

## JULY 2022 GROUP OF SESSIONS

### Report of the General Synod Business Committee and Guide to the Group of Sessions

#### Introduction:

1. The Business Committee is an elected committee of the General Synod. It is charged under Standing Order 4 with settling the agenda for each group of sessions and determining the order in which business is to be taken. Subject to Standing Order 1, it is also responsible for all matters relating to the sessional arrangements of the Synod (Standing Order 125).
2. The Business Committee prepares a report for each group of sessions. This report sets out the business and practicalities for the July 2022 group of sessions and gives an overview of the work of the Committee since its last report in February 2022.

#### Setting the Agenda for the July group of sessions

3. The Business Committee strives to set the agenda in a way that ensures that there is a balance of subjects, and a mix between items brought by dioceses through Diocesan Synod Motions (DSMs) or individual members through Private Members' Motions (PMMs) and those put forward by the Archbishops' Council or its sub-committees. It ensures that there is adequate time available for legislative business and sufficient time for standing items such as questions and farewells.
4. For the July 2022 group of sessions, being held from Friday 8 July to Tuesday 12 July, the Business Committee considered the number of DSMs and PMMs pending. It has taken the decision to bring at least three DSMs to this group of sessions. Those selected were based on the length of time they have been waiting and whether there is a particular deadline for the item to be taken. This is why the DSM from Guildford, 'Age Verification on Pornography Websites' (GS 2274A and GS 2274B) has been taken before older DSMs since it relates to legislation currently progressing through Parliament.
5. There are a number of items of legislation at this group of sessions, including the Diocesan Stipends Fund (Amendment) Measure (GS 2255) which had been laid before Synod on 23 March for deemed first consideration. The Clerk received requests from more than 25 members for it to be debated, so this is included on the agenda for first consideration. There are a further eight legislative items at this group of sessions, four of which are for deemed approval. Further details can be found below.
6. There are a number of financial items on the agenda, including the 2023 Archbishops' Council Budget and proposals for Apportionment; the independent review of the Lowest Income Communities Funding and Strategic Development Funding; and Spending Plans for 2023-25.
7. As with the February 2022 group of sessions, the Business Committee has decided to schedule two sets of 'question time' to allow more time for this important part of the Synod process. These will take place on the evenings of Friday and Saturday.

8. There will be group work taking place on Sunday afternoon. This will give members the opportunity to engage again with the Living in Love and Faith work and the Vision and Strategy work. There will be two sessions, so members will be able to engage with each of these issues. Details regarding the group work will be available on a Notice Paper and members are strongly encouraged to participate in this.
9. At this group of sessions, the elections for the central members of the Crown Nominations Commission will be held on Sunday evening. This will take place in a context of prayer and will be managed by the external voting company, Civica Electoral Services (CES) which has been managing the elections to Synod and of Synodical bodies. Members will be sent an email from CES with a link to the online portal which will open at 8.30pm and close at 9.30pm. Members will need access to a device (ie smartphone, tablet or laptop) to access the portal and will only be able to vote during these 60 minutes. Staff will be available to advise any members during this time, and will provide a small number of devices for use by members. The results will be announced before prorogation on Tuesday morning.
10. The Business Committee is delighted that this group of sessions will be attended by a number of Ecumenical guests, as well as those from the Anglican Communion. Details about those attending, including a brief biography can be found in Notice Paper Five.
11. There will be a Presidential Address by the Archbishop of York and one of the Archbishops will move that a Loyal Address be presented to Her Majesty The Queen on the occasion of her Platinum Jubilee.
12. A sculpture inspired by the LLF process has been installed in York Minster and will be on view until September. Members of Synod will have the opportunity to view and interact with it before the service on Sunday morning. There will also be a multimedia installation in Spring Lane building.

### **Practicalities for the July group of sessions**

13. This group of sessions will be the first residential meeting since July 2019. It is being held at the University of York, and accommodation and catering on campus is arranged for all members by the Synod Support Team. The meetings will be held in the Central Hall, with group work on Sunday afternoon in the Spring Lane Building. Members of the Business Committee will be running tours of the campus on Friday lunchtime to help new members to orient themselves. Details of how to find your accommodation, dining room and map of the campus will be sent to you by email from Synod support. Members who have requested a parking hanger will be able to collect this at check-in.
14. Following the process by the Convocations of Canterbury and York, and House of Laity to co-opt UK Minority Ethnic Members, the Business Committee will be arranging a brief induction programme on Friday morning for these new members, as well as others that have joined since February through casual vacancies. Synod Support Staff will be contacting those new members directly about this. Any member who missed the November induction would also be welcome to join us.
15. As with the February 2022 group of sessions, we will be providing basic Zoom access to the meeting to those unable to attend in person due to illness or other reasons. The Synod Support Team will contact members regarding this, and will

arrange access to the Zoom call and voting platform.

## Worship

16. Worship is arranged on behalf of Synod by the Synod Chaplain, Revd Andrew Hammond. He can be contacted on [synodchaplain@gmail.com](mailto:synodchaplain@gmail.com) and would welcome feedback from members regarding the worship. He would particularly like to hear from any volunteers wishing to lead worship.
17. As this is a body of the Church of England, worship is integral to the Synod meetings. Each session starts with worship and concludes with worship. Holy Communion is celebrated in the Berrick Saul Building every day except Sunday, as Holy Communion will be celebrated in York Minister that morning. Transport is available for members to travel to the Minister on Sunday morning at a small cost. Tickets are available from the Information Desk in the foyer in the Central Hall during Synod.

## Agenda items for the July group of sessions

18. The following sets out a brief summary of each of the papers being presented at the July group of sessions. It is hoped that members will find this useful.
  - [GS 2256 Agenda](#): This is the key paper for the group of sessions as it sets out the business for the meeting. This should be read alongside the Order Papers which will be published about an hour before each session starts on the Synod App and website (and available in the Foyer of Central Hall). Please note that the agenda is subject to change during the group of sessions if business necessitates.
  - [GS 2257 Report of the Business Committee](#): This report will be discussed as one of the first items on the agenda. Members will have the opportunity to comment on the agenda or on the content of the Report during the take note debate.
  - [GS 2258 Route map to Net Zero Carbon by 2030](#): This provides an update on progress towards net zero carbon as requested by the motion from the February 2020 group of sessions.
  - [GS 2259 War in Ukraine](#): This is a topical item and will enable Synod to engage with this issue which is the most serious destabilisation of the post-WW2 world order for decades.
  - [GS 2260 See of Canterbury Crown Nominations Commission](#): This follows the Take Note debate in February 2022 at which members were told that a final proposal for changes to the Standing Orders would be brought to the July 2022 Synod. Members will be able to debate a series of non-technical policy proposals on Saturday before considering the specific amendments to the Standing Orders giving effect to proposals on Tuesday.
  - [GS 2261 Review of Strategic Development Funding \(SDF\) and Lowest Income Communities Funding \(LInC\)](#): An Independent Review of SDF and LInC funding reported in March 2022. This will be an opportunity for members to engage with the reviewers and to clarify and learn from the review.
  - [GS 2262 Spending Plans of the Church Commissioners and Archbishops' Council](#): This item is focussed on the spending plans of the Church Commissioners and Archbishops' Council for financial distributions over 2023-2025 and indicative

distributions for the subsequent six years. These are plans developed in the light of the Vision and Strategy work.

- [GS 2263 Safeguarding and Independence: Update and Next Steps](#): This item will include a presentation by Maggie Atkinson, Chair of the Independent Safeguarding Board and Meg Munn, Chair of the National Safeguarding Panel. This will give Synod the opportunity to engage with this important issue.
- [GS 2264 Church of England Pensions \(Application of Capital Funds\) Measure](#): This Measure further extends the period during which the Church Commissioners are permitted to resort to capital to meet their obligations under the pre-1998 clergy pension scheme.
- [GS 2265A and GS 2265B Insurance Premium Tax](#): This Diocesan Synod Motion from Lincoln seeks to address the impact of insurance premium tax on churches and other charities.
- [GS 2266A and GS 2266B Assisted Suicide](#): This Private Members' Motion by Dr Simon Eyre (Chichester) which aims to affirm that the current legislation in relation to Assisted Suicide referenced in Section 2 of the Suicide Act 1961 (and its application through the Director of Public Prosecutions guidelines) should remain unchanged.
- [GS 2267 Archbishops' Council Annual Report](#): There will be a presentation on the Archbishops' Council's Annual Report and members will be given an opportunity to ask questions on the work of the Council in 2021.
- [GS 2268 Archbishops' Council Budget 2023 and Proposals for Apportionment 2023](#): This is a regular item for the July group of sessions, as under its Standing Orders, General Synod must be invited to approve the Archbishops' Council's annual budget and its proposals for the diocesan apportionment. Proposals for the budget and apportionment must be sent to General Synod members by 30 June of the preceding year.
- [GS 2269 Amending Canon No 42](#): This Amending Canon implements a recommendation from the Independent Inquiry into Child Sexual Abuse that the role of diocesan safeguarding adviser be changed to one of diocesan safeguarding officer. Diocesan safeguarding officers would have responsibility in the diocese, independent of the bishop, for the professional leadership on and management of matters relating to the safeguarding of children and vulnerable adults.
- [GS 2270 Affirming and Including Disabled People in the Whole Life of the Church](#): this item will give members the chance to address disability issues and reflect on the importance of diversity and inclusion in the life of the Church.
- [GS 2255 Diocesan Stipends Funds \(Amendment\) Measure](#): This legislation will allow dioceses more freedom to be generous with their historic wealth to other dioceses in the Church of England, and enable a more equitable sharing of this wealth.
- [GS 2271 Resourcing Ministerial Formation](#): The Resourcing Ministerial Formation review has found that significant changes to the current system of funding for the training of ordinands are required, and this item will enable members to shape the ongoing development of the proposals.



- [GS 2272 Church of England \(Miscellaneous Provisions\) Measure](#) and [GS 2273 Amending Canon No 43](#): This Measure and Amending Canon cover a wide range of provisions which would not merit free-standing legislation. Many of the provisions are of a technical nature.
- [GS 2254A](#) and [GS 2254B Review of Qualifications for PCC Membership and Entry on the Church Electoral Roll](#): this is a Diocesan Synod Motion from Canterbury which calls for a review of the qualifications for membership of parochial church councils and the electoral roll in light of the existence of bishops' mission initiatives.
- [GS 2274A](#) and [GS 2274B Age Verification for Pornography Websites](#): this is a Diocesan Synod Motion from Guildford and calls for the Government to introduce legislation requiring pornographic sites to have in place age verification systems preventing access by people under the age of 18.
- [GS 2275 59<sup>th</sup> Report of the Standing Orders Committee](#), [GS 2276 60<sup>th</sup> Report of the Standing Orders Committee and Amendments to the Standing Orders for Membership of the Canterbury Crown Nominations Commission \(CNC\)](#): This sets out the technical changes relating to the CNC membership which will be finalised after the Synod has voted on the underlying proposals on Saturday morning.
- [GS 2277 Report by the Clergy Conduct Measure Implementation Group](#): In July 2021 Synod took note of the report from the Lambeth Working Group on the reform of the Clergy Discipline Measure. That report recommended the creation of an Implementation Group to bring forward legislative proposals to Synod for the replacement of the CDM. These proposals are now ready for debate before Synod in advance of legislation in 2023.

#### Deemed business:

- [GS 2278 Legal Officers \(Annual Fees\) Order 2022](#) and [GS 2279 Ecclesiastical Judges, Legal Officers and Others \(Fees\) Order 2022](#): These are the usual annual fees orders providing for the annual retainers paid to diocesan registrars and for court fees in the ecclesiastical courts.
- [GS 2280 Church of England Funded Pension Scheme \(Amendment\) Rules 2022](#): These Rules make amendments to the provisions in the Rules of the Church of England Funded Pensions Scheme (which applies to service by clergy from 1998) in relation to retirement on grounds of ill health.
- [GS 2281 Clergy Discipline Measure 2003](#) – Amending Code of Practice: This Code makes amendments to the existing Code of Practice. One set of amendments removes the presumption from current guidance that it will always be necessary to pause CDM proceedings pending the outcome of the police investigation or a criminal trial. The other amendment transfers responsibility for publishing details of penalties by consent from dioceses to the President of Tribunals.

#### Contingency Business

- [GS 2282A](#) and [GS 2282B Reduce Parochial Fees for Marriages](#): this is a Diocesan Synod Motion from Blackburn and seeks to set the fees relating to marriages at nil or a minimal amount. It will only be debated if changes to the agenda during the group of sessions means additional time is available.

### Work of the Committee

19. The Business Committee has met twice since the February 2022 group of sessions. The Committee has elected Fr Paul Cartwright as Vice-Chair of the Committee.
20. The Committee has reviewed the feedback from members on the February 2022 group of sessions and have taken forward the following suggestions from members:
  - Members requested the possibility of a short break in the afternoon. The Business Committee will suggest to Chairs that a short break should be incorporated into the changeover of Chairs between items of business.
  - Members noted that there was a lack of clarity regarding supplementary questions and which questions are in order. Detailed guidance will be provided to Chairs and members, both on the Questions Notice paper and on the website.
  - Members expressed concern that using only two microphone podiums slowed the debates. The Synod Support Team are looking into the possibility of having four podiums at Church House for the February 2023 group of sessions. The layout of the Central Hall makes this more problematical in York but the situation will be reviewed following this year's meeting.
  - Members welcomed the additional session for question time in February 2022. This is being repeated at the July 2022 group of sessions.
  - Members felt that there should be better explanations of what constitutes a point of order. Chairs will be supported during the debates by staff to address any points of order and the Business Committee is looking to prepare some guidance for members.
  - Members appreciated the ability to join remotely through Zoom. The Business Committee are continuing with the trial of hybrid arrangements in York and will assess this further when reviewing the July 2022 sessions.
  - There was feedback about the behaviour of members. The Business Committee has revisited the informal code of conduct ([GS Misc 1175](#)) and will consider further work alongside other suggestions for improving Synod.
21. The Business Committee would welcome feedback from members on any aspect of Synod. This can be done formally through the post-Synod feedback questionnaire or more informally either at the proposed fringe meeting or by email to [synod@churchofengland.org](mailto:synod@churchofengland.org).
22. The Appointments Committee is a committee of Synod, responsible for appointing members to Synodical bodies, as well as other bodies. The Business Committee would encourage members to engage with this and either put forward yourself or others for roles which match your skills and experiences. Further details can be found in [GS Misc 1324](#).

### Elections Review Group (ERG)

23. The Business Committee and the Appointments Committee has appointed members to the Elections Review Group which is a sub-committee of the Business

Committee. The ERG will be chaired by Clive Scowen (London) and will focus on the following:

- Review the process for the 2021 General Synod elections, including engagement with stakeholders such as dioceses, Synod members and Civic Electoral Services.
- Put forward proposals for amendments to the election rules for the next General Synod elections
- Act as steering committee for amendments to the Church Representation Rules and other rules pertaining to the election of members of the General Synod.
- Advise the Business Committee on any other changes related to elections and produce a report to the Business Committee for consideration by General Synod.
- Consider submissions made by former synod member Michael Stallybrass and bring forward such proposals as it considers appropriate to amend the Church Representation Rules relating to proceedings of parochial church councils.

24. The ERG will start its work shortly and it is expected to give an update report to the February 2023 group of sessions.

### **Accessibility**

25. The Business Committee's statement on Accessibility ([GS Misc 1201](#)) was last reviewed in December 2020 but the Committee regularly engages with the Accessible Synod Group to bring improvements to each group of sessions. Feedback from members on how to improve this would be welcomed.

### **Synod App**

26. Members are encouraged to download the Synod App. This gives you access to all papers, supporting documents; and the ability to submit requests to speak and amendments. If you have any issues accessing this, the Synod Support team can advise.

### **Record of Business Done**

27. The transcript from the February 2022 group of sessions is now available on the website [here](#).

### **Business Committee Policies**

28. The Business Committee has a number of policies covering various aspects of Synod's activities which are reviewed regularly and updated as necessary. These and other guidance may be viewed on the Members' [resources section](#) on the Church of England website.

29. The [Guide to the General Synod](#) and the [Synod Members' Survival Guide](#) may be especially helpful as members prepare for the group of sessions.

30. Synod members are encouraged to be proactive in publicising the work of Synod, and social media is a great platform for this. The hashtag used on Twitter is #Synod. There are several social media channels which members have used in

the past. However, members are reminded of the importance of being respectful to each other and that social media comments are seen by many both within and outside the Church.

31. Synod business is recorded and livestreamed on the Church of England YouTube channel, and occasionally broadcast on the BBC Parliament Channel as well. Members should consider this when participating in the chamber.

On behalf of the Business Committee,  
Robert Hammond, Chair  
June 2022

## **Membership of the Business Committee June 2022**

### **Chair (elected by General Synod)**

Canon Robert Hammond

### **Elected by the House of Bishops**

The Rt Revd Martin Gorick, Bishop of Dudley

### **Elected by the House of Clergy**

Fr Paul Cartwright (Vice-Chair)

Revd Mark Ireland

Revd Jody Stowell

### **Elected by the House of Laity**

Mr Clive Scowen

Mrs Michelle Obende

Mr Nic Tall

### **Appointed by the Archbishops' Council**

Mr Joseph Diwakar

The Secretary to the Committee is the Acting Clerk to the Synod, Jenny Jacobs.

## **Forecast of future General Synod business**

This contains potential items that are likely to come to a future group of sessions, it is not an exhaustive list as other items may be added and does not guarantee that an item will be scheduled.

The dates for the February 2023 group of sessions are still to be finalised but, in keeping with the commitment to give as much notice as possible, members are requested to hold the smaller date envelope of Monday 6th to Thursday 9th February 2023 for Synod.

### **February 2023**

#### **Legislative business**

- Clergy Conduct Measure – First Consideration
- Diocesan Stipend Fund (Amendment) Measure – Revision Stage, final drafting/Final Approval
- Miscellaneous Provisions Measure and Amending Canon No 43 – Revision Stage
- Church of England Pensions (Amendment) Measure – Revision Stage
- Approval of form of electronic service register under Canon F 12

#### **Non-legislative business**

- Policy paper on revision of Mission and Pastoral Measure 2011
- Policy paper from the Governance Review Group
- DSM: Reduce Parochial Fees for Marriages (if not taken in July)
- Engagement with “Living in Love and Faith” Next Steps

For and on behalf of the General Synod Business Committee  
Canon Robert Hammond, Chair  
June 2022

## General Synod

### Changes to the Membership of the Crown Nominations Commission for the See of Canterbury

#### Summary

1. In February 2022, Synod members took part in the consultation on changes to the membership of the Crown Nominations Commission for the See of Canterbury through a take note debate on the [consultation document](#). Synod members also were also able to send individual responses to the consultation, and a number of members sent those privately to the consultation email address. The consultation was launched on 14<sup>th</sup> January 2022 and ended on 31<sup>st</sup> March 2022. The Archbishops' Council, having analysed and digested the consultation responses, now brings final proposals for changes to the Standing Orders to the Synod.
2. In this group of sessions, Synod will debate the drafting amendments to Standing Orders (which will be detailed in a notice paper on the 60<sup>th</sup> Report of the Standing Orders Committee) which would implement the final proposals. Following discussions with the Standing Orders and Business Committees, there will first be debates on a series of proposals which underpin the proposed Standing Orders changes. It is hoped that this will provide members with a more readily accessible approach to exploring the detail of each proposed change, and for members of Synod to engage with the various elements of the final proposal before entering into debate and voting on technical legislative business. For those who were members of Synod in the last quinquennium, this is much like the process for the Implementation of 'Responsible Representation: A Review of the Electoral Processes to the Crown Nominations Commission' (GS 2022) in July 2021.
3. The series of proposals to be debated and presented in this paper are as follows:  
That the necessary amendments be moved to the Standing Orders to:
  - a. reduce from six to three the number of members elected by the Diocese of Canterbury to the CNC for consideration of a vacancy in the See of Canterbury;
  - b. increase from one to five the number of representatives of other churches of the Anglican Communion who are members of the CNC for consideration of a vacancy in the See of Canterbury;
  - c. provide that one such representative is to be chosen by the Joint Standing Committee of the Primates Meeting of the Anglican Communion and the Anglican Consultative Council from each of the five regions of the Anglican Communion (the Europe region to include the provinces of the British Isles other than England);
  - d. provide that of those so chosen, at least one must be a primate, one a deacon or priest and one a lay person who is an actual communicant; and,
  - e. provide for vacancies in the See of Dover to be considered by the CNC as if it were a diocesan see.



## **Overview of the Paper**

4. This paper is formed of the following sections:
  - a. Introduction;
  - b. Background;
  - c. A note on the current Canterbury CNC;
  - d. Final proposals;
  - e. Consultation analysis;
  - f. Analysis of the principal issues;
  - g. Individual elements of the final proposals from the Archbishops' Council;  
and,
  - h. Conclusion.

William Nye  
Secretary General, Archbishops' Council  
June 2022

## **General Synod**

### **Changes to the Membership of the Crown Nominations Commission for the See of Canterbury**

#### **Introduction**

5. At the heart of these proposals on changes to the membership of the Crown Nominations Commission for the See of Canterbury is the desire to give an increased voice to the Anglican Communion as we seek to discern who God is calling to be any future Archbishop of Canterbury (ABC). The ABC is Primate of All England, Metropolitan of the Province of Canterbury, Diocesan Bishop of Canterbury, and an Instrument of Communion and the Focus for Unity for the other Instruments of Communion.
6. The Archbishop of Canterbury is the senior bishop in the Church of England, and is also first among equals (*primus inter pares*) among the Bishops and Primates of the 41 Provinces of the worldwide Anglican Communion. Like all bishops in the Church of England, which has a close historic link with the State, the Archbishop is formally appointed by Her Majesty the Queen, on the advice of the Prime Minister in the UK Government. In turn, in the case of diocesan bishops, the Prime Minister is advised by a body called the Crown Nominations Commission (CNC), which recommends candidates to the Prime Minister following a period of discernment. The CNC for Canterbury is based on the normal structure of a CNC for a diocesan bishop in the Church of England, but with some small differences. The legal provisions for CNCs are set out in the [Standing Orders](#) of the General Synod of the Church of England. This is because the CNC is a body of the General Synod tasked *to consider any vacancy in a diocesan bishopric and candidates for appointment to fill the vacancy*.

#### **Background**

7. In 2015 the Canterbury Diocesan Synod invited the Archbishops' Council to put forward proposals to change the composition of the CNC for the See of Canterbury; and to extend the role of the CNC to include nominations to the See of Dover. The context for this motion was reflection in the Diocese of Canterbury about the need to rebalance the composition of the Crown Nominations Commission to give more weight to a very significant part of the Archbishop of Canterbury's job which concerns his leadership of the Anglican Communion.
8. The Archbishops' Council addressed this issue in September 2018 following the conclusion of Professor Oliver O'Donovan's theological review into the workings of the Crown Nominations Commission. The Council discussed the issues raised and proposed that further consideration of this matter should be undertaken before being brought back to a future meeting. It was suggested that this should be brought back after the Lambeth Conference scheduled for 2020. But the Conference was postponed until 2022. With the encouragement of the Archbishop of Canterbury, Justin Welby, the Archbishops' Council considered this again in September 2021 and drew up a proposal on which to consult a

number of key partners.

9. A consultation began in January 2022 and ended on 31<sup>st</sup> March 2022. The proposals in the consultation were as follows:
  - a. A decrease in Diocese of Canterbury representatives from six to three;
  - b. An increase in Anglican Communion representatives from one to five;
  - c. That the Anglican Communion representatives should be based on the Anglican Communion regions other than the four provinces of the British Isles; and,
  - d. That the Anglican Communion representatives should be a mixture of Primates, clergy and laity.
10. The Archbishops' Council analysed and discussed the consultation responses in May and agreed to bring forward a set of amended proposals to the Synod for consideration. There is more detail on the consultation analysis in a later section.

### **A Note on the Current Canterbury CNC**

11. [Standing Orders 136 – 141](#) of the General Synod outline the functions and membership of the CNC and include specific rules around archiepiscopal vacancies. It is worth setting out here the current membership of the Canterbury CNC.
12. The current composition of the Canterbury CNC is:
  - a. six central members elected by the General Synod (as usual for a diocesan see);
  - b. six Canterbury members (elected by and from its Vacancy in See Committee – as usual for other dioceses);
  - c. two bishops (including the Archbishop of York if he or she is not a candidate for the see and wishes to be a member);
  - d. one person appointed by the Prime Minister to chair the Commission (who must be an actual communicant lay member of the Church of England); and,
  - e. one member representing the Anglican Communion, drawn from the Primates Meeting of the Communion (elected by the Joint Standing Committee of the Primates Meeting and the Anglican Consultative Council).
13. Position (d) is specific to the CNCs for the See of Canterbury and the See of York; (e) only applies to the Canterbury CNC. The other fourteen members (a-c) are (allowing for the special role of the Archbishop of York) essentially the same as in CNCs for other sees.
14. There are also three non-voting members. The Prime Minister's and Archbishops' Secretaries for Appointments attend as usual. For Canterbury the Secretary General of the Anglican Communion also joins the CNC but does not vote.
15. Thus, the voting membership of the CNC for Canterbury comprises:
  - f. **nine** representatives of the national interests of the Church of England;

- g. **six** representatives of the Diocese of Canterbury; and,
- h. **one** representative for the Anglican Communion.  
(In 2012 the representative for the Anglican Communion was the Primate of Wales, Archbishop Barry Morgan.)

16. This is a total of 16 voting members.

### **Final Proposals**

17. The Archbishops' Council took on board the various comments from the consultation feedback and therefore agreed the following proposals which will form the basis of the Synod motions:

18. That the necessary amendments be moved to the Standing Orders to:
- a. reduce from six to three the number of members elected by the Diocese of Canterbury to the CNC for consideration of a vacancy in the See of Canterbury;
  - b. increase from one to five the number of representatives of other churches of the Anglican Communion who are members of the CNC for consideration of a vacancy in the See of Canterbury;
  - c. provide that one such representative is to be chosen by the Joint Standing Committee of the Primates Meeting of the Anglican Communion and the Anglican Consultative Council from each of the five regions of the Anglican Communion (**the Europe region to include the provinces of the British Isles other than England**);
  - d. provide that of those so chosen, at least one must be a primate, one a deacon or priest and one a lay person who is an actual communicant; and,
  - e. **provide for vacancies in the See of Dover to be considered by the CNC as if it were a diocesan see.**

19. Members will note that there are two significant changes to the original proposals (in bold for reference). First, that the regional representation of the Anglican Communion should include the provinces of the British Isles other than England in the Europe region. Secondly, that a change to the Standing Orders should be made so that the See of Dover would be considered by the CNC as if it were a diocesan see. Both of these changes featured highly in the consultation feedback and the Archbishops' Council agreed that these would strengthen the final proposals.

### **Consultation Analysis**

20. The consultation received a relatively small number of responses (85 in total), so not too much can be read into statistical analysis of the responses. They came mainly from individuals and some groups. However, there were significant responses from some of the key partners outlined in the consultation document. This included the Diocese of Canterbury and the Anglican Communion, as well as some bodies of the Church of England. Just under half of the responses were from General Synod members. Also included in the analysis for the Council were

the speeches and voting numbers from the take note debate at the February 2022 Synod.

21. The Archbishops' Council has brought these final proposals, which have been amended following the consultation responses, to General Synod because the consultation received agreement in the majority on each of the proposals set out. The Archbishops' Council made changes to the proposals as outlined in paragraph 15 above because of the indication from other responses that they too would agree with the proposals if these changes were made; that is that the Europe regional representative could include the other three provinces of the British Isles and the See of Dover was considered by a CNC.
22. It is worth noting that the most positive response to the consultation elements was around the decrease in diocesan representatives on the CNC. Most considered this a matter for Canterbury Diocese and that, since it was the Diocese which originally requested this, it should simply be implemented.
23. Of the key partners asked to consider the proposals, there was overwhelming support and agreement from official representatives of the Anglican Communion and the Diocese of Canterbury. In the Anglican Communion there were formal response from the Primates Meeting and the Anglican Consultative Council Standing Committee (ACC), as well as the Inter-Anglican Standing Commission on Unity, Faith and Order. In the Diocese of Canterbury, there were formal responses from the Diocesan Synod as well as the Archbishop's Council for Canterbury Diocese. (Members should note the difference between the 'Archbishops' Council', which is a national body, and the Canterbury 'Archbishop's Council', which is the same as the Bishop's Council in other dioceses.)
24. The Primates' Meeting voted in favour of the proposals with an overwhelming majority and the ACC Standing Committee also voted in the majority. The only concern raised by representatives of the Anglican Communion was about the lack of inclusion of the other three provinces of the British Isles in the Europe region.
25. The Diocesan Synod in Canterbury voted with an overwhelming majority in favour of a decrease in the number of diocesan representatives, adding the comment, *'it was our original proposal'*; there were 64 people in favour with no votes against and 4 people undecided. It also voted in favour of the increase of Anglican Communion representatives on the Canterbury CNC, with very few votes against the proposal, therefore confirming the original intention of their request to the Archbishops' Council in 2015; there were 58 votes for this proposal with 4 against and 8 undecided. The Archbishop's Council (Canterbury Diocese) also agreed with the Diocesan Synod Motion and further unanimously passed the motion: *"In the light of the Canterbury Diocesan Synod Motion of Nov 2015 we would like to bring forward the changes needed to the General Synod's Standing Orders to*

*enable any vacancy in the See of Dover to be treated as a Diocesan See vacancy.”*

26. The Archbishops’ Council is aware that, for some, there has been hesitation to commit one way or another to agreement on these proposed changes pending the response from Anglican Communion partners and the Diocese of Canterbury. As can be seen from the responses, these changes would be met with enthusiasm and gratitude from the official representatives of Anglican Communion and from the Diocese of Canterbury.
27. Members will recall the take note debate in February 2022 on the consultation document. The Synod heard 12 speeches during the debate. 7 members encouraged the Synod to ‘take note’ and 3 encouraged the Synod not to take note, while 1 declared an abstention and another did not indicate a voting preference. However, the figures do not tell the whole story as a number of speeches, whether or not they encouraged the Synod to vote for or against taking note, did not explicitly agree with the proposals and therefore the numbers do not simply indicate support for the proposals.
28. The Synod did vote to ‘take note’ with a majority as below.

|         | <b>IN FAVOUR</b> | <b>AGAINST</b> |
|---------|------------------|----------------|
| BISHOPS | 26               | 0              |
| CLERGY  | 102              | 27             |
| LAITY   | 112              | 43             |

29. The Council does not assume that these voting numbers would mean that the Synod would vote in favour of the final proposals but it does indicate that the Synod was happy to continue the conversation around these proposals, to hear from key partners and to consider further the role of the Archbishop of Canterbury in the Diocese of Canterbury, the Church of England and in the Anglican Communion.

### **Analysis of the principal issues**

30. The reason the Council is bringing these changes forward is because the Diocese of Canterbury requested in 2015 (before the appointment of the current Bishop of Dover) that the Council look into decreasing the diocesan representation and allow the See of Dover to be considered by a CNC. The Diocese also suggested that these changes would allow for more representation for the Anglican Communion in the discernment of future Archbishops of Canterbury. But we know that making these changes has practical, political, and theological considerations.
31. We know that the Archbishop of Canterbury has many roles in the Church of England and in the Anglican Communion. It is worth recalling that the role profile

drawn up by the Canterbury CNC in 2012 suggested that 20% of the job would relate to Anglican Communion responsibilities. Archbishop Justin considers this to be an underestimate and suggests that 25% may be more accurate, plus time for pastoral care and support. He also suggests that only about 5% of his time is spent on diocesan work.

32. It is worth also reflecting on the role of the Archbishop of York. The role specification for the Archbishop of York (ABY), as Primate of England, includes responsibility for sharing with the Archbishop of Canterbury in leadership and oversight, and for bringing life to the ongoing renewal and reform of the Church of England. An increased importance was placed on this at the last appointment of the ABY within the role specification given the Archbishop of Canterbury's increasing responsibility in the Anglican Communion. In practice, this can be seen in the ABY's lead role in the new Vision and Strategy for the Church of England and in other ways in which Archbishop Justin and Stephen share this national ministry.
33. It is also important to recognise that many of the national church responsibilities of the Archbishop of Canterbury are also closely bound in with Communion responsibilities, as is his public voice. Current issues of global concern, for example, the environmental crisis, migration, health-related matters such as HIV or Covid, call for a Communion-wide response and engagement. Even more so, emergency responses to persecution and the murder of Anglicans in countries in turmoil, close links to the FCDO on areas like the Eastern DRC, and responses to natural disasters and to the sufferings of Bishops in places without medical or logistical support are all routine matters of daily involvement. This is demanding in terms of time, energy and resources. The Communion-wide role of the Archbishop can help facilitate learning from churches whose life is vibrant and growing and renders the Church of England more aware of its Catholicity.
34. There is thus a close link between the Archbishop's Communion role, his role in the national life of the United Kingdom, and his ability to speak on matters of public interest both nationally and globally. This link both strengthens the role of the worldwide Communion, and also its significance for the Church of England. These considerations alone suggest that the balance of representatives on the CNC does not reflect the current nature of the role.
35. See for example "[\*Towards a Symphony of Instruments\*](#)", a working paper prepared by the Inter-Anglican Standing Commission on Unity, Faith and Order, particularly section 3 from which the following quotation is taken:

*It is clear from the history of the century and a half that has passed since the first Lambeth Conference, and from the formal statements that the Anglican Communion has produced since then, that the Archbishop of Canterbury has had and continues to have a pivotal role with regard to the identity, unity, and coherence of the Anglican Communion—all matters that are currently of great importance and urgency for Anglicans. It puts the archbishop's Communion role in perspective when we call to mind that the archbishop is prayed for in*



*Anglican celebrations of the liturgy around the world. (p56)*

36. Changing the composition of the CNC recognises the importance of the Communion in the ABC's complex set of roles and seeks to work with them as partners by listening more carefully and inviting them into the discernment process. As already noted, the principle that there is a place for the Anglican Communion voice on the CNC is already established. These changes allow for a bigger representation and a more diverse set of voices from the Communion.
37. Some responses to the consultation suggested that the role of the Archbishop of Canterbury should be reviewed first before any changes are made. Others questioned whether there was certainty that the Communion wants the ABC to maintain the current roles and wondered if the Church of England was merely assuming it knew what the Communion valued. These are important questions which merit careful attention and which may well evolve over the next few decades. For now, though, we note:
- a. First, a conversation or review of the role of the Archbishop of Canterbury happens regularly at each vacancy, just as other diocesan sees are reviewed, and a role description put together. Changes made to the membership of the CNC do not prevent this from taking place.
  - b. Secondly, as the consultation response from the official representatives of the Anglican Communion shows, the role of the ABC is still very much valued and seen as integral to the flourishing of the Anglican Church around the world. To quote further from "[\*Towards a Symphony of Instruments\*](#)", '[The role of *primus inter pares*]...is a ministry that is not hierarchical and unaccountable, but constitutional and accessible and that knows its limits, but also one that is aware of its potential for good in terms of the unity and mission of the Church of Jesus Christ.' (p59)
  - c. Thirdly, we note that it is not for one member of the Communion (in our case the Church of England) to review unilaterally, the role of the *primus inter pares*. If such a review were to take place it would rightly belong to the whole Communion.
38. The Church is called to be one, holy, catholic and apostolic. The call to be one is perhaps one of the most difficult calls the Church faces. We are called to embody the radical breaking down of barriers that Jesus modelled in his ministry; in our time noting particularly barriers of race, culture, prejudice, and other aspects of human identity. The call to be one is a call to treat every human being as made in the image of God, and to do so through our structures as well as relationships. Present arrangements on the CNC for Canterbury do not encourage such unity. This proposed change is offered as an opportunity for unity and increased openness to our sisters and brothers in the Communion and in the Church of God.
39. It is important, however, to be realistic about what this step involves. As noted in the consultation document, some will see an increased number of Anglican

Communion representatives as a useful step, others will not view it as radical enough. It is important to keep in mind, however, that the See of Canterbury is (primarily) a part of the Church of England which has worked hard in developing, with the State and the Crown, this process for all CNCs. A form of the CNC process is required to meet the needs of the Church of England and of the State, and future appointments must be consistent with the law of the land.

40. More analysis can be found in the [consultation document](#) brought to the February Synod.

### **Individual Elements of the Final Proposals**

41. Let us now look at the individual elements of the proposals, the changes made and what they would mean.

#### A decrease in Diocese of Canterbury representatives from six to three

42. It is now well documented that this proposal comes from a request from the Diocese of Canterbury. The Archbishops' Council understands that behind this request is the recognition from the Diocese that six diocesan members is disproportionate given the weight of time the Archbishop spends on diocesan matters. This request goes hand in hand with the request for a CNC process for the See of Dover. More on this below.

43. This change would set the Canterbury CNC apart from other diocesan see CNCs. However, if changed in conjunction with the further proposals below, it would recognise the difference between the role of the Archbishop of Canterbury and other diocesan bishops, and ultimately be more representative of the areas of ministry of the ABC.

#### An increase in Anglican Communion representatives from one to five

44. The decrease in diocesan representatives makes way for increased representation from the Anglican Communion. But, as members will note, the idea is not simply to remove three representatives from the Diocese and give them to the Anglican Communion, but to do this AND add an extra representative for the Anglican Communion, to total five. This increases the total number of CNC members for the See of Canterbury to 17 (where as it is 16 for other diocesan sees). This is proposed to allow for a diverse group of Anglican Communion representatives.

#### That the Anglican Communion representatives should come one from each of the five regions of the Anglican Communion (the Europe region to include the provinces of the British Isles other than England)

45. There are five established regions of the Anglican Communion: Americas; Middle East and Asia; Africa; Oceania; and Europe. Increasing the Anglican Communion representatives to five allows for there to be one representative from each of these regions. This gives a geographical spread of representatives and makes for a more diverse CNC. Of course, a CNC of 17 members will never achieve

diversity in all areas but proposals such as this, and below, do offer an opportunity for some further diversity and voices from different provinces.

46. As previously noted, the original proposal suggested that the other three provinces of the British Isles would not be included. Given the strength of feeling from the consultation and having given it more detailed thought, the Council agreed that this was an oversight and that the Europe region should include the provinces of the British Isles other than England.

That the Anglican Communion representatives should be a mixture of Primate, clergy and laity

47. Once more, this proposal aims to add another layer of diversity into the CNC. The current Canterbury CNC includes one Anglican Communion representative who is a Primate. The Council feels strongly that, as with CNCs in other dioceses and with other bodies and committees of the Church of England, a mixture of Primates, clergy and laity is important to provide breadth of opinion. There were a number of responses to the consultation which asked for the representatives to have the knowledge and expertise to represent the Communion in this area. This is not mutually exclusive with a mixture of representatives from different orders.

Provide for vacancies in the See of Dover to be considered by the CNC as if it were a diocesan see

48. As stated, this change, though not pivotal to the changes to the Canterbury CNC membership, is proposed here because it was requested by the Diocese of Canterbury in 2015 alongside the request to decrease its representatives on the Canterbury CNC. It acknowledges that the role of the Bishop of Dover is more akin to a diocesan bishop and requires the Diocese formally to use the CNC discernment process. In 2019, the Archbishop of Canterbury provided a CNC-style process for the vacancy in the See of Dover from which Rose Hudson-Wilkin was nominated Bishop of Dover. The Diocese, and the Archbishop, having used this style of process, agree that a formal CNC is key in discerning any future Bishop of Dover. The Archbishops' Council accepts that this goes hand in hand with the proposed change in the diocesan representation in the Canterbury CNC and advises that this change is made.

**Conclusion**

49. At the heart of these proposals is a desire to give an increased voice to the Anglican Communion as we discern who God is calling to be Archbishop of Canterbury. That person is called to be Primate of All England, Metropolitan of the Province of Canterbury, the Diocesan Bishop of Canterbury, and also to be an Instrument of Communion and the Focus for Unity for the other Instruments of Communion.
50. The changes proposed are based on an already agreed principle: that the Church of England and the Anglican Communion are connected in relation to this role,

and that the Anglican Communion has an important voice in the discernment of future Archbishops, given their role of first among equals (*primus inter pares*) of the Anglican Communion. What is proposed here does not fundamentally change the approach to discerning the calling of future Archbishops of Canterbury. Rather it builds on the principle of connection, already established in the Standing Orders, offering a greater role to our brothers and sisters in the Communion, while keeping to the structure of CNCs which the Church of England has developed.

51. Making these changes will not end any conversation on the Communion role of the Archbishop of Canterbury, either now or when any future vacancy arises. Though there may be variation from year to year in the amount of time that any incumbent of the role of Archbishop of Canterbury gives to the Communion, it is not for the Church of England to instruct the Communion on its polity. It is for the Communion, not for one province alone, to determine how the Archbishop of Canterbury's role fits into its structures.
52. Whatever may change in the future, it is clear that at this time the vast majority of the Communion welcomes the Archbishop of Canterbury as the president of the Lambeth Conference, the Primates' Meeting, and the Anglican Consultative Council. This is a gift which the Church of England can offer the Communion, for as long as the Communion finds it of value. It helps bond the Church of England and the Anglican Communion together, for the benefit for all parts of the Communion. It is right that we should reflect that in discerning who is called to be Archbishop. These proposals from the Archbishop's Council are intended to do just that – not as a final word, but as a small but important contribution to oneness with our sisters and brothers across the Anglican Church worldwide.

William Nye  
Secretary General, Archbishops' Council  
June 2022

**GENERAL SYNOD**  
**Archbishops' Council 2023 Budget**

**Introduction**

1. This paper sets out the Archbishops' Council's planned budget for 2023. An updated forecast for 2022 is also provided which is compared with the revised 2022 budget presented to General Synod in the 2022 financial update last November (see GS2235).
2. The Council's 2023 budget builds on the Transforming Effectiveness work which resulted in annualised savings of £2m across the NCIs which will be fully realised during 2023. The budget also takes account of the increased funding contribution from the Church Commissioners as part of the spending plans for 2023-25 and beyond (see GS 2262). This is a key factor in enabling the Council to recommend to the Synod that the 2023 diocesan apportionment should be set at the same level as in 2022.
3. However, it needs to be recognised that much of the detailed work on the budget was carried out before the sharp increase in actual and expected inflation this year and next. The budget includes a modest contingency to reflect the increased risk of inflation but this remains a risk. The work on spending plans for 2023-25 was done on the basis that the diocesan apportionment would also be kept flat in 2024 with an inflationary increase in 2025. But heightened inflation increases the risk that this will not be achievable and some increase in the apportionment will need to be proposed in 2024.
4. The budget does not include the additional resource which will be required to deliver key aspects of the wider spending plans, particularly to support the Vision & Strategy and net Zero work. This is because implementation plans are still being developed in consultation with key stakeholders. Once more detailed plans for the work in these areas are developed, the associated costs will be included in future budgets. These plans will be developed in line with the Transforming Effectiveness principles which include judging plans against the questions of whether they enable the flourishing of the local church and / or whether they make the Church of England more coherent and effective in its national role. We will provide the Synod with an update when the associated planning is sufficiently developed. We are able to assure the Synod and dioceses that this additional expenditure will not impact the diocesan apportionment.
5. The Synod is invited to approve: (i) the Council's expected 2023 expenditure in relation to each of the five budget elements funded largely by the dioceses, (ii) the resultant diocesan apportionment and (iii) the pooling adjustment in respect of ordinands' additional maintenance costs.

## 2022 forecast and 2023 Budget summary

6. The table below summarises forecast income and expenditure in 2022 for the Council's activities governed by Synod Votes 1 – 5 (i.e. it does not include the grants made by the Council from Church Commissioners' distributions for onward distribution) compared with the budget<sup>1</sup> and the income and expenditure budget for 2023. Additional detail is provided in **Annex 1** and in the Vote by Vote commentary at **Annex 2** which includes a departmental analysis of the operating budget (Vote 2).

|   | 2022        |             | Variance:<br>F/cast vs Budget |               | 2023<br>Draft<br>Budget | Variance:                          |               |
|---|-------------|-------------|-------------------------------|---------------|-------------------------|------------------------------------|---------------|
|   | Budget      | Forecast    |                               |               |                         | 2023 Draft Budget<br>v 2022 Budget |               |
| <u>Gross expenditure</u>                      | £m          | £m          | £m                            | %             | £m                      | £m                                 | %             |
| Training for Ministry (Vote 1)                | 16.8        | 16.2        | 0.7                           | 3.9%          | 15.7                    | 1.1                                | 6.4%          |
| Operating Budget (Vote 2)                     | 28.2        | 29.5        | (1.4)                         | (4.9%)        | 33.1                    | (4.9)                              | (17.5%)       |
| Grants (Vote 3)                               | 1.2         | 1.3         | (0.1)                         | (4.4%)        | 1.5                     | (0.3)                              | (22.0%)       |
| Mission agency pension contributions (Vote 4) | 0.7         | 0.6         | 0.1                           | 9.5%          | 0.6                     | 0.1                                | 9.5%          |
| Clergy retirement housing (Vote 5)            | 5.6         | 5.6         | 0.0                           | 0.0%          | 5.8                     | (0.3)                              | (5.0%)        |
| <b>Total</b>                                  | <b>52.5</b> | <b>53.2</b> | <b>(0.7)</b>                  | <b>(1.4%)</b> | <b>56.8</b>             | <b>(4.3)</b>                       | <b>(8.3%)</b> |
| <u>Funded by</u>                              |             |             |                               |               |                         |                                    |               |
| Diocesan apportionment                        | 31.3        | 31.3        | 0.0                           | 0.0%          | 31.3                    | (0.0)                              | (0.0%)        |
| External Income                               | 3.6         | 3.7         | 0.2                           | 4.8%          | 2.5                     | (1.1)                              | (31.1%)       |
| Accommodation Income: NCl's subtenants        | 1.5         | 1.4         | (0.1)                         | (5.4%)        | 1.2                     | (0.2)                              | (16.3%)       |
| Church Commissioners                          | 13.4        | 14.7        | 1.3                           | 9.3%          | 19.5                    | 6.0                                | 45.0%         |
| Restricted / Designated Funds                 | 2.7         | 2.0         | (0.6)                         | (23.6%)       | 2.2                     | (0.4)                              | (16.2%)       |
| Vote Reserves                                 | 0.0         | 0.0         | (0.0)                         | (15.2%)       | 0.1                     | 0.1                                | 162.1%        |
| <b>Total</b>                                  | <b>52.5</b> | <b>53.2</b> | <b>0.7</b>                    | <b>1.4%</b>   | <b>56.8</b>             | <b>4.3</b>                         | <b>8.3%</b>   |

### 2022 Forecast

7. Forecast expenditure in 2022 is £53.2m, £0.7m (1.4%) above budget. The main changes from the budget approved by the Synod last year are:
- A forecast underspend of £0.7m in Training for Ministry, primarily due to the current forecast for ordinand numbers in 2022/23 being lower than anticipated last year.
  - Forecast additional expenditure of £1.4m in the Operating budget. The main additional costs have arisen in Safeguarding, Ministry Development, and in the Governance and Accommodation strands of the Emerging Church programme where funds are being spent now to achieve efficiencies and financial savings in future.

### 2023 Budget

8. The Council's budgeted expenditure in 2023 for areas of activity substantially funded by the diocesan apportionment (Votes 1 – 5) is £56.8m. This is £4.3m (8.3%) above the 2022 budget and reflects the following key movements (see **Annex 2** for further detail):

<sup>1</sup> approved by the Council in September and the General Synod in November ([GS 2235 Archbishops' Council 2022 financial update .pdf \(churchofengland.org\)](#)).

- (i) A decrease of £1.1m in the Training for Ministry budget due to a reduction of 59 in the forecast number of ordinands starting training in autumn 2022 compared with the number forecast to complete their training this year. The budget includes provision for an 11% increase in the number of new starters in autumn 2023 which is broadly equivalent to the number of ordinands forecast to complete their training next year.
  - (ii) An increase of £4.9m in the Operating Budget. This is primarily due to a £4.0m increase in the Emerging Church Programme budget relating to the Governance and Accommodation workstreams which are time-limited project costs rather than an ongoing increase in baseline expenditure. (The one-off expenditure on accommodation will deliver annual savings of £1.0m so has a short payback period).
  - (iii) A £0.3m increase in the Grants budget, the major component of which is introducing a £0.25m addition to the Council's Legal Costs Fund.
  - (iv) A decrease of £0.1m in Mission Agency Pension Contributions which reflects the interim reduction in the Clergy Pension Scheme contribution rate. There is the prospect of further savings in this area if the contribution rate is reduced further once the consultation on the draft valuation is concluded.
  - (v) £0.3m to fund a 5% increase in the Clergy Retirement Housing grant which reflects cost inflation and growth in the housing portfolio to meet demand from the expected peak period in retiring clergy numbers.
9. Budgeted income in 2023 comprises:
- (i) Diocesan apportionment of £31.3m, the same level as in 2022, and £1.7m (5.2%) below 2019 in cash terms. Assuming a CPI increase of 7% this year (in line with the most recent HM Treasury aggregation of economists' forecasts) this is equivalent to a 21% real terms reduction in apportionment between 2019 and 2023.
  - (ii) Church Commissioners' grant funding of £19.5m. This is £6.0m higher than 2022, including additional sums of £4.0m for the Emerging Church Programme, £2.5m for Safeguarding and £0.5m for General Operating activities, offset by a £1.0m reduction in Additional Ordinands Funding.
  - (iii) External income of £2.5m, £1.1m less than 2022. This reflects an anticipated reduction in the grant from the Corporation of Church House which has generously provided a grant of £1.75m p.a. in 2019-22 which the Council has used to help fund the costs of the safeguarding function, but has indicated its capacity for grant funding may well be lower in the short term reflecting the investment in the refurbishment of Church House.
  - (iv) Accommodation income of £1.2m, £0.2m less than in 2022 reflecting the reduction of the NCIs' Church House footprint following the move to hybrid working. (The Council is the lead tenant and thus recharges other NCIs subtenants.)
10. The budget includes a draw of £2.2m from Restricted / Designated funds, including the planned use of £0.25m from a legacy for the Ministry IT system. The sustainable draw on reserves based on the expected return on investments is £0.7m. But the Council has agreed an additional draw on the Church and



Community Fund for Interim Support Scheme grants and depreciation on the People System.

11. The budget provides for the **diocesan apportionment for 2023 to be held flat at the 2022 level**. It includes the use of £130,000 from Vote 4 (Mission Agency Pensions) reserves, recognising that these are forecast to be £251,000 in excess of the maximum policy level of three months expenditure at the end of 2022.

## Reserves

12. The Council holds reserve funds for each of the five areas of expenditure voted on separately by General Synod to enable it to meet its obligations and commitments which span more than one accounting period, to assist in cash flow management and to help reduce the risk of needing to ask dioceses for a substantial increase in Apportionment funding in any one year. The table below shows the forecast level of these reserves to end 2023.

| Reserves statement                              |                                      |  |                             |  |               |  |                             |  |               |
|---|--------------------------------------|--|-----------------------------|--|---------------|--|-----------------------------|--|---------------|
|   | Actual 1 Jan 2022<br>£'000s          | Forecast activity Jan-Dec 2022<br>£'000s | Thus end Dec 2022<br>£'000s | 2022 Policy levels                           |               | Budget activity Jan-Dec 2023<br>£'000s | Thus end Dec 2023<br>£'000s | 2023 Policy levels                           |               |
|   |                                      |  |                             | Min<br>£000s                                 | Max<br>£000s  |  |                             | Min<br>£000s                                 | Max<br>£000s  |
| Training for ministry - Vote 1                  | 2,717                                | -  | 2,717                       | 1,402  | 4,205         | -                                      | 2,717                       | 1,312  | 3,936         |
| Operating Budget (Unrestricted) - Vote 2        | 2,537                                | -  | 2,537                       | 2,346  | 7,038         | -                                      | 2,537                       | 2,757  | 8,270         |
| Grants - Vote 3                                 | 265                                  | (54)                                     | 211                         | 104  | 312           | -                                      | 211                         | 127  | 380           |
| Mission agencies pension contributions - Vote 4 | 429                                  | 13                                       | 442                         | 56   | 167           | (130)                                  | 312                         | 50   | 151           |
| Clergy retirement housing - Vote 5              | 812                                  | -  | 812                         | 464  | 1,392         | -                                      | 812                         | 487  | 1,461         |
| <b>Total</b>                                    | <b>6,759</b>                         | <b>(41)</b>                              | <b>6,718</b>                | <b>4,371</b>                                 | <b>13,113</b> | <b>(130)</b>                           | <b>6,588</b>                | <b>4,733</b>                                 | <b>14,198</b> |
|   |                                      |  |                             | Min 1mths / Max 3 mths<br>budget expenditure |               |  |                             | Min 1mths / Max 3 mths<br>budget expenditure |               |
| <u>Restricted Funds with wide purposes</u>      | Fund value at<br>01-Jan-22<br>£'000s |  |                             |  |               |  |                             |  |               |
| Church & Community Fund (CCF)                   | 22,211                               |  |                             |  |               |  |                             |  |               |
| Special Purposes Fund                           | 2,400                                |  |                             |  |               |  |                             |  |               |

13. The 2022 budget included provision for a drawdown of £50,000 from the Vote 4 reserve in 2022 to reduce that reserve closer to the top of its Policy range. However, with the interim reduction in the pensions contribution rate it is now forecast that £13,000 will be added to this reserve in 2022. The 2023 budget includes a forecast draw of £130,000 on this reserve.
14. This table excludes the draw on restricted funds, most notably the Church and Community Fund, from which it is forecast to draw £2.7m in 2022 and £1.9m in 2023, £2.0m and £1.2m respectively above the assumed sustainable level for that fund. It is notable that the Council's unrestricted reserves (Vote 2) are forecast to be only just above the minimum of the policy range by the end of 2022 and, with the increase in the Council's operating budget, these reserves are forecast to fall below the minimum of the policy range in 2023.

## Diocesan apportionment and Funding the 2023 budget

15. The Council has agreed to set a budget with the diocesan apportionment in 2023 being kept at the 2022 level of £31.3m. Following the 3.7% reduction in 2022, this is 5.2% below the level in 2019 and 2020. In real (i.e. after inflation) terms this is a more significant reduction. As shown in the chart below, holding next year's apportionment flat in cash terms will mean that the actual 2023 apportionment is estimated to be £4.9m less than if the 2019 apportionment had been increased by CPI.



16. The Council has proposed that the freeze in the apportionment should apply to all dioceses and other bodies which pay apportionment (the Armed Forces chaplaincies and the Channel Island Deaneries).
17. This does mean that the data in the underlying formula, which takes account of diocesan resources, will not have been updated for four years. Before the 2024 budget is prepared, the Council will undertake an assessment of whether updated data should be used for the recommended 2024 apportionment. Part of this assessment will be whether it seems likely that the 2024 apportionment will be able to be kept flat for a further year as envisaged when the spending plans were prepared, or whether some increase is required in the light of inflationary challenges.
18. However, dioceses will see a change in the amount requested from them each month due to the pooling adjustment in respect of additional maintenance grants paid to ordinands. This system ensures that ultimately each diocese will fund the same proportion of these grants as the proportion of requested apportionment. This is achieved through a positive or negative pooling adjustment. This is explained more fully in **Annex 2**.

### Summary

19. The Synod is invited to:
  - take note of this report
  - approve the Archbishops' Council's expenditure for the year 2023 in each of Votes 1-5
  - approve the Archbishops' Council's proposals (set out in the Table of Apportionment) for:
    - (a) the apportionment amongst the dioceses of the net sum to be provided by them to enable the Council to meet the expected expenditure shown in its budget for the year 2023, and
    - (b) the pooling adjustment for 2023 in respect of additional maintenance grants for ordinands.

Canon John Spence: Chair, Archbishops' Council Finance Committee

June 2022

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## 2023 Table of Apportionment

| Diocese                    | Training for Ministry | National Church Responsibilities | Grants & Provisions | Inter-diocesan support of Mission Agency clergy pension contributions | CHARM            | Apportionment 2023 | % change 2023 on 2022 | Pooling 2021/22 | Total Apportionment post pooling 2023 |
|----------------------------|-----------------------|----------------------------------|---------------------|---|------------------|--------------------|-----------------------|-----------------|---------------------------------------|
|                            | Vote 1<br>£           | Vote 2<br>£                      | Vote 3<br>£         | Vote 4<br>£   | Vote 5<br>£      | £                  | %                     | £               | £                                     |
| Bath & Wells               | 392,787               | 229,676                          | 40,448              | 12,575  | 155,588          | 831,074            | 0.0                   | -9,613          | 821,461                               |
| Birmingham                 | 188,973               | 110,499                          | 19,460              | 6,050   | 74,855           | 399,837            | 0.0                   | -34,668         | 365,169                               |
| Blackburn                  | 301,881               | 176,521                          | 31,087              | 9,664   | 119,579          | 638,732            | 0.0                   | 25,158          | 663,890                               |
| Bristol                    | 225,275               | 131,726                          | 23,198              | 7,212   | 89,235           | 476,646            | 0.0                   | 26,259          | 502,905                               |
| Canterbury                 | 235,381               | 137,636                          | 24,239              | 7,535   | 93,238           | 498,029            | 0.0                   | 37,178          | 535,207                               |
| Carlisle                   | 211,863               | 123,884                          | 21,817              | 6,783   | 83,922           | 448,269            | 0.0                   | 64,536          | 512,805                               |
| Chelmsford                 | 553,866               | 323,865                          | 57,035              | 17,731  | 219,394          | 1,171,891          | 0.0                   | 55,551          | 1,227,442                             |
| Chester                    | 484,110               | 283,076                          | 49,852              | 15,498  | 191,763          | 1,024,299          | 0.0                   | 146,924         | 1,171,223                             |
| Chichester                 | 631,498               | 369,259                          | 65,029              | 20,217  | 250,147          | 1,336,150          | 0.0                   | 100,691         | 1,436,841                             |
| Coventry                   | 231,684               | 135,474                          | 23,858              | 7,417   | 91,773           | 490,206            | 0.0                   | -66,768         | 423,438                               |
| Derby                      | 211,618               | 123,741                          | 21,792              | 6,775   | 83,825           | 447,751            | 0.0                   | 17,156          | 464,907                               |
| Durham                     | 224,085               | 131,030                          | 23,076              | 7,174   | 88,763           | 474,128            | 0.0                   | -8,963          | 465,165                               |
| Ely                        | 277,028               | 161,988                          | 28,527              | 8,869   | 109,734          | 586,146            | 0.0                   | -14,695         | 571,451                               |
| Exeter                     | 346,351               | 202,523                          | 35,666              | 11,088  | 137,194          | 732,822            | 0.0                   | 44,925          | 777,747                               |
| Gloucester                 | 305,387               | 178,570                          | 31,448              | 9,777   | 120,968          | 646,150            | 0.0                   | -42,300         | 603,850                               |
| Guildford                  | 510,796               | 298,680                          | 52,600              | 16,353  | 202,333          | 1,080,762          | 0.0                   | 51,339          | 1,132,101                             |
| Hereford                   | 170,756               | 99,847                           | 17,584              | 5,467   | 67,639           | 361,293            | 0.0                   | 74,146          | 435,439                               |
| Leicester                  | 194,577               | 113,776                          | 20,037              | 6,229   | 77,075           | 411,694            | 0.0                   | 36,175          | 447,869                               |
| Lichfield                  | 431,950               | 252,576                          | 44,481              | 13,828  | 171,101          | 913,936            | 0.0                   | 79,514          | 993,450                               |
| Lincoln                    | 306,498               | 179,220                          | 31,562              | 9,812   | 121,408          | 648,500            | 0.0                   | 84,037          | 732,537                               |
| Liverpool                  | 280,039               | 163,749                          | 28,837              | 8,965   | 110,927          | 592,517            | 0.0                   | -96,530         | 495,987                               |
| London                     | 1,382,399             | 808,336                          | 142,355             | 44,255  | 547,586          | 2,924,931          | 0.0                   | -1,376,035      | 1,548,896                             |
| Manchester                 | 336,177               | 196,574                          | 34,618              | 10,762  | 133,164          | 711,295            | 0.0                   | -102,611        | 608,684                               |
| Newcastle                  | 171,934               | 100,536                          | 17,705              | 5,504   | 68,105           | 363,784            | 0.0                   | 54,838          | 418,622                               |
| Norwich                    | 250,067               | 146,223                          | 25,751              | 8,006   | 99,055           | 529,102            | 0.0                   | 41,663          | 570,765                               |
| Oxford                     | 923,423               | 539,958                          | 95,092              | 29,562  | 365,780          | 1,953,815          | 0.0                   | -81,096         | 1,872,719                             |
| Peterborough               | 283,079               | 165,526                          | 29,151              | 9,062   | 112,131          | 598,949            | 0.0                   | -38,022         | 560,927                               |
| Portsmouth                 | 184,466               | 107,864                          | 18,996              | 5,905   | 73,069           | 390,300            | 0.0                   | -17,669         | 372,631                               |
| Rochester                  | 407,486               | 238,272                          | 41,962              | 13,045  | 161,411          | 862,176            | 0.0                   | 74,193          | 936,369                               |
| St Albans                  | 540,728               | 316,183                          | 55,682              | 17,311  | 214,190          | 1,144,094          | 0.0                   | 76,067          | 1,220,161                             |
| St Eds & Ips               | 251,275               | 146,930                          | 25,875              | 8,044   | 99,534           | 531,658            | 0.0                   | 45,711          | 577,369                               |
| Salisbury                  | 453,088               | 264,936                          | 46,657              | 14,505  | 179,474          | 958,660            | 0.0                   | 33,603          | 992,263                               |
| Sheffield                  | 187,696               | 109,753                          | 19,328              | 6,009   | 74,349           | 397,135            | 0.0                   | -74,689         | 322,446                               |
| Sodor & Man                | 33,250                | 19,443                           | 3,424               | 1,064   | 13,171           | 70,352             | 0.0                   | 15,051          | 85,403                                |
| Southwark                  | 744,502               | 435,337                          | 76,666              | 23,834  | 294,907          | 1,575,246          | 0.0                   | 123,914         | 1,699,160                             |
| Southwell & Nottingham     | 212,248               | 124,109                          | 21,857              | 6,795   | 84,074           | 449,083            | 0.0                   | -170,509        | 278,574                               |
| Truro                      | 157,529               | 92,113                           | 16,222              | 5,043   | 62,399           | 333,306            | 0.0                   | 56,968          | 390,274                               |
| Winchester                 | 365,883               | 211,992                          | 38,722              | 10,953  | 146,605          | 774,155            | 0.0                   | -103,504        | 670,651                               |
| Worcester                  | 215,429               | 125,969                          | 22,184              | 6,897   | 85,335           | 455,814            | 0.0                   | 61,089          | 516,903                               |
| York                       | 350,563               | 204,987                          | 36,100              | 11,223  | 138,863          | 741,736            | 0.0                   | 64,647          | 806,383                               |
| Europe                     | 31,015                | 18,994                           | 2,617               | 1,295   | 11,685           | 65,606             | 0.0                   | 81,474          | 147,080                               |
| Leeds                      | 499,643               | 292,159                          | 51,452              | 15,996  | 197,915          | 1,057,165          | 0.0                   | -150,717        | 906,448                               |
| Armed Forces               | 17,767                | 11,129                           | 1,499               | 742   | -                | 31,137             | 0.0                   | 0               | 31,137                                |
| Guernsey                   | 26,208                | 16,183                           | 2,239               | 1,174   | 9,645            | 55,449             | 0.0                   | 0               | 55,449                                |
| Jersey                     | 33,355                | 20,597                           | 2,850               | 1,494   | 12,275           | 70,571             | 0.0                   | 0               | 70,571                                |
| Life assurance             |                       |                                  |                     |   |                  | -                  |                       | -8,120          | -8,120                                |
| Additional Ordinands grant |                       |                                  |                     |   |                  | -                  |                       | 823,702         | 823,702                               |
| <b>Totals</b>              | <b>14,775,613</b>     | <b>8,641,420</b>                 | <b>1,520,637</b>    | <b>473,498</b>  | <b>5,845,183</b> | <b>31,256,351</b>  | <b>0.0</b>            | <b>0</b>        | <b>31,256,351</b>                     |

## Annex 1

| Summary by Vote               |  | 2022             |                    | 2023<br>Budget<br>£'000s | change v<br>2022<br>budget<br>% |
|-------------------------------|--|------------------|--------------------|--------------------------|---------------------------------|
|                               |  | Budget<br>£'000s | Forecast<br>£'000s |                          |                                 |
| <b>Training for Ministry</b>  | External Income                        |                  |                    |                          |                                 |
|                               | Income (from Church Commissioners)     | -2,044           | -1,389             | -968                     |                                 |
|                               | Expenditure                            | 16,820           | 16,165             | 15,744                   | -6.4%                           |
|                               | <b>Net Expenditure</b>                 | <b>14,776</b>    | <b>14,776</b>      | <b>14,776</b>            |                                 |
|                               | Funded via:                            |                  |                    |                          |                                 |
| <b>V1</b>                     | <b>Dioceses via Apportionment</b>      | <b>14,776</b>    | <b>14,776</b>      | <b>14,776</b>            | <b>0.0%</b>                     |
|                               | V1 Reserves: (to) / from               | -                | -                  | -                        |                                 |
| <b>Operating Budget</b>       | External Income                        | -3,564           | -3,734             | -2,454                   |                                 |
|                               | Accommodation Income (NCIs subtenants) | -1,480           | -1,401             | -1,239                   |                                 |
|                               | Income (from Church Commissioners)     | -11,390          | -13,301            | -18,509                  |                                 |
|                               | Expenditure                            | 28,152           | 29,526             | 33,080                   | 17.5%                           |
|                               | <b>Net Expenditure</b>                 | <b>11,718</b>    | <b>11,090</b>      | <b>10,877</b>            |                                 |
|                               | Funded via:                            |                  |                    |                          |                                 |
|                               | AC Rest/Des Funds Transfers            | 2,668            | 2,040              | 2,236                    |                                 |
| <b>V2</b>                     | <b>Dioceses via Apportionment</b>      | <b>9,050</b>     | <b>9,050</b>       | <b>8,641</b>             | <b>-4.5%</b>                    |
|                               | V2 Reserves: (to) / from               | -                | -                  | -                        |                                 |
| <b>Grants</b>                 | Income (from Church Commissioners)     |                  |                    |                          |                                 |
|                               | Expenditure                            | 1,247            | 1,301              | 1,521                    | 22.0%                           |
|                               | <b>Net Expenditure</b>                 | <b>1,247</b>     | <b>1,301</b>       | <b>1,521</b>             |                                 |
|                               | Funded via:                            |                  |                    |                          |                                 |
| <b>V3</b>                     | <b>Dioceses via Apportionment</b>      | <b>1,247</b>     | <b>1,247</b>       | <b>1,521</b>             | <b>22.0%</b>                    |
|                               | V3 Reserves: (to) / from               | -                | 54                 | -                        |                                 |
| <b>Mission Agency Pension</b> | Income (from Church Commissioners)     |                  |                    |                          |                                 |
|                               | Expenditure                            | 667              | 604                | 604                      | -9.5%                           |
|                               | <b>Net Expenditure</b>                 | <b>667</b>       | <b>604</b>         | <b>604</b>               |                                 |
|                               | Funded via:                            |                  |                    |                          |                                 |
| <b>V4</b>                     | <b>Dioceses via Apportionment</b>      | <b>617</b>       | <b>617</b>         | <b>474</b>               | <b>-23.3%</b>                   |
|                               | V4 Reserves: (to) / from               | 50               | -13                | 130                      |                                 |
| <b>CHARM</b>                  | Income (from Church Commissioners)     |                  |                    |                          |                                 |
|                               | Expenditure                            | 5,567            | 5,567              | 5,845                    | 5.0%                            |
|                               | <b>Net Expenditure</b>                 | <b>5,567</b>     | <b>5,567</b>       | <b>5,845</b>             |                                 |
|                               | Funded via:                            |                  |                    |                          |                                 |
| <b>V5</b>                     | <b>Dioceses via Apportionment</b>      | <b>5,567</b>     | <b>5,567</b>       | <b>5,845</b>             | <b>5.0%</b>                     |
|                               | V5 Reserves: (to) / from               | -                | -                  | -                        |                                 |
| <b>TOTAL</b>                  | External Income                        | -3,564           | -3,734             | -2,454                   |                                 |
|                               | Accommodation Income (NCIs subtenants) | -1,480           | -1,401             | -1,239                   |                                 |
|                               | Income (from Church Commissioners)     | -13,434          | -14,690            | -19,478                  |                                 |
|                               | Expenditure                            | 52,452           | 53,163             | 56,793                   | 8.3%                            |
|                               | <b>Net Expenditure</b>                 | <b>33,974</b>    | <b>33,337</b>      | <b>33,622</b>            |                                 |
|                               | Funded via:                            |                  |                    |                          |                                 |
|                               | AC Rest/Des Funds Transfers            | 2,668            | 2,040              | 2,236                    |                                 |
|                               | <b>Dioceses via Apportionment</b>      | <b>31,256</b>    | <b>31,256</b>      | <b>31,256</b>            | <b>0.0%</b>                     |
|                               | Reserves: (to) / from                  | 50               | 42                 | 130                      |                                 |

## 2022 forecast and 2023 Budget by Vote

### Vote 1 – Training for Ministry

1. The Training for Ministry budget covers the majority of the costs of training clergy for deployment in the Church of England. It excludes the costs of family maintenance grants which are made by dioceses (see next section).
2. The 2022 forecast expenditure on Training for Ministry is £0.7m (3.9%) below budget. This will result in a matching reduction in the Additional Ordinands Fund grant from the Church Commissioners.
3. Total expenditure on Training for Ministry in 2023 is budgeted at £15.7m, £1.1m (6.4%) below the 2022 budget. It provides for 1,216 ordinands in training in the 2022/23 academic year – 59 fewer than at present – including 478 new starters in Autumn 2022, the same number as in Autumn 2021. The forecast number of new starters in Autumn 2022 is 102 fewer than assumed in the 2022 budget: it is thought that uncertainty about the availability of curacies and posts of first responsibility together with this being the first year of the new discernment framework has dampened the number of vocations.
4. Looking ahead to the 2023/24 academic year, the forecast number of new starters is forecast to increase by almost 11% to broadly match the 535 forecast to complete ordination training and take up curacy posts in 2023.

| Academic Year      | ACTUAL FTE |                           |                         | ACTUAL FTE        |                           |                         | Leavers at end of year + withdrawals |
|--------------------|------------|---------------------------|-------------------------|-------------------|---------------------------|-------------------------|--------------------------------------|
|                    | Starters   | Year-on-Year Increase (%) | Cumulative Increase (%) | Total in Training | Year-on-Year Increase (%) | Cumulative Increase (%) |                                      |
| 2016/17 (actual)   | 476        |                           |                         | 1181              |                           |                         |                                      |
| 2017/18 (actual)   | 544        | 14.3%                     | 14.3%                   | 1242              | 5.2%                      | 5.2%                    |                                      |
| 2018/19 (actual)   | 587        | 7.9%                      | 23.3%                   | 1352              | 8.9%                      | 14.5%                   | 522                                  |
| 2019/20 (actual)   | 545        | -7.2%                     | 14.5%                   | 1365              | 1.0%                      | 15.6%                   | 571                                  |
| 2020/21 (actual)   | 579        | 6.2%                      | 21.6%                   | 1373              | 0.6%                      | 16.3%                   | 576                                  |
| 2021/22 (forecast) | 478        | -17.4%                    | 0.4%                    | 1275              | -7.1%                     | 8.0%                    | 537                                  |
| 2022/23 (forecast) | 478        | 0.0%                      | 0.4%                    | 1216              | -4.6%                     | 3.0%                    | 535                                  |
| 2023/24 (forecast) | 530        | 10.9%                     | 11.3%                   | 1211              | -0.4%                     | 2.5%                    |                                      |

### Pooling

5. The total of eligible estimated diocesan expenditure on maintenance of ordinands for the academic year 2020/21 has been pooled, as is the normal practice. This total is shared between the dioceses in the same proportions as the apportionment, resulting in a net payment or refund for each diocese to make up the difference between each diocese's direct expenditure on grants and its apportioned amount. This 'pooling adjustment' is collected or rebated alongside the apportionment for administrative convenience. The eligible total for each academic year is then adjusted for any difference between the estimated and actual expenditure for the prior academic year (i.e. 2019/20).
6. Pooled expenditure in the 2021/22 academic year (including the adjustment in respect of the previous academic year) was £7.7m compared with £8.1m in 2020/21. £0.5m of grants paid by dioceses (£0.5m in 2020/21) were not eligible for pooling.

7. As part of the spending plans for the 2020-22 triennium, it was agreed that the Church Commissioners will make a grant to the Council to help to cover ordinands' additional maintenance costs. It was agreed that this grant would cover the costs above those borne by dioceses for the 2018/19 academic year, modified for inflation at the rate of the Vote 1 apportionment increase in each year. This is consistent with the part of the additional ordinands funding which is in effect a top-up for the Training for Ministry budget. This arrangement results in a grant from the Commissioners towards ordinands' maintenance grants of £0.8m for 2023 (2022: £1.1m).

| Pooling of Ordinands Costs 1.9.2021 to 31.8.2022 |                               |   |  |                                     |                                    |                                 |  |  |   |                                |
|--|-------------------------------|---|--|-------------------------------------|------------------------------------|---------------------------------|--|--|---|--------------------------------|
|  | a                             | b                                       | d  | e                                   | f                                  | g                               | h  | i  |   | j                              |
| DIOCESE  | 2021/22<br>estimated<br>spend | 2021/22<br>single cap<br>adjustme<br>nt | 2021/22 Total<br>estimated<br>pooling<br>spend | Prior year<br>(20/21)<br>adjustment | 2021/22 total<br>poolable<br>spend | 2023<br>apport-<br>ionment<br>% | 2023<br>apportioned<br>pooling<br>amount | 2023 Apport.<br>(refund) or<br>additional<br>payment | 2023 value of<br>Additional<br>Ordinands<br>funding | 2022<br>(refund) or<br>payment |
|  |                               |   | (a+b)  |                                     | (d+e)                              |                                 | (g*Σf)                                   | (h-f)  |   |                                |
| Bath and Wells                                   | 212,987                       | -26,306                                 | 186,681  | 3,597                               | 190,278                            | 2.63%                           | 180,665                                  | (9,613)  | 21,732  | (49,087)                       |
| Birmingham                                       | 133,696                       | -10,316                                 | 123,380  | -1,757                              | 121,623                            | 1.26%                           | 86,955                                   | (34,668)   | 10,460  | 9,114                          |
| Blackburn  | 116,224                       | -1,208                                  | 115,016  | -2,052                              | 112,964                            | 2.01%                           | 138,122                                  | 25,158   | 16,615  | 7,232                          |
| Bristol  | 83,864                        | -407                                    | 83,457   | -6,064                              | 77,393                             | 1.51%                           | 103,652                                  | 26,259   | 12,468  | (61,742)                       |
| Canterbury                                       | 74,004                        | -1,066                                  | 72,937   | -780                                | 72,157                             | 1.59%                           | 109,336                                  | 37,178   | 13,152  | 23,959                         |
| Carlisle   | 31,498                        | -205                                    | 31,293   | 2,435                               | 33,728                             | 1.43%                           | 98,264                                   | 64,536   | 11,820  | 77,915                         |
| Chelmsford                                       | 198,895                       | -11,865                                 | 187,030  | 13,261                              | 200,291                            | 3.72%                           | 255,841                                  | 55,551   | 30,775  | (66,210)                       |
| Chester  | 80,776                        | -4,991                                  | 75,785   | 0                                   | 75,785                             | 3.24%                           | 222,709                                  | 146,924  | 26,789  | 175,801                        |
| Chichester                                       | 195,409                       | -5,410                                  | 189,999  | -1,719                              | 188,281                            | 4.20%                           | 288,971                                  | 100,691  | 34,760  | (46,861)                       |
| Coventry   | 180,971                       | -6,190                                  | 174,781  | 0                                   | 174,781                            | 1.57%                           | 108,013                                  | (66,768)   | 12,993  | (48,376)                       |
| Derby  | 107,559                       | -8,381                                  | 99,178   | -15,631                             | 83,547                             | 1.46%                           | 100,703                                  | 17,156   | 12,113  | (36,535)                       |
| Durham   | 187,829                       | -74,701                                 | 113,128  | 55                                  | 113,183                            | 1.52%                           | 104,220                                  | (8,963)  | 12,537  | (15,035)                       |
| Ely  | 148,659                       | -10,147                                 | 138,513  | 9,745                               | 148,258                            | 1.94%                           | 133,562                                  | (14,695)   | 16,066  | (2,017)                        |
| Exeter   | 178,440                       | -65,638                                 | 112,803  | 2,899                               | 115,702                            | 2.34%                           | 160,626                                  | 44,925   | 19,322  | 43,793                         |
| Gloucester                                       | 184,852                       | 0                                       | 184,852  | 2,624                               | 187,476                            | 2.11%                           | 145,176                                  | (42,300)   | 17,463  | 16,408                         |
| Guildford  | 187,994                       | -5,418                                  | 182,576  | 5,426                               | 188,002                            | 3.48%                           | 239,341                                  | 51,339   | 28,790  | 16,115                         |
| Hereford   | 3,233                         | 0                                       | 3,233  | 0                                   | 3,233                              | 1.13%                           | 77,379                                   | 74,146   | 9,308   | 52,290                         |
| Leicester  | 84,801                        | 0                                       | 84,801   | -25,322                             | 59,479                             | 1.39%                           | 95,654                                   | 36,175   | 11,506  | (47,459)                       |
| Lichfield  | 121,373                       | 0                                       | 121,373  | -1,958                              | 119,415                            | 2.89%                           | 198,929                                  | 79,514   | 23,929  | 124,420                        |
| Lincoln  | 38,825                        | -0                                      | 38,825   | 12,291                              | 51,115                             | 1.97%                           | 135,152                                  | 84,037   | 16,257  | 101,749                        |
| Liverpool  | 197,073                       | -7,244                                  | 189,829  | 35,099                              | 224,928                            | 1.87%                           | 128,398                                  | (96,530)   | 15,445  | (108,797)                      |
| London   | 2,146,802                     | -97,683                                 | 2,049,119                                      | 28,110                              | 2,077,229                          | 10.20%                          | 701,194                                  | (1,376,035)  | 84,346  | (1,117,823)                    |
| Manchester                                       | 275,624                       | -22,163                                 | 253,461  | 4,017                               | 257,478                            | 2.25%                           | 154,867                                  | (102,611)  | 18,629  | (109,794)                      |
| Newcastle  | 37,768                        | -13,840                                 | 23,928   | 838                                 | 24,766                             | 1.16%                           | 79,603                                   | 54,838   | 9,575   | 46,646                         |
| Nonwich  | 72,300                        | 0                                       | 72,300   | 110                                 | 72,410                             | 1.66%                           | 114,073                                  | 41,663   | 13,722  | (13,129)                       |
| Oxford   | 511,561                       | -1,504                                  | 510,057  | 366                                 | 510,423                            | 6.24%                           | 429,327                                  | (81,096)   | 51,643  | (21,336)                       |
| Peterborough                                     | 152,167                       | 0                                       | 152,167  | 14,463                              | 166,631                            | 1.87%                           | 128,609                                  | (38,022)   | 15,470  | 5,560                          |
| Portsmouth                                       | 133,071                       | -13,462                                 | 119,609  | -15,293                             | 104,316                            | 1.26%                           | 86,647                                   | (17,669)   | 10,423  | (45,447)                       |
| Rochester  | 134,087                       | -18,697                                 | 115,391  | -1,899                              | 113,492                            | 2.73%                           | 187,685                                  | 74,193   | 22,576  | 45,251                         |
| St Albans  | 217,627                       | -16,533                                 | 201,094  | -30,580                             | 170,514                            | 3.59%                           | 246,581                                  | 76,067   | 29,661  | 42,476                         |
| St Edmundsbury & Ipswich                         | 82,045                        | -13,835                                 | 68,210   | -124                                | 68,086                             | 1.66%                           | 113,797                                  | 45,711   | 13,689  | 73,769                         |
| Salisbury  | 174,808                       | -2,368                                  | 172,440  | 0                                   | 172,440                            | 3.00%                           | 206,043                                  | 33,603   | 24,785  | 123,861                        |
| Sheffield  | 181,936                       | -20,182                                 | 161,753  | 0                                   | 161,753                            | 1.27%                           | 87,064                                   | (74,689)   | 10,473  | (69,845)                       |
| Sodor and Man                                    | 7,434                         | -5,729                                  | 1,705  | 0                                   | 1,705                              | 0.24%                           | 16,756                                   | 15,051   | 2,016   | 15,078                         |
| Southwark  | 189,788                       | -1,675                                  | 188,112  | 42,890                              | 231,003                            | 5.16%                           | 354,917                                  | 123,914  | 42,693  | 167,277                        |
| Southwell & Nottingham                           | 278,277                       | -2,069                                  | 276,208  | -8,846                              | 267,362                            | 1.41%                           | 96,853                                   | (170,509)  | 11,650  | (203,725)                      |
| Truro  | 16,142                        | 0                                       | 16,142   | 0                                   | 16,142                             | 1.06%                           | 73,109                                   | 56,968   | 8,794   | 69,569                         |
| Winchester                                       | 294,851                       | -5,635                                  | 289,216  | -16,121                             | 273,095                            | 2.47%                           | 169,591                                  | (103,504)  | 20,318  | (62,046)                       |
| Worcester  | 37,463                        | 0                                       | 37,463   | 223                                 | 37,686                             | 1.44%                           | 98,775                                   | 61,089   | 11,882  | (47,893)                       |
| York   | 103,525                       | -5,661                                  | 97,864   | 0                                   | 97,864                             | 2.36%                           | 162,511                                  | 64,647   | 19,548  | 86,347                         |
| Leeds  | 186,238                       | -23,784                                 | 162,454  | -15,230                             | 147,224                            | 3.33%                           | 228,698                                  | 81,474   | 27,510  | 18,595                         |
| Europe   | 150,856                       | -2,248                                  | 148,608  | 2,109                               | 150,717                            | 0%                              | 0  | (150,717)  | -   | (181,890)                      |
| Armed Forces pooling                             | 0                             | 0                                       | 0  | 0                                   | 0                                  | 0%                              | 0  | 0  | -   | (21,238)                       |
| Life Assurance                                   | 0                             | 0                                       | 0  | 8,120                               | 8,120                              | -                               | -  | (8,120)  | -   | (38,034)                       |
| <b>Total (before grant)</b>                      |                               |   |  |                                     | <b>7,672,073</b>                   |                                 |  |  |   |                                |
| Additional Ordinands grant                       |                               |   |  |                                     | -823,702                           | -                               | 0  | 823,702  |   |                                |
| <b>TOTAL</b>                                     | <b>8,133,330</b>              | <b>-506,560</b>                         | <b>7,626,770</b>                               | <b>45,302</b>                       | <b>6,848,370</b>                   |                                 | <b>6,848,370</b>                         | <b>(0)</b>   | <b>823,702</b>                                      | <b>(1,071,091)</b>             |



## Vote 2 – National Church Responsibilities (Operating Budget)

2022

8. This budget comprises the operating costs of the Archbishops' Council departments and the Council's share of shared service departments such as Communications, Finance, Legal, Technology and Human Resources. Forecast operating expenditure in 2022 is £29.5m. This is £1.4m (4.9%) above the 2022 budget<sup>2</sup>.
9. The most significant forecast additional expenditures are:
  - £0.8m in safeguarding which includes £0.6m of activities budgeted to take place last year but deferred during the pandemic (including work on the training portal and Diocesan Safeguarding Adviser engagement), together with £0.1m deferred Past Cases Review (PCR2) grants.
  - £0.3m for the Ministry IT system (to be funded from a legacy). This system will support the discernment process replacing two legacy IT systems and facilitate more efficient and secure communication between the Ministry Development Team, dioceses and Bishops' advisers.
  - £0.2m in Ministry and Development (due to a delay in implementing the revised medical contract and additional - mostly temporary - staff costs)
  - £0.2m for the Emerging Church Programme which includes costs relating to the Governance and Accommodation strands which were funded through a virement within the spending plans for 2020-22, and for reasons of timing were not budgeted in 2022.
  - £0.1m in Faith & Public Life which includes additional posts dealing with Archbishops' Commissions (Reimagining Care, Families & Households and Racial Justice) that were transferred in as part of the final working through of the Transforming Effectiveness restructure. (Funding for these posts is provided from the Archbishop of Canterbury's Charitable Foundation)
10. These are partially offset by savings of £0.2m in accommodation costs resulting from the return of some space in Church House to the Corporation of the Church House.

*(ii) 2023*

11. The budget for operating expenditure in 2023 is £33.1m. This is £4.9m (17.5%) more than the 2022 budget<sup>3</sup>. This takes account of the Transforming Effectiveness work and discussions on the funding of national services provided to the wider Church by the Council and Church Commissioners which has resulted in the Commissioners agreeing to make a single grant to the Council for national services with a separate funding stream for safeguarding work.

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<sup>2</sup> The allocation of the 2022 budget has been restated with VAT attributed to each department rather than the general / other line.

<sup>3</sup> The analysis of the 2022 budget of £28.2m by department has been restated from that in GS2235 to show VAT allocated against each department and the partial recovery in the VAT and General Provisions line.

|  | 2022            |               | 2023          |
|--|-----------------|---------------|---------------|
|  | Restated Budget | Forecast      | Budget        |
|  | £'000s          | £'000s        | £'000s        |
| <u>Gross Expenditure</u>   |                 |               |               |
| Vision & Strategy  | 2,579           | 2,622         | 2,695         |
| Ministry Development   | 3,583           | 3,755         | 3,616         |
| Ministry IT System   | 2               | 324           | 254           |
| Faith & Public Life  | 2,862           | 2,980         | 3,235         |
| Education & Growing Faith  | 486             | 486           | 503           |
| Central Secretariat  | 1,590           | 1,619         | 1,755         |
| Safeguarding (Team + Programme)                                    | 4,755           | 5,466         | 5,629         |
| Safeguarding Grants  | 1,539           | 1,628         | 750           |
| Emerging Church Programme  | 664             | 822           | 4,641         |
| Share of Central Services  | 4,822           | 4,885         | 5,105         |
| Digital  | 1,632           | 1,606         | 1,859         |
| CHP + Crockfords   | 445             | 433           | 447           |
| Accommodation  | 3,305           | 3,129         | 2,867         |
| General Other<br>(incl Pensions Deficit, VAT & general provisions) | -113            | -228          | -274          |
| <b>TOTAL EXPENDITURE</b>   | <b>28,152</b>   | <b>29,526</b> | <b>33,080</b> |

12. The main year on year budgetary increases are:

- £4.0m for the Emerging Church Programme, the main elements of which are time limited (Accommodation - which will result in on-going savings of £1m p.a. from lower occupancy costs: £2.9m); Governance: £0.6m; Simpler Support for dioceses and worshipping communities: £0.3m)
- £0.9m for Safeguarding (excluding PCR2 grants and Interim Support Scheme) including the expansion of the regional model, the increased costs to the Council of Safe Spaces once the All Churches Trust (now Benefact) grant is used fully in September 2022.
- £0.4m in Faith & Public Life due to the additional Archbishops' Commissions posts referred to above and expansion of the team supporting the Clewer Initiative work on modern slavery. (Offsetting Income for this additional expenditure is also included in the budget).
- £0.3m for the Ministry IT system described above (which will be funded from a legacy).
- £0.3m for the Council's share of Central Services including providing for enhanced work on cyber security, greater technology support for hybrid working)
- £0.2m for Digital which includes returning the budget to the same level originally intended in 2020-22 before virements were made to fund the Simpler Support for dioceses and worshipping communities work, thus enabling continued focus and development in this critical area
- £0.2m in Central Secretariat which includes the reestablishment of a Policy Advisor post (a significant element of which will be acting as

Secretary to the Dioceses Commission) and the Events manager post to plan and facilitate the increasing number of in-person and hybrid meetings.

13. There are year on year expenditure reductions in the following areas:

- £0.8m for Safeguarding grants as the final PCR2 grants to dioceses are expected to be made in 2022
- £0.4m for Accommodation as a result of the NCIs planning to reduce the floorspace at Church House (some space was handed back to the Corporation in May 2022 and further reductions are anticipated)

### Vote 3 – Grants

14. This budget comprises the Church of England's contributions to the Anglican Communion Office, ecumenical organisations, the Church Urban Fund, the Council's Legal Costs Fund and other minor grants.

15. Forecast expenditure on Grants in 2022 is £55,000 (4.4%) above the 2022 budget. This is because of the payment of £75,000 in respect of this year's World Council of Churches (WCC) Assembly which is typically held every seven years (but was deferred by two years due to the pandemic). The Council has been building up the Vote 3 reserve to meet this cost.

16. The Grants budget for 2023 is £1.5m, £0.3m (22.0%) above the 2022 budget. The budget includes provision for a £250,000 addition to the Council's Legal Costs Fund (which had been kept at a minimal level in recent years due to the relatively high balance), an inflationary increase in the Inter Anglican Budget and an increased provision of £15,000 p.a. for the next WCC Assembly. The Council has agreed that all other grants will be held flat at the 2022 level.

|   | 2022             |                  | 2023<br>Budget<br>£ | Variance:<br>2023 Budget vs 2022<br>Budget |                |
|---|------------------|------------------|---------------------|--|----------------|
|   | Budget<br>£      | Forecast<br>£    |                     | £  | %              |
| <b>Anglican Communion Activities</b>      |                  |                  |                     |  |                |
| Inter Anglican Budget                     | <b>626,255</b>   | <b>626,255</b>   | <b>645,043</b>      | <b>-18,788</b>                             | <b>-3.0%</b>   |
| <b>Ecumenical Activities</b>              |                  |                  |                     |  |                |
| Churches Together in England              | 150,000          | 150,000          | 150,000             | -  | 0.0%           |
| World Council of Churches (incl Assembly) | 118,000          | 183,000          | 123,000             | -5,000                                     | -4.2%          |
| Conference of European Churches           | 92,736           | 92,736           | 92,736              | -  | 0.0%           |
| Churches Together in Britain & Ireland    | 15,000           | 15,000           | 15,000              | -  | 0.0%           |
| Expenses of representatives               | 20,000           | 15,000           | 20,000              | -  | 0.0%           |
|   | <b>395,736</b>   | <b>455,736</b>   | <b>400,736</b>      | <b>-5,000</b>                              | <b>-1.3%</b>   |
| <b>Miscellaneous</b>                      |                  |                  |                     |  |                |
| Church Urban Fund                         | 203,000          | 203,000          | 203,000             | -  | -              |
| Legal Costs (incl Legal Aid) Fund         | -                | -                | 250,000             | -250,000                                   | n/a            |
| Minor Grants                              | 21,855           | 16,391           | 21,855              | -  | -              |
|   | <b>224,855</b>   | <b>219,391</b>   | <b>474,855</b>      | <b>-250,000</b>                            | <b>-111.2%</b> |
| <b>TOTAL</b>                              | <b>1,246,846</b> | <b>1,301,382</b> | <b>1,520,634</b>    | <b>-273,788</b>                            | <b>-22.0%</b>  |

## **Vote 4 – Mission Agency Pension Contributions**

17. The Council meets pension contributions for clergy serving with the Partnership for World Mission (PWM) mission agencies who are regarded as being “in service” for the purposes of the clergy pension scheme. Forecast expenditure in 2022 is £64,000 (9.5%) less than budget, principally due to the interim reduction in the contribution rate for the Clergy Pension Scheme from 39.9% to 36.0% which took effect from April 2022.
18. The 2023 expenditure budget, which reflects this lower contribution rate, is £0.6m, the same level as forecast 2022 expenditure. As this reserve is forecast to be significantly above the maximum of its policy range at the end of 2022, the 2023 budget includes a planned draw of £130,000 from reserves.

## **Vote 5 – Clergy Retirement Housing**

19. This grant supports the clergy retirement housing (CHARM<sup>4</sup>) scheme operated by the Church of England Pensions Board on behalf of the wider Church. Following reforms to the CHARM scheme in 2015, a five year settlement was agreed with annual increases of 5% until 2020 to bring Vote 5 support to a level that the commercial financial model could be sustained and demand met. For the 2020-22 triennium the Council agreed a design principle that support would be maintained in real terms per property (broadly CPIH+0.9%). For practical ease, this was agreed at 2.5% for 2021 and 2022. In reality inflation has been higher than anticipated when these figures were set although the affect of this has been partly offset by deferrals of major works and some acquisitions during the pandemic, and the receipt of a large legacy in 2019.
20. Building on this approach, the 2023 budget of £5.8m reflects a 5% increase in the Vote 5 grant for the clergy retirement housing scheme which reflects the much higher levels of actual and projected inflation, along with a contribution towards the required growth in the portfolio to meet the expected increase in the numbers of retiring clergy.
21. Furthermore, the 2023-25 spending plans include a multi-year funding agreement of increases of 5% p.a. in the 2023-25 triennium. This will support the CHARM scheme through the expected peak in retirements and enable the re-financing of part of the Pensions Board’s debt by 2025. This three year agreement will greatly assist in giving confidence to potential lenders to secure the most cost-effective borrowing for the Board on behalf of the wider Church.

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<sup>4</sup> Churches Housing Assistance for the Retired Ministry

# UNDER AUTHORITY REVISITED

**Report from Clergy Conduct  
Measure Implementation Group**  
GS 2277

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## FOREWORD

It is exactly 30 years since the General Synod passed a motion to create a working party charged with examining the reform of clergy discipline. That group published their report 'Under Authority' (GS1217) in 1996; from it emerged the 2003 Clergy Discipline Measure.

In his forward to the report Canon Alan Hawker, who chaired the group, wrote that *'it is both sensible and responsible for the Church to reassess from time to time whether the systems we currently have are working and to suggest changes where they do not appear to be satisfactory.'*

We owe that group a debt of gratitude but, though the Clergy Discipline Measure was a great improvement, the time for its revision and, indeed, replacement is overdue.

The Clergy Conduct Measure Implementation Group, which I have chaired, has done a great deal of work on the attached report. I am very grateful to its members, as I am to all those with whom we have consulted, whose counsel has been invaluable.

We present this report, which we have called 'Under Authority Revisited', to Synod in the hope that it will enable legislation which is fit for purpose, which will create trust in clergy discipline and which will, in the words of Canon Hawker 30 years ago, *'allow discipline to be handled firmly, fairly, sensitively and without delay, without distracting God's people from their primary task of mission.'*

+John Wigorn

The Right Reverend Dr John Inge  
Bishop of Worcester  
Chair, Clergy Conduct Measure Implementation Group

## INTRODUCTION

### Under Authority Revisited: Report from the Clergy Conduct Measure Implementation Group

#### Background

1. The Clergy Conduct Measure Implementation Group (“the Group”) was formed in 2021 for the specific task of formulating legislative proposals for the creation of a new Clergy Conduct Measure.
  - 1.1. The first major step in the reform of the Clergy Discipline Measure 2003 (“the CDM”) was the Church’s involvement in the Independent Inquiry into Child Sexual Abuse (IICSA). Arising out of that a House of Bishops’ Working Group, chaired by the then Bishop at Lambeth, the Rt Revd Tim Thornton, was set up to examine improvements to the CDM in the context of safeguarding. The recommendation of that group went further and proposed to the House of Bishops in 2020 that the CDM be replaced in full.
  - 1.2. The Lambeth Working Group, along with others,<sup>1</sup> identified that there was a pressing need for the creation of a system that could deal with different levels of misconduct and behaviour.
  - 1.3. At the July 2021 group of sessions General Synod voted to take note of the final report of the Lambeth Working Group which recommended the creation of a smaller more focussed implementation group to bring legislative proposals back to General Synod.
  - 1.4. This report sets out those proposals for Synod’s consideration.

#### The Implementation Group’s work

- 1.5. The Group met seven times between October 2021 and May 2022. A list of members appears at **appendix B**. We are particularly grateful to the contributions of the consulting members who joined the meetings at various stages.

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<sup>1</sup> Such as the Ecclesiastical Law Society’s Working Party on reviewing the Clergy Discipline Measure



1.6. Along the way the Group have consulted widely, taking onboard comments and criticisms and amending the proposals accordingly. A list of those who have contributed to the consultations appears at **appendix C**. The House of Bishops considered the proposals in March and May 2022.

### **Legislative history: the EJM to the CDM**

1.7. Prior to the CDM the law relating to clergy discipline was contained within the Ecclesiastical Jurisdiction Measure 1963 ("EJM"). The EJM itself was the result of a 1954 Archbishops' Commission on the Ecclesiastical Courts, under the chairmanship of Sir George Lloyd-Jacob.

1.8. The EJM codified the existing disparate legislation on discipline under one Measure. Cases of discipline<sup>2</sup> were tried before the Consistory Court consisting of the Diocesan Chancellor sitting with two clerical and two lay assessors. Between 1963 and 2006 there were only three trials<sup>3</sup>. Whilst some held the view that this was a good thing – i.e. the Measure worked because it was an effective deterrent – the general consensus was that it was slow, costly, cumbersome, and ineffective in dealing with 'non-criminal' misconduct.

1.9. Due to those concerns, in 1992 the General Synod passed a motion which resulted in the creation of a working party to examine the reform of clergy discipline. That group published their report in 1996 entitled 'Under Authority' (GS1217). The recommendations in that report, although not followed in every respect in the legislative process that followed, became the Clergy Discipline Measure 2003.

### **The CDM in force**

1.10. The CDM came into force in 2006. It was designed to deal solely with serious misconduct. It was not intended that it should operate as a 'complaints procedure'.

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<sup>2</sup> By which it is meant cases **not** involving ceremony, ritual or doctrine.

<sup>3</sup> *Re The Reverend Michael Bland* (1969/70); *Re The Reverend Thomas Tyler* (1991/2); *Re The Dean of Lincoln* (1995)

The processes under the CDM are legal in character. The ultimate jurisdiction lies with an ecclesiastical tribunal.

**1.11.** An analysis of cases since 2006 discloses the following:

**1.11.1.** Less than 0.80% of all clergy are subject to a formal allegation of misconduct under the CDM per year.

**1.11.2.** There has been a clear and steady increase in the number of allegations in the last 5 years. The average number is under 100 per year for priests and deacons and under 20 for bishops and archbishops.

**1.11.3.** There has been an increase in the complexity of cases. This has led to a rise in hostility and confrontation during the process.

**1.11.4.** On average each year 30 dioceses have between 1-5 cases, 2-3 dioceses have more than 6 cases, and 9 dioceses have no cases at all. Due to a lack of experience-building there is a need to pool resources and knowledge to better equip decision makers.

**1.11.5.** Approximately 45% all of cases are either dismissed at an early stage or no further action is taken. This will often leave the complainant unsatisfied at the outcome and the respondent unhappy at having been subject to a legal process.

**1.11.6.** Approximately 33% of the remaining allegations are dealt with by a penalty by consent with the bishop. This can be a pastorally negative process.

## WHY THE CHURCH NEEDS DISCIPLINE

### The nature of ordained ministry

2. Those who are called to ministry in Holy Orders are required to *frame and fashion their life according to the doctrine of Christ* and to be *wholesome examples and patterns to the flock of Christ* (Canon C26.2). Clergy are not expected to *bear the weight of this calling* on their own, but are supported by the church and *the grace and power of God* (the Ordinal).

- 2.1. Whilst the expectations of discipleship apply to all God's people, the Church recognises that clergy are to be held to a high standard of conduct. The exercise of public ministry is a privilege and with it comes a responsibility. Where clergy fall short the whole Church is impacted. This reflects the words of St. Paul – *We are members one of another* (Ephesians 4.25).

### The purpose of clergy discipline

- 2.2. For those reasons the Church must take seriously every occasion clergy fall short of that standard of conduct. The purpose and character of clergy discipline must be to support the collective good standing of all faithful men and women who are called to serve and to place at its centre the interests of justice for all those who are affected by the faults, failings and shortcomings of clergy.

- 2.3. However, the Church must also approach discipline in a flexible and pastorally minded fashion. Not every cleric should be disciplined in the same fashion. It is clearly disproportionate to engage in a formal disciplinary process each time something goes wrong. The Group are of the view that the principal failing of the CDM *as a piece of legislation* lies in its procedural inflexibility to respond appropriately to different levels of misconduct and complaint.

### Four principles

- 2.4. In meeting the purpose of clergy discipline the Group have sought to apply **four fundamental principles:**

**2.4.1.** The system must provide for a **proportionate and efficient way** of dealing with a wide range of grievances and misconduct.

**2.4.2.** As much as the Church must defend her integrity and that of Holy Orders, she must also **protect her clergy from frivolous, malicious and vexatious accusations.** Clergy offer a sacrificial ministry with limited material reward. Allegations of wrongdoing not only cause stress and anxiety but also threaten the home and income. **Disciplinary procedures therefore must be robust in providing protection against misuse.**

**2.4.3.** The system must provide those wronged with **swift access to justice.** Co-operation with but not blind subservience to the secular authorities is paramount. The ecclesiastical courts should be a model of best practice for survivors and vulnerable witnesses.

**2.4.4.** The **rules of natural justice**, developed partly in the medieval courts of the church, must run as a golden thread through the system.

## THE NEED FOR REFORM

- 3.** The Group recognise that many of those who have been involved in any way with the CDM will have experiences that demonstrate the need for reform. It is not possible in this report to catalogue each of those experiences. As a summary, three principal reasons underpin the need for reform:
- 3.1.** Firstly, since 2006 the landscape in professional discipline has changed dramatically. The CDM was designed to deal with misconduct of the utmost seriousness. As the secular world has become more ‘complaint-focussed’, those who come into contact with the Church and her ministers are now much more willing to complain about their experiences. ‘Expectation management’ has failed to keep up with this changing base. The result has been a steady and constant increase in the number of complaints that fall short of serious misconduct. There is a legitimate expectation from these complainants that the church, like most large organisations, has clear procedures for dealing with these complaints. The CDM does not provide for this.
- 3.2.** Secondly, since c. 2010 onwards, there has been a downturn in the willingness of the secular authorities to prosecute certain criminal offences. Without other recourse available to them, survivors and victims have properly turned to the Church to be the court of first instance on matters of criminal complaint. The church’s disciplinary infrastructure has not hitherto been designed or resourced to deal with these cases.
- 3.3.** Thirdly, the culture, expectation, and legal responsibilities on clergy around safeguarding have recognised a new category of discipline concerning process failures – e.g. failing to follow a policy – rather than what might be termed ‘personal failing’ (e.g. adultery) which was always (and to some extent still is) the main area addressed in church discipline. This requires a more comprehensive approach rather than the narrower focus of ‘serious misconduct’ under the CDM.

## THE ROLE OF THE BISHOP

4. The bishop is called, as the Shepherd, to care for and minister to the flock. It is the bishop who ordains and licenses, and it is the bishop with whom the cure of souls is shared. Alongside this ministry the bishop, as Ordinary, exercises ecclesiastical jurisdiction in the diocese. Central to this role is the administration of discipline.

4.1. The basis for the bishop's role in discipline (which includes discipline of the laity as well as the clergy) can be found in three primary sources:

### **The Ordinal**

**Archbishop:** Bishops are called to serve and care for the flock of Christ...

As chief pastors, it is their duty to share with their fellow presbyters the oversight of the Church, speaking in the name of God and expounding the gospel of salvation. With the Shepherd's love, they are to be merciful, but with firmness; to minister discipline, but with compassion...

*Common Worship: Ordination Services: the Ordination and Consecration of a Bishop*

### **The Canons**

Every bishop shall correct and punish all such as be unquiet, disobedient, or criminous, within his diocese, according to such authority as he has by God's Word and is committed to him by the laws and ordinances of this realm.

*Canon C18.7*

### **The Thirty-nine Articles of Religion**

...it appertaineth to the discipline of the Church, that inquiry be made of evil Ministers, and that they be accused by those that have knowledge of their offences; and finally, being found guilty, by just judgment be deposed.

*Article XXVI*

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4.2. That said, the Church has never understood the bishop as acting entirely alone.

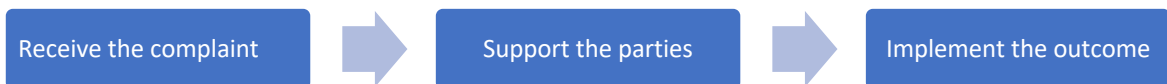
The bishop serves the community and is also assisted by it. The New Testament makes references to this community based approach (see *Matthew 18.15-21*). The historical development of the ecclesiastical courts is good evidence of the structures that the Church has developed to assist the bishop in the exercise of quasi-judicial functions.

**4.3.** It is commonplace that the exercise of discipline can become too personalised.

The personal exercise of the *episcopus* must always also be balanced against the rights and needs of the respondent cleric and accuser. The balance is struck to ensure trust in the system.

**4.4.** A consistent theme in the consultation responses has been what is said to be a fractured relationship between the episcopate and those they discipline. It is clear to the Group that the bishop exercising the role of both pastor and judge has caused conflict. This conflict has undermined confidence in the decision making and procedures of the CDM. Further, it has impeded the ability of the bishop to exercise the ministry of reconciliation with those subject to discipline.

**4.5.** The Group are of the view that it will be important to re-affirm the primacy of episcopal authority in the new system, as reflecting the established theological and ecclesial position in the Church of England. However, it is also necessary to recognise the reality that there has been a significant change in the preceding years. **It is proposed that the role of the bishop in discipline be modified.** The key functions will be to:



## LEGISLATIVE PROPOSALS

### Scope of this work

5. The purpose of the Group's work has been to devise legislative *proposals*. Synod does not have before it a final procedural map. It is within the nature of the legislative process that proposals change. What Synod does have is a report that sets out the *policy direction* for legislation to be drawn up.

5.1. The Group wish to emphasise in particular that there are details of the reform that are outside their remit. Principal amongst these are the procedural rules which will govern how the proposed system is to operate 'on the ground'. These, for example, will cover aspects such as time scales, evidence, tribunal procedure *etc.* That these details are not contained in this paper is not an indication that the Group have failed to consider them. Should these proposals proceed to the legislative drafting stage the Rule Committee will take forward this work and it is intended that the Synod will be presented with draft procedural rules alongside a draft Measure.

5.2. There are two further areas that, whilst outside the Group's remit, we nevertheless wish to signpost:

5.3. The first is the relationship between these proposals and the Church's **capability procedures**. The line between misconduct and capability can often become blurred. A disciplinary system cannot deal with issues of performance. However where a complainant raises a grievance under this system, the complaint may be indicative of a wider issue about capability. The Group are of the view that the flexibility of the grievance process should enable those in the diocese with responsibility in this regard to identify the problem and look to an appropriate remedy. However, it is not intended to be a replacement for the formal capability procedures the Church has put in place.

5.4. The second is **the issue of clergy personal files ('blue files')**. It is clear to the Group that this is an area which must be considered carefully. It has wider



implications than simply the disciplinary system. Whilst setting out guidance is outside the Group's work we do wish to make the following observations:

- 5.4.1. Detailed personnel record keeping in a professional context is a well-established and a necessary consequence of the trust placed in those who hold office.
- 5.4.2. Accurate record keeping is important in all cases, including where a low level penalty has been imposed or advice has been given, in order to assess the ongoing work of improvement in the respondent.
- 5.4.3. Records of complaints that are dismissed or ruled to be vexatious are important to protect the cleric from future identical complaints. Additionally, an accurate record of the dismissal protects the respondent from others misremembering the substance or outcome of the complaint in future years.
- 5.4.4. That said, clergy should not feel subject to undue levels of continued scrutiny where a complaint has been dismissed. There is distinction to be drawn between the requirement to keep a proper record of a case (whatever the outcome) and the improper reliance upon it in the future discernment of ministry.
- 5.4.5. Consideration should be given to a standardised form of recording outcomes on blue files to ensure consistency.

#### **Legislation and statutory guidance**

- 5.5. The procedures and processes of the CCM will be set out in both legislation and statutory guidance:
- 5.6. The **Clergy Conduct Measure** will set out the statutory framework of the system and establish the jurisdiction for dealing with cases.
- 5.7. This will be accompanied by the **Clergy Conduct Rules** which will provide the procedure. The view of the Group is that the process for approving a draft set of

Rules should run alongside the passage of the Measure to enable the Synod to see the whole legislative picture.

**5.8.** A statutory **Code of Practice** will provide detailed guidance to anyone exercising a function under the Measure and also to parties, witnesses and any other person or body who has cause to be involved in any aspect of discipline.

**5.9.** In addition, the Group is of the view that smaller, topic specific, codes of practice should be issued and updated regularly to cover subjects including, **pastoral support for respondents; support for complainants victims and survivors; and rehabilitation back into ministry.**

*Members of Synod should read the following section alongside the flowchart in appendix A*

## **Part I: Definitions**

### **What constitutes a grievance, misconduct and serious misconduct?**

**6.** The Church has well established standards of behaviour. These can be found in scripture (see for example the fruit of the Spirit<sup>4</sup> – Galatians 5:22-23) the Canons, the Ordinal, and the *Guidelines for the Professional Conduct of the Clergy*. The *Guidelines* are important because they are Acts of Convocations and so are made *by clergy for clergy*. **The Group have invited the Convocations to consider revising the *Guidelines* for the first time since 2015.**

**6.1.** It is not possible to set out each occurrence that might constitute a **grievance**. In short, the secular world recognises it as normally a minor violation of a workplace policy or contractual terms falling short of misconduct. This definition does not fit comfortably with clergy who are office holders and needs to be modified in the church context. An example may be, persistent lateness for services or lack of preparation for a PCC meeting.

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<sup>4</sup> *But the fruit of the Spirit is love, joy, peace, forbearance, kindness, goodness, faithfulness, gentleness and self-control.*

- 6.2. Closely aligned with grievances are **minor complaints**. These are occasions where clergy ‘fall short’, but in a way that does not amount to misconduct.
- 6.3. Where a cleric’s conduct amounts to **misconduct** that is serious because it undermines public confidence in the Church and her ministers. To that end, it must always be properly addressed. However, it is right to distinguish between different levels of seriousness of misconduct.
- 6.4. Simplicity is an important factor in a disciplinary system. Accordingly, the Group propose the following use of language:
- 6.5. ‘complaint’ (*noun*) – the document which brings the wrongdoing to the attention of the bishop;
- 6.6. ‘grievance’ – a complaint about a minor matter that does not constitute misconduct and therefore would not warrant the imposition of a penalty (i.e. encompassing what we understand as both a ‘grievance’ **and** a ‘minor complaint’).
- 6.7. ‘misconduct’ – an allegation of wrongdoing which is unlikely to call into question the respondent’s fitness to exercise public ministry but which may warrant the imposition of some form of lesser penalty.
- 6.8. ‘serious misconduct’ – an allegation of wrongdoing which may call into question the respondent’s fitness to exercise public ministry and which may warrant the imposition of a more serious penalty, such as prohibition from exercising ministry, removal from office and/or deposition from Holy Orders.

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### **Grievance Examples**

#### *Non-exhaustive*

Pastoral breakdown in relationships

Lateness for services, meetings, parish appointments

Minor rudeness or anger

Unprofessional approaches in the management of parish staff, structures or organisations

Lack of proper preparation of services, preaching or other aspects of ministry

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### **Misconduct Examples**

#### ***Non-exhaustive***

Unintentional or minor breaches of safeguarding policy

Inappropriate text messaging with another adult

Aggressive rudeness or anger, especially when directed towards parishioners

Failure to comply with formal requirements as to service registers, accounting or other parish administration

Engaging in a trade, profession or other activity which is inconsistent with priestly life or affects of the performance of ministry

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### **Serious Misconduct Examples**

#### ***Non-exhaustive***

Wilful and/or prolonged failure to comply with safeguarding policies

Sexual, spiritual, domestic abuse

Adultery

Downloading, viewing or otherwise possessing child abuse images

Harassment

Serious financial misconduct e.g. fraud, theft

Serious breaches of pastoral duty, trust or professional boundaries

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6.9. The Code of Practice will set out clear and detailed guidance with further examples.

## **Part II: Procedure – making a complaint**

### **Who can make a complaint?**

7. The Group propose that there should be one category of person entitled to make a complaint – anyone with a **‘proper-interest’**. On that basis, archdeacons, DSAs/DSOs and the NST will continue to have standing to bring complaints. Likewise, those who have personally experienced the event or conduct will have standing. The system will allow for the appointment of a ‘litigation friend’ to bring a complaint on behalf of those who have a proper interest but are suffering under a disability, those who lack capacity, or children. Statutory guidance in the Code of Practice will give practical examples.

7.1. The proposals include a recommendation that clergy be able to **self-refer**. This is to encourage insight, but will also provide an opportunity to bring to a head the situation where someone weaponises the threat of bringing a complaint against a cleric. There will be no duty to self-refer.

7.2. The process will continue to apply to all clerks in Holy Orders, regardless of whether they hold any preferment or authority to officiate.

### **How to make a complaint?**

7.3. All complaints against priest and deacons would be laid before the diocesan bishop. The Code of Practice would set out that each bishop should make provision for a dedicated person to receive administratively the complaint and process it. This might be a chaplain, or some other appropriate person. There will be no requirement to set out formally each and every detail of the case at this point.

7.4. The complaint will be immediately referred to a **Regional Lead Assessor** who, applying statutory guidance, will **allocate the case to the appropriate ‘track’** on

**the basis of whether it is a grievance or an allegation of misconduct.** The Group are of the view that *at this stage of the process* the sole distinction should be between whether the complaint alleges a matter that would, if true, amount to misconduct. A further distinction between levels of misconduct will be applied later in the process.

### **Vexatious complaints**

**7.5.** The lead assessor may determine that the case is ‘manifestly without merit or substance’ or is vexatious, and recommend to the bishop that it be dismissed forthwith. In such cases the bishop should take legal advice from the registrar and if appropriate dismiss the case. The complainant will have a right of appeal against the dismissal to be carried out by a judge.

### **Notifying the Respondent**

**7.6.** It is of fundamental importance to the integrity of the system that respondents should be told at an early stage not only that a complaint has been made, but the substance of the complaint and the name of the complainant. In cases that are not dismissed as vexatious the lead assessor will notify the bishop of the ‘initial allocation’ who will in turn notify the respondent.

**7.7.** The bishop will **write to the respondent** informing them of substance of the complaint and setting out whether it has been allocated as a grievance or an allegation of misconduct. Information as to what happens next will be included.

**7.8.** At the same time the bishop will be under a **statutory duty to offer support** to the complainant/victim/survivor and the respondent. The process for this will be diocesan based and the Code of Practice will provide guidance on the nature of the support. In serious cases the provision of professional support may be required (e.g. an Independent Sexual Violence Adviser). Where a support person (victims/survivors) and/or a link person (respondents) has already been appointed as part of a safeguarding process,<sup>5</sup> they will be made aware and be kept informed of the procedural aspects of the complaint.

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<sup>5</sup> See *Practice Guidance: Responding to, assessing and managing safeguarding concerns or allegations against church officers*

7.9. In cases of misconduct legal aid will become available and the respondent provided with details.

7.10. The bishop will be able to **suspend** a respondent at this point, but only in cases of misconduct or serious misconduct (i.e. where the lead assessor has allocated the case as misconduct rather than as a grievance) and only where the suspension is 'necessary' (a higher threshold than in the CDM). Where a parish priest is suspended the bishop will consider what arrangements for the ministrations of the church are needed and any other support that may be required.

7.11. Where the matters complained of are also subject to secular criminal processes there will be a presumption in favour of **not pausing the disciplinary processes**, unless the police or other secular prosecuting authority is of the view that it would interfere with their investigation or with the administration of justice.

#### **Limitation Period**

7.12. In taking seriously all misconduct the Church must balance the right of those who have been seriously wronged to seek justice through the Church's disciplinary procedures and the need to provide a finality for those who may be accused.

7.13. The Group propose that there be **no limitation period** on allegations of **serious misconduct**.

7.14. **Allegations of misconduct (other than serious misconduct) would have a 12 month limitation** period from the date of the alleged misconduct (or the last date if a course of conduct is alleged). This limitation period could be disapplied by a judge where a good reason existed why the complaint was not made sooner.

7.15. **Grievances would have a 12 month limitation period** without any power to extend the period.

## Delegation

7.16. The Measure will contain a specific stand-alone power for the bishop to delegate his or her role in relation to a particular complaint to another bishop, for example in cases of conflict of interest. This would be either a suffragan or assistant bishop within the diocese or another bishop outside the diocese. However, it is anticipated that by removing the principal decision making from the bishop occasions of conflict of interest will be rare. The lead assessor will also have power to delegate to another assessor.

## Part III: Procedure – resolving the complaint

### Track “A” – Grievance

8. Where a case is allocated to the grievance track the bishop will appoint a **designated person from within the diocese** to resolve the issue(s), so far as it is possible to do so. The designated person will be different depending on the substance, complexity and identity of the parties. In some cases a person with knowledge of the context will be appropriate (*e.g. Archdeacon, Rural Dean Assistant Bishop, Diocesan Secretary*). In other cases someone entirely external and independent may be needed (*e.g. a person with HR experience*).
9. Allocation to the grievance track would constitute a *de facto* dismissal of an allegation of misconduct and therefore the complainant will have a right of review of that dismissal to be carried out by a judge.
  - 9.1. The Measure or Rules will not provide a strict procedure for the resolution of grievances to enable flexibility to deal with what will be a wide range of different issues. Detailed guidance will be made available which will set out the tests and criteria to be applied. Respondents will be encouraged to be accompanied at any meeting, but legal representation would not be allowed. Legal aid would not be available for this process.
  - 9.2. In summary the designated person will follow a two-stage process:



1. Informal stage (e.g. telephone call, informal meeting or arranging for an apology to be given).

*If unresolved they will move to:*

2. Formal stage (e.g. formal meetings with the parties, fact findings and recommendations as to outcome)

**9.3.** Should the parties agree the case may be referred for a structured conciliation.

**9.4.** The process should last no more than 28 days with a focus on a **pastoral resolution** and, if necessary, advice on improvement issued to the respondent.

#### **Re-allocation**

**9.5.** Should the designated person form the view that the case is more serious than first thought, they may any time prior to the completion of the final report recommend to the lead assessor that it be allocated as a formal allegation of misconduct.

#### **Track “B” – Allegation of misconduct**

**9.6.** Where the case is allocated to the misconduct track, the lead assessor will appoint a **Case Assessor** from the regional panel. The case assessor will begin by asking the complainant to provide a formal document setting out their complaint in detail.

**9.7.** The first task for the case assessor will be to decide, without any investigations at this stage, whether the allegation, if true, would be **misconduct or serious misconduct**. Statutory guidance will be available to assist in the making of that decision.

#### **Misconduct**

**9.8.** Where the case alleges misconduct not amounting to serious misconduct the case assessor will retain the case and carry out an investigation, meeting with the

parties and receiving written evidence and submissions as necessary in order to make findings of fact. The respondent will have access to legal aid for the purposes of advice and written submissions. In order to encourage a non-adversarial approach the Group propose that respondent would not be legally represented in meetings by an advocate, but will be encouraged to bring someone to all meetings in a support capacity.

**9.9.** Allegations of misconduct can vary in complexity. They also can involve points of law. Whilst the assessors will have access to training and continuing professional development it is imperative that they are supported in their work. As such, the assessor *may* at any time ask a lawyer in the Office for Investigation & Tribunals (OFI&T) for guidance and *must* do so in circumstances specified in statutory guidance (for example, where a question of law arises).

**9.10.** The case assessor will produce a report within 90 days. The bishop must accept any finding of fact made by the assessor.

**9.11.** The report will also make a recommendation as to the outcome. It will be open to the assessor to recommend that the case be dismissed (with or without a finding that it is vexatious) or that it has been proven. The bishop must implement the recommendation as to outcome unless there is a good reason not to do so. The bishop will set out the decision in writing.

### **Appeal**

**9.12.** The complainant and respondent will have a right of appeal to a judge against the findings and/or penalty.

### **Re-allocation**

**9.13.** The case assessor may any time prior to the completion of the final report recommend to the lead assessor that the matter be re-allocated as a grievance or that it be dealt with as an allegation of serious misconduct.

## Serious Misconduct

**9.14.** Where the case alleges serious misconduct it will be sent forthwith to OFI&T

This office will be placed within the NCIs structure and be responsible for the management, investigation, and conduct of allegations of serious misconduct, and will also be available to provide legal advice and other assistance to assessors dealing with misconduct cases.

**9.15.** The process will be overseen by a lawyer. Not every case needs an investigation. Some cases for example may be substantially admitted. For cases, however, where an investigation is required, the matter will be allocated to a separate and independent investigator, who will pursue all reasonable lines of enquiry. The OFI&T will maintain a published list of suitably qualified and experienced investigators. The respondent will have access in principle to legal aid and may be represented throughout by a solicitor and/or a barrister.

**9.16.** Once any investigation is complete, a decision will be made on whether the case should be referred to a tribunal for a hearing. The Group have considered a variety of different viewpoints and submissions on how that decision should be made. Under the CDM it is made by an independent judge – the President of Tribunals (or deputy). There are differing views as to whether that system should be retained, modified or abolished altogether. This is an issue yet to be resolved and will continue to be examined in preparation for the next stage of the legislative process.

**9.17.** Presently a tribunal consists of five members (a legally qualified chair, two clerks in Holy Orders and two members of the laity). A cause of significant delay at present is the arrangement of dates in which all five members of a tribunal can sit (sometimes for five consecutive days) to hear a case. The Group propose that the tribunal be reduced to three - a legally qualified chair, one clerk in Holy Orders and one member of the laity. The Group propose that the tribunals be subject to the oversight of a senior judge, with the administrative functions relating to the tribunal being the responsibility of a **Clerk to the Tribunal**.

**9.18.** Appeals would be dealt with by the Court of Arches or the Chancery Court of York, overseen by the Dean of the Arches and Auditor, one other judge and one clerk in Holy Orders. Permission to appeal against the decision of a tribunal would be required, the application for permission being determined by the Dean of the Arches and Auditor.

### **Admitted misconduct**

**9.19.** Repentance is at the heart of Christian living. A system of discipline must allow for those who admit wrongdoing to be dealt with in a sensitive and swift manner in order to encourage the process of reconciliation and healing. It will be open to a respondent to admit the case at any stage.

**9.20.** Where admissions of misconduct, not amounting to serious misconduct, are made, a case assessor will make a recommendation on penalty to the bishop. The bishop will consider the recommendation and, applying statutory guidance, impose a penalty. The respondent will have a right of appeal against the penalty to be carried out by a judge.

**9.21.** Where admissions of serious misconduct are made the penalty will be imposed by a tribunal. Online hearings will be utilised to ensure that penalty hearings take place soon after the admission. Appeals would be dealt with by the Court of Arches or the Chancery Court of York and permission to appeal would be needed.

### **Penalties**

**9.22.** Penalties for misconduct should be both punitive and restorative. They should do justice to the complainant and the respondent and reflect the wrongdoing and the harm caused. Where it is appropriate to do so the penalties should aim to rehabilitate the respondent back into ministry. In cases of misconduct the Group have recommended a wide array of supportive penalties.

**9.23.** In the most serious of cases the Church must act to ensure the protection of others and the integrity of its mission. Whilst no transgressor is beyond the scope of Christian redemption, it will not be possible to safely allow some respondents

back into ministry. Under the current CDM a respondent may be prohibited from exercising the functions of their orders for life. In 2020 the Church gave a commitment to IICSA to re-introduce the availability of deposition from Holy Orders for those who commit the most serious offences. Whilst the Church holds that no person who has been admitted to Holy Orders may be divested of their character it has always recognised that by a legal process a person may be deposed from them (*Canon C1*).

| <b>PROPOSED PENALTIES</b>  |   |
|--|---|
| <b>MISCONDUCT</b>  | <b>SERIOUS MISCONDUCT</b>   |
| <p style="text-align: center;"><b>Injunction</b><br/><i>A requirement to do a specified act or refrain from doing a specified act</i></p> <p style="text-align: center;"><b>Mentoring and supervision order</b><br/><i>An order requiring the respondent to undergo a specified period of mentoring and supervision</i></p> <p style="text-align: center;"><b>Reprimand</b><br/><i>A formal mark that the misconduct in question was unacceptable and should not occur again</i></p> <p style="text-align: center;"><b>Written Advice</b><br/><i>Advice in writing issued to ensure that there is no repetition of the misconduct</i></p> <p style="text-align: center;"><b>Informal Warning</b><br/><i>An informal warning not to repeat the misconduct</i></p> <p style="text-align: center;"><b>Conditional discharge</b><br/><i>No penalty is imposed subject to the condition that no new misconduct is committed in a period no exceeding two years from the date of the order</i></p> | <p style="text-align: center;"><b>Deposition from Holy Orders</b><br/><i>An order having the same effect as a deed of relinquishment under section 4(3) of the Clerical Disabilities Act 1870</i></p> <p style="text-align: center;"><b>Prohibition for life</b><br/><i>A prohibition without limit of time from exercising the functions of Holy Orders</i></p> <p style="text-align: center;"><b>Limited prohibition</b><br/><i>A prohibition for a specified time from exercising the functions of Holy Orders</i></p> <p style="text-align: center;"><b>Removal from office</b><br/><i>Removal from any preferment currently held</i></p> <p style="text-align: center;"><b>Revocation of licence</b><br/><i>Revocation of any licence issued by the bishop</i></p> |

|  |  |
|--|--|
|  | <p style="text-align: center;"><b>Injunction</b></p> <p style="text-align: center;"><i>A requirement to do a specified act or refrain from doing a specified act</i></p> <p style="text-align: center;"><b>Rebuke</b></p> <p style="text-align: center;"><i>A formal rebuke for serious misconduct</i></p> <p style="text-align: center;"><b>As well as those penalties available under the misconduct track</b></p> |
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### **Vexatious complainants**

**9.24.** Whilst it is right that the Church maintain an ‘open’ system for complaining, it is the sad reality that there will be those who abuse the process in order to harass or harm clergy. While truly vexatious complaints are rare, when they happen they cause untold distress and damage to those who receive them.

**9.25.** It is proposed that where such a vexatious complainant is identified the respondent or bishop may apply to a judge for an order that the person be prohibited from bringing any further complaints unless prior permission is granted by a judge. The application for an order would be made through a lawyer located in the OFI&T. A tribunal chair and the Dean of the Arches would also have the power to impose such an order.

### **Bishops and Archbishops**

**9.26.** The nature and character of ordained ministry is universal and no substantive distinction in disciplinary procedures should apply to those in episcopal orders.

**9.27.** The procedure as set out above will apply to bishops and archbishops with the following minor variations:

**9.27.1.** Complaints against bishops will be laid before the relevant archbishop.

- 9.27.2.** Complaints against an archbishop will be laid directly before a judge.
- 9.27.3.** In the case of a grievance against a bishop or archbishop the ‘designated person’ will be an assessor.
- 9.27.4.** Hearings will be before the Court of the Vicar-General for the relevant province. The clerical member of the Court will be in episcopal orders.

#### **Part IV: Infrastructure, resourcing and training**

##### **The assessor**

- 10.** Under the proposals the assessor has a key role in allocating, investigating and assessing evidence. The Group are of the view that throughout the Church there will be people, both lay and ordained, who possess the necessary skills, temperament and expertise in order to fulfil this role.
- 10.1.** It is proposed that panels of assessors be formed grouped by regions across the Church. A suggested grouping of dioceses into eight regions appears in **appendix D**.
- 10.2.** The lead assessor for each panel will be someone with extensive relevant decision-making experience. It may be that they also possess a legal background or qualification, although the Group do not regard this as a prerequisite. They will need to be committed to the ministry of the Church and willing to give their time freely.
- 10.3.** Where a case assessor is appointed they will not be from within the diocese in which the respondent serves or have any connection to the complainant. In circumstances where the need arises it will be permissible to delegate outside the region to another panel.
- 10.4.** At present there are on average just under 100 complaints per year against priests and deacons. On average 30 dioceses have between 1 and 5 cases a

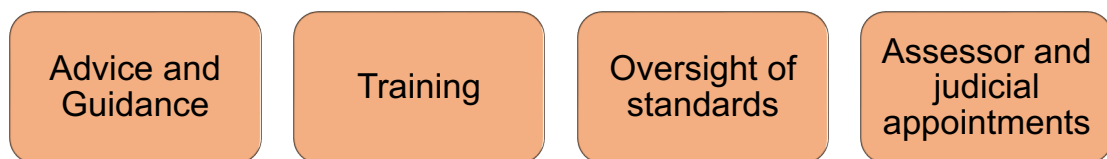
year while 2-3 dioceses have more than 6 cases, and 9 dioceses have no cases at all. The introduction of this new system may see an increase in complaints, in particular at the lower level. Nevertheless it is anticipated that each region will only require between 3 – 4 assessors plus a lead assessor. This would mean seeking approximately 32 – 40 suitably qualified individuals.

**10.5.** The Clergy Discipline Commission (see below) will be responsible for maintaining the list of assessors and providing training and ongoing professional development. A system of peer reviewing, conferences and information sharing will be in place in order to develop best practice and ensure high standards.

### **Clergy Discipline Commission**

**10.6.** The Clergy Discipline Commission is currently a body constituted under the CDM whose role is to give advice on the operation of discipline, issue guidance on penalties, issue and amend the Code of Practice and make an annual report to General Synod on the exercise of its functions. It is made up of two members from each house of Synod and further appointed members with legal or other relevant expertise.

**10.7.** The Group propose to expand the role the Commission to include the following functions:



**10.8.** Membership would still in part be drawn from Synod, but the Group also recommend that wider expertise from outside the Church be sought.



## **Legal Aid**

**11.** Legal aid is administered by the Legal Aid Commission under the Church of England (Legal Aid) Measure 1994. Currently applications for legal aid are subject to a merits-test and a means-test.

**11.1.** It is outside the scope of this Group's work to make any amendments to that Measure. The Group are grateful to the Legal Aid Commission for their contribution to the consultation questions.

**11.2.** It is central to the rules of natural justice that those subject to allegations of misconduct have proper access to legal advice at the earliest opportunity. As part of this review the Group recommend to the Legal Aid Commission that the following be considered:

**11.2.1.** For allegations of serious misconduct the 'merits test' be discontinued as such cases will by definition be serious enough to merit the grant of legal aid.

**11.2.2.** The introduction of a fixed-fee initial package at no cost to the respondent to assist with the provision of early advice to those accused of misconduct.

**11.2.3.** The creation of a panel of solicitors and direct access barristers who would undertake legal aid work, with the list being made available to respondents.

**11.3.** Having considered detailed representation and evidence from a variety of sources the Group are of the view that legal aid should continue to be means tested. It must be recognised that the Legal Aid Commission administers charitable funds. Such funds are not unlimited and they have to be carefully husbanded to ensure that money can be made available to clergy who are in need of legal advice and have no or very limited resources of their own.

