



CABINET

DATE:	Friday, 12 November 2021
TIME:	10.30 am
VENUE:	Essex Hall - Town Hall, Station Road, Clacton-on-Sea, CO15 1SE

MEMBERSHIP:

Councillor Stock OBE	- Leader of the Council
Councillor C Guglielmi	- Deputy Leader; Corporate Finance & Governance Portfolio Holder
Councillor P Honeywood	- Housing Portfolio Holder
Councillor McWilliams	- Partnerships Portfolio Holder
Councillor Newton	- Business & Economic Growth Portfolio Holder
Councillor Porter	- Leisure & Tourism Portfolio Holder
Councillor Talbot	- Environment & Public Portfolio Holder

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For further details and general enquiries about this meeting, contact Ian Ford on 01255 686584 or email: democraticservices@tendringdc.gov.uk.

DATE OF PUBLICATION: WEDNESDAY, 3 NOVEMBER 2021

AGENDA

1 **Apologies for Absence**

The Cabinet is asked to note any apologies for absence received from Members.

2 **Minutes of the Last Meeting (Pages 1 - 14)**

To confirm and sign the minutes of the last meeting of the Cabinet held on Friday 8 October 2021.

3 **Declarations of Interest**

Councillors are invited to declare any Disclosable Pecuniary Interests or Personal Interest, and the nature of it, in relation to any item on the agenda.

4 **Announcements by the Leader of the Council**

The Cabinet is asked to note any announcements made by the Leader of the Council.

5 **Announcements by Cabinet Members**

The Cabinet is asked to note any announcements made by Members of the Cabinet.

6 **Matters Referred to the Cabinet by the Council**

There are no such referred matters on this occasion.

7 **Matters Referred to the Cabinet by a Committee - Reference from the Community Leadership Overview & Scrutiny Committee - A.1 - Scrutiny of the Lawful and Unlawful use of E-Scooters and the extent of the Policing Action against those unlawfully using them (Pages 15 - 16)**

To enable the Cabinet to consider the recommendations made by the Community Leadership Overview & Scrutiny Committee following that Committee's scrutiny of the lawful and unlawful use of e-scooters and the extent of the policing action against those unlawfully using them.

8 **Matters Referred to the Cabinet by a Committee - Reference from the Resources and Services Overview & Scrutiny Committee - A.2 - Scrutiny of the Council's Seafront Services (Pages 17 - 20)**

To enable the Cabinet to consider the recommendations made by the Resources and Services Overview & Scrutiny Committee following that Committee's scrutiny of the Council's Seafronts Services.

9 **Matters Referred to the Cabinet by a Committee - Reference from the Resources and Services Overview & Scrutiny Committee - A.3 - Scrutiny of Particular Elements of the Council's Sport and Leisure Service (Pages 21 - 22)**

To enable the Cabinet to consider the recommendations made by the Resources and Services Overview & Scrutiny Committee following that Committee's scrutiny of particular elements of the Council's Sport and Leisure Service.

10 **Matters Referred to the Cabinet by a Committee - Reference from the Resources and Services Overview & Scrutiny Committee - A.4 - Scrutiny of Housing Voids (Pages 23 - 26)**

To enable the Cabinet to consider the recommendations made by the Resources and Services Overview & Scrutiny Committee following that Committee's scrutiny of Housing Voids.

11 **Matters Referred to the Cabinet by a Committee - Reference from the Planning Policy & Local Plan Committee - A.5 - Conservation Area Character Appraisal and Management Plans and Criteria for Local Listing of 'Non Designated Heritage Assets' (Pages 27 - 346)**

To enable the Cabinet to give consideration to recommendations made to it by the Planning Policy & Local Plan Committee in relation to the first five in a series of 'Conservation Area Appraisal and Management Plans' that had been prepared for the Council by Essex Place Services, as well as proposals for the inclusion of buildings and structures on a 'Local Heritage List'.

12 **Leader of the Council's Items - A.6 - Grounds Maintenance Service (Pages 347 - 350)**

To enable Cabinet to decide whether suggest to Council that an amended motion be supported in relation to a motion submitted at the meeting of the Council held on 13 July 2021.

13 **Cabinet Members' Items - Report of the Corporate Finance & Governance Portfolio Holder - A.7 - Tendring Colchester Borders Garden Community Joint Committee (Pages 351 - 386)**

To recommend to Cabinet and for referral to Full Council the draft terms of reference of a Joint Committee to be established for the Tendring Colchester Borders Garden Community together with Tendring District Council, Colchester Borough Council and Essex County Council.

14 **Cabinet Members' Items - Report of the Corporate Finance & Governance Portfolio Holder - A.8 - Financial Performance Report - In-Year Performance against the Budget at end of the Second Quarter 2021/22 and Long Term Financial Forecast Update (Pages 387 - 438)**

To provide an overview of the Council's financial position against the budget as at the end of September 2021 and to present an updated long term forecast.

15 **Cabinet Members' Items - Report of the Corporate Finance & Governance Portfolio Holder - A.9 - Freehold Sale of Land at Beacon Hill Fort, Harwich (Pages 439 - 442)**

To seek approval, in principle, for the freehold disposal of land at Beacon Hill Fort, Harwich.

16 Cabinet Members' Items - Report of the Partnerships Portfolio Holder - A.10 - Update on the Tendring District Council Children & Young People (C&YP) Strategy 2021 - 2024, & Tendring C&YP Partnership Delivery Plan 2021/2022 (Pages 443 - 488)

To present the update of the Tendring District Council's Children and Young People (C&YP) Strategy 2021 – 2024, including the Tendring C&YP Partnership Delivery Plan for 2021/2022.

17 Cabinet Members' Items - Joint Report of the Corporate Finance & Governance Portfolio Holder and the Housing Portfolio Holder - A.11 - Freehold Sale of a Residential Property in Harwich by Auction (Pages 489 - 490)

To seek approval, in principle, from Cabinet for the freehold sale at Auction of a five bedroom residential property in Harwich requiring substantial structural and maintenance work.

18 Cabinet Members' Items - Joint Report of the Housing Portfolio Holder and the Corporate Finance & Governance Portfolio Holder - A.12 - Acquisition of Land at the Junction of Sea Way and Tamarisk Way, Jaywick Sands (Pages 491 - 496)

To approve, in principle, the acquiring of the freehold of the former café building and adjoining dwelling in Sea Way, Jaywick Sands.

19 Cabinet Members' Items - Joint Report of the Housing Portfolio Holder and the Corporate Finance & Governance Portfolio Holder - A.13 - The Local Council Tax Support Scheme, Discretionary Council Tax Exemptions / Discounts / Premiums for 2022/23 and Annual Minimum Revenue Provision Policy Statement 2022/23 (Pages 497 - 548)

To enable Cabinet to consider and agree for recommending to Full Council the following:-

- Local Council Tax Support Scheme 2022/23 (including associated exceptional hardship policy);
- Discretionary Council Tax Exemptions, Discounts and Premiums for 2022/23; and
- Annual Minimum Revenue Provision Policy Statement for 2022/23.

20 Management Team Items

There are none on this occasion.

21 Exclusion of Press and Public

The Cabinet is asked to consider passing the following resolution:

“That under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of Agenda Items 22, 23 and 24 on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A, as amended, of the Act.”

22 Cabinet Members' Items - Report of the Corporate Finance & Governance Portfolio Holder - B.1 - Terms for the Freehold Sale of Land at Beacon Hill Fort, Harwich (Pages 549 - 554)

To agree the terms for the freehold sale of Beacon Hill Fort, Harwich.

23 Cabinet Members' Items - Joint Report of the Corporate Finance & Governance Portfolio Holder and the Housing Portfolio Holder - B.2 - Terms for the Freehold Sale by Auction of a Residential Property in Harwich (Pages 555 - 558)

To agree terms for the freehold sale of a residential property in Harwich at Auction.

24 Cabinet Members' Items - Joint Report of the Housing Portfolio Holder and the Corporate Finance & Governance Portfolio Holder - B.3 - Acquisition of Land at the Junction of Sea Way and Tamarisk Way, Jaywick Sands (Pages 559 - 562)

To consider terms for the acquisition of the freehold of the former café building and adjoining dwelling in Sea Way, Jaywick Sands.

Date of the Next Scheduled Meeting

The next scheduled meeting of the Cabinet is to be held in the Essex Hall - Town Hall, Station Road, Clacton-on-Sea, CO15 1SE at 10.30 am on Friday, 17 December 2021.

The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

Notice of Intention to Conduct Business in Private

Notice is hereby given that, in accordance with Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, Agenda Item Nos. 22 to 24 are likely to be considered in private for the following reason:

The items detailed below will involve the disclosure of exempt information under Paragraph 3 (Information relating to the financial or business affairs of any particular person (including the authority holding that information)) to Schedule 12A, as amended, to the Local Government Act 1972:

Item 22 - Cabinet Members' Items - Report of the Corporate Finance & Governance Portfolio Holder - B.1 - Terms for the Freehold Sale of Land at Beacon Hill Fort, Harwich

Item 23 - Cabinet Members' Items - Joint Report of the Corporate Finance & Governance Portfolio Holder and the Housing Portfolio Holder - B.2 - Terms for the Freehold Sale by Auction of a Residential Property in Harwich

Item 24 - Cabinet Members' Items - Joint Report of the Housing Portfolio Holder and the Corporate Finance & Governance Portfolio Holder - B.3 - Acquisition of Land at the Junction of Sea Way and Tamarisk Way, Jaywick Sands

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**MINUTES OF THE MEETING OF THE CABINET,
HELD ON FRIDAY, 8TH OCTOBER, 2021 AT 10.30 AM
IN THE COUNCIL CHAMBER AT THE COUNCIL OFFICES, THORPE ROAD,
WEELEY, CO16 9AJ**

Present:	Councillor N R Stock OBE	Leader of the Council (Chairman)
	Councillor G V Guglielmi	Deputy Leader of the Council & Portfolio Holder for Corporate Finance and Governance
	Councillor P B Honeywood	Portfolio Holder for Housing
	Councillor L A McWilliams	Portfolio Holder for Partnerships
	Councillor M C Newton	Portfolio Holder for Business & Economic Growth
	Councillor A O J Porter	Portfolio Holder for Leisure and Tourism
	Councillor M J Talbot	Portfolio Holder for Environment & Public Space

Group Leaders Present by Standing Invitation:

Councillors E T Allen (Leader of the Tendring First Group), J B Chapman (Leader of the Independents Group), I J Henderson (Leader of the Labour Group), G G I Scott (Leader of the Liberal Democrats Group), C P Winfield (Leader of the Holland-on-Sea Group) and M Bush (Deputy Leader of the Tendring Independents Group)

Also Present: Councillor V E Guglielmi

In Attendance: Ian Davidson (Chief Executive), Lisa Hastings (Deputy Chief Executive & Monitoring Officer), Damian Williams (Corporate Director (Operations and Delivery)), Gary Guiver (Acting Director (Planning)), Andy White (Assistant Director (Building and Public Realm)), Keith Simmons (Head of Democratic Services and Elections), Tom Gardiner (Head of Economic Growth), Ian Ford (Committee Services Manager) and Matt Cattermole (Communications Assistant)

50. APOLOGIES FOR ABSENCE

Apologies for absence were submitted on behalf of Councillor M E Stephenson (Leader of the Tendring Independents Group).

51. MINUTES OF THE LAST MEETING

It was **RESOLVED** that the minutes of the meeting of the Cabinet, held on Friday 17 September 2021, be approved as a correct record and be signed by the Chairman.

52. DECLARATIONS OF INTEREST

In relation to Agenda Item 7 - Leader of the Council's Items – A.1 – The Making (Adoption) of the Alresford Neighbourhood Plan, Councillor Scott declared a Personal Interest insofar as he was both a Ward Member and a Parish Councillor for Alresford.

In relation to Agenda Item 9 - Cabinet Members' Items – Report of the Partnerships Portfolio Holder – A.3 – Determination of a Nomination to Register an Asset of Community Value: Imperial Hall, 75 Pole Barn Lane, Frinton-on-Sea, Councillor Allen declared a Personal Interest insofar as he was both a Ward Member and a Parish Councillor for Frinton-on-Sea.

53. ANNOUNCEMENTS BY THE LEADER OF THE COUNCIL

The Leader of the Council (Councillor Stock OBE) reminded Members that Stage 5 of the Women's Cycle Tour was taking place that day in the District of Tendring.

The Leisure & Tourism Portfolio Holder (Councillor Porter) informed the meeting that the first riders would be coming into Clacton-on-Sea at around 12.30 p.m.

54. ANNOUNCEMENTS BY CABINET MEMBERS

There were no announcements made by members of the Cabinet on this occasion.

55. MATTERS REFERRED TO THE CABINET BY THE COUNCIL

There were no matters referred to the Cabinet by the Council on this occasion.

56. LEADER OF THE COUNCIL'S ITEMS - A.1 - THE MAKING (ADOPTION) OF THE ALRESFORD NEIGHBOURHOOD PLAN

Earlier on in the meeting Councillor Scott had declared a Personal Interest in this matter insofar as he was both a Ward Member and a Parish Councillor for Alresford.

The Cabinet gave consideration to a report of the Leader of the Council (A.1) which sought its approval to 'make' (adopt) the Alresford Neighbourhood Plan as part of this Council's statutory development plan and for it to therefore become a material consideration in planning decisions alongside the Tendring District Local Plan.

Members were aware that Alresford Parish Council had prepared a 'Neighbourhood Plan' for its area that had passed through all of the necessary stages of the plan-making process as set out in the Town and Country Planning Act 1990 and the Neighbourhood Planning (General) Regulations 2012 (as amended) including public consultation, independent examination and, finally, a local referendum.

It was reported that, if the majority of those who voted in a referendum were in favour of the Neighbourhood Plan, it must be 'made' (adopted) by the Local Planning Authority within 8 weeks of the referendum. An Order must be made by the local authority before it had effect. The Neighbourhood Plan document would then be made available on both the District Council's and Parish Council's websites, and stakeholders would be notified, in accordance with Regulation 20 of the Neighbourhood Planning (General) Regulations 2012 (as amended).

Cabinet was informed that, in an official referendum held on Thursday 9th September 2021 which had been administered by Tendring District Council, residents of the Parish of Alresford had been asked: “Do you want Tendring District Council to use the Neighbourhood Plan for the Parish of Alresford to help it decide planning applications in the neighbourhood area?” With an overall turnout of 24.7%, 483 residents had voted ‘YES’ and 18 residents had voted ‘NO’ – a vote of 96.4% in favour of the plan.

Having considered the contents of the report, the result of the official referendum and in order to enable the Alresford Neighbourhood Plan to be formally made and adopted:-

It was moved by Councillor Stock OBE, moved by Councillor G V Guglielmi and:

RESOLVED that –

- (a) the result of the referendum held on Thursday 9th September 2021 in the Parish of Alresford be noted;
- (b) the Alresford Neighbourhood Plan, as attached as Appendix 1 to item A.1 of the Report of the Leader of the Council, be formally ‘made’; and
- (c) the necessary publicity and notifications be administered in accordance with Regulation 20 of The Neighbourhood Planning (General) Regulations 2012, as amended.

57. LEADER OF THE COUNCIL'S ITEMS - A.2 - KEY PRIORITY ACTIONS 2021/22 TOWARDS CORPORATE PLAN THEMES - MONITORING REPORT AT THE HALF YEAR POINT

Cabinet had before it a report of the Leader of the Council (A.2) which provide it with an update on the positive progress with the Key Priority Actions adopted for 2021/22 towards the Council’s Corporate Plan themes for 2020/24.

Members were fully aware that the Corporate Plan 2020/24, adopted by Council, set out the strategic direction and policy objectives for the Council over that period. Taking those Corporate Plan themes on board Cabinet, at its meeting held on 19 March 2021, had adopted a series of key priority actions for 2021/22 with individual milestones for each of those actions. The Leader of the Council’s report now provided an opportunity to report on the six month position on each of those key priority actions and the specified milestones.

Cabinet also recalled that the Leader of the Council had added to the key priority actions, approved by it in March 2021, in relation to Freeport East. The Leader’s report included progress with that action as well.

Members were aware that circumstances generally, and with progressing individual key priority actions, could impact on the individual milestones associated with those actions. The Appendix to the Leader’s report invited Cabinet to realign those milestones.

In addition, to the key priority actions, Cabinet recalled that it had also approved a performance reporting arrangement for those actions and the milestones associated with those priority actions. In accordance with that arrangement, the detail of performance at the end of Quarter 1 (i.e. April to June 2021) had been placed on the

Council's website in the 'Transparency' data section. All Councillors had been advised by email of the data being placed there. That arrangement had envisaged reporting on the six month position to this meeting of Cabinet.

Cabinet was advised that the Quarter 3 position on the key priority actions for 2021/22 was due to be reported to Cabinet on 28 January 2022 when it was intended that it would finalise its proposals for the key priority actions for 2022/23. That meeting would also recommend to full Council the Council's budget for 2022/23. The final position at the end of 2021/22 in respect of the key priority actions for that year would also be reported in 2022/23 and it was hoped to align this with the budget outturn position.

In considering the Leader's report, Cabinet reflected on the range of significant matters that the Council had delivered in those six months. It had been a busy six months and a range of the bids, and deliverables in that period were set out in the "Background" section of the report.

Having considered the contents and implications to the Council and the District of the Leader of the Council's update report:-

It was moved by Councillor Stock OBE, seconded by Councillor G V Guglielmi and:-

RESOLVED that Cabinet -

- (a) notes the contents of the report; and
- (b) approves the realignment of particular milestones for particular key priority actions, as highlighted in the Appendix to item A.2 of the Report of the Leader of the Council.

58. CABINET MEMBERS' ITEMS - REPORT OF THE PARTNERSHIPS PORTFOLIO HOLDER - A.3 - DETERMINATION OF A NOMINATION TO REGISTER AN ASSET OF COMMUNITY VALUE: IMPERIAL HALL, 75 POLE BARN LANE, FRINTON-ON-SEA, CO13 9NQ

Earlier on in the meeting Councillor Allen had declared a Personal Interest in this matter insofar as he was both a Ward Member and a Parish Councillor for Frinton-on-Sea.

The Cabinet gave consideration to a report of the Partnerships Portfolio Holder (A.5) which sought its determination whether Imperial Hall, 75 Pole Barn Lane, Frinton-on-Sea met the criteria set out in the Localism Act 2011 and The Assets of Community Value (England) Regulations 2012 following its nomination as an Asset of Community Value by the Frinton and Walton Heritage Trust. No other criteria were pertinent.

It was reported that a valid nomination to register an asset of community value had been received for Imperial Hall, 75 Pole Barn Lane, Frinton-on-Sea, as shown identified in the plan included within Appendix A to the Portfolio Holder's report.

Members were reminded that if a local authority received a valid nomination, it must determine whether the land or building nominated met the definition of an asset of community value, as set out in Section 88 of the Localism Act 2011 and The Assets of Community Value Regulations 2012.

The Cabinet was further advised that the Government's non-statutory guidance defined an asset of community value as: "*Building or other land whose main (i.e. "non-ancillary") use furthers the social wellbeing or social interests of the local community, or has recently done so and is likely to do so in the future*". The Portfolio Holder's report provided an assessment of the nomination.

The Cabinet therefore was required to consider the content of the nomination against the statutory criteria (and no other factors) and determine whether the asset should be included within the Council's List of Assets of Community Value.

Taking the evidence provided into account it was the Portfolio Holder's recommendation that the building nominated did not meet the criteria as set out in Section 88 of the Localism Act 2011 and that therefore the building should not be listed as an Asset of Community Value.

Having considered all of the information and advice contained in the Portfolio Holder's report and its appendix:-

It was moved by Councillor Stock OBE, seconded by Councillor G V Guglielmi and:-

RESOLVED that –

- (a) a decision on this matter be deferred in order to allow further discussions (to be facilitated as necessary by Officers of the Council) to take place between the Frinton & Walton Heritage Trust and the owners of the Imperial Hall in an effort to come to a mutually acceptable position;
- (b) the Corporate Director (Operations & Delivery) be authorised, in consultation with the Portfolio for Partnerships, to make the decision on this matter following the outcome of those discussions referred to in resolution (a) above; and
- (c) the decision referred to in resolution (b) above be subject to the call-in process set out in the Council's Constitution.

59. CABINET MEMBERS' ITEMS - JOINT REPORT OF THE BUSINESS & ECONOMIC GROWTH PORTFOLIO HOLDER AND THE HOUSING PORTFOLIO HOLDER - A.4 - JAYWICK SANDS COVERED MARKET AND MANAGED WORKSPACE

Cabinet had before it a joint report of the Business & Economic Growth Portfolio Holder and the Housing Portfolio Holder (A.4) which sought its authority to make a direct award to COLBEA as the Operating Partner for the Jaywick Sands Covered Market and Managed Workspace to be based on a Licence to Occupy and Service Contract. The joint report also sought Cabinet's approval to increase the Council's financial contribution for the enabling works and operating costs of the facility for year one. The joint report also provided an update on the project's current delivery status.

Cabinet recalled that, at its meeting held on 21 May 2021, it had approved the development of a Covered Market and Managed Workspace facility at Jaywick Sands, and had made associated decisions to enable the development to proceed.

Cabinet had further agreed to seek approval from the Secretary of State under Section 12 of the Housing Act 1985 to use the land (which was held in the Housing Revenue

Account – HRA) for non-housing purposes and to seek approval under Section 32 of the Housing Act to dispose of the land by way of a lease to the Council's Operating Partner. COLBEA had already been identified as the Council's preferred Operating Partner through a procurement exercise undertaken earlier in the year, for which the specification had set out the Council's contribution to the operating costs and referred to a lease arrangement in Modules 3 and 4.

It was reported that, following feedback from the Ministry for Housing, Communities and Local Government (now the Department for Levelling Up, Housing & Communities), Officers had reviewed the options of a lease, a licence, and a service contract, carefully considering the financial implications for the Council and the sharing of risk with COLBEA, our Operating Partner, in order to enable a successful project delivery. The details of that review were included in the finance section of the Portfolio Holders' joint report. COLBEA had also requested certain changes to the provisions in the Heads of Terms of the lease.

Cabinet was informed that that review had led Officers to recommend that a Service Contract for Management of the Facility and Business Support Service and a Licence to Occupy would enable the most effective project delivery for the benefit of the community, better share risk between the Council and COLBEA, and avoid an accounting anomaly that would lock up the land value of the project (£300,000) in an unusable reserve, and would also keep the land for the project within the HRA.

Members were advised that a Service Contract and Licence to Occupy, in addition to the new provisions proposed by COLBEA, the Operating Partner, differed from the original procurement sufficiently that it was no longer viable to continue with the previous procurement exercise in its entirety. One of the options open to the Council would be to commence a fresh procurement tender to select an Operating Partner against the new terms, however, at this stage, such a process would impact on the project's tight delivery timetable. Given that the Council had only received two bids during the original procurement exercise, and that the successful Operating Partner was the only applicant with deep experience of managed workspace delivery, it was proposed by the Portfolio Holders that a direct award be made to COLBEA for this part of project.

It was reported that, at the Council's request, COLBEA had reviewed, in detail, the running costs for the centre based on the original tender documentation and as a result had requested a further £45,000, in addition to the previously agreed £45,000 for the year one operating costs. Changing from a full repairing lease to a Service Contract and Licence to Occupy would reduce COLBEA's financial risk. Subject to Cabinet's decision, the Interim Corporate Director (Project Delivery), in consultation with the Business and Economic Growth Portfolio Holder, would negotiate with COLBEA on the terms and conditions of the Service Contract, Licence to Occupy and any changes to the agreed operating subsidy within the parameters set out in the Portfolio Holders' joint report.

Cabinet was further reminded that, at its meeting held on 21 May 2021, it had been presented with two development scenarios (Scenario A – a development proposal based on the original concept design and structured within the funding allocation of £2,127,535 and Scenario B – a development based on an updated design and requiring additional funding in the value of £300,000 resulting in a total scheme value of £2,427,535).

Members were aware that construction material costs had been seen to increase as the country 'unlocked' from the Covid-19 pandemic and that once tender prices came in for the construction, there was a potential risk that the current budget would be insufficient to deliver the project as planned. In that eventuality, Cabinet would be updated with the available options and any necessary approvals would be sought.

Cabinet had also decided on 21 May 2021 to endorse the submission of a Planning Application for the Scenario B scheme given that Essex County Council had indicated that it was minded to fund a further £300,000 in support of the enhanced scheme. Subsequent to Cabinet's meeting in May 2021, Essex County Council had confirmed that such funding would be made available (as funding of last resort) and Officers had received a draft funding agreement for approval.

Members were advised that the 'Workspace' was accessed via Lotus Way and abutted an un-adopted road (named 'Brooklands'). Essex County Council had carried out a visual inspection of that road and had requested £25,000 in project costs to enable them to complete the works on that road plus associated drainage in support of the delivery of the Workspace project.

It was reported that, subsequent to the Cabinet's meeting in May 2021, the Council's Planning Committee had assessed, reviewed and approved the Council's Planning Application and in so doing the Scenario B scheme had been approved for development at the beginning of July 2021.

Cabinet was informed that securing planning consent by the end of July 2021 had been one of two conditions placed on the award of GBF funding by the South East Local Enterprise Partnership (SELEP) and had been an impediment to the Council being issued with a Funding Agreement. The SELEP (via its Accountable Body – Essex County Council) had now issued the Council with a formal Funding Agreement for signature (which would be completed and signed in accordance with the delegation authorised by Cabinet on 21 May 2021). This would allow the Council to draw down funds from the SELEP's GBF pot in support of project costs already incurred and against future project expenditure.

Having considered the Portfolio Holders' joint report and the information, advice and proposals contained therein and to allow this project to continue to progress towards a satisfactory conclusion:-

It was moved by Councillor Newton, seconded by Councillor P B Honeywood and:-

RESOLVED that Cabinet –

- (a) notes the feedback from the Ministry for Housing, Communities and Local Government (now the Department for Levelling Up, Housing & Communities) regarding the Council retaining ownership of the Jaywick Sands Covered Market and Commercial Space once constructed;
- (b) grants an exemption to the Council's Procurement Procedure Rules, having considered the recommendation from the Council's Section 151 Officer and the Monitoring Officer, in order to allow a direct award to the Council's Operating Partner, COLBEA, to enter into a Service Contract for the Management of the Facility and to provide a Business Support Service;

- (c) authorises the Interim Corporate Director (Project Delivery), to agree the terms and conditions of the Service Contract, within the context of the principles set out in the Portfolio Holders' joint report, and in consultation with the Portfolio Holder for Housing and the Portfolio Holder for Business and Economic Growth;
- (d) endorses the granting of a Licence to COLBEA to occupy the property on terms to be agreed by the Interim Corporate Director (Project Delivery), in consultation with the Portfolio Holder for Housing and the Portfolio Holder for Business and Economic Growth;
- (e) endorses the allocation of up to an additional £70,000 from the budget set aside to support housing in Jaywick to the Jaywick Sands Covered Market and Managed Workspace project, with the final amount being agreed by the Interim Corporate Director (Project Delivery), in consultation with the Portfolio Holder for Housing and the Portfolio Holder for Business and Economic Growth; and
- (f) authorises the Council's Section 151 Officer, in consultation with the Portfolio Holder for Corporate Finance and Governance, to make the necessary changes to the Council's General Fund and Housing Revenue Account budgets to reflect the decisions made.

60. CABINET MEMBERS' ITEMS - REPORT OF THE BUSINESS & ECONOMIC GROWTH PORTFOLIO HOLDER - A.5 - NORTH ESSEX ECONOMIC BOARD: COLLABORATION & FUNDING AGREEMENT

Cabinet had before it a report of the Business & Economic Growth Portfolio Holder (A.5) which sought its approval to enter into a Collaboration and Funding Agreement with the local authority partners that together comprised the North Essex Economic Board (NEEB), and to allocate 10% of the North Essex Councils' Additional Restrictions Grant (ARG) funding in support of the Board's COVID-19 recovery interventions.

The Cabinet's authority was also sought for the Portfolio Holder for Business & Economic Growth and Corporate Finance and Governance to be authorised to approve future projects agreed by the NEEB that fell within this 10 percent of the District's ARG funding.

Members were aware that the Government had made funding available to local authorities through its Additional Restrictions Grant scheme (ARG) in order to support businesses that had been severely impacted by COVID-19 related restrictions.

It was reported that, at its meeting held on 11 November 2020, NEEB had determined (subject to constituent member approval) to establish a pool of top sliced ARG funding (10 percent of each District's allocation) in support of sub-regional (North Essex) business support and skills interventions approved by the Board in order to support the area's COVID-19 recovery. Ten percent of Tendring District Council's (TDC) ARG grant equated to £293,000. However, it was not expected that this full amount would be required as TDC and other Councils had already spent funds on 'Click It Local' which had formed part of this agreement and Essex County Council (ECC) was currently taking forward the Business Support element of the programme which had come in below the anticipated budget of £150,000 per Council thereby reducing the budget to £120,000 per District for this programme. In addition, Braintree District Council were leading the skills element of the programme.

Cabinet was informed that, with all North Essex Councils contributing to the ARG pool, the Board would have a project fund of £1.65m. ECC had not received ARG funding, but had contributed a further £220,000 to cover elements of the programme that the ARG could not pay for such as staffing and marketing costs.

Members were reminded that NEEB was a partnership of local authorities comprising: Braintree, Maldon, Tendring, Uttlesford, Colchester, Chelmsford, and Essex County Council. TDC's representative on the board was the Portfolio Holder for Business and Economic Growth (Councillor Mary Newton) plus Officer support from the Council's Economic Growth Team.

By pooling resources it was felt that the partners would be able to implement a range of sub-regional project interventions that together would have a positive impact on the economic recovery of North Essex. Interventions would also focus on the delivery of skills necessary to support businesses and to get residents of working age back into employment.

It was reported that the partners had endeavoured to provide business support that complimented localised projects currently running within their Districts which included such schemes as Tendring's Business Support Service which had been delivered by Colbea. The programme of support to business had been developed to align with the Council's Back to Business Delivery Plan, helping the District of Tendring to recover from the challenges of the pandemic.

Members were made aware that NEEB had identified six 'quick win projects. These were as follows:

- Click it Local
- Digital Support
- Importing & Exporting
- Financial & Debt Management
- Start-up Support
- Business Navigation

Cabinet was reminded that the first of the projects supported by NEEB had been Click it Local, albeit given the need to set-up the Collaboration and Funding Agreement, this had been contracted separately by each local authority partner rather than through a single contract. Members recalled that the Click it Local scheme had been launched in the Tendring District on 27th April 2021. The scheme provided an online platform enabling local independent shops and retailers to be able to compete with the likes of Amazon on convenience and choice. NEEB partners had determined to extend this initiative until the end of the financial year (i.e. March 2022) and to keep it free of charge for those businesses signed up to the platform.

Members were advised that, following the launch of Click it Local in Districts across North Essex, the partners had initiated a procurement exercise (led by ECC) to secure contractors to provide a range of Business Support and Skills related interventions tailored to meet the needs of businesses across North Essex. To this end Officers representing the seven local authority partners had recently evaluated the tenders received vis-à-vis five support programmes. Those had included:-

Business Navigation Support

The aim of this procurement was to appoint a specialist organisation to deliver free business navigation support across North Essex. Its primary purpose was to increase the number of businesses accessing business navigation services from within the NEEB area. It was expected that additional dedicated Business Support Navigators would be used to help North Essex businesses to identify relevant programmes, initiatives and/or funding schemes currently on offer across Essex and to assist in accessing the support available.

Pre-start and start-up business support

This procurement was for the business start-up support element of the programme. The aim was to deliver free advice and support to individuals who had ambitions to start a business and to assist a start-up business during their first 12 months of trading. The service would include the provision of learning, advice, mentoring and networking.

Specialist importing and exporting advice

This procurement was for the free importing and exporting advice support element of the programme. The service would provide free, structured one-to-one and one-to-many bespoke advisory support to businesses who currently traded, or who wanted to begin to trade, both within Europe and with the rest of the world.

Financial and debt management support

The primary purpose of this procurement was to provide free, one-to-one financial and debt management support and advice to businesses, alongside navigation services which signposted businesses to other financial support programmes, in order to create and safeguard jobs and support business growth and survival across North Essex.

Business digitising and e-commerce support

This procurement was for the business digitising and e-commerce support element of the programme including cyber security. The aim was to deliver free support especially as digital transformation was key to the recovery of businesses, with the need to switch to online platforms as alternative and additional sales channels.

Overall, it was reported that partners' ARG contributions had until now remained within the budgets held by each of the second tier authorities with the understanding that the monies would be transferred to ECC as required (subject to the approval of a Collaboration and Funding Agreement).

ECC was now seeking TDC's agreement to the Collaboration and Funding Agreement and that the Council transferred 10 percent of its top sliced ARG funding to an account to be held and managed by ECC.

This allowed TDC two options:-

Option 1: To approve the terms of the draft Collaboration and Funding Agreement and agree to make available 10 percent of the ARG and continue to support the NEEB

projects as agreed on the 17th November 2020. This would allow TDC to continue its support for businesses via the six quick win interventions outlined above; or

Option 2: To not sign the Collaboration and Funding Agreement and withhold the ARG funding which the Council's Board representative had approved, in principle, in November 2020. This option could irreparably damage the Council's reputation and its standing with other NEEB partners.

Having considered all of the information, advice and proposals contained in the Portfolio Holder's report:-

It was moved by Councillor Newton, seconded by Councillor G V Guglielmi and:-

RESOLVED that Cabinet -

- (a) approves the maximum allocation of £293,000 from the Additional Restrictions Grant Fund (ARG) to Essex County Council for the purposes of delivering the projects identified by the North Essex Economic Board (NEEB) on the terms and conditions, as set out in the Collaboration and Funding Agreement, attached as Appendix A to item A.5 of the Report of the Business & Economic Growth Portfolio Holder; and
- (b) authorises the Portfolio Holder for Business & Economic Growth and the Portfolio Holder for Corporate Finance and Governance to agree future projects agreed by the NEEB that fall within this 10 percent of the District's ARG funding.

