

Broads Authority

19 September 2025

Agenda item number 14

Code of Conduct Update on Member Volunteering

Report by Head of Governance

Purpose

To updating the Code of Conduct as it relates to members volunteering for the Broads Authority.

Recommended decision

To confirm that Members cannot volunteer at the Broads Authority to help safeguard against conflicts of interest and ensures a clear separation of duties.

To adopt the proposed changes to the Code of Conduct to reflect Members Volunteering at the Broads Authority as outlined in Appendix 1.

1. Introduction

- 1.1. Volunteers play a vital role in the Broads Authority's operations, often contributing to tasks like those carried out by officers, from data entry and ranger services to supporting our visitor information centres.
- 1.2. If a member chooses to volunteer directly for the Broads Authority, it could create a conflict with the Members' Code of Conduct. This code is designed to maintain clear boundaries between members and officers and to avoid any potential conflicts of interest in decision-making.
- 1.3. This paper proposes an update to the Code of Conduct that members cannot volunteer at the Broads Authority. The aim is to ensure members can continue volunteering with external organisations, while avoiding any conflicts that may arise from volunteering within the Broads Authority itself.
- 1.4. We recognise and appreciate the value members place on volunteering, and this update seeks to balance the commitment from members versus volunteers, with the need for transparency and good governance.

2. Volunteering at the Broads

- 2.1. Volunteering offers a meaningful way to connect with others, enjoy the outdoors and actively contribute to the management of the Broads National Park. A wide range of tasks are available to volunteers, as outlined on our website [volunteering](#).
- 2.2. Volunteers play a crucial role in delivering essential services and providing support that would otherwise be difficult to sustain due to limited resources.
- 2.3. Many volunteers work alongside full-time staff in part-time roles. For example, Ranger Volunteers take on responsibilities such as mooring maintenance, managing countryside sites, maintaining navigation signage, patrolling the river catchment, and distributing Broads Authority publications. These volunteers complete a modular training programme over two to three years.
- 2.4. During the onboarding process, the Broads Authority collects and processes personal data, provides training, and expects volunteers to follow our policies and guidance while carrying out their duties.
- 2.5. The contributions of volunteers are invaluable in helping the Broads Authority achieve its strategic objectives.

3. Member volunteering for the Broads Authority

- 3.1. Many Members actively volunteer with a range of organisations, offering valuable support and insight. Their experiences often enrich the Broads Authority's decision-making, particularly in committees like Navigation, by bringing external perspectives and practical knowledge. However, to avoid conflicts of interest, Members occasionally need to seek dispensation from the Monitoring Officer or step back from specific decisions due to interests.
- 3.2. Currently, if a Member chooses to volunteer directly for the Broads Authority, for example in roles like officers such as rangers, visitor centre staff or at a yacht station, this will most likely lead to a conflict of interest, especially when decisions involve resource allocation or service delivery, such as a decision to close a visitor centre.
- 3.3. The Code of Conduct includes protocols on Member and Officer relations to ensure roles remain clearly defined and do not become blurred.
- 3.4. The Code aims to foster mutual respect and professionalism between Members and Officers. While Members are responsible for decisions or direction through Authority meetings, Officers manage day-to-day operations under delegated authority.
- 3.5. If Members volunteer within the Authority, these boundaries are likely to become unclear. Officers must be able to direct volunteers and ensure compliance with internal policies and procedures, while a member may have a different view and this will complicate the Member and Officer dynamic.

- 3.6. Currently, few Members seek to volunteer directly with the Broads Authority due to time commitments and the nature of their roles.
- 3.7. To uphold high standards of governance, maintain transparency, and protect public trust, we recommend updating the Code of Conduct. This change would allow Members to continue volunteering with external organisations but prevent volunteering within the Broads Authority. This approach helps safeguard against conflicts of interest and ensures a clear separation of duties.

