



**Progress Against The Scout Association's
Commitments to the Prevention of Future Deaths
Report in Relation to the Death of Ben Leonard
Quarterly Update No.1 (April – July 2024)**

22nd July 2024

Introduction

On April 18th, 2024, The Scout Association responded to the concerns raised by HM Asst. Coroner in relation to the Prevention of Future Deaths report following the inquest into the tragic death of Ben Leonard.

Within that response we set out 24 specific commitments with an undertaking to publicly update on our progress in all areas quarterly within the first year, and then annually within a new Safety Report from 2025 onwards.

This is the first of those updates. Within this document we outline the specific work areas that we have completed and the next set of commitments on which we are working.

Since the conclusion of the inquest in February 2024 we have worked hard to address the concerns raised. This has included engaging with sector partners and stakeholders to candidly update on progress and seek feedback. We have introduced new governance approaches with a dedicated sub-group of our Trustee Board, led by our Chair, overseeing the delivery of our commitments and have undertaken significant engagement across the Scout movement to provide the details of the changes we are now making and the reasons for doing so.

In this reporting period from 18th April to 18th July 2024 there were 15 commitments we planned to initiate or complete. We have either completed or made strong progress on all areas.

Where we have not yet fully delivered on a commitment, we have outlined the reasons below together with a clear plan to ensure that we will deliver as promised.

In addition to the commitments we made in our response to the PFD, we have also undertaken a significant movement wide assessment of key safety measures in place at the local level. This is to provide further understanding to confirm we are delivering the safest levels of Scouting today. This has involved reviewing over 400 data returns and thousands of data points. Where we have identified key issues, we have put in place clear remedial actions that are required to be completed by the end of July 2024. This process has been led by both staff and volunteers with additional staff and volunteer support being deployed in local areas where required.

To support our safety work further, we have recruited two new independent members of our Safety Committee with strong credentials within complex safety environments. These additions both add to the Safety Committee's capabilities and further improves the Committee's scrutiny, expertise and oversight.

Finally, we continue to engage with the Charity Commission and have met with them at their request on three separate occasions following the conclusion of the inquest, with a further meeting planned for October 2024. We have spoken at length with them on our plans, actions to date, future proposed actions and governance, and will continue to do so.

Overall, a number of new posts, both volunteer and paid, have been created; and considerable time and resources have been devoted to progressing these commitments. We remain steadfast on our original promises to deliver real change within the Scout movement.

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Commitments due to complete in the first 3 months

Commitment	Date for completion	Status
Fatal Accident Investigation of the death of Ben Leonard	July 2024	Phase 1 complete (Investigation into Ben's death) Phase 2 – due in August 2024 (Investigation into key decisions after Ben's death)

Details:

We have completed the Fatal Accident Investigation into the death of Ben and have shared this with the Leonard family and HM Coroner. This investigation was undertaken by a panel consisting of an independent Chair, two independent members and a Scout volunteer. All panel members have strong credentials in senior investigatory and safety work spanning many years. We have shared their credentials with the Charity Commission (please see appendix A for the credentials of the panel).

The Fatal Accident Investigation Panel (FAIP) identified some key issues, which are, in summary, as follows:

The Nights Away Notification (NAN) Process

- The NAN approval process lacked rigour with inadequate guidance and the NAN form did not assist the approver.
- Senior leaders in the volunteer chain (Commissioners) did not receive adequate training to cover the NAN process and their competency was not assessed.
- Inaccurate information was provided on the Nights Away Notification (NAN) form for this trip.
- The Scout Association (TSA) did not have in place effective audit of the NAN process.

Lack of Compliance with POR

- Planning requirements outlined in TSA POR were not met by the organisers e.g. ineffective planning, absent risk assessments and inclusion of young adults without the appropriate checks (DBS), and there was a lack of assessment of knowledge and compliance with POR.
- NAN form guidance was not followed.
- There was inadequate briefing to the group (and parents) before the camping trip took place and no briefing during the trip.
- When a group of three boys became detached from the main party, this did not raise concern; there was a lack of appropriate supervision.

Competence of Volunteers

- The leaders did not function as a team.
- Non-technical leadership skills did not form part of the initial training programme for leaders and there was no effective assessment of leadership competency.
- The leaders did not demonstrate they had the skills to do an effective risk assessment, in particular the ability to perceive potential hazards.