61. MATTERS REFERRED TO THE CABINET BY A COMMITTEE - REFERENCE FROM THE RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE - A.6 - SCRUTINY OF THE USE OF SECTION 106 MONIES

Cabinet was informed that, at its meeting held on 15 July 2021 (Minute 14 referred) the Resources and Services Overview & Scrutiny Committee ("the Committee") had scrutinised the use of Section 106 monies.

After a detailed discussion the Committee had recommended to Cabinet the following:-

1. *To the extent that it is not happening at present, details of the proposed schemes using S106 funds in a particular ward be advised as a routine to the local Ward Councillor(s) and consideration be given to the views expressed by the Ward Councillor(s) on the proposed scheme before and decisions are taken to implement the scheme.*
2. *That, for those parts of the District that are parished, the relevant Town or Parish Council be advised about S106 funds that had been secured and whether they could bid for schemes to be funded or identify schemes for officers to consider.*
3. *That, for those parts of the District that are un-parished, the locality descriptor should be the relevant District Ward rather than 'Clacton' so as to improve the understanding of the figures shown for that area.*

4. *That an annual statement be made on the amounts of monies received in S106 funds, the total sum held by the Council in S106 funds and the sums spent on schemes in that year against the common obligations of:*
 - *Public open space*
 - *Affordable Housing*
 - *Education*
 - *Highways*
 - *Town centre Improvements*
 - *Health*
5. *To note the commitment if the Council's Assistant Director for Finance and IT that the S106 spreadsheet publicly available on the Council's website would be amended to include commitments so that the sums shown are clear and complete.*

Cabinet had before it the response of the Portfolio Holder for Corporate Finance & Governance thereto which was as follows:-

"Taking each point in turn, my comments are as follows:

- 1) *Agreed - This will be reflected in future decision making processes, where the views of the ward councillor will be required before the associated decision can be finalised and published.*
- 2) *Existing processes already provide a proportionate response to the issue raised, as the information is published on the Council's website where Town and Parish Council can access it on a self-service basis rather than having to introduce a further layer of unnecessary administration. However we can consider further sign-posting support / opportunities in future.*
- 3) *& 5) Agreed – both points raised will be addressed via the associated review by the S151 officer.*
- 4) *Similar to the response to point 2) above, existing processes already provide this information which will be enhanced in future years by the commitments made above."*

Having considered the recommendations submitted by the Resources and Services Overview & Scrutiny Committee, together with the response thereto of the Portfolio Holder for Corporate Finance & Governance:-

It was moved by Councillor G V Guglielmi, seconded by Councillor McWilliams and:-

RESOLVED that the recommendations made by the Resources & Services Overview and Scrutiny Committee be noted and that the response of the Corporate Finance & Governance Portfolio Holder in response thereto be endorsed.

62. MANAGEMENT TEAM ITEMS

There were none on this occasion.

63. EXCLUSION OF PRESS AND PUBLIC

It was moved by Councillor Stock OBE, seconded by Councillor G V Guglielmi and:-

RESOLVED that, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of Agenda Item 15 on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A, as amended, of the Act.

64. EXEMPT MINUTES OF THE MEETING HELD ON FRIDAY 17 SEPTEMBER 2021

It was **RESOLVED** that the exempt minutes of the meeting of the Cabinet, held on Friday 17 September 2021, be approved as a correct record and be signed by the Chairman.

The Meeting was declared closed at 11.54 am

Chairman

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CABINET

12 NOVEMBER 2021

REFERENCE REPORT FROM THE COMMUNITY AND LEADERSHIP OVERVIEW & SCRUTINY COMMITTEE

A.1 SCRUTINY OF THE LAWFUL AND UNLAWFUL USE OF E-SCOOTERS AND THE EXTENT OF THE POLICING ACTION AGAINST THOSE UNLAWFULLY USING THEM

(Report prepared by Keith Durran)

BACKGROUND

At its meeting held on 27 September 2021 (Minute 12 refers) the Community Leadership Overview & Scrutiny Committee (“the Committee”) had scrutinised the lawful and unlawful use of e-scooters and the extent of the policing action against those unlawfully using them.

The Committee heard from Tracey Vickers, Head of Sustainable Transport – Essex County Council and Fercia Weyer - Spin's Essex General Manager that in the spring / summer of 2020, the Department for Transport (DfT) had announced a proposal to trial the use of electric scooters in named pilot areas. Local authorities had been encouraged to apply to become a pilot area, and Essex County Council (ECC) had drafted proposals for Basildon, Braintree, Brentwood, Clacton, Chelmsford and Colchester. ECC had then identified a preferred supplier – Spin – and had submitted those proposals to the DfT.

ECC, in partnership with Spin, had launched the trial in Clacton on 1 March 2021. Under the trial, e-scooters hired from Spin were allowed to be ridden on roads and cycle paths. There were currently 150 Spin e-scooters in Clacton, and the town was approaching 30,000 individual rides since the trial began. The trial would run until the end of October 2021, but consideration was being given to extending the trial until March 2022.

The Committee was shown a Spin E-scooters and this was demonstrated to the Committee in order to show how a registered user would be linked to an individual E-scooter, its forward and rear lights and the panel that displayed the speed of the E-scooter to the user. The expectation for users to park the E-scooter safely and photograph it once parked was outlined to the Committee.

COMMUNITY LEADERSHIP OVERVIEW & SCRUTINY COMMITTEE'S RECOMMENDATION(S) TO CABINET

After a detailed discussion the Committee had **RECOMMENDED** to Cabinet:-

“That representations be made to the Department of Transport to the effect that riders of E-Scooter must be required to wear safety helmets, that E-Scooters be required to generate a low level noise to make them audible for safety reasons and that they are fitted with indicator lights.”

PORTFOLIO HOLDER COMMENT(S) AND RECOMMENDATION(S) TO CABINET

Portfolio Holder's Comments

"I endorse the Committee's recommendations that representations be made to the Department of Transport for the specified safety improvements."

Recommendations to Cabinet:

That the recommendation made by the Community Leadership Overview & Scrutiny Committee be noted and that the response of the Portfolio Holder thereto be endorsed.

CABINET

12 NOVEMBER 2021

REFERENCE REPORT FROM THE RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE

A.2 SCRUTINY OF THE COUNCIL'S SEAFRONT SERVICES

(Report prepared by Keith Durran)

BACKGROUND

At its meeting held on 20 September 2021 (Minute 23 refers), the Resources and Services Overview & Scrutiny Committee ("the Committee") scrutinised the Council's Seafronts Services.

The Committee heard how in 2014 the Council had instigated a £36 million coastal defence project stretching from Clacton Pier to Holland-on-Sea in partnership with the Environment Agency. Not only had that protected the coastline, it had led to the creation of 23 new sand beaches which had provided a major opportunity for tourism development.

The Committee also heard that in 2016 the pre-construction phase had started to stabilise the cliff between Hazelmere Road and Queensway. This phase had consisted of ground investigations, numerous surveys, obtaining planning permission, producing detailed designs, producing tender documents, obtaining tenders, and appointing a contractor in line with the Council's procurement policy. The construction of the project had commenced on 28 August 2018 and had been completed on 28 June 2019 at a cost of £4.3 million. The project had stabilised a 500m length of coastal slopes by temporarily removing 83 beach huts, excavating to construct a new piled slope retaining wall and new steel piled retaining wall at the base of the slope to provide a stable shelf for the beach huts to be returned. The scheme had also included new drainage and a Equality Act compliant ramp from the top promenade to the lower promenade.

The scheme had been first identified in the Clacton & Holland Geomorphological Assessment and Conceptual report 2015 produced by Mott MacDonald. The report had identified the areas that were most at risk of failure between Clacton Pier and Holland Haven. The report had also suggested a detailed slope stability study of the cliffs to be carried out at a cost of £225,000. Based on that estimate the suggested cost to carry out detailed slope stability studies on all of the cliffs the Council was responsible for would be approximately £700,000.

With the assistance of the Assistant Director (Building & Public Realm) and Mr David Clarke of Hestur Limited (the Council's contractor for the current cliff stabilisation works), the Committee considered the risk factors for the cliffs in the area and the measures to reduce the risks and otherwise undertake works to stabilise the cliffs for the future. The aim would be to achieve cliffs with a sustainable factor of safety of 1.0. Mr Hestor advised that neighbouring cliffs to those currently being stabilised could fail with a marginal deterioration of the factor of safety.

The works being undertaken used techniques to reduce vibration and therefore did not themselves cause the factor of safety to deteriorate in those neighbouring cliffs. He also advised that the current stabilisation works could be completed by December 2021 (although it had provided for them to be completed by March 2022 to allow for adverse weather impacts). The Assistant Director (Building & Public Realm) referred to an initial visual overview of the slopes from the Pier to Holland Haven that had confirmed that some

were at more risk of failure and the bowed railings and cracked promenade in places were some of the indicators of this. He further advised that the original pitch-fibre drainage system was still in place in the cliffs although its effectiveness had likely deteriorated.

RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE'S RECOMMENDATIONS TO CABINET

After a detailed discussion the Committee had **RECOMMENDED** to Cabinet that:

- a) where observation reveals cliff slippages, all communication with Beach Hut Licensees in respect of Cliff Stabilisation and safety, is consistently shared with the relevant District Ward Councillors; and
- b) the undertaking of a survey of cliff vulnerability across the 26 kilometres of coast line for which this Council is responsible and beach levels in the 23 bays created in 2013/14 in the Clacton-on-Sea and Holland-on-Sea areas be undertaken as an imperative piece of work in the next few months and thereby address the concerns raised by the Committee on 22 June 2020 (Minute 62 refers) and on 21 September 2020 (Minute 85 refers).

PORTFOLIO HOLDER COMMENT(S) AND RECOMMENDATION(S) TO CABINET

Portfolio Holder's Comments

"I would like to thank the Committee for their comments. To reply specifically to the points made:

1. *I entirely agree with the idea of keeping ward councillors fully involved. I know that the officers involved in the beach huts service specifically already seek to keep ward councillors involved in decisions. I have asked that they redouble their efforts in this regard and hope that there are even fewer exceptions to this good practice in the future.*
2. *Past studies on the Holland on Sea cliffs have been carried out at some expense by a large engineering company. It's unrealistic to expect to be able to completely predict the location and extent of future cliff failures. That's because the cliffs tend to have naturally formed with a limited factor of safety and failures caused by changing factors outside of the Council's, or anyone's, control. I don't think that it is viable to commission further surveys of this kind. However, the Coastal Manager is working with a local engineer with regard to the conduct of a series of visual inspections and some analysis that will give us greater insight into the stability of the main cliffs in the District, at a cost that can be accommodated. I have asked that the findings are reported back to me when completed.*
3. *The District Council has funded and begun a significant cliff stabilisation project at Holland on Sea this year. The work will be completed during the winter, in time for next year's season. This project has significantly affected the Council's reserves. It is my view that the Council cannot itself afford to address future*

cliff issues in isolation. I have requested further investigations and advice on the Council's liability for cliff work and the extent to which external funding can be called upon to assist."

Recommendations to Cabinet:

That the recommendations made by the Resources and Services Overview & Scrutiny Committee be noted and that the responses of the Portfolio Holder thereto be endorsed.

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CABINET

12 NOVEMBER 2021

REFERENCE REPORT FROM THE RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE

A.3 SCRUTINY OF PARTICULAR ELEMENTS OF THE COUNCIL'S SPORT AND LEISURE SERVICE

(Report prepared by Keith Durran)

BACKGROUND

At its meeting held on 20 September 2021 (Minute 22 refers), the Resources and Services Overview & Scrutiny Committee ("the Committee") had scrutinised particular elements of the Council's Sport and Leisure Service.

Members heard that the enquiry was to consider the Council's developing Leisure Strategy (and how this would inform investment to address areas where Tendring was below comparable averages in activity levels), the commissioned works being undertaken at Clacton Leisure Centre (CLC) and the refurbishment of the CLC Skate Park.

RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE'S RECOMMENDATIONS TO CABINET

After a detailed discussion the Committee had **RECOMMENDED** to restate to Cabinet:-

"That the Committee's request that an updated draft District-wide Leisure Strategy be brought forward as speedily as possible for consultation and that the Strategy should seek to enable a fresh direction to the delivery of leisure facilities and address the issues facing the District, including encouraging people to progress from being fairly active to active and from inactive to fairly active and the provision for those with disabilities."

PORTFOLIO HOLDER COMMENT(S) AND RECOMMENDATION(S) TO CABINET

Portfolio Holder's Comments

"I would like to thank the Committee for proposing a fresh approach, and to commend staff for implementing it in a way that encourages more activity, including:-

- £617,000 invested in Clacton Leisure Centre, upgrading changing rooms, sauna, LED lighting and the air handling unit in the health suite, and new wetside changing rooms, to complete by Christmas;*
- £250,000 allocated to a new Clacton Skatepark to be completed next Summer;*
- £670,000 from ECC and the Football Foundation to fund and install a 3G football pitch at Clacton; and*
- £30,000 to support up to 120 people on a 12 week GP referral scheme to TDC leisure facilities."*

Recommendations to Cabinet:

That the recommendations made by the Resources and Services Overview & Scrutiny Committee be noted and that the responses of the Portfolio Holder thereto be endorsed.

CABINET

12 NOVEMBER 2021

REFERENCE FROM THE RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE

A.4 SCRUTINY OF HOUSING VOIDS (Report prepared by Keith Durran)

BACKGROUND

At its formal meeting held on 15 July 2021 (Minute 15 refers) as well as two informal meetings held on 2 September and 15 September 2021 the Resources and Services Overview & Scrutiny Committee ("the Committee") scrutinised Housing Voids.

The Committee heard that alongside the Allocations Teams usual work they were in the process of a large digitisation of their files from a paper based format to an electronic/digital copy. This process had been hampered by a shortage of staff at present.

The Committee also heard of a property in Alresford that had been handed back to the Allocations Team for letting in June 2020 and how the property had then been offered to a homeless man who had promptly turned it down. The property had then not been offered to another person until May 2021 who had also turned it down. It was then offered to a homeless person in August 2021 who had accepted it.

Members were informed that the reason that the property had not been offered to anyone for 11 months was that it was a specially adapted property with a level access shower, and that it was the Council's practice to hold such adapted properties for people that required that adaption. Tim R. Clarke (Assistant Director, Environmental & Housing) further informed Members that whilst it was ideal for an adapted property to be given to be someone that required that adaption, that should not lead to a property being left empty for any lengthy period of time when someone who didn't need the adaption could have taken the property in the meantime.

It was reported to Members that temporary measures had been introduced in 2021 to control in-year expenditure on improvements to void Council Homes, these had included repairing where possible instead of replacing items as well as issuing out decorating grants so tenants could style their properties personally.

Andy White (Assistant Director, Building & Public Realm) was asked:-

"Can we have the voids detail added to with whether they are currently with building clearing/repairs/upgrades which would include all that is with outside ad hoc contractors, rapid response and any in-house teams? Basically, anything that would fall under Andy's teams. Rapid's contract has timescales for different categories of work and so a reference to the relevant Rapid category would be helpful. Could you also show how long these properties have been with the relevant contractors, especially the ad hoc ones"?

Members heard that this was not possible as the information requested was not collated on a single database and to access and compile such information would take considerable work and Officer time.

It was reported to the Committee that on 6th April 2021 a new recharge policy for council tenants and lease holders had been introduced, that meant the Council could recharge people if they left a Council property and it needed clearing or repairs, or any cost to put the property back into an acceptable state. At the time of the meeting Mr White explained that he was not sure of the number of recharge notices serviced but he knew that they had started but at the present time it had been a very small amount.

It was also reported to the Committee that the Council was currently trialling the upskilling of internal employees to take over the voids repair work from the current external contractors. The trial was to see if the internal team could match the standards of the external contractors in relation to speed and quality of work. Mr White informed Members that due to Market Forces he was unlikely to internally employ in-house qualified trades people as their rates would not match the Council's internal pay scales.

RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE'S RECOMMENDATIONS TO CABINET

After a detailed discussion the Committee **RECOMMENDED** to Cabinet that:-

- (1) *“the resources available for the Housing Allocations Service of the Council be reviewed in order to ensure that it is able to deliver the rapid response and excellent customer service to those on the Housing Register, and those applying, and thereby contribute further to reducing the average time Council Homes remain untenanted by moving all paper work to a digital format.*
- (2) *following the commission of an informal audit to review to allocation of adapted properties, that changes be made to the process, so that a selection of individuals on the Housing Register are waiting for adapted homes and we should rightly seek to achieve the best match, where possible, this should not be pursued to the extent that individual properties remain untenanted for long periods of time due to infrequent offers to those on the Register and in need of housing.*
- (3) *the temporary measures introduced in 2021 to control expenditure in year on improvements to void Council Homes be continued going forward (as such if the kitchen is functional and efficient to maintain it will not be replaced only for the reason of upgrading it).*
- (4) *the IT solutions for the separate sections of the Council dealing with Housing Allocations and Council Home repairs and maintenance be enhanced so that there is a shared resource that can support the council with a range of data that the current separate systems were unable assist efficiency of the Council as a whole.*
- (5) *a more active and purposeful approach be undertaken than at present in respect of the recharging of former tenants who had left items to be removed or otherwise in a condition requiring remedial/repair works and that these charges be linked from commencement with any debts for unpaid rents by those tenants in order to assist an efficient recovery process.*
- (6) *the current 14 month trail in respect of an in house team to undertake Council House repairs, be actively reviewed to ensure opportunities are taken during that trial, to support skills development and recruitment and retention measures enhancement (including if appropriate market forces enhancements for certain specialist skills and attraction of those with relevant accreditation to work for the Council; maybe part-time).*

- (7) *the Portfolio Holder for Housing be encouraged to establish a Housing Working Party to continue the focus on Housing Voids and the issues considered in the enquiry by this Committee (including those reflected in these recommendations).*
- (8) *an appropriate Key Performance Indicators be developed around timescales for untenanted Council Homes to be offered and re-tenanted, the undertaking of repair/refurbishment of Council Homes and recovery of costs incurred due to the condition of properties once vacated by former tenants etc and shared with Councillors together with periodic detail of achievement against those Indicators.*
- (9) *proposals for a stock condition survey be drawn up and consider the benefits to the Council in identifying issues with the Council's Housing Stock and thereby assist it to improve its plan for expenditure through the Housing Revenue Account in the short, medium and longer term."*

PORTFOLIO HOLDER COMMENT(S) AND RECOMMENDATION(S) TO CABINET

Portfolio Holder's Comments

"I would like to thank the Committee for their comments. To reply specifically to the points made:

- 1. Since the last meeting of the Committee the allocations team has been working hard to allocate available properties and I am pleased to be able to advise that at the time of writing there are no general purpose properties available to let that are not allocated or subject to offer to prospective tenants. I would like to particularly mention the Housing Solutions and Allocations Manager, the Senior Housing Solutions and Allocations Officer and the team's apprentice and thank them for the work that has been done to achieve this. Looking into the future the team is presently implementing a new software package which will make the process easier for the team and I hope and expect that this will allow the team to maintain the position that has been achieved.*
- 2. The team have reviewed processes internally as mentioned and rebalanced the allocations process to give a stronger emphasis on allocating properties at a higher frequency than on perfectly matching any adaptations present to prospective tenants.*
- 3. The nature of works carried out at properties has been severely cut back for timing and financial reasons. It may be advantageous to review that as the position is regularised into the future, time and financial constraints may allow a winding back of some of the control measures.*
- 4. The teams are working with a shared spreadsheet at present. They also have separate specialist software for each. I agree that a link between the two packages would be a useful area for future development.*

5. *I agree that once the position on void properties overall is dealt with a greater emphasis on recovery of costs would be appropriate, potentially including external debt recovery services. I think however that it is important to remember that former tenants can sometimes be untraceable or unable to pay any debts. A proportionate response will be required.*
6. *I understand that Mr White's comments at the Committee's meeting were intended to highlight the potential issues with the recruitment of specialist tradespeople such as electricians and gas fitters. The limited duration of the trial period is also a consideration in the attractiveness of the team to potential tradespeople. The team is recruiting at the moment and depending on the outcome measures such as market forces could be applied.*
7. *I have established a pattern of fortnightly meetings with my colleague the Portfolio Holder for Finance and Governance, Chief Executive, Corporate Director and Assistant Directors to monitor progress.*
8. *The group above has established performance measures. The teams are currently adapting the spreadsheet and records seeking to calculate them efficiently:*

For publication:

- *Quarterly financial void position – income lost and %*
- *Quarterly void average time from date void to date re-let*

For internal monitoring only: the group has requested a small number of indicators focussing on monthly turnover of properties, number of long term voids, turn-around times and costs.

9. *I have asked the teams to investigate the feasibility of a stock condition survey. I am aware of overspends on repairs in the last two years and the need for investment in energy efficiency and other programme items. The potential for expenditure on surveys needs to be considered against the need for direct investment in the stock. A balance has to be struck and I propose to make a decision on a stock survey when the pros and cons are reported."*

Recommendations to Cabinet:

That the recommendations made by the Resources and Services Overview & Scrutiny Committee be noted and that the response(s) of the Portfolio Holder thereto be endorsed.

CABINET

12 NOVEMBER 2021

REFERENCE FROM THE PLANNING POLICY & LOCAL PLAN COMMITTEE

A.5 CONSERVATION AREA CHARACTER APPRAISAL AND MANAGEMENT PLANS AND CRITERIA FOR LOCAL LISTING OF 'NON DESIGNATED HERITAGE ASSETS'

(Report prepared by Ian Ford, Committee Services Manager)

PURPOSE OF THE REPORT
<p>To enable the Cabinet to give consideration to recommendations made to it by the Planning Policy & Local Plan Committee in relation to the first five in a series of 'Conservation Area Appraisal and Management Plans' that had been prepared for the Council by Essex Place Services, as well as proposals for the inclusion of buildings and structures on a 'Local Heritage List'.</p>

EXECUTIVE SUMMARY
<p>The Planning Policy & Local Plan Committee ("the Committee"), at its meeting held on 19 October 2021 (Minute 16 refers), gave consideration to a comprehensive report (and appendices) of the Acting Director (Planning) which had reported to it the first five in a series of 'Conservation Area Appraisal and Management Plans' that had been prepared for the Council by Essex Place Services, as well as the proposed criteria for the inclusion of buildings and structures on a 'Local Heritage List'. The report had also sought the Committee's recommendation to Cabinet that they be published for public consultation purposes and that proposals for a Local List of non-designated heritage assets be invited.</p> <p>The Committee's decision at its meeting held on 19 October 2021 was as follows:-</p> <p>"RESOLVED <i>unanimously that the Planning Policy and Local Plan Committee –</i></p> <p>(a) <i>approves, in principle, the new Conservation Area Appraisal and Management Plans for: Clacton Seafront (Appendix 1); Dovercourt (Appendix 2); St. Osyth (Appendix 3); Thorpe-le-Soken (Appendix 4); and Thorpe Station & Maltings (Appendix 5); as well as the proposed Criteria for assessing buildings and structures for inclusion on a 'Local Heritage List' of non-designated heritage assets (Appendix 6);</i></p> <p>(b) <i>recommends to Cabinet that the above documents (forming Appendices 1-6) be published for consultation with the public and other interested parties;</i></p> <p>(c) <i>recommends further to Cabinet that a six month exercise be undertaken to invite suggestions from the community and other interested parties for structures to include on the Local Heritage List of non-designated heritage assets; and</i></p> <p>(d) <i>notes that Conservation Area Appraisal and Management Plans for the District's other Conservation Areas will be brought before the Committee in due course over the next 12 months."</i></p>

RECOMMENDATION

That, subject to Cabinet's consideration of the recommendations of the Planning Policy & Local Plan Committee arising from its meeting held on 19 October 2021, Cabinet resolves:

- (a) that the new Conservation Area Appraisal and Management Plans for: Clacton Seafront (Appendix 1); Dovercourt (Appendix 2); St. Osyth (Appendix 3); Thorpe-le-Soken (Appendix 4); and Thorpe Station & Maltings (Appendix 5); as well as the proposed Criteria for assessing buildings and structures for inclusion on a 'Local Heritage List' of non-designated heritage assets (Appendix 6) be published for consultation with the public and other interested parties; and
- (b) that a six month exercise be undertaken to invite suggestions from the community and other interested parties for structures to include on the Local Heritage List of non-designated heritage assets.

CURRENT POSITION

Cabinet is now requested to consider the recommendations submitted to it by the Planning Policy & Local Plan Committee.

The Acting Director's (Planning) Report and accompanying Appendices which were considered by the Planning Policy & Local Plan Committee at its meeting held on 19 October 2021 are attached as Appendices to this report.

FURTHER INFORMATION BY WAY OF BACKGROUND AND CONTEXT

At the meeting of the Planning Policy & Local Plan Committee on 19 October 2021, Members were aware that the District of Tendring contained a wealth of 'heritage assets' which included over 900 listed buildings, 20 Conversation Areas, four Registered Parks and Gardens and a variety of scheduled monuments for which the Council had a duty to preserve, or enhance, through its decision making as the Local Planning Authority.

Members had further recalled that, following its recommendation by that Committee, the Cabinet had agreed to formally adopt the Council's 'Heritage Strategy' in March 2020. That Strategy had contained a number of recommended actions for the Council and its partners which included reviewing and updating Conservation Area Appraisals and preparing a 'Local List' of non-designated heritage assets within the District.

It had been reported to the Committee that Officers had worked with Essex Place Services to review and update the Conservation Area Appraisals and Management Plans for all 20 of the District's Conservation Areas and that it was now proposed that those were published for consultation before being finalised and formally adopted by the Council.

The Committee was also informed that the first five of the new Conservation Area Appraisal and Management Plans proposed for publication related to the:-

- Clacton Seafront Conservation Area;
- Dovercourt Conservation Area;
- St Osyth Conservation Area;
- Thorpe-le-Soken Conservation Area; and

- Thorpe Station and Maltings Conservation Area.

Members had been informed that those Conservation Areas had been put forward for consideration and publication first because they had been identified on Historic England's Register of Conservation Areas at Risk. It was proposed that the appraisals undertaken for the remainder of the District's Conservation Areas would be presented to the Committee and, subject to Cabinet approval, published for consultation in batches over the course of the next 12 months.

The Committee was reminded that, throughout the District, there were also many historically important buildings which were not 'Listed' i.e. protected through their formal identification on Historic England's National List'. However, Local Planning Authorities had the power to prepare their own 'Local Heritage List' of 'non-designated' heritage assets which would give them a level of protection through the planning system when they were the subject of, or affected by, development proposals.

It had been reported to the Committee that the first stage of preparing a Local List was to agree a set of Criteria against which all proposed Locally Listed buildings and structures would be assessed against. It was also proposed that those criteria were also published for consultation before the Council began compiling the Local List, for which suggestions from the community would be invited in due course.

BACKGROUND PAPERS

There are no background papers (as defined by the Local Government Act 2000) arising from this report.

APPENDICES

Appendix A – Report of the Acting Director (Planning) (item A.2) to the meeting of the Planning Policy & Local Plan Committee held on 19 October 2021.

Appendix 1 - Clacton Seafront Conservation Area Appraisal

Appendix 2 – Dovercourt Conservation Area Appraisal

Appendix 3 – St Osyth Conservation Area Appraisal

Appendix 4 – Thorpe le Soken Conservation Area Appraisal

Appendix 5 – Thorpe Station and Maltings Conservation Area Appraisal

Appendix 6 – Local Heritage List

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A.5 APPENDIX A

PLANNING POLICY AND LOCAL PLAN COMMITTEE

19 OCTOBER 2021

REPORT OF THE ACTING DIRECTOR (PLANNING)

A.2 CONSERVATION AREA CHARACTER APPRAISAL AND MANAGEMENT PLANS AND CRITERIA FOR LOCAL LISTING OF 'NON-DESIGNATED HERITAGE ASSETS'

(Report prepared by William Fuller)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT
<p>To report to Planning Policy and Local Plan Committee the first five in a series of 'Conservation Area Appraisal and Management Plans' prepared for the Council by Essex Place Services, as well as the proposed criteria for the inclusion of buildings and structures on a 'Local Heritage List'; and for the Committee to agree a recommendation to Cabinet that they be published for consultation and that proposals for a Local List of non-designated heritage assets be invited.</p>
EXECUTIVE SUMMARY
<p>Tendring contains a wealth of 'heritage assets' which include over 900 listed buildings, 20 Conversation Areas, four Registered Parks and Gardens and a variety of scheduled monuments for which the Council has a duty to preserve or enhance through its decision making as the Local Planning Authority.</p> <p>Following consideration by the Planning Policy and Local Plan Committee, the Cabinet agreed to formally adoption the Council's 'Heritage Strategy' in March 2020. This Strategy contains a number of recommended actions for the Council and its partners which included reviewing and updating Conservation Area Appraisals and preparing a 'Local List' of non-designated heritage assets within the District.</p> <p>Officers have worked with Essex Place Services to review and update the Conservation Area Appraisals and Management Plans for all 20 of the District's Conservation Areas and it is proposed that these are published for consultation before being finalised and formally adopted by the Council.</p> <p>The first five of the new Conservation Area Appraisal and Management Plans proposed for publication relate to:-</p> <ul style="list-style-type: none">• Clacton Seafront Conservation Area;• Dovercourt Conservation Area;• St Osyth Conservation Area;

A.5 APPENDIX A

- Thorpe-le-Soken Conservation Area; and
- Thorpe Station and Maltings Conservation Area.

These Conservation Areas have been put forward for consideration and publication first because they are identified on Historic England's register of Conservation Areas at risk. It is proposed that the appraisals undertaken for the remainder of the District's Conservation Areas will be presented to the Committee and, subject to Cabinet approval, published for consultation in batches over the course of the next 12 months.

Throughout the District there are also many historically important buildings which are not 'Listed' i.e. protected through their formal identification on Historic England's national List'. However, Local Planning Authorities do have the power to prepare their own 'Local Heritage List' of 'non-designated' heritage assets which gives them a level of protection through the planning system when they are the subject of, or affected by, development proposals.

The first stage of preparing a Local List is to agree a set of Criteria against which all proposed Locally Listed buildings and structures are assessed against. It is proposed that these criteria are published for consultation before the Council begins compiling the Local List, for which suggestions from the community will be invited in due course.

This report therefore presents details of the above mentioned Conservation Area Appraisals as well as the criteria Locally Listed buildings will be set against. The Committee is asked to consider these and to agree a recommendation to Cabinet to publish them for consultation.

RECOMMENDATIONS

That the Planning Policy and Local Plan Committee:

- 1. considers the new Conservation Area Appraisal and Management Plans for Clacton Seafront (Appendix 1); Dovercourt (Appendix 2); St. Osyth (Appendix 3); Thorpe le Soken (Appendix 4); and Thorpe Station and Maltings (Appendix 5); as well as the proposed Criteria for assessing buildings and structures for inclusion on a 'Local Heritage List' of non-designated heritage assets (Appendix 6);**
- 2. recommends to Cabinet that the above documents (forming Appendices 1-6) be published for consultation with the public and other interested parties;**
- 3. recommends to Cabinet that a six-month exercise to invite suggestions from the community and other interested parties for structures to include on the Local Heritage List of non-designated heritage assets; and**
- 4. notes that Conservation Area Appraisal and Management Plans for the District's other Conservation Areas will be brought before the Committee in due course over the next 12 months.**

A.5 APPENDIX A

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

The Conservation Area Appraisals and Local List will support the Corporate Plan 2020-24 (aligned with the core themes of Tending4Growth and Community Leadership) through delivery of interventions aimed at:

- Delivering High Quality Services
- Community Leadership Through Partnerships
- Building Sustainable Communities for the Future
- Strong Finances and Governance
- A Growing and Inclusive Economy

RESOURCES AND RISK

Resources: TDC Officers are leading on this project with the input of Essex County Council Place Services under a service level agreement.

Adoption of the Conservation Area Appraisals and Local List will assist in attracting external funding for heritage related activity in the District. Potential sources of funding include:

- National Heritage Lottery Fund
- Heritage Action Zones (Historic England)
- Section 106 Agreements
- Partnership Schemes in Conservation Areas with Historic England

Risks: The adoption of the Conservation Area Appraisals and Local List supports the Council's duties to maintain and enhance heritage assets and so reduces the risk of the district's heritage assets being diminished or lost.

LEGAL

National Planning Policy Framework (February 2019), paragraph 185 states:

Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

- (a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
- (b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;

A.5 APPENDIX A

- (c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- (d) Opportunities to draw on the contribution made by the historic environment to the character of a place.

Consideration of any legal implications of actions proposed in the strategy will be needed in due course.

OTHER IMPLICATIONS

Crime and Disorder: Heritage assets are, unfortunately, vulnerable to crime. Having a strategy for promoting heritage assets in the district should contribute positively to their maintenance.

Equality and Diversity: The recommendations in this report are aimed at benefitting all who live, shop, work and visit the District.

Health Inequalities: There is a growing wealth of evidence that demonstrates the role heritage plays in improving mental wellbeing and physical health. People who visit heritage sites reported higher life satisfaction and happiness scores, as well as lower anxiety (Department for Culture Media and Sport 2015). Across Essex there are a number of schemes and organisations to encourage and support healthy activity, such as Active Essex and Healthy Life Essex. Tendring's heritage provides a positive platform to encourage people to enjoy the outdoors and take positive steps for their personal health and wellbeing. Heritage Trails, for example, are already established in Harwich and Dovercourt, Frinton-on-Sea, Clacton-on-Sea, Jaywick Sands and Walton-on-the-Naze encourage walkers to take routes through the historic environment. Promoting these to new groups and partnering with healthy organisations can open heritage to new audiences and increase wellbeing.