4. Options Considered

- 4.1. As part of our investigation, we reviewed codes of conduct from other local authorities and National Parks. We were unable to find any relevant material related to member volunteering.
- 4.2. We also considered, disciplinary action for volunteers falls under the terms they agreed to when volunteering. However, if a Member is involved, the Monitoring Officer assesses the situation under the Code of Conduct, and it would be difficult to separate their role as a volunteer from their official capacity.

Author: Rob Thomas

Date of report: 02 September 2025

Background papers: None

[Broads Plan](#) strategic objectives: Theme E: Promoting understanding and enjoyment and Theme F: Connecting and inspiring communities.

Appendix 1 – Member Code of Conduct

Member Code of Conduct

Adopted ~~14 March~~ 2025

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Introduction

This Member Code of Conduct ('the Code') applies to all members and co-opted members (known collectively in this document as 'members') of the Broads Authority.

The Code is based on the Local Government Association's (LGA) Model Member Code of Conduct (updated 17 May 2021). The Authority will review the Code regularly, taking note of the LGA's annual review of the model code.

Members should also refer to the supporting [LGA Code of Conduct guidance](#). For the purposes of the Authority's Code, references in the LGA guidance to 'councillor' means a member or co-opted member, and references to 'council' and 'local authority' mean the Broads Authority, where relevant.

Purpose

The purpose of this Code is to assist you, as a member, in modelling the behaviour that is expected of you, to provide a personal check and balance, and to set out the type of conduct that could lead to action being taken against you. It is also to protect you, the public, fellow members, Authority officers and the reputation of the Broads Authority. It sets out general principles of conduct expected of all members and your specific obligations in relation to standards of conduct. The LGA encourages the use of support, training and mediation prior to action being taken using the Code. The fundamental aim of the Code is to create and maintain public confidence in the role of members and in the Authority.

The Code is not an exhaustive list of all legal obligations that fall upon members, and related protocols and guidance are referenced in the Members Handbook. These include:

- Protocol on Member and Officer Relations in the Broads Authority
- Standing Orders for the regulation of Authority proceedings
- Social Media Policy

General principles

The Code promote the highest standards of ethics and conduct, and draws upon the [Seven Principles of Public Life](#), also known as the Nolan Principles. The following general principles have been developed specifically for the role of member.

In accordance with the public trust placed in me, on all occasions:

- I act with integrity and honesty
- I act lawfully
- I treat all persons fairly and with respect; and
- I lead by example and act in a way that secures public confidence in the role of member.

In undertaking my role:

- I impartially exercise my responsibilities in the interests of the local community and with due regard to national priorities
- I do not improperly seek to confer an advantage, or disadvantage, on any person
- I avoid conflicts of interest
- I exercise reasonable care and diligence; and
- I ensure that public resources are used prudently in accordance with the Authority's requirements and in the public interest.

Application of the Code of Conduct

This Code applies to you as soon as you sign your declaration of acceptance of the office of member or attend your first meeting as a co-opted member and continues to apply to you until you cease to be a member.

This Code of Conduct applies to you when you are acting in your capacity as a member, which may include when:

- you misuse your position as a member;
- Your actions would give the impression to a reasonable member of the public with knowledge of all the facts that you are acting as a member;

The Code applies to all forms of communication and interaction, including:

- at face-to-face meetings
- at online or telephone meetings
- in written communication
- in verbal communication
- in non-verbal communication
- in electronic and social media communication, posts, statements and comments.

You are also expected to uphold high standards of conduct and show leadership at all times when acting as a member.

The Authority's Monitoring Officer has statutory responsibility for the implementation of this Code. You are encouraged to seek their advice on any matters that may relate to the Code.

Standards of member conduct

This section sets out your obligations (**bold type**), which are the minimum standards of conduct required of you as a member. Should your conduct fall short of these standards, a complaint may be made against you, which may result in action being taken.

Guidance is included to help explain the reasons for the obligations and how they should be followed.

