

Taking pride in our communities and town

Date of issue: Friday, 20 April 2018

MEETING COUNCIL

DATE AND TIME: TUESDAY, 24TH APRIL, 2018 AT 7.00 PM

VENUE: THE CURVE - WILLIAM STREET, SLOUGH,

BERKSHIRE, SL1 1XY

DEMOCRATIC SERVICES

OFFICER:

SHABANA KAUSER

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SUPPLEMENTARY PAPERS

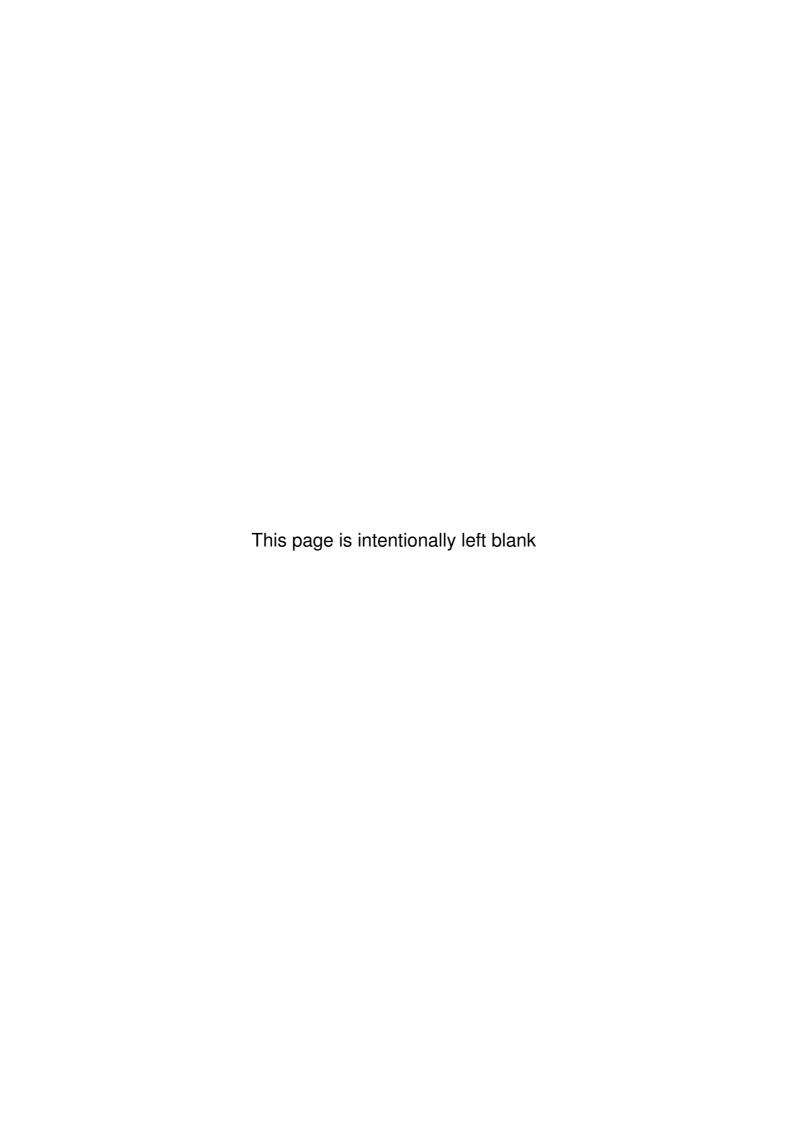
The following Papers have been added to the agenda for the above meeting:-

PART 1

AGENDA ITEM	REPORT TITLE	<u>PAGE</u>	WARD
8.	Establishment of Trustee Committee	1 - 24	All



^{*} Item 8 was not available for publication with the rest of the agenda.



