

**HOUSE OF KEYS
MANAGEMENT AND
MEMBERS' STANDARDS
COMMITTEE**

**SECOND REPORT FOR THE
SESSION 2021-22
CHAPLAINCY AND PRAYERS**

HOUSE OF KEYS MANAGEMENT AND MEMBERS' STANDARDS COMMITTEE

SECOND REPORT FOR THE SESSION 2021/21 CHAPLAINCY AND PRAYERS

The remit of the Committee is set out in Standing Order 6.5:

The Management and Members' Standards Committee shall –

(1) consider and report on any matter which concerns the business, precincts or facilities of the House which is not within the remit of any other Committee of the House or the Speaker alone;

(2) represent the House in all matters brought before any chambers of the Legislature other than legislation, and to report thereon from time to time to the House;

(3) consider and report upon any matter that may from time to time be referred to the Committee by the House, or by a Member, which relates to the conduct of a Member;

(4) consider and report on such standards and such privileges of the House and of Members as have been, or in the future should be, recognised as necessary and desirable for the proper and effective discharge of the duties of the House and its Members.

The powers, privileges and immunities relating to the work of a committee of Tynwald or the Branches are those conferred by sections 3 and 4 of the Tynwald Proceedings Act 1876, sections 1 to 4 of the Privileges of Tynwald (Publications) Act 1973 and sections 2 to 4 of the Tynwald Proceedings Act 1984.

Committee Membership

The Hon J P Watterson SHK (Rushen) (Chair)

Mrs D H P Caine MHK (Garff)

Hon T M Crookall MHK (Glenfaba & Peel)

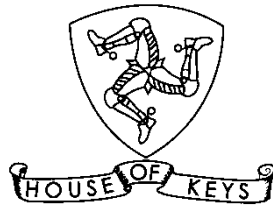
Dr M E K Haywood MHK (Rushen)

Copies of this Report may be obtained from Legislative Buildings, Finch Road, Douglas IM1 3PW (Tel: 01624 685520) or may be consulted at www.tynwald.org.im

All correspondence with regard to this Report should be addressed to the Clerk of Tynwald, Legislative Buildings, Finch Road, Douglas, Isle of Man, IM1 3PW.

Table of Contents

I. INTRODUCTION	1
II. CONTINUATION OF PRAYERS	2
APPOINTMENT OF A CHAPLAIN	2
PROCEDURE AT THE BEGINNING OF A SITTING	3
III. FREEDOM TO PARTICIPATE IN PRAYERS OR NOT	4
IV. CONSOLIDATED LIST OF RECOMMENDATIONS	4
ANNEX 1: CONSULTATION WITH MEMBERS OF THE HOUSE OF KEYS – QUESTIONNAIRE AS ISSUED	7
ANNEX 2: RESPONSES TO THE QUESTIONNAIRE	15
APPENDIX 1: 4TH FEBRUARY 2022 CHURCH OF ENGLAND ANNOUNCEMENT - APPOINTMENT OF REVEREND IRENE COWELL AS ARCHDEACON OF MAN	19



To: The Hon Juan Watterson, Speaker of the House of Keys,
and the Hon Members of the House of Keys

HOUSE OF KEYS MANAGEMENT AND MEMBERS' STANDARDS COMMITTEE

SECOND REPORT FOR THE SESSION 2021/21 CHAPLAINCY AND PRAYERS

I. INTRODUCTION

1. In our First Report for this Session we invited the House to consider possible reform of its traditions of beginning every sitting with prayers, and appointing a Chaplain after every General Election to lead them.¹ After a debate on 8th February 2022 the House rejected the reforms which we had proposed and resolved instead:

That the House of Keys Management and Members' Standards Committee First Report for the Session 2021-22: Chaplaincy and Prayers [PP 2022/0009] be received; that as a matter of principle every Member should be free to participate in prayers or not according to their individual conscience; and that the Management and Members' Standards Committee should consider and report on how to give effect to this principle.

