

The Taylor Review: Sustainability of English Churches and Cathedrals

December 2017

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Foreword

Bernard Taylor, Chairman



The listed buildings of the Church of England have played a central role in their communities through centuries of England's history. These are places of celebration, culture, commemoration and community gatherings, places of sanctuary and worship, and a resource for people of all faiths and none. They constitute some of the most inspiring architectural and landscape elements of our historic environment, and provide a foundation for views of England which are recognised throughout the world. With 16,000 parish churches across the country, 12,200 of them nationally recognised as being of outstanding architectural and historical interest, maintenance and repair of these beautiful and important buildings represents a serious challenge. These are complex buildings, constructed using traditional skills and materials that are expensive to maintain and repair. These buildings have enormous historic significance in England's past and, in leading this Review, it has been my task to consider the best way to assure their future.

During the course of this Review, it has been my privilege to hear a very wide range of voices and viewpoints; nearly 6,000 responses were received to the online consultation, around 4,000 of which came from those directly involved in caring for churches. Furthermore, through additional workshops, written submissions and representations to the Panel, it has been clear to me how passionately people feel about these buildings. This is a complex sector, involving a multiplicity of funders and philanthropists, different statutory bodies and a great many more voluntary organisations. The views expressed through the consultation process have been invaluable to the Panel, helping to shape our discussions and the recommendations in this report. I have also had the opportunity to see firsthand some of the excellent work that is already underway in parishes around the country. I have been deeply impressed by the extraordinary commitment of many volunteers, and particularly of churchwardens and PCC members, who work tirelessly to keep church buildings in use and accessible. However, respondents also made clear that there is a great deal of work still to be done, and generated a wealth of ideas and considerations for how this should be tackled, as well as the likely challenges in doing so.

This Review was commissioned to consider how church buildings could become more sustainable – ensuring that maintenance, repairs and major works can be undertaken in a timely way and funded as far as possible by the congregation or PCC, and that opportunities to generate additional income to meet these costs are maximised.

Significant change, and some reduction in the reliance of church buildings on public funding sources, cannot be achieved overnight. We therefore propose a transitional programme of change and investment, during which congregations can be supported in opening up their church buildings for wider community use, alongside the introduction of more strategic oversight of maintenance and repair works. To be effective and to minimise risk of wasting resource, changes should be tested and refined before they are rolled out nationally. We propose that pilot studies should be undertaken during the next two to three years, to provide evidence of the effective working of the approach set out in this report. Collaborative and partnership working across the sector will be critical to the success of these pilot studies.

Long-term, I believe these recommendations will give those communities who value their church buildings additional tools to help conserve them and enable their greater financial independence. They will ensure that regular maintenance and repair is planned, undertaken and reviewed in a coordinated way by those with the appropriate expertise and practical skills. They will remove barriers and simplify processes to enable investment and progress to be made. Taken together, I believe these recommendations can lay the foundations for sustainability and consequently secure the future of these important buildings for so long as communities value these wonderful assets.

Bernard Taylor

Definition of Terms

For the purposes of this Review, the terms below will be used as defined here (listed in alphabetical order):

- **Community** refers both to the people of all faiths and none who live locally and to the institutions that formally represent them, e.g. Parish and Town Councils, Local Authorities and Unitary Authorities.
- **Places of Worship** includes buildings used primarily for public worship by all faiths including Christian denominations at least six times a year. Public worship means advertised for completely open access, not only for members or people invited to attend.
- **Sustainability** is the ability of the congregation or body legally responsible for the upkeep and repair of the building to fund regular inspections, routine maintenance and essential minor repairs in a timely way. It includes the planning, fund-raising and delivery of periodic major works, e.g. roof recovering or electrical re-wiring, and necessary new works to improve facilities, e.g. installation of a lavatory or new meeting room. Ideally the building itself will be able to earn income from some of the wider uses it hosts, contributing to both running and capital costs.

Glossary (in alphabetical order)

- **Chancel Repair Liability (CRL)** is an ancient liability which requires some owners of former tithe rent charge and former rectorial land to meet the cost of maintaining and repairing the chancel of a church. The current owners may be individuals or institutions such as the Church Commissioners and Oxbridge Colleges.
- **Charitable or philanthropic funding** is provided to places of worship through the generosity of individual donors, local and national charities.
- **Church of England** is the established church in England. Sometimes referred to as 'Anglican', but this descriptor is not used in this report as it can also refer to the worldwide Anglican Communion.
- **Churches Conservation Trust (CCT)** is a statutory body and national charity caring for closed churches of particular historic or architectural interest transferred to it by the Church Commissioners. Its core funding is provided jointly by the Church Commissioners and the Department for Digital, Culture, Media and Sport.
- **Church Commissioners** is a registered charity managing an investment fund which supports the work and mission of the Church of England; it also has a role in parish reorganisation and settling the future of closed church buildings.
- **Congregation** means the regular worshippers who use the building, some of whom will be on the church's electoral roll. In the Church of England this group is formally represented by an elected body known as the Parochial Church Council (PCC) that includes the responsible post-holders of the parish: Churchwardens, a Secretary and Treasurer.
- **Diocesan Advisory Committee (DAC)** offers advice at diocesan level to parishes, the diocesan chancellor and others in relation to church buildings, their contents and churchyards. DACs particularly advise on proposals for works in buildings that require permission in the form of a faculty.
- **Ecclesiastical Exemption** is an exemption from Listed Building Consent for works to listed buildings in use for ecclesiastical purposes for the religious bodies that have in place satisfactory internal systems of control approved by the Secretary of State for Digital, Culture, Media and Sport, as equivalent to the secular system. The terms are set out by the Ecclesiastical Exemption Order 2010. This is not an exemption from planning permission for external changes.
- **Faculty Jurisdiction** is the Church of England's system of operating Ecclesiastical Exemption for regulation of works to church buildings, contents and churchyards. It ensures that churches are properly cared for and that any changes are thoroughly considered and carried out in the most appropriate way. A faculty is a licence to carry out work.

- **Government funding** is money that is provided by the Government though it is often distributed by other agencies such as Historic England or, in the case of the Roof Repair Fund, the National Heritage Memorial Fund. The source of the money is income generated from general taxation.
- **Heritage Lottery Fund** is the Lottery distributor that has historically been most likely to award grants for projects that involve the repair and development of places of worship, in fulfilment of its aim to create a lasting difference for heritage and people. Churches can apply to Our Heritage (grants up to £100k) and Heritage Grants (grants over £100k) but other HLF programmes are available to support projects in places of worship.
- **Listed Places of Worship** are buildings that are designated by the Secretary of State for Digital, Culture, Media and Sport as having special architectural and historic interest. Listing celebrates their importance. It also puts them under special consideration within the planning system and Ecclesiastical Exemption, so that they can be conserved for future generations to enjoy. Listing does not prevent changes but seeks to ensure that changes are managed carefully so that the special quality of the building is retained.
- **Listed Places of Worship Scheme (LPOW)** is a grant scheme run by the Department for Digital, Culture, Media and Sport (DCMS). The scheme makes retrospective grants equal to the amount of VAT paid on repairs, maintenance and alterations to listed buildings in use as places of worship.
- **Lottery funding** is money that is distributed by the 12 independent lottery distributors. The funding comes from people who buy lottery tickets. All lottery distributors are 'arm's length' from Government and only fund projects additional to those that would otherwise be funded through general taxation. This is the principle of 'additionality' and makes clear that lottery funding is not a substitute for Government funding.
- **Parish Share** is money paid by parishes to dioceses to contribute to the costs of clergy stipends and pension contributions, in addition to other overheads and specialist ministries across the diocese such as education. The way the share is collected varies across dioceses.
- **Parochial Church Council (PCC)** is a body elected from members of the electoral roll of the church. It is responsible for promoting in the parish the whole mission of the church. It is responsible for the financial affairs of the church and the maintenance of the fabric.
- **Public funding** is an imprecise term, often used to mean any combination of funding that comes from the public, which may include Government and lottery funding.
- **Quinquennial Inspection** is a legally required inspection of a church building carried out every five years by an architect or chartered building surveyor recognised as appropriately qualified and experienced by the Diocesan Advisory Committee. The terms are set out in the Inspection of Churches Measure 1955.
- **Voluntary or Third Sector** includes all charitable organisations, local and national, that provide social, educational and well-being support or other services. They may work in partnership with denominations and faith groups.

Executive Summary

This Review was commissioned in April 2016, reporting to the Chancellor and Secretary of State for Digital, Culture, Media and Sport. Its aim has been to examine the funding and sustainability of listed Church of England buildings, and consider how to ensure that the thousands of listed church buildings, many of which define our towns, cities and villages, are conserved for future generations. Specifically, the Panel was charged with:

- Exploring new models of financing repairs and maintenance of churches and cathedrals, including reviewing existing maintenance costs and repairs funding from lottery and central government grants. The review would also identify and develop a series of tools/resources/models, draw on successful case studies, and existing management within the Church of England, Churches Conservation Trust and Heritage Lottery Fund;
- Consulting with stakeholders including: Church of England, church-goers, charities, local residents and businesses on ideas for uses of listed buildings for purposes beyond worship, current barriers that prevent these and how to generate revenue from these.

Full Terms of Reference for the Review can be found at Appendix 2. Further information on the scope and methodology for the Review can be found within the main report.

Our Vision

The vision behind our proposals is to create a more sustainable future for the buildings of the Church of England by:

- empowering and assisting congregations to do even more to involve local communities in enjoying, valuing, using and caring for their churches;
- introducing greater strategic oversight of maintenance and repair works.

Our recommendations (set out on page 19 and in further detail from page 29) should be tested and refined in pilot programmes before they are rolled out nationally.

Rationale

The Panel recognises that keeping churches open has always been a matter of partnership – these buildings are not, and never have been, the sole responsibility of the Church of England. Congregations have long borne the bulk of the financial responsibility for caring for the Church of England's historic buildings, but for many years public money has provided invaluable additional funding for major repairs. A transitional programme of capital investment in repairs and in strengthening community engagement will help congregations to work towards a future where as many church buildings as possible can be kept in good condition, with fewer demands on the public purse. Where government investment in the maintenance of the magnificent architectural heritage of the Church is still required, the taxpayer will know that this public support is fully justified and that funds are spent wisely where they are

most needed.

Furthermore, congregations will feel empowered in engaging with a wider range of people in their local community, broadening the sense of responsibility for these magnificent examples of built heritage and helping to secure them for future generations.

The Panel has considered the entirety of buildings within the Church of England's care, from the most magnificent cathedrals to the smallest parish churches. It was clear from this consideration that the need is greatest at the smaller end of the spectrum, amongst the buildings afforded the least attention and spending – parish churches. These have therefore formed the principal focus of this Review.

The Current Situation – Context for the Review

The continuing care, maintenance and repair of Church of England parish churches represents an enormous task. 78% (12,200) of Church of England churches are listed: nationally nearly 45% of all Grade I listed buildings in England are parish churches. These figures also include over 300 churches defined as Major Parish Churches following a joint research project between the Church of England and Historic England.¹ These churches are typically physically very large and of exceptional heritage significance and the scale of their need for repair and maintenance is considerable. However unlike cathedrals, which all have paid, professional staff, this cannot be assumed about major parish churches, which should therefore be considered alongside all other parish churches.

Against a backdrop of demographic change and reducing congregations, particularly in rural areas where many listed church buildings serve very small populations, the repair and maintenance of church buildings has relied increasingly upon grants and Government funding. Four elements threaten to inhibit further the ability of local people all over England to care for these heritage assets:

- declining congregations (Church of England statistics show attendance falling by 11% in the last decade)²;
- a lack in most areas of skilled assistance on the ground to help volunteers and communities make best use of their church buildings and keep up with maintenance and repair;
- a scarcity of public funding to support that work;
- the absence of an overall strategic approach for targeting resources effectively in a timely manner.

Funding landscape:

Since 1999 a total of £2.6bn has been invested in Church of England buildings; £1.74bn into repairs and £856m in new build projects.³ The majority of this funding comes, as it always has, from local people supporting their church and also from philanthropists and charitable bodies. Of this total over the same time period public money via Government and lottery sources has provided just over £810m.⁴

The levels of public funding for churches have fluctuated in the last few decades,

¹ <https://historicengland.org.uk/images-books/publications/sustaining-major-parish-churches/>

² <https://www.churchofengland.org/media-centre/news/2016/10/2015-attendance-statistics-published.aspx>

³ From data held by the Church Buildings Council (CBC)

⁴ From data held by the Church Buildings Council (CBC)

but during recent years (2014-16) have reached a high point. In these years total annual funding for repair and maintenance projects reached an exceptional total level of £190m (average) per year.⁵ This included an average of £115m public funding⁶, including the Listed Places of Worship grant scheme, the Roof Repairs Fund (now finished) and HLF Grants for Places of Worship scheme (recently, and wholly unconnected with this review, merged into HLF's open programmes). A shortfall of funding still exists, but nevertheless, partly as a result of this sustained (and recently, heightened) level of Government investment, anecdotal evidence collected by this Review suggests that the vast majority of Church of England church buildings are currently in an improved state of repair, although notwithstanding that 6.9% are currently on the Historic England Heritage at Risk Register.⁷

While public funding has hit an exceptional high in recent years, this Review has taken place at a time of change in the funding landscape and a more strategic approach is needed to ensure that these large investments are protected by timely maintenance. If the condition of buildings is not maintained but allowed to deteriorate, much larger sums will be required to return this to an acceptable level, which would render many past investments wasted.

Responsibility for church buildings

It would be reasonable to ask why public funding has, for the past 40 years, been consistently allocated to help support churches. The answer to this question lies primarily in a recognition that churches are uniquely positioned inside almost every area and community of England, with the ability and the desire to be a resource for the people who live in their parish. The majority of churches run at least one organised activity to address a social need in their area.⁸

In addition to sustaining our valuable heritage, investing in the maintenance and repair of these buildings provides economic and social benefits to the country as a whole, particularly through our growing tourism economy. At a local level, investing in these buildings provides a thriving community asset.

These buildings are not the sole responsibility of the national church authorities or the Government. A common assumption, that they are managed and maintained by well-resourced and endowed bodies, needs to be countered. In reality, for the majority of churches, the exact opposite is the case: local people bear the full responsibility for repair, maintenance and security. In particular the Church Commissioners are often wrongly assumed to have an undischarged responsibility to support church buildings. This reflects a wider problem of perception. Many people enjoy the social capital and unique sense of community contributed by their local church (and indeed in many cases the financial value added to properties close to beautiful church buildings), but some may take the building for granted as a fixed part of their local landscape and might not

⁵ Total of £190m includes £75m raised by congregations, the Listed Places of Worship Scheme, capped at £42m per year, the Roof Repairs Fund (average £27.5m per year for 2 years), the First World War Centenary Cathedrals Fund (average £20m per year for 2 years) and the Grants for Places of Worship scheme at £25m per year. Of the £75m raised by congregations 64% is from direct giving, gift aid and fundraising, 12% from grants, 5% from legacies, and 19% from investments, fees and trading. It should be noted that the 12% grant funding figure may include some double counting of grant funding from public funds.

⁶ This figure includes the £90m outlined in footnote 2, plus the Grants for Places of Worship scheme at £25m per year

⁷ This figure is calculated from Historic England 2017 Heritage at Risk data.

⁸ Church Urban Fund, 2013. Areas of social need addressed by churches include loneliness, homelessness, debt, low income, unemployment or family breakdown.

immediately see the necessity for deeper involvement in its present or future.

Finally, it has long been recognised that some churches will ultimately need to close, often for good reasons such as a change in the distribution or composition of the local population. It was with this in mind that the Churches Conservation Trust (CCT) was set up, funded jointly by the Church of England and Government. This organisation is an independent charity established to care for redundant churches of high heritage significance. It now cares for over 350 churches which attract over 2 million visitors a year and is the operator of the third largest heritage estate in charitable ownership in the UK. The CCT is involved in important ongoing work with the Church of England, developing ways to support churches that may be facing closure, including ideas around social enterprise and greater community adoption.

Access to local expertise

All buildings require regular care and maintenance if they are to be kept in serviceable order. Parochial Church Councils (PCCs) and other volunteers across the country do a huge amount of work to look after their church buildings on behalf of their communities. However, it is clear from many of the consultation responses that those responsible for maintaining church buildings would welcome further help and support.

The Church's legal requirement for every PCC to commission a Quinquennial (five yearly) Inspection by an architect or surveyor does not always mean that the resulting Report is used as the basis for regular maintenance or to plan cyclical major repairs. Sometimes congregations do not fully understand the report or know how to interpret it and others are simply overwhelmed by the challenges it reveals in comparison to the resources at their disposal. Identifying and overseeing a programme of works requires dedicated expertise, both to build confidence in a shared vision and to secure permission for works where necessary.

There is no national Church of England grant funding for parish churches, although the Church does provide specialist support and advice in areas from project management to technical conservation, at both national and diocesan level. Some dioceses have specific staff employed to support parishes; 10 dioceses currently employ Historic England Support Officers and in addition Diocesan Advisory Secretaries in each diocese take care of permissions and advise on the use of buildings. There are also some dioceses that employ additional staff concerned with fundraising and community use. However, this is not the case everywhere. In many cases congregations are under financial pressure and find it difficult to meet their obligations to pay their Parish Share (levied by the diocese to fund clergy stipends and pensions amongst other overheads) as well as financing the repair and maintenance of the listed building. Many find the process of bidding for additional funding from third parties complex or are simply not aware that additional funding streams are available.

There is a significant risk that without a clear plan for developing stronger community adoption and for encouraging strong local leadership of church buildings, any investment will be unable to deliver its maximum possible benefit. Nationally, the level of investment is patchy. Projects undertaken vary hugely from place to place and are dependent on the networks, abilities and fundraising knowledge of volunteers. Government decisions in recent years to direct funding towards church buildings have been welcome and much needed but have been used to plug gaps in the short term, without any more strategic long-term vision of what is needed to support the sustainability of church buildings.

Variability of funding levels, a lack of local volunteers and specialist support on the ground and greater need for integrated planning are by no means new or unacknowledged problems. In 2015 the national Church of England carried out its own Church Buildings Review, considering many of these issues (the recommendations of which are reproduced in full on page 27). And in local parishes, many congregations realise that a change of approach is needed and are beginning to think differently about their local church, adapting it for increased, more open, mixed use by the wider community.

Through the Panel's workshops and consultations, it was evident that excellent work is already underway in some places around the country. Evidence collected showed many cases where enterprising clergy, PCCs and volunteers have developed their churches into vibrant hubs at the centre of their wider communities, where a wide range of uses is welcomed: sharing facilities with another community service provider, hosting cultural events or social activities, encouraging visitors, or partnering with a commercial enterprise. For example, Malmesbury Abbey in Wiltshire is a vibrant community hub hosting events and concerts, running a café and a successful playgroup, and even transforming into a skate park every February half-term. St Leonard's Church, at Yarpole in Herefordshire, is available for venue hire for exercise classes or other events, as well as undertaking development work to create a café in the gallery and a village shop and Post Office. There are many examples of innovation throughout the sector. Equally, there are many congregations struggling to identify suitable partnerships and opportunities, or who are too overwhelmed by their situation to be able to explore options.

Consultation

The English Churches and Cathedrals Sustainability Review consultation was launched via an online survey and ran from 16th December, 2016 to 31st January, 2017. There were 5,793 responses to the online call for evidence (containing data) as shown in the table below.

Respondent type	Number of responses	Percentage of responses which contain data (5,793)
Individual	4,818	83%
Organisation	913	16%
National body	62	1%
Total	5,793	100%

The online consultation was targeted at different sets of respondents, with question sets appropriately tailored. Around twenty individuals and organisations also submitted written responses, which provided a further source of contextual information in addition to insights on common themes. These have been analysed and considered along with the online responses. It should be noted that over four-fifths of individuals and two-thirds of organisations who responded identified themselves as being involved in caring for a church or group of churches.

The consultation responses have informed the key themes highlighted at the regional workshops and presented to the Panel and have fed through into the recommendations made by this report.

Key Findings – A More Coherent Approach

The long-term survival of Church of England church buildings requires a change in the way many communities regard these buildings. To survive, a church building must be both valued by, and useful to its community. There is no 'one size fits all' solution; every church and community will be different and local considerations will be paramount. However, new and different uses for buildings may need to be considered and new income streams developed to sit alongside the longstanding function of the building as a place for Christian worship. When a church building is widely used for a variety of purposes a much wider cross-section of its community has a sense of commitment to its survival. The determination to keep these buildings open and active needs to be owned by the wider, not just the local worshipping, community so that more people make use of them and feel invested in their future. Creating this pool of strong local support is a key objective of the recommendations of this report.