SLOUGH BOROUGH COUNCIL

REPORT TO: Council **DATE:** 24 April 2018

CONTACT OFFICER: Sushil Thobhani, Service Lead Governance & Deputy

Monitoring Officer

(For all enquiries) (01753) 875036

WARD(S): All

PART I FOR DECISION

ESTABLISHMENT OF TRUSTEE COMMITTEE

1 Purpose of Report

To recommend to Council the appointment of a committee of the Council to discharge the Council's duties as a corporate trustee of its charitable assets and consequential actions to enable the setting up and operation of such committee.

2 Recommendation(s)/Proposed Action

Council is requested to resolve that:

- (a) a Committee of the Council comprising seven members be established to discharge the Council's duties as a corporate trustee of its charitable assets in accordance with the contents of this Report
- (b) allocation of seats, receipt of nominations of Members to serve on the Committee and appointments to the Committee be effected pursuant to Rule 1.2 of the Council Procedure Rules in Part 4.1 of the Constitution at the Council's Annual Meeting in accordance with the contents of this Report.
- (c) A Member be appointed in the meanwhile to prepare for the work of the Committee and the settling of any enabling documents in consultation with the Head of Democratic Services and the Service Lead Governance
- (d) the Service Lead Governance be instructed to arrange for any necessary changes to the Constitution to be presented to Council for adoption at the Annual Meeting, following approval by the Monitoring Officer, to enable the work of the committee to begin as soon as possible; and
- (e) induction be arranged for the members of the Committee in accordance with the contents of this Report following their appointment.

3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

3a. Slough Joint Wellbeing Strategy Priorities

Good governance arrangements will have positive implications for the SJWS and the JSNA

3b Five Year Plan Outcomes

Good governance arrangements relating to the Council's charitable assets will enhance the following outcomes of the Five Year Plan:

Outcome 1 – Slough Children will grow up to be healthy, happy and successful

Outcome 2 – Our people will be healthier and manage their own care needs

Outcome 3 – Slough will be an attractive place where people choose to live, work and stay.

4 Other Implications

(a) Financial

The Charitable Assets of the Council do generate some income and the Committee will need to consider in due course covering the administrative costs of the operation of the Committee from such income.

(b) Risk Management

Recommendation from section 2 above	Risks/Threats/ Opportunities	Current Controls	Using the Risk Management Matrix Score the risk	Future Controls
(a) a committee of the Council comprising seven members be established to discharge the duties of the Council as a corporate trustee of its charitable assets in accordance with the contents of this Report.	Decisions continue to need to be made at discrete meetings of full Council if no committee established	Meetings of the Council	Probability: Very Low Impact: Negligible Score: 2	Properly constituted and functioning committee with appropriate terms of reference.
(b) nominations and appointments to the Committee be effected pursuant to Rule 1.2 of the Council Procedure Rules in Part 4.1 of the Constitution at the annual meeting of the Council in accordance with	Decisions continue to need to be made at discrete meetings of full Council if no Committee appointed and operating	Meeting of the Council	Probability: Very Low Impact: Negligible Score: 2	Properly constituted and functioning committee

the contents of this Report. Subject thereto, The Leader of the Council be authorised to appoint a Member provisionally in the meanwhile to lead on the preparation of enabling documents for the work of the committee to begin as soon as possible in consultation with Lead Members, Members, interested parties and other stakeholders				
(c) that the Service Lead Governance be instructed to arrange for any necessary changes to the Constitution to be presented to Council at its Annual Meeting for approval, following approval by the Monitoring Officer, to enable the work of the committee to begin as soon as possible; and	Procedures adopted and operated without proper authority under the constitution	Advice and recommend-ations of Officers	Legal/ Regulatory Probability: Almost impossible Impact: Marginal Score: 2	Appropriately amended Constitution
(d)	Committee not properly equipped to carry out its functions	Advice and recommend-ations of Officers	Legal / Regulatory Probability: Almost negligible Impact: Marginal Score: 2	Appropriately inducted members capapble of discharging the Council's duties as a corporate trustee.

(c) <u>Human Rights Act and Other Legal Implications</u>

There are no Human Rights Act implications.

The adoption of the recommendations in this Report will reduce the risk of the Council being found to have acted in breach of the law relating to the duties and responsibilities of trustees of charitable assets.