General conduct

1. Respect

As a member:

- **I treat other members and members of the public with respect and will challenge behaviours which are considered to be disrespectful.**
- **I treat Broads Authority officers and volunteers, and representatives of partner organisations, with respect, and respect the role they play.**

Respect means politeness and courtesy in behaviour, speech, and in the written word. Debate and having different views are all part of a healthy democracy. As a member, you can express, challenge, criticise and disagree with views, ideas, opinions and policies in a robust but civil manner. You should not, however, subject individuals, groups of people or organisations to personal attack.

In your contact with the public, you should treat them politely and courteously. Rude and offensive behaviour lowers the public's expectations and confidence in members.

In return, you have a right to expect respectful behaviour from the public. If members of the public are being abusive, intimidatory or threatening you are entitled to stop any conversation or interaction in person or online and report them to the Broads Authority, the relevant social media provider or the police. This also applies to fellow members, where action could then be taken under the Code, and Authority staff, where concerns should be raised in line with the Authority's protocol on member and officer relations.

2. Bullying, harassment and discrimination

As a member:

- **I do not bully any person.**
- **I do not harass any person.**
- **I promote equalities and do not discriminate unlawfully against any person.**

The Advisory, Conciliation and Arbitration Service (ACAS) characterises bullying as offensive, intimidating, malicious or insulting behaviour, an abuse or misuse of power through means that undermine, humiliate, denigrate or injure the recipient. Bullying might be a regular pattern of behaviour or a one-off incident, happen face-to-face, on social media, in emails or phone calls, happen in the workplace or at work social events and may not always be obvious or noticed by others.

The Protection from Harassment Act 1997 defines harassment as conduct that causes alarm or distress or puts people in fear of violence and must involve such conduct on at least two occasions. It can include repeated attempts to impose unwanted communications and

contact upon a person in a manner that could be expected to cause distress or fear in any reasonable person.

Unlawful discrimination is where someone is treated unfairly because of a protected characteristic. Protected characteristics are specific aspects of a person's identity defined by the Equality Act 2010. They are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The Equality Act 2010 places specific duties on local authorities. Members have a central role to play in ensuring that equality issues are integral to the Authority's performance and strategic aims, and that there is a strong vision and public commitment to equality across public services.

3. Impartiality of Authority officers

As a member, I do not compromise, or attempt to compromise, the impartiality of anyone who works for, or on behalf of, the Authority.

Officers working for the Broads Authority must be politically neutral. They should not be coerced or persuaded to act in a way that would undermine their neutrality. You can question officers in order to understand, for example, their reasons for proposing to act in a particular way, or the content of a report that they have written. However, you must not try and force them to act differently, change their advice, or alter the content of that report, if doing so would prejudice their professional integrity.

4. Confidentiality and access to information

As a member:

- **I do not disclose information:**
 - a. **given to me in confidence by anyone**
 - b. **acquired by me which I believe, or ought reasonably to be aware, is of a confidential nature, unless**
 - i. **I have received the consent of a person authorised to give it;**
 - ii. **I am required by law to do so;**
 - iii. **the disclosure is made to a third party for the purpose of obtaining professional legal advice provided that the third party agrees not to disclose the information to any other person; or**
 - iv. **the disclosure is:**
 - 1. **reasonable and in the public interest; and**
 - 2. **made in good faith and in compliance with the reasonable requirements of the Authority; and**
 - 3. **I have consulted the Monitoring Officer prior to its release.**

- **I do not improperly use knowledge gained solely as a result of my role as a member for the advancement of myself, my friends, my family members, my employer or my business interests.**
- **I do not prevent anyone from getting information that they are entitled to by law.**

Local authorities must work openly and transparently, and their proceedings and printed materials are open to the public, except in certain legally defined circumstances. You should work on this basis, but there will be times when it is required by law that discussions, documents and other information relating to or held by the Broads Authority must be treated in a confidential manner. Examples include personal data relating to individuals or information relating to ongoing negotiations.

