Regionalisation within the Diocese

This report was received by the Synod of the Diocese of Sydney in October 1988.

(Report of a committee appointed pursuant to Synod Resolution 38/86.)

Contents

To the Archbishop and the Synod

Introduction

The Synod made provision in 1986 for the appointment of a committee to investigate the regionalisation of the Diocese. For several reasons (all of them valid) it was not until September 1987 that the Committee first met. Some work had been done in the meantime.

The Committee first sought to understand how the present structure operates, and developed a "long list" of options for possible change. Despite this, as its examination developed, the Committee came to see that the size of the Diocese did not of itself require that there be urgent structural change. There is little doubt that considerable structural evolution will take place over the coming years. The Committee had a clear preference for growing towards it year by year rather than making major disruptive changes, in one or more big doses, in a system which for the present is working fairly well. Mr N.M. Cameron prepared a brief minority report which the Committee has included with its main report.

This report is therefore best regarded as something of a working paper, its end product being a series of conclusions arising from the Committee's deliberations. These are put forward with the intention that they might provide a basis for further investigation and consideration by the Archbishop, Synod, and other relevant parties within the Diocese over the next little while, without the pressure of a framework or resolutions and policies having been adopted in the meanwhile. A period of reflection of a year or more is suggested as appropriate.

The Committee recommends that the Synod receive the report.

H.M. KNIGHT
Chairman of the Committee

4 July 1988

Members/Terms of Reference

1. The Synod determined the Committee's terms of reference in Synod resolution 38/86.

   "... to report to the Archbishop and to the ... Synod upon -

   (a) the suitability of the present regional structures of Parramatta and Wollongong to assist in the further development of effective ministry within those regions;

   (b) the range of options open to the Diocese for the future as it seeks to develop more effective pastoral and administrative oversight …. and particularly in those parts of the Diocese in which the bulk of our new development is taking place and to formulate specific recommendations;

   (c) the contents of the report of the Standing Committee on Synod resolution 44/84 'Review of Church Resources', with special attention to those matters requiring 'further detailed investigation and study'; and

(d)   the ways in which the service organisations and endowment of the Diocese could be divided if the decision to create a new diocese or dioceses in the west and south was taken."

2.   The members of the committee are as follows -

The Bishops of Parramatta and Wollongong -

Bishop K.H. Short   Bishop R.H. Goodhew

The Archdeacons of Parramatta and Wollongong -

Archdeacon W.H. Newmarch   Archdeacon V.W. Roberts

Representatives elected by the Regional Councils -

The Rev G.K. Clifton (PARC)   Mr P.G. Kell (WARC)

The General Secretary of HMS -

Canon A.V. Whitham

Three people nominated by the Archbishop -

Bishop E.D. Cameron   The Rev G.R. Huard

Mr W.H. Olson

Two members of the Standing Committee appointed by the Standing Committee -

Mr N.M. Cameron   Mr N. Malone

Chairman -

Sir Harold Knight

3.   The initial chairman, Mr B.R. Davies, found that he was unable to carry out the assignment and the Standing Committee appointed Sir Harold Knight as the Chairman.

4.   The Committee met 13 times. Wide invitations were made for submissions in line with the terms of reference and the Committee wishes to thank those who responded.

Conclusions

5.   A wide range of "options open to the Diocese for the future" has been identified in relation to "those parts of the Diocese in which the bulk of our new development is taking place".

6.   At one extreme, the Committee resiles from the concept of withdrawing the regional bishops and archdeacons to a Sydney based situation and it accepts the need for a grouping of local people around a regional bishop to help in ministry and administration.

7.   At the other extreme, the Committee is willing to envisage -
   (a)   different bases of division of the Diocese;
   (b)   the formation of new dioceses; and
   (c)   a possible provincial structure.

8.   While contemplating the extremes as ultimate possibilities, the Committee resiles from recommending their immediate adoption.

9.   The Committee recognises that each of the four existing regions may well follow a different developmental and administrative path and suggests PARC and WARC as interim models for regional development in the short and medium term future.

10.   The Committee believes that the Archbishop should be encouraged to initiate a study by a small group, including one or more Christian social geographer(s), of the appropriateness of dividing the Diocese into say five or six regions, with the objects of enhancing directness of control between assistant bishops and region, of grouping like with like, and of delineating what may in future become appropriately one or more new dioceses.

11.　　There is a disposition to devolve more strongly to all regions functions which will facilitate ministry without unduly burdening pastoral staff with administration which could be done by others.

12.　　Noting that in the Parramatta and Wollongong Regions, many routine matters affecting property absorb much of the archdeacons' time, the Committee saw advantage in the appointment of a diocesan officer or officers to take over as much as practicable of the archdeacons' duties relating to property, thus releasing more of the archdeacons' time for pastoral work.

13.　　Subject to retaining ease and integrity of administration, there is a disposition to provide the Parramatta and Wollongong Regions with a defined flow of finance and increased autonomy in allocating it. The Committee endorses the practice of making an annual provision through the Diocesan Income and Expenditure Ordinance of an appropriate amount for discretionary disbursements by each region.