Engaging Communities

The Panel therefore proposes a transitional programme to involve local communities and encourage them to use the buildings, as well as a more coherent approach to funding. These measures will involve, in the short-term, sustained funding levels. However, it is the aim of this transitional programme to secure in the longer term more financial independence and a more sustainable future. Pilot schemes in both urban and rural areas are suggested to test the impact of these proposals and provide a solid evidence base for rolling out the recommended approaches and funding nationally.

Many churches are already active at the heart of their community but not all have access to support structures which would benefit them. In order to build these across the country, the Panel recommends a period of transition, during which all congregations should have access to professionals specialising in community support and relationship building, especially with local authorities and third sector or commercial partners. This should be achieved through the creation of a national network of Community Support Advisers (CSAs) to help churches identify and enhance vital community relationships, engage with local plans and make their building available as a resource to meet local needs. This proposal should be tested in pilot schemes in both urban and rural locations. The CSAs will support the necessary thinking to incorporate churches in local plans as community assets and catalyse new activities in these buildings. Fundamentally, these advisers will supply critical support in the transition to sustainability for many churches. The role will build on the excellent work done in many dioceses by the existing Historic England support officers.

This network will be a transitional measure; longer term, this role should become lighter touch and eventually no longer required in many areas as relationships and support structures become more established and self-sustaining. We need to create a cultural shift in attitudes towards church buildings such that communities realise they are resources they can use and congregations have the confidence to share space and where appropriate to ask for a fair income.

A more strategic approach to maintenance and repair

The long term sustainability of listed church buildings requires routine maintenance and necessary periodic repairs to be carried out in a timely way. The extent to which this is achieved varies tremendously from church to church, because every congregation is individually responsible for the care of its own buildings. The impetus for change must therefore come from local areas working together to identify solutions for these

buildings at the different available levels – benefice, deanery and diocese. This means it is vital that PCCs have access to skills and resources to help them manage. Some already do this, using their Quinquennial Inspection and church architect and / or surveyor; others have help from experienced builders, diocesan staff, historic places of worship support officers or volunteers. But in some instances, these options are not readily available.

The Panel therefore recommends a network of Fabric Support Officers (FSOs) with practical heritage building expertise, to work closely with CSAs and support PCCs and others in the strategic planning and practical execution of major works and routine annual maintenance. This proposal should also be tested in pilot schemes in both urban and rural locations. Such FSOs will advise congregations on routine maintenance work and the planning and monitoring of repairs. This role will include helping PCCs to develop more effective, regularly reviewed maintenance plans, which would be further reviewed by a Quinquennial Inspection.

We expect that FSOs will visit every listed church regularly (expected to be annually). At each visit, they will assist congregations to identify and undertake the necessary routine annual maintenance and prepare or update a rolling ten year major repairs plan for that church. As part of this new approach there should be a clearer line of responsibility for building fabric within parishes and dioceses; each PCC to nominate a named individual to act on its behalf in taking forward matters relating to maintenance and repair and in the appropriate spending of any funding.

The relationship between the FSO and CSA is neatly summed up by the comment of post-holders in the current Historic England supported Support Officer scheme in Lincolnshire 'One keeps the building up and the other keeps it in use'. The location of both roles, together within each diocese, will aid the transition to improved sustainability, furthering the knowledge, skills and relationships in place within each community which can be used to the benefit of the church building.

Removal of legal barriers

The Panel heard that there are currently certain real or perceived legal barriers to wider use of and responsibility for church buildings, relating to both Church of England legislation (which carries the same weight as secular law) and to the operation of Local Authorities.

Some aspects of mixed use and management of church buildings are governed by Church law. Work is already underway by the Church of England to simplify processes so that it is easier to get the necessary consents to share the buildings or the responsibility for their upkeep. In particular, guidance is being prepared to support models of community ownership and responsibility such as the creation of local Trusts and Friends. Five legal models for developing uses of church buildings that are complementary to their primary purpose as a place of worship are available⁹, and more work is being done by the Church of England on providing training and support for churches following this route within the framework of a diocesan strategic plan.

There is confusion over the legislation that governs whether Local Authorities can spend money on church buildings and the Panel recommends that clarification is needed, especially where church buildings are being used to deliver statutory and voluntary services that the local authority wishes to support as being of community benefit.

⁹http://www.churchcare.co.uk/images/Legal_options_chart_-_updated_05.pdf

This may require changes to secular law, or the issuing of guidance from Government to clarify the legal position regarding investment into church buildings.

Future Funding Model

This Review was commissioned to examine ways in which the buildings of the Church of England could achieve greater financial sustainability. Long term, it is the view of the Panel that the Church of England should aspire to reach a position where its buildings can, as far as possible, be financed sustainably with reduced reliance on Government funding. The extent to which such reduction can take place without threatening the survival of these listed buildings should become clear during the course of the pilot studies.

However, it is not realistic to suppose that a point can be reached when no Government or other supplementary funding will be needed. There will always be some buildings that require additional funding if future generations are to enjoy and use them, where the significance of the heritage, complexity of construction, age of materials or location mean that becoming self-sustaining is impossible. What is possible and what this report recommends, is that a more strategic approach to funding can ensure that public funding serves as a safety net; that any available funding is deployed in a considered way to those buildings and projects most in need, of most heritage value, or of most benefit to their communities; and that best value is delivered from any investment made. Furthermore if investment is made into engaging communities, it should be possible to reduce public funding over time.

In the short and medium term, therefore, a period of sustained funding levels beyond 2020 will be needed, alongside a more strategic approach with the goal of reducing reliance on public funding sources. Sustaining funding levels during this period will ensure that significant investments made in recent years are protected and that timely repairs can insure against the need for much larger sums to be spent where maintenance or routine repairs have been neglected.

Long-term, the Panel envisages that with strengthened community engagement, the following will apply:

1. That through timely responses to the need for minor repairs, more costly repairs can in many cases be avoided;
2. That communities will become more engaged with the buildings and that the buildings become better and more frequently used and, as such, are able to identify and maximise increased funding opportunities from other sources.

The pilot schemes proposed will test this approach and enable a fuller determination of the extent to which public funding can be reduced, and over what time period.

If the evidence collected from the pilot schemes continues to support the Panel's recommendations, a new funding model should be adopted beyond 2020. Funding should be used for three purposes:

- A Minor Repairs Fund
- A Major Repairs Fund
- Funding for a network of CSAs and FSOs

Allocation of the two new funds should be informed in part by the work and assessments carried out by the network of FSOs and CSAs. Eligibility criteria for the funds should be established during the pilot phase. Where funding is allocated,

strict criteria should apply to ensure that places of worship a) have significant merit and b) have exhausted local funding opportunities and mechanisms before receiving Government funding for works.

Minor Repairs Fund

This light-touch fund will ensure that minor repairs can be addressed in a timely manner, preventing further deterioration leading to major repairs at a significantly higher cost. It aims to put into practice the philosophy of a 'stitch-in-time' showing the benefits of regular maintenance and small scale repair.

Major Repairs Fund

Despite a more strategic focus on prevention there will always be a need for some additional funding for major repairs. Places of worship are often highly complex buildings constructed using traditional materials that require replacement over time at considerable expense. Whilst the aim is to help them become financially viable where feasible, it is important to acknowledge that some are so historically significant that they cannot be adapted for other uses and hence will always need more funding than can be provided locally. The Major Repairs Fund is intended to address major repair needs such as re-roofing, stonework and significant structural problems.

Setting Future Funding Levels

The Panel recognises that Government funding levels are neither set in stone nor the current levels (up to £42m per year through the Listed Places of Worship scheme) guaranteed beyond 2020. The Panel has agreed that the proposed pilot schemes will enable a more accurate picture of appropriate funding levels and distribution methods to be developed, as well as refining the correct split between the two funds and the funding of posts.

The table below is illustrative and shows what the split of Government funding levels to each recommended funding stream beyond 2020 might be. The total funding amount in this illustration is £66m, which represents a median point between average annual funding levels between 2014-16 (around £90m annually) and levels over the next two years when only the Listed Places of Worship scheme will be available (£42m annually).

Funding Stream	Funding Level
Major Repairs Fund	£36m per annum
Minor Repairs Fund	£15m per annum
Network of CSAs and FSOs	£15m per annum

Pilot Schemes

The Panel recognises that the theory underpinning some of these recommendations needs to be properly tested and the evidence-base enriched. To that end, the review recommends that Government conducts pilot studies, covering both urban and rural contexts, over the next two to three years.

The pilot studies should test three key elements of this Review's recommendations:

- Community Support Adviser role
- Fabric Support Officer role

- Mechanism for assessing priorities for repair. A small, representative Minor Repairs Fund will be tested, alongside a process test for repairs that would be recommended for applications to a Major Repairs Fund (albeit the Major Repairs Fund itself will not be put in place for the pilot period).

The pilot schemes are estimated to cost £2-3 million per annum and should be funded by Government to enable evidence to be gathered to inform future spending decisions (funding for the pilots should be drawn from the existing LPW allocation, a fund which consistently spends less than the maximum amount underwritten by the Exchequer).

The pilots should test the conclusions and recommendations of this report and allow the operating methods, number of required posts and costs to be developed and refined. Furthermore, they should provide robust evidence of the value of a more coherent approach to funding for listed places of worship and demonstrate that it can reduce costs, increase efficiency, and build long-term sustainability for these buildings. They should also involve research which gathers evidence on past and current support schemes for places of worship, and enables the benefits and lessons learned from such schemes to be collated and used to inform the detailed planning of any wider rollout of this Review's recommendations.

Further detail on the proposed pilot schemes can be found at Appendix 7.

Conclusion

The buildings of the Church of England play a vital role in our national identity, in the provision of public services and in the sense of identity in communities, whether urban or rural, large or small, all over the country. The recommendations of this report are focused on targeting resources and funding to promote care, maintenance and community engagement, whilst supporting the thousands of people, primarily volunteers, who tirelessly commit their time and expertise to their local church building. The Panel believes these recommendations are critical to reinforcing and preserving the considerable investment made in these assets over the last forty years by the Government, HLF and grant-giving charities and by congregations around the country.

This approach to the use and maintenance of the buildings will help communities to see the value and potential of their church and give them the tools to build long term independence and sustainability for the future.

Recommendations

Enhancing and resourcing community use and care of church buildings

1. A national network of Community Support Advisers (CSAs) should be put in place to build cross-community relationships and promote wider and more mixed use of church buildings.
2. The Church of England should continue its work to simplify church buildings' management through the Faculty System. This work should prioritise elements relating to adaptations to allow the building to remain in use both as a place of worship and a community resource and seek to harmonise the process across all dioceses.
3. The law should be clarified, whether through legislative change or the issue of guidance, to establish that local authorities are not prohibited from awarding funding to churches.

Supporting the good care and timely maintenance of buildings

4. A network of Fabric Support Officers (FSOs) should be implemented. This network will provide churches with access to skills and resources including maintenance assessment, building management and maintenance and the ability to guide PCCs as to how to prioritise and fund works.
5. Repairs should be funded as much as possible locally, with the aim of this proportion increasing as, through the work of the CSAs, communities become more engaged. Any balance (to ensure timely execution of works) should come from a Minor Repairs Fund, to be administered on the advice of FSOs.
6. FSOs should visit each listed church building within their area of responsibility regularly (expected to be annually) and develop a Minor Repairs Plan, to be updated regularly, and a rolling ten-year Major Repairs Plan. A review of these plans by church architects or surveyors every five years should be carried out as part of a Quinquennial Inspection.
7. The PCC of each church, as the body corporate with responsibility for the building fabric, should nominate a named individual to act on its behalf in taking forward routine maintenance and repairs and to be the key point of contact for the Fabric Support Officer.
8. Planned major repairs (long term maintenance) should be financed principally by local fundraising and topped up where proven necessary from a Major Repairs Fund.
9. The Panel considers that a nationally administered fund for works to keep cathedrals safe and open, similar to the First World War Centenary Cathedral Repairs Fund, should be considered as a separate exercise.
10. At least two pilot studies, covering both urban and rural contexts, should be conducted to test and develop the recommendations of this report.

Further details on these recommendations are set out starting on page 29 of this report.

Background and Context

The English Churches and Cathedrals Sustainability Review has been tasked with working with interested parties to review the evidence, identify good practice and explore ways of improving the sustainability of English church buildings.

Scope of the Review

The Review has been focused on Church of England listed buildings and has not covered other faith groups, Christian denominations, or churches in Wales, Scotland, the Isle of Man or Northern Ireland. The Panel recognises that similar challenges – although not necessarily on the same scale – exist across other parts of the UK and across other faiths and denominations.

Recommendations may prove to be relevant to these groups; they will be shared widely to allow such aspects to be appreciated and will be in the main capable of being adjusted so that all places of worship can benefit from outcomes and to be certain that no inadvertent harm is being done to any faith group or other Christian denomination as a result of actions proposed by this Review. In particular this Review recognises that definitions of 'community use' vary between different groups and that recommendations in this report relating to mixed and wider use may not be taken up by denominations or faiths which do not permit secular uses of religious space. We believe that for all places of worship the need for public funding of maintenance and repair should be judged on the historic value of building.

It is recommended that alongside the proposed pilot projects, Government should engage with other faiths and denominations to ensure that the recommendations can be taken forward wherever applicable and welcome to other listed places of worship and that the different needs and perspectives of those groups are considered fully.

The Panel recognises that the Church of England, like other denominations and faith groups, also uses unlisted church buildings that are nevertheless of pastoral importance. We appreciate that whilst our focus was on the funding and sustainability of listed churches the issue of historic significance is not always the priority for congregations or dioceses as they manage their resources.

Whilst heritage is a devolved matter, the Panel recognises that the Government funded Listed Places of Worship scheme, as well as the more recent Roof Repairs Fund, is a UK wide funding source for places of worship. The Panel is clear that any England-only spending should be reflected fairly in funding allocations to the Devolved Administrations.

Cathedrals

Cathedrals form a separate category, with different funding arrangements to parish churches. The social and economic benefits of cathedrals are laid out in a 2014 Ecorys report.¹⁰ Although the terms of reference for this Review included cathedrals, it became apparent during consultation that their needs were very different from those of England's 16,000 parish churches. Cathedrals have paid, professional staff to raise, administer and account for funding and carry out necessary works. This means they do not stand in need of the new support posts proposed in this report.

This is not to diminish their need; with the end of the First World War Centenary Cathedral Repairs Fund there is a requirement that the upkeep of some of England's finest large buildings be carefully considered as a national matter. The Panel considers that a nationally administered fund for works to keep cathedrals safe and open, similar to the First World War Centenary Cathedral Repairs Fund, should be considered as a separate exercise.

The Review has not looked at:

- faith-based aspects of the management of churches and cathedrals;
- church schools;
- closed and ruined churches and ancillary buildings to open churches;
- diocesan management and the legal structures of the Church of England although the Review Panel has been kept briefed on the on-going simplification work being done under the Church's Renewal and Reform agenda;
- Ecclesiastical Exemption except for elements of its operation which could sensibly be clarified in order to address barriers identified by the Review Group (for example definition of 'ecclesiastical purposes').

Alternative Models for Ownership, Funding and Management

It should be noted that in reaching its final recommendations, the Panel considered a range of alternative models for the ownership, funding and management of church buildings. Many of these were not considered appropriate for the Church of England at this time, or outside the scope of this Review as they would involve either significant legal or policy changes that are either not feasible, or would not favourably alter the fundamental problems affecting these buildings. It was not considered viable, for example, to recommend a switch to a funding model like that of Germany's, where church buildings are funded by a separate 'opt-in' church tax. This model is generating declining revenues in Germany and evidence presented to the Panel suggested that this would not be welcomed by Local Authorities and that those who are inclined to give money voluntarily for the upkeep of church buildings probably already do so, through parish giving, Friends groups or other local schemes. Similarly, an ownership system like that in France, where church buildings are owned by the state, could not be adopted in the UK.

Alternative management methods while the church remains in use as a church were also considered, for example through a charitable trust, Local Authority, or becoming a Festival Church. However, the reality is that alternative management methods do not remove, but rather simply transfer, the funding liability and attendant considerations

¹⁰ The research by Ecorys was carried out for the Association of English Cathedrals in 2014: <http://www.englishcathedrals.co.uk/documents/2015/06/economic-social-impacts-englands-cathedrals.pdf>

and problems. There is no single, simple solution. The Panel therefore considered that their focus should remain on local solutions within the existing framework of ownership and management by the Church of England.

Non-Viable Churches

Some churches do not have an interested and available community immediately around them. These may be very rural churches, or they may be churches in suburban areas where populations are transient and therefore harder to engage. This is not to say that there will be no interest in these buildings or possible uses for them and the recommendations of this Review still very much apply. The Review has focused primarily on ways to ensure listed church buildings remain in use with improved facilities so they are more widely used by the communities around them. It does not, therefore, consider in detail the means for dealing with churches which are no longer in use or cannot be brought into more sustainable use and need to be closed.

The Panel considers that the scope for introducing wider uses alongside worship should be explored wherever possible, when the congregation is sufficiently strong to consider new partnerships and enjoy the challenge of making the building available as appropriate. It becomes a matter of urgency when the long term sustainability and repair of a listed church building is under review. The Community Support Advisers will be able to help congregations across a spectrum of experience, from 'worship only' to 'mainly non-worship uses', so that sensitive but practical arrangements can be made that are feasible given the building and resources available locally.

In some situations it will not be possible to identify viable partners or alternative models of management and the building will be closed. In some cases the significance of the building will be such that it is accepted for long-term vesting in the Churches Conservation Trust but in the majority of situations this will not be possible. The future of all closed Church of England churches is determined by the diocese in partnership with the Church Commissioners within the framework provided by the Mission and Pastoral Measure 2011.

Methodology

How the Review was conducted

The Review Panel was tasked with delivering a report and recommendations to the Secretary of State for Digital, Culture, Media and Sport and the Chancellor of the Exchequer.

Review Panel

The Panel met seven times during the course of the review and members attended stakeholder events to gather further evidence in a creative and community focused way. The panel members who have participated in this review have done so in a personal capacity.

The Panel have been supported by a Working Group comprised of officials from the Church of England, Historic England, Heritage Lottery Fund, Church Commissioners and DCMS, who provided material for the Panel's consideration. The Panel's responsibility was to consider the existing evidence, provide draft recommendations, agree final recommendations and agree the final report.

Working Group

The Working Group, chaired by DCMS, has met twice a month to pull together and study existing evidence, identify and commission further information to fill any gaps and present the evidence to the Review Panel. The Chairman has attended one of the working group meetings and met frequently with its DCMS members.

The Working Group has provided the secretariat to the Panel.

Reference Pool

The Reference Pool was made up of individuals who have a comprehensive range of knowledge and experience and who have good outreach to further expertise and examples. Views were sought from Reference Pool members at key points as the report and recommendations were developed and refined. The Chairman has also met with members of the Reference Pool.

Literature Review

With help from members of the Reference Pool the Working Group identified a wide variety of texts which had a bearing on the subject. Information from these texts formed the basis of much of the information presented at the first meeting of the Panel.

Workshops

Three workshops took place as part of the initial evidence gathering for the Review. They were attended by people from within the local communities including members from the diocese, charities, residents and businesses, creative and community organisations.

The events were an opportunity for attendees to hear more about the innovative uses of church buildings and to discuss what support might be needed to help them make full use of these buildings and explore any perceived challenges.

Expert evidence session

The Review Panel met for an 'Away Day' in late September 2016 at Rycote Park in Oxfordshire to discuss the findings from the workshops in the light of additional evidence and informed insights from individuals with particular expertise and experience.

Historical Funding Arrangements

England's 16,000 church buildings include 45% of the country's Grade I listed heritage assets and act as a repository for huge swathes of English history. Although the reason for this Review was their future, not their history, it is relevant to an understanding of the current situation to summarise the relationship of Government to church buildings over the past century.

The Tithe Act 1936¹¹ effectively abolished tithing as a requirement, removing a millennium-old form of revenue for Church of England parishes. By the 1970s the effects of this were being felt by parishes across the country and in 1977 a Government grant scheme was announced by the Department for the Environment as part of a package of works to support the building industry. There followed a continuous stream of investment in historic places of worship (of all denominations) which continues in various forms today. These are summarised in the table opposite:

¹¹ <http://www.legislation.gov.uk/ukpga/Geo5and1Edw8/26/43/enacted>

Scheme	Years	Scope	Funding body	Administrator	£m total
Church grants ('State aid for churches')	1977-1983	Repairs to churches	Government	Historic Buildings Council (under the Department of the Environment)	8
Church grants ¹²	1987-1997	Repairs to churches, including some contents; non-Christian places of worship included	English Heritage	English Heritage	105
Joint Places of Worship Scheme ¹³	1997-2003	Repairs to places of worship, including some contents; new facilities	EH/HLF	EH	111
Repair Grants for Places of Worship	2002-2013	Repairs to places of worship	EH/HLF	EH	254
Grants for Places of Worship ¹⁴	2013-2017	Repairs to places of worship (excluding cathedrals); inc opportunity to fund new facilities/staff/activities	HLF	HLF (with technical advice from HE)	116
LPOWGS	2001-2020	VAT incurred in repairs and maintenance and alterations of places of worship (inc cathedrals and redundant POWs managed by trusts)	Government	Top Mark (since June 2014)	250
LPOW Roof Repair Fund (UK wide)	2015-2016	Repairs to roofs and rainwater disposal systems (excluding cathedrals)	Government	NHMF	55
Support Officers	2009-2015	Salaries and overheads for support officers normally attached to dioceses	EH (latterly HE)	EH (latterly HE)	2.5
Cathedral specific schemes					
Cathedral grants	1991-2010	Repairs to cathedrals including fire safety, archives etc.	EH (with Wolfson Foundation 2007-10)	English Heritage	51.5
WWI Cathedral Repair Fund	2015-2017	Repairs to CofE and RC cathedrals	Government	CFCE	40
Total					£993m

Timeline of Government investment in historic places of worship since 1977. Note that the investment programmes have covered different time periods and due to inflation, cannot be directly compared.

