Record No.



IN THE SUPREME COURT OF VIRGINIA

THE FALLS CHURCH, DEFENDANT-APPELLANT

V.

THE EPISCOPAL CHURCH AND THE PROTESTANT EPISCOPAL CHURCH IN THE DIOCESE OF VIRGINIA, PLAINTIFFS-APPELLEES

On Appeal from the Circuit Court for Fairfax County

THE ATTORNEY GENERAL'S AMICUS BRIEF IN SUPPORT OF THE FALLS CHURCH'S PETITION FOR APPEAL ON THE ISSUE OF DONOR INTENT

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I. <u>INTRODUCTION</u>

The Falls Church ("TFC" or "the Church") petitions for an appeal of the trial court's decision in a church property dispute between itself and The Episcopal Church (TEC) and The Protestant Episcopal Church in the Diocese of Virginia ("the Diocese"), the hierarchical entities to which TFC had previously belonged (collectively, "the plaintiffs"). This appeal is the continuation of a long-standing dispute between the Church and the plaintiffs that was previously addressed in Protestant Episcopal Church v. Truro Church, 280 Va. 6, 694 S.E.2d 555 (2010). TFC challenges, interalia, the trial court's award to the plaintiffs of several million dollars worth of charitable donations originally made to the Church on the express condition that they not be shared with the plaintiffs. To protect the public interest in honoring the wishes of donors to charitable institutions, the Attorney General of Virginia presents this Amicus Brief in support of that aspect of the Church's Petition for Appeal and urges the Court to grant review of the trial court's transfer of TFC charitable donations to the plaintiffs.

II. <u>ASSIGNMENT OF ERROR SUPPORTED</u>

The trial court erred in awarding TFC's personal property to plaintiffs—even though plaintiffs never had any control over TFC's funds or their use, and TFC's donors, for religious reasons, gave on the express

condition that their gifts *not* be forwarded to plaintiffs—in violation of Va. Code §57-1 and the Religion Clauses of the U.S. and Virginia Constitutions.¹

III. NATURE OF THE CASE AND MATERIAL PROCEEDINGS BELOW

The Attorney General hereby incorporates the Nature of the Case and Proceedings Below statement provided by The Falls Church in its Petition for Appeal, but expresses no opinion regarding matters relevant to the other errors therein assigned. The Church's petition presents a foundational question of fundamental principles: whether an express condition placed on a charitable donation by a donor to a religious congregation may be contravened and the donation forwarded to another religious body, when the donor has expressed an unequivocal unwillingness to support that body. The nature and seriousness of this issue compels the Attorney General's participation.

The Attorney General of Virginia has the authority, and duty, "to act on behalf of the public with respect to" assets held by "charitable entities" that are "incorporated in or doing any business in Virginia," such as those

¹ The assignment of error supported corresponds with Assignment of Error 5 in The Falls Church's Petition for Appeal. TFC Pet. for Appeal at 5. Citations to the record showing where the issue was preserved appear in that petition in that Assignment of Error.

at issue here, and "to seek such judicial relief as may be necessary to protect the public interest in such assets." Va. Code Ann. § 2.2-507.1(A). See Dodge v. Trs. of Randolph-Macon Woman's Coll., 276 Va. 10, 16, 661 S.E.2d 805, 808-09 (2008) ("This statute further gives the Attorney General the authority to act on behalf of the public when a charitable corporation incorporated in or doing business in Virginia uses charitable property in a manner inconsistent with the corporation's governing documents or applicable law." (emphasis added)). See also, Va. Code Ann. § 55-532 (requiring non-profit entities to notify the Attorney General before disposing of assets so that the Attorney General "may exercise his common law and statutory authority over the activities of these organizations"); accord Tauber v. Commonwealth, 255 Va. 445, 451, 499 S.E.2d 839, 842 (1998) (The Supreme Court of Virginia "long ago recognized the common law authority of the Attorney General to act on behalf of the public in matters involving charitable assets." (citing Clark v. Oliver, 91 Va. 421, 427-28, 22 S.E. 175, 177 (1895))).

