Archdeacon readily joined a Core Group dealing with a difficult situation where a church had become over-involved in a custody dispute through trying to be helpful. The same Archdeacon attended a meeting to do a risk assessment and construct an agreement with an offender who had been unsupervised before the appointment of the former BSA and still balked at being restricted.

The Archdeacon interviewed said that he also uses informal networks to obtain information, such as the church wardens, and the formal network of the rural deaneries. He finds that poor performance in safeguarding is usually a symptom of wider problems, and that when clergy struggle with safeguarding for personal reasons, they tend to let it be known when on training. He has occasionally used a more formal approach, although not Clergy Disciplinary Measures, and clergy have changed their behaviour as a result. Overall, Ely is one of the smaller dioceses, and both the Archdeacon and the Bishop feel that there are few 'places to hide'.

Relevant Section 11 requirements

Part 1: Include the monitoring of safeguarding in parishes as part of the Archdeacons' responsibilities. The expectations of a parish are set out in PACG page 20 paragraph 4.6.

3.15 RESOURCES FOR CHILDREN AND VULNERABLE ADULTS

The Diocese has had one authorised listener since 2014. The original proposal to the DSMG stated that the model was adapted from that used by the Diocese of Southwark and that it would be reviewed. To date, this does not seem to have happened.

The Authorised Listener is a highly qualified psychotherapist and counsellor who is also an associate priest to a parish in Cambridge and a hospital chaplain. The DSA offers the service, and talked about a recent example of an adult who had rung in to say that he had had a sexual relationship (as an adult) with a priest that he now feels was exploitative. The caller wanted to talk and the alleged /possible perpetrator is

now dead. He was offered the Authorised Listener service but did not take it up.

As far as the DSA is aware, there has been no take-up of the Authorised Listener service. It is possible that some potential users of the service might prefer someone independent of the Church of England, but without evidence, this can only be speculation.

A search for Authorised Listener on the diocesan website yielded no results and it may be advisable to add some information about the service and an offer to refer via the DSA. The only Focus Group member who had heard of the Authorised Listener was a parish priest and this also suggests that the service is under publicised.

The Diocese is not funding counselling at the present time to any survivors of abuse, but it has funded in the past and the DSA is confident that it would do so in the future.

Relevant Section 11 requirements

Part 3: The Bishop / Diocesan Secretary / CX, in line with PAGC 4.5 should ensure:

There is a structure to hear the views of young people; there are children and young people's advocates available; and there are Authorised Listeners in place (RWSA 5).

Considerations for the Diocese

Consider possible reasons why the Authorised Listener service is not being used and how it might be made more accessible.

3.16 INFORMATION SHARING AND JOINT WORKING

Information sharing within the Diocese was seen to be strong. The DSA believes that information is shared readily and promptly and the auditors saw examples of this happening (and none where it did not).

A diocesan response to the recommendations of the Butler-Sloss Report into the Diocese of Chichester, dated October 2012, noted concern that clergy were handling safeguarding matters themselves and not referring them to the BSA, especially in rural parishes. Four years later, the strength of the contacts between the DSO and the PSCs alongside the lines of communication between the Archdeacons and the church wardens, and the Archdeacons to the rural deans to the incumbents make this much less likely to happen.

The Cathedral, as a separate legal entity, has its own safeguarding policies and procedures but is working increasingly closely with the Diocese. The Dean is a member of the Bishop's Staff team. Cathedral clergy join the diocesan safeguarding training and the DSA is consulted as a matter of course on case work. This shared working has evolved over recent years and the Bishop is open to the possibility of a more formal basis for cooperation without wishing to compromise the independence of the Cathedral.

The Diocese has no formal information-sharing protocols with statutory agencies but joint working is strong. The auditors read a log of contacts, kept by the DSA since 1 January 2016, and saw evidence of consultation with other agencies, and particularly

the Police Public Protection Unit. The DSA uses the network of professionals who also sit on the DSMG.

Some of the cases audited showed evidence of working with neighbouring dioceses and other denominations. One case chosen had been seen previously as the DSA in the next diocese took it over, due to a personal connection with the BSA.