Funding figures are England only, unless otherwise specified.

¹² Pg 63, 'How do we keep our parish churches', by Trevor Cooper, 2004

¹³ Information on JPOW, RGPOW, GPOW, support officer and Cathedral grants funding sourced from HE and HLF.

¹⁴ Note that, in addition to the sums awarded through targeted programmes such as RGPOW and GPOW (set out in the table), substantial sums have been spent on places of worship through HLF's open programmes. (The overall figures between 1994 and 2017 show that approx 50% of spend is through open programmes and 50% through targeted programmes). Total figure for spend on places of worship since HLF was founded in 1994 is around £704m. This is spend covering places of worship from all faiths and denominations including cathedrals and covers a range of scales of projects too

The reasons for Government's interest and investment in historic churches are manifold: it is recognised that listed status has been placed upon buildings which are not primarily owned and seen as 'heritage' buildings, but rather as places of worship and community hubs. Church of England churches are uniquely placed to act as centres of local identity and pride, being prominent in almost every area of population. Their importance is often highlighted at times of national emotion, when they become a draw and a focal point for those gathering together to express and share grief or celebration. Church and cathedral buildings make a strong contribution to the tourist industry. Many places are defined by their church building and the local economy benefits from spend by the church and by those visiting it. The continued investment of sequential Governments is testament to the recognition of this importance.

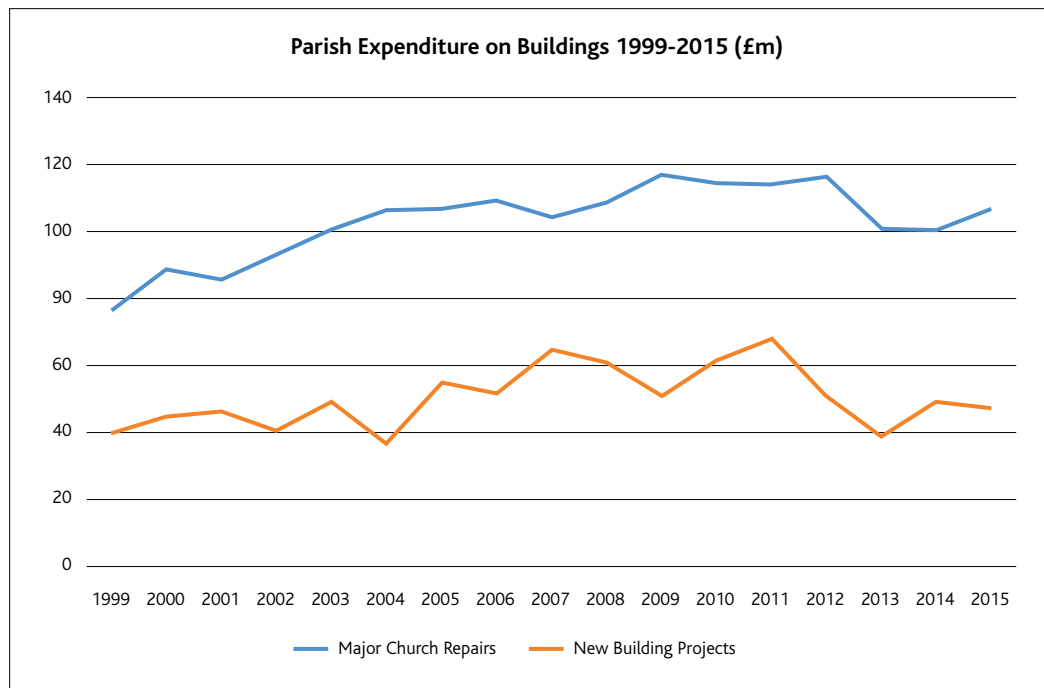
How the Church of England manages its buildings

The management of church buildings is highly devolved. Each congregation is responsible for the maintenance, care and development of its building. Each church will have an inspecting architect or surveyor who will produce, every 5 years, a report into its condition. It is then for each PCC to understand the report and act on its recommendations. When funding is needed to undertake these works it is for the individual congregation to raise it. This is usually found from a mixture of direct giving, fundraising events and grant applications. Where possible, better resourced churches build up reserves to meet major project needs.

When works to buildings need permission this is administered at diocesan level, with consultation with national amenity societies and the national church required for works that have an impact on significant historic fabric. Each diocese will support its churches with advice over proposals for works to buildings. Some dioceses will employ staff to specifically encourage development of church buildings and to assist congregations in approaches to funders. When works are done it is the PCC officers, often in consultation with an architect or surveyor, who will sign the contract and be responsible for payment.

Good practice is encouraged by means of advice and guidance, which is available nationally through websites such as churchcare.co.uk and regionally through diocesan web and paper resources. There is good recognition throughout the Church of England of the benefits of developing church buildings to meet current worship and community needs – although it rests with each congregation to take the initiative in these matters.

The graph opposite shows the investment parishes have made in both repair and maintenance, and new works, since 1999 (using funding drawn both from their own fundraising, direct giving and from grants from public sources). The drop in 2012 represents the gap between closure of the HE administered Repair Grants for Places of Worship Fund and the opening of the HLF Grants for Places of Worship scheme, showing the high impact of national grant funding.



Church of England parish expenditure on building repairs and new projects 1999-2015¹⁵

2015 Report of the Church Buildings Review Group

In 2015 the Church of England underpinned its commitment to finding sustainable solutions for its buildings in the Church Buildings Review.¹⁶ This report summarised the position in the introduction:

“Some 78% of the Church of England’s 15,700 churches are listed. Over 57% of churches are in rural areas, where only 17% of the population lives. 91% of rural churches are listed, compared with 63% in suburban and 55% in urban areas. The Church of England is responsible for around 45% of the grade I listed buildings of England and almost three-quarters of these are in rural areas.”

Its recommendations, now being carried out, were as follows:

1. Church and Government representatives should explore ways in which more assured financial support for listed cathedrals and church buildings can be provided for in the long term.
2. In order to facilitate new, creative models of managing and caring for buildings and free up clergy and laity for mission and ministry the Parochial Church Councils (Powers) Measure 1956 should be amended to enable a PCC – with diocesan consent – to formally transfer its care and maintenance liability to another body.
3. Guidance on legal models relating to the use of open church buildings should be more widely disseminated in order to promote good practice in enabling such wider use.
4. The next phase of the Simplification Agenda, in looking to reduce ‘red tape’ affecting parish and benefice structure and organisation, should, as proposed, review governance requirements with a view to relieving pressures on clergy and laity and freeing up energy and resources for mission.

¹⁵ Figures for 2016 are not yet available

¹⁶ https://www.churchofengland.org/sites/default/files/2017-12/church_buildings_review_2015.pdf

5. The Simplification Group's recommendation to amend Canon B 14A to facilitate 'Festival Churches', while proposing further work on their role and how mission and evangelism are developed in the surrounding communities, should be implemented. Additionally, the Church Buildings Council should work with dioceses pioneering this concept to identify and promote good practice in caring for such buildings. A grouping such as an Association of Festival Churches may also offer a beneficial means of supporting such initiatives.
6. Regular diocesan church building reviews or audits should be incorporated into each diocese's vision and strategy, as well as forming an integral part of deanery Mission Action Planning. Dioceses need to see the strategic importance of investment to address buildings issues, drawing in as much outside help as can be secured.
7. While closed church buildings should continue to vest in Diocesan Boards of Finance until their future is settled, any Diocesan Mission and Pastoral Committee should be able to transfer all of their use-seeking functions for closed churches to the Church Commissioners, with the latter's consent.
8. Staff in Church House involved in all aspects of church buildings including cathedrals and chancels should be brought together to form a single staff team, with the relevant staff (excluding those working regionally) based in one location within Church House.
9. A new statutory Commission (perhaps entitled the Church Buildings Commission for England) should be established to take an oversight of the Church of England's stewardship of its church buildings and enable a more strategic view to be taken of priorities and resource allocation. This would replace the present Church Buildings Council including its Statutory Advisory Committee, and the Church Commissioners' Church Buildings (Uses and Disposals) Committee. While no changes in the responsibilities of the Church Commissioners in relation to church buildings issues are proposed, the new body, for some purposes, would act as a committee of the Commissioners.
10. The current powers and responsibilities of the Churches Conservation Trust work well and should not be changed.

These recommendations align well with the recommendations of this Review, demonstrating a degree of synergy, and an opportunity for Government and the Church to work together to solve these key issues.

Detailed recommendations

1. Community Support Advisers

A national network of Community Support Advisers (CSAs) should be put in place to build cross-community relationships, and promote wider and more mixed use of church buildings.

Over 70% of responses to the online consultation considered that wider community use of a church building was extremely or very important in contributing to a sense of local community involvement. Through the workshops, evidence sessions and consultation responses, the Panel has found that the most valuable investment is in people, and providing them with access to the skills and resources to support the long-term viability of church buildings.

Crispin Truman OBE, formerly of the Churches Conservation Trust, wrote in one response that the ideal model would be 'small teams.. to consult and engage the wider community, identify needs and potential uses ranging from very soft-touch extended community use with worship, right through to complete change of use, and then work with local partners to take the steps necessary'.

The skills felt to be most important for resources at this level included entrepreneurial skills; project management and procurement skills; ability to form relationships with secular institutions; experience in community outreach; mobilisation of volunteers; and experience of identifying and applying for alternative funding sources.

A network of Community Support Advisers is recommended to be created across all dioceses to promote local engagement, work with Local Authorities, and provide expertise. Every building is different and tailored local solutions are needed to ensure a building is sustainable. The CSA role will therefore require a different focus in each area according to local needs. However, the role will exist in order to help churches to develop long-term solutions through wider community involvement, mixed secular and religious use, and commercial opportunities. They will also help churches to develop relationships across the wider community, particularly to gain secular support for the building through closer ties with local authorities, services and private enterprises and to identify potential good quality, long-term sources of funding. Through this work, the CSA will be key to the changing of perceptions about church buildings in the wider community, which is essential to their survival. They should also undertake work to promote the buildings as assets for the whole community with a wide range of potential uses.

Many of those involved in the care and maintenance of listed church buildings find the processes of getting permission or making bids for funding complex or, in some cases, are simply not aware that such funding streams are available. CSAs may assist and support PCCs with Faculty applications, as well as giving assistance with funding applications to charitable funders for building improvements (e.g. kitchens / serveries or lavatories), which may be necessary to provide more functional facilities.

Another area where communities may need support is in the consideration of new models for managing church buildings. CSAs will be equipped to advise communities on a range of legal options from Friends groups to setting up a Trust with specific responsibility for the use, care and maintenance of the building. Such a trust could promote appropriate secular activities in the church, involving secular community leaders and the Local Authority. The Church of England is also working to facilitate the creation of new models of managing church buildings.

Local planning authorities need to recognise fully the value of church buildings, and potential benefits of utilising these within regeneration and development schemes. CSAs should work to raise awareness of this and through their work to build and improve relationships with local authorities can press for the consideration of listed church buildings in local plans as community assets, where appropriate.

CSAs may also work with FSOs in relation to developing and maintaining a Major Repairs Plan (to ensure that such plans reflect and enable plans for wider community use of church buildings). It will be important for CSA and FSO roles to work together to provide a rounded package of support to churches.

It is assumed that these roles will be based in diocesan offices. Where relevant, these should build on the current Places of Worship Support Officers scheme (employed in 10 out of 42 dioceses, with financial support from Historic England) and other existing schemes. It is proposed that this recommendation should be further tested through pilot schemes over the next two to three years, in both urban and rural contexts.

2. Process Simplification

The Church of England should continue its work to simplify church buildings' management through the Faculty System. This work should prioritise elements relating to adaptations to allow the building to remain in use both as a place of worship and a community resource, and seek to harmonise the process across all dioceses.

It has been made clear to the Panel that many congregations believe that adaptations and the addition of new facilities such as servery areas and WCs are needed in order for buildings to be more flexible, useful and therefore sustainable. Such additions may lend the church the ability to generate additional income through renting out space or other uses.

Around two thirds of consultation responses received from individuals that are not involved in the care of churches thought that providing facilities such as tea points, toilets and car parking would make churches more attractive as venues and that having adaptable event spaces was important.

Work should be done to simplify further the consents required for mixed use and improvements and to harmonise the operation of the faculty system across all dioceses. CSAs should be able to assist churches in obtaining faculties and other consents. It is understood that there must be a balance between innovation and adaptation of buildings to suit modern needs and the appreciation and preservation of what is of historical significance.

The Panel understands that some work is already underway in this area by the Church of England as part of its Renewal and Reform programme, which was explored as part of the Church of England's 2015 Report of the Church Buildings Review Group¹⁷. That Report made several recommendations, two of which have been especially relevant to this Review:

¹⁷ https://www.churchofengland.org/sites/default/files/2017-12/church_buildings_review_2015.pdf

- **Recommendation 2:** In order to facilitate new, creative models of managing and caring for buildings and free up clergy and laity for mission and ministry the Parochial Church Councils (Powers) Measure 1956 should be amended to enable a PCC – with diocesan consent – to formally transfer its care and maintenance liability to another body.
- **Recommendation 3:** Guidance on legal models relating to the use of open church buildings should be more widely disseminated in order to promote good practice in enabling such wider use.

The Church of England's Renewal and Reform initiative includes a workstream on Simplification, considering concerns about the constraints caused to mission and growth by the Church's existing canons, legislation, regulations and procedures. This work will:

- Change Canon Law to relax the statutory requirements for regular worship in parish churches, allowing some buildings to be used more flexibly.
- Amend Church Representation Rules to reduce the burden on parish clergy and volunteers and to enable adoption of more flexible governance models which would better suit individual churches.
- Simplify Parish Reorganisation to speed up the consultation and planning process, allowing churches to make changes more quickly and easily.

In addition to the above the church is making provision for a Diocesan Advisory Committee to delegate matters to its officers which will allow faster turn-around of advice for some types of Faculty application.

It is hoped that simplification of these processes will encourage churches to develop projects which will enable more flexible and increased use of their buildings, and promote their use by the whole community, both religious and secular. More needs to be done in this area with urgency.

3. Legal Clarification

The law should be clarified, whether through legislative change or the issue of guidance, to establish that local authorities are not prohibited from awarding funding to churches.

Section 8 of the Local Government Act 1894¹⁸ confers a number of additional powers on a parish council. Among these is the power to execute works subject to the condition that they do not relate to property relating to the affairs of the church. The Local Government Act 1972¹⁹, however, permits a local authority (whether at county, district or parish council level) to contribute towards the maintenance, repair or adaptation of churches and even possibly levy a parish rate on the basis that the expenditure would be in the interests of, and bring benefits to, some or all of the inhabitants of the area.

Evidence submitted to the Review suggested that there is considerable confusion as to whether the 1972 Act supersedes the Local Government Act 1894, and that the 1894 Act is still perceived as a barrier, preventing investment in church buildings by local authorities.

¹⁸ <http://www.legislation.gov.uk/ukpga/Vict/56-57/73/contents>

¹⁹ <https://www.legislation.gov.uk/ukpga/1972/70/contents>

Clarification on this point should be given, whether by repealing section 8 of the 1894 Act, or by the issue of guidance. This should clarify that local authorities can invest in church buildings in accordance with Section 137 of the Local Government Act 1972.

Additionally, repeal or the issue of guidance should clarify that certain parish councils are also able to fund church buildings using powers contained in the Localism Act 2011²⁰. The Act allows certain parish councils, as long as they meet certain criteria, to pass a resolution which allows them to have the benefit of the so-called "General Power of Competence". An eligible parish council is one in which at least two-thirds of the members have been elected (i.e. not co-opted), and in which the clerk has completed one of a specified range of training courses. Having passed such a resolution, the relevant parish council would have the power to fund repairs and improvements and changes to church property (albeit it would have to take such a decision in line with its proper internal processes).

4. Fabric Support Officers

A network of Fabric Support Officers (FSOs) should be implemented. This network will provide churches with access to skills and resources including maintenance assessment, building management and maintenance, and the ability to guide PCCs as to how to prioritise and fund works.

It is clear from evidence received by the Panel that congregations would welcome support to look after the fabric of their church buildings. Many respondents said that incumbents, churchwardens and Parochial Church Councils (PCCs) can struggle, particularly in rural locations, with the burden of repair and maintenance. One noted "Volunteers help sustain the churchyard, clean the church and a few contribute funding...but the maintenance of a grade I listed building is challenging."

To support them, a network of Fabric Support Officers (FSOs) should be created, based in diocesan offices and working closely with the proposed network of Community Support Advisers (CSAs – recommendation 1).

The FSOs would be dedicated to assisting congregations in caring for the building fabric of their church, and implementing strategic plans for all their listed church buildings. They should be from a practical building maintenance or conservation background. FSOs should also engage with existing building maintenance schemes where possible.

It would be expected that FSOs in each diocese would visit each church in their area of responsibility regularly (expected to be annually). They will assist each church to create, and review regularly, both a Minor Repairs Plan and a rolling ten year Major Repairs Plan. Church architects and / or surveyors would remain involved in execution of major works. They will provide a formal review of the rolling ten year plan every five years. This review should form part of a Quinquennial Inspection.

The FSO should also work closely with the local CSA to ensure that churches which are looking to develop support from the wider community, or which are applying for grant funding, are given the correct help at the right time.

A small central team of FSOs should then collate, at diocesan level, the plans for longer term repairs and maintenance of each church.

²⁰ <http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>

5. Minor Repairs Funding

Repairs should be funded as much as possible locally, with the aim of this proportion increasing as, through the work of the CSAs, communities become more engaged. Any balance (to ensure timely execution of works) should come from a Minor Repairs Fund, to be administered on the advice of FSOs.

Over two-thirds (68%) of respondents to the online consultation agreed that local communities should have some responsibility for the upkeep of their church. A high proportion (67%) of those responding on the best form of national level support also stated that funding on a national level remained important.

Funding for routine maintenance (e.g. gutter cleaning) should form a central part of any church's care for its historic fabric, because routine maintenance can often delay the need for major repair work.

This Minor Repairs Fund is conceived as a means of addressing minor repairs in a timely manner, preventing further deterioration which leads ultimately to large repair bills and the church building becoming 'At Risk'. It aims to put into practice the philosophy of a 'stitch-in-time' showing the benefits of regular maintenance and small scale repair. Funding even minor repairs can be impossible for those caring for many vulnerable church buildings and this scheme would avoid such neglect. The CSA, in consultation with the FSO, can help to establish with each PCC and incumbent how much of the cost of minor repairs can be afforded by church and local community. Where churches can demonstrate that they have met stringent criteria and exhausted local funding options, the balance for repairs may be topped up from a Minor Repairs Fund.

The Minor Repairs Fund should only be used to supplement costs for repairs capped at an agreed level, following the piloting of this approach. The appropriate annual level for the Minor Repairs Fund should be assessed and established as part of the pilot schemes over the next two to three years.

There is scope for economies of scale when it comes to maintenance provision and FSOs can manage routine maintenance with appropriate local contractors on a groupage basis to reduce costs whilst maintaining high quality standards. In addition FSOs should be tasked with raising awareness and encouraging the use of existing national schemes and tools such as the Parish Buying service, local volunteer maintenance co-ops, engaging contractors for multi-building gutter clearance contracts, or the Maintenance Booker website (if it were rolled out nationwide). Increased use of these should contribute to reduced costs for maintenance of each building, as well as minimising the efforts individuals need to put into securing a properly qualified contractor and ensuring that a good job is done.

It is recognised that toolkits for planning and managing maintenance already exist, and use of these should be promoted and encouraged. A list of some of these toolkits and resources is included in this report at Appendix 4.

6. Inspection and Strategic Planning

FSOs should visit each listed church building within their area of responsibility regularly (expected to be annually), and develop a Minor Repairs Plan, to be updated regularly, together with a rolling ten-year Major Repairs Plan. A review of these plans by church architects or surveyors every five years should be carried out as part of a Quinquennial Inspection.

