

Tendring District Council

**Complaint by Cllr Ernest Gibson of South Tyneside Council against Cllr Nick
Turner of Tendring District Council**

Kenyon Brabrook Limited

**Report prepared by Melvin Kenyon for the Monitoring Officer,
Tendring District Council – issued 10th January 2024**

Investigation Report – Tendring District Council

Complaint by Cllr Ernest Gibson, South Tyneside Council, against Cllr Nick Turner, Tendring District Council

1. EXECUTIVE SUMMARY

1.1 BACKGROUND

On 5th September 2023, Melvin Kenyon, of Kenyon Brabrook Ltd, was commissioned by, Lisa Hastings, the Monitoring Officer of Tendring District Council, to carry out an investigation into a Standards Complaint that had been received about alleged breaches of the Tendring District Council Members' Code of Conduct ("the Code").

This report ("the Report") deals with the investigation ("the Investigation") of the Standards Complaint, which was made by Cllr Ernest Gibson ("the Complainant"), a member of South Tyneside Council, against Cllr Nick Turner ("the Subject Member"), a member of Tendring District Council ("the Council").

1.2 BRIEF SUMMARY OF THE COMPLAINT

On 16th August 2023, Cllr Ernest Gibson submitted a Standards Complaint ("the Complaint") to the Council. The Complaint was about the alleged behaviour of Cllr Nick Turner at two "virtual" meetings of the Local Government Association Coastal Special Interest Group ("the SIG" and "the Group"), which the Complainant chairs. Those meetings had taken place on 5th June and 29th June 2023.

We discuss the Complaint in detail in Section 5 below.

1.3 CONCLUSIONS AND RECOMMENDATIONS

We conclude, based on the balance of probabilities and the evidence available to us, that:

1. **Cllr Nick Turner breached paragraph 1.1 of the Tendring District Council Code of Conduct by failing to treat other councillors with respect.**
2. **Cllr Turner breached paragraph 1.2 of the Code by failing to treat local authority employees, employees, and representatives of partner organisations with respect and failing to respect the role they play.**
3. **Cllr Turner breached paragraph 2.3 of the Code by failing to promote equalities and behaving in a discriminatory manner.**
4. **Cllr Turner breached paragraph 5.1 of the Code by bringing his own role and Tendring District Council into disrepute.**

On the basis of the conclusions above we make the following recommendations:

1. **That the Monitoring Officer acts in accordance with paragraph 7.1 of the Tendring District Council Complaints Procedure by reviewing the Report and then either referring the matter for a hearing before the Standards Committee or Sub-Committee or in consultation with one of the Independent Persons seeks an informal resolution or mediation.**

- 2. That the Monitoring Officer provides training for councillors and/or provides them with clear, written guidance on how to complete their Registers of Interest in particular in relation to Outside Bodies and other external interests.**

2. OFFICIAL DETAILS OF SUBJECT MEMBER

Cllr Turner told us that he was the longest serving Tendring District Councillor and had represented the Frinton Ward since 1999. He had also been a member of Frinton and Walton Town Council since 1995. He had held every position in both councils apart from Leader (a position he told us he did not want). He had won 15 elections to the two councils and, by virtue of these and other commitments, had accumulated 60 years of public service.

Cllr Turner told us that he was first introduced to the LGA Coastal Special Interest Group eight or nine years ago, when he was Portfolio Holder for Coast Protection and Deputy Leader of the Council. He had, he said, been a very active member of the Group until his recent resignation.

Cllr Turner was last elected to Tendring District Council on 4th May 2023, when he stood as a Conservative candidate. He now sits as an Independent member and is one of 48 councillors.

Cllr Turner signed his Tendring District Council Declaration of Acceptance of Office on 15th May 2023 and thus agreed to be subject to its Code of Conduct.

The Monitoring Officer noted in her Decision Notice of 25th August that, pending completion of the Investigation, “the Leader of the Conservative Party, Cllr G Guglielmi, has suspended Cllr Turner from the Conservative Party and removed him from Committees whilst the investigation takes place. The Leader of the Council has done the same with regards to outside bodies.” Therefore, at time of writing, the Subject Member does not serve on any Council committees or outside bodies on behalf of the Council.

3. RELEVANT LEGISLATION AND PROTOCOLS

3.1 LOCALISM ACT 2011

Under section 27(1) of the Localism Act 2011 (“the Act”) a “relevant authority” (which includes a local council) is placed under a statutory duty to “promote and maintain high standards of conduct by members and co-opted members of the authority”.

Under section 27(2) of the Act a relevant authority “must in particular, adopt a code dealing with the conduct that is expected of members and co-opted members of the authority when they are acting in that capacity” (see 3.3 below).

Under section 28(1) of the Act a relevant authority must secure that a code adopted by it is, when viewed as a whole, consistent with the prescribed Principles of Standards in Public Life – the so-called “Nolan principles”.

The intention of the legislation is to ensure that the conduct of public life in local government does not fall below a minimum level which endangers public confidence in democracy.

Under section 28(6) of the Act, principal authorities must have in place (a) arrangements under which allegations can be investigated and (b) arrangements under which decisions on allegations can be made. By section 27(7), arrangements put in place under subsection (6)(b) must include provision for the appointment by the principal authority of at least one “independent person” whose views are to be sought, and taken into account, by the authority before it makes its decision on an allegation that it has decided to investigate.

Section 28(11) of the Act provides that if a member or co-opted member of the authority has failed to comply with its code of conduct it may have regard to the failure in deciding (a) whether to take action in relation to the member or co-opted member and (b) what action to take.

3.2 TENDRING DISTRICT COUNCIL’S CODE OF CONDUCT

Under Section 27(2) of the Localism Act, on 22nd November 2022, the Council adopted a new, revised Tendring District Council Members’ Code of Conduct with a commencement date of 23rd May 2023. In doing that it adopted the Local Government Association Code of Conduct which had been drafted in 2020.

The Code deals with the conduct that is expected of members and co-opted members of the Council when they are acting in that capacity as required by Section 27 of the Localism Act.

The Code is intended to be consistent with the Seven Principles of Public Life – the Nolan principles. These are referred to in the preamble to the Code, under the heading “General Principles of Councillor Conduct” and are attached as Appendix A of the Code.

The Code applies whenever a person is acting in their capacity as a member or co-opted member of the Council. In the preamble, under the heading “Application of the Code of Conduct”, the Code says that it applies “when you are acting in your capacity as a councillor which may include when you misuse your position as a councillor and when 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 councillor”. Please see Section 3.3 below.

In making the Complaint the Complainant referred specifically to General Conduct, Paragraphs 1.1, 1.2, 2.3 and 5.1 of the Code. The Monitoring Officer referred to the same “relevant paragraphs” in her Decision Notice of 25th August 2023 which she shared with the Complainant and the Subject Member in letters with the same date. The Monitoring Officer wrote:

“The Complainant considers that Councillor Nick Turner has contravened the Council’s Members’ Code of Conduct and in particular:

General Conduct

1. Respect

As a Councillor:

1.1 I treat other councillors and members of the public with respect

1.2 I treat local authority employees, employees and representatives of partner organisations and those volunteering for the local authority 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 councillor, 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 councillors.

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 local authority, the relevant social media provider or the police. This also applies to fellow councillors, where action could then be taken under the Councillor Code of Conduct, and local authority employees, where concerns should be raised in line with the local authority’s councillor-officer protocol.

2. Bullying, harassment and discrimination

As a Councillor:

2.3 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. Councillors have a central role to play in ensuring that equality issues are integral to the local authority's performance and strategic aims, and that there is a strong vision and public commitment to equality across public services.

5. Disrepute

As a Councillor:

5.1 I do not bring my role or local authority into disrepute

As a Councillor, you are trusted to make decisions on behalf of your community 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 councillors and/or your local authority and may lower the public's confidence in you or your local authority's ability to discharge your/its functions. For example, behaviour that is considered dishonest and/or deceitful can bring your local authority into disrepute.

You are able to hold the local authority and fellow councillors to account and are able to constructively challenge and express concern about decisions and processes undertaken by the council whilst continuing to adhere to other aspects of this Code of Conduct."

3.3 WHEN DOES THE CODE OF CONDUCT APPLY?

Under section 27(2) of the Act a relevant authority "must in particular, adopt a code dealing with the conduct that is expected of members and co-opted members of the authority when they are acting in that capacity". This section of the Act narrowed the remit of the previous national Code of Conduct with the result that a council can only investigate matters where a member was acting as a councillor or as a representative of the council at the time of the alleged incident.

Conduct that might be regarded as reprehensible and even unlawful is not necessarily covered by a code of conduct; a link to that person's membership of their authority and specifically their role as a councillor is needed.

Some activities clearly have no link with the council such as a purely domestic matter or something that a member may do while employed in work completely unrelated to the council. *Councillors must actually be engaged on council business or commenting on council business or acting as a representative of the authority to be deemed "within capacity".*

In her Decision Notice the Monitoring Officer asked that the question of the capacity in which the Subject Member was attending the SIG be specifically explored. This is examined in detail below (see Sections 7.2 and 9.1).

4. CONTEXT

4.1 TENDRING DISTRICT

Wikipedia tells us that Tendring District is a local government district in north-east Essex formed on 1st April 1974 under the Local Government Act 1972 and covering five former districts. Its council is based in Clacton-on-Sea, the largest town. Other towns are Brightlingsea, Harwich, Frinton-on-Sea, and Walton-on-the-Naze.

The district extends from the River Stour in the north to the River Colne in the south, with the Coast to the east and the city of Colchester to the west. The neighbouring districts are Colchester and Babergh.

When we spoke to him, the Subject Member talked at some length about the environmental and other challenges facing, in particular, Frinton-on-Sea and Walton-on-the-Naze.

4.2 LOCAL GOVERNMENT ASSOCIATION COASTAL SPECIAL INTEREST GROUP

We consider it important that the reader understands the role, scale and reach of the LGA Coastal Special Interest Group. It was at two meetings of the Group that the alleged breaches of the Code were said to have taken place.

We asked ChatGPT to tell us about the LGA Coastal Special Interest Group. It succinctly expressed the impressions we had formed of the Group having spoken to a number of its stakeholders. Its response was as follows.

“The LGA Coastal Special Interest Group (SIG) is an influential body dedicated to addressing the unique challenges faced by coastal communities across the UK. Comprised of local government representatives, experts and stakeholders, this group collaborates to champion the interests of coastal regions, advocating for policies and initiatives that promote their sustainable development.

“At its core, the SIG focuses on safeguarding coastal areas from various threats, including erosion, rising sea levels, and environmental degradation. By facilitating knowledge sharing and best practices, it empowers local authorities to implement effective strategies for coastal management, balancing economic growth with environmental conservation.

“The group serves as a platform for exchanging innovative ideas, fostering partnerships between different regions, and influencing national policies to secure funding and support for coastal projects. Their efforts encompass a wide spectrum covering issues like infrastructure resilience, tourism development, housing, and climate adaptation.

“Through workshops, conferences, and research initiatives, the LGA Coastal SIG drives conversations that shape the future of coastal communities, ensuring they remain vibrant, resilient, and sustainable for generations to come. Its collaborative approach and commitment to addressing coastal challenges make it a pivotal force in advocating for the needs and aspirations of these vital regions”.

The Group’s website states that, “The LGA Coastal SIG champions the collective interests of coastal, estuarine and maritime communities by increasing awareness and debate on environmental, economic and social issues at all levels in relation to the coast. The Lead Authority

for the LGA Coastal SIG is South Tyneside Council, who has held this position since September 2019 and the group is formed of 57 member councils, covering 60% of the English coastline and representing 16 million people. We are the joint Secretariat of the All-Party Parliamentary Group for Coastal Communities.”

Cllr Ernest Gibson (the Complainant), a Labour member of South Tyneside Council, is Chair of the Group whilst the Vice-Chair is Cllr Derek Bastiman, a Conservative member of North Yorkshire Council. We spoke to both as part of the Investigation.

When we spoke to the Chair he told us, ““We are a non-political group, the voice of the coast, of 57 coastal local authorities each of which is unique and has its own particular needs and requirements. Many coastal towns suffer deprivation and employment is often seasonal. There are many, many different coastal issues, and we champion those issues nationally working with many external organisations and interested groups. We cover 66% of the coastline and act as the voice of the coast in England.

“We would like a dedicated Coastal Minister to address these issues in a coherent fashion supported by funding. We work closely with Sally-Ann Hart (Conservative M.P. for Hastings and Rye) Chair of the APPG (All Party Parliamentary Group) for Coastal Communities. We work with Rebecca Pow (Conservative M.P. for Taunton Deane) a Parliamentary Under-Secretary of State at DEFRA”.

The Lead Officer for the SIG is Beccy MacDonald-Lofts, a marine biologist by training, who told us, “The purpose of the SIG is to represent coastal communities and raise awareness of challenges, issues, and opportunities at the highest level. Many coastal communities are deprived, yet they tend to be missed off in the metrics and the data and get swallowed up into more affluent areas.

“My job is to seek out opportunities to raise the profile of those communities and to coordinate the work we do to have the greatest impact. We are loud and we make sure insofar as we can that people are listening to what we have to say.

“We try to produce reports that have a meaningful impact with Government. So, I do a lot of liaison work with the 57 coastal councils that are members of the SIG and spend a lot of time talking to MPs.

“We have a series of working groups that focus on such things as water quality, historic coastal landfill sites, conservation and fisheries, beach and water safety and suicide prevention. My role is interesting and varied. I am solutions focused. If we are to deliver we must work collaboratively and one of my roles is to build and strengthen relationships which are extremely valuable to us.

“Local authorities aside, the main bodies represented at the SIG are DEFRA, the Environment Agency, the Marine Management Organisation, the Association of IFCAs (Inshore Fisheries and Conservation Authorities), Natural England, the Welsh Local Government Association, and NALC. We also work with partner associations that are coastal based like Coastal Partnerships Network, Coastal Communities Alliance, RNLI, the Pier Society, and several others. If you are on the coast we are probably talking to you and if we aren’t we probably should be.

“We are the co-secretariat for the All Party Parliamentary Group (APPG) for Coastal Communities. That is our main conduit for influencing Government of whatever colour. It is a recently established group, and we have Sally-Ann Hart, MP for Hastings and Rother, as the Chair. She

knows that the group needs to be nonpartisan. Through this we have been doing something called the Coastal Enquiry which is focused on actions for *immediate* delivery by MPs. This is proving to be highly effective and highly influential. We would like a dedicated Minister for the Coast (which existed until 2015).”

5. SCOPE OF THE INVESTIGATION

We used the Complaint and the Monitoring Officer’s Decision Notice to define the scope of the Investigation. We have presented the Subject Member’s response to the Complaint below at Section 5.2.

5.1 COMPLAINT FORM – CLLR ERNEST GIBSON

On 16th August 2023, Cllr Ernest Gibson submitted a Standards Complaint to the Council using the Council’s Complaint Form. The salient parts of the text read as follows:

[Begins]

“I am the Chair of the Local Government Association Coastal Special Interest Group (“the Group”). It is in that capacity that I make this complaint, as it concerns the behaviour of Cllr Turner at the quarterly meeting of the Group which took place on 29th June 2023, and at a joint meeting which the Group had with the Environment Agency concerning the SMP [MK: Shoreline Management Plan] Explorer tool, on 5th June 2023. The meetings took place remotely, via the Zoom and Teams platforms. I am in no doubt that the Members’ Code of Conduct adopted by Tendring District Council applied to Cllr Turner at the material times, in view of the fact that he was attending the meetings in his capacity as a Councillor. I have set out the details of Cllr Turner's behaviour at each of the above meetings below.