Area or Ward affected: All, with a focus on those area where Conservation Areas are being reassessed.

Consultation/Public Engagement: See 'consultation and adoption' section below.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

Members will recall that the Council's Heritage Strategy was considered by the Planning Policy & Local Plan Committee on 29th October 2019. At that meeting it was resolved that the Committee noted the Strategy and comments made by Members at the meeting.

On the 20th March 2020 Cabinet agreed to formally adopt the Council's Heritage Strategy. This Strategy contained a number of actions which were envisaged to be carried out by the Council and its partners throughout the lifetime of the Strategy. Two of these actions were for Officers to update

A.5 APPENDIX A

Conservation Area Appraisals and prepare a 'Local List' of non-designated heritage assets within the District.

Officers have worked alongside Essex County Council (ECC) Place Services to identify five Conservation Areas to be assessed. These Conservation Areas are:

- Clacton Seafront Gardens,
- Dovercourt Conservation Area,
- St Osyth Conservation Area,
- Thorpe-le-Soken Conservation Area and,
- Thorpe Station and Maltings Conservation Area.

These Conservation Areas were prioritised as they are indicated on Historic England's Heritage at Risk Register. The details of this can be found later in this report.

Officers intend to review all of the Council's Conservation Areas and the next set have already been commissioned from Place Services. These will follow in due course.

CONSERVATION AREA APPRAISALS

Each year the Council reports which Conservation Areas are at risk within the District to Historic England. Due to the pandemic details were not submitted in 2020 but in 2019 the areas at risk were:

- Clacton Seafront Gardens,
- Dovercourt Conservation Area,
- St Osyth Conservation Area,
- Thorpe-le-Soken Conservation Area and,
- Thorpe Station and Maltings Conservation Area.

Officers intend to reassess each of the District's 20 Conservation Areas over the next few years. We already have the next series of Appraisals in late drafts, these will also come before the Planning Policy and Local Plan Committee in due course.

Context and General Character

Each of the five Conservation Area Appraisals share a broadly similar structure. At the start of each Appraisal a section detailing the context and general character of the Conservation Area and the evolution of the Conservation Area is given.

The following areas of assessment are specific to each Conservation Area so have their own section headings.

Proposed Changes to the Con Area,

A.5 APPENDIX A

For Clacton reductions are made up of a reduction of the area in the east, to exclude modern development on the south side of Church Road which makes a negative or neutral contribution to the Conservation Area's character and appearance.

To extend parts of the area to the east, to include a consistent row of well-preserved historic dwellings of architectural interest on the north side of Church Road and north side of Holland Road, and the opposite side of the street on Church Road to reflect the symmetry of the tree lined street.

To extend the eastern boundary on the seafront to include the pavilion, which terminates the view on St Paul's Road and contributes to the seaside character of the Conservation Area.

To extend the area to the north to include a greater portion of the town centre; this will incorporate additional parts of the historic planned seaside resort, as well as areas and buildings which contribute to our understanding of the development of Clacton-on-Sea, therefore making a positive contribution to the character and appearance of the Conservation Area. This addition also includes part of Station Road which connects the station with the main town, forming the principal approach to the town centre and terminating with the public square on Pier Avenue. This addition links key historic components of the town.

At Dovercourt there are a number of proposed additions (and no reductions) to the Conservation Area:

246-250 and 252 High Street; This twentieth century stone building is of architectural and historic value, built in the 1930s. The former chapel next door (1874) makes a positive contribution to the historic character of the area, with the later shopfront additions and original painted signage on gable end adding interest to the street scape

The Library and 33-45 Kingsway; The Library building is of communal, architectural, and historic value, its former use as a bus station is legible in its architectural style and tall apertures. The adjacent buildings have preserved some historic shopfront details.

54 - 60 Kingsway; The Wetherspools and mid-century shopfronts are of historic and architectural value and make a positive contribution to the streetscape, having retained many original architectural features, and therefore enhance understanding of the development of this street throughout the twentieth century.

Within the St Osyth it is proposed to rationalise the boundary of the Conservation Area by reducing it in two main locations:

On Mill Street and Point Clear Road it is proposed to remove all properties which are included to the south eastern side of the roads with the exception of the following properties: Numbers 20, 22, 52, The Old Bakery 54, Mill Street, 11 and 31 Hill House, and Point Clear Road. The buildings in this area to be removed are not considered to be of special architectural or historic interest or contribute to the significance of the Conservation Area. It is also proposed to remove the eastern part of Mill Dam Lake up to the Mill Dam that is currently included within the Conservation Area Boundary. Whilst the lake is an important contributor to the setting of the Conservation Area, it is not considered to be a contributor to its significance as a historic settlement, within which there are many buildings of architectural and historic merit.

A.5 APPENDIX A

It is also proposed to remove the properties at Old School Close, a twenty first century new-build cul-de-sac to the south west of the St Peter and St Paul Parish Church. Although sympathetic to their location and appropriate in design and scale, these buildings are not of significance. Also proposed for removal are the properties at Numbers 37, 90, 94, and 98 Clacton Road, these make a neutral contribution to the character of the Conservation Area and are of no historic or architectural value.

The proposed additions to the St Osyth Conservation Area include two areas comprised predominantly of early and mid-twentieth century housing, with some earlier structures and later infill development.

On Clacton Road it is proposed to extend the boundary of the Conservation Area to the east, to include residential dwellings which reflect the development of the village within the nineteenth and twentieth century. The five pairs of semi-detached houses at Numbers 47-65 (odd numbers only) are contemporary with those at 1-6 The Bury (already within the Conservation Area) and are similar in overall character, being of a vernacular revivalist style. The Old Parsonage is also proposed to be included in this boundary extension; the building is of historic interest due to its previous usage and is of architectural value.

On Spring Road, it is proposed to extend the Conservation Area boundary as far as Number 90 Spring Road, including the pairs of semi-detached houses and verges that line the street from Numbers 67-86, 88, and 90 Spring Road. Also included within this proposed extension are two pairs of mid-twentieth century semi-detached houses, Numbers 60, 62, 64, and 66 Spring Road, these differ from those semi-detached houses to their east, however as a grouping retain a character of post Second World War housing. Number 81 Spring Road, a listed building, is also proposed to be added to the Conservation Area.

At Thorpe le Soken the Appraisal proposes to extend the boundary to the north west to include the dwelling of Culver House and the Coach House and adjacent property boundary. These nineteenth century buildings are located on the periphery of the historic settlement, on the point of transition from the village to the countryside. Both buildings have an aesthetic value that would be a beneficial contribution to the character of the Conservation Area and the brick-built boundary wall fronting the Colchester Road also contributes to the character of the area. Culver House retains its original sash windows and door surround, while the Coach House, though modified, has decorative barge board and a timber louvered lantern on its slate roof.

It is also proposed that the boundary to the north should extend a short distance along the west side of The Crescent to include Bloomfield Lodge. This property retains its original architectural features and its inclusion within the boundary would make a positive contribution to the character of the Conservation Area. The building is early twentieth century in date and probably represents the initial stages of the New Town expansion that was proposed for Thorpe-le-Soken, but never fully realised. The bungalow has an aesthetic quality and a highly crafted joinery to its front porch and windows

To the south of the High Street and to the west of Mill Lane, it is proposed to consolidate the boundary to follow the rear boundaries of the properties along the High Street down to the bowling green and to remove the triangular piece of agricultural land, so the boundary follows the existing plot edges. The open green fields from within the Conservation Area boundary have been removed as they make a significant contribution to the setting of Thorpe-le-Soken as an isolated, rural settlement, but lack the special historic interest and character deserving of Conservation Area status.

A.5 APPENDIX A

The removal of the modern housing development at Oak Close is proposed, these properties are of little historical significance and make little contribution to the area's special interest. The alterations to the boundary of the Conservation Area will provide a more definitive and rational boundary. It will create a robust Figure 14 The Lifehouse Spa car park conservation area boundary and improve an understanding of its setting. Figure 15

The boundary of the Thorpe Maltings Conservation Area was intended to include the buildings and spaces associated with the maltings and station and their late-Victorian setting. A review of the Conservation Area and public consultation was carried out by Tendring District Council in 2005 2006 and an Appraisal document was produced in March 2006. Within the Appraisal there was a proposal to reduce the boundary of the Conservation Area in the south to exclude the semidetached cottages on Edward Road.

The opinion expressed in the 2006 appraisal was that Edward Road was visually divided from the rest of the area by the railway and that the setting around Edward Road was unattractive and compromised by the industrial estate to the east on Harwich Road. The appraisal stated that the appearance of the houses had been too heavily altered for the application of an Article 4 Direction, which may return some visual integrity to the houses, to be worthwhile. The proposed boundary reduction was not supported by the Parish Council at the time and was subsequently not adopted.

The houses on Edward Road are likely to have a direct historic association with the Conservation Area as they were built as railway and workers' cottages. They may have provided accommodation for workers at the maltings or the brick manufacturing kilns which were once located to the south of the Conservation Area. They may also have provided accommodation for agricultural workers and it is this evidence for a combination of industrial manufacturing within a rural setting that embodies the character and special interest of the Conservation Area.

Roughly half of the Edward Road cottages have been rendered and painted, whilst the remaining buildings retain their exposed brick exteriors. Many of the original timber windows have been replaced with modern glazing, though some remain. Despite these alterations a substantial amount of the original, late nineteenth to early twentieth century character remains, to an extent that they contribute to the character and appearance of the Conservation Area, furthermore their physical and historic relationship to the maltings can still be perceived. It is therefore recommended that Edward Road be retained within the Conservation Area.

However, it is proposed that the small area to the south of Edward Road is excluded from the Conservation Area. This area is mainly covered with undergrowth, while some parts are used as parking spaces for the road's residents. This scrub area lacks the historic interest, shared by the rest of the Conservation Area and can therefore be excluded. This exclusion represents a minor adjustment to the Conservation Area boundary and will result in the area becoming part of the Conservation Area's setting.

Designated Heritage Assets

The appraisals unsurprisingly make note of the listed buildings, scheduled monuments and registered parks and gardens in each Conservation Area.

Proposed Non-designated heritage assets

A.5 APPENDIX A

Members will note that there is some overlap between these appraisals and the Local List project later in this report. Each of the Conservation Area Appraisals proposes a number of buildings to be considered on the Council's Local List.

These buildings have been identified as they are either considered to be good examples of their type or architectural style, are prominent local landmarks, demonstrate use of local materials or design features, or are connected to local historical events, activities or people, and are all relatively complete in their survival.

For Clacton:

- Pair of coastguard cottages, Tower Road
- Edwardian detached dwelling, No. 2 Alton Road
- The Sandrock, Penfold Road
- The Pier
- The Royal Hotel, Marine Parade East
- Lloyds building, Pier Avenue
- Natwest building, Pier Avenue
- Post Office building, High Street
- Old Lifeboat House, Carnarvon Road
- Row of gault brick cottages, Church Road
- Arts and Crafts style dwelling, 15 Church Street

For Dovercourt:

- 230 High Street (TSB Bank)
- 153 – 155 High Street
- 42 – 46 Kingsway
- Dovercourt Station
- Cliff Park

For St Osyth

- War Memorial c.1921, The Bury/Mill Street
- Social Club, Church Square
- Methodist Church, Chapel Lane/Spring Road
- Red Lion, Clacton road.
- Dukes Bistro, 9 Clacton Road.
- St. Osyth Almshouses, 21-27 Clacton Road.
- The Old Parsonage.
- The Cage, 14 Colchester Road.
- 67-86, 88, and 90 Spring Road.
- 47-65 Clacton Road.
- 1-6 The Bury.

For Thorpe le Soken

A.5 APPENDIX A

- Coolmore Lodge, High Street
- Vistan, High Street
- The Rose and Crown Public House, High Street
- Cottage Pye and Aston, High Street
- Holbys Row, High Street
- The Dutch Gable, High Street
- Orchard Cottages, High Street
- The Limes, High Street
- The Furze, High Street
- Suffolk House, High Street
- Red House, High Street
- Primary School, High Street
- Harry's Bar, High Street
- Langley House, High Street
- Thatch Cottage, Mill Lane
- Remains of Old Mill, Mill Lane
- Kirk View and Donnington Cottage, High Street
- Rolph House, High Street
- Three Steps, Landermere Road
- 23 Landermere Road
- Ivy House, High Street
- Charfield, The Square
- Ashtree and No. 1-10, Station Road
- Field Mouse Cottage, Abbey Street
- 1 and 2 Ivy Cottages, Abbey Street
- Bell Cottage and Lynton, Abbey Street
- Wild Goose Studio, Abbey Street

For Thorpe Maltings

- The King Edward VII public house
- Thorpe-le-Soken Station Master's House
- Thorpe-Le-Soken Signal Box
- Harwich Road Railway Bridge

Heritage at Risk

As has been stated above, these first five Conservation Areas are at risk from losing their heritage asset status. The reasons why this might be is given for each Conservation Area:

A 2017 report on the risks to the Seafront Conservation Area highlights that the key areas within the Conservation Area which are currently at risk are the Martello Tower, the pier and Pier Avenue, the historic seafront hotels (including the Esplanade Hotel), and Anglefield Junction.

The Lower Dovercourt Conservation Area has been included on Historic England's Heritage at Risk Register as being in 'very bad' condition and has been identified as 'deteriorating significantly'.¹ A study which assessed four coastal Vulnerable Conservation Areas (Essex County Council, 2015)

A.5 APPENDIX A

identified key issues facing the Lower Dovercourt Conservation Area which contribute to it being at risk. These were as follows:

- The Condition of Station Building and its environs;
- The Site of the Former Victoria Hotel, Kingsway;
- Site of the former Park Hotel, Orwell Road;
- 1 Orwell Road;
- Underlying concerns over finance and perception of the area;
- Use of unsuitable materials and loss of architectural features;
- Loss of Boundary Treatments;
- Poor quality of new signage; and
- Inclusion of the Scheduled Monument within the Conservation Area boundary.

Within the Conservation Area, the Scheduled Monument Beacon Hill Fort is also included on Historic England's Heritage at Risk Register with 'extensive, significant problems' and in need of management.

St Osyth Conservation Area is currently on the Historic England's Heritage at Risk register. It is described as being in poor condition, with medium vulnerability and a deteriorating trend in condition.

The scheduled monument, St Osyth's Priory, is also on the Heritage at Risk register and includes the listed buildings within the scheduled monument's boundary. The Priory is described as being in poor condition and in priority category F (repair scheme in progress and [where applicable] end use of user identified; or functionally redundant buildings with new use agreed not but not yet identified).

The Thorpe-le-Soken Conservation Area is also on the Heritage At Risk Register. This has identified the overall condition of the area is fair, however, the area is highly vulnerable and with a deteriorating trend. Negative impact can have an adverse effect upon the way the community experience and how they feel about the area. By identifying and redressing the main threats to the Conservation Area it will help protect their historic and architectural character³.

The Thorpe-le-Soken Station and Maltings Conservation Area is on the Historic England Heritage at Risk register and its condition is considered to be 'very bad', while its vulnerability is listed as 'high' and the trend is towards 'deteriorating significantly'.

Being a Grade II Listed building, rather than Grade II* or Grade I, the maltings building is not included on Historic England's Heritage at Risk register. Yet the building is a unique heritage asset of significance and is in a very poor condition.

The Conservation Area is facing a number of issues, the most pressing of which is dereliction. The maltings, the King Edward VII Public House and its curtilage buildings are in a poor condition and unoccupied. A large proportion of the Conservation Area is therefore underused, although there still remains the potential for buildings and areas to be brought back into use.

Archaeology

Throughout these Conservation Areas there is the potential for a multitude of below-ground heritage assets yet to be discovered. In general the appraisals promote a cautious approach to development which might disturb or destroy these assets.

A.5 APPENDIX A

Assessment of significance

A detailed assessment of significance of each of the Conservation Areas is then presented. Many of the Conservation Areas are split into distinct character areas. This assessment considers the following features:

- Layout
- Building materials and boundary treatments
- Listed buildings and non-designated heritage assets
- Other buildings
- Landscaping and open spaces
- Views

A summary is given of the significance of each Conservation Area below:

For Clacton, the special interest of the Conservation Area principally derives from its design as a seaside resort, built around a formal street pattern which is still discernible today. The Victorian and Edwardian architecture is of varied condition throughout the town, however many of the principal facades have been retained. High quality architectural features highlight the vision of Peter Bruff and subsequent planners for Clacton's development as a fashionable seaside town. The stretch of the seafront, including the Pier and the Martello Tower, makes a positive contribution to the character and appearance Conservation Area; it is this coastal setting which gave rise to Clacton-on-Sea's built environment, reflective of its strategic location and consequential development as part of a defensive network and later seaside resort.

The significance of Lower Dovercourt Conservation Area is predominantly influenced by its coastal location, which has given rise to its historic use as a defensive site and its origins as a nineteenth century seaside resort, master planned by John Bagshaw along with architect W.H Lindsey. The Conservation Area is formed of three very distinct parts, which each have their own character and make a positive contribution to the overall special interest of the Conservation Area. These are the recreational and residential seaside development of Orwell Road and Cliff Park, the commercial core and gateway comprising of the High Street, Station and connecting roads, and the defensive Beacon Hill Fort to the south east.

The special interest of St Osyth Conservation Area is primarily drawn from its legibility as a small historic settlement closely associated with St Osyth's Priory and the retention of much of its post medieval character. Despite the relatively small size of St Osyth village in modern terms, the Conservation Area is large and encompasses three distinct parts, the Priory, the Creek and the village.

The special interest of Thorpe le Soken Conservation Area is derived from its development as a medieval village with its ribbon development along the High Street still evident today, its high density of quality historic buildings of different periods, and rural village character. Within the Conservation Area, a substantial amount of the village's built heritage has survived and evolved through complex growth and regeneration. Its historic buildings make an important contribution to the character, significance and special interest of the Conservation Area.

A.5 APPENDIX A

The overall distinctive historic character of the Thorpe-Le-Soken Station and Maltings Conservation Area is as a nineteenth century railway and industrial complex, but within a rural setting. The Conservation Area encompasses a distinctive collection of nineteenth and early twentieth century buildings. These embody the commercial and social changes resulting from the opening of the railway over a hundred and fifty years ago. The railway connected the village of Thorpe-le-Soken (situated approximately 700m to the north), with Colchester and the coast at Frinton-on-Sea and Walton-on-the-Naze. As was the case with many railway ventures, the construction of the line and its various stations through this part of rural Essex was a speculative development. As a result, the station was modest in size and built to an established pattern adopted by the Tendring Hundred Railway and intended to serve a rural community.

The most prominent of the buildings within the Conservation Area is the maltings, which was constructed at this location to take advantage of the opportunities offered by the Tendring Hundred Railway, for supply and distribution. The Thorpe-le-Soken Maltings were innovative in that two types of malt were produced on an industrial scale, within the purpose-built building. No other maltings showing the double use of crystal and pale malt so distinctively are known to survive²¹. The maltings are also significant due to their connection with Robert Free who formed Free Rodwell and Company Ltd and by the end of the nineteenth century, the company had seven maltings. Together with Thorpe-le-Soken Maltings, they represented the technological peak of the malt production industry. The railway continued to provide the impetus for development within the Conservation Area into the early twentieth century. The opening of the King Edward VII Public House in 1901 is evidence for the extent to which visitors were traveling by rail to Thorpe-le-Soken, many of who came to visit the market that was held on the area of open land to the east of the public house. The area around the maltings became a popular destination and in particular the market and the pub were once a focal point for the local community. The pub is a local landmark and is still fondly remembered within the local area. The workers cottages on Edward Road represent the continued growth and prosperity of the maltings and the immediate locality. The character of the Conservation Area is therefore typified by mid to late Victorian era railway, industrial and domestic architecture, within a rural setting. Together, the stock of differing buildings within the Conservation Area forms an interconnected and unified group.

Opportunities for Enhancement

This section identifies the issues facing the Conservation Areas which have been reviewed. Many of the issues are common to all of the Conservation Areas, but where they are unique, that is also highlighted.

Many of the Conservation Areas could benefit from enhancement to car parking including planting trees and a review of hard landscaping to ensure its historic appropriateness.

For Clacton, Dovercourt, St Osyth and Thorpe le Soken, on-street parking detracts from the historic character of the Conservation Area

All of the Conservation Areas apart from St Osyth and Thorpe Maltings suffer from inappropriate shop frontages, signage and illumination.

For Clacton the number of vacant plots which promote unsympathetic gaps within the Conservation Area are an issue and Clacton, Dovercourt and St Osyth suffer from empty properties. Specifically in St Osyth the Kings Arms and White Heart are mentioned.

A.5 APPENDIX A

Within the Clacton Conservation Area enhancement of upper floor fenestration and detailing is noted as an issue. All the Conservation Areas suffer from the loss of or inappropriate use of architectural detailing such as UPVC windows and doors, rainwater goods and external paintwork. In Thorpe le Soken, the number of satellite dishes and solar panels were specifically mentioned.

The public realm in general was noted as being an issue for all of the Conservation Areas. An inconsistency to street furniture such as benches, bins and street lighting was noted. Many of the Conservation areas could use improvements to areas of public open space, tree planting and management.

Many of the Conservation Areas suffered from poor interpretation and lack of wayfinding. This is particularly true for Clacton between the station and seafront and Dovercourt between the station and highstreets.

In terms of area-specific issues, in Clacton the seafront shelters require attention. At Dovercourt the Beacon Hill fort has multiple owners and requires a clear development strategy. Within the St Osyth Conservation Area the benefits are given for interpretation of the registered park and garden (the Priory) at the Bury, and in Thorpe a heritage trail around the village and gardens is also proposed.

Management Proposals

As outlined above, there are a wide range of issues facing each of the five Conservation Areas, many of which share common themes. This section recommends management proposals which address these issues in both the short and long term.

- The preparation a Local Heritage List of non-designated heritage assets is suggested for all Conservation Areas. More detail on this project can be found in the next section of this report.
- With the exception of Thorpe Maltings, each of the Conservation Areas would benefit from bespoke shopfront design guidance
- The Council is encouraged to use its enforcement powers to prevent inappropriate development within each of the Conservation Areas.
- Joint working between different Council departments to promote public realm improvements is also suggested.
- The monitoring of trees and addition to tree planting within public open space is recommended.
- Publishing guidance for homeowners and businesses in Conservation Areas could help owners identify appropriate alterations to their properties within Conservation Areas.
- At vacant shops, the introduction of information boards and QR codes could show the past of an area in a more immersive manor.
- The timely renewal of these Conservation Area Appraisals could help to monitor change within the Conservation Areas more accurately.
- For Clacton on Sea the appropriate development of opportunity Sites including car parks and vacant sites could improve the character.
- Wayfinding, particularly in Clacton and Dovercourt between the station, town centre and seafront could help with legibility.

Funding Opportunities

A.5 APPENDIX A

- Heritage lottery fund
- Heritage Action zones
- S106 Agreements
- Partnership Schemes in Conservation Areas

PREPARATION OF A LOCAL LIST

Within both the Council's adopted Heritage Strategy and the above mentioned Conservation Area Appraisals it is recommended for the Council to identify non-designated heritage assets within the District.

Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets. A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.

There are a number of processes through which non-designated heritage assets may be identified, including the local and neighbourhood plan-making processes and conservation area appraisals and reviews. In Tendring, the Conservation Area Appraisals (see above) have identified around 60 non-designated heritage assets. Also Alresford Parish Council, in their emerging Neighbourhood Plan have also identified a number of non-designated heritage assets.

But these are only small areas of the District. Officers intend to open a 'call for sites' for non-designated heritage assets. Parish and Town Councils, heritage groups and members of the public will all be encouraged to submit buildings and structures which they consider have historic merit. The consultation period for this will be an extended period of time (a minimum of six months) to gather the widest level of interest for this initial call for sites. A draft template form for submitting buildings is attached at Appendix 6.

Once gathered, the non-designated heritage assets will need to be assessed. It is important that the decisions to identify sites and structures as non-designated heritage assets are based on sound evidence. Officers therefore commissioned Place Services to prepare a criteria to which these building can be assessed (also see Appendix 6).

Each of the proposed non-designated heritage assets will be assessed using a standardised survey form completed by Place Services (at the back of Appendix 6). Each nomination assessment form will include:

Section A

A.5 APPENDIX A

- Photograph
- Entry Name
- Unique Identification Number (composed of year assessed and chronological number, for example 2019001, 2019002)
- Site Address (including postcode or grid reference)
- Conservation Area (where appropriate)
- Parish
- Original use and current use (where known)
- Site accessible (yes/no)

Section B

- Brief Description
- Assessment against criteria (see below)
- Notes (including any concerns)
- Overall condition
- Date assessed

The criteria used to assess the nominated buildings, monuments, sites, places, areas or landscapes has been informed by the criteria and methodology used by Historic England. This approach ensures that the output is consistent with similar surveys at both a local and national level. For inclusion in the Local List an asset must demonstrate significance under at least one of the values below.

Rarity - Appropriate for all assets, as judged against local characteristics.

Group Value - Groupings of assets with a clear visual design or historic relationship.

Age - The age of an asset may be an important criterion, and the age range can be adjusted to take into account distinctive local characteristics or building traditions.

Asset type - Although local heritage lists have long been developed successfully for buildings, all heritage asset types, including monuments, sites, places, areas, parks, gardens and designed landscapes may be considered for inclusion.

Authenticity - Buildings should be recognisably of their time, or of a phase in their history. If they have been unsympathetically altered, the change should be easily reversible. A building which is substantially unaltered, or retains the majority of its original features, qualifies under this criterion.

Architectural and Artistic Interest - The intrinsic design and aesthetic value of an asset relating to local and/or national styles, materials, construction and craft techniques, or any other distinctive characteristics.

A.5 APPENDIX A

Archaeological Interest - The local heritage asset may provide evidence about past human activity in the locality, which may be in the form of buried remains, but may also be revealed in the structure of buildings or in a designed landscape, for instance. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

Historic Interest (Including Social and Communal Interest) - Landmark/Townscape Status A significant historical association of local or national note, including links to important local figures, may enhance the significance of a heritage asset. Blue Plaque and similar schemes may be relevant. Social and communal interest may be regarded as a sub-set of historic interest but has special value in local listing. As noted in the PPG: 'Heritage assets ... can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity'. It therefore relates to places perceived as a source of local identity, distinctiveness, social interaction and coherence, contributing to the 'collective memory' of a place.

Designed Landscape - The interest attached to locally important historic designed landscapes, parks and gardens which may relate to their design or social history.

Landscape/Townscape Status - An asset with strong communal or historical associations, or because it has especially striking aesthetic value, may be singled out as a landmark within the local scene

Once assessed by Place Services, the 'short list' of non-designated heritage assets will come back to the Planning Policy and Local Plan Committee before adoption.

CONCLUSION

Taking into account the discussion had at this meeting, Members of the Planning Policy and Local Plan Committee are asked to recommend to Cabinet that the five Conservation Areas to be put to a six week public consultation and for a 'call for sites' for non-designated heritage assets to be carried out for at least six months.

APPENDICES

- Appendix 1 - Clacton Seafront Conservation Area Appraisal
- Appendix 2 – Dovercourt Conservation Area Appraisal
- Appendix 3 – St Osyth Conservation Area Appraisal
- Appendix 4 – Thorpe le Soken Conservation Area Appraisal
- Appendix 5 – Thorpe Station and Maltings Conservation Area Appraisal

A.5 APPENDIX A

Appendix 6 – Local Heritage List

BACKGROUND DOCUMENTS

None

Clacton Seafront Conservation Area Character Appraisal and Management Plan

Tendring
District Council



Client:
Tendring District Council

Date:
April 2019

Page 49





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Contents

1.0 Introduction	4	4.2 Shop Frontages	42	Character Appraisal and Management Plan and Boundary	49
1.1 Summary	4	4.3 Vacant Premises	42	Interpretation	50
1.2 Conserving Clacton's Heritage	4	4.4 Vacant Upper-Floors	43	5.3 Council-Led Projects	50
1.3 Purpose of Appraisal	4	4.5 Access and Integration	44	Opportunity Sites	50
1.4 Planning Policy Context	5	4.6 Inappropriate Modern Development	44	Access and Integration	50
2.0 Clacton Seafront Conservation Area	6	4.7 Neutral Contributors	45	Grant Funding Schemes	50
2.1 Context and General Character	6	4.8 Public Realm	45	Design Guides	51
2.2 Origin and Evolution	8	5.0 Management Proposals	47	5.4 Funding Opportunities	51
2.3 Designation of the Conservation Area	15	5.1 Positive Management	47	6.0 Appendices	52
2.4 Revisions to the Boundary	15	Local Heritage List	47	6.1 Bibliography	52
2.5 Designated Heritage Assets	16	Shop Frontages	47	6.2 Legislation and Planning Policy	53
2.6 Non-Designated Heritage Assets	16	Enforcement	47	6.3 Glossary (NPPF)	54
2.7 Heritage at Risk	17	General Maintenance: Public Realm and Highways	47		
2.8 Archaeological Potential	20	Heritage Statements	48		
3.0 Assessment of Significance	21	Tree Management	48		
3.1 Summary	21	New Development	48		
3.2 Character Analysis	25	Neutral Elements	49		
3.3 Contribution by Key Un-Listed Buildings	35	Public Facing Resources: Improved Understanding and Awareness	49		
3.4 Significance of Buildings	37	5.2 Positive Management: Longer Term	49		
3.5 Beyond the Conservation Area Boundary	39				
4.0 Opportunities for Enhancement	41				
4.1 Car Parking	41				



1.0 Introduction

1.1 Summary

This Appraisal and Management Plan will provide an overview of the Clacton Seafront Conservation Area, outlining its designation history, alterations to the boundary, and highlight its special interest. The appraisal will also consider those buildings, spaces, and features which contribute to its character.

Conservation Area designation gives broader protection than the listing of individual buildings, as it recognises all features within the area which form part of its character and ensures that planning decisions take the enhancement and preservation of the quality of the area into consideration.

The special interest of the Clacton Seafront Conservation Area is predominantly derived from its coastal location and characteristic seaside architecture. Most notably this includes the formally master planned street pattern, reflecting the area's development as a coastal resort from 1871 following the creation of the Pier Gap which provided access to the seafront and new pier,¹ and the Victorian and Edwardian buildings which form the dominant streetscape. The Grade II Registered Park and Garden Clacton Seafront Gardens, open spaces, and important landmark structures such as Martello Tower F, the pier and pavilions also make positive contributions to the special interest of this Conservation Area, enhancing its coastal character and offering quality examples of seafront architecture which are particularly important when considered holistically.

1.2 Conserving Clacton's Heritage

Tendring District Council appointed Place Services to prepare a Conservation Area Appraisal for Clacton Seafront; this document is provided as baseline Conservation Area Appraisal and Management Plan. This information is also produced for applicants to consider when

¹ The Victoria History of the County of Essex: volume XI, Clacton, Walton and Frinton. North-East Essex Seaside Resorts (ERO Ref LIB/942.67 VCH11) 2012

designing or planning new development in Clacton which may affect the special interest of the conservation area, including its setting.

This appraisal provides an assessment of the historic development and character of the Conservation Area and outlines its special interest. This does not include medieval Great Clacton, which is located to the north of the seafront and is designated as a separate Conservation Area. The appraisal will consider the significance of designated and non-designated heritage assets and the contribution that these, along with their setting, make to the character of the conservation area. The understanding of significance will be used to assess the vulnerability of the character areas and the potential impact of new development, highlighting key assets of importance.

The National Planning Policy Framework (NPPF) highlights good design as one of twelve core principles of sustainable development. Sustainable development relies on sympathetic design, achieved through an understanding of context. This appraisal provides an outline of the elements composing the special interest of the conservation area which, in turn, make up the context of sites and buildings within the area and can be used to inform good design.

This assessment follows best practice guidance, including Historic England's revised Historic England Advice Note 1 for *Conservation Area Appraisal, Designation and Management* (2019) and Historic Environment Good Practice in Planning Advice Note 3: *The Setting of Heritage Assets* (2017).

1.3 Purpose of Appraisal

This document outlines the special interest of the Conservation Area, and should be used as a baseline to inform future development and design with regard to the sensitivities of the historic environment and the unique character of the Clacton Seafront Conservation Area.



It is expected that applications for planning permission will also consult and follow the best practice guidance outlined in the bibliography of this appraisal.

Applications that demonstrate a genuine understanding of the character of a Conservation Area are more likely to produce good design and positive outcomes for agents and their clients. This Conservation Area Appraisal will enhance understanding of Clacton-on-Sea and its development, informing future management and development.

1.4 Planning Policy Context

The legislative framework for conservation and enhancement of Conservation Areas and Listed Buildings is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (HMSO 1990). In particular Section 69 of this act requires Local Planning Authorities to designate areas which they consider to be of architectural and historic interest as Conservation Areas, and section 72 requires that special attention should be paid to ensuring that the character and appearance of these areas is preserved or enhanced. Section 71 also requires the Local Planning Authority to formulate and publish proposals for the preservation and enhancement of these areas. National planning policy in relation to the conservation and enhancement of heritage assets is outlined in chapter 16 of the Government's National Planning Policy Framework (DCLG 2018).