14.　　The evident advantage that has come from the presence of regionalisation is an improvement in the immediacy of contact between the episcopal structure and the parishes. As the Bishops in Parramatta and Wollongong have been seen increasingly by residents in the regions as their "man on the ground", there have clearly been gains in the capacity to encourage, guide and stimulate spiritual ministry throughout the regions.

15.　　The need for decentralisation is less evident in the northern and southern regions. The Committee's inquiries did not meet with any widespread or strong demand for increased devolution of functions in those areas.

16.　　The devolution in the Parramatta and Wollongong Regions has probably tended to increase in those parts a feeling of being some distance from the Archbishop, the senior pastor of those regions. The Vision for Growth activities have to some extent offset this tendency. The Committee wishes to encourage the Archbishop, in consultation with the relevant assistant bishop, to continue to make time to the maximum extent practicable, for direct pastoral oversight and ministry in and concerning the regions of the Diocese.

17.　　A continuing service role is foreseen in the Parramatta and Wollongong Regions for the Standing Committee and the service organisations.

18.　　There is in the regions a warm appreciation of the value of the centralised specialist services provided by bodies, such as the Sydney Diocesan Secretariat, HMS, Moore College, the Board of Education and the Department of Evangelism etc. Various of these bodies are adapting their outreach to correspond, as and where appropriate to the emerging pattern of regional activity. There is a very general wish to retain in the regions the advantage of such activities. Any proposal to split up the specialist bodies and assign part of each to a region, would be seen as adverse and would need to be weighed carefully against the economies of scale gained from central administration.

19.　　Against this, there is a clear wish to bring local knowledge and expertise to bear in the decision making that guides the activities of these bodies. Distance is a handicap in this. The Committee thought about reserving particular places on various committees for representatives of the region. The burden on such people of regular travel to Sydney was seen as inevitable: to influence the course of events, one must be there. Little more than token value and much expense and inconvenience was seen in the thought that (for example) the Standing Committee might meet say twice a year in each of Parramatta and Wollongong.

20.　　Many members viewed the eventual emergence of changed structures - either a provincial structure or new diocese/s as being certain. The Committee did not see such a change as clearly providing a substantial increase in effectiveness of outreach or in economy and efficiency of administration. On the other hand, such a change would absorb much energy and attention that could otherwise be applied to the task of outreach. Balancing these considerations, the Committee concluded that it would not recommend any immediate major step of this kind. A continued firm process of devolution of authority to the regions was, for the present, the preferred path.

21.　　Notwithstanding this assessment, the Committee considers that the Synod should remain responsive and constructive in attitude to any initiative that might come from a particular region for action that would by appropriate legislation create a structure that, in enhancing the autonomy of the region, contribute to spiritual effectiveness in outreach.

Statistics

22.　　The size and growth of the Diocese can be measured in statistical terms and the following figures, taken from the 1969 and 1988 Year Books unless otherwise stated, will be of interest.

	1969	1988
Population of the Diocese (1966 and 1981 Census)		
Total Population	2,819,250	3,302,550
Anglicans	1,076,600	951,465
Ministry Personnel		
Archbishop	1	1
Assistant Bishops	4	4
Archdeacons	4	4
Clergymen Holding Appointments	375	384
Deaconesses	31	28
Parish Sisters	12	11
Church Army Officers	*	11
Diocesan Readers	81	361
Parish Readers	292	327
Youth Workers	*	27
Stipendiary Lay Workers	*	32
	800	**1,190**

* If any, probably included in other categories

Area Deaneries		
Northern	5	6
Southern	8	8
Western	5	7
Wollongong	6	6
	21	**27**
Parochial Units		
Northern	73	76
Southern	92	84
Western	47	61
Wollongong	39	48
	251	**269**
Licenced Churches		
Northern	116	99
Southern	120	98
Western	126	112
Wollongong	117	110
	479	**417**

23.   Sydney is one of seven dioceses in NSW (24 in Australia). The bishop of Sydney is called "archbishop" for Sydney is the metropolitan diocese. Starting from Sydney, the Diocese extends north to Broken Bay, west along the Hawkesbury River and out to Portland and Wallerawang, south east to Bundanoon, Sutton Forest and Milton, and then north to Sydney again. A reasonable knowledge of chapters 1 to 3 of the Fifth Handbook

is necessary if readers are to understand the framework of the Diocese. "Sydney Anglicans" is also useful in this respect.

Regionalism: the Present Position

Basic Framework

24. The administration of the Diocese is carried out within the following framework.

    (a) Acts of Parliament mainly in 1902, 1917, 1938 and 1961.

    (b) A consensual compact comprised of those rules which applied upon the establishment of the Church of England in New South Wales on a consensual basis (taken to be by 1862) and which have been retained without modification by statute or ordinance.

    (c) Ordinances of the diocesan Synod.

    (d) The trusts on which church property is held to the extent to which those trusts are not included in statutes or ordinances.

25. Within this framework, the lines of authority can be unclear at times. For instance, many of the delegations of authority to the Standing Committee are found in ordinances other than the Standing Committee Ordinance 1895 and the situation is even more complex for the Archbishop.

26. We have a number of forms of regionalism, ranging from assistant bishops, archdeacons and area deans (with delegated authority from the Archbishop) and area deanery conferences and chapters, to the more executive forms in the Inner City Committee ("ICCOM"), the Marrickville Area Deanery Committee ("MADCOM"), the Parramatta Anglican Regional Council ("PARC") and the Wollongong Anglican Regional Council ("WARC").