1. LGA Coastal SIG/Environment Agency SMP Explorer Feedback Session

This session was kindly held by the Environment Agency to afford elected members of the group an opportunity to discuss and provide feedback about the upcoming Shoreline Management Plan Explorer tool which is being developed in consultation with the Secretariat. At the session, Cllr Turner embarked upon a wholly inappropriate and disrespectful verbal attack upon Mr Nick Hardiman of the Environment Agency, in the context of setting out his negative views of Shoreline Management Plans and how he feels that his council will not be adopting the guidance provided (based on climate change modelling] in relation to future planning as it does not fit with the council's plans. Whatever his views of the tool, the personalisation of these views, directed as they were towards Mr Hardiman was not only highly disrespectful, but frankly shocking to those who witnessed it.

To compound matters, when Lead Officer Beccy MacDonald-Lofts attempted to politely steer the discussion back to the task at hand - that is - to allow all present to provide their feedback on the tool, Cllr Turner directed his aggression and disrespect towards her stating that he felt the work of the Secretariat was not good enough. Another Councillor attending the session commented in the chat, *“I think it was brief comments Cllr Turner and this is a training session.”* Cllr Turner’s behaviour was not only obstructive in terms of delaying the progress of this session, but was also highly damaging to his reputation, the reputation of the Council of which he was acting as a representative, and the Group itself.

2. LGA Coastal SIG June Quarterly Meeting

Following a presentation to the Group by Mr Ross MacLeod of the RNLI, Cllr Turner proceeded to launch a verbal attack on Mr MacLeod and the RNLI in general, stating that he was not happy with the RNLI for many reasons but mostly due to the loss of an RNLI station, a matter which was highly

inappropriate to raise in the manner it was, and at that particular time. Whilst I accept that members' strength of feelings about certain matters can at times make it difficult to maintain the leadership standards as set out in the Nolan Principles, Cllr Turner continued to speak over both Mr MacLeod and myself when we made a number of attempts to speak. Cllr Turner's constant interruptions and overbearing manner was not only highly disrespectful to our colleague from the RNLI, but to me as Chair of the group. The Group is lucky to have senior officers from a variety of service providers in attendance at its meetings, and I have serious concerns that the conduct of Cllr Turner will jeopardise their willingness to attend in the future. Our ability to exert influence in Westminster will consequently be at risk of being prejudiced.

3. LGA Coastal SIG June Quarterly Meeting

At the above meeting, Cllr Turner also considered it appropriate to make the comment "*don't get me started on the Germans.*" It was not clear to me whether Cllr Turner intended this comment to be a joke, but whatever his intention, it was wholly inappropriate given that it grouped everyone of a particular nationality together in what was undoubtedly a negative remark. The comment was indicative of a discriminatory view held by Cllr Turner which flies in the face of paragraph 2.3 of the Code of Conduct.

4. LGA Coastal SIG June Quarterly Meeting

During the same meeting, Cllr Turner made comments in response to Mr MacLeod from the RNLI which were as shocking as they were offensive. Cllr Turner asserted that people of Afro-Caribbean descent are unable to float, a misconception which Mr MacLeod attempted to respond to, and respectfully correct. However, before Mr MacLeod was able to finish his response, Cllr Turner spoke over him clarifying what he meant by the comment by pointing out that it is not that people of Afro-Caribbean descent can't float, but that in his experience they won't float. The implication was that members of the community were unable or unwilling to learn how to float. They were as distasteful as they were untrue. The comments were made in the context of his experience of why people had sadly lost their lives within his council district and whilst discussing the work which the RNLI had been doing in promoting World Drowning Prevention Day and engaging with groups which are often hard to reach. The comments made by Cllr Turner were simply unacceptable in that context or indeed in any circumstances.

Cllr Turner continued to make deeply racist remarks about people of Afro-Caribbean descent, before making comments about the clothing that people of certain specific faiths wear when in the sea, indicating that in his view the clothing was inappropriate.

Cllr Turner's comments, together with the overbearing way in which he made them, speaking over others who were trying to reply to them, left those in attendance in no doubt about his attitudes towards those of different ethnicity or belief. Cllr Turner's comments were highly offensive, and had they been made by an officer of a local authority, I would expect them to face the most serious disciplinary sanctions. I do not believe that by virtue of his status as an elected member, Cllr Turner should be able to avoid being held to account for his actions.

General

As mentioned above, Cllr Turner's behaviour was witnessed by all present at each of the above meetings. I am aware that three complaints have already been made to me about the behaviour

and I attach hereto, copies of the communications I have received from the Marine Management Organisation, the RNLI, and Beccy MacDonald-Lofts. Should I receive further complaints concerning Cllr Turner's behaviour I will pass them on to you. I doubt very much that Cllr Turner will deny making the comments which are the basis of my complaint, he appeared comfortable in making them to the large audiences which he had at the material times. However should you require any corroboration of any of the elements of my complaint I can provide you with the list of attendees at each meeting.

I consider that the matters I have seen fit to raise with you are far from trivial, and that is in the public interest for such behaviour to be called out - indeed the Nolan principles contain an expectation that poor behaviour will be challenged. I would respectfully suggest that the behaviour about which I am concerned goes way beyond being simply "poor". Cllr Turner's comments would strongly indicate that his view of your Council's motto is that the Council works *"For the Good of All"* so long as you are not German, of Afro-Caribbean descent or of a different faith. I am sure that is not what the members and officers of your Council believe

.... Finally, the Group's AGM is scheduled to take place in Skegness in September 2023. I do not anticipate that this complaint will have been concluded by the time of the AGM. Whilst the complaint remains "live", given that it is submitted by me and supported by a number of those who were in attendance at the quarterly meeting in June and who will be present in September, I do not consider that it is appropriate for Cllr Turner to attend. In the circumstances I would be receptive to Tendring DC appointing a substitute member to attend in Cllr Turner's place.

[Ends]

Note: We have chosen to present the emailed complaints that the Complainant referred to in the above text in Section 7 of the Report.

5.2 SUBJECT MEMBER RESPONSE TO THE COMPLAINT

On 18th August, Cllr Turner wrote to Lisa Hastings, the Monitoring Officer, by email in response to the Complaint. We have set out the text of that email below just as it was written (though we have not tried to reflect the structure of the email).

[Begins]

Good Afternoon Mrs Hastings,

I was of the opinion that the complaint against was as I have stated. I was completely unaware of this complaint from the LGA Coastal SiG. I resign from LGA Coastal Communities SiG as of now. I am also shocked at how what I said can be so misconstrued. I truly do understand the modern mind. I have always found the truth to be the best way forward and that sometimes needs pressure to emerge with overview and scrutiny.

As to the comments:

The SMP:

As of 2055 the seawall from Frinton to Holland Haven is hold the line or managed retreat. This means that the EA may allow Frinton Golf and Tennis Club to be flooded. Also the gardens and more than likely the houses 3,5,7,9,15,17 Second Avenue. There was a refresh of the SMP over

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the last 2 years. I took that to mean that the above position would be reviewed. I first asked this question at a SiG meeting in 2020, I believe in London. I was given information that lead me to believe that would be the case. James Ennos was with me. Locally I got a different view and pursuing it further at County and National Level the differences between local and National became apparent. I was only trying to get to the bottom of this review. It has been raised at the Naze Management Board.

Douglas Carswell raised it in Parliment and told me he spoke with the EA. This resulted in the position taken by the EA from no active intervention or managed retreat to hold the line or managed retreat. I have fought this since it was first brought to my attention in 2009. It does matter as I know of at least one property that did not sell because of the seawalls designation. I was just trying to get to the knowledge that would allow the Authority to protect itself fully.

The meeting referred to was a misunderstanding on my behalf. I should not have attended as I gathered later it was for Officers. This was not pointed out to me before the meeting started. I apologise unreservedly for any offence given. Also as soon as I realised the meeting was not for me. I did apologise and left the meeting.

As to the drownings I was told it was because bathing costumes were not being used and the poor unfortunates entered the sea in clothes not suitable to swim or wade in. As we were discussing the issue of beach safety, I thought it best to mention our experience. It was walking on broken glass. Similar to the other Community mentioned. I heard the comments I made from a teacher some years ago. I wanted to know if that was the case and secondly report back to the Seafronts team via the senior Officer. If we are not honest about these issues how can we avoid the tragic cases we have had over the last few years? Tendring has one of the worst records for beach accidents. I apologise unreservedly for any offence given.

As to the RNLI, another issue that the Naze Management Board knows all about. Due to the heavy handedness of the RNLI they have lost the Coxswain, 8 crew members the co-ordinator has been sacked and the lifeboat, as far as I am aware, is not longer capable of answering an emergency. On top of that the RNLI is now advertising for a local crew. This is a National issue. I gather that in parts of Cornwall that some Communities have set up their own life boats. It is a tragic tale and I was trying to get information that will enable the RNLI still to function in Walton. I failed. If offence was taken at my robust defence of the Institution and the Mariners locally then for that I am sorry.

As a Yachtmaster, I would be far more upset if I am in an emergency situation at sea and no one responds to my mayday. Something up and till very recently one could completely rely on. On top that the link between the RNLI and local Families has been broken. It has been the tradition of Seaside Towns with an RNLI presence for the young men of local Families to become volunteers in the and for the RNLI. This tradition is being broken. That is something worth fighting for. If I was too robust in my questioning it was only because the issue is of great importance to the Towns of Harwich, Walton, Clacton and B'sea. I am truly sorry that I could not find a meeting of minds and that the complainant felt insulted. He was not. It was just to attempt to winkle out the true reasoning behind the RNLI's new policy. Then for us to figure a way around the problem. Please remember that we have one of the busiest shipping lanes in Europe on our doorstep. A large Marina and a Tourist Strategy that is central to the Authority plus 35 miles of coastline.

I only attend these meetings to learn and share any knowledge I have. It is a great shame that meetings now cannot be truly open, honest and straight forward.

Sincerely

Cllr. Nick Turner.

[Ends]

5.3 DECISION NOTICE

In her 25th August Decision Notice the Monitoring Officer (i) presented the relevant paragraphs of the Members' Code of Conduct (see Section 3.2 above); (ii) summarised the Complaint (not repeated here); (iii) summarised the Subject Member's response (not repeated here); (iv) made a recommendation that an external investigation take place "due to the circumstances and the seriousness of the allegations" (detail not repeated here); and (v) gave the reasons for her decision.

She wrote, "Both parties' comments have been sought in accordance with the Members' Code of Conduct Complaints Procedure before considering whether this case merits further investigation.

Whilst it is acknowledged that Councillor Turner has resigned from the LGA's Coastal SIG and apologised for an[y] offence given, it is not considered that informal resolution is appropriate in this circumstance. There is a wide difference of opinions between the Complainant and Cllr Turner on the manner of the debate within the meetings. Cllr Turner in his response has acknowledged his comments and not denied them, but the impact of them appears to be unappreciated.

However, there is also the potential for a huge detrimental impact on the working relationship between the Council, and external stakeholders not only within the meetings but far wider. The LGA, agencies, organisations and local authorities across the Country within the SIG are national bodies and the actions of Councillor Turner are likely to be found in breach of the Code of Conduct. The alleged behaviour directed towards individuals needs to be investigated, as does whether Councillor Turner has brought the District Council into disrepute on such a national platform.

I would also like the investigation to explore how and in what capacity Councillor Turner was attending the LGA Coastal SIG, this is not an Outside Body appointment made by the Leader. It is however, disclosed as an Other Registerable Interest on Councillor Turner's form. I have been informed Council officers may have attended with him in the past.

Whilst acknowledged from the information on the LGA Coastal SIG, Tendring District Council is a member and would appropriate to be so, this is not an outside body we have appointed to or can locate membership details. Although, the officer who may have had the records, has recently left the Council.

6. APPROACH

6.1 DOCUMENTS AND OTHER SOURCES

We have taken reasonable steps to list the source materials we specifically reviewed at Appendix 1 (though we do not guarantee that the list is exhaustive). The source materials listed there and the summaries of our formal interviews together formed the evidence base we considered during the Investigation.

6.2 FORMAL INTERVIEW METHODOLOGY

In investigating the Complaint we gathered evidence at formal interview from the following people (listed in the order in which we interviewed them):

- (i) Cllr Ernest Gibson – Complainant, Chair of the LGA Coastal Special Interest Group and a South Tyneside Councillor;
- (ii) Sidonie Kenward - Marine and Terrestrial Planner at the Marine Management Organisation;
- (iii) Beccy MacDonald-Lofts – Lead Officer the LGA Coastal Special Interest Group;
- (iv) Ross MacLeod - Public Affairs Manager (Water Safety), RNLI;
- (v) Rhys Hobbs - Environmental Resilience and Adaptation Manager, Cornwall Council;
- (vi) Cllr Derek Bastiman – Deputy Chair of the LGA Coastal Special Interest Group and North Yorkshire Councillor;
- (vii) Alysha Stockman - Partnerships Engagement Support Officer at East Suffolk Council;
- (viii) Cllr Noel Galer – Great Yarmouth Councillor;
- (ix) Cllr Nick Turner – Subject Member and Tendring District Councillor; and
- (x) Nick Hardiman – Expert Adviser – Coast | National FCRM at the Environment Agency.

We carried out the interviews between 20th September and 20th December 2023 using the Zoom video communications platform or similar.

By agreement we recorded (normally video and audio) the interviews. In each case we produced written summaries of our interviews. Interviewees were offered the opportunity to comment on the written summary whilst it was still in draft and any relevant comments made were reflected in the final summaries, which were then, with one exception, “virtually” agreed and signed off by interviewees.

Once the summaries had been agreed by interviewees they became the formal record of each interview and the video/audio recordings, and any written notes taken at interview, were destroyed by us in accordance with best practice.

Rhys Hobbs did not sign off his interview summary and did not reply to any of our requests that he do so. We wrote to him and informed him that we would use his draft statement as evidence, and we have retained the recording in the event that there is any disagreement about the content of the draft summary.

With that single exception, the written records therefore now form our only record of the interviews. Section 7 of the Report contains text drawn directly from the interview records.

We invited a number of others to be interviewed:

- Clare Nolan Barnes of Blackpool Council said, “I can’t recall anything at that meeting and I may well have not been at the meeting for the whole time Maybe I missed this part of the agenda”.
- Cllr Jane Hugo of Blackpool Council said that she was not at the 29th June meeting.
- Graeme Smith of Teignbridge District Council did not respond to our invitation.
- Cllr James Bensly of Great Yarmouth Council said, “I’m sorry I don’t think it will be of much use”.
- Through Beccy Macdonald-Lofts on several occasions we invited her colleague Bethany Handson, Project Officer at the LGA Special Interest Group, to speak to us but did not succeed in speaking to her.

6.3 THE REPORT

After we had completed the preliminary draft of the Report it was peer-reviewed for quality and to ensure consistency of approach with similar cases across the country.

Following that peer review, we shared the Draft Report with the Monitoring Officer. The intention was that she could ensure that, on its face, the Report was indicative of a satisfactory investigation and was of the required standard.