The Clacton Seafront Conservation Area is located within Tendring District. Local planning policy is set out in the Tendring District Council Local Plan (2007). Saved policies which are relevant to heritage assets include:

- QL9 – Design of New Development
- QL11 – Environmental Impacts and Compatibility of Uses
- ER29 – Amusement Centres
- EN1- Landscape Character
- EN17- Conservation Areas
- EN18- Fascia and Shop Signs in Conservation Areas
- EN18 (a) and (b)- Advert Control within Conservation Areas
- EN20- Demolition within Conservation Areas
- EN21- Demolition of Listed Buildings
- EN22- Extension and Alterations to Listed Buildings
- EN23- Development within the Proximity of a Listed Building
- EN25- Satellite Dishes on Listed Buildings and in Conservation Areas
- CL3- Tourist Related Facilities along Clacton Seafront
- CL5- Amusement Centres
- CL17- The Gardens Area of Special Character



2.0 Clacton Seafront Conservation Area

2.1 Context and General Character

Clacton-on-Sea is located within Tendring District, situated south of Great Clacton on the coast stretching approximately 4 miles from Jaywick in the west to Holland-on-Sea at the east.² The town is the largest developed area within the Tendring peninsula, and historically evolved as a seaside resort which still attracts high volumes of tourism during the summer months. Facing south east over the channel, the ground slopes up to the north with high points on Pier Avenue at around 70 ft above sea level.

The Conservation Area stretches along the seafront between Martello Tower F and a historic hotel called 'The Towers'. At the centre of the area is Clacton Pier including its adjacent strip of beach. The designation extends to include some of the planned resort between Marine Parade, Church Road and High Street, and the roads immediately north of Marine Parade West. The Conservation Area was identified in the Conservation Areas at Risk Register for 2015 by Historic England, and while it is noted to be 'improving', there is opportunity for further enhancement to the setting of heritage assets within the area, particularly the Grade II listed and Scheduled Monument Martello Tower F, the Pier, and the Grade II listed Roman Catholic Church of Our Lady of Light and St Osyth.

² Ibid., VCH

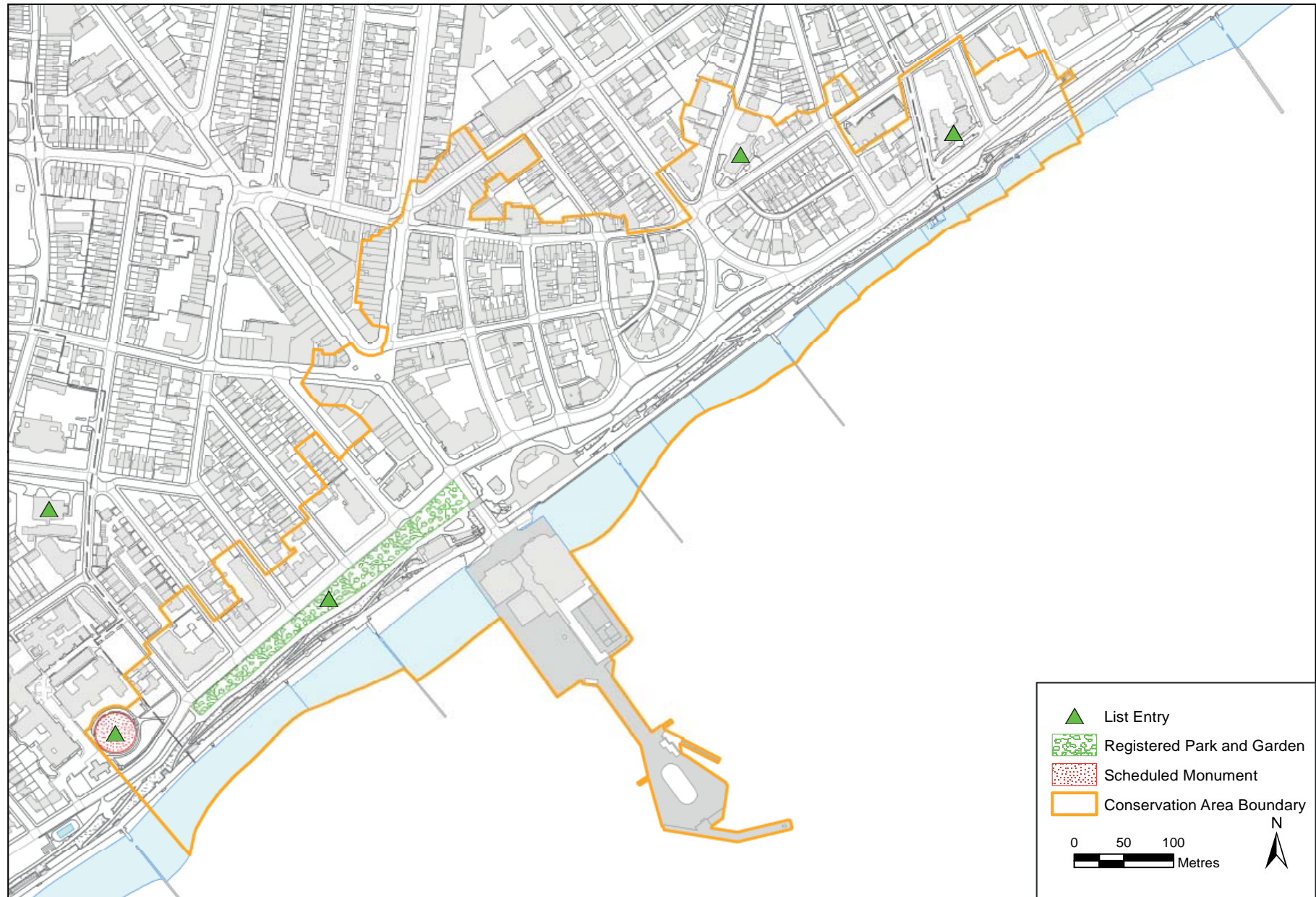


Figure 1 Clacton Seafront Conservation Area within its wider context ©OS Maps



2.2 Origin and Evolution

The following section provides an overview history of Clacton Seafront and its surrounding landscape. The principal settlement in the Clacton area was Great Clacton village, located north of the seafront, with which Clacton-on-Sea shares its name. The name Clacton derives from Early Saxon settlement in this area and its toponymy relates to the Saxon chieftain 'Clacc'. The area of Great Clacton is listed as 'Clachintuna' in the Domesday Book (1086) and was occupied by forty-five tenant farmers and fifty small holders living in cottages. The area of Clacton-on-Sea was largely undeveloped until the eighteenth century, and the agricultural landscape of scattered farmsteads and manors were replaced by Peter Braff's designed seaside town from the mid-nineteenth century.

Prehistory

Evidence for settlement and activity in the area has been demonstrated from the earliest of prehistoric periods. The 'Clactonian' flint working industry is named after Palaeolithic artefacts that have been recovered from the area around the foreshore and town. In addition to the worked flints and tools, a rare wooden spear dating to c.400,000 years BP was discovered in a foreshore exposure of Pleistocene sediments. Mammal remains including horse, deer, rhinoceros and bos have been recovered from the Pleistocene sediments which also yielded the Palaeolithic flint tools (HER reference Nos. 2854, 2855, 2865, 2866). Further north east on the beach, located closer to the Pier, both Palaeolithic and Neolithic implements have been found (HER reference Nos.2878, 2879).

Iron Age activity is evidenced by the large quantities of finds from the Bull Hill pottery industry and the 'Clacton hoard' of gold coins found on the beach. Roman remains in the town include two Roman urns (HER reference No. 2880), which were found during construction of the former Grand Hotel, with others reputedly unearthed on the site of the Palace Theatre, Holland Road, Vista Road and near Little Holland Hall.

There is little evidence for settlement or activity from the early to late medieval period. The Chapman & Andre map of 1777 depicts a single road set back from the coast linking dispersed

isolated houses and farmsteads. A Martello Tower was erected between 1809 -12 as part of the defences against Napoleon (HER 5). The area was also of strategic military importance during both World War I and II. A WWI Royal Navy Air Service seaplane station was sited on the West Beach, between two former piers, with the station Head Quarters in the nearby Martello Tower (HER 19348). Much of the seafront was covered in defensive structures during WWII (HER 21179) and many roads leading from the promenade had road barriers erected.

The early environment of the area

Prior to its development as a seaside resort, the area of Clacton was an agricultural landscape with dispersed farmsteads connected by historic lanes. This arrangement is illustrated on the Chapman and Andre map of 1777 which is the earliest cartographic source to depict the area in detail (Figure 2).

The principal route from the settlement of Great Clacton to the seafront followed south from the village through Magdalen Green and The Wick (named Wash Farm on the 1874 First Edition Ordnance Survey and evident in existing street names). Tangential roads connected this with the smaller farmsteads towards the coast; these lanes are still evident in the street pattern today, the most notable on the Chapman and Andre map connecting Little Holland with the farmsteads to the south of Great Clacton, which survive now as Old Road, Rosemary Road and Holland Road.

Due to its proximity to the coast, the area now known as Clacton-on-Sea became a key area for sea defence; elements of its maritime history are evident in the town today, with the Martello Tower F forming a landmark building within the Conservation Area. With the east coast of England under threat of invasion during the Napoleonic Wars, signal stations were established on the Clacton Cliffs and Jaywick, forming a line of communication with the barracks at Colchester to warn of an enemy attack. Three gun batteries were also constructed, and another was added during the renewal of hostilities in 1803. The battery installed in 1803 at Clacton provided the outer defence of for the Martello Tower until it was destroyed in 1883 due to coastal erosion. Clacton's Martello Tower F, constructed within a moat in 1808 with finishing guns installed in 1812, is a significant landmark. The tower forms part of a network of



Figure 2 Chapman and Andre Map 1777

forts constructed to defend the south and east coast of England from Sussex to Suffolk, and when constructed stood in isolation on the coastline at Clacton. In order to provide military access to the beach, gaps were cut into the cliffs. The grounds of the tower later became a popular site for visitors and parties through the nineteenth century, as shown in the depiction of the site in 1880 in Figure 3.

The site stayed in use, unlike others in the defensive line, and remained Crown property until 1904.

At the turn of the nineteenth century, Clacton-on-Sea began to gradually expand to accommodate a steady rise in visitors to the area. These early visitors made use of the beach, a useful respite spot for passing ships due to the fresh water stream, and the cliff gaps cut by the military providing access to overnight accommodation that began to be provided by the local farms and two private houses, Osborne House and Verandah Lodge. While Clacton-on-Sea was starting to rise in popularity, there was no large scale development impact on the area at this time, with the built environment limited to dispersed farms and some converted lodges and guesthouses.

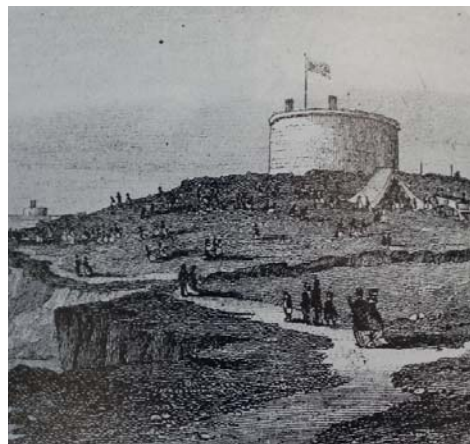


Figure 3 Martello Tower F 1880 (Britain in Old Photographs 1995)

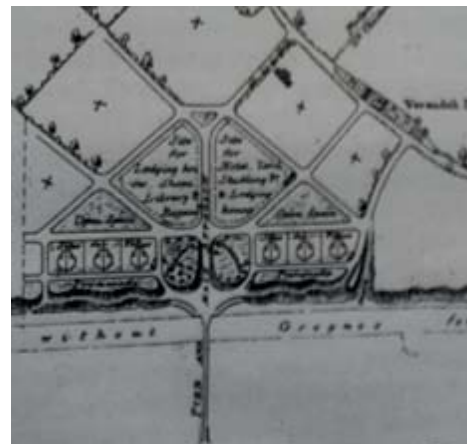


Figure 4 Resort original scheme by Bruff 1871 (VCH, 2012)

Seaside resort

The first substantial development of the area began during the 1860s, with the sale of Cliff Lands following the lapse of a trust fund, which had prevented earlier sale. Civil engineer Peter Bruff acquired the land along the seafront after it became available. Nicolas Pevsner notes in his Essex edition of *The Buildings of England* series that 'it is at Clacton that [Bruff] made the greatest impact. He purchased land in 1864, drew up a scheme for laying out the town in 1870, the pier opened in 1871, and the Royal Hotel in 1872. The arrival of the railway in 1882 ensured the resort's continued success'.³

³ J. Bettley and N. Pevsner, *Essex* (Pevsner Architectural Guides: Buildings of England), (Yale University Press) 2007, p237

Bruff's vision for the seaside resort was made possible by his immediate action in acquiring support for the construction of a railway to Clacton-on-Sea, and to build a pier. Clacton grew steadily throughout the late nineteenth century, with development overseen by Bruff and two additional development companies, which later merged into the Clacton-on-Sea General Land, Building and Investment Co Ltd. The Company controlled development and bought Bruff's remaining holdings to the west of Pier Avenue; it also stimulated the continued growth of the resort through the promotion of steamboat and railway connections, creating a high-class image for Clacton-on-Sea. The railway and steamer continued to bring high numbers of day-trippers to Clacton, and this growth also resulted in increase to the residential population.⁴

Bruff's original plan (Figure 4) highlights the intended development of the seafront, which would be dominated by large hotel buildings overlooking the greens, cliff and sea with the Pier forming the centrepiece.

The First Edition Ordnance Survey (OS) Map (Figure 5) depicts development which took place to the east of Pier Avenue. This included a number of villas and hotels on Marine Parade, set within large plots and bounded by streets orientated on the coastal views to the south, and others fronting Rosemary Road. The Pier is prominent, although not yet central to the development, with few seafront buildings to the west of the area.

⁴ Allan Brodie, *The Seafront* (Historic England) 2018



Figure 5 Ordnance Survey Map 1874

Late nineteenth century illustrations of Clacton-on-Sea depict the open character of the seafront, the prominent focus being the grand Royal Hotel building and the Pier (Figure 6). The Pier was open in character, and used for promenading with a band playing three times a day for holidaymakers.⁵

Historic images show the creation of formal gardens surrounding the Pier Gap, including the sunken Pavillion and band stand to the east. They also depict the additional facilities to the pier, including the entrance shops constructed in 1885, and further growth of the built town to the north and west.⁶

The resort continued to grow in popularity, with historic sources and imagery at the turn of the twentieth century illustrating the attractive seaside town flooded with visitors and typical seaside amusements (Figures 7 and 8).

Figure 9 illustrates this further, providing an example of the railway advertisement posters which championed the English seaside holiday, of which Clacton-on-Sea was heavily represented. This particular poster illustrates the close link between the sea and beach, and the expansive glass fronted pavilion and bandstand, catering to a crowd of stylish visitors. Entertainment halls and theatres across the town were also well attended by fashionable audiences, and hotels and villas, such as the Osbourne Hotel, advertised assembly rooms which could accommodate up to 600 guests.⁷

The residential population of the town rose at this time by 811% between 1871 and 1911 to 10,000 inhabitants, and by the end of the Edwardian era Clacton's image had also shifted somewhat, with the wider accessibility of cheaper transport and increasing popularity of the town.⁸

By the outbreak of World War One Clacton's predominant character as a resort shifted, as it

⁵ VCH, op. cit.

⁶ VCH, ibid.

⁷ VCH, ibid.

⁸ VCH, ibid

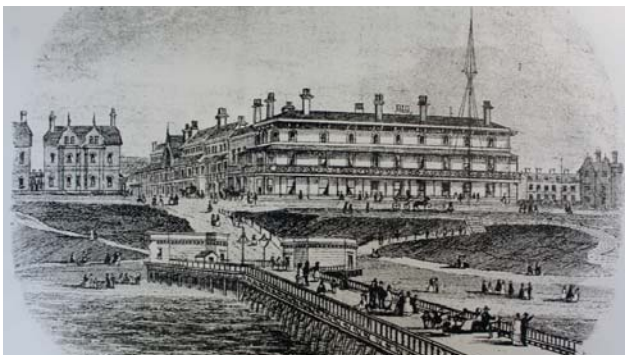


Figure 6 Royal Hotel and Pier 1880 (Britain in Old Photographs 1995)



Figure 7 Pavillion. 1920 (Britain in Old Photographs 1995)



Figure 8 Sunken Band Stand Clacton on Sea c. 1916 ERO D/DU 1464/137



Figure 9 LNER Poster for Clacton-on-Sea 1926 (Science Museum Group Ref: 10173764)

became a strategic location for military defence and operations. The coastal settlement had been previously used for Naval and Military manoeuvres as shown in (Figure 10), which increased during World War One. The outbreak of World War Two in 1939 resulted in the construction of pill boxes and further trenches were cut into the cliffs. The settlement received fewer visitors during time of conflict.⁹

The 1939 OS Map (Figure 11) depicts the addition of the Butlin's resort in the West Clacton Estate. This was established in 1936 and opened as a park in 1938. In its heyday it was a great success, attracting large numbers of holidaymakers to the area.¹⁰ However, the outbreak of war resulted in its repurpose, initially as an internment camp and later as a training site for Pioneer Corps. After it reopened in 1946, the holiday camp returned to its former success; however, it was closed in 1983 after changing trends gave way to package holidays, and the Butlin's holiday camp fell out of fashion.

The outbreak of war impacted the town with air raids damaging a number of buildings including the prominent corner plot bank development on Rosemary Road in 1941 and Ernest Johnson's auctioneer offices opposite completely destroyed (Figure 12).

Post war development of Clacton was consistent and steady, with increasing residential development and infill largely linking the towns of Clacton-on-Sea, Great Clacton and Little Holland (now Holland-on-Sea).



Figure 10 Clacton on Sea Naval and Military Manoeuvres 1904 ERO I/Mp 86/1/5

9 ERO D/DU 1464/13 7

10 <https://www.clactonhistory.co.uk/the-butlin-s-story/>



Figure 11 Ordnance Survey Map 1939



Figure 12 Air Raid Damage 1941 (Britain in Old Photographs 1995)



2.3 Designation of the Conservation Area

The Clacton Seafront Conservation Area was first designated in 2001. Tendring District Council prepared Conservation Area Character Appraisals for each of its Conservation Areas in 2005 based on earlier, but unadopted, reports from designation in 2001.

Consultation for the original appraisals involved town and parish councils and local amenity bodies. The results of the consultation exercise were reported to the Council's Planning Portfolio Holder when the document was formally considered for adoption as Council planning policy. Based on the results of this consultation, the appraisal was amended and updated to reflect changes which had taken place since 2001. Much of the descriptive material used in the consultants' report of 2001 was retained.

A survey of Conservation Areas carried out by Historic England in 2015 identified Clacton Seafront as a vulnerable but 'improving' Conservation Area. The Conservation Area was included on the Heritage at Risk Register for 2015. Forty Conservation Areas were identified in total, four of which were coastal areas (Dovercourt, Clacton Seafront, Cromer and Felixstowe South). These areas shared common issues, and in 2017 a report was produced to consider the Clacton Seafront Conservation Area further and highlight its key vulnerabilities and strategies for enhancement.

As a result, the Conservation Area has been updated in order to reflect changes in the area since 2005 and the findings of the Clacton Seafront Vulnerable Conservation Area report of 2017.

2.4 Revisions to the Boundary

As part of this review, the Conservation Area boundary has been revised to reflect changing methodologies of good practice and provide a clearer strategy which better acknowledges the characteristics of Clacton Seafront's unique built environment.

Necessary Reductions

To reduce the area in the east, to exclude modern development on the south side of Church Road which makes a negative or neutral contribution to the Conservation Area's character and appearance.

Additions

To extend parts of the area to the east, to include a consistent row of well-preserved historic dwellings of architectural interest on the north side of Church Road and north side of Holland Road, and the opposite side of the street on Church Road to reflect the symmetry of the tree lined street.

To extend the eastern boundary on the seafront to include the pavilion, which terminates the view on St Paul's Road and contributes to the seaside character of the Conservation Area.

To extend the area to the north to include a greater portion of the town centre; this will incorporate additional parts of the historic planned seaside resort, as well as areas and buildings which contribute to our understanding of the development of Clacton-on-Sea, therefore making a positive contribution to the character and appearance of the Conservation Area. This addition also includes part of Station Road which connects the station with the main town, forming the principal approach to the town centre and terminating with the public square on Pier Avenue. This addition links key historic components of the town.



2.5 Designated Heritage Assets

The designated heritage assets within the Clacton Seafront Conservation Area include:

Listing

Grade II Martello Tower And Brick Lined Moat, List Entry No. 1111520
 Grade II Clacton-on-Sea War Memorial, List Entry No. 1448050
 Grade II Lych Gate at Our Lady of Light and St Osyth, List Entry No. 1420919
 Grade II Roman Catholic Church of Our Lady of Light and St Osyth, List Entry No. 1271909
 Grade II Colchester Institute Main Building, List Entry No. 1380565
 Grade II Row Of 16 Street Lights South Side Of Esplanade Between Beach Road And West Road, List Entry No. 1111519

Scheduled Monument

Martello tower F, Marine Parade West, Clacton-on-Sea, List Entry No.1016555

Registered Parks and Gardens

Grade II Clacton Seafront Gardens, List Entry No. 1001626

2.6 Non-Designated Heritage Assets

There is currently no list of buildings of local historical and/or architectural interest in the District. Buildings within the Conservation Area which should be considered for inclusion are identified below. These buildings have been identified as they are either considered to be good examples of their type or architectural style, are prominent local landmarks, demonstrate use of local materials or design features, or are connected to local historical events, activities or people, and are all relatively complete in their survival.

Local List

- Pair of coastguard cottages, Tower Road
- Edwardian detached dwelling, No. 2 Alton Road
- The Sandrock, Penfold Road
- The Pier
- The Royal Hotel, Marine Parade East
- Lloyds building, Pier Avenue
- Natwest building, Pier Avenue
- Post Office building, High Street
- Old Lifeboat House, Carnarvon Road
- Row of gault brick cottages, Church Road
- Arts and Crafts style dwelling, 15 Church Street

2.7 Heritage at Risk

In the 2017 report on Vulnerable Conservation Areas: Clacton-on-Sea, the Conservation Area was described as:

“The core Clacton Seafront Conservation Area is made up of a comparatively large series of inter-related heritage assets, including a Scheduled Monument, a Registered Park and Garden and several Listed Buildings. However these heritage assets are currently not being exploited to the optimum potential, with significance often obscured or degraded by surrounding development. This is compounded by a series of insensitive and damaging works, on both a large scale- such as unsuitable modern development- and on a more localised scale- such the replacement of traditional features in modern designs and materials. In order to secure a more positive future for the Conservation Area the issues facing key buildings and open spaces need to be addressed. Most significantly these are the Martello Tower at the western end of the Conservation Area, the Pier which is at the centre of the Conservation Area and the associated road Pier Avenue opposite, the Esplanade Hotel on Marine Parade East and the Junction of Anglefield at the eastern end of the Conservation Area.”

The report highlights that the key areas within the Conservation Area which are currently at risk are the Martello Tower, the pier and Pier Avenue, the historic seafront hotels (including the Esplanade Hotel), and Anglefield Junction.

Martello Tower F

Martello Tower F (Figure 13 and 14) is a significant heritage asset and prominent feature within the Conservation Area. Its significance is derived from its architectural and historic values, and its relationship as part of a wider military defensive network across the east and south east coast of England. It is also significant as the only remaining moated example on the Essex coast, creating its unique setting.¹¹ In its current condition, foliage detracts from the appreciation of the site, and tall impervious fencing prevents the site from being seen or

¹¹ <https://historicengland.org.uk/listing/the-list/list-entry/1016555>

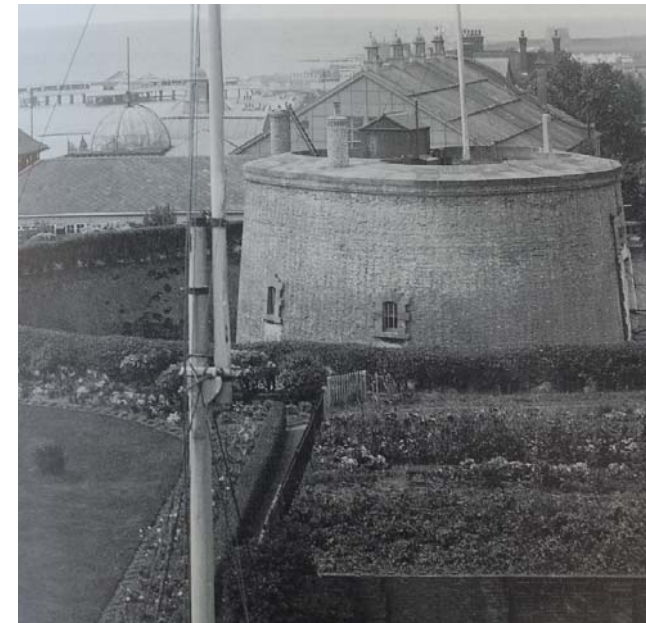


Figure 13 The Martello Tower (Britain in Old Photographs 1995)

readily accessed. The twentieth-century coastguard tower, located on the tower, is currently vacant and in a poor condition. This forms a visually dominant feature of the Martello Tower, which detracts from our appreciation of it.

The Tower would historically have been the most dominant feature on the Clacton seafront, however its prominence is now reduced. Established planting which currently surrounds the site impacts on the visibility of the Tower itself and obscures the moat which is a key and unique feature of the asset.

The Pier

The Pier is the central focus for the historic planned seaside resort, utilising the Pier Gap to connect the beach with the settlement. It is a prominent feature within the Conservation Area, clearly visible from the Grade II Clacton Seafront Registered Park and Garden, and it makes a positive contribution to our understanding of the development of Clacton-on-Sea. Currently, the Pier is negatively impacted by modern features and inappropriate additions within its setting which often overpower its historic character. The Pier itself includes a number of modern amusement arcades, stands and rides, and its principal façade is dominated by a large LED screen, signage, and amusements through which the Pier itself is accessed. These modern features reflect its importance as a key source of seaside entertainment, and reflect its continued use by visitors to Clacton-on-Sea; however, these features also impact its aesthetic and architectural values as a promenade public walk, and landing point for vessels (Figures 15, 16 and 17).

Some elements of the Pier detract from its significance as they divert attention away from the significance of the structure. While arcades and modern rides contribute to the seaside character of the Conservation Area, other features of the Pier which are kinetic and create noise pollution, such as the LED screen, are not in keeping with its historic character and are harmful to the appreciation of the Pier as a heritage asset.

Hotels and guesthouses

The seafront comprises of a number of key buildings of heritage value, including the Esplanade Hotel, and the continuous line of seafront development positively contributes to the character of the Marine Parade. However, some elements of this frontage are not in keeping with the historic hotel retreats and the grandiose corner plot developments typical of seaside resorts. The Westcliff Hotel, Premier Inn and those buildings on the western side of Anglefield Junction introduce new materials, colours and massing to the Conservation Area and are aesthetically intrusive. There are also examples of inappropriate signage and the introduction of a dark colour palette for prominent seafront buildings, which prevent there from being a continuous and harmonious visual rhythm to the street scape and obscure architectural details (Figure 18).

The Anglefield Junction is a noteworthy area of green space within the Conservation Area, and forms part of the key views of significant buildings such as the Roman Catholic Church of Our Lady of Light and St. Osyth, the United Reform Church and the former Lifeboat Station. It also provides inter-visibility



Figure 14 The Martello Tower



Figure 15 Clacton Pier, ERO I/MP 86



Figure 16 Clacton Pier, ERO I/MP 86

between these buildings and the seafront, enhancing their setting. The junction, however, is negatively impacted by the uncharacteristic development to the west (Figure 19). The twentieth century infill is uncharacteristic in terms of its material and massing and negatively impacts upon the attractive row of terraced housing to the east and the designated Church of Our Lady of Light and St. Osyth to the north east.

As highlighted throughout the Vulnerable Conservation Area Report, the Clacton Seafront Conservation Area has suffered considerable harm from the gradual, and in some cases irreversible, loss of architectural details which contribute to the town's unique and distinctive character. The general repair of buildings in the Conservation Area is deteriorating at present, with numerous buildings in a poor state. The Conservation Area as a whole is at risk from further cumulative deterioration through inconsistent boundary treatment, and the inappropriate replacement of doors and windows, which particularly affects the residential development to the west of the area. The majority of dwellings located off Marine Parade have lost their original boundary treatment to make way for paved front garden spaces to provide parking. This has led to the deterioration of these residential streets, and any further loss would be detrimental to the character of the area.

The architectural detailing of buildings (decorative balustrades, prominent turrets and bay windows etc.) is one of the defining characteristics of Clacton Seafront. Few modern developments have embraced this aspect of the built environment and do not incorporate decorative detailing in either a modern or traditional style, lacking the architectural interest and quality of the more historic buildings. This creates disconnect between modern development



Figure 17 View of Clacton Pier

and the historic buildings of Clacton, and these features have been significantly reduced throughout the area as a result of their gradual loss and lack of maintenance.

Roof extensions are also widespread throughout the residential areas of the Conservation Area, many of which are considered intrusive to its character and appearance. In particular, the variation in their design disrupts the continuity of the planned streetscape and detracts from the architectural quality of some of the buildings.

2.8 Archaeological Potential

Much of the area has been developed and there is likely to be disturbance to archaeological deposits caused by building foundations, cellars etc. However, much of the archaeological potential of the area lies in the geological deposits that underlie the area and are exposed along the foreshore and these are unlikely to have previously been significantly impacted upon.

The Pleistocene sediments, from which both human and mammalian remains have previously been recovered, underlie the area and are recorded at surface level. These deposits represent the former courses of the Rivers Thames and Medway and are recognised as being geological sediments of international importance and are protected in places as a SSSI (Site of Specialist Scientific Interest). Although some areas have been developed, there is high potential for the survival of further Palaeolithic remains including

Pleistocene faunal remains within the gravels and interglacial fine grained sediments within the Conservation Area that may be impacted by future development. These remains will also be present in the cliffs, and may be exposed in the foreshore at times, so any work in these areas may impact upon the erosion of the Pleistocene deposits.

Within the Conservation Area the historic street layout is still discernible, including the earliest road noted on the Chapman & Andre map of 1777. As such, there is potential for the survival of below ground remains of former houses/ farmsteads in areas that have not been heavily developed.

The Martello tower is surrounded by a moat or ditch and the area around the Tower has remained undeveloped. There is potential for archaeological remains to be preserved and palaeoenvironmental deposits to survive within the deeper deposits of the ditch or moat.

Little of the WWI defences are likely to survive and all WWII defences have been destroyed. There is some possibility that the bases of these structures may survive below ground in undisturbed areas.



Figure 18 Example of inappropriate signage and paint colour on West Marine Parade



Figure 19 Uncharacteristic development at Anglefield Junction



3.0 Assessment of Significance

3.1 Summary

Introduction

The special interest of the Conservation Area principally derives from its design as a seaside resort, built around a formal street pattern which is still discernible today. The Victorian and Edwardian architecture is of varied condition throughout the town, however many of the principal facades have been retained. High quality architectural features highlight the vision of Peter Bruff and subsequent planners for Clacton's development as a fashionable seaside town. The stretch of the seafront, including the Pier and the Martello Tower, makes a positive contribution to the character and appearance Conservation Area; it is this coastal setting which gave rise to Clacton-on-Sea's built environment, reflective of its strategic location and consequential development as part of a defensive network and later seaside resort.

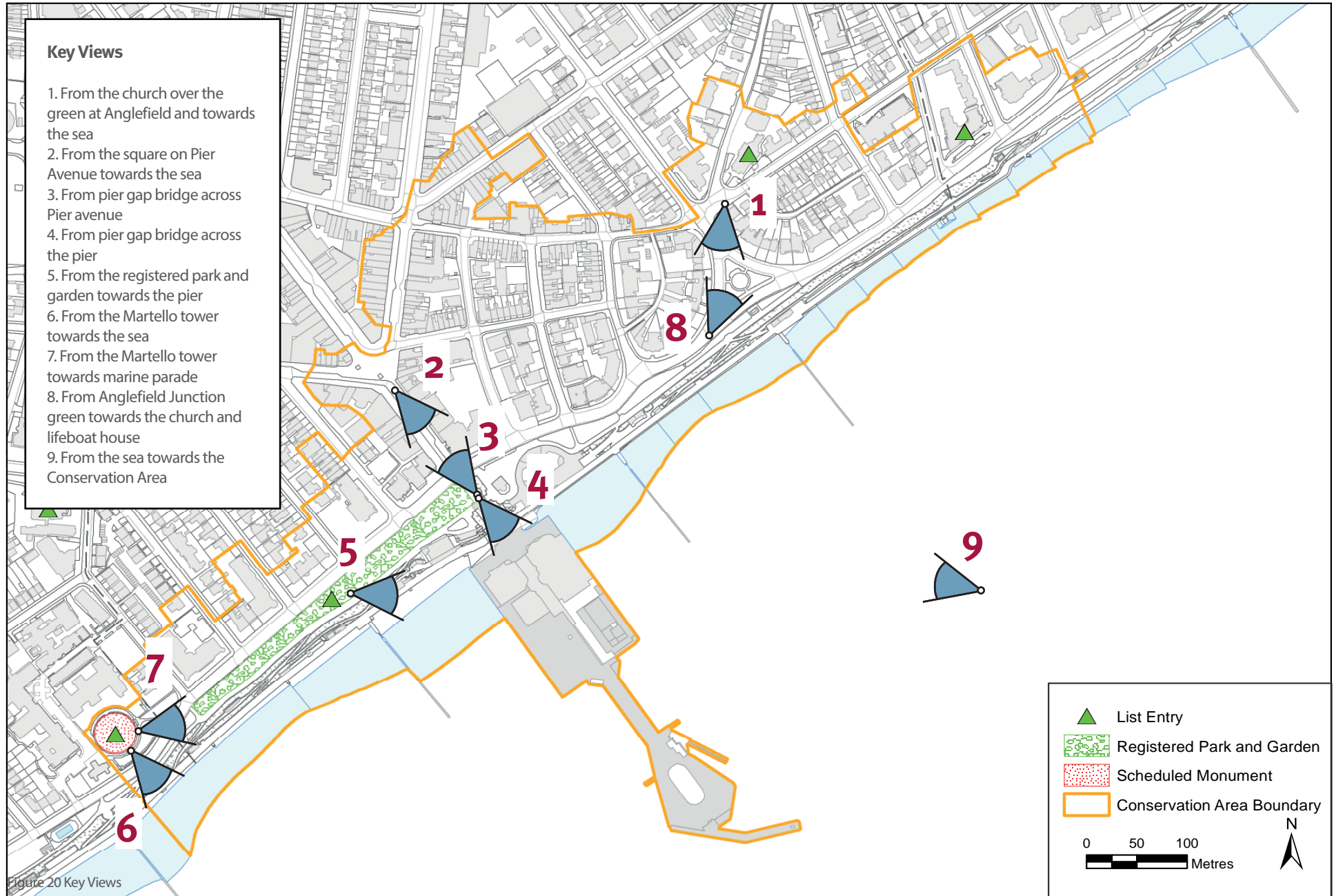
Land Usage

The Conservation Area predominantly comprises of commercial, residential and hotel buildings. There are also significant areas of open green space which are recognised in Tendring District Council's Local Plan (2007) along the seafront, including the Grade II Registered Park and Garden and the triangular green at the Anglefield Junction. There are areas of public parking towards the commercial town centre, and surrounding the hotels and guesthouses on the seafront.