Within the Church of England every church building should be inspected every five years (according to the law) by an architect or chartered building surveyor approved by the Diocesan Advisory Committee (DAC). This is known as a Quinquennial Inspection. This regular system of review is designed to ensure that church buildings are kept in good repair and to ensure timely recognition of sudden failures in historic fabric. However, the evidence presented to the Panel suggests that Quinquennial Inspection Reports are not consistently used as the basis for regular maintenance or to plan cyclical major repairs.

Part of the FSO role should be to provide advice to congregations relating to their long term building maintenance. In addition to this, FSOs should visit every listed church within their area of responsibility regularly (expected to be annually) to assist the PCC in preparing and updating both an annual Minor Repairs Plan, and a longer term ten year rolling Major Repairs Plan. These would produce a comprehensive summary of works needed, and a practical programme for carrying them out, allowing individual churches to plan repairs more strategically. Church architects and / or surveyors should review the plans for each church every five years, and assist as needed in the development of plans as part of a Quinquennial Inspection.

This process would provide the PCC, incumbent and churchwardens with a clearer understanding of essential annual maintenance works that should be given priority, urgent minor repairs to prevent problems escalating and major repairs to be planned for in the next ten years.

The Church of England's Church Buildings Review Group report has recommended that regular diocesan church building reviews should be incorporated into each diocese's vision and strategy (para 153ff). Work is ongoing by the Church of England to take this recommendation forward. This would be supported by the proposed central team of FSOs.

The central FSOs would consolidate the individual Minor Repairs Plans and Major Repairs Plans for each diocese, directly supporting the diocesan building review process. This would enable a strategic view of buildings across the diocese and ensure the effective targeting of funding.

7. Responsibility

The PCC of each church, as the body corporate with responsibility for the building fabric, should nominate a named individual to act on its behalf in taking forward routine maintenance and repairs, and to be the key point of contact for the Fabric Support Officer

It is important that there is a named individual in each listed church with responsibility for routine maintenance. This individual would become the principal point of contact for the FSO and CSA in matters of maintenance and repair. He or she would take the lead (or delegate appropriately) to ensure that works identified within the Minor Repairs

Plan were completed and would liaise with the local FSO over any difficulties with this. Once works are carried out, this individual would also be asked to notify the local FSO, who would then update the maintenance plans for the church.

The FSO would monitor whether churches were keeping up to date with their plans, and provide additional support to any which are not able to carry out the agreed maintenance work. The FSO would also update the diocesan level plan with any relevant repair and maintenance information.

This process would ensure that the FSO can give the right amount of support to individual churches. It would also ensure that individual maintenance plans and the diocesan strategic plans are kept up to date, which would allow churches and dioceses to plan their expenditure and fundraising applications more strategically and effectively.

8. Major Repairs Funding

Planned major repairs (long term maintenance) should be financed principally by local fundraising, and topped up where proven necessary from a Major Repairs Fund.

Most historic buildings will, on a medium to long-term cyclical basis, require a large injection of capital funding for major works such as replacing the roof or repairing decayed stonework, even where this is guarded against by responsible and regular routine maintenance. Although capital fundraising is a fact of life for many churches, it is recognised that for some, it is not possible to raise and hold large reserves against potential long-term issues.

The CSA, in consultation with the FSO, can help to establish with each PCC and incumbent how much of the cost of major repairs can be afforded by church and local community. Where churches can demonstrate that they have met stringent criteria and exhausted local funding options, the balance for major repairs may be topped up from a proposed Major Repairs Fund, and taking account of the advice of FSOs in the relevant diocese.

A clear set of criteria should also be developed to set out what constitutes a major repair and enables churches to apply for this funding.

Where emergency or urgent unforeseen repairs arise and are assessed as priorities, facility should be available within the Major Repairs Fund for flexibility across financial years to ensure that such repairs can be funded, with any overspend adjusted in funding available in future years.

The appropriate annual level for the Major Repairs Fund should be assessed and established as part of the pilot schemes over the next two to three years.

9. Cathedrals

The Panel considers that a nationally administered fund for works to keep cathedrals safe and open, similar to the First World War Centenary Cathedral Repairs Fund, should be considered as a separate exercise.

England has 42 Anglican cathedrals, and 20 Roman Catholic cathedrals. Cathedrals are the seat of a bishop and the mother church of a diocese. They are open every day and host multiple daily services which are open to anyone and free to enter. Nine Church of England cathedrals charge for entry other than to services. Church of England

cathedrals typically have estates for which they are responsible and many have been successful in leveraging these for both commercial income and to enhance the visitor experience. Funding for a Dean and two residentiary canons is provided by the Church Commissioners. Some, but not all, cathedrals receive additional discretionary funding from the Church Commissioners. In no case do these sums cover the running costs of some of England's oldest and most complex buildings. One cathedral (Lincoln) is on the Historic England Heritage at Risk register, and parts of others – such as the Edgar Tower at Worcester – are also on the Register. Cathedral buildings of the Church of England are managed under a separate legislative and governance framework from all other churches.

What differentiates cathedrals (like major parish churches) from other churches is the scale of their need for repairs and maintenance. The largest cathedrals have an annual maintenance and repair bill of millions of pounds a year. Whilst they are better placed than most churches to raise funds, there is a case to be considered as to whether the need for constant fundraising for building matters distracts them from their civic, social and community roles, which have been shown through reports such as *Spiritual Capital* and the *Ecorys Social and Economic Impact Report* to have multi-million pound benefits to the country.

We recommend that a separate exercise is set up to evaluate the most effective way of ensuring that cathedrals can keep their buildings in a good state of repair, open for worship and for visitors, and continue to play a key role in supporting and growing communities.

10. Pilot schemes

At least two pilot studies, covering both urban and rural contexts, should be conducted to test and develop the recommendations of this report.

The Panel proposes that the Review's key recommendations should be tested over the next two years by a pilot scheme. This scheme should be a short term, Government funded pilot, specifically to explore the value created by the two support officer roles and how they can operate to best effect, as well as a new, more strategic mechanism for allocating funding for church repairs. The two roles to be created are:

- Fabric Support Officers – to focus on repair and maintenance as set out in the report;
- Community Support Advisers – to focus on developing new and stronger community engagement between places of worship, local government, community and voluntary sectors.

The pilot will also establish a small grant fund to enable a test of the Minor Repairs Fund as detailed at recommendation 5. It will not be feasible to test a micro version of the Major Repairs Fund, as the sums involved would be too great; however, the Support Officers will also be asked to test the mechanism for assessing priorities in their area of responsibility and recommending applications to a Major Repairs Fund. The Listed Places of Worship scheme should continue to be open to all listed places of worship for the duration of the pilot.

The new posts should be created in at least two areas. The posts will be based within diocesan offices, under the leadership of a senior manager supportive of the project.

The pilot should be monitored throughout by Government and an expert working group, which should include representation from members of the review group, the Church of England, Historic England, HLF and a diocese with proven experience in improving sustainability and community engagement.

The pilot will cost £2-3m p/a and should be funded by Government to enable the findings to inform future funding decisions. Rigorous evaluation should take place before the pilot commences, in order to establish a baseline; throughout the pilot period itself; on completion; and further ahead, to ensure that long-term outcomes are also captured. These outcomes should be shared widely to enable learning to be disseminated. The evidence collected should provide robust evidence of the value of a new approach to funding for listed places of worship, and demonstrate that it can increase efficiency and build long-term sustainability for these buildings.

Appendices

1. Panel biographies

The panel members who have participated in this review have done so in a personal capacity.

Chairman: Bernard Taylor, Chairman of the Royal Commission for the Great Exhibition of 1851

Bernard Taylor has had a career in industry and merchant banking at Smiths Industries, Barings and Robert Fleming & Company where he was Chief Executive and JP Morgan Chase where he was Vice Chairman of Europe. He is currently non-executive Chairman of Evercore Partners in Europe.

He is also a Royal Commissioner and Chairman of the Commission for the Great Exhibition of 1851, which is a grant making educational trust for scientific and technological disciplines also including engineering, the built environment and design.

Bernard was one of the first lay trustees (Council member) of Oxford University and was Chairman of the Audit and Scrutiny Committee of the University. He is now Deputy Steward of the University and a member of its Finance Committee, the Medical Sciences Division Board and the Mathematical Physical and Life Sciences Board. He is an Honorary Fellow of St. John's College Oxford and a Fellow of the Royal Society of Chemistry.

He was educated at Cheltenham College and Oxford University (St. John's, Scholar). He has held a number of non-executive positions in commercial and not for profit organisations and is currently Chairman of Garsington Opera and also of the Ashmolean Museum.

Bernard has had a long standing interest in and much experience of looking after historic buildings and is responsible for, amongst other things, Rycote Chapel.

Sir Tony Baldry, Chair of the Church Buildings Council

Sir Tony Baldry has had a long and wide ranging career, both as a barrister specialising in construction law and as a politician. He was Personal Aide to Margaret Thatcher in the October 1974 General Election and subsequently remained in her private office when she became Leader of the Opposition.

He was elected as a Member of Parliament in 1983, serving continuously as MP for North Oxfordshire until standing down in 2015. He held various ministerial posts during the 1990s, serving as Minister of State in the Ministry of Agriculture, Fisheries and Food from 1995-97. He was awarded the Robert Schumann Silver Medal for contribution to European politics in 1975.

He was appointed Second Church Estates Commissioner in June 2010, with responsibility for answering questions in the House in a manner similar to questions

to ministers on the work of the Church Commissioners. He held this position until he stood down at the General Election in 2015.

He was appointed Chair-designate of the Church Buildings Council in September 2014 and officially took up the post when he stood down as an MP in March 2015. The Church Buildings Council is a statutory body accountable to the General Synod and is supported by a group of expert officers within the Cathedral and Church Buildings division of the Church of England.

Dame Helen Ghosh, Director General of the National Trust

Helen Ghosh joined the civil service from Oxford University, where she read modern history. During her civil service career, Helen worked in a wide range of Government departments, including seven years as a Permanent Secretary in two departments, Defra and the Home Office, working on multiple social policy issues, including child poverty, asylum and immigration, and local community regeneration. She also worked on key environmental policies, including climate change mitigation and adaptation, and the protection of habitat for endangered species.

In late 2012, she moved to become Director-General of the National Trust, where her interest in history, people and places, and her commitment to the environment came together. Since joining the Trust, Helen has overseen an ambitious programme of work, including leading the development of the Trust's 10-year strategy, *Playing Our Part*, and committing £2 million a week to the conservation of its landscapes, houses and coastline.

Loyd Grossman, Chair of Heritage Alliance

Loyd Grossman has been the Chairman of The Heritage Alliance, which represents over 100 non-governmental and voluntary heritage organisations, since 2009. In July 2016 he was also appointed Chairman of the Royal Parks. Between 2007-2016 he was Chairman of the Churches Conservation Trust, and remains its Vice President. He was awarded a CBE for services to heritage in 2015.

He is a graduate of Boston University, the London School of Economics and Magdalene College, Cambridge.

After starting a career in journalism with *Harpers & Queen* and *The Sunday Times*, he became involved in a wide range of programmes including *Through the Keyhole*, *MasterChef*, *Behind the Headlines*, *History of British Sculpture*, *Loyd on Location* and *Build Britain*.

His interest in history, the arts and heritage has involved him in a number of organisations. He is a former Commissioner of the Museums and Galleries Commission and English Heritage. He was a founding member of the Museums, Libraries and Archives Council, past Chairman of National Museums Liverpool and of the Public Monuments and Sculpture Association, and past President of the British Association of Friends of Museums. He founded the 24 Hour Museum (now Culture 24) and was its Chairman until 2005. Loyd is President of NADFAS, Deputy Chair of The Royal Drawing School, and a Fellow of Gladstone's Library.

He was Chairman of the University for the Creative Arts from 2008-2012, a member of the Court of Governors of the LSE from 1996-2009, and is now an Emeritus Governor of the LSE. He is a Member of the Council of the British School at Rome and a member of the board of the Association of Leading Visitor Attractions.

Rt Revd Dr John Inge, Bishop of Worcester, Lead Bishop on Church Buildings

Bishop John is the chief pastor of the Diocese of Worcester. He provides leadership across the diocese and also has a number of specific national responsibilities. He was introduced to the House of Lords as a Lord Spiritual in 2012, and has a particular interest in Culture and Heritage, International Development, and Media and Communications.

Bishop John is Chair of both the College of Evangelists and the Archbishop's Examination in Theology, and is a member of the Faith and Order Commission, and in September 2014, was appointed lead bishop for cathedrals and church buildings. In February 2013, he was appointed Lord High Almoner to Her Majesty the Queen.

He attended Kent College in Canterbury and then studied for a BSc in Chemistry at Durham University. He later studied there for an MA and PhD in Theology.

After completing a PGCE at Oxford University, Bishop John taught Chemistry at Lancing College in Sussex before studying at the College of Resurrection, Mirfield and becoming ordained deacon in 1983 and, the following year, ordained priest in the Diocese of Chichester. He was appointed as chaplain at Lancing College and then Harrow School, where he also continued to teach.

After this, he spent six years as vicar of St. Luke's Church – an inner-city church on Tyneside – before moving to the Diocese of Ely in 1996 where he became Residentiary Canon of Ely Cathedral, with responsibility for education and mission.

From here, he became Vice Dean of Ely Cathedral in 1999 and Bishop of Huntingdon in 2003. He then became the Bishop of Worcester in 2007.

Sir Simon Jenkins, Trustee Churches Conservation Trust

Simon Jenkins is a journalist and author. He writes for the Guardian as well as broadcasting for the BBC. He has been the editor of the Times (1990-1992) and the London Evening Standard (1976-1978).

He was the Chairman of the National Trust from 2008-2014 and has previously been the Deputy Chairman of English Heritage.

He has written several books, including England's Thousand Best Churches, The Buildings of Wales and A Short History of England and England's Cathedrals.

Sir Peter Luff, Chair of Heritage Lottery Fund

Sir Peter Luff joined the National Heritage Memorial Fund and Heritage Lottery Fund as Chair in 2015.

He was previously Member of Parliament for Mid Worcestershire for 23 years. He served as chair of two select committees, Agriculture and Business Innovation & Skills, and as Defence Minister for Equipment and Technology. While an MP, he was Commons Co-chair of the Speakers' Advisory Committee on the 2015 Anniversaries (principally the Magna Carta 800th and the de Montfort Parliament 750th) and a member of the National Trust/Surrey County Council Project Board for the major national Magna Carta Anniversary event.

For six years he was Chair of Worcester Cathedral Church Council. He is a Vice President of the Severn Valley Railway and of the Worcester Birmingham and Droitwich Canals Society.

Before entering politics he was a public and corporate affairs consultant and managing director of his own company. He is an honorary fellow of the Chartered Institute of Public Relations.

He was knighted in 2014 for political and public service. He is also a fellow of the Royal Society of Arts.

Sir Laurie Magnus, Chairman of Historic England

Sir Laurie Magnus was appointed Chairman of Historic England (then known as English Heritage) in September 2013. He is a trustee of the English Heritage Trust, which was established by Historic England in April 2015 to assume operational responsibility for its collection of historic properties. Prior to this appointment, he had been Deputy Chairman of the National Trust since 2005 and an elected member of the Trust's Council since 2003.

Sir Laurie is Deputy Chairman (Europe) of Evercore Partners and holds a number of non-executive directorships within the finance sector. He has 40 years of experience in the corporate finance advisory business, including in Southeast Asia.

In the not for profit sector, he is Chairman of the Windsor Leadership Trust and a Trustee of the Allchurches Trust. He was a member of the UK Listing Authority Advisory Committee from 2001 until May 2011.

Neil Mendoza, Landmark Trust & DCMS Non-Executive Director

Neil Mendoza is the Chairman of The Landmark Trust and a Non-Executive Director at DCMS. He has recently led and published a review of England's museum sector for the government.

He started working life as a banker at JP Morgan in New York before moving to film finance. He co-founded the pioneering publishing agency, Forward, later sold to WPP. He has spent much of his career as an entrepreneur in a number of industry sectors including film, design, marketing and software. He is Chairman of Victoria Private Investment Office, an investment advisory firm. He is a publishing consultant to Patek Philippe.

Neil recently joined the board of Meira GTx, a new gene therapeutics company in New York.

He is a Commissioner at Historic England and Vice-Chairman of Soho Theatre.

The Very Revd Catherine Ogle, Dean of Birmingham, Dean elect of Winchester

Catherine Ogle is Dean of Winchester. The Cathedral serves the people and churches of the Anglican Diocese of Winchester and county of Hampshire and is a major national and international tourist attraction. The Dean supports the work of the Bishop across the diocese and attends his staff team.

Catherine's first two degrees were in Textile Design and Textile management, from Leeds University, and then in response to the call to ministry, Catherine changed course and studied Theology at the University of Cambridge and Westcott House.

After ordination as deacon Catherine served as curate in South Leeds and then, on secondment, as Religious Affairs Editor of BBC Radio Leeds. One of the first women to be ordained priest in the C of E, Catherine was Vicar of Woolley with West Bretton, and then Vicar of Huddersfield, where she chaired the award winning 'Interfaith Kirklees' educational project.

Having spent 20 years in parish ministry, both urban and rural, in West Yorkshire, Catherine moved to the west Midlands to become Dean of Birmingham in 2010 (the third woman to be appointed Dean in the C of E) where she led restoration of the building inside and out and continued to develop and innovate interfaith engagement with the diverse communities of the city.

In 2017 she was appointed Dean of Winchester. Catherine retains a particular interest in the visual arts and media and communication. She is a contributor to Radio 2 Pause for Thought.

Jennie Page, Vice Chair of the Church Buildings Council

Jennie Page CBE has been Vice-Chair of the Church Buildings Council since May 2016. She was Vice Chair of the Cathedrals Fabric Commission for England from 2006 to 2016,

She entered the civil service in 1968. She worked in the Ministry of Public Building and Works, the Departments of Environment and Transport, the British National Oil Corporation, the London Docklands Development Corporation and Pallas Group SA.

She was the Chief Executive of English Heritage from 1989 to 1995, of the Millennium Commission from 1995 to 1997 and of the New Millennium Experience Company from 1997 to 2000. She is a trustee of the National Churches Trust.

Alice Perkins, former Chair of the Post Office

Alice Perkins had a long executive career in the Civil Service, and worked in several departments including the Department for Health, the Treasury, as Director of Public Spending, and the Cabinet Office, where she was Group HR Director of the Civil Service from 2001-2005.

She has a wealth of experience across a range of high-profile companies and institutions. She was appointed as the Chair of the newly independent Post Office in 2011. She has also been a non-executive director of BAA, Taylor Nelson Sofres, Oxford University and now the BBC.

She has worked as a coach with a variety of CEOs, mainly in the private sector. In her different roles, she draws on the experience she gained in her career in the Civil Service and in particular, her roles in the Treasury and Cabinet Office.

2. Terms of Reference

The Church of England, responsible for over a third of England's grade I listed buildings, has recently conducted a major review of the stewardship of its cathedrals and 16,000 church buildings (75% of which are listed). Cathedrals and church buildings are the jewel in the crown of our national heritage and repositories of the history of local communities. The vast majority remain active community hubs providing all sorts of services to the wider community. It is encouraging to note that church buildings are probably in better physical shape than they have ever been. However the challenges are great. Over 2000 of these churches have congregations of fewer than 10 and 2/3rds of church buildings and 75% of grade I listed churches are in rural areas where only 20% of the population lives.

Churches and cathedrals define many of our cities, towns and villages. We want to open up these buildings for wider community, cultural and heritage use. There are

many examples of good practice up and down the land. The challenge is to share good practice and enable it to be spread whilst at the same time ensuring sustainable maintenance and funding of these exceptional buildings.

For this reason the Government has decided to set up a church buildings task force to work with the Church of England (which already does a great deal to encourage community use). The task force will be charged with:

- Exploring new models of financing repairs and maintenance of churches and cathedrals, including reviewing existing maintenance costs and repairs funding from lottery and central government grants. The review would also identify and develop a series of tools/resources/models, draw on successful case studies, and existing management within the Church of England, Churches Conservation Trust and Heritage Lottery Fund.
- Consulting with stakeholders including: Church of England, church-goers, charities, local residents and business on ideas for uses of listed buildings for purposes beyond worship and current barriers that prevent these and how to generate revenue from these.

The Taskforce will be chaired by Bernard Taylor, supported by experts in the field and a working group comprising of officials from the Cathedral and Church Buildings Division of the Church of England, Historic England, the Heritage Lottery Fund and DCMS.

It will report to the Secretary of State for Digital, Culture, Media and Sport and the Chancellor.

3. Consultation Analysis

With almost six thousand responses, there can be a good level of confidence that the common themes emerging from the consultation are representative. In addition to the online document, around twenty individuals and organisations preferred to submit written responses. In many cases these were more varied in their approach to imparting information, and provided a good source of contextual information in addition to further insights on common themes. These have been analysed and considered along with the electronic responses. It should be noted that over four-fifths of individuals and two-thirds of organisations who responded identified as being involved in caring for a church or group of churches in the area.