In the event, in the absence of the Monitoring Officer, the Draft Report was reviewed by the Deputy Monitoring Officers, Linda Trembath (Head of Legal Services) and Keith Simmons (Head of Democratic Services and Elections), who confirmed that they were “satisfied that the [I]nvestigation ha[d] been a thorough one and that [that] was reflected in the [R]eport.”

We recommended that the Draft Report be shared with one of the Authority’s Independent Persons and that their comments be sought.

We then shared the Draft Report, with draft conclusions and recommendations, in confidence, with the Complainant and the Subject Member. They were invited to comment on it.

We received a response from the Subject Member who wrote, *“Having appraised myself of every opportunity to apologise for any offence caused, which was unintended and to paraphrase the report itself, most definitely “unconscious” on my part, I am not sure what more can be said. Nothing was said to me at the meetings or directly to me afterwards, which if it had been, could hopefully have enabled the apology to be received sooner. In terms of the requirement of a formal complaint and subsequent investigation and report I can only offer a quote from Alexander Pope: “Blessed is the man, who expects nothing, for he shall never be disappointed” Letter to Fortescue 23-09-1725”.*

The Complainant did not reply.

We now submit the Final Report containing our final conclusions and recommendations to the Monitoring Officer for her consideration in line with the Council’s Arrangements. In doing that we pass copyright in the Report to Tendring District Council.

7. FINDINGS – CAPACITY

7.1 BACKGROUND

In the course of every investigation we carry out we must establish whether a subject member is “in capacity”. As discussed in Section 3.3, “councillors must actually be engaged on council business or commenting on council business or acting as a representative of the authority to be deemed “within capacity””.

As previously noted, “conduct that might be regarded as reprehensible and even unlawful is not necessarily covered by a code of conduct; a link to that person’s membership of their authority and specifically their role as a councillor is needed.”

In short, if a subject member is not found to be in capacity, then a code of conduct is not engaged.

In this case we were specifically asked by the Monitoring Officer “to explore how and in what capacity Councillor Turner was attending the LGA Coastal SIG, [since] this is not an Outside Body appointment made by the Leader. It is however, disclosed as an Other Registerable Interest on Councillor Turner’s form. I have been informed Council officers may have attended with him in the past.

“Whilst acknowledged from the information on the LGA Coastal SIG, Tendring District Council is a member [of the SIG] and it would appropriate [for it] to be so, [yet] this is not an outside body we have appointed to, or [for which we] can locate membership details. Although, the officer who may have had the records, has recently left the Council.”

7.2 WHAT DOES “IN CAPACITY MEAN”?

7.2.1 CASE LAW

The Localism Act 2011 is silent on the matter of what being “in capacity” actually means and, at time of writing, there is no case law on the interpretation of “acting in [the]capacity” of a member or co-opted member” under the Localism Act 2011.

However, the issue of where the boundaries lie between a councillor acting as a councillor and a councillor acting as a private citizen has been explored in a number of cases which predate the 2011 Localism Act but nevertheless remain relevant.

In **Livingstone v Adjudication Panel for England [2006]** Mr Justice Collins considered the scope of the Code in relation to when a councillor is acting in their official capacity. Mr Justice Collins stated at paragraphs 27 to 29:

“Conduct which is regarded as improper and meriting some possible sanction will often be constituted by misuse of a councillor’s position. He may be purporting to perform his functions if, for example, he seeks to obtain an advantage by misusing his position as a councillor. Such misuse may not amount to corruption; it may nonetheless be seen not only to be improper but to reflect badly on the office itself. If the words “in performing his functions” are applied literally, it may be said that such misuse, and other misconduct which is closely linked to his position as such may not be covered.

... Thus where a member is not acting in his official capacity (and official capacity will include anything done in dealing with staff, when representing the council, in dealing with constituents' problems and so on), he will still be covered by the Code if he misuses his position as a member. That link with his membership of the authority in question is in my view needed. This approach is very similar to that adopted in Scotland and in my judgment accords with the purpose of the Act and the limitations that are appropriate. It is important to bear in mind that the electorate will exercise its judgment in considering whether what might be regarded as reprehensible conduct in a member's private life should bring his membership to an end in due course...

The Livingstone judgment was considered in detail in "**Bartlett v Milton Keynes Council [2008] APE 0401**" in an appeal from the local standards committee. In the Tribunal's view, the Livingstone judgment established that for a councillor to be acting in an official capacity:

- the councillor should be engaged in business directly related to the Council or constituents;
- the link between the councillor's office and the conduct should have a degree of formality.

First Tier Tribunal Case No. LGS/2011/0537 appears to be particularly pertinent here in that Judge Laverick was specifically considering a councillor's use of social media and the capacity in which the councillor was writing in an online blog. Judge Laverick stated that it was perfectly reasonable for a councillor to write posts and make comments in their private capacity even if their social media account clearly identified them as a councillor; the key determining factor when it came to deciding the capacity in which the councillor was writing was whether the content of the relevant post was sufficiently connected to Council business in order for the Code of Conduct to be engaged.

So, here (and in other cases not referred to here) there is case law which helps inform the question of what "in capacity" means.

7.2.2 LGA GUIDANCE

The Local Government Association has published supporting guidance ("the Guidance") which helps with understanding of, and consistency of approach towards, the Model Councillor Code of Conduct (which was subsequently adopted by the Council and many other authorities in England).

In that section of the Guidance that considers the Application of the Model Code it addresses the question of "When does the Code apply?" As already noted in Section 3 above, it says, "The Code of Conduct applies to you when you are acting in your capacity as a councillor which may include when 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 councillor."

In the same section the Guidance addresses the question of "What does acting as a representative of my local authority mean?". It says, "You are acting as a representative of the local authority when you are sitting on an outside body to which you have been appointed by the local authority, for example.

You would also be considered a representative of the local authority where you were attending an external function or conference on behalf of the local authority or as the local authority's nominated delegate."

7.3 COUNCIL RECORDS

7.3.1 OUTSIDE BODIES

We asked for a statement from the Council about the position in respect of Cllr Turner's attendance at meetings of the SIG and received the following reply, which had been prepared for us by the Head of Democratic Services and Elections.

"By virtue of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, appointments to outside bodies by a principal Council such as Tendring District Council is a function to be exercised by the Executive. Tendring District Council's Executive is its Cabinet (which is comprised of the Leader and other Cabinet Members).

"The Leader of the Council has responsibility for appointments to Outside Bodies by virtue of the allocation of responsibilities set out in the Council's Constitution at clause 4.4.2 within Schedule 3 of Part 3 of that Constitution. Under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 there is a requirement for executive decisions to be recorded and published.

"I have checked the decisions of the Council as recorded in the 'Modern.Gov' system of the Council that holds all the published decisions; including the decisions of the Executive of the Council. These decisions date back to 03/08/2016. I have specifically checked decisions of the Leader on the 'Modern.Gov' system dated 03/02/2017, 10/07/2017, 22/08/2017, 27/11/2017, 22/12/2017, 01/06/2018, 07/08/2019, 21/11/2019, 13/07/2021, 15/12/2021, 13/04/2022, 07/06/2023 and 30/08/2023. These all relate to appointments to outside bodies. I am unable to find any decision making an appointment of a representative on the Local Government Association's Special Interest Group for Coastal Communities. As such, there is no record of an appointment of Councillor Nick Turner to that Special Interest Group by the Council.

"In addition to my steps above, I have asked the Council's Leadership Support Manager to check paper records on appointments to Outside Bodies and she confirmed to me as follows on 08/11/2023 by email: *"I have looked through all the files held in the Chief Executive's / Leadership Support office and cannot locate a Record of Decision document appointing Cllr Nick Turner to the LGA Coastal SIG. Please be aware I have checked electronic and paper files going back to 2015"*.

7.3.2 COUNCIL WEBSITE

The Council website holds a list of Outside Bodies. It states, "There are a number of organisations which are independent from the council, but have an impact on its service areas. In order that the council can maintain effective partnerships with a number of these organisations, representatives of the council, usually elected councillors, sit on the various committees and forums that are responsible for them."

At time of writing the website lists 51 Outside Bodies. The LGA Coastal Special Interest Group does not appear on that list.

We also located on the Council website a document entitled "Leader of the Council 6 August 2019 External Meetings, Outside Bodies and Other Appointments". It lists 41 organisations and the names of the Member(s) Appointed along with Expiry Dates of the appointment (all of them May 2023). Cllr Turner is named as a member appointed to the Essex Flood Partnership Board, the

Hamford Water Management Committee, the Local Highways Panel – Tendring, the Naze Management Board, and the Tendring Transport Liaison Board. The LGA Coastal Special Interest Group is not listed in the document (which we presume to be one of the documents referred to in Section 7.3.1 above). The document states, “Councillors attending outside bodies and external meetings are entitled to claim mileage allowances as part of their approved duties”.

7.3.3 EXPENSES

Whilst we were aware that the allegations in the Complaint related to “virtual” meetings of the Group, we were told that there were occasions on which SIG meetings and events took place in person. Indeed we were told by Beccy MacDonald-Lofts that Cllr Turner had attended a SIG event in London in December 2022. We therefore asked for a recent example of any expense claim made by Cllr Turner that related to his attendance at SIG meetings or events.

We were supplied with a (suitably redacted) Council Travel Claim Form that had been submitted and, apparently, signed by Cllr Turner on 8th January 2023. It contained a claim for £68.70 for a train journey from Frinton to Westminster that related to the “Annual LGA Coastal SIG Meet”.

7.3.4 SUBSCRIPTION INVOICES

When we spoke to Beccy MacDonald Lofts she told us, “the SIG has been around for a long time. It is funded by annual membership fees and has been hosted by several councils over its lifetime”.

We have reviewed an email exchange between Cllr Turner and James Ennos (see Section 7.4.4 below) on 13th November 2020, in which Cllr Turner forwards to James Ennos a Payment Request for the SIG subscription for 2020/21 which he has himself received from an officer at South Tyneside. James Ennos replies saying, “I have asked for an order to be sent”.

We have reviewed another email from 3rd July 2020 in which a Tendring officer shares an invoice with James Ennos, this time from Lewes District Council, asking for payment of the 2019/20 subscription. The officer asks James Ennos which account code the invoice is to be charged to.

7.3.5 REGISTER OF INTERESTS

The Council website holds a record of Cllr Turner’s Register of Interests, which was published on 4th July 2023.

Paragraph 9 of the Register requires a member to register Other Registerable Interests and specifically, “(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 your authority”. Here Cllr Turner listed, “Vice-President Frinton Cricket Club, Frinton and Walton Heritage Trust, Frinton War Memorial Club, Frinton Community Association, Social member of Frinton Golf Club, Frinton and District Horticultural Society, and Frinton Residents Association”.

Paragraph 10 of the Register requires a member to register Other Registerable Interests and specifically, “(c) any body: (i) exercising functions of a public nature; (of which you are a member or in a position of general control or management). Here Cllr Turner listed, “Frinton and Walton Town Council, The Essex Flood Forum, The Joint Planning Committee of the Tendring Colchester Garden Community, and the Essex Flood Prevention Board.

Paragraph 11 of the Register requires a member to register Other Registerable Interests and specifically, “(c) any body: (ii) directed to charitable purposes; (of which you are a member or in a position of general control or management). Here Cllr Turner listed, “The Rebel Trust”.

Paragraph 12 of the Register requires a member to register Other Registerable Interests and specifically, “(c) any body: (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). Here Cllr Turner listed, “The Conservative and Unionist Party, LGA Coastal Communities Significant Interest Group [sic], and The Conservative Councillors Association”.

7.4 CLLR TURNER’S ATTENDANCE AT THE COASTAL SPECIAL INTEREST GROUP

7.4.1 INTERVIEW – CLLR NICK TURNER

When we spoke to Cllr Turner about his attendance at the Group he told us, “It was around that time, when I was chief politico, Portfolio Holder for Coast Protection, and Deputy Leader - maybe eight or nine years ago - that I got introduced to the LGA Coastal Special Interest Group. I found it very useful to share information and knowledge and learn from others who were developing sea defences outside the district at that time. That was why I first got involved but, since then, my knowledge has grown in other areas of common interest to members of the SIG. Pollution is a very good example. I do my homework, I listen and learn.

“Until I resigned I was a very active member of the SIG and attended everything I was invited to (at least until recently). I saw my role as offering my experience to the SIG whilst at the same time learning from others. I was there to represent the interests of Tendring District Council on the Group. I passed on what I learnt to officers.

“Tendring is integrated from parish to Parliament on these matters when other local authorities are not. I recently worked closely with a very good officer at Tendring [MK: We believe that to be James Ennos] to help make that integration effective – I did the political stuff whilst he did the technical stuff. I have worked closely on coastal matters with our local MP.”

When we asked him on what basis he had been attending the SIG if he hadn’t been appointed to it by the Leader and there was no other decision made to appoint him over the past seven or eight years, Cllr Turner said, “I haven’t a clue about the process by which I came to represent Tendring on the SIG. It could have been through the director who led on the building of the sea defences at the time. Both previous Chief Engineers at the Council that I worked with agreed to pay the subscriptions to the SIG. On occasion officers attended meetings with me. I always reported back to them and told them what was going on. I certainly attended the meetings in good faith – I wouldn’t have been there otherwise.”

7.4.2 INTERVIEW – CLLR ERNEST GIBSON

“Throughout the time he has been attending [Cllr Turner] has been giving the impression that he is representing the Council, and you can see “Cllr Nick Turner” on the screen during virtual meetings. When we are asked to introduce ourselves to new members he introduces himself as Cllr Nick Turner representing Tendring District Council. When business is being discussed he comments on behalf of Tendring District Council. His comments are always about his Council. Recently, for example, he talked about the impact of wind turbines and power cables from those

turbines on his own ward. You will see him on the attendance sheet as “Cllr Nick Turner” of Tendring District Council. I never doubted that he was there to represent his council”.

7.4.3 INTERVIEW – BECCY MACDONALD-LOFTS

When we spoke to Beccy MacDonald-Lofts, the Lead Officer for the SIG, she told us, “It has transpired that Cllr Turner was not nominated by his council to attend the SIG though we were not aware of that at the time, or we would not have allowed him to attend. We have never been told that he is not (or is no longer) the lead member for Tendring Council. In fact, nominated or not, he has contributed on behalf of Tendring Council at every meeting he has attended that I have been involved in. He is very vocal, and he attended our December meeting in London in person. He has been on the SIG for around 15 years, I think.”

7.4.4 MEMBERSHIP LIST 2010/11

We searched the internet to try to establish when Cllr Turner joined the SIG. We found a document named “LG Association Coastal Issues Special Interest Group” dated 3rd August 2010. It lists the names of the membership for 2010-11. Representatives of Tendring District Council are listed as Cllr Nick W Turner and Mr John Ryan.

We also found an article in the Clacton and Frinton Gazette dated 21st April 2010 and entitled “Sea wall strengthening work completed”. It begins, “Works have been completed on a £1.1million project to strengthen sea walls in Holland-on-Sea” and quotes John Ryan, head of technical services at Tendring Council, as saying that “it was vital that the work was carried out to protect the sea wall at Holland-on-Sea”.