The commercial centre of the town within the Conservation Area includes Pier Avenue, Station Road, Rosemary Road and the High Street.

Key Views

Key views are identified on Figure 20 . Note the views included are a selection of key views; this list is not exhaustive and there may be other views of significance. Any proposals for development within the conservation area, or its environs, should consider the views below and any others which may be relevant or highlighted as part of a bespoke assessment of that proposal.





Landscaping and Open Spaces

There are several key areas of public realm within the Conservation Area, particularly along Pier Avenue where considerable recent refurbishment includes the creation of a pedestrianised plaza at the junction of Pier Avenue and Station Road. This makes a positive contribution to the Conservation Area, creating a space where buildings at this junction can be appreciated. Planting also enhances the character of the area but, although this is not extensive, in places it has been badly sited and impacts on the view towards the Pier Gap from the square which would have historically been a long view down the avenue towards the seafront. Street furniture here is modern in design and appearance, but well maintained.

The public realm surrounding the Pier Gap is a key contributor to the character of the Conservation Area and enhances our understanding of its historic development and the significance of the seafront. The west of the Pier Gap comprises of a Registered Park and Garden, this includes a series of formal gardens connected by a walkway and unified by high quality street furniture, planting, and pavilions. To the east of the Pier Gap is an area of modern seaside amusements, which have contributed to the continued development and use of Clacton seafront as a seaside resort, but do little to enhance or preserve its historic character. These two sides of the Pier Gap would benefit from a consistent approach particularly regarding quality of street furniture and planting to unify the Registered Park and Garden to the west with the amusements and open space to the east, as well as the area forming a more attractive entrance to the Pier.

The Anglefield Junction comprises an area of a green which has historically provided an area of significant public realm space, characteristic of seaside development. The area once included substantial formal planting, shrubs, trees, and benches, and a cannon providing a connection with the area's maritime history. Currently, this space includes some benches, shrubs, and tree planting, but due to the current sparsity of planting it makes a limited contribution to the area and does not enhance the character of the seafront.

The green surrounding the Martello Tower also contains some shrub and tree planting, with two dominant trees to the north east of the Tower, and some street furniture and information boards.

The Conservation Area is currently lacking in private front garden landscaping, which means that front boundary treatments which contain planting and landscaping make a positive contribution to the area. Good examples exist on Tower Road, Agate Road, Church Road and south side of Orwell Road where the retention of front gardens and green boundary treatments enhance the streetscape.

The tree lined avenues on Station Road and Church Road enhance the character of the Conservation Area; Station Road planting marks the route of the central street which contributes to way finding between the Station and Pier. Church Road planting provides symmetry to the residential street, enhancing vistas to the east and west.

Traditional/Local Building Materials and Details

Many properties and boundary treatments across the area make a positive contribution to the character of Clacton-on-Sea through their use of traditional building materials; these typically enhance the seaside character of the town, and provide clear indication of its creation as a polite retreat for nineteenth and early twentieth century society.

Buildings are predominantly constructed in red brick with some gault brick in places, typical of Georgian and Victorian development, with some rendered and painted in a light but varying colour palette, archetypal of seaside towns. Larger corner plot developments and commercial arcades, such as the Operetta, include stone and plaster decorative detailing. Some properties include architectural details reflective of their contemporary style, such as clinker brick boundary walls and timber framing on arts and crafts style buildings.

Architectural details including decorative brick, stone, plasterwork and carpentry, turrets, balconies, and bay windows etc., are some of the defining characteristics of Clacton-on-Sea. While few modern developments appear to have embraced these aspects of the built environment and fail to incorporate decorative detailing in either a modern or traditional style, it still exists in properties across the Conservation Area and is worth preserving and enhancing.



Key architectural features evident across the Conservation Area include gables, predominantly found in the residential areas of the Conservation Area. These make a positive contribution with Dutch gables particularly reflective of its coastal character. Balconies, often accompanied by decorative iron balustrades and sometimes recessed with arches, are also reflective of the seafront character of the area, largely orientated to allow for sea views to the south east. Turrets are also a feature found across the area, and are clear indicators of the coastal character of the area. Turrets vary in their architectural style, however all make a distinctive combined contribution.

3.2 Character Analysis

The Conservation Area is divided into three character areas reflecting the predominant land use, location and historic development of the town. The three character areas which comprise the Conservation Area are the Commercial Centre, and Residential Area and Seafront.

The Commercial Centre

This area is characterised by its dense urban streetscape with prominent shop frontages. Some roads have been largely pedestrianised and enhanced with planting and street furniture.

The built environment is characterised predominantly by nineteenth and twentieth century development. Development is typically formed of two to three storey terraces constructed in brick. Some buildings are painted, usually in light pastel colours evocative of the seaside setting with some in darker uncharacteristic colours, but the majority are unpainted with visible brick banding detail on the upper floors. The street level is dominated by modern shop fronts and signage, however some historic architectural details are visible in places, particularly along the High Street where pilasters and decorative capitals have been retained and add character to the shop fronts.

Pier Avenue is characterised by its dominant shop frontages particularly those of the gaming arcades which, although garish, are typical of the twentieth century development of seaside resorts. Views of the Pier Gap to the south are terminated by Pier Gap Bridge (Figure 21) and to the north by the central square (Figure 22). Buildings here are three storeys tall, with balconies at first floor on the western side of the avenue. The wide paving of the avenue and the square provides a distinct pedestrian setting to surrounding buildings.

The square itself enhances the character of the commercial centre, providing an aesthetic setting to the surrounding buildings, and creating a sense of place within the commercial core. Buildings here are varied in height with smaller neo-Georgian buildings on West Avenue, including the Lloyds Bank building built in 1920s in a classical style (Figure 24), and taller four storey buildings to the west and east. The Lloyds Bank building has a prominent stone façade in contrast to the brick elevations of the other buildings on West Avenue, although the stone dressings of the building at nos. 4 - 10 provide some coherence in the use of materials, if not stylistically.



Figure 21 Pier Gap Bridge (looking South)



Figure 22 Pier Avenue (looking North)

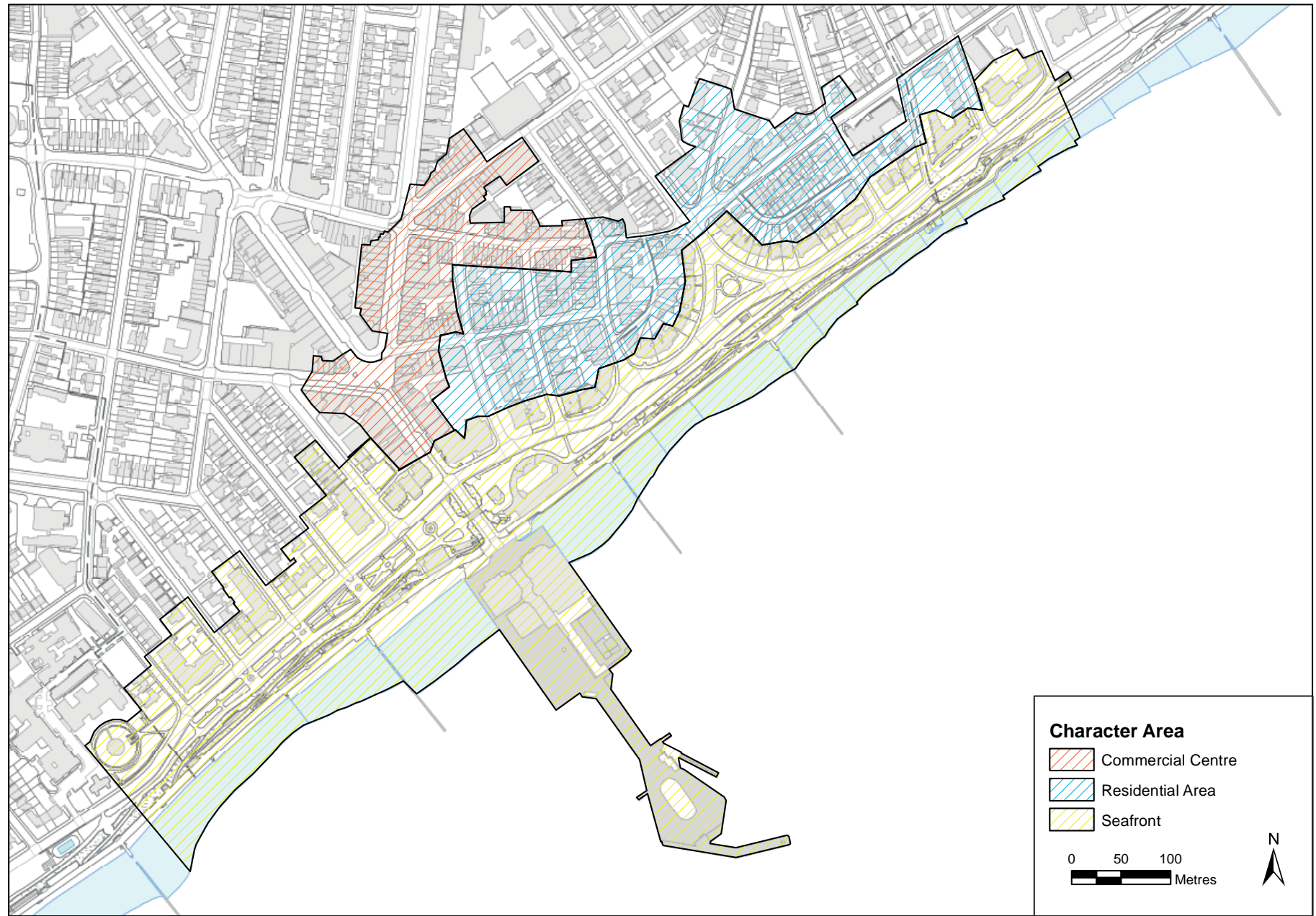


Figure 23 Character Areas Map



Figure 24 Lloyds Bank Building



Figure 25 Natwest Bank Building



Figure 26 High Street



Figure 27 The Operetta

Pallister Road joins the intersection between Pier Avenue and Station Road at its western end, forming the northern side of the central square. The large corner plot development, currently Natwest Bank, was built 1898-9 of red brick with sandstone dressings and overlooks the square (Figure 25). This building makes a positive contribution to the character of the area due to its high quality Victorian architectural detailing and its prominence in the street scene. Some buildings at the north west end of Pallister Road make a positive contribution to the Conservation Area drawn from their simple nineteenth century architectural form and detailing; however, at ground floor level the historic character of the street is negatively impacted by inappropriate, modern signage. In addition, poor quality window replacements and a general lack of maintenance to the building stock means there is opportunity for enhancement here. Further east, on the north side of the street, a row of Victorian terraced housing forms a residential street-scape of a nineteenth century character. These buildings have largely retained their front boundary treatments, porches, and bay windows; however the majority have had inconsistent loft conversions and roof extensions, which impact the historic form of the row.

The High Street retains a historic town centre character, with consistent brick terraced buildings forming a strong and rhythmic vista. Buildings are decorated with simple architectural details, including parapets, gauged brick lintels and decorative stone banding, with some buildings being more elaborately decorated with faience and stone dressings. Some buildings are in a poor condition and have been negatively affected by inappropriate signage and window replacement (Figure 26).

Rosemary Road retains its historic character similar to that of the High Street. It includes smaller buildings to the south, typically of two storeys, and three storeys to the north. A large nineteenth century red brick building, the Operatta, dominates the western end of the north side of the road and occupies the full plot between Rosemary Road and High Street, with a frontage on both. It is an imposing building, decorated with faience dressings and classical-style details, including a central pediment round-headed first floor windows with keystone detailing, and the prominent first floor leaded bow window. Originally constructed as a Theatre and known as Operetta House, the modern shopfronts and signage now detract from its architectural quality and grandeur (Figure 27).

Station Road, a wide arterial route through the commercial centre, is characteristically of a grander scale than the smaller commercial streets to the east. This road forms the approach to the town centre and Pier Avenue from the station. It comprises of a tree lined and largely pedestrianised street. To the south of the street many buildings have lost their original balconies, have had poor quality window replacements and are dominated by intrusive signage which detracts from the facades of the buildings. Some shop units have expanded over three buildings which has resulted in some loss of smaller frontages more typical of historic plots.

The intersection of Station Road, Rosemary Road and High Street is now a busy road junction dominated by pedestrian crossings, traffic lights and road signage. However, well designed and attractive nineteenth and early twentieth century buildings purposefully dominate the corner plots between the roads and made a positive contribution to the area. It also forms the northern extent of the Commercial Centre Character Area, and the boundary of the Conservation Area. Either side of Station Road, on the south side of Rosemary Road, are a pair of neo-Georgian three storey red brick buildings with slate roofs behind parapets and sash windows with simple stone surrounds. The ground floors are dominated by modern shop signage and the sash windows to the upper floors are later replacements but the buildings, with their chamfered corners, create a gateway leading the eye south along Station Road and into the core of the Conservation Area. The corner plot between Rosemary Road and High Street is occupied by the former Town Hall; an early twentieth century building of three storeys, also neo-classical in design. The prominent Flemish-bond red brick elevations are complemented by stone cladding below the ground floor cills, a stone band and keystones. The round-headed arched windows to the ground floor add interest to the building, and a large doorway with stone surround on the chamfered corner creates a focal point, particularly combined with the clock tower above. The building located at the corner of High Street and Station Road has a characterful apsed end facing south east with an attractive historic shopfront, curved first floor window with a deep stone band above, terminating in a prominent copper-clad cupola (Figure 28). These buildings form an interesting and characterful group marking the boundary to this part of the Conservation Area.



Figure 28 Corner building of Station Road and High Street



Figure 29 Parking on Orwell Road



Figure 30 Orwell Road

The Commercial Centre Character Area is impacted by the lack of maintenance of some key buildings, particularly along High Street and Rosemary Road. Apertures on first and second floors are generally in a poor condition, detracting from the aesthetic contribution they would otherwise make.

Residential Area

Many of the streets, particularly those within Bruff's original plans, are orientated to provide terminating views of the sea and open space, often with pavilions located in view. The area is generally characterised by small-scale development with rows of terraced housing towards the west and some larger semi-detached properties at the east, with detached dwellings on corner plots. These streets exist today as they were originally laid out in the original master plan, and therefore relate historically, visually and in function to the seafront.

Rosemary Crescent is perhaps the most uncharacteristic street within this character area as it provides access to the rears of the buildings fronting Anglefield and Beach Road and is dominated by parking areas, garaging and the untidy back elevations of some of the buildings.

The north of Orwell Road comprises Victorian terraced dwellings. These have been much altered by the recladding of roofs, window replacements and loss of front boundary treatments. This, along with the open parking to the north west of the street, has a negative impact on the character of the area (Figure 29). To the south of the street, boundary treatments are mostly well preserved and often planted, with rendered terraced housing painted in pastel colours typical of seaside development. This makes a positive contribution to the character of the residential character area (Figure 30).

Beach Road is also characterised by its terraced Victorian development, many of which are painted in a 'seaside colour palette' and have also retained their front boundary treatments. Inconsistent roof extensions, window replacements and modern infill development have, however, been intrusive to the quality of the streetscape. Modern infill to the south west and east of the street are sympathetic in their generous front boundary treatments, however they are uncharacteristic in their scale and massing, relative to earlier buildings within the street.



Figure 31 Church of Our Lady of Light and Saint Osyth



Figure 32 Rosemary Road



Rosemary Road comprises dense residential development fronting the street pavement. These buildings typically two storeys high and rendered with modern alterations and several roof extensions. Much of the development makes little contribution to the character of this part of the conservation area with unsympathetic alterations to roofs and ad hoc alterations to fenestration resulting in a loss of building form and a disjointed appearance. There are two buildings of note including the building at the south east of the street which was most recently in use as a restaurant and, while currently vacant and in poor condition, retains some architectural features of interest including a prominent Dutch gable. A modern infill development of note at 5 Rosemary Road is broadly Art Deco in style and makes best use of its corner plot with Rosemary Crescent incorporating a turret and 'watchtower' reflective of the seaside character of the town (Figure 32).

The United Reformed Church and the Church of Our Lady of Light and Saint Osyth are located on the junction of Holland Road and Church Road (Figure 31). The Church of Our Lady of Light and Saint Osyth is Neo-Norman with randomly coursed Kentish ragstone elevations and square corner turrets with pyramidal stone caps. The church is set back slightly from the road behind a half height wall with hedge. The churchyard is entered to the west through the 1925 Arts and Crafts style Grade II listed Lych Gate. The United Reformed Church is situated opposite, constructed in the late nineteenth century in red brick with stone dressings. The churches are set within large plots and are prominent features of the large junction, which is open to the south, creating a wide street scene with vista down to the sea which is enhanced by the prominent church buildings. Two well preserved 1901 detached houses opposite the church on Holland Road also make a positive contribution to the area. These have retained characteristic features such as their decorative rendered gable ends, Arts and Crafts style brackets, clay tile roofs with crested ridge tiles, prominent bay windows and brick boundary walls.

Church Road, Harold Road, Thoroughgood Road and Vista Road are characterised by their residential building stock. Church Road comprises of a tree lined avenue, terminating with the Church of Our Lady of Light and Saint Osyth at the west. Rows of terraced housing line the street with some larger corner plots. Buildings are typically two storeys in height, rising up to four storeys on the streets closer to the seafront, and constructed in brick with some rendered

and painted in a pastel colour palette. Some historic character has been lost, due to window replacements and loss of front boundary treatments as well as modern infill within the former boundary of the conservation area which now has a negative impact on its character.

However, the overall sense of the tree lined residential development is preserved, with many dwellings of architectural merit and aesthetic views to the west towards the church and south to the seafront.

Seafront

The Seafront forms the backbone of the coastal resort settlement. It is characterised by its elements of seaside architecture and landscape, including the Pier, Martello Tower, the beach and cliffs, open space along the cliff ridge, and historic hotel streetscape along Marine Parade.

The character area terminates at the Martello Tower F, a scheduled monument and listed building, located on high ground at the west (Figure 33). This building separates the Conservation Area from modern development further along the coast. The area terminates to the east at a guesthouse named The Towers, a substantial corner plot building with prominent turrets. The area includes some buildings to the north of Marine Parade, which predominantly comprise of guesthouses and hotels, and extends south of Marine Parade to include the cliffs, beaches and Pier.

The topography in this area is varied, with steep slopes down to the sea. This topography affords the buildings on Marine Parade views over the sea, as well as views from the open spaces and Registered Park and Garden on the cliff top towards the sea and Pier below.

Much of this area has been historically designed for hotel and guesthouse use, which gives the built environment of the seafront its grandiose character. Hotels are typically located within larger plots and are orientated to benefit from sea views. They are also characterised by their larger massing than buildings in the residential streets to the north, and are predominantly three storeys in height with some four storey development in the south west. Their facades are broken-up by architectural details including turrets, gable ends, and bay windows. The Grade II Listed Colchester Institute Main Building is a key example of these hotel buildings;



Figure 33 Martello Tower



Figure 34 Colchester Institute (Grade II Listed)



Figure 35 Marine Parade West, Premier Inn



Figure 36 Registered Park and Garden

constructed in 1892-97, the red brick building is three storeys with a dormer attic, symmetrical in its design with prominent single polygonal turrets at the North and South ends, with bays with shaped gables inside these, and 2 central canted window bays in the centre of the building. The architectural features are of a high quality, including decorated string coursing, cast-iron balconies, entrance doorways with pediments raised over shaped aprons, and elaborate Jacobean style timber chimneypieces (Figure 34).

While there is variety in building forms along the seafront, with differences in massing, rooflines, material and boundary treatment, the character of built development is consistent and makes a positive contribution to the coastal street scene. The variety of architecture creates an interesting vista down Marine Parade (Figure 37 and 38). Some buildings, however, are unsympathetic additions to the streetscape and do not reflect the prevailing characteristics. The Premier Inn, for example, introduces a new building material with the use of engineering bricks and an expansive massing which is dense and unbroken by any architectural features which would create some harmony with its surroundings (Figure 35). The Westcliff Hotel, Rosebank Court and buildings fronting Anglefield Junction are intrusive in terms of their modern features, materials, colour palettes and roofline.

This character area is enhanced by its open green spaces which allow for views towards the Pier and sea. The Seafront Registered Park and Garden is formal in its design and comprises of distinct areas which are linked by a public walk. High quality street furniture and planting brings cohesion to the gardens (Figure 36). This enhances the character area and celebrates key views. The open space to the east of the area, and on Anglefield Junction, is simpler in its use of planting and street furniture, with substantial areas of seaside amusements to the immediate east of the Pier Gap, which are characteristic of the settlement's historic development as a seaside resort.

The west of the character area comprises of some residential development perpendicular to the seafront. This is characterised by its smaller scale hotel buildings and variety of residential development, orientated towards seaward views to the south which are often terminated with pavilion buildings.



Figure 37 Marine Parade West, Imperial Court



Figure 38 Marine Parade, The Towers

North east of the Martello Tower is a group of well-preserved coastguard cottages; these buildings and their large front gardens make a positive contribution to the character of the seafront, and are reflective of the history of the tower which was used as a coastguard lookout in the late nineteenth century (Figure 39).

On Alton Road residential buildings of interest include: Alton Lodge, a three storey semi-detached property, now converted to flats and set with a fairly large paved plot with three bays, two bay windows and central balcony with decorative railing; and number 2, a well preserved Victorian detached dwelling with a well-kept front garden and rendered dwarf wall.

Penfold Road extends north to include The Sandrock, a detached two and a half storey guesthouse with an Arts and Crafts inspired red clay tile roofline, in red brick with recessed porch under a segmental arch with columns, a recessed first floor balcony with balustrade, and well maintained front garden planting. This building makes a positive contribution to the character of the area; originally constructed as a private residence, the dwelling has been sympathetically converted to hotel use in the late twentieth century and more recently to guesthouse use (Figure 40).

Agate Road has an open character due to the predominant car parks at its southern end, with rows of terraced dwellings beyond. Collectively, the car parks make a negative contribution to the character of the area, breaking the rhythm of the built form within the streetscene and allowing for unintended views to the rear of properties along Pier Avenue. There are, however, some buildings of merit. The terraced houses are of two and a half storeys, constructed in brick with some simple banding detail, and some on the south west side are painted in pastel colours. Those on the south west side have retained some interesting architectural features, such as their first floor recessed balconies with arched heads, however many features have been impacted by cumulative changes, such as loss of front boundary treatments, the unsympathetic replacement of windows and roof cladding, and porch extensions (Figure 41). The terraced dwellings to the north east of Agate Road are notable for their unusual Dutch gables facing the street (Figure 42). These dwellings are reflective of the Victorian development of the seaside resort, and therefore make a positive contribution to the area's character.



Figure 39 Coastguard Cottages



Figure 40 The Sandrock



Figure 41 Agate Road (looking West)



Figure 42 Agate Road (looking East)

3.3 Contribution by Key Non-Listed Buildings

Although not recognised by listing designations, there are several key buildings of interest located throughout the Conservation Area, particularly along the seafront and within larger corner plot development. These buildings are significant to the Conservation Area as they are often prominent in street scene vistas, have retained their historic architectural form and details, and are good quality examples of the nineteenth and twentieth century development of Clacton Seafront.

Substantial corner plot developments on Marine Parade are particularly important to the character of the Conservation Area and are typical of seaside development. The most prominent and significant of these are the Royal Hotel and former hotel The Towers. The Royal Hotel (Figure 43) forms a prominent part of Bruff's planned resort and was among the first buildings constructed within the resort in 1872. The building features in historic images of the Pier, prominently located within views from the Pier Gap and the seafront. The ground floor has undergone some alteration which has altered the main façade and detracted from its symmetry, however the first and second floor remain fairly intact and the thick iron veranda and roofline are still discernible and important features of the building. This building makes a positive contribution to the area and our understanding of its development and intended purpose as a resort. The former hotel building named The Towers (Figure 38) marks the boundary of the Conservation Area, and is another significant example of one of the early seafront developments of Clacton with well-preserved Victorian architectural features. Its decorative finials, tower, porches, decorative brickwork and balcony have all survived and contribute to the character of the Conservation Area.

The Coastguard Cottages on Tower Road (Figure 39) are unique examples of seaside residences. Constructed in 1888, these cottages once formed a row of detached properties for the coastguard after the relocation of their station. The two surviving cottages have retained much of their architectural detailing. Constructed in red brick under a plain tile roof with rendered gable ends and decorative string course brickwork, they are significant as a pair as they reflect the variety of late Victorian residential development in the area and unique functions associated with its coastal location.



Figure 43 The Royal Hotel



Figure 44 The United Reformed Church

The United Reformed Church on Carnarvon Road is located at a prominent position on the junction of Holland Road, Church Road, Rosemary Road and Anglefield. The Church was constructed in 1886 in a neo-Gothic style with brick elevations and stone dressings. Its tower is visible in views north east from the Anglefield Green. Due to its location and architectural merit, the church makes a positive contribution to the Conservation Area (Figure 44). The Church also shares a close relationship with Our Lady of Light and St Osyth, a Grade II listed church to its east, which collectively further enhance the Conservation Area as the prominent ecclesiastical buildings.

The row of gault brick terraced cottages on Church Road is unique within the Conservation Area, as this building material is not seen elsewhere in residential buildings. These dwellings are noteworthy for their proximity to and visual harmony with Our Lady of Light and St Osyth, their architectural merit, pronounced front boundary treatments, and the positive contribution that they make to the street scene.

A grouping of buildings of historic merit is located on the square on Pier Avenue. These include: the Natwest building, built in brick with stone dressing in 1898; its neighbour the bank chambers, built shortly after in 1900 with panels of decorative plasterwork; and the Lloyds Bank, constructed in 1922 as a single storey stone building in the classical style. These buildings are significant in their own right, as good quality examples of late nineteenth and early twentieth century architecture, but they also collectively provide focal points for the square, enhancing the historic character of the Conservation Area.

The building occupying the corner plot between High Street and Station Road makes a positive contribution to the character of the Conservation Area. Its prominent rotunda tower and apsed elevation forms the principal view of the building from the south of Station Road and its red brick elevations with stone detailing harmonise with surrounding buildings. The building has retained much of its historic character, and benefits from sympathetic signage and a historic shopfront at ground floor level.

The former Lifeboat House, located on Carnarvon Road, was constructed in 1878 in red brick with pedimented entrances and a central pedimented projection (Figure 45). The parapet is topped with ball finials and an ogee capped tower with small dormer windows which dominate the composition. The building has since been converted to pub use and flats and has undergone some consequent alteration; however the building still makes a positive contribution to the historic character of the area and strengthens our understanding of the historic development of the seafront and its previous function as Clacton's lifeboat station.

3.4 Significance of Buildings

The Conservation Area comprises of buildings which make a positive contribution to the character of the area, with key examples highlighted in section 3.3; there are also a number of buildings which make a positive contribution due to their historic and architectural merit, and their quality. There are also some which are considered to be neutral in their significance, although may have the potential to be positive with some maintenance, and some which are negative. These are highlighted below in Figure 46.



Figure 45 The Old Lifeboat House

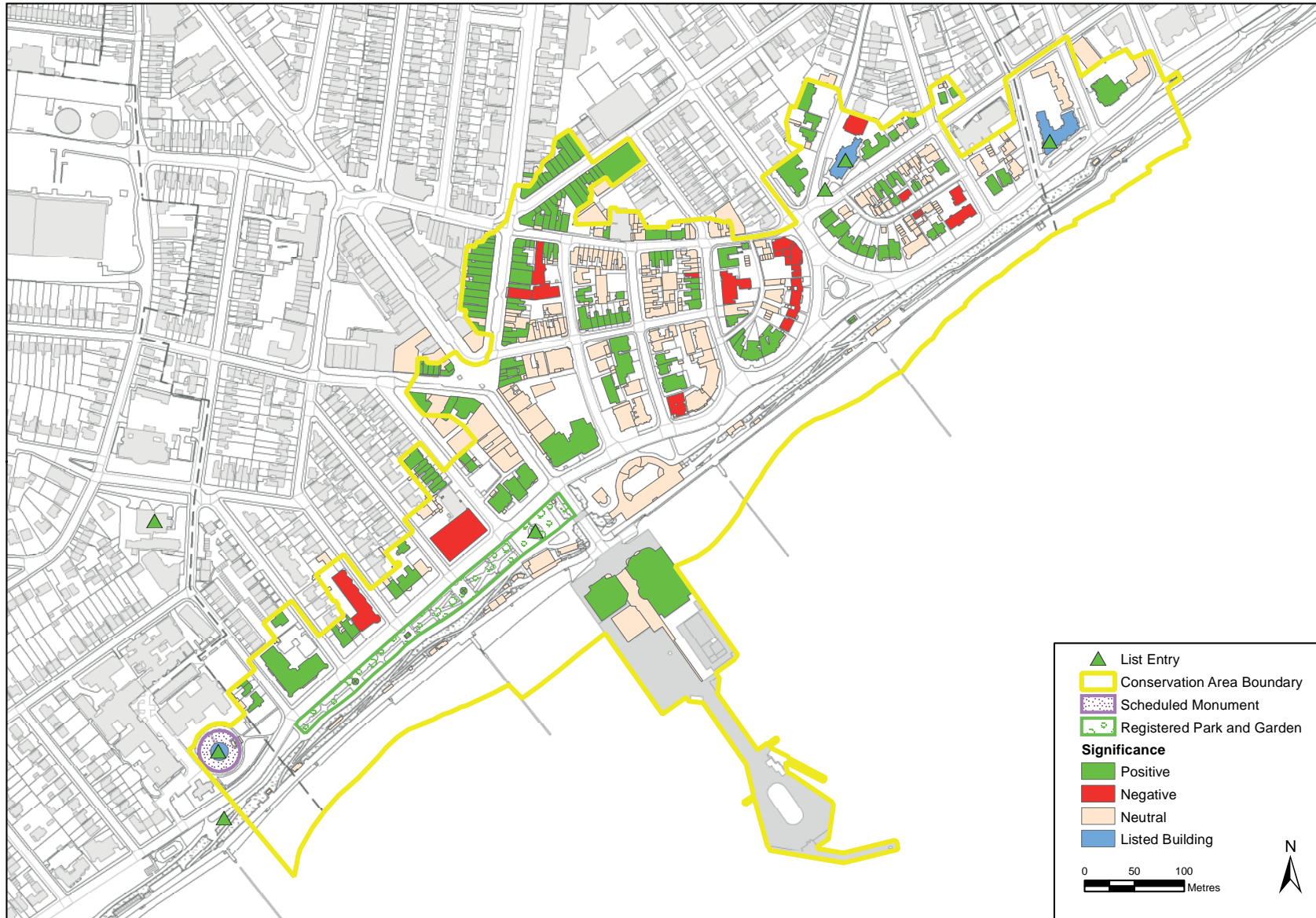


Figure 46 Significance Map

3.5 Beyond the Conservation Area Boundary

The Conservation Area also draws its significance from key features outside of its boundary, most notably from the sea itself to the south east. The seafront buildings and residential side streets are deliberately orientated towards the sea, to afford the best views of the coast and to create a pleasant resort. The Pier currently provides a focal point to these views and the open views of the sea undoubtedly enhance the special character of the Conservation Area.

Development at Clacton-on-Sea also draws historic significance from the settlement core, Clacton, located to the north. Whilst Clacton-on-Sea originated in the nineteenth century as a planned seaside resort, the area was previously connected with Clacton town, evident through prehistoric finds and the medieval farmsteads that were located in the Conservation Area which grew surrounding the town. Both settlements have become connected and coalesced over the late twentieth and twenty-first centuries, with development filling the open land between the two. They are currently connected physically through the built environment, and historically as evidenced in the town's development pattern.



Figure 47 View of the Sea from Clacton Seafront Conservation Area (looking South West)

The seafront extends beyond the Conservation Area and is notable for the contribution that it makes to the significance of the area. Large residential and guesthouse buildings extend along the seafront and are interspersed with areas of greenery. The grade II listed Moot Hall further to the north east and a group of 5 grade II listed street lights dating from c.1912 to the north east of the Conservation Area also contribute to the historic context and setting. These street lights were installed along with the grade II listed street lights along Marine Parade West, and are a rare survival in Essex; they make a positive contribution to the seafront setting, however, the lamps have been removed from the columns, impacting their heritage value. Buildings along the seafront outside of the Conservation Area are largely sympathetic in terms of their height and massing, and also mirror key architectural features in places.

