

Slough Borough Council

Report To:	Trustee Committee
Date:	20 th November 2025
Subject:	Charitable Trusts Update
SBC Chief Officer:	Pat Hayes, Exec Director RHE
SBC Contact Officer:	Tessa Lindfield, Director of Public Health & Public Protection Matthew Hooper, Director Environment & Highways
Wards:	Baylis and Salt Hill and Langley Marish Wards
Exempt:	NO
Appendices:	Appendix 1 – Summary of Review of Trust Objectives Appendix 2 – Working Group Draft Terms of Reference

1. Summary and Recommendations

- 1.1 This report updates on progress against recommendations 2.1.2, 2.1.3 and 2.1.4 of the report considered at the Trustee Committee meeting of the 16 April 2025
- 1.2 With the immediate reporting and governance requirements of the 6 Trusts overseen by Slough Borough Council are in hand, the Trustee Committee is in a position to reinvigorate the programme on the future of the Trusts themselves.
- 1.3 **Recommendations**
- 1.4 The Committee is requested to:
 - (a) Agree that negotiations and discussions with investment companies, the Charity Commission and any other interested or relevant third party are conducted by a working group to create a plan with the following primary objectives:
 - i. Disseminate funds appropriately prior to closing the Glyndwr Trust
 - ii. Close the Chalvey Millennium Trust
 - iii. Explore combining the Salt Hill, Langley War Memorial Fields and The War Memorial Garden at Slough (Baylis) Trusts
 - (b) Approve the Terms of Reference (Appendix 2). for a working group to take forward the recommended programme of work.
 - (d) To note the financial update of the Trusts including the required work to identify and complete outstanding transactions.

1.5 **Reason**

1.6 The report is brought to the Committee to consider the Trustee Committee recommendations in line with the purpose of the Committee which discharges the Council's responsibilities as corporate trustee.

1.7 The Committee's functions are:

- To act on behalf of the Trusts 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 Council, through the Committee, when acting as Corporate trustee, must act in the best interests of the Trust and therefore recognise that conflicts of interest may arise and be able to identify and manage these appropriately.

1.8 **Commissioner Review**

"The requirements for Trusts to develop long-term strategies for the achievement of objectives, which covers financially sustainable operations and governance, as well as having robust risk and reserves policies, are established in official guidance and regulatory frameworks for charities.

Delivery of the above is a priority for the Trust, as the Council charging for services provided is on a full cost recovery basis and any deviation from this approach will need to be justified. Subsidises or offers of concession, must be balanced with the Council's fiduciary duty to general taxpayers and its own overarching financial sustainability.

The commissioners note the content of this report."

2. Report

2.1 Introduction

2.1.1 The Council acts as corporate trustee in relation to the following six charities (Trusts):

- The War Memorial Garden at Slough (Baylis) – Charity No. 1010350
- Langley War Memorial Fields – Charity No. 1055955
- The Salt Hill Playing Fields – Charity No. 215385
- Chalvey Millennium Green Trust – Charity No. 1073976
- James Elliman's Trust – Charity No. 300325
- Slough Glyndwr Trust, Charity No. 278280

2.1.2 The 6 Trusts were established at different points in Slough's history with a range of objectives around ensuring that local people, particularly children with disadvantage, had access to open space, physical activity and fresh air.

2.1.3 The recent focus of the Committee has been on bringing the financial reporting in line with requirements of the Charity Commission.

2.1.4 In May 2024, the Committee noted that the Council was paying for maintenance of the Trust land and that there was a need to review this arrangement as part of the planning for sustainability of the Trusts.

2.1.5 The Committee recognised that the Trusts were relying on diminishing funds and needed a new approach to ensure financial sustainability. A direction of travel was recommended in April 2025

- To consult with relevant stakeholders and the Charity Commission and decide whether to submit an application to close down or consolidate the following trusts: (a) James Elliman's Trust (b) Glyndwr (c) Chalvey Green
- To delegate authority to the Executive Director Regeneration Housing and the Environment, and the Executive Director Corporate Resources in consultation with the Chair of Trustee Committee, to undertake an options appraisal for the operation of services currently undertaken through Salt Hill, Langley and Bayliss War Memorial Trusts. The report will include an assessment of the viability of ensuring the Trusts are self-funding and simplifying the structure into a unified single trust. Such a report will include how engagement with relevant stakeholders should be undertaken.