5. Disrepute

As a member:

I do not bring my role or the Broads Authority into disrepute.

As a member, you are trusted to make decisions on behalf of the Broads and its stakeholder interests, and your actions and behaviour are subject to greater scrutiny than that of ordinary members of the public. You should be aware that your actions might have an adverse impact on you, other members and/or the Authority and may lower the public's confidence in you or the Authority's ability to discharge your/its functions. For example, behaviour that is considered dishonest and/or deceitful can bring the Authority into disrepute.

You are able to hold the Authority and fellow members to account and are able to constructively challenge and express concern about decisions and processes undertaken by the Authority, while continuing to adhere to other aspects of this Code of Conduct.

6. Use of position

As a member, I do not use, or attempt to use, my position improperly to the advantage or disadvantage of myself or anyone else.

Your position as a member of the Authority provides you with certain opportunities, responsibilities, and privileges, and you make choices all the time that will impact others. However, you should not take advantage of these opportunities to further your own or others' private interests or to disadvantage anyone unfairly.

7. Use of Authority resources and facilities

As a member:

- **I do not misuse Authority resources.**
- **I will, when using the resources of the Authority or authorising their use by others:**
 - a. **act in accordance with the Authority's requirements; and**

- b. ensure that such resources are not used for political purposes unless that use could reasonably be regarded as likely to facilitate, or be conducive to, the discharge of the functions of the Authority or of the office to which I have been appointed.**

You may be provided with resources and facilities by the Authority to help you carry out your duties as a member. Examples include office support and access to Authority buildings and rooms. These are to be used only in carrying out your role as a member effectively and are not to be used for business or personal gain. They should be used in accordance with the purpose for which they have been provided and the Authority's own policies regarding their use.

8. Complying with the Code of Conduct

As a member:

- **I undertake Code of Conduct training provided by the Broads Authority.**
- **I cooperate with any Code of Conduct investigation and/or determination.**
- **I do not intimidate or attempt to intimidate any person who is likely to be involved with the administration of any investigation or proceedings.**
- **I comply with any sanction imposed on me following a finding that I have breached the Code of Conduct.**

It is extremely important for you as a member to demonstrate high standards, have your actions open to scrutiny and not to undermine public trust in the Authority or its governance. If you do not understand, or are concerned about, the Authority's processes in handling a complaint, you should raise this with the Authority's Monitoring Officer.

Protecting your reputation and the reputation of the Broads Authority

9. Interests as a member:

As a member, I register and disclose my interests.

Section 29 of the Localism Act 2011 requires the Monitoring Officer to establish and maintain a register of interests of members of the Authority.

You need to register your interests so that the public, Authority officers and fellow members know which of your interests might give rise to a conflict of interest. The register is a public document that can be consulted when (or before) an issue arises. The register also protects you by allowing you to demonstrate openness and a willingness to be held accountable. You are personally responsible for deciding whether or not you should disclose an interest in a meeting, but it can be helpful for you to know early on if others think that a potential conflict might arise. It is also important that the public know about any interest that might have to be disclosed by you or other members when making or taking part in

decisions, so that decision-making is seen by the public as open and honest. This helps to ensure that public confidence in the integrity of local governance is maintained.

You should note that failure to register or disclose a disclosable pecuniary interest as set out in **Table 1**, is a criminal offence under the Localism Act 2011.

Appendix B sets out the detailed provisions on registering and disclosing interests. If in doubt, you should always seek advice from the Monitoring Officer.