7.4.5 MINUTES AND OTHER DOCUMENTS

We were supplied with copies of minutes of several meetings of the SIG along with other related documents. Those documents show Cllr Turner attending meetings and he is minuted as making contributions during those meetings (e.g. under item 7 “Member Update” on 25th March 2021.) In supplying the documents Beccy MacDonald-Lofts said, “From the archive minutes that I have access to, Cllr Turner was appointed to the SIG in 2017 (see attached attendance sheet for a SIG study tour) and the oldest minutes I can find with his presence are in 2018.”

We were supplied with a copy of a draft speech that Cllr Turner was to make to the SIG on 24th September 2020. He had shared it with two officers (James Ennos and Gary Guiver) on 11th September saying, “Comments please re accuracy rather than attitude”. Whilst James Ennos appears to have been unable to attend that meeting, there is evidence that he attended other meetings with Cllr Turner. For example, a Delegate List for a Study Tour in 2017 includes Mr Ennos who is named alongside Cllr Turner as a representative of the Council.

8. FINDINGS – COMPLAINT

As previously noted in Section 5 above the Complaint centres on events that were alleged to have taken place at two meetings of the SIG – on 5th June and 29th June 2023.

8.1 **5th JUNE – SIG/ENVIRONMENT AGENCY SMP EXPLORER FEEDBACK SESSION**

Four of the ten people we spoke to were present at the 5th June meeting . The 5th June meeting was not recorded or minuted.

8.1.1 CLLR ERNEST GIBSON

Asked by us about the meeting which discussed the SMP Explorer Tool, Cllr Gibson said. “A Shoreline Management Plan aims to provide a strategy for managing flood and erosion risk for a particular stretch of coastline. It provides estimates of how the coast is likely to change over the next 100 years considering such factors as the geology, the condition of the coast, the existing coastal defences, and the likely impacts of climate change.

“The SMP Explorer Tool is being developed to allow people to access the Shoreline Management Plans for each part of the coast via a website. The meeting on 5th June was intended to allow attendees to comment on the SMP Explorer Tool because some council officers found it very difficult to work with. It is intended primarily for officers to access. It is being developed by the Environment Agency (EA) and DEFRA, working as a team. Nick Hardiman of the EA joined the meeting to give us a basic outline of the tool.

“Nick Turner was over-zealous and obstructive at the meeting, even aggressive. He gave Nick Hardiman of the Environment Agency a rough ride at this meeting. We all have some issues with agencies like the Environment Agency and the MMO but there is a time and a place for challenge and this meeting was not the time or place for challenge. We have to keep a good partnership with Westminster and the way he behaves can sometimes put that at risk.

“The context was the future development of the SMP Explorer Tool. Nick Turner said that the tool was of no use to his council, it was rubbish and a waste of time. He appeared to me to be verbally attacking Nick Hardiman personally in the way he said what he said to him. He was personalising his comments and talked about “*your* Explorer tool”. Neither I nor Beccy were able to calm Nick Turner down; he wouldn’t be calmed down and wouldn’t listen to reason. He talked over people and did not allow the meeting to proceed as it was intended to. It wasn’t so much what he said as the way he said it. He always goes over the top with things like this. Nick Hardiman wasn’t there to be abused.

“Nick Turner is a gentleman in some ways, and I think he is a good councillor because he represents his residents, he questions and scrutinises, and he is passionate. But at the same time, he is a challenging person and, at times, behaves like a dog with a bone and won’t let things go. In behaving as he does he tends to make some people feel uncomfortable.

“Beccy Lofts is the Lead Officer for the SIG and is paid by South Tyneside She coordinates its work and makes sure I am briefed if I go to meetings representing the SIG. As I said in the Complaint he directed his aggression towards her too. He said that the Secretariat of the APPG (Beccy) was a load of rubbish and useless (which, of course, it’s not). He is positive at the meetings when he is talking about what *he* has done. But when *other* people speak he can sail against the

wind. He isn't a team player. He was personally abusive towards her. Once again it was *how* he said what he said rather than *what* he said and how he *portrayed* himself.

"Beccy is an experienced and robust individual, but I know that she was furious about what he said and how he behaved at the meeting. She was concerned about the impression he was giving to other participants and how he was damaging the reputation of the SIG. Talking over people, saying that things were no good and a waste of time.

"We cannot allow this kind of behaviour at the meetings. I tried to close him down, but he would not be closed down and we appeared not to have had the ability to mute him during the meeting itself. Once he gets on a roll he's impossible to stop. Basically, he is disruptive and has been for a long time, but on this occasion he did overstep the mark. He really excelled himself."

8.1.2 BECCY MACDONALD-LOFTS

Asked about the same meeting, Beccy MacDonald Lofts said, "Put simply, the whole UK coastline is separated into sections according to how sediment moves from one place to another. That impacts erosion and flooding. Each one of those sections is a unit and has a Coastal Group attached to it. Those groups come together independently and are funded by the Environment Agency. Members include local authorities and any other party that has an interest in that section of coast.

"For each of those "sediment cells" there is a Shoreline Management Plan agreed by the relevant Coastal Group. The SMPs identify through prediction modelling whether or not a section of coastline is defensible for the future. Currently those plans are hosted on a multitude of different websites. The SMP Explorer Tool is an online interactive map which is an effort – led by the Environment Agency (EA) - to make all the SMPs transparent, easy to understand and open to all including practitioners, councillors and interested members of the public. We have been working with the EA to help develop the tool and supporting resources and make sure it is suitable for councillors and officers. It is due to be released in December.

"On 5th June we had brought a group of council representatives – nominated councillors only - together informally to give their views on the latest iteration of the Explorer Tool. This was part of a consultative effort by the EA to get feedback on the useability of the Tool (rather than its content). I think six councillors attended, one of whom was Cllr Turner.

"We do not record our meetings and, because this one was informal, there are no minutes. However, I will share with you a copy of the Teams chat for the meeting [MK: see Section 8.1.4 below] when another of the attendees told him to focus because they were becoming irritated at his behaviour during the meeting.

"One of the main reasons I put so strongly in the 5th June Workshop Briefing that this event was for feedback on the interface only was specifically because of concerns about Cllr Turner's behaviour if he came to the workshop. He has frequently caused overheated discussion about specific points and will constantly bring up points that he sees as relevant to Tendring District Council and won't let them go. Even if we say that the forum is not the right one in which to raise a specific point, that won't stop him, and he will use the Group meetings as an opportunity to have a go at someone or something. His disruptive behaviour at meetings has become a consistent issue for us.

“After everyone joined the meeting, Nick Hardiman of the EA did his presentation about the interface and invited feedback. When he had finished Cllr Turner put his hand up and immediately started to have a go at Nick about how he did not agree with the Shoreline Management Plan for his area and how Tendring District Council wasn’t agreeing to it. Nick tried to focus him on the interface.

“I interjected and told him that this was not the session for this and that a separate meeting could be set up to discuss his concerns with everyone in his SMP area. He then had a go at me. He said he was highly disappointed that I wasn’t doing what he thought I should be doing. He said that what I was doing just wasn’t good enough. Once more I said that this was not the place to discuss his concerns. We were limited to an hour for feedback on the interface and other councillors wanted to provide feedback. Once again Nick tried to manage the situation. Cllr Turner then said that he was leaving the meeting to get a COVID jab before going off on another tangent. By then he had taken up 15 or 20 minutes of the hour available and the remaining councillors were fed up.

“After the meeting had finished I spoke to Nick Hardiman and apologised because the way Cllr Turner had spoken to him was beyond rude. It contained heavy-handed, directed, very personal attacks against him because he wasn’t getting his own way. Whilst I can’t recall exactly what Cllr Turner said – I was taken aback and wanted to recover the situation - I do know it included things like “you’re not doing this” and “you’re incapable”.

“A few days later I was able to apologise to Nick in person. He told me that, had Cllr Turner directed his comments at a less experienced staff member, the EA would have submitted a formal complaint about his behaviour. For Nick to say that was quite a condemnation of Cllr Turner’s behaviour because Nick has worked with him for a long time and knows what he is like in meetings. This went much further than his normal behaviour.

“One to one Cllr Turner is lovely and personable. But his behaviour towards external agencies has been challenging to say the least. In this case I feel that his obstructive behaviour damaged our hitherto strong relationship with the E.A.. Since his outburst we have seen that relationship drop off a bit and I am now having to try to repair that relationship.

“As far as the Code of Conduct is concerned he was disrespectful to both Nick and me. He was disrespectful to the other councillors because we were unable to complete the work of the meeting that they had given their time to. He failed to represent his council in a way that was constructive. Instead, he came over as disrespectful and obstructive. We have since reviewed the terms of reference of the Group and set down the behaviours we expect of those who attend. We now have the authority to exclude people from meetings though we didn’t at that time.”

8.1.3 NICK HARDIMAN

Asked about the 5th June meeting Nick Hardiman said, “My role is that of Expert Adviser - Coast | National FCRM Directorate within the Environment Agency. I attend the LGA SIG to brief them on key projects and initiatives that we/I are doing. I also provide a general update on the EA’s broader work. The Group is valuable for us because it is a forum where elected councillors and local authority officers meet. They are a key group of stakeholders for us because they provide us with information about the many issues they have to grapple with. It’s an opportunity for us

to improve their understanding of what we do, and that is especially so for newly elected councillors.

“We have had a hard year working on the Shoreline Management Plan (SMP) Explorer Tool and on the wider project, the Shoreline Management Plan Refresh The Plans are internationally well-known and well-renowned. They attempt to formulate a sustainable forward look and take into account climate change. They also take into account the quality of the environment. For example, we may wish to defend a stretch of coastline or manage it in some other way. The Plans are developed with, and adopted by, local councils, which is an ace card There is a strong sense of local ownership.

“The Plans do need to be refreshed and updated. That has been going on and a part of that work has been to make the Plans (which are very long PDF files) more accessible. Hence the SMP Explorer which makes the Plans available on a new online platform that strives to make the Plans easier to understand and access and summarises the key aspects of the Plans. The tool will allow people (via GOV.UK) to enter their postcode and access the Plans. They can find out about the management approaches to specific parts of the coastline and learn about the associated risks and constraints, such as protected sites. The associated Action Plans will be easier to access. We have been developing the tool this year and it will be launched live at the end of January 2024.

“On 5th June we had just come out of a six month period of testing where local authorities, including elected members, were able to view the tool online and provide comments. I was giving a demo on what the tool was looking like and the feedback we had had before finalising the tool. There was only a handful of people at the meeting. The Area Team [at the Environment Agency] has been the primary contact point with Cllr Turner. My interaction with him has been through the LGA SIG and their national meetings over a number of years.

“I have found him to be someone who wishes to stir and provoke. He is not afraid to speak his mind. That is not bad thing in itself - I myself always welcome appropriate and constructive challenge. However, his interventions at various meetings of the SIG have not been constructive. He has tended to filibuster and not just provoke, but attack. So, his interventions have often been aggressive and have sought to rubbish what a person is doing.

“There is rarely a balance, and he often cuts through and interrupts a presentation, and indulges in an aggressive attack. I myself have sometimes been on the receiving end of that as I was on 5th June. I expect a range of feedback and a range of knowledge and experience at SIG meetings as I do at public meetings. I myself am self-assured enough not to get broken down by that kind of behaviour. But I have witnessed others who were less resilient or newer in their jobs or have a difficult message to deliver who would not take that kind of attack in the way that I would. I certainly have second hand accounts of inappropriate, aggressive interventions, and even threatening behaviour (in person) by Cllr Turner.

“I don’t remember some of the things that were said and there were other things that were said where I thought after the meeting, “Well, that’s just Cllr Turner!” I know that he doesn’t like, doesn’t agree with, and hasn’t signed up to Shoreline Management Plans. He appears to be something of a climate change sceptic and dislikes some of the things we are trying to do in the Plans. His attacks have tended to be against the Plans themselves.

“But in June I would characterise his behaviour as a “strong rant” against the Plans and the whole principle of what we are trying to do. It then became much more personal, “You come here, and you tell us about these things. You’re wasting my time. Your work is pointless.” It felt much more aggressive and personal (though there was no name-calling or “I know where you live” kind of stuff!).

“He indulged in a strong, extended rant. Beccy, who was chairing the meeting, several times tried to stop him and rein him in, but she could not get a word in. In the end she just had to tell him to stop. At that point he finished his rant, said he was leaving and walked out, apparently for a COVID jab. He certainly made a dramatic performance of leaving and, if it was the case that he had to leave anyway, it was somewhat disingenuous!

“On this occasion he was *very* unprofessional. He crossed the line into unprofessional behaviour. In the Environment Agency we accept that we are unelected, that we sometimes have difficult messages to convey as an arms-length body and that, in some ways, we are therefore an easy target. We know the criticisms that are going to come our way. It’s the same with other organisations such as the Marine Management Organisation. Everyone loves the environment until they are required to change their behaviour or do something extra. Then it becomes a pain for them. We are used to that. But at the same time you do go to work expecting a certain standard of conduct and discourse from those you interact with. On 5th June Cllr Turner definitely crossed that line.

“As far as his behaviour towards Beccy was concerned, I don’t recall exactly what he said to her, but he was certainly talking over her. He saw her as someone trying to frustrate him from saying what he had to say. It was almost, “How dare you?”. He showed no respect towards her as Chair and completely ignored her. Such respect is expected of those who attend a meeting to allow it to proceed smoothly, to give everyone an opportunity to speak and to get through the business at hand. That was when it turned from an attack on me to an attack on her for trying to stop him.

“That has always been a challenge with Cllr Turner who tends to just talk and talk, to filibuster. That’s a shame because there were plenty of people with positive things to say at that meeting and they would have left that meeting with a very negative feeling because they had not had the opportunity to contribute.”

8.1.4 5TH JUNE MEETING - TEAMS CHAT

We were supplied with the copy of the Teams Chat from the 5th June meeting. It suggests that Cllrs Mary Penfold (Dorset Council), Claire Hodson (Torrige District Council), Andrew Mier (Rother District Council), Rachel Creevy (Hartlepool Borough Council), Nick Turner, and Ernest Gibson attended the meeting.

A single comment by Cllr Rachel Creevy of Hartlepool Borough Council at 12:31pm says, “I think it was brief comments Cllr Turner and this is a training session”.

8.1.5 CLLR NICK TURNER

When we spoke to Cllr Turner about the meeting we asked him whether Cllr Gibson’s portrayal of Cllr Turner’s behaviour as described in the Complaint was a fair and accurate representation of what had happened.

He replied, “No. He has ladled it on with a trowel. He has over-egged the pudding. I don’t remember it that way. I was communicating and so, if it was received the wrong way, then I am at fault. On this occasion I failed abysmally to communicate.

“I was at the wrong meeting. It was a meeting for officers. I shouldn’t have been invited. What would I do with a software tool? The members don’t need to know about it. I don’t remember Cllr Gibson being there though I remember Beccy being there because she chaired it. When I realised I was in the wrong meeting I immediately apologised and left.

“The Shoreline Management Plan started in around 2007 and I have been involved since around 2009. It is about how the coastline is going to be managed. There are three approaches – (i) hold the line; (ii) managed retreat; or (iii) no active intervention. The SMP is split into three epochs over 100 years starting in 2005. During the third epoch, 2055 – 2105, they will not maintain the seawall in part of Frinton so some houses and part of the golf club will probably be under water. This is not academic and arcane. There are consequences even today. House sales have been lost because of this approach.

“This is totally unnecessary, and I have been saying that repeatedly and consistently, like a dog with a bone, since 2009. They may not like it, but I stick to my guns. It’s why I have been re-elected so many times. The coastline *can* be defended. Tending can solve it, with permissions and professional help.