## FINANCIAL IMPACT

- 12.** It is evident that these proposals have resourcing consequences at both diocesan and national level. An effective disciplinary system will inevitably need to be properly resourced both in monetary and other terms. Whilst cost effectiveness is important, a fair system cannot be governed by economic criteria alone.
- 13.** At diocesan and provincial level the principal direct cost will be the implementation of any professional support to complainants and the expenses of the assessors.
- 14.** At a national level the principal costs will be the resourcing of the OFI&T and the Clergy Discipline Commission. It is imperative that both of these bodies are properly resourced in order to provide the advice, expertise and functions necessary to progress cases swiftly and maintain standards. In particular a regular system of training will be essential to secure confidence in the system and a uniformity of approach.
- 15.** It is estimated that the additional costs, on top of those already provided for in the current system, will be in the region of a further £400,000 per annum. There would be one-off project implementation cost of around £200,000. The implementation would include project management and training of bishops, assessors and Diocesan Safeguarding Advisers. These costs would be met by the Archbishops' Council.
- 16.** To counterbalance these costs there will be savings in other areas. Principal amongst these will be the abolition of the Preliminary Scrutiny Report currently produced by diocesan registrars and paid for by the Church Commissioners. Over the last three year the average cost of these reports is £472,824.00 per annum.

## POSTSCRIPT TO THE REFORM

17. The Implementation Group are of the view that these reforms will establish a proportionate, efficient, and fair system. However, the reforms alone cannot address all of the issues concerning clergy discipline. Alongside these steps a re-adjustment of culture, embedded in the early stages of discernment, training and ministry will be required to take place. The Group offer the following two general observations on the exercise of discipline in the Church:
18. Firstly, better expectation management for both clergy and complainants should exist. Secular professions have for many years lived with the reality that those who undertake public-facing work are liable to be complained about. Clergy must also come to this realisation and engage in the disciplinary process. It exists as much for their protection as a means of redress for those who complain. Likewise, whilst the Church must take all complaints seriously, it cannot become an ecclesiastical policeman. The nature, character and purpose of ecclesiastical disciplinary proceedings are different from criminal proceeding and will differ in some respects from the processes in secular employment.
19. Secondly, a shift is required to view abusive misconduct as *primarily* a matter of discipline and not of safeguarding. All too often the safeguarding process precedes the disciplinary one and is the cause of delay and frustration. Whilst serious abuses rightly engage the safeguarding procedures of the Church, the abuses are first and foremost a matter of good order. Good order by its nature is a matter of discipline. By viewing the misconduct as discipline first, the focus becomes the proper investigation, findings of facts and, where appropriate, imposition of penalty. The safeguarding procedures can then operate alongside the disciplinary processes, to be both informed by it, and complement the analysis and decision-making as a whole.
20. Working together in this fashion will create a system that is fair, proportionate, efficient and made in the image of the Gospel.

## BRINGING A COMPLAINT

Any person with a **'proper interest'**.

Clergy will be able to **self-refer** (*but will not be under a duty to do so*).

### THE COMPLAINT

The complaint is received by the **BISHOP**.

There will be no requirement to set out the full case or attach evidence. It is limited to a brief summary. The case is passed forthwith to the **REGIONAL LEAD ASSESSOR**.

### STATUTORY DUTY: REFERRAL

The bishop will be under a statutory duty in specified cases to refer the case to: DSA/DSO; Police; LADO

There will be a presumption in favour of **not pausing disciplinary processes**, unless view of police is that it would prejudice criminal case

### THE BISHOP

### LEAD ASSESSOR: INITIAL ALLOCATION

The lead assessor will apply statutory guidance to allocate the case on the basis of whether the complaint amounts to a **GRIEVANCE ("A")** or whether it amounts to an **ALLEGATION OF MISCONDUCT ("B")**.

The allocation assessment will take the complainant's case at its highest.

Cases that are 'manifestly without merit or substance' or are vexatious may be **summarily dismissed**. The bishop must take legal advice from the Registrar.

**REVIEW:** The Complainant has right of review of the dismissal to be carried out by a judge.

## NOTIFYING THE RESPONDENT

### THE FIRST LETTER

The bishop will write to the Respondent setting out that a complaint has been made against them, giving the detail, and whether it has been allocated as a grievance or misconduct. Information concerning the provision of pastoral support and legal aid will also be provided.

### SUSPENSION

Once a case has been allocated as serious misconduct a power to suspend the Respondent arises. The bishop may only suspend where it is necessary to do so. Detailed statutory guidance will be available .

### THE BISHOP

### STATUTORY DUTY: SUPPORT

**The bishop will be under a statutory duty to offer support** to complainant/victim/survivor and respondent; and must consider what support the parish or place of ministry requires.

## ALLOCATION: "A" GRIEVANCE

"A"

### GRIEVANCE TRACK

*A minor matter that does not constitute misconduct nor would warrant the imposition of a penalty*

**REVIEW:** The Complainant has right of review of the allocation to the grievance track to be carried out by a judge.

Upon allocation as a grievance the bishop will appoint a **DESIGNATED PERSON** to investigate and resolve the grievance. The designated person will be different depending on the substance, complexity and identity of the parties. In some cases a person with knowledge of the context will be appropriate (*e.g. Archdeacon, Rural Dean, Assistant Bishop, Diocesan Secretary*). In other cases someone entirely external and independent will be needed (*e.g. HR professional*). The designated person will immediately contact the respondent.

The designated person will follow a two-stage process:

1. Informal stage (e.g. telephone call, informal meeting or arranging for an apology)
2. Formal stage (formal meetings with the parties, fact findings and recommendations)

Should the parties agree the case may be referred for a structured conciliation

*The Measure or Rules will not provide a strict procedure for the resolution of grievances to enable flexibility and the development of best practice. Detailed guidance will be made available.*

The designated person will produce a final report in 28 days setting out if the grievance is resolved and provide recommendations for a pastorally focussed outcome. The **BISHOP** will implement the recommendations in the report.

**RE-ALLOCATION:** The designated person may any time prior to the completion of the final report recommend to the lead assessor that the matter be re-allocated as an allegation of misconduct.

## ALLOCATION: "B" MISCONDUCT

### "B" ALLEGATION OF MISCONDUCT TRACK

Upon allocation as an allegation of misconduct the lead assessor will appoint a **CASE ASSESSOR**.

The assessor will be from outside the diocese in which the respondent serves and will not have any connection with the complainant.

The case assessor will seek from the complainant a formal document setting out more details of the allegation.

They will then decide, without investigating the facts, if the case is one of **MISCONDUCT** or **SERIOUS MISCONDUCT**.

Detailed guidance will be available.

### LEGAL AID

Where a case is allocated to the misconduct track legal aid the respondent may apply for legal aid. Where the case remains on the misconduct track legal aid will cover written legal submissions only. Where the case moves to the serious misconduct track legal aid will be available for written and oral advocacy throughout.

MISCONDUCT: INVESTIGATION, FACT FINDING, AND OUTCOME

**MISCONDUCT**

*The case alleges misconduct which is unlikely to call into question the respondent's fitness to exercise public ministry.*

The case assessor **retains the case** and conducts an investigation, meeting the parties and receiving written evidence and submissions as necessary in order to make findings of fact.

The assessor *may* at any time ask a lawyer in the Office for Investigation & Tribunals for guidance and *must* do so in circumstances specified in statutory guidance (*e.g. a question of law arises*)

**RE-ALLOCATION:** The case assessor may any time prior to the completion of the final report recommend to the lead assessor that the matter be re-allocated as a grievance or to the serious misconduct track. The case assessor will produce a report within 90 days. The bishop must accept any finding of fact made by the case assessor.

The report will make a recommendation as to outcome and penalty, which the bishop must implement unless there is a good reason not to do so. The bishop must set out the decision in writing.

**APPEAL:** The Complainant and Respondent will have a right of review of the findings and/or penalty to be carried out by a judge.

**SERIOUS MISCONDUCT**

*The case alleges serious misconduct which may call into question the respondent's fitness to exercise public ministry* (i.e. it would attract a form of prohibition, removal from office and/or deposition from Holy Orders)

The case assessor will send the matter forthwith to the **OFFICE FOR INVESTIGATION & TRIBUNALS.**



**SERIOUS MISCONDUCT: INVESTIGATION, FACT FINDING, AND OUTCOME**

**OFFICE FOR INVESTIGATION & TRIBUNALS**

The case is received by the **DESIGNATED OFFICER** or a Deputy who reviews the allocation.

**RE-ALLOCATION:** The Designated Officer may any time prior to the referral to a tribunal re-allocate the case to the misconduct or grievance track. For cases where an investigation is required the matter is allocated to a separate and independent investigator who pursues all reasonable lines of enquiry.

The case is then referred back to the Designated Officer and a decision will be made on whether to refer the case to a tribunal.

**DECISION NOT TO REFER TO TRIBUNAL**

If the decision determines that the matter is not serious misconduct but does disclose a case of misconduct, it is referred to a case assessor who follows the process as above.

**THE BISHOP'S DISCIPLINARY TRIBUNAL**

The case is referred to the **CLERK TO THE TRIBUNAL** who convenes a tribunal and liaises with the President of Tribunals for the appointment of members.

A Chair of the Tribunal is appointed and directions to progress the case are issued. The tribunal is to consist of a **legally-qualified Chair, one clerk in Holy Orders and one lay person.**

The standard of proof is on the balance of probabilities and determinations are made by majority decision.

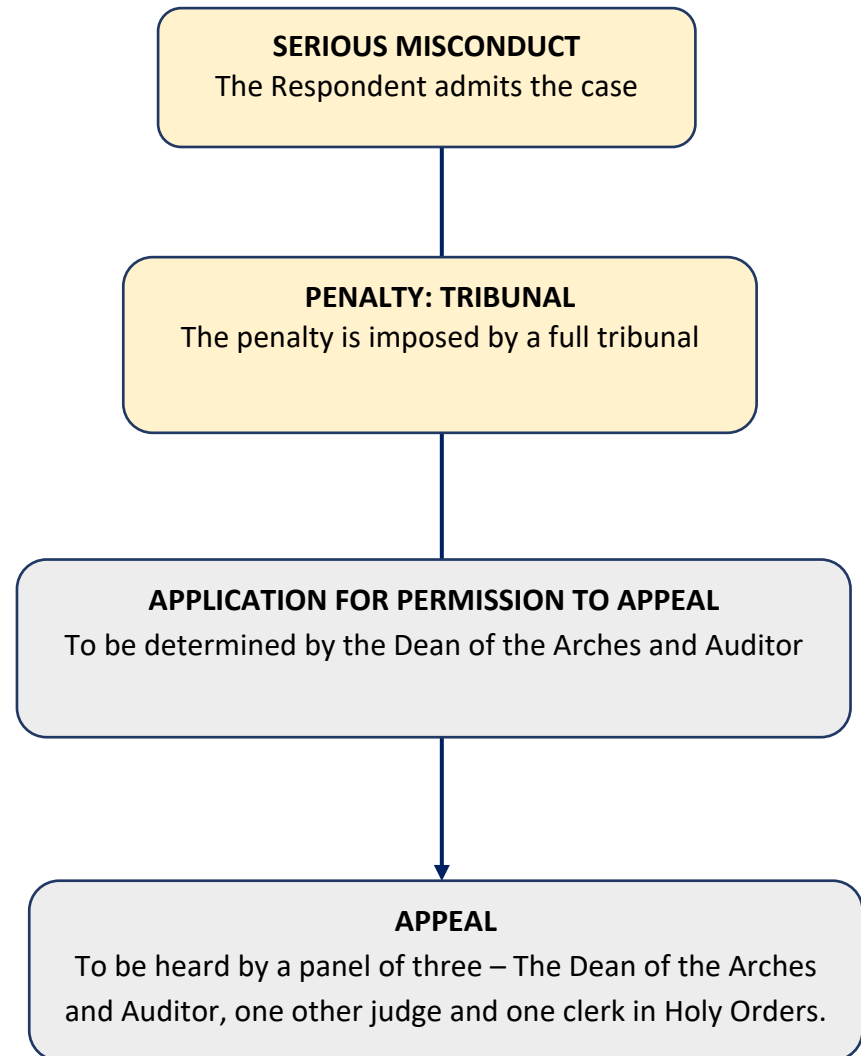
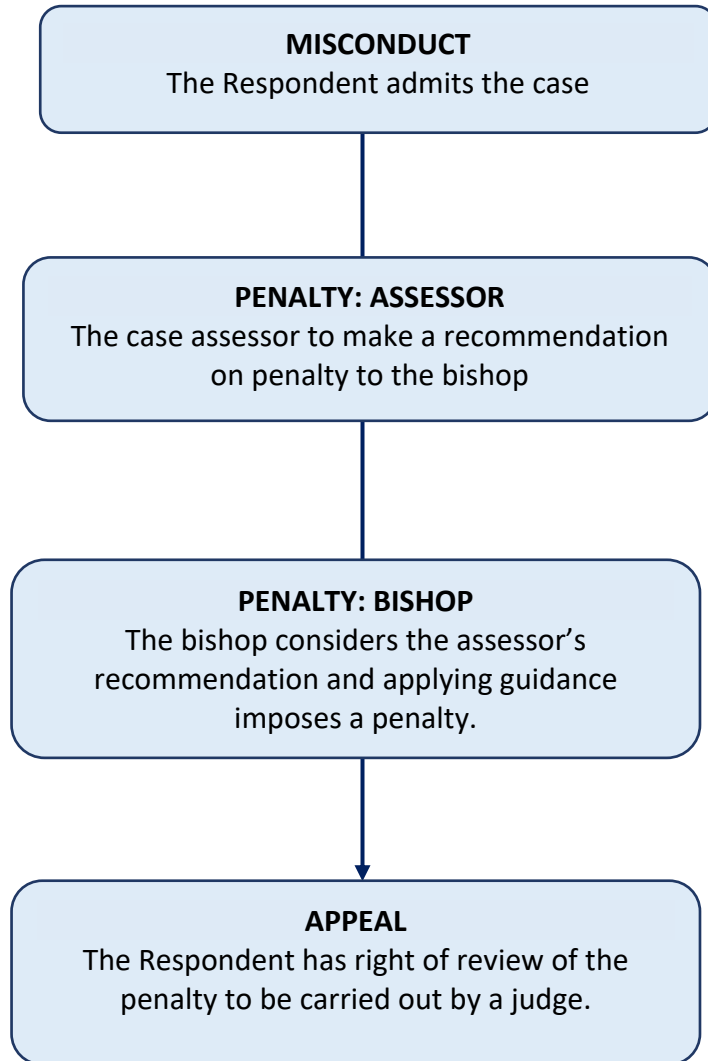
**APPEAL**

To be heard by a panel of three – The Dean of the Arches and Auditor, one other judge and one clerk in Holy Orders.

**APPLICATION FOR PERMISSION TO APPEAL**

To be determined by the Dean of the Arches and Auditor.

**MISCONDUCT: ADMITTED CASES**



## PENALTIES

### MISCONDUCT

#### **Injunction**

*A requirement to do a specified act or refrain from doing a specified act*

#### **Mentoring and supervision order**

*An order requiring the respondent to undergo a specified period of mentoring and supervision*

#### **Reprimand**

*A formal mark that the misconduct in question was unacceptable and should not be repeated*

#### **Written Advice**

*Advice in writing issued to ensure that there is no repetition of the misconduct*

#### **Informal Warning**

*An informal warning not to repeat the misconduct*

#### **Conditional discharge**

*No penalty is imposed subject to the condition that no new misconduct is committed in a period not exceeding two years from the date of the order*

### SERIOUS MISCONDUCT

#### **Deposition from Holy Orders**

*An order having the same effect as a deed of relinquishment under section 4(3) of the Clerical Disabilities Act 1870*

#### **Prohibition for life**

*A prohibition without limit of time from exercising the functions of Holy Orders*

#### **Limited prohibition**

*A prohibition for a specified time from exercising the functions of Holy Orders*

#### **Removal from office**

*Removal from any preferment currently held*

#### **Revocation of licence**

*Revocation of any licence issued by the bishop*

#### **Injunction**

*A requirement to do a specified act or refrain from doing a specified act*

#### **Rebuke**

*A formal rebuke for serious misconduct*

***As well as those penalties available under the misconduct track***

## APPENDIX B: THE IMPLEMENTATION GROUP

### Membership

The Right Reverend Dr John Inge, Bishop of Worcester (Chair)

Professor Joyce Hill, former Pro-Vice Chancellor and Member of the House of Laity (Vice-chair)

The Reverend Canon Simon Butler, sometime Prolocutor of the Lower House of the Convocation of Canterbury

His Honour Peter Collier QC, Vicar-General of the Province of York

Stuart Jones, Registrar of the Dioceses of London and Norwich

The Reverend Ruth Oates, Unite Faith Workers' Branch

The Venerable Mark Steadman, Chief of Staff to the Archbishop of York

The Reverend Sally Theakston, Chaplain to the Bishop of Norwich

### Consulting Membership

The Reverend Stephen Coleman, Vicar of St Peter's, Grange Park and Assistant Director, Cardiff Centre for Law and Religion

The Right Worshipful Morag Ellis QC, Dean of the Arches and Auditor

The Reverend Gavin Foster, barrister and Deputy Registrar of Diocese of Winchester

The Reverend Prebendary David Houlding, Vicar of All Hollow's, Gospel Oak and former Chair of the Joint Convocations Working Party on the Guidelines for the Professional Conduct of the Clergy

The Reverend Alexander McGregor, Head of the Legal Office

### Staff

Edward Dobson, Senior Advisory Lawyer, Legal Office

Kevin Connelly, Secretary to the Implementation Group

## APPENDIX C: CONSULTATIONS AND SUBMISSIONS

At the February 2022 group of sessions the Group ran an informal fringe discussion event. This was followed by a formal written consultation between March and April 2022.

### **Submission were received from**

- The Ecclesiastical Law Association (Diocesan Registrars)
- Church of England Employee and Clergy Advocates
- The National Safeguarding Team
- Broken Rights
- The Retired Clergy Association
- Replenished Life
- The Legal Aid Commission
- The Standing Committee the House of Clergy
- The Standing Committee of the House of Laity (via the Chair)
- The Remuneration and Conditions of Service Committee
- The National Safeguarding Panel

The consultation paper was made available online at the Sheldon Hub for comments and we received 18 responses.

The Group also received representations from a number of individuals as well as NCIs staff.

A further round of consultations with survivor-based groups, run in conjunction with the NST, will be taking place throughout June ending just prior to the July Synod.

The Group referenced or considered aspects of the following disciplinary systems

- The Methodist Church
- The Bar Standards Board
- The Metropolitan Police
- The General Medical Council

**APPENDIX D: PROPOSED REGIONAL GROUPINGS OF  
DIOCESES**

| <b>Region</b>        | <b>Dioceses</b>                       |  |
|----------------------|---------------------------------------|--|
| <b>Northwest</b>     | Blackburn<br>Carlisle<br>Chester      | Liverpool<br>Manchester<br>Sodor and Man |
| <b>North East</b>    | Durham<br>Newcastle<br>Sheffield      | York<br>Leeds                            |
| <b>East Midlands</b> | Derby<br>Lincoln<br>Leicester         | Peterborough<br>Southwell & Nottingham   |
| <b>West Midlands</b> | Birmingham<br>Coventry<br>Hereford    | Lichfield<br>Worcester<br>Gloucester     |
| <b>East Anglia</b>   | Ely<br>Norwich<br>Chelmsford          | St Edmundsbury & Ipswich<br>St Albans    |
| <b>South West</b>    | Exeter<br>Bristol<br>Salisbury        | Bath & Wells<br>Truro                    |
| <b>South East</b>    | Canterbury<br>Rochester<br>Chelmsford | London<br>Southwark<br>Europe            |
| <b>South Central</b> | Chichester<br>Guildford<br>Oxford     | Portsmouth<br>Winchester<br>Salisbury    |

# **Agenda**

**July Group of Sessions 2022**

**GENERAL SYNOD  
JULY GROUP OF SESSIONS 2022  
AT THE UNIVERSITY OF YORK**

**TIMES OF SITTINGS**

|                        |  |
|------------------------|--|
| <b>Friday 8 July</b>   | 2.00 p.m. to 7.00 p.m.   |
| <b>Saturday 9 July</b> | 9.00 a.m. to 12.30 p.m.<br>2.00 p.m. to 7.00 p.m.                            |
| <b>Sunday 10 July</b>  | 2.30 p.m. to 6.45 p.m.<br>8.30 p.m. to 9.30 p.m.                             |
| <b>Monday 11 July</b>  | 9.00 a.m. to 12.30 p.m.<br>2.00 p.m. to 6.30 p.m.<br>8.00 p.m. to 10.00 p.m. |
| <b>Tuesday 12 July</b> | 9.00 a.m. to 12.30 p.m.  |

**SERVICES**

|                        |   |
|------------------------|---|
| <b>Friday 8 July</b>   |   |
| 12.00 p.m.             | Holy Communion in the Berrick Saul Building |
| 2.00 p.m.              | Opening Worship in the Central Hall         |
| 7.00 p.m.              | Closing Worship in the Central Hall         |
| 10.10 p.m.             | Night Prayer in the Berrick Saul Building   |
| <b>Saturday 9 July</b> |   |
| 7.00 a.m.              | Holy Communion in the Berrick Saul Building |
| 9.00 a.m.              | Opening Worship in the Central Hall         |
| 7.00 p.m.              | Closing Worship in the Central Hall         |
| 10.10 p.m.             | Night Prayer in the Berrick Saul Building   |



**Sunday 10 July**

11.00 a.m. Holy Communion in York Minster

8.30 p.m. Compline and CNC voting in Central Hall

**Monday 11 July**

7.00 a.m. Holy Communion in the Berrick Saul Building

9.00 a.m. Opening Worship in the Central Hall

10.00 p.m. Closing Worship in the Central Hall

**Tuesday 12 July**

7.00 a.m. Holy Communion in the Berrick Saul Building

9.00 a.m. Opening Worship in the Central Hall

## GENERAL NOTES

### NOTICE OF MOTIONS, AMENDMENTS AND QUESTIONS

1. Save where a special note is included in the Agenda, the following rules apply under the Standing Orders of the General Synod to notice of motions and amendments other than procedural motions:

#### ***NEW BUSINESS***

2. The period of notice of new business **has expired**, save for urgent or other specially important business included by the direction of the Presidents.

#### ***MOTIONS AND AMENDMENTS ARISING OUT OF BUSINESS ON THE AGENDA***

3. Notice of motions and amendments arising out of business on the Agenda (other than amendments to legislative business and to proposed amendments to Standing Orders) must be delivered to the Clerk as follows (SOs 10-13 and 27):

**Business appointed for the first day of the group of sessions (Friday 8 July)**

**5.30 p.m. on Thursday 7 July.**

**Notice of amendments to the motions relating to *Amendments to the Standing Orders for Canterbury Crown Nominations Commission* (i.e. items 51 to 56 in Notice Paper 2)**

**4.00 p.m. on Sunday 10 July.**

**Business appointed for the remaining days of the group of sessions**

Business appointed for a *morning* sitting:

**10.00 a.m. the day before.**

Business appointed for an *afternoon* sitting:

**4.00 p.m. the day before.**

4. Under Standing Orders 10 and 27, such notice must be accompanied by evidence of support from two or more members of the Synod in addition to the member giving the notice. (This provision does *not* apply to amendments to legislative business or to proposed amendments to Standing Orders.)
5. Notice of amendments to legislative business or to proposed amendments to Standing Orders must be given in accordance with the notes accompanying the relevant item in the Agenda.
6. An amendment of which due notice has not been given may only be moved by permission of the Chair (SO 26(4)(a)).

7. The email address in respect of amendments and motions arising out of business on the Agenda is: [amendments@churchofengland.org](mailto:amendments@churchofengland.org).

### **QUESTIONS**

8. In exercise of its power under SO 12 the Business Committee has determined that notice of Questions under Standing Orders 112-113 must be delivered **not later than 12 noon on Tuesday 28 June 2022**.

### **NOTICE**

9. Notice must be given to the Clerk to the Synod in writing signed by the member or by e-mail, from an address notified to the Clerk, to the relevant one of the email addresses below. The postal address is Church House, Great Smith St, London SW1P 3AZ. The e-mail addresses are:

in respect of questions:

[questions@churchofengland.org](mailto:questions@churchofengland.org)

in respect of amendments and motions arising out of business on the Agenda:

[amendments@churchofengland.org](mailto:amendments@churchofengland.org)

in respect of submissions to Revision Committees:

[revisioncommittee@churchofengland.org](mailto:revisioncommittee@churchofengland.org)

### **ORDER OF BUSINESS**

10. Business set out in the Agenda will be taken on the day and at the times shown. If business set down for a particular day is completed before the next timed business is due to be called, the opportunity will be taken to complete any business already partly considered at this group of sessions.

### **CONTINGENCY BUSINESS**

11. If there is no uncompleted business and a gap appears in the Agenda during this group of sessions, contingency business will be taken as follows:

#### **REDUCE PAROCHIAL FEES FOR MARRIAGES (GS 2282A AND GS 2282B)**

... to move on behalf of the Blackburn Diocesan Synod:

‘That this Synod call on the Archbishops’ Council:

to introduce an order to amend the Parochial Fees and Scheduled Matters Amending Order 2019 so that the fees relating to marriages are set at nil or at a minimal amount in order to demonstrate the Church’s commitment to marriage and pastoral care.’

The deadline for amendments to this item of business is **10.00 a.m. on Friday 8 July** (SO 27(5)).

## **CONTACT**

12. Please address queries or other matters not covered in these notes to the Clerk to the Synod as follows:

[clerk@churchofengland.org](mailto:clerk@churchofengland.org).

## FRIDAY 8 JULY 2022

2.00 p.m. to 7.00 p.m.

### WORSHIP

#### 1 INTRODUCTIONS AND WELCOMES

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#### ADDRESS BY REPRESENTATIVES OF THE ANGLICAN COMMUNION

- 2 Address at the invitation of the Presidents under SO 120
- 

#### PRESIDENTIAL ADDRESS

- 3 *The Archbishop of York* will give a Presidential Address
- 

#### REPORT BY THE BUSINESS COMMITTEE (GS 2257)

*Canon Robert Hammond (Chelmsford)* (Chair of the Business Committee) to move:

- 4 'That the Synod do take note of this Report.'
- 

#### ROUTEMAP TO NET ZERO CARBON BY 2030 (GS 2258)

*The Bishop of Norwich* to move:

- 5 'That this Synod, having recognised that the global climate emergency is a crisis for God's creation, and a fundamental injustice, and following General Synod's motion passed in February 2020 to plan to reach net zero carbon by 2030:
- (a) endorse the "Routemap to Net Zero Carbon by 2030" (GS 2258).
  - (b) request every Diocesan Synod to debate the Routemap as it applies to their structures, parishes and BMOs, and to agree a feasible programme of action towards achieving net zero carbon by 2030;
  - (c) request high energy users within the Church (every cathedral, TEI, school, office and the top 20% of energy-consuming churches) to similarly draw up a programme of action, with a clear time frame, based on the Routemap.
  - (d) call on the Environment staff team to report back to Synod on progress against the Routemap in 2025, 2028 and 2031, and for reports on the Church's carbon emissions every year.'

## WAR IN UKRAINE (GS 2259)

*Bishop of Leeds to move:*

- 6 'That this Synod, committed in Christ to support peacemakers and to work for the reconciliation of humanity to God in a world marked by division and conflict:
- (a) lament Russia's illegal invasion of Ukraine, the suffering and terror experienced by Ukrainians and the repercussions and anxiety felt globally for our common future;
  - (b) urge all Christians and people of faith to pray that the war in Ukraine be ended, that the risk of strategic miscalculation between conflicting parties be avoided and that the Russian people find respite from an authoritarian government;
  - (c) call on each diocese to work towards providing long term refuge to refugees from Ukraine and other conflicts, and to contribute to the *Disasters Emergency Committee's Ukraine Appeal* or the appeal organised by USPG and the Diocese in Europe;
  - (d) call on Her Majesty's Government to work to secure a negotiated peace that provides for the flourishing of relations in Ukraine and between nations in Europe and to provide a generous response to those seeking refuge from the conflict.'

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**Not later than 5.45 p.m.**

## 7 QUESTIONS

**Note:** *The Business Committee has determined in exercise of its power under SO 12 that notice of any question must be delivered **not later than 12 noon on Tuesday 28 June 2022.***

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*7.00 p.m. Evening Worship*

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## SATURDAY 9 JULY 2022

9.00 a.m. to 12.30 p.m.

### MORNING WORSHIP

#### SEE OF CANTERBURY CROWN NOMINATIONS COMMISSION (GS 2260)

*Dr Jamie Harrison* (Durham) to move in respect of each of the following propositions:

‘That this Synod request that the necessary amendments be moved to the Standing Orders to ...’

- 8 ‘reduce from six to three the number of members elected by the Diocese of Canterbury to the Crown Nominations Commission for consideration of a vacancy in the see of Canterbury.’
  - 9 ‘increase from one to five the number of representatives of other churches of the Anglican Communion who are members of the Crown Nominations Commission for consideration of a vacancy in the see of Canterbury.’
  - 10 ‘provide that one such representative is to be chosen by the Joint Standing Committee of the Primates Meeting of the Anglican Communion and the Anglican Consultative Council from each of the five regions of the Anglican Communion (the Europe region to include the provinces of the British Isles other than England).’
  - 11 ‘provide that of those so chosen, at least one must be a primate, one a deacon or priest and one a lay person who is an actual communicant.’
  - 12 ‘provide for vacancies in the see of Dover to be considered by the Crown Nominations Commission as if it were a diocesan see.’
- 

#### REVIEW OF STRATEGIC DEVELOPMENT FUNDING AND LOWEST INCOME COMMUNITIES FUNDING (GS 2261)

- 13 Presentation under SO 107

**Note:** *The Business Committee has determined under SO 107(3) that this presentation should include an opportunity for questions.*

*Canon John Spence (ex officio)* (Chair of the Archbishops’ Council’s Finance Committee) to move:

- 14 ‘That the Synod do take note of this Report.’

## **SPENDING PLANS OF THE CHURCH COMMISSIONERS AND ARCHBISHOPS' COUNCIL (GS 2262)**

*The Archbishop of York to move:*

- 15** 'That this Synod:
- (a) welcome the spending plans by the Church Commissioners and Archbishops' Council, set out in GS 2262, for financial distributions over 2023 to 2025 and indicative distributions for the subsequent six years;
  - (b) welcome the investment in ministry in parishes, chaplaincies, schools, Cathedrals and other forms of church in support of the Church's vision and strategy as set out in Annex A of GS 2262; and
  - (c) welcome the focused investment to support previously agreed commitments to a 2030 net zero carbon target and to address racial justice.'



## SATURDAY 9 JULY 2022

2.00 p.m. to 7.00 p.m.

### **SAFEGUARDING AND INDEPENDENCE: UPDATE AND NEXT STEPS (GS 2263)**

**16** Presentation under SO 107

**Note:** *The Business Committee has determined under SO 107(3) that this presentation should include an opportunity for questions.*

**Not later than 2.45 p.m.**

*The Bishop of Rochester to move:*

**17** 'That this Synod:

- (a) acknowledge and deeply regrets the safeguarding failures of the Church of England and especially their effect on victims and survivors, noting the vital importance of their voice in the Church's ongoing safeguarding work;
- (b) recognise the challenges involved in changing the culture and practice of safeguarding across the Church of England as well as the effort that is being put into this nationally and in dioceses and parishes,
- (c) urge the Archbishops' Council to ensure that IICSA's recommendations for the Church of England are fully met as soon as possible, and
- (d) request regular updates on progress at each group of sessions, especially concerning the strengthening of independent accountability and oversight of the Church's safeguarding work at all levels.'

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### **SPECIAL AGENDA I:**

#### **LEGISLATIVE BUSINESS**

**The following items (full details of which are contained in Special Agenda I – see pages 19 to 21) will be taken:**

**500** Church of England Pensions (Application of Capital Funds) Measure **(GS 2264)**

- *First Consideration*

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### **SPECIAL AGENDA IV:**

#### **DIOCESAN SYNOD MOTIONS**

#### **INSURANCE PREMIUM TAX (GS 2265A AND GS 2265B)**

*The Venerable Gavin Kirk (Lincoln) to move:*

**18** 'That this Synod, noting:

- (a) the various public goods that are delivered by charities, including in the case of churches through their care of nationally valued heritage assets and their provision of community services; and
- (b) the fact that the money needed by charities to meet their liabilities, including Insurance Premium Tax, has to be raised by them, including in the case of churches through fund raising in their local communities

call on Her Majesty's Government to exempt charities, including churches, from liability for Insurance Premium Tax.'

**19 QUESTIONS**

***Note: The Business Committee has determined in exercise of its power under SO 12 that notice of any question must be delivered **not later than 12 noon on Tuesday 28 June 2022.*****

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7.00 p.m. Evening Worship

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## **SUNDAY 10 JULY 2022**

**2.30 p.m. to 6.45 p.m.**

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### **LIVING IN LOVE AND FAITH and VISION AND STRATEGY**

#### **Group work**

Details of the logistics of these will be available in a Notice Paper.

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### **SPECIAL AGENDA III:**

#### **PRIVATE MEMBERS' MOTIONS**

#### **ASSISTED SUICIDE (GS 2266A AND GS 2266B)**

*Dr Simon Eyre* (Chichester) to move:

**20** 'That this Synod:

- (a) appreciate the enormous and untiring efforts of health professionals, including healthcare chaplains, in constantly developing and maintaining the excellence of palliative and end of life care provision in this country;
  - (b) call on Her Majesty's Government to guarantee and expedite the adequate funding and resourcing of palliative care services within the NHS to ensure that the highest possible standards of care are achieved and made universally accessible; and
  - (c) affirm that the current legislation in relation to Assisted Suicide referenced in Section 2 of the Suicide Act 1961 (and its application through the DPP guidelines) should remain unchanged.'
- 

**Not later than 8.30 p.m.**

#### **Election of central members of the Crown Nominations Commission**

*Note: Voting will open at 8.30 p.m. and close at 9.30 p.m. and will take place in the context of a service of Night Prayer (Compline).*

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# MONDAY 11 JULY 2022

9.00 a.m. to 12.30 p.m.

## MORNING WORSHIP

### ARCHBISHOPS' COUNCIL ANNUAL REPORT (GS 2267)

- 21 Presentation under SO 107

*Note: The Business Committee has determined under SO 107(3) that this presentation should include an opportunity for questions.*

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### ARCHBISHOPS' COUNCIL BUDGET 2023 AND PROPOSALS FOR APPORTIONMENT 2023 (GS 2268)

*Canon John Spence (ex officio)* (Chair of the Archbishops' Council's Finance Committee) to move:

- 22 'That the Synod do take note of this Report.'

*Canon John Spence* to move:

'That this Synod approve the Archbishops' Council's expenditure for the year 2023, as shown in its budget, of £[X] in respect of [Y]:'

|    | <b>EXPECTED EXPENDITURE [X]</b> | <b>AREA OF ACTIVITY [Y]</b>          |
|----|---------------------------------|--------------------------------------|
| 23 | £15,744,000                     | Training for Ministry                |
| 24 | £33,080,016                     | National Church Responsibilities     |
| 25 | £1,520,634                      | Grants                               |
| 26 | £603,500                        | Mission agency pension contributions |
| 27 | £5,845,182                      | Clergy retirement housing grant      |

*Canon John Spence (ex officio)* (Chair of the Archbishops' Council's Finance Committee) to move:

- 28 'That this Synod approve the Archbishops' Council's proposals (set out in the Table of Apportionment contained in **GS 2268**) for:
- (a) the apportionment amongst the dioceses of the net sum to be provided by them to enable the Council to meet the expected expenditure shown in its budget for the year 2023, and
  - (b) the pooling adjustment for 2023 in respect of additional maintenance grants for ordinands.'

**SPECIAL AGENDA I:  
LEGISLATIVE BUSINESS**

**501** Amending Canon No. 42 (**GS 2269**)

- *First Consideration*

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**MONDAY 11 JULY 2022**

**2.00 p.m. to 6.30 p.m.**

---

**AFFIRMING AND INCLUDING DISABLED PEOPLE IN THE WHOLE LIFE OF THE CHURCH (GS 2270)**

*The Revd Canon Timothy Goode (Southwark) to move:*

- 29** ‘That this Synod, affirming disabled people to be fearfully and wonderfully made in the image and likeness of God, and mindful of the progress already made in removing some of the barriers facing disabled people, both clergy and lay, commit to working towards the removal of all remaining barriers to full participation for disabled people in the life and ministry of the church, and, in initiating that process:
- (a) request the Faith and Order Commission / the Liturgical Commission to consider how our liturgies might be made more inclusive to disabled people (e.g. by removing rubrics such as “all stand”);
  - (b) call upon the Research and Statistics team to interrogate existing data and gather new data, which quantifies the numbers of disabled people among clergy, whilst also planning to extend to include lay ministers and NCI/diocesan staff in the future, so that Synod can monitor the representation of disabled people employed by the church and encourage accountability for progress;
  - (c) request that Archbishops’ Council introduce legislation to amend the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 to require every DAC to include at least one suitably experienced disabled person in its membership or co-opted if not appointed as a member; and
  - (d) as part of the ongoing review of dioceses and recognising that resources for additional officers in every diocese are limited, encourage dioceses to cluster together to employ a full time Disability Adviser across a manageable group of dioceses.’

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**SPECIAL AGENDA I:**

**LEGISLATIVE BUSINESS**

- 502** Diocesan Stipends Funds (Amendment) Measure (**GS 2255**)
- *First consideration*

## **RESOURCING MINISTERIAL FORMATION (GS 2271)**

*The Bishop of St Edmundsbury and Ipswich to move:*

- 30** 'That this Synod:
- (a) affirm the aims of the "Resourcing Ministerial Formation" in seeking to create a more sustainable and responsive accountable framework for ministerial formation within the calling of the whole people of God;
  - (b) welcome the principles of reform set out in GS 2271; and
  - (c) request that synod be updated with proposals prior to their implementation.'

---

### **SPECIAL AGENDA I:**

#### **LEGISLATIVE BUSINESS**

**503** Church of England (Miscellaneous Provisions) Measure (**GS 2272**)

**504** Amending Canon No. 43 (**GS 2273**)

- *First Consideration*

---

**MONDAY 11 JULY 2022**

**8.00 p.m. to 10.00 p.m.**

**SPECIAL AGENDA IV:**

**DIOCESAN SYNOD MOTIONS**

**REVIEW OF QUALIFICATIONS FOR PCC MEMBERSHIP AND ENTRY ON THE CHURCH ELECTORAL ROLL (GS 2254A AND GS 2254B)**

*The Venerable Darren Miller (Canterbury) to move*

- 31** 'That this Synod invite the Archbishops' Council:
- (a) to conduct a review of:
    - (i) the qualifications for membership of parochial church councils, in the light of the existence of bishops' mission initiatives; and
    - (ii) the qualifications for enrolment on a church electoral roll, and the form of application for enrolment, in the light of the experience of parishes in the diocese that those who attend church regularly do not necessarily understand them; and
  - (b) to report to the Synod on the conclusions of the review.'

---

**SPECIAL AGENDA IV:**

**DIOCESAN SYNOD MOTIONS**

**AGE VERIFICATION FOR PORNOGRAPHY WEBSITES (GS 2274A AND GS 2274B)**

*The Revd Jo Winn-Smith (Guildford) to move:*

- 32** 'That this Synod:
- (a) acknowledge that our children and young people are suffering grave harm from free access to online pornography and that there is currently no legal requirement for pornography sites to have in place age verification systems to prevent children from having access to those sites;
  - (b) ask Her Majesty's Government to pass legislation requiring pornographic sites to have in place age verification systems preventing access by people under the age of 18; and
  - (c) recommend more social and educational programmes to increase awareness of the harms of pornography, including self-generated sexually explicit images.'

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*10.00 p.m. Compline*

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## TUESDAY 12 JULY 2022

9.00 a.m. to 12.30 p.m.

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### MORNING WORSHIP

#### LOYAL ADDRESS

*One of the Presidents to move:*

- 33** 'That a Loyal Address be presented to Her Majesty the Queen.'
- 

#### AMENDMENTS TO THE STANDING ORDERS FOR CANTERBURY CROWN NOMINATIONS COMMISSION

**Notes:**

1. *The motions for the amendment of the Standing Orders contained in the Second Notice Paper will be moved (subject to the note set out there).*
  2. *The Standing Orders Committee has reported on the proposed amendments in its 60th Report (GS 2276).*
- 

#### REPORT BY THE CLERGY CONDUCT MEASURE IMPLEMENTATION GROUP (GS 2277)

*The Bishop of Worcester to move:*

- 34** 'That this Synod:
- (a) welcome the report from the Clergy Conduct Measure Implementation Group (GS 2277); and
  - (b) request that the Archbishops' Council introduce legislation to give effect to the report's recommendations for first consideration by this Synod at the next available opportunity.'
- 

*Announcement of election of central CNC members*

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**35 FAREWELLS**

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**Not later than 12.30 p.m.**

**36 PROROGATION**

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**DRAFT CHURCH OF ENGLAND PENSIONS (APPLICATION OF CAPITAL FUNDS) MEASURE (GS 2264)**

**Draft Measure for First Consideration**

*The Chair of the Steering Committee to move:*

- 500** 'That the Measure entitled "Church of England Pensions (Application of Capital Funds) Measure" be considered for revision in committee.'

**Note:**

*If item 500 is carried, any member who wishes to submit proposals for amendment to the revision committee must send them in writing to the Clerk to the Synod so as to reach her **not later than 5.30 p.m. on Friday 9th September 2022.***

**DRAFT AMENDING CANON NO. 42 (GS 2269)**

**Draft Canon for First Consideration**

*The Chair of the Steering Committee to move:*

- 501** 'That the Canon entitled "Amending Canon No. 42" be considered for revision in committee.'

**Note:**

*If item 501 is carried, any member who wishes to submit proposals for amendment to the revision committee must send them in writing to the Clerk to the Synod so as to reach her **not later than 5.30 p.m. on Friday 9th September 2022.***

**DRAFT DIOCESAN STIPENDS FUNDS (AMENDMENT) MEASURE (GS 2255)**

**Draft Measure for First Consideration**

*The Chair of the Steering Committee to move:*

- 502** 'That the Measure entitled "Diocesan Stipends Funds (Amendment) Measure" be considered for revision in committee.'

**Note:**

*If item 502 is carried, any member who wishes to submit proposals for amendment to the revision committee must send them in writing to the Clerk to the Synod so as to reach her **not later than 5.30 p.m. on Friday 9th September 2022.***

## SPECIAL AGENDA I – LEGISLATIVE BUSINESS

### **DRAFT CHURCH OF ENGLAND (MISCELLANEOUS PROVISIONS) MEASURE (GS 2272)**

### **DRAFT AMENDING CANON NO. 43 (GS 2273)**

### **Draft Measure and Draft Canon for First Consideration**

*The Chair of the Steering Committee to move:*

- 503** 'That the Measure entitled "Church of England (Miscellaneous Provisions) Measure" be considered for revision in committee.'
- 504** 'That the Canon entitled "Amending Canon No. 43" be considered for revision in committee.'

**Note:**

*If item 503 and/or 504 is carried, any member who wishes to submit proposals for amendment to the revision committee must send them in writing to the Clerk to the Synod so as to reach her **not later than 5.30 p.m. on Friday 9th September 2022.***

### **LEGAL OFFICERS (ANNUAL FEES) ORDER 2022 (GS 2278)**

### **ECCLESIASTICAL JUDGES, LEGAL OFFICERS AND OTHERS (FEES) ORDER 2022 (GS 2279)**

### **Orders made under section 86 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018**

**Notes:**

- 1. The Fees Advisory Commission has laid the Orders (GS 2278 and GS 2279) before the General Synod for approval under section 86 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018.*
- 2. The Business Committee has determined (as provided by that section) that the Orders do not need to be debated.*
- 3. Under SO 71(2), any member who wishes to debate an Order must give notice in accordance with SO 13 by **not later than 5.30 p.m. on Friday 8<sup>th</sup> July 2022.***
- 4. Amendments to the Ecclesiastical Judges, Legal Officers and Others (Fees) Order are permissible. Under SO 71(5), any member who wishes to give notice of an amendment must do so in accordance with SO 13 **not later than 5.30 p.m. on Friday 8<sup>th</sup> July 2022.***

## SPECIAL AGENDA I – LEGISLATIVE BUSINESS

### CHURCH OF ENGLAND FUNDED PENSION SCHEME (AMENDMENT) RULES 2022 (GS 2280)

#### Approval of Rules under section 8 of the Church of England Pensions Measure 2018

**Notes:**

- 1. The Church of England Pensions Board has laid the Rules (GS 2280) before the General Synod for approval under section 8 of the Church of England Pensions Measure 2018.*
- 2. The Business Committee has determined (as provided by that section) that the Rules do not need to be debated.*
- 3. Under SO 71(2), any member who wishes to debate the Rules must give notice in accordance with SO 13 by **not later than 5.30 p.m. on Friday 8<sup>th</sup> July 2022.***
- 4. Amendments to the Rules are not permissible.*

### CLERGY DISCIPLINE MEASURE 2003 – AMENDING CODE OF PRACTICE (GS 2281)

#### Amendments to Code of Practice under section 39 of the Clergy Discipline Measure 2003 for approval

**Notes:**

- 1. The Clergy Discipline Commission has laid the Amendments to the Code of Practice (GS 2281) before the General Synod for approval under section 39 of the Clergy Discipline Measure 2003.*
- 2. The Business Committee has determined (as provided by that section) that the Amendments to the Code of Practice do not need to be debated.*
- 3. Under SO 71(2), any member who wishes to debate the Amendments to the Code of Practice must give notice in accordance with SO 13 by **not later than 5.30 p.m. on Friday 8<sup>th</sup> July 2022.***
- 4. Amendments to are permissible. Under SO 71(5), any member who wishes to give notice of an amendment must do so in accordance with SO 13 **not later than 5.30 p.m. on Friday 8<sup>th</sup> July 2022.***

## SPECIAL AGENDA III – PRIVATE MEMBERS MOTIONS

*Note: This is the current order which includes signatures received by 13 June 2022.*

### **SERVICE OF PRAYER AND DEDICATION**

*Ms Christina Baron (Bath & Wells) to move:*

‘That this Synod request the House of Bishops to commend an order of Prayer and Dedication after the registration of a civil partnership or same sex marriage, for use by ministers in exercise of their discretion under Canon B5, being a form of service neither contrary to, nor indicative of any departure from, the doctrine of the Church of England in any essential matter, together with guidance that no parish should be obliged to host, nor minister conduct, such a service.’

125 signatures

November 2021

### **SCRUTINY OF DIOCESAN SAFEGUARDING**

*Mr Gavin Drake (Southwell & Nottingham) to move:*

‘That this Synod requests the Archbishops’ Council to bring draft legislation to the earliest possible Group of Sessions, the purpose of which is to create statutory powers for a new or existing national body, giving them the authority to investigate, intervene, and if necessary to direct a particular course of action in cases where bishops or dioceses are not managing safeguarding cases appropriately, effectively, safely, or in line with the House of Bishops’ safeguarding guidance.’

50 signatures

November 2021

### **ASSISTED SUICIDE**

*Dr Simon Eyre (Chichester) to move:*

‘That this Synod

- a) appreciate the enormous and untiring efforts of health professionals, including healthcare chaplains, in constantly developing and maintaining the excellence of palliative and end of life care provision in this country;
- b) call on Her Majesty’s Government to guarantee and expedite the adequate funding and resourcing of palliative care services within the NHS to ensure that the highest possible standards of care are achieved and made universally accessible; and
- c) affirm that the current legislation in relation to Assisted Suicide referenced in Section 2 of the Suicide Act 1961 (and its application through the DPP guidelines) should remain unchanged.’

116 signatures

November 2021

## SPECIAL AGENDA III – PRIVATE MEMBERS MOTIONS

### **SAFEGUARDING AUDIT**

*Mr Gavin Drake (Southwell & Nottingham) to move:*

‘That this Synod:

- a) acknowledge with shame and lament that church-related abuse of children, vulnerable adults, and others is not just a problem of the past, but is something that continues today; offers a real, deep and sincere apology to victims and survivors for the abuse that they have suffered;
- b) Acknowledge that the Church nationally and locally is still not offering a proper, safe and consistent approach in supporting victims and survivors, and therefore:
- c) endorse the 8th recommendation in the report of IICSA’s investigation into the Anglican Church, in its call for regular external audits of the “effectiveness of safeguarding practice in dioceses, cathedrals and other Church organisations” and for the reports from those audits to be published;
- d) while endorsing IICSA’s call for external audit, acknowledge that the primary responsibility for ensuring effective safeguarding in the Church remains the responsibility of the Church itself;
- e) call on the Archbishop’s Council to produce a report at the conclusion of the PCR2 process containing anonymised statistical analysis showing, for each diocese, the number of cases referred by the independent reviewers as showing cause for concern, and whether or not –prior to the PCR2 referral –those cases had been considered
  - i. by the diocese following a complaint,
  - ii. by an archbishop in response to a CDM complaint about the bishop’s handling of the case, and/or
  - iii. by an NST Core Group;

and specify the outcome of those considerations so that we can assess for ourselves whether the Church of England’s increasing national investment in safeguarding is effective.’

29 signatures

December 2021

### **CLERGY PENSIONS**

*Revd Dr Ian Paul (Southwell & Notts) to move:*

‘That this Synod request the Archbishops’ Council, the Pensions Board, and the Church Commissioners to work together to find a way to make use of the whole range of assets and resources across the Church to enable the restoration of the clergy pension to its pre-2011 benefit level as soon as possible.’

11 signatures

March 2022

## SPECIAL AGENDA III – PRIVATE MEMBERS MOTIONS

### REMOVAL OF DIVORCE IMPEDIMENT TO ORDINATION

*Revd Mark Bennet (Oxford)* to move:

‘That this Synod request that the Archbishops’ Council introduce the necessary legislation to remove the canonical impediment to ordination in respect of a person who has remarried and, the other party to that marriage being alive, has a former spouse still living; or who is married to a person who has been previously married and whose former spouse is still living.’

10 signatures

March 2022

### DECLARATION OF CHRISTIAN INCOMPATIBILITY OF PRIDE

*Mr Sam Margrave (Coventry)* to move:

‘That this Synod—

affirming that God loves all people, nevertheless consider that the ‘Pride’ rainbow flag, activity and events, and what it represents in terms of the ordering of lives and relationships is contrary to the word of God (2 Timothy 4:3, Genesis 5:2, Mark 10:6-9, Matthew 19:3-12, Leviticus 18:22, Romans 1:24-27, Genesis 2:24, 1 John 2:15-17, Romans 6, 1 Corinthians 4:6, Jeremiah 23:16-17, Luke 17:1-2, Matthew 18:6-9, Ezekiel 3:18-19, 2 Tim. 3:1-4, 2 Corinthians 5:17, 1 Corinthians 13:4, 1 John 2:3-6); and therefore:

- (a) call on the House of Bishops to state that support for Pride (including use of the rainbow flag; and blessing, participation in, publicising, resourcing and endorsement of Pride events or flags) is incompatible with the Christian faith, its agenda being contrary to scriptural teaching, Church doctrine, and Canons of the Church of England; and;
- (b) request the Archbishop’s Council to introduce legislation to enforce the Earl Marshall’s warrant of 9 February 1938, and to prohibit the display of any political or other campaigning flags or banners in or on church buildings.

June 2022

## SPECIAL AGENDA III – PRIVATE MEMBERS MOTIONS

### FUTURE OF CENTRAL CHURCH INSTITUTIONS

*Mr Luke Appleton (Exeter)* to move:

'That this Synod call on the Archbishops' Council and the Church Commissioners–

- (a) to stop the implementation of the recommendations contained in the report of the Governance Review Group (GS 2239); and
- (b) to consult each parochial church council on the future of central church institutions and what they should look like.'

June 2022

### VOCATIONS PROCESS AND ISSUES IN HUMAN SEXUALITY

*Revd Mae Christie (Southwark)* to move:

'That this Synod request that the House of Bishops remove any requirements relating to *Issues in Human Sexuality* from the Vocations (Shared Discernment) Process.'

June 2022



## **SPECIAL AGENDA IV – DIOCESAN SYNOD MOTIONS**

### **LITURGIES FOR SAME SEX COUPLES**

... to move on behalf of the Hereford Diocesan Synod:

‘That this Synod:

request the House of Bishops to commend an Order of Prayer and Dedication after the registration of a civil partnership or a same sex marriage for use by ministers in exercise of their discretion under Canon B5, being a form of service neither contrary to, nor indicative of any departure from, the doctrine of the Church of England in any essential matter, together with guidance that no parish should be obliged to host, nor minister conduct, such a service.’

March 2018

### **REVIEW OF QUALIFICATIONS FOR PCC MEMBERSHIP AND ENTRY ON THE CHURCH ELECTORAL ROLL**

... to move on behalf of the Canterbury Diocesan Synod:

‘That this Synod invite the Archbishops’ Council:

(a) to conduct a review of:

- i. the qualifications for membership of parochial church councils, in the light of the existence of bishops’ mission initiatives; and
- ii. the qualifications for enrolment on a church electoral roll, and the form of application for enrolment, in the light of the experience of parishes in the diocese that those who attend church regularly do not necessarily understand them; and

(b) to report to the Synod on the conclusions of the review.’

July 2018

### **INSURANCE PREMIUM TAX**

... to move on behalf of the Lincoln Diocesan Synod:

‘That this Synod, noting:

- (a) the various public goods that are delivered by charities, including in the case of churches through their care of nationally valued heritage assets and their provision of community services; and
- (b) the fact that the money needed by charities to meet their liabilities, including Insurance Premium Tax, has to be raised by them, including in the case of churches through fund raising in their local communities

call on Her Majesty’s Government to exempt charities, including churches, from liability for Insurance Premium Tax.’

April 2019

## **SPECIAL AGENDA IV – DIOCESAN SYNOD MOTIONS**

### **REDUCE PAROCHIAL FEES FOR MARRIAGES**

... to move on behalf of the Blackburn Diocesan Synod:

‘That this Synod call on the Archbishops’ Council to introduce an order to amend the Parochial Fees and Scheduled Matters Amending Order 2019 so that the fees relating to marriages are set at nil or at a minimal amount in order to demonstrate the Church’s commitment to marriage and pastoral care.’

March 2020

### **PRISONER REHABILITATION SCHEMES**

... to move on behalf of the Worcester Diocesan Synod:

‘That this Synod, recognising that faith can have a positive impact on an offender’s behaviour:

- (a) note with pleasure the decision made by the National Probation Service to recognise faith as a protective factor in reducing reoffending, and its desire to work in partnership with churches, prison and community chaplains and faith communities to support rehabilitation;
- (b) commend the value of partnership working with the National Probation Service as an important additional support in churches’ welcome of people leaving prison, including training of clergy and authorised lay ministers;
- (c) call on dioceses to nominate a contact person or office to link the Probation Service locally to clergy, parishes and chaplaincies.’

March 2020

### **RESPONDING TO THE CLIMATE EMERGENCY**

... to move on behalf of the Oxford Diocesan Synod:

‘That this Synod, affirming the fifth mark of mission, concerned by the scientific evidence that climate change is proceeding at a rapid rate and by the impact of climate events, and seeking to build on the decisions taken with respect to GS 2159:

- (a) urge the National Investing Bodies of the Church of England to prioritise investment in renewable energy;
- (b) call on all parts of the Church of England to review their policies and procedures, in order to ensure that they give due priority to creation care;
- (c) urge the Church of England to further develop pre- and post-ordination and lay training to deepen understanding in how care for the earth is part of our Christian faith and a missional imperative;

## **SPECIAL AGENDA IV – DIOCESAN SYNOD MOTIONS**

- (d) urge all parts of the Church of England to seek to support, through prayer, advocacy and practical action, the poorest in the world who are suffering the most from the impacts of climate change, in the awareness that our nation has been among those who have benefited most from the emissions that have caused the crisis;
- (e) commit earnestly and regularly to pray - and to promote prayer - about the climate and wider environmental crisis.
- (f) call upon all institutions of the Church of England to make urgent practical preparations for the delivery of substantial reduction of the Church's carbon footprint, including, but not restricted to, the following immediate actions in respect of Church buildings:
  - i. ensuring that the NCIs are adequately resourced to provide DACs, Buildings Departments, Education Departments and others with authoritative national guidance notes, advice and training on key technical and procedural questions relating to adaptation of buildings for the net zero target; and
  - ii. ensuring that Parish Buying and other national-level entities have the capacity to engage with manufacturers and suppliers of products and processes recommended for making our buildings more efficient, with a view to using the scale of the national net zero project to achieve both sympathetic design and economies of scale on cost.'

April 2020

### **ECO-DIOCESE PROGRAMME**

... to move on behalf of the St Albans Diocesan Synod:

'That this Synod, following the motion passed by this Synod in February 2020, which recognises that the global climate emergency is a crisis for God's creation and a fundamental injustice and which calls on all parts of the Church of England, including dioceses and parishes, to work towards net zero emissions, request that every diocese register with A Rocha UK for the Eco-Diocese Programme.'

December 2020

### **PAROCHIAL FEES**

... to move on behalf of London Diocesan Synod

'That this Synod request the Archbishops' Council to lay a draft order before the Synod to amend the Parochial Fees and Scheduled Matters Amending Order 2019 so that a fee payable to the parochial church council is prescribed in respect of funeral services that take place at crematoria and cemeteries.'

March 2021

## **SPECIAL AGENDA IV – DIOCESAN SYNOD MOTIONS**

### **FUTURE OF WORK**

... to move on behalf of the Oxford Diocesan Synod:

‘That this Synod:

mindful of the deep economic effects of the pandemic, the impacts of new technology, and the global rise of new forms of working--

- (a) affirm the dignity and value of purposeful work as a significant component of human flourishing
- (b) endorse and commend the five principles used for evaluating fair and dignified platform work in the gig economy by Fair.work and
- (c) call for the Faith and Order Commission (FAOC) together with Mission and Public Affairs Committee to advise on what is essential to purposeful, dignified, and fair work in the context of the fourth industrial revolution now in progress.’

March 2021

### **KAIROS PALESTINE**

... to move on behalf of the Carlisle Diocesan Synod:

‘That this Synod:

- (a) endorse the “Cry for Hope” expressed by Palestinian Christians and the ‘Global Kairos for Justice’ coalition (GKfJ);
- (b) request that the Faith and Order Commission produce a report which analyses and refutes any theological justifications, for example, those promoted by some Christian Zionists, for the oppression of Palestinians
- (c) instruct the Ethical Investment Advisory Group to provide guidance to the National Investing Bodies (NIBs) and Dioceses that will enable them to screen their investments and thereby make decisions regarding engagement with, and divestment from, companies which profit from the occupation.’

October 2021

### **AGE VERIFICATION FOR PORNOGRAPHY WEBSITES**

... to move on behalf of Guildford Diocesan Synod:

‘That this Synod

- (a) acknowledge that our children and young people are suffering grave harm from free access to online pornography and that there is currently no legal requirement for pornography sites to have in place age verification systems to prevent children from having access to those sites.

## **SPECIAL AGENDA IV – DIOCESAN SYNOD MOTIONS**

- (b) ask Her Majesty's Government to pass legislation requiring pornographic sites to have in place age verification systems preventing access by people under the age of 18.
- (c) recommend more social and educational programmes to increase awareness of the harms of pornography, including self-generated sexually explicit images.

November 2021

### **SAFER RECRUITMENT FOR PCCS AND SYNODS**

... to move on behalf of Lichfield Diocesan Synod:

That this Synod request that the Archbishops Council:

- (a) review current legislative provision dealing with disqualification from holding office on a PCC or synod constituted under the Church Representation Rules;
- (b) consult the National Safeguarding Team on appropriate safeguarding measures;
- (c) bring forward proposals to amend the Church Representation Rules and other relevant legislation to allow checks to be made as to the eligibility of individuals to hold office on a PCC or synod; and
- (d) bring forward legislation to provide a robust and effective means for preventing those who are disqualified on safeguarding or other grounds from being elected to, or holding, office.'

April 2022

### **CHURCH BUILDINGS**

... to move on behalf of Southwell & Nottingham Diocesan Synod:

'That this Synod urge the National Church Institutions and Church Buildings Council to use their influence to press for:

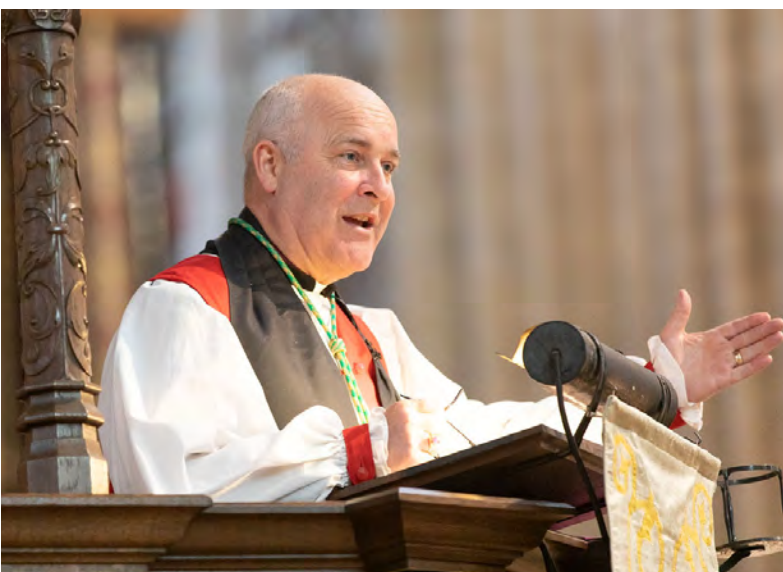
- (a) a reduction in the financial burden of VAT on churches through the continued funding of the Listed Places of Worship Grant Scheme (LPofWGS) and a broadening of the criteria for eligible expenditure together with a reduction in the administrative burden to access the LPofWGS with a simplified application process;
- (b) an intentional briefing, and greater understanding by, the local representatives of Historic England and the amenity societies of the mission and ministry objectives of the Church of England, and;
- (c) money to be made available from nationally held funds to assist churches to make reasonable adjustments to provide basic facilities for the comfort of worshippers and visitors.'

May 2022



# The Archbishops' Council

Annual Report and Financial Statements  
for the year ended 31 December 2021







# **The Archbishops' Council**

## **Annual Report and Financial Statements**

for the year ended 2021

Registered Charity Number 1074857





**Pictured:** *Field of Light* installation,  
Chichester Cathedral.  
Photo credit: Jakub Bors.

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# Presidents' Foreword



Our annual report for 2021 focuses on the central role played by the Archbishops' Council in supporting the mission and ministry of the Church of England, during a year entwined in the uncertainty of the Covid-19 pandemic, beginning in lockdown, and ending in renewed restrictions following the omicron variant.

We are extremely grateful for all that was done throughout the year across the whole church – for the extraordinary service given by clergy, and laity to support their communities. The Church of England, through its presence in every community continued to play a vital role across the country through the steadfast and wonderful work in parishes and broad range of chaplaincies – a bedrock of faith, witness, hope and compassion.

The Council remained committed to enabling churches to be equipped

to make and sustain disciples, of encouraging vocations to lay and ordained ministry, aimed at ensuring the Church continues to be a growing church for all people, in all places, serving the common good and bringing more people to Jesus Christ. We have seen the biggest rise in ordained and lay vocations for a quarter of a century. This is being supported by additional national funding towards the cost of ordination training and curacies.

Our vision and strategy continues to be focused on growth – a vision of new church communities alongside and emerging from established and renewed parishes; a vision of a younger and more diverse church, of missionary disciples - with a simpler, humbler and bolder outlook for the future. In 2021, consultative work looking at focusing resources where they are most needed continued in collaboration with the Archbishops' Council. The

vision remains that of a church that is centred on and shaped by Jesus Christ.

As we invited everyone in our nation to join us in daily prayer, resources were made available, to mourn those who have died and to give thanks for those who have looked after us and our communities. Remembrance Services in our churches and cathedrals across the country took on additional significance for people coping with bereavement, as we hit the tragic milestone of 100,000 deaths from Covid-19 in 2021. To mark the season of remembrance, special resources for people to pay tribute were created, and churches and cathedrals tolled a bell to mark the day of national reflection.

Through the work of every part of the Church, we are called to live out the love of Christ towards our neighbour – a command at the

heart of the Christian message. As we continue to play our part to eliminate racism, the Archbishops' Anti-Racism Taskforce published its final report *From Lament to Action* ahead of the formation of the Archbishops' Racial Justice Commission. In 2021, the Archbishops' Council agreed 34 recommendations directed by the Taskforce – including the establishment of a Racial Justice Unit within the Council. And in mission we are working to implement the *Coming Home* report published in February, on the housing crisis with homes that are sustainable, safe, stable, sociable, and satisfying.

The Church of England, at the heart of local communities, will continue to strive for the common good, educating one million children, providing 35,000 social action projects, supporting the most vulnerable, and sharing Christ's love

with all. We give our heartfelt thanks for the prayers and the hard work of those who we work alongside in helping to achieve so much.

We pray that God will continue to bless and guide us all to continue to build a growing Church, as we work to support the Church of England's mission to see the Gospel lived and proclaimed in word and deed. We look ahead to 2022 with conviction, hope, faith, and prayer – encouraged and inspired by the life, death, and resurrection of Jesus Christ.



**Justin Cantuar:**

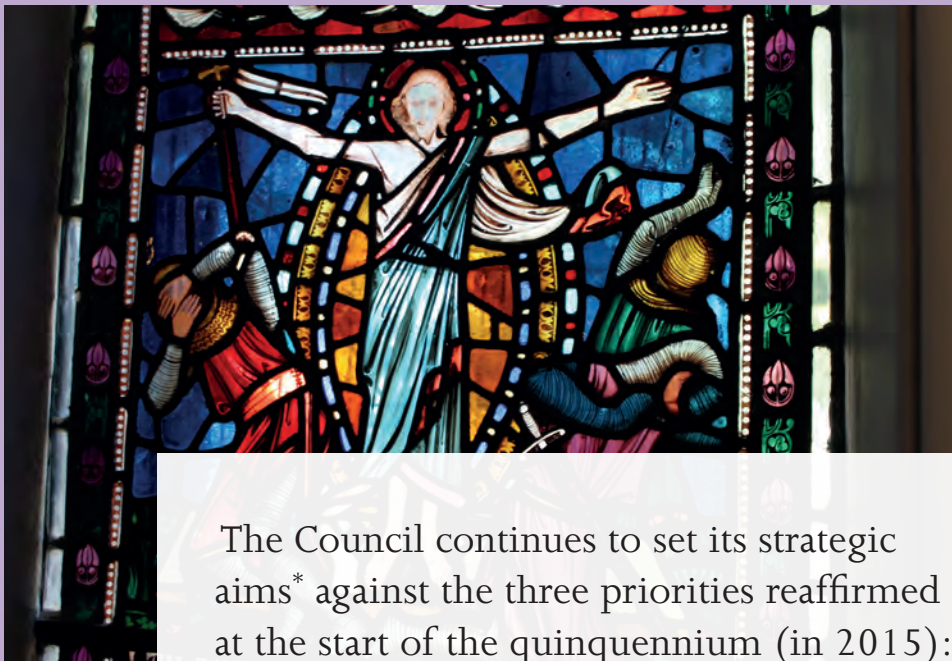


**Stephen Ebor:**

# The Archbishops' Council

## The Council was established under the National Institutions Measure 1998

to provide focus for leadership and executive responsibility and a forum for strategic thinking and planning.



The Council continues to set its strategic aims\* against the three priorities reaffirmed at the start of the quinquennium (in 2015):

- 1 Contributing to the common good;
- 2 Promoting the spiritual and numerical growth of the Church;
- 3 Seeking to re-imagine, reshape and re-energise lay and ordained ministry.

\*The Council has since revised its objectives for the period from 2022 – see page 34.

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# The Council's Objectives

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**The Council's statutory object is to:**

*Coordinate, promote, aid and further the work and mission of the Church of England.*

Set against its three priorities (see previous page) the Council sought in 2021 to do this through its nine objectives\*, explored in detail in the pages that follow.

- |                 |                              |
|-----------------|------------------------------|
| 1. Evangelism   | 5. Education                 |
| 2. Discipleship | 6. Resources for the Church  |
| 3. Ministry     | 7. Safeguarding              |
| 4. Common good  | 8. Governance for the Church |
|                 | 9. A Church for All People   |



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\* For 2022 and subsequent years, the Council has set new objectives, based on the Church's overall Vision and Strategy (see page 34).

# Financial Summary

These graphs show the breakdown of 2021 income and expenditure for the Archbishops' Council. The work of the Archbishops' Council is principally resourced by contributions from Church of England dioceses and funds made available to it by the Church Commissioners. Under the terms of the National Institutions Measure 1998, the Council distributes money made available by the Church Commissioners each year to support ministry and mission in the dioceses. Resources expended are shown and analysed against the Council's current nine objectives.

The Church Commissioners and Archbishops' Council prepare joint three-year spending plans. In 2019 the Triennium Funding Working Group, with members from the House of Bishops, Archbishops' Council and Church Commissioners, advised on how funds expected to be available from the Church Commissioners should be most effectively distributed in 2020-22, informed by three priorities agreed by the House of Bishops:

- Investment in recruiting and training new ministers – helping dioceses deliver the Church-wide goal of increasing the number of ordinands by 50%.
- Supporting dioceses in making strategic investment in change programmes designed to produce 'good growth'.
- The continuation of specific funding to help dioceses to support mission in lowest income communities.

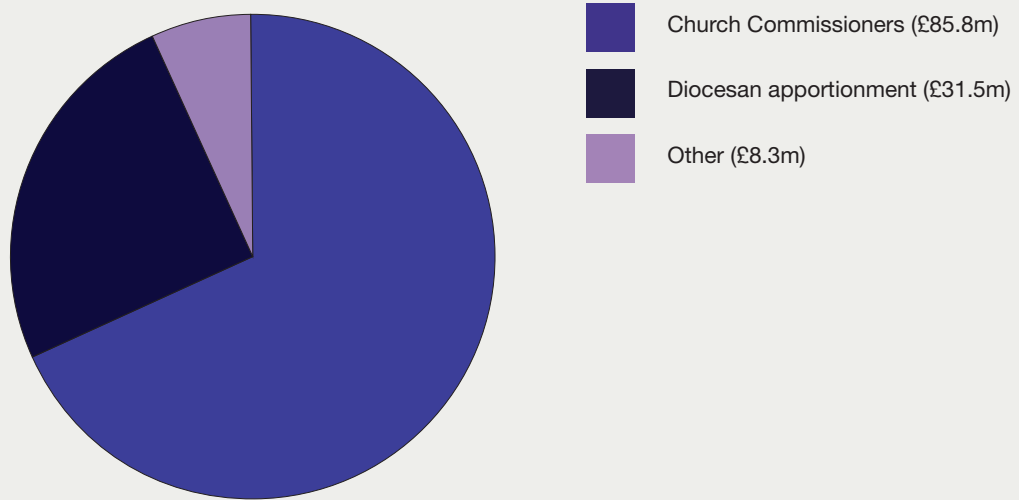
The final spending plans included sums for the following new categories of expenditure which began in 2020:

- **Additional ordinands funding** to meet training costs for the incremental increase in ordinands and **Strategic Ministry Funding** to support dioceses with the incremental costs of an increased number of curates resulting from this increase.
- **Strategic Transformation Funding** to support dioceses with financial difficulties wishing to undertake a major programme to provide a platform for the Church's sustainable growth.
- A **Giving Advisor Fund** which supports dioceses by part-funding additional diocesan giving advisors, who provide advice and guidance to parishes on encouraging giving and generosity.

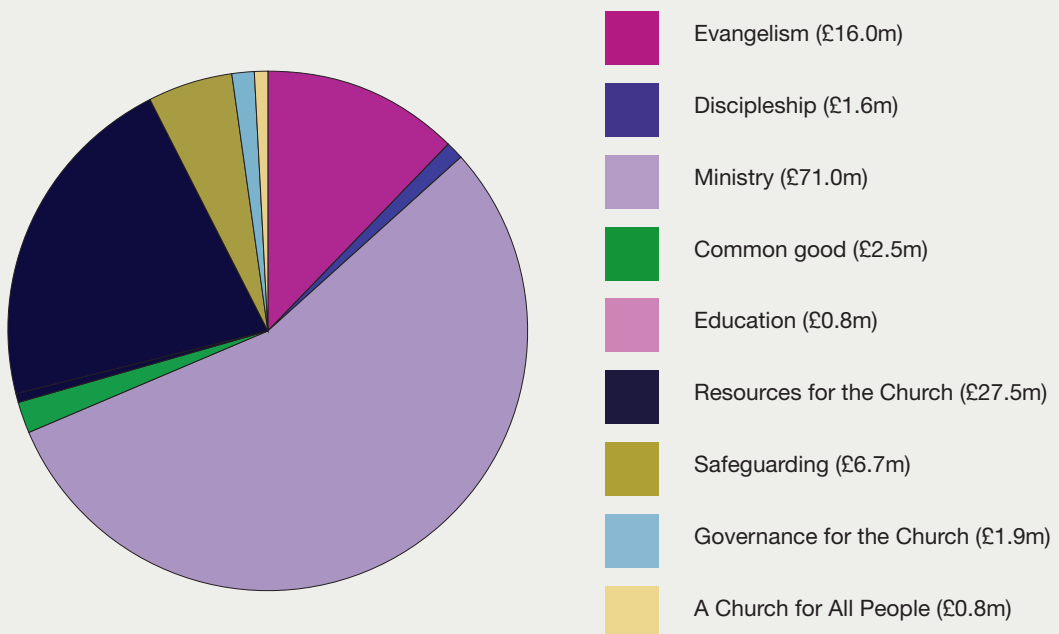
The Council has worked with the Church Commissioners to vary the spending plans in response to emerging challenges and opportunities. This has included making provision for up to £35m of **Sustainability Funding** to be granted in 2020-22 to help dioceses meet the financial challenges arising from the Covid-19 pandemic.

The Triennium Funding Working Group was reconvened in the second half of 2021 to begin work preparing recommendations on spending plans for 2023-25. Its key focus is to determine how national funding can be most effectively deployed to assist in the implementation of the Vision and Strategy.

### Analysis of 2021 incoming resources of £125.6m



### 2021 Expenditure by charitable objective activity:





# From the Secretary General



2021 was another very challenging year for the Church of England and for the Archbishops' Council. Our work was dominated by the need to support the Church through the second year of the COVID-19 pandemic.

Once again, we focused on how to support local churches in their local responses to the pandemic, in all kinds of ways. We began the year in another full national lockdown, with Church House closed, and all staff once again working from home.

Support for churches and dioceses was coordinated by the COVID Recovery Group, chaired by Bishop Sarah Mullally, and the COVID Gold group which I chaired. Thankfully, this work gradually became less intense through the year, as prospects improved heading into 2022. I am very grateful to Reverend Brendan McCarthy and Reverend Professor Gina Radford, who, together with many other staff, have worked on this.

At the time of writing, the last legal restrictions around the pandemic are about to be lifted. Many churches are considering the resumption of communion in both kinds and thinking about their learning from experience of online and hybrid worship, which has made many churches more accessible to older and more vulnerable members of their congregations.

The waves of the pandemic have significantly affected much of the

Council's work during the year. We needed to provide financial support to dioceses, with another £9 million of Sustainability grants paid in addition to the £15 million paid in 2020 to help assist their cash flow and overall financial position. We continued regularly to update guidance for churches on how to manage worship and ministry activities throughout the different stages of the pandemic. The Church House Digital team continued to produce a weekly online service, with a wide variety of forms of liturgy expressing the diversity of the Church; and continued its programme of webinars and training to help churches with their own digital and hybrid offerings. We also continued to support the Daily Hope phoneline, to reach and bring comfort to people with no internet access.

2021 was the final year of the extended (six-year) General Synod. It was not possible to meet for a final group of sessions at the University of York in the normal way. Instead, the Synod staff supported three different forms of Synod meeting: an entirely online informal meeting in February (provided with all staff working from home); two online only groups of sessions in

April and July; and the inaugural session for the newly elected General Synod in November, which happily was able to happen in person in Church House. The inauguration, and the opening service at Westminster Abbey, was attended by HRH the Earl of Wessex, representing Her Majesty the Queen. Since then, we have also successfully run a group of sessions in February 2022 that was in-person, but with hybrid facilities for those unable to attend.

The Emerging Church programme of work has continued in 2021. The work to develop a national Vision and Strategy for the Church of England for this decade, championed by the Archbishop of York, was presented to Synod in November. A joint working group of the Archbishops' Council, the Church Commissioners, and the House of Bishops – the Triennium Funding Working Group – is at present developing recommendations to the trustee bodies on how to allocate investment in support of the Vision and Strategy, and other priorities, for the coming decade.

Meanwhile, Transforming Effectiveness, another Emerging Church workstream has helped

us to identify cost savings in the Archbishops' Council and other national church institutions, to reduce the financial burden imposed upon dioceses and churches. Like any restructuring process, this has been a difficult and uncertain period for our staff, having to think about possible changes to their jobs, and with some work needing to be stopped. I am very grateful to everyone who has been involved in this process. It has proved possible to identify around £2 million of annualised savings across the National Church Institutions (NCIs), plus further savings on accommodation and travel. The change process has enabled us to create a new structure of teams to be more effective in our work.

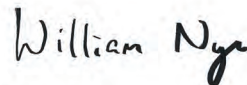
During 2021 the Council reviewed its own objectives and ways of working. This report introduces to readers the new objectives for the Council for this quinquennium, which are closely derived from the Church's Vision and Strategy, and particularly its strategic priorities and bold outcomes. They are discussed on pages 34 and 35. They bring out clearly the role of the Council, as a national support function for the Church, in supporting and helping local churches, schools and chaplaincies in their engagement with the Vision and Strategy, and in their implementation of the actions and outcomes which the strategy proposes.

During the year there have been some changes to senior staff. Mark Arena has been confirmed as the Director of Communications for the National Church Institutions. Debbie Clinton and Dave Male have taken

up a shared role as Co-directors for the new Vision and Strategy team (which brings together functions formerly separated in Evangelism and Discipleship, Strategy and Development, and Renewal and Reform). Fraser McNish has been appointed director of Data Services. We said farewell to Bev Botting, the former director of Research and Statistics, as well as Caroline Boddington, Archbishops' Secretary for Appointments, who although not members of the Council's staff were valued colleagues. Just after the year-end Dr Jacqui Philips resigned as Director of the Central Secretariat and Clerk to the Synod. I am very grateful to Bev, Caroline, and Jacqui for their distinguished service, and wish them well for the future. At present Becky Clark is acting as Director of the Central Secretariat, while also covering her existing role as Director of Churches and Cathedrals.

Just before the draft of this report was submitted to the Council for approval, we learned the sad news that my predecessor as Secretary General, Sir William Fittall, had died. William served with distinction in this role from 2002 to 2015 and as a Reader and gifted organist served in parishes faithfully for decades. During his time as Secretary General, William notably helped to ensure the passage of the legislation enabling women to be bishops, and the accompanying arrangements. Until his death he had served as the independent Reviewer in relation to the House of Bishops Declaration on the Ministry of Bishops and Priests.

The elections to the new General Synod have also brought changes to the composition of the Archbishops' Council itself. Elizabeth Paver stood down from the Synod, and hence from the Council, and was replaced on the Council by Alison Coulter. In addition, Loretta Mingella stood down as First Church Estates Commissioner to take up the post of Master of Clare College, Cambridge and we welcomed her successor Alan Smith as a new member of the Council. Reverend Simon Butler and Reverend Joyce Jones were replaced by Archdeacon Luke Miller and Reverend Kate Wharton, from January 2022. These followed changes earlier in the year when Reverend Chris Newlands, Reverend Sarah Schofield and Adrian Greenwood left the Council and we welcomed new members Reverend Tim Goode, and Rachel Jepson. I would like to thank, Adrian, Chris, Joyce, Liz, Loretta, Sarah, and Simon for their very committed service to the Council, and particularly for their unfailing support for the work and wellbeing of our staff and wish them well for their future. We welcome Alan, Alison, Luke, Kate, Rachel, and Tim and look forward to working with them.



**William Nye, LVO**  
**Secretary General**



# 1 | Evangelism

Objective: to bring more of the people of England to the faith of Christ through the Church of England.

**2021 Expenditure: £16.1m (2020: £28.0m) including grants of £12.9m (2020: £25.1m) after a discounting adjustment of -£2.3m (2020: +£1.6m). The main grant scheme was Strategic Development Funding: in 2021 eight dioceses were awarded grants totalling £14.1m (2020: eight dioceses awarded grants totalling £22.6m).**

During 2021, despite the continuing impact of Covid-19, the Church responded with creativity, energy, resilience, and compassion to the challenges caused by the pandemic and the ongoing restrictions. Online engagement also brought with it many new opportunities for evangelism.

Pre-recorded national online services coordinated and edited by the Council's staff continued throughout 2021, receiving more than 500,000 engagements online in 2021, whilst the first virtual reality service, 'the Blessing of the Light' reached 200,000 views by December 2021.

In 2021, an **Innovation Fund** of up to £4.8m was launched for creative mission projects as part of the drive to become a church which fully represents the communities we serve, in age and diversity. Two awards of Innovation Funding were made during the year: £252,000

to Ely Diocese's Barnwell Sports Ministry and Mission project and up to £250,000 to London's Persian Anglican Community.

In 2021, the **Strategic Development Funding** (SDF) programme continued, supporting a wide range of projects and mission approaches, ranging from small community church plants; fresh expressions of Church; children's and families missionaries; pioneer ministry leadership development programmes; investment in parishes to multiply new congregations; training and coaching aimed at galvanising lay and ordained leaders; and mentoring for parishes and lay people to become effective in community evangelism.

The SDF programme continues to make a very substantial investment in people, supporting many additional ordained and lay ministry posts, as well as interns and apprentices. SDF is also encouraging and supporting investment by dioceses in support roles which have helped to implement and develop dioceses' strategy to strengthen and grow their mission and ministry.

In 2021 SDF grants were awarded to eight projects in eight dioceses (see table overleaf for details).

In line with the Vision and Strategy priority to become a younger

and more diverse Church, all SDF projects awarded in 2021 had a specific focus on engaging with children, families, young people, or students, as our Church has faced a pressing need for more effective outreach and mission to young people. In 2021, the criteria were also expanded to explicitly include targeting SDF on United Kingdom Minority Ethnic (UKME) / Global Majority Heritage (GMH) communities.







# 1 | Evangelism | continued



## Blackburn

Lighting up New Generations will help revitalise ministry in Blackburn and Blackpool and build capability for revitalisation for the East Lancashire Valley and along the Fylde coast. St Luke's church, Blackburn will become a church-planting youth church, alongside developing clergy and children's and youth workers across the diocese. St John's church, Blackpool will develop into a multi-generational church with a strong youth focus, supporting plants in similar contexts and ministering to those suffering from deprivation

Awarded £3.5m towards project costs of £5.7m



## Chichester

Revitalising the Church; Renewing the City will invest in Brighton & Hove by accelerating the development of two churches from different traditions: All Saints, Hove (modern catholic) and St Peter's, Brighton (charismatic evangelical). All Saints will expand its social outreach to grow its congregation and provide missional and educative resources for other churches from a catholic tradition. St Peter's will undertake four church plants focusing on areas of social deprivation and potential to reach a younger demographic.

Awarded £2.5m towards project costs of £11.55m



## Coventry

The project will establish new worshipping communities in four locations in areas of high deprivation in the major population centres of Coventry and Bedworth.

Awarded £1.25m towards project costs of £4.13m.



## Exeter

Ministry in Torbay will be revitalised through planting 'Bay Church' to grow a new youth congregation and revitalise at least three more family and youth focused churches in Torbay (including one post-SDF). The project will grow parent-led children's volunteer groups and youth groups to nurture discipleship, offer a Torbay-wide enquirers course, and run a social action programme focusing on deprived parents, children, and youth.

Awarded £1.5m towards project costs of £3.1m.

### Leeds

Reaching Generation Next: aims to reach the 99.4% of unchurched students in Leeds and Huddersfield. Two student churches will be developed: the first into St Augustine's, Wrangthorn in Leeds, focusing on engaging unchurched students, and the second one into Holy Trinity, Huddersfield, alongside investment in digital engagement. Awarded £1.5m towards project costs of £2.9m.



### Manchester

The proposal seeks to reshape the diocese for mission and growth through investment in mission to children and young people and in a church planting programme which will prioritise reaching the diocese's many deprived communities. Mission communities will be created in which clergy and laity share leadership roles across more than one parish and deliver church in a wide variety of locations and in different ways to reach a wider demographic. This will be supported by a leadership development programme which will nurture a new and diverse generation of leaders. Awarded £4.2m towards project costs of £6.0m.



### Southwell & Nottingham

Beyond the Tipping Point: Growing Younger and More Diverse will invest in mission to children and young people in deprived areas in the city of Nottingham and in the wider county. 10 flagship churches will be developed for children and families' ministry and the project will also establish five youth hubs and develop 25 new local leaders in mission. Awarded £3.5m towards project costs of £5.3m.



### Winchester

Winchester Mission Action Phase 3 will revitalise ministry and mission across Basingstoke by creating a church-planting church across four sites: St Michael's Church (town centre); All Saints (town centre); St Peter's church (South Ham) and Christ the King (Brighton Hill). The project will engage with the town centre and estates through prayer, worship, discipleship, and social action and will have a strong focus on younger age groups. Awarded £1.6m towards total project costs of £6.5m.



## 2 | Discipleship

**Objective: to strengthen the Christian faith and life of all who worship God in the Church of England.**

**2021 Expenditure: £1.6m  
(2020: £1.4m)**

Evangelism and discipleship are deeply interconnected with work to strengthen the faith of those in existing congregations leading in turn to more confident Christians able to live out their faith in everyday life.

The Council's focus on prayer as part of the work of evangelism and discipleship continued throughout 2021.

The Prayer for the Nation launched by the Archbishops of Canterbury and York and other church leaders in 2020, was repeated in February 2021 during the third lockdown in England, with prayers and other resources made available.

The number of people seeking help with prayer through Council materials continued to rise sharply during 2021, with Church House Publishing (CHP) Prayer App downloads registering more than 2.8 million downloads in 2021. The Daily Prayer podcast, launched in March 2021, received more than two million downloads before the end of the year, with around 8,000 people listening per day. In total, Apps from CHP were accessed more than 10 million times in 2021.

*Thy Kingdom Come*, the global wave of prayer that invites Christians around the world to pray from Ascension to Pentecost for more people to come to know

Jesus Christ, continued to adapt into 2021, with online prayer groups and virtual prayer rooms, and a range of digital resources made available and translated to different languages to reach global audiences.

Throughout 2021, Daily Hope – the free 24-hour worship phone line offering Church of England services, prayers, and reflections – continued to provide hours of comfort and spiritual nourishment to the elderly, isolated and vulnerable. It received more than 625,000 calls, totaling more than 8 million minutes of listening time, by February 2022. Approximately 20,000 calls are still made to Daily Hope every month. Daily Hope was launched soon after the first lockdown (in April 2020) as a way of bringing worship and prayer into people's homes, catering in particular to those people with limited or no access to the internet, and those with visual impairment.

In 2021 a new digital discipleship portal for *Everyday Faith* was developed and launched in January 2022. The portal features reflections, prayers, and guidance, showing how the 'Five Marks of Mission' are foundational to discipleship, and expressed in daily life. Furthermore, a total of 29 dioceses have now participated in the *Discipleship Learning Communities* – since it was established in 2017, to help mobilise lay people to live out their faith in their everyday lives.







## 3 | Ministry

**Objective:** to ensure there are sufficient ordained and lay ministers of the required gifts and qualities, who are effectively deployed to enable the Church of England to fulfil its mission, and to support those ministers in their calling, development, ministry and retirement.

“

When the clergy are supported, nourished and able to flourish, the whole church can flourish.”

**Justin Welby,**  
Archbishop of Canterbury.

**2021 Expenditure: £71.1m (2020: £66.4m). Main grant schemes: Lowest Income Communities Funding 2021: grants to 27 dioceses totalling £27.4m (2020: grants to 27 dioceses totalling £26.4m); Grants for Ministry Training 2021: £16.6m (2020: £17.2m); and Strategic Ministry Funding 2021: grants to 25 dioceses totalling £11.3m (2020: grants to 21 dioceses totalling £5.4m)**

In 2021 £34.2m of Lowest Income Communities Funding (LInC) and transition funding was awarded to 27 dioceses to support parish ministry by developing mission and growth in lower income communities. This includes £180,000 to support ministry in the Diocese in Europe. This financial support ensures that ministry is provided in at least 1,700 parishes where it would otherwise be unsustainable, with an average of £14,000 allocated per parish supported.

In 2021, 501 people were recommended for training for ordained ministry: 26% of those were aged under 32, representing a growing number of young people (compared with 24% in 2020). 11.4% of people recommended for training were of UKME heritage (up from 10.9% in 2020). Of those

entering training for ordained ministry, women were in the majority for the fifth year running in 2021, at 55% compared to 45% men.

The Ministry Experience Scheme (MES), which offers year-long placements in churches to people aged between 18 to 30 years, also continued in 2021 despite the challenges of the pandemic. From September 2021, the 22 diocesan schemes have recruited 87 participants to work in urban and rural areas with placements spanning the wide diversity of traditions that make up the Church of England, with many placements located in deprived areas.

In the autumn of 2021, a new selection framework was introduced for candidates for ordained ministry to broaden the range of people exploring a ministerial vocation in the Church of England. Candidates will need to demonstrate six qualities instead of nine previous criteria and now attend two national discernment events, with time spent preparing for both at diocesan level. The qualities are Love for God; Call to Ministry; Love for People; Wisdom; Fruitfulness; Potential.



Nearly 400 ordinands expecting to complete theological training next year are on course to take up stipendiary curacy posts in 2022. Of these, 290 posts are expected to be fully funded by the dioceses while the Strategic Ministry Fund (SMF), administered by the Council's Strategic Ministry Board, is forecast to support an additional 110 posts in partnership with dioceses. The Strategic Ministry Fund was set up in 2019 to help ensure that dioceses can fund an increased number of curates.

The latest set of findings (fourth report) from the Living Ministry<sup>1</sup> research project was published in 2021. *Moving in Power, Transitions in Ordained Ministry* explores transitions from ordination to curacy and first posts, between posts and in the period before retirement. The findings have been disseminated to dioceses, theological education Institutions, the national church, and associated organisations to inform understanding and good practice. This work serves to take forward the Covenant on Clergy Care and Wellbeing (declared an Act of Synod in 2020), helping dioceses and local churches promote and support the wellbeing of ordained ministers.

The report of the Clergy Remuneration Review was published in July 2021. It set out the findings of an 18-month project to assess the adequacy, appropriateness, affordability, and sustainability of the clergy remuneration package. The review included a survey completed by more than 3,700 clergy and a consultation with dioceses. It concluded that the clergy remuneration package was appropriate and adequate for most clergy, though made specific recommendations to support those clergy who were experiencing financial hardship and to further enhance support for clergy's financial wellbeing.

<sup>1</sup> *Living Ministry* is a 10-year research programme into clergy wellbeing launched in 2017.

## 4 | Common Good

Objective: to contribute to transforming our society and communities more closely to reflect the Kingdom of God through loving acts of neighbourliness and service to all.

### 2021 Expenditure: £2.6m (2020: £2.4m)

Supported by Council staff, Church of England bishops addressed a range of issues from housing and child poverty to the climate emergency. In 2021, our churches also ran or supported thousands of social action projects across the country during the pandemic, ranging from food banks to chaplaincy phone lines and bereavement support.

### On housing



Britain's housing crisis is one of the major challenges facing this country – and it is hitting the poorest hardest. While there is already significant work being done to find solutions, the Church has something unique to contribute.”

– **Archbishop of Canterbury, Justin Welby.**

The work of the two-year Archbishops' Housing Commission, exploring a Christian perspective on housing policy, continued in 2021 with publication of the landmark *Coming Home* report in February 2021.

Bishop of Chelmsford, Guli Francis-Dehqani, was appointed as the lead Bishop on Housing, to lead on implementing the recommendations of the Commission on *Housing*,

*Church and Community*, supported by the Bishop of Barking, Peter Hill (deputy) and the Bishop of Kensington, Graham Tomlin (vice-chair of the Commission) and working alongside dioceses and other church bodies.

### On the environment

Through our Environmental Programme operating across 16,000 churches, 10,000 churchyards and 4,700 schools, the Council continued to take seriously our responsibility to address environmental challenges facing us today.

Continuing towards the net zero commitment set by General Synod in 2020 has been a key pillar of our work in 2021. Since General Synod voted to adopt a 2030 net zero target for the Church of England's buildings, we have worked in earnest to understand the Church's current emissions. This work, made possible by the Energy Footprint Tool, measuring the baseline of current emissions, revealed several insights, including demonstrating that more than 80 per cent of the average church's energy use goes on heating. The initial years of using the Tool have seen an increase in churches participating and in projects responding to the data it reveals. One in 14 Church of England churches of the Energy Footprint

Tool sample<sup>1</sup> were reporting net zero carbon emissions, according to the latest data from the Energy Footprint Toolkit.

Ahead of General Synod in November 2021, a consultation was also launched on a route-map to net zero, on how all parts of the Church of England can make changes together to achieve this ambitious goal. It included recommendations for buildings maintenance, particularly around minimising heat loss, heating options and the availability of specialist advice for each setting alongside how the central Church and dioceses can offer support.

Furthermore, a Partnership with Durham Energy Institute (DEI) continued in 2021 to support church leaders with decarbonisation, building on DEI's expertise in Decarbonising Heating and technologies.

A contingent from the Church of England attending COP26 in Glasgow served to promote the key relationship between faith and environment at the event and provide encouragement to all delegates.

### On social action

In 2021, bishops continued to call for the government to lift the two-child limit on benefits in the

<sup>1</sup>The sample size is 3,600 churches





wake of the sharp rise in new claims for Universal Credit caused by the coronavirus pandemic. The Council's Mission and Public Affairs Division, together with the Child Poverty Action Group had previously conducted and published research on the impact of the two-child limit in tax credits and universal credit: *All Kids Count: the impact of the two-child limit after two years*.

The Social Impact Investment Programme was established within the Council in 2021 (with up to £16 million of grant funding available from the Church Commissioners) to deploy social investment capital to advance the Church of England's missional objectives. In 2021, it made its first commitment in this space: a £1.6 million commitment to the Women in Safe Homes fund, working in partnership with organisations to provide homes for vulnerable women and their children who are homeless or at risk of homelessness. The fund aims to house 6,000 women over its lifetime.

Bishops in the House of Lords also continued to raise issues relating to refugees and asylum seekers and in 2021 played a key role in supporting series of amendments to the Immigration Bill calling for child refugees to be reunited with close relatives in the UK.

The Council's Mission and Public Affairs unit created a toolkit of resources to help parishes seeking to help refugees and asylum seekers from Afghanistan, in the wake of the crisis. The material included links and information on how churches can welcome people arriving from Afghanistan through giving, longer-term practical support such as community sponsorship, alongside prayer and advocacy resources.

In 2021, a new group to support local churches resettling refugees was set up, in partnership with the Home Office. Domenica Pecoraro and Canon Gareth Jones were appointed as the Church's first National Representatives for Community Sponsorship, to work with a steering group chaired by the Bishop of Bradwell, Dr John Perumbalath, chair of the inter-denominational Churches' Refugee Network, supported by the Council's Mission and Public Affairs Division. The National Representatives will be available to dioceses and parishes across the nation for advice and guidance on community sponsorship.

At the time of writing, the Church is engaged with Government and partners in civil society to provide assistance to refugees from the war in Ukraine.

**Pictured:**  
Ely Cathedral  
lit green  
100 days  
before the  
UK hosted  
COP26.

“

We are already seeing the effects of the climate emergency around the world – and it is the world's economically poorest people who are already suffering the most. It is our moral duty and a Christian calling to do all we can to try to turn the tide.”

**Graham Usher,  
Bishop of Norwich and  
lead bishop for the  
environment.**

## 5 | Education

Objective: to promote high-quality Christian education in Church of England schools and voluntary education settings, and through our Church contribution to other schools, colleges, further and higher education institutions.

“

Further education colleges are vital institutions for communities, which transform the lives of individuals, train our nation's essential workers and foster innovation and success. They offer new opportunities and second chances.”

**Nigel Genders,**  
Chief Education Officer.

**2021 expenditure: £0.8m including grants of £0.1m (2020: £0.9m, including grants of £0.1m)**

As the largest single provider of education in England and in line with the Church of England's role as the established Church, our vision continues to be for the common good of the whole of society, expressed through our key values, of wisdom, hope, community, and dignity.

With one million students attending 4,700 schools, the Education Office supports the Archbishops' Council and the National Society, the original Church of England charity responsible for education, to advance the breadth of work across 12,600 parishes, Diocesan Boards of Education, schools, colleges and 11 Anglican foundation universities. Our vision is to equip a new generation of young people to shape society and contribute meaningfully to an increasingly complex and globalised world.

In a time of continued challenge marked by the coronavirus pandemic, our schools remained open, and we are grateful to the staff, governors, and church leaders who worked hard to provide educational and pastoral support.

### **Church of England Educational Leadership**

In 2021, the Bishop of Coventry, Christopher Cocksworth, was appointed as the Church of England's lead bishop for Further and Higher Education, succeeding the Bishop of Winchester, Tim Dakin, who had held the role for the previous six years.

In September 2021, a new team was established to lead the new nationally integrated framework for Statutory Inspection of Anglican and Methodist Schools (SIAMS): Dr Margaret James was appointed as National Director of SIAMS, and David Tait as Deputy Head. All Church of England and Methodist schools receive SIAMS inspections which focus on the impact of the Church school's Christian vision on pupils and adults. The provision for this is made under Section 48 of the Education Act 2005, and the inspections are carried out in addition to the Ofsted inspections which all schools receive. The Church of England's new nationally integrated school inspection system, SIAMS, has a crucial role to play in the life of all Church schools. The changes to how SIAMS operates will mean that the national church, in collaboration with all Diocesan Boards of Education can







## **Today approximately 1 million children attend 4,700 Church of England schools**

- A quarter of primary schools and more than 200 secondary schools are Church of England.
- The Church is the biggest sponsor of academies in England.
- The Church of England has a presence of around 1,000 Anglican chaplains across higher and further education institutions in England, supporting students and staff of all faiths and none.
- Each diocese runs a Diocesan Board of Education supporting Church schools, which represents an annual investment of over £15 million.





assure the quality and consistency of SIAMS across the whole country and operate more efficiently to deliver the process.

### **National Professional Qualifications**

In 2021 the Church of England was successfully accredited as one of the Government's national lead providers of National Professional Qualifications (NPQs) delivered in partnership with the Roman Catholic Church. The Church of England NPQs will provide training for teachers from September 2021, in different areas of school leadership and specialist areas, including senior leadership, headship, and executive leadership, supporting up to 2,500 teachers each year.

### **Vision for Further Education**

A new vision for Further Education was launched in 2021 with the publication *Vocation, Transformation and Hope* report, highlighting the significant difference Further Education makes to three themes in people's lives: sense of vocation, personal transformation, and hope for society. The report sits alongside the earlier visions for schools and higher education, *Deeply Christian, Serving the Common Good* (2016) and *Faith in Higher Education* (2020), together restating the value the Church places on education at every level, inspired by Christian faith.

### **Worship in Schools and Faith at Home**

In 2021, new guidance was published on *Collective Worship in Church of England Schools* – as part of a wider opportunity for pupils and adults to encounter faith, recognising collective worship as the 'unique heartbeat' of a Church school. The resource draws on the earlier overarching *Vision for Education* report which sets out how collective worship should be welcoming, inclusive and exemplify the principles of Christian hospitality, and should meet the needs of all, wherever they may be on their journey of faith and belief.

The "Growing Faith" concept began in 2019 to promote partnership between the three communities of church, school, and household to encourage and nurture the Christian faith for all ages. The Growing Faith work continued to develop and expand in 2021, with the establishment of a new *Growing Faith Foundation* to build on this work and serve as a strategic lead across the Church in seeking to grow a younger church and increase engagement with children and families in different settings. In 2021, the first Head of the Growing Faith Foundation, Lucy Moore, was appointed, to commence in February 2022.



## 6 | Resources for the Church

Objective: to help dioceses and cathedrals to be most effective in their mission, by providing cost-effective national and specialist services and advice.

**2021 expenditure:** £27.6m including grants of £25.3m the main elements of which were sustainability funding grants to 17 dioceses totalling £9.3m (2020: grants to 24 dioceses totalling £14.9m) and Strategic Transformation Funding grants to ten dioceses and one non-diocesan entity totalling £8.9m (2020: grants to 15 dioceses and one non-diocesan entity totalling £11.4m)

The Council provided specialist resources to support churches and dioceses over a range of areas, including ministry, mission, people, and finance matters in response to the evolving challenges of the pandemic.

To mark the National Day of Reflection on 23 March, the first anniversary of lockdown, a set of resources (including prayers, liturgical resources, postcards, and posters) was created to help churches reflect on our collective loss and to support those who have been bereaved.

**Sustainability Funding** – a new grant funding stream of £35m made available to the Archbishops' Council by the Church Commissioners – was created in 2020 to maintain some short-term financial stability for dioceses during the pandemic, as they implement or develop strategies for long-term mission health and financial stability.

This was part of the package of measures to support dioceses and, through them, parishes, during the pandemic.

Of the total £35m of Sustainability Funding, £9.3m was awarded to 17 dioceses in 2021 (£14.9m awarded to 24 dioceses in 2020). It was also agreed to continue to target the funding on dioceses with less investment assets and less affluent populations. Other relevant factors for funding applications in 2021 included: steps that dioceses are taking to address the impact of Covid-19 on their financial position; the measures they have undertaken in recent years to improve their financial sustainability; and the steps they are taking or planning to develop their longer-term mission health and financial sustainability. Further Sustainability Funding will be distributed in the second half of 2022, keeping these longer-term challenges in mind.

During 2021, the **Strategic Transformation Funding** (STF) programme continued to gain momentum. STF helps dioceses develop and deliver mission and growth strategies to ensure a thriving and sustainable future for the Church and the fund also supports dioceses in increasing their capacity to develop and deliver strategic change. To date two major STF grants have been awarded for major transformation projects in

Manchester and Sheffield dioceses. Other awards have been granted as capacity funding to help dioceses have the right combination and depth of skills, knowledge, and experience to undertake forward planning, and to develop and implement robust strategies to advance the Church's mission and growth.

To assist churches in their planning and decision-making during the coronavirus pandemic, a comprehensive set of online resources and documents to provide practical advice and guidance to the Church on the use of buildings and Health and Safety measures during the pandemic with the aims of helping churches navigate the Covid-19 virus. The guidance continues to be updated regularly and reflects regulations and Government guidance as well as that from public health bodies and is available for all to access on the Church of England website. This was also accompanied by a well-attended bi-monthly live webinar for Dioceses and Cathedrals, including briefing sessions on the guidance measures to limit the spread of coronavirus, with live Q&A.

The Human Resources advisory and training team continued to offer support across the Church on clergy and employee matters, linking with diocesan and cathedral

colleagues. In 2021, the provision included legal advice, complex and sensitive casework, recruitment, development of policy, management training for archdeacons, development of the Diocesan HR Network, and expansion of HR consultancy. The Clergy Transitions Service continued to support clergy discerning their ministry choices, supporting retention, reinvigoration, and wellbeing.

The National Register of the Church's clergy with a licence or Permission to Officiate went live in May 2021. The Register is an important development in strengthening safeguarding in the Church and was a recommendation in the 2017 Gibb Report which looked into the Church's handling of allegations against the late Bishop Peter Ball. The Register is publicly available on the Church of England website and is updated daily via a new people system. It provides a single, reliable, up to date register that enables clergy, churchwardens, and members of the public to check the bona fides of all clergy with licence or Permission to Officiate. The Register is part of a wider programme of work to bring people data, systems, and processes together across the Church of England.

The Council's Cathedral and Church Buildings Division (CCB) worked to address the issues of the pandemic

and lockdown, liaising closely with Government, and working with the heritage sectors to assess and represent the needs of parishes and cathedrals. The focus for the Cathedral and Church Buildings Division remained practical support for parishes and cathedrals in managing their buildings. A key area of work was ensuring all churches had access to relevant components of the government's Culture Recovery Fund and other Covid support schemes. These funds primarily focused on listed buildings but also included funding for capital works that kept skilled builders and craftspeople in employment. In 2020 and 2021 combined the Council directly received and administered over £14m of capital repairs funding and supported parishes and cathedrals to access a further £45m in both revenue and capital grants.

National level work included liaising closely with government to secure a three-year extension of the Listed Places of Worship grant scheme which gives grants equivalent to eligible VAT on capital repair projects. This is worth up to £42m a year to our listed churches and cathedrals. CCB administered its annual programme of conservation grants, supported by the Pilgrim Trust, Radcliffe Trust, Goldsmiths, and the Anglican Parish Churches Fund. Just over £250,000 was awarded via specialist committees,

to projects caring for bells, clocks, organs, paintings and wall paintings, monuments, and for conservation reports.

The **A Church Near You** (ACNY) website, providing mobile-friendly access to information about church services continued to grow as a key strategic platform for the Church in 2021, continuing its work to encourage parishes to make details of their services and events accessible online, with a total of 58,960 events added to the website in 2021 (this compares to 48,760 in 2020).

In 2021, **'Generosity Week'** resources were created for parishes and dioceses to help enable churches grow their ministry for future generations. The resources comprised service content packs; liturgy; group study materials; biblical reflections; discussion questions and social media toolkits. Core materials also included nine daily podcasts to enable congregations to focus on generosity while living out their daily lives. The series covered acts of generosity in many forms, from mission projects across the world to small acts of generosity that can have a huge impact. Generosity Week was initially created in response to the fall in church income during the pandemic, as part of the wider National Giving Strategy for 2020-2025.

# 7 | Safeguarding

Objective: to ensure all children and vulnerable adults are safe in the Church.

**2021 expenditure: £6.7m (2020: £4.2m) this expenditure includes grant awards of £0.6m to survivors under the Support Scheme (2020: £0.3m) and £0.3m (2020: £0.1m) Past Cases Review 2 grants to dioceses.**

The National Safeguarding Team (NST) has continued with its work to support the improvements of Safeguarding across the Church. This year has seen the development of an overall Safeguarding Programme to respond to and implement change as a result of the six recommendations made by the Independent Inquiry into Child Sexual Abuse (IICSA) in October 2020. The key outcomes from the Council's National Safeguarding Team's work in 2021 are grouped in thematic areas, below, for clarity:

## **Support for, and engagement with, victims and survivors of abuse**

Victims and survivors have made, and continue to make, valuable contributions to the work of the Council in many areas. In 2021 this has included the working group to support the development of the national redress scheme, policy development such as 'Responding Well to Victims and Survivors', and participation on recruitment panels. The Council is committed to the development of a survivor engagement strategy and framework for the Church, to support open, transparent, and

effective work with victims and survivors to improve safeguarding. Planning work has begun and will be taken forward with a national anonymous survey to hear from victims and survivors, including those who have not engaged with the church previously, about how they would like to work with the Church to develop the survivor engagement framework.

## **Safe Spaces**

Safe Spaces is a free and independent support service for anyone who has experienced abuse in relation to the Church of England, the Church in Wales, or the Catholic Church of England and Wales. The service launched in September 2020 as a two-year pilot and has supported over 200 victims and survivors since that time. Safe Spaces is subject to an independent evaluation and has received positive feedback from those who have used the service. The one-year evaluation report, received in December 2021, will inform planning for the service post-pilot, and the full two-year evaluation will be published in late 2022.

## **Interim Support Scheme and Redress**

This year we have seen the embedding of the Interim Support Scheme, for those impacted by safeguarding failures in a church context who are in crisis, who have urgent and immediate needs. The

scheme has provided financial, practical, and emotional support to 40 survivors during the year. Work has started on the development of the full Redress Scheme, in consultation with a survivor working group.

## **Proactive and Preventative work:**

Safeguarding Sunday: More than 2,000 churches signed up to Safeguarding Sunday in October, supported and promoted by the Council across all dioceses, as part of its commitment to promote a safer Church. The ecumenical event, facilitated by safeguarding charity Thirtyone:Eight, included an online sermon from the Church of England's lead safeguarding bishop along with a range of other resources for all age groups.

## **Safeguarding Learning and Development:**

This year has seen the launch of the Safeguarding Learning and Development Framework, a new approach to learning about safeguarding which moves towards a transformational and impactful way of learning. This framework is now live until 2024. We have seen the introduction of several new learning pathways; Leadership, Senior Leadership, Safer Recruitment and People Management, Raising Awareness of Domestic Abuse, and more bespoke modules for specific roles, including for retired clergy.



All live learning pathways have been externally assessed and accredited by the Continuing Professional Development Service. The introduction of the safeguarding training portal and E Manual have ensured easy access to training and policy materials.

#### **Policy Revision**

Three new guidance documents have been launched this year, Safe Recruitment and People Management, Responding Well to Victims and Survivors of Abuse and Safeguarding Children, Young Person and Vulnerable Adults Guidance. The Guidance provides explanations of what is meant by “safeguarding” and the different forms that abuse can take. All new guidance has a six-month implementation plan to support and prepare Church bodies before it is officially rolled out.

#### **Responding to ICCSA recommendations:**

A safeguarding Programme structure has been implemented to oversee delivery of the six ICCSA recommendations.

#### **Past Cases Review (PCR2)**

PCR2 was a commitment for each Diocese to identify all information which may contain allegations of abuse and for an independent reviewer to examine these files to establish if allegations have been handled correctly and where they have not taken the necessary

action to manage risk and support survivors.

The majority of dioceses have completed their individual reviews throughout the year. We are in the process of analysing these comprehensive reviews to identify key themes and recommendations for the national overview report which will be published later in 2022.

#### **Learning Lesson Reviews**

There are currently four ongoing reviews, two of which will be published in Spring 2022. The reviews of the John Smyth and Trevor Devamanikkam cases are continuing and are scheduled for publication later in the year.

#### **National Casework Management System**

The Archbishops' Council has committed to creating a National Safeguarding Casework Management System, for use by the National Safeguarding Team (NST), dioceses and cathedrals of the Church of England. The Safeguarding Company has been successfully appointed as the supplier to deliver their system 'MyConcern' for the Church, following a competitive tender process in 2021. Testing work is underway to ensure the developing system meets the specific requirements of the Church. Phase 1 of delivery will involve rolling the system out to a group of dioceses/

cathedrals who have volunteered to participate in the first phase and support the development and refinement of the system.

#### **Audit and Review**

The National Safeguarding Panel continues to be an important body which independently scrutinises a topic area at each meeting and makes recommendations for improvement or action. The panel is chaired by Meg Munn, supported by a funded consultant safeguarding advisor.

In September 2021, Professor Maggie Atkinson was appointed as chair of the newly introduced **Independent Safeguarding Board**, ISB, alongside Jasvinder Sanghera as survivor representative and independent member Steve Reeves. The board is finalising its Terms of Reference and work streams which will be published on their website, which is in development.

## 8 | Governance for the Church

Objective: to operate the national governance arrangements of the Church of England as cost-effectively as possible in pursuit of the Church's mission.

“

Simplification has been a grass roots Synod initiative for some time, challenging us to simplify and align all our resources around the life and witness of the church in the front line in our parishes, chaplaincies and other worshipping and witnessing communities.”

**Stephen Cottrell,**  
Archbishop of York.

### **2020 expenditure: £2.4m (2019: £2.5m).**

Much of the Church's policymaking at national level is conducted through its national governance bodies, including the General Synod, the House of Bishops, the Church Commissioners and the Archbishops' Council itself, as well as various bodies and committees of these groups.

### **Governance to further the Church's mission**

In 2021, governance for the Church continued to operate in the context of pivoting to accommodate the shifting realities brought forth by the COVID-19 pandemic and actively planning, preparing, and coordinating responses to the continually changing restrictions. The continuance of the pandemic and the lockdown arrangements during 2021 meant that the Church's governance bodies continued the pattern begun in 2020 of meeting far more frequently than in previous years. The General Synod met five times either formally or informally between November 2020 and November 2021, with Synod meetings taking place in April, July, and November 2021. The final Synod meeting of the 2015 – 2021 Quinquennium, which was extended by a year, took place virtually to comply with Government restrictions and guidance. The inaugural Synod of

the new Quinquennium took place in November 2021, which marked the first time that the full Synod had met in Church House since February 2020.

The House of Bishops established a pattern of meeting monthly for ten months of the year, with physical meetings in May and October. The House of Bishops Standing Committee continued to meet more frequently to retain its organisation of the pattern and content of episcopal meetings. The College of Bishops met in September 2021.

2021 saw the development of the Vision and Strategy for the next ten years for the whole of the Church. The strategic priorities identified are set out below:

- **To be a church that is younger and more diverse**
- **To be a church where mixed ecology<sup>1</sup> is the norm** – where every person in England has access to an enriching and compelling community of faith by adding new churches and new forms of Church to our parishes, schools, and chaplaincies
- **To become a church of missionary disciples** – where all of God's people are released to live the Christian life.

1 The mixed ecology describes the flourishing of church and ministry in our parishes, and in other communities of faith through things like church planting, fresh expressions of church, and chaplaincy and online.





In the autumn, preparatory work began on spending plans for 2023-25. This is initially being carried out by the Triennium Funding Working Group which includes members from the House of Bishops and Church Commissioners as well as the Council. Its task is to make recommendations to the Council and Commissioners on how funds that the Church Commissioners are able to make available can be most effectively used to support the mission and ministry of the Church in the current context and in support of the Vision and Strategy for distribution in 2023-25. The Group expects to finalise its work in the second quarter of 2022.

### **Governance to modernise the Church**

*#StandForSynod*, the first advertising campaign for General Synod elections, was launched in 2021 to encourage more people to stand for election in a drive to attract a broader range of voices to the Church of England's national decision-

making body. The *#StandForSynod* advertising and information campaign, which marked the first in the 50-year history of the General Synod, formed part of the Vision and Strategy of becoming a younger and more diverse Church. Resources produced included a 90-second film, a short explanatory animation, and a dedicated webpage – all aimed at reaching people who might not otherwise consider putting themselves forward for nomination. This also came after planned elections to the General Synod originally scheduled for 2020 were postponed to 2021, after the term of the current General Synod was extended for one year. The 2021 elections attracted a record number of candidates, with 956 standing for the Houses of Clergy and Laity combined, representing an 8.3 per cent increase (2015: 883) and returning a majority of new members – approximately 60 per cent of those elected. The total number of new candidates standing increased by 78.3% (with 749 candidates).

### **Governance to streamline the Church's operational efficiency**

The Governance Review Group chaired by the Bishop of Leeds – which began its work in 2020 on reviewing the effectiveness of the national governance structures of the Church of England – submitted its final report on 1 September 2021. The report and its recommendations received a positive response from the Church's main governance bodies and was presented to the General Synod at its inaugural session in November 2021. A very substantial programme of work will be initiated in 2022 to analyse, consult on and consider implementation of the report's recommendations. This programme, which will include both legislative and non-legislative elements, will be taken forward over the next few years. The General Synod debated the Governance Review Group report at its February 2022 meeting and asked for draft legislation to be developed for subsequent scrutiny.

## 9 | A Church for All People

Objective: to be a Church that can provide a welcoming home for all people in England.

“

We did not do justice in the past, we do not do justice now, and unless we are radical and decisive in this area in the future, we will still be having this conversation in 20 years' time and still doing injustice.”

**Justin Welby,**  
Archbishop of Canterbury.

**2021 expenditure: £0.8m  
(2019: £0.6m)**

The Archbishops' Council is committed to diversity and welcome in the Church of England as one of its major goals – and the Church's historic vocation to use its place at the heart of every community to work for reconciliation, justice and flourishing of all people.

**On Race and Ethnicity**

The Archbishops' Anti-Racism Taskforce – set up in 2020 to recommend changes to ensure greater racial equality in the Church of England and to prepare the ground ahead of the establishment of the Archbishops' Racial Justice Commission – published its final report *'From Lament to Action'* on 22 April 2021, Stephen Lawrence Day. The report set out 47 specific recommended actions for different arms of the Church of England to implement across five priority areas: participation, governance, training, education, and young people.

In 2021, the Archbishops' Council agreed 34 (of the 39) recommendations directed by the Taskforce to the national church – including the establishment of a Racial Justice Unit within the Council and continuing work on inclusion within the NCIs.

The Taskforce also suggested seven areas for the focus of the three-year-long Commission: Theology;

Slavery (including Monuments); History and Memory; Culture and Liturgy; Participation; Complaints Handling and Patronage.

The Church Buildings Council produced *Guidance on Contested Heritage* for parishes and cathedrals, addressing the concerns over memorials and the issue of heritage associated with racism and the slave trade. Offering practical resources for churches and cathedrals to consider the history of their buildings and congregations, the guidance has enabled greater engagement with communities and a clearer understanding on how physical artefacts may impact mission and worship.

“

As we seek to find ways to honour those whose stories are untold and to give voice to communities that have suffered injustice, this guidance will be invaluable.”

**Dean of Bristol, Mandy Ford.**

Following the preparatory work done by the Anti-Racism Taskforce, in 2021, the Archbishops' Racial Justice Commission was set up, and its members appointed (pictured: opposite). In 2021, a national UKME (UK Minority Ethnic) Ordinands and Curates network group was launched to support the growing number of ordinands and curates from minority ethnic





**Pictured, from left to right:** The Revd Sonia Barron, Professor Mike Higton, Professor Anthony Reddie, Professor Duncan Morrow, Dame Melanie Dawes, The Revd Canon Dr Philip Anderson, Rt Hon Lord Boateng (chair), The Revd Canon Dr Chigor Chike, The Rt Revd Rose Hudson-Wilkin, Lord Wei of Shoreditch, The Revd Canon Patricia Hillas, Dr Nirmala Pillay.

backgrounds. The group was set up as the proportion of people from UKME backgrounds starting training for ordained ministry in the Church of England rose to 12%.

In addition to the UKME Ordinands and Curates network, the 'Teahouse' group – a national network of Church of England clergy of Chinese heritage, was formally launched in 2021 by the Council's Committee for Minority Ethnic Anglican Concerns (CMEAC). This initially grew out of a WhatsApp support group, founded by Revd Mark Nam, a curate in the Diocese of Bristol, who is also Diocese's Minority Ethnic Vocations Champion.

### **On Disability**

The Committee for Ministry and Mission among Deaf and Disabled People (CMDDP) and the Disability Task Group which works with CMDDP on focused pieces of work, continued to champion the contribution of disabled people to the life of the church and work to overcome the barriers to fuller participation. A sub-group drawn

from CMDDP developed a range of actions based on a clear "theory of change" approach. Some of these proposals will be cost-neutral: others will be built into a structured bid for project funding to implement the proposed plans.

### **On Human Identity, Sexuality and Marriage**

Following the launch of the *Living in Love and Faith* (LLF) resources on identity, sexuality, relationships, and marriage in 2021, the primary focus in 2021 has been to encourage and enable church-wide engagement. In response to requests for preparation for engaging with *Living in Love and Faith* resources, a new course was published, *The Pastoral Principles for Living and Learning Well Together*. The second focus of 2021 has been to design and disseminate ways of 'Listening to the whole church' as people engage with LLF. This work has been led by the Next Steps Group, chaired by the Bishop of London, Sarah Mullally. Beyond 2021, it is envisaged that in 2022 learning and engagement with the materials will move to discernment, decision-

making and potentially synodical processes.

### **On Social Deprivation**

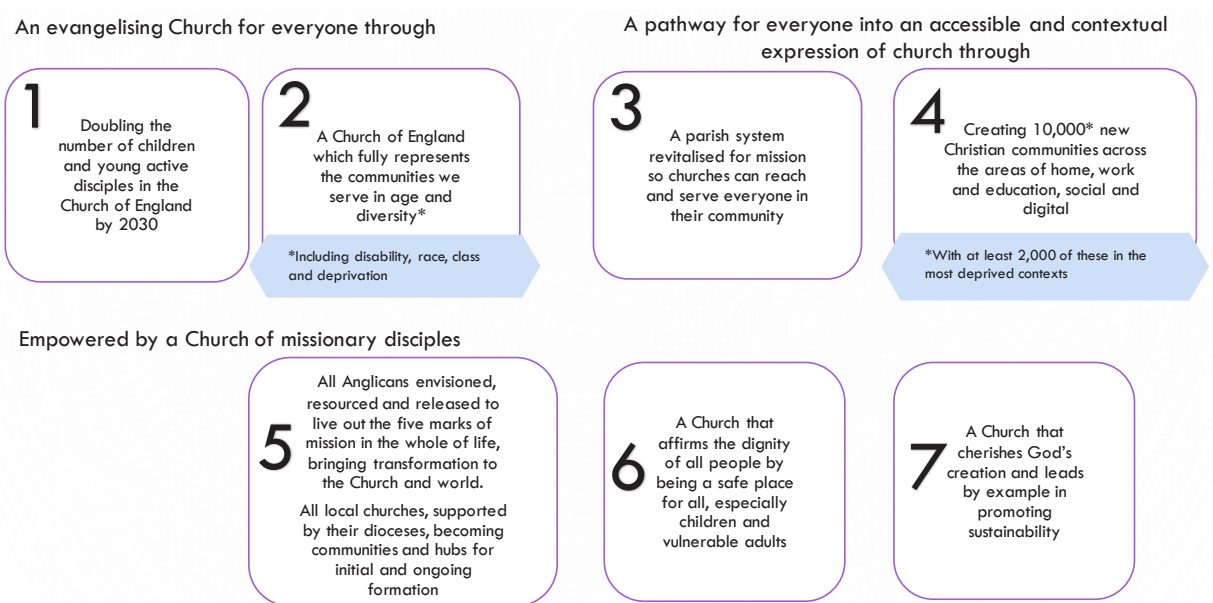
A fifth of the Church of England's 12,500 parishes are 'estates' parishes. A key target of Strategic Development Funding (SDF) is to support mission in deprived areas where the Church has had little effective engagement for many years. Less than one per cent of those living in deprived areas now attend a Church of England church. In 2021, 60% of SDF was awarded to support mission to those living in deprived areas. All of the projects awarded funding in 2021 include a strong focus on mission in deprived areas (see pages 12 to 15 for details). By the end of 2021, SDF had been awarded to a total of 84 major change projects across England, of which 68 have been supported since the SDF programme was significantly expanded in 2017. Since 2017, a total of £164.8m has been awarded to dioceses for their SDF projects.



# The Council's plans for 2022

The Archbishops' Council objectives for 2022 serve and enable the whole church in advancing the vision and strategy for the Church of England in the 2020s, making good use of resources, underpinned by good governance.

|   |   |   |
|---|---|---|
| <p>In the course of 2021, the Archbishop's Council has renewed the structure of its objectives. Since 2016 the Council has worked with a structure of nine objectives, originally intended to last until 2020. The nine objectives were based largely on the "quinquennial goals" agreed by the General Synod, and on the priorities of the Renewal and Reform programme.</p> | <p>The Council reconsidered its objectives in the light of a report from staff on progress against those objectives by the middle of 2021, and in the context of a changing Church, both because of the pandemic and the Emerging Church of England work. The Council agreed that, as the nine objectives had been in place for five years, it was time to reconsider</p> | <p>what objectives should be set for the next quinquennium, and how to align them with the Vision and Strategy. This also gave the Council the opportunity to reduce the number of objectives.</p> <p>The diagram shown below outlines the <b>seven</b> new objectives as agreed by the Archbishops' Council for the next quinquennium. The</p> |
|---|---|---|



objectives serve and enable the whole church in advantaging the vision and strategy for the Church of England in the 2022, making good use of resources, underpinned by good governance. To note:

- The first **five** objectives are taken directly from the bold outcomes of the Church's Vision and Strategy.
- The sixth and seventh objectives emphasise areas of work which do not fit directly within the bold outcomes listed in the Vision and Strategy, but which are vital priorities for the Council in the coming five years.

The move towards these seven objectives came from a desire for more alignment with the Vision and Strategy. However, the Council was pleased to work on these in collaboration with the Church Commissioners and the Commissioners have also committed to these seven objectives for the coming five years as well, albeit with different activities and areas of work particular to each National Church Institution (NCI).

The Council's 2022 annual report will be the first opportunity to reflect on the impact of these changes, but the Council is pleased to present these objectives in this report and looks forward to working to them in 2022 and beyond.

### **Objectives for 2022:**

1. Doubling the number of children and young active disciples in the Church of England by 2030.
2. A Church of England which fully represents the communities we serve in age and diversity (including disability, race, class and deprivation).
3. A parish system revitalised for mission so churches can reach and serve everyone in their community.
4. Creating 10,000 new Christian communities across the four areas of home, work / education, social and digital (with at least 2,000 of these to be in the most deprived contexts).
5. All Anglicans envisioned, resourced, and released to live out the five marks of mission in the whole of life, bringing transformation to the Church and world. All local churches, supported by their dioceses, becoming communities and hubs for initial and ongoing formation.
6. A Church that affirms the dignity of all people by being a safe place for all, especially children and vulnerable adults.
7. A Church that cherishes God's creation and leads by example in promoting sustainability.

# Financial Review

## Overview: use of resources

In 2021 Archbishops' Council expenditure totalled £128.7 million, £19.6m lower than the previous year (2020: £148.3 million). Net income was £3.8 million in 2021 (2020: £1.3 million) after investment gains of £4.5 million (2020: investment gains of £3.1 million).

The main reason for the significant reduction in expenditure compared to the previous year was the decrease in grants awarded, reflecting higher levels of COVID-19 related grants awarded in the previous year (notably Sustainability Funding and the Cathedral and Major Churches grant scheme) along with a reduction in Strategic Development Fund awards made, which as expected were more heavily weighted towards the earlier years of the grant programme.

The greatest proportion of the Council's expenditure in 2021 was in relation to its objectives for Ministry and Resources for the Church. These represented 55.2% (2020: 44.5%) and 21.4% (2020: 28.6%) respectively, of total expenditure.

## Grants

The Council makes grants to dioceses under the following main schemes. Training for Ministry grants were funded from the diocesan apportionment, the Cathedrals and Major Churches grants were funded by Historic England and the remainder were funded by the Church Commissioners:

- Evangelism grants include £14.1 million Strategic Development Funding awarded to eight dioceses (2020: £22.6m awarded to 8 dioceses). The Council has delegated decisions on grant awards to its Strategic Investment Board (SIB), the membership of which includes Council members and Church Commissioners.
- Ministry grants include:
  - (i) Lowest Income Communities (LInC) funding (£27.4 million in 2021) which are supplemented by time-limited transitional grants to smooth the

transition to the grant funding arrangements introduced in 2017. In 2021, 27 dioceses received LInC grants, 11 of which were £1 million or above (2020: 27 dioceses, 8 of which were £1m or above).

(ii) Strategic Ministry Funding to help meet the cost of additional curates as part of the aim of increasing the number of new clergy across the Church (£11.3 million in 2021, £5.4m in 2020). Grants were awarded to 25 dioceses (2020: 21) and meet between 50% and 90% of the relevant cost depending on an assessment of the resources of the diocese and whether they receive LInC funding.

(iii) Training for Ministry grants totalled £16.6 million in 2021, including £1.8 million from the Church Commissioners' Additional Ordinands fund (2020: £17.2 million and £2.4 million respectively) and funded training, maintenance, and university fees for those undertaking pre-ordination training.

- Resources for the Church grants include:
  - (i) Sustainability Funding (£9.3 million in 2021) grants made to 17 dioceses (2020: £14.9m, 24 dioceses) to help them to address the financial challenges of COVID-19.
  - (ii) Strategic Transformation Funding (£8.9 million in 2021, £11.4m in 2020) awarded to 11 dioceses to help them to undertake major restructuring programmes in order to better align with their strategic plans and make a significant difference to their mission and financial strength, in turn supporting the Church's sustainable growth,
  - (iii) grants of £4.5 million to 21 cathedrals and major Churches for capital works as part of one of the strands of the UK governments' Cultural Recovery Fund (2020: £9.9m to 68 cathedrals / major Churches)
  - (iv) National Giving Strategy grants (£2.0 million in 2021, £1.5m in 2020) made to 18 dioceses (2020: 11 dioceses) to help them implement a new strategy to encourage greater giving and generosity in churches.

Further details of the Strategic Development Funding and Strategic Transformation Funding grants made to dioceses by the Council from Church Commissioners funds will be published in the SIB's annual report which will be made available as a General Synod paper. Other grant expenditure funded by the apportionment paid by dioceses included:

- grants towards the work of the Anglican Communion Office, national and international ecumenical agencies (including Churches Together in England, the Conference of European Churches and the World Council of Churches), the Church Urban Fund and Fresh Expressions;
- grants for pension contributions for clergy employed by qualifying mission agencies;
- grants towards the Clergy Retirement Housing scheme administered by the Church of England Pensions Board.

### **Use of legacies**

The Council is fortunate to receive unrestricted legacies from time to time. Its policy is to add such legacies to its unrestricted legacies designated fund to be spent on priorities decided by the Council from time to time. In 2021, unrestricted legacies income was £22,000 (2020: £215,000).

### **Fundraising**

Section 1 62a of the Charities Act 2011 requires charities to make a statement regarding fundraising activities. The legislation defines fundraising as "soliciting or otherwise procuring money or other property for charitable purposes". The Council does not undertake fundraising from the general public but from time to time does apply for grant funding from grant-awarding charities. Any such amounts receivable is presented in the financial statements as 'voluntary income' and include legacies and grants.

In relation to the above we confirm that all solicitations are managed internally, without involvement of

commercial participators or professional fundraisers, or third parties. The day-to-day management of all income generation is delegated to the executive team, who are accountable to the trustees. The Council is not bound by any undertaking to be bound by any regulatory scheme.

The Council has received no complaints in relation to fundraising activities. Its terms of employment require staff to behave reasonably at all times as the Council does not approach individuals for funds. Contracts of employment do not particularise this requirement for fundraising activities nor does the Council consider it necessary to design specific procedures to monitor such activities.

### **Comment by the Trustees about going concern**

The Council has not identified any material uncertainties that cast significant doubt on its ability to continue as a going concern. In reaching this conclusion it has considered the known impact of and potential future effects of the COVID-19 pandemic (for example in the event of new variants or waning protection from the vaccine programme) in a number of scenarios. The Council has evaluated the nature and resilience of its key sources of income, particularly including distributions made by the Church Commissioners, apportionment contributions made by dioceses and grants from other bodies. It has taken note of the Statement of Funding Principles in which the Church Commissioners agree that once a grant has been awarded by the Council's Strategic Investment Board, provided that all conditions and milestones are met, they will provide the funding to meet future drawdowns of the grant.