The Archbishop

27. The Archbishop is elected by the diocesan Synod.

28. The central ministerial functions of the Archbishop are to be found in the Ordinal and may be summarised as follows: to instruct and teach, to correct false doctrine, to live a life that is an example to others, to maintain order, to ordain and confirm, to assist the poor and needy. In a large diocese such as Sydney, the personal discharge by the Archbishop of all of the requirements of the Ordinal within the whole of the Diocese is clearly not practicable. Confirming, for example, is shared with assistant bishops and assisting the poor and needy involves (inter alia) the Archbishop's Overseas and Winter Appeals, and HMS. These and other similar arrangements can be viewed as extensions of the Archbishop's role. The Archbishop himself must allocate his time between direct personal conduct of ordinal-type activities, and the dialogue with others ("administration") by which he discharges his duties, mostly of an administrative nature, which sometimes relate remotely if at all to the requirements of the Ordinal. The present regional structure, with its delegations, is one response by successive Archbishops to these circumstances.

The Assistant Bishops

29. An assistant bishop is appointed by the Archbishop with the consent of the Standing Committee.

30. Without excluding himself from the regions, the Archbishop has shared his task by making the following delegations to his four assistant bishops.

    "(a) In general I delegate to each of my assistant bishops such immediate pastoral responsibility for the clergy and parishes of their regions as seems to them appropriate to exercise.

    (b) In particular I delegate to them the administration of confirmations in their region, except for the 4 or 5 I myself take in each region each year.

    (c) I also delegate to each regional bishop the ordaining of deacons in his region to the priesthood, except that I myself conduct an ordination in one region each year in rotation.

    (d) I have appointed each regional bishop a surrogate for giving permission for the marriage of divorced persons, in accordance with the ordinance.

    (e) Each bishop acts for me under the Deaconesses, Lay Readers and Other Lay Persons Ordinance 1981-1985."

31. An assistant bishop may exercise other powers from time to time, such as under the Sydney Church Ordinance or the Parishes Ordinance for the Bishops of Parramatta and Wollongong. In this respect there has been an uneven delegation of authority and there may be other instances of uneven delegation, being the result of the way regionalism has developed in the Diocese. Given the differences between regions, non-uniform delegation is not inappropriate.

32. The delegation to assistant bishops is a comprehensive one. If the Archbishop thereupon excluded himself from participation in ministry in the regions, the delegation would relieve him of most of the direct fulfillment of the requirements of the Ordinal. In practice, and in close consultation and co-ordination with the

assistant bishops, the Archbishop has made time for and has arranged to carry out a good deal of widespread visiting of parishes, much of it in connection with his "Vision for Growth". In addition,. there is a major component in his work-load which comprises personal interviews, in the field or in the office, with clergy and others in furtherance of his pastoral role.

33.   The Committee spent some time considering the division of the time of the Archbishop and the assistant bishops between ministry and administration. Many members of the Committee found it impracticable to draw a clear line between the two. Interwoven with this discussion was some conjecture on whether the delegation and co-ordination among the Archbishop and the regional bishops under existing arrangements could be fully focussed and effective. The majority of the Committee concluded that there was no need to pursue these questions; the style of administration would necessarily vary with the attributes of the individuals and did not bear materially on the question of the structure of regionalisation.

The Archdeacons

34.   An archdeacon is appointed by the Archbishop and appointments are reported to the Standing Committee which usually approves or gives it goodwill. An archdeacon works under delegated authority from the Archbishop and exercises other powers designated by ordinances but generally operates as an assistant to the regional bishop.

35.   The role of an archdeacon is believed to be as follows.

    (a)   To visit the parochial clergy on behalf of the Archbishop and ensure the effectiveness of public ministry in accordance with the polity of the church.

    (b)   To examine and present ordination candidates and induct incumbents.

    (c)   To fulfill a number of functions relating to parishes imposed by Synod ordinances (Presentation Ordinance 1933, Sydney Church Ordinance 1912, etc).

    (d)   To fulfill such functions and tasks as the Archbishop may ask him to perform from time to time (chairing architectural panels, preparing reports relating to the formation of parishes etc).

    (e)   To provide for relief ministers in parishes during vacancies or emergencies.

    (f)   To forward land purchases and the construction of buildings.

    (g)   To serve on various committees ex officio and on other committees (not necessarily seen as related to the Archbishop) on a voluntary basis.

36.   A key aspect of an archdeacon's duties relates to parish property matters, both in the purchase of land and construction of new buildings, as well as ensuring existing properties are kept to an appropriate standard. This aspect weighs more heavily on an archdeacon's time in a rapidly developing region. The Committee questions whether it would be better for the Diocese to appoint qualified property people to undertake these activities. In making such appointments, it would need to be borne in mind that decisions about property may impinge on pastoral effectiveness.

37.   To the extent that such appointments are made they may free up archdeacons for other work. Pursuing this line of thought, the Committee wondered whether it might have been appropriate to abolish the positions of full-time archdeacons, and for their duties to be transferred to assistant bishops. This might then allow for the creation of some additional regions within the Diocese and the appointment of additional assistant bishops, each of whom would have the oversight of fewer parishes and clergy, so allowing a closer and more effective pastoral role for the assistant bishops.

