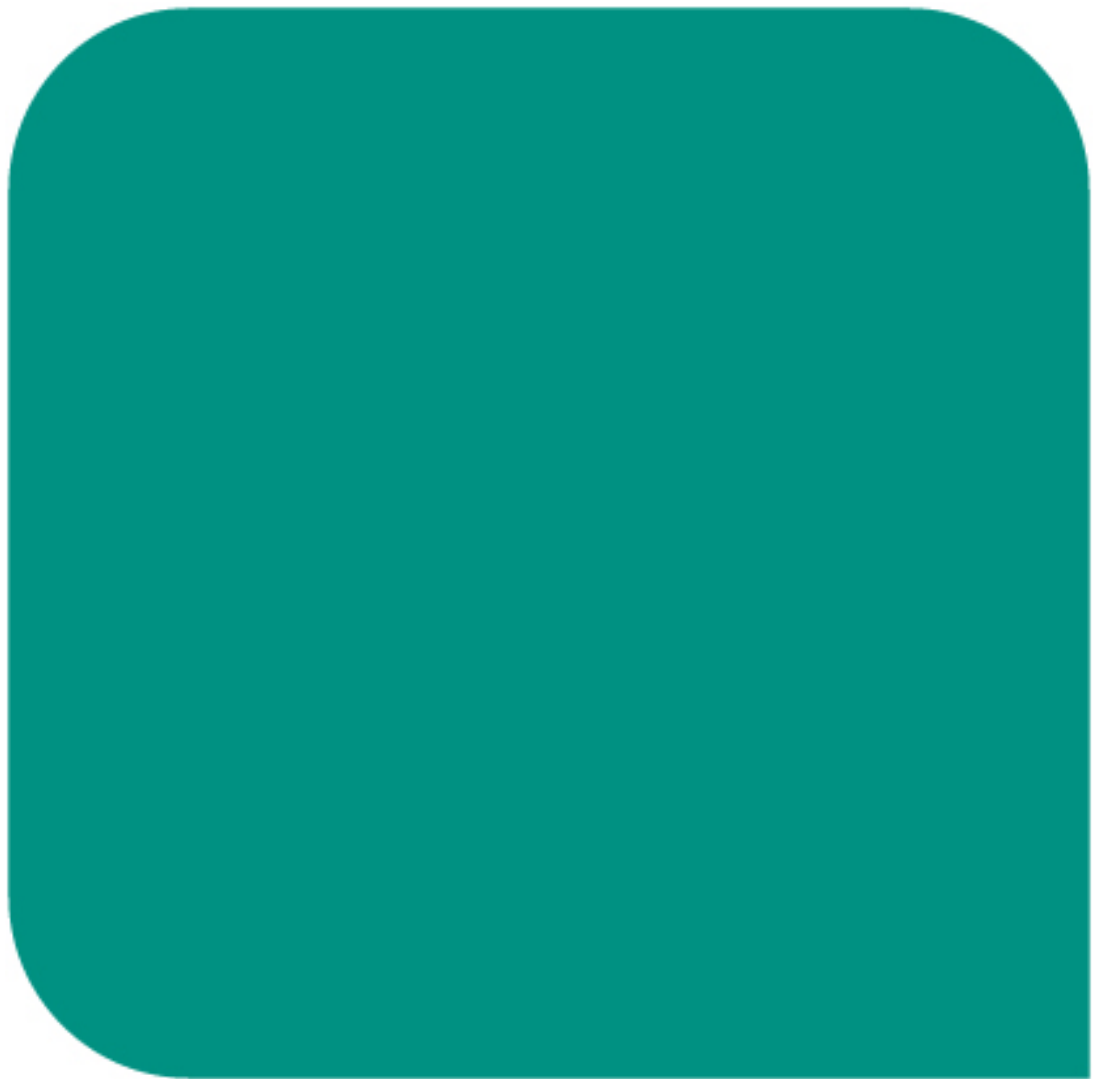




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Diocese of York independent safeguarding audit (June 2016)



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**Independent auditing of diocesan
safeguarding arrangements for
the Church of England**

Diocese of York

Audit undertaken 7, 8 and 9 June 2016

Susan Ellery, Meiling Kam and Edi Carmi

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1 INTRODUCTION

1.1 CONTEXT

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 each 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 York was carried out by Susan Ellery (the lead auditor for this Diocese) and Meiling Kam on 7, 8 and 9 June 2016. This report was written by Susan Ellery with support from Meiling Kam and quality assurance provided by Edi Carmi, the overall lead auditor for the project.

1.2 THE DIOCESE

The Diocese of York is unique in that it is headed by the Archbishop who has episcopal responsibility for the Diocese and archiepiscopal responsibility for the Northern province of the Church of England. The purpose of this audit is to assess safeguarding in the diocese and not the province.

The Diocese has three Suffragan Bishops who are not area-based (i.e. have limited delegated authority) and three archdeaconries, of Cleveland, East Riding and York. There are 455 parishes, including 256 benefices which comprise more than one parish. According to the 2015 self-audit, there are 315 licensed clergy and 318 retired clergy who have Permission to Officiate.

The Diocese relates to three police forces and eight local authorities, with eight safeguarding boards for children and eight for adults.

1.3 STRUCTURE OF THE REPORT

This report is divided into:

- Introduction
- An overview of what is working well, what needs to work better and a summary of considerations for the Diocese
- The Findings of the auditors, with Considerations for the Diocese listed, where relevant, under each finding section; links are made with the S. 11 (Children Act 2004) audit form completed by the Diocese in preparation for the audit
- An appendix sets out the review process and any limitations to the review

2 OVERVIEW

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

2.1 WHAT'S WORKING WELL?

The Archbishop clearly articulates the importance of effective safeguarding. He was once a lawyer and briefly a judge, and he explained his view that safeguarding is not subject to 'Beyond reasonable doubt' and that an acquittal in Court does not necessarily negate safeguarding concerns.