The overwhelming majority of respondents recognised that wider use of the building is key to generating a feeling of community involvement, however a good proportion believe that people are deterred from using it by the fact of it being a religious building. The need to improve facilities was a recurring theme to enable community activities and provision of community services within the building.

Other responses highlighted the difficulties which can be experienced in balancing ministry and mission with maintenance and funding. Lack of expertise in project management and fundraising (for example) can be a real handicap for congregations and knowledgeable support and guidance could make a real difference towards making listed Churches more sustainable.

The responses to this consultation align closely with the key themes highlighted at the regional workshops and also presented to the Panel during the Awayday in September 2016. The recommendations of the report have taken these into account these themes and seek to address them.

Review research and evidence

The Panel was supplied with the following relevant information from a wide range of material already in existence before its first meeting. This was intended to inform the key issues on which the Review would focus its attention.

Three regional workshops were set up in Durham, Hereford and Stoke-on-Trent over the summer of 2016. All were hosted in local churches that had their own stories to tell in terms of sustainability. Invitations went to a wide cross section of individuals, from local business, community and voluntary sectors as well as the church, who came together to discuss what helps to make a church sustainable, where the opportunities lie, the perceived barriers and how these could be overcome.

As a follow on to these workshops, the Panel spent a day off-site at Rycote Park receiving evidence from experts addressing areas that the Panel considered particularly relevant to its work. Their insights on legal frameworks, community development, the wider role of church buildings and practical issues faced by congregations caring for them was much appreciated by Panel members.

- The Church Growth Research Programme (2013), *From Anecdote to Evidence*. Find this at www.churchgrowthresearch.org.uk
- The Church of England (2015), *Report of the Church Buildings Review Group* https://www.churchofengland.org/sites/default/files/2017-12/church_buildings_review_2015.pdf and consultation responses (available from ChurchCare staff)
- The Church of England & Historic England (2013, unpublished), *The National Church Fabric Survey*. (Copies available from ChurchCare staff)
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- Cooper, Trevor (2004b), *For Public Benefit: Churches cared for by trusts* in *Ecclesiology Today* Issues 49 and 50.
- Ecorys (2014), *The Economic and Social Impacts of England's Cathedrals* <http://www.englishcathedrals.co.uk/documents/2015/06/economic-social-impacts-englands-cathedrals.pdf>
- The National Churches Trust (2015), *Perceptions of Church Buildings* <http://www.comres.co.uk/polls/national-churches-trust/>
- Payne, Becky (2014), *Churches for Communities: Adapting Oxfordshire's Churches for Wider Use*
- Theos (2012), *Spiritual Capital: The Present and Future of England's Cathedrals* <http://www.theosthinktank.co.uk/publications/2012/10/12/spiritual-capital-the-present-and-future-of-english-cathedrals>

Consultation document and summary of responses

Introduction

The English Churches and Cathedrals Sustainability Review call for evidence was launched via an online survey and ran from 16th December, 2016 to 31st January, 2017.

The purpose of the sustainability review was twofold:

- to explore creative and innovative ways of using available resources more effectively without increasing the overall level of Government funding; and
- to gather new ideas around reducing the complex challenges of caring for historic church buildings.

There were **7,508 responses** to the online call for evidence. See Table 1.

- Responses comprised of submitted²¹ (4,551) and partial²² (2,957) responses. Of the total 7,508 responses, 1,715 were completely blank²³.
- **5,793 responses contained data.**

Table 1 – Response breakdown

Respondent type	Number of responses	Percentage of responses which contain data (5,793)
Individual	4,818	83%
Organisation	913	16%
National body	62	1%
Total	5,793	100%
Blanks	1,715	
Grand total	7,508	

The online survey was targeted at five different sets of respondents. After completing the initial demographic and screening questions, respondents were automatically directed to a question set of most relevance:

- Questions for individuals involved in caring for a particular church, or group of churches within an area (**C individuals**).
- Questions for individuals, users or potential users not directly involved in caring for churches, including potential and existing commercial partners (**Non C individuals**).
- Questions for organisations / Diocese / County Trust involved in caring for a particular church, or group of churches within an area (**C organisations**).
- Questions for organisations / Diocese / County Trust that use or see potential in using church buildings, including potential and existing commercial partners, but are not directly involved in caring for churches (**Non C organisations**).
- Questions for national bodies involved in caring for or advising cathedrals and churches, heritage buildings and providers of other public and community services (**National bodies**).

²¹ A submitted response is when the respondent actively submits their response to the survey platform. This may be fully or partially completed.

²² A partial response is a response which is downloaded automatically when the survey is closed down. This may or may not contain data.

²³ A blank response occurs when the respondent clicks on the survey link and thus opens up the survey, but does not complete any of the questions.

Individuals

Respondents who completed the survey as an individual (rather than as an organisation or national body) were directed to one of two sets of questions. See Table 2.

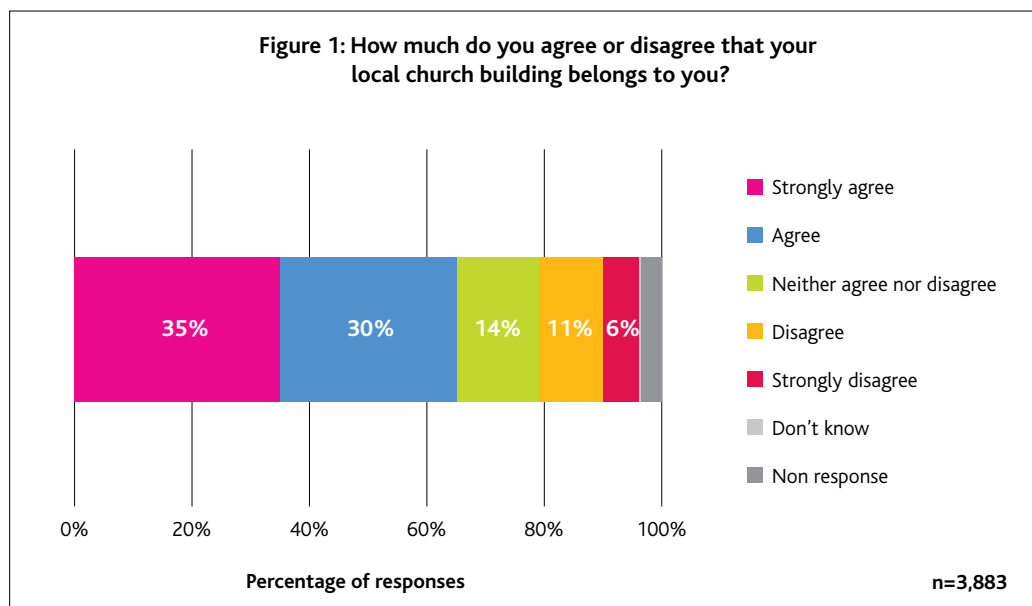
- Over four fifths (3,883, 81%) were involved in caring for a church or group of churches in the area (**C individuals**).
- Fourteen per cent (697) were not involved in caring for church(es) (**Non C individuals**).

Table 2 – Breakdown of 'individual' responses

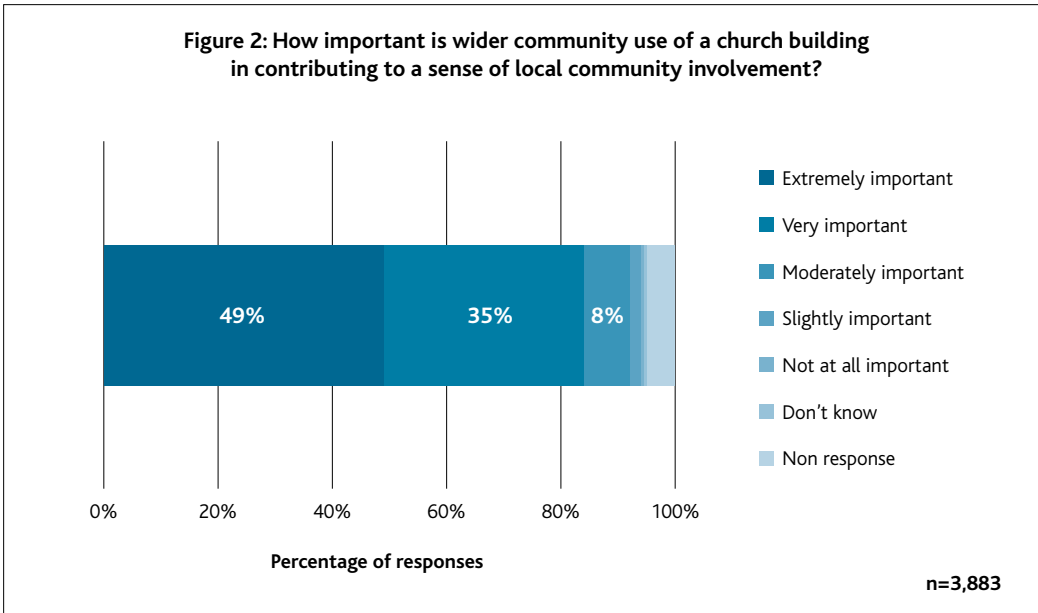
Respondent type Individuals	Number of responses	Percentage of total responses (4,818)
Involved in caring for a church or group of churches in the area (C individuals)	3,883	81%
Not involved in caring for a church or group of churches in the area (non C individuals)	697	14%
Non response	238	5%
Total	4,818	100%

Individuals involved in caring for a particular church, or group of churches within an area (n=3,883).

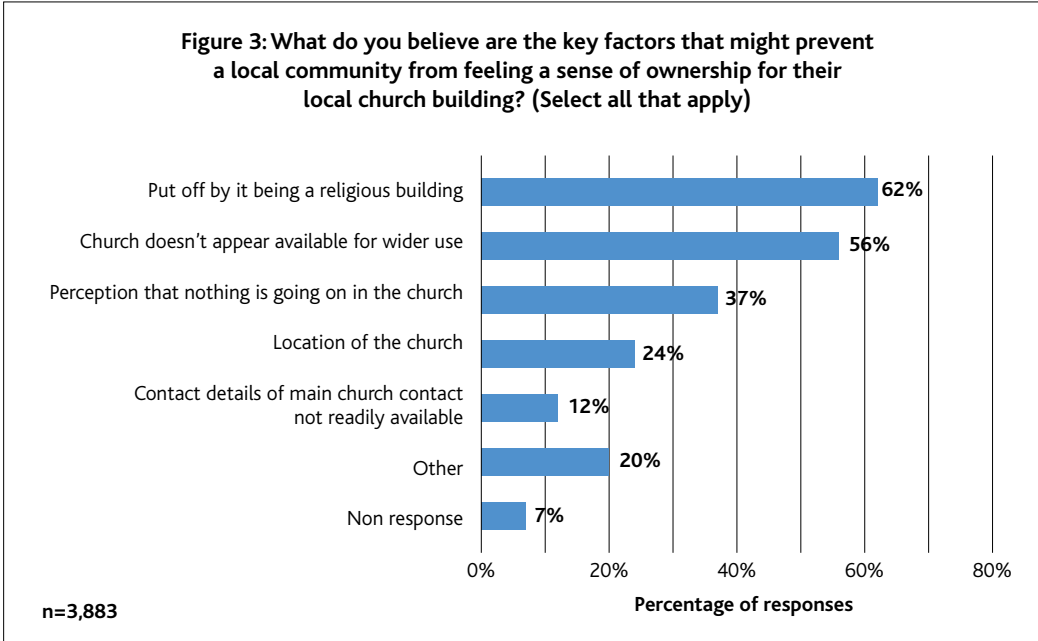
- Almost two thirds (2,539, 65%) of C individuals agreed / strongly agreed that their local church building belonged to them. See Figure 1 below.
- 17 per cent (656) disagreed / strongly disagreed.



- Over four fifths (3,270, 84%) of C individuals considered that wider community use of a church building was extremely / very important in contributing to a sense of local community involvement. See Figure 2 below.

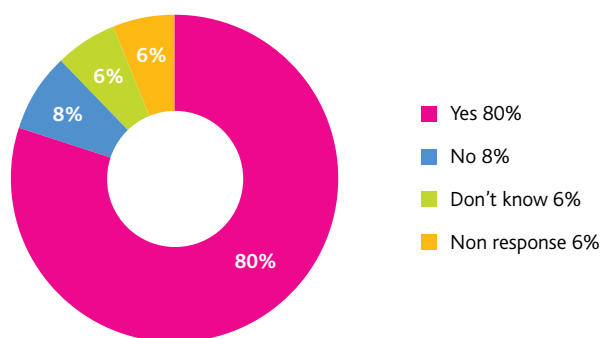


- The two main factors which over half the C individuals believed might prevent a local community from feeling a sense of ownership for their local church building were: people may be put off because it was a church building (2,413, 62%); and the church building not appearing available for wider use (2,166, 56%). See Figure 3 below.
- Reasons included within 'other' were: Lack of facilities; cold and uncomfortable environment; accessibility problems; church is unwelcoming; little understanding between religious and secular groups.



- Four fifths (3,116) of C individuals believed that it was desirable and realistic for a local community to take some responsibility for the upkeep of their local church building(s). See Figure 4 below.

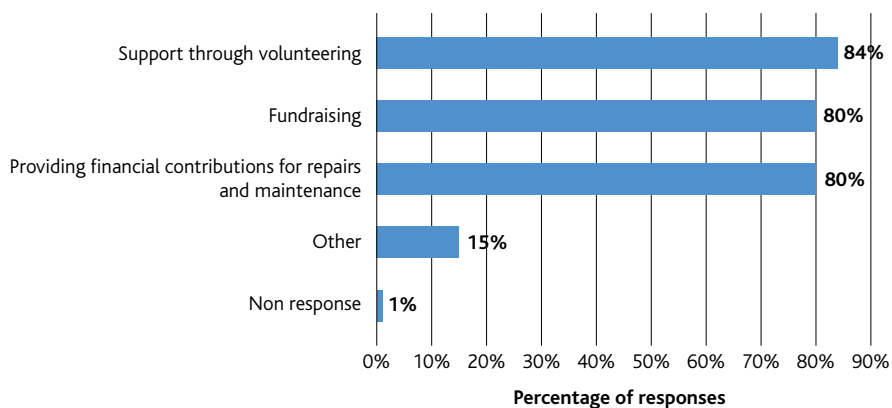
Figure 4: Do you believe that it is desirable and realistic for a local community to take a degree of responsibility for the upkeep of its local church building(s)?



N=3,883

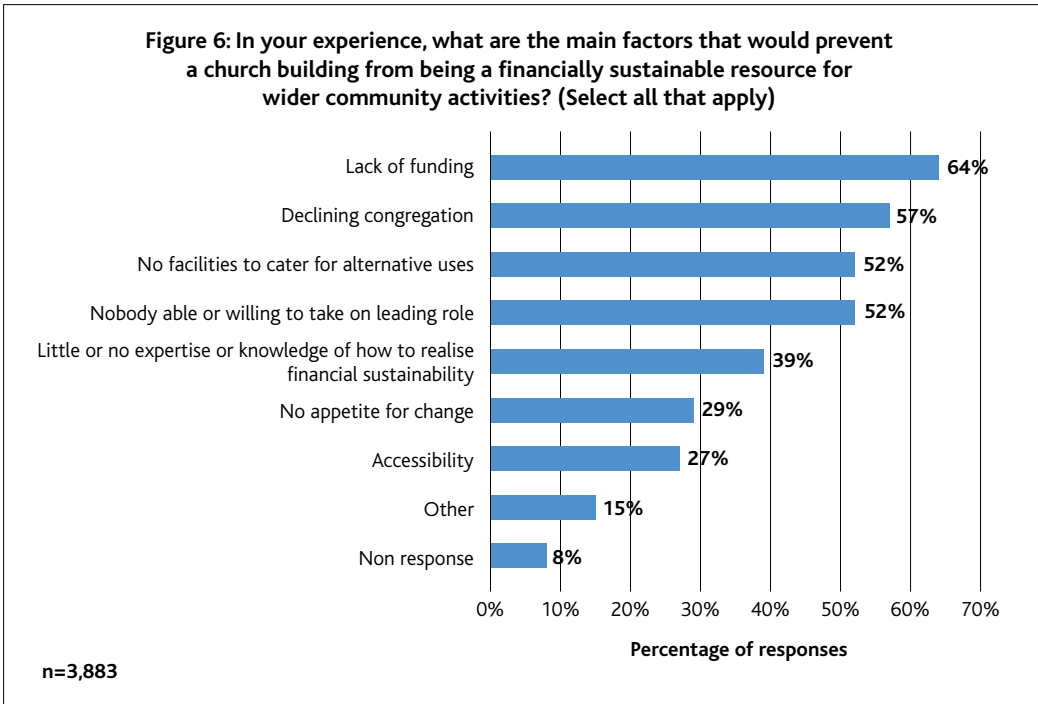
- And of those who believed this (n=3,166), around four fifths considered that upkeep could be achieved through: volunteering (2,614, 84%); fundraising (2,508, 80%); and provision of financial contributions for repairs and maintenance (2,488, 80%). See Figure 5 below.
- Reasons included within 'other' were: increasing the use of the church to increase income; start a community working group; increased support for church events; starting a 'Friends of the Church' style organisation.

Figure 5: In what way do you believe that it is desirable and realistic for a local community to take a degree of responsibility for the upkeep of its local church building(s)? (Select all that apply)

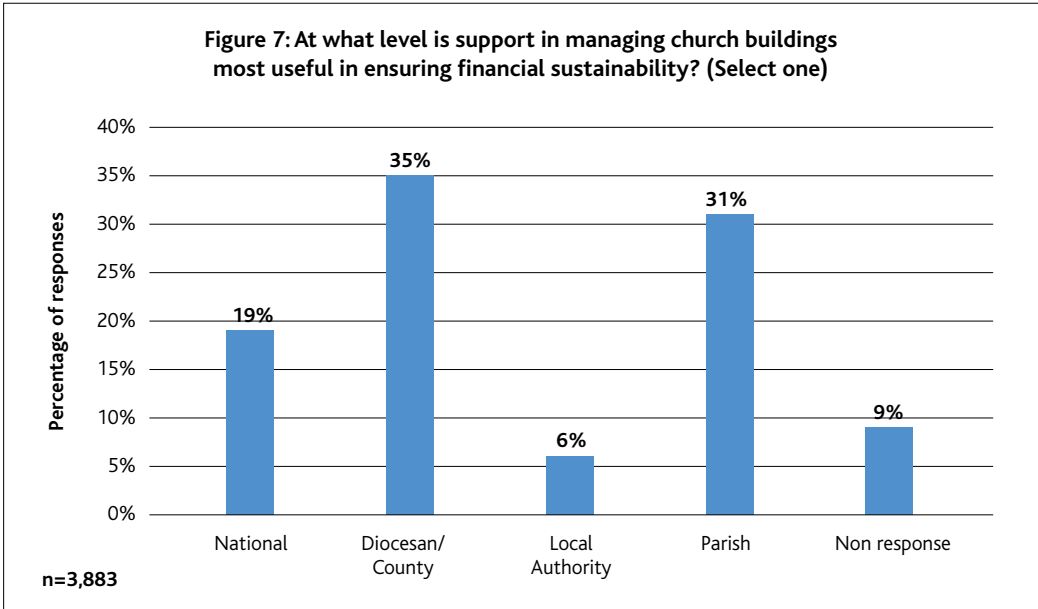


n=3,116

- Around two thirds (2,502) of C individuals considered that lack of funding would prevent a church building from being a financially sustainable resource for wider community activities.
- Over half considered that declining congregation (2,217, 57%); lack of facilities to cater for alternative uses (2,031, 52%); and people's unwillingness or inability to take on a leading role (2,015, 52%) were preventing factors. See Figure 6 below.
- Reasons included within 'other' were: other community buildings more suitable; lack of interest and/or expertise; listed building status causes too many problems; attitude / mind-set of church.