10. Gifts and hospitality

As a member:

- **I do not accept gifts or hospitality, irrespective of estimated value, which could give rise to real or substantive personal gain or a reasonable suspicion of influence on my part to show favour from persons seeking to acquire, develop or do business with the Broads Authority or from persons who may apply to the Authority for any permission, licence or other significant advantage.**
- **I register with the Monitoring Officer any gift or hospitality with an estimated value of at least £50 within 28 days of its receipt.**
- **I register with the Monitoring Officer any significant gift or hospitality that I have been offered but have refused to accept.**

In order to protect your position and the reputation of the Authority, you should exercise caution in accepting any gifts or hospitality which are (or which you reasonably believe to be) offered to you because you are a member. The presumption should always be not to accept significant gifts or hospitality. However, there may be times when such a refusal may be difficult if it is seen as rudeness in which case you could accept it but must ensure it is publicly registered. However, you do not need to register gifts and hospitality which are not related to your role as a member, such as Christmas gifts from your friends and family. It is also important to note that it is appropriate to accept normal expenses and hospitality associated with your duties as a member. If you are unsure, contact the Monitoring Officer for guidance.

11. Volunteering

Members cannot volunteer at the Broads Authority to help safeguard against conflicts of interest and ensures a clear separation of duties. Members can continue volunteering with external organisations but will need to continue to declare interests and/or seek dispensation from the Monitoring Officer.

Appendix A – The Seven Principles of Public Life

The principles are:

Selflessness

Holders of public office should act solely in terms of the public interest.

Integrity

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must disclose and resolve any interests and relationships.

Objectivity

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

Accountability

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

Openness

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

Honesty

Holders of public office should be truthful.

Leadership

Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

Appendix B – Registering interests

You must, within 28 days of your appointment as a member or co-opted member of the Authority, register with the Authority’s Monitoring Officer the interests which fall within the categories set out in **Table 1 (Disclosable Pecuniary Interests)** which are as described in “The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012”. You should also register details of your other personal interests which fall within the categories set out in **Table 2 (Other Registerable Interests)**.

“**Disclosable Pecuniary Interest**” means an interest of yourself, or of your partner if you are aware of your partner’s interest, within the descriptions set out in Table 1 below.

“**Partner**” means a spouse or civil partner, or a person with whom you are living as husband or wife, or a person with whom you are living as if you are civil partners.

1. You must ensure that your register of interests is kept up-to-date and within 28 days of becoming aware of any new interest, or of any change to a registered interest, notify the Monitoring Officer.
2. A ‘**sensitive interest**’ is as an interest which, if disclosed, could lead to the member, or a person connected with the member, being subject to violence or intimidation.
3. Where you have a ‘sensitive interest’ you must notify the Monitoring Officer with the reasons why you believe it is a sensitive interest. If the Monitoring Officer agrees, they will withhold the interest from the public register.

Non-participation in case of disclosable pecuniary interest

4. Where a matter arises at a meeting which directly relates to one of your Disclosable Pecuniary Interests as set out in **Table 1**, you must disclose the interest, not participate in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation. If it is a ‘sensitive interest’, you do not have to disclose the nature of the interest, just that you have an interest. Dispensation may be granted in limited circumstances, to enable you to participate and vote on a matter in which you have a disclosable pecuniary interest.

Disclosure of Other Registerable Interests

5. Where a matter arises at a meeting which **directly relates** to the financial interest or wellbeing of one of your Other Registerable Interests (as set out in **Table 2**), you must disclose the interest. You may speak on the matter only if members of the public are also allowed to speak at the meeting, but otherwise must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation. If it is a ‘sensitive interest’, you do not have to disclose the nature of the interest.

Disclosure of Non-Registerable Interests

6. Where a matter arises at a meeting which **directly relates** to your financial interest or well-being (and is not a Disclosable Pecuniary Interest set out in Table 1) or a financial interest or well-being of a relative or close associate, you must disclose the

interest. You may speak on the matter only if members of the public are also allowed to speak at the meeting. Otherwise you must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation. If it is a 'sensitive interest', you do not have to disclose the nature of the interest.