TSA agrees with these findings. In line with the commitments within our response to the Prevention of Future Deaths report, significant work is being undertaken to address all the findings and has already begun as set out in this report.

The independent panel are now undertaking a second phase of their work to review the key decisions made by the organisation directly following Ben's death so that we can ensure that all learning is understood and culture, systems and processes change as required.

Commitment 1	Stated date for completion	Status
Develop and adopt a new Duty of Candour Policy which will be published by July 2024.	July 2024	Approved at Board on 16 July 2024
Details:		
The new policy has been completed and has been approved by our Trustees at the Board meeting on the 16 th July 2024. The policy will be published after this point with accompanying training being delivered. As stated within our original response we have already adopted the principles of a Duty of Candour within our Safety and Safeguarding practices.		

Commitment 3 & 4	Date for completion	Status
3) Commission a new strategic partnership with a nationally recognised organisation that is a leader in safety to review our current safety practices, and act as a third-party reviewer.	May 2024	Complete/ Ongoing
4) Working with our strategic partner, we will undertake a comprehensive independent review of our current safety practices with clear recommendations for action. Review all existing and proposed safety training and seek external accreditation.	September 2024	Ongoing/ On schedule
Details:		
The Scout Association has started working with RoSPA (The Royal Society for the Prevention of Accidents), who for over 100 years have been leading the development of safety practices. From their foundations looking at road safety to now, working in multiple areas of safety improvements ranging from water safety to public health issues, RoSPA who are a Royal Chartered Institute, use evidence-based approaches to inform assessment and decisions.		

Phase 1 of this work consists of 3 key components:

- 1) A full review of all policies, procedures and safety practices within Scouts
- 2) A Training Needs Analysis aligned to our volunteer roles and ways of working (this will then lead to the further development of our ongoing safety training across the movement)
- 3) The design of supplementary safety training to all 145,000 volunteers (see below)

This first phase is due for completion by September 2024 and the outcomes will shape the second phase of the work, which we anticipate will include work on cultural change, assurance and further training design.

Commitment 9	Date for completion	Status
<p>Introduce a new Critical Incident & Investigation Policy, that includes</p> <ul style="list-style-type: none"> • Fatal Accident investigation • Automatic neutral suspensions • Viewing incidents through the safeguarding framework 	<p>July 2024</p>	<p>Part complete Full completion by January 2025</p>

Details:

We committed to writing a new Critical Incident and Investigation Policy and for this to be approved by the Board in July 2024. After thorough review, we have:

- Updated our Critical Incident Management Procedure to include:
 - A new Fatal Incident Investigations process and procedure.
 - A new after care support process (Family Liaison Guidance) to work with individuals and families after a significant incident that ensures staff are trained in trauma support.
 - The implementation of new suspension powers for significant incidents. This is now our standard practice and POR will be updated in October 2024 to reflect this change.
 - Executive Director leadership of all Critical Incidents.
 - A change in our approach to incident investigations and learning reviews so that all incidents are assessed by both Safety & Safeguarding teams in line with the new Duty of Candour policy.

In July the Board reviewed our progress and the revised Critical Incident Management Procedure, new Duty of Candour Policy and other related changes as above. These were approved by the Trustees. However, for clarity the Board did not sign off a new Critical

Incident Policy as per the original commitment. This was due to the fact that we have agreed to go further, and we are now planning to bring in wider perspectives and expertise in the coming months. We will be working with organisations such as Fire and Rescue, crisis response organisations, as well as with RoSPA. The Board will now sign off a new suite of policies in January 2025 including a tested Critical Incident Management Policy and the review of a critical incident scenario PFD11). This will be accompanied by new training for staff and volunteers to support adoption and implementation.