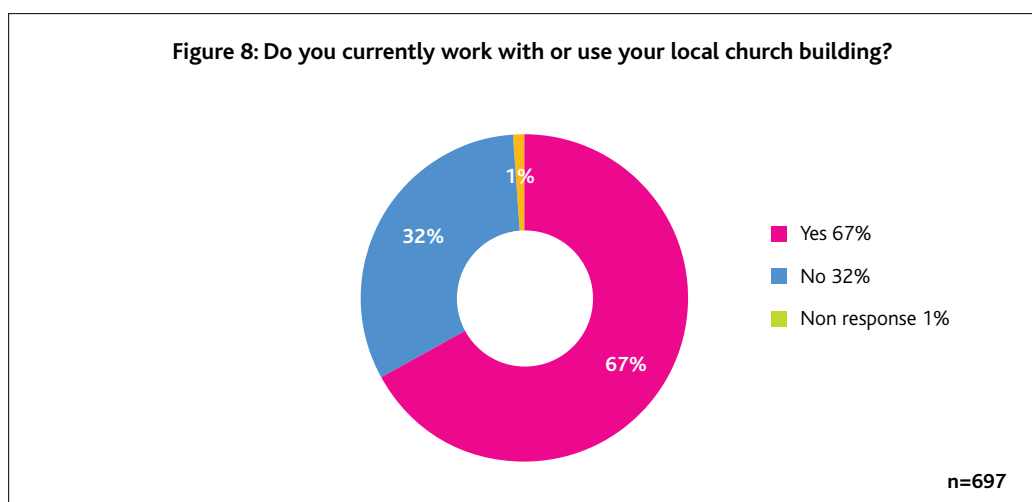


- Over one third of C individuals (1,360, 35%) considered that Diocesan / County level support was most useful in ensuring financial sustainability.
- Just under one third (1,187, 31%) considered that Parish level support was most useful.
- National and Local Authority level support appeared somewhat less important. See Figure 7 below.

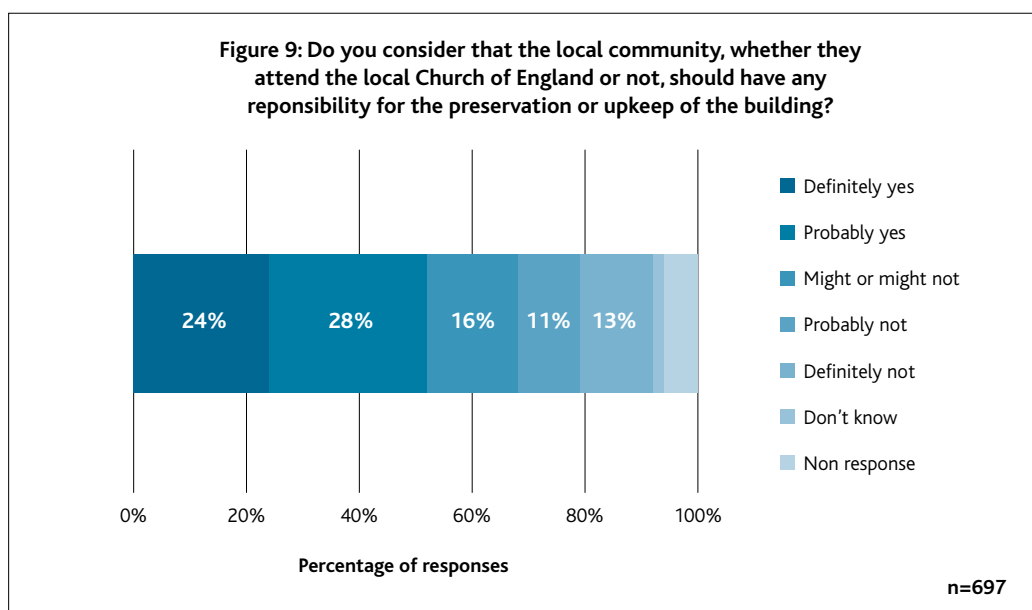


Individuals, users or potential users not directly involved in caring for churches, including potential and existing commercial partners (n=697).

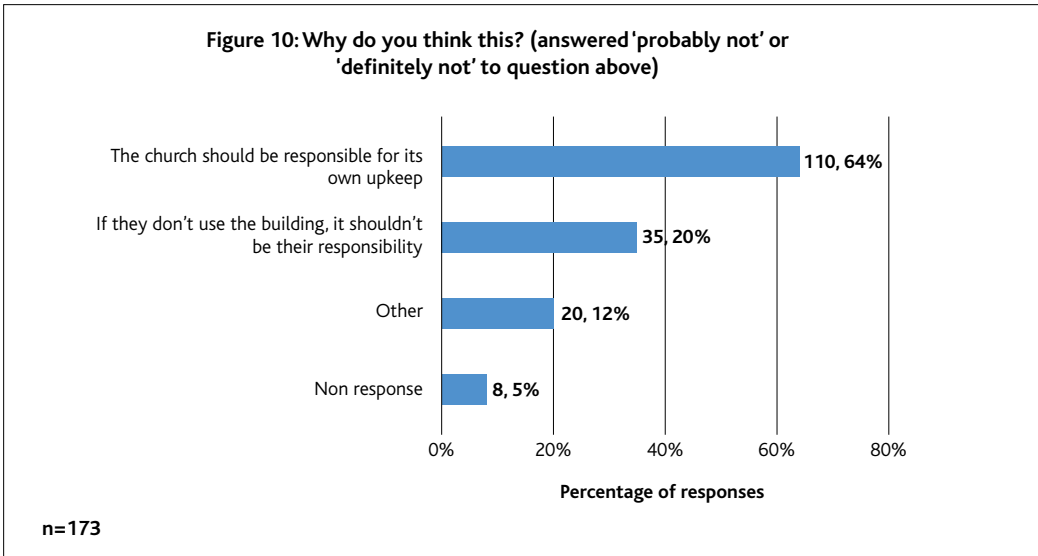
- 697 individuals (**non C individuals**) were not directly involved in caring for churches.
- However, over two thirds (464, 67%) of these non C individuals actually worked with or used their local church building. See Figure 8 below.



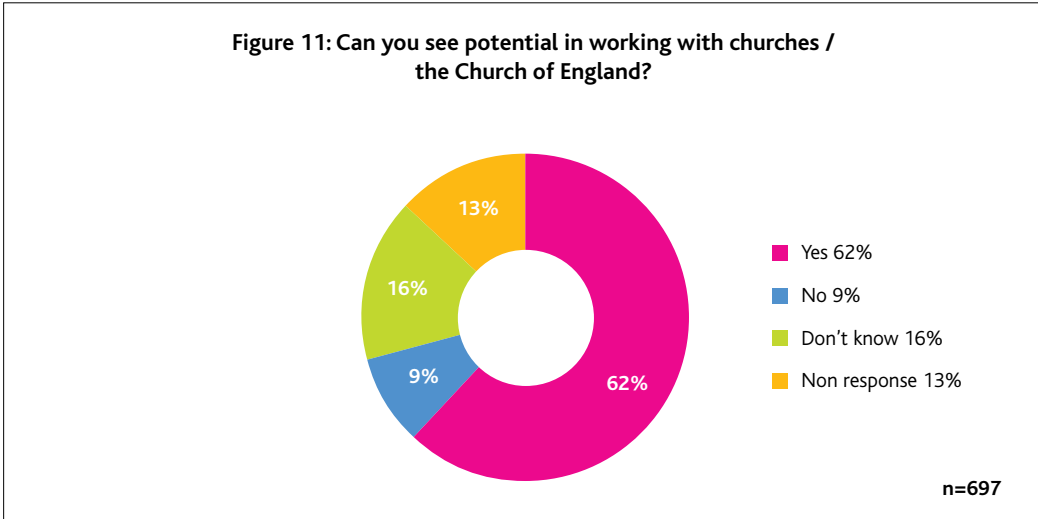
- Over half (362, 52%) of non C individuals considered that the local community should definitely / probably have some responsibility for the preservation or upkeep of their local Church of England building, regardless of whether or not they attended that church.
- One quarter (173) did not think that the church building was the local community's responsibility. See Figure 9 below.



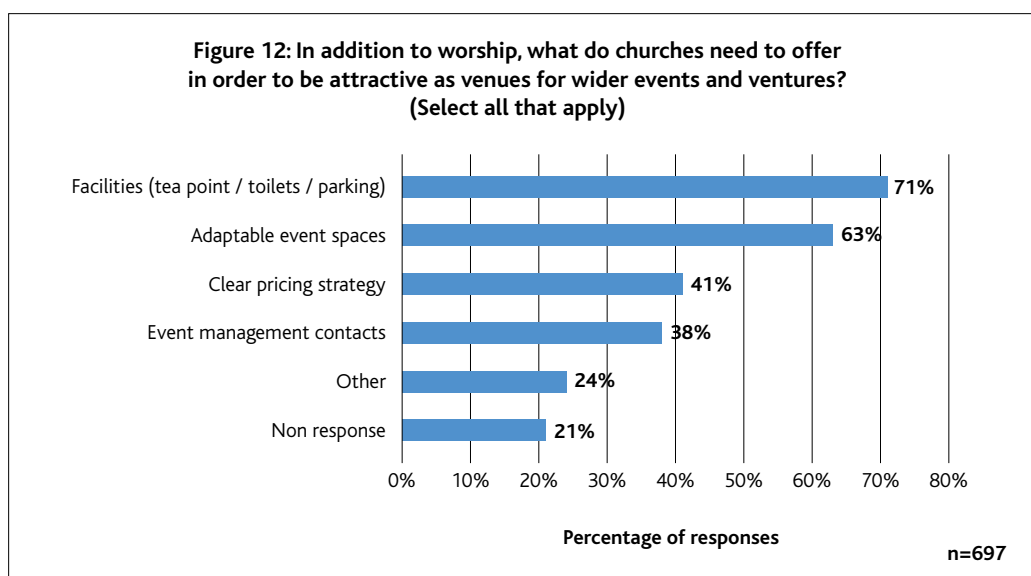
- And of those who did not think it was the local community's responsibility (n=173), almost two thirds (110, 64%) thought that the church should be responsible for its own upkeep. See Figure 10 below.



- Over three fifths (429, 62%) of non C individuals could see the potential in working with churches / the Church of England and 9% (62) could not.



- Around two thirds of non C individuals thought that: providing facilities such as tea points, toilets and car parking, would make churches more attractive as venues (492, 71%): and having adaptable event spaces was important (442, 63%). See Figure 12 below.
- Reasons included within 'other' were: better heating; a friendlier and more welcoming environment; increased accessibility; clearly defined policies on what events are acceptable within a church; good support for the community.



Organisations

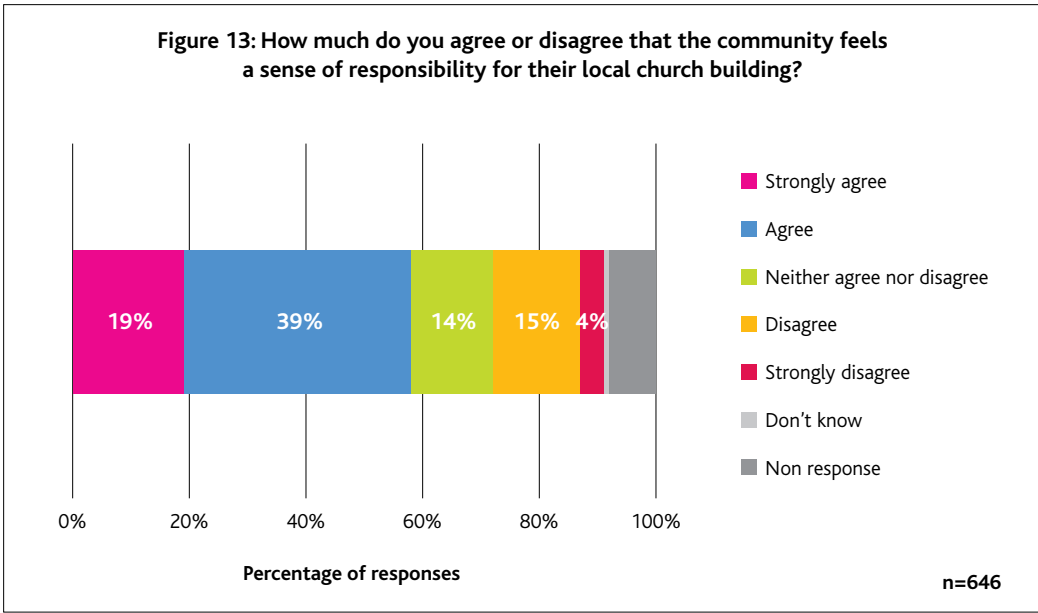
- Respondents who completed the survey as an organisation (rather than as an individual or national body) were directed to one of two sets of questions. See Table 3.
- Well over two thirds (646, 71%) were involved in caring for a particular church or group of churches in the area (**C organisations**).
- Only 5 per cent (50) used or saw the potential in using church buildings (**non C organisations**).

Table 3 – Breakdown of 'organisation / Diocese / County Trust' responses

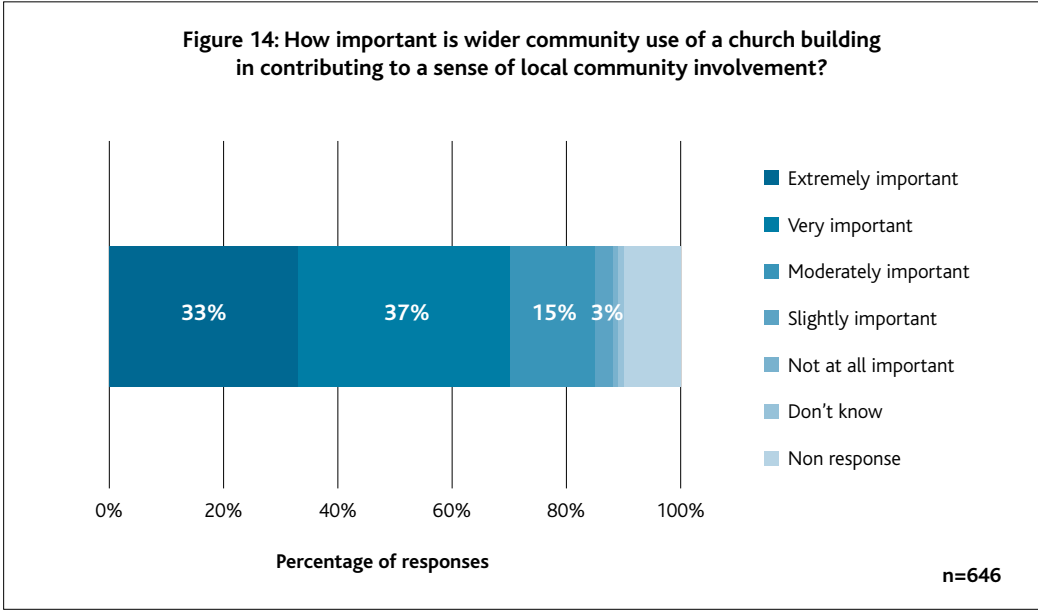
Respondent type Organisations / Diocese / County Trust	Number of responses	Percentage of total responses (913)
Involved in caring for a particular church or group of churches within an area.	646	71%
Use or see potential in using church buildings, including potential and existing commercial partners, but are not directly involved in caring for churches.	50	5%
Non response	217	24%
Total	913	100%

Organisations involved in caring for a particular church or group of churches within an area (n=646).

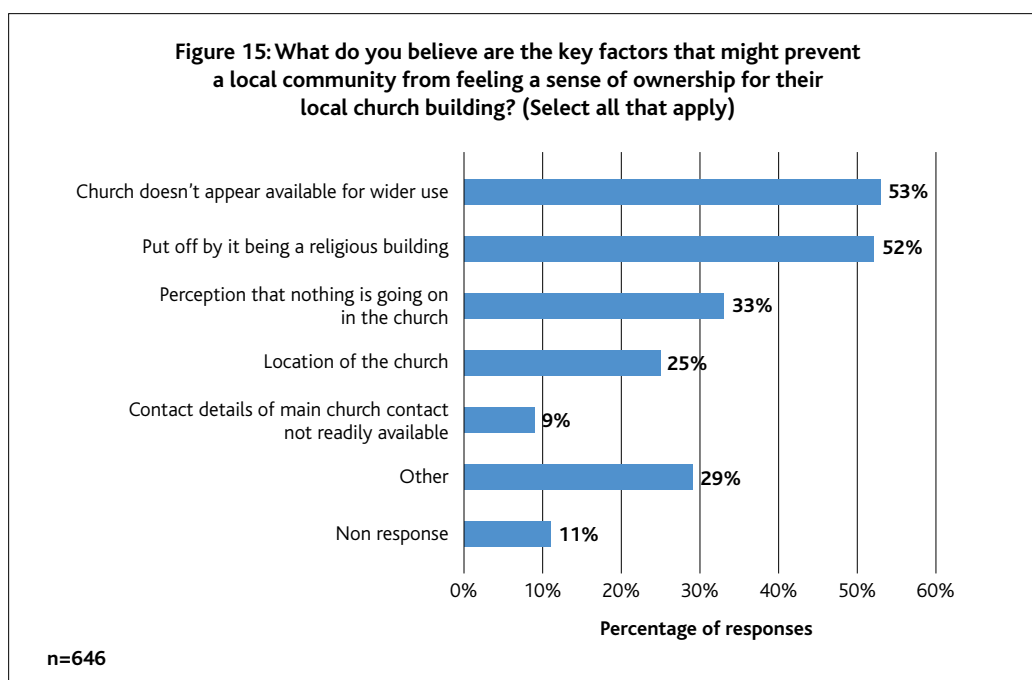
- Well over half (375, 58%) of C organisations agreed / strongly agreed that the local community felt a sense of responsibility for their local church building.
- Less than one fifth (123, 19%) of C organisations disagreed / strongly disagreed. See Figure 13 below.



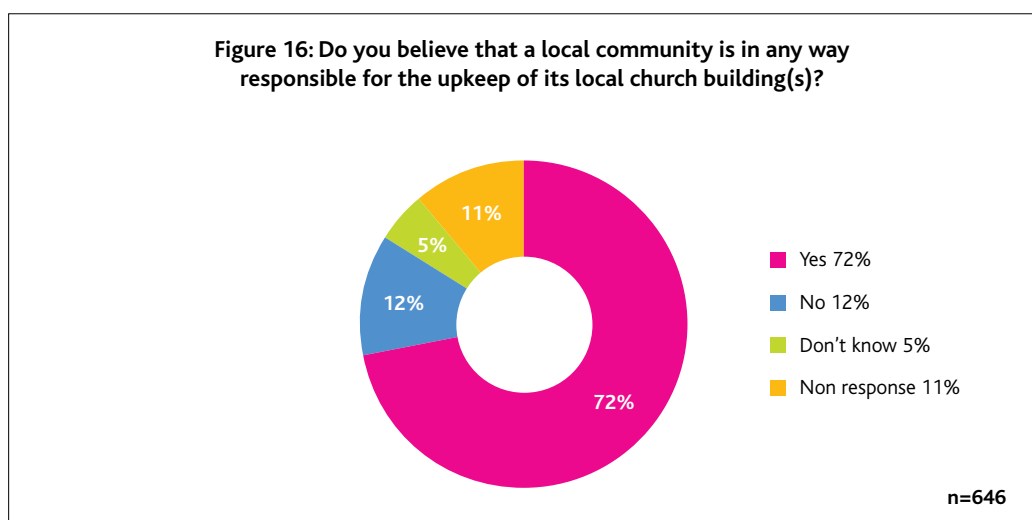
- Over two thirds (455, 70%) of C organisations considered that wider community use of a church building was extremely / very important in contributing to a sense of local community involvement. See Figure 14 below.



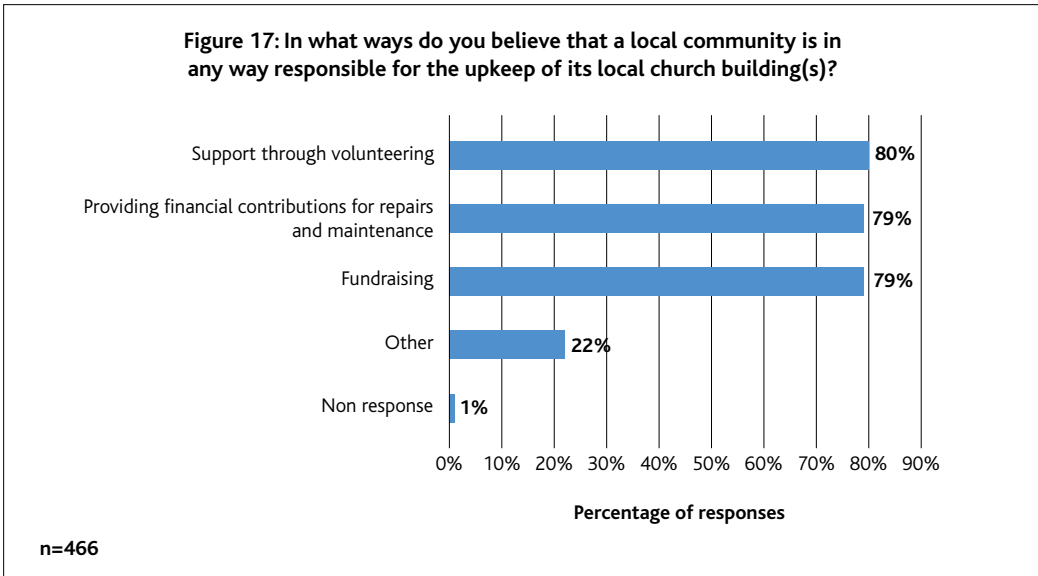
- The two main factors which over half the C organisations believed might prevent a local community from feeling a sense of ownership for their local church building were: the church not appearing available for wider use (345, 53%) and people being put off because it was a church building (333, 52%).
- Reasons included within 'other' were: unwelcoming congregation; church isn't suitable for other uses; poor communication from churches to wider community; poor facilities; opinion that CoFE do not need supporting.