“When I attended that meeting on 5th June I thought it was another opportunity to make my point and an opportunity to draw attention to the difference between national and local perspectives and find a way to protect our coastline. I don’t know why people are attending these meetings if they aren’t trying to achieve something. I have drawn the Environment Agency’s attention to this differential in the past and been told to go forth and multiply.

“On that particular occasion I was out of court. I instantly accepted that and apologised because Beccy did speak to me. I said, “Yes, you’re quite right Beccy”, I instantly realised I was becoming disruptive (even though nobody said that to me at the time), so I immediately left the meeting. I definitely went too far because the meeting wasn’t about policy, it was about the software tool. It wasn’t appropriate to follow it through at those meetings.

“I wouldn’t have thought it was reasonable for Cllr Gibson, Beccy Lofts and Nick Hardiman to say that I went so far as to breach the Code of Conduct. I was robust. I was firm. But I was speaking to one script, and they were speaking to another. We were on different pages. As soon as I realised that I apologised and left the meeting.

“I have upset people, and I am not about that. There was no “personal attack”. They are being paranoid. I don’t allow my personal feelings to come into it. I am a businessman. It’s about achieving results. I seek a meeting of minds. I don’t know why they suggested it was a personal attack. They must think that way. I don’t allow myself the luxury of liking and disliking and never have done. I apologised because I had caused upset. That’s why I walked away. I realise that I am contentious. But the proof of the pudding is that Frinton, where I have lived for 33 years, still want me to represent them. It’s not pleasant being a councillor and this sort of thing just exacerbates it. No right-minded person would put themselves in this position.”

We remind the reader at this point of Cllr Turner’s response to the Complaint, which is set out in Section 5.2 above.

8.2 29th JUNE – QUARTERLY MEETING OF THE SIG

8.2.1 MINUTES OF MEETING

All but one of the ten people we spoke to were present at the 29th June meeting . In total there were 49 attendees. The meeting was not recorded but it was minuted. The minutes record three comments by Cllr Nick Turner. Under item 13, “Presentation: World Drowning Prevention Day 2023 and Float to Live Campaign” it is recorded that “Ross MacLeod (RNLI) presented Members with an overview of current water safety campaigns and the work of the RNLI. The minutes further record that, “An elected member in attendance begun a discussion around water safety issues in a manner that led to the Chair closing down the item.”

8.2.2 CLLR ERNEST GIBSON

Asked about the 29th June meeting Cllr Ernest Gibson said, “Ross MacLeod of the RNLI made a presentation about “World Drowning Prevention Day” which was approaching.

“I know that Nick Turner had an issue about the Coastal RNLI station near him closing, I think it was, and about people drowning in his area and he criticised the RNLI about that. After Ross, who is very capable, calm, professional, and level-headed, started his presentation he too was interrupted by Nick Turner. Nick raised the scenario of Afro-Caribbean people drowning. I made some notes at the time. “I know these kind of people” he said. He suggested that they could not float or swim. He suggested that they couldn’t take it in because “they don’t listen”. The other aspect was about cultural clothing. In South Tyneside we open the baths at certain times to accommodate Muslim females and you see them at our beach dressed in the same way.

“But Nick Turner was indicating that their clothing – “how some of them dress” - was causing them to drown. If that was what he thought he could perhaps have found a different way to say it and perhaps proposed that there be some education to teach people about the hazards of swimming in their clothes, but he didn’t do that. He was constantly talking about Afro-Caribbeans. “These people can’t float, and they won’t float, you know”, he said. It is nonsense to say that. *Everyone* can float and Ross was trying to get that point across, but Cllr Turner just wouldn’t have it.

“He offended people because they had Afro-Caribbean family members who didn’t want to hear what he had to say. Perhaps he was talking about Muslims, but he was certainly talking about Afro-Caribbeans. He also mentioned the Germans. “Don’t get me started on the Germans”, he said, though I don’t recall what led up to that comment. He just seemed to be on a roll. He showed prejudice towards people of different faiths and ethnic backgrounds.

“Had a Council Officer made the same remarks I would have marched straight in to see the Monitoring Officer and the Chief Executive to get them sorted out. You have to treat people with respect, you have to listen, you have to be tolerant. People don’t always see things the same way and all points of view and opinions deserve to be heard.”

8.2.3 ROSS MACLEOD

Asked about the 29th June meeting, Ross Macleod of the RNLI replied as follows.

“There was an earlier, face-to-face meeting on 7th December 2022 in London. I vividly remember Cllr Turner – Nick – standing up in a room with a large audience and saying that he had an axe to grind with the RNLI about discussions that were going on over the Walton and Frinton lifeboat. He intended, he said, to oppose proposals which were to change the class of lifeboat from an all-weather boat to an in-shore inflatable. I took him aside later and said I would follow up, which I did, though it is not my area of responsibility. I put him in touch with the local team and I understand there was a discussion with them some time later. I wanted his voice to be heard. He appears to have strong connections with the Walton and Frinton crew.

“His words and approach on that day in such a public space made me feel uncomfortable though I didn’t take it any further. He could have achieved the same end in a side conversation. My experience of being with Nick in a number of meetings over the years is that he is very vocal and likes to have his voice heard. I don’t know why he chooses to approach things in that way.

“The 29th June meeting was held online. I was briefing the Group on World Drowning Prevention Day (25th July) and the RNLI’s “Float to Live” Campaign. I was sharing some information and related advice on research about how people can best survive in different water conditions. I mentioned that there was a 60 or 70 page report on the subject.

“When I finished presenting, Nick came straight in and said in a derogatory way that he couldn’t believe we were spending money generating such lengthy reports when we are closing lifeboat stations. I can’t remember exactly what was said, but he was derogatory towards the RNLI’s approach to spending money.

“Whilst I was sharing some of the campaign posters he observed that there was an apparent lack of diversity in the material (I happened to have a white male on the poster). I pointed out that we have a number of different actors in our material and that they are appropriately diverse so that we can identify with people from different communities. I made the point that we work closely with an organisation called the Black Swimming Association which aims to promote the participation of Black Caribbean and Asian people in water sports.

“He didn’t appear to take any of that on board and was in transmit mode. He said that the materials did not reflect those who were drowning in his area (though he didn’t go so far as to attack me personally). He said that many of those who had drowned in Clacton were wearing clothes in accordance with their religious beliefs. One phrase that he definitely said that stuck in my mind was, “It’s not that they can’t float, it’s that they won’t float”. I felt that that was very pointed, and I was really uncomfortable by that stage.

“The RNLI is putting a great deal of effort into making sure that our water safety efforts are more inclusive and that we consider all the diverse parts of the community to save more lives at sea. It is a priority for the RNLI and is identified in our strategy. I have been personally involved in that and I felt attacked as a consequence. He was unfairly attacking the organisation that I represent.

“I found his language clumsy, at best, and that it could easily fall into racial stereotyping of the kind that “black people can’t swim”, “black people can’t float”. These are myths. The suggestion that “they won’t float” sat really uncomfortably with me in a public, albeit a closed, forum. He also referred to clothing and a perceived tendency for certain groups, Muslims for example, to go into the water fully clothed for cultural reasons. That too is something of a myth because, initially at least, if someone falls into the water wearing clothes it gives them more buoyancy. This is

evidenced in RNLI research with the University of Portsmouth. Of course, if someone tries to swim fully clothed then that will act as a drag on them. The issue is more about swimming ability and water confidence than clothing.

“I am aware that they have had a few tragic and high profile drownings in Clacton They have had people of colour drown there. It is a big challenge in Clacton and more widely. People coming to the coast from a big city sometimes have a lack of knowledge around tides, waves, currents, and the like. I think that maybe Nick feels some frustration that he hasn’t been able to be part of a successful solution locally to prevent these drownings.

“I don’t think he said what he said out of malice. Rather that he was uninformed and that he likes the sound of his own voice. He tends to portray himself as knowing best in a lot of situations. I am proud of what I and the RNLI do, and it seems as if he never wants to listen to anyone else’s opinion, even though we do have a number of subject matter experts who contribute to the Group’s work.

“Cllr Gibson tried to politely shut Nick down, but he carried on speaking anyway. I spoke to Beccy immediately after the meeting who was still online with her colleague, Bethany, and told her it had made me feel uncomfortable. She agreed and I believe that others may also have raised the same concerns as I did.

“I feel positive about the SIG, but I felt uncomfortable and embarrassed at what Nick had said at that meeting. His comments were not helpful or constructive. We had a couple of new members at that meeting, and it was just inappropriate for them to be subjected to that. Had such comments been made at a meeting by someone working for the RNLI, a disciplinary process would follow, or a very strong conversation would take place. It was not the kind of acceptable language and behaviour that we would expect of an RNLI volunteer or staff member.

“I don’t think Nick appreciates the impact he has on other people. He has a low level of self-awareness. Maybe he just doesn’t care? His approach to his role may have been acceptable 20 or 30 years ago but it isn’t today. I am just pleased that none of my colleagues from the Black Swimming Association were present. In fact, I don’t think anyone of colour was on the call. That would have made a difficult conversation even more difficult. I’m now kicking myself that I didn’t challenge a little more publicly at the time.”

In answer to a question from us, he said that he did not recall any derogatory remarks about the Germans.

Asked how Cllr Turner may have breached the Code of Conduct, he replied, “We have already discussed his racial stereotyping. I felt uncomfortable that a local councillor was making such comments so vociferously in public. Whilst I don’t think he is a racist, he should certainly be more considered about what he says. As a leader within his own community, I would expect him to treat others with respect. I don’t feel he did that on this occasion. He very obviously has an axe to grind with the RNLI (his words) and that seemed to prevent him from dealing with things objectively and impartially.”

8.2.4 BECCY MACDONALD-LOFTS

Asked about the meeting, Beccy MacDonald-Lofts said, “I had a brief, informal conversation with the police about what happened at the meeting. They asked me if I thought a criminal offence

had been committed. I replied that I felt that Cllr Turner did what he did more out of ignorance than it being a malicious targeting of a group of people. I said that I did not think his behaviour was of a criminal nature though I did feel that he had breached the Code of Conduct. I also said that I thought it would be helpful if they spoke to him about what had happened and told him that remarks like that could lead to criminal charges.

“The 29th June meeting was a run-of-the-mill meeting with updates from various people. We were talking about wind farms, and I was seeking feedback from councillors for the national group on which I sit. Cllr Turner was talking about lines coming into Tendring from different types of energy sources. I seem to recall that one of the lines came from Germany or was from a German company or something like that.

“He then said, “Don’t get me started on the Germans, we all know what they’re like” and that sort of thing. I am half-German and I have heard these kinds of comments my entire life. I have had a lot of racial hatred because I am half-German including bricks through windows. So, things like that and that kind of tone stick in my head straightaway. I was *not* happy. Rather than deal with it there and then I decided to speak to the Chair about it later because we do have councillors from a certain generation for whom comments such as that are acceptable. Such comments *do* matter.

“Later we were talking about beach and water safety. He said that in his council they had a really sad and unfortunate instance where a family had drowned. It then started to take a very different note. He started to blame what they were wearing for their drowning and insinuating that what they were wearing was to do with their religion.

“We quickly moved on and we progressed through the agenda before Ross MacLeod of the RNLI gave his update. That included the work he has been doing with the Black Swimming Association. Cllr Turner then asked to speak and reminded the meeting of what he had said earlier. “The clothing they were wearing was the problem”, he said. Ross immediately interjected and said that there were lots of reasons why people drown, not just clothing, and there was a need to raise awareness. Lots of work was being done with certain minority groups to increase the number of people who can swim.

“Ross was trying to stop him taking this line. Then Cllr Turner interrupted him and said Ross was misunderstanding him. It was not that they were willing to learn to swim, in fact they did not want to swim and were just going to drown. He was talking about people of certain backgrounds – Afro-Caribbean and maybe Muslim. He also said that it wasn’t “that they can’t float, it was that they won’t float”. As an aside, I also have a family member of Afro-Caribbean descent and have lots of Afro-Caribbean friends, so I was offended by these comments as well.

“That comment was completely unacceptable and really upset Ross and a lot of other attendees. A lot of people turned their cameras off because they were horrified at his remarks. You just don’t make disrespectful statements like that about groups of people of a certain ethnicity. It was as if he was blaming the people themselves for their drowning in his area. You shouldn’t even think that way let alone say it. Ross and Cllr Gibson tried to steer him away from such comments.

“Cllr Turner then started shouting and saying that he had a bone to pick with the RNLI anyway. They were taking away Tendring’s lifeboat. He then started to attack Ross. Cllr Gibson tried to shut the discussion down, but Cllr Turner just carried on in the background having a go at Ross

and the shortcomings of the RNLI. Eventually Cllr Gibson closed him down, something Cllr Turner doesn't like. His behaviour made us look like we were complicit in such comments when we weren't. Once more, at that time, we didn't have the authority to eject him from the meeting. We do now, it's in our terms of reference.

"I found out from Ross that Cllr Turner also spoke to him about the work of the RNLI at the in-person meeting we had in December at the LGA headquarters in London. There was also some kind of incident at that meeting and the microphones had to be turned off during the break because someone was saying something inappropriate. It was suggested by others that it was Cllr Turner though I couldn't find out exactly what had been said.

"All this has really damaged the reputation of the SIG. I have had to spend many hours trying to ensure that we don't lose our partners or our membership. We had several new councillors on that call who were shocked by what happened. It was also Sidonie Kenward's first meeting representing the MMO and you have seen her reaction from the email that was shared with you. What happened is on the grapevine and people are asking whether the SIG is complicit in such behaviour. This has been very damaging to us."

8.2.5 CLLR DEREK BASTIMAN

Cllr Derek Bastiman confirmed that he had been present at the 29th June meeting. We asked him to expand on an email that he had sent us on 8th October. It read, "*I am pleased to have the opportunity to comment on the member's attitude at that meeting. Whether any meeting is via Teams / Zoom or actual [face to face] respect is the key word every time. The person in question was extremely rude to Officers be it from the LGA SIG Group or invited attendees.*

Members attend these meetings to work collectively to improve our Coastal areas and such action, not for the first time may I add, is totally unacceptable and should play no part in our work. I have been a councillor for many years and have won and lost discussions many a time. You have to be professional, accept the decision, and most importantly respect other people's comments.

Elected members should and are aware of the Nolan principles and, on this occasion and others, the subject person was guilty of not adhering to those principles. In short, the member should not be on the Board."

He replied, "Nick Turner is very forthright and thinks he knows everything and everyone else knows nothing. He has a cavalier approach to people. He sees no good in the efforts of anyone else and just doesn't accept other people's comments, decisions, or explanations. He certainly knows he's doing it when he behaves as he does and seems to derive a certain pleasure or satisfaction from doing it. He gives the impression of speaking without thinking.

"This wasn't the first time he had been rude in my presence. I have heard him during face to face meetings making rude comments and being derogatory about other people. I would prefer not to have to engage with him at all.

"He was *extremely* rude and offhand at the June Quarterly Meeting and showed no respect for officers and others, and in particular Ross MacLeod of the RNLI during a discussion on lifebelts (something I myself am passionate about), lifeboats, and water safety. Nick went off on a tangent about a lifeboat in his Council area and was very rude to Ross. Ross is one of the most inoffensive

and nicest people you would ever wish to meet. Nick was also rude and curt to a person from the Environment Agency who was also at the meeting.