The train station, located to the north of the seafront, forms a key historic connection with the Conservation Area (Figure 48). The arrival of the railway line in the nineteenth century, secured by Bruff after the successful sale of the land, gave rise to the success of the seaside development of Clacton-on-Sea. As such, the railway has a strong relationship with the resort. The station is located on Station Road at the junction with Carnarvon Road, and is fronted by a green space to its south. The route from here to the Conservation Area is a noteworthy one due to the historic relationship between the two and the footfall that exists between them. The road has the potential to make a positive contribution to our understanding of the Character Area, through methods of wayfinding etc. which will be discussed in the next section in greater detail.

The tree lined Station Road and Carnarvon Road highlight the routes towards the sea and commercial centre of Clacton-on-Sea, and the grade II listed Town Hall is located on Station Road outside of the Conservation Area. These all make a positive contribution to the Conservation Area as they create a sense of place as visitors enter the area.

The Martello Tower, located in the western end of the Conservation Area, forms part of a wide reaching network of forts constructed from Sussex to Suffolk to defend the south and east coast of England. The Tower's significance is derived from its architectural form and its relationship between these forts beyond the Conservation Area; their connection provides an appreciation of our maritime history, and their survival enhances the historic character of the stretch of coastland.

Some previous modern interventions within the Conservation Area have not given due regard to its character and appearance, often appearing to be more ad hoc and reactive to prevent the deterioration of buildings, rather than proactive to improve and enhance buildings and their surroundings. The following key issues have been identified and are summarised below in brief. The list is not exhaustive and neither are the issues identified unique to Clacton Seafront, with many being shared with other similar Conservation Areas.



Figure 48 The Station

4.0 Opportunities for Enhancement

4.1 Car Parking

Adequate public car parking is considered necessary to sustain the town's tourist trade; however, creation of parking spaces within the Clacton Seafront Conservation Area is often harmful to the character of the area. Aside from the negative visual impact of the parked vehicles, the sites are often in prominent locations and feature poorly maintained boundary and surface treatments with minimal positive landscaping.

Agate road in particular is at risk from the open car parks towards its southern end (Figure 49 and 50). These open tarmac expanses create uncharacteristic breaks in the street scene to the east and west and create unintended views towards the rears of buildings on Pier Avenue and Penfold Road. Car parks could be enhanced through the use of planting, or other sympathetic screening, methods to provide a visual barrier to the rear entrances of buildings and to create a more enclosed character to these areas of the street front.

Similarly, Colne Road is currently characterised by its use as service entrances to commercial buildings on Rosemary Road and Station Road, and as a public car park. The open car park permits views towards the rear access to buildings on Pier Avenue, and creates an uncharacteristic break in development of the building line; this area would also be enhanced by the use of planting or other sympathetic screening methods.

Church parking on Holland Road and private parking along Rosemary Crescent and Orwell Road also present opportunities for enhancement. These areas are currently inconsistent in their boundary treatment, and often in a poor state of repair, creating uncharacteristic and unappealing vistas within the street scene. Consistent boundary treatments and considered planting or other visual enhancements would reduce the adverse impact these areas make on the Conservation Area.

Private parking on a smaller, residential scale also impacts the Conservation Area through the cumulative effect of the prevalence of on-street parking, the loss of front boundary treatments, the loss of front gardens and the creation of areas of hardstanding. There is scope



Figure 49 Parking on Agate Road (looking East)



Figure 50 Parking on Agate Road (looking West)



Figure 51 Signage on Station Road

for enhancement in this regard, and the potential for the use of an Article 4 Direction to remove Permitted Development rights for the removal of boundary treatments and the laying of hardstanding. The majority of buildings on the streets set at right angles to Marine Parade have lost their original front boundary treatments, and these have been either completely lost or replaced with a wide variety of materials and designs, often to different scales and in varying states of repair. This creates an untidy and discordant streetscene, detracting from the intended harmonious master plan of the settlement. Cumulatively this erodes the historic character and appearance of the Conservation Area and these areas would benefit from the reintroduction of sympathetic boundary treatment and planting.

4.2 Shop Frontages

Many shop frontages within the Conservation Area are out of character with the historic town. High volumes of inconsistent and overly large fascia signage in modern materials adorn the shops and arcades along the main retail streets. These are far removed from the refined and smaller signage which would be more traditional and sympathetic to Bruff's original master plan. Some historic shop frontages survive behind later signage but are in various states of repair across the area, with many in poor condition. The loss of historic shopfronts through lack of maintenance or replacement, together with erratic approaches to signage, has impacted the visual cohesion of the street scene and its historic character (Figure 51). There is scope to enhance the character of the commercial centre through the production of a design guide for shopfronts and signage to create a clearer approach to the design of new shop frontages and management of historic ones.

4.3 Vacant Premises

A large vacant plot located on the Rosemary Road and Orwell Road junction is a key area for enhancement. The plot was the site of the former Osbourne Hotel c.1871 which was one of

the earliest buildings constructed in the new seafront resort and incorporated the first pair of villas to be built in the town. The site is currently empty after its demolition and is fenced off for sale. This site would benefit from a sympathetic development sensitive to the character and appearance of the area and the former villa which was once located here, to continue the pattern of building along the street and obscure open views to the rear of buildings on High Street from Rosemary Road.

The former restaurant on Rosemary Road and Rosemary Crescent is currently vacant, and would be greatly enhanced through reinstating a use (Figure 52). The building faces onto Rosemary Road, its façade features a Dutch gable, plasterwork detailing surrounding windows and decorative banding at first floor level. There is potential for the building to make an enhanced contribution to the street scene and Conservation Area, after reinstating its fenestration and cleaning or repainting the facade.

4.4 Vacant Upper-Floors

There are no vacant upper floors noted within the area, although some external elevations of upper floors are in poor condition. This impacts on the overall appearance of the historic building stock and our ability to appreciate them as heritage assets, particularly as many of the ground floors of these buildings have undergone modern interventions leaving the upper floors as the only reminder of a building's age and former quality. For example, The Operetta, which forms a substantial building with frontages onto the High Street and Rosemary Road, has a number of damaged and deteriorating windows with broken panes and unpainted frames, with others that are boarded. This detracts from the aesthetic value of the building and the contribution it makes to the Conservation Area which would be enhanced with small scale remedial work to repair damaged windows and other fittings, particularly where prominent on the main façade of the building.



Figure 52 Vacant property on Rosemary Road

4.5 Access and Integration

The stretch of road and development between the Station and the commercial town centre on Pier Avenue, and from Pier Avenue to the Pier itself, would be greatly enhanced through the introduction of a cohesive method of wayfinding. Currently, the station feels detached from the Clacton Seafront Conservation Area, separated by Station Road and the busy crossing of Carnarvon Road. The lack of a clear and defined pedestrian crossing or a continuous sense of direction severs the station from the main town and seafront. A safe and appropriate crossing near the station, clear signage, and other wayfinding methods such as consistent street furniture, public art, and planting would enhance the experience of visitors to the area, and create a strong sense of character throughout the Conservation Area and its setting. There is scope for these enhancements to also generate a greater bond between the Pier and seafront area, the retail core, and the station, bringing harmony between the character areas within the Conservation Area while promoting the key features within it.

4.6 Inappropriate Modern Development

A widespread concern within the Conservation Area is the volume of windows, doors, roofs and other architectural elements which have been replaced with those of inappropriate design and materials. In the majority of cases, these replacements do not pick up on traditional detailing and profiles, glazing pattern, palette of materials or design. This has a particularly negative impact on older Victorian boarding houses where modern plastic windows, in particular, impact the visual appearance and our understanding and experience of the historic buildings. The level of visual intrusion caused by these alterations is more dominant in residential areas as these streets are often characterised by terraced rows and pairs of semi-detached houses where modern interventions appear more apparent. In many instances one of the pair has been unsympathetically altered, whilst the other has retained its original features, highlighting the inconsistency between appropriate traditional materials and inappropriate modern interventions. The character of the Conservation Area is defined by the relatively limited palette of materials used, and this piecemeal loss of fabric can



Figure 53 Development on the west side of Anglefield Junction

cumulatively have a more significant impact on the character and appearance than any of the other concerns. There is scope to enhance these features, and reinstate them wherever possible, while protecting those which are still existing. An Article 4 Direction to remove Permitted Development rights for alterations to the front elevations of buildings could provide a framework in which to better manage the loss of original architectural features and the sympathetic replacement of those already lost.

The introduction of an inappropriate modern colour palette is also considered to be a concern within the Conservation Area. Some buildings located in prominent areas have been painted in darker colours which are inconsistent with the area and uncharacteristic of the seaside resort. The Kassaba restaurant on Marine Parade, McDonalds on Pier Avenue and Romolo's restaurant on Rosemary Road would all be enhanced through the introduction of a lighter colour palette as they currently are uncharacteristic of the wider area and visually domineering in the street scene.



Key areas of larger scale inappropriate modern development are apparent on the west side of the Anglefield Junction (Figure 53). There is opportunity for enhancement of the streetscape here through planting of the visible private gardens, or by instating a front boundary treatment which is characteristic of the area, to better integrate the building with its surroundings.

4.7 Neutral Contributors

A significant proportion of buildings are currently considered to make a neutral contribution to the character and appearance of the conservation area. The historic buildings that fall into this category still contribute to the area's character and appearance, and their contribution should not be underestimated and certainly should not be considered negative. The majority of these historic buildings have the potential to make a positive contribution but due to the loss of original architectural details, front boundaries, and unsympathetic additions, are considered to be neutral contributors which can lead to an underwhelming and indistinctive overall character. Through small scale improvement works, such as reinstating boundary treatments, planting, appropriate replacement windows, more traditional signage and use of colour, and preventing further loss of architectural form and features, these buildings would be enhanced and their positive contribution realised. Similar interventions to the more modern neutral buildings could help to better integrate them into the area.

4.8 Public Realm

At present the Conservation Area lacks a consistent style of street furniture with a varied mix of styles, ages and upkeep. The area contains some street furniture of high significance, including those features associated with the Registered Park and Garden and the grade II listed streetlights on Marine Parade West, and there is scope to enhance the area by reflecting this high quality throughout.

Street furniture that would benefit from a consistent approach includes lampposts, benches, signage, bins, bike stands, bollards and railings. The Conservation Area benefits from areas of quality public realm, predominantly the areas of the Registered Park and Garden and the stretch of Pier Avenue. However, the wider Conservation Area would be enhanced if these features were aesthetically unified and consistent.

There is currently a range of signage across the Conservation Area, with those of a more historic character in cast iron towards the seafront and a modern, chrome style within the town centre. This is reflective of the distinct character areas within the Conservation Area, however this is not reflected across the wider Conservation Area. A coherent approach to public realm features, either to introduce consistency across the area or with distinct character areas, may enhance the sense of place within each, improve understanding of the area, and limit long term costs of maintenance.

Hard Landscaping

Inconsistent quality of paving, particularly along Marine Parade and surrounding the Registered Park and Garden, detracts from the sense of grandeur intended along the seafront and throughout the planned resort and would benefit from consistent maintenance.

This is also apparent where substantial areas of private front gardens have been paved over in a piecemeal approach, and are inconsistent with their neighbours and adjoining paving.

Open Spaces

As previously considered, the open and green spaces across the Conservation Area provide great scope to make a positive contribution. The Anglefield Junction is situated in a prominent, seafront location, at a junction of a number of historic routes through the town. It is also overlooked by an appealing row of terraced dwellings, former lifeboat house, and the churches of Our Lady of Light St Osyth and the United Reformed Church on its eastern side. There is scope to enhance the area, and restore it to its historic glory as a more densely planted setting for the surrounding heritage assets. Figure 54 highlights historic planting on Anglefield Green, and shows that the garden once contained typical coastal memorabilia; a

canon. The hedge borders and clumps of shrub and floral planting provided a more enclosed garden, which is currently stark and open within its built surroundings. Further consideration of this area would help to create a unified approach to the open spaces in the Conservation Area, such as an appropriate schedule of maintenance for the upkeep of planting and trees. The area is currently planted with scattered trees; however it appears sparse and would benefit from shrub planting and flowerbeds, as well as the maintenance of existing trees, to emanate the historic sense of the resort (Figure 55).

The Martello Tower would similarly benefit from further, smaller scale planting, and the appropriate reduction of its trees, which currently compete with the tower for dominance. Planting within the immediate setting of the Martello Tower needs to be sympathetic to the qualities which give the tower its unique significance, particularly its moat. Overgrown planting currently obscures this and distracts from the tower itself, which would have once stood as the dominant feature along the whole stretch of the seafront. In its current state, it would benefit from a rethought landscaping scheme.

Additional interventions

Notable features of a Victorian seaside resort are the shelters along the promenade, of which Clacton Seafront Conservation Area benefits from 5. These buildings form an important part of the townscape, often providing residential streets with terminating views, and offering the opportunity to rest and enjoy views over the sea for visitors and residents alike. They are typical of seaside architecture, and make a positive contribution to the Conservation Area. However, in some cases their present state indicates a lack of maintenance and investment, and they would be enhanced through small scale repairs.

Features such as blue plaques, community projects, public art, and other place making methods particularly on main routes through the area (particularly from the station to the Pier), would also provide scope for enhancement. Not only would these additions enhance the visual streetscape of the town and our understanding of the unique historic significance of Clacton-on-Sea, but they would allow for community involvement in the conservation and enhancement of the historic town, working to ensure its long term celebration and preservation.



Figure 54 Anglefield Postcard ERO D/DU 1464/13 7



Figure 55 Anglefield green currently



5.0 Management Proposals

As outlined in the previous chapter, there are a wide range of issues facing the Clacton Seafront Conservation Area, many of which share common themes. This chapter recommends management proposals which address these issues in both the short and long term.

5.1 Positive Management

The first set of proposals relates to positive management and focuses on good practice and improved ways of managing change and development. These are generally low cost and can be implemented within a short time-frame, typically within one or two years.

Local Heritage List

Clacton-on-Sea would benefit from adopting and maintaining a comprehensive Local List in order to preserve its historic environment from further deterioration. A Local List identifies buildings and structures of local architectural and/or historic interest, and these are considered to be 'non-designated heritage assets' under the provisions of the NPPF.

In recent years, the demolition of the Osbourne Hotel, conversion of buildings such as the Lifeboat House, and the poor maintenance of buildings such as the Operatta, indicates that a Local List may be beneficial to ensure the upkeep of buildings which are significant to Clacton-on-Sea's history and character. The exercise would also facilitate a greater understanding of the area and could be utilised as a public engagement strategy to improve awareness and understanding.

There are a number of buildings within the Conservation Area which are of sufficient quality to be considered for local list status, as highlighted in Section 2.6.

Shop Frontages

A predominant concern throughout the Conservation Area is the use of inappropriate signage and the loss or alteration of traditional shopfronts. Signs are often dominant in views, concealing architectural details on the buildings they adorn, and therefore negatively impacting our ability to read the historic character of the town. A review of the town's approach to signage and shopfronts, perhaps through a design guide, might allow for some cohesion across the Conservation Area, and reinstate a rhythm to the shop frontages intended in the original master plan.

Enforcement

Where the necessary permission has not been sought for alterations, such as advertising signage and building alterations which are not contained within the General Permitted Development Order, the Local Planning Authority's powers of enforcement should be considered. This could assist in reinstating any lost character or architectural features whose loss may have a negative cumulative effect on the Conservation Area, as well as avoiding a precedence being set for similar, uncharacteristic works.

General Maintenance: Public Realm and Highways

Replacing all inappropriate street furniture is an optimum solution; however it is acknowledged that this is an expensive project to undertake. There are numerous other short-term solutions to this problem which can be achieved through positive working interdepartmental relationships to improve the public realm and highways.

Through the agreement of a standard good practice within the Conservation Area between relevant Local Authority teams and other landowners, long term goals can be set to promote good design within the public realm, such as avoiding excessive road markings or signage and



agreeing a standard street furniture to ensure consistency over time as elements are introduced or replaced. This will have a long term positive impact on the Conservation Area.

Heritage Statements

Paragraph 189 of the NPPF states that where proposal development could impact on the significance of heritage assets or their settings, applicants must describe the significance of any heritage assets affected, including any contribution made by their setting, and assess the impact of the proposal on this significance. *The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.* This information is usually contained within a Heritage Statement.

All applications within the Conservation Area and immediate setting require an appropriately detailed Heritage Statement in order to understand the impact of a proposed development on the area. Any application without a Heritage Statement should not be validated.

The key views analysed within this document are in no way exhaustive. The impact of any addition to, alteration to or removal of a building, structure, tree or highway within any of the key views should be considered to aid decision making. This includes development outside the conservation area. Where appropriate, views must be considered within Design and Access or Heritage Statements. This should be in accordance with Historic England's Good Practice Advice in Planning Note 3: *The Setting of Heritage Assets* (2017). Applications which fail to have assessed any impact upon views and setting should not be validated.

Tree Management

In line with Tendring District Council's policy, all trees in Conservation Areas which have a trunk diameter of more than 75mm, at a height of 1.5m from the ground, may not be felled or

lopped unless six weeks written notice has been given to the Council.

It is also considered that any prominent trees, street trees, and trees with amenity value on private land throughout the Conservation Area should be monitored and maintained appropriately. This will ensure the symmetry along tree lined streets and visual rhythm, as well as maintain the green character of the area. Any tree that makes a positive contribution to the area should be retained, maintained and, if felled (only if dead, dying or dangerous) replaced with an appropriate new tree.

New Development

There are numerous opportunities within Clacton-on-Sea and its setting for new development which would make a positive contribution to the Conservation Area. To date there has been a lack of high quality modern architecture which respects the local character. To be successful, any future development needs to be mindful of the local character of the Conservation Area, while at the same time addressing contemporary issues such as sustainability.

In accordance with guidance published by CABI and Historic England Building in Context: New Development in Historic Areas, 2001, successful new development should:

- Relate to the geography and history of the place and the lie of the land;
- Sit sympathetically in the pattern of existing development and routes through and around it (including public footpaths);
- Respect important views;
- Respect the scale of neighbouring buildings;
- Use materials and building methods which as high in quality of those used in existing buildings; and
- Create new views which add to the variety and texture of their setting.



Development should therefore be guided in a positive manner in the following ways:

- Engage with developers at an early stage through the Pre-Application Process to ensure modern development is high quality in design, detail and materials;
- Ensure medium-large scale development schemes are referred to Design Review (or similar) to ensure that new buildings, additions and alterations are designed to be sympathetic with the established character of the area. The choice of materials and the detailed design of building features are important in making sure it is appropriate to a conservation area; and
- Seek opportunities for developers to make a positive contribution to the wider historic environment through Section 106 Agreements.

Neutral Elements

As discussed in paragraph 4.9, the dilution of positive buildings amongst those which are neutral can lead to an underwhelming and indistinctive overall character.

The quality of design within the area must not be 'averaged down' by the neutral and negative elements of the built environment and, wherever possible, neutral buildings should be enhanced through the reinstatement of lost architectural details or alterations which better respect their context. Given the Conservation Area is 'at risk', in part due to inappropriate modern development, the Local Planning Authority must where possible seek schemes which enhance the built environment and not allow previous poor quality schemes to become precedents.

Public Facing Resources: Improved Understanding and Awareness

The preservation and enhancement of private properties can be improved through the publishing of resources aimed to inform property owners and members of the public. An

introductory summary of the Conservation Area Appraisal in the form of a leaflet or factsheet(s) is a simple way to communicate the significance of the area and ensure members of the public are aware of the implications of owning a property within a Conservation Area. In addition, a maintenance guide would assist property owners in caring for their property in an appropriate manner. A single Good Practice Design Guide on standard alterations such as signage, shopfronts, windows, doors, rainwater goods, boundaries and roof extensions will ensure inappropriate development does not continue to be the accepted norm. Forming partnerships with local societies may also help to increase awareness.

Poor maintenance leads to the deterioration of the fabric of the built environment and results in a loss of architectural details. Improved awareness of simple maintenance and repair would be conducive with the preservation of Clacton-on-Sea's built heritage.

At present there is no widespread interpretation (information boards, signage, interactive QR Codes, for example) within the Conservation Area aimed at improving understanding and awareness. This would be an effective way to improve the awareness and re-establish the identity of Clacton-on-Sea as a unique seaside settlement. Vacant shop units, vacant buildings and hoardings around development sites could be utilised to temporarily display historic images of the town. This would serve to improve their appearance in the short-term as well as improving public understanding and awareness.

5.2 Positive Management: Longer Term

The second set of proposals are also focussed around positive management but either take longer to implement or are better suited to a longer time frame.

Character Appraisal and Management Plan and Boundary

The Conservation Area and its boundary have been revised within this appraisal in accordance



with the NPPF (2018) and Historic England Advice Note 1 *Conservation Area Appraisal, Designation and Management* (2019). The boundary now excludes areas of no special interest, and include areas of historic significance, which improve our understanding of the original purpose and growth of the settlement.

The Conservation Area should be reviewed every five years to monitor change and inform management proposals. The boundary should be assessed as part of this review to ensure it is robust and adequately protects the significance of the area.

Interpretation

A considered and more consistent approach to aspects of the public realm would enhance the overall character of the Conservation Area; features such as street furniture, pavilions, signage, information boards, planting and railings are recommended for consideration. The high quality of the features within the Registered Park and Garden currently juxtapose with the rest of the Conservation Area, and a variety of styles of street furniture exist across the area. Due to this variety of approaches, a high-level overview or design guide to ensure a consistent maintenance and design approach would be beneficial. This approach can prove cost effective in the long term maintenance of the spaces, saving dispersed review.

5.3 Council-Led Projects

Opportunity Sites

As discussed above in Section 4, there are a variety of opportunity sites across the Conservation Area. These are chiefly comprised of the car parks on Agate Road, which currently create a cumulative negative impact on the character of the street, and the vacant plots on Rosemary Road. These sites would benefit from further consideration for sensitive

redevelopment or works to mitigate and enhance the visual impact they make on the Conservation Area.

Access and Integration

Clear wayfinding can be considered between the three main areas of significance within the town; the station, the commercial centre, and the Pier and seafront. Fluidity between these areas would improve visitor experience, and strengthen the sense of place in Clacton-on-Sea, encouraging all to move between the three areas and experience the Conservation Area within its wider setting.

Grant Funding Schemes

Shop Frontages

There is substantial scope for improvement to shop frontages to enhance the character and appearance of the historic streetscape. In addition to tightening controls, small grant funding schemes would provide an incentive to encourage private property owners to carry out works to enhance their property and thereby the wider conservation area.

The council should consider utilising existing powers to intervene where any unit has been vacant for over three months so that it does not detract from the areas character and appearance.

Upper Floors

Small grant funding schemes would provide an incentive to encourage private property owners to carry out works to enhance their property and thereby the wider conservation area.



Design Guides

Shop frontages

There is also scope to enhance the character of the commercial centre through the production of a design guide for shopfronts and signage, which will create a clearer approach to the design of new shop frontages and management of historic examples.

Vacant shop units can be enhanced creatively at a low cost and should be considered a 'blank canvas' for improvement. This could include public art or information on the area, as noted in paragraph 5.1.0.

Car Parking

This should begin with a car parking survey to establish the need for car parking across the area. Once the level of necessary car parking has been established a landscape strategy should be created by the Local Planning Authority in conjunction with local stakeholders.

Public Realm

The first opportunity to enhance the character and appearance of the conservation area is through investment to improve the wider public realm. This can be achieved through continuing to improve and rationalise existing street furniture.

5.4 Funding Opportunities

There are four main funding opportunities which would assist in the execution of these plans:

Heritage Lottery Fund

The Heritage Lottery Fund is the single largest dedicated funder of heritage in the UK and therefore is the most obvious potential source of funding. Funding is often targeted at schemes which preserve, enhance and better reveal the special interest of the area whilst also improving public awareness and understanding. Grant opportunities and requirements

change overtime, for up-to-date information on HLF schemes Tendring District Council should consult their appointed Heritage Specialist.

Heritage Action Zones (Historic England)

Heritage Action Zones are intended to help unlock the economic potential of an area through investing in heritage, making them more attractive to resident, businesses, tourists and investors.

Section 106 Agreements

Planning obligations, also known as Section 106 agreements, can be used by the local authority to ensure any future development has a positive impact upon Clacton. These agreements could be used to fund public realm or site specific improvements.

Partnership Schemes in Conservation Areas (Historic England)

Partnership Schemes in Conservation Areas is a programme run by Historic England to target funding for the preservation and enhancement of conservation areas. As the name suggests, the scheme forms partnerships with local authorities (along with any additional funding partners) to facilitate the regeneration of an area through the conservation of its built heritage. The scheme makes funds available to individuals to enable them to carry out repairs or improvement works to their property to enhance the area. This would be suitable to preserve and enhance either the shop frontages or the architectural detailing.



6.0 Appendices

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<https://www.tendringcoastalheritage.org.uk/content/new-contributions/clacton-sea-norman-jacobs> [accessed 10/01/2019]

Archives

- Essex Record Office (ERO)

6.2 Legislation and Planning Policy

LEGISLATION/POLICY/ GUIDANCE	DOCUMENT	SECTION/POLICY
Primary Legislation	Planning (Listed Buildings and Conservation Areas) Act 1990	66: General duty as respects listed buildings in exercise of planning functions. 72: General duty as respects conservation areas in exercise of planning functions.
National Planning Policy	National Planning Policy Framework (2018) DCLG	Section 16; Annex 2
National Guidance	National Planning Practice Guidance (2014) DCLG	ID: 18a
National Guidance	Historic England (2017) Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets	
National Guidance	English Heritage (2019) Conservation Principles, Policies and Guidance.	
Local Policy	Tendring District Council Local Plan (2007)	QL9 – Design of New Development QL11 – Environmental Impacts and Compatibility of Uses ER29 – Amusement Centres EN1- Landscape Character EN17- Conservation Areas EN18- Fascia and Shop Signs in Conservation Areas EN18 (a) and (b)- Advert Control within Conservation Areas EN20- Demolition within Conservation Areas EN21- Demolition of Listed Buildings EN22- Extension and Alterations to Listed Buildings EN23- Development within the Proximity of a Listed Building EN25- Satellite Dishes on Listed Buildings and in Conservation Areas CL3- Tourist Related Facilities along Clacton Seafront CL5- Amusement Centres CL17- The Gardens Area of Special Character

6.3 Glossary (National Planning Policy Framework)

Term	Description
Archaeological interest	There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.
Conservation (for heritage policy)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
Historic environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
Historic environment record	Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.
Setting of a heritage asset	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
Significance (for heritage policy)	The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

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Lower Dovercourt Conservation Area Character Appraisal and Management Plan



Client:
Tendring District Council

Date:
June 2020

Page 105





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Contents

1.	Introduction	4	4.	Opportunities for Enhancement	37
1.1.	Summary	4	4.1.	Access and Integration	37
1.2.	Conserving Tendring's Heritage	4	4.2.	Beacon Hill Fort	37
1.3.	Purpose of Appraisal	5	4.3.	Car Parking	38
1.4.	Planning Policy Context	5	4.4.	Inappropriate Modern Development	39
			4.5.	Neutral Contributors	39
2.	Lower Dovercourt Conservation Area	7	4.6.	Public Realm	39
2.1.	Context and General Character	7	4.7.	Shop Frontages	39
2.2.	Origin and Evolution	7	4.8.	Vacant Premises	40
2.3.	Designation of the Conservation Area	12	4.9.	Vacant Upper Floors	41
2.4.	Revisions to the Boundary	12			
2.5.	Designated Heritage Assets	14	5.	Management Proposals	42
2.6.	Non-Designated Heritage Assets	15	5.1.	Positive Management: Short Term	42
2.7.	Heritage at Risk	15	5.2.	Positive Management: Long Term	45
2.8.	Archaeological Potential	16	5.3.	Funding Opportunities	46
3.	Assessment of Significance	17	6.	Appendices	47
3.1.	Summary	18	6.1.	Bibliography	47
3.2.	Land Usage	18	6.2.	Legislation, Policy and Guidance	48
3.3.	Views	18	6.3.	Glossary (National Planning Policy Framework)	49
3.4.	Local Building Materials and Details	21			
3.5.	Landscaping, Open Spaces and Public Realm	21			
3.6.	Contribution by Key Un-Listed Buildings	24			
3.7.	Character Analysis	27			
3.8.	Beyond the Conservation Area Boundary	35			



1. Introduction

1.1 Summary

This Appraisal and Management Plan will provide an overview of the Lower Dovercourt Conservation Area, outlining its designation history, alterations to the boundary, and describe its special interest. The appraisal will also consider buildings, parks, spaces, and features which contribute to its character and appearance.

Conservation Area designation provides broader protection than the listing of individual buildings as it recognises all features within the area which form part of its character and ensures that planning decisions take the enhancement and preservation of the quality of the area into consideration.

Dovercourt's significance is predominantly derived from its historic value most closely associated with the early development of Harwich as a seaside resort, centred on a core of historic terraced streets, and the open space of the park and Beacon Hill Fort which are historic in their origins and enhance our understanding of the development of the Conservation Area. Its significance also derives from the architectural interest of the nineteenth and early twentieth century buildings which make up the core of the Conservation Area. The historic and architectural significance of the Conservation Area has been damaged by the loss of key buildings of historic and architectural significance, and the current condition of other important buildings.

1.2 Conserving Tendring's Heritage

Place Services prepared this Conservation Area Appraisal for Tendring District Council. The document is provided as baseline information for applicants to consider, when designing or planning new development in Dovercourt.

This report provides an assessment of the historic development and character of Dovercourt and its special interest. The appraisal will also consider the significance of heritage assets and the contribution that these, along with their setting, make to the character and appearance of the area.

This assessment will consider how different Character Areas within Dovercourt came to be developed, their building styles, forms, materials, scale, density, roads, footpaths, alleys, streetscapes, open spaces, views, landscape, landmarks, and topography. These qualities can be used to assess the key characteristics of each area, highlighting potential impact future developments may have upon the significance of heritage assets and the character of Dovercourt. This assessment is based on information derived from documentary research and analysis of the individual character areas.

The National Planning Policy Framework (NPPF) highlights good design as one of twelve core principals of sustainable development. Sustainable development relies on sympathetic design, achieved through an understanding of context, the immediate and larger character of the area in which new development is sited.

This assessment follows best practice guidance, including Historic England's revised *Historic England Advice Note 1 for Conservation Area Appraisal, Designation and Management* (2019) and *The Setting of Heritage Assets* (2017).



1.3 Purpose of Appraisal

This document should be used as a baseline to inform future development and design with regard to the sensitivities of the historic environment and its unique character.

It is expected that applications for planning permission will also consult and follow the best practice guidance, some of which is outlined in the bibliography.

Applications that demonstrate a genuine understanding of the character of a Conservation Area are more likely to produce good design and good outcomes for agents and their clients. This Appraisal will strengthen the understanding of Dovercourt and its development, informing future change.

1.4 Planning Policy Context

The legislative framework for conservation and enhancement of Conservation Areas and Listed Buildings is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (HMSO 1990). In particular section 69 of this act requires Local Planning Authorities to designate areas which they consider to be of architectural and historic interest as Conservation Areas, and section 72 requires that special attention should be paid to ensuring that the character and appearance of these areas is preserved or enhanced. Section 71 also requires the Local Planning Authority to formulate and publish proposal for the preservation and enhancement of these areas. National planning policy in relation to the conservation and enhancement of heritage assets is outlined in chapter 16 of the Government's National Planning Policy Framework (DCLG 2019).

The Dovercourt Conservation Area is located within Tendring District. Local planning policy is set out in the Tendring District Council Local Plan (2007). Saved policies which are relevant to heritage assets include:

- QL9 – Design of New Development
- QL11 – Environmental Impacts and Compatibility of Uses
- EN1- Landscape Character
- EN17- Conservation Areas
- EN18- Fascia and Shop Signs in Conservation Areas
- EN18 (a) and (b)- Advert Control within Conservation Areas
- EN20- Demolition within Conservation Areas
- EN21- Demolition of Listed Buildings
- EN22- Extension and Alterations to Listed Buildings
- EN23- Development within the Proximity of a Listed Building
- EN25- Satellite Dishes on Listed Buildings and in Conservation Areas
- HAR 12 – Dovercourt Town Centre Regeneration Area
- HAR 14 – The Market

The Lower Dovercourt Conservation Area was designated in 1986, and extended in 1992 to the west and in 1995 to the east.



Figure 1 Map showing Lower Dovercourt Conservation Area Boundary



2. Lower Dovercourt Conservation Area

2.1 Context and General Character

Dovercourt is located in the north east of Tendring District and Essex County, on the peninsular which also contains Harwich. Dovercourt is a historic settlement which appears in the Domesday Book of 1086 and is rich in maritime history, linked historically and economically to its neighbouring settlement, Harwich. It is bounded to the north by a railway line and the south by the coast.

The Dovercourt Conservation Area covers the area known as 'Lower Dovercourt', to the south east of Dovercourt Station. This area was originally developed by John Bagshaw, an entrepreneur and MP for Harwich, who planned the seaside resort of 'New Dovercourt' surrounding his villa (demolished in 1911 and formerly set within Cliff Park). While only Orwell Terrace was built from Bagshaw's masterplan, the remainder of the settlement grew to the west and a defining feature of the Conservation Area is the consistent survival of this mid nineteenth and early twentieth century development.

To the east of the Conservation Area is Beacon Hill, a Scheduled Monument comprising of predominantly twentieth century defence structures of considerable archaeological and landscape value. It is situated on a vantage point over the coastline and has been recognised as an important defensive site for centuries, with archaeological finds suggesting the site was occupied as early as the Bronze Age.

2.2 Origin and Evolution

The following section provides an overview of the history of Dovercourt and the surrounding settlement.