The Council has considered the charity's ability to withstand a material fall in income and the mitigating actions which could be taken in such a scenario including the types of expenditure which could be reduced or delayed. It has also analysed the strength of the available reserves and liquid assets, including modelling the effect of a significant reduction in

# Financial Review | continued

investment values. The Council considers that it has sufficient reserves to withstand such an eventuality, taking account of restricted funds (most significantly the Church and Community Fund with sufficiently broad purposes to be used to help fund the majority of the Council's operating expenditure. In light of this analysis, the trustees have a reasonable expectation that the Council has adequate resources and cashflow to meet spending commitments as they fall due.

## Reserves policy

The Council holds reserve funds for each of the five areas of expenditure voted on separately by the General Synod. These reserves enable the Council to meet its obligations and commitments that span more than one accounting period, to assist in cash-flow management and to help reduce the risk of needing to ask dioceses for a substantial increase in apportionment funding in any one year. The Council aims to hold between one- and three-months' expenditure as reserves for each of these five areas of expenditure, one of which is its unrestricted funds (excluding designated funds), and to set a target reserve level of two months' expenditure.

At the end of 2021 unrestricted general fund reserves (i.e., excluding designated funds and the pension reserve) were £2.5 million (end 2020: £2.3 million). The Council is content with the current level of reserves and will bear actual and forecast levels in mind when setting its budgets for 2022 and beyond.

As a result of implementing the accounting standards introduced in 2015 the Council, in common with all organisations making deficit recovery contributions to a defined benefit pension scheme, is required to account in full for the net present value of those contributions, even though they will be paid over several years. This resulted in pension reserve liability at the end of 2021 of £1.1 million (end 2020: £1.8 million) which will be met from future years' income as the agreed deficit contributions are paid. As a result, total unrestricted funds (including designated funds of £6.7 million (2020: £6.3 million))

were £8.1 million at the end of 2021 (end 2020: £6.9 million). Recognising that it is intended that the pension reserve will be reduced towards zero by planned deficit recovery contributions to be met from the general fund over the next two years, the Council plans to continue to state its reserves policy for unrestricted funds in terms of its general fund balance.

## Investment policy and use of restricted funds

The Council's investment policy for its restricted funds – based on the planned distribution strategies for each – is summarised as follows:

- For settlements planned to be retained beyond five years, the Council's investment managers have been set an annualised long-term target to achieve a total return of at least 4% above CPI after all costs. The investments for such funds are held in two Common Investment Funds diversified between and within asset classes.
- For funds that are planned to be spent out within five years, the focus is on capital preservation with a target return of at least bank deposit rates. The ability to withdraw funds at relatively short notice is also imperative.

The Council's Investment Committee reviews and oversees the management of the Council's investments. The aggregate total return from its long-term investments (with a time horizon of at least five years) was 12.7% in 2021 (2020: 10.0%) compared with the long-term target of 8.8% (2020: 4.6%). Over the past five years the return averaged 8.1% p.a. compared with the long-term target of 6.3% (CPI +4% per annum).

The Council's cash resources are held in its current account, in the Central Board of Finance Church of England Deposit Fund or term deposits in line with its Treasury Management Policy, which is reviewed annually. The Council's average return on its cash holdings in 2021 was 0.0% (2020: 0.1%).

The Council also acts as custodian trustee for several funds. At the end of 2021 the assets of these funds, which are held in investments and cash separately from those of the Council, were valued at £3.8 million (end 2020: £3.7 million).

### **Ethical investment**

The Council participates in the work of the Church's Ethical Investment Advisory Group (EIAG), which develops ethical investment advice to inform the ethical investment policies of the three main national Church investing bodies. Its membership includes members of the Council and its Mission and Public Affairs Council. The EIAG publishes an annual report of its work which is available, together with other related publications including its sector-based policies, on the Church of England website. The Council also belongs to the ecumenical Church Investors Group.

The Common Investment Funds in which the Council invests have ethical investment policies. The Council complies with the EIAG's guidance on pooled funds and the Council, and its Investment Committee regularly monitor compliance with this policy.

### **Public benefit**

The Archbishops' Council has an enabling role in support of the ministry of the Church of England which, through its 13,000 parishes and the dioceses and through other means, seeks to provide spiritual care for all people in England. In particular:

- The Church of England is a focus for community activity in 13,000 parishes and 16,000 church buildings and, through the resources at its disposal, provides activities that support community development and social cohesion. Typically, this includes projects that support children, families and the elderly people through clubs, social gatherings, and outreach activities.
- The Church of England provides education in the Christian faith and encourages personal and spiritual growth and well-being.

- Through its engagement in local communities, its chaplains in many sectors of life and its participation in public debate, the Church of England promotes values that it believes are beneficial to society as a whole.
- Through its network of schools and academies, the Church of England provides an education for around 20% of children of primary school age and 6% of young people of secondary school age that is rooted in Christian values and available to families of all faiths and none.

The Council has had regard to the requirements of the Charities Act 2011 and published advice issued by the Charity Commission in relation to public benefit.

# Governance

## Introduction

The work of the Council and its supporting bodies is underpinned by openness to God, worship, service and a desire to promote growth, partnership, unity, integrity and transparency. The Council carries out its work in compliance with relevant legislation and best practice. The Council continues to monitor its processes and effectiveness, using good practice in governance as a benchmark to ensure that it operates in an effective manner. In carrying out its work, the Council aims to maintain and support a skilled and motivated staff and to ensure effective systems of organisation and governance.

The Archbishops' Council is a charity registered under no. 1074857.

## Trustee recruitment, appointment and induction

Members of the Archbishops' Council have responsibilities as trustees. They hold office in a variety of ways: ex officio (the two Archbishops; the First Church Estates Commissioner; the Chair and Vice-Chair of the House of Laity; and the two Prolocutors); elected (two members each of the Houses of Bishops, Clergy and Laity of the General Synod); or appointed (by the Archbishops with the approval of the General Synod after an extensive public recruitment process).

Tailored induction, covering such areas as key relationships, financial information and forward strategy, is offered to all new trustees. New and existing trustees also have the opportunity to meet Directors and other staff for briefing on particular areas of work. Members also have the opportunity to learn about the Council and contribute to its development as members of committees and working parties for specific areas of its work and operation.

In 2020 the Council met six times, twice in person with the option for members to participate virtually with the remaining meetings held using remote technology. The Council also held a joint meeting with the Church Commissioners to discuss objectives to support the Vision and Strategy and the work preparing spending plans for 2023-25 and beyond. Membership of the Archbishops' Council from 1 January 2021 and up to the date of this report is detailed overleaf.

## Committees of the Archbishops' Council

The following bodies undertake work as committees of the Archbishops' Council:

- \*Audit Committee of the Archbishops' Council (chair: Maureen Cole)
- \*Finance Committee (chair: Canon John Spence)
- \*Ministry Council (chair: the Rt Revd Martin Seeley)
- \*Mission and Public Affairs Council (chair: Mark Sheard)
- Committee for Ministry of and among Deaf and Disabled People (chair: the Rt Richard Atkinson)
- Committee for Minority Ethnic Anglican Concerns (chair: The Very Revd Rogers Govender)
- Council for Christian Unity (chair: the Rt Revd Martin Warner)
- Remuneration and Conditions of Service Committee (chair: Rt Revd Richard Jackson)
- Strategic Investment Board (chair: Canon John Spence)
- Strategic Ministry Board (chair: The Rt Revd Martyn Seeley)
- Legislative Reform Committee (chair: Revd Canon Simon Butler)

\*The chair of the bodies marked with an asterisk must be a member of the Archbishops' Council.

## Key Working Relationships

The Archbishops' Council works in close partnership with the other National Church Institutions (NCIs): the Church Commissioners, the Church of England Pensions Board, Church of England Central Services, the Offices of the Archbishops of Canterbury and York, the National Society and Lambeth Palace Library. Key working relationships with Church bodies include:

## General Synod

The Council is not a body of the General Synod, but a statutory body established under the National Church Institutions Measure 1998. All of its members are either drawn from the General Synod or become members of the General Synod

through their appointment to the Archbishops' Council.

This helps to ensure that there is a close relationship between the Council and the Synod, not least because the Council and its committees undertake work on behalf of the Synod and report to the Synod on that and other work as it progresses and on completion.

Members of the General Synod may ask questions of the Council and its committees when the General Synod meets and the General Synod approves the Council's annual budget and receives the Council's annual report.

### **House of Bishops**

The Council and the House of Bishops work together to provide leadership and to develop and resource policy, particularly on issues around lay and ordained ministry, education, safeguarding, social engagement, engagement with Government and framing Church legislation.

### **Church Commissioners**

Under the terms of the National Institutions Measure 1998, the Council and the Commissioners work closely to develop spending plans reflecting the Council's priorities for the coming period. The Council receives reports annually on the uses to which that funding has been put to enable it to confirm to the Church Commissioners that the money has been used for the purposes for which it was given.

### **Dioceses**

Some of the Council's work is funded by the dioceses of the Church of England. This gives the Council a responsibility to demonstrate that the money it receives is spent effectively and to work on behalf of the dioceses to provide a central source of advice, a resource for the development of policy and legislation, and a focus of engagement with the Government and other agencies on behalf of the Church. The Council also distributes grants from the Church Commissioners to dioceses under the terms of the National Institutions Measure 1998 to support their mission and ministry.

### **Church of England Central Services (ChECS)**

ChECS facilitates the provision of cost-effective shared financial, legal and other services to the NCI and provides payroll and other services to dioceses and other charities with a Church ethos. It is jointly owned by the Council, Church Commissioners and Church of England Pensions Board and each body appoints two of the six directors. The Council's appointees are Canon John Spence and Ven. Sam (Samantha) Rushton. The Archbishops' Council and the General Synod have a number of other committees, commissions and similar bodies that report to them. Details are available on request.

### **Safe Spaces England and Wales**

Safe Spaces England and Wales (Safe Spaces) is a charitable jointly controlled entity between the Archbishops' Council and the Catholic Trust for England and Wales (CaTEW). The Council has the right to appoint two directors. The purpose of Safe Spaces is to provide support for those affected by church related abuse (of any kind), in the form of a helpline, a website providing information and advice to survivors and their families, and up to 10 community-based survivor led therapeutic support groups, both faith-based and secular.

### **Appointments made by the Council to other charities**

The Council has the right to make appointments to certain other Church charities. It appoints two of the 12 trustees of the Church Urban Fund and the Council's Finance Committee also appoints one trustee. The Council appoints six of the 13 trustees of Near Neighbours. The Council's Finance Committee operates two of the 11 trustees of the Whitelands College Foundation.



## Governance | trustees, senior staff and advisors

Membership of the Archbishops' Council from 1 January 2021 and up to the date of this report was as follows:

### Joint Presidents

|   |       |
|---|-------|
| The Most Revd and Rt Hon Justin Welby, Archbishop of Canterbury | (4/6) |
| The Most Revd and Rt Hon Stephen Cottrell, Archbishop of York   | (6/6) |

### Prolocutors of the Lower Houses of the Convocations of Canterbury and York (ex officio)

|  |       |
|--|-------|
| The Revd Canon Simon Butler (Canterbury: to December 2021 )            | (6/6) |
| The Revd Canon Joyce Jones (York: from February 2021 to December 2021) | (4/4) |
| The Van Luke Miller (Canterbury: from December 2021)                   | (0/0) |
| The Revd Canon Chris Newlands (York: to February 2021)                 | (1/1) |
| The Revd Canon Kate Wharton (York: from December 2021)                 | (0/0) |

### Officers of the House of Laity (ex officio)

|   |       |
|---|-------|
| Alison Coulter (Vice-Chair, House of Laity: from January 2022)      | (0/0) |
| Canon Dr James Harrison (Chair, House of Laity)                     | (6/6) |
| Canon Elizabeth Paver (Vice-Chair, House of Laity: to January 2022) | (4/6) |

### Elected by the House of Bishops

|                           |       |
|---------------------------|-------|
| The Rt Revd Paul Butler   | (4/6) |
| The Rt Revd Martin Seeley | (6/6) |

### Elected by the House of Clergy

|  |       |
|--|-------|
| The Revd Dr Ian Paul                                   | (6/6) |
| Revd Canon Tim Goode (from February 2021)              | (5/5) |
| The Revd Prebendary Sarah Schofield (to February 2021) | (1/1) |

### Elected by the House of Laity

|                                      |       |
|--------------------------------------|-------|
| James Cary                           | (6/6) |
| Adrian Greenwood (to January 2021)   | (0/0) |
| Dr Rachel Jepson (from January 2021) | (6/6) |

### Appointed by the Archbishops with the approval of the General Synod

|                     |       |
|---------------------|-------|
| Maureen Cole        | (6/6) |
| Revd Charlotte Cook | (5/6) |
| Mr Joseph Diwakar   | (5/6) |
| Matthew Frost       | (6/6) |
| Canon John Spence   | (6/6) |
| Mark Sheard         | (6/6) |

### A Church Estates Commissioner

|  |       |
|--|-------|
| Loretta Minghella, First Church Estates Commissioner (to September 2021) | (4/5) |
| Alan Smith, First Church Estates Commissioner (from October 2021)        | (1/1) |

(The figures in brackets indicate (i) the number of meetings each member attended in 2021 (ii) the number of meetings each member was eligible to attend.)

## Senior Management Group of the Archbishops' Council

William Nye, Secretary General to the Council and the General Synod  
Mark Arena, Director of Communications  
Revd Canon Dr Malcolm Brown, Director of Mission and Public Affairs (to December 2021),  
Director of Faith and Public Life (from January 2022)  
Becky Clark, Director of Churches and Cathedrals, and  
Acting Director of Central Secretariat and Clerk to the General Synod (from March 2022)  
Debbie Clinton, Director of Renewal and Reform (to December 2021),  
Co-Director of Vision and Strategy (from January 2022)  
Rt Revd Chris Goldsmith, Director of Ministry (to December 2021),  
Director of Ministry Development Team (from January 2022)  
Christine Hewitt-Dyer, Director of People  
Philip James, Head of the Strategy and Development Unit (to December 2021),  
Deputy Director for Diocesan Support (from January 2022)  
Revd Nigel Genders, Chief Education Officer  
Revd Alexander McGregor, Head of the Legal Office and Chief Legal Advisor  
Revd Canon David Male, Director of Evangelism and Discipleship (to December 2021),  
Co-Director of Vision and Strategy (from January 2022)  
Zena Marshall, Acting Director of Safeguarding  
Dr Jacqui Phillips, Clerk to the Synod and Director, Central Secretariat (to April 2022)  
Rosie Slater-Carr, Chief Operating Officer  
David White, Deputy Director of Finance

## Senior staff of Shared Services managed by other NCIs

Stephanie Harrison, Director of Risk Assurance  
Joanna Woolcock, Director of Finance

## Offices and advisors

The Archbishops' Council advisors are listed below. All professional advisor appointments are regularly reviewed.

|                      |  |
|----------------------|--|
| Registered office:   | Church House, Great Smith Street, London SW1P 3AZ. Tel: 020 7898 1000  |
| Investment managers: | CCLA Investment Management Limited, Senator House,<br>85 Queen Victoria Street, London EC2V 4ET<br>Sarasin & Partners LLP, Juxon House, 100 St Paul's Churchyard,<br>London EC4M 8BU |
| Bankers:             | Lloyds Bank plc, 25 Gresham Street, London EC2V 7HN  |
| Solicitors:          | The Legal Office of the National Church Institutions of the Church of England,<br>Church House, Great Smith Street, London SW1P 3AZ  |
| Auditors:            | Crowe LLP, 55 Ludgate Hill, London, EC4M 7JW   |

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# People and Organisation

## Transitioning to hybrid working

Our commitment to the successful achievement of organisational objectives, good stewardship, transparency, and equality requires us to ensure that all our people deliver work of real value. Our new working arrangements support this commitment, whilst embracing our learning from 2020 that the key ingredient in securing this organisational value is trust in our people.

Our *working without walls* initiative brought together training, policy, and some of the practical changes we needed to make to support the transition to hybrid working such as the rollout of a device strategy and the switch to virtual phones using Microsoft Teams.

New hybrid working and home working policies underpin a shift to more flexible working arrangements and drew on extensive consultation with staff. Using a principles-based approach the policies provide a framework that gives people more control over how and where they work, and in doing so, realise the well-publicised benefits this approach brings, including: attracting and retaining experienced, diverse, and valued people; enabling staff to balance work and caring commitments; and a reduction in travel time, travel expenditure, and travel emissions. Workshops for line managers and teams focused on practical and personal skills to support the shift to hybrid working.

## Health and wellbeing

Our buildings remained open during the pandemic for those

colleagues who needed to use them – whether for work or wellbeing reasons – with access carefully managed to minimise the risk to people's health. We continued to provide resources and support for colleagues to help build resilience, reduce stress, and healthy habits during prolonged periods of working from home, including how to maintain boundaries between work and home. Colleagues also have access to a team of chaplains, and 30 mental health first aiders.

## Employee engagement

Over the course of the year, we held ten virtual town hall events. Open to all staff, these sessions are designed to keep staff up to date on news and initiatives from across the NCIs and the wider Church and offer an opportunity to put questions to senior leaders and subject matter experts.

In March we carried out an in-depth employee engagement survey. Over 500 people shared their views about working at the NCIs, with an average positive response to questions measuring advocacy, motivation, and commitment – of 81%. The results highlighted the key drivers of engagement within the NCIs and formed the basis of our 2021 Employee Engagement Action Plan.

## A place where every member of staff feels that they belong

Our aim is for everyone in the NCIs to feel that they belong and are valued for who they are and what they contribute. To achieve this, we are focusing our efforts in four areas: mentoring and learning; leading and signalling; generous

behaviours; and celebrating and storytelling. As part of our generous behaviours work, we opened a conversation across the NCIs, in which around 100 staff participated, on how we can expand our Values, with the aim of agreeing values and behaviours that are shared between NCI staff and trustees.

We also launched a second mentoring scheme with a greater emphasis on creating and supporting relationships across gender, ethnic background, disability status, identity, and generational divides and more broadly between people who bring different skills, experiences, and perspectives. There are 23 mentoring partnerships under this scheme, building on the 33 partnerships under the 2020 developmental mentoring scheme.

We have continued to support our staff networks to bring forward a rolling programme of events and stories that celebrate our common purpose and successes and honour our differences. Each month at least one Belonging and Inclusion related event, story, or blog has taken place or been published.

Our *Coffee Connect* initiative, in which around 60 people participate, continues to run regularly and helped new and longer standing colleagues to develop professional and personal relationships across different NCIs.

The NCI Mental Health First Aiders have regularly hosted open and confidential forums on different themes such as 'Getting back to normal' and 'how can we make the most of time off if we can't get away?'. We also ran a number of resilience webinars and workshops to continue to support colleagues

in dealing with everyday difficulties, obstacles and setbacks.

### **Transforming effectiveness**

A key aspect of the Emerging Church of England programme is the realignment of the operating model of the NCI to enable the Church of England to better serve God's mission. The senior leadership structure for six functional areas (vision and strategy, ministry development, education and growing faith, faith and public life, data services, and buildings) was the focus of the first stage to create 'Simpler NCIs' and was completed in September, followed by team structures and roles in early 2022.

### **Working hand-in-hand with dioceses**

In May 2021 we delivered a new people system for the Church of England. This major project was the result of several years of working together with colleagues in each diocese to gather requirements, agree system design and protocols. The new system holds the data that feeds the publicly available National Register of Clergy and in time it will manage the payment of clergy stipends and pay for NCI employees. The people system is part of a wider programme of work that is bringing people data, systems, and processes together to simplify and bring consistency to, how information is managed.

### **Summary of our people**

At the end of 2021, a total of 125 staff are employed or funded directly by the Archbishops' Council, a 6% decrease from 2020 (133 staff). This decrease was largely due to the movement of the Church and Cathedral Buildings

team to the Church Commissioners. The Council make up 20% of the overall staff at the NCIs.

The Archbishops' Council is a joint employer with the other NCIs. It receives services from Church of England Central Services, which is also a joint employer. The NCIs ended 2021 with 612 employed staff, an increase of 2% in the headcount compared to 2020.

Overall, 103 staff joined the NCIs in 2021, a 7% increase from 2020, with recruitment activity increasing slightly from the low activity caused by the coronavirus pandemic. Overall turnover in 2021 was 16% compared to 9% in 2020, however this was still below to average prior to the pandemic (2019: 19%).

The percentage of people who classed themselves as black or minority ethnic within the Archbishops' Council was 8.5% (2020: 7.8%) compared with overall representation of 15.6% (2020: 15.7%) across the NCIs.

Across the NCIs, the ratio of female to male employees remained static (56% to 44% respectively). The percentage of women in senior positions rose from 41% in 2020 to 42% in 2021. The percentage of people who classed themselves as having a disability was 3.5%, a slightly higher than 2020 (3.3%).

### **Staff remuneration and executive pay**

All the staff of the Archbishops' Council are covered by a unified pay policy that operates across all the NCIs. The policy is designed to ensure the same level of pay for all staff in posts with work of equal value based on eight bands. For certain staff with specialist skills, typically those whose role requires them to hold a professional qualification, a market adjustment may be applied, the value of which

is determined by reference to the lower quartile and median of market related salaries and is subject to annual review.

Staff pay is reviewed annually and any increases as a result of the annual pay negotiations are awarded with effect from 1 January. The NCIs are an accredited Living Wage employer and ensure all staff including apprentices, interns and those on training schemes receive the appropriate living wage for their location.

A number of senior roles, including those of the Chief Executives, sit outside the banding system, as the skill sets required to fulfil the roles are not readily measured within the NCIs' standard job evaluation system. Salaries for these roles are set individually with reference to the wider marketplace. This process is overseen by the Remuneration Committee, comprising senior trustees from each of the main NCIs. In general, these staff can expect the same percentage annual uplift for cost of living as those on the NCI bands.

The amount paid to the highest member of staff in the Council is 7:1 (2020: 7:1) times the salary earned by the lowest paid member of staff and 2:1 (2020: 3:1) times the median salary.

### **Staff pensions**

The staff of the Archbishops' Council are either members of the Church Administrators Pension Fund defined benefit section (if employed before July 2006), or a separate defined contribution arrangement if employed subsequently. Employer contribution rates for the defined contribution scheme range from 8% to 18% depending on age and additional voluntary contributions made.

# Risk Management

The Council reviews the principal and operational risk registers and risk management arrangements of the Archbishops' Council at least annually.

The Archbishops' Council's risk management policy defines its approach to risk management and outlines the roles and responsibilities of members, management, and staff. The Council reviews the principal and operational risk registers and risk management arrangements of the Archbishops' Council at least annually. The Council is in the process of developing its risk appetite statement. The Council is supported by its Audit Committee, which reviews the content of the risk registers and seeks assurance over the adequacy of arrangements in place to manage the risks regularly.

Departments and risk owners are responsible for the identification, assessment, and review of risks to the achievement of their objectives. Risks are prioritised using an agreed scoring methodology and are assessed at an inherent and residual level. The risk management process is facilitated and monitored by the Audit and Risk function. The management of key risks is subject to independent review and assurance through the internal audit process, which reports to the Audit Committee.

2021 has been a challenging year as a result of the on-going COVID-19 pandemic. Whilst these have stretched all organisations and all Church entities, including the Archbishops' Council, the Council has benefited from established risk management and business continuity processes which have mitigated some of the impacts and enabled it to respond effectively to events as they unfolded. During the year the Council began a process of staff re-structuring to increase its efficiency and effectiveness, and to better support the vision and strategy of the Church of England.

The principal areas of risk for the Archbishops' Council, as agreed by the trustees, are as shown in the table illustrated (below and in the pages that follow):

| Principal risk  | Summary of actions and plans to mitigate the risks   |
|---|--|
| <p><b>Vision &amp; Strategy</b></p> <p>Inability to deliver upon the goals of the Vision and Strategy, as strategic initiatives do not achieve the desired growth trajectory.</p> | <p>Consolidation of related Archbishops' Council functions into a single Vision &amp; Strategy team.</p> <p>Development of bold actions and strategic outcomes.</p> <p>Funding allocation criteria have been aligned to the principles of the Vision and Strategy for the 2023-25 triennium.</p> <p>Close working with Bishops Diocesan Secretaries. Development of a Network of Champion Bishops to support the delivery of the Vision and Strategy.</p> <p>Emerging Church of England work underway, which includes Transforming Effectiveness Streams which will look to reduce costs and simplify processes across the NCIs.</p> |

| Principal risk  | Summary of actions and plans to mitigate the risks   |
|---|--|
| <p><b>Younger and More Diverse</b></p> <p>Failure to grow worshipping communities that are younger and more diverse.</p>  | <p>The Archbishops' Anti-Racism Task Force established in 2020 to address inaction in relation to racial justice, published 'From Lament to Action' in April 2021. The report sets out a series of actions for the Church, including the development of a Racial Justice Commission, which was established in 2021.</p> <p>Following the publication of the Living in Love and Faith resources during 2020, the Bishop of London is leading the 'Next Steps Group', tasked with encouraging and supporting churches to engage with the materials throughout 2021 and provide feedback via a dedicated survey. Timing of this step extended due to the pandemic.</p> <p>Development of Growing Faith Foundation initiatives during 2021, which aim to deliver a 15% increase in children and young people who are active disciples in the Church of England.</p> <p>Plans to support dioceses in their work to foster established and new churches reaching a significant number of active young disciples.</p> |
| <p><b>Ministry</b></p> <p>Inability to balance the supply and demand for both clergy and lay ministers, whilst working with Dioceses to provide both the quality and diversity of ministers to support the delivery of mission aim.</p> | <p>Covenant for Clergy Care and Wellbeing adopted by General Synod.</p> <p>Continuing close working with dioceses in relation to resource and financial planning, to ensure sufficient posts for stipendiary curates.</p> <p>Development of proposals and plans on lay leadership.</p> <p>Implementation of family friendly policies.</p> <p>Maintain effective and accessible BAME mentor network capacity.</p> <p>Finalise &amp; implement Resourcing Ministerial Formation proposals.</p> <p>Launch of revised discernment process in 2021, drawing lessons from the temporary online discernment process in 2020.</p> <p>Detailed Review of Clergy Remuneration undertaken and will be discussed by the General Synod in 2022.</p>   |
| <p><b>Safeguarding</b></p> <p>Failure to deliver core safeguarding projects and to properly embed safeguarding policies and practice across the Church.</p>   | <p>NST Programme Board established in June 2021 to monitor progress against projects to deliver a range of safeguarding initiatives including, the IICSA recommendations, Past Case Reviews, and the delivery of a national casework management system.</p> <p>Interim Support Scheme in place to help Survivors in urgent and immediate need.</p> <p>Establishment of Independent Safeguarding Board in September 2021.</p> <p>Delivery of a National Clergy Register in May 2021 which enables clergy, churchwardens, and members of the public to check the bona fides of all clergy with licence or permission to officiate.</p> <p>Development of policies, training, quality assurance and culture change to improve national, diocesan, and local safeguarding capability.</p> <p>Reviewing dioceses and other Church institutions' practices and rolling out of good practice and training.</p>  |



# Risk Management | continued

| Principal risk   | Summary of actions and plans to mitigate the risks   |
|--|--|
| <p><b>People</b><br/>Inability to attract/recruit and/or retain high quality staff with the requisite skills.</p>  | <p>NCI Staff Engagement Survey completed in February 2021. Action plan is closely monitored by Chief Officers of the NCIs.</p> <p>Inclusion &amp; Belonging Strategy developed and 24-month action plan well-underway.</p> <p>Value and Behaviours workshops undertaken during 2021, resulting in the development of a refreshed set of values for staff and trustees.</p> <p>Continued focus on staff well-being with Employee Assistance programme introduced, NCI Mental Health “first-aid” support and additional resilience and mental health training provided in light of Covid-19.</p> <p>Simpler NCIs formal consultation was launched in July 2021 which included proposals affecting a number of Archbishops’ Council teams. Support sessions have been provided to Senior Leaders. Transforming Effectiveness workstreams will serve to reduce costs and simplify processes across the NCIs.</p> |
| <p><b>Organisational Change</b><br/>Competing demands for staff time coupled with the volume of change initiatives, result in the failure to deliver major change programmes, as well as impeding the delivery of significant business as usual strands of work.</p> | <p>Emerging Church Steering Group established to monitor programme and progress made towards key milestones.</p> <p>Dedicated project resource sourced where necessary.</p> <p>Pan NCI Project Review Board established to ensure projects are appropriately prioritised and individual projects are delivered to time, quality and budget.</p> <p>Staff welfare prioritised, with resilience sessions held in 2021. Mental Health First Aiders network in place.</p> <p>Emerging Church of England work underway with a key focus being on delivering simpler governance structures and transforming our national operating model.</p>  |
| <p><b>Financial Pressures</b><br/>Increased financial pressure on the Archbishops’ Council as a result of the Covid-19 pandemic.</p>   | <p>Continued engagement with dioceses and other Church bodies to understand their financial health, particularly the impact Covid-19 has had upon finances. In response to the financial challenges of Covid-19, the Council worked with the Church Commissioners to establish a sustainability funding grant stream to help fund dioceses’ pandemic related lost income.</p> <p>Implementation of National Giving Strategy 2020-25, with further resources being developed to support clergy and laity with digital giving.</p> <p>Budget setting and monitoring, to control expenditure and target resources.</p> <p>Savings identified through Transforming Effectiveness programme.</p>  |

| Principal risk   | Summary of actions and plans to mitigate the risks   |
|--|--|
| <p><b>Governance</b><br/>Complexity of the existing governance structure inhibits the achievement of Archbishops' Council priorities and impacts upon its ability to deliver change at pace.</p> | <p>Board Effectiveness Review undertaken by the Council in 2021 and an associated action plan developed to deliver the recommendations.</p> <p>Establishment of Governance Review Group and issuance of subsequent report and recommendations in September 2021. The main recommendation of the Governance Review Group is to reduce the number of the national governance entities by merging the oversight of most of the Church's national activities into a single body.</p>   |
| <p><b>Reputation</b><br/>Reputational impact around contentious and divisive issues.</p>   | <p>Consolidation of a number of functions to create a more connected approach to interacting with and responding to key stakeholders across policy and government relations, faith relations and externally funded social projects.</p> <p>Dedicated Communications Team and development of revised Communications Strategy.</p>   |
| <p><b>Technology and Business Resilience</b></p>   | <p>Cyber Essentials Plus accreditation secured and key control measures are monitored on an ongoing basis by management.</p> <p>IT Security Awareness rolled out to all staff during 2021.</p> <p>Critical technology infrastructure housed in a remote location.</p> <p>Business Continuity Plan in place for the NCIs, including IT Disaster Recovery.</p> <p>Business Continuity capability tested with new emergency contact system and remote-working day well ahead of the pandemic.</p> <p>Hybrid working successfully implemented during 2021 with the Pan-NCI Covid-19 Business Continuity Group meeting regularly throughout 2021.</p> |

# Independent Auditor's Report

## to the Trustees of the Archbishops' Council

### Opinion

We have audited the financial statements of The Archbishops' Council ("the charity") for the year ended 31 December 2021 which comprise the statement of financial activities, the balance sheet, the cash flow statement and notes to the financial statements, including significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and United Kingdom Accounting Standards, including Financial Reporting Standard 102 *The Financial Reporting Standard applicable in the UK and Republic of Ireland* (United Kingdom Generally Accepted Accounting Practice).

In our opinion, the financial statements:

- give a true and fair view of the state of the Charity's affairs as at 31 December 2021 and of its incoming resources and application of resources for the year then ended;
- have been properly prepared in accordance with United Kingdom Generally Accepted Accounting Practice; and
- have been prepared in accordance with the requirements of the Charities Act 2011.

### Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the Auditor's responsibilities for the audit of the financial statements section of our report. We are independent of the Charity in accordance with the ethical requirements relevant to our audit of the financial statements in the UK, including the FRC's Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

### Conclusions related to going concern

In auditing the financial statements, we have concluded that the Trustees' use of the going concern basis of accounting in the preparation of the financial statements is appropriate.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Charity's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Trustees with respect to going concern are described in the relevant sections of this report.

### Other information

The trustees are responsible for the other information contained within the annual report. The other information comprises the information included in the annual report, other than the financial statements and our auditor's report thereon. Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

Our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements, or our knowledge obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether this gives rise to a material misstatement in the financial statements themselves. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

### **Matters on which we are required to report by exception**

We have nothing to report in respect of the following matters in relation to which the Charities (Accounts and Reports) Regulations 2008 requires us to report to you if, in our opinion:

- the information given in the financial statements is inconsistent in any material respect with the trustees' report; or
- sufficient and proper accounting records have not been kept by the charity; or
- the financial statements are not in agreement with the accounting records and returns; or
- we have not received all the information and explanations we require for our audit.

### **Responsibilities of Trustees**

As explained more fully in the Trustees' responsibilities statement, the Trustees are responsible for the preparation of the financial statements and for being satisfied that they give a true and fair view, and for such internal control as the Trustees determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Trustees are responsible for assessing the Charity's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless the Trustees either intend to liquidate the Charity or to cease operations, or have no realistic alternative but to do so.

### **Auditor's responsibilities for the audit of the financial statements**

We have been appointed as auditor under section 151 of the Charities Act 2011, and report in accordance with the Acts and relevant regulations made or having effect thereunder.

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

Details of the extent to which the audit was considered capable of detecting irregularities, including fraud and non-compliance with laws and regulations are set out below.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at:

**[www.frc.org.uk/auditorsresponsibilities](http://www.frc.org.uk/auditorsresponsibilities).**

This description forms part of our auditor's report.

### ***Extent to which the audit was capable of detecting irregularities, including fraud***

Irregularities, including fraud, are instances of non-compliance with laws and regulations. We identified and assessed the risks of material misstatement of the financial statements from irregularities, whether due to fraud or error, and discussed these between our audit team members. We then designed and performed audit procedures responsive to those risks, including obtaining audit evidence sufficient and appropriate to provide a basis for our opinion.

We obtained an understanding of the legal and regulatory frameworks within which the charity operates, focusing on those laws and regulations that have a direct effect on the determination of material amounts and disclosures in the financial statements. The laws and regulations we considered in this context were the Charities Act 2011 together with the Charities SORP (FRS 102). We assessed the required

compliance with these laws and regulations as part of our audit procedures on the related financial statement items.

In addition, we considered provisions of other laws and regulations that do not have a direct effect on the financial statements but compliance with which might be fundamental to the charity's ability to operate or to avoid a material penalty. We also considered the opportunities and incentives that may exist within the charity for fraud. The laws and regulations we considered in this context for the UK operations were taxation and employment legislation.

Auditing standards limit the required audit procedures to identify non-compliance with these laws and regulations to enquiry of the Trustees and other management and inspection of regulatory and legal correspondence, if any.

We identified the greatest risk of material impact on the financial statements from irregularities, including fraud, to be within the timing of recognition of income and the override of controls by management. Our audit procedures to respond to these risks included enquiries of management, internal audit, and the Audit Committee about their own identification and assessment of the risks of irregularities, sample testing on the posting of journals, reviewing accounting estimates for biases, reviewing regulatory correspondence with the Charity Commission and reading minutes of meetings of those charged with governance.

Owing to the inherent limitations of an audit, there is an unavoidable risk that we may not have detected some material misstatements in the financial statements, even though we have properly planned and performed our audit in accordance with auditing standards. For example, the further removed non-compliance with laws and regulations (irregularities) is from the events and transactions reflected in the financial statements, the less likely the inherently limited procedures required by auditing standards would identify it. In addition, as with any audit, there remained a higher risk of non-detection of irregularities, as these may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal controls. We are not responsible for preventing non-compliance and cannot be expected to detect non-compliance with all laws and regulations.

## **Use of our report**

This report is made solely to the charity's trustees, as a body, in accordance with Part 4 of the Charities (Accounts and Reports) Regulations 2008. Our audit work has been undertaken so that we might state to the charity's trustees those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the charity and the charity's trustees as a body, for our audit work, for this report, or for the opinions we have formed.

## **Crowe U.K. LLP**

Crowe LLP, statutory auditor  
London  
United Kingdom  
Date: 1 April 2022

BDO LLP is eligible for appointment as auditor of the charity by virtue of its eligibility for appointment as auditor of a company under section 1212 of the Companies Act 2006.

BDO LLP is a limited liability partnership registered in England and Wales (with registered number OC305127).





# STATEMENT OF FINANCIAL ACTIVITIES

For the year ended 31 December 2021

|  | Notes | Unrestricted Funds | Restricted Funds | Endowment Funds | Total 2021<br>£'000 | Total 2020 **<br>£'000 |
|--|-------|--------------------|------------------|-----------------|---------------------|------------------------|
| <b>Income from:</b>  |       |                    |                  |                 |                     |                        |
| Grants, donations and legacies                                   | 2     | 11,783             | 113,097          | 713             | <b>125,593</b>      | <b>143,715</b>         |
| Charitable activities  | 3     | 2,398              | 1                | -               | <b>2,399</b>        | <b>2,643</b>           |
| Investment income  | 4     | -                  | 3                | 99              | <b>102</b>          | <b>116</b>             |
| <b>Total income</b>  |       | <b>14,181</b>      | <b>113,101</b>   | <b>812</b>      | <b>128,094</b>      | <b>146,474</b>         |
| <b>Expenditure on:</b>   |       |                    |                  |                 |                     |                        |
| Charitable activities  | 5     | (15,360)           | (113,266)        | (116)           | <b>(128,742)</b>    | <b>(148,272)</b>       |
| <b>Total expenditure</b>   |       | <b>(15,360)</b>    | <b>(113,266)</b> | <b>(116)</b>    | <b>(128,742)</b>    | <b>(148,272)</b>       |
| <b>Total income less expenditure before gains on investments</b> |       | <b>(1,179)</b>     | <b>(165)</b>     | <b>696</b>      | <b>(648)</b>        | <b>(1,798)</b>         |
| <b>Gains on investments</b>                                      | 10    | 198                | 30               | 4,236           | <b>4,464</b>        | <b>3,145</b>           |
| <b>Net (expenditure) / income</b>                                |       | <b>(981)</b>       | <b>(135)</b>     | <b>4,932</b>    | <b>3,816</b>        | <b>1,347</b>           |
| Transfers between funds  | 14    | 2,201              | -                | (2,201)         | -                   | -                      |
| <b>Net movement in funds</b>                                     |       | <b>1,220</b>       | <b>(135)</b>     | <b>2,731</b>    | <b>3,816</b>        | <b>1,347</b>           |
| <b>Total funds at 1 January</b>                                  | 14    | 6,852              | 7,193            | 35,685          | <b>49,730</b>       | <b>48,383</b>          |
| <b>Total funds at 31 December</b>                                | 14    | <b>8,072</b>       | <b>7,058</b>     | <b>38,416</b>   | <b>53,546</b>       | <b>49,730</b>          |

The income, expenditure and other recognised gains and losses all relate to continuing operations, none of which were acquired during the year.

The notes on pages 58 to 80 form part of these financial statements.

\*\* See following page for full breakdown of the prior year's Statement of Financial Activities.

# STATEMENT OF FINANCIAL ACTIVITIES

For the year ended 31 December 2020

|  | Notes | Unrestricted<br>Funds<br>£'000 | Restricted<br>Funds<br>£'000 | Endowment<br>Funds<br>£'000 | <b>Total<br/>2020<br/>£'000</b> |
|--|-------|--------------------------------|------------------------------|-----------------------------|---------------------------------|
| <b>Income from:</b>  |       |                                |                              |                             |                                 |
| Grants, donations and legacies                                       | 2     | 12,412                         | 131,303                      | -                           | <b>143,715</b>                  |
| Charitable activities  | 3     | 2,484                          | 159                          | -                           | <b>2,643</b>                    |
| Investment income  | 4     | 4                              | 12                           | 100                         | <b>116</b>                      |
| <b>Total income</b>  |       | <b>14,900</b>                  | <b>131,474</b>               | <b>100</b>                  | <b>146,474</b>                  |
| <b>Expenditure on:</b>   |       |                                |                              |                             |                                 |
| Charitable activities  | 5     | (15,359)                       | (132,604)                    | (309)                       | <b>(148,272)</b>                |
| <b>Total expenditure</b>   |       | <b>(15,359)</b>                | <b>(132,604)</b>             | <b>(309)</b>                | <b>(148,272)</b>                |
| <b>Total income less expenditure<br/>before gains on investments</b> |       | <b>(459)</b>                   | <b>(1,130)</b>               | <b>(209)</b>                | <b>(1,798)</b>                  |
| <b>Gains on investments</b>  | 10    | 141                            | -                            | 3,004                       | <b>3,145</b>                    |
| <b>Net (expenditure) / income</b>                                    |       | <b>(318)</b>                   | <b>(1,130)</b>               | <b>2,795</b>                | <b>1,347</b>                    |
| Transfers between funds  | 14    | 1,452                          | -                            | (1,452)                     | -                               |
| <b>Net movement in funds</b>   |       | <b>1,134</b>                   | <b>(1,130)</b>               | <b>1,343</b>                | <b>1,347</b>                    |
| <b>Total funds at 1 January</b>                                      | 13    | <b>5,718</b>                   | <b>8,323</b>                 | <b>34,342</b>               | <b>48,383</b>                   |
| <b>Total funds at 31 December</b>                                    | 13    | <b>6,852</b>                   | <b>7,193</b>                 | <b>35,685</b>               | <b>49,730</b>                   |

The income, expenditure and other recognised gains and losses all relate to continuing operations, none of which were acquired during the year.

The notes on pages 58 to 80 form part of these financial statements.

# BALANCE SHEET

As at 31 December 2021

|  | Notes | 2021<br>£'000  | 2020<br>£'000  |
|--|-------|----------------|----------------|
| <b>Fixed assets</b>  |       |                |                |
| Investments  | 10    | 40,496         | 35,671         |
| Programme related investments                                  | 11    | 3,699          | 3,225          |
| Intangible fixed assets  | 12    | 213            | -              |
| <b>Total fixed assets</b>                                      |       | <b>44,408</b>  | <b>38,896</b>  |
| <b>Current assets</b>  |       |                |                |
| Debtors: amounts due within one year                           | 13    | 44,105         | 38,644         |
| Cash equivalents   |       | 4,192          | 10,692         |
| Cash at bank and in hand                                       |       | 5,884          | 8,676          |
| <b>Total current assets</b>                                    |       | <b>54,181</b>  | <b>58,012</b>  |
| <b>Non-current assets</b>                                      |       |                |                |
| Debtors: amounts due after one year                            | 13    | 96,246         | 94,595         |
| <b>Current liabilities</b>                                     |       |                |                |
| Creditors: amounts falling due within one year                 | 14    | (43,901)       | (45,478)       |
| <b>Net current assets</b>                                      |       | <b>10,280</b>  | <b>12,534</b>  |
| <b>Total assets less current liabilities</b>                   |       | <b>150,934</b> | <b>146,025</b> |
| <b>Non-current liabilities</b>                                 |       |                |                |
| Creditors: amounts falling due after one year                  | 14    | (96,246)       | (94,536)       |
| <b>Net assets excluding pension deficit recovery liability</b> |       | <b>54,688</b>  | <b>51,489</b>  |
| Defined benefit pension scheme liability                       | 16    | (1,142)        | (1,759)        |
| <b>Total net assets</b>  |       | <b>53,546</b>  | <b>49,730</b>  |
| <b>Funds of the charity</b>                                    |       |                |                |
| Unrestricted funds:  |       |                |                |
| General fund   | 15    | 2,532          | 2,334          |
| Designated funds   | 15    | 6,682          | 6,277          |
| Pension deficit reserve  | 15    | (1,142)        | (1,759)        |
| <b>Total unrestricted funds</b>                                |       | <b>8,072</b>   | <b>6,852</b>   |
| Restricted funds   | 15    | 7,058          | 7,193          |
| Endowment funds  | 15    | 38,416         | 35,685         |
| <b>Total funds of the charity</b>                              |       | <b>53,546</b>  | <b>49,730</b>  |

The financial statements were approved by The Archbishops' Council on 24 March 2022 and signed on its behalf by:

**The Most Reverend and Rt Hon Justin Welby, Archbishop of Canterbury**

**Chair of the Audit Committee, Maureen Cole**

The notes on pages 58 to 80 form part of these financial statements.

# CASH FLOW STATEMENT

For the year ended 31 December 2021

|   | 2021<br>£'000  | 2020<br>£'000 |
|---|----------------|---------------|
| <b><i>Cash flow from operating activities:</i></b>                            |                |               |
| <b>Net income for the year (as per the statement of financial activities)</b> | 3,816          | 1,347         |
| Gains on investments  | (4,464)        | (3,145)       |
| Investment income   | (102)          | (116)         |
| Increase in debtors   | (7,112)        | (20,625)      |
| Increase in creditors   | 133            | 29,126        |
| Decrease in pension liability   | (617)          | (645)         |
| <b>Net cash flow (used in) / generated by operating activities</b>            | <b>(8,347)</b> | <b>5,942</b>  |
| <b>Cash flows from investing activities</b>                                   |                |               |
| Investment income   | 102            | 116           |
| Purchase of fixed asset investments   | (834)          | -             |
| Sale of fixed asset investments   | -              | 4,112         |
| Purchase of intangible fixed asset  | (213)          | -             |
| <b>Net cash flow provided by investing activities</b>                         | <b>(945)</b>   | <b>4,228</b>  |
| <b>Change in cash and cash equivalents in the year</b>                        | <b>9,292</b>   | <b>10,170</b> |
| Cash and cash equivalents at the start of the year                            | 19,368         | 9,198         |
| <b>Cash and cash equivalents at the end of the year</b>                       | <b>10,076</b>  | <b>19,368</b> |
| <b><i>Analysis of cash and cash equivalents and net debt</i></b>              |                |               |
| Cash equivalents  | 4,192          | 10,692        |
| Cash at bank and in hand  | 5,884          | 8,676         |
| <b>Total cash and cash equivalents and net debt</b>                           | <b>10,076</b>  | <b>19,368</b> |

The notes on pages 58 to 80 form part of these financial statements.

# NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

## 1. Accounting policies

### (a) Legal status

The Archbishops' Council is a statutory body established by the National Institutions Measure 1998 and was registered as a charity on 25 March 1999.

### (b) Basis of preparation

The charity's financial information has been prepared in accordance with:

- Financial Reporting Standard 102: The Financial Reporting Standard applicable in the UK and Republic of Ireland ("FRS 102");
- Accounting and Reporting by Charities: Statement of Recommended Practice applicable to charities preparing their accounts in accordance with the Financial Reporting Standard applicable in the UK and Republic of Ireland (FRS 102) ("the SORP"); and
- the Charities Act 2011.

The Council meets the definition of a Public Benefit Entity ("PBE") as set out in FRS 102, and therefore applies the PBE prefixed paragraphs in FRS 102. The financial information has been prepared on the historical cost basis (except for the revaluation of investments) and on the accruals basis.

### (c) Significant judgements and estimates

The Council's key judgements and estimates, which have a significant effect on the amounts recognised in the financial statements, are described in the accounting policies and are summarised below:

- Pension deficit liabilities - estimations surrounding the recognition of the Charity's defined benefit pension deficit liabilities. Further details are disclosed in notes 1(j) and 14.
- Carrying value of programme related investments – Judgment will be applied in ascertaining whether or not indicators of impairment exist at year end and if so, what the impairment figure should be.
- Value of debtors and creditors due after more than one year – A judgement is applied in determining the appropriate discount rate to apply. Further details are disclosed in note 1(g). If the discount rate were to increase by 0.25%, the value of debtors and creditors would decrease by £708,000.
- The split between short and long term liabilities – Judgment is applied in ascertaining the likely cash flow in relation to grant payments to dioceses, on an annual basis. This is based on historic annual spend levels and adjusted for delays in anticipated expenditure as a result of COVID-19.

### (d) Going concern

The trustees have reasonable expectation that the Council has adequate resources and cash flows to meet spending commitments for the foreseeable future. Accordingly, they continue to adopt the going concern basis of accounting in preparing the annual report and accounts. The Council has evaluated the nature of its key sources of income, particularly including distributions made by the Church Commissioners, apportionment contributions made by dioceses and grants from other bodies. It has considered the charity's ability to withstand a material fall in income and the mitigating actions which could be taken in such a scenario including the types of expenditure which could be reduced or delayed. It has also analysed the strength of the available reserves and liquid assets, including modelling the effect of a significant reduction in investment values. The Council considers that it has sufficient reserves to withstand such an eventuality, taking account of restricted funds with sufficiently broad purposes to fund the majority of the Council's operating expenditure.

With respect to the next reporting period, the most significant areas of uncertainty that affect the carrying value of assets held by the Charity are the level of investment return and the performance of investment markets (see the "Investment Policy and use of Restricted Funds" and "Risk Management" sections of the trustees' annual report for more information).

### (e) Funds structure

#### *Unrestricted funds*

General Funds are funds of the Council which can be used for its general charitable objects to coordinate, promote, aid and further the work and mission of the Church of England.

Designated Funds are funds which the Council has earmarked for a particular purpose. There are no legally binding restrictions on them and the Council is free to re-designate these funds should this be appropriate. The purpose of each designated fund is disclosed in the statement of funds (note 15).

# NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

## 1. Accounting policies (continued)

### **Restricted funds**

Restricted Funds are subject to specific conditions imposed by the donor, these conditions being legally binding upon the Council.

### **Endowment funds**

Permanent endowment funds are created when a sum of money is received from a donor who specifies that it must not be spent as if it were income. Usually the donor will instruct that the sum of money must be invested, and the income generated must be spent on certain specified purposes.

Expendable endowment funds are sums of money donated where there is a power to convert the capital of the fund to income at the trustees' discretion.

Further details of each fund are shown in note 15.

### **(f) Income recognition**

All income is recognised when the Council is legally entitled to the income, it is probable the income will be received, and the amount can be measured reliably.

Pecuniary legacies are recognised as receivable once probate has been granted and notification has been received. Residuary legacies are recognised as receivable once probate has been granted, it is confirmed that there are sufficient assets to pay the legacy, and there are no conditions attached to the legacy that are outside the control of the Council. Values are reviewed and adjusted up to the point of accounts approval.

### **(g) Grant recognition**

An agreement is in place whereby the Church Commissioners provide funding to match the grant payments made to dioceses. As a result, income is accrued at the year-end (note 13) to match the Council's grant commitment to the dioceses (note 14).

Grants awarded are recognised when a firm commitment to provide funding is made and there is evidence of a constructive obligation to the beneficiary. Details of the Council's grant making activities are outlined in note 6. Any ministry training maintenance grants for the Lent term of the following year, paid in the current year, are accounted for as prepayments.

The long-term debtor and creditor balances are discounted to present value. The discount rate applied uses Bank of England spot curve data to calculate the expected future yield on the assets earmarked for making these grant payments.

### **(h) Expenditure recognition**

Expenditure and liabilities are recognised when a legal or constructive obligation exists to make payment to a third party, it is probable that settlement will be required and the amount of the obligation can be measured reliably. All expenditure is accounted for on an accruals basis.

The Council's expenditure on charitable activities is described in note 5. Grants awarded (note 6) are allocated directly to activities. Direct costs (note 7) and support costs (note 8) are apportioned according to an activity-based time split.

Investment managers' fees are not disclosed within expenditure. The Council's investments are principally held in collective investment schemes. Fees levied on the schemes are allocated by the schemes to income and capital prior to distribution to fund holders, therefore investment income and realised gains are shown net of applicable fees.

### **(i) Fixed assets**

#### **Investments: Investment funds (note 10)**

Investment funds are a form of basic financial instrument and are initially recognised at their transaction value and subsequently measured at their fair value as at the balance sheet date using the closing quoted market price. Net gains and losses arising on revaluation and disposals throughout the year are recognised in the SOFA. The Council does not acquire put options, derivatives or other complex financial instruments.

All investments are invested on an accumulation basis (except for investments held within permanent endowment funds).

# NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

## 1. Accounting policies (continued)

### **Investments: Programme related investments (note 11)**

The Council recognises its programme related investments at their initial cost, less any impairments.

### **(j) Pensions**

Staff pensions are described in note 16. Defined benefit schemes are considered to be multi-employer schemes as described in FRS 102 paragraph 28.11 as assets cannot be accurately allocated between the member organisations. Consequently the schemes are accounted for as if they were defined contribution schemes, where employer contributions payable in the year are charged to expenditure. The National Church Institutions' (NCIs) pension scheme liability is calculated by actuaries Lane Clark and Peacock (LCP) LLP. The Church of England Pensions Board took advice from LCP and have determined the method and assumptions to use for this valuation in consultation with the employers. The valuation adopts the 'projected unit method', under which the technical provisions are calculated as the amount of assets required as at the valuation date to meet the projected benefit cash flows, based on benefits accrued to the valuation date and the various assumptions made.

The pension fund faces a number of risks. In particular, the actual returns on the fund's assets may prove to be higher or lower than those anticipated in the calculation of the technical provisions. The greater the returns anticipated, the greater is the chance that actual returns will be lower, leading to the need for additional employer contributions in the future. Similarly, there is the risk that the other assumptions adopted are not borne out by future experience. A liability is recorded within provisions for any contractual commitment to fund past service deficits.

### **(k) Leases**

Rent paid in relation to operating leases is charged to the SOFA in equal amounts over the period of the lease. All leases are operating leases as the risks and rewards of ownership have not transferred to the Council.

### **(l) Taxation**

The Council, as a registered charity, is exempt from taxation on its income and gains falling within Part 11 of the Corporation Tax Act 2010 or section 256 of the Taxation of Chargeable Gains Act 1992 to the extent that they are applied to their charitable purposes.

In common with many other charities, the Council is unable to recover the entirety of Value Added Tax (VAT) incurred on expenditure. The amount of VAT that cannot be recovered is included within the underlying cost to which it relates.

### **(m) Related parties**

The Church of England is governed by a large number of legally independent bodies in its parishes, cathedrals and dioceses as well as at national level. These bodies, with the exception of those set out below, are not related parties as defined in the Charities SORP or Section 33 of FRS 102. Transactions and balances with these bodies are accounted for in the same way as other transactions and, where material, are separately identified in the notes to the financial statements.

The Council, together with the Church Commissioners and the Church of England Pensions Board are equal partners in Church of England Central Services (ChECS), a joint venture (jointly controlled entity). The Council's interest in ChECS is not consolidated as the Council is not a group. Any balances owing to or from ChECS are recorded in debtors/creditors. Further detail is provided in note 19.

The Council is also a related party to the following pension funds, operated by the Church of England Pensions Board: Church of England Funded Pension Scheme; Church Administrators Pension Fund, Church Workers Pension Fund. Details about the pension funds, including contributions paid, are given in note 16.

The Council, together with the Catholic Trust for England and Wales, jointly controls Safe Spaces England and Wales which meets the definition of a programme related investment. Further information is given in notes 10 and 19.

### **(n) Cash at bank and in hand and cash equivalents.**

Cash at bank and in hand includes deposits which can be withdrawn within 24 hours without penalty. Cash equivalents include deposits which have a maturity period of 3 months or less and are not subject to significant risk of changes in value.



## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 2. Income from grants, donations and legacies

|   | Unrestricted<br>Funds<br>£'000 | Restricted<br>Funds<br>£'000 | Endowment<br>Funds<br>£'000 | Total<br>2021<br>£'000 | Unrestricted<br>Funds<br>£'000 | Restricted<br>Funds<br>£'000 | Total<br>2020<br>£'000 |
|---|--------------------------------|------------------------------|-----------------------------|------------------------|--------------------------------|------------------------------|------------------------|
| Grants received from:                               |                                |                              |                             |                        |                                |                              |                        |
| Church Commissioners                                | 1,404                          | 84,441                       | -                           | 85,845                 | 1,000                          | 95,052                       | 96,052                 |
| The Pilgrim Trust                                   | -                              | 334                          | -                           | 334                    | -                              | 75                           | 75                     |
| Cathedral and Major Churches<br>Grant Scheme        | -                              | 4,418                        | -                           | 4,418                  | -                              | 10,083                       | 10,083                 |
| Corporation of the Church House                     | -                              | 1,752                        | -                           | 1,752                  | -                              | 1,752                        | 1,752                  |
| Others  | 44                             | 3,632                        | -                           | 3,676                  | 88                             | 481                          | 569                    |
| Discounting adjustment                              | -                              | (3,083)                      | -                           | (3,083)                | -                              | 1,598                        | 1,598                  |
| <b>Total grants received</b>                        | <b>1,448</b>                   | <b>91,494</b>                |                             | <b>92,942</b>          | <b>1,088</b>                   | <b>109,041</b>               | <b>110,129</b>         |
| Contributions from dioceses                         | 10,315                         | 21,144                       | -                           | 31,459                 | 11,095                         | 21,830                       | 32,925                 |
| Legacies  | 22                             | 40                           | 713                         | 775                    | 215                            | -                            | 215                    |
| Other donations                                     | (2)                            | 419                          | -                           | 417                    | 14                             | 432                          | 446                    |
| <b>Total income from donations<br/>and legacies</b> | <b>11,783</b>                  | <b>113,097</b>               | <b>713</b>                  | <b>125,593</b>         | <b>12,412</b>                  | <b>131,303</b>               | <b>143,715</b>         |

#### Grant income from the Church Commissioners

Restricted grant income from the Church Commissioners is used by the Council to support investment in the spiritual and numerical growth of the Church, with funds earmarked for the support and development of mission in the lowest income communities, and for new growth opportunities in the Church. As of 2020, new grant streams have provided for (amongst other things) a national strategy to promote generosity, a strategic transformation programme for dioceses, and sustainability funding to support dioceses through the ongoing financial impact of the pandemic (see note 6 for details).

#### Cathedral and Major Churches Grant Scheme

Grant funding totalling £4.3 million (2020: £10 million), along with an additional amount to cover administrative costs, has been awarded to the Archbishops' Council from the Government's Cultural Recovery Fund, to be spent on 21 cathedral and major church projects before June 2022 (2020: to be spent on 68 cathedral and major church projects before April 2021).

For related grant expenditure, see notes 5 and 6(d) for further information.

#### Grant from Corporation of the Church House

The Corporation awarded the Council grants of £1.75 million in 2021 (2020: £1.75 million) which the Council used to support its Safeguarding work.

#### Discounting adjustment

The adjustment shown is the difference between the discounting required on grants receivable at the beginning and end of the financial year. The principal reason for changes in the discounting adjustment shown above is changes in the discount rates used.

### 3. Income from charitable activities

|  | Unrestricted<br>Funds<br>£'000 | Restricted<br>Funds<br>£'000 | Endowment<br>Funds<br>£'000 | Total<br>2021<br>£'000 | Unrestricted<br>Funds<br>£'000 | Restricted<br>Funds<br>£'000 | Endowment<br>Funds<br>£'000 | Total<br>2020<br>£'000 |
|--|--------------------------------|------------------------------|-----------------------------|------------------------|--------------------------------|------------------------------|-----------------------------|------------------------|
| Accommodation – income<br>from sub-tenants         | 1,446                          | -                            | -                           | 1,446                  | 1,602                          | -                            | -                           | 1,602                  |
| Church House Publishing                            | 412                            | -                            | -                           | 412                    | 338                            | -                            | -                           | 338                    |
| Conferences and courses                            | 30                             | -                            | -                           | 30                     | 34                             | -                            | -                           | 34                     |
| Other income                                       | 510                            | 1                            | -                           | 511                    | 510                            | 159                          | -                           | 669                    |
| <b>Total income from charitable<br/>activities</b> | <b>2,398</b>                   | <b>1</b>                     | <b>-</b>                    | <b>2,399</b>           | <b>2,484</b>                   | <b>159</b>                   | <b>-</b>                    | <b>2,643</b>           |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 4. Income from investments

|                                      | Unrestricted Funds | Restricted Funds | Endowment Funds | Total 2021 | Unrestricted Funds | Restricted Funds | Endowment Funds | Total 2020 |
|--------------------------------------|--------------------|------------------|-----------------|------------|--------------------|------------------|-----------------|------------|
|                                      | £'000              | £'000            | £'000           | £'000      | £'000              | £'000            | £'000           | £'000      |
| Dividends                            | -                  | -                | 98              | 98         | -                  | -                | 100             | 100        |
| Interest on cash and deposit funds   | -                  | 3                | 1               | 4          | 4                  | 12               | -               | 16         |
| <b>Total income from investments</b> | <b>-</b>           | <b>3</b>         | <b>99</b>       | <b>102</b> | <b>4</b>           | <b>12</b>        | <b>100</b>      | <b>116</b> |

### 5. Expenditure on charitable activities

|                                     | Grants awarded | Direct costs  | Support costs | Total 2021     | Grants awarded | Direct costs  | Support costs | Total 2020     |
|-------------------------------------|----------------|---------------|---------------|----------------|----------------|---------------|---------------|----------------|
|                                     | Note 6         | Note 7        | Note 8        | £'000          | £'000          | £'000         | £'000         | £'000          |
| <b>Charitable objective</b>         | <b>£'000</b>   | <b>£'000</b>  | <b>£'000</b>  | <b>£'000</b>   | <b>£'000</b>   | <b>£'000</b>  | <b>£'000</b>  | <b>£'000</b>   |
| Evangelism                          | 12,877         | 2,300         | 783           | 15,960         | 25,132         | 1,937         | 926           | 27,995         |
| Discipleship                        | -              | 1,033         | 525           | 1,558          | -              | 800           | 583           | 1,383          |
| Ministry                            | 67,766         | 2,422         | 825           | 71,013         | 62,868         | 2,441         | 1,136         | 66,445         |
| Common good                         | 49             | 1,860         | 606           | 2,515          | -              | 1,660         | 755           | 2,415          |
| Education                           | 135            | 515           | 155           | 805            | 90             | 568           | 241           | 899            |
| Resources for the Church            | 25,341         | 1,099         | 1,074         | 27,514         | 39,721         | 1,033         | 1,216         | 41,970         |
| Safeguarding                        | 968            | 4,350         | 1,356         | 6,674          | 393            | 2,616         | 1,203         | 4,212          |
| Governance for the Church           | -              | 1,074         | 845           | 1,919          | -              | 1,298         | 1,054         | 2,352          |
| A Church for all people             | -              | 569           | 215           | 784            | -              | 387           | 214           | 601            |
| <b>Total charitable expenditure</b> | <b>107,136</b> | <b>15,222</b> | <b>6,384</b>  | <b>128,742</b> | <b>128,204</b> | <b>12,740</b> | <b>7,328</b>  | <b>148,272</b> |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 6. Grant making

A full list of grants awarded to institutions is available on the website: [www.churchofengland.org](http://www.churchofengland.org).

Long-term grant funding is discounted to reflect the net present value of future payments. The discount rate used varies based on the time until the creditor is due to be settled.

#### a) Evangelism

|   | 2021          | 2020          |
|---|---------------|---------------|
|   | £'000         | £'000         |
| <b>Strategic development funding to 8 dioceses (2020: 8)</b>        | <b>14,119</b> | <b>22,562</b> |
| <b>Other Evangelism grants awarded:</b>                             |               |               |
| SDF Non-Diocesan grants   | -             | -             |
| Grants awarded from the Mission Agencies Pension Contributions Fund | 517           | 661           |
| Grants awarded to Church Urban Fund                                 | 203           | 203           |
| Other institutions  | 380           | 106           |
| Total grants awarded for Evangelism before discounting              | 15,219        | 23,532        |
| Discounting adjustment  | (2,342)       | 1,600         |
| <b>Total grants awarded for Evangelism</b>                          | <b>12,877</b> | <b>25,132</b> |

Grants for Evangelism were distributed to dioceses under the Strategic Development Funding (SDF) stream. This funding for new growth opportunities aims to support major change projects which fit with dioceses' strategic plans. Dioceses are accountable to the Council in respect of these grants and provide details of how they have spent the grants.

The Church Commissioners are statutorily required under the Church of England Pensions Measure 2018 to meet the pension costs of clergy who are employed by those mission agencies which were Church of England members of the Partnership for World Mission at the time the Measure was passed. By agreement, the Council met the full cost of this liability, which was £517,000 (2020: £661,000). The contribution was made in respect of an average number of clergy of 61 in 2021 (2020: 69).

#### b) Ministry

|   | 2021          | 2020          |
|---|---------------|---------------|
|   | £'000         | £'000         |
| Lowest Income Communities (LInC) funding (to 27 dioceses (2020: 27))  | 27,354        | 26,442        |
| Transitional funding (2017-2026) (to 18 dioceses (2020: 20))  | 6,704         | 8,261         |
| Grants for ministry training (to 10 individuals and 64 institutions (2020: 21 individuals and 75 institutions)) | 16,604        | 17,190        |
| Grants for clergy retirement housing (to the Church of England Pensions Board)                                  | 5,431         | 5,299         |
| Strategic Ministry Funding (to 25 dioceses (2020: 21 dioceses))   | 11,297        | 5,446         |
| Other grants  | 566           | 234           |
| Total grants awarded for Ministry before discounting  | 67,956        | 62,872        |
| Discounting adjustment  | (190)         | (4)           |
| <b>Total grants awarded for Ministry</b>  | <b>67,766</b> | <b>62,868</b> |

# NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

## 6. Grant making (continued)

### b) Ministry (continued)

LInC funding provides funding for mission in communities with the lowest incomes. The distribution of funds is formula-based - the allocation method begins by assessing the average income of the residents of each diocese. The funding goes to dioceses whose residents have an income below the national average. The Council has provided dioceses with an illustration of the sums it hopes to be able to grant in Lowest Income Communities Funding and Transition Funding in 2022 (£28.3m and £5.3m respectively). It was communicated to dioceses that these grants will only be made if the Church Commissioners provide the Council with the necessary funding in the year, and so these amounts are not included as liabilities within the financial statements.

Transition funding is distributed (at a declining rate over ten years from 2017) to dioceses whose funding for the support of the lowest income communities is less than under the previous 'Darlow' grant funding method which ended in 2016.

Grants awarded for ministry training have been paid to Dioceses since September 2017. Ordinands entering training now have their tuition fees and some allowances paid for by a block grant, given to dioceses according to the number and ages of their ordinands, irrespective of their pathway choice. Grant funding for Ministry training is recognised and paid over a period of up to three years, subject to successful completion of each term of training. Accordingly, the value of grant funding recognised in the year represents funding awarded for the period to the end of December 2021. If all ordinands in training at 31 December 2021 were to complete their training, the Council would award a further £22.8 million in grants over the next 2.5 years. This is expected to be funded from future years' Training for Ministry diocesan apportionment income.

The Archbishops' Council provides funding to the Church of England Pensions Board to enable it to offer subsidised housing to retired clergy. The grant helps funds the repair, maintenance and other costs associated with properties available for retired clergy to rent or occupy under licence.

Strategic Ministry Funding is intended to provide financial support to dioceses for growth in the number of clergy, including support for pensions and housing, in a tailored manner so that it is proportionately higher for those dioceses that need it most.

The Additional Ordinands Funding is intended to meet costs of training the incremental increase in ordinands throughout the next triennium, supporting dioceses to deliver the Church wide goal of providing for future ordained ministry through increasing the number of ordinands by 50%.

### c) Common Good

|   | 2021      | 2020     |
|---|-----------|----------|
|   | £'000     | £'000    |
| Environmental projects grants (12 grants to 12 dioceses (2020: 0 grants to 0 dioceses)) | 49        | -        |
| <b>Total grants awarded for the Common Good</b>   | <b>49</b> | <b>-</b> |

These are grants awarded to dioceses for various projects including working towards net zero carbon, land and bio diversity, worship and teaching, and community engagement.

### d) Education

|   | 2021       | 2020      |
|---|------------|-----------|
|   | £'000      | £'000     |
| Church Colleges of Education Fund         | 10         | 75        |
| Other                                     | 125        | 15        |
| <b>Total grants awarded for Education</b> | <b>135</b> | <b>90</b> |

The Church Colleges of Education Fund provides funds to advance education by promoting the effectiveness of Church of England Colleges of Higher Education and Universities.

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 6. Grant making (continued)

#### e) Resources for the Church

|   | 2021          | 2020          |
|---|---------------|---------------|
|   | £'000         | £'000         |
| <b>Grants awarded from the Grants and Provisions Fund:</b>  |               |               |
| Anglican Communion Office   | 626           | 626           |
| Churches Together in England  | 150           | 150           |
| Other institutions  | 216           | 216           |
| <b>Total grants awarded from the Grants and Provisions Fund</b>   | <b>992</b>    | <b>992</b>    |
| <b>Grants awarded for development of Church buildings for worship and service:</b>  |               |               |
| Grants funded by the Pilgrim Trust (to 103 institutions (2020: 109 institutions))   | 190           | 169           |
| Grants funded by the Cathedral and Major Churches Grant Scheme (to 21 cathedrals/ institutions (2020: 68 cathedrals/ institutions)) | 4,480         | 9,933         |
| Other cathedral grants  | 33            | 29            |
| <b>Total grants awarded for development of Church buildings for worship and service</b>   | <b>4,703</b>  | <b>10,131</b> |
| <b>Other grants awarded:</b>  |               |               |
| Parish Giving Scheme  | -             | 579           |
| Strategic Transformation Funding (to 11 dioceses (2020: 15 dioceses and one non diocese ))  | 8,935         | 11,407        |
| National Giving Strategy (to 18 dioceses (2020: 11 dioceses))   | 1,963         | 1,524         |
| Sustainability Funding (to 17 dioceses (2020: 24 dioceses))   | 9,299         | 14,922        |
| Other grants  | -             | 166           |
| <b>Total grants awarded for Resources for the Church before discounting</b>   | <b>25,892</b> | <b>39,721</b> |
| Discounting adjustment  | (551)         | -             |
| <b>Total grants awarded for Resources for the Church</b>  | <b>25,341</b> | <b>39,721</b> |

The Cathedral and Major Churches Grant Scheme was awarded to the Archbishops' Council from the Government's Cultural Recovery Fund, to be administered by an Expert Panel.

Strategic Transformation Funding is for those dioceses facing financial difficulties wishing to undertake major restructuring programmes in order to better align with their strategic plans and make a significant difference to their mission and financial strength, in turn supporting the Church's sustainable growth.

The National Giving Strategy funding is to support a new strategy over the next five years to encourage giving and generosity in churches. Grants are awarded to dioceses to help them implement this strategy.

Sustainability Funding grants are awarded to dioceses to help mitigate the loss of income caused by the COVID-19 pandemic.

#### f) Safeguarding

|   | 2021       | 2020       |
|---|------------|------------|
|   | £'000      | £'000      |
| Past Cases Review 2 (12 grants to 12 dioceses (2020: 7 grants to 7 dioceses)) | 257        | 126        |
| Interim support scheme (84 grants to 44 people (2020:10 grants to 10 people)) | 711        | 267        |
| <b>Total grants awarded for Safeguarding</b>                                  | <b>968</b> | <b>393</b> |

All 42 dioceses in the Church of England have been asked to conduct a review of past safeguarding cases, to build on the work of the previous past cases review which took place between 2007 and 2009 and was deemed not to be

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 6. Grant making (continued)

comprehensive enough. The Council has agreed to grant 50% of the total costs of such a review up to a maximum of £30,000 per diocese.

The Survivor Support Scheme was established in 2020 to provide emergency support to survivors of Church-related abuse.

### 7. Direct costs

| Charitable objective      | Administration and central office costs | Department running costs | 2021 Total    | Administration and central office costs | Department running costs | 2020 Total    |
|---------------------------|---|--------------------------|---------------|---|--------------------------|---------------|
|                           | £'000                                   | £'000                    | £'000         | £'000                                   | £'000                    | £'000         |
| Evangelism                | 474                                     | 1,826                    | 2,300         | 162                                     | 1,775                    | 1,937         |
| Discipleship              | 213                                     | 820                      | 1,033         | 67                                      | 733                      | 800           |
| Ministry                  | 499                                     | 1,923                    | 2,422         | 204                                     | 2,237                    | 2,441         |
| Common good               | 383                                     | 1,477                    | 1,860         | 139                                     | 1,521                    | 1,660         |
| Education                 | 106                                     | 409                      | 515           | 47                                      | 521                      | 568           |
| Resources for the Church  | 226                                     | 873                      | 1,099         | 86                                      | 947                      | 1,033         |
| Safeguarding              | 1,025                                   | 3,325                    | 4,350         | 216                                     | 2,400                    | 2,616         |
| Governance for the Church | 221                                     | 853                      | 1,074         | 108                                     | 1,190                    | 1,298         |
| A Church for all people   | 117                                     | 452                      | 569           | 32                                      | 355                      | 387           |
| <b>Total direct costs</b> | <b>3,264</b>                            | <b>11,958</b>            | <b>15,222</b> | <b>1,061</b>                            | <b>11,679</b>            | <b>12,740</b> |

Direct costs are costs incurred by the Council to directly fund its charitable activities. Central costs are apportioned according to an activity-based time split. Administration and Central Office costs include costs associated with holding conferences and courses, costs associated with Church House Publishing, and other costs such as non-staff expenses. Department running costs include staff remuneration costs (per note 9), departmental legal and professional fees, plus other departmental expenses. Total legal and professional fees incurred by Archbishops' Council departments during 2021 were £2,424,000 (2020: £1,786,000).

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 8. Support costs

|  | Note | 2021 Total<br>£'000 | 2020 Total<br>£'000 |
|--|------|---------------------|---------------------|
| <b>Support costs</b>                           |      |                     |                     |
| Accommodation                                  |      | 2,459               | 2,852               |
| Shared service costs                           |      | 3,786               | 4,217               |
| Other  |      | -                   | 72                  |
| <b>Total support costs</b>                     |      | <b>6,245</b>        | <b>7,141</b>        |
| <b>Governance costs</b>                        |      |                     |                     |
| Audit fees                                     |      | 33                  | 39                  |
| Internal audit and risk management             |      | 122                 | 92                  |
| Membership and committees                      |      | 2                   | 2                   |
| <b>Total governance costs</b>                  |      | <b>157</b>          | <b>133</b>          |
| <b>Sub-Total</b>                               |      | <b>6,402</b>        | <b>7,274</b>        |
| <b>Movement on pension deficit provision</b>   |      |                     |                     |
| Interest on provision                          | 16   | 3                   | 22                  |
| Re-measurement of provision                    | 16   | (21)                | 32                  |
| <b>Total support and governance costs 2021</b> |      | <b>6,384</b>        | <b>7,328</b>        |
| <b>Total support and governance costs 2020</b> |      |                     | <b>7,328</b>        |

Support costs are costs incurred by the Council for administering its charitable activities. These costs include salaries, other running costs and a share of overheads. Overheads are apportioned according to an activity-based time split.

Shared services include the Council's share of the costs incurred by Church of England Central Services (ChECS), a charitable joint venture between the Council, Church Commissioners and the Church of England Pensions Board established to facilitate the provision of cost-effective shared financial, legal and other services.

Governance costs relate to the general running of the Council including supporting the work of its committees and audit costs.

Expenses incurred by members in attending Council and committee meetings and on other business of the Council were reimbursed to 4 members (2020: 9) totalling to £1,700 (2020: £2,800). The members of the Council have no entitlement to salary or pension arising from their services to the Council.

### 9. Staff numbers and remuneration

The Council is joint employer, together with the other NCIs, of most of the staff of the NCIs, one of which is specified as their managing employer. The Chief Executive is employed directly by the Council.

The work of the Council is supported by staff in shared service departments managed by Church of England Central Services (ChECS) (see note 19) which provides finance, HR, communications, legal, IT and internal audit services to the NCIs. The SORP requirements are that the costs of staff employed by third parties who operate on behalf of the Charity should be disclosed in the accounts. In order to comply with the spirit of the SORP, the total costs of all ChECS staff are shown in the tables. The Council's share of their costs was £3,813,000 (2020: £3,987,000).



## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 9. Staff numbers and remuneration (continued)

The cost of staff for which the Council is the managing employer and for ChECS (in total) was:

|                            | Archbishops' Council |              | ChECS         |               |
|----------------------------|----------------------|--------------|---------------|---------------|
|                            | 2021                 | 2020         | 2021          | 2020          |
|                            | Number               | Number       | Number        | Number        |
| Average Number Employed    | 162                  | 141          | 177           | 178           |
|                            | £'000                | £'000        | £'000         | £'000         |
| Salaries                   | 6,869                | 6,345        | 8,504         | 8,189         |
| National Insurance Costs   | 771                  | 714          | 948           | 911           |
| Pension Contributions      | 932                  | 904          | 1,201         | 1,115         |
| <b>Total cost of staff</b> | <b>8,572</b>         | <b>7,963</b> | <b>10,653</b> | <b>10,215</b> |

Included in the Council's own staff costs is £75,400 (2020: £57,900) paid by way of redundancy costs to 2 (2020: 5) individuals. (Note – the ChECS pension contributions figures do not include the ChECS pension deficit contributions, the Councils' share of which is accounted for on the Councils' balance sheet).

The number of staff whose emoluments for the year fell in the following bands were:

|                      | Archbishops' Council |        | ChECS  |        |
|----------------------|----------------------|--------|--------|--------|
|                      | 2021                 | 2020   | 2021   | 2020   |
|                      | Number               | Number | Number | Number |
| £60,001 to £70,000   | 6                    | 5      | 17     | 14     |
| £70,001 to £80,000   | 5                    | 2      | 4      | 7      |
| £80,001 to £90,000   | 5                    | 7      | 3      | 2      |
| £90,001 to £100,000  | 2                    | -      | 2      | 3      |
| £100,001 to £120,000 | -                    | -      | 7      | 5      |
| £120,001 to £130,000 | -                    | -      | 1      | -      |
| £130,001 to £140,000 | -                    | 1      | 1      | 1      |
| £180,001 to £190,000 | 1                    | 1      | -      | -      |

Of the staff above managed by the Council, 16 (2020: 11) accrue benefits under the CAPF defined contribution scheme for which contributions for the year were £190,000 (2020: £137,000). A further 2 staff (2020: 4) accrue benefits under defined benefit schemes, with 2 (2020: 3) in the CAPF and 0 (2020: 1) in the CEFPS. Defined benefit contributions for the year for these staff were £38,000 (2019: £49,000).

Of the staff above managed by ChECS, 30 (2020: 28) staff members accrue benefits under the CAPF defined contribution scheme for which contributions for the year were £330,000 (2020: £295,000). The remaining 5 staff members (2020: 4) accrue benefits under a defined benefit scheme. Defined benefit contributions for the year for these staff were £105,000 (2020: £71,000).

The Council's senior executive leadership team comprises 16 individuals, for whom the Archbishops' Council was the managing employer of 8 individuals and ChECS was the managing employer of 8. Their aggregate remuneration, including pension contributions, is £2,048,000 (2020: £1,730,000).

#### **Staff loans**

Interest-free loans are made available to all staff for travel season tickets and for the purchase of bicycles and electric scooters.

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 10. Investments

|   | <b>2021</b>   | <b>2020</b>   |
|---|---------------|---------------|
|   | <b>£'000</b>  | <b>£'000</b>  |
| At 1 January                              | 35,671        | 36,638        |
| Additions                                 | 360           | -             |
| Disposals                                 | -             | (4,112)       |
| Unrealised gains /(losses) on revaluation | 4,465         | 3,145         |
| <b>At 31 December</b>                     | <b>40,496</b> | <b>35,671</b> |

#### *Investment funds*

Funds were principally held in collective investment schemes managed by Sarasin & Partners LLP and CCLA Management Limited. Investments were held as follows:

|                       | <b>2021</b>   | <b>2020</b>   |
|-----------------------|---------------|---------------|
|                       | <b>£'000</b>  | <b>£'000</b>  |
| Sarasin               | 27,305        | 24,533        |
| CCLA                  | 13,184        | 11,130        |
| Other                 | 7             | 7             |
| <b>At 31 December</b> | <b>40,496</b> | <b>35,670</b> |

The investment funds consisted of the following underlying assets:

|  | <b>2021</b>   | <b>2020</b>   |
|--|---------------|---------------|
|  | <b>£'000</b>  | <b>£'000</b>  |
| Equities                                 | 30,265        | 26,463        |
| Property                                 | 1,592         | 1,021         |
| Index linked / Fixed interest securities | 2,854         | 3,313         |
| Infrastructure / Alternative             | 3,630         | 3,261         |
| Cash and cash equivalents                | 2,155         | 1,612         |
| <b>At 31 December</b>                    | <b>40,496</b> | <b>35,670</b> |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 11. Programme related investments

Two properties are held by the Council and meet the definition of 'programme related investments' as set out in the SORP. The properties meet the educational objects of the charity as they are both leased to charities which are obliged to maintain an Anglican ethos.

The freehold at Parkstead, Roehampton is leased to the Whitelands College Foundation on two long leases.

The freehold interest in St Katherine's College, Childwall, Wavertree, Liverpool is leased to Liverpool Hope University on a long lease.

Safe Spaces England and Wales (Safe Spaces) is a charitable jointly controlled entity between the Archbishops' Council and the Catholic Trust for England and Wales (CaTEW) and therefore also meets the definition of a programme related investment.

In addition, the Social Impact Investment fund established during the year qualifies as a programme related investment, being funding made available by the Church Commissioners specifically to advance the missional objectives of the Church and particularly focussed on alleviating the effects of poverty through addressing housing needs, widening access to responsible finance and caring for the environment.

|                                | 2021         | 2020         |
|--------------------------------|--------------|--------------|
|                                | £'000        | £'000        |
| At 1 January                   | 3,225        | 3,225        |
| Additions – Social Impact Fund | 474          | -            |
| Additions – Safe Spaces        | 281          | -            |
| Impairment                     | (281)        | -            |
| <b>At 31 December</b>          | <b>3,699</b> | <b>3,225</b> |

As at 31 December 2021, a further £2.1 million had been committed from the Council's Social Impact Fund, with the aims of providing affordable loans to charities and social enterprises as they seek to recover from the effects of COVID-19, and providing safe housing to vulnerable women. This will be paid over in subsequent years.

### 12. Intangible fixed assets

A National Safeguarding Casework Management System is currently being developed. Initial project definition and research costs (incurred across January – September 2021) were expensed. From October 2021 the project moved into delivery stage, during which costs have been capitalised, with a contract agreed with The Safeguarding Company to create a system that will be adopted by the National Safeguarding Team and ultimately all dioceses and cathedrals of the Church of England. It is planned for the system to be piloted within 11 volunteer dioceses by Summer 2022 and for full rollout to all dioceses and cathedrals in 2023.

|                       | 2021       | 2020     |
|-----------------------|------------|----------|
|                       | £'000      | £'000    |
| At 1 January          | -          | -        |
| Additions             | 213        | -        |
| Amortisation          | -          | -        |
| <b>At 31 December</b> | <b>213</b> | <b>-</b> |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 13. Debtors

|  | 2021           | 2020           |
|--|----------------|----------------|
|  | £'000          | £'000          |
| <b>Amounts due within one year</b>                             |                |                |
| Trade debtors  | 293            | 428            |
| Prepayments  | 90             | 93             |
| Amounts due from NCIs  | 3,711          | 3,133          |
| Amounts due from colleges and schools                          | 81             | 110            |
| VAT and social security  | 132            | 63             |
| Other debtors  | 924            | 115            |
| Grants receivable – SDF diocesan and restructuring grants      | 24,753         | 25,807         |
| Grants receivable – SDF non-diocesan grants                    | 604            | 840            |
| Grants receivable – Strategic Ministry Funding                 | 4,945          | 1,761          |
| Grants receivable – Strategic Transformation Funding           | 5,010          | 3,445          |
| Grants receivable – National Giving Strategy                   | 706            | 580            |
| Grants receivable – Cathedrals and Major Churches Grant Scheme | 2,322          | 2,000          |
| Grants receivable – other grants                               | 534            | 269            |
| <b>Total debtors due within one year</b>                       | <b>44,105</b>  | <b>38,644</b>  |
| <b>Amounts due after more than one year</b>                    |                |                |
| Grants receivable – SDF diocesan and restructuring grants      | 75,865         | 82,792         |
| Grants receivable – SDF non-diocesan grants                    | 124            | 346            |
| Grants receivable – Strategic Ministry Funding                 | 7,681          | 2,956          |
| Grants receivable – Strategic Transformation Funding           | 13,414         | 7,725          |
| Grants receivable – National Giving Strategy                   | 2,357          | 888            |
| Total before discounting adjustment                            | <b>99,441</b>  | <b>94,707</b>  |
| Discounting adjustment   | (3,195)        | (112)          |
| <b>Total debtors due after one year</b>                        | <b>96,246</b>  | <b>94,595</b>  |
| <b>Total debtors</b>   | <b>140,351</b> | <b>133,239</b> |

### 14. Creditors

|   | 2021          | 2020          |
|---|---------------|---------------|
|   | £'000         | £'000         |
| <b>Amounts due within one year</b>                          |               |               |
| Trade creditors   | 368           | 624           |
| Grants payable – SDF diocesan and restructuring grants      | 24,832        | 25,807        |
| Grants payable – SDF non-diocesan grants                    | 455           | 480           |
| Grants payable – other grants                               | 1,594         | 979           |
| Grants payable – Strategic Ministry Funding                 | 4,945         | 1,761         |
| Grants payable – Strategic Transformation Funding           | 5,010         | 3,445         |
| Grants payable – National Giving Strategy                   | 706           | 580           |
| Grants payable – Cathedrals and Major Churches Grant Scheme | 4,168         | 8,931         |
| Accruals and deferred income                                | 1,283         | 2,001         |
| Amounts due to NCIs   | 370           | 783           |
| Other creditors   | 170           | 87            |
| <b>Total creditors due within one year</b>                  | <b>43,901</b> | <b>45,478</b> |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 14. Creditors (continued)

#### Amounts due after more than one year

|  |                |                |
|--|----------------|----------------|
| Grants payable - SDF diocesan and restructuring grants | 75,865         | 82,792         |
| Grants payable - SDF non-diocesan grants               | 124            | 287            |
| Grants payable – Strategic Ministry Funding            | 7,681          | 2,956          |
| Grants payable – Strategic Transformation Funding      | 13,414         | 7,725          |
| Grants payable – National Giving Strategy              | 2,357          | 888            |
| <b>Total before discounting adjustment</b>             | <b>99,441</b>  | <b>94,648</b>  |
| Discounting adjustment                                 | (3,195)        | (112)          |
| <b>Total creditors due after more than one year</b>    | <b>96,246</b>  | <b>94,536</b>  |
| <b>Total creditors</b>                                 | <b>140,147</b> | <b>140,014</b> |

For grants payable due in more than one year, the grant funding is due to be settled in the following periods:

| Grant stream                               | 2023          | 2024          | 2025          | 2026         | 2027         | 2028 and beyond | Total         |
|--|---------------|---------------|---------------|--------------|--------------|-----------------|---------------|
|  | £'000         | £'000         | £'000         | £'000        | £'000        | £'000           | £'000         |
| SDF, Capacity and Restructuring            | 31,804        | 22,377        | 12,977        | 6,161        | 2,117        | 430             | <b>75,866</b> |
| SDF Non-Diocesan                           | 142           | -             | -             | -            | -            | -               | <b>142</b>    |
| Strategic Ministry Funding                 | 4,656         | 3,024         | -             | -            | -            | -               | <b>7,680</b>  |
| Strategic Transformation Funding           | 4,337         | 3,505         | 2,857         | 1,824        | 873          | -               | <b>13,396</b> |
| National Giving Strategy                   | 697           | 689           | 619           | 352          | -            | -               | <b>2,357</b>  |
| <b>Total before discounting adjustment</b> | <b>41,636</b> | <b>29,595</b> | <b>16,453</b> | <b>8,337</b> | <b>2,990</b> | <b>430</b>      | <b>99,441</b> |
| Discounting adjustment                     | (847)         | (967)         | (716)         | (443)        | (190)        | (32)            | (3,195)       |
| <b>Total</b>                               | <b>40,789</b> | <b>28,628</b> | <b>15,737</b> | <b>7,894</b> | <b>2,800</b> | <b>398</b>      | <b>96,246</b> |

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#### Reconciliation of deferred income

|                              | 2021          |
|------------------------------|---------------|
|                              | £             |
| Deferred at 1 January 2021   | 27,522        |
| Released during the year     | 27,522        |
| Deferred during the year     | 28,722        |
| Deferred at 31 December 2021 | <u>28,722</u> |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 15. Statement of funds

The table below shows details of 2021 movements on funds material to the Council in terms of fund value or in-year movement or those funded by diocesan apportionment (\*).

| Fund   | Fund<br>balance<br>brought<br>forward<br>£'000 | Income<br>£'000 | Expenditure<br>£'000 | Transfers<br>£'000 | Gains<br>and<br>losses<br>£'000 | Fund<br>balances<br>carried<br>forward<br>£'000 |
|--|--|-----------------|----------------------|--------------------|---------------------------------|---|
| <b>Unrestricted funds</b>                                |  |                 |                      |                    |                                 |   |
| General Fund   | 2,334  | 13,477          | (15,474)             | 1,997              | 198                             | 2,532   |
| Designated funds   |  |                 |                      |                    |                                 |   |
| Church Schools Fund                                      | 541  | -               | (126)                | -                  | -                               | 415   |
| Church House planned maintenance                         | 622  | 125             | (102)                | 85                 | -                               | 730   |
| Programme related investments                            | 3,225  | 474             | (281)                | 281                | -                               | 3,699   |
| CHARM (*)  | 411  | -               | -                    | -                  | -                               | 411   |
| Other designated funds                                   | 1,478  | 105             | 6                    | (162)              | -                               | 1,427   |
| <b>Total designated funds</b>                            | <b>6,277</b>                                   | <b>704</b>      | <b>(503)</b>         | <b>204</b>         | <b>-</b>                        | <b>6,682</b>                                    |
| Total unrestricted funds before pension reserve          | 8,611  | 14,181          | (15,977)             | 2,201              | 198                             | 9,214   |
| Pension deficit reserve                                  | (1,759)  | -               | 617                  | -                  | -                               | (1,142)   |
| <b>Total unrestricted funds</b>                          | <b>6,852</b>                                   | <b>14,181</b>   | <b>(15,360)</b>      | <b>2,201</b>       | <b>198</b>                      | <b>8,072</b>                                    |
| <b>Restricted funds</b>                                  |  |                 |                      |                    |                                 |   |
| Training for ministry fund (*)                           | 2,572  | 16,737          | (16,592)             | -                  | -                               | 2,717   |
| Grants & provisions fund (*)                             | 348  | 1,262           | (1,195)              | (150)              | -                               | 265   |
| Mission agencies pension contributions (*)               | 285  | 661             | (517)                | -                  | -                               | 429   |
| CHARM (*)  | 401  | 5,431           | (5,431)              | -                  | -                               | 401   |
| Dioceses Fund  | 1,018  | 250             | (250)                | -                  | -                               | 1,018   |
| Legal costs  | 925  | -               | (303)                | 150                | -                               | 772   |
| Strategic Development Funding (Diocesan)                 | -  | 14,151          | (14,151)             | -                  | -                               | -   |
| Strategic Development Funding (Non-Diocesan)             | 419  | (6)             | (279)                | -                  | -                               | 134   |
| Lowest Income Communities Funding (LInC)                 | -  | 27,354          | (27,354)             | -                  | -                               | -   |
| Transition Funding                                       | -  | 6,704           | (6,704)              | -                  | -                               | -   |
| Cathedral and Major Churches Grant Scheme                | 150  | 4,418           | (4,486)              | -                  | -                               | 82  |
| Strategic Ministry Funding                               | -  | 11,402          | (11,401)             | -                  | -                               | 1   |
| Sustainability Funding                                   | -  | 9,299           | (9,299)              | -                  | -                               | -   |
| National Giving Strategy                                 | -  | 2,508           | (2,508)              | -                  | -                               | -   |
| Strategic Transformation Funding                         | -  | 9,011           | (9,011)              | -                  | -                               | -   |
| Safeguarding Funding                                     | -  | 1,752           | (1,752)              | -                  | -                               | -   |
| Digital Funding  | -  | 1,298           | (1,298)              | -                  | -                               | -   |
| Grant discounting  | -  | (3,083)         | 3,083                | -                  | -                               | -   |
| Other restricted funds                                   | 1,075  | 3,952           | (3,818)              | -                  | 30                              | 1,239   |
| <b>Total restricted funds</b>                            | <b>7,193</b>                                   | <b>113,101</b>  | <b>(113,266)</b>     | <b>-</b>           | <b>30</b>                       | <b>7,058</b>                                    |
| <b>Endowment funds</b>                                   |  |                 |                      |                    |                                 |   |
| Expendable endowment funds                               |  |                 |                      |                    |                                 |   |
| The Archbishops' Council Ministerial Training Trust Fund | 904  | 753             | 2                    | (320)              | 114                             | 1,453   |
| Church Colleges of Education Fund                        | 4,233  | 23              | (10)                 | -                  | 537                             | 4,783   |
| Church and Community Fund                                | 21,399   | 13              | -                    | (1,875)            | 2,673                           | 22,210  |
| Church of England Special Purposes Fund                  | 2,004  | -               | -                    | 142                | 254                             | 2,400   |
| Women's Continuing Ministerial Education Trust           | 1,737  | -               | (55)                 | 132                | 224                             | 2,038   |
| MPA Sundry Funds   | 454  | -               | (30)                 | (60)               | 28                              | 392   |
| Other expendable endowment funds                         | 1,250  | -               | -                    | -                  | 71                              | 1,321   |
| <b>Total expendable endowment funds</b>                  | <b>31,981</b>                                  | <b>789</b>      | <b>(93)</b>          | <b>(1,981)</b>     | <b>3,901</b>                    | <b>34,597</b>                                   |
| Permanent endowment funds                                |  |                 |                      |                    |                                 |   |
| The Archbishops' Council Ministerial Training Trust Fund | 1,824  | -               | -                    | -                  | 175                             | 1,999   |
| Church Colleges of Education Fund                        | 793  | -               | (2)                  | (32)               | 77                              | 836   |
| Other permanent endowment funds                          | 1,087  | 23              | (21)                 | (188)              | 83                              | 984   |
| <b>Total permanent endowment funds</b>                   | <b>3,704</b>                                   | <b>23</b>       | <b>(23)</b>          | <b>(220)</b>       | <b>335</b>                      | <b>3,819</b>                                    |
| <b>Total endowment funds</b>                             | <b>35,685</b>                                  | <b>812</b>      | <b>(116)</b>         | <b>(2,201)</b>     | <b>4,236</b>                    | <b>38,416</b>                                   |
| <b>Total funds of the charity</b>                        | <b>49,730</b>                                  | <b>128,094</b>  | <b>(128,742)</b>     | <b>-</b>           | <b>4,464</b>                    | <b>53,546</b>                                   |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 15. Statement of funds (continued)

| Fund                      | Fixed<br>Assets | Cash &<br>Short<br>Term<br>Deposits | Debtors        | Creditors        | Provision<br>for<br>Pension<br>Liability | Net<br>assets |
|---------------------------|-----------------|-------------------------------------|----------------|------------------|--|---------------|
|                           | £'000           | £'000                               | £'000          | £'000            | £'000                                    | £'000         |
| <b>Unrestricted funds</b> | 5,679           | 1,246                               | 3,928          | (1,639)          | (1,142)                                  | 8,072         |
| <b>Restricted Funds</b>   | 390             | 9,429                               | 135,708        | (138,469)        | -  | 7,058         |
| <b>Endowment Funds</b>    | 38,339          | (599)                               | 715            | (39)             | -  | 38,416        |
| <b>Total</b>              | <b>44,408</b>   | <b>10,076</b>                       | <b>140,351</b> | <b>(140,147)</b> | <b>(1,142)</b>                           | <b>53,546</b> |

#### Unrestricted funds: General Fund

This fund is for general use in meeting national Church responsibilities and is not designated for particular purposes.

#### Unrestricted funds: Designated funds

These funds comprise unrestricted funds which the Council has designated to be set aside for stated purposes:

*Church Schools Fund* is used to meet the cost of short-term loans to schools and grants to the Church Schools of the Future project.

*Church House Planned Maintenance Fund* comprises accumulated amounts set aside to meet maintenance costs related to the occupation of Church House.

*Programme related investments fund* represents the carrying value of the Council's properties, Safe Spaces and the Social Impact Investment fund (see note 11 for details)

*Pension deficit reserve* represents the valuation of the deficit contributions to be met by the Council – see note 16 for further details.

#### Restricted funds

*Training for Ministry Fund* provides funds towards training for ordained ministry. This fund covers the tuition costs, university fees, college fees, personal maintenance and books and travel costs of sponsored ordinands prior to ordination.

*The Grants and Provisions Fund* provides funds towards the work of the Anglican Communion Office, the national and international ecumenical agencies, Church Urban Fund, Fresh Expressions and the Legal Costs Fund.

*Mission Agencies Pensions Contributions Fund* provides for pension contributions in respect of clergy who are employed by the mission agencies.

*The Church's Housing Assistance for the Retired Ministry (CHARM) Fund* provides grants to subsidise the scheme, which is administered by the Church of England Pensions Board to provide housing for those retiring from stipendiary ordained & lay ministry.

*The Dioceses Fund* holds other grants received from the Church Commissioners for distribution to the dioceses.

*The Legal Costs Fund* includes the Legal Aid Fund. General Synod is required by Measure to maintain a Legal Aid Fund, which is held by the Council on its behalf, to meet the costs of ecclesiastical legal aid awarded by the Legal Aid Commission.

*Strategic Development Funding (Diocesan)* is the vehicle by which grant funding from the Church Commissioners is distributed to dioceses to aid new growth opportunities.

*Strategic Development Funding (Non-Diocesan)* represents SDF funding made directly to the Archbishops' Council to support Renewal and Reform, and Research, Evaluation and Dissemination projects.



## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 15. Statement of funds (continued)

#### Restricted funds (continued)

*Lowest Income Communities Funding* provides funding for mission in communities with the lowest incomes.

*Transition Funding* represents grants to dioceses whose funding for the support of the lowest income communities is less than under the previous grant funding method used until the end of 2016.

*Cathedral and Major Churches Grant Scheme* is to provide funding for cathedral and major church building works, up until 30 June 2022.

*Additional Ordinands Funding* is to support dioceses to deliver the goal of providing for future ordained ministry through increasing the number of ordinands by 50%.

*Strategic Ministry Funding* represents funding support for which dioceses can apply to help meet the incremental costs caused by an increased number of ordinands being trained.

*Sustainability Funding* is to support dioceses in the face of COVID19 related loss of income.

*Strategic Transformation Funding* is to provide funding for those dioceses facing significant financial challenge and to support restructuring with the aim of sustainable growth

*National Giving Strategy* is to support a new strategy over the next five years to encourage giving and generosity in churches

*Safeguarding funding* is grant money from the Corporation of the Church House to be spent on the Safeguarding objective

*Digital funding* is grant money from the Church Commissioners to support the work of the Digital team, part of Renewal and Reform to help the Church become for all people and all places

#### Endowment funds

*Archbishops' Council Ministerial Training Trust Fund* supports the training and maintenance of persons undergoing training for ordained ministry in the Church of England. This fund has an element that is expendable and an element that is permanent.

*The Church Colleges of Education Fund* provides funds to advance education by promoting the effectiveness of Church of England Colleges of Higher Education and Universities. This fund has an element that is expendable and an element that is permanent.

*Church and Community Fund* promotes the charitable work of the Church of England, by making grants towards the work of the Council generally.

*Church of England Special Purposes Fund* exists to provide for the advancement of religion in accordance with the doctrine of the Church of England.

*Women's Continuing Ministerial Education Trust Fund* exists to further the continuing ministerial education of those women in the Church of England and the Scottish Episcopal Church who are in need of financial assistance.

#### Transfers

The Council makes transfers of surpluses arising within general unrestricted funds to specific designated funds. Transfers are made from expendable endowment funds to income funds to spend in accordance with the purpose of the underlying endowment.

The most significant transfers during the year were:

- £1,875,000 transferred from the Church & Community (Endowment) Fund to general funds to meet general operating activities and safeguarding grants.

# NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

## 15. Statement of funds (continued)

For **comparative purposes**, the table below shows details of **2020** movements on funds material to the Council in terms of value (more than £500,000) or those funded by diocesan apportionment (\*).

| Fund   | Fund<br>balance<br>brought<br>forward | Income         | Expenditure      | Transfers      | Gains<br>and<br>losses | Fund<br>balances<br>carried<br>forward |
|--|---------------------------------------|----------------|------------------|----------------|------------------------|--|
|  | £'000                                 | £'000          | £'000            | £'000          | £'000                  | £'000                                  |
| <b>Unrestricted funds</b>                                |                                       |                |                  |                |                        |  |
| General Fund   | 2,195                                 | 14,580         | (15,924)         | 1,342          | 141                    | 2,334                                  |
| <i>Designated funds</i>                                  |                                       |                |                  |                |                        |  |
| Church Schools Fund                                      | 541                                   | -              | -                | -              | -                      | 541                                    |
| Church House planned maintenance                         | 376                                   | 93             | 73               | 80             | -                      | 622                                    |
| Programme related investments: properties                | 3,225                                 | -              | -                | -              | -                      | 3,225                                  |
| CHARM (*)  | 411                                   | -              | -                | -              | -                      | 411                                    |
| Other designated funds                                   | 1,374                                 | 227            | (153)            | 30             | -                      | 1,478                                  |
| <b>Total designated funds</b>                            | <b>5,927</b>                          | <b>320</b>     | <b>(80)</b>      | <b>110</b>     | <b>-</b>               | <b>6,277</b>                           |
| Total unrestricted funds before pension reserve          | 8,122                                 | 14,900         | (16,004)         | 1,452          | 141                    | 8,611                                  |
| Pension deficit reserve                                  | (2,404)                               | -              | 645              | -              | -                      | (1,759)                                |
| <b>Total unrestricted funds</b>                          | <b>5,718</b>                          | <b>14,900</b>  | <b>(15,359)</b>  | <b>1,452</b>   | <b>141</b>             | <b>6,852</b>                           |
| <b>Restricted funds</b>                                  |                                       |                |                  |                |                        |  |
| Training for ministry fund (*)                           | 2,572                                 | 14,676         | (14,676)         | -              | -                      | 2,572                                  |
| Grants & provisions fund (*)                             | 323                                   | 1,241          | (1,196)          | (20)           | -                      | 348                                    |
| Mission agencies pension contributions (*)               | 389                                   | 557            | (661)            | -              | -                      | 285                                    |
| CHARM (*)  | 400                                   | 5,300          | (5,299)          | -              | -                      | 401                                    |
| Dioceses Fund  | 1,016                                 | 2              | -                | -              | -                      | 1,018                                  |
| Legal costs  | 1,096                                 | 2              | (193)            | 20             | -                      | 925                                    |
| Strategic Development Funding (Diocesan)                 | -                                     | 22,562         | (22,562)         | -              | -                      | -                                      |
| Strategic Development Funding (Non-Diocesan)             | 1,119                                 | -              | (700)            | -              | -                      | 419                                    |
| Lowest Income Communities Funding (LInC)                 | -                                     | 26,442         | (26,442)         | -              | -                      | -                                      |
| Transition Funding                                       | -                                     | 8,261          | (8,261)          | -              | -                      | -                                      |
| Cathedral and Major Churches Grant Scheme                | -                                     | 10,083         | (9,933)          | -              | -                      | 150                                    |
| Additional Ordinands Funding                             | -                                     | 2,481          | (2,481)          | -              | -                      | -                                      |
| Strategic Ministry Funding                               | -                                     | 5,545          | (5,545)          | -              | -                      | -                                      |
| Sustainability Funding                                   | -                                     | 14,922         | (14,922)         | -              | -                      | -                                      |
| National Giving Strategy                                 | -                                     | 1,699          | (1,699)          | -              | -                      | -                                      |
| Strategic Transformation Funding                         | -                                     | 11,442         | (11,442)         | -              | -                      | -                                      |
| Safeguarding Funding                                     | -                                     | 1,752          | (1,752)          | -              | -                      | -                                      |
| Digital Funding  | -                                     | 1,445          | (1,445)          | -              | -                      | -                                      |
| Other restricted funds                                   | 1,408                                 | 3,062          | (3,395)          | -              | -                      | 1,075                                  |
| <b>Total restricted funds</b>                            | <b>8,323</b>                          | <b>131,474</b> | <b>(132,604)</b> | <b>-</b>       | <b>-</b>               | <b>7,193</b>                           |
| <b>Endowment funds</b>                                   |                                       |                |                  |                |                        |  |
| <i>Expendable endowment funds</i>                        |                                       |                |                  |                |                        |  |
| The Archbishops' Council Ministerial Training Trust Fund | 916                                   | 53             | (41)             | (106)          | 82                     | 904                                    |
| Church Colleges of Education Fund                        | 3,904                                 | 23             | (75)             | -              | 381                    | 4,233                                  |
| Church and Community Fund                                | 20,870                                | (1)            | (102)            | (1,285)        | 1,917                  | 21,399                                 |
| Church of England Special Purposes Fund                  | 1,822                                 | -              | -                | -              | 182                    | 2,004                                  |
| Women's Continuing Ministerial Education Trust           | 1,636                                 | -              | (58)             | (1)            | 160                    | 1,737                                  |
| MPA Sundry Funds   | 489                                   | -              | -                | (55)           | 20                     | 454                                    |
| Other expendable endowment funds                         | 1,211                                 | 2              | (8)              | (5)            | 50                     | 1,250                                  |
| <b>Total expendable endowment funds</b>                  | <b>30,848</b>                         | <b>77</b>      | <b>(284)</b>     | <b>(1,452)</b> | <b>2,792</b>           | <b>31,981</b>                          |
| <i>Permanent endowment funds</i>                         |                                       |                |                  |                |                        |  |
| The Archbishops' Council Ministerial Training Trust Fund | 1,711                                 | -              | -                | -              | 113                    | 1,824                                  |
| Church Colleges of Education Fund                        | 746                                   | -              | (2)              | -              | 49                     | 793                                    |
| Other permanent endowment funds                          | 1,037                                 | 23             | (23)             | -              | 50                     | 1,087                                  |
| <b>Total permanent endowment funds</b>                   | <b>3,494</b>                          | <b>23</b>      | <b>(25)</b>      | <b>-</b>       | <b>212</b>             | <b>3,704</b>                           |
| <b>Total endowment funds</b>                             | <b>34,342</b>                         | <b>100</b>     | <b>(309)</b>     | <b>(1,452)</b> | <b>3,004</b>           | <b>35,685</b>                          |
| <b>Total funds of the charity</b>                        | <b>48,383</b>                         | <b>146,474</b> | <b>(148,272)</b> | <b>-</b>       | <b>3,145</b>           | <b>49,730</b>                          |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 15. Statement of funds (continued)

| Fund                      | Fixed<br>Assets | Cash &<br>Short<br>Term<br>Deposits | Debtors        | Creditors        | Provision<br>for<br>Pension<br>Liability | Net<br>assets |
|---------------------------|-----------------|-------------------------------------|----------------|------------------|--|---------------|
|                           | £'000           | £'000                               | £'000          | £'000            | £'000                                    | £'000         |
| <b>Unrestricted funds</b> | 4,794           | 2,864                               | 2,457          | (1,504)          | (1,759)                                  | 6,852         |
| <b>Restricted Funds</b>   | -               | 14,909                              | 130,754        | (138,470)        | -  | 7,193         |
| <b>Endowment Funds</b>    | 34,102          | 1,595                               | 29             | (41)             | -  | 35,685        |
| <b>Total</b>              | <b>38,896</b>   | <b>19,368</b>                       | <b>133,240</b> | <b>(140,015)</b> | <b>(1,759)</b>                           | <b>49,730</b> |

### 16. Pensions

Most staff of the Council are members of the Church Administrators Pension Schemes (CAPF) and a small number of ordained staff are members of the Church of England Funded Pension Scheme (CEFPS). Both schemes are administered by the Church of England Pensions Board which publishes the schemes' financial statements.

The table below shows the value of the Council's pension provision for each scheme:

|              | 2021         | 2020         |
|--------------|--------------|--------------|
|              | £'000        | £'000        |
| CAPF         | 1,126        | 1,738        |
| CEFPS        | 16           | 21           |
| <b>Total</b> | <b>1,142</b> | <b>1,759</b> |

In addition, the closed Central Board of Finance Lump Sum Scheme provides benefits for former staff of the CBF.

The average number of the Council's staff within each scheme was:

|      | CAPF:<br>defined benefit<br>scheme | CAPF: defined<br>contribution scheme | CEFPS | Total |
|------|------------------------------------|--------------------------------------|-------|-------|
| 2021 | 12                                 | 135                                  | 12    | 159   |
| 2020 | 12                                 | 115                                  | 12    | 139   |

#### **Church Administrators Pension Fund (CAPF)**

*Defined benefit scheme:* Staff who commenced service before 1 July 2006 are entitled to pension benefits based on final pensionable pay for service up to 30 June 2010 and career average for service from 1 July 2010. Increases of pension in payment and preserved pensions are linked to the consumer and retail price indices. There are no other post-retirement benefits.

The contributions to the scheme are assessed by an independent qualified actuary using the projected unit method of valuation. A valuation of this section is carried out every three years, the most recent having been at 31 December 2019. This revealed a deficit of £9.1m for the entire scheme. Following the valuation, the employers have collectively entered into an agreement with CAPF to pay contributions of 27.6% of Pensionable Salaries with effect from 1 January 2021. The employers also agreed to make deficit payments of £2,400,000 per annum from 2021 (increasing each 1 January by 3.3% per annum) payable in monthly instalments until December 2023, in respect of the shortfall in the Defined Benefit Section. These deficit contributions are made by each employer in proportion to Pensionable Salaries of those in the Defined Benefit Section.

The table below shows the movement on the provision in respect of the Council:

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 16. Pensions (continued)

|                        | Provision<br>brought<br>forward | Contributions<br>paid | Interest<br>charged on<br>provision | Adjustment to<br>net present<br>value of<br>provision | Provision<br>carried<br>forward |
|------------------------|---------------------------------|-----------------------|-------------------------------------|---|---------------------------------|
|                        | £'000                           | £'000                 | £'000                               | £'000   | £'000                           |
| Council staff          | 1,135                           | (389)                 | 2                                   | 8   | 756                             |
| Share of ChECS staff   | 603                             | (192)                 | 1                                   | (43)  | 369                             |
| <b>Total provision</b> | <b>1,738</b>                    | <b>(581)</b>          | <b>3</b>                            | <b>(35)</b>   | <b>1,125</b>                    |

This liability represents the present value of the deficit contributions agreed as at the accounting date. The discount rate applied to calculate the present value is 1.1% (2020: 0.2%).

In addition, the employers are responsible for making contributions towards the administration costs of the scheme of £500,000 (2020: £390,000). In 2021, the Council's share of these costs was £120,000 (2020: £71,000).

*Defined contribution scheme:* Staff who commenced service after 30 June 2006 are entitled to pensions earned from the contributions paid into a personal pension scheme by the Council and themselves. The Archbishops' Council paid contributions of £648,000 in 2021 (2020: £573,000).

#### **Church of England Funded Pension Scheme (CEFPS)**

A small number of ordinands are members of the Church of England Funded Pension Scheme (CEFPS), also administered by the Church of England Pensions Board.

Each responsible body in the CEFPS, including dioceses, pays a common contribution rate. The contributions to the scheme are assessed by an independent qualified actuary using the projected unit method of valuation.

The last full valuation of the scheme, as at 31 December 2018, showed an overall deficit of £50m. As a result of this, a recovery plan was put in place until 31 December 2022. The deficit recovery contributions are set at 7.1% of pensionable stipends until December 2022.

The table below shows the movement on the provision:

|                        | Provision<br>brought<br>forward | Contributions<br>Paid | Interest<br>charged on<br>provision | Adjustment to<br>net present<br>value of<br>provision | Provision<br>carried<br>forward |
|------------------------|---------------------------------|-----------------------|-------------------------------------|---|---------------------------------|
|                        | £'000                           | £'000                 | £'000                               | £'000   | £'000                           |
| Council staff          | 21                              | (19)                  | -                                   | 14  | 16                              |
| <b>Total provision</b> | <b>21</b>                       | <b>(19)</b>           | <b>-</b>                            | <b>14</b>   | <b>16</b>                       |

#### **Central Board of Finance Lump Sum Scheme**

The Central Board of Finance Lump Sum Scheme provides retirement benefits to former staff of the Central Board of Finance (CBF). Due to the preserved nature of the CBF lump sum pension liability, provision for the fixed cash payments has been made in a designated fund. At 31 December 2021 there were 10 (2020: 10) former CBF employees entitled to receive lump sums upon reaching retirement age. The Scheme has HMRC approval under section 20 of the Finance Act 1970. The table below shows the sum set aside in a designated fund to provide for these in future.

|                   | Fund brought forward | Lump sums paid | Fund carried forward |
|-------------------|----------------------|----------------|----------------------|
|                   | £'000                | £'000          | £'000                |
| Former CBF staff  | 28                   | -              | 28                   |
| <b>Total fund</b> | <b>28</b>            | <b>-</b>       | <b>28</b>            |

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### 17. Operating leases

The amount due for land and buildings within the next 12 months, on a lease with the Corporation of the Church House, is £1,176,595 (12 months from 31 December 2020: £1,176,595). The cost is shared with the other NCIs. The current lease ends at 31<sup>st</sup> December 2022.

### 18. Funds held on behalf of others

The Council is custodian trustee for a number of funds which have trustees separate and independent from the Council but where the Council holds the trusts' investments on their behalf. The funds had a combined income of £23,000 (2020: £26,000), expenditure of £347,000 (2020: £49,000) and net assets of £3,761,000 (2020: £3,700,000).

### 19. Related parties

The following amounts were paid to related parties in respect of grant funding (Church Urban Fund) and conference attending costs (Fresh Expressions) from the Archbishops' Council:

- £203,000 (2020: £203,000) paid to Church Urban Fund in respect of grant funding
- £1,000 paid to Fresh Expressions in respect of licence fees (2020: £600 in respect of conference costs)

Church Urban Fund and Fresh Expressions are classified as related parties to the Archbishops' Council as the Archbishops' Council appoints some of the trustees of Church Urban Fund and Fresh Expressions.

The following amounts were received from related parties in respect of accommodation recharges and other agreements:

- £Nil (2020: £101,000) paid by Church Urban Fund.

### Pension Schemes

Details of amounts paid to the pension schemes are disclosed in note 16.

### Jointly Controlled Entities

#### *Church of England Central Services*

ChECS is a charitable jointly controlled entity between the Archbishops' Council, the Church Commissioners, and the Church of England Pensions Board for which the three partners hold equal shares. The purpose of ChECS is to enhance the efficiency and effectiveness of the charitable national and diocesan institutions of the Church of England and of other charities with a church ethos, by facilitating the provision of cost-effective shared financial, legal and other services.

The charity was registered with the Charity Commission on 31 December 2013 and started operating from 1 April 2014. Prior to this, shared services were provided by each of the NCIs. Management of these services, provided by The Archbishops' Council, Church Commissioners and the Church of England Pensions Board, remained unchanged.

At the balance sheet date, the Council's share of net assets of ChECS was £nil (2020: £nil) and £111,000 was owed to the Council by ChECS (2020: £336,000 was owed to ChECS by the Council). During the year, the Council contributed to the costs of ChECS, as set out in note 9 of these accounts.

#### *Safe Spaces England and Wales*

Safe Spaces England and Wales (Safe Spaces) is a charitable jointly controlled entity between the Archbishops' Council and the Catholic Trust for England and Wales (CaTEW). The purpose of Safe Spaces is to provide support for those affected by church related abuse (of any kind), in the form of a helpline, a website providing information and advice to survivors and their families, and up to 10 community based survivor led therapeutic support groups, both

## NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2021

### **19. Related parties (continued)**

faith-based and secular. At the balance sheet date, the Council included Safe Spaces as a programme related investment of £nil (2020: £nil) as set out in note 10. £82,000 (2020: £52,000) was owed to the Council by Safe Spaces at the end of the year.

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THE CHURCH  
OF ENGLAND

## GENERAL SYNOD

REVIEW OF QUALIFICATIONS FOR PCC MEMBERSHIP AND ENTRY ON THE  
CHURCH ELECTORAL ROLL**Summary**

1. The Church of England encourages greater variety of worship, termed “Fresh Expressions”. Most of these new forms of worship are non Eucharistic. As the Church representation rules requires parochial church councils members to be regular communicants, it is difficult for participants of such acts of worship to join PCCs and take their place in the responsibility for the management and mission of the church. The motion calls for a review of the qualifications for membership of parochial church councils, in the light of the existence of bishops’ mission initiatives.

2. The Church of England application for Electoral Roll membership offers poor user experience. The standard application for Electoral Roll is both unnecessarily detailed and vague, making it difficult for those less familiar the culture of the church to complete the form with confidence. The form does not explain the benefits and some of the expectations of electoral roll membership. In an age when people are increasingly suspicious and reluctant to join organisations, the current Electoral Roll form is further barrier to electoral roll membership. The motion calls for a review of the review of the Electoral Roll application in the light of the existence of bishops’ mission initiatives.

---

**Motion**

That this Synod invite the Archbishops’ Council:

- (a) to conduct a review of:
    - (i) the qualifications for membership of parochial church councils, in the light of the existence of bishops’ mission initiatives; and
    - (ii) the qualifications for enrolment on a church electoral roll, and the form of application for enrolment, in the light of supportive people from the wider community feeling excluded; and
  - (b) to report to the Synod on the conclusions of the review.
-

## GENERAL SYNOD

### Review of qualifications for membership of PCC

1. This motion originates from St. Michael the Archangel Smarden PCC. The PCC proposed the motion in the light of its own attempts to make itself more representative of the varied nature of the congregation.
2. The variety of the congregation has grown considerably since 2012 when the church started a monthly Messy Church, which in Smarden is called "Active Church". There is regularly an attendance of around 15 adults and 15 children. Most of the children and adults only attend either Active Church or a bi-monthly All Age Family service in Biddenden. Most adults of this congregation are not confirmed. Confirmation is encouraged, but uptake up has been very poor.
3. Smarden PCC wants to encourage the Active Church congregation to see themselves as members of the electoral roll, and we would like them to take a part in shaping the vision and direction of the church, as well as encouraging responsibility for the practical tasks of maintaining the ministry and the building. However, under the current Church Representation Rules, the PCC is unable recruit anybody from the Active Church congregation who is not also a regular communicant, attending regular main services.
4. The Church of England is actively encouraging churches to develop Fresh Expressions of worship, and therefore Smarden PCC believes there will be many other congregations experiencing similar limitations.

### Review of the application form for Electoral Roll membership form.

1. The main issue with the current Church of England Electoral Roll form is to do with its presentation and "user experience".
2. The form is, in places unnecessarily, detailed: see for example the note about those who are approaching 16. However the form is also vague: for instance, how do you define "good standing"?
3. Increasingly we find individuals do not have the patience to read forms. If the form is not immediately clear, people either don't bother applying or apply without reading read the small print. Also we are finding that people are increasingly suspicious and reluctant to join organisations, uncertain of the commitment it places upon them. We find that the Electoral Roll form constitutes a barrier to church membership, instead of an encouragement.
4. The current Electoral Roll application offers no explanation about what membership means, the benefits or responsibilities of Electoral Roll membership.
5. In a church locally, we discovered that a long-standing member of the Electoral Roll was even not baptised. This only came to light when this person applied to join the PCC, causing a difficult pastoral conversation. In this situation, the issue was resolved in a joyous Baptism and Confirmation – but we find that this outcome is the exception rather than the rule.

Rev'd Alexander Bienfait.

Priest in Charge St. Michael the Archangel Smarden, and All Saints Biddenden  
January 2007 – January 2021

**GENERAL SYNOD**  
**CANTERBURY DIOCESAN SYNOD MOTION**  
**REVIEW OF QUALIFICATIONS FOR PCC MEMBERSHIP**  
**AND ENTRY ON THE CHURCH ELECTORAL ROLL**

**Background Note from the Secretary General**

**Introduction**

1. The motion brought by the Canterbury Diocesan Synod seeks a review by the Archbishops' Council of the qualifications for membership of parochial church councils ('PCCs') and for entry on church electoral rolls. It also raises issues, beyond those specifically concerned with qualifications for entry, about the application form for entry on the roll.
2. The motion is particularly concerned, in the light of the growth of mission initiatives, with the requirement that a person be an 'actual communicant' to be eligible for election to a PCC.

**Summary**

3. So far as PCC membership is concerned, there might well be places where the 'actual communicant' requirement is not a suitable qualification for all PCC members. But that can easily be addressed by the parish concerned by using the power in the new Church Representation Rules ('CRRs') to adopt its own rules for parish governance.
4. The qualifications for enrolment on church electoral rolls and the application form are something that might usefully be considered by the Elections Review Group, who can bring any proposals for change to the Synod.

**Church Electoral Rolls**

5. A lay person is entitled to have his or her name on the roll of a parish if he or she—
  - (a) is baptised,
  - (b) is aged 16 or over,
  - (c) has made one of the following three declarations, and
  - (d) has duly applied for enrolment on Form 1.

The first declaration is a declaration that the person—

- (a) is a member of the Church of England or of a Church in communion with it, and
- (b) is resident in the parish.

The second declaration is a declaration that the person—

- (a) is a member of the Church of England or of a Church in communion with it,
- (b) is not resident in the parish, but

(c) has habitually attended public worship in the parish during the preceding six months.

The third declaration is a declaration that the person—

(a) is a member in good standing of a Church which is not in communion with the Church of England but subscribes to the doctrine of the Holy Trinity,

(b) is also a member of the Church of England, and

(c) has habitually attended public worship in the parish during the preceding six months.

6. These and other provisions governing church electoral rolls are contained in Part 1 of the CRRs. The Church Representation and Ministers Measure 2019 ('the Representation Measure') entirely replaced the then existing CRRs with a new CRRs. Part 1 of the new CRRS was based on the equivalent provisions of the old CRRs. The Revision Committee for the Measure reviewed the provisions concerning church electoral rolls and considered a number of submissions from members of the Synod for their amendment: see [GS 2046YY](#) at paragraphs 82 to 136. That involved the Revision Committee considering, among other things, what was meant by being 'a member of the Church of England' and by 'habitual worship'. The Revision Committee received only one submission directly concerned with the qualifications for entry on the roll. That submission, which would have excluded resident parishioners who did not habitually attend public worship in the parish, was not accepted by the Revision Committee. No member of the Synod tabled amendments to the provisions concerned with electoral rolls at the Revision Stage in full Synod.
7. As matters stand, a person who worships in a mission initiative rather than at the usual parish services is eligible to be a member of the church electoral roll for the parish where the worship of the mission initiative takes place if that person meets the other eligibility criteria.
8. Applications for enrolment on the church electoral roll are necessarily quite complex owing to the existence of three different categories of persons who qualify for enrolment, i.e. Anglican resident parishioners, Anglican non-residents who habitually worship in the parish, and members of non-Anglican Trinitarian churches who are habitual worshippers in the parish and who are also prepared to declare themselves to be members of the Church of England.
9. The background paper from the Diocese of Canterbury refers to the absence on the application form for enrolment of any statement about the benefits of being a member of the church or the expectations the church has of its members. However, the church electoral roll is not, and is not intended to be, a list of 'members' of the church in the relevant parish. It is a roll of electors, i.e. those persons who are entitled to vote in elections of representatives of the laity on the PCC and the deanery Synod and who, in addition to all those on the local government register of electors, are entitled to vote in elections of churchwardens of the parish. The total membership of the Church of England is greater than the number of those whose names are entered on church electoral rolls. The concept of membership of the Church of England is nowhere defined and there is no single, overarching concept of membership of the Church of England. In principle, anybody in England may regard him- or her-self as

a member of the Church of England and is entitled to receive the ministry of the Church of England by virtue of being a parishioner.

10. There might be some ways in which the application for enrolment could be simplified, but the form needs to reflect the statutory eligibility criteria and unless they were radically changed, the scope for changing the form would be quite limited. This is something that might usefully be considered by the Elections Review Group.

### **Membership of Parochial Church Councils**

11. As the background paper from the Diocese of Canterbury says, **under the model rules for parish governance** (CRRs Part 9), to be qualified for election as a representative of the laity on a PCC (or on any other body of synodical government) a person must be an 'actual communicant'. An actual communicant is a person who is confirmed (or otherwise entitled to receive Communion in the Church of England) and who has received Communion according to the use of the Church of England or of a Church in communion with it at least three times during the preceding 12 months (CRR rule 83(2)). In addition to being an actual communicant, to be qualified for election as a representative of the laity, a person must also be aged 16 or over and his or her name must have been on the church electoral roll for at least the preceding six months.
12. The Canterbury background paper notes that some mission initiatives (often referred to as 'fresh expressions [of church]') do not involve eucharistic worship. A person who worships exclusively in a mission initiative where the worship does not involve any eucharistic worship will not, therefore, be an actual communicant and, under the model rules, will not be qualified for election to the PCC of the parish where the mission initiative is based.
13. **However, parishes are not obliged to use the model rules for parish governance: they are simply the default if a parish puts nothing else in their place.** Part 2 of the new CRRs enables a parish which wishes to do so to amend, supplement or replace the model rules. It is already possible for a parish to make a scheme amending the model rules so that, for example, a certain number of non-communicants could be elected to its PCC.
14. Whether being an 'actual communicant' should generally cease to be a qualification for election as a representative of the laity is a weighty question. It would, in principle, have implications not only for the membership of PCCs but also of deanery and diocesan synods and of the House of Laity of the General Synod.
15. Against that background, it may be noted that there is nothing inherently non-eucharistic about the worship of mission initiatives. The [House of Bishops' Code of Practice for Mission Initiatives \(July 2018\)](#) provides guidance about worship and the administration of the sacraments in mission initiatives. The Code states (at paragraph 5.4.2) that the bishop, in drawing up the order authorising a mission initiative, will pay 'careful attention ... to how [the] sacraments of Holy Communion and Christian initiation will be administered'.

16. A more proportionate response to the issue identified in Canterbury's would be to publicise the fact that parishes do not have to use the model rules for parish governance and to encourage them to consider using the new power for parishes to amend, supplement or replace them.

**William Nye**  
Secretary General  
Church House  
Westminster

**June 2021**



# Diocesan Stipends Funds (Amendment) Measure

## CONTENTS

- 1 Distribution of income to other dioceses
- 2 Short title, commencement and extent

DRAFT OF A MEASURE of the General Synod of the Church of England to enable money from the income account of a diocesan stipends fund to be given to other dioceses.

## **1 Distribution of income to other dioceses**

After section 5A of the Diocesan Stipends Fund Measure 1953 insert—

### **“5B Distribution of income to other dioceses**

- (1) Money standing to the credit of the income account of the diocesan stipends fund of a diocese, and which the diocesan board of finance is satisfied does not need to be applied for a purpose specified in section 5(1), may be applied in accordance with this section. 5
- (2) The diocesan board of finance may transfer the money concerned—
  - (a) to the income account of the diocesan stipends fund of another diocese, or 10
  - (b) to the account held for the purposes of this section by a charity (whether established before or after the passing of this Measure).
- (3) Where money is transferred under subsection (2)(b), the charity, having decided to which diocese or dioceses to give the money, must—
  - (a) if it decides to give the money to one diocese only, transfer it to the income account of the diocesan stipends fund of that diocese; 15
  - (b) if it decides to give separate portions of the money to different dioceses, transfer each portion to the income account of the diocesan stipends fund of the diocese concerned.” 20

## **2 Short title, commencement and extent**

- (1) This Measure may be cited as the Diocesan Stipends Fund (Amendment) Measure 2022.
- (2) This Measure comes into force on the day on which it is passed. 25
- (3) This Measure extends to the provinces of Canterbury and York, except for the Channel Islands and the Isle of Man.

**GENERAL SYNOD****DRAFT DIOCESAN STIPENDS FUNDS (AMENDMENT) MEASURE**

## Policy Note

1. This note provides the policy context for the draft Diocesan Stipends Fund Amendment Measure.

**Background**

2. Existing legislation means that dioceses can only use their Diocesan Stipends Funds (DSFs) for certain specified purposes and only within the diocese.
3. In June 2021 General Synod was informed (see GS Misc 1296) that the House of Bishops and the Archbishops' Council had supported the recommendation of the Mutuality in Finances Group<sup>1</sup> to seek permissive legislative change that removes the geographic restrictions. This would, in effect, enable a Diocesan Board of Finance (DBF) to grant funds from its DSF income account for use by other dioceses in the Church of England if it wished to do so.
4. As noted in GS 2255XX, in November 2021 General Synod overwhelmingly passed a motion requesting the Archbishops' Council to develop legislative proposals to give dioceses more freedom to be generous with their historic wealth to other dioceses in the Church of England, and in this way enable a more equitable sharing of this wealth. Last year's debate was supported by the paper [GS 2234](#) and the resulting draft legislation is set out in GS 2255.

**Purpose of the draft legislation**

5. A brief history of financial endowment in the Church of England and Diocesan Stipends Funds was set out in [GS 2234](#) and is not repeated here. In the context of this paper, suffice it to say that the transfer of glebe assets into DSFs in 1978 did not equalise such assets across the dioceses – it did not seek to do so. Since then the growth of DSFs has varied considerably, not least due to the significant variation in land values across the country and how these assets have been managed including the range of returns earned from the wider variety of asset classes dioceses have invested DSF funds in when land has been sold.
6. Based on 2020 accounts, the diocese with the largest value of historic assets is Oxford (£171m) and the diocese with the lowest value of historic assets is Liverpool (£1.5m), demonstrating the huge range of historic wealth held by dioceses. However, it is obviously important to take into account the size of the dioceses in looking at the relative historic wealth, and Appendix 1 shows the amount of historic wealth in each diocese per capita – to take account of diocesan population size.

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<sup>1</sup> The Mutuality in Finances Group was established in September 2020 as part of the Emerging Church of England programme to explore options for greater generosity between dioceses..

7. Although dioceses do not all account for historic wealth in quite the same way (with the result that comparisons are not entirely straightforward, as there are differing accounting policies for valuing property assets), it is notable that of the ten dioceses with the lowest historic wealth per capita, seven are industrial areas, and seven are in the north of England (and a further one, Birmingham, is in the Midlands) – reflecting the historic reasons for the disparity.
8. The DSF (Amendment) Measure 2016 allowed dioceses to adopt a total return approach to their DSF, allowing them to release some gains in asset values to income. Around a quarter of dioceses have chosen to do so, and this together with the factors set out above mean that there is significant variation in the amount of income dioceses are able to derive from their DSF. Although no diocese has any difficulty in applying DSF in line with current purposes (because even for those with the greatest DSF income, this is still less than stipends that must be paid), this disparity does mean that dioceses with larger DSF balances are less vulnerable to other income shocks such as the impact on parish finances (and therefore, via parish share contributions, diocesan finances) during the pandemic.
9. The draft measure would provide an opportunity for dioceses with a higher level of DSF balances to be explicitly generous to other dioceses with lower DSF balances if they wish to do so, having taken account of their own financial position.