Area Deans

38.   There are 28 area deaneries within the Diocese. An area dean is appointed by the Archbishop and has the following duties.

    (a)   To convene and preside over meetings of the area deanery chapter (the parochial clergy in the deanery).

    (b)   To convene and chair area deanery conferences as required by the Area Deanery Conference Ordinance 1965.

    (c)   To visit each parochial unit once every three years or at any time when requested by the Archbishop or regional bishop to do so, to examine and report on the general condition of each church, residence, and other parish property, including church furnishing and registers . (This is not a technical property inspection such as is carried out for insurance purposes by officers of the Sydney Diocesan Secretariat. Rather its purpose is to gain an overall impression of the well-being of the properties and their use or usefulness, of the proper ordering of churches, church furniture and ornaments, and of the proper keeping of records and statistics.)

    (d)   To collect and collate area deanery forms from parishes for presentation to the archdeacon of the region.

     (e)   To report any matter affecting the interests of the church of which the archdeacon, the regional bishop, or the Archbishop, as the case may be, ought to be informed.

39.   The area deans meet in conference with the Archbishop, assistant bishops and archdeacons from time to time.

The Standing Committee

40.   The principal functions of the Standing Committee areas follows.

     (a)   Making arrangements, preparing and proposing business for the Synod and printing a report of Synod proceedings.

     (b)   Defraying the expenses of the Synod and the Standing Committee and paying other sums authorised by the Synod.

     (c)   Being a council of advice to the Archbishop (the "Archbishop-in-Council").

     (d)   Agreeing to the appointment of Assistant Bishops and Archdeacons and to certain categories of expenditure from the Endowment of the See.

     (e)   Considering and reporting upon any matter which the Synod refers to the Standing Committee and carrying out the resolutions of the Synod.

     (f)   Deliberating and conferring upon matters affecting the interests of the Church and cognisable by the Synod.

     (g)   Making any necessary enquiries.

     (h)   Communicating with the Government and other persons and presenting petitions and addresses.

     (i)   Being custodian of all books, documents or other property belonging to the Synod and all other property belonging to the Church in the Diocese of Sydney not vested in any other body or person.

     (j)   Exercising such other powers as the Synod may prescribe (giving policy directions to the Property Trust and the Secretariat, passing ordinances, filling casual vacancies among persons appointed to various committees by the Synod etc).

41.   The Standing Committee is the "Synod in recess" and in that respect at least there can be only one Standing Committee in a Diocese.

PARC and WARC

42.   The principal functions of PARC and WARC are as follows.

     (a)   Being a council of advice to the Regional Bishop.

     (b)   Being a "lands committee" in relation to bills for ordinances for the respective regions.

     (c)   Exercising delegated authority under the Parishes Ordinance, the Sydney Church Ordinance and any other ordinances.

     (d)   Carrying out or assisting in carrying out resolutions of the Synod which are entrusted to them.

     (e)   Appointing various committees.

     (f)   Appointing representatives to attend meetings of any diocesan boards and committees which may invite such representatives.

     (g)   Proposing business to the Synod concerning the region.

     (h)   Exercising such other functions as the Synod or the Standing Committee may from time to time prescribe (eg managing the Wollongong Church Centre, allocating funds etc).

     (i)   Promoting, taking charge of and administering capital funds as endowments for regional administration etc.

     (j)   Discussing matters affecting the interests of the Church, making enquiries, disseminating reports etc.

     (k)   Reporting to the Synod.

Provisional Cathedrals

43.   The Parramatta and Wollongong Regions have provisional cathedrals and provisional cathedral chapters, established by ordinances in 1969. The northern and southern regions do not.

44.   In the preamble to the ordinances it is recited that due to the rapid increase in population of both the Parramatta and Wollongong Regions Synod had requested that consideration be given to the possibility of the future establishment of separate dioceses or centres of diocesan administration in these areas and it was expedient that one of the parish churches in each area should be selected and designated as a provisional cathedral. St John's Parramatta and St Michael's Wollongong were chosen accordingly and were so designated.

45.   Both provisional cathedrals continue to serve as parish churches having church committees/parish councils. However chapters was superimposed on this structure.

46.   The duties and powers of the chapters would appear to be as follows.

(a)   Concurring with the appointment of a minister of the parish.

(b)   Approving of faculty applications.

(c)   Providing stalls for canons.

(d)   Declaring vacancies on the chapter.

(e)   Providing for the election of canons.

(f)   Advising the Archbishop, the regional bishop and the Standing Committee on all matters relating to the provisional cathedral.

(g)   Receiving offertories from certain services.

47.   The rector of the parish is the senior canon of the provisional cathedral. Both parishes in effect lost their right of nomination and the incumbency of each parish, upon a vacancy, is filled by the Archbishop with the concurrence of the chapter.

48.   There has been acceptance of the provisional cathedrals as the "central churches" of the two regions and acceptance by the secular community that both churches are "cathedrals". 49. However, there has been some puzzlement amongst the parishioners, who continue to see themselves as members of a parish church and operate accordingly. This puzzlement has spilled over into the area of administration where the church committee in the case of Parramatta and the parish council in the case of Wollongong still operate vigorously in the administration of the parish, almost to the exclusion of the chapter.