The Diocese has a difficult history of failure to safeguard (The Cahill Report¹) and the auditors found clear leadership and a determination to improve. A cohesive and equally energetic senior team who gave of their time freely and talked about how a strong co-working culture supports the Archbishop.

The Diocese has a full-time Diocesan Safeguarding Adviser (DSA) who is experienced and well qualified. He arrived with good external networks and has built working relationships within the Diocese. The DSA said that, with the senior clergy, he feels he is 'pushing at an open door'.

Training had been under-resourced but has been prioritised by the DSA who has trialled the national modular framework.

Inter-agency working is good and both statutory and voluntary agencies are on the Diocesan Strategic Safeguarding Group (DSSG). The DSSG has a strong Independent Chair who can articulate her vision over three to five years. A Diocesan Safeguarding Operational Group acts as a reference group for the day-to-day management of safeguarding and, taking the two groups together, there is a strong structure.

In terms of safeguarding at parish level, the two Archdeacons met by the auditors talked about how they find out about weak or unsafe practice and how they deal with the issues that come up. The auditors heard about effective joint working between the Suffragans and Archdeacons, based on professional and personal respect.

The DSA has started a series of 'safeguarding surgeries' across the Diocese, at which he meets the Parish Safeguarding Representatives, shares information and collects requests for change or comments. These are well attended and raise the profile of safeguarding and, from the evidence provided by the Focus Group, increase the confidence of individual representatives.

Focus Group members talked about recent developments in the understanding of safeguarding and the implementation of practice. One said, a year ago, safeguarding was a document on the church noticeboard that was 'something somebody else does', but the parish now has a much better understanding of the concept.

¹ The Inquiry into the Church of England's response to child abuse allegations made against Robert Waddington, 2014

Good links exist between York Minster (the equivalent of a cathedral) and the Diocese. A Minster canon sits on the Strategic Safeguarding Group. The Minster has recently employed their own part-time DSA and she and the diocesan DSA said they work well together and provide cover for each other's leave.

The diocesan Disclosure and Barring Service (DBS) system is long established, well managed and it works. The DBS coordinator offers some support to the DSA with training and recently set up a closed Facebook page to keep in touch with Parish Safeguarding Representatives.

The DSA has run safeguarding surgeries across the Diocese to meet people at parish level and has, so far, published two safeguarding bulletins. The feedback from the Focus Group was that the DSA is available and visible, and that many positive changes have been made over the last year.

2.2 WHAT NEEDS TO WORK BETTER?

The auditors found a lack of clarity, expressed by a range of people, about the delegation of the safeguarding lead. Although the lead is delegated to the Chief Executive, this seems to have been a pragmatic decision, based on the fact that he is the most senior lay officer in the Diocese. There is an aspiration to make a Suffragan Bishop a clerical lead but with no evident timescale for a decision.

A theme of the audit is how recent some of the developments in safeguarding are, and the auditors questioned several people about why the Diocese had taken so long? For example, the DSA post has only been full-time since November 2015.

The auditors question whether the Diocese has sufficient DSA resource in the context of making up for lost time in safeguarding. This is further discussed below in 3.7 and 3.8.

Risk assessments and safeguarding agreements in the parishes are not yet all in line with national practice guidance and the auditors view was that, due to capacity, too much responsibility had been devolved to parishes.

The auditors found less evidence of awareness about adult safeguarding than children's, and this is acknowledged in the 2015 self-audit.

The DSSG needs a business/action plan and the auditors acknowledge that it is on the agenda. The Diocese is running to catch up and cannot expect to accomplish every action needed to a high standard immediately or at the same time. A plan will make sure that the actions are owned by the DSSG on behalf of the Diocese and that responsibility is shared. The auditors recommend that a training plan be a sub-section of the action plan.

The auditors heard about a lack of clarity about what should be sent to Bishopthorpe² to be kept on the clergy blue files (known as blue files). Some of the older blue files had additional red files as well as paper loose files in plastic pockets.

² Bishopthorpe Palace is the home of the Archbishop of York and the Office of the Northern Province of the Church of England.

As a result, it was very difficult to understand what had happened. Historical files are inconsistent with current guidance but it was explained that there are insufficient resources to overhaul them to bring them up to the standard now required.

The Diocese does not have an information-sharing protocol with any of the statutory Safeguarding Boards and has to date not opted in to the Section 11 audit practised by Local Safeguarding Children Boards. The auditors suggested that there is a basis for mutually useful working with one or more of the Boards.

The Diocese lacks openly available and easy-to-access complaints and whistleblowing procedures. A website search for either policy or procedure leads you, not to the document, but to a statement referring to a document that is not publicly available. There is a reputational risk in this apparent oversight.

The auditors noted that the current safeguarding policies have not been ratified by Synod and, although this was explained as an oversight, it would make sense to do it. The Diocese needs to make a decision about whether to continue to publish local policies and practice guidance which is coterminous with the national equivalent or whether to endorse the national set of policies and practice guidance.

Should the national policies and practice guidance be chosen, they need to be published on the diocesan website. The auditors appreciated the ease of access to the safeguarding section of the website but suggested that it would be strengthened by a personal message from the Archbishop as well as information about how to refer to local statutory services and information about the DSSG.

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, where applicable. They are listed below for ease of reference, but the detail behind each of these is in the findings section and consequently not repeated here.

Clarify the delegation of the Archbishop's lead for safeguarding in terms of leadership and of management.

Clarify the reporting and scrutiny arrangements between the DSSG and the Archbishop's Council.

Secure professional supervision for the DSA.

Produce and agree an action plan which sets out what will be achieved, by whom and by when.

Provide links to national policies and practice guidance on the diocesan website.

Make sure that the national policies and practice guidance are adopted by Synod, perhaps on the basis of 'As is' rather than waiting for completion.

Consider whether extra DSA resource is needed and if so, whether temporary or permanent and how many hours per week. If it is needed, make the case to Bishops' Council and the Diocesan Board of Finance.

Consider how practice in risk assessment and safeguarding agreements may be strengthened and brought up to the required standard.