(d) Equalities Impact Assessment

There is no need identified for an Equalities Impact Assessment in connections with this Report.

5 **Supporting Information**

- 5.1 The Council is the owner of assets which are subject to charitable trust obligations and in respect of which the Council is registered with, and regulated by, the Charity Commission.
- 5.2 These charities are the Salt Hill Playing Fields (Charity no. 215385), the War Memorial Garden at Slough (charity no. 1010350) and Langley War Memorial Fields (charity no. 1055955).
- 5.3 It may be that in the future further assets are vested in the Council to hold in a trust capacity.
- 5.4 It is the case historically that the Council's arrangements for discharging its functions as a corporate trustee of its charitable assets have not been of the best order. This is generally recognised and has been the subject of a briefing for Members and has previously lead to an amendment of the Councillors' Code of Conduct in the Constitution to clarify Members' obligations when discharging the Council's trustee duties. It is also generally recognised that this issue needs to be addressed and this Report now seeks to do so.
- 5.5 The Council have sought the advice of external Solicitors expert in the field of charity law as it affects local authorities and who have advised other authorities on best practice in this field. The salient points arising form their advice are that:
 - best practice entails Councils appointing a committee to discharge their charitable trustee duties
 - there is no requirement for the membership of any such committee to be
 politically balanced. After consultation with the Leader of the Council and the
 Member Panel on the Constitution, however, it is considered that the committee
 should be representative of political groupings on the Council. Members of the
 committee would, however, need to be mindful of the special duties of the
 Council as a trustee of charitable assets when discharging these duties on behalf
 of the Council.
 - that membership is best constituted of members having expertise or interest in property, finance, charity law, compliance and sector specific knowledge or expertise e.g. in education, health and recreation.

- The Council is, itself, the corporate trustee. Committee members are not trustees in their own capacity but must have regard to the Council's duties as a trustee of charitable assets when discharging these duties on behalf of the Council.
- All committee members should be given an induction and briefing on the objects of the trusts and their duties and responsibilities when discharging the Council's duties as the trustee of these charitable trusts.
- Due to the special fiduciary duties and responsibilities being discharged by members of the committee on behalf of the Council a party whip may not be applied in relation to their decisions.
- As the Committee would be discharging a trustee function the decisions can be of the Committee only and they must not fetter their discretion in any way but the committee may invite other Members and other individuals or bodies who are key stakeholders in the charitable assets to participate in the committee's discussions in order to inform the committee's decisions.
- 5.6 The external Solicitors have prepared a "Terms of Reference" document for the proposed committee which is appended to this Report.
- 5.7 It is considered that the work of the Committee should get underway as soon as possible in the new Municipal Year. It would, therefore, be appropriate for Council to appoint a member in the meanwhile to consult with the Head of Democratic Service and the Service Lead for Governance on appropriate steps to plan for the Committee to discharge the duties and responsibilities set out in the "Terms of Reference" document appended to this Report.

6 Comments of Other Committees

- 6.1 The Member Panel on the Constitution has considered this issue.
- 6.2 Under paragraph 3 of Article 15 of the Constitution changes to the Constitution will only be approved by the Council after consideration of the proposal by the Monitoring Officer. This Report has been submitted to the Monitoring Officer and the proposed changes have been approved by him.

7 Conclusion

It is considered that the resolutions recommended by this Report will enable the Council to discharge its duties as a corporate trustee in a proper manner in accordance with full legal requirements and best practice.

8 **Background Papers**

The Constitution and Charity Commission Guidance relating to "Local Authorities as Charity Trustees" and "Councillors' Guide to a Council's role as Charity Trustee".

9 **Appendices**

Appendix – Paper Prepared By External Solicitors on Terms of Reference For The Committee.