50.   Recently a committee of the Standing Committee reviewed the ordinances which constituted these chapters and recommended the following for consideration.

(a)   The investigation of the legal basis of the relationship between the provisional cathedrals and their parishes and between the regional bishop and the rector/senior canon.

(b)   The provision, of adequate staffing to enable the regional bishops to perform their roles.

(c)   The location of facilities for the regional bishops within the provisional cathedrals.

51.   The review committee identified a number of frustrations associated with role, ministry, identity and staffing.

52.   The division of functions as between provisional cathedral chapters, the associated church committees and the regional councils has not yet emerged clearly.

53.   While paying due regard to any ordinances, it is probably desirable to allow further time for the chapters to develop their role into an appropriate one. In this respect the chapter at Parramatta has developed further relative to Wollongong and it is possible that some of the things the Parramatta chapter now attends to may not be the things they do in the longer term. 54. In the event that a further region is formed, the question of having yet another provisional cathedral would arise. A multiplicity of "cathedrals" could be confusing.

Inner City Committee and Marrickville Area Deanery Committee

55.   The principal functions of these bodies are as follows.

(a)   Conferring with the area archdeacon concerning ministry and property matters and advising the Archbishop.

(b)   Co-ordinating the pattern of ministry and the use and development of property.

(c)   Advising the Archbishop concerning boundary alterations, revocations, amalgamation and the creation of new parochial units.

(d)   Advising the Archbishop on the advisability and feasibility of the retention and maintenance of historic buildings.

(e)   Convening conferences for members of churches from time to time.

(f)   Reporting to the Standing Committee on bills for ordinances relating to property held on trust for parochial units.

(g)   Approving leases and other matters covered by clauses 10 and 17 of the Anglican Church Property Trust Diocese of Sydney Ordinance 1965.

56.   The Committee considers that ICCOM and MADCOM were initiated to meet special situations. The scale of their operations is not great in relation to the operations of a region but they seem to have been useful and to have met local needs. These models might be kept in view provided there is a "sunset clause". Taking

a broader view, the regionalisation model provided by the western and Wollongong regions, together with any subsequent changes, is the model to be considered for the future.

Effective Ministry

57.   There are conflicting aspirations and expectations of the present episcopal, regional, diocesan structures.

58.   A distant parish that is part of the Diocese feels benefit from a range of centralised services that can be called upon. There is centralised insurance; there is collaboration and availability of people when a change of incumbency is in process; advice is available on a range of property and administrative matters; there are facilities to handle long service leave and superannuation; there is help available from the departments - HMS Education, Evangelism . . . .; there is a long list of these and other support facilities that make maintenance of the thrust of a parish so much easier.

59.   The outreach of the Archbishop, the assistant bishops, archdeacons and the area deans to parish members and parish clergy provides a sense of belonging and a sense of support that is a major part of the value of the Diocese to a parish. 60. It is widely accepted that some structure should exist that has a wider view of the mission field that is the Diocese other than the view from an individual congregation. Population changes and the emergence of whole new communities in "green-fields" locations call for diocesan and regional thinking and initiatives. The extent of the resources and the priorities that should be applied to such work are less certain. "Effective ministry" within a region, and within the Diocese, calls for people to be active in initiatives and co-ordination beyond the individual congregation.

61.   Against all this, the Committee was made aware of negative tendencies in the outlook of some parishes towards the diocesan structure. There exists in some places a sense of some alienation from the central administration of the Diocese because of distance. There is a sense of powerlessness, in decision-making for reasons such as -

   (a)   Synod is too big to be effective;
   (b)   our parish is a long way from Sydney;
   (c)   even if we could travel regularly to Sydney, it is too difficult to explain our special local problems to a busy committee; and
   (d)   the decisions are taken by others, they come to us in the mail in writing, we have little or no say in them.

62.   These are of course feelings that exist in every wide-spread geographical structure. By comparison with other New South Wales Dioceses, the distances are not long. Nevertheless, the feelings are expressed.

63.   The thrust of regionalisation has been to seek to convey a sense of nearness, of immediacy of support and fellowship, in the vital areas of a parish's outreach to its local community: but to retain the advantages of availability of centralised help - mainly, but not entirely, in the administrative field. As with all administrative structures, no-one is entirely content with what we have. Like the old saying about democracy "it's a very unsatisfactory system; it's just that the others are so much worse". 64. As regards the size of regions, extremes are to be avoided. Very small regions would imply many people overseeing them - in principle, they would be assistant bishops - and needing to co-ordinate their activities between themselves, all of which would cause unnecessary duplication of administration costs. Also, insofar as a region may be the embryo of a new diocese, it needs to be large enough to be a viable unit in the long term. At the other extreme, too large a unit does not go far towards giving its member parishes the needed sense of nearness to their assistant bishop and some control of their own destiny.