Consider what messages from victims tell the Diocese about the impact of finding that abusers hold positions of responsibility within the Church, and consider how practice may need to change.

Complete a training plan that sets out the probable/actual numbers of people who need the modular training over the next three years and how this will be accomplished.

Consider whether some extra resource would assist the DSA in implementing the training programme and making sure that the training given is of good quality and meets the needs of people receiving it.

Consider how to improve the awareness and reporting of adult safeguarding, and especially domestic abuse, in the parishes

Complete and publish a diocesan complaints policy and procedure that includes any complaints made about safeguarding.

Complete and publish a diocesan staff whistleblowing policy and procedure that includes safeguarding.

Consider how the Archdeacons can most effectively work together in the monitoring of safeguarding in the parishes.

Consider whether to take stock annually of what works in monitoring safeguarding in the parishes and modify the approach if need be.

Consider how children across a wide age range might be involved in talking about how churches can be safe places, and consider their needs in terms of publicity they can understand.

Consider how the processes to sustain good information sharing about safeguarding between the right people might be formalised so that they are less dependent on people rather than roles.

Work with a Local Safeguarding Children Board to agree an information-sharing protocol that might then be taken to the other Boards (children and adults) in the Diocese.

Make sure that the parish self-audit is used to inform strategy and practice, and that the parishes that complete the survey see the benefit of doing so.

2.4 CONSIDERATION FOR THE NATIONAL SAFEGUARDING TEAM

Publish a response to the Cahill Inquiry that shows how recommendations have been put into practice, or what plans there are to change policy or practice guidance, or explaining why a recommendation will not be taken forward.

3 FINDINGS

3.1 SAFEGUARDING MANAGEMENT

The Archbishop's lead is delegated to the Chief Executive (formerly the Diocesan Secretary). This seems to have come about when the previous DSA formalised the escalation of allegations, as the Diocesan Secretary was effectively the most senior person. Previously, during the lifetime of the Positions of Trust Group (the forerunner to the DSSG) the lead was the Archdeacon who chaired the group. Escalation of cases was to the same Archdeacon. The Diocese has had a gap between the end of the Positions of Trust Group and the start of the DSSG and the Chief Executive became the delegated lead during this time.

It is recognised that the Independent Chair of the DSSG would not and should not be the delegated safeguarding lead. There is a suggestion that the lead or a 'Champion' role should transfer to one of the Suffragans but this has yet to be decided. In the meantime, the auditors found some confusion about who is understood to be the lead. The Archdeacon who chairs the operational group was also said to hold the clerical lead for safeguarding, as was the Archbishop's Provincial Chaplain.

This apparent confusion has not, however, led to a lack of action recently or to a reluctance to take responsibility. The auditors observed a very open and cohesive working culture among the senior team and a system that works because of the people maintaining it rather than formal processes sustaining it. There is, of course, an inherent vulnerability in such a system and it was suggested that clarity of delegation should be greater.

The Archbishop and his directly employed staff are based at Bishopthorpe, just south of York. The staff service primarily the northern province of the Church of England (the 12 more northerly dioceses) although the diocesan DBS administrator is based there. All clergy blue files for the Diocese of York are at Bishopthorpe and never leave the building unless a priest moves to another diocese within the Church of England. The Diocesan Office is separate, on the northern edge of York. The Bishopthorpe team has grown under the current Archbishop and it seems that the diocesan team have, at times, felt a lack of collegiality and clarity about responsibilities. The Archbishop's communications team, for example, is at Bishopthorpe alongside the Archbishop's CDM Officer, with the diocesan communications based at Diocesan Office which has, at times, added complexity around communications relating to clergy cases. The view was expressed that whilst this separation had historically resulted in problems across the board, the efforts which have been made in recent years to work more closely have improved the situation. The DSA has, from the start, based himself at Bishopthorpe every Wednesday and has made working relationships with key people. The auditors tried to assess whether the split between the offices of the Diocese and the province has a negative impact on safeguarding but could not find evidence that it does now. There was a concern about parallel reporting and lack of clarity about who does what, which was mitigated by the decision of the DSA to bridge the two offices.

The DSSG relates to the Archbishop's Staff Group although the intention is that it will report to the Archbishop's Council once a development/action plan is in place. This makes sense as the Archbishop's Council and the Diocesan Board of Finance have

determined that safeguarding is the primary risk in the Diocese in that, apart from all other related risks, a major scandal would be the most likely reason for the collapse of diocesan finances. Consequently, safeguarding should be scrutinised at the highest level.

In addition to the DSSG, an Operational Safeguarding Group has also recently been set up. This is led by an Archdeacon and meets bi-monthly. Members of the group are: one of the three Archdeacons (Chairperson), the DSA, a representative of the Communications Team, the DSA for York Minster, the diocesan training lead, the Archbishop's Domestic Chaplain as the Archbishop's representative, two parochial representatives (one with experience in working with vulnerable adults and the other with children and youth), and the DBS coordinator. The remit of the group is about supporting the operational implementation of safeguarding and not about casework.

S.11 references

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

Clarify the delegation of the Archbishop's lead for safeguarding in terms of leadership and management.

Clarify the reporting and scrutiny arrangements between the DSSG and the Archbishop's Council.

3.2 DIOCESAN SAFEGUARDING ADVISER/S

Since November 2015, the Diocese has employed a full-time paid DSA who covers children's and adult safeguarding. The post-holder is social work qualified, was previously a Local Authority Designated Officer (LADO) within the diocesan area, and has a long career in statutory social working including at team management level. He holds a management qualification.

The DSA has a job description and a person specification.

The Diocese previously employed a part-time (0.6) DSA who worked in conjunction with a consultant who had been contracted to supply part-time DSA cover since 2008 when a voluntary Diocesan Adviser retired. The consultant DSA worked alone until 2013. The consultancy basis of the DSA post between 2008 and 2013 had repercussions; for example, the auditors saw an Archdeacon's letter about cases he had been asked to comment on in the Past Cases Review (2009) and he notes that the DSA has not been involved in the audit and would have to be commissioned to do so. Correspondence between the DSA and the Bishop's Chaplain in March 2016 notes that six out of eight cases would now qualify for a Type B (external) assessment. The Past Cases Review in York was undertaken by a teacher and a solicitor, with no professional safeguarding input.