Relevant Section 11 Requirements

Part 1: Ensure that the diocesan safeguarding adviser is informed of any serious safeguarding situation, including any allegation made against a member of the clergy, or anyone else holding the Bishop's Licence, concerning misconduct.

Part 1: Share relevant information about individuals with other dioceses, other denominations and organisations or the national Church as appropriate.

Part 5: The Diocesan Secretary / CX, who will have a lead on DPA matters, should ensure that there are clear information-sharing protocols in place.

Considerations for the Diocese

Consider how to reach an information-sharing protocol with statutory agencies.

3.17 QUALITY ASSURANCE PROCESSES

The Diocese currently lacks a quality assurance process, although it has commissioned independent reviews in two cases. In one, a church congregation tried to support contact between a parent and children but in doing so, stepped beyond what the Church should provide and resulted in blurred professional boundaries. In another case, a cleric was mistakenly given PTO. The decision should have been referred to the Archbishop of Canterbury due to the specific circumstances in this case, and the advice should have been to refuse.

The Diocesan Secretary's intention is that the DSMG will, in future, have a QA role but what should be monitored and reviewed and how this will be done is still to be worked out.

Relevant Section 11 requirements

Part 1: Provide a structure to manage safeguarding in the Diocese (PAGC A.4).

Considerations for the Diocese

Consider how quality assurance can best be undertaken by the DSMG; what should be reviewed and monitored, how and with what objectives.

3.18 LINKS WITH NATIONAL SAFEGUARDING STRATEGY AND TEAM

The DSA showed an awareness of the direction of travel of the national team, and an openness to its input. Shortly before this audit, she had had a formal conversation with the national case work lead about all 33 cases in the Past Cases Review (2009). The DSA welcomed the decision to review all these cases.

3.19 WHAT NATIONAL SYSTEMIC SAFEGUARDING ISSUES HAVE ARISEN

The Bishop felt that there is an inherent weakness in the recruiting of clergy from other dioceses in that the blue file is not transferred to the receiving diocese until arrival. Digitisation of blue files would potentially make them accessible by more than one diocese and the Bishop would like this to be considered.

APPENDIX: REVIEW PROCESS

DATA COLLECTION

Information provided to auditors (ahead of the audit)

- diocesan self-audit 2015
- the recommendations of the report into the Diocese of Chichester and a review of how the Diocese of Ely compared (2012)
- an independent review by a neighbouring DSA into a safeguarding case (January 2016) and a draft report by the DSA into the same case
- an overview report by the BSA of the Past Cases Review 2009
- a peer review into a safeguarding case (undated)
- the screening questionnaire completed with the National Safeguarding Team on the Past Cases Review (June 2016)
- annual safeguarding reports 2014 and 2015
- policies and procedures
- minutes of the last three DSMG meetings
- information about the Authorised Listener
- job descriptions for the DSA and incoming Independent Chair of DSMG
- training review 2015
- training Powerpoint slides
- a draft training exemption policy
- diocesan structure charts
- supervision agreement between the DSA and the independent supervisor.

The auditors had formal conversations with:

- the Bishop
- one of the two Archdeacons
- the Diocesan Secretary
- the Diocesan Safeguarding Adviser and the Diocesan Safeguarding Officer
- members of the Diocesan Safeguarding Management Group:
 - the outgoing Chair
 - a senior Probation Officer
 - the LADO
 - a representative from the Public Protection Unit (Police)
 - the lay (i.e. not there in her professional role) member
 - the head of Adult Safeguarding

The auditors met with a Parish Focus Group comprising:

- an incumbent
- two safeguarding coordinators (one of whom is also an authorised lay minister for youth)
- a parish administrator

- a church warden
- a licensed lay minister

Records / files examined:

Six clergy blue files were chosen at random for evidence of Safer Recruitment (all had been recruited since June 2013).

A total of 13 case records were audited. In some cases, only the most recent file was audited. Four cases were clergy, one was a licensed lay minister, one was an ex church warden, one was an organist, one was a theological college student, one was a children's minister and four were members of congregations.