Prehistory

Evidence of human occupation is found in Dovercourt from early prehistory. Historic gravel extraction in Upper Dovercourt has yielded a large collection of Palaeolithic flint tools and faunal remains of elephant, rhinoceros and deer. The remains were recovered from sediments on the higher ground to the west along Main Road, a small outcrop of these gravels lie within the Conservation Area. The area's location on the coastline, with resources, including a freshwater spring would have provided an ideal place for occupation for early settlers. Neolithic pottery has been recovered from Dovercourt Bay just beyond the Conservation Area's extent.

Late Iron Age and Roman

Historic sources suggest there is some evidence for permanent settlement during the Roman period, possibly within the Conservation Area near Cliff Park where remains of a tessellated pavement and earthworks were recorded. Septaria stone was used by the Romans for construction and was extracted from the Dovercourt area to be used at strongholds, like the town walls at Colchester.

Medieval

In the early medieval period, the area appears to be largely open and undeveloped. The Conservation Area lay either side of the main road between the historic medieval port and town at Harwich and the small settlement, known as Dovercourt, to the west. Saxon burials close to All Saints churchyard suggest there may have been an earlier precursor to the Norman church at Upper Dovercourt. The earliest known evidence of substantial activity within the Conservation Area dates to the late medieval period when Beacon Hill was used for military activity as a defensive point. This is evident on a map from 1534 showing the proposed fortifications, the building of which commenced in 1539.

Post Medieval

The 1777 Chapman and André map shows a small settlement named Dover Court centred around All Saints Church and the junctions of Fronk's Road with Manor Lane and Hall Lane but depicts little evidence of any activity within the Lower Dovercourt Conservation Area. A windmill is shown standing at the place where Orwell Road and Marine Parade meet today, located outside of the Conservation Area.

There was a necessity in the early nineteenth century to fortify Harwich due to its strategic position at the Orwell and Stour estuaries. The Beacon Hill continued as a promontory fort into the Napoleonic period (1799-1815) with barrack blocks and a small gun battery known to have existed in 1811; a military barracks, arsenals and a hospital followed on the site by the mid nineteenth century. These were accompanied by a large practice ground. Some of the barracks were located within the Conservation Area. The fort was replaced by the existing battery in 1860. In 1863 the Harwich lighthouses

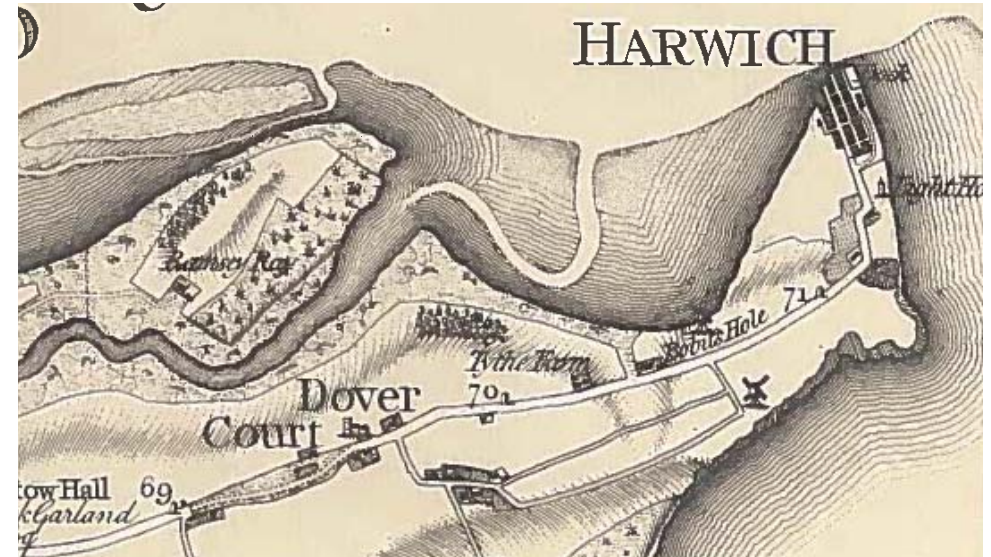


Figure 2 Chapman and Andre Map of 1777

were superseded by the Dovercourt Lights. Buildings and features associated with the expansion of the military complex during the nineteenth century have been identified during excavations adjacent to the Conservation Area at Barrack Lane.

The then called 'Lower Dovercourt' settlement, along with Harwich, grew in the nineteenth and twentieth centuries as sea bathing became popular. Two large

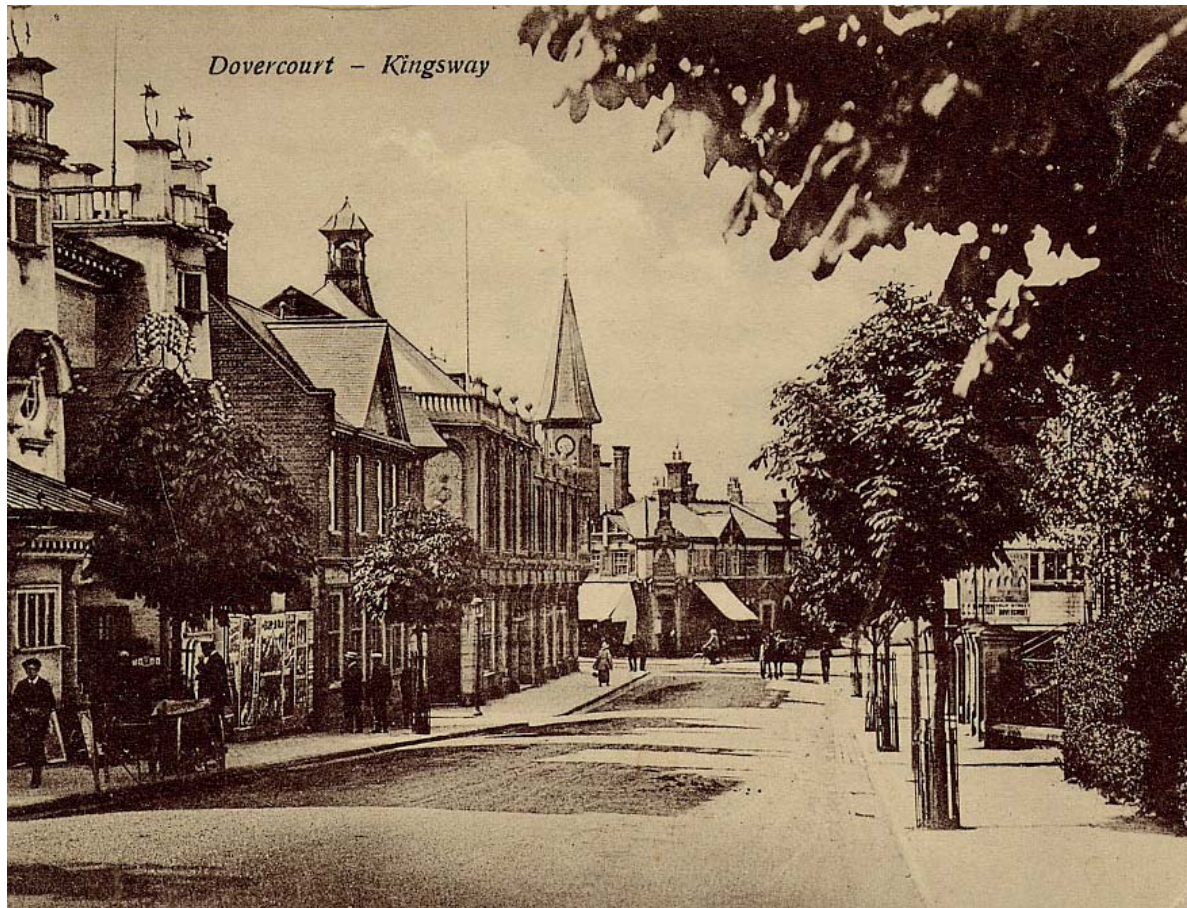


Figure 3 Postcard of view along Kingsway

country houses were established within the Conservation Area; Cliff House, the residence of John Bagshaw, was built in 1845 within the Cliff Park Gardens and Holly Lodge, and the house of politician John Attwood was located in grounds on the west side of Kingsway (Figure 3). Bagshaw, an entrepreneur and politician, acquired land in lower Dovercourt where he planned to build a new seaside resort along with the London architect W.H Lindsey. In 1854 John Bagshaw opened Cliff House as a spa and pump room and completed the development of Orwell Terrace. The extent of his masterplan can be seen in (Figure 4), however only a small portion of this was ever realised in Orwell Terrace.

Dovercourt became known as a spa resort. The opening of the Harwich branch of the Eastern Union Railway in 1854 also encouraged the expansion of the settlement.

The eastern development of Lower Dovercourt, which grew as a linear settlement along the main road to Harwich, is evident on the First Edition Ordnance Survey Map of 1876 compared to the earlier Tithe Map (Figure 5 and Figure 7). The area within the Conservation Area comprised largely of holiday residences, hotels and inns which facilitated the tourist industry. The two terraces of residential housing along Victoria Street and Orwell Road (Figure 6) are also evident and some of the surviving buildings are now listed. A small area of gravel extraction and an unknown earthwork are recorded within the north of the Conservation Area.

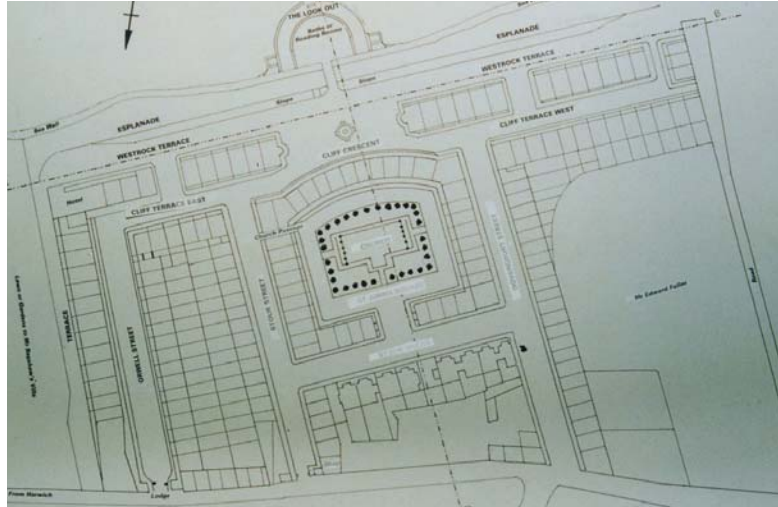


Figure 4 Masterplan for Dovercourt seaside resort



Figure 6 Orwell Terrace and Slopes, Dovercourt 1873 (ERO X172-19 Imp 120-1-3)



Figure 5 Tithe Map of Dovercourt, 1840



Figure 7 Ordnance Survey Map 1876. The Spa and spring are visible at Cliff House

Modern

Dovercourt continued to grow as a seaside resort into the twentieth century. Cliff Gardens were opened to the public in 1909 and other areas of public realm, including the promenade, were improved. Cliff Park opened in 1911 as part of the Borough's Coronation celebrations (Figure 8). The park was formed of John Bagshaw's private gardens following his bankruptcy.

The town was to play an important role as a naval base in both the First and Second World Wars. Beacon Hill Fort was remodelled during First World War; the defensive area was enlarged outside of the Conservation Area and Dovercourt was temporarily closed as a seaside resort.

Between the First and Second World War visitor numbers increased after the reopening of the resort, with most tourists travelling by rail. By the 1920s the centre of new Dovercourt was expanding along newly built streets, including Kingsway, located within the Conservation Area. Following the declaration of the Second World War in 1939, Dovercourt was closed to holiday makers and many large buildings, such as those in Cliff Road, were used to accommodate naval personnel. The Essex Regiment had the task of protecting Harwich and Dovercourt using Beacon Hill Fort; the site was re-adapted in the Second World War including the construction of a hexagonal radar tower and extensive barracks. Aerial photographs taken in 1946 and 1948 show that eight barrack accommodation huts stood around the southwest of Barrack Field with four large buildings grouped to the northwest. Four buildings survive along the boundary or within the Conservation Area including the Air Raid Wardens Post, a Barracks, the practice battery vavasseur gun emplacement and a probable former concrete defensive structure. The core area of the fort was scheduled and this scheduling was later extended along the coastal path; the vavasseur gun is also protected as a Scheduled Monument.



Figure 8 The Avenue in Cliff Park, 1911



Figure 9 Dovercourt Seaside Resort



Figure 10 Dovercourt Aerial Photograph 10th May 1946



Figure 11 Dovercourt High Street 1935



Despite damage during cliff subsidence in 1970, Lower Dovercourt Conservation Area remains largely in its original plan, legible as it was during Dovercourt's heyday as a seaside resort. However, with the decline in popularity of English seaside holidays in the later twentieth and early twenty first centuries, Dovercourt too saw a decline in its local economy. This impacted the condition of its historic buildings and areas of public realm, resulting in the loss of architectural details, traditional building materials, elements such as historic buildings and street trees, and even in some cases the loss of listed buildings. This, along with developments such as land reclamation and the building of the A120 as a new approach to Harwich, have drawn vehicular and pedestrian traffic away from Dovercourt.

2.3 Designation of the Conservation Area

The Dovercourt Conservation Area was first designated in 1986, and further extended in 1992 and 1995. Tendring District Council prepared Conservation Area Character Appraisals for each of its Conservation Areas in 2005 based on unadopted reports on each.

2.4 Revisions to the Boundary

As part of this review, the Conservation Area boundary has been revised to reflect changing methodologies of good practice and provide a clearer strategy which acknowledges the practicalities of Dovercourt's unique built environment, in line with the NPPF guidance on Conservation Areas (paragraph 186).

Additions

- 246-250 and 252 High Street

This twentieth century stone building is of architectural and historic value, built in the 1930s. The former chapel next door (1874) makes a positive contribution to the historic character of the area, with the later shopfront additions and original painted signage on gable end adding interest to the street scape

- The Library and 33-45 Kingsway

The Library building is of communal, architectural, and historic value, its former use as a bus station is legible in its architectural style and tall apertures. The adjacent buildings have preserved some historic shopfront details.



Figure 12 Map showing boundary changes

- 54 - 60 Kingsway

The Wetherspoons and mid-century shopfronts are of historic and architectural value and make a positive contribution to the streetscape, having retained many original architectural features, and therefore enhance understanding of the development of this street throughout the twentieth century.

2.5 Designated Heritage Assets

There are five designated heritage assets within the Conservation Area boundary, comprising of four grade II listed buildings and features and one scheduled monument.

Scheduled Monument

- Beacon Hill Fort: A late nineteenth and twentieth century coastal artillery fortification (List Entry ID: 1018958).

Grade II listed buildings and features

- The Convent (1-13, Orwell Road) (List Entry ID: 1298462);
- Market Hall and Railings on South East and South West Sides (List Entry ID: 1187913);
- Garden House (List Entry ID: 1281237); and
- 101 And 103, Main Road (List Entry ID: 1187917).

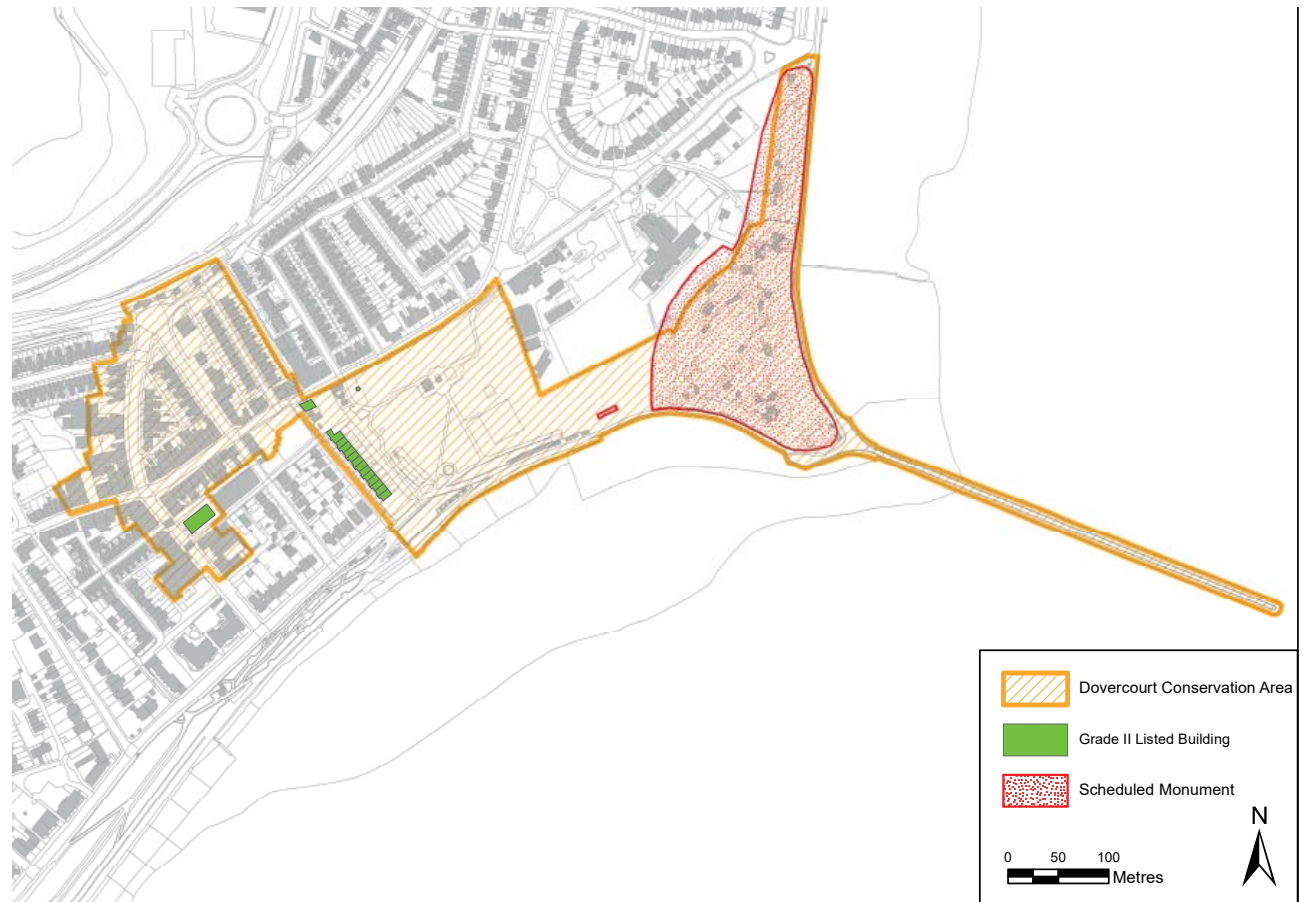


Figure 13 Map showing designated heritage assets



2.6 Non-Designated Heritage Assets

There is currently no list of buildings and features of local historical and/or architectural interest in Tendring District. Buildings within the Conservation Area which should be considered for inclusion are identified below and are buildings and features of townscape merit. These have been identified as they are either considered to be good examples of their type or architectural style, are prominent local landmarks, demonstrate use of local materials or design features, or are connected to local historical events, activities or people, and are all relatively complete in their survival. Further information on their contribution to the Conservation Area can be found in Section 3.6 and 3.7.

- 230 High Street (TSB Bank)
- 153 – 155 High Street
- 42 – 46 Kingsway
- Dovercourt Station
- Cliff Park

2.7 Heritage at Risk

The Lower Dovercourt Conservation Area has been included on Historic England's Heritage at Risk Register as being in 'very bad' condition and has been identified as 'deteriorating significantly'.¹ A study which assessed four coastal Vulnerable Conservation Areas (Essex County Council, 2015) identified key issues facing the Lower Dovercourt Conservation Area which contribute to it being at risk. These were as follows:

1. The Condition of Station Building and its environs;
2. The Site of the Former Victoria Hotel, Kingsway;
3. Site of the former Park Hotel, Orwell Road;
4. 1 Orwell Road;
5. Underlying concerns over finance and perception of the area;
6. Use of unsuitable materials and loss of architectural features;
7. Loss of Boundary Treatments;
8. Poor quality of new signage; and
9. Inclusion of the Scheduled Monument within the Conservation Area boundary.

¹ <https://historicengland.org.uk/advice/heritage-at-risk/search-register/list-entry/5582>



These issues are addressed in greater detail within Sections 3, 4 and 5 of this Conservation Area Appraisal and Management Plan.

Within the Conservation Area, the Scheduled Monument Beacon Hill Fort is also included on Historic England's Heritage at Risk Register with 'extensive, significant problems' and in need of management.²

There are a number of vacant sites and properties throughout the Conservation Area which, although not included on the Historic England Register, are also considered to be at risk of deterioration and make a negative impact on the Conservation Area.

2.8 Archaeological Potential

Although archaeological fieldwork has been undertaken around Dovercourt, little has been undertaken within the Conservation Area itself. Mesolithic tools and Neolithic settlement activity have been identified on Dovercourt beach; this indicates a potential for Prehistoric archaeology within the area. The archaeology of the Conservation Area is likely to comprise of mainly post medieval features, structures and finds. Defensive structures dating to the Napoleonic period were identified during trial trenching on Barrack Lane (Phase 2 Evaluation; Trial Trenching (Archaeological Intervention. Ref: 880). There has been some historic quarrying within the urban area which may have caused localised disturbance to any archaeological deposits.

The trial trenching at Barrack Lane has indicated there is the potential for preserved archaeological remains within the Conservation Area. This may include waterlogged deposits which can be anticipated within clayey soils and probably survive in deeper features such as wells and cess-pits. Soil-conditions are variable, the London Clay allows for the preservation of faunal remains whilst the gravels are acidic and faunal survival is poor. Artefacts such as ceramics, building materials and metal survive on both soil-types, albeit in better condition on the within clay.

2 <https://historicengland.org.uk/advice/heritage-at-risk/search-register/list-entry/26408>

3. Assessment of Significance

Page 121

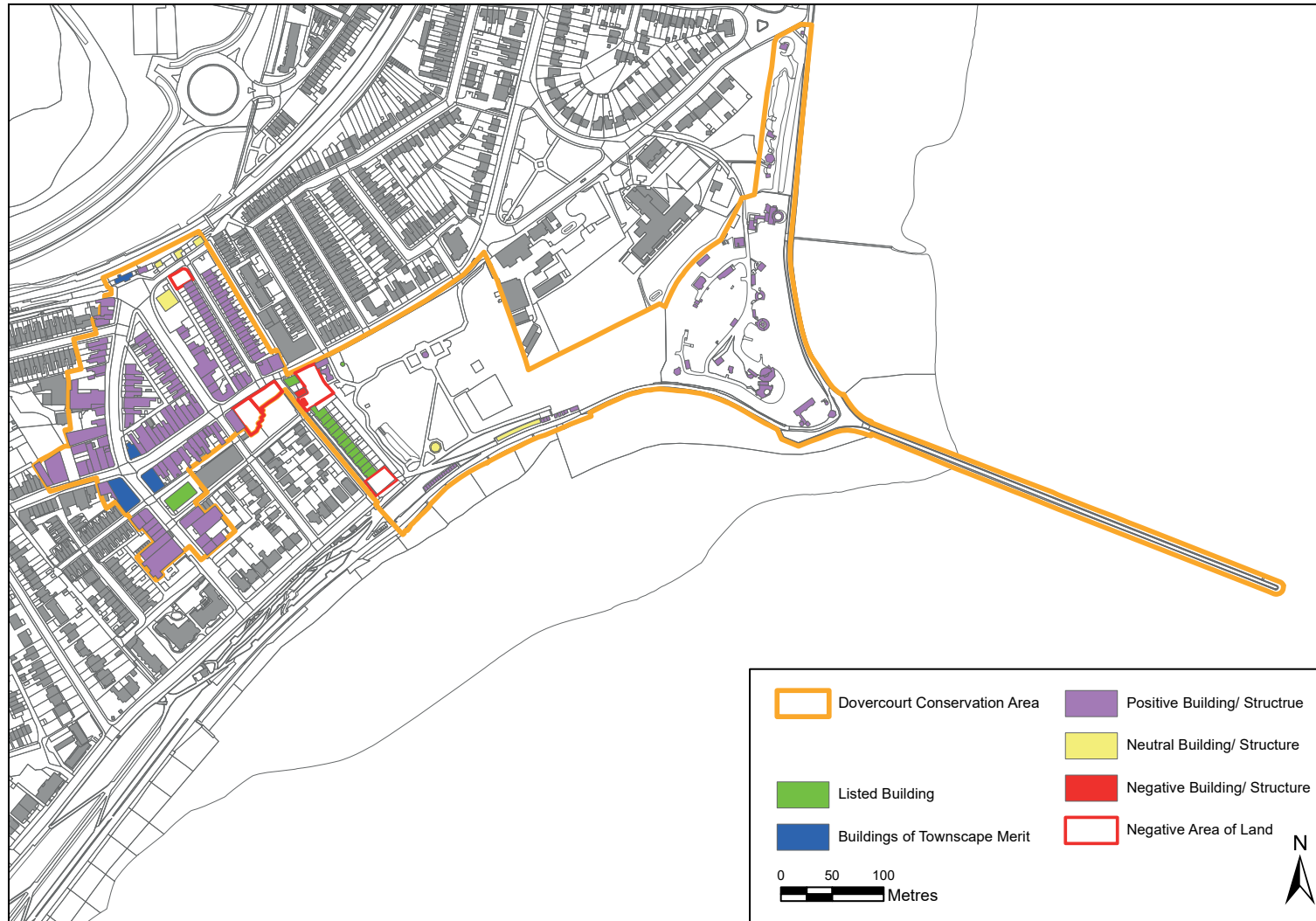


Figure 14 Map showing significance of buildings and features in the Conservation Area - note that many features are in need of urgent repairs to prevent them declining and impacting their significance. The map demonstrates the potential of buildings within the Conservation Area, rather than current condition



3.1 Summary

The significance of Lower Dovercourt Conservation Area is predominantly influenced by its coastal location, which has given rise to its historic use as a defensive site and its origins as a nineteenth century seaside resort, master planned by John Bagshaw along with architect W.H Lindsey. The Conservation Area is formed of three very distinct parts, which each have their own character and make a positive contribution to the overall special interest of the Conservation Area. These are the recreational and residential seaside development of Orwell Road and Cliff Park, the commercial core and gateway comprising of the High Street, Station and connecting roads, and the defensive Beacon Hill Fort to the south east.

Lower Dovercourt Conservation Area is notable as the majority of buildings within it are historic in origin, and there has been very little modern development within the Conservation Area boundary. This contributes to the significance of the area, as its historic character has been retained, with many original features surviving. This significance has, however, been impacted by gradual decline of the condition of the building stock, and incremental changes such as inappropriate fascia, window, door and boundary replacement. Figure 14 highlights the significant buildings, spaces and features within the Conservation Area.

3.2 Land Usage

The land within the Conservation Area is comprised of commercial, residential, recreational and heritage sites. Commercial buildings are predominantly clustered along the High Street and Kingsway, with shopfronts, cafes, public houses and restaurants at ground floor level and residential above. Residential buildings are found in greater density to the north of the High Street and east of Kingsway, and along Orwell Terrace. These are predominantly comprised of terraced housing with small front garden plots and narrow rear garden plots. The largest area of recreational space is located within Cliff Park, which is comprised of a variety of recreational uses such as a children's playground, walks, outdoors gym, and bandstand. The defensive fort at Beacon Hill is currently in use as a heritage and educational site, with the defensive buildings and complex open to group bookings and managed by a volunteer group.

3.3 Views

Key views are identified on Figure 15. The views included in this assessment are a selection of key views; this list is not exhaustive and there may be other views of significance. Any proposals for development within the Conservation Area, or its environs, should consider the views below and any others which may be relevant or highlighted as part of a bespoke assessment of that proposal.

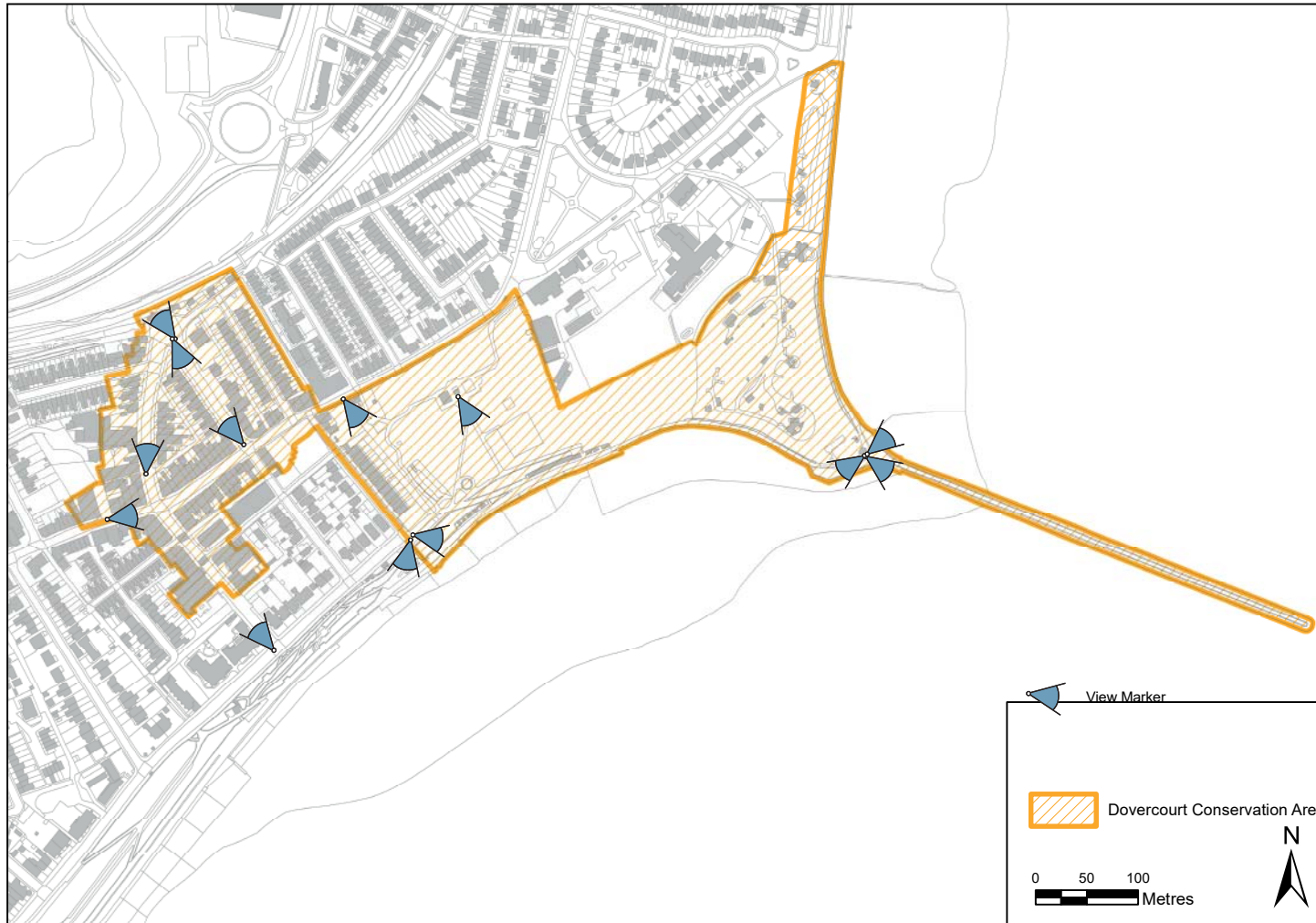


Figure 15 Map showing key views within the Conservation Area

Views from and towards the Station

These views towards the Station building are significant in demonstrating its prominent position in terminating views, and the street plan which is comprised of wide roads which lead towards the Station.

Views from and towards Beacon Hill Fort

These views are key in demonstrating why the fort was positioned here on the peninsular, with commanding views over the Harbour and sea.

Views Along the High Street, Kingsway and Orwell Road

These views encompass the built heritage of Dovercourt, demonstrating the high density of twentieth century development as well as designated and positive buildings.

Views from Cliff Park

These views allow for appreciation of the Conservation Area and its setting, and provide key points from which to view both the historic park and the setting. They allow us to appreciate the reasons for the original development of the seaside resort here.



Figure 16 View along the High Street (east)



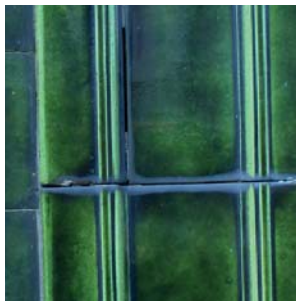
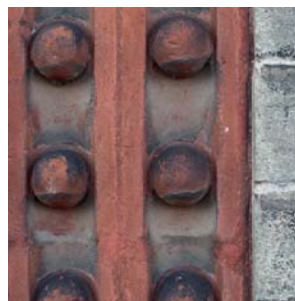
Figure 17 View towards Dovercourt lights in the setting of the Conservation area



Figure 18 View towards Beacon Hill Fort from Cliff Park



Figure 19 View towards the Station



3.4 Local Building Materials and Details

The predominant building material within the Conservation Area is red brick, with gault brick, brown brick, plaster and stone detailing contributing to the architectural interest and character of the building stock. Corner plot developments in particular are grandiose, with details including turrets, decorated gables, keystones, and brick detailing. As well as red brick, buildings are often painted or rendered and painted, typically in bright whites, creams or pastels characteristic of seaside towns. Orwell Road, for example, is characteristically bright due to its cream, Roman cement rendered frontages on the eastern side, and a high number of houses on Victoria Street are painted in bright traditional seaside pastel colour palette.

Throughout the Conservation Area windows are typically sash, although some have been replaced with uPVC particularly along the High Street. A high proportion of original doors, railings and shopfronts have been retained across the area.