65.   The feeling of the Committee was that, if anything, some of the existing regions may be too large. If a careful study on a social geographic/demographic basis indicated that the Diocese could naturally be grouped into five regions, with no one region larger than at present and some of them smaller, that would perhaps be about right for the time being. The Committee did not feel qualified to make such a study, and indeed saw it as being part of the on-going administrative work of the Diocese, rather than a task to be undertaken by Synod, which is more a body for the broadest of policy and which meets so infrequently as to make it an inappropriate source of tactical action. The Committee concluded that it should encourage the Archbishop to initiate a study of the Diocese with a view to identifying perhaps five areas that would be of a viable size, that would group together naturally and that would provide groupings a little smaller than the present regions. The Committee did not see it as urgent to recommend any change to the existing regions pending the outcome of such a study.

66.   In any grouping of parishes into a region, the factors which bring groups of people together would need to be identified and applied in determining the optimum size and character of that region.

What is Left to Delegate?

67.   Four matters must be kept in mind.

(a)   The role of a regional bishop (as distinct from the duties delegated by the Archbishop) may vary from region to region depending on the state of development and other matters.

(b)   The problems of regionalisation. The goal often determines the style of administration. If separation is the goal, certain consequences obtain. If further delegation of responsibility is the goal, different consequences obtain.

(c)   The consequences of delegation - if the aim is separation there will be duplication of administration but if the aim is not separation, duplication should be avoided.

(d)   The economies of scale arising from a centralised administration.

68.   The "diocesan" nature of some matters indicates that they should be dealt with by the Standing Committee (Anti-Discrimination Board actions, the preparation of Synod business and printing a summary of proceedings etc) but there are a number of areas which could be considered for further delegation to regional bodies. In some cases, complex legislation would be necessary before further delegation could take place.

69.   The regional bishops and PARC and WARC operate under extensive delegated powers. The Committee reviewed the various delegations of authority and came to the conclusion that there was not a great deal left to delegate. However, if the Synod and the Archbishop were of a mind to make further delegations, the following might be considered.

To the regional councils

(a)   The filling of casual vacancies among Synod - appointees on organisations based wholly within a region and serving that region only or the appointment of persons to such organisations instead of by the Synod.

To the Bishops-in-Council

(b)   The settling of disputes under the General Synod - The use of the Surplice Canon 1975 Adopting Ordinance 1975.

(c)   The declaration of territory as extra-parochial or parochial as the case may be, under the Extra-Parochial Ordinance 1919.

To the Regional Bishops

(d)   The issuing of authorities for lay persons to assist in the service of Holy Communion.

(e)   The creation of new housing districts and provisional parishes.

The "Service" Organisations

70.   The Diocese of Sydney has about 50 "service" organisations. Some of these are distinctively "diocesan" in character (the Standing Committee, Diocesan Tribunal etc), others perform a very valuable ministry support role, and others are "regional" in character.

71.   Some schools are "diocesan" in orientation while others are "regional".

72.   The Committee believes that most organisations would find it difficult to divide their operations into, say four sections, each providing services to a part of the Diocese. (Do they each create four regional offices?)

73.   On the other hand, some organisations may find it easy to provide regional workers, if finance were made available.

74.   Regional involvement along the lines of the HMS practice of involving others in the parish grant-making processes may be the way forward in some cases. 75. A few organisations already have some members appointed by PARC or WARC and this may be an option for the future. There are, however, a few organisations where PARC or WARC might appoint members in the place of the Synod (certain school councils in particular) or to fill casual vacancies among Synod-appointees.

76.   The Committee does not believe it is practicable to "regionalise" organisations like the Moore Theological College Council, the Sydney Diocesan Secretariat, the Board of Directors of the Superannuation Fund and other similar bodies which provide specialised services.

77.   In the event of a new diocese being created, the Committee has nothing to add to the report of the Wollongong Commission of Enquiry in 1969 (Appendix 5 of that report - Relationships between Sydney and the New Diocese) on the question of having separate service organisations or jointly using the Sydney organisations. This would have to be dealt with on a case by case basis at the time.

Options for the Future
The Range

78.   The options considered by the Committee are listed without lengthy comment or explanation, except in two cases which are relatively new. Any option selected for implementation would require the most careful

examination. The comments reflect the first reactions of a majority of the Committee without the benefit of serious detailed study.

Not Favoured - seen as being untidy, disorderly and resulting in the loss of valuable identity

Option 1:   Dissolve all existing regional structures.

Option 2:   Dissolve existing regional structures but retain regional bishops with territorial responsibility.

Option 3:   Dissolve the existing structures but retain the regional bishops along with the provisional cathedrals.

Unlikely on account of the pressure for change

Option 4:   Retain the existing arrangements.

Possibilities, depending upon the development of a plan and the concurrence of the Archbishop and the Synod

Option 5:   Expand the functions of the present regional structures by process of slow delegation.

Option 6:   Expand the functions of the present regional structures by rapid process of delegation.

Possibility if linked with option 4 - the optimum area for a regional bishop would need to be clarified

Option 7:   Create one or more additional regions and standardise the structure of the regions.

Possibility if linked with options 4 or 7

Option 8:   Begin again and create regions on the advice of social geographers or on some other basis.

Possibility

Option 9:   Create one or two new dioceses (Wollongong or Parramatta or both as one).

Unlikely as the dioceses would be two small

Option 10:   Create three dioceses.