Unfortunately, the part-time DSA became seriously ill in March 2015 and there was a gap for eight months with some cover being provided by two neighbouring DSAs.

The auditors were surprised that the appointment of a full-time DSA was so recent. It was explained that a consultant had been appointed in 2008 because safeguarding

had less of a profile and, at a time when parish posts were being cut, it was deemed not right to add to the number employed at diocesan level. When the 0.6 DSA was appointed in 2014, it was seen as a way to find out whether the hours would be sufficient and with the idea that more might be needed. The Archbishop saw the reason for delay as primarily financial, in that the Diocese has a large deficit in funding.

The DSA has not had professional supervision to date although funding is in place. A local authority person identified as a suitable supervisor went on what has turned out to be long-term sick leave and an alternative has not yet been found.

S. 11 References

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).

Considerations for the Diocese

Secure professional supervision for the DSA.

3.3 DIOCESAN SAFEGUARDING STRATEGY GROUP

The Diocesan Safeguarding Strategy Group met for the first time in October 2015 and held its fourth meeting during the audit. The DSSG has adopted Terms of Reference.

The Independent Chair is paid. She has lengthy clinical and management experience in the NHS and was a Diocesan Secretary for three years. After leading the review of the impact of Jimmy Savile on Leeds Teaching Hospital, she now chairs the NHS Savile Legacy Unit.

The Independent Chair has a person specification. It was explained that she did not go through a formal application process as the Archbishop asked her to assume the role, having previously worked with her on the implications of Savile for the Church.

The Chair sees the role of the DSSG as making sure that the right actions are being taken and to the right standard, and that national policy is being implemented.

Lay membership of the Group comprises: a local authority safeguarding lead, a representative of North Yorkshire Police, a NHS representative, the local Roman Catholic DSA, and a NSPCC representative. A Suffragan Bishop, the Archdeacon who chairs the Operational Group, the Archbishop's Provincial Chaplain/CDM Officer and a canon from the Minster represent the Archbishop and the wider diocese.

The auditors were able to talk informally with some members of the DSSG after their meeting. They were enthusiastic while acknowledging that, because the DSSG is so new, it is still finding its feet. The Group has not yet entered the territory of

challenging clerical safeguarding practice, for example, and will need to negotiate the extent to which it holds the senior team to account.

The DSSG held an Awayday in January 2016 at which it was agreed that it needs an action plan. The Chair noted that the four goals for the year that she expected to be brought for discussion to the March meeting were still not ready at the June meeting. The publication of the first action plan will provide a statement about safeguarding intentions and a starting point for accountability.

Considerations for the Diocese

Produce and agree an action plan which sets out what will be achieved, by whom and by when.

3.4 POLICIES, PRACTICE GUIDANCE AND PROCEDURES

The Diocese issued a formal statement about its safeguarding policies in June 2016 and this is published on the safeguarding page of the website. It states that the full policy is being updated and that the national policies are expected by December 2016. Templates for parish policies continue to be available on the website. A very full diocesan-level policy entitled 'Making the Policy Work' and dated February 2015 (which was made available to the auditors) seemed to have been taken down at the time of the audit.

However, there are no links to existing national policies and procedures on the website and the overall story is confused. The best information a lay person can currently obtain about diocesan policy is the advice to contact the DSA which does not seem the best use of his time.

The Diocesan Synod and Board of Finance have not endorsed either the previous local policy or the emerging national policies and practice guidance. The auditors understood that this was an act of omission and the Chief Executive plans to table the national policies and practice guidance for adoption by Synod later this year. Meanwhile, it would make sense to add the links on the diocesan website.

It is to the credit of the Diocese that it is looking at ways to disseminate national policy as well as securing ownership at Synod. Parish Safeguarding Representatives are seen as key to the process and the DSA is building links with them. Parish safeguarding representatives have their own training sessions and the DSA sends out regular safeguarding bulletins. In addition, the DBS administrator has recently set up a closed Facebook group for the parish safeguarding representatives and this has been well received. The Facebook group enables the representatives to contact each other as well as receive communication from the Diocese, and there has been feedback that this is experienced as supportive.

There was, however, a view that, at parish level, safeguarding may still be something that is done because they have to and the culture change needed is to one of wanting to get it right because they understand why it matters.

S. 11 Reference

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

Considerations for the Diocese

Provide links to national policies and practice guidance on the diocesan website.

Make sure that the national policies and practice guidance are adopted by Synod, perhaps on the basis of 'As is' rather than waiting for completion.

3.5 RESOURCES OF SAFEGUARDING SERVICE

The DSA does not have dedicated administrative support although he can tap in to support provided by a number of people. An events coordinator post is being established and will in future provide support to the training function in terms of bookings, venues, records and reminders of the need for refresher training. The DSA is able to use a communications assistant to support him in the use of social media and quality assurance of published material. He can also use the Chief Executive's PA when confidential case material is exchanged.

The DSA has office space and equipment. The open plan layout of the Diocesan Office can be a problem when making confidential phone calls.

There is an acknowledgment that the total resource may not be sufficient. The auditors found a hesitancy that is more about what additional DSA time would do rather than how it would be funded. The Diocese was open about waiting for this audit to provide comment on the gaps.

Considerations for the Diocese

Consider whether extra DSA resource is needed and if so, whether temporary or permanent and how many hours per week. If it is needed, make the case to Bishops' Council and the Diocesan Board of Finance.

3.6 RECORDING SYSTEMS AND IT SOLUTIONS

The DBS system is long established and works very well. The auditors saw evidence of the most recent DBS check at the front of each blue file examined. No one raised DBS as a concern and instead the impression gained was that it wasn't mentioned because it has worked well for a long time.