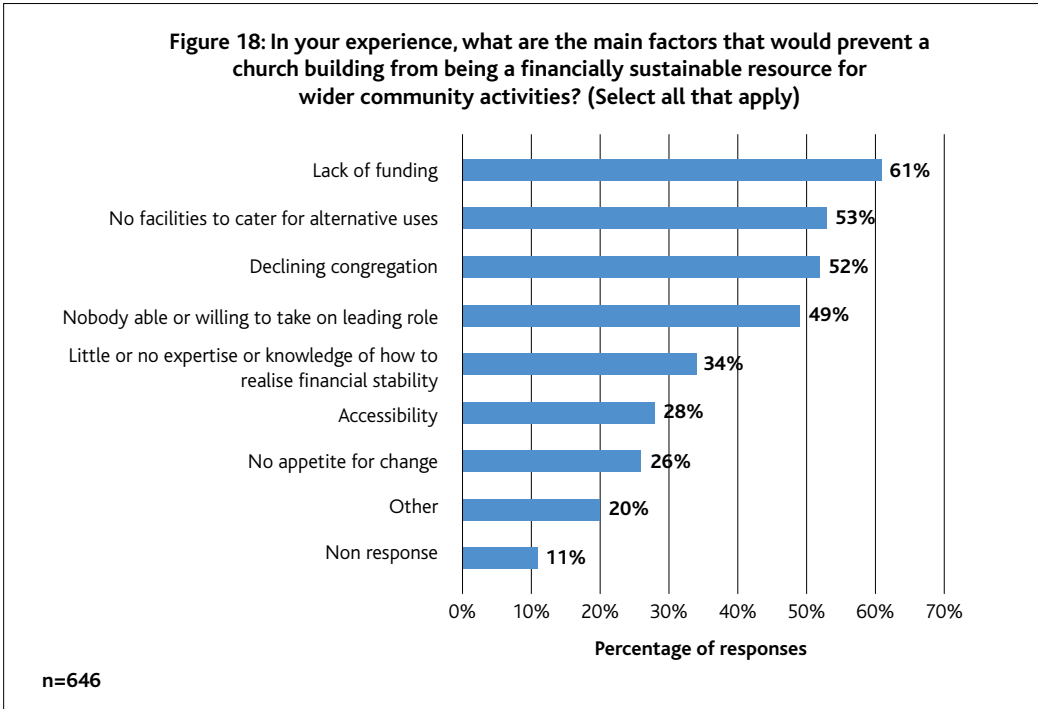
- Nearly three quarters (466, 72%) of C organisations believed that a local community was in some way responsible for the upkeep of its local church building(s).



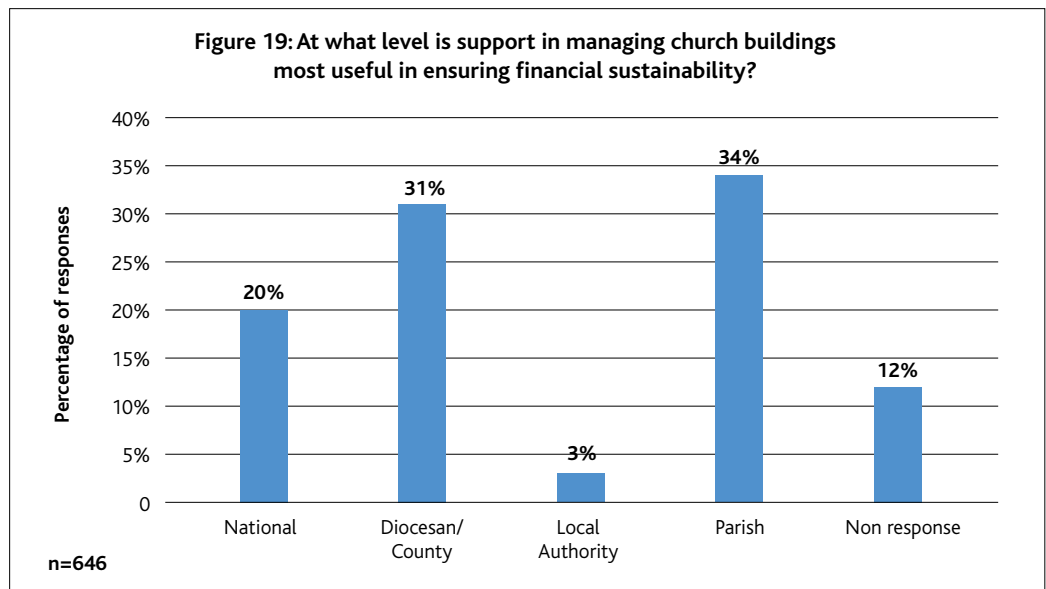
- And of those who believed this (n=466), four fifths considered that upkeep could be achieved through: volunteering (371, 80%); provision of financial contributions for repairs and maintenance (368, 79%); and fundraising (366, 79%). See Figure 17 below.
- Reasons included within 'other' were: by supporting church events; hiring church spaces; helping to tackle vandalism; joining in with seasonal worship.



- Around three fifths (394, 61%) of C organisations considered that lack of funding would prevent a church building from being a financially sustainable resource for wider community activities.
- Around half considered that no facilities to cater for alternative uses (340, 53%); declining congregation (339, 52%); and nobody able or willing to take on a leading role were preventing factors (316, 49%). See Figure 18 below.

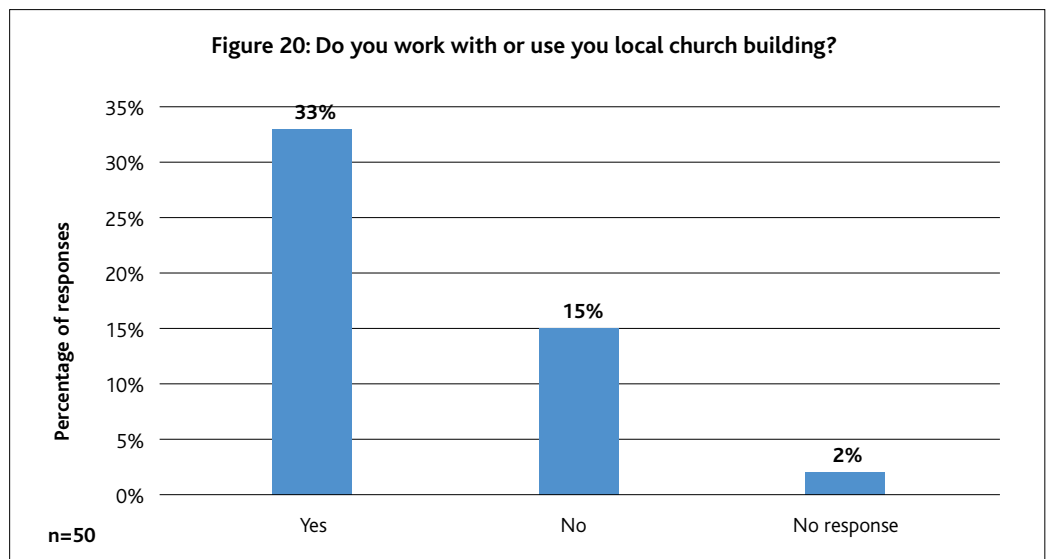


- Over one third of C organisations (218, 34%) considered that Parish level support was most useful in ensuring financial stability. Just under one third (203, 31%) considered that Diocesan / County level support was most useful. See Figure 19 below.
- National and Local Authority level support appeared somewhat less important.

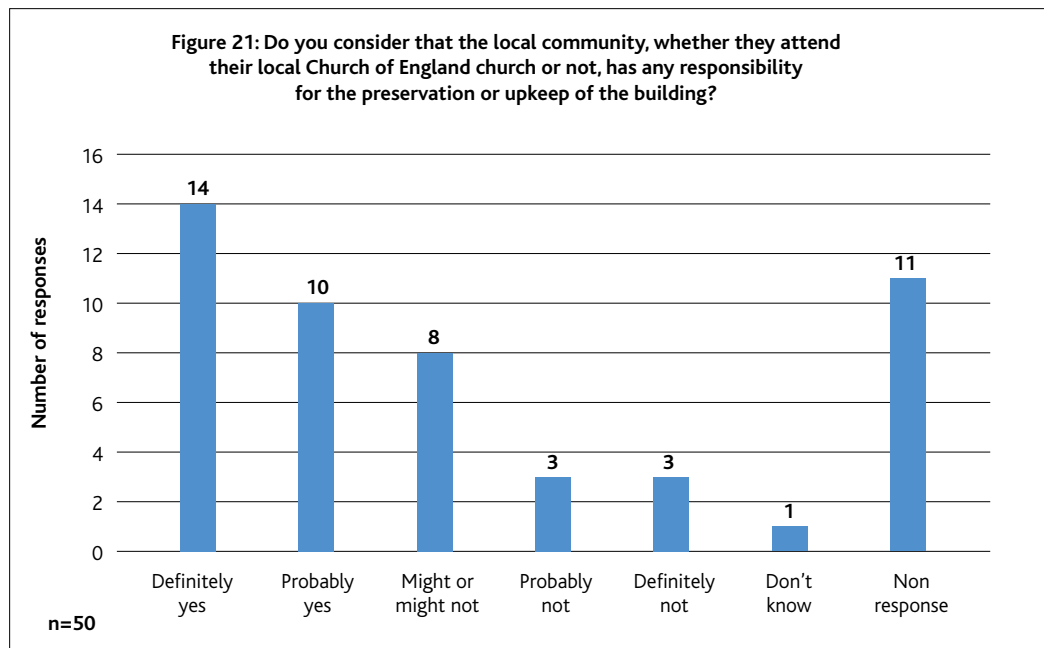


Organisations using or seeing potential in using church buildings but not directly involved in caring for churches (n=50).

- 50 organisations (non C organisations) were not directly involved in caring for churches.
- 33 of these worked with or used their local church building. See Figure 20 below.

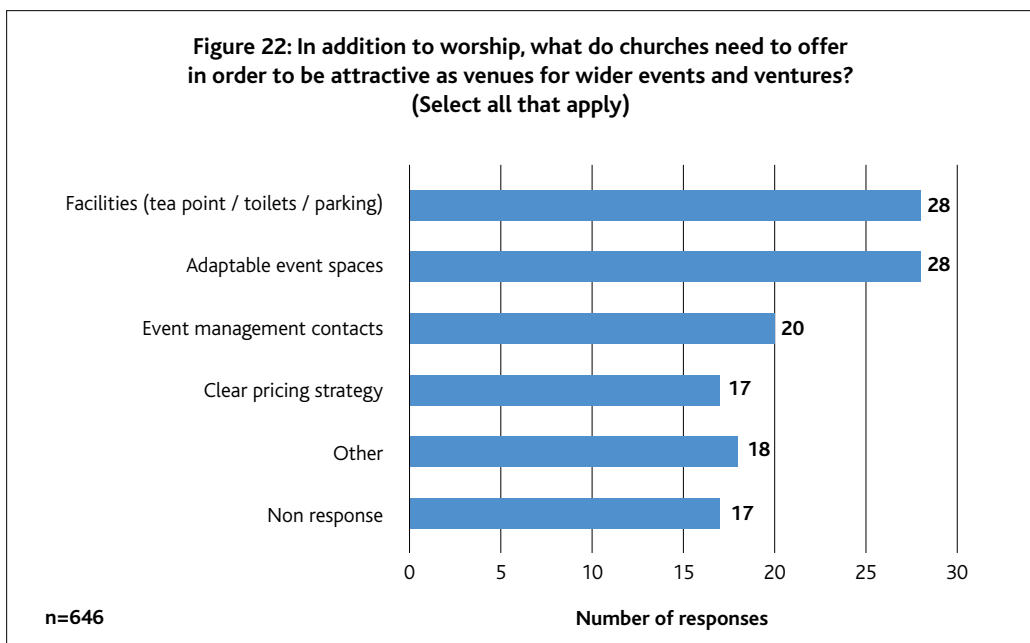


- 24 non C organisations considered that the local community should have some responsibility for the preservation or upkeep of their local Church of England building, regardless of whether or not they attended that church. See Figure 21 below.



- And of those six non C organisations who did not think it was the local community's responsibility:
 - two considered that if they did not use the building then it should not be the local community's responsibility;
 - one considered that the church should be responsible for its own upkeep;
 - one made the point that outsiders paid to hire the church; and
 - one encouraged church members of churches in its Diocese to pay for day-to-day running expenses and then invited the wider community to give to major capital repair projects to the church.
- 30 non C organisations could see potential in working with churches / the Church of England and one could not²⁴.
- 28 thought that providing facilities such as a tea point, toilets and car parking, would make churches more attractive as venues and 28 thought that having adaptable event spaces was important. See Figure 22 below.
- Reasons included within 'other' were: people should only contribute to the upkeep of a church by paying an entrance fee or paying for an event; English Heritage should take control of all churches.

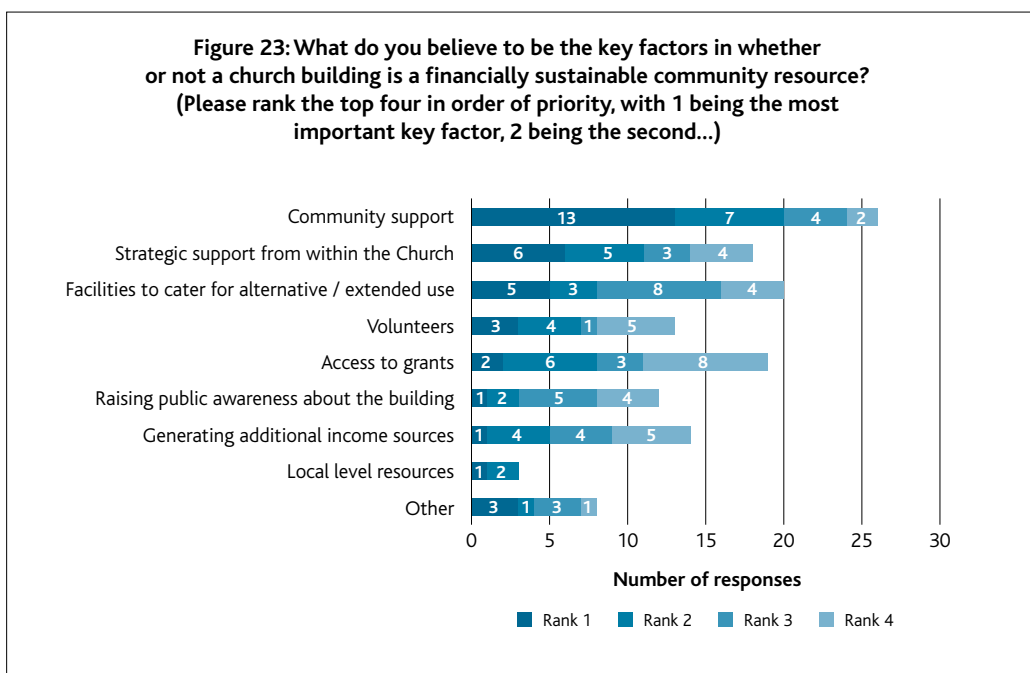
²⁴ Don't know – 2, non response – 17



National bodies

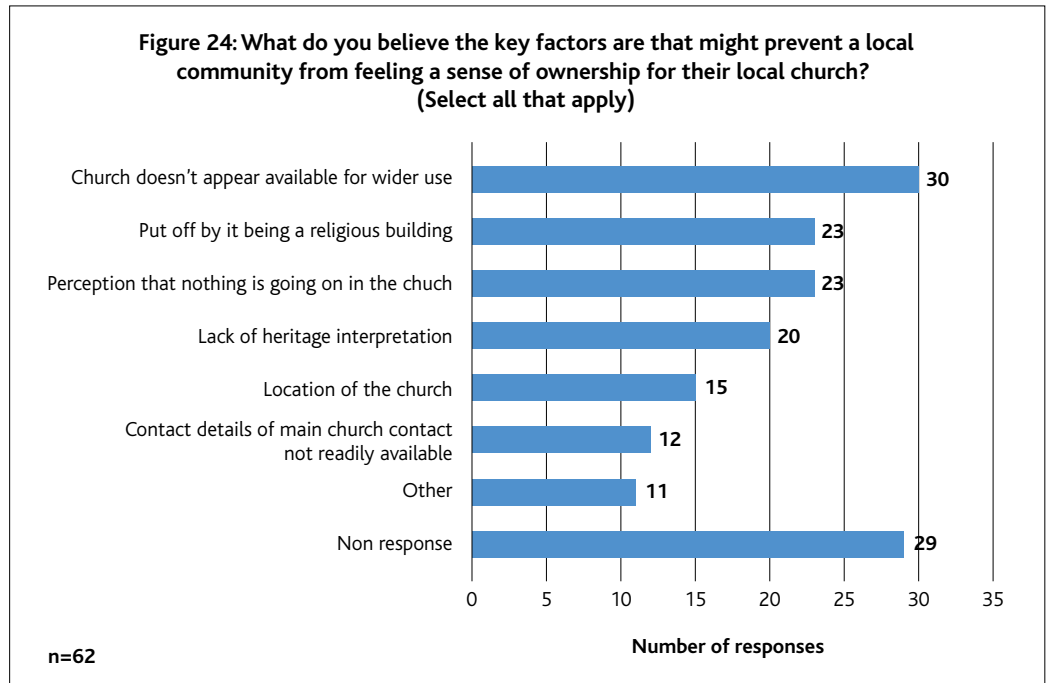
National bodies involved in caring for or advising cathedrals and churches, heritage buildings and providers of other public and community services (n=62).

- 26 national bodies considered that community support was very important in order to ensure that a church building was a financially sustainable community resource and 13 of these ranked community support as the most important key factor.
- Strategic support from within the church; facilities to cater for alternative or extended use; and access to grants were also key factors. See Figure 23 below.
- Reasons included within 'other' were: local leadership; more financial resources; knowledgeable and engaged churchwardens; forming partnerships.



- 30 national bodies considered that the main key factor preventing a local community from feeling a sense of ownership for their local church was that the church did not appear available for wider use. See Figure 24 below.

- Other key factors were thought to be that the local community could be put off by the church being a religious building and the perception that nothing was going on in the church.
- Reasons included within 'other' were: church is normally closed; lack of facilities; lack of community engagement and communication; not enough explanation about Christian heritage; lack of funding.



- 14 national bodies considered that Diocesan level support was most useful in ensuring church sustainability. Ten considered that national level support was most important. See Table 4.

Table 4 – At what level is support in managing church buildings most useful in ensuring church sustainability?

Level of support	Number of responses
National	10
Diocesan	14
Local Authority	0
Parish	8
Non response	30
Total	62

4. Resources and Advice

This section provides links to some of the many sources of advice and resources for those who look after and manage church buildings. Some of the schemes mentioned run in a particular area or diocese, and may provide models for those wishing to create their own.

Organisations

Amenity Societies

Church of England – ChurchCare <http://www.churchcare.co.uk/> ChurchCare is a national resource run by the Church of England for all those caring for Church of England buildings, providing information and advice on a wide variety of topics from conservation to setting up a community shop.

Church of England – Parish Resources <http://www.parishresources.org.uk/> This website offers support on all aspects of stewardship, administration and management, as well as a range of funding guides for capital works or for mission.

Diocesan websites <https://www.churchofengland.org/about-us/dioceses.aspx/> A good starting point for Church of England churches is the website of their diocese. The Church of England main site provides links to each diocesan site.

Germinate: The Arthur Rank Centre <http://germinate.net/> An independent ecumenical charity that helps rural communities in the UK to flourish by supporting local churches. They provide online resources for mission, training and looking after church buildings.

Historic England www.historicengland.org.uk Historic England is the public body that looks after England's historic environment. They provide expert advice for people protecting and caring for historic buildings, including places of worship.

National Churches Trust <http://www.nationalchurchestrust.org/> The Trust provides grants, practical support and information as well as signposting to other sources of advice. They provide a detailed *Building Advice* section covering care, maintenance, building projects and making the most of church buildings.

Society for the Protection of Ancient Buildings (SPAB) <http://www.spab.org.uk/> SPAB works to advise, educate and campaign on conservation issues. They advise local planning authorities, owners and professionals and provide support and training.

Historic Religious Buildings Alliance (HRBA) <http://www.hrballiance.org.uk/> The HRBA brings together people and groups working for the secure future for historic buildings. They run training and seminars and their website provides information and links to resources.