Possibilities for the future

Option 11:   Form a provincial structure within the present Diocese of Sydney (the present service organisations continuing to serve the new province).

Option 12:   "Regionalise" the Standing Committee (each assistant bishop having a bishop-in-council which would comprise part of the Standing Committee).

Provincial Structure: Option 11

79.   Due to the way in which the Anglican Church developed in Australia, the main powers of government are vested in the diocesan synods. Mostly, the provincial synods have few powers and the General Synod has some powers which do not touch a diocese unless the diocese agrees.

80.   There is no reason that scheme of government cannot be changed either specifically or generally. In other parts of the world, the distribution of powers between diocesan synods and general synods is quite different - in England the diocesan synods have few powers.

81.   The Diocese of Sydney could become a province. A less drastic alternative, would be for four or five regional synods to be established with their bishops and standing committees etc, leaving the Sydney Synod as the principal synod for the diocese.

82.   If the first alternative were to be adopted -

(a)   The Diocese of Sydney would become a separate province and be split into four or five dioceses with synods and a provincial synod.

(b)   The powers of the diocesan synods would be limited probably to those conferred by the 1917 Act while the provincial synod would retain the powers conferred by the 1902 and 1938 Acts.

(c)   In consequence of (b), the membership of most organisations would be determined by the provincial synod. This could be changed, as regards specific organisations by the provincial synod.

(d)   Each diocesan synod could be elected as at present or on some other basis while the provincial synod (much smaller than the present Synod) would be elected by the four or five diocesan synods. Each diocese would elect its own representatives to the General Synod.

(e)   The co-operation of the present Provincial Synod and the NSW Parliament would be required to give effect to the foregoing.

83.   If the second alternative were to be adopted -

(a)   The present Province of NSW would remain undisturbed but the Diocese of Sydney would be split into four or five areas each with its own regional synod, bishop and archdeacon.

(b)   The powers of regional synods would be conferred by ordinance of the diocesan synod and would be limited probably to those conferred by the 1917 Act. The diocesan synod would retain its present powers.

(c)   In consequence of (b), the membership of most organisations would be determined by the diocesan synod. This could be changed, as regards specific organisations, by the diocesan synod.

(d)   Each regional Synod could be elected as at present or on some other basis. The diocesan synod could be reduced in size and could be elected by the four or five regional synods.

(e)   The position regarding the present Provincial and General Synods would remain as at present.

"Regionalising" the Standing Committee: Option 12

84.   To improve the effectiveness of parochial ministry, there could be more assistant bishops and archdeacons with more authority and fewer parochial units. The establishment of, say, five regions would be desirable.

85.   Each assistant bishop would have a bishop-in-council having more delegated authority than PARC and WARC have at present. Money could be allocated to a bishop-in-council for administration, localised and special capital needs, ministry, communications and contingencies etc.

86.   A regional bishop-in-council could consist of an assistant bishop, an archdeacon and eight persons (four clergymen and four laypersons elected by the Synod members from the region).

87.   The Standing Committee would be comprised of eight persons (four clergymen and four laypersons) elected by the Synod, the persons who are members of the regional bishops-in-council, the Archbishop the Chancellor, the Registrar and the Secretaries of the Synod. (This would increase the present Standing Committee from 49 to 55 members).

88.   The question of travel would have to be addressed creatively but regional representatives would have to accept the challenge to turn up and speak up.

Money

Introduction

89.   All administration costs money and the more complex the administration the more money it will cost.

90.   The committee has not costed any of the options referred to earlier. But the smooth-running of most of the options depends upon efficient full-time personnel at the very least.

Diocesan Funds

91.   The Synod budget for 1988 may be summarised as follows.

Income	$
Parish Assessments	1,489,000
Income from Trusts	314,678
Other "One-Time" Receipts	353,350
Transfer from Accumulated Funds	75,000
Income from Diocesan Endowment	5,154,700
	7,386,728
Expenditure	
Diocesan Services	781,000
Commitments & Obligations	1,673,207
Training for Ministry	632,880
Education, Evangelism, The Media, Social Work	3,002,900
Special Grants	1,130,000
Church-Related Activities	116,600
Contingencies	50,141
	7,386,728

The Archbishop and Support Staff

92.   The costs of the Archbishop, the assistant bishops and the archdeacons (housing, stipends, salaries, travelling etc officers secretaries etc) are met from the Endowment of the See of Sydney, not by the Synod. The costs of the Registrar and the Deputy Registrar are met by the Endowment of the See which also makes a grant to cover the Dean's stipend and allowances.

Additional Administration Costs

93.   Any additional costs which arise from altering the present administrative structure of the Diocese would have to be met by the Synod or the Endowment of the See, unless some other source of funding is found.

94.   The Endowment of the See is held upon trust to apply the income to meet the costs of the Archbishop of Sydney then, with the approval of the Standing Committee, for other purposes.

Endowment of New Dioceses

95.   It is noted that a grant of $133,333 is to be made for the endowment of the proposed Diocese of Wollongong "at the time the new diocese is created, whenever that might be". The source of this grant has not been determined but it is shown as a contingent liability in the Synod's audited accounts.