### **How might this work in practice**

10. The draft measure provides for any DBF wishing to grant DSF funds for use outside its geographic boundaries to give a grant direct to one or more dioceses or to grant funds to a Church charity for onward distribution. There are existing examples of both types of gift where a DBF has decided to use some of its general funds to support mission and ministry in other dioceses.
11. In a few cases a diocese has chosen to support curacy posts in another diocese. And last year Oxford generously approved £250,000 to be made available for other dioceses every year for four years (£1m in total). This money will be granted to the Archbishops' Council, which decided to distribute it to the five dioceses in receipt of Lowest Income Communities (LInC) grants (which the Council distributes from funds granted to it by the Church Commissioners) with the lowest level of DSF capital per capita.

David White

Deputy Director of Finance, National Church Institutions

June 2022

## Appendix 1

### Diocesan Stipends Fund (DSF) Capital as at 31 December 2020

Ordered by assets per capita from highest to lowest

| Diocese        | DSF Capital<br>(including Glebe),<br>31/12/2020<br>£000s | Diocese<br>population<br>2020 | Assets per<br>capita<br>£ per capita | Ranking of DSF<br>Assets per<br>capita |
|----------------|--|-------------------------------|--------------------------------------|--|
| Lincoln        | 97,290   | 1,096,000                     | 88.77                                | 1                                      |
| Coventry       | 66,653   | 917,000                       | 72.69                                | 2                                      |
| Oxford         | 171,346  | 2,428,000                     | 70.57                                | 3                                      |
| Ely            | 49,143   | 770,000                       | 63.82                                | 4                                      |
| Gloucester     | 43,469   | 682,000                       | 63.74                                | 5                                      |
| Hereford       | 21,117   | 335,000                       | 63.04                                | 6                                      |
| Norwich        | 57,246   | 929,000                       | 61.62                                | 7                                      |
| Peterborough   | 57,706   | 941,000                       | 61.32                                | 8                                      |
| Truro          | 34,157   | 576,000                       | 59.30                                | 9                                      |
| Worcester      | 46,391   | 902,000                       | 51.43                                | 10                                     |
| Bath and Wells | 43,297   | 974,000                       | 44.45                                | 11                                     |
| Leicester      | 45,941   | 1,073,000                     | 42.82                                | 12                                     |
| Carlisle       | 20,302   | 498,000                       | 40.77                                | 13                                     |
| Derby          | 41,493   | 1,073,000                     | 38.67                                | 14                                     |
| Salisbury      | 35,429   | 969,000                       | 36.56                                | 15                                     |
| St Albans      | 71,144   | 1,956,000                     | 36.37                                | 16                                     |
| Chichester     | 60,040   | 1,717,000                     | 34.97                                | 17                                     |
| St Eds & Ips   | 23,058   | 682,000                       | 33.81                                | 18                                     |
| Exeter         | 40,830   | 1,208,000                     | 33.80                                | 19                                     |

| <b>Diocese</b>    | <b>DSF Capital<br/>(including Glebe),<br/>31/12/2020<br/>£000s</b> | <b>Diocese<br/>population<br/>2020</b> | <b>Assets per<br/>capita<br/>£ per capita</b> | <b>Ranking of DSF<br/>Assets per<br/>capita</b> |
|-------------------|--|--|---|---|
| Southwark         | 94,225   | 2,902,000                              | 32.47   | 20  |
| Southwell & Notts | 35,780   | 1,175,000                              | 30.45   | 21  |
| York              | 41,606   | 1,456,000                              | 28.58   | 22  |
| Chelmsford        | 82,503   | 3,268,000                              | 25.25   | 23  |
| Durham            | 34,178   | 1,502,000                              | 22.75   | 24  |
| Lichfield         | 47,052   | 2,194,000                              | 21.45   | 25  |
| Guildford         | 19,083   | 1,071,000                              | 17.82   | 26  |
| Winchester        | 20,320   | 1,248,000                              | 16.28   | 27  |
| London            | 70,342   | 4,421,000                              | 15.91   | 28  |
| Bristol           | 16,089   | 1,048,000                              | 15.35   | 29  |
| Portsmouth        | 11,257   | 794,000                                | 14.18   | 30  |
| Leeds             | 38,141   | 2,779,000                              | 13.72   | 31  |
| Rochester         | 18,102   | 1,380,000                              | 13.12   | 32  |
| Blackburn         | 14,869   | 1,370,000                              | 10.85   | 33  |
| Sheffield         | 11,573   | 1,314,000                              | 8.81  | 34  |
| Manchester        | 18,095   | 2,213,000                              | 8.18  | 35  |
| Chester           | 12,623   | 1,656,000                              | 7.62  | 36  |
| Newcastle         | 3,895  | 842,000                                | 4.63  | 37  |
| Birmingham        | 6,055  | 1,592,000                              | 3.80  | 38  |
| Canterbury        | 2,788  | 993,000                                | 2.81  | 39  |
| Liverpool         | 1,546  | 1,628,000                              | 0.95  | 40  |

Note: this is an updated version of the table in GS 2234 which used 2019 data.

## GENERAL SYNOD

### DRAFT DIOCESAN STIPENDS FUNDS (AMENDMENT) MEASURE

#### Explanatory Notes

The draft Diocesan Stipends Funds (Amendment) Measure makes provision to remove the geographical restriction on the application of moneys standing to the credit of the income account of a diocesan stipends fund.

#### Background

1. On 16 November 2021 the General Synod considered the paper **Generosity and Diocesan Finances** ([GS 2234](#)). That paper sets out a brief history of financial endowment in the Church of England, which has led to the present situation, which is a considerable disparity of wealth between dioceses. The following motion was carried:

“That this Synod request the Archbishops’ Council to develop legislative proposals, to be brought to a future Group of Sessions, to give dioceses more freedom to be generous with their historic wealth to other dioceses in the Church of England, and in this way enable a more equitable sharing of this wealth.”

2. The purpose of the Measure is to give effect to that motion through the option described in paragraph 21 of GS 2234, by removing the geographical restriction on the application of moneys standing to the credit of the income account of a diocesan stipends fund (“DSF”) in section 5(1)(a) of the Diocesan Funds Measure 1953 (“the 1953 Measure”), allowing Dioceses to give money from their DSF income account to the DSF income account of another Diocese.
3. The Business Committee having determined that it would be appropriate for this Measure to be deemed to have its first consideration under Standing Order 51A, the Clerk laid a draft of this Measure before Synod on 23 March 2022, by publishing the draft Measure and an explanatory note (GS 2055X) on the Synod website, and sending a copy of them to each member. That note explained that if, no later than 5.30pm on 27 April 2022, at least 25 members gave notice to the Clerk that they



wish the draft Measure to be debated, then the Business Committee would lay notice to that effect before Synod, and arrange for first consideration of the Measure to take place at a group of sessions. 29 members gave notice by the due date, and accordingly the Business Committee has laid notice to that effect and arranged for first consideration of the Measure to take place at the group of sessions in July 2022.

### **Procedural stages**

4. Standing Order 48(1) provides for Measures and Canons to be considered by the General Synod on the following successive stages:
  - **First Consideration (see SOs 51 and 52)**
    - Revision Committee (see SOs 54 to 57)
    - Revision (see SOs 53 and 58 to 60)
    - Final Drafting (see SO 61)
    - Final Approval (see SO 64).
5. The draft Measure is being considered by the General Synod at the July 2022 group of sessions on the **First Consideration Stage**.
6. The next stage will be the Revision Committee Stage. Members who wish to send proposals for amendment for consideration by the Revision Committee must do so in writing to [revisioncommittee@churchofengland.org](mailto:revisioncommittee@churchofengland.org) not later than 5.30 p.m. on Friday 9th September 2022.
7. The Measure is expected to return to the Synod for the Revision Stage in February 2023, with the Final Drafting and Final Approval Stages being taken in July 2023.

### **The Measure**

8. The Measure removes the geographical restriction on the application of DSF funds. It is purely permissive; there will be no obligation to use the power to give to the DSF of another diocese. In considering whether to use the power, a diocesan board of finance (“DBF”) will need to have regard to its own charitable objects and obligations under general charity law.
9. The Measure gives two ways for a DBF to make a payment. The first is a direct gift, i.e. the giving DBF identifies one or more recipient dioceses, and gives some of its DSF income to them. But that may be uncomfortable, as it means the giving DBF has to make the decision about which of several dioceses who are genuinely in need should receive what may be a relatively small gift. So the second option is for the giving DBF to give the funds to a Church charity which is willing to act as administrator of the funds in order to pass onto one or more recipient dioceses. The most likely candidate to act as administrator is the Archbishops’ Council, as due to

its other work at the national level, including the award and distribution of grants to dioceses from funds made available to it by the Church Commissioners, it is well-placed to identify the most needy recipients. However, other charities may also fulfil this role. Any charity which does accept this role will need to be sure that to do so is within its own charitable purposes.

10. The administrating charity will be able to decide, based on criteria that it will be free to formulate, which diocese(s) should receive the funds. It is expected that the administrating charity will manage the reporting back of the allocation and end use of the funds for the giving DBF. The funds would be transferred first from the giving DBF to the administrator, and then from the administrator to the DSF income account of the recipient diocese, so that its DBF can use the funds for any of the purposes set out in section 5(1), with the provisions of sections 5(2)–(4) applying in the usual way.

## **Notes on the clauses of the Measure**

### ***Clause 1 – Distribution of income to other dioceses***

9. Clause 1 is the principal provision of the Measure and inserts a new section 5B into the 1953 Measure.
10. The new section 5B(1) sets out when the clause applies, namely when there is money standing to the credit of the income account of the diocesan stipends fund of a diocese, which the DBF is satisfied does not need to be applied for a purpose specified in the existing section 5(1) of the 1953 Measure. Those purposes are:
  - a. Providing or augmenting the stipends or other emoluments of incumbents, assistant curates licensed under seal and other persons who are declared by the bishop to be engaged in the cure of souls within the diocese;
  - b. Meeting expenses incurred in repairing and maintaining parsonage houses;
  - c. Paying secondary Class 1 contributions under section 6 of the Social Security Contributions and Benefits Act 1992 in respect of ministers of the Church of England who are not employed under a contract of service; and
  - d. Defraying the expenses incurred by the sequestrators of any benefice in the diocese in the discharge of their functions.
11. The section is permissive rather than mandatory; such money may be applied in accordance with the section. The effect is to add to the existing purposes for which the money can be used as set out in the list in section 5(1) of the 1953 Measure.
12. The new section 5B(2) sets out the two options which a DBF has, either to transfer the money to the income account of the DSF of another diocese, or to an account held for the purposes of this section by a charity. For the avoidance of doubt, it is

provided that such a charity may be one established before or after the passing of this Measure.

13. The new section 5B(3) requires the charity to which the money is transferred to decide which diocese or dioceses to make the transfer to, and then make the transfer or transfers.

***Clause 2 – Short title, commencement and extent***

14. Clause 2(1) provides for the short title of the Measure.
15. Clause 2(2) provides for the Measure to come into force on the day on which it is passed (ie the day on which it receives Royal Assent).
16. Clause 2(3) provides for the extent of the Measure.

***Amended text of the Diocesan Stipends Fund Measure 1953***

17. For convenience, the annex contains the full text of the Diocesan Stipends Fund Measure 1953 as it will appear if the changes proposed in this draft Measure are brought into effect. The new text to be inserted is s. 5B, in bold type.

The Legal Office  
Church House  
Westminster

June 2022

## **Annex - Diocesan Stipends Fund Measure 1953 (as amended)**

### **1 Capital and income accounts of diocesan stipends funds**

The diocesan board of finance of each diocese shall keep two accounts for the diocesan stipends fund, namely, a capital account and income account.

### **2 Moneys to be allocated to capital and income accounts**

The diocesan board of finance of each diocese shall—

- (a) allocate to the capital account of [the] diocesan stipends fund—
  - (i) . . .
  - (ii) any legacy not expressly directed or declared to be applicable as income and any donation or other contribution expressly directed or declared to be applicable as capital which may from time to time be received for the credit of or be allocated to that fund under the provisions of a pastoral scheme made under the Pastoral Measure 1983 or any other scheme having effect as if it were such a scheme; and
  - (iii) any other money or property received for the credit of that fund which the diocesan board of finance after consultation with the bishop may determine to be of a capital nature; and
  - (iv) any moneys standing to the credit of the income account of the fund which the diocesan board of finance decides to transfer to the capital account of that fund; and
- (b) allocate to the income account of the diocesan stipends fund—
  - (i) . . .
  - (ii) any legacy expressly directed or declared to be applicable as income and any donation or other contribution not expressly directed or declared to be applicable as capital which may from time to time be received for the credit of or be allocated to that fund under the provisions of a pastoral scheme made under the Pastoral Measure 1983 or any other scheme having effect as if it were such a scheme;
  - (iii) . . .
  - (iv) . . . and
  - (v) any other money or property received for the credit of that fund which the diocesan board of finance after consultation with the bishop may determine to be applicable as income.

### **[3 Repealed]**

### **4 Application of moneys credited to capital accounts**

- (1) Subject to any charges imposed on the capital of the diocesan stipends fund of a diocese by any enactment or any scheme or order made under any enactment, moneys standing to the credit of the capital account of that fund may, at the discretion of the diocesan board of

finance with the concurrence of the bishop, be applied for any or all of the following purposes—

- (a) the acquisition of any land to be held as diocesan glebe land of the diocese by the board or a management subsidiary within the meaning of the Church Property Measure 2018 or investment in any such subsidiary;
    - (aa) . . .
  - (b) the development or improvement of any such land and the safeguarding of the amenities thereof;
    - (ba) participation in any collective investment scheme operated for the purposes of this paragraph by the Commissioners;
    - (bb) investment in any investments fund or deposit fund constituted under the Church Funds Investment Measure 1958;
    - (bc) investment in any investments in which trustees may invest under the general power of investment in section 3 of the Trustee Act 2000 (as restricted by sections 4 and 5 of that Act);
  - (c) the discharge of any expense of a capital nature levied under any enactment and payable by the diocesan board of finance as the person for the time being entitled to the interest in any such land by reference to which the expense was levied;
  - (d) the discharge of any principal or interest owing in respect of any loan made in respect of any such land;
  - (dd) the provision or improvement of parsonage houses; and
  - (e) the discharge of any principal or interest owing in respect of any loan made to the board by the Commissioners under section 10(2) or 24 of the Church Property Measure 2018.
- (1A) The proceeds of, or the capital moneys arising from, a sale, exchange or other dealing with investments or deposits made by the diocesan board of finance under subsection (1) less the costs, charges and expenses directly attributable to the transaction in question shall be allocated to the capital account of the diocesan stipends fund.
- (1B) All dividends or other payments in the nature of income received by the diocesan board of finance in respect of the investment or deposit of any moneys standing to the credit of the capital account of the fund shall be allocated to the income account of the fund.
- (2) In this section “development”, in relation to a building, includes the division or demolition thereof and “diocesan glebe land” has the same meaning as in the Church Property Measure 2018.

## **5 Application of moneys credited to income accounts**

- (1) Subject to any charges imposed on the income of the diocesan stipends fund of a diocese by any enactment or any scheme or order made thereunder, moneys standing to the credit of the income account of that fund shall be applied—

- (a) in providing or augmenting the stipends or other emoluments of incumbents, assistant curates licensed under seal and other persons who are declared by the bishop to be engaged in the cure of souls within the diocese;
  - (aa) in meeting expenses incurred in repairing and maintaining parsonage houses; and
  - (ab) in paying secondary Class 1 contributions under section 6 of the Social Security Contributions and Benefits Act 1992 in respect of ministers of the Church of England who are not employed under a contract of service; and
  - (b) in defraying the expenses incurred by the sequestrators of any benefice in the diocese in the discharge of their functions.
- (2) The said moneys shall be so applied in accordance with directions from time to time given, with the concurrence of the Diocesan Board of Finance, by the bishop or a person duly authorised for that purpose by him.
  - (3) Before giving any directions under subsection (2) above with respect to the application of the said moneys in providing or augmenting the stipends or other emoluments of the persons mentioned in subsection (1) above, the bishop or the person so authorised shall have regard to any recommendations made by the Central Stipends Authority with respect to the forms and levels of the stipends and other emoluments of those persons.
  - (4) Subject to subsection (3) above, the bishop or the person so authorised shall, in determining the directions to be given under subsection (2) above, have regard to any advice given by the Archbishops' Council with respect to the application of the said moneys.

## **5A Total return investment**

- (1) Nothing in this Measure prevents or restricts the diocesan board of finance from making a resolution under section 104A of the Charities Act 2011 in relation to the capital account of the diocesan stipends fund.
- (2) Where the board makes a resolution under that section in relation to that account, the decisions which it may take about the allocation of the unapplied total return from the account (regardless of when it arose) are decisions as to its allocation between the capital account and the income account.
- (3) In their application to the capital account of a diocesan stipends fund, the regulations under section 104B of the Charities Act 2011 have effect with such modifications as are necessary in light of this section.

## **5B Distribution of income to other dioceses**

- (1) Money standing to the credit of the income account of the diocesan stipends fund of a diocese, and which the diocesan board of finance is satisfied does not need to be applied for a purpose specified in section 5(1), may be applied in accordance with this section.**
- (2) The diocesan board of finance may transfer the money concerned—**
  - (a) to the income account of the diocesan stipends fund of another diocese, or**

(b) to the account held for the purposes of this section by a charity (whether established before or after the passing of this Measure).

(3) Where money is transferred under subsection (2)(b), the charity, having decided to which diocese or dioceses to give the money, must—

(a) if it decides to give the money to one diocese only, transfer it to the income account of the diocesan stipends fund of that diocese;

(b) if it decides to give separate portions of the money to different dioceses, transfer each portion to the income account of the diocesan stipends fund of the diocese concerned.

[6 *Repealed*]

[7 *Repealed*]

## **8 Interpretation**

(1) In this Measure the following expressions have the meanings hereby respectively assigned to them—

“the appointed day” means the first day of April next following the passing of this Measure.

“the Measure of 1944” means the Reorganisation Areas Measure 1944.

“the Measure of 1949” means the Pastoral Reorganisation Measure 1949.

“the bishop” means the bishop for the time being of the diocese concerned.

“the diocesan board of finance” means the diocesan board of finance of the diocese concerned.

“parsonage house” has the same meaning as in the Church Property Measure 2018.

(2) In paragraph (c) of sub-section (1) of section seventeen of the Measure of 1944 and in sub-section (7) of section five and sub-section (4) of section twelve of the Measure of 1949 and in this Measure the expression “year” means a period of twelve months beginning on the first day of April in any year and ending on the thirty-first day of March in the year following.

## **9 Provisions as to diocesan boards of finance not regularly constituted**

(1) Where in any diocese there is a board of finance which, though not duly constituted in accordance with the provisions of the Diocesan Boards of Finance Measure 1925, is recognised for the purpose of this Measure as being the diocesan board of finance, the provisions of this Measure shall apply in relation to that diocese as if the said board had been duly constituted.

(2) In this section the expression “recognised” means recognised by a certificate signed by the bishop and registered in the diocesan registry.

[10 *Repealed*]

## **11 Short title and commencement**



- (1) This Measure may be cited as the Diocesan Stipends Funds Measure 1953.
- (2) . . .

## GENERAL SYNOD

***Routemap to Net Zero Carbon by 2030 - Carbon Reduction Action Plan******A Supporting Paper from the Environment Working Group*****Summary**

The General Synod of February 2020 recognised that there is a global climate emergency and called upon all parts of the Church of England to work to reduce emissions and produce a plan of action to achieve net zero carbon by 2030. This Paper delivers that plan of action in the form of the attached *Routemap to Net Zero Carbon by 2030* document.

This motion asks for endorsement of the *Routemap*, requests Diocesan Synods to debate and plan action on the *Routemap* whilst high energy-using buildings develop a programme of actions. It also calls for three-yearly progress reports against the *Routemap* along with annual carbon emission reports.

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**Introduction**

1. The [February 2020 Synod Paper GS2159](#) acknowledged that there is a global climate emergency which is a crisis for God's creation, and a fundamental injustice. It recognised the mission of the Church is the mission of Christ and the Fifth Mark of Mission is to strive to safeguard the integrity of creation, and to sustain, and renew the life of the Earth. The Motion is even more relevant today, with the UN Secretary General saying an August 2021 IPCC report was "*a code red for humanity. The alarm bells are deafening, and the evidence is irrefutable*" <sup>1</sup>.
2. The February 2020 debate resulted in the original Motion calling for a net zero target of 2045 to be amended with a more ambitious target of net zero carbon by 2030.
3. The [February 2020 Motion](#) as approved called upon all parts of the Church of England to work to achieve year-on-year reductions in emissions and urgently examine what would be required to reach net zero emissions by 2030 in order that a plan of action can be drawn up to achieve that target – the *Routemap to Net Zero Carbon by 2030* presented here is that plan of action.
4. The 2030 target is hugely ambitious, but the process is as important as the target. Every month or year that we delay our progress towards net zero carbon will lead to suffering and even death for our human neighbours and the rest of God's creation. It is thus a matter of justice that we act now and is a key part of our obedience to God's call to care for creation that the transition to net zero carbon takes place as rapidly as possible.

**Engagement**

5. The *Routemap* has been created by the Net Zero Carbon sub-committee of the national Environment Working Group (EWG).
6. The *Routemap* underwent extensive consultation across the Church during winter 2021/22 – over 250 people attended information sessions and 148 survey responses were received from across the Church. All dioceses engaged in the process and 37

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<sup>1</sup> [Secretary-General's statement on the IPCC Working Group 1 Report on the Physical Science Basis of the Sixth Assessment | United Nations Secretary-General](#), 9 August 2021.

completed the survey. The consultation found 83% of respondents agreed or agreed partially that the *Routemap* sets out what is needed to achieve net zero carbon by 2030, with only 5% answering no.

7. The sub-committee has read and considered all the consultation responses received in order to produce the final version of the *Routemap* appended to this paper. The final version has been reviewed and approved by the EWG.

### **Routemap Carbon Reduction Measures**

8. The *Routemap* provides a framework for delivering decarbonisation actions, encouraging early planning and the implementation of low- and no-cost measures to immediately reduce energy consumption and carbon emissions. There is a focus on high energy-use buildings to deliver significant energy and carbon reductions through more costly building fabric and heating system interventions. After energy reduction and energy efficiency measures are in place, buildings should look to purchase renewable energy through green energy tariffs.
9. Communications, leadership, capacity building and funding are recognised as core activities to support all parts of the Church in reaching net zero carbon, whilst regular reporting will demonstrate progress.
10. The *Routemap* acknowledges the challenges we face, in common with many other organisations, in reaching net zero carbon and offers solutions to these where possible.
11. Funding was a concern for most respondents to the consultation and in response the funding section has been comprehensively revised. Government funding will be necessary for schools and the *Routemap* suggests specific areas of focus for lobbying. Triennium funding has been awarded for the 2023-2025 triennium, along with a commitment for funding over the following six years, the 'critical decade', to support dioceses, parishes and cathedrals to reach net zero carbon by 2030.
12. Based on audits of a sample of buildings, research has indicated that it is possible to achieve net zero carbon by 2030 for the activities [in scope](#) of the net zero carbon target. Based on 2020 data, 7% of our Churches are already net zero carbon. The *Routemap* signposts the actions needed to meet the target.
13. The *Routemap* identifies the need to reduce carbon emissions as far as possible before considering offsetting mechanisms (actions to remove carbon from the atmosphere, such as tree planting or habitat restoration). The aim is for less than 10% of the current carbon footprint to remain by 2030 and this will be offset by credible and verified schemes.

### **Next Steps**

14. Once endorsed by General Synod, the *Routemap* will be graphic designed and then made available on the Church website, along with supporting documents. Further resources for Dioceses will be available on the new Net Zero Carbon Resource Hub.
15. The *Routemap* contains milestones for national actions, particularly in terms of creating communications materials, building capacity and fundraising to support local delivery of carbon reduction measures. The national EWG will continue to champion the journey to net zero carbon and the NCIs will continue to offer training opportunities and practical support for development and implementation of net zero carbon plans.

16. The February 2020 approved motion requires reporting of progress. It is proposed that annual carbon emissions reports will be prepared for emissions across the Church using the Energy Footprint Tool (for churches) and the wider Energy Toolkit (for schools, housing, offices, cathedrals, TEIs and travel). Dioceses will prepare reports on progress towards net zero carbon every three years and staff of the NCIs will collate these to produce a report for General Synod.
17. The national EWG recognise that there are other environmental challenges facing us in our call to mission, especially to the fifth mark of mission. We will therefore be developing a work programme over the course of this Synod. This programme will include issues that do not fall within the scope of the February 2020 Motion, but which are complementary to it, with the aim to bring forward future motions to include (but not limited to):
- a) Calling on individuals to play their part in reducing carbon emissions;
  - b) Recognition of the biodiversity crisis;
  - c) The need for climate adaptation to ensure our buildings will be fit for the future;
  - d) Identification of the multiple benefits that can derive from some of these actions.

The Rt Revd Graham Usher, The Bishop of Norwich, Chair of the national Environment Working Group

June 2022

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**THE CHURCH  
OF ENGLAND**  
Environment Programme

# **The Church of England Routemap to Net Zero Carbon by 2030**

**June 2022**



**St Michael All Angels Withington**  
The Church of England's first net zero carbon church in the modern era

# Foreword

From the Bishop of Norwich, the Rt Revd Graham Usher, Lead Bishop for the Environment, and the Bishop of Selby, the Rt Revd Dr John Thomson.



*'The earth is the Lord's and  
all that is in it.'*

Psalm 24 v1

In February 2020 General Synod set the Church of England an ambitious challenge: to reach net zero carbon across our parish, cathedral, diocesan and school estates by 2030. It recognised the mission of the Church is the mission of Christ and the Fifth Mark of Mission is to strive to safeguard the integrity of creation, and to sustain, and renew the life of the Earth. It asked for a plan of action to reach the 2030 target.

The *Routemap to Net Zero Carbon by 2030* is the result of two and a half years of concentrated work, carried out in the context of the Covid-19 pandemic. The results of this work have been startling; we now know that there are existing technological solutions that could make every one of our buildings net zero carbon. We also know more about the costs and practical challenges that would be involved. But we also now know that the bulk of the work needed sits with our biggest places: secondary schools, cathedrals, offices and major churches.

The 2030 target is hugely ambitious, but the process is as important as the target. Every month or year that we delay our progress towards net zero carbon will lead to suffering and even death for our human neighbours and the rest of God's creation. It is thus a matter of justice that we act now and is a key part of our obedience to God's call to care for creation that the transition to net zero carbon takes place as rapidly as possible.

Young people are key drivers of climate action and will be those most affected by the legacy of the climate crisis. Listen to us when we call for ambition and action. Don't drag your heels. Get on with it, in love, grace and humility.

Young People's Views, Supporting document to the  
Routemap consultation

Dioceses, cathedrals, theological education institutes, the National Church Institutions, and those who run our offices have been consulted on the *Routemap* and many suggestions and comments have contributed to the final form. Thank you to all who provided input. Some wanted us to move much faster, some much slower. The final *Routemap* has been a balancing act between the urgency of action, and the very real constraints within which we work.

The past two and a half years have been exceedingly challenging for all in the Church. The Environmental Working Group has no wish to add to feelings of burden; instead, it is hoped that this document will encourage all sections of the Church of England to see a way forward to achieve net zero carbon by 2030 in a timely and realistic way.

## Executive Summary

All parts of the Church of England recognise the climate emergency and the necessity of a strong, visible Christian response to what is happening to our world. All 42 dioceses have registered for Eco Dioceses. 29 Diocesan Synods have passed a motion

committing to net zero carbon. This *Routemap to Net Zero Carbon by 2030* is the action plan to deliver net zero carbon this decade. It contains milestones and actions for all parts of the Church.

The document is divided into sources of emissions (our different building types and travel) but there are cross-cutting themes across these. Issues of communication, motivation, funding, capacity and resource, and training and support are relevant to all audiences.

[Section 1](#) outlines our vision for church buildings in 2030, along with a definition of net zero carbon and the scope of the net zero target.

[Section 2](#) describes the *Routemap*.

[Section 3](#) covers the high-level principles that frame this work.

[Section 4](#) breaks out the different building types that are sources of carbon emissions. These sub-sections will be relevant to those that have responsibility for, operate and maintain these buildings. There are milestones associated with each topic. You can also find a single [summary sheet of all milestones](#). The document focuses on different building types, but key themes are applicable to most buildings:

- **Plan** – review your buildings/estate, identify what needs to be done and when. Use this to plan suitable times for work, identify if projects can be aggregated for cost-saving or to obtain funding and to optimise funds, skills and resources.
- **Maintain** – keep on top of routine maintenance to reduce energy consumption and hence carbon emissions. For our smaller churches, used only occasionally, maintenance is the key.
- **Reduce** – consider where and why you are using energy and whether there are ways to reduce energy consumption and travel to eliminate carbon emissions. This includes changes in behaviour and ways of working as well as changes to heating and lighting systems and the use of different means of travel.
- **Opportunities** – look for actions that reduce carbon emissions and also generate income (for example solar PV panels, electric vehicle charging points) and interventions that can deliver multiple benefits (for example reduced air pollution, community use, prevention of overheating in a warming climate).
- **Easy Wins** - Consider the easy wins to reduce emissions in all buildings:
  - Establishing working groups, developing understanding of the issues and communicating them, sharing experience, and identifying and implementing policy changes.

*All of us – whoever and where we are – can play a part in changing our collective response to the unprecedented threat of climate change and environmental degradation.*

[Archbishop of Canterbury, Pope Francis and Ecumenical Patriarch Bartholomew, 2021](#)



- Gathering data to enable the benefits and year-on-year reductions to be demonstrated.
- Encouraging behaviour change – switching off unneeded lighting and equipment, choosing low-carbon travel options or avoiding travel.
- Switching to green electricity and gas tariffs at point of contract renewal.
- Replacing lighting with LEDs.
- Reducing travel and encouraging walking, cycling, public transport and lift-sharing.
- Developing replacement plans for equipment, especially ageing heating systems.
- **Harder changes** - Plan longer term, more expensive interventions for those high energy consuming/high carbon emitting buildings:
  - Developing an estates strategy for schools and clergy housing and investing in this.
  - Creating business cases, ready to apply when funding opportunities arise.
  - Installing insulation, appropriate to the age and nature of our buildings.

It is possible to reduce carbon emissions from nearly every building by relatively easy and cheap methods that reduce energy consumption and improve energy efficiency. Eliminating all carbon emissions from a building is more challenging and costly, although it can be done with existing technologies. The *Routemap* therefore prioritises identifying high energy-consuming, high carbon-emitting buildings, and developing plans to tackle carbon emissions from them.

[Section 5](#) covers general topics relevant to all: communications, capacity building, work-based travel and funding.

[Section 6](#) explores some complex areas for potential future inclusion in scope; land use, offsetting and carbon sequestration, and embodied carbon in building projects.

[Section 7](#) looks at how we can track progress by means of reporting, whilst [Section 8](#) outlines the challenges we face in delivering net zero carbon.

This document is a starting point for delivering net zero carbon, shaped by the views of the many consultees who provided comment to the 2021 consultation. It will go to General Synod in

July 2022. It will then continue to be developed through feedback and in response to changes in policy, technology and funding, with the first full review due to be undertaken in 2025.

It is specifically focused on reducing the emissions from those activities detailed as being in scope. Tips and guidance for reducing other environmental impacts, and for reducing emissions from those activities not currently in scope, are available through the wider national [Environment Programme](#). This document, and links to supporting documents and guidance, is available on the [Church of England website](#).

*Tomorrow could be worse. Today's children and teenagers will face catastrophic consequences unless we take responsibility now, as 'fellow workers with God' (Gn 2.4–7), to sustain our world. We frequently hear from young people who understand that their futures are under threat. For their sake, we must choose to eat, travel, spend, invest and live differently, thinking not only of immediate interest and gains but also of future benefits.*

[Archbishop of Canterbury, Pope Francis and Ecumenical Patriarch Bartholomew, 2021](#)



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# 1. Vision and Scope

## 1.1 A vision for our buildings in 2030

With the *Routemap*, we see a future in 2030 where the buildings of the Church will be warm, bright and welcoming, powered by renewable energy and using low or zero carbon technologies for heat and light. Energy consumption for the Church as a whole will have fallen, on-site renewable energy generation will have increased, travel will be by low carbon means and carbon emissions will be less than 10% of those now, offset in verified schemes.

## 1.2 Scope

### What is Net Zero Carbon?

The Church of England defines Net Zero Carbon as the reduction as far as possible of all in-scope carbon emissions (from the oil, gas and electricity we use in our buildings and petrol and diesel transport) and the removal of an equivalent amount of carbon from the atmosphere for the remaining in-scope emissions by use of accredited offsetting schemes.

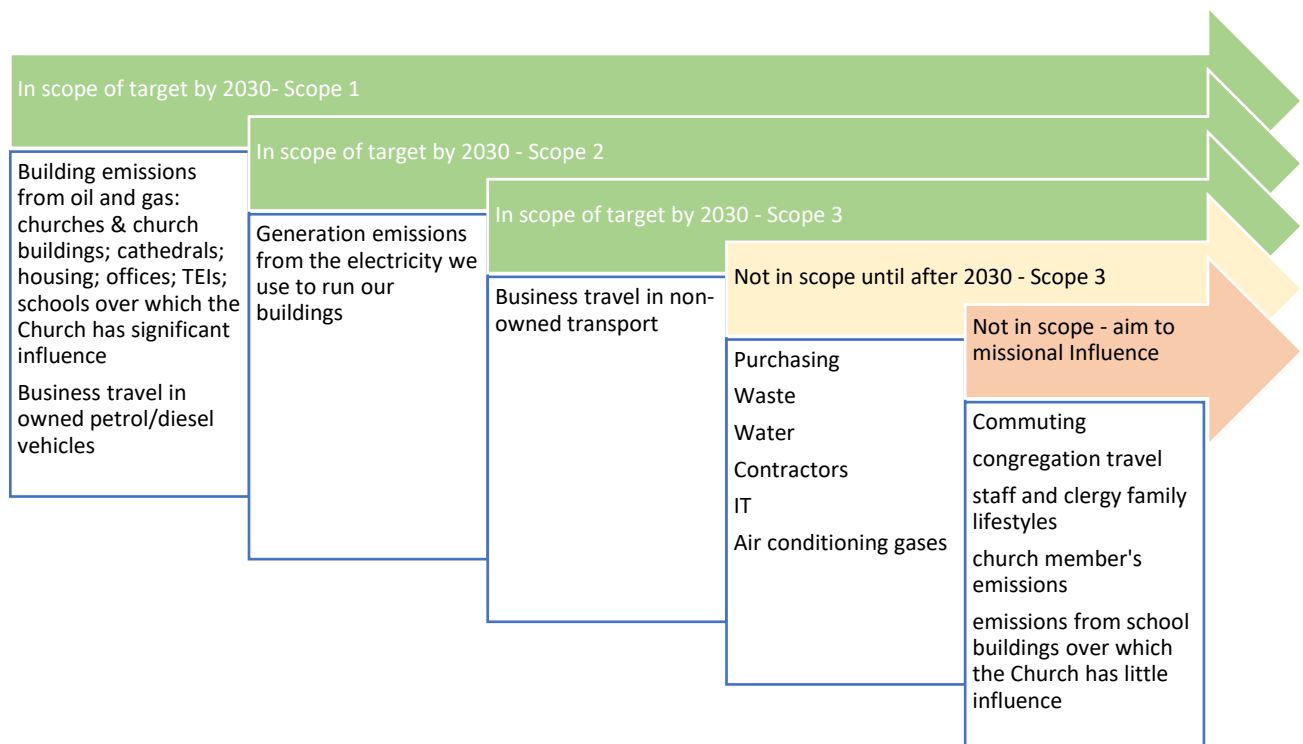
### What is the Net Zero Carbon 2030 Target?

In February 2020 the General Synod agreed a Motion to call upon all parts of the Church of England to work to achieve year-on-year reductions in emissions and urgently examine what would be required to reach net zero emissions by 2030 in order that a plan of action can be drawn up to achieve that target. The full scope of the net zero carbon target is presented in [Appendix 1](#), which also shows that which comes within scope after 2030 and that which will never be in scope but which we will aim to missionally influence.

Much work has been done since the 2020 Motion, and our Progress Report [on our website](#) describes some of this work.

The diagram below explains the scope of the Net Zero Carbon target in the terms of the [Greenhouse Gas Protocols](#) definitions.





For the 2030 target, the gross carbon footprint of the Church is therefore the in-scope emissions described above and in [Appendix 1](#). From this, electricity from renewable sources and 100% 'green' biogas can be removed, to leave the net carbon footprint. To achieve net zero carbon, an amount equivalent to these remaining emissions – the “net carbon footprint” - will need to be removed from the atmosphere by valid offsetting schemes and / or by exporting 'spare' electricity to the grid from solar PV panels on our buildings.



The *Routemap* focuses efforts on interventions for high-energy-use buildings to reduce gross energy consumption and gross carbon emissions, whilst encouraging low-energy-use buildings to take all reasonable efforts to reduce energy consumption and switch to a green energy tariff.

## 2. The Routemap

### 2.1 What is the Routemap?

The *Routemap* is the action plan required by Synod and is one part of a wide-ranging Environment Programme. Its purpose is to set out what is needed if we are to achieve net zero carbon by 2030.

The Routemap is the result of wide consultation across the Church of England. The *Routemap* will be revised and improved as the policy, funding and technology landscape changes.

| This Routemap IS:   | This Routemap IS NOT:   |
|---|---|
| <ul style="list-style-type: none"> <li>✓ Focused on the areas ‘in scope’ of the 2030 target set by General Synod: the oil, gas and electricity used to heat, light and power our buildings, and our work-related travel. See the full scope of the Synod target in <a href="#">Appendix 1</a>.</li> </ul> | <ul style="list-style-type: none"> <li>✗ Focused on wider areas such as procurement, construction projects, or land, nor climate resilience and the adaptations needed to operate and grow in a changing climate. These are touched on in <a href="#">Section 6</a> but are currently out of scope of the 2030 target.</li> </ul> |
| <ul style="list-style-type: none"> <li>✓ Focused only on the Church’s own greenhouse gas emissions. It covers those areas under our control or significantly under our influence.</li> </ul>  | <ul style="list-style-type: none"> <li>✗ Focused on influencing the lifestyles of our parishioners and school families. While this work is vital, it is not the aim of this document.</li> </ul>  |
| <ul style="list-style-type: none"> <li>✓ Inclusive of the operational aspects of the National Investing Bodies (for example See houses, offices, and retired clergy housing).</li> </ul>  | <ul style="list-style-type: none"> <li>✗ Inclusive of the investment portfolios of the National Investing Bodies, which have a 2050 target, reflecting their global nature.</li> </ul>  |
| <ul style="list-style-type: none"> <li>✓ Primarily intended for an internal audience, particularly those able to effect change.</li> </ul>  | <ul style="list-style-type: none"> <li>✗ Intended for an external audience, except for those organisations that are working closely with us to effect positive environmental change.</li> </ul>   |
| <ul style="list-style-type: none"> <li>✓ Intended to be adopted by all parts of the Church of England within this scope.</li> </ul>   | <ul style="list-style-type: none"> <li>✗ Intended to cover issues of biodiversity and habitat, or climate adaptation. These are in scope for the wider CofE Environment Programme, along with worship and teaching on the environment, community engagement, and more.</li> </ul>   |

The focus of the actions in this document is on high-energy-consuming buildings, not the smaller less frequently used buildings that already have a very low carbon footprint. For example, a typical small church, not used every day, has an annual carbon footprint of significantly less than

an average UK household. Routine maintenance and switching off unnecessary heat and light will reduce carbon emissions further and switching to a green electricity tariff will allow such building to be at or near net zero carbon for minimal additional cost.

## 2.2 How to use this document

[Section 4](#) is split into sub-sections for specific audiences, while [Sections 5](#) and [6](#) relate to overarching themes which may be of interest to all. The start and end of the document provide the context.

## 2.3 Further Resources

There are supporting documents and links to further resources [on our website](#), including:

- A glossary and abbreviations
- Progress Report
- Case studies

Since the *Routemap* consultation, a new Net Zero Carbon Resource Hub has been developed. This is a central space for dioceses to share documents, with access restricted to selected diocesan staff.



Heat Pumps at St Andrew's Primary School, Chedworth, now a net zero carbon school

### 3. Net zero carbon planning principles

The following seven principles need to guide all our work if we are to achieve year-on-year reductions in our greenhouse gas emissions and, ultimately, reach net zero carbon. We hope these principles will inform the action of all parts and levels of the Church of England across the country.

| <b>Net Zero Carbon planning principles:</b>            |   |
|--|---|
| <b>1. Based in theology: Treasuring God's creation</b> | <ul style="list-style-type: none"> <li>• We recognise that the global climate emergency is a crisis for God's creation, and unjust to the poor and future generations. It is the context into which we are called to live and preach the Gospel.</li> <li>• We will link all our actions on net zero carbon to our Christian mission, as expressed in the Five Marks of Mission.</li> <li>• We will grow the Church while reducing our environmental footprint; Christ's Gospel message will reach and engage new people, particularly the young.</li> </ul>  |
| <b>2. Urgent, relevant and widely understood</b>       | <ul style="list-style-type: none"> <li>• Net zero is needed by 2030 but it starts now. We aren't waiting; a significant reduction is needed every year, year-on-year.</li> <li>• We will communicate clearly the reasons for action, and for acting now recognising the existential threat that <a href="#">we all face</a>.</li> <li>• We embrace the call to net zero carbon as an integral part of our mission; caring for creation, achieving climate justice, ending poverty, creating a viable future for ourselves and coming generations, and increasing engagement with our communities.</li> <li>• We will implement only tried and tested technology.</li> </ul>   |
| <b>3. Data-driven, focused and transparent</b>         | <ul style="list-style-type: none"> <li>• We recognise this work covers all of our activities as a Church, as set out in the <a href="#">scope agreed by Synod</a>.</li> <li>• We will gather good data on major sources of emissions, to inform our decisions e.g. energy consumption, EPC surveys and travel data.</li> <li>• We will be strategic, using our data to focus effort on the large, busy buildings such as secondary schools and our busiest churches. We know most small, rural churches already have a very small carbon footprint and the onus for action does not lie with them.</li> <li>• We will learn from others, sharing resources and collaborating.</li> <li>• We will estimate costs for the changes and actively seek funding.</li> </ul> |
| <b>4. Embedded in all we do</b>                        | <ul style="list-style-type: none"> <li>• We will aim to integrate ethical environmental principles into everything we are doing as the CofE.</li> <li>• We will encourage every level and part of the Church to take a formal decision to answer the call from General Synod e.g. a motion by the PCC, school governors, cathedral chapter, diocesan synod. Leaders at all levels will need to prioritise action.</li> <li>• We will identify those things directly in our control, and the things we influence, and discern appropriate strategies for both (including co-benefits for wildlife, social value, health, community etc).</li> </ul>  |



|   |   |
|---|---|
|   | <ul style="list-style-type: none"> <li>• We will encourage each part of the Church to gather a team to work on this, including a champion in a leadership position.</li> <li>• We will include carbon footprints into our reporting systems, both nationally and locally, e.g. APCM reports.</li> <li>• We will also include climate adaptation/resilience to protect our buildings and communities in increasingly extreme weather.</li> </ul>   |
| <b>5. Using less energy, and from cleaner sources</b> | <ul style="list-style-type: none"> <li>• We will aim for quick wins, whilst planning ahead for the harder actions such as moving away from oil and gas.</li> <li>• We will first reduce demand for energy by maintaining our buildings well (tackling damp, fixing broken windows etc) and by reducing heat loss as appropriate. Then we will increase energy efficiency through steps such as LED lighting, zoning and controls.</li> <li>• We will ensure energy is supplied from cleaner sources: switching to 'green' tariffs and increasing renewables on our buildings.</li> <li>• We recognise the vital importance of decarbonising heat since any new oil/gas boiler installed now will outlast 2030. We acknowledge the challenge and will strive to ensure options appraisals take place for all heating replacements of fossil oil and gas systems.</li> <li>• We recognise that some decisions will need to wait until later in the decade, for more certainty on technologies, funding and regulation.</li> <li>• We will aim to avoid maladaptation and to remember the embodied carbon in our building projects; we will avoid carrying out big interventions for small savings, while recognising the need to future-proof buildings to comply with potential future legislation.</li> </ul> |
| <b>6. Travelling sustainably</b>                      | <ul style="list-style-type: none"> <li>• We will avoid unnecessary travel.</li> <li>• We will encourage sustainable transport and remember the travel hierarchy: walking, cycling, public transport, shared journeys, electric cars, fuel efficient cars, less efficient cars, ferries, flights.</li> </ul>   |
| <b>7. Offsetting only what we cannot reduce</b>       | <ul style="list-style-type: none"> <li>• We will reduce all the carbon emissions we can, offsetting should be a last resort.</li> <li>• There will however be some role for offsetting and sequestration, towards 2030, and we will explore viable options whilst recognising most will not sequester carbon in the timescale of our target.</li> <li>• Where excess renewable energy is generated on our sites (e.g. from solar PV) we can export to the national grid as a valid offset.</li> <li>• We will protect and nurture the trees, soils and wild spaces we already have and the carbon they store. There are a range of nature-based climate interventions which are to be encouraged in appropriate places, but which will take time to come to maturity and do not offset the effect of the carbon we are producing now.</li> </ul>  |

## 4. The kind of change that is needed

The sub-sections below cover dioceses and the different Church building types – churches and cathedrals, schools, TEs and offices. There are no specific milestones for other church buildings, but the key themes running through each of Section 4 of data collection, maintenance and energy reduction will be applicable to other buildings too. Milestones with dates are presented – a date with a ‘+’ indicates the milestone should initially be achieved by that date but is then ongoing.

Overarching actions for communications, leadership, training, funding and transport are in [Section 5](#) and are not repeated here.

### 4.1 Dioceses

We recognise that in terms of the 2030 net zero carbon ambition each diocese will have direct control over its landholdings, the diocesan office (where this is owned by the diocese) and the fabric of its clergy properties (potentially being able to improve the EPC rating of its clergy properties and through its purchasing of new properties). Dioceses can then seek to encourage, influence and support the churches, schools, staff and clergy families in their diocese as they journey to net zero carbon.

| Milestone  | Date         |
|--|--------------|
| 4.1.1. Dioceses: All dioceses to convene a Net Zero Carbon working group, with senior representatives.   | 2022+        |
| 4.1.2. Dioceses: All dioceses provide an annual carbon emissions report to Diocesan Synod using the results provided by the national Carbon Emissions report from Research and Statistics.   | 2022+        |
| 4.1.3. Dioceses: All dioceses develop a communication strategy to churches and schools - focus on the ‘why’, the theology, and make it positive.   | 2022+        |
| 4.1.4. Dioceses: All dioceses provide an outline of their decarbonisation plans to Diocesan Synod as a Net Zero Carbon Action Plan, to include estimates of costs for different options, as well as the policy changes and levers for change required. To be reviewed annually by senior staff. The plan should make reference to the <i>Practical Path to Net Zero</i> and actively consider implementation of ‘quick wins’, how to decarbonise heat, how to reduce energy consumption and how to encourage behaviour change. | 2023+        |
| 4.1.5. Dioceses: All dioceses audit clergy property (where possible) by 2023 and develop a property retrofitting plan by 2024 (see <a href="#">Section 4.4</a> ).  | 2023<br>2024 |
| 4.1.6. Dioceses: All dioceses audit their landholdings and develop a land management plan.   | 2026         |

The national Church will:

1. Gather and share more model approaches to achieving carbon reductions for different categories or types of building and share examples of Diocesan Net Zero Carbon Action Plans and potential costings (e.g. heat pump installation for clergy housing) on the Net Zero Carbon Resources Hub.



2. Work to develop funding streams for both capital installations in our buildings and to provide support to parishes (see [Section 5.4](#) below).
3. Provide central consultancy/expertise so dioceses can access real expertise, as a matter of urgency.
4. Continue to develop central procurement for items such as boilers, radiant panels etc; electric vehicle charging points; bulk purchase of green tariffs to obtain a better price point so this is an easier choice for a PCC, diocesan office etc.
5. Additional national actions in terms of technical advice, training and guidance and funding are presented in [Sections 5.1](#), [5.2](#) and [5.4](#) respectively.

Every diocese should consider:

1. Establishing a [net zero carbon working group](#): Bring on board key stakeholders from all departments, bishops, archdeacons, and look for existing commitments and delivery of policy change.
2. Gathering data and work to it: Task someone with creating an annual greenhouse gas emissions report using the data from Research and Stats, promote the [Energy Footprint Tool and the Energy Toolkit](#), and the range of other national tools as they become available.
3. Developing and agreeing a costed (costs and savings) strategy with Synod support. If possible, establish a local grant and/or loans scheme.
4. Taking a two-pronged attack (i) finding some quick wins and pilots which show what is possible, while (ii) focussing strategically on the highest energy use buildings in the diocese, saving energy and decarbonising heat.
5. Commissioning a desk-based Renewable Energy Feasibility Study for all buildings. With the results, consider opportunities for bulk procurement by implementing solutions on an intervention basis (e.g. installing PV panels or heat pumps) rather than a building basis. Add to your diocesan Net Zero Carbon Action Plan
6. Increasing capacity and understanding: potentially use the national ‘train the trainer’ scheme in Carbon Literacy to increase understanding across the diocese.
7. Identifying required policy changes/levers for change: Create a DAC policy, set expectations for APCM reports, quinquennial inspections and archdeacon’s visitations.
8. Instigating discussions with local authorities about proposed low carbon heat networks over the coming decade and the potential for any buildings across the Church estate to be connected to them. Feed the results of these discussions into the Net Zero Carbon Action Plan and specific building heating replacement plans.
9. Working with your HR department to ensure that your response to the climate crisis and the 2030 net zero carbon ambition is reflected in staff job descriptions, staff training (such as Carbon Literacy training), departmental plans and Key Performance Indicators.
10. Promoting Eco Church and use the criteria to inform your planning. (see Milestones 4.2.9, 4.5.5 and 4.6.1).

Please also see [Section 5.3](#) for travel actions, applicable for travel across the diocese, and [Section 7](#) reporting.

## 4.2 Churches and Cathedrals

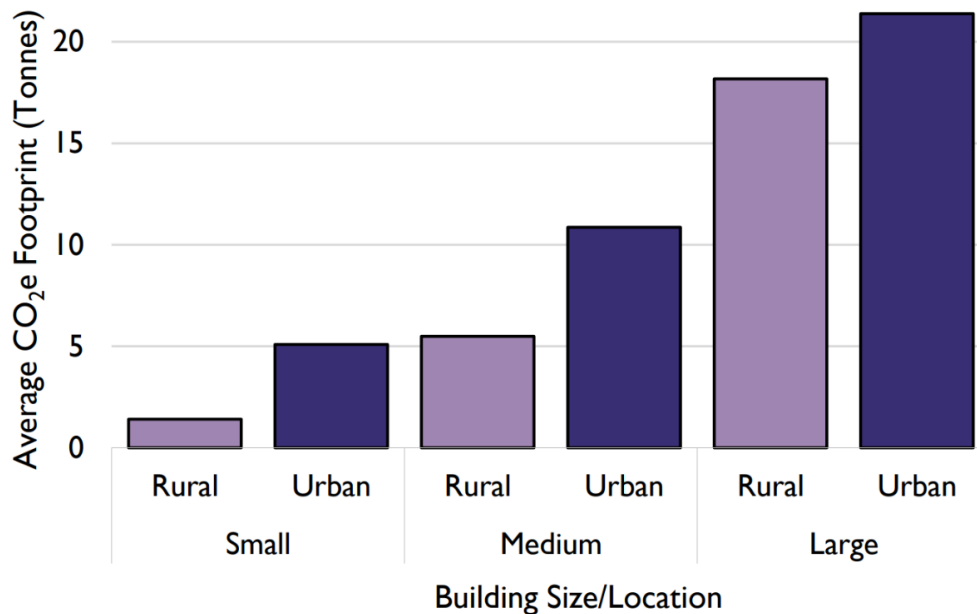
This section includes churches and cathedrals as well as all church buildings and those within the cathedral precinct. Although there are no specific milestones for these associated buildings, opportunities to improve energy efficiency, reduce energy consumption and decarbonise heating should be considered for these associated buildings too.

Many of the milestones and actions in this section rely on ownership of the building, which is not the case in all dioceses (e.g. Europe, Sodor & Man and Salisbury (for the Channel Islands)) – in these cases the role of influence should be key.

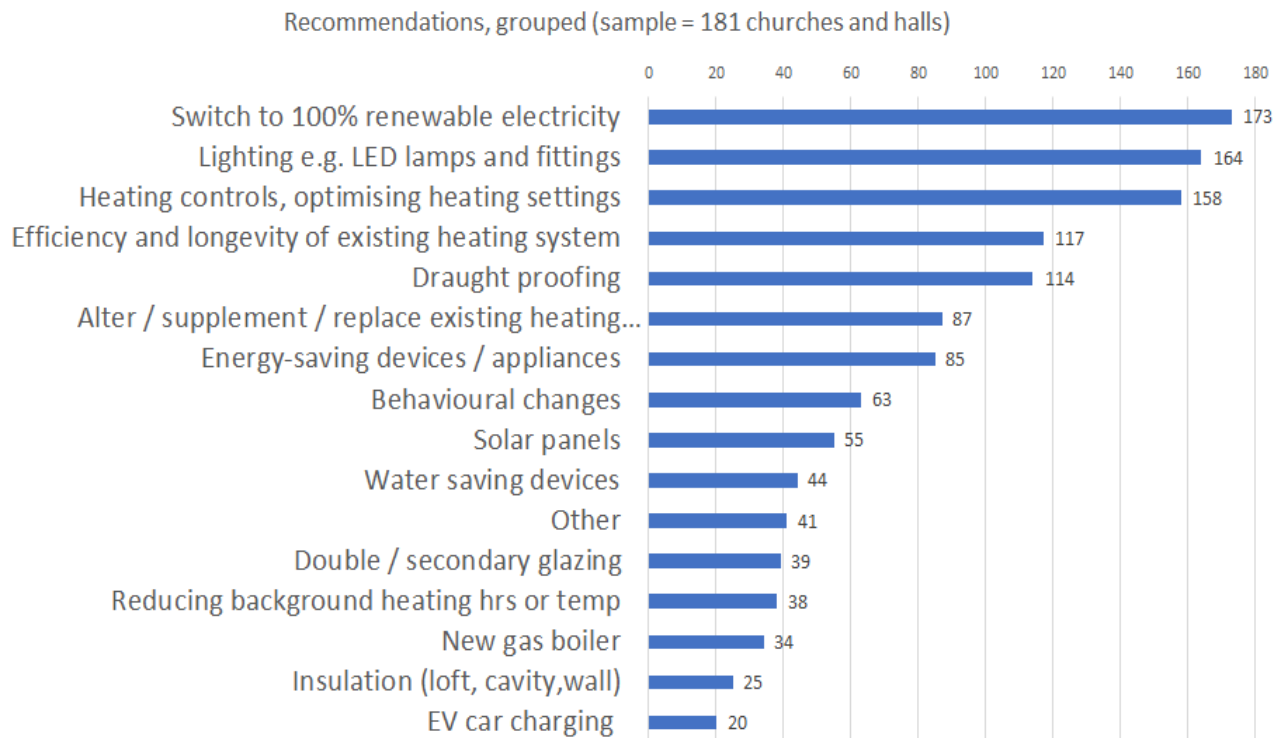
| Milestone  | Date                 |
|--|----------------------|
| 4.2.1. National: Faculty rule changes were agreed by General Synod in 2022, for a range of changes to the rules to support net zero carbon. Clear guidance to be issued on agreed changes, and wide communication about the implications.  | 2022                 |
| 4.2.2. National: Promote the <i>Practical Path to Net Zero</i> checklist, Heating Options Appraisal guidance, and church energy audit programme to all those responsible for church buildings.   | 2022+                |
| 4.2.3. National: Parish Buying rolls out and promotes new net zero carbon product offering, including solar panels, heating solutions, 'green' gas tariff and EV car charging.   | 2022+                |
| 4.2.4. Cathedrals and Churches: Over the duration of a Quinquennium and from 2022, all cathedrals and the top 20% of energy-consuming churches to develop net zero carbon action plans for completion by no later than 2027. These should include, as a minimum, low-carbon heating options to replace fossil-fuel heating at end-of-life, such as heat pumps or far infra-red heating panels. The Action Plan should also contain a Heating Resilience Plan which should consider how to manage heat should the existing system fail, to avoid needing a quick like-for-like fossil-fuel replacement. | 2022-2027            |
| 4.2.5. Dioceses: Every diocese has a 90%+ completion rate for the Energy Footprint Tool, and 100% of cathedrals complete the Energy Footprint Tool.  | 2023+                |
| 4.2.6. Cathedrals: All cathedrals to have sustainability reviews completed. The review should make reference to the <i>Practical Path to Net Zero</i> and actively consider implementation of 'quick wins', how to decarbonise heat and how to reduce energy consumption.  | 2023                 |
| 4.2.7. National: Pilot an investment scheme for projects with high enough Return on Investment (see also <a href="#">Section 5.4</a> ).  | 2023                 |
| 4.2.8. National: Proposal to change APCM rules to require reporting of carbon footprint results to come to General Synod.  | 2023                 |
| 4.2.9. Churches: Eco Church registration <ul style="list-style-type: none"> <li>• All cathedrals registered for Eco Church and achieve bronze.</li> <li>• 10% of local churches in every diocese registered; 5% of local churches awarded at least at bronze (= Bronze Eco Dioceses standard).</li> <li>• 40% of local churches registered; 30% of local churches awarded, of which at least a third of these awards should be Silver or higher (= Silver Eco Dioceses standard).</li> </ul>   | 2023<br>2023<br>2026 |

|  |      |
|--|------|
| <ul style="list-style-type: none"> <li>All dioceses reach Gold Eco Dioceses standard – targets are currently being amended by A Rocha.</li> </ul>  | 2029 |
| 4.2.10. Cathedrals and churches: At the point of contract renewal, switch to 100% green electricity tariff, encouraged through a major national switching campaign*.<br>* Timing to be kept under review, depending on stabilisation of the energy markets.  | 2024 |
| 4.2.11. Cathedrals and churches: Having reviewed options to replace fossil fuels, all churches and cathedrals that remain with gas heating, switch to a ‘green’ gas tariff at the point of contract renewal*, based on national advice about the criteria to apply.<br>* Timing to be kept under review, depending on stabilisation of the energy markets. | 2024 |
| 4.2.12. Cathedrals and churches: No new oil boilers installed in churches and cathedrals after this date. *<br>* contingent on government action to connect rural communities to the grid.   | 2025 |
| 4.2.13. Churches: All churches to have energy efficient lighting installed throughout, with timers and light and motion sensors where appropriate.   | 2025 |
| 4.2.14. Cathedrals and churches: All cathedrals, and at least the top 20% of energy-consuming churches, to deliver the actions in their Net Zero Carbon Action Plans.  | 2030 |

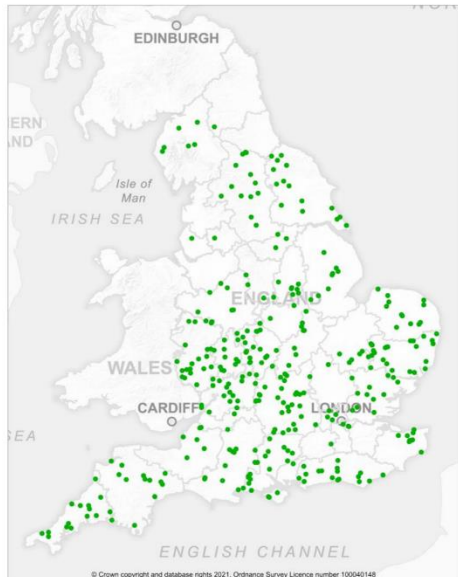
Emissions are much higher in our larger, busier churches. This is where the focus of action must be. Smaller, less busy churches should focus primarily on good maintenance and ‘quick wins’.



The analysis of our programme of church energy audits indicates the main areas for action:



A more recent analysis, through the Wayfinders Project<sup>1</sup>, of a small sample of very high-energy-use churches showed that they could achieve net zero carbon while maintaining their current use patterns. At the time of the research air-to-air source heat pumps, point of use water heaters, LED lighting, and (in some cases) solar panels were the main technologies needed. All of these exist now.



Net zero carbon churches are not just a theory, they exist now. The [analysis of last year's Energy Footprint Tool](#) results showed that 7% of churches completing the EFT were already 'net zero'. **Each green dot on the map is one of these net zero carbon churches.** In the main, these churches have electric heating and have switched to a 100% green electricity tariff.

The national Church has:

1. Reviewed the Faculty Rules (undertaken by the Rules Committee). This will make it easier to deliver positive changes and make a continued dependence on fossil fuels require greater consideration. These proposals went to General Synod in 2022 and were approved. Clear

<sup>1</sup> The Wayfinders Project, commissioned and funded by the national CoE Environment Programme, looked at the practicalities of achieving net zero carbon in a sample of high-energy-use CoE buildings (churches, schools, a TEI and an office). A summary report, full report and reports for each building are available on the Net Zero Carbon Resource Hub.

guidance will be developed along with delivery of wide-ranging communication about the implications.

2. Detailed sustainability reviews for all cathedrals are underway. The Cathedrals Fabric Commission is in conversation with cathedrals about strengthening understanding of green technology projects in cathedrals. A *Practical Path to Net Zero Carbon for Cathedrals and Major Churches* is being developed.
3. Done extensive work on church heating, including with Historic England. Early advice on this can be found as part of the [Practical Path to Net Zero](#). A conference on this is planned for 2022 and a database of case studies is being developed.
4. In 2021 diocesan heating advisers formed a network to share good practice and some dioceses have had success recruiting new advisers. It has become more mainstream for churches and the DAC to include a move to net zero carbon as part of their considerations when moving to a new heating scheme. In [Section 5.2](#) it is recommended that a national recruitment exercise is done annually on behalf of the dioceses, and that a national training/induction programme for heating advisers is created and run annually.
5. We will develop guidance on how to write a church Net Zero Carbon Action Plan, with a range of worked examples, and share them through the website, the CEAN and DAC networks, and through a webinar.

See other, linked actions, in sections [5.1 communications](#), [5.2 capacity building](#), [5.3 travel](#) and [5.4 funding](#).

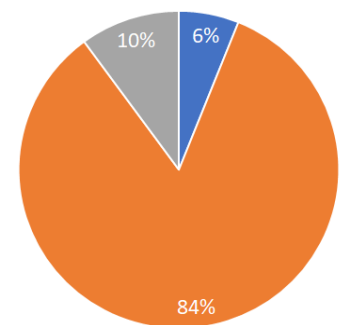
Heating makes up the vast majority of a typical church's energy use; 84% in the sample analysed in 2020. The majority of the recommendations from the energy audits, shown above, concern tackling heat loss, optimising the existing heating, or changing to new heating systems.

The key is to change our default starting point from heating the church (space heating) to making people comfortable (people heating), while protecting our historic interiors from damp through good maintenance.

Decarbonising heat (moving away from fossil oil and gas) is not simple, especially in large churches currently on oil and gas, perhaps with chair seating and full schedules of users. Working on this is a national priority. Our heating guidance sets out a wide range of feasible options and shows how an options appraisal can be done.

Percentage of total church energy use  
(sample = 126 churches and halls)

■ Lighting ■ Heating ■ Other



Every cathedral and church should consider:

1. Passing a motion at your PCC or equivalent, to recognise the climate emergency, and the General Synod target of 2030. Make a commitment as a church.
2. Measuring your carbon footprint with the Energy Footprint Tool. Report the results through your APCM or equivalent.
3. Using the *Practical Path to Net Zero Carbon* as a start point for an action plan.

4. For most smaller churches, heated only a few hours per week or month, the carbon footprint is already very low. Here, good maintenance is key: looking after the roof, gutters, windows, and doors, and tackling the causes of damp.
5. The most common recommendation from the audits is to switch to a green electricity tariff. As of Q2 2022 this is difficult due to turmoil in the energy markets. When this settles switching to green electricity is an affordable swap from standard 'brown' grid electricity. This is an easy win: the analysis of the first year of the Energy Footprint Tool suggests that churches could reduce their collective carbon footprint by 22% through this step alone. Combining electric heating with a 100% renewable tariff makes a church - nearly - net zero carbon, leaving only their transport to consider (see [Section 5.3](#) for travel).
6. The second most common recommendation is on lighting (although a relatively small user of energy compared to heating). For light, the change required is often straightforward, with a shift to LED lamps powered by a 100% green electricity tariff, lighting becomes both energy efficient and net zero carbon. Movement and light-level sensors can be useful if lights are routinely left on.
7. The most cost-effective option is to 'turn off' lights and equipment that are not needed and review heating settings to reduce carbon emissions and save money on energy costs.
8. Taking appropriate steps to reduce heat loss, and to make existing systems as efficient as possible. Plan ahead for replacements when the current system reaches the end of its working life by creating a Net Zero Carbon Action Plan, including a Heat Decarbonisation Plan, using the national guidance.
9. Avoiding making a large intervention for a small energy saving; all the materials you use have an embodied carbon cost.

Two thirds of emissions are from 20% of churches; generally the larger, busier ones, fulfilling mission all week round. Every cathedral and these larger, regularly used churches should also consider:

1. Creating a Net Zero Carbon Action Plan, including a Heat Decarbonisation Plan, using the national guidance, as set out in the milestones above.
2. They should actively plan and fundraise to implement their Net Zero Carbon Action Plan.

Every diocese should consider ways to support this work:

1. Embed the Fifth Mark of Mission in the work of the DAC and create an environmental policy, appropriate for your diocese.
2. Encourage uptake of the resources that exist, such as the Energy Footprint Tool, *Practical Path to Net Zero Carbon*, webinar programme, and heating guidance.
3. During visitations, Archdeacons to ask churches about using the Energy Footprint Tool, using the *Practical Path to Net Zero* to create an action plan, and about planning ahead for replacing their oil and gas heating.
4. Carry out a skills audit of your DAC and recruit new advisors where needed (supported by the national process – [milestone 5.2.3](#)).
5. Identify your 20% of largest, busiest churches, and – to the degree capacity allows - proactively seek ways to support them, to plan for and achieve net zero carbon.
6. Seek a firm who will carry out a free desk-top analysis of the churches most suitable for solar panels, and potentially EV car charging.

## 4.3 Schools

| Milestone  | Date   |
|--|--|
| 4.3.1. National: Provide training to support the establishment of 'Regional School Environment Groups' (school leaders, diocesan buildings officers, diocesan environmental officers, local authority, consultants, local champions, people with technical expertise).   | 2022   |
| 4.3.2. National: Provide a template for an 'Annual Resilience Statement' which schools can adopt.  | 2022+  |
| 4.3.3. National: As per the Department for Education (DfE) draft Sustainability and Climate Change Strategy, create a template for a Capital Asset Management Plan and Climate Action Plan which schools can adopt along with an estates vision informed by DfE Good Estate Management (GEMS) and considering the Church Net Zero Carbon Action Plan template <sup>2</sup> : <ul style="list-style-type: none"> <li>• Dioceses to identify schools with boilers approaching end-of-life, and support schools through funding feasibility to identify opportunities for a more sustainable solution and apply for grant funding from BEIS to deliver those by 2023</li> <li>• revise to include Execution Plans (funding, delivery method, programme etc) by 2024</li> <li>• revise to include Heat Decarbonisation Plan (HDP) by 2026</li> <li>• deliver the actions in these plans (subject to funding).</li> </ul> | 2022<br><br>2023<br><br>2024<br><br>2026<br>2030 |
| 4.3.4. DBE: DBE to take the lead in the promotion of the Energy Toolkit in their schools to commence data collection from utility bills.   | 2022+  |
| 4.3.5. National: Develop and share a <i>Practical Path to Net Zero Carbon for Church Schools</i> and a template Net Zero Carbon Action Plan.   | 2023   |
| 4.3.6. DBE: DBE to take the lead in the promotion of smart meter installations in schools and be undertaking data analysis from the information provided.  | 2023+  |
| 4.3.7. Schools: All schools to work with their procurement provider to switch to green energy tariffs at point of contract renewal*. Having reviewed options to replace fossil fuels, any school remaining on gas heating should switch to a 'green' gas tariff, based on national advice about the criteria to apply.<br>*Timing to be kept under review, depending on stabilisation of the energy markets.   | 2025   |

### Context

There are approximately 4,700 Church of England schools, which are estimated to collectively contribute [52% of total carbon emissions by building type](#)<sup>3</sup> for the whole Church of England. It is for this reason that schools are integral to the Church's mission to work towards net zero carbon

<sup>2</sup> The NZC Plan should make reference to the *Practical Path to Net Zero* and actively consider implementation of 'quick wins', how to decarbonise heat and how to reduce energy consumption. The Action Plan should also contain a Heating Resilience Plan which should consider how to manage heat should the existing system fail to avoid needing a quick like-for-like fossil-fuel replacement.

<sup>3</sup> GS Misc 1262 'Rising to the Challenge: reaching Net Zero by 2030' A Background Paper from the Environment Working Group Primary Schools were 33% and Secondary 19%



as a whole Church.

The [scope of the target for 2030](#) includes those schools where the Diocesan Board of Education has “a significant degree of influence (generally Voluntary Aided & Diocesan Academy Trusts<sup>4</sup>) including halls/other buildings” which equates to approximately 4,000 schools. It should also be noted that work-related travel including school trips are also within scope.

Out of scope of the target (but still within our mission to influence) are “those Church of England schools over which DBEs have limited influence (generally Voluntary Controlled Schools which are controlled by Local Authorities)”.

The issues of delivering this are well known and many are shared with other aspects of the Church, covered in [section 5.1](#) on communication: in particular, aligning targets between the national and the local, and the lack of dedicated funding, but also basic infrastructure issues like

Signing up churches and schools to be committed to the journey is an important step and signals a willingness to do something from now onwards rather than waiting for a point in the future.

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availability of reliable electricity connections. Delivering all of the milestones by the identified dates for schools will be contingent on public sector funding being made available.

The national Church will:

1. Inspire and encourage Church of England schools to sign up to a vision of sustainable schools that create better outcomes for all children and young people, to conserve the environment and to enable the planet to flourish for future generations.
2. Capture the voice of young people, by working with dioceses to encourage young people onto Diocesan Environment Working Groups.
3. DBEs and their community of schools can collate data through DEC reports, school energy bills and smart meters. Information about schools’ energy consumption is currently inconsistent and variable. To aid in the process of assimilating data, an Energy Footprint Toolkit for schools has been created by the national Research and Statistics team.
4. Maximise the establishment of an estate vision and strategy, including accessing future funding opportunities, the National Society (the Church of England Education Office) is also working to support the establishment of a network of regional hubs with training from consultants to help DBEs access technical support to implement a programme of energy audits (Heat Decarbonisation Plans) for schools.
5. Work with Government on funding options.
6. Additional national actions in terms of technical advice, training and guidance and funding are presented in [Sections 5.2](#) and [5.4](#) respectively.

Every DBE should consider:

1. Once schools understand how they are performing they need to be able to identify what the technical route is to achieve net zero carbon. The best way of doing this is to produce

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<sup>4</sup> Accounts for approx. 64% of schools



a Capital Asset and Climate Action Plan (referred to in other parts of this document as a Net Zero Carbon Action Plan) containing a Heat Decarbonisation Plan (HDP). The key to progressing schools towards the target is for them to find a bespoke route by commissioning these audits and establishing business cases to bid for funding required to deliver the projects that are identified. Without this information, and an appreciation of the technical solutions, progress may be halted.

2. Reviewing the Wayfinders Project<sup>5</sup> schools reports, available on the Net Zero Carbon Resource Hub, as a starting point.
3. Dioceses are encouraged to support the allocation of a significant proportion of the capital funding received, including capital funding for Boards of MATs ([CIF](#) or [SCA](#) as above), to fund projects outlined in HDPs. This would demonstrate progress against the HDP. Other capital works such as solar panels and LED lights could also be funded through school capital (through SCA). The significant barrier is the cost of the actual heat decarbonisation, for example, moving from fossil gas/oil to air-source or ground-source heat pump (especially as this may cost perhaps 3 or 4 time more than a gas replacement, although running costs may be lower). Where sustainable technology is comparatively expensive, it becomes difficult to justify and prioritise the limited sum of school capital funding available. These are issues that will have to continue to be addressed collectively as we progress towards 2030. There are some proposals for funding in the DfE draft Sustainability and Climate Change Strategy along with evaluation of best value for money approaches for retrofitting education buildings and developing retrofit and repair standards.
4. Some local authorities, who have responsibility for school places, have resolved to build greener and more efficient school buildings. Dioceses should support this policy and there should be an understanding that all new buildings – whether funded through [PSPB](#), SCA or [Basic Need](#) or any other means – would have to have a non-carbon heat source and in effect be a net zero carbon building, as proposed in the DfE draft Sustainability and Climate Change Strategy for all new school buildings to be net zero carbon in operation by 2023.
5. Dioceses should also consider the use of well-established diocesan landholdings and woodland as an asset not only in terms of offsetting for the diocese but also for use as forest schools and activities that raise awareness and appreciation of the natural environment.
6. Regional Environment Groups can work with schools to identify opportunities to decarbonise from the data collected by the EFT.
7. Regional Environment Groups can look at batching applications for funding where possible.
8. Project delivery can be overseen by Regional Environment Groups and reported to the Diocesan EWG.

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<sup>5</sup> The Wayfinders Project, commissioned and funded by the national CoE Environment Programme, looked at the practicalities of achieving net zero carbon in a sample of high-energy-use CoE buildings (churches, schools, a TEI and an office). A summary report, full report and reports for each building are available on the Net Zero Carbon Resource Hub.

9. Regional Environment Groups can keep up to date with government thinking on skills, funding and technologies.

Every school should consider:

1. Supporting school governing boards to make a formal declaration (for example, [Let's Go Zero](#)) to become net carbon zero by 2030 and encourage ex-officio governors to share good practices across the school and church community on this issue.
2. Establishing an 'eco charter' for school councils to implement, identifying personal pledges to work towards the target as a collective.
3. Providing an 'Annual Resilience Statement' to review their declaration. A suggestion is that this would be a statement setting out how directors/governors are measuring the school's climate resilience and targets, and addressing challenges over the short, medium and long term, including risks posed by climate change (as per the DfE draft Sustainability & Climate Change Strategy). Future planning and decision making should also be taken with consideration of any impact on future generations.
4. Switching to 100% 'green' energy tariffs through their procurement providers. Switching to renewable tariffs is an easy way for schools to reduce reliance on fossil fuels, and they can be encouraged to switch as soon as possible, while recognising that some are tied-in to local authority energy tariffs for a number of years.
5. The Capital Asset Management Plan and Climate Action Plan, both containing Heat Decarbonisation Plans (HDPs), provide a roadmap toward the net zero carbon target through retrofitting buildings. From these plans, a phased plan for implementing the HDP can be developed at a strategic level with Boards of Education. A significant amount of the capital works required to meet the HDP will be fabric work (to roofs and windows) which can be funded through school capital funding (funding routes include through CIF and SCA, although CIF is unlikely to provide support for decarbonisation projects directly without a significant contribution from the Academy). HDPs will also identify 'low-hanging fruit' and will discuss habits and working practices that could be addressed relatively easily. Reducing energy consumption is a key first step.
6. Integrating decarbonisation into estate strategy and planning in schools and increase efforts to ensure that schools work to set a sustainable strategy and vision for their estates. Integrating environmental considerations, an understanding of climate risks, and where adaptations are required, are key to driving change. The kinds of changes needed to school buildings include:
  - Upgrading thermal envelopes (where required) such as walls, windows, roofs, floors
  - Focusing on big win/lower cost items first, such as roof insulation
  - Installing energy efficient boilers and heating equipment powered by 'green' energy tariffs, OR

*Schools can become beacons for their parish church, enthusing, leading the way and supporting the church's journey to be an Eco Church and on its route to Net Zero Carbon.*

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- Installing low carbon heating systems (such as heat pumps or biomass) and/or renewable energy sources (wind, solar, etc)
  - Switching to energy-efficient lighting and other building systems
7. Assessing the school's current approach and consumption of resources which will help to motivate sustainable practices – a requirement for Schools and DBEs that hold capital funding. Effective buildings maintenance, glazing, insulation and draughtproofing are all important to improving efficiency.
  8. Other improvements to energy efficiency; for example, through swapping to LED lighting, and to include provision for any planned installation of renewables on buildings such as solar PV. This also has the benefit of reducing energy demand and the possibility that schools may have to review incoming electricity supply. An example of a net zero carbon school can be found at [St Andrews CofE Primary School](#).
  9. Promoting [walking buses](#) and to use sustainable transport where possible, and to plan for the installation of Electric Vehicle charging points where applicable (as recommended in the DfE draft Sustainability and Climate Change Strategy). Schools could work with local authorities to develop local travel action plans for safe active travel infrastructure around schools. Schools could review their programme of school trips, calculating the carbon emissions from these and reviewing the potential for trips with lower carbon emissions. Travel milestones are presented in [Section 5.3](#).
  10. The habits of each school community and think about offsetting the carbon that schools cannot avoid using. For example, there could be a multi-year plan with ideas on how to reduce energy consumption and travel, fund-raise for charging points, plant trees, or offset in other creative ways.
  11. Integrating the environment into the school programme; from utilising data from smart meters within the classroom to inspire sustainable habits, to exploring the grounds of the adjoining church yard and looking at plants to learn new scientific knowledge and skills. Identify and outline ways to teach this agenda, with a commitment to share resources where possible with their local church, and to share stories and experiences. This also helps to encourage community projects, such as shared electric vehicle charging points.
  12. Although not within the scope of the net zero carbon 2030 target, schools can consider other environmental policies such as creating recycling points which can be used by the whole community, for example battery recycling.
  13. With National and Diocesan support, encourage schools, children and young people to produce key documents (flyers, presentations, info sheets etc.) to make the declaration to work toward net zero carbon visible to the community.

Please also see [Section 5.3](#) for further travel actions.

## 4.4 Clergy housing and retired clergy housing

This section considers our clergy housing (owned by the dioceses), Bishopric housing and offices and retired clergy housing (in the care of National Church Institutions) as outlined in the [Scope](#). It is noted that the Channel Islands can only apply influence over housing (since rectories belong to the secular parishes on behalf of the ratepayers).

| Milestone  | Date |
|--|------|
| 4.4.1. National: Develop a <i>Practical Path to Net Zero Carbon for Clergy Housing</i> .   | 2023 |
| 4.4.2. Housing Management: All dioceses and the NCIs to have retrofitting and maintenance plans in place. These should include a Heating Resilience Plan which should consider how to manage heat should the existing system fail to avoid needing a quick like-for-like fossil-fuel replacement.  | 2023 |
| 4.4.3. Dioceses: All dioceses to have commissioned stock surveys such as EPC+ reports for at least a representative sample of clergy housing.  | 2023 |
| 4.4.4. Housing Management: All dioceses, the NCIs and the Pensions Board to have run switching campaigns to encourage occupiers to switch to 'green' electricity and, having reviewed options to replace fossil fuels, any building remaining with gas heating should be encouraged to switch to green gas tariffs at the point of contract renewal*, based on national advice about the criteria to apply.<br>* Timing to be kept under review, depending on stabilisation of the energy markets. | 2024 |
| 4.4.5. Dioceses: All dioceses to have stock improvement plans in place, having regard to the timing of when properties become vacant. The plan should make reference to the <i>Practical Path to Net Zero for Clergy Housing</i> (Milestone 4.4.1) and actively consider implementation of 'quick wins', how to decarbonise heat and how to reduce energy consumption.   | 2024 |
| 4.4.6. National: All See houses and bishops' offices have energy-efficient lighting installed throughout (interior and exterior) with light and motion sensors where appropriate.  | 2025 |
| 4.4.7. National: The NCIs to install or upgrade roof and cavity wall insulation, where feasible, to See houses and offices.  | 2026 |
| 4.4.8. Housing Management: At change of occupancy, and no later than 2030, install smart meters to assist with monitoring and management of energy consumption.  | 2030 |

### Context

The energy use of housing is an area of significant concern when it comes to carbon emissions. The Energy Savings Trust estimate that 30% of UK household carbon emissions come from heating our homes and hot water and clergy housing contributes 6% of total Church carbon emissions.

Housing has therefore rightly been an area targeted for action by Central Government. They have already directed that installation of new fossil fuel boilers will be banned from new houses constructed by 2025 and from existing housing by 2035, while domestic properties with an Energy Performance Certificate (EPC) Band of less than E cannot be let after 1 April 2020, unless

covered by a [valid exemption](#). The government has also [recently consulted](#) on plans for privately rented homes to be upgraded to EPC Band C by 2030.

However, it is worth noting that there are concerns about how this is tackled, with a coalition of industry and consumer groups stating that Government plans to decarbonise homes are too complicated and [confusing](#). According to the coalition, simply choosing the right technology or finding a reputable installer demands huge amounts of time, knowledge and effort. Far too often, things go wrong with poor installation and technologies not working as expected, and they say there are three key concerns that need to be addressed to ensure that plans to decarbonise homes do not fail: information, consumer protection, and costs.

The national Church will:

1. Progress the additional national actions in terms of technical advice, training and guidance and funding presented in [Sections 5.2](#) and [5.4](#) respectively.

Building on the Milestones above, all clergy housing owners/managers should consider:

1. **Developing maintenance plans:** All dioceses should have good records of the condition of their housing stock from the Quinquennial Inspections required [every five years](#). These reports should identify works that can be carried out immediately, or within the next five years, that will help identify what maintenance works will help reduce energy waste; for example, replacing worn window seals and regular servicing of boilers and other heat sources. Dioceses should use this information to develop maintenance plans, leading to a programme of works. The Pensions Board should take a similar approach.
2. **Understanding stock condition:** The Energy Footprint Tool allows dioceses to calculate the carbon footprint from clergy housing using an EPC. Some dioceses and parishes have started commissioning reports on their housing portfolios to help them plan for change, and a few have already started a programme of works focussing first on 'easy wins'. Dioceses are increasingly talking to each other to learn from the experience of those who are further ahead. There is now a recognition that a better quality of survey of our housing is needed, than the standard 'house purchaser type EPC'. The quality of these EPC reports can vary significantly and the recommended works arising from those reports are too limited in scope. EPC Plus reports cover a broader scope.
3. **Developing stock improvement plans:** From the EPC Plus reports, a programme of works can be produced. The quality of our housing stock needs to improve significantly, meaning significant capital investment. The improvements should be focussed on the source of heating (replacing fossil fuel boilers) and heat retention capability. It remains to be seen whether the existing gas network can be re-used with hydrogen. Therefore, renewable energy solutions such as ground/air-source heat pumps, and (for off-grid applications), biomass boilers are likely to be seen as priority projects given the timescales we are working to. For buildings older than ten years, heat pump installation should be accompanied by insulation of walls, floors and roofs to improve energy efficiency. All of this work is highly disruptive and not to be recommended while a property is occupied. It needs to be recognised that most housing cannot be made entirely carbon neutral, but meaningful energy efficiencies can be achieved through good insulation and glazing improvements. Any building undergoing a major renovation



should be prioritised for heat pump retrofit. Stock improvement plans should also assess the options for a building – whether to keep, retrofit or replace.

4. **QI Inspections:** Consider reviewing QI inspection template to identify the current EPC rating where available and the opportunities for energy efficiency measures.
5. **EV charging:** Review the potential for installation of electric vehicle (EV) charging points (where off-street parking is available) at change of occupancy. See also [Section 5.3](#).
6. **Solar PV:** Review the potential for installation of solar photo-voltaic panels (with battery if appropriate) at change of occupancy, or as part of a review of renewable potential across the estate.
7. **Electric cookers:** Encourage tenants to replace existing gas cookers with energy-efficient electric cookers at end-of-life.
8. **Reviewing government incentives:** The UK government announced VAT relief on energy saving materials for residential accommodation in the Spring Statement 2022<sup>6</sup> <sup>7</sup> and the Boiler Upgrade Scheme from April 2022.

Please also see [Section 5.3](#) for travel actions.



Revd Hugh Barton and Revd Andy Todd outside one of the Eco Vicarages, Diocese of Worcester

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<sup>6</sup> [Spring Statement 2022 \(publishing.service.gov.uk\)](#)

<sup>7</sup> [Energy-saving materials and heating equipment \(VAT Notice 708/6\) - GOV.UK \(www.gov.uk\)](#)

## 4.5 Theological Education Institutions (TEIs)

| Milestone   | Date  |
|---|-------|
| 4.5.1. TEIs: Net Zero Carbon Action Plans to be developed for all TEIs. The plan should make reference to the <i>Practical Path to Net Zero</i> and actively consider implementation of ‘quick wins’, how to decarbonise heat and how to reduce energy consumption. The Action Plan should also contain a Heating Resilience Plan which should consider how to manage heat should the existing system fail to avoid needing a quick like-for-like fossil-fuel replacement. All TEIs to have carbon measurement practices in place and to incorporate results in their regular reporting to their trustees/governing body. | 2023  |
| 4.5.2. TEIs: Incorporation of environmental teaching and learning within all TEI syllabuses and practices.  | 2024+ |
| 4.5.3. TEIs: All TEIs to be on a 100% green electricity tariff at the point of contract renewal*, encouraged through a major national switching campaign in 2022. TEIs using rented property should discuss energy reduction measures and ensure a green tariff where possible.<br>* Timing to be kept under review, depending on stabilisation of the energy markets.  | 2024  |
| 4.5.4. TEIs: All TEIs are on a ‘green’ gas tariff at the point of contract renewal* if they remain on gas heating after having reviewed options to replace fossil fuels, based on national advice about the criteria to apply.<br>* Timing to be kept under review, depending on stabilisation of the energy markets.   | 2024  |
| 4.5.5. TEIs: All TEIs to be registered with Eco Church and have achieved at least bronze. Where sharing a Diocese office, the TEI should be included in the Eco Diocese award.  | 2024  |
| 4.5.6. TEIs: No new oil boilers installed in TEIs after this date *.<br>* contingent on government action to connect rural communities to the grid.   | 2025  |
| 4.5.7. TEIs: All TEIs to deliver the actions in their net zero carbon action plans.   | 2030  |

The national Church will:

1. A meeting of 21 theological educators<sup>8</sup> who gathered in 2020 to discuss the place of environmental teaching and learning within UK TEIs concluded:
  - a. If the environment and creation care are to be taken seriously by TEIs, then they need to be made formation criteria by denominations for ministry training and should be a learning outcome for all students.
  - b. Specialist modules on environmental theology and related topics are highly desirable, and a key recommendation is to aim for integration of an environmental perspective across the whole curriculum.

As a result, the Theological Colleges Environment Network (TCEN) was established which is working on “greening the curriculum” to include more environmental issues in theology for clergy students and then in curacy training roles. The TCEN will also offer peer support.
2. Review with A Rocha UK the potential for an Eco College award (similar to Eco Church).

<sup>8</sup> source -The Environment in UK Theological Education Institutions, Hodson & Hodson, 2021



3. Progress additional national actions in terms of technical advice, training and guidance and funding presented in [Sections 5.2](#) and [5.4](#) respectively.

TEIs should consider:

1. The practical issues facing TEI buildings are how to decarbonise heating and make (often old, listed) buildings more energy efficient. The recommended actions are to maintain the buildings, improve energy efficiency, move away from fossil oil and gas where possible, and switch to green energy tariffs.
2. Measuring your carbon footprint using the Energy Footprint Tool.
3. As well as the points noted in Milestone 4.5.1 above, the net Zero Carbon Action Plan should include consideration of the points in [Section 5.3](#) (Travel) such as reviewing the potential for installation of electric vehicle charging points and provision of secure storage for bicycles, scooters and motorbikes.
4. In addition to Milestone 5.3.3 to develop a Travel Plan, TEIs to consider how to encourage non-residential students to adopt more carbon-efficient means of transport and how to develop distributed models of teaching that reduce the need for travel.
5. Embedding environmental education into the curriculum of theological teaching, leadership training and research. Review the curriculum and community life with a view to enabling all members of the TEI community to engage with environmental responsibility.
6. Environmental sustainability should become a core element of lifestyle formation.
7. Where applicable, work with your diocese to determine responsibilities for decarbonisation and the actions necessary to deliver a net zero carbon TEI.
8. TEIs with residential accommodation should also review [Section 4.4](#) above.



St Andrew's by the Wardrobe have recently installed heat pumps (photo features Parish Administrator, Laura Li)

## 4.6 Offices

This section applies to Diocesan Offices, Church House Westminster, and to any other office (for example bishops' offices and cathedral offices) which are not already part of a building covered elsewhere in the *Routemap*. For example, if the cathedral office is already included in the cathedral's own action plan and carbon reporting, then it does not need to also separately report and plan for the office, but if the office is a separate building, then it should.

Many of the milestones and actions in this section rely on ownership of the building, which is not the case in all dioceses – in these cases the role of influence should be key.

| Milestone  | Date             |
|--|------------------|
| 4.6.1. Office Management: All offices to register for Eco Church during 2022 and aim to achieve a bronze Eco Church award by 2023 and silver by 2026.  | 2022, 2023, 2026 |
| 4.6.2. Office Management: All offices to measure and report on their carbon emissions by inputting utility bill information and floor area into the Energy Footprint Tool.   | 2023+            |
| <b>For offices where we have significant influence over the fabric, services, and utilities:</b>   |                  |
| 4.6.3. Office Management: All offices have at least a high-level Net Zero Carbon Action Plan, including some consideration of space availability and needs. The plan should actively consider implementation of 'quick wins', how to decarbonise heat and how to reduce energy consumption. The Action Plan should also contain a Heating Resilience Plan which should consider how to manage heat should the existing system fail to avoid needing a quick like-for-like fossil-fuel replacement. | 2023             |
| 4.6.4. Office Management: Offices to review the potential for installation of electric vehicle charging points and the provision of dedicated car parking spaces for electric cars.<br>If appropriate, then move ahead to installation.  | 2023<br>2024     |
| 4.6.5. Office Management: From 2023 onwards, all offices not already on one to switch to a green electricity tariff at the point of contract renewal.*<br>* Timing to be kept under review, depending on stabilisation of the energy markets.  | 2024             |
| 4.6.6. Office Management: From 2024 onwards*, and having reviewed options to replace fossil fuels, all offices that remain on gas heating switch to a 'green' gas tariff at the point of contract renewal, based on national advice about the criteria to apply.<br>* Timing to be kept under review, depending on stabilisation of the energy markets.  | 2024             |
| 4.6.7. Office Management: No new or replacement oil boilers to be installed in offices after this date.*<br>* contingent on government action to connect rural communities to the grid.  | 2025             |
| 4.6.8. Office Management: All owned offices to deliver the actions in their Net Zero Carbon Action Plans.  | 2030             |
| <b>Where offices are rented:</b>   |                  |
| 4.6.9. Office Management: Where offices are rented, initial engagement to take place with landlords with the aim of implementing a Net Zero Carbon Action Plan over the  | 2024             |

|   |  |
|---|--|
| coming years. Determine what changes you can make under the lease and what changes they may be willing to make. |  |
|---|--|

It is important to distinguish here between adapting and improving existing offices (often in old buildings) from new, more modern offices, and again from new custom-built offices. It is understood that dioceses vary widely in their ability to control/influence their office space, and the milestones above recognise this; dioceses should aim to achieve those milestones relevant in their circumstances. The national office, Church House, owned by The Corporation of the Church House, is included throughout in the milestones above.

For **staff training** and for **internal communications**, see [Sections 5.1](#) and [5.2](#) below, while [Section 5.3](#) Travel has actions of relevance to the office setting.

The National Church will:

1. Develop a template Net Zero Carbon Action Plan and existing examples will be shared on the new Resource Hub.
2. Parish Buying is actively researching EV car charging with the aim of offering a solution in 2023.

Building on the Milestones above, office managers should consider:

The following generic approach is proposed but should be tailored based on the factors above.

1. Reviewing how offices are used, in terms of physical meetings, desk utilisation, and room rental. Simple layout changes can improve energy efficiency<sup>9</sup>. Decide if you are in the right building.
2. Adopting a policy of ‘flexible working’ to allow staff, where it is appropriate, to work from home. Each situation is different, but it may reduce energy consumption within the building and reduce carbon emissions from travel to work (not currently included in scope). Once adopted, review desk utilisation as it may be possible to reduce the size of office buildings, thereby reducing energy costs and carbon emissions.
3. Taking advice from an energy consultant.
4. Engaging with your staff, in order to work towards behavioural change. Carbon Literacy training can be a good option here, and national ‘train the trainer’ sessions have already been run in 2022, and more are planned.
5. Using your Net Zero Carbon Action Plan, action the quick wins for reducing energy consumption – not leaving equipment on standby, turning off lights when leaving rooms, replacing lights with LEDs, appropriate heating and air-con settings etc.
6. Budgeting and work towards major project work.
7. Reviewing the potential for sustainable travel to the office: secure parking for bicycles, scooters and motorcyclists, changing and storage facilities for cyclists, and to install electric bike and vehicle charging points. Consider developing a Travel Plan for the office that incorporates the Travel Hierarchy, and offers staff benefits such as the Government’s Cycle to Work Scheme. See also [Section 5.3](#) for further ideas.
8. Ensuring equipment replacements are energy efficient.

<sup>9</sup> [Office energy efficiency guides | The Carbon Trust](#)

## 5. How we will make the changes

These sub-sections cover overarching actions that should be considered alongside the building milestones in [Section 4](#).

### 5.1 Communications, engagement and leadership

| Milestone  | Date  |
|--|-------|
| 5.1.1. National: Use all available levers to lobby for changes that make decarbonisation easier.   | 2022+ |
| 5.1.2. National: Communications strategy created for the <i>Routemap to Net Zero Carbon by 2030</i> , including the creation of case studies, promoting resources identified in Milestone 5.1.4, <a href="#">Section 5.2</a> and the change to the Faculty Rules.  | 2022+ |
| 5.1.3. Dioceses: Dioceses to create a <i>Routemap to Net Zero Carbon by 2030</i> Communications Strategy. Net Zero Carbon messages to be incorporated in ongoing communications by Diocesan Communications Officers, Schools communications teams and Church communications, throughout the decade, with interest groups (e.g. DEOs) providing feedback. | 2022+ |
| 5.1.4. National: Church of England Education Office (CEEO) to support diocesan engagement with their family of schools and wider communities (through preparation of flyers, webinars, presentations etc).   | 2022+ |
| 5.1.5. National: Work with A Rocha UK to integrate net zero carbon actions more fully into the Eco Church and Eco Dioceses criteria, including have a Net Zero Carbon Action Plan containing a Heat Decarbonisation Plan.  | 2023  |
| 5.1.6. National: Communication package with infographics and short videos aimed at each of the stakeholder groups, which show what the route to net zero carbon means for each group.  | 2023+ |
| 5.1.7. National: Plan ahead to measure, monitor and reduce all the ‘amber’ elements in the agreed scope of net zero carbon, to be included within a further target from 2030 onwards.  | 2025+ |

Communication, engagement and leadership needs to happen at all levels and must emphasise that we all have a part to play to deliver net zero carbon, and that positive change is achievable. All levels of leadership should ensure they take up training opportunities and remain informed of the challenges and solutions.

Building on the Milestones above, the national Church will:

- a. Identify, via the Joint Employment and Common Services Board (JECSB), an existing role to be charged with monitoring the NCIs’ own progress against the milestones.
- b. Communicate the theological and missional principles that describe a specifically Christian response to the climate emergency.

- c. Take the lead on a clear and engaging communications campaign, to ensure key messages are shared widely and consistently, to maintain momentum by sharing positive stories, and sharing best practice.
- d. Communicate nationally created guidelines for churches, dioceses and others to follow, with particular consideration given for areas such as the Channel Islands, the Diocese in Europe and the Diocese of Sodor & Man.
- e. The national Cathedral and Church Buildings team will lead the Church's engagement with Historic England and the Amenity Societies, with the aim to coordinate guidance where possible, in the light of the increased understanding of the urgency of the climate crisis. CCB will work together with Historic England to find tools that allow a long-term environmental perspective to be taken on the full lifecycle carbon of building projects, so that good environmental decisions are taken.
- f. Communicate progress on relevant milestones by the NCIs, including Lambeth and Bishopthorpe Palaces.
- g. Provide resources and share diocesan-level resources and offer communications training to relevant groups.
- h. Review the decarbonisation plans and actions for high energy-consuming buildings and evaluate and learn from these to provide guidance for other buildings and generate case studies and videos.
- i. Use established resources to communicate the theological and missional principles that describe a specifically Christian response to the climate emergency.
- j. The national Church will use the levers available to lobby for change, for example, the Lords Spiritual. Such changes could include policies that will make decarbonisation of Church buildings easier, provision of alternatives (or connection to electricity grid) so oil boilers can be replaced with low carbon alternatives, increased availability of funding for decarbonisation, the expansion of training programmes for installers of low carbon technologies, changes to planning to recognise the importance of solar power including on suitable and appropriate listed buildings, funding for schools to develop heat decarbonisation plans, or reduced VAT on energy-saving measures for charitable organisations.
- k. The House of Bishops will regularly review progress.
- l. The College of Bishops have an environment breakfast to cover environmental issues.

The JECSCB and Chief Officers are committed to ensuring good leadership, engagement and communications on this, and expect good communications across the NCIs. They will wish to encourage, as leaders, members of staff to translate the good work they do in the personal lives to achieve a low carbon footprint into their professional lives. Leadership in this area will mean making changes to the way we work. The JECSCB is prepared to lead the way in this.

Response to Consultation – JECSCB and NCI Chief Officers



Dioceses/cathedrals/regional bodies should consider:

1. Developing a clear and engaging communications campaign, covering all stakeholder groups, and ensure key messages are shared widely and consistently. Build on and localise the national communications strategy and make use of national materials where locally useful.
2. Communicating progress on Eco Diocese and share ways in which progress has been made with others. Also promote Eco Church - see Milestones 4.2.9, 4.5.5 and 4.6.1.
3. Collaborating across dioceses in regional groups (such as those which Diocesan Secretaries belong to) to trouble-shoot, share best practice, make easier access to case studies and maintain momentum by providing peer support.
4. Integrating questions into Archdeacon's articles of enquiry. Archdeacons are key because they contact all churches at times of change.
5. Dioceses can use advocacy for environmental change.

*As we're working on this in the diocese ... we are finding we have to keep in sight the fact that we are working in a bubble of people who are familiar with the concept of Net Zero but that for many it is a concept which means little and is off radar. Constant, clear and consistent communication at all levels will be one of the main keys to success along with targeted messages fitting for the audience.*

Response to Consultation - Diocese

Parishes should consider:

1. Joining the Eco Church scheme, which is identified as a significant vehicle for driving engagement and commitment at parish level and ties in with the Eco Diocese scheme above.
2. Committing to sharing experiences (good and bad) via the DEO, Area Deans or Archdeacons.

Schools should consider:

1. Using the [Let's Go Zero campaign](#) as one way to encourage schools and students to take action.
2. See also school action points in [Section 4.3](#) Schools.

Individuals should consider:

1. Christians can get involved locally in public debate to influence policies that make decarbonisation easier to achieve.

*Our beautiful planet is a gift from God to be cared for and nurtured and loved. We have fallen short in our care. Therefore, the statement that the climate crisis must inform all that we now do is quite correct.*

Response to Consultation— Church PCC member

## 5.2 Capacity-building

| Milestone   | Date  |
|---|-------|
| 5.2.1. National: Use Green Church Showcase entries to create a bank of new case studies across all building types.  | 2022+ |
| 5.2.2. National: Expand and further promote the national Environment Programme webinar series, including launching a new series with practical examples of churches and schools taking action.  | 2022+ |
| 5.2.3. National: Increase fundraising capacity, at both national and diocesan levels, and run periodic training for parishes. Share information about new funds.  | 2022+ |
| 5.2.4. National: A Church of England 'Carbon Literacy' training course has been developed, covering the climate science and the action required. 'Train the trainer' courses will then allow the knowledge to be cascaded cost-effectively and tailored to groups. These will be offered to all dioceses by 2022 and to all other parts of the Church by 2023.  | 2022+ |
| 5.2.5. National: Run an annual volunteer recruitment campaign looking for heating / sustainability advisors to join DACs and FACs, and DEOs where they are needed.  | 2022+ |
| 5.2.6. National: Continue to populate an online library (the Net Zero Carbon Resource Hub) with good examples of Net Zero Carbon Action Plans from around the country, to include results from research projects.   | 2022+ |
| 5.2.7. National: Update and share the criteria for procurement of true green tariffs.   | 2022  |
| 5.2.8. National: Promote the <i>Practical Path to Net Zero</i> checklist, Heating Options Appraisal guidance, and church energy audit programme to all those responsible for church buildings.  | 2022+ |
| 5.2.9. National: Create and promote guidance for schools, cathedrals and clergy housing, similar to the <i>Practical Path to Net Zero for Churches</i> . See milestones 4.2.2, 4.3.5 and 4.4.1. Also promote the Heating Options Appraisal Guidance and the church energy audit programme to all those responsible for church buildings.  | 2023+ |
| 5.2.10. Dioceses: Individually, or in regional groups, all dioceses to review their capacity to respond to the <i>Routemap</i> and identify gaps. The review should cover (i) the capacity to engage schools, archdeacons, deaneries, and churches across the diocese, (ii) the project management skills needed to initiate and support local action, (iii) the technical input needed and (iv) the local fundraising capacity needed. | 2023  |
| 5.2.11. National: Create a national training programme for heating and sustainability advisors. To include heat pump training for Church and Buildings officers, DACs, consultants and site teams, and training on the alternatives to gas hot water generation.  | 2023+ |

In order to achieve Synod's target of net zero carbon by 2030 a whole range of stakeholders need varying degrees of awareness-raising and skills-development. The milestones are front-loaded to deliver capacity as quickly as possible, but many will continue throughout the decade.



Building on the Milestones above, the national Church will:

1. Enhance and maintain the [renewables map](#), heating case studies, [net zero case studies](#), and Eco Church pages. Grow the list of eco case studies and continue to develop the [Practical Path to Net Zero](#).
2. Provide advice and support on measuring and monitoring, and using the Energy Footprint Tool, including development and delivery of training webinars.
3. Maintain a national procurement team focused on offering a range of net zero carbon solutions.
4. Increase the staffing centrally for the environmental aspects of school buildings and clergy housing. Increase the technical knowledge centrally on heating and renewables.
5. Create a national technical panel, with specialists in specific areas such as heat pumps and insulating lime render, who can hold surgeries and input on casework, which dioceses can call on.
6. Focus on those areas where dioceses struggle to have their own specialist available.

*Net Zero needs to be central and prioritised in every decision made, embedded throughout the entirety of the church.*

Response to Consultation - Diocese

Dioceses should consider:

1. Most dioceses have a heating advisor and/or sustainability advisor, but not all; and similarly not all have a [Diocesan Environment Officer](#). These staff/volunteers vary considerably in the time they have and the skills/background they came to the role from. Every diocese is encouraged to invest in these key roles and to include them in decision-making functions.
2. Discussing with the DAC and Archdeacons how decision-making can best incorporate net zero carbon ambitions.
3. Making carbon-footprint reporting, and completion of the Energy Footprint Tool, a required element of the APCM each year.
4. Providing a Lay Training Pathway for Parish Environment Officers, as piloted in the Diocese of Leeds.
5. Gathering and sharing case studies. Update church records on the OFS Renewables Map.
6. Having a named project manager for delivering net zero carbon. This could be a new role or part of an existing role but would have dedicated time to deliver this work.

## 5.3 Work-related travel

Work-related travel is associated with each of the building types in Section 4 and should be read in conjunction with [Section 4](#).

There is currently little data to determine the scale of carbon emissions associated with Church of England work-related travel activities, but business travel for the national Church and the dioceses is likely to be a small proportion of the total Church carbon footprint, but one over which there is a significant degree of control.

The net zero carbon target does not include staff commuting. The Church can play a role in influencing staff behaviour and providing facilities to encourage lower-carbon methods of commuting. Parishioner and school family travel is not in scope of the net zero carbon target, because it is not under our control, but it is something we can try and influence. That is not covered here.

| Milestone   | Date  |
|---|-------|
| 5.3.1. National: Create, pilot and roll-out a tool for measuring travel emissions.  | 2022+ |
| 5.3.2. National: Offer EV car leasing to clergy by Parish Buying and investigate the potential for a centralised buying solution for school electric minibuses.   | 2023+ |
| 5.3.3. Institutions: All dioceses, and where applicable TEIs, schools, offices and the NCIs, to develop or update a Travel Plan that includes 'no travel' options.  | 2023+ |
| 5.3.4. Institutions: All dioceses, and where applicable TEIs, schools, offices and the NCIs, to review and update travel and expenses policies to encourage sustainable transport.  | 2024+ |
| 5.3.5. National: Where provided, all new bishops' and pool cars to be EV after this date (assuming a minimum range of 250 miles). If appropriate, E-bikes should form part of any pool of vehicles available for work-related travel. | 2024  |
| 5.3.6. Dioceses and cathedrals: Review opportunities to install electric charging for coaches for those cathedrals and churches that are tourist destinations.  | 2025  |
| 5.3.7. National: Install EV charging at all bishops' premises at next vacancy, on obtaining new EV car, or by 2026.   | 2026  |

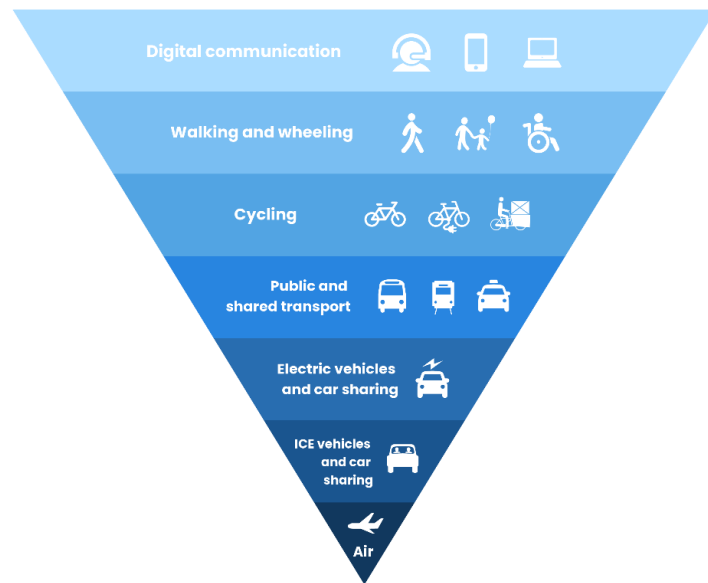
Building on the Milestones above, the national Church will:

1. As part of the wider Energy Toolkit, the Research and Statistics team will be developing a tool to allow churches, schools and dioceses to estimate their carbon footprint from records of reimbursable travel receipts. Emissions from cars can be estimated using a parish/school's reimbursable mileage rate and total spend, while emissions from public transport are estimated using cost-per-mile estimates (which are localised where possible to reflect differences in local travel costs between dioceses). The tool allows for emissions from air and ferry journeys to be measured by inputting the start and end points of these journeys.

2. Parish Buying to expand options on non-fossil-fuel vehicles.

Every diocesan-level organisation should consider:

1. Promoting the Energy Saving Trust Sustainable Travel Hierarchy<sup>10</sup> and encourage it's use for making travel decisions while considering the greenest mile is the mile not travelled.
2. Updating expenses policies to encourage sustainable transport, to include consideration to offering [UK government mileage rates](#) for cycling, motorbikes and carrying passengers on business. Review opportunities to offer the Government Cycle to Work Scheme to employees.
3. Making all new car purchases non-fossil-fuel vehicles.
4. Reviewing options to offer EV leasing to all staff.
5. In appropriate locations, offering electric pool bikes.
6. Reviewing options to reduce flights – consider virtual meetings and options for rail or coach alternatives. Where flying is unavoidable, offer advice on how to fly greener.
7. Reviewing opportunities and options to install charging for electric vehicles and bikes, secure storage for bikes, scooters and motorbikes and changing facilities/lockers at all building types, where appropriate to encourage behaviour change. Installation of EV charging may be eligible for funding through the UK government EV ChargePoint grant scheme or the workplace charging scheme<sup>11</sup>.
8. Reviewing the potential to provide dedicated car parking spaces for electric cars and/or vehicles used for car share.
9. Developing and sharing a recommended school coach hire policy which suggests the use of low-carbon transport wherever possible and contains a sustainable coach hire hierarchy (e.g. public transport has been assessed as not feasible therefore: hire an electric coach, hire a biofuel coach, hire an ultra-low emission coach, use a coach of the correct size).
10. The Channel Islands and the Diocese in Europe and the Diocese of Sodor & Man are likely to have proportionally higher emissions from transport than other locations. They may wish to prioritise development of a Travel Plan and investigate the lowest carbon practical transport options for regularly used routes.
11. Investigating opportunities to work in partnership to promote active and more sustainable travel.



<sup>10</sup> [An introduction to the sustainable travel hierarchy - Energy Saving Trust](#)

<sup>11</sup> [Grant schemes for electric vehicle charging infrastructure - GOV.UK \(www.gov.uk\)](#)

## 5.4 Funding options

| Milestone  | Date               |
|--|--------------------|
| 5.4.1. National: Increase environmental fundraising capacity.  | 2022               |
| 5.4.2. National: Develop fundraising strategy.   | 2022               |
| 5.4.3. National: Develop cases for support for key projects.   | 2022               |
| 5.4.4. National: Create workstreams using funding awarded through the Triennium Funding process. Agree governance arrangements and reporting processes to oversee Milestone 5.4.7.   | 2022               |
| 5.4.5. National: Research (2022) and then pilot (2023) a centrally approved financing structure for the installation of solar PV panels and LED lighting, through affordable lending, community energy, and/or Power Purchase Arrangement, applicable for schools and larger, daily used churches. | 2022<br>2023       |
| 5.4.6. National: Create and share template legal documents for funding via affordable lending, community energy, and/or Power Purchase Agreements.   | 2023               |
| 5.4.7. National: Distribute £30 million of Triennium funding (2023-2025) and £160 million (2026-2031).   | 2023-25<br>2026-31 |
| 5.4.8. National: Implement the national fundraising strategy. Seek match-funding for the Net Zero Carbon Demonstrator Grant Programme, capacity-building, and other aspects of the Environment Programme.  | 2023+              |

The earlier sections of the *Routemap to Net Zero Carbon by 2030* aim to answer the question, “if we are to achieve our target, what do we need to do?”. It leads to the obvious next question, “How will we fund this work?”

There is no ignoring the significant cost of delivering the *Routemap* in full. Recent reviews undertaken as part of the national Wayfinders<sup>12</sup> Project have clarified the scale of this work and indicated likely costs for our largest churches, schools, offices and TEIs. These reports are available on the restricted access Net Zero Carbon Resource Hub – dioceses can arrange access through your DEO. Every cathedral has had a costed sustainability appraisal and these will be shared with each cathedral. The Pensions Board has also undertaken valuable work assessing the viability and costs for achieving net zero carbon for the retired clergy housing portfolio – summary reports are available on the Net Zero Carbon Resource Hub.

To meet these costs, all funding sources should be considered: including internal, public, corporate, individual donations, major donors, and trusts and foundations. The national Church spending plans (see GS 2262) include provision for funding of £30 million for this over the next three years, and up to £190 million over the next nine years. This is a very significant internal investment, and shows the priority being put on achieving net zero carbon. However, even this

<sup>12</sup> The Wayfinders Project, commissioned and funded by the national CofE Environment Programme, looked at the practicalities of achieving net zero carbon in a sample of high-energy-use CofE buildings (churches, schools, a TEI and an office).

sum will not enable every building to be funded to make the changes needed to reach net zero carbon.

Loan finance is being explored for those actions which pay back over time, such as LED lighting. Investment vehicles may be possible, by grouping programmes of renewables together, which would be suitable for 'environmentally focussed impact finance' potentially including the Church's own social investment fund.

A large part of the answer will be through local fundraising, something the Church has always done. Each year, our churches and schools already raise tens of millions of pounds for work on their buildings; many churches and schools would already be planning to install new heating over the next eight years, which will require fundraising for, whatever technology is to be installed. All those involved recognise that the funding environment is difficult, and that large sums are hard to come by.

Preparing Net Zero Carbon Action Plans to identify which actions need to be done, and when, will be key to optimising funding opportunities. It will allow for quicker preparation of applications when grants become available and will allow identification of packages of work where economies of scale could help to reduce costs. It may also identify areas for partnerships, for example with local authorities who are also delivering decarbonisation.

In addition to the building works themselves, there will be costs for capacity-building and training.

There are many unknowns about future government funding programmes and about the cost of technology beyond 2025. Costs of decarbonised technologies are expected to decrease as more are installed<sup>13</sup>, similar to the reduction in solar PV costs seen 2011-2020<sup>14</sup>. Their efficiency is also likely to improve.

This section of the *Routemap* therefore focusses only on the first triennium (2022-2025), with some outline indications looking further forward.

The national Church will:

1. Fund external support for a small sample of schools to get them ready to submit strong bids to the Public Sector Decarbonation Fund. Widely share both the bids and the learnings.
2. Research the opportunities for affordable lending and power purchase agreements. Seek pilot projects within dioceses and support these pilots.
3. Engage with government on financing net zero carbon:
  - For schools: lobby for the Public Sector Decarbonisation Fund to be broader in scope, for funding levels to be higher (so more schools can benefit) and planned ahead.
  - For churches: make the case for public sector funding to be made available for places of worship, which are vital community buildings. This should cover capital repairs, decarbonising heat, and other works that will reduce carbon emissions.

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<sup>13</sup> UK government is working with industry with the ambition to reduce the costs of heat pumps by at least 25-50% by 2025, and to be comparable to boilers by 2030 – p12 [HM Government – Heat and Buildings Strategy](#)

<sup>14</sup> Solar PV prices fell 90% from 2011, however there was an increase in 2021 due to insufficient manufacture of the critical component polysilicon - [Solar Power's Decade of Falling Costs Is Thrown Into Reverse - Bloomberg](#)



4. Offer training on environmental fundraising.
5. Share information regularly, as new funds become available.

Dioceses and others should consider:

1. Preparing for funding opportunities, through carrying out energy audits, heat decarbonisation plans, and/or Net Zero Carbon Action Plans. Commission reviews of opportunities for renewables on Church-owned buildings and land. Know what works needs to be done, what it costs, and be clear on the benefits and the case for funding. Work with finance teams to create cases for lending/investment.
2. Allocating some time from the network of Giving Officers to focus on supporting parishes with environmental fundraising.
3. Fundraising at diocesan and regional levels for opportunities as they arise.



Community gardening at St Cuthbert's Croxteth Path, awarded Eco Church Gold in 2021

## 6. Complex areas

These sub-sections outline the further work required to guide future decision-making.

### 6.1 Offsetting

| Milestone  | Date  |
|--|-------|
| 6.1.1. National: Create a working group to develop and agree criteria for offsetting based on the broad themes of being additional and using credible validated schemes.                                       | 2024  |
| 6.1.2. National: Review market offsetting opportunities, then develop and consult on a set of offsetting principles for Parish Buying to follow when identifying an approved supplier list for carbon offsets. | 2024  |
| 6.1.3. National: Parish Buying to identify an approved supplier list for carbon offsets. Suppliers should be reviewed at least every two years.  | 2025+ |
| 6.1.4. Dioceses and Institutions: Implement carbon offsetting with an approved supplier to offset those emissions that have been impossible to eliminate.  | 2030+ |

Some means of balancing our residual emissions by offsetting will be needed. This needs to be set against a real ambition that our aim is to reduce our emissions year-on-year and to reduce our emissions as much as we possibly can. Offsetting is contested as a solution and is never a replacement or compensation for not cutting emissions which can be reduced, and in fact a major net zero carbon standard is proposing that offsetting covers no more than 10% of emissions<sup>15</sup>, meaning the majority of carbon emissions must be eliminated.

The milestones reflect that carbon offsetting is likely to be needed to achieve our net zero carbon target but remains an area where we are still to make complex decisions. We recognise that an early move towards offsetting could divert funds from emissions-reduction initiatives.

### 6.2 Church land

| Milestone  | Date  |
|--|-------|
| 6.2.1. Land Management: Contribute to a baseline survey of the current situation of these holdings run by the national Church. This will allow participation in the first tier of ELMS which includes options for improving soil carbon (soil organic matter). | 2022  |
| 6.2.2. Dioceses to review with their land agents the terms of tenancy agreements to include net zero and biodiversity ambitions.   | 2022+ |
| 6.2.3. National: Build in initial desktop research on the carbon sequestration of churchyards, to improve the baseline and understand the impact of different management regimes.  | 2022  |
| 6.2.4. National: Develop guidance on churchyard management for nature and climate.   | 2023  |

<sup>15</sup> [Science-Based Net-Zero Targets: 'Less Net, more Zero' - Science Based Targets](#)



|        |   |       |
|--------|---|-------|
| 6.2.5. | National: Having undertaken a review in 2022, review whether to bring Church land within scope of the net zero carbon target. | 2025  |
| 6.2.6. | Dioceses: All dioceses to align land management agreements going forward with the diocesan environmental policy objectives.   | 2025+ |
| 6.2.7. | National: Develop and consult on clear guiding land management principles to govern the in-scope land categories.             | 2025  |

The land the Church has responsibility for sits in four categories, that owned by the National Investing Bodies (NIBs) as assets, that owned by diocesan boards of finance, that held by cathedrals, which may include a mix of churchyard/precinct and other landholdings, and that associated with parishes including churchyards. The land managed by the NIBs is out of scope for this work as they have their own land management targets (see [Appendix 1](#)).

Building on the Milestones above, all those responsible for land management should consider:

- a. Reviewing with land agents the terms of tenancy agreements and use of the land. In terms of land use, a holistic approach that considers the benefits of increased carbon capture and biodiversity with food production and strategic value should be adopted. Opportunities to renegotiate terms with tenants should be investigated to support the take up of schemes which increase carbon storage and biodiversity. When new tenancies and licences are offered candidates with strong proposals in these areas should be given preferential consideration.
- b. Where appropriate encourage greater carbon sequestration. It should be noted that this carbon may not contribute to the carbon budget of the landlord but be owned by the tenant as part of a scheme they have agreed to and be part of the business' own carbon budget. It should also be noted that many of the schemes that would sequester significant amounts of carbon, such as certain types of tree planting, would not do so within the period before 2030, but sequestration will continue to be required. Planting now is valuable in biodiversity terms and provides for future carbon storage.
- c. Land should be included within environmental policies by Church organisations so that where opportunities present themselves, such as with a change of tenant or sale/purchase of land, climate and biodiversity (and wider environmental gains such as flood prevention, soil improvement, temperature moderation, and air quality improvements) are considered as part of the process. It is not reasonable though to include this land in the net zero carbon target for 2030 because, for the greater proportion of landholdings, the Church organisations do not have the ability to directly change the management of it.
- d. Parishes to engage with opportunities to enhance the biodiversity of their churchyards through work such as that led by Caring for God's Acre. For example, letting grass grow longer, in places where it doesn't cause a health-and-safety hazard, can enhance biodiversity and store carbon, while reduced mowing frequency saves carbon emissions from mowing machinery.

## 6.3 Embodied carbon in building projects

| Milestone   | Date |
|---|------|
| 6.3.1. National: Joint research with Historic England to understand what Lifecycle Carbon Assessment (LCA) tools already exist, what are under development, and how well they meet our needs.   | 2022 |
| 6.3.2. National: Consult with dioceses and EASA as to whether, and if so when, Lifecycle Carbon Assessments should be made part of faculty applications for all large projects, the materiality threshold to be applied, and the recommended range of LCA approaches to be used.      | 2024 |
| 6.3.3. National: Fund (or part-fund) LCA analysis of a handful of large exemplar building projects. Evaluate, and share the learnings.  | 2024 |
| 6.3.4. National: Fund (or part-fund) sensible LCA ‘averages’ for a range of typical church projects, and how these vary with choices made about materials. Share these learnings.   | 2024 |
| 6.3.5. National: Having undertaken a review in 2022, review whether to bring building projects into scope of the net zero carbon target.  | 2025 |
| 6.3.6. National: Guidance for parishes and architects on completing Lifecycle Carbon Assessments for large projects to be published.  | 2025 |
| 6.3.7. National: Tool created to allow emissions from all building projects during the year above a certain threshold to be estimated and reported as part of the annual national GHG emissions report, using project costs and average emissions per £ for typical types of project. | 2025 |
| 6.3.8. National: Generic guidance for parishes to be produced and shared, on (i) the principles to apply to reduce the embodied carbon from projects and (ii) the environmental impact of commonly used materials.  | 2025 |

Currently operational carbon from heating and lighting is in scope by 2030 while ‘embodied’ carbon from buildings projects is in the amber section - after 2030. This is largely because there is no clear way yet for measuring it, which works for historic buildings, and when the majority of smaller projects are managed by volunteers. An earlier Historic England study reviewed 80 such carbon tools and determined none were ideally suited to our needs, but we are actively revisiting this. The national Church will lead on the work needed to develop a suitable methodology and this issue will be returned to General Synod for consideration in due course.

## 7. Reporting

### 7.1 Regular reporting

To demonstrate progress, regular reporting will be required. Under milestone 4.1.2, dioceses should report their carbon footprint annually to their Diocesan Synod.

|   |                        |
|---|------------------------|
| 7.1.1. National: Annual Carbon Emissions report, collating the carbon emissions across the Church ( <a href="#">see 2020 report</a> ).  | 2022+                  |
| 7.1.2. National: National greenhouse gas reports and progress towards net zero carbon to be reported to General Synod in 2022, 2025, 2028 and 2031.   | 2022, 2025, 2028, 2031 |
| 7.1.3. Dioceses: Dioceses to prepare a report on progress on the milestones detailing the successes and explaining the reasons for any delays to progress. To be submitted to the National Environment Team in Q1 that year to allow incorporation into the national report to General Synod in July. | 2025, 2028, 2031       |
| 7.1.4. National: Review the <i>Routemap to Net Zero Carbon by 2030</i> to ensure it is sufficiently ambitious and include an updated version in the three-year report to the General Synod in 2025 and 2028.  | 2025, 2028             |
| 7.1.5. National: Research and propose to General Synod an appropriate Science-Based Target <sup>16</sup> , with appropriate target year, and reporting to external standards, to be adopted from 2030 onwards.  | 2028                   |

Every diocese should consider:

1. Requesting information from parishes and track progress against the *Routemap to Net Zero Carbon by 2030* milestones on an annual basis.

*Once people begin to become aware of progress, however small, it generates positive momentum and this will help to encourage progress through the Milestones.*

Response to Consultation - Diocese

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<sup>16</sup> Science-Based Targets are reductions in emissions necessary to meet the goals of the Paris Agreement. They are not standardised for charities but are the globally accepted standard for company carbon reduction targets. For further information see - [Briefing: Science-based targets | The Carbon Trust](#)

## 8. Challenges to achieving Net Zero Carbon

### 8.1 Identified Challenges

There will be challenges to achieving net zero carbon by 2030, and these challenges were highlighted by many respondents to the consultation. Many of the challenges are common to all organisations in the UK that are decarbonising, while others, such as listed buildings, are also being faced by bodies such as heritage organisations. Learning from the experiences of others, and sharing solutions both internally and externally, is one positive way of overcoming some of these challenges.

- **Distributed decision making** - The Church of England plays a vital role in the life of the nation. The organisation is devolved with distributed decision making.
- **Large estate** - There is a network of parishes across the country and a large built estate comprising:
  - 42 dioceses, each independent. and 40 Diocesan Boards of Education (DBE).
  - Around 16,000 churches of which 12,500 are listed buildings and just over 300 are classed as Major Churches. Many have associated buildings like church halls. Each church is managed by its own PCC.
  - 42 mainland cathedrals with associated buildings and estates.
  - More than 4,700 Church of England schools.
  - Theological Education Institutions.
  - Church housing.
  - Significant land holdings.
- **Continued use of fossil fuels** - Moving away from fossil fuel heating is one of the biggest challenges for the Church, and for any organisation with a built estate. We recognise that a ban on the installation of new fossil fuel heating from this year onwards would be the ideal environmentally, as new installations tie the building to using fossil fuels for at least a further decade. However, we also recognise the practical and financial constraints on many parishes, schools and dioceses, and also the potentially high embodied carbon<sup>17</sup> cost of installing new systems in very low energy using buildings.
- **Skills** - Availability of skilled professionals to design and install decarbonisation solutions is a challenge for the country as a whole, but there is a particular challenge for the Church in that these professionals will need, in many cases, to also have experience in relation to work on listed buildings.
- **Energy price and availability of green tariffs** - Since writing the consultation document (published October 2021) the cost of oil and gas has risen significantly, adding further stress to parish finances. Reducing energy consumption will reduce energy bills as well as

*We must regard it as deliverable, because if every day that we exceed 'net zero' we are actively contributing to the climate crisis, adding to the causes of suffering and death, and harm to 'creation'.*

Response to Consultation - Church Warden

<sup>17</sup> Embodied Carbon is the carbon dioxide associated with the manufacture, installation, use, maintenance and disposal of a product.

reducing carbon, but for those buildings that have already implemented energy efficiency measures, options to decarbonise may be even harder to fund.

- **Legislation and policy** - Although existing technology can be utilised to decarbonise our buildings, some of this technology is less well known in the UK. Forthcoming government legislation is therefore a risk, and the direction of travel for new and emerging technologies (for example hydrogen) is currently still not clear. Existing legislation can also add burden, e.g. MEES requiring investment in rented residential and commercial cathedral buildings – not all are within scope of the net zero carbon target.
- **Resources** - Availability of resources for delivery of net zero carbon was a common theme raised by respondents to the consultation. Resources included finance, but also staff (their energy, enthusiasm, skills and technical knowledge) and availability of professional advice, and there was concern about how much additional pressure this could add to parishes. Current inflationary pressures present a broader challenge to financial sustainability. There are also potential resource constraints in terms of availability to raw materials and supply chain issues.
- **Differing timeframes** – although 29 dioceses have a net zero carbon target, not all are aligned with the General Synod date of 2030.
- **Permissions** - There is a perception that it is difficult to get permission with variability across the country. However, the situation is becoming easier. In February 2022, [General Synod approved changes to the Faculty Rules](#) to make it easier to make changes such as electric heaters, solar panels, EV car chargers and insulating pipes in churches. Obtaining planning permission is anecdotally still challenging, but early engagement can help.
- **Geographic differences** - The Diocese in Europe, the Diocese of Sodor and Man, and the Channel Islands (attached to the Diocese of Salisbury) have particular challenges that arise partly from not being part of the United Kingdom and also from the different geographic contexts in which they sit. Particular challenges include differences in ownership of buildings and the availability of green energy tariffs. There is also a greater need for travel with more of a reliance on higher carbon transport (ferries and flights) than for mainland Dioceses.
- **Competing priorities** – in some cases there is climate scepticism, in others this is not seen as a core activity whilst there are also varying perceptions about new technology.

## 8.2 Recognising that Challenges Change - *Routemap* Review

The *Routemap* will continue to be developed through feedback, in response to existing and new challenges, and in reaction to future changes in policy, technology and funding. The first full review is due to be undertaken in 2025.

## 8.3 Overcoming Challenges

Although we face the challenges outlined above, the *Routemap* has tried to accommodate and find solutions for these where possible. We know that getting to net zero carbon by 2030 is possible. Of our churches, 7% are already net zero carbon. Many of our buildings are already using zero or low-carbon technologies in parts of their buildings; for example, schools with air-source heat pumps in a newer extension, electric point-of-use hot water, or a solar PV array that provides part of the electrical demand. In isolation these do not make the building net zero, but they do demonstrate the viability of the technologies.

# Appendix 1 – Scope of the Net Zero Carbon by 2030 target

In February 2020, General Synod called on all parts of the Church to achieve year-on-year reduction in greenhouse gas emissions and plan to become net zero carbon by 2030. Net zero carbon means the reduction as far as possible of all in-scope carbon emissions and the removal of an equivalent amount of carbon from the atmosphere for the remaining in-scope emissions by use of accredited offsetting schemes. The aim is for less than 10% of baseline emissions to remain that will require offsetting.

During 2020, there was extensive consultation with dioceses, cathedrals and other consultees on the scope and definition of this target, with generally positive responses to the proposed definition. The [final version](#) went to Synod in November 2020. To meet Synod’s target, our focus needs to be on reducing the energy use of our buildings and work-related travel.