The recording of training is getting off the ground. The DSA found, on his arrival, a number of training logs from his predecessors dating back to 2010, namely spreadsheets listing names and dates and what training was attended, including external training. There is better validated data from 2014 as the previous DSA prioritised training at parish level. The intention is that the diocesan events coordinator will keep training records as part of their duties.

Case work records are kept electronically on a system devised by the current DSA and based on the recording he had used as a LADO in a local authority. The auditors found the records themselves understandable but questioned the system of storage based on the year the case was opened. Case records before November 2015 were not seen and were said to be fragmentary.

The auditors did not see recording of complaints (see 3.12) or risk assessments (see 3.7) because none was available to share.

S. 11 Reference

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.

3.7 RISK ASSESSMENTS AND SAFEGUARDING CONTRACTS / AGREEMENTS

There is as yet no format or procedure for risk assessments and the Diocese is not compliant with national practice guidance. The Diocese has not yet commissioned an external type B Risk Assessment.³ There was a view that The Cahill Report was in effect a Type B Assessment but the auditors did not agree, as it is more akin to a Serious Case Review.

The practice regarding safeguarding agreements is better developed but still not strong enough. Parishes seem to have had to develop their own practice and that has been uneven and uncoordinated from the centre. Safeguarding agreements are apparently sometimes used for those who pose a risk as well as those convicted, but not always. Only one actual safeguarding agreement was seen by the auditors and the other two agreements referred to were not on file (see below).

The auditors saw three cases of people who have safeguarding agreements in place. In one, a retired priest's alcohol abuse seemed to have taken more attention than an allegation of sexual abuse made in 1993, even after the Past Cases Review in 2009 raised 'immediate and significant concern' and requested an urgent response. It took until 2013 for a safeguarding agreement to be put in place, after contact from the Metropolitan Police about alleged abuse of another child. In another case, a man leaving prison in 2013 and on the Sex Offenders Register started to attend a number of churches and to befriend and exploit vulnerable women. A safeguarding agreement is referred to at one point as 'informal and verbal'. Since the DSA's arrival, a safeguarding agreement has been put in place by the parish. It refers to the offence against a child but not to the risks to vulnerable women in the reasons given for an agreement, but does prohibit the person from relationships with vulnerable adults. In the third case, the DSA has become aware that an agreement has been in place since 2012 and is following up on whether it has been reviewed and complied with.

In another case, a man is awaiting the result of a police investigation into an allegation of historic sexual and physical abuse. No safeguarding agreement is in place, despite the known likelihood of both he and the complainant attending the same church.

³ A Type B Risk 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. A Type B Assessment will only be undertaken in relation to a church officer, whether ordained or lay, and on completion of a statutory investigation.

In a further case, a retired clergyman was made subject of a safeguarding agreement when he began to be investigated on historic abuse allegations. It would seem that he continued to lead a home group, presumably on the basis that this would not involve access to children. It would, however, have given him status within the parish and may have contributed to the fact that the record shows that, despite him being convicted very recently, some of the congregation apparently think the Court got it wrong. It is to be hoped that he will not resume any leadership role within the parish on his release from prison.

It is the auditors' view that extra resource is needed to track down all the safeguarding agreements currently in existence at parish level and review them, to set up a risk assessment process and a safeguarding agreement process, and to bring practice up to the level required by national practice guidance. In addition, a system needs to be in place to flag up reviews so that the DSA can make sure they take place and that he has a copy of the revised agreement. This resource may be needed only for a period of time (perhaps 12 months), after which the parishes might be well enough equipped to take ownership of the dual processes in all but the most problematic cases.

S. 11 Reference

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

Consider how practice in risk assessment and safeguarding agreements may be strengthened and brought up to the required standard.

Consider what messages from victims/survivors tell the Diocese about the impact of finding that abusers hold positions of responsibility within the Church, and consider how practice may need to change.

3.8 TRAINING

Training has been a priority for the DSA. Between March 2015 and early 2016, 14 training events took place, all refresher training for the clergy and led by neighbouring DSA's. There is now an urgent need to begin the roll-out of the national training framework to all employees and volunteers who should participate. The previous DSA led a significant number of training events and briefings during her nine months actively in post, but this could not be sustained during her absence on sick leave.

The modular framework has been trialled and adapted to meet the particular needs of the Diocese. Currently, all training is face-to-face. Between January and July 2016, seven pilots of the modular course C1, and one each of C0 and C2, were delivered by the DSA in venues across the Diocese. A total of 182 people were trained.

According to the diocesan website, training is provided by the DSA to groups on request. There is no training programme at present. As a result, the DSA is unable to say how many sessions he will lead over the coming year. The DSA has a plan that he can describe but that is not written down or agreed by the DSSG. The auditors

discussed the benefits of formalising the training plan, starting with a scoping of the demand over the next three years.

The plan, in brief, is that voluntary trainers will be recruited and trained. They will be people who have a professional safeguarding background. The basic awareness module, C0, will be online and implementation will be delegated to the deaneries. Modules C1 and C2 will be delivered by voluntary trainers. C3, for the clergy, will be delivered by the DSA with support from the diocesan training team to ensure that it complements the ministerial education programme.

The website says that, from May, people or groups can book training via a link but this is not yet in place.

The planned training programme is ambitious but, given the paucity of training before the DSA's arrival, necessary. The auditors thought that extra resource, perhaps on a temporary basis, would be needed to train, manage and supervise the volunteer trainers and to quality assure the training provided.

The DSA asks for feedback at all training sessions and provided some examples of feedback from a session held in May. Of seven feedback forms, four participants gave a score of five and three gave a score of four, on a scale of one to five with five the highest. There were several positive comments about the delivery of the material by the DSA.

The Focus Group did not talk about training except in passing (about trying to organise nine parishes in a benefice into one safeguarding training session) whereas they did talk a lot about the quality of support given regarding case work. This may be due to the lack of training on offer over the past year.

The auditors were provided with eight examples of the parish self-audit on safeguarding, in which questions are asked about who has been trained and when. The self-audit form included a clear message about the need for training. The 2014 diocesan self-audit said that safeguarding training is provided. The recording of training is at an early stage, as discussed at 3.6 above.