2. We believe on the basis of this resolution that the House has, in effect, decided two things:
 - that prayers should continue; and
 - that participation in prayers should be optional.
3. Noting that there were many ways in which those two decisions could be delivered, on 28th February 2022 we issued a Questionnaire to all Members of the House and invited responses by 14th March 2022. A copy of the Questionnaire is at Annex 1. The

¹ [PP 2022/0009](#)

responses which were received within the specified deadline are at Annex 2 in an anonymised form.

4. Within Annex 2 we have redacted the name of a nominee for Chaplain which was included in one of the responses. This is to separate the selection from the consideration of wider procedural matters.

II. CONTINUATION OF PRAYERS

Appointment of a Chaplain

5. At the time when our First Report was drafted, Members had been asked to nominate a Chaplain and no nomination had been made. Subsequently, however, nominations have been made. We are grateful to the Members concerned for making these nominations.
6. At Question 3 of the Questionnaire, Members were asked whether they believed the House should appoint a Chaplain. Respondents were divided roughly fifty-fifty, with six saying “yes”, four “no” and one “no preference”. Given that the House has already decided that prayers should continue, and given that nominations have now been made, we consider that a Chaplain should now be appointed.
7. Our preferred nominee is the Reverend Irene Cowell. She has served as Church of England Vicar of Arbory and Castletown since 2018. Her appointment as Archdeacon of Man was announced on 4th February 2022.²
8. At present, Standing Order 9.4.1 demands that the appointment of a Chaplain be among the first things attended to by each new House of Keys immediately after a General Election. While we appreciate that there is some support for the Chaplain’s term of office coinciding with that of the House itself (Question 4), we consider that the urgency required by this Standing Order is unwarranted. After a General Election, a new House should in our view be allowed time to appoint a Speaker and a Chief Minister, and other Members should be allowed time to settle into their roles, before they are expected to consider the appointment of a Chaplain. We therefore suggest that the next Chaplain’s term of appointment should end, not at the Dissolution, but on 31st March 2027; the next House can then attend to the matter at any time within its first six months. In order to give effect to this revised procedure, reform is needed to Standing Order 9.4.1.
9. No honorarium has been paid to a Chaplain for some years. We do not see any prospect of such an honorarium being reinstated and accordingly we recommend removing Standing Order 9.4.2.

² Appendix 1.

10. Accordingly we make the following recommendations:

Recommendation 1

That Reverend Irene Cowell be appointed as Chaplain of the House for a term of office ending on 31st March 2027.

Recommendation 2

**That all the words of Standing Order 9.4.1 be replaced with the following:
“The House, on considering a report of the Management and Members’ Standards Committee, shall appoint a Chaplain for such term of office as may be determined by the House.”**

Recommendation 3

That Standing Order 9.4.2 be removed.

Procedure at the beginning of a sitting

11. Whether or not a Chaplain is appointed, it would be possible to have prayers led by a range of different people, including those of different faiths or no faith. There was some support for such a development in the debate on 8th February 2022 and in the Questionnaire responses (Questions 8 and 9).
12. In order to introduce this possibility we consider that Standing Order 3.2 should be amended. The reform we are proposing would allow a Chaplain, in future, to involve persons of other faiths or none in the leading of prayers. We would normally expect the Chaplain to be present if available. In the case of a planned absence, our proposed reform would also open up the possibility of the Chaplain arranging “cover” by another person with the agreement of the Speaker. In the case of an unplanned absence, for example if the Chaplain was taken ill on the day of a sitting, it would remain possible for prayers to be led by the Speaker as at present, or for the Speaker to delegate leading prayers to another Member.

Recommendation 4

That in Standing Order 3.2(1) the words “by the Chaplain of the House (or, in the Chaplain’s absence, by the Speaker)” be removed.

III. FREEDOM TO PARTICIPATE IN PRAYERS OR NOT

13. The 8th February 2022 resolution specified that “as a matter of principle every Member should be free to participate in prayers or not according to their individual conscience”.
14. We asked Members if they thought there should be flexibility for Members to be absent from the Chamber during prayers. An overwhelming majority of respondents to our Questionnaire answered “yes” to this Question (Question 13). We share this view.
15. No amendment to Standing Orders is needed to permit absence from prayers. The obligation on Members to attend sittings is in Standing Order 3.1(1), which reads:

Every Member, unless that Member has leave of absence, shall attend the service of the House.