“People from external bodies attend the meetings to be helpful and supportive and do not need to be spoken to in that way. I don’t recall what he said verbatim, but I was left with the overall impression that he had been “bloody rude”, and that impression has stuck with me ever since. I do not need to know exactly what he said to state that he was extremely rude.

“I also recall him making racist comments during the meeting. I mentioned an incident in Scarborough Harbour involving a young Asian boy who found himself out of his depth and came close to drowning before being rescued by the RNLI. He had floated like a starfish and knew about the “Float to Live Campaign” from watching TV programmes. Sometimes people coming to the coast from inland, like that young boy, don’t understand the power of the sea.

“That then gave rise to what I saw as a racist tirade from Nick Turner who referred in racist terms to people who don’t bathe dressed in the way that you and I might be dressed for bathing because of the demands of their religion. There was also some sort of comment about people from certain racial backgrounds and floating. I don’t recall what he said or who it was about, but I do recall that, once again, his remarks were racist. That stuck with me. He also said something derogatory about the Germans, though again I don’t recall the detail and can’t remember how we got onto the subject of the Germans. These kinds of remarks are typical of his attitude. He showed himself to be a racist as far as I am concerned.

“It doesn’t matter how much the Group has achieved. This kind of behaviour is very bad for the reputation of the SIG and is simply going to turn people off coming to the meetings. I myself, who am a great supporter of the work of the Group, would not want to be associated with it if that kind of behaviour was allowed to persist.”

8.2.6 SIDONIE KENWARD

When we spoke to Sidonie Kenward, of the Marine Management Organisation, we first asked about an email that her colleague Katharine Ludford had sent to the Lead Officer on 10th July. It read, “*“[One of my colleagues] stated that during the RNLI presentation there were inappropriate comments made, that were derogatory to people of a certain race, by a Councillor that made them very uncomfortable. I was also made aware that the Chair did not respond to the comments stating that they were inappropriate and that they were not acceptable.*

I would like to make it clear that we do not condone these kinds of comments and we do not want to be a part of these meetings with comments like these being made.

Could you please confirm that these types of comments will not be made in future meetings and that the Chair will shut these down / condone them if any are made.”

In response she said, “There were inappropriate comments made in two separate parts of the meeting, not just during the RNLI presentation. I felt like I wanted to say something during the meeting, but I was aware that it was my first meeting and that I was representing the MMO rather than myself. I was unaware of the etiquette, as it were.

“I struggled with it afterwards and thought it all through because my immediate feeling was that what had been said wasn’t right or appropriate. So, after some consideration, I raised what had

happened with my line manager afterwards and it was escalated to Katharine who is the person who deals with anything of this nature within the team.

“I was asked to put together a summary of my recollections of what happened at the meeting. I sent it to my line manager in the first instance, and this was shared with Katharine. She would have referred to that when preparing the email to send to Beccy that you have just read out.

“One of the items on the agenda was about World Drowning Prevention Day. Ross MacLeod of the RNLI made a presentation on floating. Before the presentation began Cllr Nick Turner had commented on how Afro-Caribbean people go into the water in their clothes. He talked about a drowning that had happened in his district a few years ago. The victims were an Afro-Caribbean brother and sister who had been wearing clothes. Had they not been wearing clothes, he said, they probably wouldn’t have drowned. That was when he first raised the subject. I thought it was a strange thing to say at the time. It seemed odd and out-of-place.

“Cllr Turner then picked it back up and elaborated on the point during the presentation made by Ross MacLeod. Cllr Turner talked in general about his dissatisfaction with the RNLI. He then said that Afro-Caribbean people were unable to swim. He said something like, “Can’t” is a strong word but they don’t want to swim, and the RNLI really needs to focus its efforts on these people”. It was known, he said, that Afro-Caribbeans had a different kind of body structure and were unable to float because of it. He didn’t seem to have any basis for saying this other than what he had said earlier.

“Ross said that they would have to agree to disagree over that. I felt uncomfortable with what Cllr Turner was saying because of the way in which he was saying it. It sounded very derogatory – “these people, they don’t know how to swim” – it was almost as if he was saying that they were so stupid for going into the water with their clothes on. I felt he was saying it in that way, and it came across as racist.

“I was thinking that there might be sections of society who don’t get access to swimming lessons and that, maybe, he could have approached his point in a different way. But he didn’t and I was left with the feeling that the way he was talking about the subject was inappropriate. Because it came across to me in such a derogatory way I felt that there was a racist element to it – and I do know that that is a strong accusation to make against someone. He was making derogatory comments about particular groups in society. It was “a spine-tingle-this-doesn’t-feel-quite-right” moment. I could see that Beccy looked really uncomfortable on camera.

“There is no diversity whatsoever in the SIG, which is another matter altogether. We were all white people sitting discussing an issue that none of us have any real lived understanding of. Had someone said what he said to me one-on-one, I would have said something, so I was really quite taken aback that he was saying what he said in a public forum.

“I don’t recall anyone trying to calm him down and bring him to order. Ross, the RNLI representative, who comes across as very amenable, was dealing with what Cllr Turner was saying (because he was interrupting his presentation) in quite a constructive way by saying that he didn’t agree with him. Cllr Turner was being very dismissive of the report that the RNLI had done on drowning and floating. He was more or less saying, “Why would you do a report on floating?”. Ross was trying to explain the rationale behind it. Saying “we will have to agree to disagree” was a kind of way of shutting it down.

“I myself thought that the Chair should have intervened (which is what Katharine said in her email) and he did not. Had someone been shouting and swearing I don’t think the Chair would have remained silent, but he did in this case.

“This matter was raised at last week’s meeting (held on 14th September 2023) under “Group Standards.” It had previously been up to the members collectively to decide whether an individual should stop talking or adjourn the meeting. That has now been amended so that it is the Chair’s clear responsibility to intervene. It is for the Chair to adjourn the meeting and speak to the individual concerned or adjourn and remove that individual from the meeting.

“I felt that Cllr Turner was completely oblivious to the offence he was causing. He seemed to be expressing what he honestly thought and said what he said just like he would say anything else. It appeared to me to be an ingrained belief – “they are like this and that’s how they all are” – which didn’t sit at all well with me. There was perhaps a time when such statements were acceptable but (even though it was, in fact, never fine) it is not acceptable today.”

In response to a question from us Sidonie Kenward said that she didn’t recall anything derogatory being said about German people.

8.2.7 RHYS HOBBS

Asked about the meeting Rhys Hobbs, of Cornwall Council, said, “My memory of what happened at the meeting is fairly vague – several months have passed since then. I remember comments that were made about drowning and safety related matters though I don’t remember any of the detail of what was said.

“I remember comments being about people of a particular racial background and the speaker’s perception of the risks of drowning for people of that background. I remember the suggestion that the victims’ race may have played a part in their drowning and their ability to survive in the sea. The comments made by the speaker certainly reinforced racial stereotypes and were opinions rather than statements of fact.

“Cllr Nick Turner was one of several councillors involved in the discussion. I am not completely certain that it was Cllr Turner who made the comments, though they were certainly made by a councillor rather than an officer. I do, however, remember that the comments made were not at all appropriate in the context of the topic we were discussing, if in any context at all. The topics being discussed were “World Drowning Day” and “Float to Live”. I remember feeling uncomfortable about the comments at the time. The discussion became quite animated, and the Chair closed it down quite quickly.”

8.2.8 ALYSHA STOCKMAN

Talking about the meeting, Alysha Stockman, of East Suffolk Council, said, ““I remember Ross MacLeod’s presentation, because I had seen it before. He talked about the “Float to Live” Campaign and how the RNLI had been working with the Black Swimming Association on “myth-busting”. He was saying that they had done a lot of research into myths around black people not being able to float or swim.

“Cllr Turner came in either during the presentation or during the questions section at the end. He was disputing what Ross MacLeod said. I don’t remember exactly what he said though I do think

he said, “black people can’t swim or float”. I think he was talking about Afro-Caribbeans because there had been references by Ross to the Black Swimming Association.

“Ross came back very professionally and said that the evidence said otherwise and that they would just have to agree to disagree. He was trying to explain how what Cllr Turner said was not borne out by the evidence the RNLI had. But Cllr Turner wouldn’t let him speak. He wasn’t willing to listen to what other people had to say. He appeared to be very set in his views. He came over as disruptive in that he would not allow Ross to counter what he had to say. It seemed to me to be that that was the way he was, his personality, rather than being malicious.

“I didn’t say anything in the meeting. I could see how his comments could offend or upset people, though I didn’t take any personal offence myself because he’s not my local councillor and I felt somewhat detached from what was being said. Had my own local councillor said that (which, of course, they didn’t) I would be concerned that they were representing my community and saying other things that may not be true.

“I would be concerned that that way of thinking might prejudice anything else they might say or believe. I would be concerned that their thoughts on ethnic minorities might apply to other areas and not just to being able to swim. I think that what Cllr Turner said could be construed as racist, though I am not sure that there was enough context to define it as racist.

“I don’t remember anything being said about Germans.”

8.2.9 CLLR NOEL GALER

We asked Cllr Noel Galer what, if anything, he recalled about Cllr Nick Turner’s alleged behaviour at that Quarterly Meeting. He replied, “I was aware of somebody, who I couldn’t identify by name, who seemed not to be under the control of the Chair and was not really behaving in a professional manner. They were perhaps not being politically correct or even being fully respectful of everybody’s views and religions and so on. But I couldn’t identify Cllr Turner as the person in question. Nor could I really give you an example of things that were said. I can’t remember anything specific. I just recall an overall feeling that they had perhaps gone a bit too far in what they said.

“I see so much variation in the behaviour of councillors. I myself tend to be quiet and considered and miss the moment sometimes when others dive in and say things that might not be correct. I try to contribute in a meaningful way. However, the behaviour of the councillor was not so bad that I was shocked. Maybe my trigger is not as sensitive as that of others and nothing much surprises me. Probably for that reason I didn’t spot what others have spoken about.

“A lot of councillors are in their later years and do not necessarily improve at that age. I myself tend to be somewhat accommodating of people. I think it is fair to say that what was acceptable a generation or two ago is less acceptable now. But I did not hear what might be called overt racism from the councillor concerned and I do in any event think that we tend to be over-sensitive at times these days. I tend to be inclined to put certain comments down to ignorance and age and outmoded attitudes. It appears in any event that if this person is stepping back from the SIG then the matter has resolved itself naturally and is unlikely to happen again.

“I don’t think that what was said affected my opinion of the SIG. I think it affected my opinion of the individual in that I might not have taken their views or opinions seriously in future. As I said,

I am tolerant of individuals. Some are succinct whilst others ramble on. I think the Chair ought to have stepped in and told them that they had said enough, but the Chair didn't do that. I think the councillor's contribution was a waste of time if anything.

"I don't recall any comments being made about Germans."

8.2.10 CLLR NICK TURNER

When we spoke to Cllr Nick Turner we summarised the Complaint and asked him whether Cllr Gibson's portrayal of what went on was a fair and accurate representation of how he had behaved or not?

He replied, "It depends where you come from and how you see life and look at it. I thought long and hard before I spoke on those subjects. In Tendring we have one of the most dangerous beaches in the land with between five and seven drownings in the last few years. We have a problem with those who come down to visit and don't understand the sea and the dangers and risks.

"I don't know what language to use any longer because the language I've been brought up with is no longer applicable to certain people. We have had some terrible tragedies because people were swimming in inappropriate wear. Some of our seafront staff were not aware of the risks arising from wearing inappropriate clothing to swim. They did not expect people paddling along fully clothed to then jump in the water. I learned about that at the SIG so I could go back to officers and explain what I had learned. I had then done my duty.

"Now, at that meeting, Ross MacLeod was talking about World Drowning Prevention Day. He is supposed to be an expert on these matters, and I wanted to know about floating and Afro-Caribbeans, blacks, whatever I am supposed to call them these days because I didn't know. That's why I asked the question. I said that. I wanted clarification because we have possibly the most dangerous beach in the country. I wasn't being racist. Now I get all this thrown at me. He said it made no difference. I said, "fine" and thus I had no need to tell the officer that we needed to keep an eye open for Afro-Caribbeans. You wouldn't normally do that, or someone could claim that was discrimination. Where do you go with this language? I don't understand.

"As I said in my email to Lisa Hastings [MK: see Section 5.2 above], it was like walking on broken glass. I'm finding the same now talking to you. I don't know what your reaction to what I am saying is going to be. This reaction about race is alien to me. We are all human beings and we all come from different backgrounds and experiences and have different ways of looking at things. I don't like speaking to you on Zoom, I would prefer to be in the room with you. That was one of the problems, if I had seen their body language I would have known what to do. As I said, it's a different world and I just don't comprehend it any longer.

"Locally very few people think like this, so I don't come across it and therefore I don't know how to handle it. I don't understand why people keep looking at things through racial eyes. Here in Frinton we have a Bangladeshi family who run a very good Indian restaurant in the town and have done for many years. A son of that family is now a pharmacist in the town. Second generation working in the town, which is great, wonderful. I don't see him like that but having had this thrown at me I am now seeing it through those eyes."

We then asked how that squared with the remark he was alleged to have made, “Don’t get me started on the Germans”. He replied, “Another of my areas of expertise is planning. We have major windfarms all around here. There are plans for others and there is a need to get the power ashore and into the national grid. They (North Falls and Five Estuaries) have chosen to go through the golf club with an enormous swathe of cable once it is ashore. I have been trying to get some planning gain for the district out of this.

“The Germans want to put the power into overhead power lines, but the Council is against that. A German company is proposing something called an inter-connector. When the Conservatives were the Administration (which changed this year) I was representing the Council on this because I had the knowledge. Bear in mind that these are the beaches where Operation Sea Lion was to take place and as a result we have many pillboxes in Tendring that were built to defend against that though that’s beside the point. [MK: the Operation Sea Lion plan was to invade Britain by sea and air, establish a foothold on the southern coast, and push inland to capture London.]

“So, my remark about the Germans was intended as a joke and I realise that nowadays you’re not allowed to have any humour. I am a humorous person, but humour now counts against you. Other people don’t see it the way I do. I was just joking. I don’t mind them coming through as long as we can get some danegeld out of it, a levy to go across our land. I was bringing that to the attention of the SIG because the same thing is going to happen elsewhere along our coastline.”

We then said that one of the attendees had been offended by the remark because they were half-German. Cllr Turner, “What’s that got to do with it? Why were they offended? It’s only because you choose to look at life that way. I do not understand it as I said in my riposte. I just can’t comprehend that you can go through life looking for upset instead of trying to get an understanding and try and improve it. I walked straight into a brick wall.

“As I said in my email, “I am shocked at how what I said can be so misconstrued” and “I truly do not understand the modern mind”. I stand by what I wrote in that email – I have read it back several times to myself – it was an instant response and I thought that was what was required. I don’t comprehend this, I find it appalling, it shuts down conversation.”

Asked about his behaviour towards Ross MacLeod during the meeting, he said, “I did attack the RNLI about lifeboats but not him. Why do people take these things personally? I didn’t attack anyone personally. There was no meeting of minds so, as a result, it was “Yah, boo, sucks”. Nowadays we have a situation where he or she who shouts first wins.”