7. Where a matter arises at a meeting which **affects** –
 - a. your own financial interest or well-being;
 - b. a financial interest or well-being of a relative or close associate; or
 - c. a financial interest or wellbeing of a body included under Other Registerable Interests as set out in **Table 2**

you must disclose the interest. In order to determine whether you can remain in the meeting after disclosing your interest, the following test should be applied (see paragraph 8).

8. Where a matter (referred to in paragraph 7 above) **affects** the financial interest or well-being:
 - a. to a greater extent than it affects the financial interests of the majority of inhabitants of the Broads Authority area and;
 - b. a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest

You may speak on the matter only if members of the public are also allowed to speak at the meeting. Otherwise, you must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation.

If it is a 'sensitive interest', you do not have to disclose the nature of the interest.

9. For the following interests, once you have made a declaration you may nonetheless attend a meeting and vote:
 - Setting of navigation tolls, where the extent of the interest is limited to a liability to pay a navigation toll by reason of owning one or more private vessels.
 - For members of the Navigation Committee only, consultation on the level of navigation tolls where the extent of the interest is limited to:
 - a. a liability to pay a navigation toll or
 - b. the holding of any employment, office, trade, profession or vocation carried on for profit or gain in an entity liable to pay a navigation toll.
 - An allowance, payment or indemnity given to members.

Table 1: Disclosable Pecuniary Interests

This table sets out the explanation of Disclosable Pecuniary Interests as set out in the [Relevant Authorities \(Disclosable Pecuniary Interests\) Regulations 2012](#).

Subject	Description
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	<p>Any payment or provision of any other financial benefit (other than from the relevant authority) made to the member during the previous 12-month period for expenses incurred by him/her in carrying out his/her duties as a member, or towards his/her election expenses.</p> <p>This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.</p>
Contracts	<p>Any contract made between the member or his/her spouse or civil partner or the person with whom the member is living as if they were spouses/civil partners (or a firm in which such person is a partner, or an incorporated body of which such person is a director* or a body that such person has a beneficial interest in the securities of*) and the relevant authority:</p> <p>(a) under which goods or services are to be provided or works are to be executed; and</p> <p>(b) which has not been fully discharged.</p>
Land and Property	<p>Any beneficial interest in land which is within the executive area of the Authority.</p> <p>‘Land’ excludes an easement, servitude, interest or right in or over land which does not give the member or his/her spouse or civil partner or the person with whom the member is living as if they were spouses/civil partners (alone or jointly with another) a right to occupy or to receive income.</p>

Subject	Description
Licenses	Any licence (alone or jointly with others) to occupy land in the executive area of the Authority for a month or longer
Corporate tenancies	<p>Any tenancy where (to the member's knowledge)—</p> <p>(a) the landlord is the Authority; and</p> <p>(b) the tenant is a body that the member, or his/her spouse or civil partner or the person with whom the member is living as if they were spouses/ civil partners is a partner of or a director* of or has a beneficial interest in the securities* of.</p>
Securities	<p>Any beneficial interest in securities* of a body where—</p> <p>(a) that body (to the member's knowledge) has a place of business or land in the executive area of the Authority; and</p> <p>(b) either—</p> <ul style="list-style-type: none"> i. the total nominal value of the securities* exceeds £25,000 or one hundredth of the total issued share capital of that body; or ii. if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the member, or his/ her spouse or civil partner or the person with whom the member is living as if they were spouses/civil partners have a beneficial interest exceeds one hundredth of the total issued share capital of that class.

*'director' includes a member of the committee of management of an industrial and provident society; 'securities' means shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services

and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

Table 2: Other Registerable Interests

You must register as an 'Other Registerable Interest':

- a) any unpaid directorships
- b) any body of which you are a member or are in a position of general control or management and to which you are nominated or appointed by the Authority
- c) any body
 - (i) exercising functions of a public nature
 - (ii) directed to charitable purposes or
 - (iii) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union)of which you are a member or in a position of general control or management

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