This Standing Order will not be contravened by a Member who enters the Chamber after prayers, so long as the expression “the service of the House” is deemed not to include prayers. That is our interpretation but we consider that it would be helpful for this interpretation to be endorsed by a resolution of the House. Accordingly we recommend:

Recommendation 5

That in the interpretation of paragraph (1), the words “the service of the House” shall not be taken to include prayers.

IV. CONSOLIDATED LIST OF RECOMMENDATIONS

16. The recommendations of this Report are repeated here for ease of reference.

Recommendation 1

That Reverend Irene Cowell be appointed as Chaplain of the House for a term of office ending on 31st March 2027.

Recommendation 2

**That all the words of Standing Order 9.4.1 be replaced with the following:
“The House, on considering a report of the Management and Members’ Standards Committee, shall appoint a Chaplain for such term of office as may be determined by the House.”**

Recommendation 3

That Standing Order 9.4.2 be removed.

Recommendation 4

That in Standing Order 3.2(1) the words “by the Chaplain of the House (or, in the Chaplain’s absence, by the Speaker)” be removed.

Recommendation 5

That in the interpretation of paragraph (1), the words “the service of the House” shall not be taken to include prayers.

J P Watterson (Chair)

D H P Caine

T M Crookall

M E K Haywood

April 2022

ANNEX 1: CONSULTATION WITH MEMBERS OF THE HOUSE OF KEYS – QUESTIONNAIRE AS ISSUED

HOUSE OF KEYS MANAGEMENT AND MEMBERS' STANDARDS COMMITTEE

Chaplaincy and prayers

Consultation with Members of the House of Keys

28th February 2022

It was resolved on 8th February 2022:

That the House of Keys Management and Members' Standards Committee First Report for the Session 2021-22: Chaplaincy and Prayers [PP 2022/0009] be received; that as a matter of principle every Member should be free to participate in prayers or not according to their individual conscience; and that the Management and Members' Standards Committee should consider and report on how to give effect to this principle.

The Committee believes on the basis of this resolution that the House, in effect, has decided two things:

- prayers should continue
- participation in prayers should be optional

There are many ways in which those two decisions could be delivered. Your answers to the following questions will help the Committee formulate proposals for consideration by the House. The Committee would be grateful if you would please complete this questionnaire and submit it by 12 noon on Monday 14th March 2022 to committees@tynwald.org.im.

Thank you.

Jonathan King
Secretary of the House of Keys
28th February 2022

Introductory questions

1. Do you consent to the Committee publishing your response to this questionnaire as part of a report to the House of Keys? (Please choose one box and add any further comments below).

Yes ☐

No ☐

Further comments:

2. Which of the following best describes your overall attitude to House of Keys prayers?

Prayers have no place in a modern legislature. ☐

I'm not religious but I value prayers as one of the traditions of the House and the nation. ☐

As a person of faith I think House of Keys prayers should evolve in order to stay relevant. ☐

House of Keys prayers are an expression of my faith and the faith of the community I represent. We tamper with them at our peril. ☐

Prefer not to answer ☐

Further comments:

Office of Chaplain: appointment and terms

- 3. Do you believe that the House should appoint a Chaplain? (Please choose one box and add any further comments below.)**

Yes ☐

No ☐

No preference ☐

Further comments:

- 4. If the House decides to appoint a Chaplain, should the Chaplain's term of office continue to coincide with the term of the House itself? (Please choose one box and add any further comments below.)**

Yes ☐

No ☐

No preference ☐

Further comments:

- 5. If the House decides to appoint a Chaplain and decides that the Chaplain's term of office should not coincide with the term of the House itself, how long should the Chaplain's term of office be? (Please choose one box and add any further comments below.)**

Two-and-a-half years ☐

Five years ☐

Other period (please specify) ☐

No preference ☐

Further comments:

6. **If the House decides to appoint a Chaplain, which of the following would be suitable?
(Please choose any number of boxes and add any further comments below.)**

Anyone ☐

A minister of any religion* ☐

A minister of a religion
practised in the Island ☐
according to the census

A minister of a religion
practised by at least 10% ☐
of the Island's population
according to the census

Further comments:

* Under the Island's charity law "religion" includes (i) a religion which involves belief in more than one god; and (ii) a religion which does not involve belief in a god.