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SLOUGH BOROUGH COUNCIL THE COUNCIL ACTING AS CORPORATE TRUSTEE TERMS OF REFERENCE FOR THE COMMITTEE

Key Provision	Proposed Terms of Reference	
Role	The Council will continue to act as the corporate trustee in relation to the relevant charities.	
	However, rather than requiring all decisions to be reached by full Council, the Council will appoint the committee to discharge its responsibilities as corporate trustee.	
Current Charities	The Council acts as corporate trustee in relation to the following three charities:	
	The War Memorial Garden at Slough – Charity No. 1010350	
	The Salt Hill Playing Fields – Charity No. 215385	
	 Langley War Memorial Fields – Charity No. 1055955 	
	A brief summary of these charities is set out at Appendix 1.	
	There may be other charities in the future.	
Terms of Reference	The terms of reference for the committee are:	
	To act on behalf of the Council in relation to the land and assets held by the Council as corporate trustee	
	To maintain a register of such property and assets and ensure that this is up to date at all times	
	To ensure that any corresponding details held by the Charity Commission and/or Land Registry are, also, up to date	
	To discharge the duties of the Council in its capacity as the corporate trustee	
	The six main duties of a charity trustee are summarised below:	
	Ensure each charity is carrying out its	

Key Provision		Proposed Terms of Reference
		purposes for public benefit
		 Ensure strict compliance with each charity is the governing document
		Act in the best interests of each relevant charity
		 Manage each charity's resources responsibly
		Act with reasonable care and skill
		 Ensure each charity is accountable and, specifically, comply with statutory accounting and reporting requirements
	•	To ensure clear accountability for all income derived by each charity and ensuring robust mechanisms are in place to ensure that all charity income is only used for the particular charity's objects
	•	To ensure accountability and, specifically, to ensure adherence to statutory filing and accounting requirements
	•	To file the annual returns on behalf of the Council with the Charity Commission
	•	To establish effective risk management procedures, having regard to the range of risks associated with each charity and having particular regard to reputational risk
	•	To effectively manage conflicts of interest and conflicts of loyalty and have robust procedures for both
	•	To continuously review the land and assets held by the Council as corporate trustee, to ensure that each charity is up to date and fit for purpose and continues to meet the public benefit tests
	•	To specifically consider whether the constitution or governing document for each charity requires updating and/or if there are more appropriate or efficient means of using the charity's assets and/or achieving the charity's objects, including for example, collaboration with other charities and/or merger
	•	To ensure that in all correspondence with third

Key Provision	Proposed Terms of Reference	
	parties it is made explicitly clear when the Council is acting in the capacity as corporate trustee as opposed to a local authority dealing with its own corporate assets	
	 To ensure that the Council otherwise complies with best practice regarding local authorities acting as corporate trustees, as set out in the joint publication between the Charity Commission and the Local Government Association dated May 2013 (a summary of which is set out at Appendix 2) 	
Duties of Charity Trustees	Charity Commission Guidance CC3 – Charity Trustee: What is Involved – sets out in more detail the six main duties of trustees.	
	For ease of reference, a link to the publication is set out at Appendix 3 .	
	In summary, when making decisions on behalf of the Council as corporate trustee, committee members must:	
	Act within the powers of the governing document	
	Act in good faith and only in the interests of the charity	
	Ensure committee members are fully informed, taking any advice needed	
	Take into account all relevant factors	
	Disregard any irrelevant factors	
	Effectively manage conflicts of interest and conflicts of loyalty	
	Make decisions which are reasonable in the circumstances	
Membership	The committee will comprise of 7 elected members nominated by the Council.	
	Members should be selected and appointed having regard to particular skills and expertise, including:	
	• Property	
	• Finance	
	Charity law	