The table below shows the agreed definition of the scope of the net zero carbon target set by General Synod.

| In scope?   | Buildings / activities  |
|---|---|
| <p><b>2030 NET ZERO</b></p> <p>These are in scope of our “net zero by 2030” target.</p> <p>We will aim to measure and report these as soon as possible, as a first step towards making real and sustained reductions</p> <p>The national EWG will review, and potentially expand this scope, every three years, from 2022 onwards, in line with reporting to General Synod.</p> | <p>1. The energy use of our buildings;</p> <ul style="list-style-type: none"> <li>• Gas, oil, or other fuel use</li> <li>• Electricity purchased (no matter the source it is purchased from – renewable electricity purchased is accounted for later)</li> <li>• For the following buildings;               <ul style="list-style-type: none"> <li>• Churches, including church halls and ancillary buildings. (This includes non-parochial churches, BMOs and others if they have their own utility supplies.)</li> <li>• Cathedrals (all buildings within the green line forming part of the precinct)</li> <li>• Schools where the DBE has a significant degree of influence (generally Voluntary Aided &amp; Diocesan Academy Trusts) including halls/other buildings</li> <li>• Clergy housing, bishop’s housing, and other staff accommodation wholly owned by the Church (based on EPC grades and <u>average</u> reasonable use, not actual usage)</li> <li>• Church bodies’ offices including Church House Westminster, diocesan offices, and bishops’ offices</li> <li>• Peculiars, only if they come under faculty jurisdiction</li> <li>• Other diocesan property, including common parts of tenanted properties</li> <li>• Theological Education Institutions which are part of the Church of England</li> <li>• For all the above, tenants’ energy use and mobile phone masts should be excluded if possible, e.g. if on their own sub-meters. Floodlights managed and paid for by the local council should also be excluded if possible.</li> </ul> </li> <li>• Including the “well to tank” and “transmission and distribution” factors involved in getting energy to the building.</li> <li>• Note: Electricity used to charge EV vehicles will be included within the above.</li> </ul> <p>... Continued overleaf...</p> |

|   |  |
|---|--|
|   | <p>2. All work-related travel (e.g. the petrol / diesel used by archdeacons on visitations, CBC / DAC members on visits to discuss projects, reimbursable clergy and ordinand travel, reimbursable staff and volunteer travel, reimbursable train journeys, staff and clergy making reimbursable flights for work or ministry, coaches hired for school trips etc).</p> <p><i>In standard Greenhouse Gas reporting definitions, these are our “Scope 1” and “Scope 2” emissions and some small elements of Scope 3 which are operationally simpler to include.</i></p> <p>3. From this, and on the understanding that real reductions in energy use have been made, the following can be removed:</p> <ul style="list-style-type: none"> <li>• Excess energy generated on site (e.g. from solar PV) and exported to the grid</li> <li>• 100% renewable electricity purchased either from the Green Energy Basket or agreed companies, reviewed annually, having regard to the criteria used by the Big Church Switch Green gas [those certified each year.]</li> <li>• Other reliable offsetting schemes, meeting national criteria to be developed.</li> </ul>  |
| <p><b>NET ZERO AFTER 2030</b></p> <p>These will be in our next phase of work.</p> <p>Some dioceses may opt to include these in their diocesan 2030 targets.</p> | <p>4. All the emissions from major building projects (new builds and extensions, major re-orderings, solar panel installations, major new heating or lighting systems) *</p> <p>5. Emissions generated from the farming / management of Church land (including church yards, unless fully controlled by local councils, and glebe land) less emissions sequestered through the farming / management of Church land (such as tree planting, soil improvement, and other nature-based solutions) *</p> <p>6. All the emissions (including upstream process &amp; transport) from the procurement of any items we buy (e.g. pews for churches, paper &amp; printing for offices, new cars for bishops, catering for events)</p> <p>7. Upstream and downstream emissions from water and drainage</p> <p>8. Downstream emissions from waste disposal</p> <p>9. Emissions from building contractors, plumbers, electricians and the like</p> <p>10. Carbon generated from use of emails and the internet in work-based contexts</p> <p>11. Diocesan investments, if they are a material amount</p> <p>12. Air-conditioning gasses</p> <p><i>In standard Greenhouse Gas definitions, these are those parts of our “Scope 3” emissions which are within our influence to a significant degree.</i></p> <p><i>* To be specifically reviewed in 2022, with the potential to bring them into scope of the 2030 target, only after consultation, and if feasible methodologies have been developed</i></p> |
| <p><b>NOT INCLUDED IN TARGET</b></p> <p>Out of scope of our target (but still within our mission to influence)</p>  | <p>13. Travel of staff and clergy to and from their usual place of work or ministry</p> <p>14. The travel of the public to and from church, school, and church events.</p> <p>15. Clergy family’s &amp; residents’ GHG emissions (consumer goods, travel, holidays). The energy used to heat and light the housing, if over the average reasonable use above.</p> <p>16. Personal GHG emissions from the lives of worshippers attending church, other church users (such as people attending a choir or playgroup), and overseas visitors</p> <p>17. Schools over which we have very limited influence (generally Voluntary Controlled Schools which are fully controlled by Local Authorities)</p> <p><i>In standard Greenhouse Gas definitions, see below, these are either out of our scope or are scope 3 but largely outside our influence.</i></p>   |



## Green Energy Tariffs

Green Electricity Tariff - Electricity supplied in the UK is generated from a mix of fossil fuel, nuclear and renewable sources, with the renewable content increasing over time as more renewable generation is developed. For the purposes of net zero carbon, the [Church's current approach](#) is that a 'green' tariff is 100% renewable and meets set criteria.

Due to the recent rapid increase in energy prices, advice is not to change supplier at present (Q2 2022) so the milestones for green tariffs have been delayed. Parish Buying will be reviewing energy suppliers for the Green Energy Basket in the near future.

Green Gas Tariff – due to the limited supplies of renewable biogas in the UK, most Green Gas Tariffs in the UK are a mix of green gas (backed up by a Renewable Gas Guarantee of Origin certificate) and carbon offsetting. During the transition to electric heating, the use of a green gas tariff is considered acceptable by the Church to claim to be net zero carbon – in the Energy Footprint Tool gas from a tariff which includes offsetting will be shown in the results as being offset.

This position on Green Electricity and Green Gas tariffs will be reviewed regularly, particularly in relation to the government energy security strategy, other policy drivers and progress in developing additional renewable energy capacity (both nationally and on the Church estate).

## Offsetting

Once reductions in energy consumption have been made, suitable buildings are encouraged to install on-site renewable energy generation whilst all sites are encouraged to switch to renewable energy tariffs. This will leave a net carbon footprint.

With these measures in place, it is recognised that the Church will still need to make use of carbon offsetting to achieve net zero by 2030. However, it is proposed that carbon offsetting will form no more than 10% of the Church baseline carbon footprint. Further information about offsetting is contained in [Section 6.1](#).



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## GENERAL SYNOD

### The War in Ukraine

#### Summary

Russia's invasion of Ukraine marks a defining moment in the reshaping of the geopolitical order. This is not just another regional war: it represents a rupture in Russia-West relations that will have profound repercussions for Europe and the world, and in turn the Church's witness. Russia's repudiation of the Western-led rules-based order, signals new divisions in Europe and with it the growing bifurcation of the world into two hostile, competing camps. The crystallisation of a Russian-China alliance, which is anti-western and authoritarian, challenges democratic norms and invites a retreat from globalisation. In a world which is more dangerous and unstable, the Church must revisit what it means to be a peacemaker and what it means to work for the reconciliation of humanity to God.

This Report reviews Russia's invasion of Ukraine and the subsequent international response. Attention is given to how the Church has signalled its own opposition to the invasion while providing humanitarian support to those affected. Both Archbishops have signalled publicly that the "horrific and unprovoked attack" constitutes an "act of great evil". The Report also surfaces emerging concerns regarding the war's prosecution and the anxiety that it might culminate in a nuclear conflagration. Consideration is given to the war's economic costs and how that is exacerbating inequalities and insecurities both at home and abroad. Appendix 1 provides a background to the religious dimensions to the conflict and the intricacies of intra-orthodox politics. Appendix 2 and 3 details humanitarian work undertaken by Christian Aid and USPG.

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#### Financial, Cultural and Religious Sanctions

1. In response to Russia's (re-)invasion of Ukraine on 24 February 2022, the UK, EU and US and other Western allies responded with coordinated financial measures and trade restrictions targeting Russia's financial sector, strategic sectors of the economy such as defence and aerospace and individuals close to the regime. The US, Canada and the United Kingdom have banned Russian energy imports while the EU has pledged to end its dependence on Russian gas. The UK and its allies have indicated that sanctions will continue to be introduced on a rolling basis. A range of companies have pulled out of Russia, while many investors have divested. Societies have, seemingly organically, imposed a cultural and sporting boycott on Russia, the breadth of which has not been seen since the apartheid era sanctions against South Africa.
2. The measures taken by the UK and its allies are unprecedented and amount to a full scale financial and cultural warfare. Despite the speed with which these measures have been introduced, their overall objective remains unclear. Is the aim to punish Russia or to change Russia's behaviour or even its regime? The lack of clarity creates ambiguity, invites mission creep and risks strategic miscalculation. It is uncertain how long these sanctions will last. If Russia were to declare an end to the war, having decided to annex territory occupied in the east of Ukraine, governments would face difficult decisions about which sanctions to maintain and for how long.
3. Although sanctions are a blunt instrument, the effect of which is normally measured over the long term – it took decades for sanctions against apartheid South Africa to have effect - their impact on the Russian economy is real with inflation running at

over 20% and its GDP expected to contract by over 10% this year. Questions arise as to whether the indiscriminate nature of these measures, which target not just the government and senior officials but all Russians, helps Ukraine and how much it just hurts the Russian people? Given the Russian government's authoritarian nature, insufficient democratic space exists for Russians to exercise their opposition to the war. Imposing punitive measures which affect all Russians, whatever their view, risks provoking resentment and fuelling nationalism.

4. Questions such as these will become more pronounced the longer the war persists. For the moment, however, Bishops have supported the sanctions package. They have also pressed the Government to take measures to strip illicit Russian money from the UK financial system and to end the way that this money has been put to use in extending patronage and influence across a wide sphere of the British establishment. The inclusion of a second Economic Crime Bill in the Queen's Speech is a positive step, but bodies like Transparency International indicate that even with this Bill significant gaps will remain in Britain's defences against dirty money.
5. Following the invasion, the Church Commissioners and the Church of England Pension Board exited all of its current holdings in Russian companies and have made no further investments in Russian companies. This decision was taken in line with its established policy on investments in occupied and disputed territories. Prior to this decision, holdings across portfolios in Russian companies represented approximately 0.16% of total investment. No investments were held in Russian sovereign debt. Meanwhile, Total, the French energy company, has announced it will stop buying Russian crude and diesel following pressure from investors, including the Pensions Board and Commissioners.
6. The Russian Orthodox Church has not escaped censure for its alleged support of the war. In May, the EU imposed a travel and asset ban on Patriarch Kirill for his support of the invasion. While the Russian Orthodox Church suspended its membership of the Conference of European Churches over 15 years ago on doctrinal differences, there have been no formal moves as yet to suspend the Russian Orthodox Church from the World Council of Churches. Despite the deep disappointment, even anger, that many feel with the support Patriarch Kirill has offered the Russian government – Pope Francis has warned Patriarch Kirill of becoming the Kremlin's 'altar boy' - such a move remains unlikely given the high threshold of votes needed to trigger such action. The WCC is a global ecumenical body that includes many churches from non-European countries that have remained unaligned in this conflict. At a time of renewed international division, the WCC provides a vehicle for critical dialogue and engagement. This space will become more valuable the longer the conflict persists and the more the world divides into opposing camps.
7. The relationship between the Anglican Chaplaincy in Moscow and the Russian Patriarchate remains good, with offers of help from the Patriarchate to the Chaplain should he need it. The Chaplaincy is not unaffected by sanctions on Russia. Diplomatic channels also remain open between the Office of the Archbishop of Canterbury and that of Patriarch Kirill. Episcopal channels remain open with the Russian Ambassador on a range of issues, such as the role of Russian peacekeepers in Nagorno Karabakh. No decision has yet been made about inviting the Russian Orthodox Church to attend the Lambeth Conference or not. This decision resides with the Archbishop of Canterbury. No steps have been taken to make any canonical judgement about the status of the Orthodox Church of Ukraine

Kyiv Patriarchate) as this is an intra orthodox question that remains unresolved, but consideration is being given to bringing it, even if only informally, into the Church's ecumenical contacts.

### **Military Assistance to Ukraine**

8. Since Russia's invasion of Ukraine several NATO members, including Britain, have supplied lethal weapons to Ukraine. The UK government has been clear that there is no prospect of any UK or NATO forces providing active military support in Ukraine itself and no NATO country has proposed putting troops on the grounds. The government has remained coy about the scale and type of weaponry supplied, citing 'operation security reasons', but it has made clear that any support is for short range and clearly defensive capabilities and that they do not constitute strategic weapons that pose a threat to Russia itself. Throughout the conflict the government has been cognisant of the risks of miscalculation and how existential the situation could quickly become if parties miscalculate and things escalate unnecessarily.
9. Ukraine has a legitimate right to self-defence and to seek international assistance in doing so. This objective is at variance with the emphasis given in some quarters to militarily defeating Russia or degrading Russia's military such that it no longer poses a strategic threat. If this latter objective gains currency it risks seeing Britain being drawn into a protracted proxy war with Russia that could compound significantly the war's costs to Ukraine and its people. It would be morally problematic to oppose a reasonable agreement to end the war and spare the people of Ukraine further terrible suffering in the hope of securing additional advantage through a protracted conflict. The overarching aim must be to end the war as soon as possible on terms that reflect Ukraine's sovereign independent status. The long term goal should be that Ukraine controls all its territory, but it does not necessarily follow that military force should be used to liberate Crimea or even all of the eastern Donbas region. Some of these goals might be better served through diplomacy and the selective easing of sanctions.
10. A situation in which NATO moves from assisting Ukraine to defend itself, to one with a wider geo-strategic objective is perhaps the surest of ways to invite strategic miscalculation. President Putin has a track record, when feeling cornered, of doubling down rather than backing down. This character trait allied to a nuclear doctrine which has as its central tenet the concept of 'escalate to de-escalate' - a concept that allows Russia the limited first use of non-strategic nuclear weapons in order to end a low-level conventional conflict in their favour - is a dangerous combination. It is worth remembering the number of times during the Cold War when a nuclear exchange was avoided because of the wisdom and caution shown by statesmen on both sides. Similar responsible statecraft is vital today. The US, Russia, France and the UK made a public commitment with China, back in January 2022 that since "a nuclear war cannot be won, it should never be fought". This commitment needs to be honoured.
11. Weakening Russia militarily can be no substitute for the longer term objective of negotiating with Russia a more far reaching security treaty and framework for Europe more broadly. There can be no workable arrangements beyond war and crisis if Russia is not involved in a major way. Such an effort needs to avoid the missteps in NATO/Russian relations that have occurred since the end of the Cold War and avoid, as has happened so often in Europe, of negotiating a peace that sows the seeds for a future conflict. Though nothing can excuse or justify what President Putin has done, Western policy makers have treated Russia as the



defeated Cold War power and all too often sought to subordinate Russian influence in Europe. They have often implied that membership of NATO and/or the EU is synonymous with belonging to Europe. The Diocese in Europe reminds us that Russia is very much part of Europe.

### **Responding to the humanitarian crisis**

12. The war in Ukraine has caused the largest mass movement of people in Europe since 1945. 7.7 million people have been internally displaced inside Ukraine while an estimated 15.7 million people are in urgent need of humanitarian assistance and protection. More than 5 million people, mostly women and children have fled the country. 5 months into the war the intensity of the fighting continues to trigger fear and large-scale displacement inside Ukraine and to neighbouring countries, while simultaneously exacerbating the humanitarian needs of those who are internally displaced or remain in heavily affected areas. As the war continues to morph so the needs of those affected by the crisis will change.
13. The Church is responding to the wider humanitarian effort in 2 ways. The Disaster Emergency Committee's (DEC) appeal, which brings together 15 leading UK aid charities, including Christian Aid, Tearfund, CAFOD and World Vision, has issued an emergency appeal for Ukraine. This Appeal has raised over £300 million. Complementary to the DEC appeal, USPG and the Diocese in Europe launched an appeal to aid those in need. This appeal has raised over £200,000 and is being used to support the front-line relief work of Anglican chaplaincies across Europe. Details of both appeals are set out in Appendix 2 and 3.

#### *The refugee picture in the UK*

14. The UK, unlike the EU and other states, did not waive visas – that is to say it did not open its borders to Ukrainians but instead introduced two defined visa routes to allow Ukrainians to enter the country. It is important to note that these are not strictly speaking refugee schemes – though we use that term as shorthand. Ukrainians coming over are not being offered refugee status or protections, but a visa which will give them up to 3 years leave to remain in the UK with access to the welfare state and benefits, including healthcare and education, and full access to employment.
15. There are two visa routes. Unlike other refugee schemes, neither are capped - the UK will accept as many as apply. There is a family scheme. This allows permanently settled Ukrainians in the UK, or British citizens with Ukrainian relatives to bring their relatives over, with the assumption being the relative in the UK will be responsible for their accommodation. As of the 11th of May there have been 37,500 visas issued on this scheme, and 19,500 Ukrainians have arrived.
16. The other scheme is the 'Home for Ukraine' scheme. This scheme requires a UK sponsor and Ukraine beneficiary to apply jointly with the UK sponsor providing 6 months rent free accommodation. This scheme opened several weeks later than the family scheme and got off to a slow start but has (again as of 11th May) now seen 64,800 visas issued and 26,600 confirmed arrivals in the country.

#### *Church response to the refugee crisis*

17. On the 15th of March the Church published a toolkit on responding to Ukraine. This toolkit which has been updated regularly as government guidance has changed includes information and advice on how to give, act and pray in relation to the

invasion of Ukraine, including details and advice on how to be involved in sponsorship schemes. It also contains prayer and theological resources for churches. Also, on the 15th of March and also on the Church of England's 'War in Ukraine' page on the website the Church published safeguarding considerations for those considering being involved in the sponsorship scheme. This has been supplemented further with a checklist and guidance which has been sent to all dioceses on things to bear in mind before starting sponsorship arrangements.

18. The Church's National Community Sponsorship Representative (Domenica Pecoraro) and Home Affairs Adviser (Ben Ryan) hosted an information evening for churches with an interest in engaging with sponsorship. Both have also been available to provide advice and contact between dioceses and government officials as the schemes have continued to evolve and be refined. Individual dioceses have operated different systems according to local need and links on sponsorship arrangements. Several dioceses have partnered with Citizens UK to provide matching at scale between potential hosts and guests. Others have encouraged matching through links with the local Ukrainian community or via partners including Refugees at Home and RESET.
19. In June, with support from ecumenical partners and in dialogue with government officials the Church submitted a proposal to government to provide a safety net scheme. This would seek to support Local Authorities with a list of approved back up hosts for situations where the original match between sponsor and guest has broken down. This was designed with government officials and other stakeholders in response to a growing awareness of breakdowns in matching which were leaving Ukrainian guests homeless and putting an additional strain on local government. We are awaiting further details on how this might proceed.

## **A European conflict with unintended global consequences**

20. Russia's invasion of Ukraine is exacerbating food and energy security. International food and fuel prices have increased sharply since the onset of the conflict. Together, Russia and Ukraine supply 30 percent of wheat and 20 percent of maize to global markets. The conflict has cut-off supplies from Ukraine's ports with the result that global food prices are almost 30% higher than the same time last year. By pushing up local inflation, high costs of imported energy reduces consumers' purchasing power and poor households' access to food.
21. The effect of this squeeze on household income is already evident in the UK with a notable increase in families relying on food banks, but it is also being felt in poorer countries, especially those already facing financial stress because of COVID. The UK public are broadly supportive of the Government's handling of the conflict, but this could change if the resulting economic uncertainty becomes drawn out. The political repercussions of this situation on poor and middle-income countries should not be underestimated. When food prices rose in 2008 it sparked the Arab Spring and in turn the Syrian civil war. Russia's invasion of Ukraine has sown the seeds of a crisis that will be felt well beyond Europe's border, but if left unaddressed could see increased refugee flows to Europe from North Africa and the Middle East.
22. All of this poses a distinct set of challenges to the Church. Beyond the impact the conflict might have on Church giving, its repercussions require a joined-up response from the Church that does not seek to play the domestic off against the international, but rather recognises that international solidarity with Ukraine needs to be matched with a national solidarity to ensure that those most in need can stay warm and do not go hungry. It requires the Church to be aware of the broader



picture and ensure that a concern with Ukraine does not crowd out a response to others, further afield, also affected by the crisis. Whatever the economic pressures faced by their own electorates, western governments must now help crisis-hit emerging and developing countries far better than they have done in the fight against Covid. Those with the broadest shoulders must be encouraged to bear the greater costs.

### **Long term policy implications**

23. Whatever happens in Ukraine over the coming months, the war will have long-term implications that reach far beyond its border. Even if the world looks increasingly divided into opposing and hostile camps, it will be important to find new ways of cooperation to resolve some of the common challenges, like climate change, that humanity faces. Western governments need to avoid linking the entire relationship with Russia to its actions in Ukraine, given that Russia can affect other Western interests, such as limiting the nuclear and missile capabilities of Iran and North Korea. Protecting the possibility of selective cooperation will require sophisticated and nuanced diplomacy.
24. For the UK, the war presents some tough strategic decisions. The 2020 Integrated Defence and Security Review, which gave shape and substance to the Government's post-Brexit understanding of Global Britain, signalled a pivot away from Europe to the Indo-Pacific and a corollary investment in cyber security. At the moment, Britain's armed forces are at their smallest since the Napoleonic Wars, and Britain has no framework Treaty with the EU to cooperate on defence and security matters.
25. If European security is now the pressing national security priority for the UK, then this will require a realignment of policies and resources. At the moment, there are too many priorities chasing too little cash. More importantly, the UK will need to find new forums beyond NATO for agreeing European security. The transformations taking pace in European defence spending and thinking could see Britain wielding less influence in NATO if it cannot find a better way to work with the EU. Britain needs a new framework that seeks to work with the EU on security, as well as through other NATO and other European security structures.
26. These shifts pose opportunities as well as risks for the Church. The fluidity of events and the reopening of debates considered settled, invites a reimagining of Britain's role in Europe and the world. While there will be a renewed focus on defence and security, such a focus should not crowd out wider considerations of what constitutes the European and global common good. Nor should it foreclose efforts to advance discussions on issues such as nuclear disarmament or geographical concerns like South Sudan where the Church has long standing concerns, but which might find less public and political bandwidth.

The Rt Revd Nick Baines, The Bishop of Leeds (Lead Bishop Foreign Affairs)

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## Appendix 1 Ukraine: National and Religious Identity

1. There is a religious dimension to the Russian invasion of Ukraine. This is easy to spot but less easy to understand. In this short brief there are three important dates: 988, 1686 and 2018. The central question is whether the church and people of Ukraine are or are not part of the church and people of Russia.

### *The Baptism of Rus'*

2. In the tenth century a pagan Slavic people known as the Kievan Rus' lived in present-day Russia, Belarus and Ukraine. In c 988 St Vladimir, the ruler of the Rus', converted to Christianity, was baptised and brought the rest of the people to baptism also. This event is known as the 'Baptism of Rus' and occurred in or near Kyiv. This is seen to the present day as a watershed moment in Russian history and one which, in the minds of some, unites the people of Russia, Belarus and Ukraine as the successors of the Kievan Rus' and as a single, Orthodox Christian, Russian people. Such is the importance of Vladimir that he is given the epithet 'Equal to the Apostles'. Also, as Kyiv was the centre of the lands of the Rus', it has a special status in Russian self-identity (not wholly dissimilar to the importance of Kosovo in Serbian self-identity).
3. Over the next few hundred years empires came and went, peoples moved around and borders changed. In the sixteenth century a part of the church in modern-day western Ukraine came into communion with Rome. Nowadays the Ukrainian Catholic Church is one of the fourteen Eastern Catholic Churches sui juris in communion with the Catholic Church and easily the largest of these, with a membership of around 5 million. The seat of this church has moved from Lviv in the west to Kyiv.

### *The Rise of Moscow and of the Ottomans*

4. The next important date is 1686. Disputes over what happened at this time formed the basis of the arguments in 2018 about the independence of the Ukrainian Orthodox Church. One side of the story is that, with the expansion of the Ottoman Empire the Ecumenical Patriarch was not able to get to Kyiv for the consecration of a new Metropolitan and so asked the Patriarch of Moscow (the Moscow Patriarchate had been granted autocephaly – that is self-government - in 1589) to do so, but without the assumption that the church in Ukraine would become dependent on Moscow. The other side of the story is that, for whatever reason, the Ecumenical Patriarch in 1689 transferred authority over the Ukrainian Church to Moscow. Practically speaking, Kyiv did begin to look ecclesiastically to Russia and the difficulty of communication with Constantinople in Ottoman times to some extent forced this.

### *Modern day Ukraine and the Tomos of Autocephaly*

5. In more recent history the territory currently covered by Ukraine has, like much of central and eastern Europe, been controlled by different powers, not least the Soviet Union: under which the church was oppressed. There were moves in the early 1990s to set up an independent Orthodox Church in Ukraine (the Kyiv Patriarchate), which led to one split with Moscow. In 2019 the Kyiv Patriarchate and the existing Autocephalous Orthodox Church of Ukraine merged to form the new

Orthodox Church of Ukraine. This is separate from the Ukrainian Orthodox Church (Moscow Patriarchate), known as the 'Moscow Church'.

6. We remember, as well that in the West of Ukraine, from the Polish border through Lviv and beyond, the Catholic Church (mainly Eastern Catholic Church) is stronger and as one moves East the Orthodox becomes stronger.
7. After the annexation of Crimea in 2014 President Poroshenko of Ukraine was instrumental in pushing for a decisive break with Moscow and the establishment of a self-governing (autocephalous) Orthodox Church of Ukraine. This happened in 2018 when the Holy Synod of Constantinople decided that the Ecumenical Patriarch should grant a 'tomos' (decree) of autocephaly and erect the new church under the leadership of Metropolitan Epiphany of Kyiv. This move caused a new schism between Moscow and Constantinople.

### *Conclusion*

8. We see in Ukraine and Russia a clash of two world views in which statehood, nation and church are united. In the Russian view as expressed (pretty much directly) by President Putin and Patriarch Kirill, these are one people in one church and, as essentially one nation, the descendants of Rus' naturally look to Moscow for civil and religious leadership. In the alternative view Ukraine is a sovereign state with territory, borders and a distinct national identity and view of history. For example, Moscow was not even founded until nearly two centuries after the Baptism of Rus'. The independence of the Orthodox Church of Ukraine from Moscow is part of the evidence for this wider independence and natural, given that most (if not all) sovereign nations in the traditional orthodox territories have their autocephalous churches.

**Rev Dr Will Adam**  
**Director of Unity, Faith and Order**  
**Deputy, Secretary General**  
**Anglican Communion Office**

## Appendix 2

### Christian Aid and the DEC Ukraine Appeal

1. Over five million people have fled their homes so far to escape conflict in Ukraine. Leaving behind jobs, belongings and loved ones, they are in urgent need of shelter, food and water.
2. Intense conflict in Ukraine is threatening the lives and livelihoods of civilians across the country, causing hundreds of thousands to flee. Heavy fighting, shelling and air strikes have destroyed homes. Families have been separated. People have been injured. Lives have been lost. Critical infrastructure such as health facilities, water supplies and schools have also been damaged or destroyed.
3. At Ukraine's borders with Poland, Romania, Hungary, Slovakia and Moldova, huge numbers of people are arriving with only what they can carry. In many places there are long waits to cross and scant facilities waiting for them on the other side, with temperatures dropping below freezing overnight.
4. There have been increasing media reports of racism against black people and people of colour who are being refused access to relief, aid and the right to cross the border to safety.
5. Patrick Watt, Christian Aid's new CEO, has stated: "Ukraine is witnessing a terrible humanitarian tragedy. After an eight-year war, thousands of lives have been lost and hundreds of thousands have been displaced. All-out war is putting many more at risk. Our message is simple: immediately agree a ceasefire and unequivocally commit to protect civilians and key services. All parties must abide by international humanitarian law."

#### How is Christian Aid Responding

6. A humanitarian appeal has been launched by the Disasters Emergency Committee (DEC) and has raised over £300 million to date. As a member, Christian Aid is working together with other DEC charities and their local partners in Ukraine and across the border in neighbouring countries, like Hungary and Romania, to meet the immediate needs of over 100,000 people fleeing the conflict. This includes food, water, medical assistance, protection, trauma care and essential household items including warm clothes and blankets.
7. Christian Aid is working primarily through two ACT Alliance partners: Hungarian Interchurch Aid (HIA) in Ukraine and Hungary, and Swiss Church Aid (HEKS) in Ukraine, Hungary and Romania, to offer assistance to IDPs and to refugees, as well as Crown Agents, a UK-based organisation providing immediate health supplies in Ukraine. The programme plans to target women, children, older people, people with disabilities and other vulnerable groups such as Roma people and members of the LGBTQI communities.
8. Christian Aid's key priorities over the coming days and weeks include:
  - *Medical support* – life saving medical equipment will be delivered to Ukrainian hospitals including 4,500 first aid kits, 4,500 trauma kits, 100 oxygen machines, 34 infant incubators, 125 patient monitors, 9,100 thermal blankets, and 1,500 doses of neonatal medicines. Additional medicines and medical supplies will be provided to local health care centres including over the counter medicines, vitamins, bandages and disinfectants.

- *Distributing food* – Food is being distributed in Ukraine, Hungary and Romania for families forced to flee their homes. This includes canned food, flour, sugar, oil, rice, pasta, biscuits, long-life milk, tea and oatmeal. The food packages will be distributed to over 3,300 refugee families in Hungary and Romania. In Ukraine, 4,000 families will be provided food packages supplemented with fresh fruits from local farmers. In addition, community kitchens and food stands will provide hot meals and groceries for 5,000 people.
- *Refugee help points* – Christian Aid is supporting help points, transit centres and short term community centres that provide vital support to tens of thousands of refugees. It will provide shelter and hygiene kits to 800 refugee families via these centres. The kits contain vital items such as towels, clothes, blankets, sanitary towels, washing powder and soap. In Romania, it will provide temporary accommodation to 3,600 refugees. In addition, we will restore shower blocks, provide additional toilets, improve water supplies and adapt the centres for older people and people with disabilities.
- *Cash assistance* – Christian Aid is empowering people to address any remaining urgent needs by providing cash grants. In Ukraine, cash grants totalling £100,000 will be provided to pay for items such as blankets and clothes. It will also provide grants to community groups of up to £6,000 to fund community led responses. These grants will be available in Ukraine and Hungary to 236 groups reaching over 22,300 people.
- *Supporting vulnerable groups* – In order to address the specific needs of vulnerable groups, we are setting-up safe spaces in communal shelters and transit centres in Northwest Ukraine and Hungary. These are spaces where children, women, the elderly, and people with disabilities can access services where they can play, learn, or express their worries and fears in a safe environment with trained professionals. We are also providing over 200 cash grants in Ukraine and 50 in Hungary for vulnerable people to address their needs - for example, families who need to buy their child a wheelchair or supporting referrals to those requiring mental health support.
- *Refugee integration* – support will be provided to refugees in order to integrate in their new community. A total of 10,600 people will be provided with support including; cultural orientation, information on their rights, translation services, legal counselling and job searches and 5,000 refugees will receive SIM cards.

### **Case Study: Christian Aid's work with Crown Agents**

9. Through the DEC appeal, Christian Aid has donated £2m for life-saving medical equipment to be delivered into Ukraine. £1m provided up to 10,000 emergency first aid trauma kits for civilian casualties. The other £1m was spent on baby incubators, oxygen concentrators and more than 3,000 thermal blankets together with emergency life-saving medicines for premature babies.
10. Fergus Drake, Crown Agents' CEO, said: "As the conflict exacerbates the humanitarian crisis by the day, a continuous supply of vital medical items going to those still in Ukraine is essential. Doctors have begun to see a steep rise in premature babies since the beginning of the conflict. Those babies need special medical attention, and so do the countless adult patients suffering from injuries and trauma because of the atrocities."
11. Crown Agents has been working with Ukraine's Ministry of Health for more than five years and in the country for 25 years. This means it's well positioned to offer

support inside the country. The Ministry has kept in constant touch with them, sharing details of the medical equipment they require.

12. With the extra funding from Christian Aid, Crown Agents can now add more urgent items to its critical response. This will reach beneficiaries as soon as possible due to its established network already set up to pass on the lifesaving supplies.

## Ukraine Appeal – an Update from USPG and the Diocese in Europe

1. USPG and the Diocese in Europe have committed to responding to the conflict in Ukraine, both to the immediate humanitarian need within Ukraine and in the neighbouring countries, and the medium and long-term response and activities of Anglican Chaplaincies across the Diocese in Europe.

### Donations received

2. To date (27th May) donations to the Diocese in Europe's Ukraine Appeal currently total £348,993 and have come through two main channels:
  - The Bishop's Lent Appeal in the Diocese in Europe. This has raised £112,993. This is around 5 times more than such appeals normally raise.
  - USPG/Diocese in Europe Appeal. This has raised £236,000 (inclusive of gift aid). Most of this money has come as the result of individual donations, primarily from the UK, including generous personal donations from a number of bishops within the Church of England. However, we have also received £67,670 from churches, including donations of £3,479 from the NSKK (with a significant donation from the Diocese of Osaka), a donation of £1,000 from the Church of Bangladesh and a significant number of donations from congregations in the Episcopal Church in Florida.

### Grants

3. Funds from the Appeal are going to support:
  - Ecumenical partners of the Diocese in Europe, who are well positioned to provide humanitarian relief to those within Ukraine and to Ukrainian refugees in neighbouring countries.
  - Activities closely linked to chaplaincies and churches within the Diocese in Europe. In some cases, that is to support work being undertaken by churches and members of their congregations directly, in other cases, local charities with which the chaplaincies have existing and close working relationships.
4. As of 27 May 2022, the following monies have been committed through ecumenical partners particularly with the Roman Catholic and Lutheran churches:
  - *Caritas Spes Ukraine (£75,000)*  
 Roman Catholic NGO Caritas-Spes are a long standing and well-established humanitarian actor in Ukraine, and therefore were able to respond immediately to the conflict. Funding has contributed to a larger emergency response (with a budget of 3 Million euros between April and September 2022) which seeks to support 55,000 internally displaced and conflict-affected Ukrainians to meet their essential needs. Their work is focused on those in the most affected areas within Ukraine and seeks to provide: access to short- and long-term shelter; basic needs (food, water, hygiene, medicine); light psychosocial support activities, and information about evacuation and shelter options as well as available humanitarian aid. Caritas-Spes Ukraine provides services to those in need without regard to ethnicity, language, or



religion, on a first come, first-serve basis, and with prioritization of separated families, women, and children. At this stage, £25,000 has been sent to Caritas-Spes, a further £50,000 has been authorised by the Diocese in Europe/USPG.

- *Lutheran World Federation (LWF) (£50,000)*

The Appeal is contributing £50,000 towards the response of the Lutheran World Federation divided between its direct humanitarian activities (through the LWF World Service) and through the activities of its member churches in Eastern Europe. This response supports Lutheran churches to respond effectively to the needs of refugees, internally displaced persons and other vulnerable groups. This includes: improving access to services including shelter, WASH (water, sanitation and hygiene), education as well as psychological wellbeing and protection services.

5. Monies have been committed Chaplaincies across the Diocese in Europe. We are working with a number of Chaplaincies across Europe as they respond to immediate needs and discern and design responses into the medium term

- *Kosciol Anglikanski w Polsce, (Church of England in Poland), Warsaw (£10,000)*

Accommodation and food for refugees in Warsaw awaiting visas to enter the UK under the Homes for Ukraine scheme. These activities are being undertaken in partnership with Warsaw Rotary Club and Love Bristol. It is strongly anticipated that more funds will be necessary, especially for families with small children who have to physically come to Warsaw to visit the UK visa processing centre. Some of these funds may be spent on flights to the UK.

- *St Margaret's Church, Budapest, Hungary (£5,000)*

St Margaret's has established partnerships with a number of organisations in Budapest. We have already supported a partner Next-Step Hungary who are providing food and domestic needs of refugees from Ukraine. Next-Step has a particular focus on supporting third country nationals who are not granted the rights to benefits from the state and whose already precarious pre-war financial resources have been exhausted and stretched to the very limits. This programme supports between 50 to 200 new arrivals from Ukraine on a weekly basis. Conversations are ongoing regarding financial support to two other projects: the provision of accommodation with the Menedékház Foundation and an emerging 'The Next Generation' Day Care programme. It is expected that more funds will be distributed here.

- *Other Chaplaincies in Eastern Europe*

Conversations and plans are developing with St Saviour's Church in Riga, Latvia, St Nicholas Anglican Church Helsinki, Finland and the Anglican Church of the Resurrection in Bucharest, Romania. We anticipate sending funds in the coming months.

## Summary

6. The Ukraine response has generated £348,993. Whilst donations will continue to come in, it is anticipated that the total sum of further contributions will be modest and not more than 20% of the current total. Currently £140,000 of the £348,993,

that is just over 40% of the money raised, has been allocated, the majority to immediate humanitarian response. That is in line with what might be expected at this stage for an emergency of this scale. It is important to bear in mind that significant need will continue long after the immediate humanitarian response has subsided and Anglican churches within the Diocese in Europe will continue in their ministries of supporting refugees and migrants for years to come. It is important that their capacity to do so increases in the coming years and medium-term funding from this Appeal will seek to do that.

7. Finally, USPG and the Diocese in Europe are working together to support the work of refugee support across the diocese through the appointment of a Refugee Response Coordinator – this will be funded separately, but will enhance the effectiveness of the Diocese in its response to the Ukraine crisis and the wider challenges posed by caring for migrants within the diocese. The Diocese in Europe is also in actively co-operating with The Episcopal Church as work develops in this area.

**The Revd Duncan Dormor  
General Secretary, USPG**

**The Rt Revd Robert Innes  
The Bishop in Europe**

**27.05.2022**

**GENERAL SYNOD****Independent Review of Lowest Income Communities Funding and Strategic Development Funding****Summary**

Lowest Income Communities Funding and Strategic Development Funding together form around £50m p.a. in grant funding to support the mission and ministry of the Church.

Five years since their inception, a review, chaired by Sir Robert Chote, was commissioned to understand impact, learn lessons, and make recommendations for future church funding.

The review's report was published in March, and is attached for Synod members' convenience, along with a one-page summary. Its recommendations are shaping the funding programme's policy and implementation.

The panel will provide a short presentation of their work, and take questions from Synod members on their findings and observations. The Chair of the Strategic Investment Board will take questions on implementation.

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**Background**

1. Lowest Income Communities Funding and Strategic Development Funding are funding streams which together account for around £50m per year of grant funding from the Archbishops' Council.
2. Lowest Income Communities Funding (£33.9m distributed in 2021) is distributed through an allocation to 27 dioceses dependent on their total overall income and population, with an adjustment for pockets of deprivation. Dioceses use the funds to support parish ministry in the most deprived areas, typically by reducing parish share or funding additional clergy.
3. Strategic Development Funding (£15.3m awarded in 2021) funds programmes which will make a significant difference to a diocese's mission and financial strength. Since 2014, 39 dioceses have received funds for an SDF programme.
4. There has been more demand for funding than there have been funds available. As a result, as of June 2021, the Archbishops' Council has asked the SIB to focus SDF on projects that:
  - Promote growth within the largest urban areas and one or all of younger generations, UK Minority Ethnic / Global Majority Heritage populations and deprived communities.
  - Involve numerical growth and growth in discipleship and social impact.
  - Are genuinely additional to what the diocese can afford.
  - Have plans to sustain and multiply growth over time.
5. These criteria reflect the current ministry deployment and attendance patterns of the Church, focusing on areas with less resourcing including urban areas. They are being reviewed and changed in the new funding triennium.

6. Both of the funds are operating in the context of the effect of the Covid-19 pandemic on the Church. This resulted in funds being re-allocated to support for sustainability, and national, diocesan and local staff and ministers concentrating on supporting their communities through this time.
7. The Strategic Investment Board, which I chair, is a sub-committee of the Archbishops' Council, with membership drawn from the Council, Church Commissioners' Board, and independent members. The Strategic Investment Board is responsible for the award and ongoing administration of these funds, and its annual report has been circulated to Synod, with details of all the work funded.

### **The Independent Review**

8. The 2016 Resourcing the Future review established Lowest Income Communities Funding, and moved Strategic Development Funding from a pilot to established funding practice. At the five year point of the funding programme, it was a prudent time to commission a substantial review of the funding, its impact, and learning gathered. This would also feed into the triennial spending review for funding from 2023 onwards.
9. A panel was recruited of committed Anglicans independent from the Strategic Investment Board, with a balance of church traditions, closeness to the Church of England hierarchy, and professional experience. The membership was:
  - Sir Robert Chote (Chair) – economist and former journalist; Chair of the Northern Ireland Fiscal Council and the UK Statistics Authority; and former head of the Office for Budget Responsibility and Institute for Fiscal Studies, and former Trustee of Westcott House theological college.
  - Bishop Sarah Clark – Bishop of Jarrow; previously Archdeacon of Nottingham and a parish priest in a low-income community.
  - Stephen Smith – Chartered Accountant, former Executive Director of the National Audit Office; previously a Partner at KPMG; Trustee of St Mungo's homelessness charity; and a non-executive member of Rochester Cathedral's Finance Committee.
  - Busola Sodeinde – Chartered Accountant, former CFO at State Street Bank. Founder of Bearings Point Media, Church Commissioner (on its Audit & Risk Committee), Trustee of The Scouts Association, Non-executive Director at Ombudsman Services. General Synod member.
10. The panel interviewed a wide variety of stakeholders, visited projects in the Manchester and Exeter dioceses, held focus groups, reviewed documentation provided by the Archbishops' Council's staff, and sent a survey questionnaire to all dioceses.
11. The panel were supported by a staff member seconded from the National Audit Office, and were provided access to all relevant documentation and stakeholders by the then Strategy and Development Unit of the Archbishops' Council (now part of the Vision and Strategy team).

## **The report and its recommendations**

12. The panel's report was published in March, and contained a series of conclusions and recommendations. The panel's report and a one-page summary are attached.
13. The report has been discussed at the Strategic Investment Board, Archbishops' Council, Inter-Diocesan Finance Forum, and Triennium Funding Working Group. The Strategic Investment Board is commissioning a programme of work to respond to its recommendations.
14. Chiefly, these recommendations will shape the future funding programme for dioceses as outlined in the 2023-25 spending plans, but there are specific items which can be progressed now, and these are being addressed in the Strategic Investment Board.

## **Conclusion**

15. We are immensely grateful for the rigour, insight and wisdom which the panel have demonstrated in undertaking their work, which will help the mission of the Church as we seek to become Jesus Christ centred and shaped.
16. I look forward to hearing the questions of Synod in the session on the agenda. Sir Robert will begin with a short presentation, and then the panel will be able to answer questions from Synod members. I will also be available to answer questions on the implementation of the report's recommendations.

John Spence, Chair of the Strategic Investment Board

May 2022

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# Independent Review of Lowest Income Communities Funding and Strategic Development Funding - summary

Lowest Income Communities (LInC) Funding supports ministry and social action in the lowest income communities and is distributed to dioceses based on the size and average income of their populations and Strategic Development Funding (SDF) supports major change activities which fit with dioceses' strategic plans, and which make a significant difference to their mission and financial strength.

The Terms of Reference asked what SDF and LInC had achieved in the Church and how could national funding be best used in the future. The panel interviewed a wide variety of stakeholders, visited projects in the Manchester and Exeter dioceses, held focus groups, reviewed documentation provided by the Archbishops' Council's staff, and sent a survey questionnaire to all dioceses.

The funding streams form 20% of the funding released from the Church Commissioners' investment returns, but a small proportion of the Church's whole 'economy'. The report comes five years into a long-term programme, so there is a limit to what can be said definitively about the impact of the funding.

## Lowest Income Communities Funding (LInC)

LInC is sustaining ministry in many poor communities that would otherwise lose it. Dioceses report that LInC is supporting at least 1,700 parishes and that many of them would not have their current level stipendiary clergy without that support. The amount of LInC funding confirmed to have been allocated to the 25% poorest communities has risen from £12.5 million in 2017 to £19.2 million in 2020.

The primary role of LInC should continue to be in supporting and sustaining ministry in deprived communities. Funding levels should be at least maintained for the remainder of the ten-year transition period.

More of LInC should be used to extend and refresh ministry in deprived communities. Dioceses should explain the distribution and use of LInC funding clearly including reporting on missional effectiveness.

## Strategic Development Funding (SDF)

The impact of SDF is manifested in parishes revitalised, the creation of new worshipping communities and additional ordained and lay posts. There is a focus on major and relatively deprived urban areas that have been under-served. Diocesan capacity to effect missional change is improved, helping the whole church, and there have been new disciples and fresh social action in communities.

In the delivery of project-based funding to support mission and growth, the Innovation Fund should be used to trial new ideas, while the larger SDF should be used to scale up promising, to help roll out relatively proven missional concepts and to develop and adapt them for new contexts.

Resources should be provided to improve reporting mechanisms for the funding, increase in the participation of communities currently under-represented in Church by ethnicity, class and gender, and ensure that the funding enables mission in all Church traditions and areas of the country. As well as policy changes, there should be enhanced transparency and communication.

## Leveraging lessons from SDF and LInC funded activity

The funding streams are too small by themselves to achieve Church-wide change. Making the most of any lessons learned is therefore critical. There has been work undertaken by the national church to share the lessons learned by the programmes, but this should be enhanced and shared more widely. This should include Subject Matter Experts working to develop methodology and training programmes.

## Alignment with national and diocesan strategy

The emerging Vision & Strategy offers an opportunity to try to establish renewed unity of purpose around the schemes and more broadly. The funding streams should align with the Vision and Strategy once fully developed. The funds should retain their intentionality and additionality to existing work. As part of that, this should include moving to a more integrated strategic approach with dioceses.

# Independent Review of Lowest Income Communities funding and Strategic Development Funding



# Foreword

In 2015 and 2016 the Archbishops' Council commissioned the *Resourcing the Future* review into the use of national Church funding from 2017 to 2026. It sought to increase accountability and ensure with greater confidence that the Church Commissioners' charitable purposes were being met and that dioceses were enabled to deliver their own visions. It suggested the creation of two funding streams, with a 50:50 split between them: Lowest Income Communities (LInC) Funding and Strategic Development Funding (SDF). These have now been in operation for five years and the Strategic Investment Board has commissioned this (much more modest) review to "*look back and reflect on the impact the SDF and LInC funding streams have had, and look forward by gathering evidence for the future operation of the funds*".

In undertaking this exercise, we have benefited enormously from the time, expertise and wisdom of a wide variety of stakeholders across the Church, including from the National Church Institutions, dioceses, church networks, the General Synod and from individual churches and projects supported by these streams. We are very grateful to them all and particularly to Tom Conway of the church's Strategy and Development Unit for setting up the logistics of the review and supplying us with much data and analysis. We have also benefited hugely from the support of Abigail Marshall-Bailey, seconded to help us from the National Audit Office.

We hope that this review will be of some value to the national Church as it contemplates how best to deploy its resources to enable people on their journey to faith and subsequently in their growth as disciples. We have been conscious throughout this review that people lie at the heart of LInC and SDF funding. Whether or not any particular recommendations are adopted, we hope that our analysis and conclusions will stimulate reflection and help ensure that the national Church's resources are used intentionally and accountably.

Undertaking the review has been a fascinating and inspirational process, not least on our visits to SDF and LInC supported projects in the Dioceses of Manchester and Exeter. We conclude it in a spirit of enormous admiration for the clergy and lay people we have met delivering ministry and mission around the country in often very challenging circumstances. We offer all of them our prayers and best wishes.

Sir Robert Chote  
Bishop Sarah Clark  
Stephen Smith  
Busola Sodeinde

February 2022

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# 1. Introduction

**1.1** Strategic Development Funding (SDF) and Lowest Income Communities (LInC) funding are the two key channels through which the Archbishops' Council provides financial support to dioceses to help sustain ministry in some of the poorest parishes in the country and to foster mission and growth in local communities and among groups of the population that it believes are currently poorly served.

**1.2** The Archbishops' Council currently expects to award £102 million through LInC (including £20 million in transition funding) and £60 million through SDF and Innovation Funding in the current triennium funding period from 2020 to 2022. Together the two streams account for around 20 per cent of the total resources to be released by the Church Commissioners over this period.

**1.3** Given the scale of this financial commitment, it is only right that these funding streams should be used with intentionality and accountability. It is in that welcome spirit that this review was commissioned by the Strategic Investment Board in June 2021. The Terms of Reference (Appendix One) asked that:

*“The review will look back and reflect on the impact that the SDF and LInC funding streams have had and look forward by gathering evidence for the future operation of the funds.*

*Looking back the objective should be to answer the question what have SDF and LInC funding achieved in the Church from their inception in 2017 until 2020?*

*The objective for the looking forward element of the review should be to answer the question how can national funding be best used in the future to enable dioceses to deliver growth in numbers, depth and social transformation?”*

**1.4** Given the time and resources available to us, we have not been able to address every issue raised in the Terms of Reference, but we hope to have done them justice overall. In doing so we have:

- Interviewed a wide variety of stakeholders.
- Visited projects and met diocesan and project staff in the Manchester and Exeter dioceses.
- Held focus groups with diocesan secretaries and programme managers.
- Reviewed extensive documentation provided by the SDU.
- Sent a survey questionnaire to all dioceses through their bishops and diocesan secretaries. We received 31 responses, with a good geographic balance.

**1.5** We set out our priority recommendations at the end of this introduction. More detailed observations are contained in the main body of the report, with the full list in Appendix 1. Some of our recommendations might involve additional spending, but it is beyond the scope of this review to recommend the overall funding envelope that the Church Commissioners should accommodate through their distributions.

**1.6** To summarise the two funding streams briefly:

- **Strategic Development Funding (SDF)** supports “major change programmes or activities which fit with dioceses’ strategic plans, and which are intended to make a significant difference to their mission and financial strength”. Project applications are made by dioceses and funding decisions by the Church’s Strategic Investment Board (SIB) on behalf of the Archbishops’ Council, both supported by the Strategy and Development Unit (SDU), which also monitors the performance of SDF projects once underway.

As of June 2021, the Archbishops' Council has asked the SIB to focus SDF on projects that:

- Promote growth within the largest urban areas and one or all of younger generations, UK Minority Ethnic / Global Majority Heritage populations and deprived communities.
- Involve numerical growth and growth in discipleship and social impact.
- Are genuinely additional to what the diocese can afford.
- Have plans to sustain and multiply growth over time.
- **Lowest Income Communities (LInC)** funding supports ministry and social action in the lowest income communities and is distributed to dioceses based on the size and average income of their populations, modified to reflect the proportion of the population with very low incomes. Previously the National Church Institutions distributed support under the 'Darlow' Formula, which was based more on the income of Diocesan Boards of Finance than on the incomes of their populations and was thus seen to reward decline rather than growth in church attendance.

**1.7** The schemes seek to operate with intentionality and additionality – they aim to achieve specific goals and to complement rather than duplicate existing activity. Taken together they pursue multiple objectives and there is inevitably some debate around the relative importance that is or should be placed on each of them:

- increasing aggregate church attendance and discipleship,
- maintaining or extending the Church's presence in areas with relatively less church provision (whether or not they are particularly fruitful areas for numerical growth),
- redressing the under-representation of particular groups (emphasising the composition of church attendance and discipleship at least as much as total numbers), and/or
- targeting resources in line with a moral imperative to reach out to the poorest (even where that may not be the most promising environment for evangelism).

**1.8** In thinking about the purpose and performance of these two schemes, we have been conscious of various features of the broader context in which they operate. Among them:

- Both schemes engage three layers of the Church with potentially differing perspectives and objectives: the National Church Institutions (both the Archbishops' Council and the Church Commissioners), dioceses, and individual parishes and projects. The central role of dioceses in deciding which sorts of projects to seek funding for and which not to within SDF seems often to be under-appreciated.
- The sums of money channelled through LInC and SDF are significant in absolute terms, and as proportions of the sums distributed by the Church Commissioners. But they are relatively small compared to the Church's overall spending of around £1.7 billion a year at national, diocesan and parish level, financed from a combination of giving, investment income and trading income.
- In different ways both schemes are designed to encourage and facilitate Church attendance and discipleship (focused on particular groups and localities). But they operate against a backdrop in which physical church attendance has fallen over seven decades and is expected to continue doing so in coming years, due in part to ongoing social and demographic trends. This trend will presumably be accelerated in the near-term by the disruption of worship by COVID-19. On no realistic estimate of impact-per-pound-spent can these streams be expected to reverse this decline on their own.
- COVID-19 has significantly disrupted the operation of the funding streams, along with much else in Church and national life. Its impact has been felt at the level of individual projects already in operation, the deployment of new funding and the gathering and processing of data and reporting. It will not be

clear for some time which types of projects have weathered COVID-19 best or indeed whether any can take lasting advantage of the changes in worshipping patterns that have resulted.

- Through its impact on giving, COVID-19 has weakened the financial position of many dioceses and therefore their ability to fund or co-fund the sort of missional interventions supported by SDF and the costs of ministry in low-income communities supported by LInC. Responding to our survey, more than half of dioceses did not expect to be in a financially sustainable position until 2024-26 and one as late as 2031. Three more had plans in development, with the final three offering no date.
- Current consideration of the scale, purpose and administration of the funding streams coincides with the Church's broader Vision & Strategy exercise, which may alter some of the strategic objectives to which they might be hoped to contribute – for example to the establishment of 10,000 new worshipping communities. Most dioceses tell us that their existing strategies are already substantially aligned to the emerging Vision & Strategy and that they do not anticipate making significant changes in response.
- LInC and SDF form part of a broader suite of funding streams through which the National Church Institutions provide financial support to dioceses. Others include Strategic Transformation Funding (in support of major change programmes) and Strategic Ministry Funding (to finance additional curacies). The SDF pot is itself top-sliced to provide Strategic Capacity Funding (to improve strategy and project management) and an Innovation Fund (to provide smaller grants for projects that will generate learning). Welcome consideration is already been given to simplifying this structure and there is also a proposal to restructure the SDU as part of a larger unit in support of Vision & Strategy. Changes of this sort typically cause some short-term disruption and loss of capacity as they bed themselves in.
- Stakeholders tell us that LInC and SDF provide valuable (sometimes essential) support for mission and ministry, but the distribution of support by type of project and church tradition is predictably contentious. This is especially true for SDF, the more 'visible' and project-based of the two schemes. As a response to the perceived failure of the Church to serve particular communities effectively, SDF projects are of their nature disruptive to the existing church ecology and thus elicit strong positive and negative reactions. We expected to hear these in our engagement with stakeholders but have still been struck by a broader lack of trust and unity of purpose for which these schemes seem to serve as a lightning rod.

**1.9** People's journeys to faith can be lengthy and complicated. So there is a limit to what we can say definitively about the impact and outcomes of these schemes after just a five-year period, especially given the data available to us and the disruptive impact of COVID-19. That said:

- LInC is sustaining ministry in many poor communities that would otherwise lose it. Dioceses report that LInC is supporting at least 1,700 parishes and that many of them would not have their current level stipendiary clergy without that support. The amount of LInC funding confirmed to have been allocated to the 25% poorest communities has risen from £12.5 million in 2017 to £19.2 million in 2020.
- The impact of SDF is manifested in:
  - Parishes revitalised, the creation of new worshipping communities and, as reported in the 2020 SIB annual report, the support of 530 additional ordained and lay posts. These projects have developed the Church's mission across dozens of town and cities and other areas across England, with a focus on major and relatively deprived urban areas that have been under-served.
  - Improved strategic and project management capability to effect missional change in dioceses. This has benefited not just the particular projects undertaken but also wider diocesan activity.
  - The creation of new disciples and fresh social action in communities. Both are very hard to measure accurately and consistently, and the methodology used by the SIB to report past and expected progress on the creation of new disciples could be improved. But many people have

been brought to faith by these projects through a variety of different pathways.

**1.10** Stakeholders and dioceses say that the grant programmes have been administered professionally by the SDU and spoke highly of the support from SDU consultants in applying best practice governance and programme management and in making connections between dioceses addressing similar issues. Stakeholders say the rigour of the process has enhanced missional outcomes, but that it places significant demands on diocesan and project team capacity.

**1.11** Among the broad recommendations that we develop more specifically through the paper:

- The future of LInC and SDF should be considered and communicated as part of a package of interventions to deliver the Church's emerging Vision & Strategy, recognising how they may interact with other things the Church is (and is not) doing. As such, the objectives and evaluation criteria for the two programmes should align to the Vision & Strategy. Support for, and the effectiveness of, the two funding schemes is affected by the lack of trust and unity of purpose for which they (particularly SDF) serve as a lightning rod and Vision & Strategy is a fresh chance to address this. (paragraphs 5.1-5.3).
- Pending any changes in objective that the development of the Vision & Strategy might imply:
  - The primary role of LInC should continue to be in supporting and sustaining ministry in deprived communities that would otherwise lose or never have it. We recommend at least maintaining current levels of funding for the remainder of the ten-year transition period adjusted for evolving clergy costs and would be cautious about changing the distribution formula again in that period. Dioceses should be encouraged to explain the distribution and use of LInC funding clearly to their synods and other stakeholders, with reporting to the SDU broadened to cover overall missional effectiveness in the poorest communities. Missional impact could be enhanced by greater use of LInC or other funding to refresh ministry in the poorest areas and not simply maintain existing provision. (paragraphs 2.17-2.20)
  - In the delivery of project-based funding to support mission and growth, the Innovation Fund should be used to trial new ideas at relatively modest scale to address unsolved missional challenges, while the larger SDF should be used to scale up promising ideas in both size and across locations, to help roll out relatively proven missional concepts and to develop and adapt them for new contexts. Dioceses should be expected to bear more of the cost of proven missional concepts as they mature and the risk of project failure is reduced. Relatively low take-up of Innovation Funding to date may in part be due to the impact of Covid-19 but highlights the need to seek out and encourage partners and solutions with intentionality. (paragraphs 3.62-3.63).
- The Archbishops' Council may wish to look at the specific measurable objectives they have set for the schemes and consider whether there are other metrics and reporting mechanisms they would like to use in upcoming years to ensure that they exercise good governance over the funding streams. The reporting of measures of disciples created and expected and red/amber/green ratings for whether projects are on track or not to achieve their original objectives are both important channels for transparency and accountability. Both should be reviewed for their fitness for purpose. (paragraph 3.6)
- Without weakening the evaluation criteria for the SDF and Innovation Fund, or seeking to establish rigid quotas or targets for distribution by type of recipient, the Archbishops' Council and SIB should balance its responsiveness to diocesan requests in support of their strategies with a greater intentionality in ensuring that support is deployed across the full range of traditions and contexts and across diocesan borders so as to appeal to a broad spread of individuals in communities and increase diversity of worshippers. This should allow traditions and networks with less of a track record in supporting mission and growth to build capacity and 'raise their game' or to provide shared services for churches in their networks and so ensure that the SDF supports and is valued more widely. (paragraphs 3.56-3.58)

- The SIB says that it is focusing resources on young, urban, UKME/GMH and deprived communities, but it should consider addressing social class more explicitly as a criterion as well as working to ensure that these groups are better represented among project leaders. The stated emphasis on UKME/GMH communities is a recent change and should be better reflected in the allocation of funds in future and also in the make-up of those setting the strategy for and implementing the SDF programme. The fact that rural areas are 'overinvested' in on some definitions does not alter the fact that there is an urgent need to identify sustainable models of rural ministry – not least so that resources might be redeployed. Where useful, central funding should be available to help achieve that. (paragraphs 3.50-3.55)
- SDF projects deliver valuable outcomes in their own right, but their contribution to addressing the Church's missional challenge depends crucially on learning lessons and applying them elsewhere. Leveraging learning could be enhanced in a number of ways: the SDU should be more systematic in gathering feedback from dioceses on the how the programme is working; the creation of subject matter experts and champions within the SDU might sharpen focus on target groups; lessons from different missional models could be gathered and spread more effectively; and the diocesan peer review process should be re-examined if the dissatisfaction with it that we have heard is representative. (paragraphs 4.1-4.14)
- Alongside this learning, there is also a need to develop public communication of the work of the funding streams at national, diocesan and local levels. We have seen levels of distrust in the Church towards the funding streams and from one stakeholder towards another – better communication of the different roles in the funding streams, as well as the sorts of activities funded, should help alleviate this. This should involve the national church investing in public communication of the SDF and LInC funding streams, awards, and learning gathered, and dioceses being clear with their diocesan Synods and parishes about how LInC and SDF has been applied, and their reasoning behind it. (paragraphs 2.15, 2.20, 3.5)
- One of the major achievements of SDF has been to spur and support improvements in diocesan strategic and project management capacity. This creates an opportunity to move further from what has been a largely tactical project-based approach to grant allocation to a more strategic relationship between the funding institutions and dioceses to support the delivery of their strategies. This could draw upon all national funding streams to support change as part of one integrated strategic conversation rather than separate project and funding stream specific conversations. In doing so it would be important to support all dioceses on this journey rather than leave some behind. (paragraphs 5.4-5.11)
- The effectiveness of LInC funding and SDF project support in achieving their objectives is always going to depend to a significant degree on action that the Church is (or is not) taking simultaneously in other areas and through other funding mechanisms, among them supporting training and ongoing support for missional leaders and workers and dealing with ineffective or problematic ministry situations.

**1.12** A review of this sort inevitably engages with schemes like these at a relatively technocratic level, focusing on issues of structure, financing and administration. But it is important not to lose sight of the fact that they are both about helping bring people to faith in Jesus and sustain them in that faith. We have been hugely inspired by the clergy and lay people we have met who are involved in the projects and ministry supported by LInC and SDF and by what we have heard from those who have engaged from them.



# Priority recommendations

These are the principal recommendations made by this report. A full list is to be found in Appendix One.

## National Church

1. Objectives, evaluation criteria and performance targets should be aligned to the Vision & Strategy once fully developed. The funds should retain their intentionality and additionality to existing work. (Paragraph 5.2).
2. Current levels of LInC funding should be at least maintained for the remainder of the transition period, adjusting for changes in average clergy costs. (Paragraph 2.17).
3. The Archbishops' Council should re-examine the objectives they have set for SDF in the light of the Vision and Strategy and the metrics used to assess impact against those objectives. These would then inform the assessment of progress at both a project and programme level, helping the Church to learn from experience, disseminate learning and facilitate value for money judgements. (Paragraph 3.6).

## Strategic Investment Board and Strategy and Development Unit

4. Based on the clarified SDF objectives, the SIB should intentionally seek projects that address critical missional challenges for which there is no current proven solution – especially ones that would allow traditions and networks with less of a track record in supporting mission and growth to raise their game, supported by SDU subject matter experts, supporting material and processes to facilitate a systematic approach to leveraging the lessons from successful SDF projects and pilots beyond the projects themselves to the benefit of the whole Church. (Paragraphs 3.56, 4.14).
5. Increase allocation to Innovation Funding and examine alternative models to fostering bottom-up innovation, drawing on the number of networks that already exist to foster innovation and entrepreneurship within churches. (Paragraph 3.56).
6. The SIB and SDU should make decision processes more transparent to dioceses and communicate the role of SDF more clearly. The SIB should commission annual feedback independent of the SDU from dioceses and project leaders, publishing the findings and its proposed responses. (Paragraph 4.4).
7. In measuring and reporting growth outcomes to the Church and other stakeholders, the SIB should provide capacity within the SDU to work with stakeholders to develop a common outcome framework, update regularly the estimated numbers of new disciples, assess the portfolio of programmes for effectiveness by project type, and continue to research transfer growth. The SIB's annual report should explain the basis of preparation of the reported numbers of new disciples. (Paragraph 3.37).

## National Church, Strategy and Development Unit and dioceses

8. More should be done to increase the diversity of projects at national and diocesan level, including monitoring and reporting on the diversity of projects by tradition, the impact on communities with across ethnicity and social class and the gender, class and ethnic diversity of project and local leaders. Dioceses and the national church should foster applications from different traditions and networks, without lowering the bar or imposing quotas, and build up capacity to enable this. (Paragraphs 3.53, 3.80).
9. Prioritise and appropriately fund a study of the skills and attributes that missional leaders require and the support they require preparing for and running different types of projects, then allocate support to develop pipelines of missional leaders for different types of projects and from different traditions.

(Paragraph 3.76).

10. The National Church and dioceses should move where possible to a more strategic approach to support the delivery of their strategies in line with the national Vision & Strategy, drawing upon the various national funding streams to catalyse change as part of one integrated strategic conversation rather than separate funding stream specific conversations. (Paragraph 5.9).
11. Effective deployment of and accountability for LInC funding is enhanced when dioceses explain not just to the SDU but also their own synods and stakeholders how resources are allocated and used. The SDU could do more to identify and promote best practice in this area, perhaps convening a learning symposium of major LInC recipients. (Paragraph 2.15).

## 2. Lowest Income Communities funding

**2.1** Lowest Income Communities (LInC) funding is the larger, but the less visible, of the two streams that we consider in this report. Rather than supporting specific and often high-profile projects aimed at generating growth in discipleship, it helps dioceses sustain the Church's reach and presence in communities that might well otherwise lose it, and which are often overlooked or neglected by society more generally.

**2.2** LInC is an outworking of the Church Commissioners' charitable objectives to provide additional provision for the cure of souls in the poorest areas in parishes where such assistance is most required, as set out in Section 67 of the Ecclesiastical Commissioners Act.

**2.3** The sustaining of ministry and social action often go hand in hand in worshipping communities supported by LInC. When we visited the team ministry of West Bolton, in the Diocese of Manchester, we saw how LInC funding enhances the clergy's capacity to support local mission and social action. In Halliwell, for example, the local parish works with Youth Services and a Befriending Service to support the community. In this project, LInC and SDF support and complement each other, with team ministry working alongside the diocese's Children Changing Places SDF programme. The congregation and community are home to a refugee community, three of whom have trained as Licensed Lay Ministers since joining the Church. Rev Fayaz Adman, part of the West Bolton Team, also looks after a Farsi and Urdu congregation locally. Within the diocese LInC also supports an Iranian priest who works with people for whom English is their second language and on wider translation projects for the Anglican and Catholic Church. This is just one example but reflects the sorts of work funded by LInC across the country when it is used to its fullest potential.

### Delivery

**2.4** LInC funding is designed to support mission and ministry in the poorest parishes in the country. It is allocated to dioceses – rather than directly to parishes – according to a formula based on the population and average income of the diocese's residents, adjusted for the number of people within it who rely on government benefits for a decent income. Most dioceses in receipt of LInC distribute the funding to their poorest parishes by formula through the parish share system, sometimes with a top-slice to fund relevant diocese-wide spending. But some dioceses treat LInC income more as part of general resources.

**2.5** Twenty-seven out of the 42 mainland dioceses currently receive LInC (or transition) funding, which will total £33.4 million in 2022 (Figure 1). (The Diocese in Europe has its own specific funding of £180,000 per year top-sliced from LInC, which we have not considered in this review.) The biggest recipients of LInC are Leeds, Manchester, Durham and Lichfield, each of which will receive more than £2 million in 2022. Under the previous model, funding was distributed according to the 'Darlow formula'. This was based more on the incomes of dioceses themselves than of their residents and was thus criticised for penalising rather than rewarding growth in attendance and discipleship.

**2.6** LInC is a significant contributor to dioceses' ability to fund ministry. Of the 27 (out of 42) dioceses in budget surplus in 2019, LInC and transition funding was greater than their surpluses in 8 of them.

**Figure 1**

Total LInC and transition funding compared to 'Darlow' funding by diocese

| Diocese                | 2016 Darlow Funding (£k) | Lowest Income Communities Funding and Transition Funding |               |               | Change from 2016 to 2022 (%) |
|------------------------|--------------------------|--|---------------|---------------|------------------------------|
|                        |                          | 2020 (£k)  | 2021 (£k)     | 2022 (£k)     |                              |
| Coventry               | 0                        | 385  | 398           | 412           | Newly funded                 |
| Peterborough           | 0                        | 333  | 344           | 356           | Newly funded                 |
| Worcester              | 337                      | 725  | 750           | 776           | 130%                         |
| Bristol                | 202                      | 419  | 434           | 449           | 121%                         |
| Blackburn              | 816                      | 1,310  | 1,355         | 1,402         | 72%                          |
| Portsmouth             | 365                      | 462  | 478           | 495           | 36%                          |
| Canterbury             | 697                      | 791  | 818           | 847           | 22%                          |
| Liverpool              | 1,591                    | 1,590  | 1,641         | 1,697         | 7%                           |
| Lincoln                | 1,064                    | 1,056  | 1,068         | 1,105         | 4%                           |
| Truro                  | 867                      | 856  | 861           | 880           | 2%                           |
| Birmingham             | 2,019                    | 1,948  | 1,941         | 1,947         | -4%                          |
| Southwell & Nottingham | 1,314                    | 1,264  | 1,260         | 1,263         | -4%                          |
| Manchester             | 2,602                    | 2,445  | 2,406         | 2,382         | -8%                          |
| Sheffield              | 1,912                    | 1,798  | 1,769         | 1,752         | -8%                          |
| Carlisle               | 627                      | 584  | 572           | 564           | -10%                         |
| Exeter                 | 1,319                    | 1,231  | 1,207         | 1,190         | -10%                         |
| Lichfield              | 2,263                    | 2,113  | 2,073         | 2,045         | -10%                         |
| Hereford               | 440                      | 402  | 390           | 381           | -13%                         |
| Durham                 | 2,494                    | 2,256  | 2,180         | 2,115         | -15%                         |
| Leicester              | 1,413                    | 1,278  | 1,235         | 1,198         | -15%                         |
| Newcastle              | 1,418                    | 1,285  | 1,243         | 1,207         | -15%                         |
| York                   | 2,034                    | 1,825  | 1,755         | 1,694         | -17%                         |
| Derby                  | 1,551                    | 1,383  | 1,326         | 1,276         | -18%                         |
| Norwich                | 1,540                    | 1,364  | 1,305         | 1,251         | -19%                         |
| Leeds                  | 3,562                    | 3,110  | 2,950         | 2,804         | -21%                         |
| Chelmsford             | 2,638                    | 2,174  | 1,997         | 1,827         | -31%                         |
| St. Edms & Ipswich     | 196                      | 147  | 127           | 108           | -45%                         |
| <b>Total</b>           | <b>35,281</b>            | <b>34,536</b>  | <b>33,885</b> | <b>33,421</b> | <b>-5%</b>                   |

**NOTES**

1. Bath and Wells, Chester, Chichester, Ely, Gloucester, Guildford, London, Oxford, Rochester, Salisbury, Southwark, St. Albans and Winchester received no funding under the Darlow formula and continue not to receive funding under LInC.

2. Figures have been rounded.

Source: Archbishops' Council distribution figures

**2.7** Figure 1 shows that some dioceses receive significantly more under LInC than they did under Darlow and some significantly less. Bristol and Worcester's annual funding has more than doubled between 2016 and 2022, while Chelmsford and St Edmundsbury & Ipswich's have fallen by more than 30%, with Chelmsford seeing the biggest drop in absolute terms. Dioceses receiving less are receiving temporary additional support for up to 10 years to smooth the transition. These transition and restructuring schemes have meant that every diocese has received at least as much funding in total across 2017-2021 than they

would have had if Darlow had remained in place. Taking SDF funding and the loss of the temporary Mission Development Funding into account, four dioceses incurred a net reduction in funding.

**2.8** LInC is part of a broad and complex system of income redistribution within the Church, alongside the parish share system and use of dioceses' own resources. Although of comparable size, LInC is much less 'visible' than SDF – its contribution to sustaining ministry in poorer communities is less appreciated, but the use of LInC funding does not attract the same degree of controversy as some SDF projects.

## Outcomes

**2.9** All dioceses make annual returns to the Strategy and Development Unit (SDU) accounting for their use of LInC funding, but with varying degrees of detail and depth. Some also explain in detail to their synods and other stakeholders how LInC funding is used and distributed. Over time the SDU has encouraged dioceses to be more intentional in their use of LInC funding, which we encourage. This has generally been successful, with the proportion of LInC monies confirmed as allocated to the 25% most deprived communities increasing from 35% in 2017 to 56% in 2020, equating to an increase from £12.5 million to £19.2 million in cash terms.

**2.10** However, it is hard to assess the impact of LInC funding definitively when its availability may affect how non-LInC funding is used and distributed – its 'net' effect may be different from its 'gross' effect. Partly as a result, there remains concern among some stakeholders that some dioceses do not use LInC funding as intentionally as they could to support ministry in the poorest communities but rather use a significant proportion elsewhere.

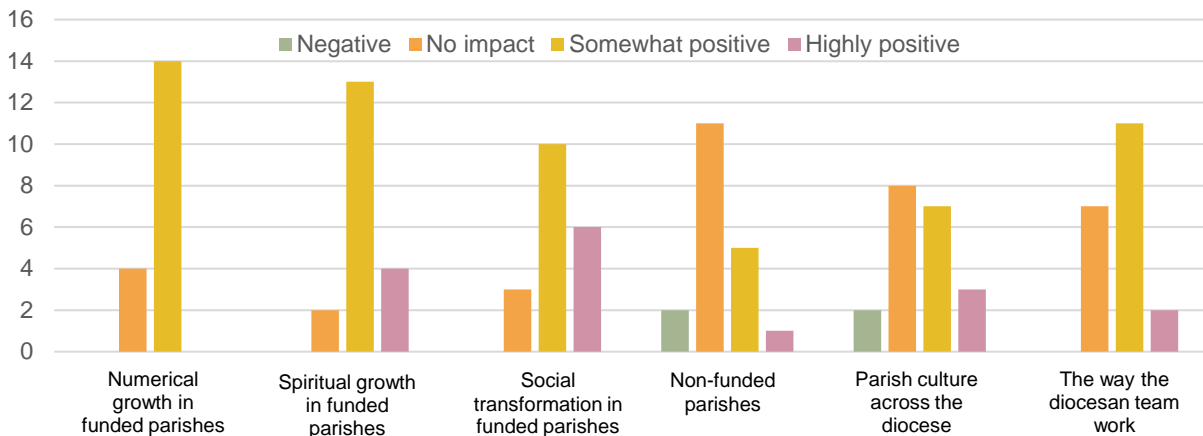
**2.11** This concern may be valid in some instances, but the evidence we have seen and heard suggests that LInC does deliver significant additionality in the sense that it supports a significant number of clergy posts in poorer parishes that would otherwise be lost. It maintains the Church's reach and coverage, rather than aiming specifically at identifying and promoting growth in new disciples. From what dioceses have told the SDU, LInC is supporting at least 1,700 parishes, with an average of £14,000 allocated per parish supported, which is roughly equivalent to a quarter of the cost of a clergy post. Dioceses tell us that many of these parishes would not have the same level of stipendiary clergy provision without LInC funding.

**2.12** Respondents to our diocesan survey spoke positively about the impact of LInC on numerical and spiritual growth, social transformation and the ways diocesan teams work for poorer areas (Figure 2). But the most frequent response was '*somewhat*' rather than '*highly*' positive.

**2.13** In general, dioceses saw LInC as less closely linked to the realisation of their diocesan vision than SDF, but several said that it was critical in maintaining their financial sustainability and geographical breadth of ministry. One caveat expressed was that LInC helped to sustain low as well as high quality ministry in poor parishes, given the difficulty of moving on or retraining relatively ineffective clergy. **Some dioceses have used Capacity Funding or SDF to increase the effectiveness of mission in deprived areas through carefully considered clergy transitions, but awareness and use of this seems to be limited and there is a case for encouraging dioceses to use LInC funding more for this purpose.**

**Figure 2**

How would you describe the impact of LInC funding?



Source: Independent Review survey of dioceses

**2.14** Given the challenge of distinguishing the impact of LInC funding from that of other support for ministry in poorer communities, **there is a case for refocusing annual returns to the SDU away from LInC specifically towards more strategic reporting against an agreed set of performance measures for mission in poorer communities.** But it is important not to impose too great a reporting burden on parishes with lower capacity. Any reporting should be designed to enable learning and mutual flourishing.

**2.15 Effective deployment of and accountability for LInC funding is enhanced when dioceses explain not just to the SDU but also their own synods and stakeholders how resources are allocated and used. The SDU could do more to identify and promote best practice in this area, perhaps convening a learning symposium of major LInC recipients (Priority Recommendation 11),** ideally explaining how this interacts with the allocation of other national and diocesan funding and the operation of the parish share system in determining parishes' total resources – including the spill-over impact of richer ones failing to cover their own ministry costs and/or supporting others where that is the case.

**2.16** The basic rationale for the change in the distribution formula from Darlow to LInC was sound. But there remain potential critiques. One is that dioceses with relatively high average incomes (even when modified to reflect the proportion of people on the lowest incomes) may still have significant pockets of deprivation. Richer parishes are rightly called upon to cross-subsidise their neighbours, but there may be a call for further support for these poorer communities. Another is that the LInC formula takes no account of the underlying wealth of Diocesan Boards of Finance and/or of the investment income they derive from it, in other words their ability to use their own resources to support ministry costs in both well-off and poorer communities.

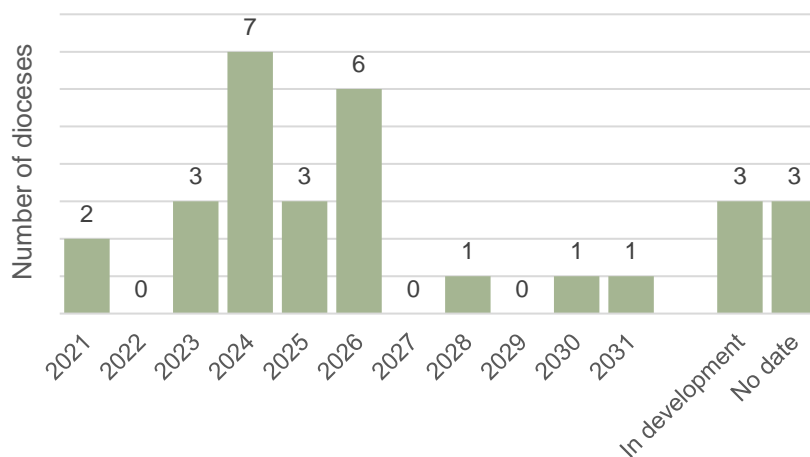
**2.17 We recommend at least maintaining current levels of LInC funding for the remainder of the transition period, adjusting for changes in average clergy costs, given the additionality it delivers and the value dioceses place on it. But we would be cautious about changing the distributional formula again in the transition period (Priority Recommendation 2).** More explicit recognition of pockets of deprivation, beyond the income adjustment in the current formula, might in principle be fairer, but the benefits would likely be outweighed by the greater uncertainty, complexity and disruption that another change and the need for fresh transitional arrangements would cause. As for adjusting the formula to reflect diocesan wealth or investment income, it seems sensible to wait while the Church is considering inter-diocesan inequality and inequity more broadly, including through the Mutuality in Finances Group led by the Bishop of Sheffield.

**2.18** Dioceses receiving less from LInC than Darlow have generally found the duration of transition funding adequate to help them adjust, although for some of those with the biggest losses painful cuts have been necessary. We recommend that transition funding continue to be provided until the end of the 10-year period – this should be adequate for most and a shorter period would be challenging. We note some dioceses have made additional SDF bids to help fill the gap and they should ensure that their finances are sustainable by the time that funding ends.

**2.19** In our survey dioceses offered suggested dates for when they would be financially sustainable, with over half suggesting this would be in 2024-26 (Figure 3). Three more had plans in development, with the final three offering no date.

**Figure 3**

The date that dioceses say their plans will make them financially sustainable



Source: Independent Review survey of dioceses

**2.20 To address LInC’s relative lack of visibility and appreciation, the SIB and SDU should estimate and communicate more clearly the extent to which LInC funding is sustaining ministry in poorer communities, based on a consistent methodology for calculating clergy costs.** It could also highlight how LInC provides a foundation from which poorer areas can attract SDF and other funding, and how it allows the next generation of clergy and leaders to be trained for mission in that setting.



## 3. Strategic Development Funding

**3.1** Strategic Development Funding (SDF) assists dioceses in delivering a range of projects to support growth and social action, especially in communities and among groups of the population previously underserved by existing ministry provision and/or under-represented in the Church. Stakeholders we spoke to welcomed the support provided and saw considerable benefits flowing from the projects in action.

**3.2** Core diocesan SDF funding of £176.7 million has been awarded since the scheme's inception in 2014, of which £74.5 million has already been spent in dioceses and a further £102.3 million is still to be drawn in projects already under way or approved. The SIB expects to make a further £14.7 million available in 2022.

**3.3** This funding has been allocated to 84 projects in 39 dioceses, though for analysis these are sometimes split into component projects by the SDU. Applications for the main tranche of SDF funding can only be made by dioceses and not by broader church networks or individual project leaders (for whom non-diocesan, capacity or innovation funding may be available).

**3.4** SDF operates as a collaboration between the national church, dioceses and local churches, with different bodies bearing different responsibilities:

- The Church Commissioners generate the funds through their investment portfolio and pass them to the Archbishops' Council to distribute in line with their charitable aims.
- The Archbishops' Council distributes the funds, by deciding the policy direction for its funding streams (in discussion with the House of Bishops, Church Commissioners and General Synod), including criteria for funding, and ensures that the funding is distributed in line with these objectives.
- The Strategic Investment Board (SIB) is a sub-committee of the Archbishops' Council and is responsible for the management of the funds in line with the Archbishops' Council's policy. It receives applications from dioceses for SDF and makes awards in line with the funding criteria and the overall amount of funding available. As the body with closest sight of the funding portfolio, the SIB is well placed to make suggestions for policy changes to the Archbishops' Council.
- The Strategy and Development Unit (SDU) provide staffing for the funding stream – the consultancy team (currently 6 staff) supports those making applications and the funding team (3 staff) look after the administration and governance of the funding, along with a Director, data team (2 staff), and team administrator. Other NCI colleagues are also involved in providing advice and governance.
- Dioceses, led by their Bishops, are responsible for mission in their boundaries, and make applications to the Strategic Investment Board to fund specific projects in line with their own strategies and the funding criteria. They are then responsible for the effective delivery of the programmes.
- Local churches (parishes or new churches), and their leaders (lay or ordained) are the ones who carry out the mission on the ground. Supported by the funding, they seek growth in numbers, spiritual depth, and transformation, in line with the programme set out by their diocese.

**3.5** The different roles in the SDF process are often a source of confusion and there has been insufficient communication between national, diocesan and local about the funding and its delivery. Culture and communication are critical success factors to building trust and unity, and **we recommend that the national church invests further in communicating how SDF works, and that dioceses communicate their decisions around the funding more clearly with their internal stakeholders (e.g. diocesan synods).**

# Impact of the SDF

**3.6** The impact of the SDF can be assessed:

- first and foremost at the level of individual projects;
- against the objectives set by the Archbishop's Council.
- the wider impact, as reported by dioceses; and
- the 'good growth' in discipleship achieved.

Our assessment of the overall impact of the SDF has been constrained by the information currently gathered by the SDU. The introduction of progress and outcome measurement through this funding stream has been a new and welcome departure for the Church, but in building this culture the SDU and SIB have to date focused on monitoring the progress of individual projects rather than of the portfolio as a whole.

**As a result we recommend that;**

- **The Archbishops' Council should re-examine both the objectives they set for SDF in the light of the Vision and Strategy and the metrics used to assess impact against those objectives;**
- **The SIB and SDU should work with dioceses to develop the common missional theories which are applied for and invested in;**
- **Thereby enabling the creation of a common outcome framework for projects that would provide a menu of comparable outcome measures for projects to select from, complemented by relevant leading indicators to assess progress.**

**These would then inform the assessment of progress at both a project and programme level to learn from experience, disseminate learning and facilitate value for money judgements. (Priority Recommendation 3).**

**3.7** At the current time any assessment of impact is clouded by COVID-19. Restrictions placed on public worship affected churches of every kind and the effects are still to be fully seen. Projects funded by SDF were bound to be vulnerable, as they sought to start something new, reach new people, maintain momentum or achieve sustainability in a challenging and changing environment. At the same time, dioceses and the national church were less able to support projects as staff focused on supporting communities. Inevitably this has affected the outcomes achieved as well as the collection of data to assess and confirm them.

**3.8** The SIB's Annual Reports record multiple examples of parishes revitalised, new worshipping communities created and (as reported in 2020) the support of 530 additional ordained and lay posts, plus 170 interns and apprentices and 240 additional support roles to enhance diocesan capacity. We have been hugely impressed by the projects we have been fortunate to visit. To take a couple of examples:

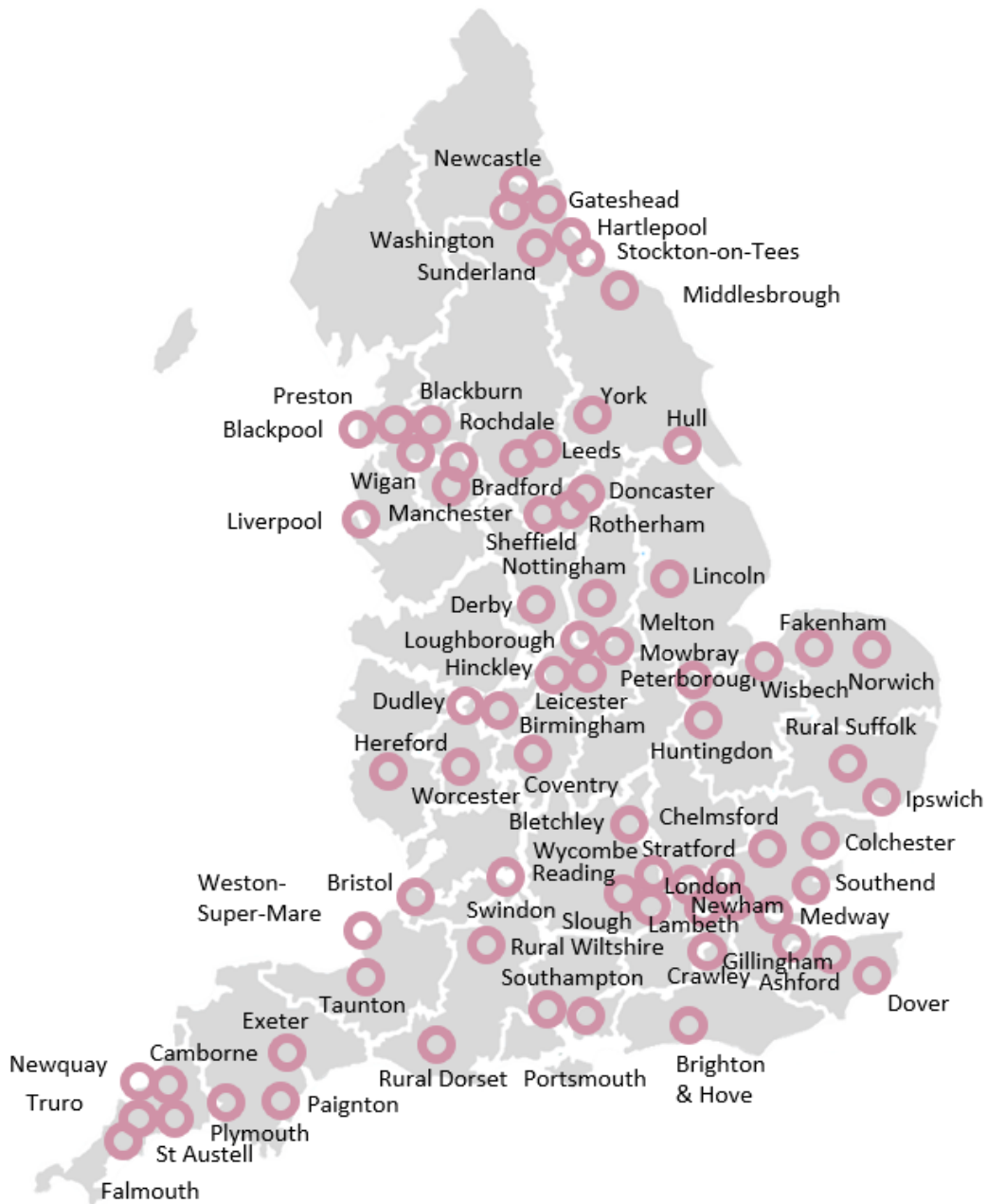
- We visited a church plant at St Chad's on the Whiteleigh Estate in Plymouth – funded through an SDF grant awarded in 2018 – to meet Rev. Rob Fowler. His motto is 'Jesus didn't sit in His hut', a quote from the owner of the local café, which the planting team used as a base and where we met members of the local community. Rather than running an Alpha or Marriage course, they have started a boxing club in the church and talk about topics from the courses during training sessions. They have also held BBQs, kayaking trips and baptisms at a local beach. When we visited the café, we were struck by how well Rob seemed to know everyone and how positively they spoke of his work. As a result, a church in one of the most deprived estates of Plymouth has grown from a congregation of 6 to weekly Sunday attendance of 50, with around 70 young people connected to the church through faith-exploring activities, hundreds of local people engaging with YouTube videos, and 28 adult baptisms since 2019.

- We met workers on the Children Changing Places Project in the Diocese of Manchester following whole-school worship at St Thomas's Church of England school. We vividly remember the forest of eager hands raised to answer questions posed by the service leaders and the enthusiastic members of the pupil-led Ethos group who organised the service and support the welfare of fellow pupils. The Project aims to engage children, young people and families across Bolton in activity that creates new discipleship pathways and supports the growth of the Christian faith in schools, parishes and the home. A key focus of the project is to build strong links between the home, church and school, to nurture and encourage a child in their faith, from toddler group or nursery, through primary and secondary education, and beyond. The project team aims to offer support to children, young people and their families, specifically at key points of transition in their lives, such as new beginnings at Primary or Secondary school. As of the summer of 2021, 480 nursery- or reception-aged children are regularly engaged in 'Wiggle Worship', 75 children are on a primary schools' discipleship pathway, and 120 secondary school aged students are on a discipleship pathway in their school or parish.

**3.9** To date SDF has supported projects in 39 dioceses, developing mission across dozens of towns and cities and other areas across England. In accordance with its ambition to address the underserved major urban areas, SDF has funded projects in 39 of the largest urban areas including 17 out of the 20 where church attendance was less than 1% of the population in 2019. £74 million has been committed to deprived areas, with dioceses placing a particular focus on investments in areas such as Dudley, Rochdale and Blackpool, which the government has designated as left behind areas that need 'levelling up' (Figure 4).

**Figure 4**

Map of selected areas supported by SDF funding



Source: SDU analysis of the distribution of funds

**3.10** Figure 5 shows that funding per capita has been higher on average in the North and Midlands than the South, showing a broadly similar regional distribution to LInC. This reflects the concentration of larger SDF projects in relatively deprived urban areas. The SDF does not prioritise areas of rural poverty, although it is not clear how this affects the regional pattern given the distribution of those areas across many regions.

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## Figure 5

### Proportion of funds allocated to different parts of the country

#### Proportion of funds allocated by Province

| Province              | Total awarded | Population | Award per capita ↓ |
|-----------------------|---------------|------------|--------------------|
| Northern (York)       | £62.8m        | 16.3m      | £3.90              |
| Southern (Canterbury) | £108.6m       | 39.6m      | £2.70              |

#### Proportion of funds allocated by Region of England

| Region             | Total awarded | Population | Award per capita ↓ |
|--------------------|---------------|------------|--------------------|
| North East         | £11.3m        | 2.3m       | £4.90              |
| Yorkshire & Humber | £26.7m        | 6.6m       | £4.00              |
| West Midlands      | £21.3m        | 5.8m       | £3.60              |
| North West         | £24.6m        | 7.3m       | £3.40              |
| East Midlands      | £13.1m        | 4.1m       | £3.20              |
| South West         | £15.2m        | 5.4m       | £2.80              |
| East of England    | £20.5m        | 7.5m       | £2.70              |
| South East         | £22.6m        | 9.7m       | £2.30              |
| London             | £15.9m        | 7.2m       | £2.20              |

#### NOTES

1. English Regions do not perfectly map to dioceses, and dioceses are assigned to the region with greatest overlap.
2. Figures have been rounded.

Source: SDU analysis of the distribution of funds

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**3.11** SDF funding has also been targeted at areas where the Church has had little effective engagement. Specific elements focused on younger generations have £81 million committed. For other groups the data on spend is less granular, but nine projects totalling £22 million have some element targeting UKME/GMH communities and 20 projects totalling £43 million have some element targeting social housing estates.

## Objectives set by the Archbishops' Council

3.12 Performance against the objectives set by the Archbishops' Council is summarised in Figure 6. These objectives generally focus on process rather than outcomes and performance to date suggests that the programme has achieved the desired momentum across dioceses and is focusing on poorer communities and children, young people and young adults.

**Figure 6**

### Performance against objectives set by Archbishops' Council

| Objective  | Review assessment                          | Performance  |
|--|--|--|
| 1. All dioceses have successful applications (and 75% by 2019).  | <b>Substantially achieved</b>              | 37 different dioceses have received funding - all bar 5 (of which 2 had SDF funding before 2016).  |
| 2. At least 100 funding applications supported by 2022.  | <b>On track to be achieved</b>             | 68 projects supported between 2017 and the end of 2021. Many projects include multiple 'sub' projects.   |
| 3. A significant number of projects are explicitly focused on: <ul style="list-style-type: none"> <li>Children young people or young adults</li> <li>Delivering growth in poorer communities</li> <li>Innovative work</li> </ul> | <b>Partially achieved</b>                  | Percentage of projects explicitly focused on: <ul style="list-style-type: none"> <li>Children, young people or young adults: 46%</li> <li>Delivering growth in poorer communities: 42%</li> <li>Innovative: not explicitly defined by the Council, but the programme has become more focused on proven concepts over time</li> </ul> |
| 4. At least two thirds of projects funded are on track.  | <b>On track, albeit still early stages</b> | 70% of projects funded from 2017 onwards are judged amber green or green by the SDU modified by the impact of the Covid-19 pandemic on their timetable. See para 3.13 below  |
| 5. Clear evidence that the funding decisions of the national Church and dioceses are being informed by learning gathered from all projects   | <b>Partially achieved</b>                  | Evaluation criteria and diocesan programme management have been adapted to reflect learning about critical success factors, but beyond that there is limited evidence of systemic learning on what solutions work in what contexts.  |
| 6. There is positive feedback from dioceses  | <b>No evidence gathered by SDU</b>         | No system has been established by the SDU or SIB to gather this feedback from dioceses.  |

Source: SDU data and Review analysis

3.13 With regard to the fourth objective, the SDU monitors and reports to the SIB on project progress using the familiar red/amber/green (RAG) rating system. It does this across outcomes, delivery to schedule and the maturity of the project design or mission theory. The ratings having the following meanings:

- **Green:** On track – the project is on schedule to be within 10% of the stated desired outcomes, within the planned timeframe and budget.
- **Amber-Green:** Needs attention – the project has encountered some challenges, however there is confidence that mitigating action will ensure planned outcomes are achieved within the planned timeframe/budget.
- **Amber-Red:** Needs substantial attention – the project has encountered serious challenges, with outcomes measured as falling more than 30% below the planned trajectory which puts at risk the prospect of achieving the desired outcomes within the planned timeframe and budget.
- **Red:** Off track – the project has encountered serious challenges and stated desired outcomes are unlikely to be met.

Dioceses are aware of these ratings, and where possible the SDU agrees them with the diocesan team to enable weaknesses to be addressed and projects to improve.

**3.14** In December 2021 the SDU reported that the Archbishop’s Council’s objective that at least two thirds of projects funded since 2017 are on track had been met, with 80% of the projects rated Green or Amber-Green (being projects that after mitigating actions they are expected to be on track to be within 10% of the stated desired outcomes, within the planned timeframe and budget). However, these ratings measure progress after taking into account resets of timetables or planned outcomes approved by the SIB/SDU. Monitoring and supporting individual plans on this basis is clearly sensible, but it does not necessarily give an accurate picture of overall performance against the original plans against which the funding was granted. We estimate that after adjusting for this effect 70% of projects would still be rated Green / Amber-Green when assessed against the original programme. So the Archbishops Council’s objective is still met.

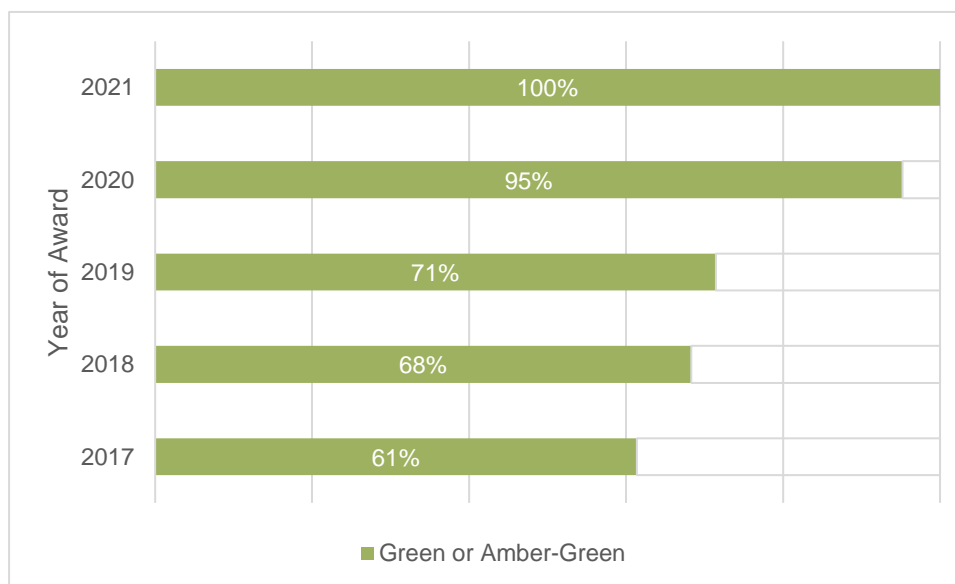
**3.15** Given that many projects were only awarded funds relatively recently, the assessment of progress to date is largely based on project set-up rather than outcomes. Earlier projects have a lower success rate (Figure 7) which may suggest scope for deterioration as the delivery of agreed actions fails to translate into anticipated outcomes when projects mature. Alternatively, or in addition, it may reflect a greater degree of experimentation in the early years. Panel members’ wider experience in public and private sectors beyond the Church suggest that the position will only become clearer as the portfolio of projects matures.

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### Figure 7

#### Proportion of projects rated Green or Amber-Green adjusting for resets

Proportion of projects rated Green or Amber Green by year of award



Source: December 2021 report to SIB

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**3.16** The SDU has reported regularly to SIB on how projects supported by SDF have responded to the COVID-19 pandemic. The latest report of October 2021 finds considerable resilience:

- Most projects expect to achieve their outcomes, although most will need a 12-to-18-month extension to achieve this (but no change in design).
- Only a few projects are likely to request additional funding due to the impact of the pandemic.
- A very small number of projects may need to close early, although this was attributed to a range of factors, not simply the pandemic.
- The projects less severely affected tended to be towards the beginning or end of their funding period.

**3.17** To assess the reliability of the RAG ratings the Panel discussed the ratings of the 2017 projects with the SDU, as those are the most mature. As of December 2021, the SDU reported that 61% of the 2017 projects were Green or Amber-Green. Our own estimate based on the SDU's documentation would have been essentially the same – around 60%.

**3.18** An analysis of projects by SDU RAG ratings in December 2021 of 2017-2020 projects (Figure 8) indicates little difference in success between starting new churches and working with existing churches. Higher rates of success are seen with bottom-up starting of new congregations and in deprived areas, and working with children, youth, families, students and young adults. Greater challenges were seen in church plants across dioceses and developing new rural sustainability models.

**Figure 8**

Proportion of 2017-2020 projects rated Green or Amber Green, adjusted for resets

| Project Type   | Number of projects | Proportion Green/Amber Green |
|--|--------------------|------------------------------|
| <b>Starting new Churches</b>                                     |                    |                              |
| Central team promoting bottom up starting of new congregations   | 6                  | 100%                         |
| New congregations in deprived areas                              | 6                  | 83%                          |
| Creating a group of church plants across a diocese               | 7                  | 43%                          |
| New resource churches  | 17                 | 76%                          |
| <b>Work with existing churches</b>                               |                    |                              |
| Rural sustainability through new models of mission               | 3                  | 33%                          |
| Large church to resource church                                  | 16                 | 69%                          |
| Collaboration between churches across a town to enhance mission  | 3                  | 69%                          |
| Point interventions to improve specific parishes/ Transformation | 2                  | 100%                         |
| Children youth and families/students and young adults            | 12                 | 92%                          |
| Others: UKME/GMH, wider training                                 | 2                  | 50%                          |

**NOTES**

1. As this analysis breaks down projects into sub-project by type, the numbers will not match with other analysis which takes projects as a whole.
  2. Newly funded projects to not yet have a RAG rating
- Source: SDU list of projects and Dec 2021 report to SIB

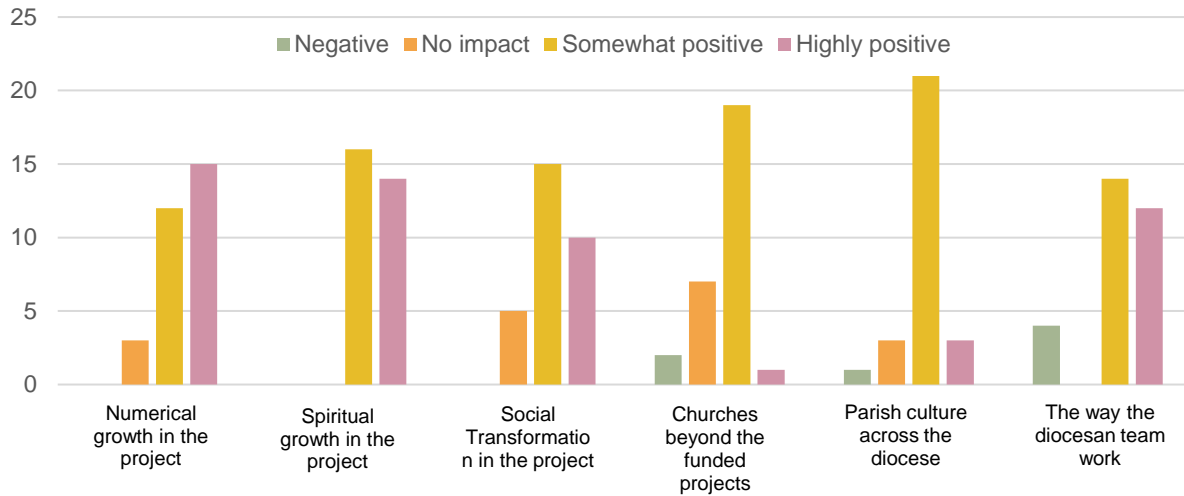
**Diocesan views of the impact of SDF**

**3.19** In our survey, we asked dioceses about the impact of funding for SDF projects in different areas. Figure 9 gives the distribution of scores. In each area dioceses reported a net positive impact particularly in numerical growth and the way that the diocesan team works. More impact was seen from the individual projects than wider changes and, unsurprisingly, there was less impact on non-funded churches.



**Figure 9**

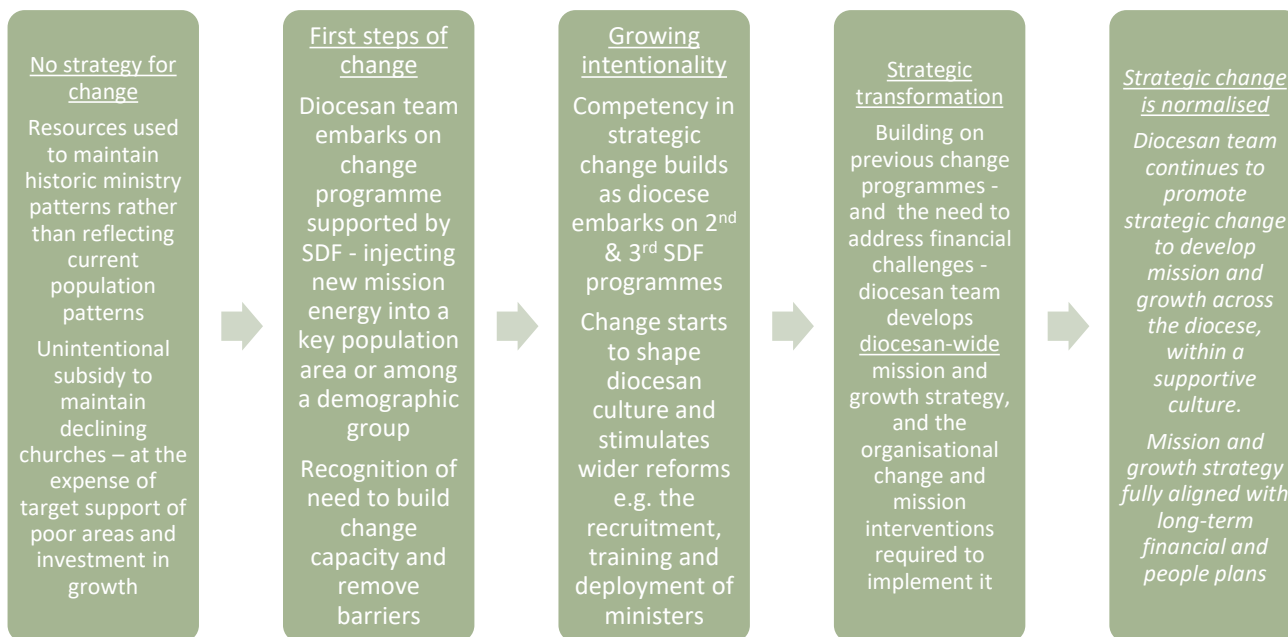
How would you describe the impact of your SDF projects?



Source: Independent Review survey of dioceses

**3.20** Dioceses with more than one project often saw differences in impact between them. Most commonly, this was simply because of timing differences – one project had been going for longer than the other. Some dioceses pointed to other sources of differential impact – differences in project design (e.g. numerical growth focus vs transformation focus, local vs diocesan scope, short term vs long-term impact) or project delivery factors (e.g. one with consistent leadership, one without).

**3.21** Almost everyone we spoke to in dioceses and the SDU said that engagement with the SDF funding process had spurred significant improvements in strategic planning, structure, accountability and other programme disciplines at the diocesan level. This was tied to widespread recognition that focus and intentionality were important in the use of SDF and more widely. Many dioceses were now thinking about the next steps in developing a strategic vision, seeking a greater change than that provided by SDF. The SDU has developed the following way of thinking about diocesan strategic maturity and there is a widespread view that engagement with the SDF has helped move more dioceses along this chain:



**3.22** In the wider comments from dioceses about the impact of SDF, the other most common themes were:

- **Changes to diocesan culture** around accountability and measurement – this was mixed, with most dioceses saying that SDF engagement had enhanced their culture significantly across the diocese, but a minority saying that the focus on particular measurable outcomes was unwelcome.
- Funding supported a **culture of mission and growth** in the diocese, of investing in growth, risk-taking, experimentation and learning in the senior team, and accelerated the diocesan vision.
- SDF projects had **increased dioceses’ capability to support other parishes** in the specific areas of expertise funded by the project (e.g. young people, pioneering, church planting, UKME/GMH communities).
- People had been brought into dioceses with **the skillsets required to deliver growth** and to undertake mission in their own contexts. But COVID-19 has slowed progress.
- The prescribed focus of SDF funding meant that **some places (e.g. rural areas, including areas of rural poverty) felt left out and undervalued**.
- Some dioceses reported that the **financial burden of co-funding** large or multiple SDF projects had created or exacerbated financial pressures, requiring cuts to other areas of activity.

## **‘Good growth’ outcomes**

**3.23** The SIB’s 2020 Annual Report notes that *“In distributing SDF, the Board focuses on the need to achieve sustainable ‘good growth’ by supporting programmes which will increase numbers of new disciples, enhance the quality of discipleship and grow the impact of the Church’s social engagement work.”*

### Quality of discipleship and social engagement

**3.24** Measuring the quality of discipleship and social engagement is particularly difficult. For example, deriving an aggregate social transformation statistic is challenging and, while attempted methods exist, they are generally unwieldy and unsatisfactory.

**3.25** The SDU has been able to track some individual types of social action activity, such as new resource churches providing 8,200 meals for the homeless, 6,000 food bank meals and 800 items of clothing in a year before COVID-19. But these statistics cannot fully represent the impact of social transformation.

**3.26** We have also heard inspirational examples, including from Crawley where the SDF-funded church is partnering with police to enable parole conversations in a welcoming space. In Norwich, the church is leading conversations around modern slavery. During the Covid-19 pandemic, a number of SDF-funded churches co-ordinated support across their cities, linked to local government, and part of the ecumenical ‘Love Your Neighbour’ campaign. In Preston, this meant delivering a food parcel within 90 minutes, partnering with pharmacies to deliver medicine, phoning isolated people, and working with local organisations in providing support around unemployment, troubled families, and debt.

**3.27** Projects are also encouraged to help people develop as leaders. In Blackburn’s Outer Estates Leadership project, the M:Power programme has trained 24 urban estate lay leaders, while the Blackpool Ministry Experience Scheme has supported 10 voluntary workers (of whom 5 feel their calling is to live and/or work on a an estate in future) and have seen 80 new disciples.

### Numbers of new disciples

**3.28** In reporting annually on the ‘progress and outcomes from Strategic Development Funding’, the SIB has, since 2018, published an estimated aggregate number of disciples created by SDF-supported projects to date and the number anticipated to be created by those projects. Data on this basis are compiled regularly for the SIB by the SDU alongside other figures and have been mentioned in papers to the Church Commissioners Board.

**3.29** The 2020 Report stated that:

- *“Based on current data from dioceses it is estimated that around 11,500 new disciples have been witnessed so far through the projects supported by SDF.”*
- *“It is anticipated that the total number of new disciples that will be created through all the projects supported to date will be around 69,000 and the projects will also engage with an additional 55,000 people who will potentially become new disciples.”*

**3.30** The number of new disciples witnessed to date is for all projects since 2014. The anticipated number is for all projects since 2017 and derived from ‘ambitions’ set out in Stage 2 applications, which are not updated in light of outcomes to date or to reflect the evolving RAG ratings for the projects. Revisiting and updating these numbers on a regular basis would facilitate assessment of the track record of performance against Stage 2 applications by project type, diocese and in aggregate, and would help shed light on any optimism bias at the application stage. The SDU told us that they had hoped to revisit these numbers over the last couple of years, but had been delayed in doing so by the priority given to helping dioceses and projects

through COVID-19. As one would expect, with few projects having reached the end of their funding period since 2014, only two projects to date have recorded new disciples in excess of their Stage 2 ambitions.

**3.31** The SDU’s most recent analysis, produced on this same basis, suggests that out of the 89,375 new disciples anticipated from SDF projects from 2014 to 2021, 12,704 have been witnessed to date (Figure 10). Of the 61 projects started since 2017 just five are responsible for 53% of the reported 6,300 new disciples.

**Figure 10**

Outcomes seen in SDF projects by award year

| Year of award | Anticipated new disciples in diocesan project plans | New disciples recorded by SDU | Proportion of funding claimed |
|---------------|---|-------------------------------|-------------------------------|
| 2014          | 4,850   | 1,341                         | 100%                          |
| 2015          | 7,500   | 2,170                         | 88%                           |
| 2016          | 6,633   | 2,892                         | 80%                           |
| 2017          | 25,923  | 5,019                         | 59%                           |
| 2018          | 24,979  | 1,222                         | 41%                           |
| 2019          | 8,485   | 60                            | 24%                           |
| 2020          | 6,645   | 0                             | 26%                           |
| 2021          | 4,360   | 0                             | 3%                            |
| Total         | 89,375  | 12,704                        | 42%                           |

Source: SDU list of project outcomes as of December 2021

**3.32** The SDU tell us that they do not regard the estimates of new disciples witnessed and expected for individual projects that underpin the aggregates as a robust basis to compare their actual and expected performance, which of course suggests that one should be wary of combining them into an aggregate figure. The definition of new disciples varies considerably between projects and the numbers of reported new disciples do not always reflect the reality on the ground. Delays in annual reviews due to COVID-19 have compounded this problem, leaving more component estimates out of date.

**3.33 Defining ‘new disciples’:** The SDU and dioceses generally take the view that individual projects should ‘own’ the metrics by which they are monitored, choosing what is important to them as a measure of progress and thereby accommodating a range of theories of change. Consequently, a variety of different measures of numerical growth have been adopted. But this diversity of approach – sometimes adding apples and pears – inhibits comparisons across projects, with consistent but limited measures such as those in Statistics for Mission used where comparison is needed. SDU tell us that a common outcome framework was planned but then stalled when the pandemic necessitated a refocusing of team resources.

**3.34 Sources of new disciples:** guidelines for Stage 2 applications request that new disciple metrics should be those that are new to God, therefore excluding ‘transfer growth’ from other churches, within and beyond the Church of England. Subsequent reporting of numbers of new disciples relies on the accuracy of the records kept by projects, which is a complex matter and one we have not tested. That said, there is existing research about the level of transfer growth to churches which the SDU has used to advise projects on their design. For example, the ‘Who’s there’ research published by the Church Army and commissioned by the SDU, suggests that 59% of disciples in Fresh Expressions of Church are from existing churches (not necessarily the Church of England) of whom about 40% continued to also attend their existing church.

**3.35** Resource churches account for around two-fifths of SDF projects and the SDU’s ‘SDF Learning Summary-New Resource Churches’ suggests that 38% of resource church congregations are transfers from local churches and 10% attend in addition to their existing church, based on congregational surveys. Based

on a more anecdotal assessment, SDU say that about half of the transfers coming to resource churches may be from independent churches and half from other Anglican churches.

**3.36** The SDU has also analysed the impact on the parishes containing the closest 100,000 people to four relatively mature SDF resource projects and found that in the three of the four cases attendance at the neighbouring churches had continued on the same path as before the resource church was planted. In one case the local decline was greater but within the bounds of what other urban areas had seen. The growth in the resource church exceeded any ongoing decline in other parishes.

**3.37 In measuring and reporting growth outcomes to the Church and other stakeholders, we recommend that the SIB should provide capacity within the SDU to:**

- **Explain more clearly in the SIB Annual report how reported growth numbers are derived, pending improvements to the methodology**
- **Work with stakeholders to restart the work on a common outcome framework that would provide a menu of comparable outcome measures for projects to select from.**
- **Regularly update anticipated numbers of new disciples from projects on the basis of evolving performance to date and RAG ratings.**
- **Assess the track record of performance against Stage 2 applications by project type, diocese and in aggregate help assess optimism bias at the application stage**
- **Support continued research into the scale and nature of transfer growth.** (Priority Recommendation 7).

**3.38** The SDU does not currently use a grants management system, so investment in a high-quality database would also help them to provide robust data on outcomes as well as enhancing resilience more generally in how the funds are administered. Analysis of the cost and growth outcomes of projects indicates wide variations both between project types and projects of a similar outcome. But viewing SDF projects primarily through such a lens would be short-sighted and we do not recommend allocating funding mechanistically to the projects that seem to offer the higher numbers of disciples per pound. After all, the objective of SDF is to target contexts that the Church has traditionally found missionally challenging and not necessarily the lowest hanging fruit.

**3.39** In terms of assessing the impact of different project types, the SDU has done the most work on newly planted resource churches, which account for 26% of the SDF funding. It found that they achieve:

- Median attendance of 400 after 3 years;
- Median additional giving of £200,000 by year 3;
- A majority of attendees under 30, versus a majority in the wider Church of under 55;
- Generating new vocations to ordained ministry, with on average four people per resource church in discussions about ordination at the time of the survey;
- Planting on average twice every three years, with most plants going to deprived areas or resource churches in other towns or cities.

**3.40** Some dioceses have sought SDF funding for Fresh Expressions of Church (FXCs). The number of FXCs has grown by 44% between 2014/15 and 2018/19 in SDF-supported dioceses, compared to 22% in those without SDF projects. However, reported growth in FXC attendance has been slower in dioceses where SDF is supporting FXCs than in those where it is not (though the results differ across projects).

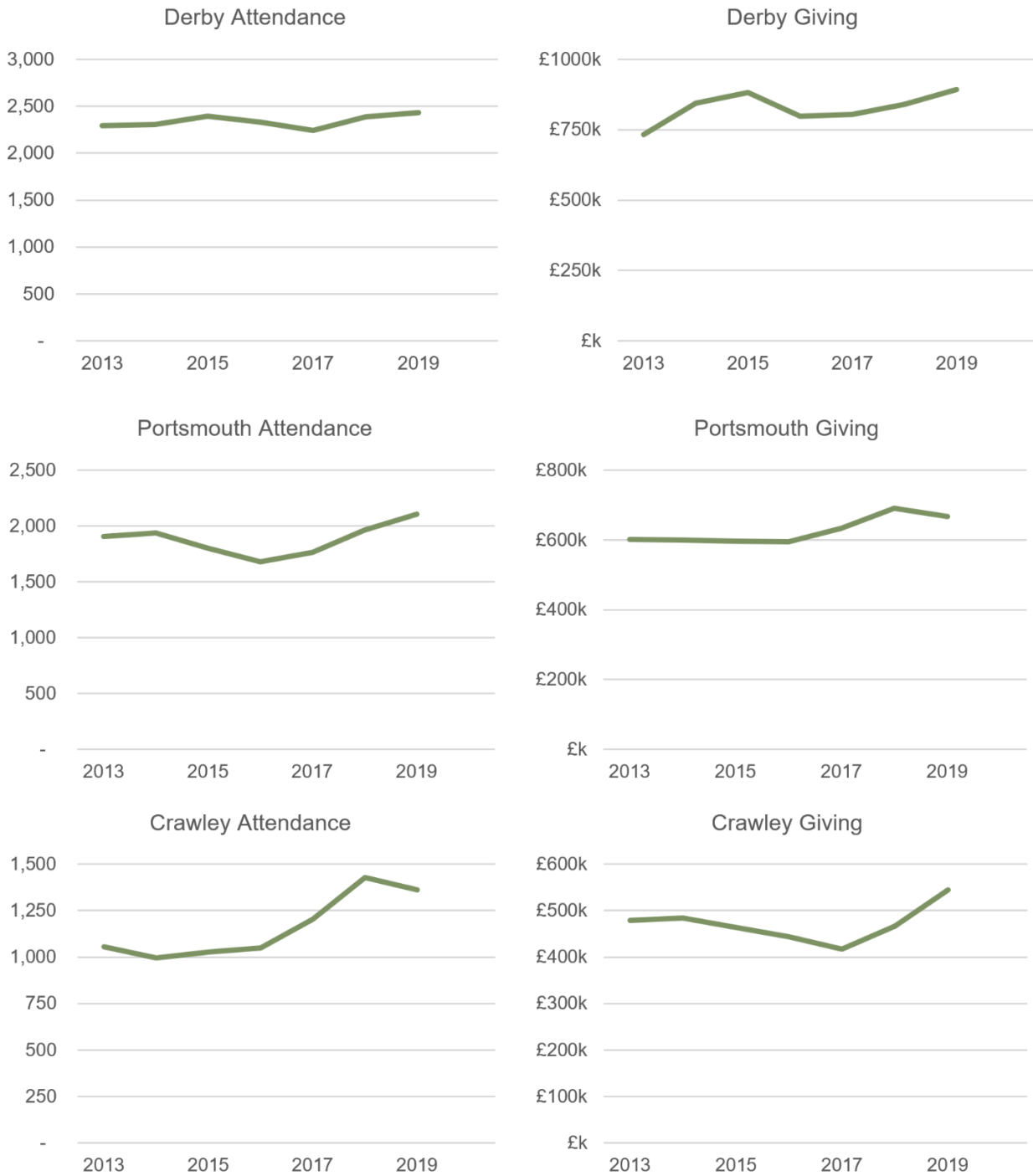
**3.41 In thinking about differences in growth outcomes across project types, we recommend that:**

- **The SIB should consider how best to assess the value for money offered by different types of projects and then how to balance that against broader objectives**
- **The SIB should ensure that it allocates adequate time and resource to discuss the performance of existing projects (and particularly the lessons to be learned from Amber-Red projects) as well as the pipeline of new applications.**

**3.42** In considering the SDF's impact on numerical growth it is important to be realistic – given the sums of money involved and any plausible estimate of the impact per pound spent, SDF and LInC cannot on their own be expected to shift the projected downward trend in church attendance decisively over the lifetime of the funding. Yet we have seen examples in some parts of the country where SDF has helped to reverse a history of decline. For example, resource churches in Derby, Portsmouth and Crawley have all resulted in aggregate diocesan attendances and giving growing in those towns/cities after years of decline (Figure 11).

**Figure 11**

**Growth trends of the towns/cities of Derby, Portsmouth and Crawley**



Source: Statistics for Mission and Finance Statistics data 2013-2019, analysis by SDU

**3.43** These examples and the projects we have seen demonstrate to us, even at this early stage in the SDF, that by intentionally doing something different the SDF provides the opportunity of growth, ensuring that decline need not be inevitable. As we discuss below, if the Church is to maximise the impact of SDF on growth it has to ensure that the lessons from successful projects are learned and shared beyond the projects

themselves to replicate, develop and adapt what works to similar and different environments to the benefit of the whole Church. To succeed they must also be embedded in and supported in dioceses' own strategies.

## Delivery and the portfolio of projects funded

**3.44** The distribution of SDF funding by project type is summarised in Figure 12. It shows that more than half (£91.3 million) of the total awarded has been allocated to new resource churches or to developing existing churches into resource churches, with a further £11.6 million allocated to church plants.

**Figure 12**

### Features of the distribution of SDF funding 2014-21

| Project Type  | Number of projects | Total Funding (£m) |
|---|--------------------|--------------------|
| <b>Starting new churches</b>  | <b>47</b>          | <b>82.7</b>        |
| Central team promoting the bottom up starting of new congregations  | 11                 | 13.5               |
| New congregations in deprived areas   | 7                  | 12.0               |
| Creating a group of church plants across a diocese  | 8                  | 11.6               |
| New resource churches   | 21                 | 45.7               |
| <b>Work with existing churches</b>  | <b>47</b>          | <b>94.9</b>        |
| Rural sustainability through new models of mission  | 4                  | 4.7                |
| Large church to resource church in different locations across a diocese                                       | 16                 | 45.6               |
| Collaboration between churches across a town to enhance mission   | 4                  | 7.4                |
| Point interventions to improve specific parishes / Transformation   | 4                  | 9.6                |
| Wide training/consultancy for existing parishes   | 2                  | 2.6                |
| Adding new ministries or projects to existing parishes: Children youth and families, students & young adults, | 15                 | 21.4               |
| UKME/GMH (understated: see note 1 in figure 13 below)   | 1                  | 2.6                |
| <b>Total</b>  | <b>94</b>          | <b>177.4</b>       |

**NOTES**

1. Figures have been rounded.

Source: SDU analysis of projects

**3.45** The resource church funding of £91.3 million was awarded to 37 projects (Figure 13). Of these:

- 32 projects (£72.4m) had an element specifically targeting young people (children, youth, or young adults).
- 24 projects (£72.6m) had an element targeting cities (including city centres, inner cities, and city-wide change).
- 23 projects (£53.7m) had an element targeting towns (including market towns, post-industrial towns, new towns and other towns).
- 15 projects (£35.6m) had an element targeting areas of deprivation.
- 4 projects (£11.1m) had an element specifically targeting UKME/GMH communities, all of which had an



element aimed at young people

- 3 projects (£3.3m) had an element targeted towards rural communities.

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## Figure 13

### Resource church funding allocation

|                    | Cities              | Towns               | Rural             | Deprived            | UKME/GMH           |
|--------------------|---------------------|---------------------|-------------------|---------------------|--------------------|
| <b>Overall</b>     | 24 projects, £72.6m | 23 projects, £53.7m | 3 projects, £3.3m | 15 projects, £35.6m | 4 projects, £11.1m |
| <b>Youth focus</b> | 21 projects, £56.1m | 19 projects, £43.6m | 1 project, £1m    | 13 projects, £32.1m | 4 projects, £11.1m |

#### NOTES

1. These figures are non-mutually exclusive due to projects overlapping more than one category.
2. Figures have been rounded.

Source: Panel analysis of project data

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**3.46** The intentionality of SDF has evolved since its inception. In the early days, the relative lack of experience in growth-generating projects across the Church meant that most early projects were pilots or experiments. With the experience now gained, the SDF has tended to invest more in proven concepts (some of which, like resource churches, were more experimental in the early days), whilst continuing to fund pilots and applying established models in different contexts.

**3.47** In 2019, recognising that demand for SDF funding was potentially significantly greater than the funds available, the SIB clarified its focus for SDF in accordance with the priorities of the Archbishops Council. Over the 2020-22 triennium period, it decided to target support on major change programmes that:

- Fit with dioceses' strategic plans: and
- Make a significant difference to their mission and financial strength.

And

- Are targeted on promoting church growth within the largest urban areas and on one or more of younger generations, UKME/GMH populations (from 2021) and deprived communities;
- Involve numerical growth and growth in discipleship and social impact;
- Are genuinely additional to what the diocese can currently afford; and
- Have plans to sustain and multiply growth over time.

**3.48** The SIB has consistently highlighted some of the major missional challenges that it believes the Church is facing and which the distribution of SDF in part seeks to address. In particular, the Church has very little effective engagement amongst Asian ethnic minorities, people aged 12-24 and those living in social housing and the most deprived areas<sup>1</sup>. Given the high-profile nature of SDF projects, and the disruption they sometimes imply for the existing local church ecology, the distribution of SDF funding is inevitably controversial among some, either because people take issue with the strategic choices that have been made by the Archbishops' Council and SIB or with how they think they are being implemented in practice.

**3.49** Whether justified or not, the most frequent critiques we have heard include:

- A bias towards the now tried-and-tested 'resource church' model

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<sup>1</sup> SIB 2020 Annual Report

- A bias towards the Charismatic Evangelical tradition
- A bias towards projects that end up serving predominantly white, middle-class worshippers
- A perceived refusal to consider even potentially strong projects in rural areas

**3.50** The SIB responded to the critique of disfavouring experimentation by introducing the Innovation Fund in 2021, offering £4.8m million over up to three years. This currently prioritises projects aimed at younger people and children, people living in low-income communities and urban areas and people from UKME/GMH communities. However, the introduction of the funding was delayed because staff time was reallocated to support the sustainability of dioceses during COVID-19 and so there has not yet been very much take-up.

**3.51** The SDU does not routinely monitor projects by church tradition, which is admittedly not straightforward to capture in any case. We do not recommend quotas or targets for funding by tradition, but this lack of data means that suspicions of funding bias are hard either to prove or to rebut definitively. However, the SDU has reported that more than half of SDF resources have gone to resource and church plant projects, which tend to be associated with evangelical traditions (though there are some in the catholic and central traditions). More specifically, 14% of funding has gone to projects exclusively made up of plants from the Church Revitalisation Trust (CRT) network linked to Holy Trinity Brompton (and a further 29% has gone to projects where CRT churches are present among those of other networks and traditions). This is not in itself proof of bias. Given the professionalism, shared services support and track record of that stable, it is hardly surprising they are often the first port of call for a diocese seeking numerical growth relatively quickly. One key success factor has been CRT's ability to leverage lessons to both develop and replicate its model.

**3.52** One reason for making sure that projects come from a wide range of church traditions is to appeal to a broad spread of individuals in communities and so increase diversity of worshippers. Different traditions of worship will inevitably resonate with different individuals and communities and core to the Church of England is its desire to reach the whole nation with the best that different traditions have to offer. Similarly, there are non-tradition-based church networks which have expertise on reaching particular UKME/GMH communities.

**3.53 We recommend that SIB monitor and report on the diversity of projects by tradition (without setting quotas) and on how UKME/GMH representation among worshippers in projects evolves over time. (Priority Recommendation 8).**

**3.54** Dioceses are currently discouraged from submitting projects in rural areas, notwithstanding the prevalence of rural poverty. It can be argued that rural areas are already generously served by the Church: 59 per cent of the nation's churches are in a rural environment, but they serve only 17 per cent of the population. But reductions in clergy over time have contributed to the widespread practice of rural clergy covering multiple parishes, which the *Anecdote to Evidence* report suggested was accelerating the decline in churchgoing (although subsequent research casts doubt on this). In any event, there appears to be an increasingly urgent need to road-test potential future models for the unresolved missional challenge of sustainable rural ministry – not just for its own sake but to allow resources to be redirected to other areas.

**3.55** In setting policy and criteria for SDF and Innovation Fund projects, the Archbishops' Council needs to direct the SIB how far simply to respond whatever dioceses may propose and how far to seek to build a holistic portfolio of projects that identifies several interventions it wishes to test and develop, and then pilots and rolls them out in different places. The SIB and SDU encourage dioceses to put forward projects that it believes would be worthwhile and has worked with The Society and HeartEdge, among others. However, they show little sign of broader intentionality in shaping the whole portfolio to build capacity and road-test a range of interventions that support and challenge the full range of traditions and contexts in the Church.

## Focusing the distribution of funds

**3.56** It is for the Archbishops' Council to direct the SIB on which categories of worshippers and communities to focus its resources on. But, building on the evolution of the SDF to date and our observations in preceding paragraphs, we believe that:

- There is a need for greater intentionality to address unresolved missional challenges and to ensure a diversity of offerings from the different traditions.
- A support infrastructure needs to be in place to leverage the lessons from individual projects to inform the design of future ones and maximise the multiplier effect for the wider Church.
- The Innovation Fund – expanded if necessary - should be focused on piloting potential solutions to unresolved missional challenges across a diversity of traditions.
- The SDF should focus on responses to missional challenges critical to the national Church across a diversity of traditions, both by scaling up successful innovations, and by funding responses with a promising track record. (Priority Recommendations 4 and 5).

**3.57 Intentionality:** without weakening the SDF evaluation criteria, or setting rigid quotas, the SDU should intentionally seek projects that address missional challenges for which there is no current proven solution or projects that cross diocesan borders, especially ones that would allow traditions and networks with less of a track record in supporting mission and growth to build capacity, gain experience and 'raise their game' or to provide shared services for churches in their network and so support the diversity of tradition within the Church. Funding should be available to road-test potential future models for sustainable rural ministry.

**3.58** The Archbishops' Council and SIB should consider taking social class into account more explicitly alongside the current urban/young/diverse/deprived criteria. (Some projects may, for example, score highly in their focus on youth and diversity by targeting university students, but not serve indigenous young people with poorer education and life chances as effectively, especially once those projects have matured.) Judging from the reported allocation of funding to date, more could be done to prioritise work with UK Minority Ethnic communities and the 2021 change in criteria to make this more explicit is welcome.

**3.59 Support infrastructure:** in addition to allocating consultants to particular dioceses, SDU staff members should be appointed as Subject Matter Experts (SMEs) and champions to take cross cutting responsibility for critical missional challenges and traditions (for example serving youth, ethnic minorities, rural communities, deprived estates etc) and work with relevant champions from the House of Bishops and other networks. This should be facilitated by the recent proposal to integrate the SDU into a wider 'Vision and Strategy' team which will enable closer working with those with relevant expertise in the national church.

**3.60** The SMEs should enable a more systematic approach to achieving a multiplier effect for the wider Church, from individual projects that by themselves cannot achieve the scale of change required. The SMEs could do this by facilitating the development for each intervention model of:

- A worked-up methodology, documentation and theory of change.
- Training programmes.
- Learning networks of dioceses for whom the model would be relevant.

**3.61** This could facilitate the type of multi-approach projects that have impressed us as they seek to deploy a range of interventions across different traditions in a particular area. Being more explicit that the Church is making different 'offers' to different types of potential worshipper could reduce the perception that plants or interventions are designed to devalue or displace existing provision. For example, the Renewing Newham project, funded in 2020, is seeking growth through funding pioneer ministry in the Olympic Park, community-

based parish ministry in a multi-cultural context, a church plant attached to a network with a significant foodbank provision, and Anglo-Catholic worship among Spanish and Portuguese speakers, as well as missional plans with churches across the whole borough of Newham.

**3.62 Innovation Fund:** We suggest that the Innovation Fund should focus on piloting projects that address unresolved missional challenges across a diversity of traditions (rather than innovation for the sake of it) within its existing scope and others critical to the national Church such as sustainable rural ministry. The existing upper limit of funding of £250,000 means it could embrace learning through failure to a degree that would be inappropriate for the more significant financial investments under the SDF.