Commitment 10	Date for completion	Status
Develop training packages to support our new approach to Critical Incidents.	July 2024	Part complete Full completion by January 2025
Details:		
<p>The updated Critical Incident Procedure (outlined above) is now in operation. Our key staff were trained on the revised procedure on 17th July and completed a process and incident run-through using the updated procedure.</p> <p>Further volunteer and staff training to accompany the new Critical Incident and Investigation Policy will be launched by January 2025.</p>		

Commitment 17	Stated date for completion	Status
The Board of Trustees will receive the first of regular reports on safety suspension data alongside heat maps of UK-wide compliance data relating to training completion, safety and safeguarding suspensions and complaints.	July 2024	Complete
Details:		
<p>Safety suspension data and UK wide heat mapping is now part of the Board agenda. Heat Mapping has now also been added to the Safety Committee agenda and reviewed at the most recent meeting in June 2024.</p>		

Commitment 20	Stated date for completion	Status
Ensure that the reviewing of first aid kit guidance & contents is part of the annual review cycle for The First Aid Working Group.	May 2024	Complete
<p>Details:</p> <p>This action is complete with the First Aid Working Group due to meet in September to undertake their first review. The review will recur at least annually, but more regularly if appropriate.</p>		

Commitment 21	Stated date for completion	Status
Change our processes so volunteers who use a First Aid at Work certificate as the basis for their First Response accreditation must meet with a qualified trainer and demonstrate practical skills face-to-face.	June 2024	Complete (however roll out date delayed until August 2024)
<p>Details:</p> <p>A new process has been agreed (to launch August 2024) to ensure that anyone using a First Aid at Work certificate will now meet with a qualified trainer to demonstrate the practical application of child CPR and be able to discuss specific issues and signs/warning in relation to meningitis and hypo/hyperthermia. Alternatively, individuals will need to provide evidence of externally validated content in the same areas.</p>		

Commitments due to start within the first 3 months

(but due for completion at a later date)

Commitment 6	Date for completion	Status
We will engage with National Governing Bodies (NGBs) and other relevant partner organisations to understand how they exercise external oversight and apply standards to their subject areas. We will use this research to develop an improved approach to	Initiated by June 2024	Initiation complete

external oversight in Scouting.		
<p>Details:</p> <p>The Scout Association has a record of engagement with many NGBs to look at best practice approaches. We have now initiated a reinvigorated programme of work with them and have identified key NGBs and other partner agencies to benchmark our approach.</p> <p>We are already, for example, engaging with Mountain Rescue to seek their input as a critical colleague on our plans and ways of working. Over the coming months we will focus in particular on how NGBs and others are approaching oversight and standard setting so that we can develop our own approach in this area.</p>		

Commitment 7	Date for completion	Status
Introduce a new internal assurance function consisting of staff and volunteers, to monitor and audit at local level all our 8,000 charities and provide reporting nationally to the Board.	April to November 2024	In progress, on schedule
<p>Details:</p> <p>The Assurance Framework has been agreed and the project team have been working on it in line with the project plan. In July 2024 we start the recruitment process for a new Head of Assurance. Our first assurance exercise will be to review the issuing of permits across the movement and the competency of Permit Assessors with a target completion date of the end of August 2024 aligned to PFD commitment 23.</p>		

Commitment 12	Date for completion	Status
Commission enhanced supplementary training and validation process for all 145,000 volunteers.	Training programme available by September 2024, and target completion of all volunteers within 6 months	In progress/ delivery date amended to November 2024
<p>Details:</p> <p>As detailed above, we have started working with RoSPA (Royal Society for the Prevention of Accidents). The first phase of our work with them includes the design of supplementary safety training for all 145,000 volunteers. This will cover key areas including Risk Assessment, Dynamic Risk Assessment, Terrain definitions, First Aid assessment, adherence to POR and permitting.</p>		

The training materials will be complete by September 2024, ready for member testing, and launched for our membership in November 2024. We are launching the training later in the year as we aim to launch it through our new movement wide Learning Management System (LMS) which is going live in Autumn. This will not only help us to launch the training to everyone more effectively, it will also allow us to easily monitor compliance and completion.

We will prioritise the initial training of volunteers in the main frontline roles who are delivering activities to children and young people. The target completion date for delivery to these volunteers (which we anticipate will still be achieved) is March 2025, with volunteers in other roles completing by the end of May 2025.

The new training will be created with, and quality assured and endorsed by RoSPA.

Commitment 14	Stated date for completion	Status
Create new automatic suspension powers for those involved in Critical Incidents or significant near misses.	May 2024	Complete
Details:		
As stated, we have implemented new suspension powers for significant/Critical incidents and will update POR in October 2024 to recognise these powers but are utilising them as standard practice now.		