Key Provision	Proposed Terms of Reference	
	Compliance	
	Sector specific knowledge and expertise, e.g. education, health, recreation	
Duties and Responsibilities	The Council is, itself, the corporate trustee.	
	The committee members are not trustees in their own capacity.	
	Committee members are, however, responsible for discharging the Council's duties and responsibilities as corporate trustee.	
	It is good practice, therefore, for the individual members to comply in full with duties and responsibilities of Charity Trustees.	
	Committee members should have particular regard to the duties and responsibilities of trustees in relation to the treatment of charity assets and, in particular, the disposal of charity land.	
	A summary of the restrictions in relation to the disposal of charity land is attached to these terms of reference (Appendix 4).	
Induction and Training	All committee members will be given a full induction and briefing on their duties and responsibilities as charity trustees.	
	The induction should include the provision of an induction manual which should contain the following details:	
	A copy of the constitution / scheme / deed for each of the charities	
	Briefing note on duties and responsibilities of charity trustees	
	Specific guidance in relation to the disposal of charity assets	
	Guidance in relation to managing conflicts of interest and a conflicts of interest policy	
	Guidance in relation to compliance issues and, in particular, the filing of the annual report and accounts and annual return	
	Charity Commission guidance in relation to good governance	

Key Provision	Proposed Terms of Reference
Meetings	The committee will meet as regularly as required to fulfil its terms of reference and not less than two times per annum.
	Meetings will be held at a time of day to suit the members of the committee.
	The committee meetings must, however, be wholly distinct from Council meetings and should not, therefore, form part of a Council meeting.
Chair	The Council will appoint a Chair who will be reappointed on an annual basis.
Quorum	The quorum will be fixed at 3.
Minutes	The committee will prepare minutes.
	These will make it expressly clear that these are minutes of the committee meeting to discharge the Council's duties and responsibilities as corporate trustee.
	These are not minutes of the Council.
	These minutes are not, therefore, available for public inspection.
	For the avoidance of doubt, members of the public are not entitled to attend meetings of the committee.
	The committee may, however, wish to publish certain information in relation to the activities of each charity, which will be in the public domain.
	The report and accounts that are filed at the Charity Commission will, in any event, be in the public domain.
Attendance at Meetings	Only members of the committee are entitled to attend committee meetings.
	As stated above, the meetings are not public meetings and members of the public will not be entitled to attend.
	The committee may, however, invite key stakeholders to attend to participate in discussions with regards to particular agenda items.
	This will, however, be entirely at the discretion of the committee.
Administrative Support	The Council may provide administrative support to the

Key Provision	Proposed Terms of Reference
	committee.
	The Council may wish to waive the cost of any such administrative support.
Legal and Other Professional Support	The committee is likely to require legal and other professional support services, particularly in relation to the disposal of any land.
	Such advice and support can be provided by Council officers.
	Great care must, however, be taken to ensure that any potential conflicts of interest are effectively managed.
	It would be preferable if the legal team advising the committee was distinct from the legal team advising the Council generally in relation to corporate matters, where there is a potential conflict of interest.
Audit and Annual Return	The finances of the charity must be kept separate from those of the Council.
	Charitable assets must be accounted for separately and the income and expenditure ring fenced for the specified charitable purposes.
	The committee will be responsible for complying with Charity Commission requirements for audit and annual return.
	The committee must, therefore, produce annual statements of account under charity law.
	The financial size of the charity will determine the nature of the accounts
	The accounts will be filed at the Charity Commission and subject to, both, Charity Commission and stakeholder scrutiny.
	The committee will, also, be responsible for preparing and filing the annual return at the Charity Commission.
Remuneration	The committee members will not be entitled to be paid for their services unless there is clear authority in the governing document or express approval from the Charity Commission (or Courts).
Correspondence	It would be extremely helpful to create separate letter headed notepaper for correspondence dealing with the charity assets.

Key Provision	Proposed Terms of Reference
	Such letter headed notepaper should clearly state the charity name and registration number and be signed "Slough Borough Council, Corporate trustee of [] Charity".

APPENDIX 1 CHARITY DETAILS

The Salt Hill Playing Fields	
Charity number	215385
Registered	20 March 1963
Trust Document	Deed of Trust dated 13 August 1906 (Conveyance)
Objects	For the purpose of encouraging and giving facilities for outdoor games and physical and athletic exercises calculated to promote the physical health of the young people of the district and not for the purpose of providing a promenade or mere pleasure ground or public resort only.