2.1.6 The Trustee Committee also recommended that a working group be set up to explore rationalising the Trusts to ensure they are sustainable in the longer term. This will be a complex piece of work, necessitating work across different directorates of the Council and liaison with the Charity Commission. The proposed Terms of Reference for the working group can be found in Appendix 4.

2.1.7 An informal working group has come together to prepare for this meeting, with this paper developed collaboratively between Public Health, Housing Regeneration and Environment, Finance and Legal colleagues.

2.2 **Other Options considered:**

2.2.1 Do nothing – this is not recommended as the Trusts are not sustainable financially.

2.2.2 Consider closure of all the Trusts or appointing an alternative trustee. This is not recommended as the Trusts deliver useful facilities and services for people in Slough which the Council may not be able to replicate.

2.3 Background

2.3.1 Financial information

Trust	Balance per Report April 2024	Balance per Agresso September 2025	Movement	Comments on Balance April 2024	Outstanding Transactions
	£	£	£		
Salt Hill Endowment	0	-72,650	-72,650	Correction to Trustee Report Balance should have been (£53k); net income April 2024 to September 2025 (£19k)	Rental Income due to be transferred; Interest due on balances
Salt Hill Charity Investment	-11,131	-11,131	0	No movement	Interest due on balances
James Elliman Trust Fund	-12,401	-1,424	10,977	Correction to Trustee Report Balance should have been (£1k)	Interest due on balances
Langley War Memorial Garden	-138,762	-13,143	125,619	Correction to Trustee Report Balance should have been (£13k)	Capital Programme drawdown outstanding; Interest due on balances
War Memorial Garden Trust	-71,848	-71,848	0	No movement	Interest due on balances
Chalvey Millennium	0	0	0	No movement	No outstanding items
Glyndwr Trust	0	-64,389	-64,389	Correction to Trustee Report Balance should be (£64k)	Interest due on balances
TOTAL	-234,142	-234,585	-443		

2.3.1.1 The above table reflects the position in April 2024 demonstrating a total balance of £234,142. However, this balance included several items that, at the time of the report, were waiting to be approved. It appears that some of these items including maintenance, rental income, interest on balances and drawdown from

the Capital Programme remain outstanding and agreement is required before they can be transacted.

2.3.1.2 The table presents the £234,585 balance on Agresso as at 30th September 2025, which reflects the actual position before any outstanding items are transacted. Immediate work is required to ensure the position on Agresso is accurate and up to date.

2.4 **Income opportunities**

2.4.1 The marketing team at the Council believe that there is potential to increase the income to the Trusts. Combining the Trusts would increase the opportunity as some are more suitable for events than others and bringing the Trusts together may facilitate cross subsidy between sites.

2.5 There would also be potential for enhanced collaboration across sites, for example a large multi-site event that meets common objectives or not running events at all 3 at the same time, ensuring that leisure and recreation opportunities are maintained. It would be more challenging to cover costs on an individual Trust basis as the opportunities are different for each.

2.6 Reducing the number of Trusts would also decrease administrative costs, allowing income to be used to further the Trust objectives.

3.1 **Financial implications**

3.1.1 The current total Trust balance as at 30th September 2025 is £234,585 which is held within Slough Borough Council's earmarked reserves. There are several outstanding items that need to be transacted to determine the updated balance. Currently, it is not possible to reasonably estimate the financial impact of these items as several have been outstanding for a number of financial years.

3.1.2 It is recommended that all outstanding items are determined and transacted by 31st January 2026 with a revised position shared at the next meeting. There is a potential risk that both historic expenditure and income relating to the Trusts will have been reflected within the Slough Borough Council Revenue budget position. However, it is extremely unlikely any adjustments would have a material impact on the Slough Borough Council prior or in-year reported accounts.