Commitment 15	Stated date for completion	Status
Increase the capacity of the safety team immediately and propose a new permanent structure to introduce additional staff in the areas of safety and training support.	Started in April with completion by October 2024	In progress/ on schedule
Details:		
We have created 8 new roles within our Safety team including supplementing our management capacity with three new Senior Safety Officers. The team will be reaching its new full capacity of 17 by September 2024 with half of the new roles in post already. In addition to this new capacity, we have also recruited to a new interim senior level role to oversee this programme of work (Chief Operational Resilience Officer).		

Commitment 16	Stated date for completion	Status
Create new additional mandatory safety training and support that is level/role specific and appropriate for our senior District and County volunteer levels.	Urgent inquest learning by July 2024 Full training programme by October 2024 (completion within 6 months thereafter)	In progress/ on schedule
<p>Details:</p> <p>In May and June, we mandated all County Lead Volunteers (our most senior County level leadership role), and Chairs of local Trustee Boards to attend a 2-hour session updating on the inquest, the key learnings, our commitments to change and our implementation plans. We also provided this information to our District Lead Volunteers and within an all-member call. In total over 1,780 people attended these calls or accessed the related information and presentation, and we know from feedback that these same resources were shared at numerous local meetings and Trustee Boards. We have also sent key movement wide communications outlining and sharing our response to the Prevention of Future Deaths report and our commitment to change and transparency.</p> <p>Overall, this has been well received by the movement, especially by volunteers in our key leadership roles with a genuine commitment to support the changes that are being made.</p> <p>Training</p> <p>As we have outlined, the Scout Association has started working with RoSPA (Royal Society for the Prevention of Accidents). We are currently working with them to scope and design County and District level leadership training. This will be ready by September 2024 and available via the LMS by November 2024. During the interim period we will be delivering safety webinars for key roles to ensure that our volunteers are fully supported.</p>		

Commitment 22	Stated date for completion	Status
Ask any volunteer who has already used a First Aid at Work certificate as the basis for their First Response accreditation to undertake a face-to-face re-validation meeting with a qualified First Aid Trainer.	Process starting May 2024	In Progress/ on Track
<p>Details:</p> <p>A new process has been agreed for this validation process and we are currently planning how to roll this out across the movement. This is taking longer than we had originally anticipated due to the complexity of the data in these areas, however we have an agreed process which includes an online course and meeting with a qualified first aid trainer so that the practical aspects such as child CPR can be assessed.</p>		

Commitment 18	Stated date for completion	Status
Ongoing support to ensure Greater Manchester East has the correct volunteers and support in place to deliver effective training.	Completion: September 2024	Complete
<p>Detail:</p> <p>Significant work has been undertaken to ensure that we are delivering the safest level of provision within Greater Manchester East.</p> <p>This has included reviews and actions in areas such as permitting, training, risk assessments and a full review of local ways of working. This has been a thorough undertaking supported by additional staff and volunteer leadership. All identified work has now been completed ahead of schedule, and we will ensure ongoing oversight as required.</p>		

Commitment	Stated date for completion	Status
Rapid Assurance	n/a	In Progress
<p>Details:</p> <p>Whilst this was not included within our PFD response, the Trustee Board agreed it was vital that we could provide assurances now that we are delivering safe activities to young people. Over the past 3 months we have undertaken a significant process whereby we have sought information from across the movement to assess compliance and levels of assurance. This has focused on 5 core areas.</p> <ol style="list-style-type: none"> 1) Nights Away 2) Training 3) Safety 4) Visits Abroad 5) Adventurous Activities <p>We have built 5 technical teams to assess all returns from our Counties, with which we had a 100% response rate. Over 400 returns have now been assessed and actions plans have been created. Where we have identified non-compliance against a standard or requirement that may present risk, we have stated that these must be rectified within 1 month otherwise Scouting in that local area will be stopped. Technical teams have also been given a clear instruction to stop activity now if there are concerns about unsafe delivery. Where we have identified other areas for improvement these have been given a longer duration for response (typically 3-4 months).</p> <p>We have built a strong team co-led by staff and volunteers who have responded at pace to this process and continue to provide local level support where required.</p>		