War Memorial Garden at Slouth	
Charity number	1010350
Registered	8 April 1992
Trust Document	Scheme
Objects	To improve the conditions of life for the inhabitants of Slough in the interests of social welfare of facilities for recreation and other leisure time occupation.

Langley War Memorial Fund	
Charity number	1055955
Registered	7 June 1996
Trust Document	Indenture dated 23 April 1920
Objects	For a recreation ground and playing field for the inhabitants of the parish of Langley and other members of the public.

APPENDIX 2

TEN KEY RECOMMENDATIONS SET OUT IN THE JOINT PUBLICATION ISSUED BY THE CHARITY COMMISSION AND LOCAL GOVERNMENT ASSOCIATION MAY 2013

Set out below are the ten key recommendations set out in a Joint Publication issued by the Charity Commission and Local Government Association dated May 2013 ("Local Authorities as Charity Trustees"), to provide guidance to local authorities in managing their role as corporate trustees:

- Ensure that any charitable assets, for which the local authority is the corporate trustee, are clearly identified.
- Make sure the local authority is clear about the objects of the charity set out in its governing document as these dictate how any such asset may be used, in accordance with charity law.
- Make sure that any charitable assets, for which the local authority is the corporate trustee, are managed independently in accordance with their charitable purpose and any restrictions in the governing document.
- Recognise acting as corporate trustee, the local authority has a duty to be prudent and to act solely in the best interests of the charity.
- Ensure there is a clear line of responsibility for the management of all charities for which the local authority is the corporate trustee.
- Ensure that there are clear guidelines for officers and councillors about roles, responsibilities and decision making in the administration of charities.
- Ensure the local authority has a clear process for identifying and managing any conflicts of interest that arise where the local authority is the corporate trustee.
- Actively manage any charity for which the authority is the corporate trustee keeping records up to date, submitting the necessary returns to the Charity Commission and reviewing investments, risks and opportunities on a regular basis.
- Periodically review whether it continues to be in the best interests of the charity for the local authority to remain as trustee.
- Follow Charity Commission guidance (and obtain appropriate advice) if the local authority is planning to dispose of charity land, alter the charitable purpose or other terms of the governing document, or take action where trusts have become dormant.

APPENDIX 3 CHARITY TRUSTEE: WHAT'S INVOLVED

HTTPS://WWW.GOV.UK/GUIDANCE/CHARITY-TRUSTEE-WHATS-INVOLVED

APPENDIX 4 DISPOSAL OF CHARITY PROPERTY

Statutory Provision	Type of Disposal	Procedure required	Qualified Suveyor's Report required?	Charity Commission consent required?
Section 120 of the Charities Act 2011	Disposal of a lease for 7 years or less with no fine or premium	Obtain a report from an individual with relevant experience and expertise Be satisfied that the terms of the disposal are the best that can be reasonably obtained Certain statements and certificates will need to be included in the disposal documents.	No	No
Section 119 of the Charities Act 2011	 A sale transfer or conveyance of freehold land A lease for more than 7 years A grant or release of a right, easement or restrictive covenant A lease for less than 7 years with a fine or premium 	 Obtain and consider a written report from a qualified surveyor Advertise the disposal (unless otherwise advised by the surveyor) Be satisfied that the terms of the disposal are the best that can be reasonably obtained 	Yes	No

Statutory Provision	Type of Disposal	Procedure required	Qualified Suveyor's Report required?	Charity Commission consent required?
	Any other disposal of land not specifically excluded	Certain statements and certificates will need to be included in the disposal documents.		
Section 121 of the Charities Act 2011	Disposal of designated land Designated land refers to specific property which is being held by the charity for a particular purpose of the charity and is not going to be replaced after the disposal.	If there is no intention to replace the land then the objects of the charity will almost certainly need to be changed to reflect the new position. The objects of a charity can only be changed with the Charity Commission's consent.	No	Likely
Section 118 of the Charities Act 2011	For these purposes a "connected person" is one of the following people who qualify at the time of the disposition in question or at the time of any contract for the disposition in question: (a) a charity trustee or trustee for the charity, (b) a person who is the donor of any land to the charity (whether the gift was made on or after the establishment of the charity), (c) a child, parent, grandchild,	Charity Commission consent will be required.	Yes	Yes