**3.63** The Fund would then operate to:

- Pilot initial projects that have the potential for scaling up through the infrastructure described above. This has been reflected in the awards to date – experimenting with sports ministry on an estate in Cambridge and a Farsi-speaking Christian network in London.
- Work with dioceses and existing networks to foster innovation and entrepreneurship. There are local Christian (start-up) networks which, as part of their mission, could come alongside the diocesan team to support project execution. Building an ecosystem with partners would be beneficial especially if there are skill gaps in a project.
- Funding could then be provided both through the existing application process and an element allocated to SME/Learning networks.

The delays caused by the Covid-19 pandemic in launching the Innovation Funding underlines the need for intentionality in identifying challenges, partners and potential solutions.

**3.64 The SDF** would then focus on responses to missional challenges critical to the national Church across a diversity of traditions, both by scaling up successful pilots, and by funding responses with a promising track record, in respect of those projects that cannot be funded from their own or diocesan resources.

**3.65** We would expect the need for SDF funding to reduce as missional solutions mature and concepts become better proven. Their own resources permitting, dioceses should feel more confident of the speed of payback and therefore be more willing to accept the (reduced) investment risk. For example, analysis by the SDU suggests that the average church plant covers its costs by the end of year three.

**3.66** These suggestions could increase demand for funding from either or both the SDF and the Innovation Fund. We see scope for some shift towards the Innovation Fund – replication of successful models is key to scaling up what works, alongside greater freedom to try and fail with unproven concepts. That said, some stakeholders argue that genuine innovation is hard to achieve with few potential pioneers up to the challenge, and that dioceses do not have the resources to implement new missional models from their own resources in any event. As noted in the Introduction, it is beyond the scope of this review to recommend the overall funding envelope that the Church Commissioners should accommodate through their distributions.

**3.67** The time-horizon over which projects are expected to be self-financing (or demonstrate that they deserve ongoing diocesan support) has lengthened from an initial three to five years today. There remains a widespread belief in dioceses that this is still too short, creating a risk that bid submissions will be unduly optimistic or that applicants will feel under pressure to do too much too quickly (for example, in rolling out new plants). The current speed at which new disciples come to the church through projects summarised earlier in Figure 10 confirms that many projects will struggle to achieve financial sustainability in five years. COVID-19 has meant that some projects have needed extensions to get to financial sustainability.

**3.68** We note that some projects may not appear to be sustainable in their own right – for example, because they are aimed at young people and students with low incomes because of their stage of life. But dioceses and the national Church may wish to continue to invest in youth and young adults by supporting them if

those who benefit remain engaged with the Church. Within ten years this investment could pay off when they move into employment and have higher income and capacity for giving even though the financial and missional legacy may not be captured by the project alone but also by churches they move to.

**3.69 The Archbishops' Council should consider offering funding over longer periods than 5 years where appropriate, tailored to the nature of the project and the maturity of the missional solution.**

## Projects: the application process and reporting

**3.70** The SDF application and monitoring process has strong similarities with charitable and public sector grant-giving programmes and stakeholders say they have been administered professionally by the SDU. The weight of documentation required of applicants and presented to the SIB is comparable to public sector grant-giving but heavier than would be expected in more established commercial environments.

**3.71 Reflecting on experience to date, the SDU should engage with programme managers to review demands for application and monitoring documentation to ensure each requirement is still necessary and is providing useful information.**

**3.72** The time commitment and expertise required to put together an application that is likely to be viewed favourably by the SIB favours applicants with prior experience in making such applications, either as part of a network and/or where diocesan programme managers have that experience – notwithstanding the assistance provided by consultants working for the SDU. Rigorous assessment of applications is essential, given the need for accountability, but barriers to new entrants unfamiliar with the process (for example, language, capacity or contacts) should be as low as possible. The requirements for the application process should be sufficiently flexible to encompass applications from the range of Church traditions.

**3.73 In the guidance and examples the SDU makes available on what a 'good' application looks like, it should ensure these address different traditions and types of potential project and recognise the wide range of capacity, experience and diocesan support potential applicants may have – especially those trying to interest their diocese in supporting an allocation for the first time or in a so-far untested area.**

## People: supporting project leaders to succeed

**3.74** There is widespread recognition, both in the diocesan survey and our wider conversations with stakeholders, that the success of missional projects is highly dependent on the energy, skills and personal attributes of their leaders. We have been hugely impressed by the courage, resilience and creativity of project leaders we have met who have been central to the success of the projects they are spearheading. But in some cases, projects have failed largely because of leadership problems.

**3.75** There are particular challenges perhaps for those engaged in small relationship-based ministry projects (for example on estates) where the leader is not part of a big team or group plant. In funding SDF projects, the SIB should be satisfied that the diocese has adequate support in place for project leaders and helpers as well as contingency plans should a leader or leadership team run into serious difficulties – or indeed if an effective leader moves elsewhere.

**3.76** Training and developing a pipeline of potential missional leaders is key. Some dioceses and networks have focused on this, but we are not aware of any specific mechanism to facilitate learning in this area. **The SIB should prioritise a study of the skills and attributes missional leaders need and the support they require when preparing and running different types of projects. As part of the review of Resourcing Ministerial Education, the wider Church should consider working with and resourcing TEIs and**

**others to secure a step change in mission-focused training pre and post ordination, drawing on the experience of successful practitioners.** (Priority Recommendation 9).

**3.77** The diversity of missional leaders also deserves closer attention. There is currently no monitoring of the diversity of the leadership of SDF-funded churches, but we have heard anecdotally that they tend to be more white, young, male and middle class on average than the communities they serve and more male than current cohorts of ordinands entering ministry. It is important where possible for leaders to represent the communities they serve to inspire individuals to follow in their footsteps.

**3.78** Attempts are being made to diversify the pipeline of clergy and missional leaders, for example through the 'Peter Stream' programme for those who have sensed a call to ordained church leadership from a wide range of social, ethnic and educational backgrounds, but who have felt excluded from discernment, selection or training. Schemes of this sort might help projects with succession planning, emphasising finding and developing indigenous leaders from the local communities rather than relying on importing them.

**3.79** The SDU could also undertake or commission research into how the age, gender, class and ethnic composition of worshipping communities of long-established plants and similar interventions has evolved over time, to ascertain whether they become more or less representative of the local community over time. If the data is not currently available to do this, it should be collected to ensure that it can be done in the future.

**3.80 SIB should introduce processes to monitor and report on the diversity of project leaders and worshippers. For projects involving leaders and worshippers moving into a community, the SIB should judge sustainability not just in financial terms but on whether plans are in place to encourage the development of indigenous leaders over time, particularly in relation to social class. We also urge the Archbishops' Council to promote the presence and voice of members of the UKME/GMH communities in determining the goals of SDF and in decision-making on the project portfolio.** (Priority Recommendation 8).

## Diocesan strategies and working with the SDU

**3.81** This section covers what dioceses responding to our survey said about their strategies and how they are linked to SDF (and LInC funding) and about working with the SDU on projects.

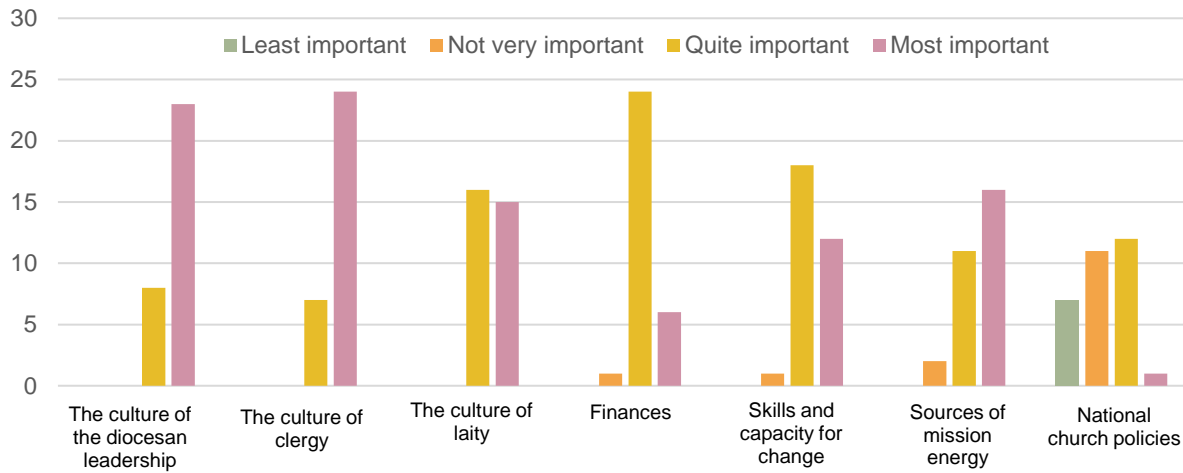
**3.82** Dioceses provided a description of their visions and strategies. These ranged from a brief statement to a more detailed description. From an inevitably partial snapshot, over 80% spoke explicitly of seeking numerical and spiritual growth. Other common themes, in the order of the frequency mentioned, were:

- a. impact on local communities;
- b. targeting children and younger people;
- c. development of clergy and laity leadership; and
- d. fuller representation of cultural and ethnic diversity.

**3.83** Dioceses were asked about the extent to which different possible accelerators or barriers were important in achieving their strategies. The culture of clergy, diocesan leadership, laity and sources of mission energy were seen as most important, followed by change capacity and finances, and finally national Church policies (Figure 14).

**Figure 14**

Here are some possible accelerators or barriers to realising that vision – which would you say are the most and least important?



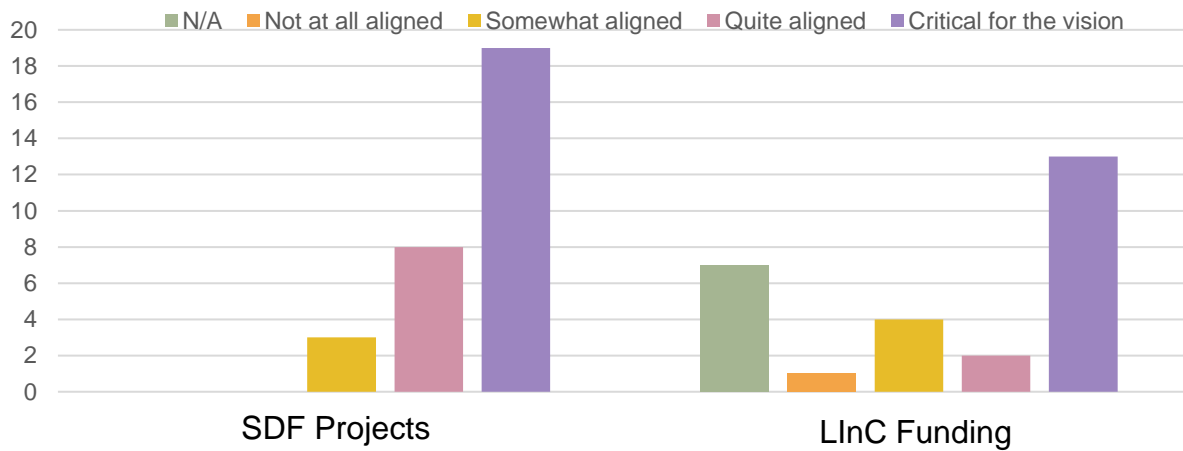
Source: Independent Review survey of dioceses

**3.84** Given a free text box to mention other accelerators or barriers, the most frequently mentioned responses were maintenance of church buildings, prayer, faith and the work of the Holy Spirit, episcopal leadership, the training of clergy (e.g. the capability to lead in evangelism), the capacity available in parishes to do mission, difficult processes for moving on clergy who were not a good fit, working with and learning from others, the laity’s enthusiasm for mission, access to grant funding, and draining but important distractions from the strategy (e.g. safeguarding, keeping the show on the road).

**3.85** Around two-thirds of dioceses said that SDF (63%) and LInC (65%) funding were critical for their visions, with fractionally better alignment overall for SDF (Figure 15).

**Figure 15**

To what extent would you say that your SDF projects and LInC funding (if you have them) are aligned to your diocesan vision?



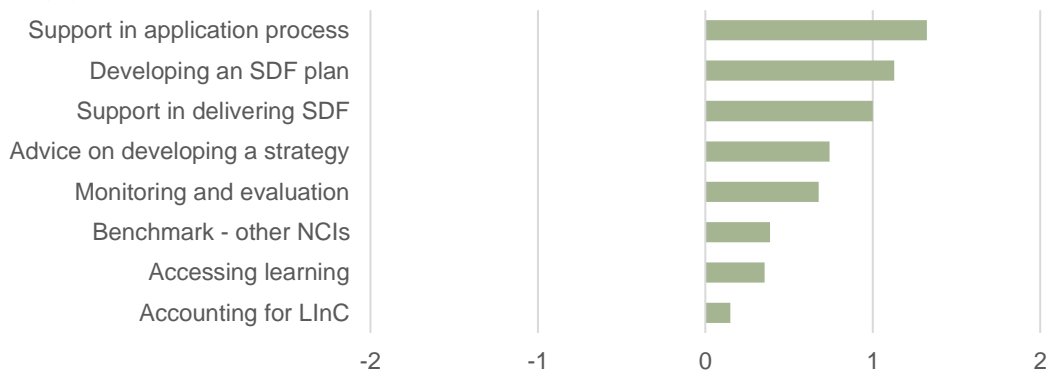
Source: Independent Review survey of dioceses

**3.86** Dioceses spoke highly of the support from SDU consultants in applying best practice governance and programme management and facilitating links with other dioceses addressing similar challenges. Accessing learning and accounting for the use of LInC were the least positive (Figure 16). Stakeholders did raise some concern about SDU consultants simultaneously helping applicants and contributing to the evaluation process (albeit they do not participate in making the decision, which is the SIB’s responsibility).

**Figure 16**

Diocesan views of the SDU’s support in different areas of work

2 = highly positive, 1 = positive,  
 0 = neither positive or negative,  
 -1 = negative, -2 = highly negative



Source: Independent Review survey of dioceses

**3.87** For this and other reasons discussed earlier, **we consider that greater transparency in the decision-making process would increase confidence in its fairness, alongside greater efforts to bring together information on how SDF and works and what it achieves for easy access by stakeholders.**



**From time-to-time outside members of the Archbishops' Council should also review interactions between the SIB and the SDU to satisfy themselves there is adequate mutual challenge and independence of view and reduce the perception of groupthink.**

**3.88** Dioceses were asked to provide at least one strength and one weakness for the systems for distributing SDF. The most common perceived strengths were the rigour and accountability provided in the system, the support provided by SDU, the focus on mission and growth, providing focus to a specific area, and the work in planning and development enabling a good structure for missional delivery. Perceived weaknesses were the exclusion of rural areas and smaller dioceses, the required capacity and drain on administration, target setting unhelpfully skewing behaviour, the national Church's reluctance to engage with certain models, and a lack of transparency in the application process.

# 4. Leveraging lessons from SDF and LInC funded activity

4.1 As already noted, given the sums of monies involved SDF and LInC cannot by themselves achieve Church-wide change. Making the most of any lessons learned is therefore critical.

## SDF application and monitoring processes

4.2 The SDU has adapted application and monitoring processes to reflect lessons learned. For example, it has:

- Revised its **evaluation criteria** to consider learning about the critical success factors for projects:
- Created **outcome-based 'good growth' indicators**, rather than simple 'bums on pews' and 'pounds of giving' metrics.
- Introduced **innovation funding** to encourage experimentation.

4.3 However, there is no mechanism for formal feedback from dioceses or project teams on the operation of the programmes. This does not accord with good practice in other public sector and charity grant programmes, inhibits learning and does not foster a sense of partnership with dioceses.

4.4 **The SIB should commission annual feedback from dioceses and project leaders on the SDF process to obtain their views. This should be independent of the SDU, with the findings and proposed response published in the SIB's annual report.** (Priority Recommendation 6).

## Diocesan lessons

4.5 In the survey dioceses reported the following key lessons from their experience:

- The importance of **planning, structure, accountability and other programme disciplines** in delivering change in dioceses. This was tied to a view that focus and intentionality were important.
- The importance of **missional responses being specific to the wide range of contexts** across a diocese.
- The importance of **communication**, obtaining local buy in, and empowering the local population.
- A realisation of the **difficulty of culture change** in the Church and the level of resistance that was experienced.
- Conversely, many dioceses expressed how, once culture change had been achieved there was great **latent potential for increased mission** across the diocese.
- Getting the right **people**, with the right skills, in the right places, and set up well to do mission, was important. This was also a risk – plans were dependent on specific individuals.

**4.6** Inter-diocesan peer reviews were introduced to foster sharing of good practice, prompt self-reflection and, in time, encourage a culture of accountability amongst peers. But most participants we spoke to had a very low opinion of them, arguing that they were at best a prompt for self-reflection. A few interviewees suggested that the impact of COVID-19, which halted some of these activities, may have contributed to lack of momentum to take advantage of further engagements.

**4.7** We understand that soundings taken of diocesan leaders in 2020 for a COVID-19 delayed study on the future of peer reviews found that, of a series of options, '*We should continue with a broadly-similar programme involving all dioceses*' was the most popular. However, there were dissenting views with over 40% of respondents preferring either that *dioceses should be able to choose whether and how to take part in peer review* or '*We should end the programme*'.

**4.8 The purpose and conduct of diocesan peer reviews should be revisited.**

## SDU sharing of lessons with dioceses

**4.9** As previously noted, dioceses spoke highly of the support from SDU consultants in applying best practice governance and programme management and in making connections between dioceses addressing similar issues. We have also seen a variety of research commissioned by the SDU on a range of project types funded from a Research Evaluation and Development budget of £600,000 for 2020-2022.

**4.10** These research reports, along with experience gathered through work with dioceses, have led the SDU to conclude that missional programmes tend to be more effective in generating growth if there is:

- Focused investment on specific geographical areas and key demographic groups (e.g. younger, diverse, deprived) within them, rather than spreading resources more thinly.
- A **leader with explicit responsibility** for the development of mission within the area at the centre of the change programme, supported by programme management capacity.
- A **prayerfully discerned plan** for such areas involving
  - A set of interventions that are logical ('we believe doing A should lead to B'), evidence-based, linked together to strengthen each other, and generative (creating future impact).
  - Intentional ways of importing, developing and multiplying sources of 'mission energy' i.e. leaders and teams committed to making Jesus known, discipleship and social outreach.
  - An explicit focus on evangelism.
  - Revitalisation of struggling churches and creation of new worshipping communities
  - Development and strategic deployment of good quality church leadership, and investment in key mission roles (e.g. children/youth workers) and support posts (e.g. operations directors).
  - Willingness to be disruptive where that removes barriers to growth

Whereas the SDU considers that programmes tend to be less effective if they involve a diocese:

- Trying to make **incremental changes to a large number of existing churches** without taking into account their willingness or capacity to develop their mission.
- Undertaking **structural change without any intentional development of mission energy**.

**4.11** However, **research findings could be shared more effectively with dioceses beyond the successes of church planting and resource churches and a more systematic approach could be taken to maximise the multiplier effect from individual projects to opportunities for the wider Church.**

**4.12** We understand that this is an area of the SDU's work that has been significantly hampered by the COVID-19 pandemic. The maturity of an increasing number of projects would have meant that 2020-22 was a natural time to increase the work on sharing learning, but SDU and diocesan time was refocused on supporting diocesan sustainability and project resilience. The stresses on parishes, and the impracticality of physical visits, also reduced the appetite for deep-dive research, evaluation or learning meetings.

**4.13** The SDU has prepared a learning strategy for 2021 and 2022. This:

- Notes the importance of generating and sharing the learning process through the application and monitoring process.
- Anticipates an increased focus on what a project would encourage other dioceses to do.
- Budgets £100,000 of funding on top of that in project budgets to pay for end-of-project evaluations.
- Proposes the creation of learning communities around groups of projects with a common theory of change to reflect on their own learning.
- Restarts the work on establishing a common framework of outcomes.
- Will produce standardised learning documentation.

**4.14** As suggested earlier, **SDU staff members should be appointed as Subject Matter Experts with cross cutting responsibility for critical missional challenges and traditions (for example youth, ethnic minorities, rural, deprived estates, etc) and work with relevant champions from the House of Bishops and other networks. They should facilitate the development for each intervention model of:**

- **A worked-up methodology, documentation and theory of change.**
- **Training programmes.**
- **Learning networks of dioceses for whom the model would be relevant. (Priority Recommendation 6)**

This could be complemented by:

- Updating the *Anecdote for Evidence* study into church growth.
- Synthesising and publishing the research already conducted on which solutions work in which contexts.
- Ensuring systematic compilation and publication of lessons from interim and final project reviews (which has not been done systematically for final reviews to date).
- Dissemination through dioceses with appropriate communications and learning programmes.
- Closer involvement with others with expertise, such as lay leaders, Christian charities, and Christian entrepreneur networks.

SDU have shown willingness and initial steps in these directions, but these have not yet reached the implementation at scale required to drive change.

# 5. Alignment with national and diocesan strategy

## The Church's Vision and Strategy

**5.1** As we have noted at various points in this report, the future of SDF and LInC lie in the context of the Church of England's emerging Vision and Strategy. Accordingly, the future of LInC and SDF should be considered and communicated as part of a package of interventions to deliver the emergent strategy, recognising how such interventions may interact.

**5.2 The two programmes' objectives, evaluation criteria and related KPIs should align to the Vision & Strategy once fully developed. The funds should retain their intentionality and additionality to existing work.** (Priority Recommendation 1).

**5.3** As designed and encouraged by the Church when it endorsed the Resourcing the Future Task Force's recommendations, SDF projects are by nature disruptive to the existing local church ecology and thus elicit strong positive and negative reactions. We expected this to be reflected in our engagement with stakeholders but have still been struck by a broader lack of trust and unity of purpose for which these schemes serve as a lightning rod. The emerging Vision & Strategy offers an opportunity to try to establish renewed unity of purpose around the schemes and more broadly.

## Alignment with dioceses

**5.4** As the paper GS2223 presented to Synod in July 2021 by the Archbishop of York notes:

*"Vision and strategy is not an imposition on the dioceses and parishes of the Church of England but an invitation to examine, develop and maybe even change existing strategies and processes in the light of these ideas. We hope the church in the parishes and dioceses will be shaped and informed by these ideas, supported by the work of the National Church Institutions. We aim for alignment."*

**5.5** In the Survey 90% of dioceses said that the Vision and Strategy would shape their own vision, although only 19% thought it would require significant changes to existing plans.

**5.6 The relationship with dioceses in these programmes should align with the ethos of the Vision and Strategy, which would include the SIB being willing to encourage, facilitate and finance more network projects that span multiple dioceses, for example in responding to shared challenges like estates ministry.** This would continue the move away from what many dioceses told us felt like an applicant and grant-maker relationship to one of partnership.

**5.7** Such an aligned partnership approach can build on the improvement in strategic and project management capabilities to effect change that have been seen in many dioceses. Both dioceses and the SDU acknowledge that this has been fostered by engagement with the SDF process. In several cases SDF-funded church leaders and would-be applicants have noted a step change in engagement and professionalism from their dioceses as a result of Strategic Capacity Funding (e.g. to employ programme managers, well-integrated in the diocesan leadership team) and the identification of a lead bishop with responsibility for (in particular) SDF.

**5.8** That said, stakeholders report that dioceses continue to differ in their enthusiasm and capacity for operating strategically, taking the opportunity of SDF and using LInC intentionally. At times this has meant SDF being pursued on a tactical basis – SDF project-by-project and LInC through an annual accountability return – rather than being driven by the requirements of a clear diocesan strategy that may or may not in turn be driven by the strategy of the national Church. This has a number of potential limitations:

- A tactical project approach can detract from the wider change sought in dioceses and the national Church.
- The diocese may seek SDF funding for particular types of project simply because it is available, rather than because they think it is the best way to deliver their diocesan strategy.
- Similarly, dioceses that are reactive rather than pro-active in the choice of projects for which they seek funding may find that attention is focused on activity that is consistent with the diocesan strategy, but not driven by it.
- Where a diocese has several SDF projects, which in turn have many subsidiary projects, then managing on a portfolio basis may be more appropriate and efficient.
- Some dioceses found the variety of different sources of potential national Church funding confusing.

**5.9** At this stage, five years in and with lessons learnt, the maturity of transformation programme management should evolve. **Where possible the SIB/SDU and dioceses should move to a more strategic approach such that the SIB/SDU works in partnership with dioceses to support the delivery of their strategies in line with the national Vision & Strategy** (Priority Recommendation 10). This would draw upon the various national funding streams to catalyse change as part of one integrated strategic conversation rather than separate funding stream specific conversations. We have already noted the plans for the integration of the SDU into a wider Vision and Strategy team and would encourage the national Church to use this integration to develop this strategic approach to the funding streams.

**5.10** This could draw on the enhanced planning and delivery capabilities of many dioceses and should maximise the benefit derived from national funding and, subject to capacity and appetite, could involve dioceses engaging with the SDU and member-level bodies to:

- Discuss how they will apply the Vision & Strategy in creating a diocesan missional plan, the resultant opportunities/challenges arising, and the funding required that cannot be met within dioceses' own means.
- Determine the national funding sources (including for strategic development, transformation, mission, capacity building, innovation and for developing people) that are most suited to catalyse the required change for those opportunities and challenges (of which SDF is but one).
- Continue to work with dioceses to build their institutional strategic capacity, beyond the employment of programme managers, and their capability to support these conversations.
- Agree KPIs and monitoring arrangements to ensure strategic outcomes are met, aligned with the Vision & Strategy.
- Establish processes to maximise the impact beyond the immediate projects.

**5.11 In pursuing this approach, it would be important to ensure funding is still earmarked for growth-related innovation and sustaining presence in deprived communities, rather than ending up funding structural diocesan deficits.**

# Appendix One

## Full list of recommendations

### Lowest Income Communities Funding

- 1 Some dioceses have used Capacity Funding or SDF to increase the effectiveness of mission in deprived areas through carefully considered clergy transitions, but awareness and use of this seems to be limited and there is a case for encouraging dioceses to use LInC funding more for this purpose. (paragraph 2.13).
- 2 There is a case for refocusing annual returns to the SDU away from LInC specifically towards more strategic reporting against an agreed set of performance measures for mission in poorer communities (paragraph 2.14).
- 3 Effective deployment of and accountability for LInC funding is enhanced when dioceses explain not just to the SDU but also their own synods and stakeholders how resources are allocated and used. The SDU could do more to identify and promote best practice in this area, perhaps convening a learning symposium of major LInC recipients (paragraph 2.15)
- 4 We recommend at least maintaining current levels of LInC funding for the remainder of the transition period, adjusting for changes in average clergy costs, given the additionality it delivers and the value dioceses place on it. But we would be cautious about changing the distributional formula again in the transition period (paragraph 2.17).
- 5 To address LInC's relative lack of visibility and appreciation, the SIB and SDU should estimate and communicate more clearly the extent to which LInC funding is sustaining ministry in poorer communities, based on a consistent methodology for calculating clergy costs (paragraph 2.20).

### Strategic Development Funding

6 We recommend that the national church invests further in communicating SDF publicly, and that dioceses communicate their decisions around the funding more clearly with their internal stakeholders (e.g. diocesan synods) (paragraph 3.5).

7 We recommend that;

- The Archbishops' Council should look at the objectives they have set for SDF in the light of the Vision and Strategy; and consequent metrics to assess impact;
- The SIB and SDU should work with dioceses to develop the common missional theories which are applied for and invested in;
- Thereby enabling the creation of a common outcome framework for projects that would provide a menu of comparable outcome measures for projects to select from, complemented by relevant leading indicators to assess progress.

These would then inform the assessment of progress at both a project and programme level to learn from experience, disseminate learning and facilitate value for money judgements (paragraph 3.6).

8 In measuring and reporting growth outcomes to the Church and other stakeholders, we recommend that the SIB should provide capacity within the SDU to:

- Explain more clearly in the SIB Annual report how reported growth numbers are derived, pending improvements to the methodology
- Work with stakeholders to restart the work on a common outcome framework that would provide a menu of comparable outcome measures for projects to select from.
- Regularly update anticipated numbers of new disciples from projects on the basis of evolving performance to date and RAG ratings.
- Assess the track record of performance against Stage 2 applications by project type, diocese and in aggregate help assess optimism bias at the application stage
- Support continued research into the scale and nature of transfer growth. (paragraph 3.37).

**9** In thinking about differences in growth outcomes across project types, we recommend that:

- The SIB should consider how best to assess the value for money offered by different types of projects and then how to balance that against broader objectives
- The SIB should ensure that it allocates adequate time and resource to discuss the performance of existing projects (and particularly the lessons to be learned from amber/red projects) as well as the pipeline of new applications. (paragraph 3.41).

**10** We recommend that SIB monitor and report on the diversity of projects by tradition (without quotas) and on how UKME/GMH representation among worshippers in projects evolves over time. (paragraph 3.53)

**11** It is for the Archbishops' Council to direct the SIB on which categories of worshippers and communities to focus its resources on. But, building on the evolution of the SDF to date and our observations in preceding paragraphs, we believe that:

- There is a need for greater intentionality to address unresolved missional challenges and to ensure a diversity of offerings from the different traditions.
- A support infrastructure needs to be in place to leverage the lessons from individual projects to inform the design of future ones and maximise the multiplier effect for the wider Church.
- The Innovation Fund – expanded if necessary - should be focused on piloting potential solutions to unresolved missional challenges across a diversity of traditions.
- The SDF should focus on responses to missional challenges critical to the national Church across a diversity of traditions, both by scaling up successful innovations, and by funding responses with a promising track record. (paragraph 3.56).

**12** The Archbishops' Council should consider offering funding over longer periods than 5 years where appropriate, tailored to the nature of the project and the maturity of the missional solution (paragraph 3.69).

**13** Reflecting on experience to date, the SDU should engage with programme managers to review demands for application and monitoring documentation to ensure each requirement is still necessary and is providing useful information (paragraph 3.71).

**14** In the guidance and examples the SDU makes available on what a 'good' application looks like, it should ensure these address different traditions and types of potential project and recognise the wide range of capacity, experience and diocesan support potential applicants may have (paragraph 3.73)

**15** The SIB should prioritise a study of the skills and attributes missional leaders need and the support they require when preparing and running different types of projects. As part of the review of Resourcing Ministerial Education, the wider Church should consider working with and resourcing TEIs and others to secure a step



change in mission-focused training pre and post ordination, drawing on the experience of successful practitioners. (paragraph 3.76)

**16** SIB should introduce processes to monitor and report on the diversity of project leaders and worshippers. For projects involving leaders and worshippers moving into a community, the SIB should judge sustainability not just in financial terms but on whether plans are in place to encourage and the development of indigenous leaders over time, particularly in relation to social class. We also urge the Archbishops' Council to promote the presence and voice of members of the UKME/GMH communities in determining the goals of SDF and in decision-making on the project portfolio more broadly. (paragraph 3.80).

**17** We consider that greater transparency in the decision-making process would increase confidence in its fairness, alongside greater efforts to bring together information on how SDF works and what it achieves for easy access by stakeholders. From time-to-time outside members of the Archbishops' Council should also review interactions between the SIB and the SDU to satisfy themselves there is adequate mutual challenge and independence of view and reduce the perception of groupthink (paragraph 3.87).

### **Leveraging lessons from SDF and LInC funded activity**

**18** The SIB should commission annual feedback from dioceses and project leaders on the SDF process to obtain their views. This should be independent of the SDU, with the findings and proposed response published in the SIB's annual report (paragraph 4.4).

**19** The purpose and conduct of diocesan peer reviews should be revisited (paragraph 4.8).

**20** Research findings could be shared more effectively with dioceses beyond the successes of church planting and resource churches and a more systematic approach could be taken to maximise the multiplier effect from individual projects to opportunities for the wider Church. (paragraph 4.11)

**21** SDU staff members should be appointed as Subject Matter Experts with cross cutting responsibility for critical missional challenges and traditions (for example youth, ethnic minorities, rural, deprived estates, etc) and work with relevant champions from the House of Bishops and other networks. They should facilitate the development for each intervention model of:

- A worked-up methodology, documentation and theory of change.
- Training programmes.
- Learning networks of dioceses for whom the model would be relevant.(paragraph 4.14).

### **Alignment with national and diocesan strategy**

**22** The two programmes' objectives, evaluation criteria and related KPIs should align to the Vision & Strategy once fully developed. The funds should retain their intentionality and additionality to existing work. (paragraph 5.2).

**23** The relationship with dioceses in these programmes should align with the ethos of the Vision and Strategy, which would include the SIB being willing to encourage, facilitate and finance more network projects that span multiple dioceses, for example in responding to shared challenges like estates ministry (paragraph 5.6).

**24** We recommend that where possible the SIB/SDU and dioceses should move to a more strategic approach such that the SIB/SDU works in partnership with dioceses to support the delivery of their strategies in line with the national Vision & Strategy (paragraph 5.9).

**25** In pursuing this approach, it would be important to ensure funding is still earmarked for growth-related innovation and sustaining presence in deprived communities, rather than ending up funding structural diocesan deficits (paragraph 5.11).

# Appendix Two

## Terms of Reference

### Background

The Strategic Investment Board has commissioned a review into the Strategic Development Funding and Lowest Income Communities Funding. The Strategic Investment Board is responsible for distributing those funds which have been allocated to be spent in dioceses. The funds have been generated through the national investments of the Church Commissioners, and allocated to streams by the Archbishops' Council.

In 2015 and 2016, the national church commissioned the Resourcing the Future review into the use of national funding in the ten years 2017-2026. Previously, the majority of funding had been issued on a formulaic basis, with no strings attached. The review sought to increase the accountability over the funding so that the national Church could say with greater confidence that it met the Church Commissioners' charitable purposes, and so that the funding enabled dioceses in delivering their own visions. They suggested two funding streams, with a 50:50 split between them.

The first funding stream is the Lowest Income Communities (LInC) Funding. This distributed £27m in 2021 to the 26 dioceses with the lowest residents' income levels. The allocation method was changed in 2016 as a result of the review, to remove perverse incentives from the previous mechanism, and to focus on the poorest communities. The overall amount has also been reduced. A transition process has been in place, whereby additional funding has been given to help dioceses adapt to their new allocation, and during this time a slow ratchet of accountability has been applied to how the funds are used.

The second funding stream is Strategic Development Funding (SDF), which has been used to fund 61 grants of between £1 and £5m since 2017. The grants have been used to fund projects which make a significant difference to a diocese's mission and financial strength, and which align with a diocese's strategic vision. The funding has been used to support the starting of new churches, multiplying congregations working with marginalised groups, developing communities to strengthen Christians in rural areas, helping parishes be inclusive of different cultures, and many other initiatives.

These changes are starting to be embedded in the life of the Church of England, having now been in operation for five years. This review has been commissioned to reflect on what impact has been had so far and the lessons that have been learned, and to shape the next five years of the funding.

This work is taking place at a time where the Church of England is undertaking other pieces of work. The Church of England's Vision and Strategy is taking shape. The vision is to be a Jesus Christ-centred and shaped church of missionary disciples, where the mixed ecology is the norm, and which is younger and more diverse. At this time, a separate group will undertake a triennial review of how funding should be allocated. This review will need to work in parallel with these other processes.

### Objectives

The review will look back and reflect on the impact that the SDF and LInC funding streams have had, and look forward by gathering evidence for the future operation of the funds.

Looking back the objective should be to answer the question **what have SDF and LInC achieved in the Church from their inception in 2017 until 2020?**

This should include revisiting the original objectives of SDF and LInC as articulated by the Resourcing the Future review, and the extent to which these have been achieved. It should also include an evaluation of the

holistic impact of SDF and LInC, including missional outcomes, financial impact and wider cultural change in dioceses.

The review should also drive learning by assessing what went well in these years and what can be learnt from what didn't go so well. Successes and failures should be interrogated with equal enthusiasm, and learning from what did work should shape any conclusions as much as learning from what didn't work.

This approach will give assurance about the impact of SDF and LInC, though it is important that this doesn't become an audit-driven approach of assessing whether every item of expenditure was 'value for money', and the processes around SDF. Much of this is covered by internal audit work, and the review should focus on the bigger picture questions about policy rather than mechanisms.

Some specific questions should include:

- a. To what extent did national funders understand the opportunities, risks and challenges in the Church when creating the funding stream? Was the programme able to adapt in the light of experience?
- b. What has been the direct impact of SDF projects, in aggregate, on the Church to date? How does this impact compare with other uses of national funds?
- c. Has the running and operation of SDF enhanced this impact? What are the strengths and weaknesses of the approach taken, especially compared to other funding streams or approaches that might be taken.
- d. What has been the impact on diocesan teams from SDF? Has the funding stream enabled dioceses to be set up for growth in aggregate?
- e. To what extent has SDF been part of diocesan strategy? Can we demonstrate how it has influenced strategies? To what extent did it play a role in new vision and strategy planning? Are there orphan projects (i.e. where diocesan focus/strategy has moved on leaving the project as just a non-strategic project).
- f. What has been the impact of the move to Lowest Income Communities Funding, and has it resulted in greater investment in the poorest communities?
- g. Has the pace of transition to LInC been correct, and what can be learned from the process of transition to the new funding stream?
- h. Are there any unexpected consequences of the change in funding streams?

The objective for the forward-looking element of the review should be to answer the question **how can national funding be best used in the future in order to enable dioceses to deliver growth in numbers, depth, and social transformation?**

This forward-looking element should look beyond SDF and LInC to also consider the relationship of the funding with other national funding streams. It should provide evidence to inform the national Church's decisions about future funding streams, but not binding recommendations.

This should be synthesised from the evaluation of successes and areas for improvement, from detailed thinking about the economy of the Church and how to have impact, and from discussions with dioceses on their views on the future needs of the Church.

This element may also make recommendations on the workplan of the SIB and its staff in future years to support dioceses, including how best diocesan use of the funding streams might be evaluated and the role of any successor to Peer Review.

Some specific questions should include:

- i. What improvements might be made to the criteria of the funding to better facilitate the overall aim of enabling dioceses to deliver growth in numbers, depth, and social transformation?
- j. What are the key issues facing dioceses in trying to implement strategies for growth, and how can funding be used to aid this?
- k. What practical improvements might be made to the process for allocating funds, managing relationships with dioceses, and evaluation?
- l. What should be the approach taken in the remainder of the transition period for transformation funding?
- m. How should SDF and LInC relate to other national funding streams?
- n. Should there be a successor to the process of Peer Review, and what shape might this take?

In undertaking the review, we would expect reviewers to take a data- and evidence- driven approach, taking on board the views of stakeholders, but testing these in the light of the analysis. The review should be open minded and constructive, assuming the best of each stakeholder.

## Scope

The scope of the funding is to review the SDF and LInC funding streams, and not other funding streams distributed by the national church, though there may be recommendations about how SDF and LInC relate to these other streams, and where there might be gaps, alignment, or duplication of work.

The review should focus on the learning about effective use of funds, and not the quantum of funding assigned to each of the two categories, though questions of the capacity of dioceses to use more or less funding may be relevant.

The focus should be on how the funding streams have fulfilled their objectives, not whether these objectives were correct in the first place. Any recommendations about how the funding should be used in future should be in the spirit of these objectives and not suggest other funding priorities. In particular, the funding should reflect the Church Commissioners' Section 67 objectives.

It is not in scope to suggest recommendations which favour a particular type of church or intervention over others (e.g. evangelical or anglo-catholic, pioneers or mission enablers), or to undertake detailed analysis on how different interventions compare to one another. The review may want to examine the process by which interventions are chosen, and if this has led to any risks or benefits.

The review should only use existing material collected from projects or obtained through the group's own work, rather than commissioning additional new research or evaluation.

## Constraints

The Covid-19 pandemic has had a serious impact on the Church. SDF projects and LInC funded churches will have been affected in different ways, with some having seen significant impact. This may pose a challenge to gathering learning – projects which may have been bearing fruit before the pandemic may not now have the same impact. Similarly, any visits to dioceses or projects may be affected by Covid-19 restrictions.

The impact of Covid-19 has also contributed to a culture with high fatigue in the Church of England. This burden has particularly fallen on diocesan teams, where efforts to maintain ministry through this time have been draining. Alongside this, there are significant changes being discussed at national level as the Church of England emerges from lockdown. The review should seek to tread lightly, to not be an additional burden on dioceses, and to communicate that the work is to learn and know how best to support in future, rather than judge.

## Approach

It is expected that the review will take place in autumn of 2021, over four months. There will be some discretion over the approach taken, but we expect that it will include the following:

Four meetings – to start the work, review the paper evidence, review interview and visit evidence, and to confirm recommendations.

Commission and review evidence from a paper and data analysis exercise which will look through annual reviews and outcome data to evaluate the impact of SDF and LInC.

Undertake structured interviews and attend focus groups with key stakeholder groups (e.g. senior clergy, senior diocesan staff) asking about the impact of SDF and LInC and their priorities for the future.

Undertake project visits to SDF projects to see the impact which is being had on the ground.

Discuss with NCI stakeholders the likely impact of different recommendations.

## Resources and deliverables

The panel should be made up of a chair and three members, each giving a day a week to undertake the work in the four months of September – December.

A secretariat will be recruited to support the panel with three days per week of work over this time. The secretariat will facilitate the different elements of the research, at the direction of the panel.

Where specialist skills are needed (e.g. data analysis), NCIs staff will be made available to the review to undertake work at its direction. NCIs staff will also facilitate the review through providing background material, evidence and briefing on the current operation of the funds.

A budget of up to £150,000 has been set aside for this work, though it is expected that the cost will be below this. This cost will include salaries of the secretariat (or backfilling for these roles if seconded from other parts of the Church), expenses for the review group, and costs of setting up focus groups, visits etc. A detailed budget will be worked out with the review lead when they have been appointed.

The review should publish a report by the end of 2021, bringing any recommendations to the SIB in the first instance before wider circulation within the Church. There may be elements of reporting for internal purposes which do not feature in more public versions of the report. The review panel may be asked to attend governance groups to speak to the content of their report.

# Appendix Three

## List of SDF projects funded since 2014

| Diocese          | Project  | Award date | Total award | Summary of project design   |
|------------------|--|------------|-------------|---|
| Birmingham       | Transforming Church: Growing Younger 2015-2018                                       | Jun-14     | £ 1,000,000 | Childrens and youth work: Mission apprentices, Children and families missionaries, and growing younger facilitators   |
| Chelmsford       | Turnaround Project   | Jun-14     | £ 850,000   | Identifying priority parishes and using a range of turnaround interventions, including interim ministry, transitions, and consultancy   |
| Leicester        | Pioneer Development through employment of Pioneer Development Workers                | Jun-14     | £ 809,175   | Central team to encourage pioneering in the diocese - new FXCs and missional activities in parishes   |
| Liverpool        | Transforming Wigan   | Jun-14     | £ 900,000   | Improving mission across Wigan by encouraging churches to work together, starting new congregations, lay leadership, and structural change  |
| Sheffield        | Providing part-time Mission Partnership Development Workers                          | Jun-14     | £ 671,244   | Employ MPDW as administrators in deprived parishes who are merging into mission partnerships, so that clergy have more time for mission.  |
| Leeds            | Transformation Programme   | Dec-14     | £ 1,000,000 | Facilitating the merger of three dioceses through paying for interim and restructuring costs  |
| Coventry         | Acceler8: Growing faster..Growing Healthier...Growing Younger                        | Jun-15     | £ 639,143   | Workers in churches to set up events to attract 20s and 30s   |
| London           | 100 New Worshipping Communities  | Jun-15     | £ 1,000,000 | Diocesan team to provide training, grants and consultancy to encourage local churches to start new worshipping communities  |
| Carlisle         | God for All: Establishing New Mission Communities Across Cumbria                     | Jun-16     | £ 857,122   | Reach previously unreached groups in Cumbria through employing a central enabling team who will help communities start new Fresh Expressions of Church, provide training, and start digital initiatives |
| Derby            | Resourcing Derby City  | Jun-16     | £ 1,260,000 | Starting a new resource church in a former church building in Derby city centre, with a particular youth focus  |
| Durham           | Equipping Key Leaders for Mission  | Jun-16     | £ 800,000   | Provide a training course for all clergy in the diocese so that they undertake more missional work in their parishes  |
| Exeter           | Support for Rural Churches   | Jun-16     | £ 1,000,000 | Schemes to remove the burden of building management and maintenance so there's more energy for mission in rural areas   |
| Portsmouth       | Forming New Disciples and New Missional Communities by Developing Pioneer Approaches | Jun-16     | £ 929,000   | Resouce church expansion in Portsmouth; training for 30 new lay pioneers; new stipendiary pioneer posts   |
| Rochester        | Developing Mission in Chatham  | Jun-16     | £ 655,000   | Revitalising a church in Chatham town centre including FXCs drawing in deprived people  |
| Sodor and Man    | Growing Faith for Generations  | Jun-16     | £ 135,000   | Growing a Scripture Union project in school assemblies and RE; establishing a ministry to youth and young adults in Douglas; a pioneer in rural Isle of Man   |
| South'll & Notts | Growing Disciples: Wider, Younger and Deeper   | Jun-16     | £ 950,000   | A resource church in Nottingham city centre focusing on young adults, and a younger leadership college with training and internships for young people   |
| Southwark        | Increase the number of worshipping communities across the diocese                    | Jun-16     | £ 1,200,000 | Investing in Nine Elms development - a resource church, and arts pioneer. Encouragement of fresh expressions across the diocese through enablers and a grant scheme                                     |
| Birmingham       | Shaping the Future   | Jan-17     | £ 2,565,000 | Diocesan planting and FXC enablers; deploying plant leaders; missionary posts for schools and youth; extending children and youth posts; leadership development.  |
| Bristol          | Resource Churches in Mission Areas   | Jan-17     | £ 950,000   | In three different contexts - new town, rural, and deprived suburb - designate a church a resource church and a group of parishes it will work with, and fund assistant ministry                        |
| Chelmsford       | New worshipping communities in New Housing Areas                                     | Jan-17     | £ 1,997,000 | Planting churches in four new housing areas, along with another new congregation  |

|                  |   |        |             |   |
|------------------|---|--------|-------------|---|
| Chichester       | Church Planting   | Jan-17 | £ 824,795   | Plant three churches - a resource church in Crawley, a plant in a Brighton suburb, a plant into a village, (and attempt a fourth in Hove)   |
| Liverpool        | Multiplying Congregations   | Jan-17 | £ 1,000,000 | Establish a network of small, multiplying communities through central sponsorship and pump-prime grants   |
| Worcester        | Calling Young Disciples   | Jan-17 | £ 750,000   | Deploy 10 Mission enablers to encourage youth and children's ministry in parishes, with learning communities and wider support  |
| Coventry         | Serving Christ  | Jun-17 | £ 1,772,692 | Using the NCD 8EQs, offer training and coaching support to a large number of parishes to develop the conditions for growth  |
| Guildford        | New Opportunities   | Jun-17 | £ 925,000   | Four church plants in new housing areas, and full time diocesan advisor with a growth fund for encouraging parishes to start new church plants and FXCs   |
| Hereford         | Growing Intergenerational Mission                                   | Jun-17 | £ 525,000   | Six intergenerational missionaries in market towns and deprived areas to start new worshipping communities  |
| London           | Capital Youth   | Jun-17 | £ 1,882,623 | Resourcing four churches with strong youth provision to be youth ministers, stepping up their provision and supporting other churches   |
| Salisbury        | Renewing Hope through Rural Ministry and Mission                    | Jun-17 | £ 1,274,234 | Rural mission enablers helping rural churches, experience schemes for trainee clergy in rural areas   |
| South'll & Notts | Resource Churches   | Jun-17 | £ 1,055,267 | A rural resource church; and turning a larger civic church in Newark into a resource church   |
| St Albans        | Reaching New People in New Ways                                     | Jun-17 | £ 1,747,005 | Central team to support existing new worshipping communities and FXC to become more sustainable and missional   |
| Truro            | Transforming Mission  | Jun-17 | £ 1,204,039 | Resource church in Falmouth, in particular reaching students and using a café to do so  |
| Bath & Wells     | Pioneer Project   | Dec-17 | £ 1,619,000 | Central team supporting pioneering across the diocese, including 9 funded pioneers in specific locations  |
| Blackburn        | Outer Estates Leadership  | Dec-17 | £ 1,542,532 | Enhancing growth in outer estates through leadership development, apprenticeships and a plant on an estate  |
| Bristol          | St Nicholas Resource Church, Bristol                                | Dec-17 | £ 1,457,000 | Starting a new resource church in a former church building in Bristol city centre   |
| Leeds            | Investing in Leeds City   | Dec-17 | £ 3,094,588 | Designating five churches as resource churches to work together in planting across the city of Leeds  |
| Liverpool        | Resource Church Network for the North West                          | Dec-17 | £ 1,889,416 | Establishing resource churches in the towns of Warrington, Widnes and St Helens   |
| London           | Church Growth Learning Communities and Resource Churches            | Dec-17 | £ 8,701,545 | Funding for church planting curates in 18 resource churches in London, plus more for national resource church planters, and training for churches to grow through glass ceilings  |
| Sheffield        | Transforming Children's and Youth Work in Rotherham and Doncaster   | Dec-17 | £ 1,842,259 | Deploy children and youth workers into parishes, alongside schools work and interships  |
| Winchester       | Mission Action  | Dec-17 | £ 4,233,367 | Four parts: Take three pilot benefices to try new models of mission including efficiency of scale and diversity of offer; Starting resource churches in Southampton and Andover, and pioneer hubs to grow FXCs; New worshipping communities in six new housing areas across the diocese; Student evangelists working with larger churches near universities |
| Bristol          | Swindon Resource Church   | Jun-18 | £ 1,491,515 | Starting a new resource church in a former warehouse in Swindon town centre   |
| Canterbury       | Ignite  | Jun-18 | £ 1,001,000 | Nine new worshipping communities in different towns which reach marginalised and deprived communities   |
| Ely              | Changing Market Towns   | Jun-18 | £ 2,134,361 | Revitalising deprived market towns through designating town leaders and appointing operations managers. Originally about supporting the existing, now more focused on FXCs  |
| Exeter           | Reshaping the life of the Church in Plymouth                        | Jun-18 | £ 1,687,743 | Three church plants from city-centre Plymouth churches to deprived estates  |
| Leicester        | Strengthening mission and growing discipleship                      | Jun-18 | £ 5,344,023 | Taking six larger churches in Leicester and towns and giving them associate ministers and planting curates to become resourcing churches  |
| Manchester       | Children Changing Places and Small to Small Community Church Plants | Jun-18 | £ 2,139,893 | Creating a discipleship pathway for children and youth in schools in Bolton - toddler groups; primary school work; secondary school chaplains; links to parish activity and two networks of small, multiplying churches - one focusing on multi-cultural, multi-faith inner city contexts, one on white working class estates                               |
| Newcastle        | Revitalising Ministry   | Jun-18 | £ 2,556,746 | Establish a resource church in the centre of Newcastle, with a particular strength in reaching students and young people  |

|                  |   |        |             |  |
|------------------|---|--------|-------------|--|
| Peterborough     | Generation to Generation                                    | Jun-18 | £ 1,134,087 | Development of a three-year degree level training pathway for youth ministers, and their deployment in parishes  |
| South'll & Notts | Growing Disciples: Wider, Younger and Deeper                | Jun-18 | £ 4,670,459 | Four additional RCs: Estates in Nottingham, Civic in Nottingham, Retford, Mansfield; diocesan church planting support; school of discipleship  |
| Worcester        | Resourcing Churches - Worcester and Dudley                  | Jun-18 | £ 5,005,220 | Taking a larger church in Worcester and resourcing it to grow and plant, and Revitalising Top Church - a significant building in Dudley town centre to plant across Dudley   |
| Birmingham       | People and Places   | Dec-18 | £ 5,000,000 | Structural change to establish larger deaneries with FT area deans, oversight ministry with ops managers, and focal ministry - with new contextual plants and FXC  |
| Blackburn        | Preston City Centre Resourcing Parish                       | Dec-18 | £ 1,519,726 | A resourcing parish including both an evangelical and an anglo-catholic church started in Preston  |
| Chelmsford       | Growing New Christian Communities                           | Dec-18 | £ 3,848,000 | A resource church in Southend, three church plants in Stratford, the South Becontree estate, and Stanway, and seven new missional communities  |
| Durham           | Growing Durham Diocese                                      | Dec-18 | £ 3,895,849 | Large churches in towns across the diocese encouraged to become resource churches and plant new congregations  |
| Leeds            | Leeds & Bradford Episcopal Areas                            | Dec-18 | £ 3,918,999 | A resource church in Bradford city centre and developing midweek initiatives for those working in Leeds  |
| Lincoln          | Urban Centre Renewal through Resource Churches and planting | Dec-18 | £ 2,675,507 | Investing in St George's Stamford to plant in other market towns in Lincolnshire and Planting from the resource church in Lincoln to establish a resource church in Grimsby  |
| Portsmouth       | Resource churches   | Dec-18 | £ 2,180,900 | Another site for Harbour Church, expanding the diocesan internship scheme, a plant from St Jude Southsea, and a pioneer plant into a deprived parish   |
| Sheffield        | Resourcing Churches - Rotherham and Goole                   | Dec-18 | £ 2,572,392 | Taking a significant civic church in Rotherham and enhancing its ministry, particularly through young people and music, and a new incumbent taking on a church in Goole and making it into a resource church   |
| St E&I           | Inspiring Ipswich and Growing in God in the Countryside     | Dec-18 | £ 4,950,000 | Collaborative work across Ipswich, including coaching existing churches, church planting, Fresh Expressions of church, and new town-wide initiatives, and in rural areas forming groups of Christians into small groups and train them in reaching their communities through evangelism and FXC alongside rural churches |
| York             | Reaching, growing, sustaining 20s – 40s                     | Dec-18 | £ 3,065,000 | Using pioneer ministers to start congregations reaching the 20s-40s age group in a range of existing parishes  |
| Exeter           | Growing Mission in the City of Exeter                       | Jun-19 | £ 1,333,068 | A resource church in Exeter with a particular focus on students and families   |
| Leeds            | Revitalising Mission in Bradford Phase 2                    | Jun-19 | £ 1,027,708 | Designating five churches as resourcing churches to plant, start fresh expressions, and develop mission apprentices  |
| Leicester        | BAME Mission and Leadership                                 | Jun-19 | £ 2,570,000 | Taking four churches through a process of becoming intercultural - involving new congregations and culture change  |
| Norwich          | Focus Churches  | Jun-19 | £ 1,983,514 | The Norwich resource church planting youth ministries in rural parishes through sports ministry  |
| Portsmouth       | Resourcing Growth Phase 2                                   | Jun-19 | £ 2,077,100 | Making three restructuring schemes in Gosport and Newport to build team working between parishes here, including planting and pioneer ministry for young people  |
| Rochester        | Called to grow  | Jun-19 | £ 1,388,000 | Turnaround in four parishes through planting new congregations and FXCs, and central investment in learning and growth facilitators  |
| Southwark        | A Fruitful Future   | Jun-19 | £ 3,121,000 | Investing in specific parishes which are showing excellence in an area where learning generated might benefit the rest of the diocese - Latin American, con evo, new housing, eco-church, planting, deanery, schools   |
| Truro            | Transforming Mission 2                                      | Jun-19 | £ 1,708,200 | In four towns, designate a resource church and fund them to lead in mission across the town and surrounding areas, including parish projects, FXC, training, and social action   |
| Lichfield        | Telford New Minster   | Oct-19 | £ 1,690,000 | Starting a new church in Telford town centre to resource youth ministry in new congregations across the town   |
| Birmingham       | People & Places: context ministry and church planting       | Dec-19 | £ 1,384,319 | Six children and families missionaries in deprived parishes, plus a church plant in a deprived area  |
| Carlisle         | God for All: reaching deeper                                | Dec-19 | £ 1,610,346 | Pioneer enablers based in deprived areas to encourage new fresh expressions; connecting with children and young people through schools and the outdoors; central pioneer enablers  |
| Birmingham       | People and Places Church Planting in Shirley & Pye Hayes    | Jun-20 | £ 962,511   | Starting a new resource church and a church plant in Birmingham's suburbs  |
| Durham           | Growing Hope  | Jun-20 | £ 4,024,191 | Establishing 14 communities of hope - small, relational communities with social enterprise in deprived areas, and six church plants from resource churches   |



|                        |  |        |             |  |
|------------------------|--|--------|-------------|--|
| Liverpool              | Missing Generation   | Jun-20 | £ 4,612,473 | Reaching young people through missional chaplains in schools; school of discipleship; and three resource churches  |
| Manchester             | Revitalising Manchester Diocese                                      | Jun-20 | £ 5,035,000 | A resource church and a HeartEdge hub church in South Manchester, and renewing Rochdale through a resource church, small planting to UKME/GMH and estates groups, and different pioneer approaches |
| Oxford                 | Growing New Congregations  | Jun-20 | £ 1,998,810 | Turning larger churches into resource churches in towns across the diocese, and enabling planting  |
| Winchester             | Winchester Mission action phase 2                                    | Jun-20 | £ 3,191,603 | Three church plants from resource churches: a resource church in Totton, and in Bournemouth and Southampton  |
| York                   | Mustard Seed; growing disciples in places where life is tough        | Jun-20 | £ 1,369,281 | Planting new worshipping communities in deprived areas through training local people in discipleship and starting churches   |
| Chelmsford             | Renewing Newham; 101 New Christian Communities Phase 3               | Jul-20 | £ 3,000,000 | Renewing the deanery of Newham through equipping four churches (plant, pioneer, Anglo-Catholic, deprived parish) to become church planting churches  |
| Blackburn              | Lighting up new Generations  | Apr-21 | £ 3,499,289 | A resource church in Blackpool, and a youth resource church in Blackburn providing planting capacity and youth resourcing  |
| Chichester             | Revitalising the Church; Renewing the City                           | Apr-21 | £ 2,500,000 | All Saints Hove to develop as a church to resource those in the Catholic tradition, St Peter's Brighton in the Evangelical tradition, with four plants.  |
| Exeter                 | Bay Church, Torbay Family and Youth Mission                          | Apr-21 | £ 1,499,803 | Starting a new resource church in Torbay with a youth work focus and three congregations in different locations across the town  |
| Leeds                  | Reaching Generation Next   | Apr-21 | £ 1,499,825 | Congregations for unchurched students in Leeds and Huddersfield  |
| Coventry               | Urban plants programme   | Oct-21 | £ 1,250,000 | Plants into four urban estates in Coventry   |
| Southwell & Nottingham | Beyond the tipping point - growing younger and more diverse churches | Oct-21 | £ 3,499,642 | Creating childrens and youth hubs across the diocese   |
| Winchester             | Basingstoke resource church  | Dec-21 | £ 1,586,992 | Taking four town centre churches in Basingstoke and establishing a resource church   |

## GENERAL SYNOD

## Spending Plans of the Church Commissioners and Archbishops' Council

**Summary**

The Church Commissioners and the Archbishops' Council have approved the Triennium Funding Working Group's recommendations for spending for 2023-25 and outline plans to 2031.

The plans include investment of up to **£1.3 billion (over nine years) for strategic national investment** to enable the bold outcomes and strategic priorities of the Vision & Strategy to be realised in local communities through investing in local ministry as part of diocesan strategies. They also incorporate a one-off commitment of **£190 million (over nine years) to support the Church in the transition towards Net Zero 2030**, and **£11 million in support of Buildings for Mission** to help parishes with the burden of buildings management.

An allocation is made for up to **£20 million of focussed interventions in relation to Racial Justice** to support the Church to make a step change, along with provision for **other social justice and diversity priorities** and the plans enable the **expansion of the Social Impact Investment programme**.

The spending plans also incorporate core funding for statutory responsibilities of the Church Commissioners including **bishops' ministry and housing costs** and certain **cathedral costs**, along with a contribution towards the cost of National Church functions, helping to **minimise increases in diocesan apportionment** in the near term. The plans allow for significant ongoing investment in **Safeguarding** and ongoing provision for **Cathedral Sustainability Funding**.

Overall, the Church Commissioners intend to distribute **£1.2 billion** between 2023 and 2025, up by around 30% from the current triennium, and plan to maintain this level of funding in the subsequent six years (subject to investment performance, market conditions and future approvals). In total, this would mean the Church Commissioners distributing **£3.6 billion** to frontline work of the Church of England between 2023 and 2031.

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**Introduction**

1. There is always a risk that financial papers can seem rather technical. However, how we spend the financial resources which God has blessed us with is an important ministry area. I am grateful for the many people who have worked so hard on the Triennium Funding Working Group. I hope as you read this paper, you will see how we envisage these spending plans supporting the Church's vision centred on Jesus Christ and shaped by the five marks of mission to reach the communities we serve. This paper outlines how national Church funding can play a part, but only a part, in our work towards delivering this vision and the furthering of God's kingdom on earth.

## The Spending Plans process

2. This paper is about the provision of national funding – managed by the Church Commissioners and distributed partly by the Church Commissioners and partly by the Archbishops' Council – for the needs of the Church. It describes the process for allocating funds for the next three years; who is responsible for what in this process; and sets out the decisions which the responsible bodies have taken.
3. It calls on the General Synod to welcome these decisions, as a means of resourcing the Vision and Strategy and the key strategic priorities for the Church, by agreeing the motion:

'That this Synod:

- (a) welcome the spending plans by the Church Commissioners and Archbishops' Council, set out in GS 2262, for financial distributions over 2023 to 2025 and indicative distributions for the subsequent six years;
  - (b) welcome the investment in ministry in parishes, chaplaincies, schools, Cathedrals and other forms of church in support of the Church's vision and strategy as set out in Annex A of GS 2262; and
  - (c) welcome the focused investment to support previously agreed commitments to a 2030 net zero carbon target and to address racial justice.'
4. Every three years the Church Commissioners' Assets Committee undertake a thorough review, advised by their actuarial advisors to determine the affordable and sustainable level of distributions from the Church of England's national endowment fund. The Commissioners seek to maximise sustainable distributions whilst maintaining intergenerational equity.
  5. At the same time a review is undertaken to consider how those available funds should be distributed, with recommendations developed for funding allocations according to the key priorities identified for spending. This review has been carried out by a Triennium Funding Working Group (TFWG), which is a time-limited sub-committee of the Emerging Church Steering Group, with membership drawn from the House of Bishops, the Church Commissioners and the Archbishops' Council (members are listed in Annex B).
  6. It is the legal responsibility of the Church Commissioners' Assets Committee to recommend how much to distribute having had regard to independent actuarial advice. The Church Commissioners' Board then has the responsibility to make a recommendation on how the funds available should be spent, including how much should be distributed to the Archbishops' Council. It is then the duty of the Commissioners at an Annual General Meeting to consider and, if thought fit, adopt the recommendations of the Board as to the allocation of such moneys as the Board may report to be available. The Commissioners are required to consult the Council before determining how much will be allocated to the Council and to have regard to any proposals made by the Council. It is the responsibility of the Archbishops' Council, as charity trustees, to determine how to spend those funds distributed to it by the Church Commissioners in pursuit of the Council's charitable objectives.
  7. The Group's recommendations were made in light of the Church's Vision for the 2020s, focussed on a church which is Jesus Christ centred and shaped by the five marks of mission. Flowing from that, the strategic priorities of the vision – a church which is younger and more diverse, a church where mixed ecology is the norm and a church of missionary disciples – underpinned the Group's priorities, along with funds to support our Church's commitments in the areas of Net Zero, Racial Justice and Safeguarding and the delivery of certain statutory obligations. Rather than focus only on 2023-25, a

broad set of allocations were developed for three triennia to 2031, enabling plans to be made for significant, intentional investment in key priority areas over the decade as the Church emerges from the pandemic and in the context of wider geo-political uncertainty.

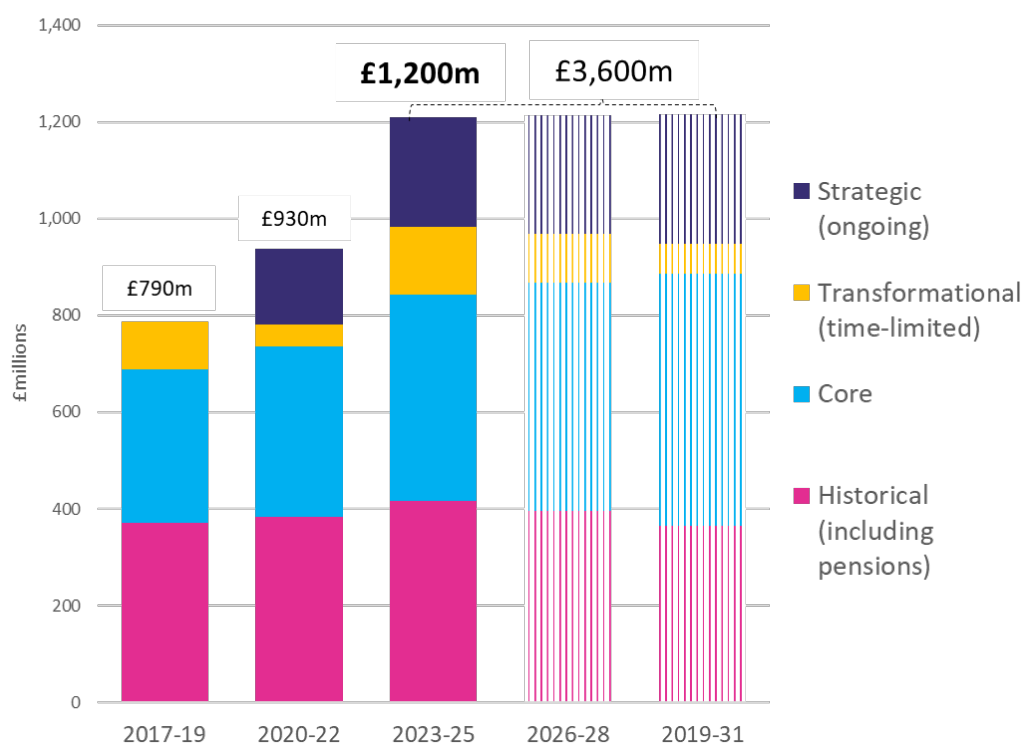
8. The recommendations for the 2023-25 Spending Plans (and indicative plans for the following two triennia 2026-31) have been approved by the Archbishops' Council and the Church Commissioners' Board of Governors and welcomed by the House of Bishops. They remain subject to final approval at the Church Commissioners' Annual General Meeting in June 2022.

### **Distribution Framework and Funding available**

9. The Church Commissioners plan to distribute £1.2 billion (subject to the approval at the Church Commissioners' AGM) for 2023 to 2025. The Church Commissioners' policy is to aim to give at least a full triennium's notice of any reduction in distributions, with smooth and stable distributions a priority. This provides some confidence over 2026-28 distributions as well as the 2023-25 triennium (subject to a major unforeseen 'Black Swan' event). However, given the desire to develop spending plans across three triennia rather than one, the Commissioners have indicated that for planning purposes they estimate that in total £3.6 billion could be available over the three triennia period to 2031, subject to triennial actuarial reviews.
10. It may be worth spelling out what this means. The Commissioners seek to ensure that the level of distributions it makes can, as far as possible, be relied upon, year in year out. This is to avoid the risk of having to say to the Church – to dioceses, and to cathedrals, and to bishops – that the funding they have come to rely on will have to be reduced suddenly. The level of distributions is smoothed, reflecting best-estimate expectations of long-run investment returns, to ensure this reliability. So in a year when the total return on the portfolio has been particularly high, the level of distributions will generally be lower than that annual return, in order to be sustainable; in a year when the total return has been lower, the level of distributions will be higher than that annual return. To take an extreme example the Commissioners' return in 2008 at the height of the Global Financial crisis was -19.6% - the endowment fund fell in value by one-fifth - yet this approach enabled the Commissioners to maintain distributions at the planned level.
11. The Commissioners also take account of their statutory responsibilities which must be funded first: for pension liabilities for clergy service accrued until the end of 1997, and (although there is some discretion over the level of support) for the funding of the ministry of archbishops' and the majority of bishops' ministry costs, and for certain cathedral costs. Calculating the sustainable level of distributions is a careful judgement, based on independent professional actuarial advice (as required by law), by the Assets Committee of the Commissioners.
12. The £1.2 billion available for 2023-25 represents a nearly 30% increase in distributions compared with 2020-22 and was made possible through both strong investment performance and through development of the distribution framework including an expanded understanding of intergenerational equity principles to incorporate both qualitative and quantitative measures recognising those areas where additional investment today benefits not just current generations but future generations too.
13. The money available for 2023-25 (along with indicative figures for the following two triennia) is shown in the graph below, split by the four categories of distribution within the Church Commissioners' Distribution Framework. This incorporates the payment of the Church Commissioners' historical distributions (pension obligations and an allowance for grants towards the costs of the planned redress scheme), ongoing funding (intended to

continue in perpetuity, subject to investment performance) and time-limited funding for programme expenditure over a fixed period. The framework prioritises pension obligations and statutory/mandatory expenditure items, and aims to ensure ‘core’ expenditure can be maintained (in real terms), with the intention to also provide ‘strategic (ongoing)’ (formerly ‘additional’) distributions provided they remain affordable.

## Funding Available



### Spending Plans for the next decade

14. The TFWG met on six occasions between October 2021 and March 2022, and considered funding proposals for expenditure allocations for a wide range of areas. Its discussions and eventual conclusions were informed by input from the Group’s sponsoring bodies (the House of Bishops, Archbishops’ Council and Church Commissioners, including a joint meeting of the latter two trustee bodies), a joint meeting of the House of Bishops and diocesan secretaries and a contribution from the Chair of the Racial Justice Commission. The TFWG’s recommendations for spending centred around the following key funding priorities:

- Supporting the Church to deliver the **bold outcomes and strategic priorities of the Vision & Strategy**, including reaching the **young and the poor**, and **better representing the communities we serve**
- Helping the Church to **transition to a lower carbon approach** in line with the General Synod’s **Net Zero 2030 goal**
- Enabling the Church to make a step change in the area of **Racial Justice**, and other areas of **diversity and social justice**
- Continuing to work to ensure the **Church is a safe place for all**

15. Through their work and discussions, the Group sought to ensure that the Vision and Strategy was not just an additional demand on funding but that it was central to shaping and prioritising all of the triennium funding recommendations. It considered the effectiveness and relevance of existing grant funding streams in delivering the Vision and Strategy priorities and recognised the need to simplify these where possible. The Group re-affirmed the principles of intentionality and accountability in the allocation of funding.

### *Strategic national investment*

16. The plans include investment of £0.4 billion in 2023-25 and up to £1.3 billion over nine years for strategic national investment to enable the bold outcomes and strategic priorities of the Vision and Strategy (as set out in Annex A) to be realised in local communities through investing in local ministry as part of holistic diocesan strategies. Investment will prioritise the most deprived and resource poor parishes and dioceses, will fuel a pipeline of leaders (ordained and lay) in front-line ministry through their discernment, development and deployment. Investment will address key gaps – such as a greater focus on volunteer and paid leaders for ministry with children and young people, and becoming a church which better represents the communities we serve.
17. Future approaches to distribution will encourage creative innovation and the sharing of learning, taking on board learning from the recent independent review of Strategic Development Funding (SDF) and Lowest Income Communities funding (LInC) – see GS2261.
18. There is £340 million available for Diocesan Investment in 2023-25 which includes £91 million in Lowest Income Communities Funding which is intended to continue in real terms along with the remaining Darlow transition support of £8 million which ends in 2025. This funding provides much needed support to the Church in our poorest and most deprived communities.
19. £240 million will be available for dioceses to apply for to support their local plans to revitalise parish ministry, start new worshipping communities, significantly increase discipleship of young people, enable churches to represent the communities they serve and encourage all in their discipleship – in line with the bold outcomes of the Vision and Strategy. This funding will be adaptive and responsive to local needs whilst ensuring that the pipeline of clergy is maintained nationally.
20. People & Partnerships funding of £49 million in 2023-25 comprises investment in areas such as funding front-line ministry where the sum of diocesan strategies alone may not fulfil long term needs. Funding includes support for training new ministers (e.g. funding additional ordinands, ministerial experience scheme), investment in the discernment and ongoing development of leaders and investment to specifically engage with underrepresented groups. It will also be used for specific time limited projects delivered with partners and networks to innovate around particular challenges e.g. developing a stronger pipeline of leaders of mission with children and young people.

### *Net Zero 2030 and Buildings for Mission*

21. The TFWG recognised the ambition of the Church to move towards Carbon Net Zero by 2030 (following the General Synod vote in 2020) and the desire to demonstrate leadership in the way that the Church responds to the Climate Emergency in what will be a critical decade. £190 million of time-limited funding has been made available for this over the next nine years, of which £30 million is available in 2023-25. This will be available both to provide funding for areas which fall within the specific responsibilities of the NCIs (e.g. Church Commissioners' responsibility for Bishops' see houses, or the Church of England Pension Board's responsibility for clergy retirement housing) as well as to support cathedrals and dioceses (working with parishes and schools) to implement the Routemap to Net Zero which incorporates the wider Church Net Zero goals.
22. The Routemap to Net Zero Carbon by 2030 has been developed and will be considered by Synod in July 2022 (see GS2258). This details a plan of action for the near term based on existing regulation, available technological solutions, and an assessment of the potential of generating additional funding and income through grant applications, partnership projects, strategic social investing, etc. However, it is clear that these plans will need to evolve and respond as the wider context changes – for example, technological solutions become cheaper and the government intervenes to incentivise particular changes.
23. The TFWG were also very mindful of the unique legacy of the Church of England's buildings and both the challenge and opportunity they present. They allocated a further £11 million towards a programme of work to provide enhanced support on buildings management to all parishes and worshipping communities, as well as providing training and specialist support, and seeking to unlock other sources of funding. Ensuring our buildings are well maintained is a vital component of achieving Net Zero.

### *Racial Justice and other areas of diversity and social justice*

24. The Church of England Vision for the 2020s is to be a Church for the whole nation which is Jesus Christ centred, and shaped by the Five Marks of Mission. The fourth mark of mission calls for us to “transform the unjust structures of society”, and one of our three strategic priorities is to be “a church which is younger and more diverse” – so racial justice is at the very heart of the Church we seek to become, and this will be reflected in the prioritisation of funding awards for other areas including strategic national investment funding. In addition, the TFWG and the governing bodies also recognised that in order to fully weave racial justice, belonging, inclusion and diversity, into the fabric of all that we do, some additional focussed interventions are required to help the Church to make the kind of step change that is needed.
25. Therefore funding allocations totalling £20 million for focussed interventions in relation to Racial Justice to support the Church to make a step change have been made. Of this, around £4 million has been allocated towards some specific areas of focus in Ministry, Education and Human Resources, as well as supporting the work of CMEAC. This allocation will also enable a number of key research projects to support our racial justice and anti-racism work, as well as capacity building amongst grassroots minority ethnic networks. The remaining £16 million is allocated to enable new funding proposals in relation to Racial Justice to be brought forward and there is a further £4 million to enable new funding, for other areas of diversity and social justice (e.g. disability and housing).

26. In addition, the Social Impact Investment programme is a vehicle through which the Church can help leverage change in key areas including Housing, Finance, and Environment. Given the initial funding of £16 million committed in the 2020-22 triennium, a further £9 million has been allocated to Social Impact Investment to bring the total value of the programme to £25m over 2020-25, which will give our Social Impact Investment fund a scale similar to that of other similar UK trusts and foundations. Social Impact Investments will typically have a 10 year life and investment capital will be recycled for reinvestment as a sustainable resource for the Church to drive mission-aligned outcomes year on year.

*Other key expenditure areas*

27. The spending plans make full provision for funding of National Safeguarding costs, including the cost of the National Safeguarding Team and the Independent Safeguarding Board, along with programme expenditure to support the implementation of the recommendations made by the Independent Inquiry into Child Sexual Abuse (IICSA).

28. The plans also incorporate funding for other National Church functions, provided by both the Church Commissioners and the Archbishops' Council, which have recently been restructured through the Transforming Effectiveness workstream of the Emerging Church Programme. Funding of National Church activities incorporates a range of services which support the wider Church, including for example Ministry Development, Vision & Strategy, Faith & Public Life, Digital and Giving. The allocation of funding has been set at such a level as to enable diocesan apportionment contributions to be held flat in 2023 (See GS2268 Archbishops' Council Budget 2023). In addition, provision has been made for time-limited programme expenditure on the Emerging Church Programme including the Governance Review, an upfront sum to release future savings from the reconfiguration and reduction of accommodation in Church House Westminster, and investment in core Technology systems for the National Church Institutions.

29. The Church Commissioners have statutory responsibility for funding of Archbishops' and Bishops' stipends, housing and working costs, and certain cathedral costs (the dean and two residentiary canons at most cathedrals, and some additional staff costs). The spending plans therefore also reflect ongoing funding for these areas, along with the continuation of Cathedral Sustainability Funding recognising the critical role of cathedrals within the mixed ecology, and supporting them to implement the requirements of the new Cathedrals Measure.



## **Conclusion**

30. It should be remembered that the spending plans are an overarching framework which give the broad allocation of funding for each key priority area. These plans do not seek to determine the exact application or award of those funds, which will be subject to an appropriate governance process in each case. The process of application and governance of funding awards will build upon key learning from recent experience including the Independent Review of Strategic Development Funding and Lowest Income Communities Funding. Principles of intentionality and mutual accountability will continue to be key.
31. I am hugely grateful to the Church Commissioners for enabling a significant increase in the amount of money available for distribution, and for supporting the development of plans over three triennia, to enable this substantial investment in the Church of England at a pivotal moment in the life of the Church, in what is in many ways a very challenging context.
32. Significant though the extra funding is, it must be remembered that this represents only about 20% of total expenditure within the Church of England. The bedrock of finance across our whole Church is voluntary giving from many dedicated and generous people within our parishes and worshipping communities. We need to both celebrate and be thankful for this and encourage continued generosity to support the mission and ministry of the Church both now and in the years to come.
33. In Matthew's gospel, Jesus reminds us, 'where your treasure is, there your heart will be also'. As we embark on this exciting period in the life of our church, our financial resources help support our various ministries, but let's not forget we all have our part to play, as disciples of Jesus Christ, with our responsibility to live and share the gospel as we journey together.

Stephen Cottrell, Archbishop of York

June 2022

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## Our vision for the Church of England in the 2020s

### One Vision:

A Church for the whole nation which is Jesus Christ centred and shaped by the five marks of mission

### With three strategic priorities:

1. A church of missionary disciples
2. A church where mixed ecology is the norm
3. A church which is younger and more diverse

### Leading to six bold outcomes:

*A church for everyone through:*

- 1) Doubling the number of children and young active disciples in the Church of England by 2030.
- 2) A Church of England which fully represents the communities we serve in age and diversity.

*A pathway for every person into an accessible and contextual expression of church through:*

- 3) A parish system revitalised for mission so churches can reach and serve everyone in their community.
- 4) Creating ten thousand new Christian communities across the four areas of home, work/education, social and digital.

*Empowered by:*

- 5) All Anglicans envisioned, resourced and released to live as disciples of Jesus Christ in the whole of life, bringing transformation to the church and world.
- 6) All local churches, supported by their diocese, becoming communities and hubs for initial and ongoing formation.

### Underpinned by three virtues :

Simpler, Humbler, Bolder

## **Membership of the TFWG**

The TFWG membership comprised five members nominated by each of the Archbishops' Council, the House of Bishops and the Church Commissioners' Board. With several members 'wearing two hats', including Bishop David Walker who chaired the Group, it had eleven members.

The full membership was

Bishop David Walker (HoB and CC) (Chair)

Bishop Sarah Mullally (HoB)

Alan Smith (AC and CC)

John Spence (AC)

Bishop Paul Butler (HoB and AC)

Maureen Cole (AC)

Stephen Lake (CC)

Suzanne Avery (CC)

Bishop Philip Mounstephen (HoB)

Bishop Martin Seeley (HoB and AC)

Third Commissioner (CC) – This was covered by Eve Poole for one meeting, Bishop Viv Faull during the vacancy and then Flora Winfield for the final meeting

## GENERAL SYNOD

### Update on safeguarding and discussion on its future governance

#### Summary

This paper summarises work undertaken since the February meeting of Synod in two safeguarding bodies, the National Safeguarding Panel (NSP) and the Independent Safeguarding board (ISB.) It then explores emerging ideas on the possible shape of Phase 2 of the independent oversight of safeguarding in the Church of England

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#### National Safeguarding Panel (NSP)

1. The appointment of Meg Munn in September 2018, as Independent Chair of the NSP, introduced the first independent leadership role into safeguarding in the Church of England. It is a paid role to be carried out in 30 or fewer days a year. All other members of the National Safeguarding Panel serve in a voluntary capacity.
2. Following her appointment Meg led a review of the Panel's terms of reference leading to a clearer focus on providing safeguarding advice and scrutinising policies, procedures and implementation.
3. Meeting six times a year for two hours, Panel members include three victim / survivor representatives, five people with professional expertise in safeguarding and representatives of the Catholic and Methodist churches. The Panel recently recruited a member of clergy serving in a parish to provide a greater focus on the implementation of safeguarding at a local level.
4. Key staff from the NST are in attendance alongside the safeguarding lead and deputy lead bishops. Each meeting examines one policy area in depth and makes recommendations. The Chair writes a blog after each meeting making public the subjects discussed and the conclusions and recommendations. It can be found at [www.chairnsp.org](http://www.chairnsp.org) The Chair sits on the National Safeguarding Steering Group (NSSG) and ensures that the Panel's deliberations are included in the work of the Group.
5. The Panel has influenced decisions on a wide range of safeguarding policy initiatives including:
  - i. Clergy Discipline Measure
  - ii. Redress & the Interim Support Scheme
  - iii. Response to the Independent Inquiry into Child Sexual Abuse (IICSA)
  - iv. Adult safeguarding
  - v. Complaints
  - vi. Quality Assurance
  - vii. Past Cases Review
6. In addition the NSP has encouraged the Church to focus more on prevention and spreading good practice, through holding four online webinars. The Panel has also questioned both Archbishops about safeguarding.

7. The Panel ensures that the Church benefits from rigorous scrutiny of policy and procedures by victims and survivors and external experts alongside the experience of the Methodist and Catholic Churches.

### **Independent Safeguarding Board (ISB)**

8. The ISB's formal launch took place in January 2022, following the appointment of the third member, meaning the Board is made up of Chair Professor Maggie Atkinson; Survivor Advocate Jasvinder Sanghera CBE, and Independent Member Steve Reeves, all three being supported by an experienced, combined project management and administrative staff member, Niamh Meehan. As a group, we are contactable via [contact@independent-safeguarding.org](mailto:contact@independent-safeguarding.org) and each of us has an individual ISB email address, all of them configured as standard as follows: [firstname.surname@independent-safeguarding.org](mailto:firstname.surname@independent-safeguarding.org)
9. We receive a number of days' time per month from NST senior policy team member Deborah McGovern, who during those days is entirely dedicated to ISB activities. The Board also has formal Memoranda of Understanding with Church House teams for communications, financial, IT and HR advice.
10. In late April 2022 the ISB appointed Plexus Legal LLP to ensure an independent legal offer and support to the ISB. A central qualification in the tendering process was that the company concerned must have had, and must currently have, no business with any part of the C of E.
11. Having taken detailed legal advice on the adoption of an Information Sharing Agreement (ISA) applicable to the work we do, the ISB has agreed to the contents of, and now signed, the NCIs' ISA. This is ICO and GDPR compliant, and gives us information sharing access to dioceses and other C of E bodies without undertaking lengthy separate negotiations on each piece of work the ISB undertakes. Plexus LLP gave us considered legal advice that creating a separate ISA would build in unnecessary delays and duplication to our work, and lead to considerable additional expense.
12. The ISB has its own Privacy Policy and Notice, and its own statement on Reasonable Adjustments for those with Protected Characteristics under the Equality Act 2010.
13. Also in the Spring of 2022, we appointed an independent web design and branding business, AVIDD, to help us to develop and at Synod to launch the ISB website. It is independent of, but discoverable through live links to, both the C of E's and a range of external safeguarding bodies' websites. Survivors advised us on its configuration. Its brand and image are distinctive.
14. The site will feature governance content such as our finalised terms of reference and a range of legally required documentation, our work plans, and as we begin to produce them, our reports or publications. Its main purpose is to enable us to

describe what the ISB does and does not do, how to contact us and what we will do if you do so, and in due course a range of ISB webinars and blogs, FAQs and other materials. The site will include a child friendly section so that younger visitors can access and understand our work.

15. We meet 6 times a year, for four business meetings and two longer sessions looking strategically both at where the ISB's energies should be applied, and critically at the C of E's progress in improving safeguarding. The Board has had one away day and two business meetings to date, and plans a longer strategic session in late July, among other topics there being reflecting on what Synod discussions today have taught us as we begin to frame our first Annual Report which will include our advice to all in the C of E on safeguarding issues.
16. The ISB, in its current interim iteration as informed by the relevant Policy Paper of February 2021, is not a casework or primary investigations body. It means the ISB is a Board to which matters may be referred for consideration on whether we will or won't undertake what is being requested; then if we agree, how we will amend reshape or adjust the work so it matches and does not overstep or fail to match our remit as per our ToR. It means we don't act as the first body that reviews or reports on an issue if somebody comes straight to us, unless we originated the work - as we will in the case of Jasvinder's imminent report, Steve's on his national work with DSOs & DSAPs, and the Board's with NSP on Phase 2 advice to the C of E.
17. In Phase 1, it is not granted the overriding authority to direct, regulate or insist. It both oversees the NST, and will advise on how both independence and authority should be assured in Phase 2 and beyond. The ISB is also charged with advising, alongside the NST, NSSG and others, on making safeguarding a habit of everyday practice across the C of E.
18. Although the ISB is not a primary investigator of cases, it can of course, as part of its oversight role, scrutinise or review how the Church has handled a particular case, either on its own initiative, or if it decides to do so after a case has been referred to it.
19. The ISB liaises with, and oversees the quality of the work of, the NST. ISB Members meet regularly with the current Lead Bishop for Safeguarding Bishop Jonathan Gibbs, will do so with his eventual successor expected to be in post from mid-2023, and with the deputy lead bishop on safeguarding, Suffragan Bishop Julie Conalty. The ISB also regularly briefs Archbishops' Council and senior staff, given the ISB's work impacts on them as it does the wider C of E.
20. Victims and survivors inform the ISB's work. No individual survivor, or single representative body, holds a paramount position. The ISB seeks to reach those whose voices might otherwise not be prominent in this area of work. During Spring and early Summer 2022, the ISB's Survivor Advocate met, and listened to the themes emerging from, survivors and victims, and also some respondents. Her report, featuring common themes raised, now forms part of what the ISB says to

Synod today. It will be a prominent first report on the ISB's new website. Its common threads include

- a. a wish to see more agile, flexible, human and responsive approaches both to those who disclose, and respondents
- b. a clearer understanding of both where to go with the concerns and trauma of any form of abuse, and how what is disclosed will be dealt with
- c. a need to be believed, and then kept informed
- d. a need not to be re-traumatised by what then happens, either immediately or over time
- e. for terms like redress, support and understanding to be lived realities, not simply words on a page
- f. an environment in which it is genuinely safe to raise concerns and complaints, which will then not be side-lined but taken up and addressed

21. Jasvinder will speak to her report in greater depth and detail at Synod.

22. ISB members meet with DSAs/DSOs, DSAPs and their Chairs, and C of E bodies responsible for ensuring good practice in safeguarding. Our second report will cover the work done in this space, and seek to give advice on meeting the challenge of unevenness of prioritising safeguarding, resourcing the relevant staff teams, and ensuring continued improvement. Steve Reeves is leading on this work, and is also in discussion with bodies that regulate inspect or uphold and promote professional standards in wider society.

23. The C of E will need to agree whether a necessary independent strand in safeguarding will in Phase 2 onwards be achieved through:

- a. the continuation of the ISB as currently constituted, or
- b. through a new body.

This discussion was at the centre of ISB discussions with the AC and the HoB in Spring 2022 and of the NSP/ISB Fringe discussion at lunchtime today.

24. Discussion on Phase 2 should now gather pace. It should engage diocesan and national safeguarding bodies, and Synod decision making in 2023. This will ensure no slowing of pace in creating Phase 2, scheduled to start in early 2024.

25. The ISB now offers, with the NSP, to coordinate the discussions, and under the advisory element of their remits to advise the C of E on achieving what survivors in particular consider will be necessary: a body to be charged with setting standards, with the power to check they are attained and maintained by all concerned.

26. The ISB advises that vesting authority over the C of E in a Phase 2 independent body will be both vital, and possibly difficult to attain in a distributed, federated governance model. Without "landing" that next step, there will be a danger of any or all of the following resulting:

- (a) A continued sense of victims and survivors finding it hard to believe in the sincerity of the C of E to ensure all involved in it are safe, kept so, and able both to contribute to and trust the church.
- (b) A continued risk that a preoccupation with healing the past could get in the way of shaping the present and creating the future of preventive safeguarding.
- (c) A continued sense of the church struggling to showcase and celebrate good work in parishes, dioceses and the community.

27. The ISB will continue to advise on improvements and at the same time to highlight where the C of E is doing good work, preventing failure and ensuring the wellbeing of all those involved in the Church.

28. In line with reflections at February 2022 Synod, since discussed with the AC and the HoB, the ISB's focus lies on the following. We will report on these, including in an Annual Report at the end of 2022. This will be issued ahead of a year's work through 2023, helping to "land" Phase 2.

- a. We continue to believe the C of E is sincere in wishing to improve safeguarding. Current governance as in the attached diagram does not clearly outline who has authority to ensure the delivery of that intent.
- b. We remain, as the C of E is, aware of - and Jasvinder Sanghera's report explores - past failures, whether or not the Church considers they have already been addressed. The ISB's first report, led by Jasvinder's work, feeds back on Survivors' perspective, and advises on continued improvement.
- c. We believe the C of E needs to look beyond its own boundaries and structures, to learn from safeguarding in localities, where the C of E is serving people who also use public services.
- d. We wish to help the Church to ensure that as well as responding with a stronger victim over an institutional focus, it sustains proactive, preventive, "everybody's responsibility" safeguarding to help prevent failure. The ISB is undertaking several reviews of work already done by others, and will report on what "lessons learned" should feel like in reality.
- e. We will continue to focus on the following, though we remain flexible to react should unexpected events require it:
  - i. Unevenness of experience from diocese to diocese in what people with a safeguarding concern, and in the priority given to safeguarding.
  - ii. Issues when safeguarding is seen as an "also-to-do" task not a culture that infuses all practice, resourced and staffed to match in every diocese, with DSAs/DSOs/DSAPs empowered to work without fear or favour.
  - iii. How well safeguarding issues are dealt with early and flexibly, without the escalation into formal complaints processes.

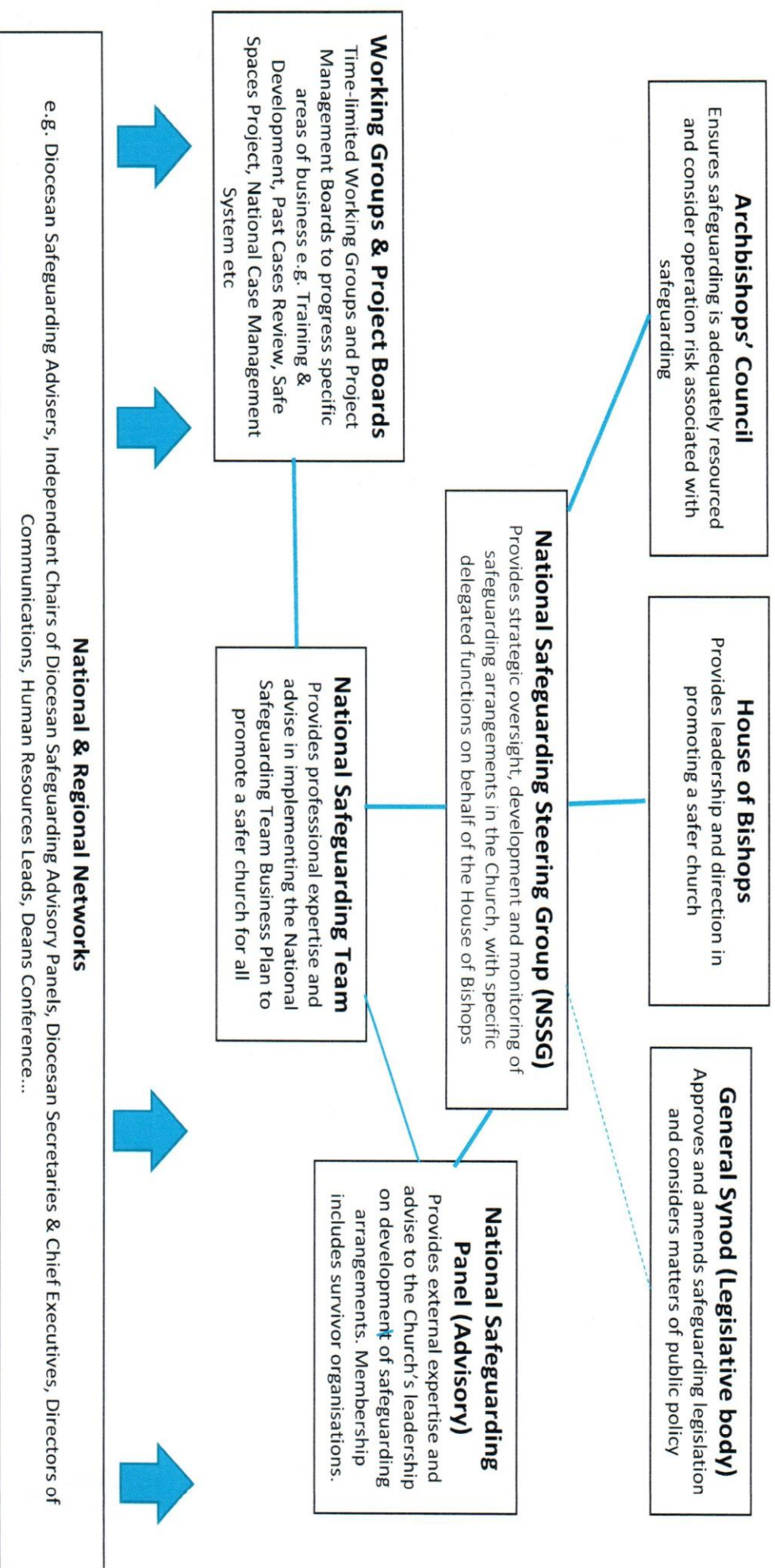


- iv. Hard-to-navigate structures, a review and reform of which should be undertaken alongside the C of E's reviews of governance.
- v. A sense of "not knowing who can help me" and the need to make better use and stronger promotion of the Safe Spaces service as its new tender is awarded after a recent evaluation of the pilot phase.
- vi. Slow, defensive responses, with the person making a disclosure still too often disbelieved and "institutions" seeming to matter more.
- vii. Promises about remedial action, too often still either partially or not delivered, or delayed and bound about with legalistic defensiveness.
- viii. The ISS and the need for development, governance and consistency of the Redress Scheme to be introduced in 2023.
- ix. We look for positive development in transparent high quality safeguarding that means everybody is assured of being safe.
- x. The development of child-friendly approaches if a child or young person makes an approach for help, advice or redress.

Meg Munn,  
Chair, National Safeguarding Panel

Maggie Atkinson,  
Chair, Independent Safeguarding Board

**National governance structure to support safeguarding in the Church of England**



# Church of England Pensions (Application of Capital Funds) Measure

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## CONTENTS

- 1 Extension of period of capital payments
- 2 Short title, commencement, extent and application

DRAFT of a Measure of the General Synod of the Church of England to extend until 31st December 2032 the period within which the Church Commissioners may make capital payments towards the cost of lump sums and pensions payable under certain pension and superannuation schemes.

## **1 Extension of period of capital payments**

- (1) In section 31(4) of the Church of England Pensions Measure 2018 (pensions and lump sums payable under past service scheme), for “2025” substitute “2032”.
- (2) In section 17(4) of the Church Commissioners Measure 1947 (pensions and lump sums payable under the Commissioners Superannuation Scheme), for “2025” substitute “2032”. 5

## **2 Short title, commencement, extent and application**

- (1) This Measure may be cited as the Church of England Pensions (Application of Capital Funds) Measure 2022.
- (2) This Measure comes into force on the day on which it is passed. 10
- (3) This Measure extends to—
  - (a) the whole of the province of Canterbury, except the Channel Islands (subject to subsection (4)), and
  - (b) the whole of the province of York, including the Isle of Man.
- (4) This Measure may be applied to the Channel Islands or either of them, with or without modifications, under any procedure for doing so which has effect in the Islands or (as the case may be) the Island in question; and for this purpose, the references to the Channel Islands or either of them have the same meaning as references to the Bailiwicks or either of them have in the Channel Islands Measure 2020. 15  
20
- (5) This Measure applies to the diocese in Europe as if it were a diocese in the province of Canterbury.

## GENERAL SYNOD

### DRAFT PENSIONS (APPLICATION OF CAPITAL FUNDS) MEASURE

#### Policy Note

1. This policy note provides the context for the draft Pensions (Application of Capital Funds) Measure which the Church Commissioners have asked to be brought before the General Synod for consideration.

#### **Current position**

2. The Church Commissioners were first granted a time limited power to use their capital funds for the purpose of meeting the cost of any pension or lump sum due to be paid under the past service clergy pension scheme earned from service up to 31 December 1997, in the Pensions Measure 1997. This power commenced on 1 January 1998 and was for seven years.
3. Since then, the Church Commissioners' power to spend capital on clergy pensions has been renewed on three occasions. All renewals have been for seven years, in line with the original period. The current power, set out in section 31(4) of the Church of England (Pensions) Measure 2018<sup>1</sup>, runs until 31 December 2025.

#### **Purpose of the draft legislation**

4. Alongside the total return order that the Church Commissioners obtained from the Charity Commission in 2012, renewal of this power to spend capital on clergy pensions is a key factor in enabling the Church Commissioners to maintain their distribution policy of meeting their pensions obligations and providing the planned levels of support to the wider Church, whilst following an investment strategy which seeks to maximise the total long term return from their fund.

Gareth Mostyn

Secretary & Chief Executive, Church Commissioners

June 2022

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<sup>1</sup> This is a consolidation measure: the most recent renewal was originally enacted in The Church of England (Pensions) (Amendment) Measure 2015.

## GENERAL SYNOD

## CHURCH OF ENGLAND PENSIONS (APPLICATION OF CAPITAL FUNDS) MEASURE

## Explanatory Notes

The draft Measure extends the period during which the Church Commissioners may resort to capital to meet their obligations in respect of certain pensions for a further seven years, to 31<sup>st</sup> December 2032.

**Background and summary**

1. The draft Church of England Pensions (Application of Capital Funds) Measure extends the period during which the Church Commissioners may resort to capital to meet their obligations in respect of certain clergy pensions and certain pensions for Commissioners' former staff for a further seven years, to 31<sup>st</sup> December 2032.
2. The Church Commissioners are responsible, under section 31 of the Church of England Pensions Measure 2018, for meeting the cost of clergy pensions payable in respect of service carried out before 1<sup>st</sup> January 1998<sup>1</sup> (i.e. under "the past service scheme"). The Commissioners are also responsible, under section 17 of the Church Commissioners Measure 1947, for meeting the cost of pensions payable to former Commissioners' staff under the Church Commissioners Superannuation Scheme which, like the past service scheme for clergy, relates to service carried out before 1<sup>st</sup> January 1998. These provisions were originally contained in the Pensions Measure 1997 which was repealed and consolidated in the Church of England Pensions Measure 2018.
3. When the 1997 Measure was passed, it gave the Church Commissioners a power to apply capital funds for the purpose of meeting their liability in respect of the past service scheme and the Superannuation Scheme, but only for a period of not more than seven years from the commencement of that Measure in 1998. That period has subsequently been extended by a series of further Measures, passed in 2003, 2009 and 2015, in each case by a further seven years.
4. The original version of the 2003 Measure submitted to the Ecclesiastical Committee in January 2002 provided, in addition to the renewal of the power to apply capital, for the possibility of an unlimited number of further extensions of the power for successive periods of seven years, to be achieved by Orders made by the Commissioners. Any such Order would have been laid before the General Synod for approval and then laid before Parliament as a statutory instrument under the negative resolution procedure.
5. The Ecclesiastical Committee was willing to find the extension of the power expedient but it was opposed to any future extensions of the period otherwise than by further Measure because of Parliament's wish to retain control over the application of the Commissioners' capital funds due to the origin of some of those

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<sup>1</sup> Clergy pensions in respect of service carried out from 1<sup>st</sup> January 1998 are covered by the Church of England Funded Pension Scheme which is funded by way of contributions from the "responsible body". In the case of stipendiary parochial clergy, the responsible body is the diocesan board of finance.

funds. The original version of the 2003 Measure was therefore withdrawn in the light of the Ecclesiastical Committee's expressed concern and taken back to the General Synod with the relevant provisions removed. The 2003 Measure was then brought back to the Ecclesiastical Committee in July 2002, on which occasion it found the Measure to be expedient.<sup>2</sup>

6. In the light of the view expressed by the Ecclesiastical Committee in 2002, all subsequent extensions of the power to resort to capital have been made by specific Measures extending the power by seven years at a time. The same approach is adopted with the current draft Measure.
7. The annex to these Notes shows the text of enactments as proposed to be amended by the provisions of the draft Measure.

### **Procedural stages**

8. Standing Order 48(1) provides for Measures and Canons to be considered by the General Synod on the following successive stages:
  - **First Consideration (see SOs 51 and 52)**
    - Revision Committee (see SOs 54 to 57)
    - Revision (see SOs 53 and 58 to 60)
    - Final Drafting (see SO 61)
    - Final Approval (see SO 64).
9. The draft Measure is being considered by the General Synod at the July 2022 group of sessions on the **First Consideration Stage**.
10. The next stage will be the Revision Committee Stage. Members who wish to send proposals for amendment for consideration by the Revision Committee must do so in writing to [revisioncommittee@churchofengland.org](mailto:revisioncommittee@churchofengland.org) not later than 5.30 p.m. on Friday 9th September 2022.
11. The Measure is expected to return to the Synod for the Revision Stage in February 2023, with the Final Drafting and Final Approval Stages being taken in July 2023.

### **Notes on clauses**

#### ***Clause 1 Extensions of period of capital payments***

12. Clause 1(1) amends section 31 of the Church of England Pensions Measure 2018 so that the period during which the Church Commissioners may apply capital funds to meeting the cost of pensions under the past service scheme expires on 31 December 2032 instead of on 31<sup>st</sup> December 2025.
13. Clause 1(2) makes an equivalent amendment to section 17 of the Church Commissioners Measure 1947 in respect of pensions payable under the Church Commissioners Superannuation Scheme, so far as attributable to service prior to 1<sup>st</sup> January 1998.

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<sup>2</sup> Comments and Explanations annexed to the 226<sup>th</sup> Report of the Ecclesiastical Committee, page 6, paragraph 5; available at <https://publications.parliament.uk/pa/jt200809/jtselect/jtecc/36ii/9780104014394.pdf>.

***Clause 2 Short title, commencement, extent and application***

44. Clause 17 provides for the citation of the Measure, its commencement, its territorial extent and its application.

The Legal Office  
Church House, Westminster

June 2022



## The text of enactments as amended

*This annex shows the text of enactments as proposed to be amended by the provisions of the draft Measure.*

### **Amendment to section 31(4) of the Church of England Pensions Measure 2018**

#### **31 Liability of Church Commissioners**

(4) The Commissioners may, until 31 December ~~2025~~ **2032**, apply capital funds for the purpose of meeting the cost of any pension or lump sum due to be paid under the past service scheme; and “capital funds” means funds held by the Commissioners the income of which forms part of their general fund.

### **Amendment to section 17(4) of the Church Commissioners Measure 1947**

#### **17 Provisions as to superannuation**

(4) The Commissioners may, until 31 December ~~2025~~ **2032**, apply capital funds for meeting the cost of any pension or lump sum payable under the Church Commissioners Superannuation Scheme in so far as it is attributable to a period of service before 1 January 1998.

(5) In subsection (4), “capital funds” means funds held by the Commissioners the income of which forms part of their general fund.

**GENERAL SYNOD****Lincoln Diocesan Synod Motion: Insurance Premium Tax**

To move on behalf of Lincoln Diocesan Synod:

‘That this Synod, noting:

- (a) the various public goods that are delivered by charities, including in the case of churches through their care of nationally valued heritage assets and their provision of community services; and
- (b) the fact that the money needed by charities to meet their liabilities, including Insurance Premium Tax, has to be raised by them, including in the case of churches through fund raising in their local communities

call on Her Majesty’s Government to exempt charities, including churches, from liability for Insurance Premium Tax.’

**Summary**

This motion originated from Lafford Deanery, a deanery typical of much of rural England, and arose from concern that significant increases in Insurance Premium Tax (“IPT”) rates were contributing to parishes deciding to cut their levels of insurance. Churches form a significant proportion of the nation’s built heritage and inadequate insurance jeopardises their ability to repair or rebuild following acts of vandalism, arson or natural disaster.

Subsequent consideration extended the concern to charities, where the need to pay IPT reduces their ability to fund their charitable objectives. In view of the vital role played by charities in the life of the nation, the motion as presented calls on Her Majesty’s Government to exempt charities, including churches, from this tax. The cost to the Treasury (of the order of £50m/year) would be less than 1% of the total revenue raised annually by HMRC through IPT.

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**Context**

1. In September 2018, Lafford Deanery Synod put forward a motion to Lincoln Diocesan Synod with the aim of relieving listed places of worship of the requirement to pay IPT. The Deanery was of the view that parishes were not adequately insuring their buildings due to the burden of cost. This, in turn, was putting many listed places of worship at risk both as centres of mission and as part of the national built heritage.
2. The UK government introduced IPT in 1994 to raise revenue from the insurance sector, which had been viewed as being under-taxed and not subject to VAT. Initially a single rate of tax was charged at 2.5%. In 1997 it was restructured into a standard rate (charged at 4%) for items such as buildings, employee liability, etc. and a higher rate (17.5%), for travel, appliances and some vehicle insurance. By 2015 the rates had risen to 6% and 20% respectively. While the higher rate has since remained unchanged, between 2015 and June 2017 the standard rate doubled to 12%. It was this significant increase in the rate applicable to church insurance that gave rise to the Lafford motion.
3. Lafford Deanery (population 50k) is centred around the market town of Sleaford and consists of 36 parishes spread across ~200 sq miles. Their PCCs are responsible for a

total of 47 churches. Over half the parishes have populations of under 500, meaning that the cost of upkeep of these treasured centres of worship, mission and communal life falls on a relatively small number of people.

4. Fractionally under 50% of the Diocese of Lincoln's 1.1m population reside in rural areas which share many of the characteristics of Lafford Deanery. 189 of the Diocese's 475 parishes have populations of under 500 and are responsible for 197 churches. Such characteristics are far from unique to the Diocese of Lincoln, and many across the Church of England will be able to identify with them.
5. 92% of the 615 church buildings in the Diocese of Lincoln are listed buildings. Nationally, churches make up 45% of all grade I listed buildings in the country<sup>1</sup>. The Church of England is thus responsible for the care of a considerable proportion of the nation's built heritage.
6. That responsibility is reflected in the much-appreciated Listed Places of Worship Scheme, under which qualifying churches can apply for grants to cover the cost of the VAT paid on repair and maintenance work. Her Majesty's Government is warmly thanked for extending the scheme earlier this year through to 2025.
7. Members of PCCs are trustees and custodians of their buildings under both charity and ecclesiastical law. Besides being responsible for keeping their buildings in good order, part of good stewardship involves ensuring adequate insurance cover. The burden of the associated cost is felt by all, though most acutely so by smaller rural parishes. For such as these, the cost of building insurance can be their largest annual expenditure item and for some is simply unaffordable.
8. Failure to adequately insure brings the risk of churches being abandoned following a tragic event. There are well-publicised cases of churches being extensively damaged by fire. In 2020 one church in the Diocese of Lincoln suffered the catastrophic collapse of its tower. In a pattern that will be familiar across the country, in this one diocese there have been at least 50 major lead thefts in the last 5 years leaving affected churches without all or part of their roof and, in many instances, consequential internal damage, requiring ~ £15m worth of repair work.
9. In responding to a question at General Synod's February 2019 Group of Sessions<sup>2</sup>, Sir Tony Baldry, as Chair of the Church Buildings Council, advised that the estimated cost to parishes of IPT was £5.1m per year. The National Church Institutions had opposed the increased rate of tax in 2017 on the basis that it had doubled since 2014 and was a disincentive to properly insure and care for buildings. Sir Tony further noted that an exemption from IPT for all charities would cost the Treasury approximately £50m.
10. Even though IPT payments by charities, including churches, will have risen since 2019, they will still constitute a minute (<1%) proportion of HMRC's IPT receipts, which in the 2020/1 financial year totalled £6.3billion.<sup>3</sup>
11. The impact of IPT on charities has been recognised by specialist insurer Ecclesiastical and the Charity Finance Group. Prior to the March 2020 budget they jointly urged the Chancellor to make charities exempt from paying IPT. Angus Roy, Ecclesiastical's

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<sup>1</sup> Source: Historic England Places of Worship Listing Guide: reissued Dec 2017

<sup>2</sup> Question 119

<sup>3</sup> Source: "Insurance Premium Tax (IPT) commentary (December 2021)" accessed on the HMRC section of the Gov.UK website on 2 June 2022

charity director commented, “Buying insurance is an unavoidable cost for charities - either because they are legally required to, or because they are acting responsibly by putting adequate protection in place for their activities and assets. Many charities are paying hundreds of pounds in IPT on top of their insurance premiums. ...We are urging the Government to consider very carefully the negative impact that IPT is having on the work that charities do and consider granting them an exemption from this tax.”<sup>4</sup>

## **The Motion**

12. When the Lafford motion was originally considered by Lincoln Diocesan Synod, the focus was on seeking IPT relief for listed places of worship. Subsequent discussion expanded consideration to include concern for the plight of charities, and particularly the smaller ones, who are providing vital services to local communities in need. Charities have to meet the cost of insurance (for buildings and contents, public liability, events, etc.) through voluntary contributions and other sources of income.
13. With much appreciated support from the staff at Church House, the original motion was consequently redrafted into its current form and unanimously approved by the Lincoln Diocesan Synod on 13 April 2019.
14. Much of this paper is focused on the concerns of churches which minister to smaller communities where the need for relief is at its most acute. The motion however calls on Her Majesty’s Government to grant a total exemption from IPT for all charities, irrespective of their size, as such relief will allow a greater proportion of their funds to be directed towards their charitable objectives and thus enhance the public goods they provide. A blanket exemption has the further advantage of administrative simplicity.
15. Despite the 4 years that have passed since Lafford Deanery originally drafted its motion, the need for relief for struggling parishes and other charities has never been felt more keenly. With rising inflation, increases in energy costs and the escalating cost of living crisis having a serious impact on givers’ ability to contribute to charitable causes, such relief is needed more now than ever. Granting relief from IPT will not, of itself, solve the challenges faced by many churches and other charities. It will, though, bring a welcome easing of the burden they carry and an encouragement as they continue in their vital work of service.

The Ven Gavin Kirk, Archdeacon of Lincoln

June 2022

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<sup>4</sup> Source: “Budget 2020: Ecclesiastical Insurance and the Charity Finance Group call for Insurance Premium Tax (IPT) exemption for charities” accessed on the Ecclesiastical website on 2 June 2022

**GENERAL SYNOD****BACKGROUND NOTE: INSURANCE PREMIUM TAX**

1. The following motion has been proposed for consideration by General Synod at the forthcoming Session:

“That this Synod, noting:

- (a) the various public goods that are delivered by charities, including in the case of churches through their care of nationally valued heritage assets and their provision of community services; and
- (b) the fact that the money needed by charities to meet their liabilities, including Insurance Premium Tax, has to be raised by them, including in the case of churches through fund raising in their local communities

call on Her Majesty’s Government to exempt charities, including churches, from liability for Insurance Premium Tax.”

**Insurance Premium Tax**

2. Insurance Premium Tax (“IPT”) is levied at 12% on most insurance premia although there is a higher rate of 20% on a limited number of types of insurance. Some types of insurance such as life assurance are exempt from IPT. Value Added Tax is not levied on insurance premia.
3. IPT was introduced in by the Government in 1994 to raise revenue from the insurance sector, which was viewed as being under-taxed, and not subject to Value Added Tax. It is, therefore, a long standing tax.
4. IPT raised c.£6.6bn for the Government in 2021/22 and is, therefore, an important part of the suite of taxes that the Government uses to raise revenue. Officers from the NCIs have raised this issue with the Department for Culture, Media and Sport, and been advised that the revenue generation aspect of this tax is valued by the Government.

**Charities and Tax**

5. The Charity Sector is already the beneficiary of a number of valuable tax reliefs. In an House of Commons Treasury Committee report published in September 2020, the value of these reliefs was estimated to be at least £3.2bn in 2018/19.
6. In recent years Ecclesiastical Insurance and several umbrella organisations such as the Charity Tax Group and Charity Finance Group have lobbied for charities to be exempt from IPT or to pay a reduced rate. In 2018 it was estimated that the average charity was paying £300 in IPT, although this will be significantly more for larger charities. The Government has long recognised that charities should be treated differently to commercial businesses by granting reductions and exemptions from other taxes, including business rate relief, income and corporation tax and Gift Aid, so there is an argument that IPT is an exception to that rule.
7. With the core IPT rate having increased from 6% in 2015 to the current level of 12% in 2017 charities’ expenditure on IPT has increased substantially in recent years which

has reduced the sums they can spend on delivering their charitable objectives and assisting beneficiaries.

### **Impact of IPT on the Church**

8. The National Church Institutions paid approximately £80,000 of IPT during 2021 and the figure for the Church of England as a whole will be significantly higher. In 2017 the figure across the Church of England was estimated at in the region of £5m p.a..

### **Proposal**

9. Should Synod pass the motion, it is recommended that any representations to the Government concerning this matter not be made by the NCIs directly, so that they aren't perceived to be special pleading by the Church, but through relevant representative bodies such as the Charity Tax Group and Charity Finance Group.

William Nye  
Secretary General  
June 2022

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**GENERAL SYNOD****Assisted Suicide and Palliative Care****Summary**

The Palliative Care system in the United Kingdom is based on a strong foundation of innovation and development largely pioneered by Dame Cicely Saunders. The appropriate use of palliative care medication and the concept of “Total Pain”, where addressing psychological, social, emotional and spiritual issues is understood to be as important as considering the physical factors causing pain, are among her strongest legacies. Over 200 independent hospices have developed over the past 70 years providing high quality in patient and community based palliative care. But they are underfunded with only 37% of their funding coming from Government sources. A significant increase is needed to a level of 70% to prevent hospice closures and maintain standards. Out of perceived deficiencies in palliative care to alleviate suffering at the end-of-life, demands have grown to allow Assisted Suicide currently prohibited by the 1961 Suicide Act. There have been four failed attempts to navigate a change to the law through the Parliamentary system. Any change to the law could threaten the welfare of many groups including those who have lost mental capacity, the mentally ill, those with learning disabilities and those who are physically disabled. Also, the nature of medical practice would be fundamentally altered by any change in the law. Canada provides an example of a country where the introduction of altered legislation has resulted in progressive change and a rapid growth in the use of Assisted Suicide. This motion appeals to us all to recognise the potential dangers inherent in altering the current Suicide legislation and to uphold the importance of the Christian belief in the sanctity of life.

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**The Motion**

That this Synod

- a) Appreciate the enormous and untiring efforts of health professionals, including healthcare chaplains, in constantly developing and maintaining the excellence of palliative and end of life care provision in this country;
- b) Call on Her Majesty’s Government to guarantee and expedite the adequate funding and resourcing of palliative care services within the NHS to ensure that the highest possible standards of care are achieved and made universally accessible;
- c) Affirm that the current legislation in relation to Assisted Suicide referenced in Section 2 of the Suicide Act 1961 (and its application through the DPP guidelines) should remain unchanged.

**1. Palliative care and the Hospice movement.**

1. The origins of the modern Hospice movement in this country owes much to the legacy of Dame Cecily Saunders through her pioneering work in palliative care during the 1960s and 1970s. In particular 3 aspects of her work stand out:
  - a) The establishment of St Christopher’s Hospice in 1967 in South London as a centre for research, training and excellent practice in palliative care.

- b) Her pioneering work in the use of morphine as a single agent for pain relief rather than the use of fixed dose combinations of medications such as the Brompton Cocktail.
  - c) Developing the concept of “Total Pain” where understanding and addressing psychological, social, emotional and spiritual issues can be as important to a patient’s management as the prescription of pain-relieving medications for the physical pain being experienced. As a result, specialists from a wide range of disciplines can effectively contribute to the well-being of patients, not least Hospice Chaplains seeking to address patients’ Spiritual needs.<sup>1</sup>
2. The foundational work of Cecily Saunders has been built upon by many others including Dr Robert Twycross in Oxford who helped to establish the principle of titrating doses of diamorphine as a means of providing better pain relief <sup>2</sup> and Dr Patrick Russell who first described the use of a syringe driver to provide subcutaneous pain relief when taking oral medication had proved impossible.<sup>3</sup> These same principles have subsequently been applied to the whole range of medications used to manage the varied and difficult symptoms that can occur during the last weeks of life.
  3. As a result, over the last 70 years the hospice movement has grown and flourished into a network of over 200 charitably based institutions as well as specialist palliative care services becoming embedded in both hospital and community care settings.

## 2. The problem of funding

1. Currently the levels of funding of independent hospices who are commissioned to provide much of the palliative care provision in this country are inadequate. In March 2021 the *Sue Ryder* foundation published a review of the levels of funding that hospices were currently receiving from their local health care commissioners and attempted to project the costs involved in the next 10 years.<sup>4</sup> It is estimated that the total cost would be on average £947 million per annum. Different funding scenarios were explored:
  - a) If there was no change to the current level of Government funding for palliative care only 37% of Hospice sector costs would remain covered. In absolute terms this amounts to £350 million annually. The level of charitable funding needed to finance the deficit is not sustainable in the long term.
  - b) If the Government were to cover all the charitable sectors clinical costs and a contribution towards support services this would require a 70% funding level at an additional cost of £313 million per year.
  - c) If 100% of the charitable sector’s costs were to be covered an additional £597 million would be required.

While all this has tried to take into account the impact of Covid 19 this might yet be a factor that makes these estimated costs inaccurate.

On reviewing their analysis, the authors felt that the 70% funding level would be that required to sustain the Hospice infrastructure and avoid the very real risk of local hospice closures in the medium term.

To perhaps get this into perspective, the Government in May announced a £1.3 Billion package of military support to Ukraine.

2. *Hospice UK* produces an annual report on the UK state of hospice funding throughout the United Kingdom.<sup>5</sup> The 2021 report highlights two further hidden factors:



- a) While on average hospice funding nationwide stands at 37% of total costs, for smaller hospices with a turnover of less than £2 million annually this level falls to only 20%.
- b) There is considerable regional variation in support which is at its lowest in the South of England covering only 25% of total costs.

The conclusion of both these reports is that without the necessary Government funding the current Independent Hospice movement risks collapse.

### 3. Assisted Suicide

1. For clarity the definitions of terms used in discussions about Assisted Suicide need to be considered:
  - a) Assisted Dying is used by many to refer to the prescription of life terminating drugs, usually large doses of barbiturates, for self-administration to mentally competent patients within a strictly defined terminal prognosis usually of 6 months. This is the term applied to the legalised practice in a number of USA states, some Australian States and New Zealand.
  - b) Assisted Suicide is a broader term where those with longer term progressive illness as well as the terminally ill are given assistance to die by the prescription of drugs that are self-administered. This is permitted in Switzerland.
  - c) Voluntary Euthanasia is the term used where a physician directly administers drugs to end a patient's life at their request where there is a clinical indication. This is currently permitted in Belgium, Luxembourg, the Netherlands and Canada.

Within the terms of the current legislation in the United Kingdom Assisted Dying and Assisted Suicide are described as Assisted Suicide and prohibited under Section 2 of the 1961 Suicide Act while Voluntary Euthanasia is regarded as either manslaughter or murder.<sup>6</sup>

2. One of the consequences of an inadequately funded palliative care system is that it can be perceived as failing to deliver when needed and this can lead to increased pressure from those seeking relaxation of the legislation on assisted Suicide. The call to change the 1961 Suicide Act to allow Assisted Suicide has become particularly strong in the 10 years since this issue was last debated at General Synod in 2012. In Parliament four attempts have been made during that time to bring about change:
  - a) In 2013 Lord Falconer sought to introduce an Assisted Dying Bill into the House of Lords. This failed to proceed beyond the committee stage in 2015.
  - b) In 2015 an Assisted Dying Bill (No 2) was introduced by MP Rob Marris based on Lord Falconer's Assisted Dying Bill. This was debated in the House of Commons and defeated by a majority of 330 to 118 votes.
  - c) Baroness Meacher introduced a fresh Assisted Dying Bill which was debated in the House of Lords on 22 October 2021 with contributions from a number of our Bishops. This failed to proceed beyond the Committee stage due to the proroguing of Parliament at the end of April 2022.
  - d) On 16 March 2022 an attempt was made by Lord Forsyth to introduce an amendment to the Health and Care Act 2022 which was under debate but this was defeated by a majority of 179 to 145 votes in the House of Lords. The use of an amendment to try to reintroduce the debate about Assisted Dying in this way drew considerable criticism from commentators.

3. There are a number of reasons why this motion seeks to resist any change to the legislation on Assisted Suicide.
- a) Above all there is the Christian understanding of the sanctity of life. The bible reminds us in many places of God's gift of life to us including:
- Genesis 2:7 God breathed into his nostrils the breath of life, and the man became a living being.
  - Psalm 139:16 All the days ordained for me were written in your book before one of them came to be.
  - Psalm 31:15 My times are in your hands.
- b) There are several groups for whom any change in the law would constitute a particular threat:
- Those no longer having mental capacity. There are currently over 5 million active Lasting Powers of Attorneys (LPAs) and this is growing annually with at least 25% of these LPAs covering Health and Welfare. A change in the law could run the risk of these LPAs being used to prematurely end people's lives.
  - Those suffering from mental illness. Depression and anxiety are well recognised complications of terminal illness. Often with appropriate support and medication a person's feelings of hopelessness can be transformed. With a change in the law a number might well choose Assisted Suicide before receiving that help.
  - Those with learning difficulties who become seriously ill might find themselves vulnerable to any change in legislation being unable to fully comprehend what is being suggested to them if Assisted Suicide was being discussed.
  - Those with disability or progressive degenerative conditions might be drawn into the criteria of any altered legislation and could potentially feel covertly pressurised into accepting Assisted Suicide to unburden those caring for them.
  - Those who are terminally ill may feel pressure from relatives to end their own suffering. This could arise from a range of motives from the relatives genuine difficulty watching a loved one progress through a difficult terminal illness to the more unscrupulous eyeing increasing care costs eroding their inheritance. It may also be that patients themselves might feel motivated to seek Assisted Suicide in the belief that they would be easing their relatives' distress and to reduce the economic impact of their illness on the family. Certainly, in Oregon where Assisted Suicide has been legal for 25 years over half those seeking it cite being a burden to family or caregivers as one of the contributing factors in their decision.
- c) The effect on medical practice:
- Those working in palliative care may feel their role is compromised. While there has always been the recognition that increasing doses of medication used for palliation of symptoms can possibly lead to problems like altered consciousness and respiratory depression hastening death, the intention has always been to alleviate symptoms not deliberately and prematurely end life. A change in the law could dramatically alter this approach.
  - Even with a conscientious objection clause as with current abortion legislation, doctors might find this difficult to negotiate with an unsympathetic hospital trust management or other employer.
  - There may be strong pressure from relatives, complaint or even threat of legal action where the views of relatives clash with those looking after a patient. Certainly, there is precedent for this in countries who have legalised Assisted Suicide.

- There is the risk of Doctors colluding. The requirement for two signatures is no guarantee of a safety net with the possibility of a Doctor's application merely being countersigned by a second Doctor who is a close colleague.
- The genuine difficulty in the healthcare system meeting the demands changed legislation would bring. Each patient would need a detailed Psychiatric assessment for which there currently is no available capacity while over 90% of those seeking Assisted Suicide would be likely to do so through their General Practitioner, a service that is already under extreme pressure.

#### 4. Medical opinion remains divided over the issue of Assisted Suicide.

- a) The Royal College of General Practitioners (RCGP) remains opposed to any change in the legislation.<sup>7</sup>
- b) The Royal College of Physicians (RCP) has moved to a neutral position despite the fact that the majority of members oppose Assisted Dying.<sup>8</sup>
- c) The British Medical Association (BMA) has moved to a similar position despite the majority of GP members, on whom the burden of prescribing lethal medication would fall, being opposed.<sup>9 10</sup>

However, all three surveys had very low response rates: the RCP 20%, the BMA 19% and the RCGP 13%. It therefore remains uncertain how the majority of doctors feel about the issue. Opposition to any change in the law was strongest amongst those working in Palliative Care.

5. Canada provides an example of the impact of changing Suicide legislation. In 2011 Canada was in a very similar situation to that in the United Kingdom at present. But following legal challenge and after 5 years of constitutional debate, in 2016 legislation was passed resulting in the Medical Assistance in Dying Bill (MAID) passing into law allowing both Assisted Suicide and Euthanasia. Initially the legislation was intended to be restricted to those over 18, being mentally competent, suffering from a serious physical health condition and in an advanced state of decline whose natural death was reasonably foreseeable. Through a variety of subsequent legal challenges this has now removed the need for someone to be terminally ill and a natural life expectancy of up to 10 years has been accepted. From 17 March 2023 people with mental illness as their sole underlying medical illness will have access to MAID and there has been increasing pressure to apply the legislation to those under 18 by parents of sick and terminally ill children.<sup>11</sup> There would be every prospect that any change in the Suicide Act in this country could lead to similar consequences.

#### 4. Conclusion

1. There needs to be an honest admission that some perceive palliative care to be failing at times to deliver its best.
2. The logical response to this is to seek ever improving excellence in our palliative care services through training and investment.
3. Changing existing Assisted Suicide legislation would place many vulnerable groups at risk, fundamentally change the nature of medical practice and challenge the central Christian belief in the sanctity of life.

Jesus said "I have come that you may have life and life in all its fullness". I believe Jesus meant this to apply to the whole of our lives, even the difficult and testing days that can come as our life draws to a close.

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10. <https://www.bma.org.uk/media/3367/bma-physician-assisted-dying-survey-report-oct-2020.pdf>
11. <https://www.canada.ca/en/health-canada/services/medical-assistance-dying.html>

## GENERAL SYNOD

### ASSISTED SUICIDE (Private Member's Motion)

#### Background Note from the Secretary General

##### Introduction

1. The General Synod last debated Assisted Dying in February 2012 and voted by 284 to 0 (with 4 Abstentions) to support the motion (see footnote) opposing assisted suicide.<sup>1</sup> A briefing paper was provided by the Secretary General with background information for that debate in GS 1815B .
2. The notes below outline the Church of England's position on Assisted Suicide and Palliative Care which has been consistent over many years. Promoting the improvement of, and greater access to, palliative care, whilst retaining the present restrictions on assisting people in taking their own life is consistent with the church's overall approach to medical ethics which starts with the principles of affirming life, caring for the vulnerable, building a caring and cohesive society and respecting individuals; the above principles understood in cascading order.

##### Palliative Care

3. The Church of England has supported the proposals of the government regarding the meaning of Palliative Care as reflecting best practice in Caring for the Dying under current legislation.<sup>2</sup> The Church of England also supported the principle that palliative care should be universally accessible.
4. The Church of England has been a member of the palliative care APPG including looking at palliative care options during the pandemic.

##### Assisted Suicide

5. The Church of England has been a long-term supporter of current legislation more recently applied through the lens of the DPP guidelines.<sup>3</sup>
6. Terminology can vary, confusing the issues. A change in legislation will require a change in the 1961 law on Assisted Suicide. For this reason, the Church of England has insisted on talking about Assisted Suicide rather than Assisted Dying.
7. On its website the Church of England has argued that the current legislation and the DPP guidelines are in keeping with the church's core principles in medical

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<sup>1</sup> 'That this Synod (a) express its concern that the Independent Commission on Assisted Dying was insufficiently independent to be able to develop proposals which will properly protect the interests of vulnerable and disabled people; (b) endorse the responses to the Commission on Assisted Dying referred to in paragraphs 7 and 8 of GS 1815B; (c) affirm the intrinsic value of every human life and express its support for the current law on assisted suicide as a means of contributing to a just and compassionate society in which vulnerable people are protected; and (d) celebrating the considerable improvement in the quality of care of the dying brought about by the hospice and palliative care movements and by the input of clinicians, clergy and others, encourage the Church's continued involvement in the wider agenda of the care of those approaching the end of their lives and the support of those caring for them.'

<sup>2</sup> Briefing Paper: QSD on the future of hospices and palliative care services – V Bridgeman/E Howe 2010

<sup>3</sup> This was the case prior to the General Synod February 2012 debate

## GENERAL SYNOD

ethics of: affirming life, caring for the vulnerable, building a caring and cohesive society and respecting individuals; the above understood in cascading order.<sup>6</sup>

8. The Supreme Court has made it clear that Parliament alone can change the law on Assisted Suicide.<sup>4</sup>
9. The Church of England's reasons for opposing Assisted Suicide include the following:
  - The opposition is not based solely on religious conviction but is based on a commitment to the Common Good which is, in principle, accessible to all people of any religious belief or none. This is an important point because of the frequent accusation from secularists that our position is an attempt to foist a religious ethic onto all people. Opposition to Assisted Suicide is not merely a matter of dogma.
  - The Church has a responsibility to speak in the public sphere to the whole nation, not only to its adherents.
  - Assisted Suicide is a communal not merely a personal decision, affecting relationships between individuals, family members, professionals and whole communities.
  - Opinion polls are not a valid means of testing ethical arguments. Opinion polls not only rely upon questions which lack nuance or context, they also invite people to imagine themselves into a situation in which most people have no relevant experience.
  - The argument from compassion must also include compassion towards those who are vulnerable to persuasion to end their lives
  - A change in the law would entail a change in the doctor-patient relationship, affecting the trust upon which that relationship must depend.
  - A change in the law would undermine the intrinsic value of every human life.
  - Despite claims that safeguards can always be established, we are persuaded that there is no adequate way to introduce safeguards into a change in the law.<sup>5</sup>
10. For these reasons – and because no new or better arguments to the contrary have been advanced by any of the lobbyists for Assisted Suicide -- the Church of England has been adamant in its rejection of a change in the current law in Parliament, in the media and among the medical professions.