The Attorney General here asserts the public interest in the wishes of donors being honored — that the charitable gifts of donors be used "for such purposes as are established by . . . the gift or bequest made to" the religious body in question. Va. Code Ann. § 2.2-507.1. This venerable

principle of charitable trusts has been vindicated time and again before this Court, see, e.g., Gallego's Ex'rs v. Att'y Gen., 30 Va. (3 Leigh) 450, 461 (1832) (reciting that "[t]he attorney general filed an information and bill, to have [the charitable gifts] applied to the objects for which they were bequeathed, and to enforce the execution of the trusts in respect to them"), and pervades Virginia law governing charitable assets of a religious institution. See, e.g., Va. Code Ann. § 57-4 (directing that assets donated "for a charitable purpose" to a "vestry" that was no longer in existence be managed by the governing body of the locality in which the vestry lay and that the governing body "shall apply such money or other thing in such manner as may have been directed by the donor." (emphasis added)).

Because the Church presents a prima facie case that the clearly expressed wishes of donors to a charitable institution are being contravened, and in a manner raising grave constitutional concerns, the Attorney General, pursuant to his common law and statutory authority and in pursuit of the public interest, urges this Court to grant TFC's petition for appeal insofar as it concerns the disposition of charitable donations to the plaintiffs.

IV. STATEMENT OF FACTS

The Attorney General hereby incorporates the Statement of the Facts provided by The Falls Church in its petition for appeal, but expresses no opinion regarding any recitation relevant to the other errors therein assigned.

V. AUTHORITIES AND ARGUMENT

A. Donor Intent Governs the Disposition of Charitable Donations In The Event of Conflicting Claims By Religious Entities. (Assignment of Error 5)

This Court affirmed in this very case that church property disputes are to be resolved with reference to the general laws of property and contract. See Protestant Episcopal Church, 280 Va. at 29, 694 S.E.2d at 567-68 (citing, Va. Code Ann. § 57-7.1; Trustees of Asbury United Methodist Church v. Taylor & Parrish, Inc., 249 Va. 144, 452 S.E.2d 847 (1995); Green v. Lewis, 221 Va. 547, 272 S.E.2d 181 (1980); and Norfolk Presbytery v. Bollinger, 214 Va. 500, 201 S.E.2d 752 (1974)). That donor intent is paramount and governs the disposition of property, both real and personal, by one entrusted with its management is a principle beyond dispute and interwoven throughout the law governing charitable trusts. Compare Va. Code Ann. § 57-7.1 ("Any such conveyance or transfer that fails to state a specific purpose shall be used for the religious and benevolent purposes of the church, church diocese, religious congregation

or religious society as determined appropriate by the authorities which, under its rules or usages, have charge of the administration of the temporalities thereof."), with Va. Code Ann. § 22.1-112 ("Any donations made to the Board of Education or to any member thereof for the benefit of any public school or schools in the Commonwealth shall be expended by the Board in accordance with the wishes of the donor."); Va. Code Ann. § 23-9.2 (declaring "the public policy of the Commonwealth" with regard to financing higher education to be that private donations "be used in accordance with the wishes of the donors thereof"). There are a number of reasons to conclude that it controls this case as well.

In ruling for the Plaintiffs, the trial court relied upon Va. Code Ann. § 57-10, which provides that:

When personal property shall be given or acquired for the benefit of an unincorporated church or religious body, to be used for its religious purposes, the same shall stand vested in the trustees having the legal title to the land, to be held by them as the land is held, and upon the same trusts or, if the church has created a corporation pursuant to § 57-16.1, to be held by it as its land is held, and for the same purposes.