3.3 **Risk management implications**

3.3.1 There are no risk management implications relating to the recommendations of this report.

3.4 **Environmental implications**

3.4.1 There are no environmental implications relating to the recommendations of this report, although these will be considered in the development of the strategic improvement plan for the trusts.

3.5 Equality Implications

3.5.2 There are no specific equality implications arising from the recommendations in this report.

3.6 Procurement Implications

3.6.1 There are no specific procurement implications arising from the recommendations in this report.

3.7 Workforce Implications

3.7.1 There are no specific workforce implications arising from the recommendations in this report.

4 Background Papers

4.1 [Councillors' guide to a council's role as charity trustee \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

Appendix 1

Summary of review of Trust objectives

Trust	Charity Number	Date Registered	Objectives	Actions against objectives
War Memorial Garden at Slough	1010350	8 April 1992	<p>Overall Objective - 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</p>	<p>Partially meeting objectives</p> <p>Reasoning: In 23/24 this garden ran at an £8,000 loss. It attracts minimal income from small events selected so as not to incur additional costs for land reparation. There has been no expenditure against the charitable objects beyond maintenance of the park and gardens.</p>
Langley War Memorial Fund	1055955	7 June 1996	<p>Overall Objective - For a recreation ground and playing field for the inhabitants of the parish of Langley and other members of the public. The Langley Pavilion Car Park provides an income.</p> <p>Public Recreation Use:</p> <ul style="list-style-type: none"> The Trustees must adapt and maintain the premises as a public recreation ground and playing field, ensuring it remains in good condition. <p>Access for the Community:</p> <ul style="list-style-type: none"> The premises must be accessible to the inhabitants of Langley and the general public for recreational use at 	<p>Partially meeting objectives</p> <p>Reasoning: The Trust provides a recreation ground and playing field for the residents of Langley and other members of the public.</p> <p>The Trust document makes mention of an adventure centre, support for hiking and camping equipment and trips and clothing for beneficiaries, but there is no evidence of specific activity in this area nor of targeted activity towards more deprived populations.</p> <p>The Langley Pavilion Car Park provides an income but this is insufficient to cover costs.</p>

			<p>reasonable times. Trustees have discretion over which areas are designated for quiet recreation versus games.</p> <p>Restrictions on Use:</p> <ul style="list-style-type: none"> • No public meetings for political, religious, or controversial discussions. • No games permitted on Sundays. • Activities must not cause nuisance or disturbance to neighbouring properties. <p>War Memorial Provision:</p> <ul style="list-style-type: none"> • Trustees may use part of the land to erect a memorial for parishioners who died in the Great War, and may build suitable structures, provided they do not interfere with neighbouring land rights. 	<p>The Trust ran at a £15,000 loss in 23/24 and there has been no expenditure beyond maintenance of the grounds</p>
The Salt Hill Playing Fields	215385	20 March 1963	<p>Overall Objective - 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. The Barn Restaurant and the Slough Refugee Centre both provide an income for the Trust.</p>	<p>Partially meeting objectives</p> <p>Reasoning: Salt Hill attracts income from leasing a restaurant and a building used as a refugee centre. It also has a council subsidy.</p> <p>The grounds require significant maintenance and the Trust operated at a £6000 loss in 23/24.</p>