*William Nye LVO  
Secretary General*

*May 2022*

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<sup>4</sup> <https://www.supremecourt.uk/docs/r-on-the-application-of-conway-v-secretary-of-state-for-justice-court-order.pdf> Page 2

<sup>5</sup> Assisted Suicide FAQ 2020

**GENERAL SYNOD OF THE CHURCH OF ENGLAND**  
**AMENDING CANON NO. 42 (SAFEGUARDING)**

1. Canon C 30 (safeguarding) is amended as set out in paragraphs 2 and 3.
  - 2 (1) For paragraph 1(1) substitute—

“(1) The bishop of each diocese shall appoint a person (to be known as the “diocesan safeguarding officer”) to have responsibility in the diocese, independent of the bishop, for the professional leadership on and management of matters relating to the safeguarding of children and vulnerable adults.”
  - (2) In paragraph 1(2)—
    - (a) for “advisors”, in each place it appears, substitute “officers”, and
    - (b) for “advisor” substitute “officer”.
  - (3) In paragraph 1(2), after paragraph (b) insert “;  
    - (c) make provision for the professional supervision of diocesan safeguarding officers, and for the quality assurance of their work, by the body responsible for overseeing the implementation and operation of the code under section 5A of the Safeguarding and Clergy Discipline Measure 2016”.
3. In paragraph 3(1)(a), before “persons” insert “bodies or”.
4. The amendments in paragraph 2 come into force in relation to each diocese on the day specified in relation to that diocese in the certificate given by the Archbishops’ Council to the bishop of the diocese and the diocesan board of finance.

**GENERAL SYNOD**  
**AMENDING CANON NO. 42**

**Explanatory Notes**

Amending Canon No. 42 amends Canon C 30 which provides the canonical framework for safeguarding in the Church of England. Following the Anglican Church Investigation by the Independent Inquiry into Child Sexual Abuse (**IICSA**), IICSA published a report in October 2020 (the **IICSA Report**)<sup>1</sup> which set out eight Recommendations, which were accepted by the General Synod at the November 2020 group of sessions. Amending Canon No. 42 implements recommendation 1 of the IICSA Report.

**Background**

1. Recommendation 1 of the IICSA Report provides:

*“The Church of England should create the role of a diocesan safeguarding officer to replace the diocesan safeguarding adviser. Diocesan safeguarding officers should have the authority to make decisions independently of the diocesan bishop in respect of key safeguarding tasks, including:*

- i. escalating incidents to the National Safeguarding Team, statutory authorities and the Charity Commission;*
- ii. advising on the suspension of clergy in safeguarding matters;*
- iii. investigating and/or commissioning investigations into safeguarding incidents;*
- iv. risk assessments and associated plans for church officers and members of the congregation; and*
- v. supporting complainants in safeguarding-related issues.*

*Diocesan safeguarding officers should be employed locally, by the Diocese Board of Finance. The diocesan safeguarding officer’s work should be professionally supervised and quality assured by the National Safeguarding Team. The National Safeguarding Team should set the broad requirements for anyone applying to be a diocesan safeguarding officer (adapting as required the existing requirements in respect of diocesan safeguarding advisers).*

*It should be enshrined in policy that those who are volunteers and who do not follow the directions of diocesan safeguarding officers should be removed from responsibility of working with children.”*

2. At the group of sessions in November 2020 the General Synod unanimously resolved:

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<sup>1</sup> [The Anglican Church Investigation Report | IICSA Independent Inquiry into Child Sexual Abuse](#)



*“That this Synod fully accept the Independent Inquiry into Child Sexual Abuse’s Final Investigation Report into the Anglican Church, sincerely apologise to victims and survivors for the harm done by the church and endorse and commit itself to urgently implementing the six recommendations as set out on pages 4 – 6 of GS 2184.”*

3. Amending Canon No. 42 has been introduced by the Business Committee pursuant to the General Synod’s resolution passed in November 2020 to implement Recommendation 1 of the IICSA Report.

### **Procedural stages**

4. Standing Order 48(1) provides for Measures and Canons to be considered by the General Synod on the following successive stages:
  - **First Consideration (see SOs 51 and 52)**
    - Revision Committee (see SOs 54 to 57)
    - Revision (see SOs 53 and 58 to 60)
    - Final Drafting (see SO 61)
    - Final Approval (see SO 64).
5. Draft Amending Canon No. 42 is being considered by the General Synod at the July 2022 group of sessions on the **First Consideration Stage**.
6. The next stage will be the Revision Committee Stage. Members who wish to send proposals for amendment for consideration by the Revision Committee must do so in writing to [revisioncommittee@churchofengland.org](mailto:revisioncommittee@churchofengland.org) not later than 5.30 p.m. on Friday 9th September 2022.
7. The Amending Canon is expected to return to the Synod for the Revision Stage in February 2023, with the Final Drafting and Final Approval Stages being taken in July 2023.

### **Summary of the Amending Canon**

8. Draft Amending Canon No. 42 amends the canonical requirements relating to safeguarding by replacing the requirement for the bishop of each diocese to appoint a Diocesan Safeguarding Advisers (**DSAs**) with a requirement for the bishop of each diocese to appoint a Diocesan Safeguarding Officer (**DSO**). This change in title is significant as the DSO’s role will be different from that of the DSA, whose role is to advise the bishop on safeguarding matters. The DSO will have responsibility in the diocese, independent of the bishop, for professional leadership on and management of safeguarding matters.
9. The Amending Canon also makes provision for the professional supervision of DSOs and for the quality assurance of their work by the National Safeguarding Team (**NST**).
10. A tracked version of Canon C 30 showing the changes that Amending Canon No. 42 would make to it is set out in the Annex to this Explanatory Note.

***Detailed description of the provisions of the Amending Canon***

11. **Paragraph 1** provides for amendment of Canon 30 by Amending Canon No. 42.
12. **Paragraph 2(1)** amends Canon C 30 by replacing the requirement for each diocesan bishop to appoint a DSA with the requirement for each diocesan bishop to appoint a DSO. The new DSO role reflects the requirements in IICSA's Recommendation 1 for the DSO to be independent from the bishop and to be responsible for providing professional leadership and management on safeguarding matters in the diocese.
13. **Paragraph 2(2)** provides for the replacement of references to Diocesan Safeguarding Adviser(s) in Canon C 30 with references to Diocesan Safeguarding Officer(s).
14. **Paragraph 2(3)** inserts a new paragraph 1(2)(c) into Canon C 30 to require the House of Bishops' Regulations made under Canon C 30 to make provision for the professional supervision of DSOs and for the quality assurance of their work by the NST. Although the responsible body which will provide the supervision and quality assurance will be the NST, the amendment does not mention the NST by name. This is because the NST may change its name and/or its responsibilities may in the future be undertaken by a new or different entity and so this amendment is drafted with this possibility in mind.
15. **Paragraph 3** amends paragraph 3(1)(a) of Canon C30 so that the list of those who may carry out risk assessments under the Canon may contain the names of bodies as well as the names of individuals. Although this amendment does not form part of IICSA's Recommendation 1, it has been included here to provide more flexibility for the compiling of a list of those able to carry out risk assessments.
16. **Paragraph 4** provides that the changes in paragraph 2 will come into force diocese by diocese upon certification by the Archbishops' Council. This will enable the National Safeguarding Team to roll out the new supervision processes in stages, rather than having to do so in all dioceses at once.

The Legal Office  
Church House  
Westminster

June 2022

## ANNEX

## Amendments to Canon C30 shown as tracked changes to the current text.

Paragraph 1 of Canon C 30 is amended as follows:

1 (1) The bishop of each diocese shall appoint a person (to be known as the “diocesan safeguarding advisor”) ~~to advise the bishop on matters relating to the safeguarding of children and vulnerable adults~~ **officer”) to have responsibility in the diocese, independent of the bishop, for the professional leadership on and management of matters relating to the safeguarding of children and vulnerable adults.**

(2) The House of Bishops may by Regulations make further provision about diocesan safeguarding ~~advisors~~ **officers**; and the Regulations may, in particular—

- (a) make provision as to eligibility for appointment as a diocesan safeguarding ~~advisor~~ **officer**;
- (b) make provision conferring functions on persons appointed as diocesan safeguarding ~~advisors~~ **officers**;
- (c) **make provision for the professional supervision of diocesan safeguarding officers, and for the quality assurance of their work, by the body responsible for overseeing the implementation and operation of the code under section 5A of the Safeguarding and Clergy Discipline Measure 2016.**

(3) The House of Bishops may by Regulations amend or revoke any Regulations made under this paragraph.

## Affirming and Including Disabled People in the Whole Life of the Church

### Summary

This motion asks Synod to focus attention on the “Cinderella” of minorities. Disabled people (including the demographic in our churches of frail, elderly people) are by far the largest marginalised group of people across the full breadth of the CofE. Recognising that (largely unfunded) good work is underway in many parts of the church, this motion sets out some of the urgent practical steps needed in the context of our calling as the Church *for all* in England. We profess a belief in the Body of Christ, whilst continuing to impede “weaker, indispensable members”, whom we are called to “honour”, from living out their calling among us (1 Corinthians 12: 12-31). The motion is the fruit of various working groups drawn from the CMDDP, the Disability Task Group & Diocesan Disability Advisers network. It is not intended to be exhaustive. It is an invitation to Synod to begin to champion and resource this work with the prominence it merits within the “radical welcome” of the diversity of people we are called to love and serve. The group which has developed this motion continues its work and hopes to offer further proposals, backed by a clear theory of change, at future Groups of Sessions.

### Introduction

‘In God we have a new dignity and God calls us to fullness of life’  
(*from the introduction to the CW Baptism service*)

1. The Church of England has a lot to do before it fully lives out its baptismal promise to all God’s people. If the Church is serious about us all having a new dignity and the fullness of life for all God’s people, then disabled people must be freed to participate fully in ministry and mission and therefore feel fully included. Action on disability is not just about meeting the needs of a minority (although that matters) but about acknowledging and celebrating our common humanity and ensuring that our life together does not perpetuate a misleading account of being made in the image and likeness of God.

#### A Note on Language

A particularly contested area here concerns language. There is no universal agreement on this within the disability movement, perhaps because historically the language has been largely shaped by professionals rather than by disabled people themselves. In the UK a majority of disabled people prefer identity-first language, that is, ‘**disabled person**’, whereas in the US the preference is still for person-first language, that is, ‘person with a disability’.

For this paper and debate, we are using identity-first language. Disabled person/people is preferred by the majority of disabled people in the UK because it reflects the social model of disability. This holds that people with, for example, chronic illness, physical impairment, or neurodiversity are disabled by barriers which discriminate against them. Society is set up for one type of body and mind, yet we are created in an infinite variety. I may have a physical

impairment, but it is society's physical, cultural, or attitudinal barriers which disable me, denying me the same access or opportunity as others.

For example, if someone with mobility issues is invited to a meeting but the only access is via stairs, that person has been disabled. They become disabled by the immediate physical barrier but also because of the decision on location. But if the meeting is held on the ground floor, they are not disabled for they can access the meeting as well as everyone else. They have a physical impairment but can take part on an equal basis.

A more detailed explanation of the Social model can be found on the Inclusion London website: <https://www.inclusionlondon.org.uk/disability-in-london/social-model/the-social-model-of-disability-and-the-cultural-model-of-deafness/>

Some nonetheless prefer 'person first' language, because it affirms the person ahead of their physical or mental health, diversity, or impairment. The challenge here is that a person's physical or mental state becomes an individual issue, the person deviating from a perception of normality, and disability may be conflated with inability. The person may be regarded as 'less than' rather than an equal part of God's diverse creation

For these reasons we adopt a social model of disability, and the language of 'disabled people'.

## **The Synod Motion**

2. The motion before Synod does not pretend to be a comprehensive strategy. It is the first fruit of an ongoing conversation: we seek to begin with simple and achievable moves to bring about real, embedded, not just symbolic, change. Small, humble steps may change culture faster than sweeping declarations which may add burdens, stifle momentum or cannot be resourced. Our work will continue, and we will return to Synod with further, perhaps bolder, measures when we are confident that they will be effective

### **What this motion does – and does not – seek to achieve**

3. It is unrealistic to believe that culture change within a complex institution like the church can be achieved in one giant step. Without a clear understanding of how change happens, disappointment and frustration are likely to follow. Our primary purpose is to start a ball rolling. Further proposals will be brought to the Business Committee when we know more about how targeted changes can shift wider culture. This approach is not because we lack vision – far from it! – but because articulating a vision is not enough.

4. So, we ask that Synod members do not treat this initial motion as a Christmas tree on which to hang every hoped-for development. We will of course consider any amendment on its merits, but we will resist amendments that are not accompanied by a convincing account of how they will bring about measurable change. We look forward to hearing and responding to all the ideas and comments that emerge and hope that this debate will indeed be a springboard towards a greater engagement by the church.

## A Theory of Change

5. This motion comes from a group of members of the Disability Task Group, a subset of the Committee for Ministry among Deaf and Disabled People chaired by the Bishop of Bedford. Following the retirement of the former National Disability Advisor, Dr Roy McCloughry, we recognised that simply reappointing to a part time post (even if resources had been available) would risk ticking a box called “disability issues” without addressing the limited power of a national advisor to drive change across a diffuse institution like the Church of England, which often resists top-down directives.

6. Although we began by lamenting the lack of resources, we found that the first and most imaginative measures we came up with were not expensive. This convinced us that we should start by analysing how every proposal would, in practice, make things different, rather than by assuming that change followed inevitably from the allocation of money. To be sure, as ideas and proposals develop, resources will be needed. But we believe that budgets should follow from a theory of change and not become the theory itself.

7. So, for every proposal, we asked: what sort of change will this measure promote? Is it aiming to change things for a specific constituency or to affect everyone? Will these proposals have an impact, given what we know about how the church works? Are they likely to be cost-effective? Are we seeking quick wins or the long haul – or both?

8. We have kept in mind how many could be affected by this work. As recently as October-December 2020 government data revealed that 8.4 million people of working age (16-64) reported that they were disabled, which is 20% of the working age population<sup>1</sup>. And the pandemic has left more than 2 million people in the UK with Long Covid.

## The Motion

9. Why are we bringing these specific proposals to Synod at this time?

10. It is important to show that fresh thinking is already happening – and disabled people are leading the way. We celebrate the work already happening locally. For over 10 years an annual conference on disability and theology, run by disabled people for disabled people and hosted by St Martin in the Fields, has been resourcing disabled people to participate in the mission and ministry of the church. There is a growing number of disabled-led online communities engaging positively with the church, for example, *You Belong, Disability & Jesus*, the work of *WAVE* at St James' Muswell Hill, and the *Disability Advisory Group* at St Martin in the Fields, resonating far beyond their

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1 <https://researchbriefings.files.parliament.uk/documents/CBP-7540/CBP-7540.pdf>

buildings. This ground-breaking work is primarily done by unpaid disabled lay people. There is a sense of the Holy Spirit at work, calling for justice; modelling inclusion.

11. Each clause of the motion has been framed to reflect steps which we have gone into in depth and offer to Synod as likely to be effective, worthwhile, and achievable. To reiterate, this motion is the beginning of a process, not its culmination.

### ***Rubrics***

12. We start with something simple that we believe will make a clear statement of inclusion for disabled people. Many worship leaders habitually add appropriate words to indicate that particular postures are not compulsory, recognising that not all can conform. But whilst the rubrics remain in place, an impression is given that those who cannot follow them are not participating fully. That is not an impression that the church actively intends to give. There is no suggestion here of imposing new liturgical stances on anyone – rather, we invite parishes and congregations to decide how to approach these questions inclusively, hoping that this will lead to thoughtful consideration of how everyone is enabled to participate. We have discussed this proposal with the staff of the Liturgical Commission, and they foresee no difficulty if Synod accepts this clause.

### ***Data***

13. It is a sad fact today that if you are not counted, you are often not acknowledged or missed. Moreover, it is important to be able to measure change if resources are to be deployed effectively – a matter of accountability and stewardship – and a base line must be established first. At present, we know little about the number who self-identify as disabled within the church, and this clause is a first step toward establishing a base line from which change toward greater inclusion and participation can be evaluated.

14. No data set is ever going to be fully comprehensive. No one is obliged to answer questions about disability, and a relatively high proportion who “prefer not to say” may be expected at first. As the major reason for people not wishing to disclose is that they believe that it will lead to discrimination, we will know that the church is safer and more welcoming for disabled people when more people are comfortable in self disclosing.

15. We propose to start by gathering data on clergy. Of course, disabled lay people matter just as much, but (a) the constituency is less well defined, making the collection of reliable data more challenging and (b) encouraging clergy to overcome reluctance to share information means their leadership will encourage lay people to respond. We anticipate that regularly seeking data about disabled people in ministry will gradually make the data set more authoritative as responding becomes more acceptable. This will take time, which makes starting as soon as possible even more pressing.

16. It is clear that some new resource will be necessary if this clause is to be acted upon. If Synod passes this motion, we shall incorporate this work, properly costed, in a bid for some of the Triennium Funding already earmarked for work on inclusion and diversity.

### ***Diocesan Advisory Committees***

17. It is too simple to say that heritage issues trump accessibility for the CofE's many thousands of buildings. Many examples show what can be done to improve accessibility and participation, even in the most historically significant buildings. But the experience, expertise and imagination to make such changes happen is not always available. We want to ensure that disabled people's voices are heard in the places where plans and decisions are made. This clause is intended to generate that shift of thinking.

18. We do not believe that this decision can be left to each DAC. They face many demands, and the perspective of disabled people could easily drift down the agenda. So, we propose that legislation is brought before Synod to amend the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 so that every DAC includes at least one suitably experienced disabled person. Questions of accessibility would not then be decided without reference to those affected. Disabled people's concerns should cease to be a "category", discussed only when others have noticed the need, and that questions of access and participation become, potentially, part of every discussion. This clause has been discussed with the Legal Office who see no legal objections to taking it forward.

### ***Diocesan Disability Advisers***

19. A significant part of the former National Disability Advisor's work was individual casework where greater local knowledge would have enabled more effective responses. Yet, the volume of case work exceeded the time a lone national advisor had to offer. We believe that strengthening the network of Diocesan Disability Advisers is likely to be more effective in achieving grass roots change than reappointing a national advisor.

20. We know how difficult it was for the church to respond positively to the recommendation in *From Lament to Action* that every diocese should have a racial justice adviser, and we want to avoid similar problems. We recognise that Synod cannot dictate budget priorities for individual dioceses and that resources are tight at every level. Therefore, this clause does not make immediate demands on every diocesan budget or ask that dioceses respond in identical ways. Instead, we commend a collective approach to dioceses and hope that it will help make difficult budget choices easier to address.

21. Some dioceses already have Disability Advisers doing a fantastic job. But appointments are patchy across the country, resulting in areas where advice for parishes, or for disabled people, is effectively non-existent. Whilst many Disability Advisers are volunteers, there is a strong case that they have more traction if the post is remunerated, bringing greater accountability, and freeing the adviser to contribute to strategic thinking rather than having to fit the role around a primary post.

22. So, in the spirit of *Transforming Effectiveness*, we encourage dioceses to consider together how provision for Disability Advice can be offered across a cluster of dioceses or possibly a region. It might well start with discussion in bishops' regional



meetings or between Diocesan Secretaries. It is a proposal to think outside the conventional box.

23. We intend to monitor developments on this front; where there are imaginative responses in one area, we will promote them to others and, if necessary, we shall think again and consider different proposals if this approach fails to initiate action.

### Thinking Theologically

24. Much good work has been done on the concept of disability in Christian theology.<sup>2</sup> Our work leading up to this debate has been framed within a clear theological context.

25. If we manufacture a supposed “norm”, defining full humanity in terms of autonomy and a certain set of abilities and capacities, and treat everyone who differs from this norm as somehow deficient, we deceive ourselves and the truth is not in us. Autonomy is one aspect of life for most of us, but it is overshadowed by the shared reality of dependency. The window of so-called independence is very small, for in infancy we are entirely dependent upon others and, for most of us, dependency returns with advancing years.

26. The culmination of our salvation is realised in the figure of a human being, profoundly disabled by the actions of others, hung on a cross, unable to move, barely able to speak, denied of both physical and mental agency. That image is central to our understanding of the Incarnate God. The Incarnation is not static but a narrative from conception to ascension, with the marks of the risen body sharing in the whole narrative of life and death. So, this debate and motion are about an approach to being the Body of Christ which reveals the nature we all share and helps all to witness to the incarnate, constrained, liberated, and disabled, God-in-Christ in the world. The Covid 19 pandemic has drawn attention to our dependence on one another, something that disabled people have embodied and have thus shared with the wider church in its time of crisis.

27. It follows that a world developed and maintained for the benefit of majorities falls short of capturing a full and theological anthropology. Dan Goodley, Professor of Disability Studies at Sheffield University, in his recent book *Disability and Other Human Questions*,<sup>3</sup> considers that dependency is a vital component of being human.<sup>3</sup> Dependency is not a characteristic of “other people”, it is a truth about us all – but we have problematised certain kinds of dependency and overlooked or denied others.

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<sup>2</sup> For example, the works of John M. Hull, Nancy Eiesland, John Swinton, Amos Yong, Steve Mee, Frances Young and Sharon V. Betcher.

<sup>3</sup> Goodley, Dan. 2021. *Disability and Other Human Questions*. Bingley: Emerald Publishing Limited.

28. We seek to start simply and humbly, and to grow in boldness for sustainable change.

*Revd Canon Timothy Goode  
For the Committee for the Ministry of and among Deaf and Disabled People. July 2022*

**GENERAL SYNOD****Resourcing Ministerial Formation: A Review****Summary**

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The work reported here – known as “Resourcing Ministerial Formation” (RMF) – reviews the structure and funding arrangements for initial ministerial formation in order to strengthen the theological education of the whole people of God.

This review aims to establish a long-lasting framework within which other issues can be subject to more regular review. RMF is working to overcome weaknesses identified in the current financial arrangements, introduced after a previous review known as “Resourcing Ministerial Education” (RME), including their limitation to ordained ministry, while preserving the flexibility and financial accountability currently given to dioceses. Key foci include:

- more explicit alignment to the Vision and Strategy work,
  - more consistent payments for training providers (TEIs) from year to year for their core work training ordinands,
  - central payments to avoid the build up of unspent surplus funds in dioceses,
  - an innovation fund to enable initiatives and enhancement of provision (particularly in response to the Vision and Strategy),
  - a Service Level Agreement between each TEI and the wider church, affirming the value placed on the TEI and its work while equally setting a clear framework of expectations against which it can be assessed,
  - reviewing the ordinand maintenance system to make it more transparent while still supporting candidates’ needs,
  - specific funding to enable diocesan-supported initiatives to improve and expand lay ministry training and for supporting the training of ministers with disabilities.
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**The Resourcing Ministerial Formation Review**

1. The Resourcing Ministerial Formation (RMF) Review was established by the Ministry Council in 2019 to review the funding arrangements introduced in 2017 as part of the Resourcing Ministerial Education (RME) review. Ministry Council had committed to reviewing RME after three years and reporting to Synod. We were clear, however, that we needed to give strategic consideration to the structure and funding arrangements for ministerial formation that would best serve the church’s needs in the longer term, rather than simply a narrow review of RME. The purpose of theological education is to equip the whole people of God. In the course of the work, the development of the Church’s Vision and Strategy has offered further clarity around the church’s needs over the next decade, and therefore what the expectations and requirements will be for theological education for both ordained and lay ministries.
2. Our task is to nurture a framework of relationships and expectations within which the funding of theological education can adapt and adjust to serve the church in the longer

term. We are drawing on the experience not just of RME, but of a variety of previous funding models, seeking to develop robust and sustainable models for the church and for the theological education institutions.

3. We desire the highest quality education and formation for the church's ministers, and this review seeks to provide a framework to enable this. The specific and detailed responsibility for this is held in the Quality and Formation Panel and the House of Bishops. The Quality and Formation Panel will be attending to the details of the contents of theological education pathways over the next two years.
4. A report on the work to date of the RMF Review Group setting out a direction of travel agreed by the Archbishops' Council was given to Synod in November 2021 in paper GS Misc 1303 (available at <https://www.churchofengland.org/sites/default/files/2021-10/GS%20Misc%201303%20Resourcing%20Ministerial%20Formation%20Review.pdf>).
5. As set out in that report, under the current RME system the necessary funding has been provided for the training of ordinands over the last five years as ordained vocations have grown and become younger and more diverse. Dioceses have had greater freedom than before in discerning the appropriate training for particular candidates, which they have welcomed, but also more awareness of the financial consequences of their decisions.
6. However, some significant weaknesses have also become evident:
  - a) RME has led to a significant accumulation of unspent money in some dioceses;
  - b) RME funds only the training of clergy at a time when we are increasingly concerned with the development of a wide range of lay ministries;
  - c) RME limits the scope for national strategic decision-making in relation to this significant investment of funding;
  - d) RME does not assist sustainable financial management in Theological Education Institutions (TEIs) because of the uncertainty they have about their income each year;
  - e) pressure to recruit new students encourages TEIs to relate to each other as competitors rather than as collaborative partners in serving the church;
  - f) the maintenance system for full-time ordinands has become significantly more expensive, while being poorly understood and not evidently providing fairly for all candidates.
7. We proposed to establish a new funding system, shaped by the following principles:
  - a) continue to fund in full the tuition and expenses of ordinands in training;
  - b) continue to operate a national funding system for those fees and expenses, funded by dioceses through apportionment;
  - c) preserve flexibility for dioceses in discerning the training pathway for candidates;
  - d) include some funding for those training for licensed lay ministries in the national system;
  - e) establish a system with an element of multi-year block grants for TEIs (to offer greater stability in their income) though still with some variation based on actual candidate numbers and hence on diocesan decisions;
  - f) return to disbursement of money to TEIs from the national system directly, not via dioceses, eliminating the creation of surpluses and adding administrative efficiencies;

- g) establish a Service Level Agreement with each TEI setting out agreed expectations for what it is being funded to provide;
- h) establish a fund to support initiatives and creative innovations in response to the church's identification of its needs and the ongoing *Vision and Strategy* work;
- i) establish a new ordinand maintenance system enabling more control of costs while enhancing transparency and fairness;
- j) consider establishing a diversity fund – in general in Higher Education it is recognised that widening participation requires investment, for example in providing access years or additional academic support.

8. This will help to serve the following key goals:

- a) that the quality of formation for ministers remains high and continues effectively to form ministers for the changing needs of the church, particularly that
  - i) ministers meet the church's expectations as set out in the Vision and Strategy and the formation framework for various ministries
  - ii) ministers are fit for the responsibilities they bear in promoting a safer church
  - iii) ministers themselves are, and enable others to be, missionary disciples;
- b) a culture and practice of lifelong learning for all ministers;
- c) increased accessibility to learning, and increased diversity of learners, through innovative approaches to learning and formation;
- d) broader opportunities for the whole people of God to engage with theological education and formation, deepening their rootedness in Christ and enabling them as missionary disciples in every aspect of their lives;
- e) institutions that enable students to understand and empathise with traditions different from their own;
- f) continuation of theological research and pursuit of theological excellence.

9. We are developing detailed proposals in four areas:

- a) the overall funding model,
- b) ordinand maintenance,
- c) a Service Level Agreement for each TEI, and
- d) expanding use of the funding to include lay ministry.

Accounts of the work in each of the areas follow in subsequent sections of this paper.

10. It is important to note that the aim of the RMF Review is to set up a financial and structural system for the relationship between the TEIs, national church and dioceses (rather than to address every question in relation to theological education and ministerial formation). This is partly to keep the review a manageable project, and also to keep focus on a long-term system. Other questions, such as those relating to curriculum, are ones which will need more regular review on an ongoing basis, and therefore need to be addressable within any system rather than built into it.

11. This work is ongoing as we seek to resource theological excellence throughout the church and available to all, and the institutions necessary to resource this. There are, therefore, other key issues that the Ministry Council will be addressing outwith the RMF Review including:

- a) working with the TEIs to ensure the alignment of their work with the Vision and Strategy – for example, that they help form ministers with a vision for and skills in working with children and young people;
- b) issues of curriculum and formational approach in TEIs
  - i) the church's expectations for curriculum content
  - ii) effective integration between IME1 and IME2, and between IME1 and the learning candidates bring into it
  - iii) issues of pedagogical approach, for example the balance between classroom-based, on-line and placement learning
- c) ensuring the church has effective quality assurance processes in relation to the TEIs, so giving confidence in the training provided and guiding TEIs on any changes they need to make to better serve the church;
- d) questions of cohort and institutional size to enable the sustainable and excellent formational provision;
- e) increased provision of high-quality formation for a breadth of lay ministries in a wide range of contexts across the church to resource the Vision and Strategy;
- f) continued attention to issues of diversity (including theological, cultural, demographic) in ministerial formation.
  - i) In particular, we note that a recent meeting of the Archbishops' Racial Justice Commission engaged with theological education. They commended the good progress already made by the TEIs, Ministry Development Team, and Common Awards. They also noted the need for significant ongoing work;
- g) strengthening provision of CMD across the church.

## **Emerging Funding Model**

12. The funding working group has five main tasks:

- a) to give TEIs greater predictability in their funding so that they can draw up multi-year annual budgets with greater confidence than is now the case. This is likely to be achieved by combining a predictable block grant based on recent performance with a marginal adjustment to respond to changes in the numbers of ordinands in each TEI;
- b) to examine the rationale for differentials in fees between full-time residential, full-time non-residential and part-time training for ordinands;
- c) to enable the control of vote 1 expenditure by ensuring that diocesan decisions on training respond to an overall budget constraint without continuing the possibility that dioceses accumulate unspent balances of vote 1 money. This is likely to be achieved by allocating each diocese a budgetary allowance that limits the maximum cost of the training it can allocate from the national budget, and ensuring that under-used allowances are retained centrally to enable other initiatives to flourish;
- d) to ensure that expenditure on ordinand maintenance is budgeted and controlled more effectively than is the case under the current Pooling system, following recommendations from the maintenance subgroup;

- e) to devise transitional arrangements from RME to RMF, including gathering unspent diocesan vote 1 balances in a way that does not unreasonably impact diocesan cash flow.
13. We have excellent data on entries to TEIs and on diocesan decisions on modes of training for ordinands, and we are modelling to evaluate how alternative proposals would have worked out in recent years. We are also aware of the need to stress-test any proposed model to ensure it would remain appropriate were the number and profile of candidates or TEIs to change. The SLA will be crucial in ensuring that there is appropriate accountability for use of the funding, and mechanisms for renegotiating of grant levels if a TEI consistently fails to recruit the expected number of candidates.

### **Ordinand Maintenance**

14. This group is working on the complex issue of ordinand maintenance costs, which include such elements as meals, accommodation both for residential and non-residential, travel and book grants. The aim is for a system of maintenance that is simple, transparent and fair. It should enable those preparing to enter theological education to understand what financial provision will be made for them and to plan accordingly, especially with regard to wider family finances.
15. The group is considering a model of a standard maintenance grant to every ordinand, from which they would pay their living costs – except housing. The discrepancy between housing costs across England and the fact that most residential colleges have to house some ordinands in commercially rented property, makes it difficult to ask ordinands to pay for their housing from a grant. There is a parallel with the stipend, which is separate from housing costs. Some contribution to the additional support of children could be included in the standard grant. The group is undertaking research to ascertain circumstances in which ordinands would need supplementary support. The value of eating in community for those in both residential and non-residential training is acknowledged and the cost of doing so would need to be addressed transparently
16. Currently, maintenance (including housing costs) is paid for through three streams: accommodation payments to TEIs from Vote 1, funds from dioceses (pooled and balanced 12 months in arrears) and additional funds from dioceses. A future system needs to take into account the amounts currently paid through all three streams. Ideally, maintenance would be allocated and controlled within a single national budget.

### **Service Level Agreements**

17. This group is working to shape a Service Level Agreement (SLA), formally between each TEI and the Archbishops' Council (AC). This would be an expression of a covenant between TEIs and the wider church, rather than simply a provider-client model. The SLA would both affirm the value placed by the church on the work of the TEI and set clear expectations of that work. The group are considering the appropriate length for an SLA (probably between three and five years).
18. There would be annual monitoring of the SLA, aligned with other quality assurance processes, designed to minimise additional work in this monitoring given that such work also consumes resource, while ensuring any problems are identified and addressed. At the point of renegotiating a new agreement the TEI would give a full account of how it has met its commitments over the previous period.
19. The content of the SLAs would be largely generic; rather than agreeing with each TEI individually what it would do to collaborate with dioceses in CMD provision, for

example, and renegotiating this as plans evolve during the lifetime of the SLA, the SLA might contain a generic expectation of collaboration with dioceses with the TEI reporting at the end of the period how it had manifested that in practice. Specific elements in an SLA would relate to areas of specialism held in TEIs, in partnerships between TEIs and/or with dioceses, and which would serve the church through CMD and other programmes.

20. The SLA would contain (amongst other things) commitments made by the TEIs, providing clarity around expectations, concerning:
- a) their role in responding to the Church of England's *Vision and Strategy*, for example by:
    - i) ensuring training is informed by the priorities of the *Vision and Strategy*
    - ii) shaping their programmes, for lay and ordained ministers, to enable ministry to serve the church's changing needs into the future
    - iii) researching and evaluating approaches to the implementation of the *Vision and Strategy*;
  - b) their training of licensed ministers, following the church's policies for ministerial training, including all agreed expectations in relation to curriculum, formational practice and required outcomes;
  - c) the church's expectations of initial training and formation (IME 1) and those of curacy and similar first posts (IME 2);
  - d) the identification of areas of provision for continuing ministerial development, especially in resourcing continuing theological learning in the context of lifelong learning and discernment;
  - e) their full and open participation in the church's quality assurance processes;
  - f) the promotion of diversity, including the demographic areas listed in the Archbishops' Council objectives and respect for the breadth of theological traditions;
  - g) the promotion of the five marks of mission, including through reducing carbon emissions;
  - h) their serving the theological education and formation of the whole people of God through providing ongoing training for licensed ministers and other lay disciples and ministers;
  - i) the maintenance, within each TEI, of a culture and practice of safeguarding and their contributing to this work across the church;
  - j) expectations for all TEIs to sustain and develop collaborations with dioceses, with cross-diocesan networks and with other TEIs;<sup>1</sup>
  - k) the wider resourcing of the church through theological research and dissemination.
21. The group is also working on proposals for a fund to support initiatives across the TEIs, again where this will further the *Vision and Strategy* and where this will foster collaboration and partnership, with all learning from these projects shared widely.

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<sup>1</sup> It is worth stressing that this will be an expectation of all TEIs. Some will seek primarily to relate to local dioceses but all need to be actively working collaboratively to ensure they are providing for identified needs.



## **Lay Ministry**

22. The group is clear that the goal must be to improve and expand lay ministry training, not simply to support what is currently done or to replace current diocesan investment in lay ministry training. The funding must be responsive to diocesan needs, and include as an aim a younger and more diverse body of lay ministers across the church. Any proposals will need to align with the funding available following the Triennium funding process.
23. The group is developing as potentially its main proposal a fund to make grants to initiatives in the initial training of lay ministers, furthering the Vision and Strategy. Bids will need to be made by a partnership, with either a diocesan partner or clear diocesan support, and delivery will need to come within appropriate national quality assurance processes (such processes are already applicable to diocesan reader training schemes as well as to TEIs). In this the group is keen to encourage TEI involvement in lay ministry training in the many cases where that would be beneficial. Funding for TEI provision would be incorporated into the TEIs' SLA.
24. In addition, the group is likely to recommend extending to candidates for licensed lay ministry the existing system of funding for additional support of ordinands with disabilities. The group has also noted the need for research on barriers to participation in lay ministry training, especially for potential UKME/GMH candidates; ways of carrying that out in the next year are under consideration by the Ministry Development Team, in order that it might inform the allocation of funding from autumn 2023, rather than waiting for that funding.

## **Conclusion**

25. There is much detailed development yet to be done in all of these areas. We are conscious that the effect of any of these proposals may depend very significantly on the detail, not simply on the high level principles we set out here. We expect that Synod will wish to see more detail prior to the implementation of any new policy. We are consulting Synod at this stage while the proposals are still being shaped to gather further wisdom and guidance. We are seeking to develop the proposals in time for implementation in autumn 2023.
26. We believe these proposals would create a system which will promote adaptive, collaborative and sustainable provision of theological education, serving the initial ministerial formation of ordinands but also enhancing the theological education of the whole people of God. The system will be responsive to the church's Vision and Strategy and future needs as we continue to discern them. We therefore commend them to Synod.

Rt Revd Martin Seeley, Chair of the Ministry Council

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# Church of England (Miscellaneous Provisions) Measure

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DRAFT of a Measure of the General Synod of the Church of England to make miscellaneous provisions relating to matters concerning the Church of England.

*General Synod*

**1 Remote meetings: indefinite application of special standing orders**

- (1) In section 1 of the General Synod (Remote Meetings) (Temporary Standing Orders) Measure 2020 (special standing orders) –
- (a) omit subsection (5) (which prohibits business relating to Article 7 or 8 of the Constitution at a remote meeting), and 5
- (b) omit subsection (7) (which defines “the Constitution” for the purposes of the Measure).
- (2) In section 3 of that Measure (operation of special standing orders) –
- (a) in subsection (5), for paragraph (b) substitute – 10
- “(b) are instead to continue in operation (with or without amendment) either for such period as the General Synod may specify in the resolution or for an indefinite period.”,
- (b) in subsection (6), for “for such period as the General Synod specifies in the resolution” substitute “either for such period as the General Synod may specify in the resolution or for an indefinite period”, and 15
- (c) in subsection (7), after “inconsistent” insert “; and “the Constitution” means the Constitution of the General Synod set out in Schedule 2 to the Synodical Government Measure 1969”. 20
- (3) The General Synod (Remote Meetings) (Temporary Standing Orders) Measure 2020 may be cited as the General Synod (Remote Meetings) Measure 2020; and, accordingly, in section 5(1) of that Measure (short title), omit “(Temporary Standing Orders)”.

**2 Legislative Reform Measure 2018: removal of sunset** 25

- (1) Section 10 of the Legislative Reform Measure 2018 (which provides for the expiry of the power to make legislative reform orders five years after the first such order was laid before the General Synod) is repealed.
- (2) If, when this section comes into force, sections 1 to 7 of the Legislative Reform Measure 2018 have already expired under section 10 of that Measure – 30
- (a) subsection (1) of this section is itself repealed,
- (b) sections 1 to 7 of the Legislative Reform Measure 2018 are revived and are to remain in force for an indefinite period, and

- (c) in consequence of paragraph (b), in section 9 of that Measure (orders), before “8”, in each place it appears, insert “1 or”.

*Ecclesiastical offices*

### **3 Terms of service**

- (1) In regulation 2 of the Ecclesiastical Offices (Terms of Service) Regulations 2009 (interpretation), after paragraph (3) insert— 5
- “(3A) These Regulations do not apply to a person licensed under section 2A of the Extra-Parochial Ministry Measure 1967 (ministry by member of religious community) except in so far as the person exercises ministry otherwise than under that licence.” 10
- (2) In consequence of subsection (1), in paragraph (2) of that regulation, for “paragraph (3)” substitute “paragraphs (3) and (3A)”.
- (3) In regulation 3 of those Regulations (statement of initial particulars of office), after paragraph (5) insert—
- “(6) The Archbishops’ Council may issue guidance on the preparation of a statement under this regulation. 15
- “(7) A person preparing a statement under this regulation must, in doing so, have regard to any guidance that is issued under paragraph (6).”
- (4) In regulation 19 of those Regulations (continuing ministerial education), in paragraphs (1) and (3) and in the title, for “continuing ministerial education” substitute “continuing ministerial development”. 20
- (5) In consequence of subsection (4), in the cross-heading preceding regulation 18 of those Regulations, for “continuing ministerial education” substitute “continuing ministerial development”.
- (6) The amendments made by this section do not affect the power to make further regulations amending or revoking the provision made by those amendments. 25

### **4 Delegation of episcopal functions**

- (1) After section 14 of the Dioceses, Pastoral and Mission Measure 2007 insert—
- “14A Delegation of archbishop’s functions**
- (1) Either archbishop may by an instrument made under hand delegate to the other archbishop, or to such diocesan, suffragan or assistant bishop as may be specified in the instrument, the exercise of the archbishop’s functions at any time when the archbishop is unable to exercise them. 30
- (2) An instrument under this section may not delegate a function which is capable of being delegated by an instrument under section 13 as a function which the archbishop has in the capacity as bishop of the diocese of Canterbury or, as the case may be, the diocese of York. 35
- (3) Subsections (2) to (7) and (9) to (15) of section 13 apply to an instrument under this section as they apply to an instrument under that section; and for that purpose— 40

- (a) a reference to the bishop, or to the diocese of the bishop, is to be read as a reference to the archbishop, or to the province of the archbishop, making the delegation,
- (b) a reference to the suffragan bishop is to the archbishop or other bishop to whom the delegation is made, 5
- (c) a reference to the registrar of the diocese is a reference to –
- (i) the registrar of the province of the archbishop making the delegation, and
- (ii) (if the delegation is to the other archbishop) the registrar of the other province or (if the delegation is to a diocesan, suffragan or assistant bishop) the registrar of the diocese concerned, and 10
- (d) a reference to the diocesan registry is to be construed consistently with a reference to the registrar of the diocese (as to which, see paragraph (c)).” 15
- (2) In section 13 of that Measure (delegation of certain functions of diocesan bishop to suffragan etc.), in subsection (1), omit the words from “except functions under any Canon” to the end.
- (3) In section 14 of that Measure (discharge of certain functions of bishop), in subsection (1), omit the words from “and functions under any Canon” to the end. 20
- (4) In section 16 of that Measure (Acts etc. which confer functions on diocesan bishop), the existing text becomes subsection (1) and after that subsection insert –
- “(2) Any Act, Measure or Canon which confers or imposes on an archbishop functions which by virtue of an instrument made under section 14A may be discharged by the other archbishop, or by the bishop specified in the instrument, have effect in the province subject to the provisions of the instrument for the time being in force, and references in that Act, Measure or Canon to the archbishop are to be construed accordingly.” 25 30
- (5) In consequence of subsection (4), in the title to section 16 of that Measure, after “a diocesan bishop” insert “or an archbishop”.
- 5 Lay residentiary canons**
- (1) After section 14 of the Cathedrals Measure 2021 insert –
- “14A Lay residentiary canons** 35
- (1) A lay person is capable of being appointed as a residentiary canon of a cathedral but only if, and in so far as, the constitution so provides.
- (2) A reference in this Measure to a lay residentiary canon of a cathedral is a reference to a lay person appointed under provision included in the constitution by virtue of this section. 40
- (3) This section and any provision included in the constitution by virtue of it have effect in spite of –
- (a) section 10 of the Act of Uniformity 1662 (which provides that only an episcopally ordained priest can be admitted to an ecclesiastical promotion or dignity), and 45

- (b) section 27 of the Ecclesiastical Commissioners Act 1840 (which requires a person to have been in holy orders for at least six years to be capable of appointment to a residentiary canonry).”
- (2) In each of sections 12(12) and 13(1) of the Cathedrals Measure 2021 (dean and interim dean), after “residentiary canon” insert “(other than a lay residentiary canon)”. 5
- (3) In section 45(1) of that Measure (interpretation), at the appropriate place insert –
- ““lay residentiary canon” has the meaning given in section 14A(2);”.
- 10
- (4) The Archbishops’ Council may by order make provision in consequence of this section; and an order under this section may –
- (a) amend, repeal or revoke a provision of, or made under, the Cathedrals Measure 2021 or any other Measure;
- (b) include transitional, transitory or saving provision in connection with the commencement of provision made by the order. 15
- (5) An order under this section may not be made unless –
- (a) a draft of the order has been laid before the General Synod and approved by it with or without amendment, and
- (b) the draft so approved has been referred to the Archbishops’ Council. 20
- (6) On referral of the draft under subsection (5)(b), the Archbishops’ Council must –
- (a) if the draft was approved without amendment, make the order by applying its seal, or
- (b) if the draft was approved with amendment – 25
- (i) make the order by applying its seal, or
- (ii) withdraw the draft for further consideration.
- (7) An order under this section may not come into force unless it has been sealed by the Archbishops’ Council.
- (8) If the Business Committee of the General Synod determines that a draft of an order under this section does not need to be debated by the Synod, the draft is to be treated as approved without amendment for the purposes of this section unless a member of the Synod gives notice in accordance with its Standing Orders that the member – 30
- (a) wishes the draft order to be debated, or
- (b) wishes to move an amendment to it. 35
- (9) The power to make an order under this section is exercisable by statutory instrument; and the Statutory Instruments Act 1946 applies –
- (a) as if the order had been made by a Minister of the Crown, and
- (b) as if this Measure were an Act of Parliament providing for the instrument containing the order to be subject to annulment in pursuance of a resolution of either House of Parliament. 40

## **6 Bishop’s mission order: termination of licence**

- (1) In section 82 of the Mission and Pastoral Measure 2011 (bishop’s mission

orders: supplementary provision), after subsection (5) insert –

“(5A) On the revocation or expiry of a bishop’s mission order, any licence granted by the bishop under a Canon to authorise the person specified in the licence to serve for the purposes of or in connection with the mission initiative endorsed by the order is terminated.”. 5

(2) In section 3(3) of the Ecclesiastical Offices (Terms of Service) Measure 2009 (termination of term of office), after paragraph (c) insert –

“(ca) where a licence authorising the office holder to serve for the purposes of or in connection with a mission initiative is terminated under section 82(5A) of the Mission and Pastoral Measure 2011 on the revocation or expiry of the bishop’s mission order;”. 10

(3) This section applies to any bishop’s mission order in force on the commencement of this section (as well as to any bishop’s mission order made subsequently). 15

### *Ecclesiastical jurisdiction*

## **7 Judges: appointment and retirement**

(1) In section 2 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 (appointment of chancellor), in subsection (1), after “letters patent” insert “on the recommendation of the Dean of the Arches and Auditor”. 20

(2) In that section, for subsection (6) substitute –

“(6) Before making a recommendation under subsection (1), the Dean of the Arches and Auditor must consult the Lord Chancellor as well as the bishop.”

(3) In section 3 of that Measure (chancellor’s term of office) – 25

(a) in each of subsections (1)(b), (4) and (10) (retirement age), for “70” substitute “75”, and

(b) omit subsections (5) to (9).

(4) In section 21(2) of the Clergy Discipline Measure 2003 (membership of provincial panels), in paragraph (c) (legal members), for the words from “who have a seven year general qualification” to the end substitute “who – 30

(i) hold or have held high judicial office, or

(ii) hold or have held the office of circuit judge or have the qualifications required for holding that office;”.

(5) In section 42(3) of the Ecclesiastical Jurisdiction Measure 1963 (composition of committee of inquiry), in sub-paragraph (ii) of paragraph (b), for the words from “has a 10-year High Court qualification” to the end substitute “holds or has held high judicial office or has the qualifications required for appointment as a High Court judge;”. 35

## **8 Judges: training**

40

(1) Before section 22 of the Ecclesiastical Jurisdiction and Care of Churches

Measure 2018 but after the preceding cross-heading insert –

**“21A Training requirements for ecclesiastical judges**

- (1) The Dean of the Arches and Auditor may by regulations make provision as to the training requirements to be met by ecclesiastical judges. 5
- (2) “Ecclesiastical judge” means –
- (a) the Dean of the Arches and Auditor,
  - (b) the Vicar-General of each province,
  - (c) the chancellor of each diocese,
  - (d) the chair of a disciplinary tribunal for the purposes of the Clergy Discipline Measure 2003, or 10
  - (e) the deputy of a person specified in paragraphs (a) to (d).
- (3) The Dean may not make regulations under subsection (1) without having obtained the agreement of the Vicar-General of each province.
- (4) The Dean may not include in regulations under subsection (1) provision as to the training requirements to be met by an ecclesiastical judge coming within subsection (2)(d) without having also obtained the agreement of the president of tribunals. 15
- (5) Regulations under this section may make different provision for different purposes. 20
- (6) Regulations under this section –
- (a) must be laid before the General Synod, and
  - (b) may not come into force unless they have been approved by the Synod.”
- (2) In section 94(1) of that Measure (regulations etc. to be made by statutory instrument), after paragraph (a) insert – 25
- “(aa) the power to make regulations under section 21A (training requirements for ecclesiastical judges);”.

**9 Disciplinary proceedings**

- (1) In Schedule 1 to the Church of England (Legal Aid) Measure 1994 (proceedings for which legal aid may be given), after item 7 insert – 30

“8. Proceedings on a claim for judicial review of a decision by the president of tribunals on disciplinary proceedings under the Clergy Discipline Measure 2003.

Any person who, as a respondent to the disciplinary proceedings, is an interested party in the proceedings on the claim for judicial review.” 35

- (2) At the end of that Schedule insert –

“NOTES

- 1 In item 8, “interested party” has the meaning given in Civil Procedure Rules relating to judicial review.” 40



- (3) In section 20(1B) of the Clergy Discipline Measure 2003 (application for leave to appeal) –
- (a) for paragraph (a) substitute –
- “(a) shall, at the direction of the Dean of the Arches and Auditor, be heard either –
- (i) by the Dean of the Arches and Auditor sitting alone, or
- (ii) if the Dean is unable to hear the application, by a single person appointed by the Dean from among those nominated under section 21(2)(c) to serve on the relevant provincial panel,” and
- (b) in paragraph (c), for “at least one of the judges” substitute “the person hearing the application”.
- (4) In rule 4D of the Clergy Discipline (Appeal) Rules 2005 (application for leave to appeal) –
- (a) in paragraph (1), for “jointly by the Dean and one judge” substitute “by the Dean or by the person”, and
- (b) in paragraph (3), omit “at least one of the judges is”.
- (5) The amendments made by subsection (4) do not affect the power to make further rules amending or revoking the provision made by those amendments.

## 10 Live broadcast of proceedings

After section 93 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 insert –

### *“Other matters*

- 93A Live broadcast of proceedings**
- (1) Where an ecclesiastical court directs that certain proceedings are to be broadcast live in order to enable members of the public to see and hear the proceedings, the direction must –
- (a) specify the means by which the proceedings are to be broadcast (for example, by live stream), and
- (b) state whether the whole, or only a specified part, of the proceedings is to be broadcast.
- (2) It is a contempt of court for a person to make, or attempt to make, a transmission or recording of –
- (a) an image or sound broadcast in accordance with the direction, or
- (b) an image of, or sound made by, another person while that other person is viewing or listening to a broadcast made in accordance with the direction.
- (3) Subsection (2) does not apply in so far as the transmission or recording is authorised by the direction or authorised (generally or specifically) by the ecclesiastical court in which the proceedings are being held.
- (4) A broadcast made in accordance with the direction does not amount to a breach of –

- (a) section 41 of the Criminal Justice Act 1925 (prohibition on taking photographs etc in court), or
  - (b) section 9 of the Contempt of Court Act 1981 (recording).
- (5) “Ecclesiastical court” has the same meaning as in section 83(2)(a) and (b) (see section 83(7)).”

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*Church property***11 Care of churches**

- (1) In section 35 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 (duty to have regard to church’s purpose) –
- (a) after “have due regard to” insert “–
    - (a) ”,
    - (b) after paragraph (a) insert “, and
    - (b) the importance of environmental protection”, and
    - (c) in the title, at the end insert “and environmental protection”.
- (2) In section 37 of that Measure (diocesan advisory committee: functions), after subsection (7) insert –
- “(7A) Where rules require a relevant person to carry out consultation, the relevant person may delegate the discharge of that function to the advisory committee.”
- (3) In Schedule 2 to that Measure (diocesan advisory committee: constitution), in paragraph 2 (appointment of members) –
- (a) in sub-paragraph (3)(b), omit sub-paragraph (ii) (but not the following “and”) (appointment of member after consulting local authorities), and
  - (b) in sub-paragraph (4), omit the “and” preceding paragraph (d) and after paragraph (d) insert “, and
    - (e) knowledge of environmental matters”.

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**12 Disposals etc. of land**

- (1) In section 43 of the Church Property Measure 2018 (power of incumbent to dedicate land for highway), after subsection (3) insert –
- “(4) Where the benefice is vacant, the power under this section is exercisable by the bishop of the diocese to which the benefice belongs.”
- (2) After section 45 of that Measure insert –
- “45A Power for bishop to act where benefice vacant**
- (1) Where a benefice is vacant, the bishop of the diocese to which the benefice belongs may do anything in relation to any land that the incumbent would be entitled to do in relation to that land if the benefice were full; but the bishop must for that purpose obtain such authority under the faculty jurisdiction as the incumbent would be required to obtain.
- (2) The power conferred on the bishop by subsection (1) includes, in a case where the incumbent is the sole trustee of the land concerned, the power to do anything which a trustee of the land is entitled to do.

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- (3) The power conferred by subsection (1) is in addition to, and does not limit, the powers conferred by sections 1(7), 2(2), 5(4) and (5), 12(1)(b), 43(4) and 45(8).”
- (3) In section 48 of that Measure (interpretation of references to land), after subsection (11) insert – 5
- “(11A) A reference to disposing, in relation to land, has the same meaning as in the Law of Property Act 1925 (see section 205(1)(ii) of that Act).”
- (4) In section 1 of the Sharing of Church Buildings Act 1969 (agreements for sharing church buildings), in subsection (3)(a) – 10
- (a) in sub-paragraph (i), for “Pastoral Measure 1983” substitute “Mission and Pastoral Measure 2011”, and
- (b) in sub-paragraph (ii), for “section 20(8A)” substitute “section 34(8)”.
- (5) In that section, in subsection (6) – 15
- (a) for “section 67 of the Pastoral Measure 1968” substitute “section 85 of the Mission and Pastoral Measure 2011”, and
- (b) after “a reference to the minister in charge of the parish” insert “or the bishop of the diocese concerned”.
- (6) In that section, after subsection (10) insert – 20
- “(11) In subsection (6), the reference to the minister in charge of a parish is a reference to –
- (a) a curate licensed to the charge of the parish, or
- (b) a minister acting as priest-in-charge of the benefice to which the parish belongs.”
- (7) In section 12 of the Church Property Measure 2018, omit subsection (5) and in section 36 of that Measure, omit subsection (2) (each of which is unnecessary). 25
- 13 Care of cathedrals**
- (1) In section 2 of the Care of Cathedrals Measure 2011 (approval required for alterations to cathedrals), in subsection (1), after paragraph (b) but before the following “or” insert “, or 30
- (ba) for the removal of any such object as is referred to in paragraph (b) from the cathedral church, from a building within its precinct or from anywhere else within its precinct, to a place where the object is to be put on display,”.
- (2) In that section, in subsection (2), in paragraph (b), at the beginning insert “except in a case within subsection (1)(ba),”. 35
- 14 Dealings in church property: role of designated adviser**
- (1) In section 20 of the Church Property Measure 2018 (glebe land: dealings), after subsection (4) insert – 40
- “(4A) A DBF or management subsidiary may grant a lease of diocesan glebe land, other than a short lease (as to which, see subsection (5)), only if –
- (a) it has obtained a written report on the proposed transaction from a designated adviser instructed by and acting exclusively for it, and

- (b) having considered the report, it is satisfied that the terms of the proposed transaction are the best that can reasonably be obtained for the diocese.”
- (2) In section 21 of that Measure (consent to dealings), in subsection (4), omit paragraph (b) (but not the following “and”). 5
- (3) In section 49 of that Measure (interpretation), for subsection (7) (which defines “qualified surveyor”) substitute –
- “(7) “Designated adviser” means a person who is a designated adviser for the purposes of section 119(1) of the Charities Act 2011.”.
- (4) In each of sections 3(7)(a), 21(4)(a), 28(4)(a), 34(4)(a) and 49(8) of that Measure, for “qualified surveyor” substitute “designated adviser”. 10
- (5) In each of sections 3(8) and 49(8) of that Measure, for “the surveyor”, in each place it appears, substitute “the designated adviser”.

*Church representation***15 Elections under Church Representation Rules** 15

- (1) In Rule 45 of the Church Representation Rules (diocesan synod: casual vacancy), in paragraph (5), for “, Rules 38 to 42” substitute “that the election is to be conducted in accordance with Rules 38 to 42, those Rules”.
- (2) In Rule M8 of those Rules (qualification for election as parochial representative), after paragraph (2) insert – 20
- “(2A) Where a person does not satisfy the condition in paragraph (1)(b), or the condition in paragraph (1)(c) for the person’s name to have been on the roll for at least the previous six months, the bishop may waive the condition concerned so far as it applies to qualification for election to the PCC, if the bishop considers there are exceptional circumstances which justify waiving the condition.” 25

*Bodies***16 Church Commissioners’ functions etc.**

- (1) In section 5 of the Church Commissioners Measure 1947 (constitution and functions of Board of Governors), after subsection (4A) insert – 30
- “(4B) A committee constituted by or under this Measure may itself establish one or more sub-committees and may delegate functions to any sub-committee so established.
- (4C) A sub-committee established by a committee constituted by or under this Measure may itself delegate functions to the chair or deputy chair of the sub-committee or to an appropriate officer.” 35
- (2) In section 6 of that Measure (Assets Committee and Audit and Risk Committee), in subsection (4) –
- (a) after “may provide for” insert “ –
- (a) ”, 40
- (b) after “as the Board” insert “or the committee in question”, and

- (c) after “may think fit” insert “;
- (b) authorising an appropriate officer to act in relation to a matter on behalf of a person authorised by virtue of paragraph (a) to act in relation to that matter.”
- (3) In section 7 of that Measure (procedure), in subsection (2) – 5
- (a) in paragraph (b), after “any Committee of the Board” insert “(but not a sub-committee established by a committee of the Board)”, and
- (b) after paragraph (c) insert “;
- (d) a committee constituted by or under this Measure which establishes a sub-committee may from time to time make, vary and revoke Standing Orders for regulating the procedure of the sub-committee and subject to any such Standing Orders the sub-committee may regulate its own procedure.” 10
- (4) In section 10 of that Measure (finance), after subsection (6) insert – 15
- “(7) The Commissioners may borrow money for purposes of or in connection with their functions, in so far as they do not have power to do so apart from this subsection.”
- (5) In section 18 of that Measure (interpretation), after subsection (3) insert –
- “(4) A reference in this Measure to a committee constituted by or under this Measure includes a reference to a sub-committee established by that committee (but is not to be read as enabling a sub-committee to establish a sub-committee of its own).” 20
- (6) In sections 5(4)(a), 6(1), (3B) and (3C) and 7(2)(c) of, and paragraph 7 of Schedule 4 to, that Measure, for “Audit Committee” in each place it appears substitute “Audit and Risk Committee”. 25
- (7) In section 94(1) of the Mission and Pastoral Measure 2011 (use of diocesan pastoral account for expenses subject to certain exceptions including Commissioners’ staff salaries), omit “, or the Commissioners,”.
- 17 Meetings** 30
- (1) In section 32 of the Care of Cathedrals Measure 2011 (interpretation), after subsection (3) insert –
- “(4) For the purposes of this Measure, where a meeting is held in more than one place (including electronic, digital or virtual locations, web addresses or conference call telephone numbers), and accordingly without any, or without all, of the participants in the meeting being together in the same place – 35
- (a) a reference to being present at the meeting includes a reference to being present by electronic means (including by telephone conference, video conference, live webcast or live interactive streaming), and 40
- (b) a person is to be regarded as present at the meeting if the person is at that time able to hear and be heard by, and where practicable see and be seen by, the other persons present.”
- (2) In section 62 of the Dioceses, Pastoral and Mission Measure 2007 45

(interpretation), after subsection (6) insert –

“(7) For the purposes of this Measure, where a meeting is held in more than one place (including electronic, digital or virtual locations, web addresses or conference call telephone numbers), and accordingly without any, or without all, of the participants in the meeting being together in the same place –

(a) a reference to being present at the meeting includes a reference to being present by electronic means (including by telephone conference, video conference, live webcast or live interactive streaming), and

(b) a person is to be regarded as present at the meeting if the person is at that time able to hear and be heard by, and where practicable see and be seen by, the other persons present.”

(3) In Schedule 1 to that Measure (the Dioceses Commission), after paragraph 17 insert –

“17A(1) If the Chair considers that the Commission has business which can properly be conducted by correspondence, the Chair may instruct the secretary to circulate to the members of the Commission written proposals requiring the approval of the Commission.

(2) Unless objection is received from a member of the Commission within 14 days of the date on which the proposals were posted or delivered, they are to be treated on the expiry of that period as approved by the Commission as if they had been approved at a duly convened meeting.

(3) The Commission may delegate to the Chair the approval of any matter which requires decision and which, because of its urgency, cannot be dealt with at a meeting of the Commission or in correspondence as mentioned in sub-paragraph (1).”

### *Final*

## **18 Short title, commencement and extent** 30

(1) This Measure may be cited as the Church of England (Miscellaneous Provisions) Measure 2022.

(2) The following provisions of this Measure come into force on the day on which this Measure is passed –

(a) section 1 (General Synod: indefinite application of provision for remote meetings); 35

(b) section 2 (Legislative Reform Measure 2018: removal of sunset);

(c) section 3 (terms of service);

(d) section 4 (delegation of episcopal functions);

(e) section 6 (bishop’s mission order: termination of licence); 40

(f) section 15 (elections under Church Representation Rules);

(g) section 16 (Church Commissioners’ powers);

(h) section 17 (meetings);

(i) this section.

- (3) Section 5 (residential lay canons) comes into force in relation to each cathedral to which the Cathedrals Measure 2021 applies –
- (a) if the constitution and statutes have, when this Measure is passed, not taken effect in accordance with section 53 of that Measure, on the day on which they take effect; 5
  - (b) if the constitution and statutes have, when this Measure is passed, taken effect in accordance with that section, on the day on which this Measure is passed.
- (4) The other provisions of this Measure come into force on such day as the Archbishops of Canterbury and York acting jointly may by order appoint; and different days may be appointed for different purposes. 10
- (5) The Archbishops of Canterbury and York acting jointly may by order make transitional, transitory or saving provision in connection with the commencement of a provision of this Measure.
- (6) Transitory provision under subsection (5) may, in particular, modify the application of a provision of this Measure pending the commencement of a provision of another Measure or a provision of an Act of Parliament. 15
- (7) The power to make an order under this section is exercisable by statutory instrument; and the Statutory Instruments Act 1946 applies as if the order had been made by a Minister of the Crown and as if this Measure were an Act of Parliament. 20
- (8) This Measure extends to –
- (a) the whole of the province of Canterbury, except the Channel Islands (subject to subsection (9)), and
  - (b) the whole of the province of York, except the Isle of Man (subject to subsections (10) to (12)). 25
- (9) This Measure may be applied to the Channel Islands or either of them, with or without modifications, under any procedure for doing so which has effect in the Islands or (as the case may be) the Island in question; and for this purpose, the references to the Channel Islands or either of them have the same meaning as references to the Bailiwicks or either of them have in the Channel Islands Measure 2020. 30
- (10) Section 2 extends to the Isle of Man.
- (11) Sections 3, 5, 12 to 14 and 17(1) do not extend to the Isle of Man.
- (12) If an Act of Tynwald or an instrument made under an Act of Tynwald so provides, other provisions of this Measure extend to the Isle of Man subject to such exceptions, adaptations or modifications as are specified in the Act or instrument. 35

## GENERAL SYNOD

## CHURCH OF ENGLAND (MISCELLANEOUS PROVISIONS) MEASURE

## Explanatory Notes

The draft Miscellaneous Provisions Measure makes legislative provision for a range of matters that do not merit separate legislation.

**Background and summary**

1. The draft Measure is the latest in a series of Miscellaneous Provisions Measures dealing with matters that do not merit separate, free-standing legislation.
2. The annex shows the text of enactments as proposed to be amended by the provisions of the draft Measure where the effect of an amendment is not readily apparent from the Measure itself.

**Procedural stages**

3. Standing Order 48(1) provides for Measures and Canons to be considered by the General Synod on the following successive stages:
  - **First Consideration (see SOs 51 and 52)**
    - Revision Committee (see SOs 54 to 57)
    - Revision (see SOs 53 and 58 to 60)
    - Final Drafting (see SO 61)
    - Final Approval (see SO 64).
4. The draft Measure is being considered by the General Synod at the July 2022 group of sessions on the **First Consideration Stage**.
5. The next stage will be the Revision Committee Stage. Members who wish to send proposals for amendment for consideration by the Revision Committee must do so in writing to [revisioncommittee@churchofengland.org](mailto:revisioncommittee@churchofengland.org) not later than 5.30 p.m. on Friday 9th September 2022.
6. The Measure is expected to return to the Synod for the Revision Stage in February 2023, with the Final Drafting and Final Approval Stages being taken in July 2023.

**Notes on clauses*****Clause 1 Remote meetings : indefinite application of special standing orders***

7. Clause 1 amends the General Synod (Remote Meetings) (Temporary Standing Orders) Measure 2020 (“the Remote Meetings Measure”). That Measure was passed in 2020 to enable the General Synod to hold remote meetings (including hybrid meetings) on a temporary basis.



8. Subsection (1) removes the prohibition in the Remote Meetings Measure on Article 7<sup>1</sup> and Article 8<sup>2</sup> business being considered at a remote meeting or hybrid meeting of the General Synod.
9. Subsection (2) amends section 3 of the Remote Meetings Measure to enable standing orders for remote/hybrid meetings to continue in operation indefinitely if the Synod so decides.
10. Subsection (3) changes the short title of the Remote Meetings Measure so that it no longer includes “(Temporary Standing Orders)”.

### ***Clause 2 Legislative Reform Measure 2018: removal of sunset***

11. Clause 2 removes the sunset provision from the Legislative Reform Measure 2018.
12. The Legislative Reform Measure 2018 introduced a power for the Archbishops’ Council, with the approval on a case by case basis of the General Synod, to make Legislative Reform Orders. Legislative Reform Orders can amend Measures and other provisions of ecclesiastical law contained in primary legislation to remove or reduce burdens that result from that legislation.
13. The Legislative Reform Measure contains a sunset provision which provides for the power to make Legislative Reform Orders to expire five years after the first Order is laid before the Synod. The sunset provision enables the Archbishops’ Council, with the approval of the General Synod, to make an order extending the life of the power to make Legislative Reform Orders beyond that five-year period, subject to the approval of both Houses of Parliament. Extension can be either indefinite or for a specified period of time. The first Legislative Reform Order was laid before the Synod in March 2019. Accordingly, unless it is extended, the power will expire in March 2024.
14. Instead of the Archbishops’ Council making an order to extend the power indefinitely, clause 2 would achieve the same result by removing the sunset provision.

### ***Clause 3 Terms of service***

15. Clause 3 amends the Ecclesiastical Offices (Terms of Service) Regulations 2009 (“the Regulations”) which set out the terms of service for clergy and laity who serve under common tenure.
16. Subsection (1) inserts a new paragraph in regulation 2 of the Regulations so that the terms of service for common tenure office holders do not apply to a person who is licensed to exercise ministry as a member of a religious community. Unlike others who hold office under common tenure, members of religious communities are not in receipt of a stipend or provided with housing by “the relevant housing provider”

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<sup>1</sup> Article 7 business is synodical business that is concerned with making “provision touching doctrinal formulae or the services or ceremonies of the Church of England or the administration of the Sacraments or sacred rites thereof”. Article 7 business is subject to special procedures involving the possibility of references to the Convocations and the House of Laity.

<sup>2</sup> Article 8 business is synodical business that is concerned with making a “Measure Canon providing for permanent changes in the Services of Baptism or Holy Communion or in the Ordinal, or a scheme for a constitutional union or a permanent and substantial change of relationship between the Church of England and another Christian body being a body a substantial number of whose members reside in Great Britain”. Article 8 business is subject to special procedures that involve references to diocesan synods and, in some cases, special majorities in the General Synod.

(usually the DBF). Nor are other matters relevant to parochial clergy such as rest days, annual leave, ministerial development review, capability procedures etc. appropriate to members of religious communities. It is therefore inappropriate that the Regulations providing for these matters to apply to them.

17. The Regulations already contain provision that disapplies their provisions to clergy who exercise ministry pursuant to a contract of employment (e.g. hospital chaplains). The amendment made by subsection (1) creates an equivalent exception for members of religious communities. A member of the clergy licensed to serve in connection with a religious community will be subject to the terms of service set out in the Regulations only to the extent (if at all) that he or she also exercises ministry under some other form of licence (for example a licence to minister in a parish). Subsection (2) makes consequential amendments.
18. Subsection (3) inserts provision in regulation 3 which is concerned with the statement of initial particulars of office of a common tenure office holder. The new provision will enable the Archbishops' Council to issue guidance on the preparation of statements of particulars and require a person preparing such a statement to have regard to that guidance, thereby ensuring a consistency of approach in the preparation of these documents.
19. Subsection (4) updates references in regulation 19 to "continuing ministerial education" so that they become references to "continuing ministerial development" (the term which is now generally in use). Subsection (5) is a consequential amendment.
20. Subsection (6) is a technical provision which makes it clear that the amendments to be made by clause 3 of the Measure do not affect the existing power to amend the Regulations by secondary legislation.

#### ***Clause 4 Delegation of episcopal functions***

21. Clause 4 makes amendments to the Dioceses, Pastoral and Mission Measure 2007 ("the 2007 Measure") concerned with the delegation of episcopal functions.
22. Subsection (1) inserts a new section 14A into the 2007 Measure to provide a general power for either archbishop to delegate archiepiscopal functions to the other archbishop, or to a diocesan, suffragan or assistant bishop, where the archbishop is unable to exercise the functions him- or her-self. This would, for example, enable an archbishop who was due to be on sabbatical or to travel overseas to make arrangements for the exercise of specified archiepiscopal functions in his or her absence. The existing power of either of archbishop to delegate functions in respect of his or her own diocese (i.e. Canterbury or York) on the same basis as other diocesan bishops is unaffected. Subsections (4) and (5) are consequential amendments.
23. Subsections (2) and (3) remove provisions which currently prevent suffragan bishops and bishops acting during vacancies in diocesan sees from dealing with faculties under Canon C 4.5. A faculty under Canon C 4.5 is required where a person to be ordained has remarried and has a living former spouse, or who has married a person who has a living former spouse.

#### ***Clause 5 Lay residentiary canons***

24. Clause 5 amends the Cathedrals Measure 2021 so that the constitution of a cathedral may make provision for the appointment of lay residentiary canons.

25. Subsection (1) inserts a new section 14A in the Cathedrals Measure which enables, but does not require, the constitution of a cathedral to make provision for the appointment of lay persons as residentiary canons. It will be for each Chapter to decide whether to bring forward amendments to its cathedral's constitution to include such provision. As with any amendment to a cathedral's constitution or statutes, the consent of the bishop and of the Church Commissioners will be required for such an amendment to be made.
26. Subsection (2) makes consequential amendments to sections 12 and 13 of the Cathedrals Measure so that a lay residentiary canon is not treated as a member of the cathedral clergy for the purpose of accountability to the Chapter through the dean and so that only a clerical residentiary canon is eligible for appointment as interim dean.
27. Subsection (3) inserts a definition of "lay residentiary canon" in section 45 of the Cathedrals Measure.
28. Subsections (4) to (9) provide for the making of further consequential amendments to other legislation to take account of the existence of lay residentiary canons. Such amendments are to be made by the Archbishops' Council by means of secondary legislation, subject to the approval of the General Synod and annulment by either House of Parliament.

***Clause 6 Bishop's mission order: termination of licence***

29. Clause 6 amends section 82 of the Mission and Pastoral Measure 2011 which concerns bishop's mission orders.
30. Subsection (1) clarifies that where a bishop's mission order is revoked or expires, any licence granted to a person to serve in the mission initiative endorsed by the order is automatically terminated.
31. Subsection (2) makes a consequential amendment to the Ecclesiastical Offices (Terms of Service) Measure 2009, adding the case of the revocation or expiry of a bishop's mission order to the list of circumstances in which an office held under common tenure is terminated.
32. Subsection (3) makes it clear that these provisions apply to a bishop's mission order, whether made before or after the coming into force of clause 5.

***Clause 7 Judges: appointments and retirement***

33. Clause 7 makes amendments to legislation relating to the appointment and retirement of ecclesiastical judges.
34. Subsection (1) amends section 2 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 so that diocesan chancellors, who will continue to be appointed by diocesan bishops, are appointed on the recommendation of the Dean of the Arches and Auditor (as the head of the ecclesiastical judiciary). Although the existing provisions of section 2 require that the Dean of the Arches and Auditor is consulted before a chancellor is appointed, it is currently possible for an individual to be appointed even if the Dean has advised that he or she should not be. As head of the ecclesiastical judiciary, the Dean is best placed to know whether a particular individual has the necessary skills and experience to serve as an ecclesiastical judge. As the person with oversight of the ecclesiastical judiciary, the Dean is also

able to ensure that appointments are made on a fair and equitable basis, taking account of the need to increase the diversity of the ecclesiastical judiciary.

35. Subsection (2) transfers the existing obligation to consult the Lord Chancellor when appointing a diocesan chancellor from the bishop to the Dean of the Arches and Auditor. This brings section 2 into line with what currently happens in practice.
36. Subsection (3) increases the statutory retirement age of diocesan chancellors from 70 to 75. This brings the retirement provisions for ecclesiastical judges into line with recent changes made by the Public Service Pensions and Judicial Offices Act 2022 to the retirement age for judges in other courts.
37. Subsection (4) replaces provisions in section 21 of the Clergy Discipline Measure 2003 which set out the statutory qualifications for legal members of provincial panels (i.e. the judges who chair clergy discipline tribunals). The current reference in section 21 to persons “who have a seven year general qualification” is outdated. The amendment will replace it with a reference to persons who hold or have held “high judicial office” (i.e. High Court judge or above) or hold or have held the office of circuit judge or have the qualifications required for holding the office of circuit judge.
38. Subsection (5) updates section 42(3) of the Ecclesiastical Jurisdiction Measure 1963 (which provides for the composition of a committee of inquiry into a complaint against a bishop for an offence involving doctrine, ritual or ceremonial). The qualification for acting as deputy of the Dean of the Arches and Auditor on a committee of inquiry becomes holding or having held high judicial office or having the qualifications required for appointment as a High Court judge.

#### ***Clause 8 Judges: training***

39. Clause 8 amends the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 to provide the Dean of the Arches and Auditor with a power to make regulations setting out training requirements to be met by ecclesiastical judges.
40. Subsection (1) inserts new section 21A (training requirements for ecclesiastical judges) in the 2018 Measure. New section 21A confers the power to make regulations on the Dean of the Arches and Auditor. The Dean must obtain the agreement of the Vicar-General of each province before making regulations. And where regulations include requirements to be met by judges who chair clergy discipline tribunals, the Dean must also have obtained the agreement of the President of Tribunals. Regulations made under section 21A must be laid before the General Synod and do not come into force unless approved by it.
41. Subsection (2) amends section 94(1) of the 2018 Measure so that regulations under section 21A will be take the form of a statutory instrument subject to annulment by either House of Parliament.

#### ***Clause 9 Disciplinary proceedings***

42. Clause 9 makes miscellaneous amendments to legislation relating to disciplinary proceedings.
43. Subsections (1) and (2) amend the Church of England (Legal Aid) Measure 1994. They add a further category or proceedings to the list of proceedings in Schedule 1 for which legal aid may be given. The amendments will enable a person who was a respondent in disciplinary proceedings to apply for legal aid if a decision by the

President of Tribunals in favour of that respondent is subsequently challenged (e.g. by a complainant) by way of judicial review. If such a challenge is brought, although it is technically brought against the President of Tribunals, judges whose decisions are challenged are not normally involved in judicial review proceedings: the party actually seeking to have the decision upheld – and who needs to defend the judicial review proceedings – is the person who was the respondent in the original disciplinary proceedings. It is therefore that person who may need to be represented in the judicial review proceedings and who will – subject to the usual discretion of the Legal Aid Commission – be eligible for a grant of legal aid for that purpose.

44. Subsection (3) amends section 20 of the Clergy Discipline Measure so that applications for leave to appeal against a decision of clergy discipline tribunal are determined by single judge, rather than as at present by a judge and one other person (and which causes delay in the determination of leave applications). The single judge will be either the Dean of the Arches and Auditor or a person nominated by the Dean from among the panel of chairs of clergy discipline tribunals.
45. Subsection (4) makes an amendment to the Clergy Discipline (Appeal) Rules 2005 that is consequential on the amendment made by subsection (3).
46. Subsection (5) is a technical provision which makes it clear that the amendments to be made by subsection (4) do not affect the existing power to amend the Rules by secondary legislation.

#### ***Clause 10 Live broadcast of proceedings***

47. Clause 10 amends the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 to put provision for the broadcast of proceedings in an ecclesiastical court on a statutory footing. New section 93A sets out the steps that a court must take when directing that proceedings are to be broadcast live to enable members of the public to see and hear the proceedings. It includes provision making it a contempt of court to use the broadcast proceedings in certain prohibited ways.

#### ***Clause 11 Care of churches***

48. Clause 11 makes amendments to provisions in the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 that are concerned with the care of churches.
49. Subsection (1) includes a new requirement in section 35 (duty to have regard to church's purpose) so that a person carrying out functions of care and conservation under the 2018 Measure must have due regard to the importance of environmental protection (as well as to the role of a church as a local centre of worship and mission).
50. Subsection (2) amends section 37 of the 2018 Measure so that a diocesan advisory commission can assist a parochial church council (or other relevant person, such as an archdeacon) by carrying out consultation requirements on their behalf.
51. Subsection (3) amends the provisions in Schedule 2 to the 2018 Measure that are concerned with the constitution of diocesan advisory committees. Provision requiring that one member be appointed after consulting local authorities is removed. Provision is added requiring the appointment of a member with knowledge of environmental matters.

## **Clause 12 Disposals etc. of land**

52. Clause 12 makes miscellaneous amendments to the Church Property Measure 2018 and the Sharing of Church Buildings Act 1969 to remove lacunae, to update references and to remove unnecessary provisions.
53. Subsection (1) amends section 43 of the Church Property Measure so that where a benefice is vacant the bishop may exercise the power usually exercisable by the incumbent to dedicate as a highway land that forms part of the garden of, or adjoins, the parsonage house. This makes the provision in section 43 consistent with the provision in section 1 of the Church Property Measure which enables the bishop, during the vacancy in a benefice, to sell, exchange or demolish the parsonage house – powers which are otherwise exercisable by the incumbent.
54. Subsection (2) provides a general power for the bishop to do things in relation to land where a benefice is vacant. As matters stand, there is no general provision that enables anybody to act in relation to church or benefice property when a benefice is vacant. This has the potential to cause problems when a parish wishes to grant a licence or other legal right in respect of the church or churchyard, or to enter into an agreement for the release of a covenant or some other right that exists in favour of a church or churchyard. For example, it is not clear in the case of a vacant benefice who, if anybody, is able to grant a wayleave to carry a cable over a churchyard or to grant a licence for the use of the church building by a community group. The new section 45A inserted in the Church Property Measure by subsection (2) would address this lacuna by enabling the bishop to do anything in relation to land which an incumbent could have done, for example to be a party to the grant of a licence. But the bishop must – as an incumbent would have had to – obtain a faculty to authorise e.g. the grant of a licence in the usual way, following a resolution of the parochial church council and public consultation.
55. Subsection (3) inserts a definition of disposal of land in the Church Property Measure so that it has the same meaning as in the Law of Property Act 1925.
56. Subsections (4) and (5) update the Sharing of Church Buildings Act 1969 so that references to provisions of repealed Measures become references to the corresponding provisions in the Mission and Pastoral Measure 2011.
57. Subsection (5) also amends the 1969 Act to make further provision for the making of sharing agreements where a benefice is vacant. The 1969 Act currently allows “the minister in charge” of the parish to be a party to a sharing agreement in place of an incumbent where there is a minister in charge holding office. But it makes no provision for the case where there is neither incumbent nor minister in charge. The amendment in subsection (5)(b) additionally enables the bishop to be a party to a sharing agreement, where a benefice is vacant. The Church of England parties to a sharing agreement in all cases also include the diocesan board of finance and the parochial church council.
58. Subsection (6) provides a definition of the (currently undefined) term “minster in charge” in section 1(6) of the 1969 Act so that it includes a curate licensed to the charge of the parish or a priest in charge.

59. Subsection (7) removes provisions in the Church Property Measure which relate to stamp duty land tax. Those provisions are unnecessary, as church bodies benefit from the charity exemption from stamp duty land tax.

**Clause 13 Care of cathedrals**

60. Clause 13 amends the Care of Cathedrals Measure 2011. It adds to the matters in respect of which approval is required under the Measure the removal of an object of architectural, archaeological, artistic or historic interest to a place where the object is to be put on display.

**Clause 14 Dealings in church property: role of designated adviser**

61. Clause 14 amends provisions in the Church Property Measure 2018 concerned with the obtaining of advice prior to entering into certain property transactions. Provisions that require the obtaining of a written report from a qualified surveyor, and related provisions, are amended so that the requirement becomes one to obtain a report from a “designated adviser” – a wider category of professionals, to be prescribed by Regulations made by the Government. This will bring relevant provisions in the Church Property Measure into line with amendments that are to be made to the Charities Act 2011 by the Charities Act 2022. “Designated adviser” is to be defined in the Measure by reference to the amended section 119(1) of the Charities Act 2011.

**Clause 15 Elections under Church Representation Rules**

62. Clause 15 amends the Church Representation Rules set out in Schedule 3 to the Synodical Government Measure 1969.
63. Subsection (1) makes a drafting correction to rule 45 (which provides for filling casual vacancies among the members of diocesan synods).
64. Subsection (2) amends rule M8 so that if the bishop considers there are exceptional circumstances that justify doing so, the bishop may waive the requirement that a person must be an actual communicant, or the requirement that a person must have had his or her name on the church electoral roll for at least six months, to qualify for election to a parochial church council.

**Clause 16 Church Commissioners’ functions etc.**

65. Clause 16 amends the Church Commissioners Measure 1947 and other provisions concerning the operation of the Commissioners.
66. Subsection (1) inserts new provision in section 5 of the 1947 Measure to enable committees established by the Measure or by the Commissioners’ Board of Governors to establish sub-committees and to delegate functions to them, and for sub-committees to delegate functions to their chair or deputy chair or to officers.
67. Subsection (2) inserts new provision in section 6 of the 1947 Measure so that standing orders made by the Board of Governors or the Assets Committee may make provision authorising an appropriate officer to act on behalf of a person who has been authorised to act on behalf of the Board or a committee.
68. Subsection (3) amends section 7 of the 1947 Measure so that standing orders regulating the procedure of a sub-committee are made by the committee which

established that sub-committee, and subject to that so that sub-committees may regulate their own procedure.

69. Subsection (4) amends section 10 of the 1947 Measure to confer an express power on the Commissioners to borrow money. The view of the Official Solicitor to the Church Commissioners is that they have the power to borrow, having taken over that power from Queen Anne's Bounty when the 1947 Measure came into force (hence the words "in so far as they do not have power to do so apart from this subsection" being included in the new section 10(7)). However, it is considered desirable to put the matter beyond doubt with an express power to borrow.
70. Subsection (5) is consequential on the amendment made by subsection (1) and amends section 18 of the 1947 Measure to provide that references in the Measure to committees are to be read as including references to sub-committees.
71. Subsection (6) amends the 1947 Measure to ensure that consistent reference is made to the "Audit and Risk Committee" on the face of the Measure (rather than the Audit Committee where such references remain).
72. Subsection (7) amends section 94(1) of the Mission and Pastoral Measure 2011 so that the Commissioners are no longer prevented from meeting their legal expenses incurred in connection with the disposal of closed churches out of the proceeds of sale where the legal work is carried out by the Commissioners' internal lawyers (in addition to the fees of external legal advisers as presently permitted).

#### ***Clause 17 Meetings***

73. Clause 17 amends the Care of Cathedrals Measure 2011 and the Dioceses, Pastoral and Mission Measure 2007 so that the bodies established by those Measures (the Cathedrals Fabric Commission for England and cathedrals' fabric advisory committees, the Dioceses Commission and the Church Buildings Council) are able to hold and conduct business at remote meetings (including hybrid meetings).
74. It also amends the Dioceses, Pastoral and Mission Measure to provide the Dioceses Commission with a procedure for conducting business by correspondence.

#### ***Clause 18 Short title, commencement and extent***

75. Clause 18 provides for the citation of the Measure, for its commencement (including the making of transitional, transitory and saving provision) and for its territorial extent.

The Legal Office  
Church House, Westminster

June 2022



## The text of enactments as amended

*This annex shows the text of enactments as proposed to be amended by the provisions of the draft Measure where the effect of an amendment is not readily apparent from the Measure itself.*

### Clause 1

*Amendments to sections 1 and 3 of the General Synod (Remote Meetings) (Temporary Standing Orders) Measure 2020*

#### **1 Power to make special standing orders for remote meetings of General Synod**

(1) The officers of the General Synod acting jointly may make standing orders for persons to attend, speak at, vote in, or otherwise participate in meetings of the General Synod without all of the persons, or without any of the persons, being together in the same place.

(2) The officers of the General Synod are—

- (a) the Archbishops of Canterbury and York,
- (b) the Prolocutors of the Convocations of Canterbury and York, and
- (c) the Chair and Vice-Chair of the House of Laity of the General Synod.

(3) The officers of the General Synod may exercise the power to make standing orders under this section only once; and they may not amend or revoke standing orders made under this section (but section 4 confers a power to amend or revoke on the General Synod itself).

(4) Standing orders under this section may disapply or modify provisions of the Standing Orders of the General Synod.

~~(5) Standing orders under this section may not include provision which would apply to business on—~~

- ~~(a) a Measure, Canon or other provision touching any of the matters referred to in Article 7(1) of the Constitution;~~
- ~~(b) a Measure or Canon to which Article 8 of the Constitution applies by virtue of paragraph (1) of that Article; or~~
- ~~(c) a scheme to which Article 8 of the Constitution applies by virtue of paragraph (1) or (1A) of that Article.~~

(6) If an office referred to in subsection (2) is vacant, the power under this section is exercisable by the holders of such of the offices as are filled acting jointly; and the duties imposed by section 2 are, accordingly, also to be carried out on that basis.

~~(7) In this Measure, “the Constitution” means the Constitution of the General Synod set out in Schedule 2 to the Synodical Government Measure 1969.~~

#### **3 Operation of special standing orders**

(1) Standing orders made under section 1 come into operation on the day after that on which they are published under section 2(3)(a) and continue in operation pending the decision by the General Synod on the question of whether to approve the standing orders.

- (2) The question of whether to approve the standing orders is to be the first item of business at the first meeting of the General Synod held (in whatever manner) after the standing orders come into operation.
- (3) The provisions of the Standing Orders of the General Synod relating to the consideration of an instrument made under a Measure or Canon apply to the standing orders as they apply to such an instrument; and for that purpose the requirement in section 2(3)(a) applies instead of the deadline for providing members of the Synod with a copy of the instrument concerned before it is due to be considered by Synod.
- (4) If the standing orders are approved by the General Synod (with or without amendment), they continue in operation until the end of the period of 12 months beginning with the day on which they are so approved.
- (5) But the General Synod may resolve that the standing orders—
- (a) are not to cease to be in operation at the time when they would otherwise cease to be so under subsection (4) or under the most recent resolution made under this subsection or subsection (6), and
  - (b) ~~are instead to continue in operation after that time for such period as the General Synod specifies in the resolution.~~ **are instead to continue in operation (with or without amendment) either for such period as the General Synod may specify in the resolution or for an indefinite period.**
- (6) If standing orders under section 1 have ceased to be in operation (whether under this section or section 4), the General Synod may resolve that they are to be revived (with or without amendment) and to be in operation ~~for such period as the General Synod specifies in the resolution~~ **either for such period as the General Synod may specify in the resolution or for an indefinite period**; and they are to be treated as being in operation so far as necessary for the purpose of enabling the Synod to consider whether to pass a resolution under this subsection.
- (7) Standing orders under section 1 have effect in spite of any provision in the Constitution or in the Standing Orders of the General Synod with which they are inconsistent; **and “the Constitution” means the Constitution of the General Synod set out in Schedule 2 to the Synodical Government Measure 1969.**

## Clause 3

### *Amendments to regulations 2 and 3 of the Ecclesiastical Offices (Terms of Service) Regulations 2009*

#### 2 Interpretation

(1) In these Regulations—

“capability procedures” means the procedures described in regulation 31 below;

“grievance procedures” means the procedures described in regulation 32 below;

“working day” means any day which is not a rest day or part of a rest period or which is not taken as part of annual or special leave or any such leave as is referred to in regulation 23(1) below and cognate expressions shall be construed accordingly;

“the Measure” means the Ecclesiastical Offices (Terms of Service) Measure 2009;

(2) Subject to ~~paragraph (3)~~ **paragraphs 3 and 3A** below, these Regulations apply to all office holders holding office subject to Common Tenure, whenever appointed to their office, and the following provisions of these Regulations (except regulation 33(3) below) shall apply to an office holder who becomes subject to Common Tenure whilst holding his or her office as if he or she had taken up that office on the day on which he or she became subject to Common Tenure.

(3) Where an office holder holds an office in pursuance of a contract of employment, these Regulations shall not apply to the office holder in respect of that office, without prejudice to the application of the Regulations in respect of any other office held by that office holder.

**(3A) These Regulations do not apply to a person licensed under section 2A of the Extra-Parochial Ministry Measure 1967 (ministry by member of religious community) except in so far as the person exercises ministry otherwise than under that licence.**

(4) For the purposes of these Regulations, a residentiary canon is a “qualifying residentiary canon” if—

(a) the Commissioners are required to make payments to the residentiary canon under section 28(1)(b) of the Cathedrals Measure 2021,

(b) the Chapter of the cathedral concerned pays the whole of the residentiary canon's stipend or other emoluments and provides the residentiary canon's housing, or

(c) the residentiary canon does not come within sub-paragraph (a) or (b) but the Chapter of the cathedral concerned has resolved that the residentiary canon is nonetheless to be regarded as being a qualifying residentiary canon.

#### 3 Statement of initial particulars of office

(1) An office holder shall be given a written statement of particulars of office by—

(a) an officer of the diocese nominated for that purpose by the diocesan bishop, or

(b) in the case of an office holder who is an archbishop or a diocesan bishop, by an officer of the province nominated by the registrar of the province in which the diocese is situated.

(2) The statement may be given in instalments and (whether or not given in instalments) shall be given not later than the relevant date.

(3) The relevant date for the purposes of paragraph (2) above shall be the expiry of the period of one month from the date on which the office holder took up the office.

- (4) The statement shall contain particulars of—
- (a) the name of the office holder and the title or description of the officer nominated by the bishop or registrar under paragraph (1) above and the body which is to be treated, for the purpose of these Regulations, as the respondent in any proceedings brought by the office holder before an employment tribunal,
  - (b) the title of the office to which the office holder has been appointed, and
  - (c) the date when the appointment took effect.
- (5) The statement shall also contain particulars, as at a specified date not more than seven days before the statement (or the instalment containing them) is given, of—
- (a) whether the office holder is entitled to a stipend and, if so, the amount of the stipend or the method of calculating it,
  - (b) the person or body responsible for the payment of the stipend,
  - (c) the intervals at which any stipend is payable (that is, weekly, monthly or other specified intervals),
  - (d) whether the office holder is entitled to receive parochial fees and the relationship, if any, of the receipt of such fees to any stipend,
  - (e) any terms and conditions relating to the reimbursement of expenses incurred in connection with the exercise of the office,
  - (f) whether the office is full-time or part-time and, in the case of part-time posts, and of posts for which special provision has been made for hours of work, any terms and conditions relating to hours of work (including any terms and conditions relating to normal working hours),
  - (g) any terms and conditions relating to any of the following—
    - (i) entitlement to rest periods and holidays, including public holidays,
    - (ii) incapacity for work due to sickness or injury, including any provision for sick pay,
    - (iii) pensions and pensions schemes, including, where the office holder comes within either the Church of England Pensions Scheme or the Church of England Funded Pensions Scheme, or both, a statement to that effect, and
    - (iv) entitlements to maternity, paternity, parental[, adoption, shared parental and parental bereavement leave] [and time off work to care for dependants] in accordance with regulation 23 below,
  - (h) where the office holder is required, for the better performance of his or her duties, to occupy any particular residence, details of the address of the property concerned, the person or body to whom or which it belongs, the terms of occupation and any contents to be provided by the relevant housing provider,
  - (i) the length of notice which the office holder is required to give and, if applicable, receive to terminate the appointment, and
  - (j) where the appointment is not intended to be permanent, the circumstances in which it may be terminated or, if it is for a fixed term, the date when it is to end.

**(6) The Archbishops' Council may issue guidance on the preparation of a statement under this regulation.**

**(7) A person preparing a statement under this regulation must, in doing so, have regard to any guidance that is issued under paragraph (6).**

#### **Clause 4**

*Amendments to sections 13(1), 14(1) and 16 of the Dioceses, Pastoral and Mission Measure 2007*

#### **13 Delegation by instrument of certain functions to suffragan bishop or assistant bishop**

(1) Subject to the provisions of this section, the bishop of a diocese may by an instrument under his hand delegate to a suffragan bishop of the diocese such of his functions as may be specified in the instrument ~~except functions under any Canon made under section 9(2) of the Clergy (Ordination and Miscellaneous Provisions) Measure 1964 (1964 No 6) . . . (1993 No 2).~~

#### **14 Discharge of certain functions of bishop**

(1) If—

(a) the bishop of a diocese has executed an irreversible instrument of resignation as bishop or the bishop considers that he will be unable to discharge any or all of his functions by reason of disability, illness or absence from his diocese or by reason of his forthcoming translation to another see; and

(b) there is no person in episcopal orders in the diocese who is for the time being authorised to discharge the relevant functions of the bishop,

the bishop may (in the case of resignation or translation before the resignation or translation takes effect) by an instrument under his hand delegate to a person holding office as a diocesan, suffragan or assistant bishop in the Church of England, without the consent of the diocesan synod, but after consultation with the bishop's council and standing committee of that synod, unless the bishop is unable to consult the bishop's council and standing committee by reason of his disability or illness, such of his functions as may be specified in the instrument, ~~except functions to which an instrument made under section 13 above relates and functions under any Canon made under section 9(2) of the Clergy (Ordination and Miscellaneous Provisions) Measure 1964 (1964 No 6) . . . (1993 No 2).~~

#### **16 Provision with respect to Acts, etc which confer functions on a diocesan bishop or an archbishop**

(1) Any Act, Measure or Canon which confers or imposes on the bishop of a diocese any functions which by virtue of an instrument made under section 13 or 14 above or a reorganisation scheme may be discharged by a suffragan bishop shall have effect in any diocese subject to the provisions of any such instrument or scheme relating to that diocese and for the time being in force, and references in that Act, Measure or Canon to the bishop of a diocese shall be construed accordingly.

(2) **Any Act, Measure or Canon which confers or imposes on an archbishop functions which by virtue of an instrument made under section 14A may be discharged by the other archbishop, or by the bishop specified in the instrument, have effect in the province subject to the provisions of the instrument for the time being in force, and references in that Act, Measure or Canon to the archbishop are to be construed accordingly.**

## Clause 6

*Amendments to sections 2 and 3 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018*

### 2 Judge: appointment

(1) The consistory court of a diocese is to be presided over by a single judge, appointed by the bishop of the diocese by letters patent **on the recommendation of the Dean of the Arches and Auditor.**

(2) The judge is to continue to be known as the chancellor of the diocese or, in the case of the diocese of Canterbury, the commissary general.

(3) Accordingly, a reference in this Measure to the chancellor of a diocese is, in the case of the diocese of Canterbury, to be read as a reference to the commissary general.

(4) A person may be appointed as chancellor of a diocese only if the person—

(a) holds or has held high judicial office, or

(b) holds or has held the office of circuit judge or has the qualifications required for holding that office.

(5) A lay person may be appointed as chancellor of a diocese only if the bishop is satisfied that the person is a communicant.

~~(6) Before appointing a person as chancellor of a diocese, the bishop must consult—~~

~~(a) the Lord Chancellor, and~~

~~(b) the Dean of the Arches and Auditor.~~

**(6) Before making a recommendation under subsection (1), the Dean of the Arches and Auditor must consult the Lord Chancellor as well as the bishop.**

### 3 Judge: term of office

(1) The term of a person's appointment as chancellor of a diocese—

(a) begins with the date of the appointment, and

(b) subject to the following provisions of this section, ends with the day on which the person reaches the age of ~~70~~**75**.

(2) The chancellor of a diocese may resign the office by instrument in writing signed by him or her and addressed to, and served on, the bishop of the diocese.

(3) The bishop of a diocese may remove the chancellor of the diocese from office if the Upper House of the Convocation of the province concerned resolves that he or she is incapable of acting or unfit to act; and such a resolution must be filed in the registry of the province concerned.

(4) Where, during the course of proceedings in the consistory court, the chancellor of the diocese reaches the age of ~~70~~**75**, he or she may continue to act as chancellor for the purposes of the proceedings as if the day on which the proceedings concluded in that court were the day on which he or she reached that age.

~~(5) Where the bishop of a diocese considers that it would be desirable in the interests of the diocese to retain the chancellor in office after the date on which he or she would otherwise retire under~~

~~subsection (1) or (4), the bishop may authorise the continuance in office of the chancellor after that date for a period of up to two years.~~

~~(6) The bishop of a diocese may authorise the further continuance in office of the chancellor of the diocese for periods of up to one year at a time.~~

~~(7) The period during which a person remains in office as chancellor may not be continued under subsection (5) or (6) beyond the date on which the person reaches the age of 75.~~

~~(8) Before authorising a period of continuance under subsection (5) or (6), the bishop must consult the Dean of the Arches and Auditor.~~

~~(9) Where the chancellor of a diocese is continuing in office under subsection (5) or (6) and, during the course of proceedings in the consistory court, the period of continuance under that subsection expires, he or she may continue to act as chancellor for the purposes of the proceedings as if the day on which the proceedings concluded in that court were the day on which the period of continuance expired.~~

(10) The references in subsections (1) and (4) to reaching the age of ~~70~~ **75** apply only in the case of a person appointed as chancellor on or after 31 March 1995; in the case of a person appointed as chancellor before that date, the references are to be read as references to reaching the age at which a circuit judge appointed on the day on which the person was appointed as chancellor would be obliged to vacate office.

#### *Amendments to section 21 of the Clergy Discipline Measure 2003*

### **21 Provincial panels**

(1) It shall be the duty of the Clergy Discipline Commission to compile and maintain for each province, in accordance with the provisions of subsection (2) below, a list (hereinafter referred to as “the provincial panel”) of persons available for appointment under the following provisions of this Measure as members of a disciplinary tribunal or of the Vicar-General's court.

(2) Each provincial panel shall contain the names of—

(a) two lay persons from each diocese nominated by the bishop of the diocese after consultation with the bishop's council, being persons who are resident in the diocese and are on the electoral roll of a parish in the diocese or on the community roll of a cathedral which is not a parish church;

(b) two persons in Holy Orders from each diocese nominated by the bishop of the diocese after consultation with the bishop's council, being persons who have served in Holy Orders for at least seven years and are resident in the diocese;

(c) ten persons nominated by the archbishop of the relevant province, being persons ~~who have a seven year general qualification within the meaning of section 71 of the Courts and Legal Services Act 1990 (c 41) or who have held or are holding high judicial office or the office of Circuit judge who—~~

**(i) hold or have held high judicial office, or**

**(ii) hold or have held the office of circuit judge or have the qualifications required for holding that office;**

**(d) such persons as may be nominated under subsection (3) below.**

(3) The archbishop of the relevant province may also nominate for inclusion on the provincial panel—

(a) not more than five persons who are resident in the province and are on the electoral roll of a parish in the province or on the community roll of a cathedral which is not a parish church; and

(b) not more than five persons who have served in Holy Orders for at least seven years and reside in the province.

(4) No lay person who is not an actual communicant, within the meaning of Rule 83(2) of the Church Representation Rules, shall be nominated to serve on the provincial panel.

(5) Persons nominated to serve on the provincial panel shall so serve for a period of six years, and on retiring from the panel, a person nominated under subsection (2)(a) or (b) or (3) shall be eligible to be nominated to serve for not more than one further period of six years, and a person nominated under subsection (2)(c) shall be eligible to be nominated to serve for one or more further periods of six years:

Provided that, of the persons nominated to serve on the provincial panel on the first occasion after the passing of this Measure, half of those nominated under paragraph (a) of subsection (2) above, half of those nominated under paragraph (b), half of those nominated under paragraph (c) and half of those nominated under subsection (3) above shall retire from the panel after serving for a period of three years, those retiring being determined by lot.

(6) Where the period of service of a person nominated to serve on the provincial panel expires while he is a member of a disciplinary tribunal or of the Vicar-General's court to which proceedings under this Measure are referred, he shall continue to be a member of the tribunal or court until the completion of the proceedings.

(7) Where a casual vacancy occurs on the provincial panel the Archbishop of the relevant province or the bishop of the relevant diocese, as the case may be, may nominate a person to fill the vacancy, and the provisions of subsections (2) and (4) above, relating to qualifications and consultations shall apply for the purposes of this subsection as they applied for the purposes of the nomination of the person whose place he takes on the panel.

(8) Any person nominated to fill a casual vacancy shall serve only for the unexpired term of service of the person whose place he takes on the panel.



## Clause 8

*Amendments to Schedule 1 to the Church of England (Legal Aid) Measure 1994*

### SCHEDULE 1

#### PROCEEDINGS FOR WHICH LEGAL AID MAY BE GIVEN

| <i>Description of proceedings</i>   | <i>Description of applicants</i>  |
|---|---|
| 1. Proceedings in any ecclesiastical court or before any disciplinary tribunal commission, committee, bishop or examiner in respect of an offence under the Ecclesiastical Jurisdiction Measure 1963 or of misconduct under the Clergy Discipline Measure 2003. | Any accused person.   |
| 2. Proceedings on an enquiry under Part I of the Incumbents (Vacation of Benefices) Measure 1977 conducted by a provincial tribunal.  | The incumbent concerned in the proceedings.   |
| <i>&lt;repealed &gt;</i>  | <i>&lt; repealed &gt;</i>   |
| 5. Proceedings on an appeal under any Canon made in pursuance of section 7 of the Church of England (Legal Aid and Miscellaneous Provisions) Measure 1988 against revocation of a licence granted to a minister, deaconess, lay worker or stipendiary reader.   | The appellant.  |
| 6. Proceedings on an appeal under section 50 of the Ecclesiastical Jurisdiction Measure 1963 against an intended deposition of a priest or deacon from Holy Orders.   | The appellant.  |
| 7. Proceedings on an appeal under section 36(6) or by virtue of section 37(6) of the Clergy Discipline Measure 2003 against a suspension made in reliance on section 36(1)(e) or 37(1)(e) of that Measure.  | The appellant.  |
| <b>8. Proceedings on a claim for judicial review of a decision by the president of tribunals on disciplinary proceedings under the Clergy Discipline Measure 2003.</b>  | <b>Any person who, as a respondent to the disciplinary proceedings, is an interested party in the proceedings on the claim for judicial review.</b> |

#### NOTES

1 In item 8, “interested party” has the meaning given in Civil Procedure Rules relating to judicial review.

## **20 Right of appeal**

(1) Subject to the following provisions of this section, in disciplinary proceedings under this Measure—

(a) the respondent may appeal against any penalty imposed on him, and

(b) the respondent on a question of law or fact, and the designated officer, on a question of law, may appeal against any finding of the disciplinary tribunal or the Vicar-General's court,

to the Arches Court of Canterbury (where the proceedings take place in the province of Canterbury) or the Chancery Court of York (where the proceedings take place in the province of York).

(1A) An appeal by the respondent or the designated officer may only be brought with the leave of the disciplinary tribunal or the Vicar-General's court, as the case may be, or the appeal court.

(1B) Any application for leave of the appeal court under subsection (1A)—

(a) shall, **at the direction of the Dean of the Arches and Auditor, be heard either—**

**(i) by the Dean of the Arches and Auditor sitting alone, or**

**(ii) if the Dean is unable to hear the application, by a single person appointed by the Dean from among those nominated under section 21(2)(c) to serve on the relevant provincial panel;**

(b) may, if the Dean of the Arches and Auditor so directs, be determined without a hearing; and

(c) shall be granted if ~~at least one of the judges~~ **the person hearing the application** considers either that the appeal would have a real prospect of success or that there is some other compelling reason why the appeal should be heard.

(1C) If the disciplinary tribunal or the court grants the application for leave, it may direct that the issues to be heard on the appeal be limited in such way as the tribunal or the court may specify.]

(2) Subject to subsection (3) below, proceedings on an appeal under subsection (1) above shall be heard and disposed of by the Dean of the Arches and Auditor sitting with two persons in Holy Orders and two lay persons appointed by the president of tribunals for the purpose of those proceedings from among the persons nominated to serve on the provincial panel of the relevant province otherwise than by the bishop of the diocese concerned.

(3) In the case of an appeal from a decision of the Vicar-General's court—

(a) one of the persons in Holy Orders shall be in Episcopal Orders, whether or not that person has been nominated to serve on the provincial panel mentioned in subsection (2) above, and

(b) where the appeal is by an archbishop, subsection (2) shall have effect as if the reference to persons nominated to serve on the provincial panel otherwise than by the bishop of the diocese concerned were a reference to persons (other than the person in Episcopal Orders) nominated to serve on the provincial panel of the other province.

(4) Before the president of tribunals appoints a person to sit as a judge for the purpose of proceedings on an appeal under subsection (1) or on an application for leave to appeal under subsection (1A) above he shall satisfy himself that there is no reason to question the impartiality of that person.

(5) Before appointing a person to sit as a judge for the purpose of proceedings on an appeal under subsection (1) or on an application for leave to appeal under subsection (1A) above the president of tribunals shall afford an opportunity to the respondent to make representations as to the suitability of that person to be appointed.

## Clause 10

*Amendments to section 35 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018*

### **35 Duty to have regard to church's purpose and environmental protection**

A person carrying out functions of care and conservation under this Measure, or under any other enactment or any rule of law relating to churches, must have due regard to—

- (a) the role of a church as a local centre of worship and mission, **and**
- (b) **the importance of environmental protection.**

*Amendments to paragraph 2 of Schedule 2 to the Ecclesiastical Jurisdiction and Care of Churches Measure 2018*

## **SCHEDULE 2**

### **DIOCESAN ADVISORY COMMITTEE: CONSTITUTION**

*Membership: appointment*

2

- (1) The committee consists of—
  - (a) a chair,
  - (b) the archdeacon of each archdeaconry in the diocese, and
  - (c) at least 12 other members.
- (2) The chair is appointed by the bishop of the diocese after consultation with—
  - (a) the bishop's council,
  - (b) the chancellor of the diocese, and
  - (c) the Church Buildings Council.
- (3) The other members are—
  - (a) two persons appointed by the bishop's council of the diocese from among the elected members of the diocesan synod,
  - (b) at least ten other persons appointed by the bishop's council of the diocese of whom—
    - (i) one is appointed after consultation with the Historic Buildings and Monuments Commission for England,
    - ~~(ii) one is appointed after consultation with such associations as the Dean of the Arches and Auditor may from time to time designate as the relevant associations of local authorities in relation to the diocese, and~~
    - (iii) one is appointed after consultation with the national amenity societies, and
  - (c) such other persons as may be co-opted under paragraph 5.
- (4) In making an appointment under sub-paragraph (3)(b), the bishop's council must ensure that the persons so appointed have between them—
  - (a) knowledge of the history, development and use of church buildings,

- (b) knowledge of Church of England liturgy and worship,
- (c) knowledge of architecture, archaeology, art and history, ~~and~~
- (d) experience of the care of historic buildings and their contents, **and**
- (e) knowledge of environmental matters.**

(5) The first appointments of the chair and of other members under sub-paragraph (3)(a) and (b) take place as soon as practicable.

(6) Subsequent new appointments of the chair or of a member under sub-paragraph (3)(a) or (b) must be made within the period of one year following the formation of the second new diocesan synod after the latest appointments.

## Clause 11

### *Amendments to section 1 of the Sharing of Church Buildings Act 1969*

#### **1 Agreements for sharing church buildings**

(1) It shall be lawful, notwithstanding any statutory or other legal provision, for any two or more Churches to which this Act applies to make agreements, through the parties mentioned in this section and in accordance with the provisions thereof, for the sharing by them of church buildings, and to carry such agreements into effect, and such agreements are in this Act referred to as “sharing agreement”.

(2) A sharing agreement may be made in respect of a single church building or two or more church buildings in the same locality, and in respect of any existing or proposed church building, and, subject to the following provisions of this Act relating to consecrated churches of the Church of England and the sharing of residential buildings, may provide for the shared building or any of the shared buildings to be owned or continue to be owned by one only of the sharing Churches or to be jointly owned by all or some of the sharing Churches.

(3) The parties to a sharing agreement shall—

(a) as respects the Church of England, be the Diocesan Board of Finance of the diocese and the incumbent and parochial church council of the parish in which the building or buildings is or are or will be situated and, where a team ministry is established for the benefice comprising that parish,—

(i) any vicar in the team ministry to whom a special cure of souls in respect of the parish has been assigned by a scheme under the ~~Pastoral Measure 1983~~ **Mission and Pastoral Measure 2011** or by his licence from the bishop; or

(ii) any member of the team to whom a special responsibility for pastoral care in respect of the parish has been assigned under ~~section 20(8A)~~ **section 34(8)** of that Measure, the parish not being one in respect of which a special cure of souls has been assigned as mentioned in paragraph (i) above

(b) as respects any other Church, be such persons as may be determined by the appropriate authority of that Church;

and shall also include, in the case of an existing building, the person (if not otherwise a party) in whom the building is vested and any managing trustees thereof, and may also include, in the case of a proposed building, any person in whom it is to be vested or who is to be a managing trustee thereof.

(4) A sharing agreement shall not be made on behalf of the Church of England without the consent of the bishop and the mission and pastoral committee of the diocese concerned, and the appropriate authority of any other Church to which this Act applies may require the consent of any body or person specified by the authority to be given to sharing agreements made on behalf of that Church.

(5) Where a church building is held on trust for educational purposes which include instruction in religious knowledge according to the faith and practice of the Church of England, the consent of the Diocesan Education Committee of the diocese concerned to a sharing agreement in respect of that building shall be required in lieu of the consent of the mission and pastoral committee thereof, and the agreement shall be subject to the approval of the Secretary of State.

(6) Where a benefice is vacant and a suspension period is current under ~~section 67 of the Pastoral Measure 1983~~ **section 85 of the Mission and Pastoral Measure 2011**, subsection (3)(a) of this section shall have effect with the substitution for the reference to the incumbent of a

reference to the minister in charge of the parish **or the bishop of the diocese concerned**, but otherwise a sharing agreement shall not be made on behalf of the Church of England during a vacancy in the benefice concerned.

(7) Where a see is vacant, or the bishop of the diocese is unable because of illness or absence to give his consent under subsection (4) of this section, the archbishop of the province may appoint by an instrument under his hand a suffragan or assistance bishop or an archdeacon of the diocese to act in place of the bishop under the said subsection for a period specified in the instrument; and in the event of a vacancy in the see of an archbishop or his illness or absence, and appointment under this subsection, either in respect of the see of the archbishop or another see in the province, may be made by the other archbishop.

(8) A sharing agreement shall be under seal and shall be registered, in the case of the Church of England, in the registries of the province and diocese, and, in the case of other Churches, in the registry or office of the appropriate authority, and the consent required as aforesaid shall be signified in writing by the secretary or clerk of the body concerned or by the person concerned and shall be registered with the deed.

(9) A sharing agreement shall be binding on the successors to the parties thereto, that is to say, on the persons who would at any subsequent time be required to be parties if the agreement were then being made, and any reference in this Act to the parties to a sharing agreement shall be construed, as respects anything done at a subsequent time, as referring to the said persons.

(10) A sharing agreement may be amended by agreement of the parties thereto and with the consents that would then be required to a new sharing agreement.

**(11) In subsection (6), the reference to the minister in charge of the parish in question is a reference to—**

- (a) a curate licensed to the charge of the parish, or**
- (b) a minister acting as priest-in-charge of the benefice to which the parish belongs.**

## Clause 12

*Amendments to section 2(1) and (2) of the Care of Cathedrals Measure 2011*

### 2 Approval required for alterations to cathedrals

(1) Subject to subsection (2) and to sections 5 and 6 the Chapter of a cathedral shall not, unless it has been approved under this Measure, implement or consent to the implementation of any proposal—

(a) for the carrying out of works, including works of repair or maintenance, on, above or below land the fee simple in which is vested in the corporate body, being works which would materially affect—

- (i) the architectural, archaeological, artistic or historic character of the cathedral church or any building within the precinct of the cathedral church which is for the time being used for ecclesiastical purposes, or
- (ii) the immediate setting of the cathedral church, or
- (iii) any archaeological remains in or under the cathedral church or within its precinct, or
- (iv) any human remains in or under the cathedral church or within its precinct, or

(b) for the sale, loan or other disposal of any object the property in which is vested in the corporate body or which is in the possession or custody of the corporate body or to whose possession or custody the corporate body is entitled, being an object of architectural, archaeological, artistic or historic interest, including any object to which section 7 applies,

**(ba) for the removal of any such object as is referred to in paragraph (b) from the cathedral church, from a building within the precinct or from anywhere else within its precinct, to a place where the object is to be put on display, or**

(c) for the carrying out of any work to any such object as is referred to in paragraph (b) which would materially affect the architectural, archaeological, artistic or historic character of the object, or

(d) for the permanent addition to the cathedral church of any object which would materially affect the architectural, archaeological, artistic or historic character of the cathedral church.

(2) Subsection (1) shall not apply in relation to anything which—

(a) is done by the Chapter in furtherance of its duties under the constitution and statutes of the cathedral church with respect to the ordering of services or otherwise in furtherance of the mission of the cathedral church,

(b) **except in a case within subsection (1)(ba)**, is of a temporary nature, and

(c) does not materially affect the fabric of the cathedral church.



## Clause 13

### *Amendment to section 20 of the Church Property Measure 2018*

#### **20 Dealings**

(1) The power of a DBF or management subsidiary to deal with diocesan glebe land (whether by way of sale, exchange, lease, mortgage, charge or otherwise) is exercisable in accordance with this section and sections 21 and 22.

(2) The DBF or subsidiary may, if it thinks it necessary, include such terms for safeguarding the amenities of land that will be affected by the proposed transaction as it considers reasonable and proper, having regard to all the circumstances.

(3) A DBF or management subsidiary may permit a person to reside, without paying rent, in a dwelling house situated on the diocesan glebe land if the bishop of the diocese has declared that the person is engaged in the cure of souls within the diocese.

(4) Where a DBF or management subsidiary sells, exchanges or leases diocesan glebe land and the document giving effect to the transaction includes a restrictive covenant imposed for the benefit of church land or parsonage land, the covenant is enforceable by the DBF or subsidiary as if it were the owner of that land.

**(4A) A DBF or management subsidiary may grant a lease of diocesan glebe land, other than a short lease (as to which, see subsection (5)), only if—**

**(a) it has obtained a written report on the proposed transaction from a designated adviser instructed by and acting exclusively for it, and**

**(b) having considered the report, it is satisfied that the terms of the proposed transaction are the best that can reasonably be obtained for the diocese.**

(5) A DBF or management subsidiary may grant a short lease of diocesan glebe land only if—

(a) it has obtained advice on the proposed transaction from a person who it believes has the necessary ability and practical experience to provide it with competent advice, and

(b) having considered the advice, it is satisfied that the terms of the proposed transaction are the best that can be reasonably obtained for the diocese.

(6) “Short lease” means a lease for a term of no more than seven years which is not granted wholly or partly at a premium.

## Clause 14

### *Amendment to Rule M8 of the Church Representation Rules*

#### ***Qualifications of persons to be elected***

##### **M8**

(1) A person is qualified for election as a parochial representative of the laity to the deanery synod or PCC under Rule M6(1)(a) or (b) if—

(a) the person is aged 16 or over,

(b) he or she is an actual communicant, and

(c) his or her name is on the roll of the parish and, unless he or she is aged under 18 at the date of the election, has been on the roll for at least the preceding six months.

(2) But if the person has his or her name on the roll of more than one parish, he or she must choose one of the parishes concerned for the purpose of qualifying for election as a parochial representative of the laity to the deanery synod.

**(2A) Where a person does not satisfy the condition in paragraph (1)(b), or the condition in paragraph (1)(c) for the person's name to have been on the roll for at least the previous six months, the bishop may waive the condition concerned so far as it applies to qualification for election to the PCC, if the bishop considers there are exceptional circumstances which justify waiving the condition.**

[...]

## Clause 15

*Amendments to sections 5, 6(4) and 7 of the Church Commissioners Measure 1947*

### **5 Constitution and functions of Board of Governors**

- (1) The Board shall consist of the Commissioners mentioned in paragraph 1(b) of Schedule 1 to this Measure.
  - (2) The Archbishop of Canterbury shall be the chairman of the Board and—
    - (a) he may appoint a deputy chairman from among the members of the Board, who may act as chairman in the Archbishop's absence at any meeting to be held during the period of five years following the date of his appointment; and
    - (b) if neither the chairman nor the deputy chairman is present at any meeting, the members attending the meeting may elect a member to act as chairman of that meeting.
  - (3) Subject to the provisions of this Measure, all the functions and business of the Commissioners shall be exercised and transacted by the Board.
  - (4) The Board shall have power—
    - (a) to refer for consideration and report any matter within their jurisdiction to the Assets Committee or the Audit and Risk Committee, or to any other committee which the Board may appoint for the purpose or which the Board and the Archbishops' Council acting jointly may appoint;
    - (b) to authorise the Assets Committee or any other such committee as aforesaid, to do and complete any matter on behalf of the Board;
    - (c) to make general rules for the direction and guidance of the Assets Committee or any committee appointed by the Board, as to the matters and acts to be considered and done by that committee, and as to the general principles upon which that committee shall act in carrying out such functions as may from time to time be delegated to them by the Board.
- (4A) Commissioners shall constitute a majority of the members of any committee appointed under subsection (4)(a) above.
- (4B) A committee constituted by or under this Measure may itself establish one or more sub-committees and may delegate functions to any sub-committee so established.**
- (4C) A sub-committee established by a committee constituted by or under this Measure may itself delegate functions to the chair or deputy chair of the sub-committee or to an appropriate officer.**

### **6 Assets Committee and Audit and Risk Committee**

- (4) The Standing Orders regulating the procedure of the Board, the Assets Committee or any committee appointed by the Board may provide for—
  - (a) authorising the chairman, deputy chairman or an appropriate officer to act on behalf of the Board, the Assets Committee or other committee, as the case may be, in relation to such matters as the Board **or the committee in question** may think fit;
  - (b) **authorising an appropriate officer to act in relation to a matter on behalf of a person authorised by virtue of paragraph (a) to act in relation to that matter.**

## 7 Procedure

(1) The provisions of the Fourth Schedule to this Measure shall have effect with regard to the meetings and procedure of the Commissioners and of the Board and of any committee constituted by or under this Measure.

(1A) A majority of the members of the Board, and a majority of the members of each committee constituted by or under this Measure, must be members of the Church of England.

(2) Subject as aforesaid and to any other provisions of this Measure—

(a) the Commissioners may regulate their own procedure and may from time to time at any general meeting make, vary and revoke Standing Orders for the purpose;

(b) the Board may from time to time make, vary and revoke Standing Orders for regulating the procedure of the Board or of any Committee of the Board **(but not a sub-committee established by a committee of the Board)** and subject to any such Standing Orders the Board and any such committee may regulate their own procedure;

(c) the Assets Committee and the Audit **and Risk** Committee may regulate their own procedure and may from time to time make, vary and revoke Standing Orders for the purpose;

**(d) a committee constituted by or under this Measure which establishes a sub-committee may from time to time make, vary and revoke Standing Orders for regulating the procedure of the sub-committee and subject to any such Standing Orders the sub-committee may regulate its own procedure.**

*Amendment to section 94(1) of the Mission and Pastoral Measure 2011*

### **94 Payment of expenses from diocesan pastoral accounts and application of moneys**

(1) Expenses incurred by or on behalf of, or under the authority or direction of, the bishop of any diocese or any mission and pastoral committee or the Commissioners for the purposes of this Measure or any scheme or order made shall be paid out of the moneys standing to the credit of the diocesan pastoral account so far as those moneys suffice, but any such expenses shall not include the salaries or wages of persons in the regular employment of the bishop, any board or committee of the diocese, ~~or the Commissioners,~~ or any part of any such salaries or wages.

**GENERAL SYNOD OF THE CHURCH OF ENGLAND  
AMENDING CANON NO. 43 (MISCELLANEOUS PROVISIONS)**

**PART 1**

**MISCELLANEOUS AMENDMENTS**

**Services in parish churches**

1. (1) In Canon B 11 (morning and evening prayer), after paragraph 2 insert—

“2A. In making a decision as to how to give effect to paragraph 1 or 2, the person or persons doing so shall ensure that no church ceases altogether to be used for public worship.”

(2) In Canon B 14 (Holy Communion), after paragraph 1 insert—

“1A. In making a decision as to how to give effect to paragraph 1, the person or persons doing so shall ensure that no church ceases altogether to be used for public worship.”

**Marriage**

2. (1) In Canon B 31 (impediments to marriage), in paragraph (1), for “16” in each place it appears substitute “18”.

(2) In Canon B 32 (impediments to solemnization of matrimony)—

(a) omit “(not being a widow or widower)”, and

(b) omit from “otherwise” to the end.

(3) The amendments made by this paragraph do not affect the validity of a marriage made before the commencement of section 1 of the Marriage and Civil Partnership (Minimum Age) Act 2022.

3. (1) In Canon B 34 (preliminary requirements for solemnization of matrimony), in paragraph 1, for sub-paragraph (d) substitute—

“(d) on the authority of a marriage schedule issued under Part 3 of the Marriage Act 1949.”

(2) In Canon B 36 (service after civil marriage), in paragraph 2, for “licence or certificate authorizing a marriage” substitute “licence authorizing a marriage nor any marriage schedule under Part 3 of the Marriage Act 1949”.

**Lay residentiary canons**

4. In Canon C 21 (deans and residentiary canons), in paragraph 1, at the end insert “; but this is subject to section 14A of the Cathedrals Measure 2021 (which enables the constitution

of the Chapter of a cathedral to provide that a lay person may be appointed as a residentiary canon of that cathedral”).

### **Rural deans**

5. (1) In Canon F 17 (keeping a record of property of churches), in paragraph 2, after “rural dean” insert “or some other deputy”.

(2) In Canon F 18 (survey of churches), after “rural dean” insert “or some other deputy”.

### **Ecclesiastical Courts**

6. In Canon G 4 (registrars), after paragraph 2 insert—

“2A. The qualifications for appointment as the deputy of such a registrar under section 29(1) or 31(1) of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 are the same as those for the appointment of such a registrar under paragraph 2; and the registrar making the appointment must be satisfied that the appointee is a communicant.”

### **Interpretation**

7. In Canon I (interpretation of the Canons), after paragraph 2 insert—

“3. A reference to a Canon includes a reference to an instrument made under a Canon.”

## **PART 2**

### **UPDATING STATUTORY REFERENCES**

#### **Section B (divine service and the administration of the sacraments)**

8. (1) In Canon B 2 (approval of forms of service)—

(a) in paragraph 2B(2), for “Part 1 of the Cathedrals Measure 1999” substitute “the Cathedrals Measure 2021”, and

(b) omit paragraph (3).

(2) In Canon B 42 (language of divine service)—

(a) in paragraph 4(2), for “Part 1 of the Cathedrals Measure 1999” substitute “the Cathedrals Measure 2021”, and

(b) omit paragraph (3).

#### **Section C (ministers, their ordination, functions and charge)**

9. In Canon C 22 (archdeacons), in paragraph 5, for “the Inspection of Churches Measure 1955” substitute “sections 45 to 47 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018”.

**Section F (things appertaining to churches)**

10. In Canon F 18 (survey of churches), for “the Inspection of Churches Measure 1955” substitute “sections 45 to 47 of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018”.

**Section G (the ecclesiastical courts)**

11. In Canon G 4 (registrars), in paragraph 2, for “have a general qualification within the meaning of section 71 of the Courts and Legal Services Act 1990” substitute “be a solicitor of the Senior Courts of England and Wales or a barrister in England and Wales”.

## GENERAL SYNOD

## Amending Canon No. 43

## Explanatory Notes

Amending Canon No. 43 makes miscellaneous amendments to the Canons which do not merit separate, free-standing legislation.

**Background and summary**

1. Amending Canon No. 43 deals with various matters that do not merit separate, free-standing legislation.
2. The annex shows the text of the Canons as proposed to be amended by the provisions of the Amending Canon where the effect of an amendment is not readily apparent from the Amending Canon itself.

**Procedural stages**

3. Standing Order 48(1) provides for Measures and Canons to be considered by the General Synod on the following successive stages:
  - **First Consideration (see SOs 51 and 52)**
    - Revision Committee (see SOs 54 to 57)
    - Revision (see SOs 53 and 58 to 60)
    - Final Drafting (see SO 61)
    - Final Approval (see SO 64).
4. The draft Amending Canon is being considered by the General Synod at the July 2022 group of sessions on the **First Consideration Stage**.
5. The next stage will be the Revision Committee Stage. Members who wish to send proposals for amendment for consideration by the Revision Committee must do so in writing to [revisioncommittee@churchofengland.org](mailto:revisioncommittee@churchofengland.org) not later than 5.30 p.m. on Friday 9th September 2022.
6. The Amending Canon is expected to return to the Synod for the Revision Stage in February 2023, with the Final Drafting and Final Approval Stages being taken in July 2023.

**Notes on paragraphs****Paragraph 1 Services in parish churches**

7. Paragraph 1 deals with a lacuna which arose from amendments made by Amending Canon No. 39. Amending Canon No. 39 changed the requirement to hold certain services each Sunday and on specified other days in a church in every *parish* to a requirement to hold those services in a church in every *benefice*. However, those amendments removed, without replacing it with updated provision, a backstop provision that prevented a church ceasing to be used for public worship altogether when deciding where services should take place. If a church is no longer to be used



for public worship at all, then it should be closed for worship under the Mission and Pastoral Measure 2011.

8. Paragraph 1 of the Amending Canon therefore inserts provisions in Canons B 11 and B 14 reinstating the backstop provision which prevents decisions as to where services are to take place within a benefice resulting in a church ceasing to be used altogether for public worship.

### ***Paragraphs 2 and 3 Marriage***

9. Paragraph 2 amends the Canons B 31 and B 32 (which are concerned with impediments to marriage) in line with changes to the law made by the Marriage and Civil Partnership (Minimum Age) Act 2022. That Act raises the minimum age at which a person may lawfully marry from 16 to 18.
10. Paragraph 3 amends Canons B 34 (which is concerned with the legal preliminaries to marriage) and B 36 (which makes provision for services after civil marriage) in line with recent amendments to the Marriage Act 1949 which replaced superintendent registrar's certificates with marriage schedules.

### ***Paragraph 4 Lay residentiary canons***

11. Paragraph 4 amends Canon C 21 (which sets out qualifications required for appointment as, among other things, a residentiary canon) to take account of the provision made in clause 5 of the draft Miscellaneous Provisions Measure for the appointment of lay residentiary canons.

### ***Paragraph 5 Rural deans***

12. Paragraph 5 amends Canons F 17 (which sets out requirements as to the keeping of records of church property) and F 18 (which provides for the survey of churches) so that a person other than the rural dean<sup>1</sup> may act as the deputy of the archdeacon under these Canons. The rural dean might not be available to act as deputy, and delay then ensues if the inspection of records or of the church building has to be postponed. The amendments will enable some other person to be appointed to act as the deputy of the archdeacon for these purposes.

### ***Paragraph 6 Ecclesiastical Courts***

13. Paragraph 6 makes it clear that the qualifications for appointment as a deputy diocesan or provincial registrar are the same as those for appointment as a registrar (including the qualification of being a communicant)...

### ***Paragraph 7 Interpretation***

14. Paragraph 7 amends Canon I 1 so that the provision that it makes for the interpretation of Canons also applies to instruments (e.g. regulations) that are made under a Canon.

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<sup>1</sup> In many places, the office of rural dean is known as "area dean". This is provided for in section 12(4) of the Church of England (Miscellaneous Provisions) Measure 2000. The Bishop may make a declaration under that subsection that the office of rural dean is to be called by the name of area dean and references in any Measure, Canon or other instrument referring to a rural dean are to be read as including references to an area dean.

***Paragraphs 8 to 11 Updating statutory references***

15. Paragraphs 8 to 11 update various references to Acts and Measures in the Canons which have become out of date.

The Legal Office  
Church House, Westminster

June 2022

## The text of Canons as amended

*This annex shows the text of Canons as proposed to be amended by the provisions of the draft Measure where the effect of an amendment is not readily apparent from the Measure itself.*

### Paragraph 1

#### **B 11 Of Morning and Evening Prayer in parish churches**

1. Morning and Evening Prayer shall be said or sung in at least one church in each benefice or, where benefices are held in plurality, in at least one church in at least one of those benefices at least on all Sundays and other principal Feast Days, and also on Ash Wednesday and Good Friday. Each service shall be said or sung distinctly, reverently, and in an audible voice. Readers, such other lay persons as may be authorized by the bishop of the diocese, or some other suitable lay person, may, at the invitation of the minister who has the cure of souls or, where the cure is vacant or the minister is incapacitated, at the invitation of the churchwardens say or sing Morning and Evening Prayer (save for the Absolution).

2. On all other days, the minister who has the cure of souls, together with other ministers licensed to serve in the benefice (or one or more of the benefices), shall make such provision for Morning and Evening Prayer to be said or sung either in at least one of the churches in the benefice (or at least one of the churches in at least one of the benefices) or, after consultation with the parochial church council of each parish in the benefice (or benefices), elsewhere as may best serve to sustain the corporate spiritual life of the benefice (or benefices) and the pattern of life enjoined upon ministers by Canon C 26. Public notice shall be given by tolling the bell or other appropriate means, of the time and place where the prayers are to be said or sung.

**2A. In making a decision as to how to give effect to paragraph 1 or 2, the person or persons doing so shall ensure that no church ceases altogether to be used for public worship.**

3. The reading of Morning and Evening Prayer as required by this Canon may only be dispensed with in accordance with the provisions of Canon B 14A.

#### **B14 Of Holy Communion in parish churches**

1. The Holy Communion shall be celebrated in at least one church in each benefice or, where benefices are held in plurality, in at least one church in at least one of those benefices at least on all Sundays and principal Feast Days, and on Ash Wednesday and Maundy Thursday. It shall be celebrated distinctly, reverently, and in an audible voice.

**1A. In making a decision as to how to give effect to paragraph 1, the person or persons doing so shall ensure that no church ceases altogether to be used for public worship.**

2. The celebration of the Holy Communion as required by this Canon may only be dispensed with in accordance with the provisions of Canon B 14A.