Location of prayers

7. **At present prayers take place in the House of Keys Chamber. It would be possible to hold them in the Tynwald Chamber or in some other location. Where do you think prayers should take place? (Please choose one box and add any further comments below.)**

House of Keys Chamber ☐

Tynwald Chamber ☐

Other (please specify) ☐

No preference ☐

Further comments:

Who should lead the prayers

8. **Whether or not a Chaplain is appointed, it would be possible to have prayers led by a range of different people. Who do you think should lead prayers? (Please choose one box and add any further comments below.)**

The Chaplain exclusively ☐

The Chaplain primarily,
with other faith leaders ☐
from time to time

Faith leaders on a rota
with no individual ☐
having primacy

No preference ☐

Further comments:

9. **If prayers continue to be the exclusive preserve of the Chaplain, who should be able to lead them in the Chaplain's absence? (Please choose as many boxes as you like and add any further comments below.)**

The Speaker or Deputy
Speaker ☐

Another Member ☐

An officer ☐

The Bishop ☐

No preference ☐

Further comments:

What Members are expected to do during prayers

- 10. How do you feel when expected to listen to a faith leader praying? (Please choose one box and add any further comments below.)**

Comfortable ☐

Indifferent ☐

Uncomfortable ☐

Further comments:

- 11. How do you feel when asked to stand up or sit down at a particular time as part of prayers? (Please choose one box and add any further comments below.)**

Comfortable ☐

Indifferent ☐

Uncomfortable ☐

Further comments:

- 12. How do you feel when asked to join in with words of prayer? (Please choose one box and add any further comments below.)**

Comfortable ☐

Indifferent ☐

Uncomfortable ☐

Further comments:

- 13. Do you think there should be flexibility to allow Members to be absent from the Chamber during prayers? (Please choose one box and add any further comments below.)**

Yes ☐

No ☐

No preference ☐

Further comments:

Words used during prayers

- 14. Do you think there should be a set format to prayers? If yes, what are your thoughts on this?**

Yes ☐

No ☐

No preference ☐

Further comments:

- 15. Should there be flexibility to try a “thought for the day”-type address instead of prayers? (Please choose one box and add any further comments below.)**

Yes ☐

No ☐

No preference ☐

Further comments:

- 16. Should there be flexibility to try a period of silence instead of prayers? (Please choose one box and add any further comments below.)**

Yes ☐

No ☐

No preference ☐

Further comments:

Final comments

- 17. Is there anything you would like to add?**

Thank you for your participation. Once completed, this Questionnaire should be submitted to committees@tynwald.org.im

ANNEX 2: RESPONSES TO THE QUESTIONNAIRE

House of Keys Management and Members' Standards Committee

Questionnaire dated 28 February 2022

Responses received by 14 March 2022

(1) Checkboxes

1	Do you consent to the Committee publishing your response to this questionnaire as part of a report to the House of Keys?	Yes	10
		No	1
2	Which of the following best describes your overall attitude to House of Keys prayers?	Prayers have no place in a modern legislature.	3
		I'm not religious but I value prayers as one of the traditions of the House and the nation.	2
		As a person of faith I think House of Keys prayers should evolve in order to stay relevant	3
		House of Keys prayers are an expression of my faith and the faith of the community I represent. We tamper with them at our peril.	3
		Prefer not to answer	0
3	Do you believe that the House should appoint a Chaplain?	Yes	6
		No	4
		No preference	1
4	Should the Chaplain's term of office continue to coincide with the term of the House itself?	Yes	6
		No	1
		No preference	4
5	If it did not coincide with the term of the House itself, how long should the Chaplain's term of office be?	2 and a half years	1
		5 years	4
		Other	0
		No preference	6
6	If the House decides to appoint a Chaplain, which of the following would be suitable?	Anyone	1
		Minister of any religion	3
		Minister of a religion practised in the Island	2
		Minister of a religion practised by at least 10%	5
7	Where do you think prayers should take place?	HoK Chamber	8
		Tynwald Chamber	1
		Other	1
		No preference	1
8	Who do you think should lead prayers?	Chaplain exclusively	2
		Chaplain with others occasionally	3
		Rota with no primacy	5
		No preference	2
9	Who should be able to lead in the Chaplain's absence?	Speaker or Deputy Speaker	8
		Another Member	1
		An officer	0
		Bishop	4
		No preference	1