Commitments from August - October 2024

PFD Commitment No. & Due date	Commitment
PFD response No. 18 Completion: September 2024	Ongoing support to ensure Greater Manchester East has the correct volunteers and support in place to deliver effective training.
PFD response No. 19 Completion: September 2024	We will enhance our online training for volunteers to provide specific guidance on first aid kit suitability and terrain guidance.
PFD response No. 23 Completion: August 2024	<p>County assurance process confirming that permits have been issued appropriately in line with our Policy, Organisation and Rules (POR).</p> <p>Comments: As we start to explore this area in further detail the volume of permits issued is significant. We are identifying a risk now that this may not be complete by the August deadline. However, we are mitigating the risks here through the Rapid Assurance processes that have been outlined and by focusing assurance processes on those who issue permits to identify if they hold the correct training and accreditations. Where any issues are identified we will take appropriate action to ensure safe local delivery. A further update will be provided in our second quarterly update.</p>
PFD response No. 24 Completion: October 2024	Undertake a full independent led review of our Permit Scheme.

We will update in October 2024 as to the further progress on all actions outlined within this report.

Appendix A – Fatal Accident Investigation Panel Membership

The following constituted The Fatal Accident Investigation Panel.

Medical Officer until her retirement in 2023. During her career she held many healthcare related leadership positions including Responsible Officer and Deputy Chief Medical Officer for Quality and Safety. She al

Karen Thomas (Chair)

Karen Thomas (née Daly) worked at St George's NHS Foundation Trust as a children's orthopaedic surgeon then Deputy Chief so delivered improvements in the delivery and planning of surgical training and assessment at a regional and national level. Her experience includes providing support for doctors in difficulty, and complex investigations of individual and team performance, and she is familiar with the challenges of implementing systems change in the domains of patient safety, information technology and doctor's appraisal. Karen has also held leadership positions for the British Orthopaedic Association, Royal College of Surgeons of England, and NHS London and England. Karen has been a school governor for more than 12 years and her roles have included lead for Health and Safety and Safeguarding.

Robert Meldrum MBE

Bob was one of HSE's HM Inspectors of Health and Safety for 37 years. After inspecting, investigating, and enforcing in a wide range of industries in Manchester and East Anglia, he took over the section implementing the EU directive on the transport of dangerous goods by road in the UK before heading the national industry group for docks and airports. On returning to Field Operations, he ran a series of teams, managing inspection initiatives, investigations, and prosecutions. Since he has retired, he has maintained an interest in health and safety at work as an affiliate of IOSH.

Bob has been in Scouting since he was a Cub, much of the time as a leader in various Scout Troops and in a range of District and County roles in several parts of the country. Currently he is Assistant County Commissioner (Activities) for Berkshire Scouts, and among other things runs a range of adventurous activity events.

Allan Spence

Allan Spence is a chartered safety professional whose career has been devoted to improving health and safety management in a variety of industries. His career includes 26 years as a warranted inspector, initially with the Health and Safety Executive and then the Office of Rail Regulation responsible for inspection, investigation, and related enforcement decisions. After early specialism in agricultural and construction safety, he moved to HM Railway Inspectorate, becoming HM Deputy Chief Inspector of Railways.

Allan joined Network Rail in 2012 to create the company safety strategy and vision of *Everyone Home Safe Every Day*. He led the company's approach to passenger and public safety then the relationship with regulators and leading industry investigation into the most serious accidents, including train accidents and staff fatalities. Allan is vice chair of the railway industry System Safety Risk Group and chair of the International Union of Railways' (UIC) Global Level Crossing Network.

Alan Smith

In 2008, Alan completed a 30-year career with Grampian Police having attained the rank of Detective Superintendent and Deputy Head of CID for the Force. With the portfolio for Major Crime Operations, he held the strategic lead for all Homicide Investigations and combating Organised Crime. Grampian Police had the lead for policing the North Sea Energy Sector and Alan gained unique experience leading investigations into several high profile offshore Critical Incidents and tragedies.

In his final year in the Force, Alan played a key role as a member of the Scottish Police Service Working Group, in governing and overseeing the implementation of the Corporate Manslaughter and Homicide Act 2007. This UK wide legislation was enacted to provide a prosecution route for organisations where an investigation found causation of death due to a failure in their Duty of Care.

On leaving the police force Alan used his extensive skills to develop a second career in industry investigation and Root Cause Analysis. Over the last decade he has cultivated an impressive national and international reputation in this specialist arena.