He then explained, with some passion, what had happened, as he saw it, with the local lifeboat and its crew members and the RNLI’s role in damaging the lifeboat service locally. He said, “I did have a go because I think that what the RNLI have done is appalling and I didn’t know what the policy was. Unbeknown to me, our MP, Giles Watling, had gone right the way to the top of the RNLI about this but hadn’t told me. I have since learned there is no shifting the RNLI. People are being put at risk because of what the RNLI has done locally. It’s a major loss and I was trying to get to the bottom of it.

“Had I known that when I spoke I wouldn’t have started. I wanted to know what the experience of others was and that was why I raised it in the SIG. I don’t recall any offer being made to deal with this offline rather than in the meeting. I did not receive anything from the RNLI afterwards. I would have happily dealt with it outside the meeting. I raised it because I wanted to know about

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the local lifeboat and wanted to find solutions; that's my job as a councillor and local politician. Anyway, I apologise unreservedly. I can do no more.

"That said, "having a go" is not the same as "constantly interrupting, being overbearing, and being highly disrespectful" as Cllr Gibson suggested. One of my assets is that I anticipate well and know what's coming next. And I have never been able to disengage my speed of thought from my mouth. Whether I was seen as overbearing will depend on how someone is as a human being. I haven't found many people overbearing in my life!"

We remind the reader at this point of Cllr Turner's response to the Complaint, which is set out in Section 5.2 above.

9 EVALUATION AND CONCLUSIONS

9.1 CAPACITY

9.1.1 EVALUATION - WAS CLLR TURNER “IN CAPACITY”?

As previously noted, the Localism Act 2011 does not define the term “capacity”. We can, however, turn to earlier case law and to the LGA Guidance in reaching a conclusion as to whether a councillor is acting “in capacity” in any given set of circumstances. We do that here.

In this case, we found evidence that Cllr Turner was a member of the SIG in 2010/11, though no-one we spoke to, including Cllr Turner himself, appeared able to be precise about when he first became a member. In any event, it seems reasonable to conclude that he was involved in the work of the SIG for at least 13 years until his recent resignation and brought considerable value to Tendring by doing so.

On the face of it, in attending SIG meetings, study tours and the like and in taking what appears to have been an active part in meetings, Cllr Turner was acting as, and giving the impression of being, a representative of Tendring District Council. That suggests that the Code was potentially engaged on 5th and 29th June 2023 as it had perhaps been on many other occasions during the previous 13 years.

We do not know the circumstances under which Cllr Turner first started to attend SIG meetings. Nor do we know whether his attendance was official in that the SIG was explicitly recognised as an “outside body” by the Council when he first started to attend. It is not currently recognised as an “outside body” by the Council when by contrast, at Great Yarmouth Council, a near neighbour, it is recognised as such and Cllr Noel Galer (whom we interviewed) is listed as an appointee.

Checks carried out by officers on electronic and paper records dating back to 2015 suggest that Cllr Turner was never officially appointed as a Council representative on the SIG during the last eight years. One explanation might be that Cllr Turner was attending the SIG of his own volition on what might be described as an informal basis. Another might be that the SIG had somehow “fallen off the list of outside bodies” at some point before 2015 and never been put back on that list. Or maybe it had never been on the list in the first place. We simply do not know.

The absence of such a decision does not, however, mean that Cllr Turner was not acting “in capacity” at any time during that eight year period. The minutes show that he attended meetings and took an active part in the proceedings, as he did when he made a speech to the Group on 24th September 2020, for example. The Chair and the Lead Officer of the SIG were not in any doubt that he was doing that as a representative of Tendring District Council and nor was Cllr Turner himself. The minutes we reviewed of several meetings refer to him as such. It was as if he had been officially appointed even though he had not.

Furthermore, there is evidence to suggest that, on occasion, he attended meetings with Council officers, and in particular James Ennos, that officers supported him in fulfilling his role on the Group and that they arranged for the annual subscription fee for the SIG to be paid out of Council funds. Payment of a subscription fee tends to suggest to us a certain formality and a recognition of the value that the Group was bringing to Tendring.

Cllr Turner openly attended SIG meetings and undoubtedly saw value to Tendring in attending. There is evidence that he claimed expenses related to attendance at the Group and that the Council paid those expenses, presumably unquestioningly. In his Register of Interests on 4th July 2023, he disclosed his membership of the SIG under the heading “Other Registerable Interests” albeit as the “LGA Coastal Communities Significant Interest Group”.

It appeared to us, however, that his decision to disclose that membership under Paragraph 12 of the Register was questionable: “any body 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).”

If he believed that he had been appointed to the Group by the Council then Paragraph 9 might have been a more appropriate place to disclose it: “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 your authority”.

We might be tempted to take that classification as recognition that Cllr Turner *knew* it was not a formal Council appointment if he had not made what appeared to us to be other mistakes on his Register of Interests by, for example, listing “social member of Frinton Golf Club” and “Frinton War Memorial Club” under Paragraph 9 whilst listing the Essex Flood Partnership Board (to which he was apparently appointed by the Council) under Paragraph 10. That suggested to us that Cllr Turner ought perhaps to have given more thought to his completion of the Register.

9.1.2 CONCLUSION - WAS CLLR TURNER ACTING IN CAPACITY?

In summary, on the basis of the evidence available to us and on the balance of probability, we conclude that Cllr Turner was attending the meetings of the LGA Coastal Special Interest Group on 5th June and 29th June 2023 in his capacity as a Tendring District Councillor.

His attendance at the two meetings of the SIG bore the hallmarks of “official attendance”. However, it was not officially recognised as such and we do not know why, for at least eight years, the Council did not see the SIG as an outside body or officially recognise Cllr Turner as serving as its representative on a body which appeared to be bringing some considerable value to Tendring.

Cllr Turner behaved, both at those meetings and apparently previously, as if he had been formally appointed to the Group and would have given the impression to a reasonable member of the public with knowledge of all the facts that he was acting as a Tendring councillor and as a representative of the Authority.

Certainly, the Chair, the Lead Officer and others who attended those (and earlier) meetings believed him to be the Tendring Council representative. So too did Council officers. We do not doubt either that Cllr Turner himself believed it though we do not know whether he knew that his attendance was not officially sanctioned by the Council. The two positions are not mutually exclusive and, either way, the available evidence and the balance of probability suggest that Cllr Turner was acting as a Tendring District councillor and a Council representative.

The Tendring District Council Code of Conduct is therefore engaged.

9.2 COMPLAINT

9.2.1 ALLEGATIONS

As already noted in Section 3.2 above, the Complainant referred specifically to potential breaches of four paragraphs of the Code. Those are:

- Paragraph 1.1 – I treat other councillors and members of the public with respect;
- Paragraph 1.2 – I treat local authority employees, employees and representatives of partner organisations and those volunteering for the local authority with respect and respect the role they play;
- Paragraph 2.3 - I promote equalities and do not discriminate unlawfully against any person; and
- Paragraph 5.1 – I do not bring my role or local authority into disrepute.

9.2.2 RESPECT

The Guidance says the following about **respect**:

“Showing respect to others is fundamental to a civil society. As an elected or appointed representative of the public it is important to treat others with respect and to act in a respectful way. Respect means politeness, courtesy and civility in behaviour, speech, and in the written word. It also relates to all forms of communications councillors undertake, not just in meetings. Rude, offensive, and disrespectful behaviour lowers the public’s expectations and confidence in its elected representatives.

“The key roles and responsibilities of councillors; representing and serving your communities and taking decisions on their behalf, require councillors to interact and communicate effectively with others. Examples of councillor interaction and communication include talking to constituents, attending local authority meetings, representing the local authority on outside bodies, and participating in community meetings and events. In turn this means that as a councillor you are required to interact with many different people, often from diverse backgrounds and with different or conflicting needs and points of view.

“You will engage in robust debate at times and are expected to express, challenge, criticise and disagree with views, ideas, opinions, and policies. Doing these things in a respectful way will help you to build and maintain healthy working relationships with fellow councillors, officers, and members of the public, it encourages others to treat you with respect and helps to avoid conflict and stress. Respectful and healthy working relationships and a culture of mutual respect can encourage positive debate and meaningful communication which in turn can increase the exchange of ideas, understanding and knowledge.

“Examples of ways in which you can show respect are by being polite and courteous, listening and paying attention to others, having consideration for other people’s feelings, following protocols and rules, showing appreciation and thanks and being kind. In a local government context this can mean using appropriate language in meetings and written communications, allowing others time to speak without interruption during debates, focusing any criticism or challenge on ideas and policies rather than personalities or personal attributes and recognising the contribution of others to projects.”

When discussing **disrespectful behaviour** the Guidance says:

“Failure to treat others with respect will occur when unreasonable or demeaning behaviour is directed by one person against or about another. The circumstances in which the behaviour occurs are relevant in assessing whether the behaviour is disrespectful. The circumstances include the place where the behaviour occurs, who observes the behaviour, the character and relationship of the people involved and the behaviour of anyone who prompts the alleged disrespect.”

Disrespectful behaviour can take many different forms ranging from overt acts of abuse and disruptive or bad behaviour to insidious actions such as bullying and the demeaning treatment of others. It is subjective and difficult to define. However, it is important to remember that any behaviour that a reasonable person would think would influence the willingness of fellow councillors, officers or members of the public to speak up or interact with you because they expect the encounter will be unpleasant or highly uncomfortable fits the definition of disrespectful behaviour.

Examples of disrespect in a local government context might include rude or angry outbursts in meetings, use of inappropriate language in meetings or written communications such as swearing, ignoring someone who is attempting to contribute to a discussion, attempts to shame or humiliate others in public, nit-picking and fault-finding, the use of inappropriate sarcasm in communications and the sharing of malicious gossip or rumours.

Disrespectful behaviour can be harmful to both you and to others. It can lower the public’s expectations and confidence in you and your local authority and councillors and politicians more generally. It influences the willingness of fellow councillors, officers, and the public to speak up or interact with you because they expect the encounter will be unpleasant or uncomfortable. Ongoing disrespectful behaviour can undermine willingness of officers to give frank advice, damage morale at a local authority, and ultimately create a toxic culture and has been associated with instances of governance failure.

Addressing the question of whether the Respect provision of the Model Code is a gag on councillors, the Guidance says:

“This provision of the Code (Paragraph 1) is not intended to stand in the way of lively debate in local authorities. Such discussion is a crucial part of the democratic process. Differences of opinion and the defence of those opinions through councillors’ arguments and public debate are an essential part of the cut and thrust of political life. Councillors should be able to express their opinions and concerns in forceful terms. Direct language can sometimes be appropriate to ensure that matters are dealt with properly. The code is not intended to stifle the expressions of passion and frustration that often accompany discussions about local authority business.”

Speaking about **freedom of expression** the Guidance says, *“The requirement to treat others with respect must be balanced with the right to Freedom of expression. Article 10 of the European Convention on Human Rights protects your right to hold your own opinions and to express them freely without government interference. This includes the right to express your views aloud or in writing, such as in published articles or leaflets or on the internet and social media. Protection under Article 10 extends to the expression of views that may shock, disturb, or offend the deeply-held beliefs of others.*

However, Article 10 is not an absolute but a qualified right which means that the rights of the individual must be balanced against the interests of society. Whether a restriction on freedom of expression is justified is likely to depend on a number of factors, including the identity of the speaker, the context of the speech and its purpose, as well as the actual words spoken or written. Democracy depends on people being free to express, debate and criticise opposing viewpoints. The courts have generally held that the right to free expression should not be curtailed simply because other people may find it offensive or insulting. A balance must still be struck between the right of individuals to express points of view which others may find offensive or insulting, and the rights of others to be protected from hatred and discrimination.”

9.2.3 DISCRIMINATION

The Guidance says the following about **discrimination**:

Councillors have a central role to play in ensuring that equality issues are integral to the local authority's performance and strategic aims, and that there is a strong vision and public commitment to equality across public services.

The Equality Act 2010 imposes positive duties on local authorities to promote equality and to eliminate unlawful discrimination and harassment. Under the Act your authority may be liable for any discriminatory acts which you commit. This will apply when you do something in your official capacity in a discriminatory manner. You must be careful not to act in a way which may amount to any of the prohibited forms of discrimination, or to do anything which hinders your authority's fulfilment of its positive duties under the Act. Such conduct may cause your authority to break the law, and you may find yourself subject to a complaint that you have breached this paragraph of the Code of Conduct. If you are unsure about the particular nature of the duties of your authority you should seek advice from the monitoring officer or parish clerk.

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*

There are four main forms of discrimination:

Direct discrimination: *treating people differently because of their age, disability, gender reassignment, marriage or civil partnership, pregnancy or maternity, race, religion or belief, sex, or sexual orientation.*

Indirect discrimination: *treatment which does not appear to differentiate between people because of their age, disability, gender reassignment, marriage or civil partnership, pregnancy or*

maternity, race, religion or belief, sex, or sexual orientation but which disproportionately disadvantages them.

Harassment: *engaging in unwanted conduct on the grounds of age, disability, gender reassignment, marriage or civil partnership, pregnancy or maternity, race, religion or belief, sex, or sexual orientation, which violates another person’s dignity or creates a hostile, degrading, humiliating or offensive environment.*

Victimisation: *treating a person less favourably because they have complained of discrimination, brought proceedings for discrimination, or been involved in complaining about or bringing proceedings for discrimination.*

Examples of discriminatory behaviour include but are not limited to:

- *exclusion or victimisation based on the Protected Characteristics*
- *treating someone less favourably or limiting their opportunities based on any of the Protected Characteristics*
- *comments, slurs, jokes, statements, questions, or gestures that are derogatory or offensive to an individual’s or group’s characteristics*
- *promoting negative stereotypes relating to individual’s or group’s characteristics*
- *racial or ethnic slurs, insults, or jokes*
- *intolerance toward religious customs*
- *mimicking, mocking, or belittling a person’s disability*
- *homophobic, biphobic or transphobic comments or slurs*
- *discriminating against pregnant people or mothers*
- *declaring (‘outing’) someone’s religion or sexuality or threatening to do so against their will*
- *deliberate, unwarranted application of an authority’s practice, policy or rule in a way that may constitute indirect discrimination*
- *instructing, causing, inducing, or knowingly helping someone to commit an act of unlawful discrimination under the Equality Act 2010.*

A councillor’s personality and life experiences will naturally incline them to think and act in certain ways. They may form views about others based on those experiences, such as having an affinity with someone because they have a similar approach to life or thinking less of someone because they are from a different generation. This is known as “unconscious bias” and it can lead people to make decisions based on biases or false assumptions. Councillors need to be alert to the potential of unconscious bias and ensure they make decisions based on evidence, and not on assumptions they have made based on biases.”

9.2.4 DISREPUTE

The Guidance says the following about **disrepute**:

“As a councillor, you are trusted to make decisions on behalf of your community and your actions and behaviour are subject to greater scrutiny than that of ordinary members of the public. Article 10 of the European Convention on Human Rights protects your right to freedom of expression, and political speech as a councillor is given enhanced protection but this right is not unrestricted. You should be aware that your actions might have an adverse impact on your role, other

councillors and/or your local authority and may lower the public's confidence in your ability to discharge your functions as a councillor or your local authority's ability to discharge its functions.