Va. Code Ann. § 57-10. Having concluded that the real property belonged to plaintiffs, the trial court relied upon this section to conclude that all of TFC's personal property as of a certain date was also the plaintiffs'. See TFC Pet. for Appeal at 30-31. Assuming for purposes of argument that

Code § 57-10 is relevant to the disposition of the charitable donations, a point TFC contested below and contests now on appeal, see Mot. for Partial Recons. at 9, TFC Pet. for Appeal at 30-31 & n.10, this default rule -- that personal property "is held" in the same manner and for the same purposes as a religious body's real property -- does not evince an intent to amend the bedrock principle that assets donated to a charitable organization be reserved to the organization and use that the donor intended. Nor does this section speak at all to the situation presented: a dispute over ownership of personal property between a congregation and a hierarchical church body with which the congregation had previously associated. Yet the Court below stretched this statute to cover situations it was not contemplated to control, dislodging general principles of trust law. See Truro Church, 280 Va. at 29, 694 S.E.2d at 567-68.

Other statutes, such as Va. Code Ann. §§ 57-1 and 57-7.1, caution against this overbroad reading of Section 57-10. Va. Code Ann. § 57-1, passed by the General Assembly within ten years of the Commonwealth's independence, declares "that to compel a man to furnish contributions of money for the propagation of opinions which he disbelieves, is sinful and tyrannical, and even the forcing him to support this or that teacher of his own religious persuasion, is depriving him of the comfortable liberty of

giving his contributions to the particular pastor whose morals he would make his pattern." Toward preventing this violation "of the natural rights of mankind," id; Va. Code Ann. § 57-2, the General Assembly enacted the principle "[t]hat no man shall be compelled to frequent or support any religious worship, place or ministry whatsoever." Va. Code Ann. § 57-1. The principles of reading statutes "in pari materia" and not presuming a repeal by implication, see Eastlack v. Commonwealth, 282 Va. 120, 125, 710 S.E.2d 723, 725-26 (2011) (citing Hughes v. Cole, 251 Va. 3, 14, 465 S.E.2d 820, 828 (1996), for the proposition that "repeal of a statute by implication is not favored, and there is a presumption against a legislative intent to repeal where express terms indicating such intent are lacking"), require reading Va. Code Ann. § 57-10 so as not to partially repeal Va. Code § 57-1 by involuntarily transferring donations from one religious congregation to another, over the religious objections, and in violation of the clearly expressed intent, of the donors.

And Va. Code Ann. § 57-7.1 lends further support to the conclusion that Code § 57-10 should not be read as an (implicit) command to ignore donor intent when resolving disputes between religious organizations over personal property. That section, entitled "What transfers for religious purposes valid," provides in pertinent part: "[a]ny such conveyance or

and benevolent purposes of the [recipient religious entity] as determined appropriate by the authorities" designated by the recipient entity. Va. Code Ann. § 57-7.1 (emphasis added). The emphasized language implies that "any such conveyance or transfer" that does "state a specific purpose" is not subject to the rule that the religious authorities may decide upon an appropriate use. If the Court concludes from the record that the donors' "conveyance or transfer" of charitable contributions to The Falls Church were conveyed with the specific purpose that they not be used to benefit the plaintiffs, the Court should conclude that the trial court misapplied Virginia law in vesting in the plaintiffs legal right to those charitable contributions.

B. Virginia Statutes Must Be Construed To Avoid Conflicting With the Constitutions of the United States and of Virginia. (Assignment of Error 5)

In addition to the reasons advanced for adopting the natural interpretation of Va. Code Ann. § 57-10 urged above, another rule of construction weighs heavily against the Court allowing the trial court's disposition of the charitable donations to stand. Courts "have a duty to construe statutes subject to a constitutional challenge in a manner that 'avoid[s] any conflict with the Constitution." Copeland v. Todd, 282 Va.