The DSA has set up a series of 'safeguarding surgeries' across the Diocese, where Parish Safeguarding Representatives (PSRs) can meet him and each other. Although these meetings are not badged as training, there is a lot of information shared both ways. The auditors were given a summary of the issues that arose from surgeries in January and February. The first was attended by 31 PSRs who made, collectively, 22 requests for action and comments. The second was attended by 27 PSRs and resulted in 13 requests for action or comments.

S. 11 References

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

Complete a training plan that sets out the probable/actual numbers of people who need the modular training over the next three years and how this will be accomplished.

Consider whether some extra resource would assist the DSA in implementing the training programme and making sure that the training given is of good quality and meets the needs of people receiving it.

3.9 SAFE RECRUITMENT OF CHURCH OFFICERS

The auditors were not able to see the recruitment process of any lay officers, largely due to the logistics of working across two sites (the Diocesan Office and Bishopthorpe). The DSA is working to ensure that parishes are aware of safer recruitment practice through safer recruitment being a part of the modular safeguarding training and reinforced through the quarterly bulletins, and by increasing the number of PSRs in parishes.

The blue files read in order to audit safeguarding practice offered very little evidence of safe recruitment practice but all pre-dated Safer Recruitment (2015). Evidence of a safeguarding allegation could be difficult to find amongst other documents in what were sometimes quite poorly organised files. The auditors did not see any recent blue files where the person has been the subject of a safeguarding allegation.

A total of six blue files were read to audit a sample of recruitment practice since 2013. These files were much better organised and subdivided than the older files, and most of the contents were securely attached. The practice in this diocese is that every member of the clergy has a Clergy Current Status Letter (CCSL), whereas in most dioceses only clergy applying from outside the diocese have one. Some confusion was expressed about what should be sent to Bishopthorpe to be added to the blue file and practice seems to vary.

All the files had the date and number of the most recent DBS at the front, and all were in date. All contained a CCSL. Three of the files contained an application form and two or three references (although all three references were clerical on one file). One of the six would not be expected to have an application and references as it was a university appointment to a chaplain's post.

The auditors were told that the Archbishop insists that DBS clearance is received before the announcement of a new appointment is made (as opposed to DBS clearance being required before the appointee takes up the post). This is commendable. The DSA is consulted about all blemished DBS checks.

The Archbishop is also rigorous in terms of Permission to Officiate (PTO). A case was quoted of a retired bishop whose PTO was not renewed until he had completed safeguarding training and had a new DBS clearance. The Archbishop noted that when he arrived, PTO was given indefinitely and he changed it to every three years with a new DBS each time.

S. 11 References

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.
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

This area was very difficult to audit as the DSA has been in post for only six months and previously recording was very uneven. The auditors had to rely heavily on the DSA's covering summary for all clergy cases chosen and those cases took a long time to audit due to the state of the files.

However, within those parameters, the quality of response from the DSA was good. Members of the Focus Group were keen to praise the current and previous DSAs for their speed of response and subsequent support.

The Diocese has a written procedure for dealing with allegations but this could not be found on the website (see 3.4 Policies, Practice Guidance and Procedures).

The auditors found less evidence of adult safeguarding than of children's. This is acknowledged in the 2015 self-audit and it is conjectured that matters are dealt with at parish level and not reported to the DSA. The auditors thought, on the basis of cases audited, that adult safeguarding issues are not yet recognised often enough. In one case (2015), allegations of domestic abuse are found to be unsubstantiated but recording gives little evidence of what the allegations were. This information might be important in the future should further similar allegations be made. In another case, after an allegation of historic child abuse was made, it was noted that it was 'common knowledge' in the parish that there was a history of domestic violence. It is noted that there is a Social Services file on the domestic violence which suggests a degree of severity. There is no information about the nature of the alleged domestic violence on the file and again, this may be important in the future.

Members of the Focus Group agreed that the sharing in the safeguarding bulletin of the definition of 'vulnerable adult' adopted by the Church had been useful and had enabled discussion about the breadth of safeguarding in at least one parish.

S.11 References

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.

Considerations for the Diocese

Consider how to improve the awareness and reporting of adult safeguarding, and especially domestic abuse, in the parishes.

3.11 QUALITY OF CASE WORK

As above, the auditors were working from a limited sample and, regarding the clergy cases, were indebted to the summaries provided by the CDM Administrator at Bishopthorpe.

In terms of records kept by the current DSA, these were well laid out and told the story with a minimum of repetition. The auditors did not see cases that had a high level of input from statutory or voluntary partners, probably partly because the areas of risk assessment and safeguarding agreements are underdeveloped.

3.12 COMPLAINTS

There is no clear process for complaints published on the diocesan website. A search takes one to a Diocesan Statement about the Child Protection and Adult Safeguarding Policy (June 2016). This refers to an interim complaints policy that the auditors were told was in existence but not published. From the point of view of a member of the public wishing to complain, the policy does not exist unless one contacts the DSA (about whom one might be complaining). It is also a safeguarding complaints policy and not a diocesan policy.

The auditors were told that two complaints are being dealt with under the interim procedure. Both complaints are being made by third parties, who might, as the case does not involve a child or an adult lacking mental capacity, reasonably be excluded from complaining if a policy was in place. The auditors' concern is that time and energy might be given to third-party complaints to the exclusion of tasks which are more pressing.

S. 11 Reference

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

Considerations for the Diocese

Complete and publish a diocesan complaints policy and procedure that includes any complaints made about safeguarding.

3.13 WHISTLEBLOWING

A website search for the whistleblowing policy takes one to the same document mentioned in 3.12 above. There is at present no clear process for whistleblowing.

S. 11 Reference

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

Considerations for the Diocese

Complete and publish a diocesan staff whistleblowing policy and procedure that includes safeguarding.

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

The auditors were able to talk with two of the three Archdeacons about their monitoring of safeguarding in the parishes.