Statutory Provision		Type of Disposal	Procedure required	Qualified Suveyor's Report required?	Charity Commission consent required?
		grandparent, brother or sister of any such trustee or donor,			
	(d)	an officer, agent or employee of the charity,			
	(e)	the spouse or civil partner of any person falling within any of paragraphs (a) to (d),			
	(f)	a person carrying on business in partnership with any person falling within any of paragraphs (a) to (e),			
	(g)	an institution which is controlled:			
		(i) by any person falling within any of paragraphs (a) to (f), or			
		(ii) by two or more such persons taken together,			
	(h)	a body corporate in which:			
		(i) any connected person falling within any of paragraphs (a) to (g) has a substantial interest, or			
		(ii) two or more such persons,			

Statutory Provision	Type of Disposal	Procedure required	Qualified Suveyor's Report required?	Charity Commission consent required?
	taken together, have a substantial interest. Sections 350 to 352 (meaning of child, spouse and civil partner, controlled institution and substantial interest) apply for the purposes of subsection (2).			
Charity Commission guidance	Disposal of land to a non connected person but consent required	The Charity Commission may consider making an order if the charity cannot comply with the requirements of Section 117 - 120 where: The cost of obtaining a surveyor's report would be out of all proportion to the value of the transaction and the Charity Commission can be reasonably certain that the value of the transaction is genuinely low The land is in a remote area where it may be difficult to find a qualified surveyor with sufficient knowledge of local land values The disposition is proposed for undervalue that is not outside the scope of section 117 by exemption under s117(3)	No	Yes

Statutory Provision	Type of Disposal	Procedure required	Qualified Suveyor's Report required?	Charity Commission consent required?
		Generally speaking the Charity Commission will want to know the charity considers it needs an order and shall need to see evidence of:		
		The value of the land		
		How the charity has advertised the disposal		
		The charity's decision making processes including how the charity has managed any conflict of interest		
		In some cases it may be that the cost of obtaining a surveyor's report far outweighs the benefit the charity will receive from the disposal. For example, the charity may be disposing of easements and the Charity Commission has dealt with the charity recently on similar low value transactions, as valued by the charity's surveyor, in the recent past.		
		The charity may ask the Charity Commission to consider making an order under S117(1) in these circumstances.		
		The Charity Commission will still need some information to consider the reasons,		

Statutory Provision	Type of Disposal	Procedure required	Qualified Suveyor's Report required?	Charity Commission consent required?
		as set out below:		
		The reasons why the charity considers it needs an order		
		An assessment of the value of the land		
		Details of advertising the charity has carried out including when, where and for how long you have advertised or your reasons for not advertising		
		Minutes of the meetings where the decisions involved in the disposal process have been discussed		
		To expand on the circumstances where a charity may not be able to comply with Section 117 – 121 of the Charities Act 2011 may include:		
		The charity land is situated in a remote area and it is difficult to find a surveyor or one who is experienced in the particular type of land involved. In these circumstances the charity's only option may be to instruct an estate agent to value the land for the charity. The estate agent's		

Statutory Provision	Type of Disposal	Procedure required	Qualified Suveyor's Report required?	Charity Commission consent required?
		report should follow a similar pattern and contain similar information as required by a qualified surveyor's report. However, because the charity will not be able to comply with the requirements of s117 - 120 the commission will have to make an order. In many cases a disposal under value will be because it is being made to another charity with the same objects. In such a case the disposal will be exempt from the requirements of s117. However, there may be other circumstances where a disposal under value would be appropriate. An example of this might be where the charity is disposing of the property to a public authority which was intending to use the property for a purpose which was compatible with the objects of the charity. Such a disposal is not exempt under s117(3) so the charity will need to apply for an order to sanction the disposal.		

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