183, 193, 715 S.E.2d 11, 16 (2011) (quoting Commonwealth v. Doe, 278 Va. 223, 229, 682 S.E.2d 906, 908 (2009)). "In this context," this Court, like others, has reiterated that it "will narrowly construe a statute where such a construction is reasonable and avoids a constitutional infirmity." Va. Soc'y for Human Life v. Caldwell, 256 Va. 151, 157, 500 S.E.2d 814, 816-17 (1998); see also, Virginia v. Am. Booksellers Ass'n, 484 U.S. 383, 397 (1988) (holding, in the First Amendment context, that no overbreadth exists if curative construction is one to which the statute is "readily susceptible").

The religious freedoms protected by the First Amendment of the United States Constitution, as applied to the Commonwealth through the 14th Amendment, as well as Article I, § 16 of the Virginia Constitution,² prohibit the forced donations to benefit a religious organization. See Lee v. Weisman, 505 U.S. 577, 587 (1992) ("It is beyond dispute that, at a minimum, the Constitution guarantees that government may not coerce anyone to support or participate in religion or its exercise"); see also, Va. Const. art. I, § 16 ("No man shall be compelled to frequent or support any religious worship, place, or ministry whatsoever it shall be left free to every person to select his religious instructor, and to make for his support

² "[T]he protections under the Virginia Constitution are 'parallel' to those of the U.S. Constitution." *Glassman v. Arlington Cnty.*, 628 F.3d 140, 149 (4th Cir. 2010) (citing *Coll. Bldg. Auth. v. Lynn*, 260 Va. 608, 626, 538 S.E.2d 682, 691 (2000)).

such private contract as he shall please."). As Thomas Jefferson wrote in the preamble to the bill that would become Va. Code Ann. § 57-1, "to compel a man to furnish contributions of money for the propagation of opinions which he disbelieves, is sinful and tyrannical" and "that even the forcing him to support this or that teacher of his own religious persuasion, is depriving him of the comfortable liberty of giving his contributions to the particular pastor, whose morals he would make his pattern." Everson v. Bd. of Educ. of Ewing, 330 U.S. 1, 13 (1947) (emphasis added). See Gallego's Ex'rs, 30 Va. (3 Leigh) at 473 ("Does it not strike the most common understanding as an invasion of right, to give an estate which is devised to a roman catholic charity, to a charity of the church of England, on the principle, that the first was void at law, and the next is cy pres the testator's intention, when nothing in the world could have been farther from his intention?").

Although courts may and must resolve disputes over property rights, and thus necessarily will recognize property interests in one religious body and not another, they must do so, as this Court directed, see *Protestant Episcopal Church*, 280 Va. at 29, 694 S.E.2d at 567-68, in reliance upon neutral principles of private law, which require that donor intent be honored. In obedience to that mandate and the Constitution, the trial court was

obliged to reject an interpretation of Va. Code Ann. § 57-10 that ignores donor intent for purposes of church property disputes, especially where donors have expressed in no uncertain terms that they object on grounds of conscience to their donations supporting a particular religious body. This Court should grant an appeal to determine whether the record makes out such a scenario; however, in the judgment of the Attorney General, the Church raised below and now raises in its petition a prima facie case that the trial court's decision failed to honor donor intent. See (TFC Pet. for Appeal at 8-9, 31-32.)

VI. CONCLUSION

For the reasons previously stated, the Attorney General of Virginia requests that the Court grant The Falls Church's Petition for Appeal insofar as it concerns the disposition of charitable donations to the plaintiffs.

Respectfully submitted,

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CERTIFICATE

Pursuant to Va. Sup. Ct. Rule 5:17(i), I hereby certify that:

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I certify that on this 1st day of June, 2012, seven (7) copies of this Amicus Brief of the Attorney General of Virginia have been filed in the Office of the Clerk of the Supreme Court of Virginia; a copy has been mailed by first class, postage prepaid, U.S. Mail to counsel listed below; and an electronic copy of the Brief has been filed with the Clerk of the Supreme Court of Virginia by e-mail at scvbriefs@courts.state.va.us.

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