Articles of Enquiry are used but not always every year. It was explained that they are used when there are questions that needs answering rather than automatically, so that when parishes receive them they are given more weight. Safeguarding is not always in the Articles.

Parish visitations are currently quinquennial and shared with the rural deans. There is always a safeguarding question that may lead to further questions.

The areas covered by the Suffragan Bishops are coterminous with the archdeaconries and it was explained that the Suffragans and Archdeacons work together across a range of issues at parish level. It was noted that, while the Suffragan has more of a pastoral role towards an incumbent and the Archdeacon takes the disciplinary role, most disciplinary issues arise out of what starts as a pastoral issue.

When asked how an Archdeacon would become aware of a parish that is not giving attention to safeguarding, one of the team said information often comes from a trainer after a training session. However, parishes that are falling short on safeguarding will probably be falling short elsewhere so it may come to the attention via another route. It was also noted that Archdeacons have more power over the clergy in terms of engagement with safeguarding than they do in other areas, so poor performance in safeguarding can be a good place to start. This Archdeacon, who is new to the Diocese, is planning visitations three-yearly and has set up six weekly meetings with the rural deans who also bring information about general safeguarding concerns. She thought that her colleagues were operating in the same way and noted that one spends three days, Friday to Sunday, on each visitation which she viewed as very thorough.

The Focus Group (which was particularly well attended) provided evidence of effective practice at parish level. One Parish Safeguarding Representative (PSR) said she has a slot at every Parochial Church Council meeting and makes sure she always contributes. A Parish Administrator said that her parish decided to ask all 38 people with a safeguarding responsibility to read the policy annually and sign to say they have done so. An incumbent talked about lacking confidence when a safeguarding issue came up, and his relief at 'fantastic' diocesan support and that the 'machinery' worked.

One Archdeacon described the monitoring of safeguarding in parishes as a 'work in progress' and the auditors formed the view that the new team is bringing a renewed purpose to this area of work. The monitoring of safeguarding would benefit from a shared plan among the Archdeacons and it would make sense to review actions taken after a year to take stock, to compare what has worked well and what hasn't and to make any further changes.

S. 11 Reference

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.

Considerations for the Diocese

Consider how the Archdeacons can most effectively work together in the monitoring of safeguarding in the parishes.

Consider whether to take stock annually of what works in monitoring safeguarding in the parishes and modify the approach if need be.

3.15 RESOURCES FOR CHILDREN AND VULNERABLE ADULTS

The Diocese has a small team of trained counsellors coordinated by the Archbishop's Adviser in Pastoral Care, who is himself a trained counsellor. This group is primarily for clergy support but will provide a listening service. The auditors understand that an Authorised Listener has been used three times in 2016 and once, to the DSA's knowledge, in 2015.

The DSA talked about several cases where a listener has been used, including a complainant and an alleged perpetrator (historic abuse). The DSA is keen to develop the service so that it provides for complainants and people subject to an allegation, whether recent or historic cases.

A 'Survey Monkey' to find out the views of young worshippers about how safe they feel in church had been sent out shortly before the audit began and secured a small number of responses. It is a good start and might be taken further via some direct work in Sunday Schools with younger children. The Chief Executive noted that some of the posters and leaflets used in churches could be more 'child friendly'.

S. 11 Reference

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 how children across a wide age range might be involved in talking about how churches can be safe places, and consider their needs in terms of publicity they can understand.

3.16 INFORMATION SHARING

The diocesan S. 11 audit (completed just after the site visit) refers to internal information-sharing protocols between Bishopthorpe and the Diocesan Office. The auditors did not see a formal information-sharing process to ensure that the DSA is aware of and can respond to safeguarding concerns, although there was good evidence that the Archdeacons in particular report concerns to him. The evidence was in the conversations with the Archdeacons and in cases audited.

Information sharing has the potential to raise problems, as the Archbishop cannot have an equivalent working relationship with the DSA as has been seen elsewhere. It was pointed out that the Diocese can only expect about half his time and he cannot be as 'hands on' across the board. The DSA does not have regular meetings with the Archbishop although the Chief Executive does (monthly one-to-one). The

auditors were told that, should an urgent message need to reach the Archbishop, the practice is that the Chief Executive contacts his office to request a conversation or to share information.

Prior to the arrival of the current DSA, all clergy safeguarding was dealt with at Bishopthorpe and although the DSA was informed of clergy cases, communication improved after the appointment of the previous DSA in 2014 and continues to improve under the current DSA. However, given that the DSA was concerned that there is still the potential for him to not be given information especially if the Clergy Disciplinary Measure (CDM) is used, and that the staff at Bishopthorpe maintain that they always involve the DSA if a CDM involves safeguarding issues, there seems to still be room for more mutual understanding.

The previous DSA lacked an interface with Bishopthorpe and the current DSA decided to make it happen, so quickly established a pattern of spending one day a week there. As a result, he has strong working relationships with the Provincial Chaplain (who deals with CDM matters) and the Domestic Chaplain (who relates to the Diocese). The DSA has fewer dealings with, and no regular interface with, the Suffragans but does hold their mobile phone numbers (including the northern Provincial Episcopal Visitor who is Bishop of Beverley).

The auditors saw evidence on the records of joint working with a local Methodist church in the case of an offender who moved between several congregations. In another case, there was joint working with Methodist and Roman Catholic churches. There was also evidence of joint working with other DSAs in the dioceses of Lincoln, West Yorkshire and the Dales and Derby.

There was not a lot of evidence of information sharing with external agencies but this is due to the fact that the DSA and record keeping are still new to the Diocese. The DSA is well networked externally as he was previously a LADO and had transferred his professional network to his new post.

Two LADOs responded to the request for feedback. One commented, 'There have not been that many cases over the last three years. I have no concerns about the safeguarding practice from the Diocese and there have always been good lines of communication'. The other said, 'The contact I have had has been positive, this has mainly been with the safeguarding officer, who is clearly knowledgeable and is professional in his approach to cases and contact with other agencies. I have found the safeguarding officer easily contactable and the information sharing to be appropriate and proportionate'. Neither raised any concerns.