*In general terms, disrepute can be defined as a lack of good reputation or respectability. In the context of the Code of Conduct, a councillor's behaviour in office will bring their **role** into disrepute if the conduct could reasonably be regarded as either:*

- 1. reducing the public's confidence in them being able to fulfil their role; or*
- 2. adversely affecting the reputation of your authority's councillors, in being able to fulfil their role.*

*Conduct by a councillor which could reasonably be regarded as reducing public confidence in their local authority being able to fulfil its functions and duties will bring **the authority** into disrepute.*

For example, circulating highly inappropriate, vexatious or malicious e-mails to constituents, making demonstrably dishonest posts about your authority on social media or using abusive and threatening behaviour might well bring the role of councillor into disrepute. Making grossly unfair or patently untrue or unreasonable criticism of your authority in a public arena might well be regarded as bringing your local authority into disrepute."

9.2.5 EVALUATION – 5th JUNE MEETING

We spoke to four interviewees, including Cllr Turner, about what happened at the 5th June virtual meeting, which had been convened to gather feedback on the SMP Explorer Tool. A small number of nominated councillors attended the meeting, so our evidence base was necessarily limited. The meeting was not recorded, but a contemporaneous comment made in the "Chat" facility by a councillor during the meeting proved useful to us. The evidence is presented in Section 8.1 above and is, for the most part, not repeated here.

Based on that evidence and the balance of probability it appears to us that the meeting did not progress as it was intended to. Cllr Turner was to some extent successful in repurposing or hijacking the meeting "like a dog with a bone" to instead discuss matters which were of importance to him and not to other attendees. That appears clear (as does her irritation) from the comment made at the time by Cllr Rachel Creevy in the MS Teams "Chat" facility. It appears clear too from the evidence given by Cllr Turner himself.

Even though there are few specifics about the *exact* words he used, Cllr Turner's behaviour at that meeting appears to have been unprofessional, poor and unacceptable. He had indulged in a "strong, extended rant". Witnesses chose to describe him, amongst other adjectives, as being "over-zealous, obstructive, even aggressive". He was overly critical, talked over people, would not be calmed down and would not listen to reason, it was said. He would not allow the meeting to progress as it was intended to.

Speaking somewhat generally, Cllr Gibson said, "Basically, he is disruptive and has been for a long time, but on this occasion he did overstep the mark. He really excelled himself". Beccy MacDonald-Lofts spoke similarly and said, "His disruptive behaviour at meetings has become a consistent issue for us". They appear to have finally lost patience with Cllr Turner after this meeting.

Nick Hardiman echoed their observations saying, “I have found him to be someone who wishes to stir and provoke ... his interventions have often been aggressive and have sought to rubbish what a person is doing.” He commented that “he was *very* unprofessional ... he crossed the line into unprofessional behaviour”.

The evidence also suggests that Cllr Turner made a personal attack on Nick Hardiman, who was presenting the SMP Explorer Tool, something that Nick Hardiman himself confirmed to us. It appeared to us that, in doing that, Cllr Turner was expressing his apparent dislike for the Environment Agency by making what others saw as a personalised attack on one of its staff members and on the software tool he was there to demonstrate. Cllr Turner appears too to have followed that by being “personally abusive” towards Beccy MacDonald-Lofts. He “showed no respect towards her as Chair and completely ignored her.” In making such personal attacks he was damaging his own reputation and, potentially, that of Tendring Council and of the SIG itself.

When we spoke to Cllr Turner, he suggested that his behaviour as described in the Complaint, was an exaggeration and was not sufficient to breach the Code. However, at the same time, he seemed to us to be recognising that his behaviour had not been acceptable. Amongst other words, he described himself as having been “out of court”. He had “instantly realised [he] was becoming disruptive”, he “definitely went too far”, was “robust” and “firm”. He recognised that he had “upset people” and that he was a “contentious” person. “They may not like it, but I stick to my guns”, he said. However, he denied making “personal attacks” saying “they are being paranoid”. In any event he saw fit to “apologise unreservedly for any offence given”.

When we spoke to Cllr Turner we were left in no doubt that he feels strongly and passionately about defending the coastline in Frinton (and, indeed, about other local issues). But, at the same time, it appeared to us that he had failed to control his strength of feeling at the 5th June meeting and that the Chair of the meeting also failed in her efforts to control him. His passion for his town cannot serve as anything other than an explanation for his unacceptable behaviour at the meeting. It does not excuse that behaviour.

In behaving as he did we conclude that Cllr Nick Turner breached the Tendring District Council Code of Conduct by showing a lack of respect by attacking in a personal way two of those who attended the meeting and by failing more generally to respect others who had attended the meeting. In behaving as he did he brought his own role as a councillor into disrepute and, in acting as he did whilst he was a representative of Tendring District Council on an outside body, he brought his Council into disrepute.

9.2.6 EVALUATION – 29th JUNE MEETING

We spoke to nine interviewees, including Cllr Turner, about what had happened at the 29th June virtual meeting, a Quarterly Meeting of the SIG, which this time had 49 attendees. A potentially large amount of evidence was therefore available to us. The meeting was not recorded, though minutes of the meeting proved useful. The evidence is presented in Section 8.2 above and is, for the most part, not repeated here.

Based on that evidence and the balance of probability it appears to us that Cllr Turner’s behaviour at the meeting was once again unacceptable. The minutes of the meeting suggest that, once again, the meeting did not run smoothly, with Cllr Turner the apparent cause.

To some extent his behaviour on 29th June appeared to mirror his behaviour at the 5th June meeting.

- Interviewees referred to Cllr Turner’s derogatory comments about an external organisation, on this occasion the RNLI, with which he had “an axe to grind”.
- He made what felt like a personal attack, this time on Ross MacLeod who was at the meeting to represent the RNLI.
- Witnesses spoke of his unwillingness to be diverted away from trying to focus the business of the meeting on issues local only to him – this time, for example, in challenging the RNLI’s decision to change the class of lifeboat in Walton and Frinton.
- They spoke of his behaviour being part of a pattern over the years.
- Cllr Turner showed a “low level of self-awareness” and was “oblivious to the offence he was causing”.
- Witnesses said he was “not helpful or constructive”, he was “very rude”, “derogatory” and “offhand”. He was disrespectful towards others - “He sees no good in the efforts of anyone else and just doesn’t accept other people’s comments, decisions, or explanations.”
- They spoke of Cllr Turner being “in transmit mode”; he “wasn’t willing to listen to what other people had to say”.
- In behaving as he did, in the eyes of some, he damaged the reputation of the SIG, this time in front a much larger audience, some of whom had not attended previously.
- Once again Cllr Turner felt that he had to “apologise unreservedly for any offence given”.

Based on this evidence we conclude that Cllr Turner again breached the Tendring District Council Code of Conduct by showing a lack of respect by attacking a representative of an external organisation in a personal way and by failing more generally to respect others who had attended the meeting. In behaving as he did he brought his own role as a councillor into disrepute and, in acting as he did whilst he was a representative of Tendring District Council on an outside body, he brought his Council into disrepute.

However, during this meeting, Cllr Turner went further than he had done at the 5th June meeting.

His reference to Germans – “intended as a joke”, he said - went unnoticed by some of those we spoke to (though not by one attendee who is half-German and who was deeply upset by his “joke”). Cllr Turner did not dispute that he had said something like “Don’t get me started on the Germans” but we felt that his references to Operation Sea Lion and pillboxes were very telling. The juxtaposition of those and the comments he made to us about his references to Germans appeared to us to betray an attitude that was rooted squarely in Second World War thinking rather than in the present day.

His derogatory references to swimming, floating, drowning, dress, Afro-Caribbeans and, arguably, Muslims caused very considerable offence and discomfort to some, if not all, of those present. One interviewee called it “a spine-tingle-this-doesn’t-feel-quite-right” moment. Others apparently switched off their cameras.

Cllr Turner did not appear to dispute that he had said what he was alleged to have said but his apparently total obliviousness as to *how and why* he had caused offence appeared inexplicable to us. “Locally (by which he presumably meant in Frinton or Tendring) very few people think like this, so I don’t come across it and therefore I don’t know how to handle it. I don’t understand

why people keep looking at things through racial eyes”, he told us. “It was like walking on broken glass”, he wrote to the Monitoring Officer.

Some of our, perhaps more charitable, interviewees felt his views and opinions were old-fashioned and that they were more common, perhaps, a generation or two ago. Others went so far as to call his behaviour “racist”. He had used “racial stereotyping”. They felt his opinions were “honestly held”.

At the same time, when we spoke to him his concern that there were people who visited Frinton who were, as he saw it, ill-equipped for, and ignorant of the dangers of, swimming in the sea appeared genuine.

On the balance of probability we therefore tend to the conclusion that Cllr Turner made the remarks he made out of ignorance rather than malice and that his language was clumsy and patronising rather than being rooted in what might be described as out-and-out racism, which might have attracted criminal sanction.

Notwithstanding his motives, based on the evidence available to us and the balance of probability, it appears to us that Cllr Turner breached the Tendring District Council Code by exhibiting discriminatory behaviour. In particular (and using the words of the Guidance), he (i) made comments, slurs, jokes, statements, questions, or gestures that were derogatory or offensive to an individual’s or group’s characteristics; (ii) promoted negative stereotypes relating to individual’s or group’s characteristics; (iii) made racial or ethnic slurs, insults or jokes; and (iv) showed intolerance toward religious customs.

In reaching that conclusion we note what appear to be pertinent words from the Guidance which say, “A councillor’s personality and life experiences will naturally incline them to think and act in certain ways. They may form views about others based on those experiences, such as having an affinity with someone because they have a similar approach to life or thinking less of someone because they are from a different generation. This is known as “unconscious bias” and it can lead people to make decisions based on biases or false assumptions. Councillors need to be alert to the potential of unconscious bias and ensure they make decisions based on evidence, and not on assumptions they have made based on biases.”

We also note and agree with the words of an interviewee who appeared to us to be saying that, even though she did not feel personal offence at what he had said, Cllr Turner’s behaviour had reflected badly on the community he represented as a councillor. In other words, he had brought Tendring District Council into disrepute.

9.3 COMPLAINT AGAINST CLLR NICK TURNER - CONCLUSIONS

Based on the evidence available to us and on the balance of probability, we conclude that at various times during the “virtual” meetings of the Local Government Coastal Special Interest Group on 5th and 29th June 2023, which he attended as a representative of Tendring District Council:

- 1. Cllr Nick Turner breached paragraph 1.1 of the Tendring District Council Code of Conduct by failing to treat other councillors with respect.**

- 2. Cllr Turner breached paragraph 1.2 of the Code by failing to treat local authority employees, employees and representatives of partner organisations with respect and failing to respect the role they play.**
- 3. Cllr Turner breached paragraph 2.3 of the Code by failing to promote equalities and behaving in a discriminatory manner.**
- 4. Cllr Turner breached paragraph 5.1 of the Code by bringing his own role and Tendring District Council into disrepute.**

10. RECOMMENDATION

On the basis of the conclusions above we make the following recommendation:

1. **That the Monitoring Officer acts in accordance with paragraph 7.1 of the Tendring District Council Complaints Procedure by reviewing the Report and then either referring the matter for a hearing before the Standards Committee or Sub-Committee or in consultation with one of the Independent Persons seeks an informal resolution or mediation.**

Informal Resolution

The Monitoring Officer may consider that the matter can reasonably be resolved without the need for a hearing. In such a case, he/she will consult with one of the Independent Persons and [the] Complainant and seek to agree what [the Complainant] consider[s] to be a fair resolution which also helps to ensure higher standards of conduct for the future. Such resolution may include the Member accepting that his/her conduct was unacceptable and/or offering an apology, and/or mediation and/or other remedial action by the Authority. If the Member complies with the suggested resolution, the Monitoring Officer will report the matter to the Standards Committee or Sub-Committee for information, but will take no further action.

Hearing

If the Monitoring Officer considers that informal resolution is not appropriate, or the Councillor concerned is not prepared to undertake any proposed remedial action, such as giving an apology, then the Monitoring Officer will report the Investigation Report to the Standards Committee or Sub-Committee which will conduct a hearing before deciding whether the Member has failed to comply with the Code of Conduct and, if so, whether to take any action in respect of the Member.

2. **That the Monitoring Officer provides training for councillors and/or provides them with clear, written guidance on how to complete their Registers of Interest in particular in relation to Outside Bodies and other external interests.**

APPENDIX 1 – DOCUMENTS AND SOURCES

In the course of the Investigation we reviewed a variety of source materials. These are listed below.

- (1) Tendring District Council website <https://www.tendringdc.uk/>
- (2) Tendring District Council website list of Outside Bodies
<https://tdcdemocracy.tendringdc.gov.uk/mgListOutsideBodies.aspx?bcr=1>
- (3) Tendring District Council website “external meetings, outside bodies and other appointments document” 6th August 2019
<https://tdcdemocracy.tendringdc.gov.uk/documents/s22464/external%20meetings%20and%20outside%20bodies%20report%202019%20FINAL.pdf>
- (4) Tendring District Council Members’ Code of Conduct – adopted by the Council on 22nd November 2022 with a commencement date of 23rd May 2023
<https://www.tendringdc.gov.uk/sites/default/files/TENDRING%20DISTRICT%20COUNCIL%20NEW%20CODE%20OF%20CONDUCT%20MAY%202023.pdf>
- (5) Tendring District Council Complaints Procedure (“the Arrangements”) April 2022
<https://www.tendringdc.gov.uk/sites/default/files/TDC%20COMPLAINTS%20PROCEDURE%20-%20APRIL%202022.pdf>
- (6) Cllr Nick Turner Tendring District Council Declaration of Acceptance of Office 15th May 2023
- (7) Tendring District Wikipedia entry https://en.wikipedia.org/wiki/Tendring_District
- (8) 2023 Tendring District Council election Wikipedia entry
https://en.wikipedia.org/wiki/2023_Tendring_District_Council_election
- (9) Decision Notice, Lisa Hastings 25th August 2023 and related letters to Complainant and Subject Member
- (10) LGA Coastal SIG website <https://lgacoastalsig.com/>
- (11) Complaint Form Cllr Ernest Gibson – 16th August 2023
- (12) Email Cllr Nick Turner to Lisa Hastings – 18th August 2023
- (13) Email Karen Townshend to Melvin Kenyon attaching Cllr Turner travel claim form – 25th September 2023
- (14) Email Keith Simmons, Head of Democratic Services and Elections to Karen Townshend – 8th November 2023
- (15) LGA Coastal SIG Minutes of meetings, emails and other related documents – 2017 to date;
- (16) LGA Coastal Issues Special Interest Group Membership 2010 – 2011
[https://lga.moderngov.co.uk/Data/LGA%20Coastal%20Special%20Interest%20Group/20110303/Agenda/\\$Membership%20List%202010-11.doc.pdf](https://lga.moderngov.co.uk/Data/LGA%20Coastal%20Special%20Interest%20Group/20110303/Agenda/$Membership%20List%202010-11.doc.pdf)
- (17) Clacton Gazette 21st April 2010
<https://www.clactonandfringtongazette.co.uk/news/8112199.sea-wall-strengthening-work-completed/>
- (18) Great Yarmouth Borough Council website Outside Bodies https://great-yarmouth.cmis.uk.com/great-yarmouth/OutsideBodies/tabid/69/ctl/ViewCMIS_OutsideBody/mid/395/id/11/Default.aspx

- (19) Guidance on Local Government Association Model Councillor Code of Conduct
<https://www.local.gov.uk/publications/guidance-local-government-association-model-councillor-code-conduct#respect>