		<p>Recreation & Access:</p> <ul style="list-style-type: none"> • Preserve the Playing Fields as a Recreation Ground for the benefit of Slough's inhabitants. • Ensure unreserved access to designated areas for children, girls, boys, and young people over 14 or 16 years, as marked on the original plan. • Keep the Playing Fields open on Sundays between noon and sunset, except when closed for restoration. • Prohibit entrance fees or gate money for access to any part of the Playing Fields. <p>Use and Restrictions</p> <ul style="list-style-type: none"> • Give preferential access to newly established clubs within the Council's district. • Prohibit league competitions (cricket or football) and prevent clubs from acquiring exclusive seasonal use of pitches. • Limit matches to no more than two days per week on designated areas, with no more than two cricket matches at a time. • Restrict participation in football matches to clubs situated within the Council's district. 	<p>The Trust also leases tennis courts at a peppercorn rent to a private tennis club which charges for their use and has converted 2 tennis courts for 5 a side football.</p> <p>There is no evidence of targeting newly established clubs, nor league competitions or matches.</p>
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			<ul style="list-style-type: none"> • Ensure any enclosures (e.g., railings) do not inconvenience general players and prohibit use of permanent hurdles for enclosing pitches. <p>Facilities and Management</p> <ul style="list-style-type: none"> • Maintain and manage the 'Barn' for rest and retreat, with simple refreshments provided only to eligible users. • Employ staff for maintenance and management, and provide necessary equipment and furnishings from the Endowment Fund or other lawful sources. • Close parts of the Playing Fields or buildings temporarily for turf restoration or renovations as needed. • Ensure the railings along Bath Road remain in a condition that allows public observation of the Playing Fields. 	
Chalvey Millennium Green Trust	1073976	16 February 1999	<p>Overall Objective - The Trustees shall hold the trust fund and its income upon trust to apply them to the provision of the property and shall accordingly hold any property to provide and maintain an open space to be known as "Chalvey Millennium Green" for the benefit of the inhabitants and to be used forever as an area for informal</p>	<p>Meeting Objectives</p> <p>Reasoning: There has been no financial activity for this Trust.</p> <p>The grounds are available for public use</p>

			<p>recreation play or other leisure-time occupants a meeting area or place for community events and for any other lawful purpose consistent with these trusts and for the general benefit of the community.</p> <p>This Trust received a Millennium Greens Breathing Spaces Grant in 1998; the conditions of this grant specify that: The Millennium Greens initiative set out to provide new areas of public open space close to people's homes that could be enjoyed permanently by the local community, in time to mark the start of the third millennium. They were to be breathing spaces - places for relaxation, play and enjoyment of nature and pleasant surroundings. They could be small or large, and in urban or rural locations.</p>	
James Elliman's Trust	300325	22 Augst 1962, re-registered 26 October 2011	Overall Objective - Shall supply the income of the charity in the provision or in assisting in the provision of facilities for inhabitants of the Borough of Slough for recreation or other leisure-time occupation, in the interests of social welfare with the object of improving the conditions of life for the said inhabitants.	Cannot reach a conclusion as documentation unavailable.

Appendix 2

Slough Trusts Working Group Terms of Reference

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Background

There are 6 Trusts in Slough, managed by a Trustee Committee formed of elected members. Each Trust has a set of Charitable Objects – their objectives, centred around creation of green places for leisure, exercise and recreation for local residents.

2 Trusts are non land holding and consist of managed funds, another hasn't transacted any business and holds no funds, the land owned by the Council. The others have individual income streams but none are financially sustainable once they meet grounds maintenance charges.

The Trustee Committee has focused over the last year on regularising the financial reporting to the Charity Commission which had fallen into abeyance. Now this backlog is cleared, the committee can focus on future arrangements for the Trust.

Purpose of the group

- To deliver delegated work on behalf of the Trustee Committee, including mandatory submissions to Charity Commission, scoping of future sustainable options for Trusts and taking forward changes to Trusts recommended by the Committee.
- To provide papers, expertise and analysis to support the deliberations and decision making of the Trustee Committee
- To manage programme risks
- To report on progress to the Trustee Committee

Membership

- CLT Officer, SRO
- Senior Finance Officer
- Director of Environment and Highways
- Strategic Physical Activity, Sports, Health & Integration Officer
- Programme Manager

Supported by

- Senior Legal Advisor

Ways of working

- The group will meet monthly or more frequently if needed.
- Agendas will be sent ahead of the meeting and minutes circulated afterwards
- The group will be supported by regular informal touchdown meetings
- The Group will be chaired by Tessa Lindfield with Matt Hooper as Vice Chair
- The Terms of Reference will be reviewed at least annually

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