There is not yet an information-sharing protocol with external agencies and it was suggested that one of the local safeguarding boards may be willing to take a lead, perhaps in return for receiving a S.11 audit annually.

S. 11 References

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 the processes to sustain good information sharing about safeguarding between the right people might be formalised so that they are less dependent on people rather than roles.

Work with a local safeguarding children board to agree an information-sharing protocol that might then be taken to the other boards (children and adults) in the Diocese.

3.17 QUALITY ASSURANCE PROCESSES

The quality assurance of safeguarding is at an early stage. The Chair of the DSSG was clear that the group should have a QA role but it is still in the process of formalising an action plan as a necessary first step. If the DSA was receiving professional supervision, his case work would be subject to a level of quality assurance but at present he is not.

Quality assurance of the safeguarding framework in parishes is at a more advanced stage. In February, a self-audit tool was shared with every parish to gather information about safeguarding in terms of policy, people, concerns/risk management and parish perception. The purpose of the audit is explained as:

- To help each parish to consider how to implement systems to create a safe church
- To identify areas of good safeguarding practice and where there may be a need for further work
- To highlight areas in which the diocesan safeguarding officer can support each parish
- To improve awareness of what training and support is available or can be developed as required
- To help the Diocese develop to ensure that safeguarding is embedded in all Diocese of York churches.

Members of the Focus Group agreed with one person who said their parish had found the self-audit really helpful as it had opened up safeguarding for discussion.

To date, about 100 out of 470 parishes have responded (since February 2016). The survey provides a detailed baseline of information about what is happening at parish level, in the context of the return for the national self-audit 2015 that said only 200 parishes have adopted the Diocesan Safeguarding Policy and 338 have Parish Safeguarding Representatives (PSRs). However, it should be noted that the DSA completed the self-audit very soon after his appointment and possibly before understanding the complexities of multi-parish benefices. The auditors were told that there are 12 PSR vacancies and that many of the 338 PSRs work across several churches in multi-parish benefices.

It was explained that the DSSG and the Operational Group plan to use the information from the parish audits to inform strategy and monitor progress. In addition, the Parish Safeguarding Focus Group that was brought together to meet

the auditors plans to continue to meet with a remit to respond to the findings of the parish safeguarding self-audit. The detail of how this will be done needs to be worked out.

S. 11 Reference

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

Considerations for the Diocese

Make sure that the parish self-audit is used to inform strategy and practice, and that the parishes that complete the survey see the benefit of doing so.

3.18 LINKS WITH NATIONAL SAFEGUARDING STRATEGY AND TEAM

The DSA has asked for guidance from the national team on a case work issue, and has made them aware of higher profile issues. The auditors were told that the DSAs for the Diocese of Leeds and for Durham now have an interim provincial responsibility for support in complex cases, on behalf of the national team. Both DSAs are known people in the Diocese of York as they provided interim consultancy cover in the months before the current DSA started.

The DSA is aware of the direction of the national team and attends regional and national events.

The Bishop's Provincial Chaplain is a member of the National Safeguarding Panel and sits on the DSSG, so she has a direct link with the national team.

3.19 WHAT NATIONAL SYSTEMIC SAFEGUARDING ISSUES HAVE ARISEN

The Cahill Inquiry was commissioned by the Archbishop in response to sexual abuse perpetrated by Robert Waddington, who was Dean of Manchester Cathedral before retiring to live in the Diocese of York.

The report (published in late 2014) makes eight recommendations, drawn directly from the findings of the Inquiry, which all have national as well as local implications. The Archbishop told the auditors that he has referred the recommendations to the national safeguarding team for its consideration. It was clear to the auditors that the Archbishop has adopted all the recommendations in the Diocese but their status in the province and in the Church of England as a whole is much less clear.

Considerations for the national safeguarding team

Publish a response to the Cahill Inquiry that shows how recommendations have been put into practice, or what plans there are to change policy or practice guidance, or explaining why a recommendation will not be taken forward.

APPENDIX: REVIEW PROCESS

DATA COLLECTION

Information provided to auditors

Information provided to the auditors before or during the audit:

- information about listeners and counsellors
- two safeguarding bulletins sent out by the DSA
- local policies and procedures
- three sets of minutes of the Diocesan Strategic Safeguarding Group
- three sets of minutes of the Safeguarding Operational Group
- The Parish Self Audit 2016 (pro forma and some examples of completed audits)
- documents pertaining to the Past Cases Review 2009
- Lessons learned from the Deceased Clergy Review 2014
- the report of the Cahill Enquiry 2014 (loaned)
- job specifications for the DSA and Independent Chair
- Safer Recruitment Guidance
- Diocesan Self-audit 2014 and 2015
- modular training materials
- Draft Whistleblowing Policy
- information about user groups
- Section 11 Audit (after the site visit).

Participation of members of the Diocese

The auditors had face to face conversations with:

- the Archbishop
- the Chief Executive (formerly the Diocesan Secretary)
- the DSA
- the Bishop's Chaplains (Provincial and Domestic)
- two of the three Archdeacons
- a Suffragan Bishop
- the Independent Chair of the DSSG
- the CDM administrator.

The Focus Group comprised:

- two incumbents
- two parish safeguarding representatives
- a church warden
- a parish administrator
- a parish youth worker
- a reader
- the DSA at York Minster.

The audit: what records / files were examined?

The auditors examined:

- six clergy blue files for evidence of safer recruitment
- a total of 14 case records, of which seven related to clergy and seven related to lay members of the Church
- the blue files for the seven clergy subject to allegations and/or convicted.

LIMITATIONS TO THE AUDIT

The limitations to this audit arose from a lack of recording which was due to the very recent appointment of a full-time DSA and collateral support for the DSA.

Consequently, the auditors could not be provided with many case records or with records of training, any history of self-auditing or with a verbal account of actions taken and the results.

To some extent, the limitations were compensated for by the willingness of senior clergy and diocesan officers to talk to the auditors but it remained quite difficult to understand the safeguarding journey in the Diocese.