3. *[Repealed by Amending Canon No. 39]*

*Paragraphs 2 and 3*

**B 31 Of certain impediments to marriage**

1. No person who is under ~~46~~ **18** years of age shall marry, and all marriages purported to be made between persons either of whom is under ~~46~~ **18** years of age are void.

**B 32 Of certain impediments to the solemnization of matrimony**

No minister shall solemnize matrimony between two persons either of whom (~~not being a widow or widower~~) is under 18 years of age ~~otherwise than in accordance with the requirements of the law relating to the consent of parents or guardians in the case of the marriage of a person under 18 years of age.~~

**B 34 Of requirements preliminary to the solemnization of matrimony**

1. A marriage according to the rites of the Church of England may be solemnized:

(a) after the publication of banns of marriage;

(b) on the authority of a special licence of marriage granted by the Archbishop of Canterbury or any other person by virtue of the Ecclesiastical Licences Act 1533 (in these Canons, and in the statute law, referred to as a 'special licence');

(c) on the authority of a licence (other than a special licence) granted by an ecclesiastical authority having power to grant such a licence (in these Canons, and in the statute law, referred to as a 'common licence'); or

(d) on the authority of ~~a certificate issued by a superintendent registrar under the provisions of the statute law in that behalf~~ **a marriage schedule issued under Part 3 of the Marriage Act 1949.**

**B 36 Of a service after civil marriage**

1. If any persons have contracted marriage before the civil registrar under the provisions of the statute law, and shall afterwards desire to add thereto a service of Solemnization of Matrimony, a minister may, if he see fit, use such form of service, as may be approved by the General Synod under Canon B 2, in the church or chapel in which he is authorized to exercise his ministry: Provided first, that the minister be duly satisfied that the civil marriage has been contracted, and secondly that in regard to this use of the said service the minister do observe the Canons and regulations of the General Synod for the time being in force.

2. In connection with such a service there shall be no publication of banns nor any ~~licence or certificate authorizing a marriage~~ **licence authorizing a marriage nor any marriage schedule under Part 3 of the Marriage Act 1949**; and no record of any such service shall be entered by the minister in the register books of marriages provided by the Registrar General.

*Paragraph 6*

**G 4 Of registrars**

1. The registrar of a province and of the provincial court is appointed by the archbishop of that province, and the registrar of a diocese and its consistory court is appointed by the bishop of the diocese.

2. The qualifications of a person appointed to be such a registrar as aforesaid are that the person should have a general qualification within the meaning of section 71 of the Courts and Legal Services Act 1990 learned in the ecclesiastical laws and the laws of the realm; and the archbishop or bishop making the appointment must be satisfied that the said person is a communicant.

**2A. The qualifications for appointment as the deputy of such a registrar under section 29(1) or 31(1) of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 are the same as those for the appointment of such a registrar under paragraph 2; and the registrar making the appointment must be satisfied that the appointee is a communicant.**

3. A registrar, before entering on the execution of the office, is required to take, in the presence of the archbishop or bishop, as the case may be, the oaths specified in paragraph 3 of Canon G 2, and to make and subscribe, in the like presence, the declaration therein specified.

**GENERAL SYNOD****Guildford Diocesan Synod Motion: PROTECTING CHILDREN AND YOUNG PEOPLE FROM ONLINE EXPOSURE TO PORNOGRAPHY**

... to move on behalf of the Guildford Diocesan Synod:

‘That this Synod:

- (a) Acknowledge that our children and young people are suffering grave harm from free access to online pornography and that there is currently no legal requirement for pornography sites to have in place age verification systems to prevent children from having access to those sites.
- (b) Ask Her Majesty’s Government to use best endeavours to secure the passage and coming into force of legislation requiring pornographic sites to have in place age verification systems preventing access by people under the age of 18.
- (c) Recommend more social and educational programmes to increase awareness of the harms of pornography, including self-generated sexually explicit images.’

**Summary**

This motion emerged from a grass-roots concern within the Diocese of Guildford about the harm being caused to children and young people by unrestricted access to online pornography. Attempts to have legal protections put in place have been ongoing for at least a decade but, to date, have come to nothing. As a result of growing concern, and the lack of significant legislative progress being made, at the instigation of the Leatherhead Deanery Synod, the motion was passed by the Guildford Diocesan Synod.

Since the passing of the motion, the Online Safety Bill has been placed before Parliament and is currently at the Committee stage. If passed, the proposed legislation will go some way to addressing the problems. However, legislation introduced in 2018 which was designed to require age verification for access to commercial porn sites never came into effect. Therefore, the need for the motion to be passed by General Synod now remains as strong as it has always been. The motion acknowledges the current problem, asks the Government to take action and recommends programmes to increase awareness of the harms of pornography.

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**Background**

1. What access to pornography is doing to children and young people and to our society is a great unspoken tragedy of our day.
2. Vast quantities of pornography are widely available online for free and with no age check, and the scale of access to pornography by children and young people is astounding. A survey taken at a school just before lockdown in 2020 showed that 78% of sixth formers said they had seen porn in the last week. At a Christian camp later the same week, the figure was 73%, some of it viewed within the last 24 hours, i.e., while at the camp.<sup>1</sup> A

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<sup>1</sup> Premier Christianity Magazine, May 2021 (<https://www.premierchristianity.com/what-porn-users-need-to-know/4274.article>)

BBC Panorama report in September 2021 revealed that over half of eleven to thirteen-year olds have seen pornography.<sup>2</sup> A House of Commons report was already warning in 2016 that children of primary school age were accessing hard core pornography.<sup>3</sup>

3. Such access, combined with widespread sharing by children and young people on social media, has contributed to the sexualization of the young and exposed them to a burden of knowledge which they are often ill-equipped to bear. The situation is made even more serious by the fact that the sort of pornography being accessed largely depicts and normalizes sexual violence against, and the submission of, girls and women.<sup>4</sup> This is having an undoubted effect: the Panorama report disclosed that reports to police in England and Wales of child-on-child abuse (which includes actions from unwanted touching to rape) had more than doubled in two years, from 7,866 incidents in the year ended March 2017 to 16,102 incidents in the year ended March 2019 (there were fewer reports in the following two years, but this was probably due to lockdown) One in ten of the alleged abusers was aged ten or under.
4. Access to pornography means that a distorted and harmful view of what constitutes normal sexual relations is being absorbed by each new generation of children and young people. This is placing pressure on young boys and girls to conform to stereotypes of domination on the one hand and submission and degradation on the other, and is creating a wider culture of abusive attitudes towards girls and women.
5. Attempts to have legal protections put in place have been going on for at least a decade. Most recently, Barnardo's and 13 other children's charities including the NSPCC sent an open letter to Nadine Dorries, the Culture Secretary, calling for age verification for pornography sites, and the Children's Commissioner has published a report which also calls for such age verification.<sup>5 6</sup> A law requiring age verification for access to commercial porn sites was meant to come into effect in 2018 but it never did for reasons having to do with bureaucratic delay and then a changed approach by the government.<sup>7</sup>

### **The current legal position**

6. There are at present no laws in place regulating access to pornography by children and young people, but a new bill, the Online Safety Bill (OSB), is currently being considered by Parliament. It seeks, among other things, to regulate social media platforms by imposing a duty of care on them to make sure that children and young people are not exposed to harmful content.
7. In its initial form, the OSB covered only social media sites where users upload pornography for the purposes of sharing it with other members of the site, and it did not place any restrictions on commercial pornography sites. However, in response to pressure from children's organisations (see above), the government has also now

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<sup>2</sup> [BBC iPlayer - Panorama - Who's Protecting Our Kids?](#)

<sup>3</sup> House of Commons Women and Equalities Committee Report on Sexual Harassment and Sexual Violence in Schools (12 September 2016).

<sup>4</sup> [Sexual violence as a sexual script in mainstream online pornography | The British Journal of Criminology | Oxford Academic \(oup.com\)](#)

<sup>5</sup> <https://www.barnardos.org.uk/news/barnardos-and-other-charities-call-government-protect-children-online-pornography>

<sup>6</sup> <https://www.childrenscommissioner.gov.uk/report/interim-findings-on-governments-commission-on-online-peer-on-peer-abuse/>

<sup>7</sup> Part 3 of the Digital Economy Act 2017.

included a proposed new section (clause 68) that requires commercial pornography sites to restrict access by those under the age of 18.

8. While it may appear that the problem of access to online pornography by children and young people is now being dealt with, there remain significant obstacles in the way. It is likely that there will be resistance to the new restrictions on the grounds of the right to privacy, since people accessing pornography online will probably now be required to provide some form of identity. There may also be resistance from the pornography industry itself (although some have indicated that as long as all are equally regulated they will not object). Furthermore, there are other difficulties with the OSB, such as freedom of speech issues, which must still be resolved. All in all, it is not clear what form the OSB will finally take or how long it will take to come into effect. It is therefore vital that pressure should be maintained on the government to bring effective restrictions into effect as soon as possible.

### **Motivation**

9. Children and young people are part of God's creative plan (Genesis 1:28). Children and young people are gifts from God to families (Psalm 127:3). Children and young people need nurture and guidance (Proverbs 22:6). Children and young people need to be led in the ways of the Lord (Proverbs 29:17). Vulnerable children and young people need special care (Zechariah 7:10). Children and young people need protection (Luke 17:1-2).
10. It is part of the Church's vocation to voice its concerns regarding the physical and spiritual degradation of children. Their safeguarding is of utmost importance. Also, the fourth Mark of Mission reminds us to transform unjust structures, and this applies to the exploitation in the pornography industry coupled with the physically, psychologically, and spiritually unhealthy messages it promotes. Children and young people deserve to be taught that love should be the primary foundation for intimate relationships. Pornography is antithetical to the maxim of Philippians 4:8, to feed our souls with 'whatever is true, whatever is noble, whatever is right, whatever is pure, whatever is lovely, whatever is admirable-if anything is excellent or praiseworthy-think about such things' (NIV).

### **Motions of the Leatherhead Deanery Synod and the Guildford Diocesan Synod**

11. The Leatherhead Deanery Synod discussed the above situation at its meeting on 20<sup>th</sup> October 2021, and voted in favour of presenting a motion at the next meeting of the Guildford Diocesan Synod on 12<sup>th</sup> November 2021.
12. Following a debate at the Diocesan Synod in November, further work was done on the wording of the motion in consultation with the team at Church House Westminster.
13. At its meeting on March 12<sup>th</sup> 2022, the Guildford Diocesan Synod approved the following motion with an overwhelming majority:

That the Diocesan Synod request the General Synod to:

- a) Acknowledge that our children and young people are suffering grave harm from free access to online pornography and that there is currently no legal requirement for pornography sites to have in place age verification systems to prevent children from having access to those sites.



- b) Ask Her Majesty's Government to introduce legislation requiring pornographic sites to have in place age verification systems preventing access by people under the age of 18.
  - c) Recommend more social and educational programmes to increase awareness of the harms of pornography, including self-generated sexually explicit images.
14. Given that the OSB is currently at the Committee stage in Parliament, the word "*introduce*" in b), above, has been replaced by the words "*use best endeavours to secure the passage and coming into force of*" in the motion before General Synod.

The Rev. Charleen Hollington, Member of Leatherhead Deanery Synod, Guildford

June 2022

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## GENERAL SYNOD

### DIOCESAN SYNOD MOTIONS

#### AGE VERIFICATION FOR PORNOGRAPHY WEBSITES

##### Summary

The motion asks synod to note the harms associated with access to pornography by children, to call for legislative approaches to age verification and for better social and educational programmes. This paper summarises those issues in turn. It first summarises the evidence on the social and health impacts of pornography on children, including both the significant extent to which exposure to pornography is now widespread among children and the harms (including attitudes towards women, sex and relationships and body image) to which this exposure has been linked.

It then considers the current and developing legislative context, including consideration of the Church's interventions to date, and some of the limits of age verification. It concludes with a summary of additional resources and approaches on which further social and educational programmes might draw in the future.

##### The social and health impacts of pornography on children and young people

###### Exposure of children to pornography

1. There is widespread exposure to pornography among children. Different studies use different definitions of pornography and methodologies, but there is absolute consensus that exposure is high. The UK Safer Internet Centre reported findings from a 2016 study by the NSPCC, the Children's Commissioner for England and Middlesex University which found that "48% of 11–16 year olds had seen online pornography". Of those, just under half "reported viewing online pornography for the first time because it 'just popped up'" (i.e. they had not actively sought it out).<sup>1</sup>
2. The exact scale is debatable, resting on definitions of pornography, and of what exposure entails (in terms of time spent, regularity of exposure, whether access is deliberative or inadvertent, etc.). A 2013 report from the Children's Commissioner noted a range in the academic literature of anywhere between 15 and 57% of children having been exposed to pornography within the last 3-12 months.<sup>2</sup> All studies agree that exposure is much higher among boys than girls and for older teenagers rather than younger ones.
3. Given the levels of exposure it is difficult to dispute the belief that existing efforts to limit access to children are proving inadequate. It is also worth noting in that context that pornography regularly tops the list of internet content-related concerns of both parents and children. UKCCIS referenced the 2010 EU Kids Online survey of 10,000 children aged 9–16 years which found that pornography "topped the list of online content-related concerns".<sup>3</sup>

<sup>1</sup> Martellozzo, E., Monaghan, A., Adler, J.R., Davidson, J., Leyva, R. and Horvath, M.A.H. (2016) I wasn't sure it was normal to watch it. London: NSPCC

<sup>2</sup> Horvath, M.A.H. Alys, L. Massey, K. Pina, A. Scally, M and Adler, J.R. (2013) "Basically... porn is everywhere" London: Children's Commissioner

<sup>3</sup> UK Council for Child Internet Safety, Children's online activities, risks and safety. A literature review by the UKCCIS Evidence Group, October 2017, p 45

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4. It is unclear whether pornography is more extreme and violent today than in the past, but it is indisputable that children's access to pornography is fundamentally different from that of previous generations because of the prevalence of these materials on the internet and the relative ease by which those materials can be accessed. Ofcom's figures show that 87% of 14 year olds and 93% of 15 year olds own a smartphone.<sup>4</sup>

### The impacts of pornography on children and young people

5. It is always difficult to establish definitive causal links between potentially harmful products and other social and health impacts. However, a string of studies have now linked pornography to unrealistic attitudes towards sex and body image in teenagers and to misogynistic attitudes, including treating women as sex objects.<sup>5</sup> Several studies have found that exposure to sexualised material was related to the likelihood of young people engaging in more sexualised behaviour because they perceived more social pressure to have sex.<sup>6</sup> At the most extreme end several studies have identified links between violent and extreme pornography and violent behaviour, including coercive sexual behaviour.<sup>7</sup>
6. It is also an issue of high concern among both children and parents. In written evidence submitted to the House of Commons Science and Technology Committee in 2019 Girlguiding reported from a survey of 1600 girls and young women that:  
 "70% of girls aged 13 to 21 thought the rise in online pornography contributes to women being treated less fairly".  
 And that, of girls aged 17 to 21:
  - "80% thought it [pornography] encourages society to view women as sex objects;
  - 78% felt it encourages gender stereotyping of girls/women and boys/men;
  - 71% thought it normalises aggressive or violent behaviour towards women;
  - 71% thought it gives confusing messages about sexual consent;
  - 66% thought it puts pressure on girls to have sex before they are ready;
  - 65% thought it increases hateful language used about/to women;

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<sup>4</sup> OFCOM 'Children and parents: media use and attitudes report 2020/2021'  
[https://www.ofcom.org.uk/data/assets/pdf\\_file/0025/217825/children-and-parents-media-use-and-attitudes-report-2020-21.pdf](https://www.ofcom.org.uk/data/assets/pdf_file/0025/217825/children-and-parents-media-use-and-attitudes-report-2020-21.pdf)

<sup>5</sup> For a meta study summary of these reports see Martellozzo, E., Monaghan, A., Adler, J.R., Davidson, J., Leyva, R. and Horvath, M.A.H. (2016) I wasn't sure it was normal to watch it. London: NSPCC

<sup>6</sup> See e.g. Bleakley, A., Henessy, M. & Fishbein, M. (2011). A model of adolescents' seeking of sexual content in their media choices. *Journal of Sex Research*, 48, 309–315.

<sup>7</sup> Stanley, N., Barter, C., Wood, M., Aghtaie, N., Larkins, C., Lanau, A., Överlien, C. (2018). Pornography, sexual coercion and abuse and sexting in young people's intimate relationships: A European study. *Journal of Interpersonal Violence*, 33(19), 2919–2944. <https://doi.org/10.1177/0886260516633204>

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- 53% thought it coerced girls into sex acts because boys are copying what they see in pornography”.<sup>8</sup>

### The legislative context

7. Age verification, and broader debates about the content and accessibility of pornography, has been the subject of intense public and political debate for many years. The Digital Economy Act 2017 sought to introduce age blocks among a number of other protections, but ran into criticism on multiple fronts and its key provisions in relation to pornography have not been enacted (that is to say the Act is on the statute books but the specific provisions that relate to pornography have never been brought into effect by the government).
8. Part 3 of the Digital Economy Act 2017 gave powers to an age-verification regulator to take action where a person is making pornographic material available. It has been criticised, however, on the basis that this targets only commercial pornography sites (the bigger corporate websites making revenue streams from pornographic content). It did not apply the same provisions to user-to-user or image search websites (i.e. social media sites on which pornographic content is posted or image hosting sites).
9. This is a significant flaw given that one 2019 survey of 1,000 16-17-year-olds in the UK found a higher proportion viewing material on social media (63%) and search engines (51%), compared to dedicated pornographic websites (47%).<sup>9</sup>
10. In relation to search engines one example of the flaw of not regulating in that space is that on Google, for example, rape and incest porn (and other highly violent and extreme content) is freely and easily accessible via a one-click search. Such a search provides images as well as links to numerous websites dedicated to rape and forced pornography.
11. It ought to be noted that there are a separate set of criticisms that have come from libertarian and other groups who are opposed to regulation on the basis of security and data sensitivity. Privacy advocates at the Open Rights Group argued that the collection of sensitive user data – a database of who requested access to what pornographic websites and when, would be inherently insecure and a target for hackers and blackmail.<sup>10</sup> They also contested the desirability of state censorship of the internet more broadly.
12. Mindful more of the criticisms that it does not cover social media and image hosting sites, and with the benefit of several additional years of consultation and evidence, the government have introduced the Online Safety Bill (currently before parliament). This takes a broader approach to regulation,

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<sup>8</sup> From written evidence submitted by Girlguiding to the Parliamentary Science and Technology Committee <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/science-and-technology-committee/impact-of-social-media-and-screenuse-on-young-peoples-health/written/80608.html>

<sup>9</sup> Thurman, N., & Obster, F. (2021). The regulation of internet pornography: What a survey of under-18s tells us about the necessity for and potential efficacy of emerging legislative approaches. *Policy Internet*, 13, 415–432. <https://doi.org/10.1002/poi3.250>

<sup>10</sup> See their campaign website <https://www.ageverificationfacts.org.uk/> by Open Rights Group for details.

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including social media and search engines. It also introduces a new “duty of care” set of responsibilities on different platforms.

### What the Church has done and is doing

13. The Church has been actively engaged on these issues in parliament for several years, including providing MPA Council consultation responses to both the original Online Harms White Paper (on which the Online Safety Bill is based) and on the publication of the Age Appropriate Design Code (AAD).
14. After the government dropped the original plans for age verification in the Digital Economy Act 2017, Lords Spiritual were vocal supporters of Baroness Kidron’s Private Member’s ‘Age Assurance (Minimum Standards)’ Bill in the House of Lords. This Bill would have required Ofcom to produce a code of conduct that set out minimum standards for any system of age assurance.
15. Lords Spiritual intend to fully engage in scrutiny and supporting amendments to strengthen the proposed Online Safety Bill in respect of children and young people. To that end the Archbishop of York is a signatory to a letter from faith leaders’ and children’s advocates laying out the case for a string of amendments including:

**Protection for children wherever they are online**, covering all services likely to be accessed by children

**Mandatory standards of privacy, security and efficacy of age checking** that is proportionate to risk and does not allow the sector to check their own homework

16. The Bishop of Oxford and his staff have been engaging with early scrutiny of the Bill and intend to follow its passage through the House of Lords.

### The limitations of age restrictions

17. The introduction of age verification for access to websites containing pornography will not, on its own, completely safeguard children and young people under the age of 18 from being exposed to such content.
18. For one thing, the experience of other states that have brought in such restrictions are instructive. In France and Germany, despite legal requirements to introduce age restrictions and pressure from regulators, pornography platforms including major companies such as Pornhub (owned by MindGeek which has publicly stated its support for age verification, even developing its own age verification tool which has never been used) have failed to act in line with the new regulations. The Online Safety Bill does contain some enforcement mechanisms, including business disruption measures and fines for executives, but regulatory enforcement will not be easy, particularly given the often obscure ownership and control of corporations that focus on online content.
19. Another issue relates to concern that more people are accessing pornography in public rather than private spaces, where the content can be overlooked

## GENERAL SYNOD

overheard by anyone who is nearby, including children.<sup>11</sup> On crowded public transport, for example, people watching pornography on a phone or a tablet, may give those in the vicinity no chance to avoid such content.

20. Similarly, children may be offered, or come across, pornography by being shown images or video by adults or older siblings or through having access to a shared space or a shared computer. Since some mainstream television programming (eg *Friends*) represents the consumption of pornography as an inevitable part of life and relationships, many children may expect that pornography is part of growing up and see no harm in trying to access it through older members of their family or peer group.
21. A third significant issue is that even children who have not accessed pornography themselves may be affected by the expectations and desires of others who have. There is particular concern about pressure to take sexually explicit images of themselves for others, which may be shared widely without consent, to engage in sexting, without perhaps knowing what particular words mean, and to become vulnerable to grooming and to revenge porn.
22. Research from The PHSE Association has shown that 'in the majority of cases, young people's first time viewing pornography was accidental. Over 60% of children aged 11-13 who had seen pornography said their viewing of it was unintentional'.<sup>12</sup>

### Additional or alternative approaches

23. Age restriction is a useful tool in reducing exposure of children to pornography, but it is not a silver bullet in this regard. It will necessarily require other approaches, including within the education realm.
24. There is already good material on which to build in this respect. For example, the Department for Education's Statutory Guidance [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1019542/Relationships Education Relationships and Sex Education RSE and Health Education.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1019542/Relationships_Education_Relationships_and_Sex_Education_RSE_and_Health_Education.pdf) (under Online and Media p.28) includes material that school children should know about including:
  - the impact of viewing harmful content.
  - that specifically sexually explicit material e.g. pornography presents a distorted picture of sexual behaviours, can damage the way people see themselves in relation to others and negatively affect how they behave towards sexual partners.
  - that sharing and viewing indecent images of children (including those created by children) is a criminal offence which carries severe penalties including jail.

<sup>11</sup> See e.g. BBC Magazine article 'Is it OK to watch porn in public' 14 January 2017 <https://www.bbc.co.uk/news/magazine-38611265>

<sup>12</sup> See PSHE Association 'ADDRESSING PORNOGRAPHY THROUGH PSHE EDUCATION' [https://sexualhealth.cht.nhs.uk/fileadmin/sexualHealth/contentUploads/Documents/Teacher\\_Briefing\\_-\\_Addressing\\_Pornography\\_through\\_PSHE\\_Education\\_0.pdf](https://sexualhealth.cht.nhs.uk/fileadmin/sexualHealth/contentUploads/Documents/Teacher_Briefing_-_Addressing_Pornography_through_PSHE_Education_0.pdf)

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25. There are other resources to help parents talk to children about pornography. These include advice from the NSPCC<sup>13</sup> Youthscape<sup>14</sup> and the Children's Commissioner.<sup>15</sup> The National Crime Agency's CEOP Education team also provide education training and resources.<sup>16</sup> **Error! Hyperlink reference not valid.**
26. There may be more that can be done in dioceses, deaneries and parishes to increase dialogue with schools, teachers and all those who care for children at local level in order to make available sufficiently safeguarded spaces for children to share their experiences without judgement and enabled to ask questions, express concerns, and receive answers about pornography, relationships and sexual behaviour in age-appropriate terms. Where church-led, these spaces could be set in the context of Christian understanding of the human body, relationships of all kinds, respect and care for others, and the meaning of commitment to real human beings in the context of powerful emotions and desires.

William Nye

Secretary General

June 2022

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<sup>13</sup> <https://www.nspcc.org.uk/globalassets/documents/advice-and-info/online-pornography-keep-child-safe.pdf>

<sup>14</sup> Rachel Gardner 'A Parent's Guide To Young People And Porn' Youthscape <https://www.youthscape.co.uk/store/product/inappropriate-content>

<sup>15</sup> Children's Commissioner 'Talking to your child about online sexual harassment: A guide for parents' <https://www.childrenscommissioner.gov.uk/report/talking-to-your-child-about-online-sexual-harassment-a-guide-for-parents/>

<sup>16</sup> See the National Crime Agency's CEOP Education team website <https://www.thinkuknow.co.uk/>

## GENERAL SYNOD

## FIFTY-NINTH REPORT OF THE STANDING ORDERS COMMITTEE

The Standing Orders Committee proposes some minor changes to the Synod's legislative processes, following the approval in July 2021 of a wider set of amendments.

1. The Standing Orders Committee ("the Committee") presents its fifty-ninth report to the Synod.
2. The Committee's membership is as follows:

Appointed members:

The Revd Canon Joyce Jones (Chair) (Leeds)  
 Mr Geoffrey Tattersall QC (Manchester)  
 Mr Clive Scowen (London)  
 The Revd Treena Larkin (Lichfield)  
 The Revd Susan Lucas (Chelmsford)  
 The Revd Amatu Christian-Iwuagwu (London)  
 Mrs Karen Czapiewski (Gloucester)

Ex-officio members:

The Ven Luke Miller (Prolocutor of the Lower House of the Convocation of Canterbury)  
 The Revd Kate Wharton (Prolocutor of the Lower House of the Convocation of York)  
 Dr Jamie Harrison (Chair of the House of Laity)  
 Mrs Alison Coulter (Vice-Chair of the House of Laity).

**Minor amendments to the legislative procedure of the General Synod**

*The '40-member' rule*

1. In July 2021, the Synod approved the amendments that were addressed in the [Fifty-seventh Report of the Standing Orders Committee](#) (GS 2198 (updated)). At paragraphs 44 to 50 of the report, the Committee explained that it was proposing changes to the '40-member rule'. That was the rule which provided that where a member of the Synod proposed an amendment to legislation at the Revision Stage in Full Synod and the amendment was opposed by the Steering Committee, the amendment would lapse and could not be voted on unless 40 members indicated (by standing in their places or by some other means) that they wished the debate on the amendment to continue. The proposed change was to reduce the number of members who needed to indicate support for the debate on an amendment to continue from 40 to 25.
2. The Synod agreed the Committee's proposed amendment to that effect at the July 2021 group of sessions.
3. The Committee now proposes, consistently with that decision of the Synod, to propose reducing the figure from 40 to 25 in the other cases where the Standing Orders currently require 40 members to indicate support in order for debate on an



amendment or other proposed course of action to continue (and therefore for a vote to be taken). These include a motion for the referral back of a draft Legislative Reform Order to the Scrutiny Committee, proposed amendments to regulations and other instruments (secondary legislation) and to liturgical business.

4. **The amendments set out in Part 1 of the Annex** would amend the remaining references to 40 members consistently with the decision taken last July by replacing each of them with a reference to 25 members. Given their minor nature and that they are unlikely to be contentions, the Committee proposes that these amendments be taken under the procedure for deemed approval in SO 40(5).

*Approval of regulations etc.*

5. Standing Order 70 sets out the procedure for the approval by the Synod of regulations and other instruments, including instruments that are made under specific Measures, for example, procedural rules made under the Clergy Discipline Measure. As matters stand, Standing Order 70 does not provide for the approval of regulations or other instruments that are intended to be made under a Measure which is currently under consideration by the Synod but which has not yet been passed or come into force.
6. It can be useful for the Synod to consider both a draft Measure and a draft set of regulations or rules to be made under it side by side. This enables the Synod to consider the legislative 'package' as a whole. In particular, it enables members to consider the appropriate balance of material between the Measure and the regulations or rules and to propose amendments accordingly (instead of passing the Measure first and considering the rules later, at which point it would be too late to change the Measure). However, because the Standing Orders do not currently make specific provision for this, even where a draft of regulations, rules etc. has already been considered and agreed by the Synod alongside a draft Measure, those regulations, rules etc. have to return to the Synod again for approval after the Measure has been passed and come into force. That results in delay in implementing the legislative package which the Synod has already approved.
7. **The amendments in Part 2 of the Annex** would amend SO 70 so that the Synod could give effective approval to a draft set of regulations or rules intended to be made under a Measure which the Synod was currently considering. It would remove the need for the regulations or rules to be reintroduced and approved again by the Synod after the relevant Measure had been passed and come into force, thereby reducing delay in implementing the legislative package. Given their minor nature and that they seem unlikely to be contentions, the Committee proposes that these amendments be taken under the procedure for deemed approval in SO 40(5).

**Joyce Jones**  
Chair

June 2022

## ANNEX

### PART 1

#### NUMBER OF MEMBERS REQUIRED FOR CERTAIN DEBATES TO PROCEED

##### **Standing Order 69I (Procedure on motion under SO 69H)**

1. In Standing Order 69I, in paragraph (6), for “40” substitute “25”.

##### **Standing Order 73 (Preliminary Motion Procedure)**

2. In Standing Order 73, in paragraph (7), for “40” substitute “25”.

##### **Standing Order 77 (Draft Reorganisation Scheme: motion for consideration)**

3. In Standing Order 77, in paragraph (8), for “40” substitute “25”.

##### **Standing Order 84 (Liturgical business: optional recommittal after Revision Committee)**

4. In Standing Order 84, in paragraph (3), for “40” substitute “25”.

##### **Standing Order 86 (Liturgical business: expedited Further Revision)**

5. In Standing Order 86, in paragraph (2), for “40” substitute “25”.

##### **Standing Order 87 (Liturgical business: Further Revision)**

6. In Standing Order 87, in paragraph (9), for “40”, in each place it appears, substitute “25”.

##### **Standing Order 89 (Liturgical business: minor adjustments for forms of service)**

7. In Standing Order 89, in paragraph (9), for “40”, in each place it appears, substitute “25”.

##### **Standing Order 90 (Liturgical business: extension or discontinuance of business)**

8. In Standing Order 90, in paragraph (7), for “40”, in each place it appears, substitute “25”.

##### **Standing Order 145 (Secretary General)**

9. In Standing Order 145, in paragraph (2), for “40” substitute “25”.
10. In Standing Order 145, in paragraph (3), for “40” substitute “25”.

##### **Standing Order 146 (The Clerk)**

11. In Standing Order 146, in paragraph (2), for “40” substitute “25”.
12. In Standing Order 146, in paragraph (3), for “40” substitute “25”.

***Explanatory Note:** these amendments would replace the requirement in certain provisions that 40 members must indicate a desire for debate to continue with a requirement that 25 members must do so. They would bring consistency with SO 59(6) and other provisions in the SOs which have already been amended to make this change.*

## PART 2

### INTERPRETATION OF REFERENCES TO INSTRUMENTS

#### Standing Order 70 (Regulations and other instruments: general)

13. In Standing Order 70, after paragraph (3) insert—

“(4) For the purposes of these Standing Orders, a reference to an instrument of the kind referred to in paragraph (1) includes a reference to an instrument of that kind that is proposed to be made under a Measure or Canon yet to be passed but introduced at or before the group of sessions at which the instrument is introduced.”

*Explanatory Note: this amendment would expand the meaning of “instrument” so that it includes draft regulations, orders or rules which are proposed to be made under a Measure or Canon which has not itself yet been approved by the General Synod but has been introduced simultaneously with, or before, the Measure or Canon in question. This would mean that, where it is proposed to introduce a package of legislative changes (comprising, say, a Measure and some accompanying procedural rules), it would be possible for the Measure and the rules to proceed in tandem through the Synodical stages. That would, in particular, enable members to consider the appropriate balance of material between the Measure and the rules and propose amendments accordingly (instead of passing the Measure first and considering the rules later, at which point it would be too late to change the Measure).*

#### Standing Order 154 (general interpretation)

14. In Standing Order 154, in the entry for “instrument”, in the second column, for “SO 153(3)” substitute “SOs 70(4) and 153(3)”.

*Explanatory Note: this amendment is consequential on the previous amendment.*

## GENERAL SYNOD

## SIXTIETH REPORT OF THE STANDING ORDERS COMMITTEE

The Standing Orders Committee has considered amendments to the Standing Orders, proposed by the Archbishops' Council, concerning the Crown Nominations Commission and vacancies in the sees of Canterbury and Dover. The Committee is of the view that the proposed amendments as drafted would achieve the intended effect.

1. The Standing Orders Committee ("the Committee") presents its sixtieth report to the Synod.

2. The Committee's membership is as follows:

Appointed members:

The Revd Canon Joyce Jones (Chair) (Leeds)

Mr Geoffrey Tattersall QC (Manchester)

Mr Clive Scowen (London)

The Revd Treena Larkin (Lichfield)

The Revd Susan Lucas (Chelmsford)

The Revd Amatu Christian-Iwuagwu (London)

Mrs Karen Czapiewski (Gloucester)

Ex-officio members:

The Ven Luke Miller (Prolocutor of the Lower House of the Convocation of Canterbury)

The Revd Kate Wharton (Prolocutor of the Lower House of the Convocation of York)

Dr Jamie Harrison (Chair of the House of Laity)

Mrs Alison Coulter (Vice-Chair of the House of Laity).

**Proposals concerning the Crown Nominations Commission and vacancies in the sees of Canterbury and Dover**

3. At the February 2022 group of sessions, the Synod, on a motion to 'take note', debated [GS 2253 Consultation on Proposed Changes to the Canterbury CNC.pdf \(churchofengland.org\)](#). The consultation envisaged by the Archbishops' Council in GS 2253 has been carried out.

4. Having considered the responses to the consultation, the Archbishops' Council intends to bring proposals for the amendment of SOs 136, 137 and 139 – which concern the role and composition of the Crown Nominations Commission ('CNC') to the July 2022 group of sessions. The Council has set out its proposals and the reasons for them in GS 2260. The proposed amendments would:

- reduce from six to three the number of members elected by the Diocese of Canterbury to the CNC for consideration of a vacancy in the see of Canterbury;

- increase from one to five the number of representatives of other churches of the Anglican Communion who are members of the CNC for consideration of a vacancy in the see of Canterbury;
  - provide that one such representative is to be chosen by the Joint Standing Committee of the Primates Meeting of the Anglican Communion and the Anglican Consultative Council from each of the five regions of the Anglican Communion (the Europe region to include the provinces of the British Isles other than England);
  - provide that of those so chosen, at least one must be a primate, one a deacon or priest and one a lay person who is an actual communicant;
  - provide for vacancies in the see of Dover to be considered by the CNC as if it were a diocesan see.
5. The Committee has considered the proposed amendments to the Standing Orders that would give effect to these proposals. It is the Committee's duty under Standing Order 40(1) to submit to the Synod a written report or comment on any motion included on an agenda or notice paper for the amendment of Standing Orders.
  6. The Committee is of the view that the proposed amendments, as set out in the Annex to this report, would achieve the intended effect by implementing the proposals described in GS 2260.
  7. This Committee and the Business Committee have considered what practical steps might be taken to assist the Synod in taking decisions on the proposed changes to the process for electing members of the Crown Nominations Commission as set out in the Standing Orders. The usual procedure for making amendments to the Standing Orders is for each amendment to be moved, debated and voted on (unless the procedure for deemed approval applies to the amendment). It is additionally open to any member to give notice of an amendment to a proposed amendment, in which case that amendment is moved, debated and voted on before the vote on the main amendment takes place. The process can, therefore, be quite complex and may not be easy to follow.
  8. The Business Committee is of the view that the Synod – rather than simply being presented with a sequence of textual amendments to the Standing Orders – should be invited to vote, in turn, on a series of propositions which reflect the proposals in GS 2260. The outcome of those votes should reveal what changes to the Standing Orders the Synod wishes to make. It will then be possible to move the necessary amendments to the Standing Orders on a subsequent day during the July group of sessions.
  9. This Committee supports the procedure proposed by the Business Committee. The Business Committee have arranged the Synod's agenda accordingly, with votes on a series of propositions taking place on Saturday 9<sup>th</sup> July and the moving of the necessary amendments to the Standing Orders on Tuesday 12<sup>th</sup> July.

**Joyce Jones**  
Chair

June 2022

## ANNEX

### AMENDMENTS RELATING TO CROWN NOMINATIONS COMMISSION

#### **Standing Order 136 (Crown Nominations Commission: functions)**

1. In Standing Order 136, in paragraph (2), after “diocesan bishopric” insert “, or in the suffragan bishopric of Dover (see further SO 137(6)),”.

*Explanatory note: this amendment would provide for the Crown Nominations Commission to consider a vacancy in the suffragan see of Dover as it would consider a vacancy in a diocese.*

#### **Standing Order 137 (Crown Nominations Commission: membership)**

2. In Standing Order 137, in paragraph (1)(d), after “the diocesan bishopric” insert “or, in the case of a vacancy in the Archbishopric of Canterbury, three members elected by and from the Vacancy in See Committee of the diocese of Canterbury”.

*Explanatory note: this amendment would provide that, where there is a vacancy for Archbishop of Canterbury, the voting members of the Crown Nominations Commission include three members (rather than the current six) elected by and from the Vacancy in See Committee of Canterbury diocese.*

3. In Standing Order 137, in paragraph (1)(e), for “that diocese” substitute “the diocese in which there is a vacancy in the diocesan bishopric”.

*Explanatory note: this is consequential on the previous amendment.*

4. In Standing Order 137, after paragraph (5) insert—

“(6) For the purposes of this Standing Order and the Vacancy in See Committees Regulation 1993 (as amended from time to time), the suffragan bishopric of Dover is to be treated as being a diocesan bishopric and, in the application of this Standing Order and that Regulation to that suffragan bishopric, a reference to the diocese is, where the context requires, to be read as a reference to the diocese of Canterbury.”

*Explanatory note: this technical amendment would ensure the correct application to the suffragan see of Dover of the relevant Standing Orders and the Vacancy in See Committees Regulation.*

#### **Standing Order 139 (Crown Nominations Commission: archiepiscopal vacancy)**

5. In Standing Order 139, in paragraph (2)(a), for sub-paragraph (ii) (but not the following “and”) substitute—

“(ii) five representatives of other Churches of the Anglican Communion (see paragraph (2A)),”.

*Explanatory note: this amendment would provide that, where there is a vacancy for Archbishop of Canterbury, the voting members of the Crown Nominations Commission would also include five representatives of other Churches of the Anglican Communion (rather than the current single member of the Primates Meeting of the Anglican Communion).*

6. In Standing Order 139, after paragraph (2) insert—

“(2A) The five persons referred to in paragraph (2)(a)(ii) are to be chosen by the Joint Standing Committee of the Primates Meeting of the Anglican Communion and the Anglican Consultative Council—

- (a) with one person to be chosen from each of the five regions of the Anglican Communion (and, for this purpose, the Europe region includes the provinces of the British Isles other than England), and
- (b) with those chosen to include at least one primate, at least one priest or deacon and at least one actual communicant lay person.”

***Explanatory note:** this amendment would provide for the five representatives of the Anglican Communion referred to in the previous amendment to be chosen by the relevant Joint Standing Committee and for there to be one person chosen from each region of the Anglican Communion and for those chosen to include at least one bishop, at least one cleric and at least one lay person.*

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 STATUTORY INSTRUMENTS
 

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**2022 No. 0000**

**ECCLESIASTICAL LAW, ENGLAND**

**The Legal Officers (Annual Fees) Order 2022**

|                               |         |                  |
|-------------------------------|---------|------------------|
| <i>Made</i>                   | - - - - | 2022             |
| <i>Laid before Parliament</i> |         | 2022             |
| <i>Coming into force</i>      | - -     | 1st January 2023 |

In accordance with section 86(11) of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018(a) this Order has been laid before, and approved by, the General Synod.

The Fees Advisory Commission, in exercise of the powers conferred by section 86(3) of that Measure, makes the following Order:

**Citation, commencement and interpretation**

- 1.—(1) This Order may be cited as the Legal Officers (Annual Fees) Order 2022.  
 (2) This Order comes into operation on 1st January 2023.  
 (3) In this Order—
- (a) “diocesan board of finance”, in relation to a diocese, means the board of that name constituted under the Diocesan Boards of Finance Measure 1925(b); and
  - (b) “the Measure” means the Ecclesiastical Jurisdiction and Care of Churches Measure 2018.

**Annual fees**

2. Schedule 1 sets out the annual fees payable—
- (a) to diocesan registrars in respect of the duties of their office specified in Schedule 2; and
  - (b) to provincial registrars in respect of the duties of their office, except the duties and professional services specified in Part B of Table 2 in Schedule 1.

**Payment of fees**

3.—(1) The fees set out in the second column of Table 1 of Schedule 1 are to be paid by the diocesan board of finance.

(2) The fees set out in the third column of Table 1 and in Table 2 of Schedule 1 are to be paid by the diocesan bishop or archbishop(c).

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(a) 2018 No. 3.

(b) 15 & 16 Geo. 5 No. 3; relevant amendments were made by the Synodical Government Measure 1969 (1969 No 2).

(c) Section 86(6) of the 2018 Measure provides that any sum paid by a bishop or archbishop by virtue of any order made under the 2018 Measure shall be reimbursed by the Church Commissioners.



## **Revocation**

4. The Legal Officers (Annual Fees) Order 2021(a) is revoked.

## **Duties of the diocesan registrar**

5. A diocesan registrar is not entitled to receive any additional remuneration for the duties specified in Schedule 2 except as provided in article 6.

## **Supplementary annual fee**

6.—(1) Subject to paragraph (2), nothing in this Order precludes a diocesan board of finance from agreeing to pay any sum to a diocesan registrar by way of annual fee or retainer which is additional to the annual fee payable under Table 1 of Schedule 1.

(2) Any such agreement must—

- (a) be in writing;
- (b) be expressed to be an agreement made in accordance with this article; and
- (c) state the period for which it is to run, or, if no such period is stated, remain binding until determined by not less than three months' notice on either side.

## **Travel, subsistence and accommodation**

7. A fee specified in Schedule 1 is to be increased by a sum for reasonable expenses of travel, subsistence and accommodation.

## **Value Added Tax**

8. Where Value Added Tax is chargeable in respect of the provision of any service for which a fee is prescribed in this Order (including any fee specified in paragraph 4 of Schedule 2) the amount of Value Added Tax chargeable is payable in addition to that fee.

Church House, London  
27th May 2022

*A. Spriggs*  
*J. Munro*  
*W.E. Husselby*  
*R. Cooper*  
*C. Fender*  
*+D. Williams*  
*L.M. Connacher*  
*G. Tattersall*  
*C. Smith*  
Fees Advisory Commission

This Order was approved by the General Synod on July 2022.

*A. S. McGregor*  
Registrar of the General Synod

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(a) S.I. 2021/844.

SCHEDULE 1

Article 2

Fees payable under this Order

TABLE 1

Annual fees payable to diocesan registrars in respect of 2023

| <i>Diocese</i>             | <i>Payable by<br/>diocesan board of<br/>finance</i> | <i>Liability of the<br/>diocesan bishop</i> | <i>Total</i> |
|----------------------------|---|---|--------------|
|                            | £   | £   | £            |
| Bath and Wells             | 78,900  | 46,332                                      | 125,232      |
| Birmingham                 | 48,569  | 38,096                                      | 86,665       |
| Blackburn                  | 51,608  | 45,832                                      | 97,440       |
| Bristol                    | 48,757  | 38,209                                      | 86,966       |
| Canterbury                 | 54,165  | 42,559                                      | 96,724       |
| Carlisle                   | 57,106  | 39,468                                      | 96,574       |
| Chelmsford                 | 86,370  | 50,478                                      | 136,848      |
| Chester                    | 63,970  | 43,397                                      | 107,367      |
| Chichester                 | 70,939  | 52,081                                      | 123,020      |
| Coventry                   | 45,585  | 45,226                                      | 90,811       |
| Derby                      | 53,755  | 44,023                                      | 97,778       |
| Durham                     | 49,747  | 43,448                                      | 93,195       |
| Ely                        | 55,116  | 43,024                                      | 98,140       |
| Exeter                     | 82,252  | 48,073                                      | 130,325      |
| Gloucester                 | 60,256  | 42,951                                      | 103,207      |
| Guildford                  | 44,352  | 46,488                                      | 90,840       |
| Hereford                   | 58,373  | 44,086                                      | 102,459      |
| Leeds                      | 69,603  | 70,686                                      | 140,289      |
| Leicester                  | 56,641  | 39,388                                      | 96,029       |
| Lichfield                  | 79,074  | 50,141                                      | 129,215      |
| Lincoln                    | 92,158  | 37,387                                      | 129,545      |
| Liverpool                  | 49,629  | 43,920                                      | 93,549       |
| London                     | 92,362  | 59,976                                      | 152,338      |
| Manchester                 | 53,913  | 47,878                                      | 101,791      |
| Newcastle                  | 51,897  | 37,258                                      | 89,155       |
| Norwich                    | 94,828  | 39,136                                      | 133,964      |
| Oxford                     | 126,061   | 41,195                                      | 167,256      |
| Peterborough               | 56,932  | 47,366                                      | 104,298      |
| Portsmouth                 | 33,502  | 48,770                                      | 82,272       |
| Rochester                  | 53,939  | 43,817                                      | 97,756       |
| St Albans                  | 66,226  | 48,480                                      | 114,706      |
| St Edmundsbury and Ipswich | 68,747  | 44,498                                      | 113,245      |
| Salisbury                  | 81,249  | 46,058                                      | 127,307      |
| Sheffield                  | 46,774  | 40,360                                      | 87,134       |
| Southwark                  | 67,031  | 59,164                                      | 126,195      |
| Southwell and Nottingham   | 51,230  | 43,376                                      | 94,606       |
| Truro                      | 53,396  | 39,248                                      | 92,744       |
| Winchester                 | 57,557  | 44,478                                      | 102,035      |
| Worcester                  | 48,066  | 44,602                                      | 92,668       |
| York                       | 79,719  | 49,181                                      | 128,900      |

TABLE 2

**Annual fees payable to provincial registrars in respect of 2023**

PART A

**Fees payable**

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|  | <i>Fee</i> |
|--|------------|
|  | <i>£</i>   |
| 1. Annual fee for joint registrars of the province of Canterbury | 171,588    |
| 2. Annual fee for joint registrars of the province of York       | 90,158     |

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PART B

**Duties and professional services not falling within the scope of the annual fee**

1.—(1) Duties and professional services in connection with the matters mentioned in sub-paragraph (2) do not fall within the scope of the annual fee payable to provincial registrars.

(2) The matters referred to in sub-paragraph (1) are advice or other work in connection with disciplinary proceedings against a clerk in holy orders which have been instituted under section 10 of the Clergy Discipline Measure 2003(a) or in respect of any disciplinary matters arising under or in relation to that Measure including under sections 30 and 31.

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(a) 2003 No. 3.

## SCHEDULE 2

Article 2

### The scope of the annual fee

#### Professional services to be provided by the diocesan registrar

1. Subject to the restrictions contained in paragraphs 2 and 3, the professional services provided by the diocesan registrar in respect of the annual fee paid to him or her under this Order include—

- (a) giving advice to the diocesan bishop, suffragan bishops, archdeacons, chairs of the houses of the diocesan synod, rural deans, lay chairs and secretaries of deanery synods, incumbents and all other clergy, beneficed or licensed in the diocese, on any legal matter properly arising in connection with the discharge of their respective ecclesiastical or synodical offices, and giving of advice to chairs and secretaries of diocesan boards, councils and committees on any legal matter properly arising in connection with the business of the respective boards, councils and committees;
- (b) acting as registrar to the diocesan synod and attendance at its meetings;
- (c) attendance at the bishop's council and standing committee if required by that committee;
- (d) occasional attendance at meetings of diocesan boards, councils and committees for the purpose of giving advice on specific matters;
- (e) maintaining all such records of the diocese as are customarily kept by the diocesan registrar including the making of entries in those records, and the making of searches and reports on matters recorded in the registry or in documents held in the diocesan muniment room at the request of persons or bodies referred to in paragraphs (a) and (f);
- (f) giving advice to churchwardens and secretaries of parochial church councils on any legal matter properly arising in connection with their duties or official business;
- (g) giving advice to any person concerned in or with the administration of an election under the Church Representation Rules on any question properly arising under those Rules;
- (h) giving advice to a bona fide enquirer concerning the law of marriage, baptism, confirmation and burial of the dead according to the rites and ceremonies of the Church of England;
- (i) giving advice to persons considering or proposing to make an application for a legal aid certificate for financial assistance from the Legal Aid Fund maintained under section 1 of the Church of England (Legal Aid) Measure 1994<sup>(a)</sup>;
- (j) acting as registrar to the consistory court of the diocese except in so far as a separate fee is prescribed by Order made under the Measure or except in so far as this Order provides that a fee calculated in accordance with the Solicitors' (Non-Contentious Business) Remuneration Order 2009<sup>(b)</sup> is payable;
- (k) attendance at episcopal visitations (other than visitations by the diocesan bishop of the cathedral church of the diocese);
- (l) drafting and preparing, approving, engrossing and registering all notices, licences, consents, permissions, instruments and other documents required by law or customarily used in connection with—
  - (i) ordination;
  - (ii) certification of ordination;
  - (iii) presentation to a benefice;
  - (iv) commission for institution or collation;

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(a) 1994 No. 3; amended by the Clergy Discipline Measure 2003.

(b) S.I. 2009/1931.

- (v) admission to freehold office;
- (vi) certification of institution or collation;
- (vii) licensing of non-residence, for legalising house of residence;
- (viii) resignation (other than resignation of an incumbent);
- (ix) admission to office of rector under the Mission and Pastoral Measure 2011(a);
- (x) licensing under that Measure of a vicar in a team ministry;
- (xi) designation under that Measure of a parish centre of worship under Part 5 of that Measure for the purposes of the Marriage Act 1949(b) and other purposes;
- (xii) licensing of clerks in holy orders and deaconesses;
- (xiii) delegation by bishop of archidiaconal powers under the Church of England (Miscellaneous Provisions) Measure 1983(c);
- (xiv) delegation by bishop of episcopal powers under the Dioceses, Pastoral and Mission Measure 2007(d);
- (xv) episcopal visitations (other than visitations by the diocesan bishop of the cathedral church of the diocese);
- (xvi) matters relating to sequestrations;
- (xvii) provision of agreements to form a conventional district;
- (xviii) consent to hold preferment under the Ecclesiastical Jurisdiction Measure 1963(e);
- (xix) licensing of unconsecrated church or place of worship (including temporary licences);
- (xx) ordering of a licensed chapel to come under faculty jurisdiction;
- (m) acting in relation to the following matters on the instructions of the diocesan bishop, suffragan bishops or archdeacons or on the instructions of a diocesan board or council whose business properly includes such matters—
  - (i) consecration of a church and burial ground or a church without a burial ground;
  - (ii) consecration of a cemetery or burial ground;
  - (iii) preparation and registration of documents required under the Consecration of Churchyards Act 1867(f) for the consecration of additions to churchyards;
  - (iv) licensing of a building for marriages;
  - (v) notification under section 2 of the Benefices (Transfer of Rights of Patronage) Measure 1930(g) (in relation to a guild church in the City of London);
- (n) work in connection with the following matters—
  - (i) maintaining the register of patrons (“the register”) under Part 1 of the Patronage (Benefices) Measure 1986(h) (“the 1986 Measure”) as required by section 1(1) of the 1986 Measure;
  - (ii) searches in and making of extracts from the register, enquiries as to entries in the register and supplying certified copies of entries in the register, where the search, extract or enquiry is made or the certified copy is requested by or on behalf of a person or body referred to at the commencement of paragraph (m) or by the designated officer (within the meaning of section 7(5) of the 1986 Measure);

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(a) 2011 No. 2.  
 (b) 1949 c.76.  
 (c) 1983 No. 2.  
 (d) 2007 No. 1.  
 (e) 1963 No. 1.  
 (f) 1867 c.133.  
 (g) 1930 No. 8.  
 (h) 1986 No. 3.

- (iii) receipt and issue of notices and notification of representations under section 3(3) and (4) of the 1986 Measure.

### **Restrictions on the provisions of paragraph 1**

2.—(1) Where the registrar receives a request for advice on any matter properly falling within paragraph (1)(e) to (h), the registrar—

- (a) is not required to correspond with a third party involved in the enquiry;
- (b) before giving advice, must first consider whether the matter on which advice is sought is one which can conveniently be dealt with by the diocesan secretary or some other person or body in the diocese rather than by the registrar;
- (c) if a legal dispute arises between parties who are both church officers, may decline to advise either party but is at liberty to advise both parties with a view to helping them to resolve their dispute if, in the registrar's judgement, it is desirable to do so.

(2) The registrar is not required to attend meetings of diocesan boards, councils and committees except upon an occasional basis to give legal advice on specific matters.

(3) But the registrar may attend such meetings regularly to give general advice and assistance if requested to do so by the board, council or committee in question and in that case the registrar is entitled to be separately remunerated for this work.

### **Advice or assistance given to the diocesan bishop, suffragan bishops or archdeacons**

3. The provisions of paragraph 2(1) do not apply to advice and assistance given as legal secretary or diocesan registrar to the diocesan bishop, or as diocesan registrar to suffragan bishops or archdeacons.

### **Work not falling within the scope of the annual fee**

4.—(1) For the avoidance of doubt work in connection with the following matters does not fall within the scope of the annual fee but a fee calculated in accordance with the Solicitors' (Non-Contentious Business) Remuneration Order 2009 is payable—

- (a) conveyancing and drafting of documents other than those referred to in paragraph 1(l) and (m);
- (b) matters relating to individual diocesan, parochial or educational trusts or to individual pieces of diocesan glebe property;
- (c) litigation;
- (d) acting as secretary to the vacancy in see committee constituted under the Vacancy in See Committees Regulation 1993(a) on a vacancy in the see of the diocesan bishopric;
- (e) deposition or deprivation consequent upon proceedings in secular courts, including the following—
  - (i) service of notice on a priest or deacon of intention to depose him or her from holy orders under rule 49(1) of the Ecclesiastical Jurisdiction (Discipline) Rules 1964(b);
  - (ii) carrying out of a duty or exercising of a discretion following proceedings referred to in section 55 of the Ecclesiastical Jurisdiction Measure 1963;
- (f) advice or other work in connection with proceedings against a clerk in holy orders under the Ecclesiastical Jurisdiction Measure 1963 in respect of an ecclesiastical offence which have been instituted under that Measure or are under consideration or in connection with an allegation of such an offence which is under investigation with the knowledge and approval of the bishop (excluding advice and other work for which a fee is payable under

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(a) A regulation passed by the General Synod, amended by the Vacancy in See Committees (Amendment) Regulations 2003, 2007, 2008, 2013 and 2021.

(b) S.I. 1964/1755.

- the Ecclesiastical Judges, Legal Officers and Others (Fees) Order for the time being in force made under section 86 of the Measure);
- (g) advice or other work in connection with disciplinary proceedings against a clerk in holy orders which have been instituted under section 10 of the Clergy Discipline Measure 2003(a) or in respect of any disciplinary matters arising under or in relation to that Measure including under sections 30 and 31;
  - (h) advice or other work in connection with the revocation by reason of misconduct of a licence granted by the bishop to a deaconess or lay worker or reader to minister in the diocese, or in connection with a revocation of such a licence which is under consideration or with an allegation of misconduct by such a person which might lead to such a revocation and which is under investigation with the knowledge and approval of the bishop;
  - (i) advice to the diocesan bishop or other work carried out at his request in connection with proceedings or possible future proceedings under the Incumbents (Vacation of Benefices) Measures 1977 and 1993(b) in a case where notice has been given to the bishop under section 1A(1A) of the Incumbents (Vacation of Benefices) Measure 1977 or the giving of such notice is under consideration;
  - (j) pronouncing of censure under section 31 of the Ecclesiastical Jurisdiction Measure 1963 with the consent of the accused;
  - (k) work undertaken on behalf of a person who is not an official in the diocese or on behalf of a body which is not a diocesan board or council in connection with the following matters—
    - (i) consecration or licensing of a public cemetery, a private burial ground or a private chapel;
    - (ii) licensing the chapel of an extra-parochial place for a marriage of persons living or residing in that place;
    - (iii) notification under section 2 of the Benefices (Transfer of Rights of Patronage) Measure 1930 (in relation to a guild church in the City of London);
  - (l) removal of the legal effects of consecration under section 92 of the Measure;
  - (m) work carried out in relation to the register of patrons under Part 1 of the 1986 Measure where a fee calculated in accordance with the Solicitors' (Non-Contentious Business) Remuneration Order 2009 is payable under the Ecclesiastical Judges, Legal Officers and Others (Fees) Order for the time being in force made under section 86 of the Measure;
  - (n) acting as Chapter clerk (whether or not the diocesan registrar holds the office of Chapter clerk) and in particular doing the following work, namely work in connection with the following matters—
    - (i) installation to a deanery;
    - (ii) installation to a canonry or prebend (whether residentiary or honorary) or to an archdeaconry;
    - (iii) admission to a minor canonry;
  - (o) attendance at and work in connection with any visitation by the diocesan bishop of the cathedral church of the diocese and in connection with any action taken or proposed to be taken by the diocesan bishop under the Care of Cathedrals Measure 2011(c);
  - (p) advice or other work in connection with an inquiry into the capability of a clerk in holy orders instituted under regulation 31, or a grievance brought by a clerk in holy orders under regulation 32, of the Ecclesiastical Offices (Terms of Service) Regulations 2009(d);

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(a) 2003 No. 3.

(b) 1977 No. 1 and 1993 No 1.

(c) 2011 No. 1.

(d) S.I. 2009/2108

- (q) advice or other work in connection with the exercise of its powers by a regulatory body;
- (r) advice or other work in connection with an allegation falling within the scope of guidance given by the House of Bishops on the safeguarding of children and vulnerable adults, or in connection with a risk assessment conducted under such guidance.

(2) In the case of the matters referred to in sub-paragraph (1)(e) to (j), the fee is payable by the bishop.

(3) In the case of the matters referred to in sub-paragraph (1)(k)(iii), the fee is to be paid in such proportions as may be agreed between the transferor and the transferee and, in the absence of such agreement, the fee is to be paid by the transferee.

(4) In the case of matters referred to in sub-paragraph (1)(n), the fees are payable out of cathedral revenues.

### **Disbursements**

5. If any disbursements other than expenses specified in article 7 of this Order are incurred in the course of providing any of the professional services in paragraph 1 of this Schedule the diocesan registrar is entitled to charge for them separately.



## **EXPLANATORY NOTE**

*(This note is not part of the Order)*

This Order prescribes the annual fees payable to diocesan registrars in 2023 for the professional services specified in Schedule 2 to the Order.

The Order also fixes annual fees for 2023 for the provincial registrars.

The Order will have effect from 1st January 2023.

**GENERAL SYNOD**  
**LEGAL OFFICERS (ANNUAL FEES) ORDER 2022**  
**THE ECCLESIASTICAL JUDGES, LEGAL OFFICERS AND OTHERS (FEES)**  
**ORDER 2022**

**Explanatory Notes**

**INTRODUCTION**

1. The Fees Advisory Commission (“the Commission”) is a statutory body constituted under the Ecclesiastical Jurisdiction and Care of Churches Measure 2018 (“the 2018 Measure”). Of its nine members, three represent the providers of legal services within the Church, three represent the users and funders of such services, and three (from whom the Commission’s Chair must be drawn) are independent.
2. In accordance with the terms of the 2018 Measure, the Commission’s membership is as follows:

The Venerable Robert Cooper (Chair) (nominated by the Appointments Committee);

Ms Anna Spriggs (nominated by the Ecclesiastical Law Association);

The Rt Revd David Williams, Suffragan Bishop of Basingstoke, Diocese of Winchester (nominated by the House of Bishops);

Ms Josile Munro (nominated by the Appointments Committee);

Mr Carl Fender (nominated by the Appointments Committee);

Mrs Louise Connacher (nominated with the agreement of the Provincial Registrar for Canterbury);

Mr Bill Hussenby (nominated by the Inter-Diocesan Finance Forum);

Mr Geoffrey Tattersall QC (nominated by the Ecclesiastical Judges Association);  
and

The Revd Christopher Smith (nominated by the Church Commissioners).

3. The role of the Commission is to recommend to the General Synod the level of fees to be paid to ecclesiastical judges, legal officers and others for performing certain duties and functions, and to prepare annual Orders in the form of Statutory Instruments to give effect to those recommendations (which require the approval of the Synod, prior to being laid before Parliament under the negative resolution procedure). Both Orders require to be laid before the Synod for approval, with a view to their coming into force at the beginning of the following year.
4. The Commission accordingly now lays the two Orders for the year 2023 before the Synod for its approval. This Explanatory Memorandum explains the approach taken by the Commission to the drafting of the Orders this year.

**THE LEGAL OFFICERS (ANNUAL FEES) ORDER 2022**

5. Legal Officers (Annual Fees) Orders, made under section 86 of the 2018 Measure, prescribe the annual fee payable to each diocesan registrar for the professional services specified in Schedule 2 to the Order.

### *Calculation of the retainer since 2015*

7. In the period leading up to 2014, retainer levels represented no more than approximately half the true cost of providing legal services across the Church. A wide-ranging consultation conducted by the FAC revealed serious concerns among registrars about the threat this posed to the ongoing provision of legal support in Church of England dioceses. Since then the FAC has introduced reforms to correct the damaging record of underpayment and improve the system in other ways.
6. As a result General Synod agreed exceptional phased uplifts over the transitional five-year period 2015-19 in order to achieve a level of remuneration for registrars comparable with wider legal rates but with a 30% charitable discount. In addition the Commission introduced a more transparent basic formula for calculating the annual retainer as well as improving accountability by requiring diocesan bishops to conduct annual reviews of the provision of legal services with their registrar. Thus in the period 2015-19 annual movements in the national cost of the retainer were driven both by changes in reported hours worked and average charge-out rates as required by the new basic formula, and by the application of the phased uplifts.
7. Since 2014 the basic formula, agreed by Synod,<sup>1</sup> has involved:
  - arriving at a figure for the national cost of the work done by registrars under the retainer by aggregating the average number of hours recorded by them as having been spent on such work over the previous five years, divided as between solicitors and clerks, and then multiplying that process by average agreed rates;
  - dividing that cost between the dioceses to arrive at a figure for the retainer for a diocese, by:
    - allocating 30% of the national figure between the dioceses equally (to reflect the fact that every registrar's practice attracts certain unavoidable overheads);
    - applying a 30% charitable discount to this national figure; and
    - dividing the balance between the dioceses by reference to the 'size' of the diocese (assessed by reference to the number of open churches and clergy of incumbent status and above), but subject to:
      - capping the resulting figure so that the 'largest' diocese pays no more than three times what the 'smallest' pays; and
      - applying an additional 10% weighting in the case of London and Southwark to reflect their higher costs.
8. The five-year transition period ended with General Synod's agreement of the 2019 retainers as specified in the 2018 Order. It has resulted in raised income levels: in 2016 the total retainer paid across all dioceses amounted to 53% of the value of work undertaken; in 2017 57%, in 2018 63%, in 2019 66%. In 2020 the national average reached 70%, which was the target implied in staged uplifts introduced by the Commission (full cost, nationally moderated, minus the 30% charitable

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<sup>1</sup> For a fuller description, see the Explanatory Memorandum to the 2014 Order (GS 1938-9X)

discount). However, in 2021 the national average fell back to 65%, masking some significant variance between dioceses, which indicates that there is more to be done to raise average income levels. Having reached the milestone implied under the formula in 2020, the Commission has remained of the view that the broad principles underlying the formula which Synod approved in 2014 are well accepted and provide the most suitable basis for the calculation of the annual retainer. The Commission also considers that the annual reviews of work done between bishops and other senior staff and their registrar continue to prove valuable.

9. Nevertheless, in 2019 the Commission concluded that a charitable discount as high as 30% was continuing to cause undue financial difficulties for registrars and was not justified in today's circumstances. It therefore determined to reduce the discount from 30% to 10% over a period. The detailed reasoning is to be found in the Explanatory Memorandum to the 2019 Order (GS 2147X). Circumstances enabled it to make an immediate reduction from 30% to 20% for the year 2020 but with the understanding that the further reduction to 10% would be spread over the following five years. This approach was followed for the 2021 retainer, for which the charitable discount was reduced to 18%, and for the 2022 retainer, for which the charitable discount was further reduced to 16%.

#### *The Commission's proposals for the 2023 retainers*

10. As set out above, the established formula provides for the calculation of a figure for the national cost of the work and takes into account two key variables: the average number of hours recorded over a rolling five-year period, and average agreed rates. In recent years, the position taking into account those variables was largely static with a slight increase in hours worked by registrars and little change in charge-out rates. However, in 2021 the figures show a significant increase in both hours worked and in average rates, and as a result the total value of work increased. A comparison shows a 10% increase by value in work done between 2020 and 2021, and the Commission notes that since 2017 the data show an upwards trend in relation to hours worked.
11. Taking those figures into account, applying the Commission's established formula and retaining the existing 16% discount would result in a national average increase in the cost of retainers of 12%, with the minimum increase being 11%. It follows that adopting such a "standstill" approach and making no further decrease in the charitable discount would still lead to an overall increase in cost which is higher than in recent years. By comparison, a further stepped reduction in the charitable discount by a further 2% to 14%, following the approach endorsed by Synod, would lead to an average national increase in the retainer of 14%.
12. On account of the factors set out above, not least because there has been a reduction in the national average amount of work which the retainer covers, the Commission considers that it is right to continue momentum in the reduction of the charitable discount. The Commission recognises the continued strain on Church resources created by the Covid-19 pandemic but must weigh in the balance pressures on registrars. Omitting any phased uplift this time round would postpone tackling the problem of underpayment and result in higher uplifts later.
13. The Commission therefore proposes a further reduction in the charitable discount from 16% in 2022 to 14% in 2023, with the aspiration that the further reduction of 4% will be spread over the following two years. This is consistent with the approach set out in 2019 and mirrors the 2% reduction made in the last few years.

14. The effect is that the total amount payable by way of retainer will increase from £3.82 million in 2022 to **£4.36 million** in 2023 (an average increase of **14%** nationally), with percentage increases in individual retainers ranging from 13% to 16%. As before the burden of the increase will not fall entirely on diocesan boards of finance: only an average of 58% nationally will do so, since that part of the retainer that is expressed by the Order to represent a liability of the diocesan bishop remains payable<sup>2</sup> by the Church Commissioners.
15. In line with the practice adopted last year, the Commission has excluded the provision of advice in relation to safeguarding matters from the scope of the retainer. (The relevant provision is paragraph (18) of Schedule 2.) The Commission had previously agreed that such work should be remunerated otherwise than by the retainer. In that respect, it is treated in the same way as work in connection with clergy discipline, which is already excluded from the scope of the retainer. The Commission is in the process of further consultation as to where the burden of such costs should fall.
16. The Commission notes that it is required to inform itself of the duties of the offices of legal officers and to that end notes its expectation that registrars will endeavour to keep an accurate record of their work in order that the Commission can make properly informed recommendations.

## **THE ECCLESIASTICAL JUDGES, LEGAL OFFICERS AND OTHERS (FEES) ORDER 2020**

17. Ecclesiastical Judges, Legal Officers and Others (Fees) Orders, made under s.86 of the 2018 Measure, prescribe fees for faculty proceedings and certain other proceedings in ecclesiastical courts, as well as the fees of the Provincial Registrars, the Vicars-General and other holders of legal offices. In practice the great bulk of the work remunerated under the terms of such Orders relates to faculty proceedings, for which provision is made in Table 1 of the 2022 Order (though the holding of a hearing, which is likely to attract the highest fees, is an infrequent occurrence).
18. As previously, the Commission has set the fees, wherever possible, so as to be broadly equivalent to those determined by the Ministry of Justice to be payable to secular judges when exercising similar functions, rather than being simply increased by reference to inflation. The Commission notes that the Ministry of Justice has proposed that secular judicial pay should increase by 2% in 2022/3. The Commission considers that this is an appropriate benchmark and proposes that the same increase should apply to judicial fees under the Order in 2023.
21. The Commission explained in the Explanatory Memorandum which accompanied the two Orders for 2016 that a particular issue arose as to the implications, from a fees point of view, of the changes to the operation of the faculty jurisdiction which culminated in the changes made by the Faculty Jurisdiction Rules 2015 and the introduction of the online system for processing faculty applications. As the Commission suggested at that time, it would take some time for all the consequences of these changes to become apparent. The Commission considers that it is not yet possible to reach a concluded view on the consequences of those changes and, as a result, the Commission does not at this time propose any

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<sup>2</sup> Under section 86(6) of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018.

significant adjustment to the approach followed in the 2017 Order in relation to fees in the faculty jurisdiction.

22. The Commission has made a further two minor amendments to the Order.
23. In 2020, the General Synod approved the introduction of a fee to be payable to the delegates of the President of Tribunals in connection with certain tasks under the Clergy Discipline Measure 2003. In doing so, the General Synod recognised that it is important to ensure that judicial fees reflect the office holders' workload. The Commission emphasises that it is important that the Church can attract candidates of suitable calibre given the complex nature of the work. Further analysis indicates that there are a limited number of tasks which are more complicated and for which the Commission considers that it is appropriate to provide for an enhanced matter fee of £400 (the fee payable for other matters is £208). This fee would have applied in 19 cases during 2021. Fees payable to delegates fall to be paid by the Archbishops' Council.
24. Further, the most recent General Synod elections in 2021 highlighted a lacuna in connection with the provision for a fee to be paid to the judge who determines summary election appeals. The Commission recommends that the fee should be equivalent to that payable per hour for the preparation of a judgment in appeals under the Clergy Discipline Measure 2003.
25. The Commission will continue to keep the operation of the Order under active review and reassess the case for any change when formulating proposals for the 2023 Order.

### **CHANCELLORS' INFORMAL RETAINERS**

26. Finally, consistent with the approach set out in the Explanatory Memorandum for the Orders laid before the Synod for approval in July 2016<sup>3</sup>, which it has followed in subsequent years, the Commission considers it appropriate to benchmark Chancellors' informal retainers to 14% of the registrar's retainer in the relevant diocese. Taking into account the Commission's proposal regarding the charitable discount (see above), there is a commensurate adjustment required to the level of informal retainers so that they meet that figure.
27. The Commission will continue to keep the position under review as it prepares next year's Orders.

*On behalf of the Commission*

The Venerable Robert Cooper  
May 2022

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<sup>3</sup> GS 2036-7X.

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 STATUTORY INSTRUMENTS
 

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**2022 No. 0000**

**ECCLESIASTICAL LAW, ENGLAND**

**The Ecclesiastical Judges, Legal Officers and Others (Fees)  
Order 2022**

|                               |         |                  |
|-------------------------------|---------|------------------|
| <i>Made</i>                   | - - - - | 2022             |
| <i>Laid before Parliament</i> |         | 2022             |
| <i>Coming into force</i>      | - -     | 1st January 2023 |

In accordance with section 86(11) of the Ecclesiastical Jurisdiction and Care of Churches Measure 2018(a), this Order has been laid before, and approved by, the General Synod.

The Fees Advisory Commission, in exercise of the powers conferred by section 86(3) to (4B) of that Measure(b), makes the following Order:

**Citation, commencement and interpretation**

1.—(1) This Order may be cited as the Ecclesiastical Judges, Legal Officers and Others (Fees) Order 2022.

(2) This Order comes into operation on 1st January 2023.

(3) In the application of this Order to the diocese of Canterbury—

- (a) a reference to the consistory court is to be read as a reference to the commissary court of that diocese, and
- (b) a reference to the chancellor is, accordingly, to be read as a reference to the Commissary General.

(4) In this Order, “the 2018 Measure” means the Ecclesiastical Jurisdiction and Care of Churches Measure 2018.

**Direction as to fee**

2. Where in this Order there is a reference in any article to a specified amount of any fee payable to the chancellor or registrar, the chancellor or the registrar (as the case may be) may determine that a fee should be paid up to the amount specified in any case.

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(a) 2018 No. 3.

(b) Subsections (3A) and (4A) were inserted by section 4(1) of the Church of England (Miscellaneous Provisions) Measure 2020 (No. 1) (“the 2020 Measure”). The provision which was subsection (4A), and which had been inserted by section 8(5) of the Church of England (Miscellaneous Provisions) Measure 2018 (No. 7), was renumbered as subsection (4B) by section 4(2) of the 2020 Measure.

### Faculty fees payable to diocesan boards of finance

3.—(1) This article applies in relation to a petition for a faculty in respect of a building or part of a building, a curtilage of a building or an object or structure fixed to a building or part of a building or within its curtilage, which is subject to the faculty jurisdiction by virtue of section 43(1) of the 2018 Measure.

(2) On the submission of the petition, a fee of £213 is payable to the diocesan board of finance in respect of work done in relation to the petition (before or after it is submitted) by the diocesan advisory committee or an archdeacon in the diocese.

(3) But the diocesan board of finance may waive the whole or part of that fee, having regard to any financial contribution made to the funds of the diocese by—

- (a) those responsible for the building concerned, or
- (b) any other person who has a substantial interest in or connection with the building.

(4) No fee is payable under this article in the case of—

- (a) a building of the kind specified in section 38(2)(e) of the 2018 Measure (building subject to a sharing agreement), or
- (b) a chapel forming part of Lambeth Palace.

(5) In this article, “diocesan board of finance”, in relation to a diocese, means the board of that name constituted under the Diocesan Boards of Finance Measure 1925(a).

### The register of patrons under Part 1 of the Patronage (Benefices) Measure 1986

4.—(1) This article applies in relation to work done by a diocesan registrar in connection with—

- (a) a search in the register of patrons maintained under Part 1 of the Patronage (Benefices) Measure 1986(b),
- (b) the making of an extract from that register, or
- (c) the supply of a certified copy of an entry in that register.

(2) The fee payable for the work is a fee of the amount calculated in accordance with the Solicitors’ (Non-Contentious Business) Remuneration Order 2009(c), except in so far as the work is within the scope of any annual fee for the time being payable to the diocesan registrar by virtue of section 86(1) and (3) of the 2018 Measure.

(3) The fee is payable by the person making the search or extract or requesting the copy.

### Proceedings before the consistory court

5.—(1) This article applies in relation to proceedings in a consistory court.

(2) In the case of each matter specified in the first column of Table 1, the fee specified in the second or third column is payable to the chancellor or the registrar (as the case may be).

**Table 1**

|   | <i>Chancellor</i> | <i>Registrar</i> |
|---|-------------------|------------------|
|   | <i>£</i>          | <i>£</i>         |
| 1. Submission of petition for a faculty.  | 53                | 220              |
| 2. Application for an injunction or restoration order under section 71 or 72 of the 2018 Measure.                             | 53                | 220              |
| 3. The making of an injunction or restoration order under section 71 or 72 of the 2018 Measure on the court’s own initiative. | 53                | 220              |

(a) 15 & 16 Geo. 5 No. 3. Relevant amendments have been made by the Synodical Government Measure 1969 (1969 No. 2).

(b) 1986 No. 3.

(c) S.I. 2009/1931.



|     |   |     |     |
|-----|---|-----|-----|
| 4.  | Application for an order under section 63 of the 2018 Measure.  | 68  | 158 |
| 5.  | Application for a determination under section 68(12) of the Mission and Pastoral Measure 2011(a).   | 112 | 112 |
| 6.  | Commencement of any other proceedings which a consistory court has jurisdiction to hear and determine.  | 68  | 158 |
| 7.  | Application for security for costs (otherwise than at a hearing in respect of which a fee is payable under item 8) —  |     |     |
|     | (a) at a hearing;   | 279 | 220 |
|     | (b) without a hearing.  | 139 | 110 |
| 8.  | The giving of directions or the making of an interlocutory order—   |     |     |
|     | (a) at a hearing;   | 274 | 220 |
|     | (b) without a hearing.  | 139 | 113 |
| 9.  | The making of an order that proceedings are to be determined on the consideration of written representations (including the giving of directions for the purpose of determining proceedings on such a consideration). | -   | 112 |
| 10. | Consideration of written representations (per hour).  | 139 | -   |
| 11. | The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)—  |     |     |
|     | (a) for each period of half a day or less;  | 347 | 276 |
|     | (b) for each period of more than half a day and up to a whole day.  | 695 | 552 |
| 12. | Inspection of a location, a church or other building or anything else (except where the inspection takes place on the same occasion as a hearing) (per hour).   | 139 | 110 |
| 13. | Preparation of written judgment or form of order (per hour).  | 139 | -   |
| 14. | Application for assessment of costs by the registrar.   | -   | 220 |
| 15. | Lodging an appeal to the chancellor against an assessment of costs by the registrar.  | 231 | -   |
| 16. | Application to set aside or amend a faculty, judgment, order or decree.   | 169 | 58  |
| 17. | Application to vary a lease or any term of a lease under section 68(7) of the Mission and Pastoral Measure 2011.  | 68  | 158 |
| 18. | Preparatory or ancillary work, including sending correspondence (per hour).   | -   | 153 |

(3) In the case of a matter which comes within item 10, 12, 13 or 18, the chancellor or the registrar (as the case may be) must certify the number of hours spent.

(4) In the case of a matter which comes within item 18, a fee is payable only in exceptional circumstances and if the chancellor so directs.

(5) In the case of a matter for which no fee is specified in Table 1, a fee is payable to the registrar of the amount for the time being prescribed under section 92 of the Courts Act 2003(b) in the case of the equivalent matter in the High Court.

(6) Where the Vicar-General's court of the Province of Canterbury exercises the faculty jurisdiction of the consistory court by virtue of section 43(3) of the 2018 Measure—

- (a) a reference in this article to the chancellor is to be read as a reference to the Vicar-General, and
- (b) a reference in this article to the registrar is to be read as a reference to the registrar of the province of Canterbury acting as registrar of the Vicar-General's court.

(a) 2011 No. 3.

(b) 2003 c.39. Relevant amendments have been made by the Constitutional Reform Act 2005 (c. 4).

## Appeals from consistory court and intervention by provincial court

6.—(1) This article applies in relation to proceedings on an appeal from a consistory court and where a provincial court gives any directions for the further conduct of proceedings which are pending in a consistory court.

(2) In the case of each matter specified in the first column of Table 2, the fee specified in the second or third column is payable to the judge or the registrar (as the case may be).

**Table 2**

|   | <i>Judge</i><br>£ | <i>Registrar</i><br>£ |
|---|-------------------|-----------------------|
| 1. Application to the chancellor for a certificate under section 18(4) of the 2018 Measure and (if needed) for leave to appeal.             | 136               | 44                    |
| 2. Application to the Dean of the Arches and Auditor for leave to appeal.   | 258               | 141                   |
| 3. The holding of a hearing by the chancellor or the Dean of the Arches and Auditor on an application for leave to appeal.                  | 467               | 351                   |
| 4. Lodging notice of appeal with the Arches Court of Canterbury, the Chancery Court of York or the Court of Ecclesiastical Causes Reserved. | -                 | 141                   |
| 5. Application for security for costs (otherwise than at a hearing in respect of which a fee is payable under item 6)—                      |                   |                       |
| (a) at a hearing;   | 374               | 283                   |
| (b) without a hearing.  | 190               | 141                   |
| 6. The giving of directions or the making of an interlocutory order—  |                   |                       |
| (a) at a hearing;   | 374               | 283                   |
| (b) without a hearing.  | 186               | 138                   |
| 7. The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)—                           |                   |                       |
| (a) for each period of half a day or less;  | 467               | 351                   |
| (b) for each period of more than half a day and up to a whole day.  | 936               | 701                   |
| 8. Preparation of written judgment or form of order (per hour).   | 190               | -                     |
| 9. Application for assessment of costs by the registrar.  | -                 | 283                   |
| 10. Preparatory or ancillary work, including sending correspondence (per hour).   | -                 | 276                   |

(3) In the case of the Arches Court of Canterbury or the Chancery Court of York—

- (a) a fee under item 6 is payable to each member of the Court who joins in the giving of the directions or the making of the order concerned;
- (b) a fee under item 7 is payable to each member of the Court involved in the hearing;
- (c) a fee under item 8 is payable to each member of the Court who prepares a separate written judgment or is principally responsible for drafting the form of order.

(4) In the case of the Court of Ecclesiastical Causes Reserved, no fee is payable under items 6 to 8 to members of the Court.

(5) In the case of a matter which comes within item 8 or 10, the judge or the registrar (as the case may be) must certify the number of hours spent.

(6) In this article, “judge” means the person presiding over the court concerned.

### Proceedings on review by Commission of Review

7.—(1) This article applies in relation to proceedings on a review under section 11 or 14 of the Care of Cathedrals Measure 2011(a) (“the 2011 Measure”) by a Commission of Review constituted under section 11 of that Measure.

(2) In the case of each matter specified in the first column of Table 3, the fee specified in the second or third column is payable to the judge or the registrar (as the case may be).

**Table 3**

|   | <i>Judge</i><br>£ | <i>Registrar</i><br>£ |
|---|-------------------|-----------------------|
| 1. The making of a request under section 11(1) or (2) or 14(1) of the 2011 Measure.   | -                 | 141                   |
| 2. The giving of directions or the making of an interlocutory order—  |                   |                       |
| (a) at a hearing;   | 374               | 283                   |
| (b) without a hearing.  | 190               | 138                   |
| 3. The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)—   |                   |                       |
| (a) for each period of half a day or less;  | 467               | 351                   |
| (b) for each period of more than half a day and up to a whole day.  | 936               | 701                   |
| 4. Inspection of a location, a cathedral or other building or anything else (except where the inspection takes place on the same occasion as a hearing) (per hour). | 190               | 141                   |
| 5. Preparation of written judgment or form of order (per hour).   | 190               | -                     |
| 6. Preparatory or ancillary work, including sending correspondence (per hour).  | -                 | 276                   |

(3) In the case of a matter which comes within items 4 to 6, the judge or the registrar (as the case may be) must certify the number of hours spent.

(4) In this article, “judge” means the person who is a member of the Commission of Review by virtue of section 11(3)(a) of the 2011 Measure.

### Proceedings in Vicar-General’s court

8.—(1) This article applies in relation to proceedings before the Vicar-General’s court of either province under the Care of Cathedrals Measure 2011 (“the 2011 Measure”).

(2) In the case of each matter specified in the first column of Table 4, the fee specified in the second or third column is payable to the Vicar-General or the registrar (as the case may be).

**Table 4**

|   | <i>Vicar-General</i><br>£ | <i>Registrar</i><br>£ |
|---|---------------------------|-----------------------|
| 1. Institution of proceedings for an injunction or restoration order under section 18 of the 2011 Measure.        | 53                        | 153                   |
| 2. The giving of directions or the making of an interlocutory order—  |                           |                       |
| (a) at a hearing;   | 279                       | 220                   |
| (b) without a hearing.  | 139                       | 110                   |
| 3. The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)— |                           |                       |

(a) 2011 No. 1.

|   |     |     |
|---|-----|-----|
| (a) for each period of half a day or less;  | 348 | 276 |
| (b) for each period of more than half a day and up to a whole day.  | 695 | 552 |
| 4. Inspection of a location, a cathedral or other building or anything else (except where the inspection takes place on the same occasion as a hearing) (per hour). | 139 | 110 |
| 5. Preparation of written judgment or form of order (per hour).   | 139 | -   |
| 6. Application for assessment of costs by the registrar.  | -   | 220 |
| 7. Preparatory or ancillary work, including sending correspondence (per hour).  | -   | 276 |

(3) A fee under this article is payable by the Archbishops' Council under section 20B of the 2011 Measure<sup>(a)</sup>.

(4) In the case of a matter which comes within item 4, 5 or 7, the Vicar-General or the registrar (as the case may be) must certify the number of hours spent.

### Proceedings on certain ecclesiastical offences

9.—(1) This article applies in relation to proceedings before the Court of Ecclesiastical Causes Reserved under section 10(1)(a) of the Ecclesiastical Jurisdiction Measure 1963 (offences against the laws ecclesiastical involving matter of doctrine, ritual or ceremonial).

(2) In the case of each matter specified in the first column of Table 5, the fee specified in the second column is payable to the registrar.

**Table 5**

|  | <i>Registrar</i><br>£ |
|--|-----------------------|
| 1. The giving of directions or the making of an interlocutory order—   |                       |
| (a) at a hearing;  | 283                   |
| (b) without a hearing.   | 141                   |
| 2. The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)—                              |                       |
| (a) for each period of half a day or less;   | 283                   |
| (b) for each period of more than half a day and up to a whole day.   | 141                   |
| 3. Inspection of a location, building or anything else (except where the inspection takes place on the same occasion as a hearing) (per hour). | 141                   |
| 4. Preparation of form of order (per hour).  | 141                   |
| 5. Preparatory or ancillary work, including sending correspondence (per hour).   | 276                   |

(3) A fee under this article is payable by the Archbishops' Council under section 62 of the Ecclesiastical Jurisdiction Measure 1963.

(4) In the case of a matter which comes within item 3, 4 or 5, the registrar must certify the number of hours spent.

### Proceedings on review of finding of Court of Ecclesiastical Causes Reserved

10.—(1) This article applies in relation to proceedings on a review by a Commission of Review under section 11 of the Ecclesiastical Jurisdiction Measure 1963 (“the 1963 Measure”) or section 19 of the 2018 Measure (review of a finding of the Court of Ecclesiastical Causes Reserved) where the provincial registrar is appointed as registrar of the Commission of Review.

(2) In the case of each matter specified in the first column of Table 6, the fee specified in the second column is payable to the registrar.

(a) Section 20B was inserted by paragraph 30 of Schedule 1 to the 2018 Measure.

**Table 6**

|   | <i>Registrar</i><br>£ |
|---|-----------------------|
| 1. The giving of directions or the making of an interlocutory order—  |                       |
| (a) at a hearing;   | 283                   |
| (b) without a hearing.  | 141                   |
| 2. The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)— |                       |
| (a) for each period of half a day or less;  | 351                   |
| (b) for each period of more than half a day and up to a whole day.  | 701                   |
| 3. Preparation of form of order (per hour).   | 141                   |
| 4. Preparatory or ancillary work, including sending correspondence (per hour).                                    | 276                   |

(3) A fee under this article is payable—

- (a) in proceedings on a case of the kind referred to in section 11(2)(a) of the 1963 Measure, by the Archbishops' Council under section 62 of that Measure;
- (b) in proceedings under section 19 of the 2018 Measure, by the person whom the Commission of Review orders to pay the fee.

(4) In the case of a matter which comes within item 3 or 4, the registrar must certify the number of hours spent.

### **Disciplinary proceedings under the Clergy Discipline Measure 2003**

**11.—(1)** This article applies in relation to proceedings instituted under section 10 of the Clergy Discipline Measure 2003(a).

(2) In the case of each matter specified in the first column of Table 7, the fee specified in the second or third column is payable to the judge or the registrar (as the case may be).

**Table 7**

|  | <i>Judge</i><br>£ | <i>Registrar</i><br>£ |
|--|-------------------|-----------------------|
| 1. The giving of directions or the making of an interlocutory order—   |                   |                       |
| (a) at a hearing;  | 279               | 220                   |
| (b) without a hearing.   | 139               | 110                   |
| 2. The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)—                              |                   |                       |
| (a) for each period of half a day or less;   | 347               | 276                   |
| (b) for each period of more than half a day and up to a whole day.   | 695               | 552                   |
| 3. Inspection of a location, building or anything else (except where the inspection takes place on the same occasion as a hearing) (per hour). | 139               | 110                   |
| 4. Preparation of written judgment or form of order (per hour).  | 139               | -                     |
| 5. Application for assessment of costs by the registrar.   | -                 | 110                   |
| 6. Preparatory or ancillary work, including sending correspondence (per hour)  | -                 | 276                   |

(3) A fee under this article is, by virtue of section 35 of the Clergy Discipline Measure 2003, payable by the Archbishops' Council under section 62 of the Ecclesiastical Jurisdiction Measure 1963.

(4) In the case of a matter which comes within item 3, 4 or 6, the judge or the registrar (as the case may be) must certify the number of hours spent.

(5) In this article, “judge” means the person presiding over the tribunal or court concerned.

(a) 2003 No. 3.

### Appeals under the Clergy Discipline Measure 2003

12.—(1) This article applies in relation to proceedings under section 20 of the Clergy Discipline Measure 2003 (right of appeal).

(2) In the case of each matter specified in the first column of Table 8, the fee specified in the second or third column is payable to the Dean of the Arches and Auditor or the registrar (as the case may be).

**Table 8**

|   | <i>Dean of the Arches<br/>and Auditor</i> | <i>Registrar</i> |
|---|---|------------------|
|   | £   | £                |
| 1. Application for leave to appeal under section 20(1A) of the Clergy Discipline Measure 2003.                    | 258                                       | 141              |
| 2. The giving of directions or the making of an interlocutory order—  |   |                  |
| (a) at a hearing;   | 374                                       | 283              |
| (b) without a hearing.  | 190                                       | 141              |
| 3. The holding of a hearing (other than a hearing solely for giving directions or making an interlocutory order)— |   |                  |
| (a) for each period of half a day or less;  | 467                                       | 351              |
| (b) for each period of more than half a day and up to a whole day.  | 936                                       | 701              |
| 4. Preparation of written judgment or form of order (per hour).   | 190                                       | -                |
| 5. Application for assessment of costs by the registrar.  | -   | 306              |
| 6. Preparatory or ancillary work, including sending correspondence (per hour).                                    | -   | 276              |

(3) A fee under this article is payable by the Archbishops' Council under section 62 of the Ecclesiastical Jurisdiction Measure 1963.

(4) In the case of a matter which comes within item 4 or 6, the Dean of the Arches and Auditor or the registrar (as the case may be) must certify the number of hours spent.

### Fees payable to person appointed under section 4(4) of the Clergy Discipline Measure 2003

13.—(1) This article applies in the case of an appointment of a person by the President of Tribunals under section 4(4) of the Clergy Discipline Measure 2003 (“the 2003 Measure”) (appointment of person as chair of disciplinary tribunals to act when President unable or unwilling to act).

(2) In the case of each of the following matters, the fee of £208 is payable to the person appointed—

- (a) deciding whether to give permission under section 9 of the 2003 Measure (institution of proceedings out of time);
- (b) determining an application under section 31(3A) of the 2003 Measure (a) (criminal or matrimonial matters: extension of two-year period for imposition of penalty);
- (c) determining a request under section 38(2) or (3) of the 2003 Measure (review of inclusion in Archbishops' list);
- (d) determining an application under rule 56 of the Clergy Discipline Rules 2005 (b) (substitution of party);
- (e) determining an application under rule 101B of those Rules (a) (word or page limits);

(a) Subsection (3A) was inserted by section 5(4) of the Clergy Discipline (Amendment) Measure 2013 (No. 2).

(b) S.I. 2005/2022.

- (f) deciding whether to extend a time limit under Rule 102 of those Rules (time limits);
- (g) determining a request under paragraph 2(5) of Canon C 30(b) (request to review direction that priest or deacon undergo safeguarding risk assessment);
- (h) doing anything else in place of the President of Tribunals for the purposes of the appointment which does not come within the preceding provisions of this paragraph or within paragraph (3).

(3) In the case of each of the following matters, the fee of £400 is payable to the person appointed—

- (a) conducting a review under section 11(4) of the 2003 Measure (review of dismissal);
- (b) considering a referral under section 13 of the 2003 Measure (decision to take no further action);
- (c) making a decision under section 17 of the 2003 Measure (whether respondent has case to answer);
- (d) determining an appeal against suspension under section 36, 36A, 37 or 37A of the 2003 Measure(c);
- (e) making a determination under Rule 14A of the Clergy Discipline Rules 2005(d) (sexual misconduct towards vulnerable adult).

(4) A fee under this article is, by virtue of section 35 of the 2003 Measure, payable by the Archbishops' Council under section 62 of the Ecclesiastical Jurisdiction Measure 1963.

### Summary election appeals

14.—(1) This article applies in the case of a summary election appeal brought under—

- (a) rules made under paragraphs 1(a) and (b), 6 and 9 of Canon H 2 of the Church of England(e) (clergy),
- (b) rules made under paragraphs 1(c) and 2(b) of Canon H 3 of the Church of England(f) (suffragan bishops),
- (c) rules made under rule 59 of the Church Representation Rules (laity)(g).

(2) For each hour spent by the judge determining the appeal, a fee equivalent to that payable per hour under item 4 of Table 8 in article 12 (Clergy Discipline Measure 2003: preparing judgement on appeal) is payable to the judge.

(3) A fee under this article is payable in accordance with the provision as to expenses contained in the applicable rules referred to in paragraph (1)(a), (b) or (c)(h).

(4) The judge determining the appeal must certify the number of hours spent determining it.

### Miscellaneous annual fees etc.

15.—(1) In the case of each matter specified in the first column of Table 9, the fee specified in the second column is payable to the person concerned.

- 
- (a) Rule 101B was inserted by rule 10 of S.I. 2021/557.
  - (b) Canon C 30 was inserted in the Canons of the Church of England by Amending Canon No. 34, which was promulgated on 15th February 2016.
  - (c) Sections 36 and 37 were amended by section 1 of the Safeguarding and Clergy Discipline Measure 2016 (No. 1) and sections 36A and 37A were inserted by section 8 of that Measure.
  - (d) Rule 14A was inserted by rule 2 of S.I. 2016/848.
  - (e) The rules currently in force are the Convocations (Election to Upper House) Rules 2020.
  - (f) The rules currently in force are the Clergy Election Rules 2020.
  - (g) The Church Representation Rules are set out in Schedule 3 to the Synodical Government Measure 1969 (No. 2), substituted by section 1(3) of, and Schedule 1 to, the Church Representation and Ministers Measure 2019 (No. 1). The rules currently in force are the House of Laity Election Rules 2020.
  - (h) The applicable rules currently in force are rule 38(4) and (5) of the Convocations (Election to Upper House) Rules 2020, rule 64(4) and (5) of the Clergy Election Rules 2020 and rule 45(4) and (5) of the House of Laity Election Rules 2020.

**Table 9**

|  | £     |
|--|-------|
| 1. Application to the provincial registrar for permission under the Overseas Clergy (Ministry and Ordination) Measure 1967(a). | 138   |
| 2. Issue by the provincial registrar of the Archbishop's licence for service chaplains.  | 64    |
| 3. Annual fee for the Vicar-General of the Province of Canterbury.   | 2,901 |
| 4. Annual fee for the Vicar-General of the Province of York.   | 2,353 |
| 5. Annual fee for the President of Tribunals.  | 8,323 |
| 6. Annual fee for the Deputy President of Tribunals.   | 8,323 |

(2) In the case of a matter which comes within items 1 to 4, a fee under this article is payable by the Archbishop; but see section 86(6) of the 2018 Measure (which requires the Church Commissioners to reimburse the Archbishop).

(3) In the case of a matter which comes within item 5 or 6, a fee under this article is, by virtue of section 35 of the Clergy Discipline Measure 2003, payable by the Archbishops' Council under section 62 of the Ecclesiastical Jurisdiction Measure 1963.

### **Exemption, reduction or remission**

**16.—(1)** A person who would be entitled to an exemption from or reduction in, or a remission or part remission of, a fee prescribed by the Order for the time being in force under section 92 of the Courts Act 2003(b) (“the Civil Proceedings Fees Order”) is entitled to an equivalent exemption from or reduction in, or remission or part remission of, a fee provided for by this Order; and the Civil Proceedings Fees Order applies accordingly for the purposes of this Order.

(2) Where the Civil Proceedings Fees Order includes provision requiring an application to be made for an exemption from, reduction in or remission of a fee, that provision is to be read for the purposes of this Order as requiring the application to be made to the registrar.

(3) Where the Civil Proceedings Fees Order includes provision enabling a specified person to exercise a discretion in relation to an exemption from, reduction in or remission of a fee, that provision is to be read for the purposes of this Order as enabling the registrar to exercise the discretion.

(4) The determination of an application made to the registrar under paragraph (2), or any work done under paragraph (3), is to be treated for the purposes of this Order as work which is ancillary to the proceedings in which the application is made or work is done; and the fee provided for by this Order for ancillary work in proceedings of that kind is payable to the registrar.

(5) Where a person is entitled to an exemption from or reduction in, or remission or part remission of, a fee provided for by this Order, the diocesan board of finance for the diocese concerned must pay the amount which would be payable were it not for the exemption, reduction or remission.

(6) The reasonable costs of the registrar in the determination of an application under paragraph (2) are payable by the diocesan board of finance.

(7) In this article, “diocesan board of finance”, in relation to a diocese, means the board of that name constituted under the Diocesan Boards of Finance Measure 1925(c)

(a) 1967 No. 3.

(b) 2003 c.39. Relevant amendments have been made by the Constitutional Reform Act 2005. The Order currently in force under section 92 is the Civil Proceedings Fees Order 2008 (S.I. 2008/1053) and the relevant provision of that Order is Schedule 2, as substituted by S.I. 2013/2302 and amended by S.I. 2014/590, S.I. 2014/1834, S.I. 2016/211, S.I. 2016/1191 and S.I. 2017/422.

(c) 15 & 16 Geo. 5 No. 3. Relevant amendments have been made by the Synodical Government Measure 1969 (1969 No. 2).



### **Travel, subsistence, accommodation and court hearings**

17. A fee provided for by this Order (other than the fee provided for under article 3) is to be increased by a sum for reasonable expenses of travel, subsistence, accommodation and the holding of court hearings.

### **Value Added Tax**

18. Where Value Added Tax is chargeable in respect of the provision of a service for which a fee is provided for by this Order, the amount of the Value Added Tax chargeable is payable in addition to that fee.

### **Revocation**

19. The Ecclesiastical Judges, Legal Officers and Others (Fees) Order 2021(a) is revoked.

Church House, London  
27th May 2022

This Order was approved by the General Synod on July 2022.

*A. Spriggs*  
*W.E. Huselby*  
*R. Cooper*  
*J. Munro*  
*L.M. Connacher*  
*C. Fender*  
*G. Tattersall*  
*+D. Williams*  
*C. Smith*  
Fees Advisory Commission

*A. S. McGregor*  
Registrar of the General Synod

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(a) S.I. 2021/843.

## EXPLANATORY NOTE

*(This note is not part of the Order)*

This Order revokes and replaces the Ecclesiastical Judges, Legal Officers and Others (Fees) Order 2021.

Article 3 sets the fee payable for submitting a petition in faculty proceedings under the Ecclesiastical Jurisdiction and Care of Churches Measure 2018.

Article 4 provides for the fee relating to certain functions under the Patronage (Benefices) Measure 1986 to be set by reference to the Solicitors' (Non-Contentious Business) Remuneration Order 2009.

Article 5 sets the fees payable in faculty proceedings in the consistory court. In relation to the diocese of Canterbury, references in this article and in article 6 to the consistory court are to be read as references to the commissary court (see article 1(3)).

Article 6 sets the fees payable in proceedings on an appeal from a consistory court and which apply in the event of an intervention by the provincial court in the conduct of proceedings pending before a consistory court.

Article 7 sets the fees payable in proceedings on a review by a Commission of Review of certain decisions of the Cathedrals Fabric Commission for England under the Care of Cathedrals Measure 2011.

Article 8 sets the fees payable in proceedings in the Vicar-General's court in the province of Canterbury or the province of York under the Care of Cathedrals Measure 2011.

Article 9 sets the fees payable in proceedings before the Court of Ecclesiastical Causes Reserved under the Ecclesiastical Jurisdiction Measure 1963 in relation to offences against the laws ecclesiastical involving matter of doctrine, ritual or ceremonial.

Article 10 sets the fees payable in proceedings on a review by a Commission of Review under section 11 of the Ecclesiastical Jurisdiction Measure 1963 or section 19 of the Ecclesiastical Jurisdiction and Care of Churches Measure of a finding of the Court of Ecclesiastical Causes Reserved.

Article 11 sets the fees payable in disciplinary proceedings brought under the Clergy Discipline Measure 2003.

Article 12 sets the fees payable in proceedings on an appeal under the Clergy Discipline Measure 2003.

Article 13 sets the fees payable to a person appointed under section 4(4) of the Clergy Discipline Measure 2003 to act instead of the President of Tribunals where he or she is unable or unwilling to act.

Article 14 sets the fees payable to the judge determining a summary election appeal under the rules governing elections to the General Synod.

Article 15 sets the fees payable in certain miscellaneous cases (including certain annual fees).

Article 16 makes provision for there to be exemptions from, reductions in or remissions of fees under the Order equivalent to those which apply in civil proceedings in the secular courts.

Article 17 provides that a fee under this Order may be increased to cover the expenses of travel, subsistence, accommodation and the holding of hearings.

Article 18 provides that the amounts set under this Order are exclusive of Value Added Tax (in the case of matters for which it is chargeable).

The revised fees under this Order come into effect on 1st January 2023.

**GENERAL SYNOD**

**THE CHURCH OF ENGLAND FUNDED PENSION SCHEME (AMENDMENT)  
RULES 2022**

*These Rules have been laid before the General Synod by the Church of England Pensions Board for approval under section 8 of the Church of England Pensions Measure 2018.*

## The Church of England Funded Pensions Scheme Deed to amend the Rules

**This deed** is made on 2022 by The Church of England Pensions Board.

### Introduction

- (A) The Church of England Pensions Board is the trustee for the time being of The Church of England Funded Pensions Scheme (the “**Board**”).
- (B) The Trust Deed and Rules of The Church of England Funded Pensions Scheme (the “**Scheme**”) were made on 14 May 2021. The Scheme was established under the Church of England Pensions Measure 1987 and continues in accordance with section 1(1) of the Church of England Pensions Measure 2018 (the “**Measure**”).
- (C) Clause 1 of the Trust Deed says that the Deed and the Rules may be amended or replaced from time to time by the Board with the approval (actual or, when permitted by the Measure, deemed) of the General Synod, and subject to Section 67 of the Pensions Act 1995.
- (D) In exercise of its powers under Clause 1, the Board with the approval of the General Synod, amends the Scheme as described in this deed with effect from the date of this deed.<sup>1</sup>

### Disability benefits

- 1 Rule 1.1 (General definitions) is amended to replace the definition of “Disability” with the following:

“**Disability**” means physical or mental disability which prevents a Member in Service from performing the duties of his or her office, or which would prevent a Member who has already left Service from performing Pensionable Service. The Board’s decision as to whether a Member is suffering from Disability will be final. For this purpose, the Board must consider evidence from a registered medical practitioner and may consider such other evidence as it sees fit;”.
- 2 Rule 5.3 (Evidence of continued Disability) is amended by deleting “(or other remunerated work)” from the first sentence.
- 3 The amendments described in this deed apply to all Members of the Scheme no matter when they left Service and any trust deed and rules of the Scheme are amended to this effect.

The common seal of  
**The Church of England Pensions  
Board** was put on this deed in the  
presence of:<sup>2</sup>

}

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<sup>1</sup> This assumes General Synod has approved before execution.

<sup>2</sup> To be confirmed as to whether we execute by seal or by two signatures.

**GENERAL SYNOD****THE CHURCH OF ENGLAND FUNDED PENSION SCHEME (AMENDMENT)  
RULES 2022****Explanatory Notes**

These Rules amend the Rules of the Church of England Funded Pensions Scheme to align the definition of “disability” used to determine qualification for ill health retirement under the Funded Scheme with the equivalent provision in the Past Service Scheme (i.e. the scheme provided by the Church Commissioners for Clergy benefits earned before 1998).

**Background and summary**

1. There are two principal clergy pension schemes operated by the Church of England Pensions Board (“the Board”): the Past Service Scheme, in respect of service carried out prior to 1<sup>st</sup> January 1998; and the Church of England Funded Pensions Scheme (“the Funded Scheme”), in respect of service carried from 1<sup>st</sup> January 1998.
2. The provisions governing the Past Service Scheme are contained in Part 3 of the Church of England Pensions Measure 2018. The provisions governing the Funded Scheme are contained in rules made by the Board, with the approval of the General Synod, under the trust deed of the Funded Scheme and in accordance with section 8 of the 2018 Measure.
3. As matters stand, the Past Service Scheme and the Funded Scheme have different provision concerning entitlement of scheme members to pensions if they retire early on grounds of ill-health. The rules of the Funded Scheme impose a stricter test than the provisions governing the Past Service Scheme. Under the Past Service Scheme, ill-health retirement is available if a member is permanently prevented from performing the duties of his or her office due to physical or mental disability. The rules of the Funded Scheme add a further qualification that the disability also prevents the member from undertaking any other remunerated work. This causes difficulties in the administration of the schemes and is potentially problematic for scheme members.
4. These Amendment Rules therefore amend the Funded Scheme rules to bring them into line with the provisions governing the Past Service Scheme by removing the additional qualification that the disability prevents the member from undertaking any other remunerated work.

## **Synodical Procedure**

5. Rules made under the Funded Scheme cannot come into operation until they are approved by the General Synod (see section 8 of the 2018 Measure). Accordingly, the Pensions Board has made the Amendment Rules and laid them before the General Synod for approval.
6. The Business Committee has determined, in accordance with Standing Order 70 and as provided for in section 8 of the 2018 Measure, that the Rules do not need to be debated. That means that the Synod will be deemed to have approved them unless a member gives notice in accordance with SO 13 by not later than 5.30 p.m. on Friday 8th July 2022 that he or she wishes the Rules to be debated.
7. If such notice is given, the Rules will be debated on the One Motion Procedure set out in SO 72. That procedure involves a debate on the motion ‘That the Church of England Funded Pension Scheme (Amendment) Rules 2022 be approved.’ Neither that motion nor the Rules themselves are amendable. If that motion is passed (but not otherwise), the Rules will come into operation.

## **Notes on provisions of the Amendment Rules**

8. The introduction sets out various preliminary matters of a technical nature.
9. Rule 1 replaces the definition of “disability” in the Scheme Rules with one which no longer includes a reference to a person being unable to do any other remunerated work.
10. Rule 2 is a consequential amendment to rule 5.3 of the Scheme Rules (which concerns evidence of continued disability).

**GENERAL SYNOD**  
**DRAFT AMENDMENTS TO CODE OF PRACTICE**  
**ISSUED UNDER THE CLERGY DISCIPLINE MEASURE 2003**

The Clergy Discipline Commission under section 39(2) of the Clergy Discipline Measure 2003 has issued the following amendments to the Code of Practice:

**Police and secular employment investigations**

1. In paragraph 87 for the words from “However, it will almost always be appropriate for the criminal aspect to be determined first” to the end substitute “Unless the police, or another statutory agency (e.g. HMRC) have expressly stated that the disciplinary proceedings will prejudice either their investigation or a criminal trial, the allegation of misconduct under the Measure should proceed”.
2. In paragraph 89 -
  - (a) for the words “it would normally be” substitute “a view should be formed about whether it is”;
  - (b) for the words ‘secular body’ substitute ‘employer’; and
  - (c) at the end after “with” insert “under the Measure. Those concerned must have regard to the need to avoid undue delay”.
3. Delete paragraph 90.
4. In paragraph 92 for the words from “it would normally be appropriate to await” until the end substitute “it is not necessary to pause any CDM proceedings pending the outcome of any police investigation. The police or other relevant statutory agency should be asked whether continuing with the proceedings would prejudice their investigation or any future criminal trial. If it would not then the procedures under the Measure should continue”.

**Publishing penalties**

5. Delete paragraph 311.
6. In paragraph 312 -

- (a) after “Where a penalty by consent has been agreed with the bishop” insert  
“, or archbishop, or a penalty under section 30 or 31 has been imposed,”;
- (b) for the words “on the diocese’s website” substitute “on the Church of England website. The diocesan or provincial registrar should notify the President of Tribunals and send a copy of the Form 7 along with any further information necessary in order for the details to be published. The President will then cause the following to be published: the name of the respondent, the date penalty was agreed or imposed, the statutory ground of misconduct.”

### **Consequential changes**

7. The Contents page, marginal notes and paragraph numbers are amended consequentially upon the amendments identified above.

### **Commencement**

8. The amendments to the Code of Practice shall come into force on a date for issue appointed by the Clergy Discipline Commission.

**On behalf of the Clergy Discipline Commission**  
**Dame Sarah Asplin (Chair)**  
**May 2022**

Church House, London



**GENERAL SYNOD  
AMENDMENTS TO CODE OF PRACTICE  
ISSUED UNDER THE CLERGY DISCIPLINE MEASURE**

**EXPLANATORY NOTES**

**BACKGROUND**

1. The Clergy Discipline Measure 2003 ("the CDM") provides for the determination of allegations of misconduct (other than matters relating to doctrine, ritual or ceremonial) against clerks in Holy Orders.
2. The Clergy Discipline Commission ("the Commission") is responsible for overseeing the operation of the CDM. Under section 39 it is the duty of the Commission to formulate guidance for the purposes of the CDM generally, and with the approval of the Dean of the Arches and Auditor, to promulgate the guidance in a Code of Practice. The Commission may at any time amend or replace a code. Amendments cannot come into force until approved by the General Synod. In April 2021 General Synod approved the replacement of the previous Code in its entirety with substantial amendments and new formatting.
3. The Code does not have the force of law, but as a statutory code it must be taken into account at all times. Compliance with the code is considered to be best practice. It aims to be a relatively simple guide to point users in the right direction, and to draw their attention to the relevant provisions of the CDM and the Rules. Amendments to the Code cannot change the operation of the CDM 2003 itself or the Clergy Discipline Rules 2005, which would require amendments to that legislation.
4. The current Code can be accessed here:  
[https://www.churchofengland.org/sites/default/files/2017-10/code-of-practice-as-published-jan-2017\\_0.pdf](https://www.churchofengland.org/sites/default/files/2017-10/code-of-practice-as-published-jan-2017_0.pdf)  
[https://www.churchofengland.org/sites/default/files/2021-07/Code%20of%20Practice%20April%202021\\_0.pdf](https://www.churchofengland.org/sites/default/files/2021-07/Code%20of%20Practice%20April%202021_0.pdf)

## **PROPOSED AMENDMENTS**

### **Police Investigations**

5. The Code of Practice currently provides that where there is a police investigation or criminal trial proceedings under the CDM should be paused to await the outcome. This can be the cause of considerable delay in the progression of an allegation of misconduct under the Measure, often whilst the respondent is suspended from Office.
  
6. The proposed amendments to **paragraphs 87 and 92** reverse the presumption that it will always be necessary to pause the CDM proceedings pending the outcome of the police investigation or a criminal trial. The proposed guidance provides that allegations of misconduct should now proceed, unless the police or other relevant statutory agency have expressly stated that the Church's processes would prejudice their investigation or a criminal trial. In those cases, the CDM proceedings may be paused pending the outcome of the secular processes.

### **Secular Employment Investigations**

7. **Paragraph 89** has been amended to apply the same approach to employment disciplinary investigations. The proposed guidance requires that a view be formed as to whether it is appropriate to wait for the outcome of the secular disciplinary action before proceedings with the allegation under the Measure.
  
8. **Paragraph 90** is deleted as being inconsistent with the proposed revised guidance.

### **Publishing Penalties**

9. All penalties imposed under the CDM are made public. Penalties imposed by a tribunal are published on the Church of England tribunal webpage, administered by the NCIs.
  
10. The current guidance provides that where the respondent admits misconduct and the bishop imposes a penalty by consent brief details of the case should be placed

on the diocesan website. Further, it states that penalties imposed other than by a tribunal – i.e. under sections 30 and 31 CDM 2003 – should be made public.

11. To ensure a consistent approach to the publishing of penalties the proposed amendments to **paragraph 312** provide that publishing penalties by consent and penalties imposed under sections 30 and 31 will no longer be the responsibility of the diocese or province. Upon a penalty being agreed the diocesan or provincial registrar will send the relevant details to the President of the Tribunals, who will cause them to be published on the Church of England website. The name of the respondent, the date penalty was agreed or imposed and the statutory ground of misconduct (e.g. “doing an act in contravention of the laws ecclesiastical”, “neglect or inefficiency in the performance of the duties of his office”, “conduct unbecoming or inappropriate to the office and work of a clerk in Holy Orders”) –but not any details of the particular misconduct – will be published.
12. **Paragraph 311** is deleted as being no longer being necessary consequential upon the amendments to paragraph 312
13. The Clergy Discipline Commission will revise their statutory guidance in light of the amendments to the Code of Practice.
14. The proposed amended text appears in the Annex.

May 2022

Legal Office  
Church house  
Westminster



## ANNEX

### Paragraph 87

Where there is an ongoing police investigation or criminal proceedings, a complainant is not precluded from either bringing an allegation of misconduct within time, or making an application for permission to bring an allegation out of time. Unless the police, or another statutory agency (e.g. HMRC) have expressly stated that the disciplinary proceedings will prejudice either their investigation or a criminal trial, the allegation of misconduct under the Measure should proceed.

### Paragraph 89

Some clergy are employed as chaplains by hospitals, schools, or prisons, or as staff with bodies such as diocesan boards of finance, BMOs or church plants. Other clergy may be licensed to serve as chaplains in Her Majesty's armed forces. In those circumstances, as well as being subject to the discipline of the Church of England, they will also be subject to such separate disciplinary procedures as may apply under the terms of their employment or service, as the case may be. Where an allegation under the Measure is made about such clergy, a view should be formed about whether it is appropriate to wait for the outcome of any disciplinary action that is taken by the employer before the matter is dealt with under the Measure. Those concerned must have regard to the need to avoid undue delay.

### Paragraph 92

If an allegation is made against a priest or deacon concerning matters in connection with which he or she has already been arrested on suspicion of committing a criminal offence, it is not necessary to pause any CDM proceedings pending the outcome of any police investigation. The police or other relevant statutory agency should be asked whether continuing with the proceedings would prejudice their investigation or any future criminal trial. If it would not then the procedures under the Measure should continue.

## **Paragraph 312**

Where a penalty by consent has been agreed with a bishop or archbishop, or a penalty under section 30 or 31 has been imposed, brief particulars of the misconduct should be made public by a notice placed on the Church of England website. the diocesan or provincial registrar should notify the President of Tribunal and send a copy of the Form 7 along with any further information necessary in order for the details to be published. The President will then cause the following to be published: the name of the respondent, the date penalty was agreed or imposed, the statutory ground of misconduct. The Commission has issued statutory guidance (available on the Church of England website) which should be referred to on each occasion a penalty is uploaded.

## GENERAL SYNOD

## REDUCING WEDDING FEES

**To move on behalf of Blackburn Diocesan Synod**

That this Synod call on the Archbishops' Council to introduce an order to amend the Parochial Fees and Scheduled Matters Amending Order 2019 so that the fees relating to marriages are set at nil or at a minimal amount, in order to demonstrate the Church's commitment to marriage and pastoral care.

**Summary**

*There is a correlation between the rising level of Church of England wedding fees and the sharp decline in recent years in numbers of church weddings, which trend appears to be especially acute in poorer areas. The current fees structure is economically unjust, putting church weddings beyond the reach of the poorest in our society. Marriage according to Scripture and our own liturgy is meant to be a gift of God's grace, but our fees give a contrary impression. If we believe in marriage as we ought, we should ensure that finance is no bar to anyone who wishes to marry in Church. Expensive fees limit the missional potential of marriage ministry.*

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**Background**

1. Blackpool Deanery Synod, in bringing forth this motion, asserted that there is a causal link between the level at which Church of England wedding fees are set and the sharp decline in recent years in church weddings nationally, which appears to be especially acute in poorer areas such as Blackpool (a 79% reduction between 2010 and 2018 across the 6 Blackpool churches that submitted figures for snapshot research). The national picture is not quite as bleak as the local situation in Blackpool, but still evinces a sharp rate of decline (63,371 Church of England weddings in 1999, compared to 31,430 in 2019 – a fall of 50%).<sup>1</sup> Everyone who wants to get married in Church should be able to, without worrying about affordability.
2. Following debate, the motion for wedding fees to be 'set at nil or at a minimal amount' was passed by Blackpool Deanery Synod unanimously on 29 January 2019 and was carried by a majority at Blackburn Diocesan Synod on 16 July 2019.

**Financial argument**

3. Cost is by no means the only factor behind the decline in the number of church weddings. Compared to a generation ago, there is much more 'competition' in the wedding market, with thousands more venues licensed for weddings (including, since April 2022, outdoor spaces)<sup>2</sup> and with many specialist venues offering the added convenience of an 'all-in-one' ceremony and reception package deal on the same premises. There is also the effect of the secularisation of society: the number of baptisms, which are provided free-of-

<sup>1</sup> Figures from <https://www.churchofengland.org/about/research-and-statistics/resources-publications-and-data#na>

<sup>2</sup> <https://www.gov.uk/government/news/outdoor-civil-weddings-and-civil-partnerships-made-permanent>

charge, has also declined in the same period, though by approximately half the rate as the decline in church weddings (125,600 baptisms in 1999 compared to 89,080 in 2019; a fall of 29%).<sup>3</sup>

4. Nevertheless, the cost of a church wedding (the base price in 2022 is £480; which does not include charges for reading banns, heating, the services of a vergier, music, bells, and flowers) seems also to be a key factor. Anecdotally, many clergy speak of couples making enquiries about getting married in their parish church, only to balk at the cost when informed. The high fees put off would-be church wedding couples when compared to the all-in rates offered by secular venues, some of which do not vary their price depending on whether or not the couple have their ceremony at the venue or elsewhere.
5. The statutory fees charged by the Church of England have increased steeply over the last two decades; from £162 in 2000, to £306 in 2010, and £480 in 2022. This represents almost a 300% rise in 22 years, vastly outstripping inflation over the same period (53%).<sup>4</sup>
6. Close to £500 (again, with no vergier, music, or decorations) may not seem an unreasonable cost for some couples who, perhaps with parental help, are able to afford an average spend on their weddings of £17,300 (2021 survey figures),<sup>5</sup> but it is prohibitive for the poorest in our society: the bottom quintile median annual household income in the year ending March 2019 was £256 per week (not to mention the current cost of living crisis).<sup>6</sup> The high level of fees therefore effectively acts like a poll tax, disproportionately deterring poorer couples from marrying in church. Changing the level of fees is therefore a matter of economic justice.
7. It is already within the power of the PCC to waive their portion of the wedding fee (£262) in case of hardship, and to petition the Archdeacon to waive the Diocesan Board of Finance portion (£218) also. This, however, is a suboptimal solution. Couples are unlikely to be aware of the option at the point of enquiry, and it is difficult for a parish priest to judge whether, when, and how to raise the possibility (and act on it) without undermining the dignity of low-income couples. While people on low incomes are already reduced to dependency in so many areas of their lives, such as state benefits and foodbanks, it is regrettable that they should also be so for a rite of the Church that the Church believes God has given for righteous living and human flourishing. The bureaucracy involved in petitioning the Archdeacon to waive fees also means that the only convenient way to reduce the cost is one that affects parish church finances rather than diocesan, disincentivising parochial clergy from exercising that power. Moreover, continuing this current system does not resolve any of the sense of economic injustice we have described.
8. We concede that wedding fees still provide an important income stream for some parish churches (particularly older and/or more ornate buildings which have a

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<sup>3</sup> Figures from <https://www.churchofengland.org/about/research-and-statistics/resources-publications-and-data#na>

<sup>4</sup> <https://www.bankofengland.co.uk/monetary-policy/inflation/inflation-calculator>

<sup>5</sup> <https://www.hitched.co.uk/wedding-planning/organising-and-planning/the-average-wedding-cost-in-the-uk-revealed/>

<sup>6</sup> <https://www.ethnicity-facts-figures.service.gov.uk/work-pay-and-benefits/pay-and-income/income-distribution/latest>



high upkeep cost). If, however, reducing the fee to nil or a minimal amount should result in more church weddings taking place overall, moving instead to a voluntary donation system (which could in many cases be Gift Aided) while continuing to retain a portion of the fees for optional 'add-ons' (music, flowers, bells etc.) may compensate for the loss of income from the statutory fee. It may be that dioceses need to provide support (perhaps on a temporary basis) to those parishes who face a drop in income from such fees by reducing parish share accordingly.

9. In crude terms, it is hard to see any reason to keep marriage fees as they are 'because we need the money.' In many places, that money is not coming in anyway. It is far better in our view to offer marriage *for free* than *not at all*, which is increasingly becoming the reality in many parishes.

### Theological argument

10. According to the Preface to the service of Holy Matrimony,

Marriage is a gift of God in creation  
through which husband and wife may know the grace of God.  
It is given  
that as man and woman grow together in love and trust,  
they shall be united with one another in heart, body and mind,  
as Christ is united with his bride, the Church.<sup>7</sup>

Three points may be made from this liturgical introduction to the rite:

- (i) Marriage is God's *gift* for human flourishing (Genesis 2:18-25).
  - (ii) The gift of marriage is a means of knowing God's *grace*.
  - (iii) Marriage is a 'mystery' (*sacramentum* in the Vulgate), illuminating the union of Christ with the Church his bride (Ephesians 5:31-32).
11. With this in mind, it is grossly inappropriate that the Church should levy prohibitively expensive fees for a *gift* of God, that makes known his *grace*, and which illustrates – or even somehow anticipates or sacramentally participates in – the salvation Christ freely provides believers through faith-union with himself. What God has brought together (human marriage and his free grace), the Church, by its exorbitant fee structure, has put asunder.
  12. If we believe that marriage was given by God, as the Preface (following the Prayer Book) goes on to say, as the holy context for sexual union, as the foundation of family life, and for lifelong companionship and comfort, the Church should enable as many loving and committed couples to access this means of grace, without finance being a bar to any. Even if a move to set wedding fees at nil were to cost parish churches financially (which may not overall prove to be the case), it ought to be a cost that we are happy to bear. If we believe marriage to be good for the couple themselves, for their children (current or future), and for society as a whole – as well as being pleasing to God – we should put our money where our mouth is.
  13. When Jesus himself describes the eschatological wedding feast in a parable (Luke 14:15-24, cf. Matthew 22:1-14), he has the host (God) tell his servants to

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<sup>7</sup> <https://www.churchofengland.org/prayer-and-worship/worship-texts-and-resources/common-worship/marriage>.

“Go out at once into the streets and lanes of the town and bring in the poor, the crippled, the blind, and the lame” (v21, NRSV). The call of Jesus is clear, both here and in other parts of the Gospels, echoing the wider narrative of Scripture: there is a privileged place at the great Kingdom Wedding Feast for the last and the least, the poor and the neglected. In striking contrast, the current wedding fees structure in the Church of England privileges the wealthy and precludes the poor.

## **Missional argument**

14. The occasional offices are an invaluable component in the Church’s mission to and service of the community. The chance to pastor people through major ‘life events’ is a great privilege; and the evangelistic opportunities provided by such contacts are precious indeed.
15. Fewer weddings in churches mean fewer opportunities to provide couples with marriage preparation, bringing prayer and Scriptural wisdom to bear on their relationship, that theirs might be a long and happy marriage. Marriage preparation, as well as the ceremony itself, also helps establish a meaningful bond between the priest, church family, and the couple; which ongoing relationship makes future opportunities for pastoral care and ministry more likely. Experts writing on church growth speak of the need for multiple points of contact with those who are not yet members of our churches.<sup>8</sup> Marriage ministry (including in some cases the habitual worshipper requirements to establish a Qualifying Connection) opens the door to those points of contact.
16. Having fees ‘set at nil or at a minimal amount’ would also improve the perception of the Church’s relationship with money. It would allow those who may have stereotypes and preconceptions about us constantly looking to take money off people to see instead a radically counter-cultural form of generosity. That in itself would point to a generous and self-giving God who gave himself freely for our salvation.

Rev’d Dr Tom Woolford, 070, Blackburn

June 2022

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<sup>8</sup> See, for example, Ray Evans’ *Ready, Steady Grow: Equipping Today’s Gospel Churches* (IVP:2014).

## GENERAL SYNOD

### REDUCE PAROCHIAL FEES FOR MARRIAGES

1. This note provides the policy background on how parochial fees are set and an illustration of the potential financial implications if parochial fees were to be set at nil or at a minimal amount as stated in the motion from the Blackburn Diocesan Synod.

#### Background

2. The principles for setting the level of parochial fees were contained in GS 1813 and approved by the General Synod in 2011. In summary the principles are as follows:
  - Fees should be justifiable on the basis of some relationship to the actual costs incurred, taking account of real costs that cover most situations, for example training and paying clergy and maintaining church buildings.
  - There should be uniformity in the main fees specified so that people do not have to pay a different amount simply because their parish happens to be a particularly grand or costly building.
  - Extras charged by the parish should only apply where there is a genuine choice, for example music, bells flowers, additional printing, with all that is actually necessary for the service to take place being included in the statutory fee.
  - Whilst fees help offset the real costs of church buildings and authorised ministry, they need to be affordable and not set at a level that suggests the Church is trying to make money from its ministry. They should be a reasonable contribution towards the costs incurred and there should continue to be a right of waiver for those who cannot afford them.
3. The Ecclesiastical Fees Measure 1986 provides for the parochial fees payable to Diocesan Boards of Finance (DBFs) and Parochial Church Councils (PCCs) to be prescribed by a Parochial Fees Order for up to five years. Increases within the period covered by a Fees Order can be prescribed by reference to a published index of price or earnings increases.
4. The element of parochial fees payable to PCCs reflects the costs of maintaining the church and the secretarial / administrative work that is undertaken. The element of parochial fees payable to DBFs reflects the fact that the DBF is responsible for funding stipend and associated costs and housing costs of the clergy. So paragraph 8 of GS 2282A presents an incomplete picture of the impact of setting the fees relating to marriage at nil or a minimal level. Far from dioceses being able to help mitigate the position for those PCCs which saw reduced income, DBFs would need to aim to increase their income by raising parish share or by other means, reduce their expenditure or for a period draw on their reserves.

## **Current fee levels**

5. The present level of parochial fees are determined by the Parochial Fees and Scheduled Matters Amending Order 2019 which was debated by the General Synod in February 2019<sup>1</sup>. This Order prescribed the parochial fees payable for the period 1<sup>st</sup> January 2020 to 31<sup>st</sup> December 2024 in connection with marriages, funerals and burials and the erection of monuments in churchyards and in respect of other, miscellaneous matters. It is expected that a request will be made to the Business Committee for a debate on a new Fees Order in February 2024.
6. The parochial fee levels for 2022 are set out in a table on the Church of England website which is based on the 2020 levels set out in the 2019 Order, increased in line with CPI as also stipulated in the Order. The current fee for a marriage service in Church is £480: £262 of this is payable to the Parochial Church Council of the church in which the service takes place and the remaining £218 is payable to the Diocesan Board of Finance.
7. These fee levels are calculated to include the following:
  - a clergy element (derived from the Central Stipend Authority's 'cost of clergy calculation' and the Ministry Development Team's methodology for arriving at the cost of clergy training)
  - a church maintenance element (taken from the Data Team's figures derived from parish returns)
  - a secretarial rate (derived from publicly available information).

## **The potential impact of reducing marriage fees to nil or a minimal amount**

8. Parochial fees are a significant source of income for all dioceses and many PCCs. In 2019 it is estimated<sup>2</sup> that income across the Church from parochial fees totalled £59.8m. £37.3m of this income was received by PCCs and £22.5m by DBFs recognising that DBFs are responsible for meeting the cost of stipends, pension contributions, employers' national insurance contributions and housing for stipendiary clergy. It is estimated that around a quarter of these fees related to marriages.
9. Taking account of the prescribed fee levels and the number of Life Events services reported in Statistics for Mission 2019 suggests that fees were waived for about 5% of such services (the Archbishops' Council's advice is that fees should only be waived in cases of clear financial hardship, but we do not know to what extent this is acted on). We have no data with which to estimate the balance between waiver for marriage services and funerals.

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<sup>1</sup> See (GS 2116)

<sup>2</sup> Source: diocesan financial statements and Parish Finance Statistics 2019

10. If it is assumed that the number of marriage services remains at the 2019 level and that fees are waived for 5% of services then based on the 2022 fee levels the associated fees would be £15.7m: £9.2m would be payable to PCCs and £6.5m to DBFs. These figures would be 0.9% of the aggregate of 2019<sup>3</sup> PCC incomes of £1,071m and 1.3% of aggregate 2019 DBF incomes of £495m.
11. If the marriage fee was reduced to nil it is possible that the net income lost to the Church would be less than the £15.7m identified above as some couples may choose to make a donation in lieu of the fee. Clearly if the fee was reduced to a 'minimal level' the income loss would be reduced. For example if the fee was reduced to £100, just over 20% of the current level, on the assumptions above the income loss to the Church is estimated at £12.4m: £7.2m for PCCs and £5.2m for DBFs.

### **The parochial fee for a marriage service in the context of total expenditure on weddings**

12. It is suggested that a wholesale elimination or reduction of the fee would be a poorly targeted intervention as many couples can afford to pay the fee which represents a small proportion of the overall cost of their wedding. The income lost from setting the fee to nil or a nominal amount reduces the resource available to fund ministry, including in the poorest areas – at a time when many dioceses and PCCs are facing deficits.
13. Sources show a wide range of views on the average cost of a wedding in the UK. A Google search provides a range of figures of £17,300; £24,000 and £30,000. The source of the latter figure also provides figures described as 'lower range' (£6,275), median (£29,870) and 'upper range' (£67,600). One source also listed the top ten areas of expenditure - including venue hire, food, drink, honeymoon, rings, photography and video - all of which were at least double the cost of the marriage fee.
14. Whilst there is wide variation in the total cost of a wedding depending on a myriad of personal choices and financial circumstances, it is clear that in a large majority of cases the fee for the marriage service represents a small proportion of the total costs. Reducing the fee for a marriage service would benefit all those who would currently opt to have a marriage service in church, many of whom are able to afford the fee in the context of the total cost of their wedding.
15. The Ecclesiastical Fees Measure 1986 includes a provision for an incumbent / priest in charge (or where there is no such person, the rural dean) to waive or reduce the fee payable to the DBF "in a particular case." The Archbishops' Council recommends that in considering whether to waive or reduce the fee the incumbent / priest in charge should have regard to any diocesan guidelines on the matter. As stated in GS 2282A, in some cases this will mean seeking the Archdeacon's permission for the waiver.

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<sup>3</sup> 2019 aggregate income figures are used as 2020 was impacted by the pandemic and 2021 figures are not yet available

16. The incumbent/priest in charge (or where there is no such person, the rural dean<sup>4</sup>) also has a right, after consulting the churchwardens of the parish, to waive any fee payable to the PCC “in a particular case”. The Archbishops’ Council’s advice is that the power to waive fees should only be exercised in cases of clear financial hardship.

William Nye, Secretary General

June 2022

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<sup>4</sup> This includes area deans: the legislation uses the term rural dean.