10	How do you feel when expected to listen to a faith leader praying?	Comfortable	9
		Indifferent	0
		Uncomfortable	2
11	How do you feel when asked to stand up or sit down at a particular time as part of prayers?	Comfortable	8
		Indifferent	2
		Uncomfortable	1
12	How do you feel when when asked to join in with words of prayer?	Comfortable	9
		Indifferent	1
		Uncomfortable	2
13	Do you think there should be flexibility to allow Members to be absent from the Chamber during prayers?	Yes	10
		No	1
		No preference	0
14	Do you think there should be a set format to prayers?	Yes	3
		No	5
		No preference	3
15	Should there be flexibility to try a "thought for the day"-type address instead of prayers?	Yes	4
		No	7
		No preference	0
16	Should there be flexibility to try a period of silence instead of prayers?	Yes	3
		No	7
		No preference	1
17	Is there anything you would like to add?		3

(2) Free text

1 Attitude	Respondent 1	I would prefer a reflection or thought for the day – referring to prayers restricts those who represent the Humanists (for example). A reflection or thought for the day could consist of prayers but would not be a prerequisite.
2 Attitude	Respondent 2	Not sure I would go so far as to say "We tamper with them at our peril."
6 Suitable as Chaplain	Respondent 1	A rota of representatives from all religions and none.
6 Suitable as Chaplain	Respondent 3	HM the Queen, Lord of Mann is the supreme Governor of The Church of England, the Protestant Anglican Church so a minister should be of that faith.
7 Location	Respondent 4	in the church across the road or in a members' office if they so choose.
8 Who should lead	Respondent 4	As I have said that I find the appointment of a Chaplain to be exclusive of some members (and therefore some constituents) I do not feel any of the above are suitable.
9 Absence of Chaplain	Respondent 1	An alternate member on a pre-approved list. A rota of representatives would prevent this problem.
12 Joining in	Respondent 5	Comfortable when it's my faith. Indifferent otherwise, provided it's not incompatible.
13 Absence	Respondent 4	but as above, this is not inclusive.
13 Absence	Respondent 2	Not really, as that would create a 'them and us' situation. We all knew what we were signing up for at election time so need to be prepared to carry it through. It is no good applying for the National swimming team and then when chosen, at the first event, deciding you do not like water.
14 Format	Respondent 6	Prayers should maintain a set framework based around the traditional Lords Prayer. I am content as they are currently written.
17 Final comments	Respondent 7	I have a great deal of respect for people of faith, and understand the historical and cultural significance of prayers before sittings. However, like other parliaments, I believe the Isle of Man should remove mandatory attendance, and not seek to replace prayers with 'mindfulness' or anything else. We were elected to govern, not pray for divine inspiration or contemplate the mysteries of the universe.
17 Final comments	Respondent 2	Possible suggestion for Chaplain [REDACTED]
17 Final comments	Respondent 8	The will of the House has been made clear during what was an extensive debate and is very concisely laid out at the start of this questionnaire: "The Committee believes on the basis of this resolution that the House, in effect, has decided two things: prayers should continue participation in prayers should be optional." The Committee should now look to act on the will of the House as expressed as anything else will simply rerun the debate already had.

**Appendix 1: 4th February 2022 Church
of England Announcement -
Appointment of Reverend Irene
Cowell as Archdeacon of Man**

Next Archdeacon Announced

February 4, 2022



The Reverend Irene Cowell

Livestream of the Announcement from St George's Church, Douglas

Her Majesty the Queen, Lord of Mann has signified Her approval for the appointment of The Reverend Irene Christine Cowell, Incumbent of the Parish of Arbory and Castletown in the Diocese of Sodor and Man, and Diocesan Director of Continuing Ministerial Education, as Archdeacon of the Isle of Man. Her appointment will take effect from the date she is sworn in.