Maintenance and repair

Faith in Maintenance (FIM) <https://www.spab.org.uk/noticeboard/faith-in-maintenance/> FIM was a SPAB project which provided training for volunteers caring for places of worship. It ended in 2011. The website still provides information and resources on maintenance, case studies and training days.

Maintain Our Heritage <http://www.maintainourheritage.co.uk/> Maintain was formed in 1999 to promote a long-term, sustainable strategy for maintenance. Their website provides advice and resources on maintenance and the schemes they are involved in.

Gutter Clear <http://www.gutterclear.org/> Maintain and the Diocese of Gloucester have partnered to form Gutter Clear, a voluntary scheme which helps churches within the diocese find a local contractor to get their gutters and downpipes cleared.

Maintenance Co-operatives Project <http://www.spabmcp.org.uk/> The project, run by the SPAB and ended in 2017, supported volunteers to form local maintenance co-operatives and provided training and resources. The toolkit and technical guidance are still available online.

Maintenance Booker <http://www.nationalchurchestrust.org/Maintenancebooker>
A new service from the National Churches Trust which helps places of worship and other historic buildings in Yorkshire to book maintenance services using experienced contractors.

Mixed use and development projects

Action with Communities in Rural England (ACRE) <http://www.acre.org.uk/>
ACRE is the national voice for the 38 rural community councils which make up the country's largest rural network. They provide information on issues such as community planning, social enterprises and digital inclusion.

Business Planning Toolkit <https://www.visitchurches.org.uk/what-we-do/regeneration-and-communities/project-toolkits.html> The Churches Conservation Trust, in partnership with the Prince's Regeneration Trust has developed a toolkit aimed at volunteer and community groups seeking to bring new life to heritage buildings. It focuses on the development of a well-structured business plan.

Church Build <http://www.churchbuildingprojects.co.uk> This website is a collection of advice and articles on the practicalities of carrying out development projects in churches, covering areas such as project management, finance and partnerships.

Church Urban Fund (CUF) <https://www.cuf.org.uk/> The CUF was established by the Church of England and works through the Church of England's local parish networks, alongside other faith-based and secular organisations, to bring about positive change in neighbourhoods.

Crossing the Threshold toolkit: a community development approach to the use of church buildings <https://www.hereford.anglican.org/Crossingthethresholdtoolkit/>
The toolkit is a step-by-step resource for churches carrying out projects which will open them up to the wider community.

Diocese of Chester: How to fundraise <http://www.chester.anglican.org/mission/giving-and-fundraising/fundraising/how-to-fundraise.php> An example of one of many diocesan and other sources of advice on fundraising for projects.

Empowering Design Practices <http://empoweringdesignpractices.weebly.com/>
This five year project explores how community-led design can empower those who look after places of worship to create more open, vibrant and sustainable places.

Locality <http://locality.org.uk/> A national network of community-led organisations. They help people set up locally owned and led organisations and support the exchange of best practice and ideas.

One Church 100 Uses <http://www.onechurch100uses.org/cms/our-services.html>
One Church, 100 Uses is a Community Interest Company and social enterprise. They work to help churches with networking, fundraising and management of development projects.

The Plunkett Foundation <http://www.plunkett.co.uk/> The Foundation helps rural communities to set up and run community-owned shops and other community-owned rural services. They are able to advise on governance.

Resourcing Christian Community Action <http://www.how2help.net/> A Church of England initiative to bring together current best practice in providing Christian care in local communities with the resources and knowledge needed to multiply this across the country.

Funding Directories

There are several funding directories to allow users to search for grants based on certain criteria.

National Charitable Grants List for Churches <http://www.parishresources.org.uk/wp-content/uploads/Charitable-Grants-for-Churches-2017.pdf> A Church of England booklet detailing possible grant sources for works and projects including repair and community projects.

The Heritage Funding Directory <http://www.heritagefundingdirectoryuk.org> Managed by the Heritage Alliance and the Architectural Heritage Fund, it is a free, easy-to-use guide to potential sources of support, financial and otherwise, for anyone seeking to undertake projects related to the heritage of the UK.

Funding Central <https://www.fundingcentral.org.uk/> Published by the National Council for Voluntary Organisations, it provides up to date information on local and national sources of funding for charities and projects as well as funding training opportunities.

GRANTfinder <https://www.idoxgrantfinder.co.uk/> It offers a searchable database as well as guidance to a wide range of organisations in the UK's public, private and voluntary sectors.

Directory of Social Change <https://www.dsc.org.uk/funding-websites/> A comprehensive directory providing links to the main funding websites. There is a registration fee, but your local authority or local library may be able to provide cheaper access.

Grants Online <https://www.grantsonline.org.uk/> provides a comprehensive list of grant funding opportunities from the European Union, UK Government Agencies, the Lottery as well as Grant Making Trusts and Foundations. This is available through subscription.

Other literature and research

Assets not Burdens: using church property to accelerate mission by Tim Thorlby. January 2017 (The Centre for Theology and Community)
<http://www.theology-centre.org.uk/wp-content/uploads/2013/04/CTC-Research-6-Assets-not-Burdens-Feb2017.pdf>

Cinnamon Network (2015), *Cinnamon Faith Action Audit*
<http://www.cinnamonnetwork.co.uk/cinnamon-faith-action-audit/>
Evidence for the social impact and economic value of the work faith groups do.

Cooper, Trevor (2004a), *How Do We Keep Our Parish Churches?* <http://ecclsoc.org/wp-content/uploads/2015/02/How-do-we-save-our-parish-churches.pdf> Monograph published by the Ecclesiological Society. The main section discusses churches and their carers, keeping churches in good repair and using church buildings.

Cooper, Trevor (ed) (2004b), *For Public Benefit: Churches cared for by trusts* in *Ecclesiology Today* Issues 49 and 50.

The Church Growth Research Programme (2013), *From Anecdote to Evidence*.
Find this at www.churchgrowthresearch.org.uk
Paper about church growth and potential solutions to decline.

The Church of England (2015), *Report of the Church Buildings Review Group*
https://www.churchofengland.org/sites/default/files/2017-12/church_buildings_review_2015.pdf Report of the Review Group chaired by The Right Reverend John Inge, Bishop of Worcester.

The National Churches Trust (2015), *Perceptions of Church Buildings*
<https://www.nationalchurchestrust.org/news/our-new-opinion-poll-public-attitudes-church-buildings> Information on a poll carried out by ComRes for the National Churches Trust measuring attitudes to church buildings.

Payne, Becky (2014), *Churches for Communities: Adapting Oxfordshire's Churches for Wider Use* (Oxfordshire Historic Churches Trust) This book documents projects in 25 churches in Oxfordshire which aimed to open church buildings for wider use.

Walter, Nigel and Mottram, Andrew (2015), *Buildings for Mission*, Canterbury Press
A handbook for those caring for church buildings, this practical guide provides expert advice on looking after the building and how church buildings can be tools for mission, for example through community engagement.

5. State support for religious buildings in the European Union

Introduction

Across Europe, there are varying models of state funding for church buildings. To understand state financial support for historic religious buildings, it is necessary to consider the wider picture of government funding for state religion. From the Church's point of view, income is income; and it doesn't matter whether this comes in the form of specific grants for buildings or a state subvention towards general running costs.

For example, if a church gets state support to pay its clergy, this frees other resources which can then be used to keep the buildings in good order. There is also the issue of church tax – in Finland, Germany and Italy – which has a similar effect.

Information by country (alphabetical)

Note N/A indicates that data is not available

CZECH REPUBLIC

Does the State fund listed churches?

The state pays in part for the upkeep of the buildings. It pays the salary of priests and supports churches financially on an individual basis. The church can apply to the Culture Ministry's grant programmes and, because churches are valued heritage assets, applications tend to succeed.

Do secular listed building controls apply to listed churches?

All buildings are governed by the same system.

Number of listed churches

c. 8,500 listed churches. A third of National Cultural Monuments are ecclesiastical buildings.

ESTONIA**Does the State fund listed churches?**

In the 1980s the state reinitiated funding for the maintenance of all churches, regardless of listed status or denomination. 10% of the church grant also goes to 'soft' works (outreach, education, research, PR, craft skills).

The government contracts private, licensed conservators to undertake works. This has met with some opposition from parishes regarding conservation methodology as they want to receive the money and contract conservators themselves.

Do secular listed building controls apply to listed churches?

Yes. Churches do not enjoy any special status.

Number of listed churches

There are 450 churches in Estonia of which 150 are on the register and 50 are considered as 'top'.

FINLAND**Does the State fund listed churches?**

Under the Church Act the Church Tax levied by government is channelled into maintenance if a church is of one of the official denominations (Lutheran or Orthodox). There is also an 'opt-out' of paying the tax in which case the owner (church) is liable for maintenance.

Do secular listed building controls apply to listed churches?

Yes. Permissions are the same as for secular buildings. State employees oversee works and advise the church on restoration.

Number of listed churches

All churches built before 1917 are automatically preserved. In 2000, there were 800 (all pre-1917 churches).

FRANCE**Does the State fund listed churches?**

In 1908, the state assumed ownership of Roman Catholic places of worship built before 1905 and undertook to bear the cost of maintaining them. In Alsace-Lorraine (which was part of Germany until 1919), the law allows local government to provide support for building places of worship.

A large part of the building maintenance costs of the Roman Catholic Church are met from public funds.

Do secular listed building controls apply to listed churches?

N/A

Number of listed churches

N/A

GERMANY**Does the State fund listed churches?**

1996–2000 €400m annually spent preserving religious cultural monuments.

A large proportion of the income of German Churches comes from the Church Tax [*Kirchensteuer*]. In 2010 the Church Tax was worth about €9.2 billion. While the proceeds of the Church Tax are not directed specifically at church buildings, they provide a basic income.

Do secular listed building controls apply to listed churches?

N/A

Number of listed churches

N/A

HUNGARY**Does the State fund listed churches?**

The state pays for clergy salary and maintenance of churches. Maintenance is the responsibility of the owner (e.g. diocese).

Do secular listed building controls apply to listed churches?

Yes. The Culture Ministry is against special treatment for churches.

Number of listed churches

c. 4,000

ITALY**Does the State fund listed churches?**

A major source of funding is the Church Tax: 0.8% of each person's income-tax is given either to the Roman Catholic Church, to one of the other denominations that has concluded a formal agreement with the Italian State, or to be used by the State for relief of world hunger, natural disasters, assistance to refugees and the conservation of cultural property.

Taxpayers can choose which option they would prefer, however, the vast majority do not make a choice – and of those who do, most choose the Church. This means that most of the 0.8% contribution goes to the Church.

Do secular listed building controls apply to listed churches?

No. There is an agreement covering Catholic Episcopalian churches. These are managed at the National level. A great number of churches are owned by the State not the Church

Number of listed churches

c. 80,000 (all churches over 50 years old)

NETHERLANDS**Does the State fund listed churches?**

Churches are the responsibility of the Church Foundation or parish. The only source of state funding for churches is grants from the Netherlands Department of Conservation (RDMZ). In 2005, €30 474 772 in grants from the RDMZ went to churches.

Do secular listed building controls apply to listed churches?

Yes – unless changes are proposed for liturgical reasons.

Number of listed churches

c. 3,700

NORWAY**Does the State fund listed churches?**

All religions receive state funding, and although the relationship between the Church of Norway (about 70% of people are part of this church) and the State is in transition, its clergy continue to be state officials. This has financial implications for other calls on the Church's resources, such as upkeep of buildings.

Do secular listed building controls apply to listed churches?

Yes – churches come under Cultural Heritage Act, and the Directorate for Cultural Heritage must be consulted on any alterations.

Number of listed churches

c. 965 (All Churches pre-1650 are automatically listed.)

POLAND**Does the State fund listed churches?**

The government devotes a lot of time and money to churches and have undertaken reviews of historic church buildings in each diocese. This covers current condition, future conservation and protection needs. After the review they produce a report with recommendations.

Do secular listed building controls apply to listed churches?

Yes. Responsibility for churches lies with the denomination, which is treated as the 'owner'. However, because of a lack of specialist knowledge, the National Center for Historical Monument Studies & Documentation (KOBiDZ) offers training to congregations

Number of listed churches

N/A

PORTUGAL**Does the State fund listed churches?**

No data.

Do secular listed building controls apply to listed churches?

Yes. There is an agreement between the State and the Catholic Church on all relations offering mutual independence, however if listed there are no special rights for Churches, they must still apply for permissions.

Number of listed churches

N/A

SLOVENIA**Does the State fund listed churches?**

State funds go to church Parishes but is not specifically for conservation work (In 2004 the sum was €3,402,777). The state also pays for pensions and social security for priests.

Grants for conservation work on churches often cover 100% of costs (practice rather than law).

Do secular listed building controls apply to listed churches?

Yes. There is no separate system for churches.

Number of listed churches

c. 2750 Religious architectural heritage is 26% of the register.

SWEDEN**Does the State fund listed churches?**

Yes. The Church of Sweden was disestablished in 2000. Since then the government has given 2 billion SEK for maintenance of the churches (including contents and vestments).

On disestablishment, the previous church tax was replaced by a church fee, payable by members only; however, it provides a regular and stable source of income.

Do secular listed building controls apply to listed churches?

No. Different legislation with churches

Number of listed churches

N/A

6. Role specifications**Community Support Advisers****GENERIC JOB DESCRIPTION****Purpose of the role:**

The role is to develop and implement an inclusive community-based approach to using church buildings to their full potential as places of community action, engagement, and outreach. The desired outcome is to catalyse the adoption of historic churches by the whole local community and to increase their mixed use

The Community Support Advisers will be a key part of making Church of England buildings used as a social and community resource, thus building their future sustainability. The buildings should be an asset both to worshipping communities and wider society, and opportunities must be found to serve or support all local people within a parish with the use of these buildings.

Tasks and Priorities

1. Build relationships with Local Authorities, local businesses, charities, groups and other partners or organisations who might play a role in projects or events for mixed use of church buildings.
2. Work alongside these organisations to promote the potential of church buildings as community resources; to develop projects in parishes or at diocesan level that will enhance community use of church buildings and meet local needs; and to generate revenue.
3. Help PCCs and congregations to identify and maximise potential revenue and funding sources.
4. Assist PCCs in navigating the legal requirements and processes for grant funding applications, as well as planning or other applications to adapt buildings sensitively for wider community use.

5. Identify local needs as regards community outreach and support, including work with the Fabric Support Officer (where in post) to identify churches in need of particular support.
6. Develop strategic approaches for the improved conservation and increased use of historic places of worship, helping to establish these buildings and identify opportunities in the priorities of partner organisations and the local community.
7. Develop volunteering opportunities and support the establishment and development of other voluntary organisations such as Friends groups. Develop mentoring and training schemes for volunteers (including Churchwardens, PCC Treasurers and Secretaries).

Key Relationships

- Fabric Support Officer (if in post), as well as:
- Community Organisations: Local Clubs, associations, charities and trusts, community leaders, volunteering organisations and individuals
- Local businesses and enterprise associations
- Public Sector: Local Authorities and LA Networks, regional HLF and HE officers and wider funding organisations
- Church of England: Incumbents, Archdeacons, Parochial Church Councils, Diocesan Secretary, Diocesan Advisory Committee Secretary and members, National Church Funding Network, National Cathedral and Church Buildings Division

Person Specification

Essential

- Skills in building relationships and working with people including volunteers.
- Experience of managing community-led projects and fundraising in general.
- Ability to develop and implement strategic plans and drive income generation
- IT and good record keeping skills.
- Willingness to travel regularly, widely and flexibly in both the rural and the urban parts of the diocese. A current driving licence is essential.
- Willingness to work outside normal office hours, as some work in the evenings and at week-ends will be core to the effectiveness of the role.
- A satisfactory outcome of a Basic Disclosure & Barring Service disclosure.

Desirable

- An understanding of the context of church buildings, their history and development.
- Experience of HLF funded projects and funding sources for listed places of worship.
- An understanding of built environment/historic buildings/conservation sector.

Fabric Support Officer

GENERIC JOB DESCRIPTION

Purpose of the role:

The role is to support PCCs in caring for the building fabric of their church, through both practical assistance and strategic planning of maintenance and repair. This strategic planning and practical buildings expertise will ensure that church buildings can be kept in better condition day to day and that improvements and adaptations can be made to ensure the buildings are used more widely by the local community and have a more sustainable future.

The Fabric Support Officer (FSO) will assess the state of repair of all listed churches within the diocese and prepare a building management plan for routine maintenance and a rolling ten-year plan for major repairs. The incumbent, Churchwardens and PCCs will action these plans.

Priorities and Tasks

1. Visit each listed church within the FSOs area of responsibility at least once a year to assess its state of repair and progress against plans for works.
2. Prepare and update an annual Minor Repairs Plan for each church to be actioned by the PCCs, incumbent and Churchwardens.
3. Prepare (and update annually) a rolling ten year plan Major Repairs Plan for each listed church to be actioned by the PCCs, incumbent and Churchwardens.
4. Prepare and consolidate all the individual Major Repairs plans into a ten year strategic plan for the diocese or area of responsibility.
5. Assist incumbent, Churchwardens and PCCs where needed with the completion of repairs needed, whether through giving or sourcing expert advice, help sourcing contractors, problem solving, or assistance with planning or other applications and build a network of appropriate Minor Repairs contractors.
6. Assess local resources available and make recommendations regarding churches needing supplementary repair resources from either the Minor or Major Repairs Funds. Contribute expertise to regional or national assessments on strategic priorities for the allocation of these resources.
7. Develop relationships with local building and maintenance professionals and negotiate lower rates and economies of scale where similar works can be co-ordinated across (or beyond) the diocese.
8. Develop, initiate and encourage the use of schemes to ensure easier and more affordable access to skilled building professionals.

Key Relationships

- Community Support Adviser (if in post) as well as:
- Church of England: Archdeacons, incumbents, Parochial Church Councils, Diocesan Secretary, DAC Secretary and members, National Church Funding Network, National Parish Buying Team, National Cathedral and Church Buildings Division.
- Private Sector: local building and repairs contractors, companies or individuals with heritage buildings expertise and skills.

- Public Sector: Local Authorities, Regional HLF and HE officers, and wider funding organisations.

Person Specification

It is likely that the post will be filled by someone from a practical heritage building contractor background, who understands the practical aspects of listed building repair works

Essential

- Experience of building construction/refurbishment projects.
- Skills in building relationships and working with people including volunteers.
- Skilled in strategic thinking and meticulous planning to deliver project outcomes.
- Negotiation skills and ability to secure value for money.
- IT and good record keeping skills.
- Willingness to travel regularly, widely and flexibly in both the rural and the urban parts of the diocese. A current driving licence is essential.
- Willingness to work outside normal office hours, as some limited work in the evenings and at week-ends will be core to the effectiveness of the role.
- A satisfactory outcome of a Basic Disclosure & Barring Service disclosure.

Desirable

- An understanding of built environment/historic buildings/conservation sector.
- An understanding of the context of church buildings, their history and development.

7. Pilot Schemes

Overview

The Panel proposes that the Review's key recommendations should be tested over the next two to three years by a pilot scheme. This scheme should be a short term, Government funded pilot, specifically to explore the implementation of two support officer roles, as well as a new, more strategic mechanism for allocating funding for church repairs. The two roles to be created are:

- Fabric Support Officers – to focus on repair and maintenance as set out in the report.
- Community Support Advisers – to focus on developing new and stronger community engagement between places of worship, local government, community and voluntary sectors.

The pilot should also establish a small grant fund to enable a test of the Minor Repairs Fund as detailed in the report. There should be no Major Repairs funding as part of the pilot; however, the Support Officers should be asked to test the process for assessing priorities in their area of responsibility for repairs that would be recommended for applications to such a fund in the future. The Listed Places of Worship scheme should continue to be open to all listed places of worship for the duration of the pilot.

The impact of the new posts should be evaluated in parallel with areas that have already benefitted from Historic Places of Worship Support Officers and/or Community Support Advisers

The pilot should be monitored throughout by Government and an expert working group, which should include representation from members of the review group, HLF, Historic England, the Church of England, and a diocese with proven experience in improving sustainability and community engagement.

Focus and Timescale

The new posts should be created in at least two areas, and should include both urban and rural contexts.

The length of the pilot scheme should be informed by the likely date of the next Government Spending Review, hence pilots of two to three years, to enable time for analysis and presentation of evidence as part of any bid for church heritage spending.

Costs

Costs for the pilot scheme (including the Minor Repairs Fund) are estimated at £2-3m per annum and should be funded by Government to enable the collection of evidence which can inform spending decisions from 2020 onwards

Evaluation

- The pilot should include rigorous evaluation before its commencement, throughout the pilot period, on completion, and further ahead to ensure that longer-term benefits are also captured.
- Evaluation should capture both qualitative and quantitative evidence. Improving awareness and attitudes towards the buildings should be measured alongside cost savings and achievements delivered.
- Outcomes of the pilot should be shared widely to enable learning to be disseminated, as well as informing future spending decisions in church heritage by Government.