96.   In the long run, should one or more separate dioceses be created, the question will arise of making allocations from the Diocesan Endowment (Glebe Board) assets to provide income to assist with the running costs of the new diocese(s), and from the Endowment of the See to provide for the stipend and allowances of the bishop and archdeacon.

Funds for Regional Application

97.   The Committee noted that the physical resources - and by implication, the finances - that are applied annually to ministry and administration in the four regions of the Diocese are on a large scale. The flows come via the Income and Expenditure Ordinance, the HMS budget and other special diocesan organisations, the service activities of the Secretariat, the Moore College activities, the "Vision for Growth", and others.

98.   In many instances, trusts have been created that earmark particular income flows for specified purposes. Naturally enough, those concerned with ministry in a particular area much appreciate such contributions. Against this, the thrust of diocesan administration is to seek to bring revenue from the various available sources into one stream, the allocation of which can be reviewed annually by the Financial Priorities Committee. This is seen as a way of ensuring that the relative effectiveness of competing activities is reviewed regularly.

99.   The direct costs of the present regional structures in Wollongong and Parramatta are relatively small. Stipends and allowances for the bishops and archdeacons, and their necessary office expenses, are met from the Endowment of the See.

100.   In 1988, amounts were allocated ($250,000 in all) to the Parramatta and Wollongong Regional Councils and to the Bishop of South Sydney for regional purposes. The Bishop of North Sydney did not seek funds for the northern region in 1988.

101.   The Committee saw the present arrangements for provision to the regions of a moderate annual discretionary amount as being sensible and desirable. It envisaged that the amount so provided might well grow a little more than was needed to meet inflation.

102.   The Committee was informed that arrangements exist by which activities of certain specialist organisations are co-ordinated within the concerns of the regional bishops. Given the scale of finance that flows through such organisations as HMS, and Vision for Growth, such co-ordination is of very high importance. In the context of management of resources - which implies the management of finance - the Committee commended the concept of an annual conference between each specialist organisation and the regional bishop concerned to plan the year's activities, and of continuing close co-ordination to achieve full effectiveness of performances.

Minority Report: Mr N.M. Cameron

103.   While I am in substantial agreement with most of the conclusions, tentatively expressed in paragraphs 5 to 21, 1 do not agree with some aspects of the report.

104.   The present system of regionalisation finds its genesis in the Wollongong Commission of Enquiry. This Commission was appointed in 1966 to examine the possible formation of a new diocese with the See centre in Wollongong. No consideration was given in the report of the Commission as to whether a new diocese was necessary or desirable. This is not surprising as the terms of reference given to the Commission assumed that a new diocese was necessary and desirable and the only issues concerned boundaries, parochial units, money and the like. Proposals for a Parramatta diocese followed and, within five years, two parish churches had been designated "provisional cathedrals" and chapters and zone councils had been established. Yet, in the years

following publication, serious doubts were being raised as to whether a new diocese or new dioceses were either necessary or desirable.

105.   Thus, the zone councils and chapters were created at time of considerable debate. Further, the relevant ordinances gave these bodies few powers and no access to funds. In particular, those which established the chapters are models of futility[1]. It is scarcely surprising that those elected or appointed to these bodies soon voiced frustration. It may well be that the regional councils have a useful function. But one cannot but note that in the other two regions there are no such councils[2] nor does there seem to be any need for them.

106.   It became apparent at meetings of the committee that the issues of separate regions and separate dioceses concern the role of the bishop and the relationship between the Archbishop and his assistants. No serious study has been undertaken of the role of the Archbishop of Sydney - at least by anyone whose views are likely to be respected - and whilst some preliminary enquiries were undertaken, the enquiry did not progress very far. The writer was left with several distinct impressions. The first is that if an Archbishop is appointed on the basis of the job specification in the ordinal, it is highly desirable that the Archbishop be personally and solely responsible for a region (which might be no bigger than a deanery) of the Diocese and for the clergy in the region. The second is that the process of delegation between the Archbishop and his assistants leaves something to be desired. The third is that the pressures for regionalisation or autonomy or for a separate diocese are reflections, in some degree, of the personality of persons concerned and the frustrations of assistant bishops and councils with the inadequacies which exist at present and that such pressures have little to do with ministry at a grass roots level. These impressions may be wrong (and a majority of the committee evidently think they are) but it is unfortunate that the committee was unable to come to grips with the matter in a way which might have led to less tentative conclusions.

107.   The committee did not pursue the third of its terms of reference. The writer cannot believe that where there is a genuine wish to rationalise parochial resources, more cannot be done.

Endnotes to Minority Report

1.   The St Michael's Provisional Cathedral Wollongong Ordinance 1969 devotes most of its first four pages, all of its first 17 clauses and the last 4 clauses to constituting the provisional cathedral and its chapter. By clause 18, it is to act as an advisory body on matters relating to the provisional cathedral. By clause 19, it may receive moneys from the church committee and, by clause 20, it may receive offertories from regional services. (There was no evidence before the committee as to the magnitude of the funds received from these two sources). The Parramatta equivalent is similar. Both should be repealed.

2.   The Inner City Committee and the Marrickville Area Deanery Committee are not comparable. Further, since the ordinances seek to provide a mechanism for assisting a ministry in smaller areas but with similar characteristics, the structures may be better models than the regional councils.