At the same time the Bishop of Sodor and Man has appointed The Revd Mrs Cowell as Priest-in-Charge (to become Incumbent) of the Parish of St George and All Saints, Douglas. In the post of Archdeacon she will have responsibility for Church of England parishes across the Diocese, succeeding The Venerable Andie Brown who retired in September 2021 after ten years in post.

On the announcement of the appointment, The Right Reverend Peter Eagles, Bishop of Sodor and Man, said:

'I am indeed thrilled that The Rev'd Irene Cowell has accepted the post of Archdeacon of Man and Priest-in-Charge (to become Incumbent Team Rector following pastoral reorganisation) of the Parish of St George and All Saints, Douglas. In taking this next step in her life of Christian ministry, Irene brings proven pastoral gifts and wide professional and personal experience to the role. I am grateful to her that she is willing to serve God in this new capacity, and I look forward immensely to working with her. I offer my condolences to the people of Arbory and Castletown, where Irene has exercised such a wonderful ministry for the past four years, but I hope Irene's people will be both pleased and indeed proud that they have played a part in preparing her for this greater responsibility. And Irene won't be far away! I look forward to identifying a new priest for Arbory and Castletown as soon as

possible after Irene's move, which I envisage taking place in later spring, with a date for starting in role to be identified in due course.

Please join me in praying for Revd Irene as she prepares to take on this new ministry, and for Irene and Tom as they undertake farewells and new beginnings.'

The Reverend Irene Cowell was born and educated in Liverpool. She trained as a nurse at Alder Hey and Broadgreen hospitals and after qualifying went on to manage an acute surgical ward for 12 years. Answering God's call which she first sensed in her teens, she left nursing to train for ordination at Ridley Hall, Cambridge. Returning to the Diocese of Liverpool she was ordained Deacon in 1994 and Priest in 1995, amongst one of the first women to be ordained priest in the Church of England.

Irene served her curacy at St Philip's, Litherland from 1998 – 2011 then as Rector of St Helen, Sefton and St Frideswyde, Thornton, bringing two uniquely diverse parishes together into a single benefice, and leading the parish through a significant period of change. In 2002 Irene was appointed Diocesan Director of Continual Ministerial Education encouraging, training and mentoring clergy for ministry and mission. In 2005 she became Co-ordinator of Leadership and Management Training using her experience to enable and support clergy and congregations through times of transition, conflict and change.

In 2011 Irene was appointed Vicar of Emmanuel, Southport a large suburban parish with a thriving ministry to families and children. In 2018 she moved to the Isle of Man and was appointed Vicar of Arbory and Castletown and Diocesan Director of Continuing Ministerial Development, supporting clergy in their ministerial formation, implementing ministerial review and promoting clergy wellbeing. She serves on a number of diocesan committees.

Irene has a passion for mission and exploring fresh expressions and pioneering new ways of being Church and making the Gospel relevant for all people of all ages. She has experience of working ecumenically and believes more can be achieved when churches work in partnership.

Irene's wider community involvement has included voluntary work with the Probation and Prison Service and for 15 years as Chair of trustees for one of the largest counselling services on Merseyside forging partnerships with the NHS and Local Education Authority. She has been involved in several other community projects and charities on Merseyside and is especially interested in ecclesiastical law, culture, heritage, art, tourism and rural issues.

Irene is married to Tom, a former civil servant who was born and brought up in Douglas and can trace his Manx roots back to the 1600's. Irene is a keen photographer and amateur genealogist, she enjoys opera, reading and following F1 Racing. When time allows she likes to visit her favourite places Rome, Florence and the Southern States of the USA, where she has made many friends.

Parliamentary Copyright

available from:

The Office of the Clerk of Tynwald
Legislative Buildings
DOUGLAS
Isle of Man, IM1 3PW
British Isles

April 2022

Tel: 01624 685500
e-mail: Enquiries@tyrwald.org.im

Price: £3.40