Paving materials vary across the Conservation Area and are often unsympathetic, predominantly due to incremental changes. Notably, however, Crown Lane has a central paved band of Scoria Bricks, a clouded light blue brick which can also be found throughout towns in the Tendring District.

3.5 Landscaping, Open Spaces and Public Realm

The key area of open space within the Conservation Area is Cliff Park, located in the centre of the Conservation Area with wide reaching views to the south towards the coast. There are small areas of public realm elsewhere within the Conservation Area, however these are typically in need of maintenance and are currently unwelcoming to pedestrians.

Cliff Park

Cliff Park is a large formal garden, created in 1911 from the former grounds of Cliff House, the Villa of John Bagshaw. The park is verdant in character, with elements of its original designed landscape, including the formal gardens and avenue to the west evident and mature and specimen trees, scattered throughout. The low boundary wall to the north and the wide views to the south across the sea contribute to its open character and allow the park to provide a pleasant point to view the Conservation Area and its setting.

The park has been developed throughout the twentieth and twenty-first centuries, and now contains a large area of open grassed lawn, with a restored bandstand to the north, children's park, outdoor gym and public restrooms to the south, and playing field to the east. Interpretive boards highlight the park's association with Cliff House, and the footprint of the demolished house is outlined on the grass in yellow brick.

These areas of the park are connected by red concrete walkways, and the promenade to the south is also laid in red concrete pavers. To the south along the promenade the land falls away towards the sea, where a line of beach huts and changing pavilions overlook the beach and timber groynes. These make a positive contribution to the coastal character of the park.

To the west the prominent building, the Grade II Listed 1-13 Orwell Road overlooks the park, with large mature trees set on a grassy slope to create a walkway along western side of the park.



Figure 20 Cliff Park



Figure 21 Station Forecourt

Station Forecourt

To the south of the Station is a large forecourt, formed at the junction of three routes to the Station: Kingsway, Station View and Station Road. Currently its overriding character is derived from its function and expanse of tarmac, where the wide Kingsway road meets Station Road. There is little in the way of coherent public realm to distinguish the road from the Station gateway, and the corner plots which overlook the Station are also predominantly occupied by parked cars. There is a small gravelled area immediately east of the Station with some benches and young planting, and opposite the Station is a triangular area marked by large concrete planters and advertisement boards. These advertisement boards dominate the space and are unsympathetic in their scale, colour, and material, and form the first impression for many of the Conservation Area. Enhancement of this space is an opportunity to provide a stronger sense of place and identity as a key place and gateway to the Conservation Area. The signage installed by the Harwich Society here is a good example of sympathetic street furniture and enhances the character and functionality of this gateway.

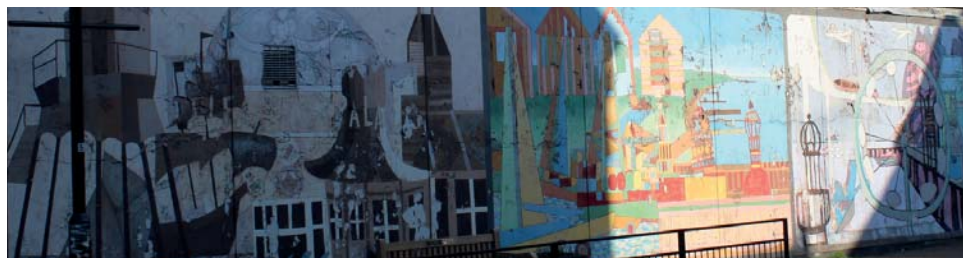


Figure 22 Kingsway Mural

Kingsway Mural

Along the western façade to Numbers 153-155 of the High Street is a large mural depicting features within Dovercourt, with a public bench beside it. This mural makes a positive contribution to our understanding of the Conservation Area and creates a sense of place. It would benefit from maintenance to restore areas where the paint has been weathered and damaged.

High Street

Throughout the High Street, cast iron lampposts with decorative brackets and finials line the street and make a positive contribution to the historic character of the area. They are sympathetic in design and allow for hanging baskets, which also make a pleasant contribution to the densely built High Street providing a welcome element of greenery. The High Street also provides space for the Dovercourt Market, which is held every Friday; during the market a section of the High Street is pedestrianised, and the road is populated by a range of stalls. This temporary use as public realm makes a positive contribution to the character of the area, strengthening its sense of place and preserving traditions for the local community.

3.6 Contribution by Key Un-Listed Buildings

Although not recognised by listing designations, there are several key buildings of interest located throughout the Conservation Area:

230 High Street (TSB Bank)

Built in 1902, the bank is a landmark building at the junction of the High Street and Kingsway, due to its ornate architectural style and its prominent position. The building is two-storey with an additional attic floor in the steeply pitched roof. The ground level banking floor is given prominence with a greater floor to ceiling height than adjacent buildings and by extending out in front of the upper floors with a stone balustrade. The street-fronting gable ends facing, are distinctive features with curved stone detailing.



Figure 23 Dovercourt High Street

Barclays Bank

This red brick Queen Anne style building, constructed in 1902 with projecting bay at first floor, pediments, red brick quoins and Ionic pilasters is of architectural value and makes a positive contribution to the streetscape. It marks the southern border of the Conservation Area boundary. Its eastern frontage and entrance are ornate, its arched porch with finials and panelled door reflecting the former use of this building as a bank.

The Cabin Bakery

This two-storey red brick building, located on the north-western corner of the junction with Kingsway, dates from circa 1900. The upper floor elevations have remained largely unaltered and retain the original red and gault brick detailing and windows. There is a notable chimney stack on its eastern elevation, with arched brick detailing. The shop front has been replaced and extended along the Kingsway façade.

153 – 155 High Street (now Superdrug)

This three-storey building is dominated by its large windows at first and second floor level with stone string course, cornicing and keystone details, ornate carved inserts, rustication, and projecting quoins all adding interest and texture to the façade. Its north eastern corner, which fronts onto the junction of the High Street and Kingsway, is a prominent octagonal bay topped with a spire and weathervane. Its ground floor is dominated by the overly large and unsympathetic signage of Superdrug to the north, and to the west a large mural depicting scenes of Dovercourt.

42 – 46 Kingsway (Former Co-Operative Society Stores now Tofts)

This building is dominant in the street scape and visible in views along Kingsway and the High Street, the rear of the building also grand in architecture highlighting its former use as a concert hall. It is notable for its large and unique windows, with circular glass planes and curved first floor bays supported by ornately carved semi-circular corbels. The building boasts a turret and spire topped with a weathervane.



Figure 24 Barclays Bank



Figure 25 153 – 155 High Street (now Superdrug)



Figure 26 Dovercourt Station



Dovercourt Station

Built in 1854, the main part of the Station building, in red brick with yellow brick decorative features, is two storeys high with a pitched slate roof. It has unfortunately lost its original pedimented archway at roof level which has been replaced with the central pediment, but otherwise the building remains unchanged. The original single storey attached buildings remain. Early pictures also show a pedestrian bridge at the Station, presumably demolished when electrification of the railway took place. Access to the platform is through a gate on the west side of the building. Windows on the first floor of the building are boarded and the Station building appears to be unused.



Figure 27 The Library



The Library

The library building is of architectural and communal value, due to its historic function as a bus shed which is still legible in the architectural style of the building and its generous forecourt, and its current function as a library to serve Dovercourt and Harwich.

3.7 Character Analysis

There are three distinct areas within the Lower Dovercourt Conservation Area which form separate character areas, as shown on Figure 28. These are:

Character Area 1 - Built Core

Character Area 2 - Cliff Park

Character Area 3 - Beacon Hill Fort

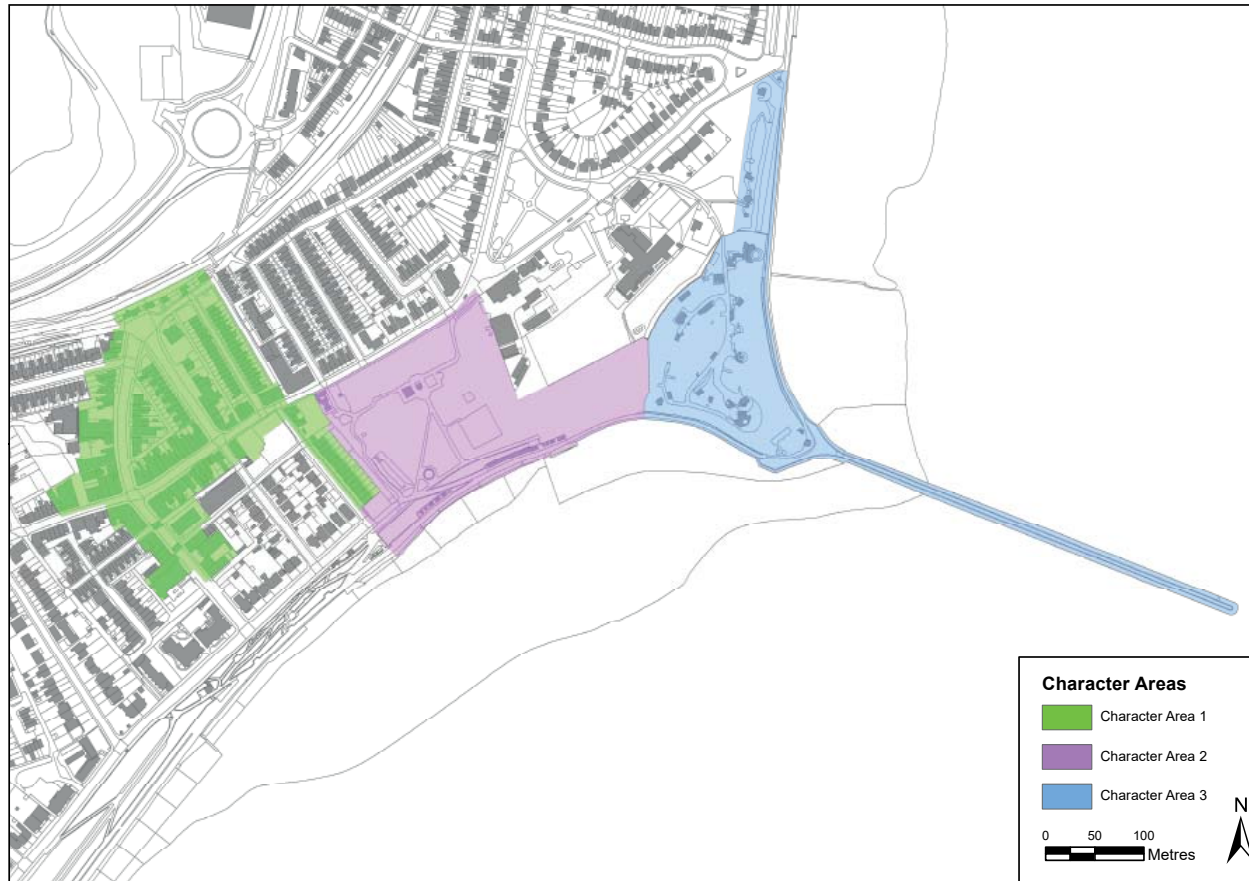


Figure 28 Map showing Character Areas

Area 1 – Built core

The built core of the Lower Dovercourt Conservation Area is located to the west of the area, comprising the principal roads of High Street and Kingsway along with the streets which intersect these to the north and south. It is enclosed in character, with buildings predominantly between two and three storeys in height lining the pavements, and the streetscapes are dominated by these buildings which contribute to the historic built character of the area.

High Street

To the west of the High Street, the Conservation Area boundary is marked by a narrow, decorated building which was formerly a chapel and repurposed in the twentieth century as a shop. Its recognisable former uses make a positive contribution, with the intricate red and yellow brickwork with central lancet windows and the twentieth century blue tiled shopfront with original painted signage contributing to its historic and aesthetic value. Further east, the large stone fronted building is currently dominated by the overly large signage of Iceland, however, makes a positive contribution to the historic character of the area and notable for its mass and material. It is separated from the buildings to the east by Holly Close, a track which is varied in its paving material and provides rear access to buildings on the High Street and Kingsway. This area is generally in need of maintenance and unkempt in



Figure 29 Former Chapel on High Street

character, however, is not a prominent route within the Conservation Area.

To the east of Holly Close a stretch of two and three storey red brick buildings line the High Street to the north and south. These buildings are of architectural interest, particularly as a group, with the red brick punctuated by lighter stone detailing such as banding, keystones, quoins and pediments, with bay windows to the first floor on the south side of the road. Some features of the historic shopfronts have been preserved, such as the consoles, pilasters and cornicing, however the fascia and windows have often been unsympathetically altered.

At the junction of Kingsway and the High Street, a group of four prominent buildings overlook the crossing. They are each distinct in architectural style: the bakery (at



Figure 30 Shopfronts on the High Street

the north west of the junction) is of a modest scale with red and gault brick detailing and decorated chimney stacks; the bank (at the north east of the junction) is in red brick with Dutch gable ends, stone trimming, and ground floor pilasters; the south east building is three storey and a dark red brick with heavy black metal guttering and an octagonal tower with spire, creating a striking and prominent building in the streetscape; to the south west, a two storey red brick building with corner turret and spire is notable for its variety of window styles, including the unusual circular window pane inserts. This group makes a positive contribution to the historic built character of the area and marks the crossing of the two main routes within the area.

Further east on the High Street, the street scape is dominated by red brick buildings, with some bright white

and cream painted facades, which are predominantly three storeys in height with a strong rhythm in apertures to the north side and a characteristically varied frontages to the south. Many windows have been replaced with UPVC, and the ground floors are dominated by incoherent and unsympathetic fascia signs, however many buildings have retained their historic character. Some shopfront details have been retained and make a positive contribution, such as the green tiled pilasters and consoles between Numbers 212 – 218.

To the east of Station Road, the north of the High Street is built up in character, with typical red brick and cream painted render buildings of three storeys. These buildings have typically retained their historic architectural details; however, many are in need of



Figure 31 Green tiled console at the top of a pilaster

repairs and regular maintenance to enhance their aesthetic and ensure they make a positive contribution to the area. These currently overlook an empty plot to the south where recent demolition has taken place, which leaves an uncharacteristic break in the streetscape.

Kingsway

The south of Kingsway is at a high point, which permits long views to the north along the road and contributes to its built-up character. The buildings here are a range of materials, massing, and height, which contributes to an interesting streetscape. To the south east are two twentieth century buildings with some architectural details of interest including the original tiling of Numbers 37 – 39 and the chimney stacks of Numbers 41 – 45 Kingsway. Further north, the former Co-operative Society (now a Wetherspoon public house and hotel), is a grand building with large front windows to the main façade and two storey columns with fine detailing. Opposite this, the Harwich Library is a building of note, with a large triangular gabled front and arched window set back slightly from the street by a paved courtyard, its former use as a bus station discernible in its architectural style. A mature street tree in front of the library building contributes to the character of this area, an example of the trees which once lined Kingsway and formed an avenue along this key street. Adjacent to the

Library is Number 31, a building of unusual massing comprising of one storey, two storey and three storey sections which step back from the street and lead the eye to the unusual stepped gable with decorative fanlight windows and stone detailing.



Figure 32 Market Hall

Between Milton Road and Bagshaw Road are the large Grade II Listed Market Hall and Railings on South East and South West Sides. This building, a former church in Italianate style, is dominant due to its size and central tower with decorative corning and circular windows, topped with a weathervane. The building, which is in a poor

state of repair, now functions as an indoor market. Opposite the market hall a row of well-preserved pre and post-war shops are notable for their original shopfront detail including entrance tiling, pilasters, iron brackets and covers. Further north, the buildings are red brick with rendered ground floors and fine detailing. The Dovercourt Mural makes a positive contribution to the area and illustrates attractions within the town.

To the north of High Street, the road curves slightly to the east towards the station, affording views which are framed by the historic buildings. On street parking also lines the roads and creates some visual clutter, exacerbated by the curve of the road. Buildings here are typical of the materials used in the character area, ranging from red brick with some that have been rendered painted white or cream, and details such as stone quoins, brick banding, and keystones frequenting. On the east side, Numbers 5-17 form a pleasant group of red brick Victorian terracing, with recessed arch porches, two storey bays and small front garden plots creating consistency to the character on this side of the road. On the western side of the road, there is a greater variety of architectural styles, massing and alignment. Numbers 36-38 have been heavily altered, the historic shopfront replaced with UPVC fascia, windows and doors. Number 32-34 is a rendered 1930's Art Deco style facade providing interest to the street, although



Figure 33 Numbers 5-17 Kingsway

currently vacant and in need of maintenance to restore its historic character. Further north, buildings are typically red brick with stone detailing or rendered. The northern end of Kingsway opens out with buildings set back from the wide road and pavements; there are views towards the backs of properties, and a variety of boundary treatments and paving creates an incoherent character here, which is inconsistent with the built streetscape of Kingsway. Parking here is informal, with cars utilising the on-street parking as well as the large areas of paving, this detracts from the open character of the street which was originally planned as a grand, tree-lined avenue and approach to the Station.

Station Forecourt

The junction of Kingsway and Station Road forms the forecourt of the Station. The overriding character here is derived from the expanse of tarmac roads, wide pavements, and front gardens plots which have been paved for private parking. This area is predominantly occupied by parked cars. There is a small gravelled area immediately east of the Station with some benches and young planting, and opposite the Station is a triangular area marked by large concrete planters and unsympathetic advertisement boards. The Station forecourt provides an opportunity to promote a stronger sense of place and identity as a gateway to the Conservation Area.

Station Road

Opposite the Station, a long vista to the south stretches from Station Road to Bay Road. This open view enhances appreciation of the coastal location of the Conservation Area and understanding of its development. The buildings on Station Road are predominantly residential Victorian terracing to the west and larger commercial buildings to the east. These are all characteristically red brick or rendered with gault brick detailing. To the west, some buildings have retained their timber windows, and all have retained their small front garden plots with boundary



treatment separating the houses from the pavement. To the east, the large commercial buildings are set back from the pavement however they have lost their boundary treatment to allow for parking; this detracts from the historic character of the buildings and street scape. To the south east of the road, some historic shopfront details have been retained, which make a positive contribution to the area.

Station View

Station View forms the northern boundary of the Conservation Area and is disparate in character. It connects a series of lanes and streets with the High Street and is dominated by these junctions and the



Figure 34 Empty plot on the site of the demolished Victoria Hotel

empty plot of the demolished Grade II Listed Victoria Hotel. This vacant plot is overgrown and enclosed by a high fence, which makes a negative contribution to the street scape due to its neglect. Three twenty-first century dwellings to the north of the road make a neutral contribution, sympathetic in their building material and style, and overlook the junction of each street.

Crown Lane

Crown Lane is a narrow alley connecting the High Street to Station Road; it is paved with a central band of scoria bricks, typical of Tendring District's vernacular. The character of this lane is drawn from views to the rear of the tall buildings which line adjacent streets, and the rear gardens bounded by high close board fencing. It is enclosed in character but impacted by the unsympathetic and inconsistent boundary treatment and condition of property boundaries.



Figure 35 Scoria bricks on Crown Lane

Victoria Street

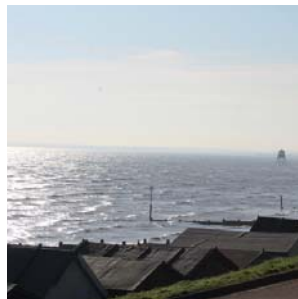
Victoria Street comprises Victorian terraced dwellings, colourful in character, with the majority of red brick buildings painted in a bright seaside palette. Many buildings have retained original features such as timber windows, doorways with circular panel details, iron railings and consistent chimney stacks which create a characterful roofscape. Some buildings are in need of maintenance to preserve their historic character and architectural details, and the western side of the street in particular is adversely impacted by satellite dishes.

Orwell Road

Orwell Road includes a number of prominent buildings. The Grade II Listed 101 and 103 Main Road and Grade II Listed The Convent (known as Orwell Terrace). These rendered buildings, painted in bright cream, are grand in their architectural style and reflect the aspirations of Bagshaw and his seaside resort. Numbers 1 – 13 are particularly prominent, its northern end is five storeys in height, the remainder of the building is punctuated by porches supported by pilasters and decorated with corncicing, with quoins, pedimented windows, and parapet adding architectural interest. The iron railings to the ground floor and first floor windows also enhance the historic character. The northern end of the building has been lost, which detracts from the symmetry of

the building. The empty plot here, and the empty plot to the north of the building where the former Grade II Listed Park Hotel once stood (since demolished), detracts from the grand character of this street and are overgrown and unkept. Views towards the sea, to the north, from this street enhance appreciation of the character area.





Area 2 – Cliff Park

Cliff Park's character is drawn from the garden and park areas, their associated features, and its panoramic views to the south of Dovercourt Bay and the North Sea. The north west of the park comprises of formal gardens which surround the Grade II Listed Garden House. Mature planting to the south and northern boundaries of the park provide a screen from surrounding buildings and contribute to its verdant character, and recent bulb planting along the northern boundary of the park provides a colourful garden character.

The bandstand is a focal point in the park, surrounded by shrub planting and benches. The bandstand has been recently refurbished and has retained historic details and decorative brackets which make a positive contribution to the park. To the north of the bandstand, interpretive boards and bricks outlining the original floorplan of Cliff House contribute to the understanding of the historic origins and subsequent development of the park.

Further south, the park is open in character, with large lawns and open views to the south contributing to its character. It is comprised of separate areas, linked by red paved walks, including the modern outdoor gym, children's play area, public toilets and café, seafront and playing field. These modern elements make a neutral contribution to the historic character and appearance of the park and are of communal value.



Area 3 – Beacon Hill Fort

Beacon Hill Fort is a Scheduled Monument located on the eastern side within the Conservation Area. It is situated on the protruding land which overlooks Dovercourt Bay and the North Sea. The area is defined by historic military use, comprising of a range of buildings which survive from 1860 onwards which are associated with the defensive site. It is also green in character with two distinct areas of flora and fauna; to the east is a stretch of low shrubland which stretches to the foreshore and to the west the trees are mature and denser.

The surviving buildings are dispersed throughout the area, with a central route connecting the entrance to the site in the north with the World War One 6in gun emplacements to the south. High ground to the east allows for the key buildings to have the best vantage point, with underground structures located between them and to the west. The buildings are constructed in concrete and brick, functional in design and large in their scale and mass. The topography and planting within the area screens some buildings from view, adding to the interest of the site as features reveal themselves as visitors move through the area. The site is accessed from the north via a driveway and gate and is traversed by the main road through the centre of the

site and a network of wood chip nature trails, which connect the features and provide signage.

There are a variety of boundary treatments across the area (the site is under three separate ownerships) each with differing treatments ranging from high modern metal fencing and wooden fencing throughout. This has impacted the condition of the buildings and features within the site, as some areas have been subject to substantial vandalism due to penetrable fencing and subsequent trespassing.

The site has recently been cleared of considerable vegetation and revealed that buildings and features throughout the site are in various states of repair. The majority have been affected by vandalism and overgrown vegetation, with many in need of works to conserve them. Of the surviving buildings many have been altered, some quite radically during later modifications to the fort and particularly during World War Two, and the legible development of these buildings enhances our understanding of the history of the area. No evidence survives of the fortifications dated prior to 1889 at Beacon Hill as most of them, such as the original seventeenth century blockhouse, have been lost to coastal erosion.



3.8 Beyond the Conservation Area Boundary

Setting is described in the glossary of the National Planning Policy Framework as being “the surroundings in which a heritage asset is experienced... Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral”. In paragraph 013 of the Planning Practice Guidance, it is stated that all heritage assets have a setting. The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as sensory experiences and our understanding of the historic relationship between places. For example, sites that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

This section discusses attributes of setting to the Lower Dovercourt Conservation Area, and how setting contributes to the significance of the Conservation Area as a heritage asset.

The sea shares a strong visual and historic and functional relationship with the Conservation Area and is the reason why the historic settlement developed here. Its coastal location provided an ideal vantage point for the defences at Beacon Hill Fort and inspired Bagshaw to create his seaside resort on the cliffs. The North Sea is visible from key points within the Conservation Area, including Cliff Park, Beacon Hill Fort, and Orwell Road; this experience enhances the appreciation, experience and understanding of the Conservation Area. Not only is the sea visible from the Conservation Area, it also contributes to our sensory experience of the area, through sounds, smells and climate.

To the north, wide views over the River Stour can be seen from high points within the Conservation Area, notably from Bay Road and from the Station platform itself, which also make a positive contribution to the setting of the character of the area and highlight its unique topography and location.

The Grade II Statue of Queen Victoria terminates the view south along Kingsway and contributes positively to the setting of the Conservation Area. The statue is located along Marine Parade, where views towards the coastline



Figure 36 Statue of Queen Victoria

to the south and Conservation Area to the north can be appreciated. Those who walk the parade can experience the character and qualities of the Conservation Area which contribute to its special interest, such as through glimpsed views of the Conservation Area, and appreciate its close relationship with the sea.

The setting of the built core of the Conservation Area has some adverse impact on its significance. Russell Rise, the Telephone Exchange, and the Multi-Storey car park for example, are unsympathetic in their scale, mass and building materials, appearing intrusive and detracting from views of the traditional building stock within the area. The Telephone Exchange is of an inappropriate height and character, and is prominent in views along Kingsway, adversely impacting the setting of the Conservation Area through its dominant and unsympathetic appearance.



Figure 37 Setting of the Conservation Area to the south west

4. Opportunities for Enhancement

The following key issues have been identified and are summarised below in brief. The list is in no way exhaustive and neither are the issues identified unique to Dovercourt, with many being shared with other Conservation Areas.

4.1 Access and Integration

There is scope for enhancements to generate a more coherent flow between the elements of the Conservation Area including the Station, commercial High Street, Cliff Park and seafront. The Station acts as a gateway to the Conservation Area and forms the first impression of the area for many; currently, the Station and Station forecourt are lacking in place-making, and there is little wayfinding or design elements which create a sense of identity within the forecourt. By reinstating features which work to identify key routes, such as street trees, street furniture, sympathetic signage, and paving, and by encouraging pedestrian access through consolidation of parking, pedestrians can be encouraged to navigate the Conservation Area with greater ease and understanding of its significance.

4.2 Beacon Hill Fort

Beacon Hill Fort comprises a significant portion of the Conservation Area and is a designated heritage asset of high significance. It is currently included on Historic England's Heritage at Risk Register with 'extensive, significant problems' and in need of management.

A Draft Action Management Plan of Beacon Hill Fort by Tendring District Council in 1989 highlighted the opportunity to restore and develop the area into a museum/heritage site. The site is complex, with elements of the site owned by Essex County



Figure 38 An example of good, sympathetic signage within the Conservation Area, which could be introduced throughout the area



Figure 39 An example of vandalism at Beacon Hill Fort



Figure 40 Map demonstrating ownership of Beacon Hill Fort (Source Tendring District Council)

Council, Tendring District Council, and privately, the boundaries of which can be seen on Figure 40. This means that collaboration between all owners and stakeholders is required to ensure it is appropriately and effectively conserved. Its designation as a Scheduled Monument also requires the early engagement of Historic England.

It is considered that there is opportunity for collaboration between owners of the site to ensure the site is secure and to produce a formal management plan. There is also opportunity to continue to engage the local community and utilise the group of dedicated volunteers who have undertaken the clearance of vegetation to the site and to continue to develop it into a heritage attraction.

4.3 Car Parking

Within the built core of the Conservation Area there is an excessive amount of on-street parking and tarmacked plots which are used for commercial and private parking. The most notable area of parking is outside of the Station. This area is dominated by parked cars due to the informal parking outside the station, the on-street parking which lines Kingsway and Station View, and the commercial parking at the car dealership opposite the station. The high number of vehicles which use this road and the density of parked cars detracts from the historic character of the buildings here and is not reflective of the original design of the space. Historic images show this area to be a wide tree-lined avenue which leads to the grand station building; small bollards, streetlights and a stone drinking fountain demarcate the station forecourt and create an aesthetic space and gateway to Dovercourt. The prioritisation of cars within this space now detracts from the visitor's experience and appreciation of the special interest of the area.



Figure 41 Examples of parking areas close to the Station and Station Forecourt

4.4 Inappropriate Modern Development

Within the Conservation Area there are very few modern developments, and the majority of buildings are of historic origin. A small, one storey concrete, development on a vacant plot on Orwell Road is inappropriate in its building material and architectural style and does not appear to have received planning permission for its construction. Other than this structure, modern inappropriate development is found within the setting of the Conservation Area, such as the Telephone Exchange, Russell Rise, and two-storey car park on Bagshaw Road.

4.5 Neutral Contributors and Maintenance

A number of buildings make a neutral contribution to the character and appearance of the Conservation Area, due to their current condition. The dilution of positive buildings amongst those which are neutral impacts overall character, particularly in Dovercourt where almost the entirety of its building stock is of historic origin. However, due to maintenance and condition of these buildings there are many which would have a positive impact but are instead considered to be neutral. There is scope to enhance these buildings to restore them and conserve historic features, this would result in their enhancement as heritage assets and their contribution to the Conservation Area.



Figure 42 Examples of maintenance issues across the Conservation Area

4.6 Public Realm

Street Furniture

Many areas of the Conservation Area, particularly those which have received grant funding in the past, have high quality street furniture. Along the High Street, for example, the lampposts are sympathetic to the historic character of the area and are black painted metal with decorative brackets and finial with hanging baskets. Introducing these throughout the Conservation Area would have a positive impact and enhance the street scape.

There is currently some signage throughout the area, including a map outside the Station, a Harwich Society funded post, and a sign to the Harwich Redoubt in Cliff Park which are good examples of signage which is sympathetic to the historic character of the area. There are a high number of benches throughout the Conservation Area, which enhance how we can experience the area and in particular they provide spaces within the park to appreciate the historic landscape. These benches should be regularly inspected and maintained, as there are some which are in need of repairs.

Hard Landscaping

Surface treatment is a concern within the Conservation Area. There is scope to consolidate and dramatically enhance road treatments throughout the Conservation Area and particularly within the core. Historic images of the High Street show that scoria bricks once paved the gutter (Figure 43) and pedestrian crossing points. These bricks can still be found on Crown Lane but have been lost throughout the rest of the Conservation Area. To reintroduce them in the Conservation Area would be an enhancement.

Should this Conservation Area be a receipt of funding, it is considered that the creation of a shared surface on the High Street between Station Road and Kingsway, or demarcation of this space with scoria brick bands, may enhance the character of this commercial core and reflect its use as a weekly market.

Trees and Planting

Historic images of the Conservation Area illustrate the contribution that trees once made to its character and appearance. The characteristically wide streets were once tree lined avenues, creating impressive streetscapes and breaking up the densely built up character with welcome greenery (Figure 44).

The reintroduction of these trees, and the maintenance of those which do survive, would be beneficial to the character of the area. It would reinstate the former design of the avenues and integration of trees into the planned resort.

Inspection and maintenance of the mature and specimen trees in Cliff Park is also considered to be beneficial to ensure that they continue to make a positive contribution to the character of the area. This could be achieved through a maintenance plan for the trees within the area.

4.7 Shop Frontages

There are a number of overly large and unsympathetic fascia signs which are prevalent along the High Street and Kingsway. These signs detract from the historic character of shopfronts in the area, many of which retain other historic features such as pilasters, tiles, entrance porches and cornicing. There are also examples of alterations to signage and shopfronts which have been made without consent, resulting in harmful additions to the Conservation Area.



Figure 43 Scoria bricks visible lining the gutters along the High Street (1920)



Figure 44 Trees along Station Road, 1910



There is opportunity to enhance these features through the replacement of unsympathetic signs and the reinstatement and conservation of historic architectural features which would cumulatively benefit the Conservation Area. The replacement of the Superdrug sign on the High Street in particular would be a key improvement to undertake, as this currently makes a negative impact to the junction of Kingsway and the High Street. The Iceland building on the High Street is also a notably large and unsympathetic treatment to a historic building.

4.8 Vacant Premises

The high number of vacant premises and plots have been identified as a key concern for the Conservation Area. They make a negative contribution to the character of the Conservation Area and pose a threat to its continued decline.

Lack of maintenance and subsequent piecemeal demolition has resulted in a number of large vacant plots across the Conservation Area. Notably, these are located where the following buildings stood prior to their demolition: The Grade II Listed Victoria Hotel, the Grade II Park Hotel, the southern wing of the Grade II Orwell Road terrace, and the row of buildings on the High Street which included the Queens Hotel. These buildings were all historic in character and made a key contribution to our appreciation of Dovercourt as a planned seaside resort; however, due to lack of maintenance and regeneration they have been lost. The empty plots which they have left have fallen into further neglect, particularly on the site of Victoria Hotel where the vegetation is now causing damage to the adjacent building on Victoria Road and threatening its condition. These sites provide opportunity for enhancement to either maintain the spaces and prevent their further decline by finding an interim use for them prior to their development, or through redevelopment to reinstate their former built character. Any development should be bespoke high quality development which enhances

or better reveals the significance of the Conservation Area, in line with the NPPF paragraph 200.

There are also a number of vacant buildings and upper floors throughout the Conservation Area. At the time of assessment (Feb 2020), these included:

- 252 High Street;
- 180-182 High Street;
- 32-34 Kingsway;
- 37-39 Kingsway;
- Station building; and
- 20 Victoria Street.

It is considered that vacant buildings are at risk of deterioration and there is opportunity to bring these sites back into use and occupation, this would ensure their sustainable conservation.

If there are examples of vacant upper floors within the area, and many external elevations of upper floors are in poor condition. This impacts on the overall appearance of the historic building stock and the ability to appreciate them as heritage assets, particularly as many of the ground floors of these buildings have undergone modern interventions to their historic fascia leaving the upper floors as the predominant reminder of a building's age and historic quality.



5. Management Proposals

There are a wide range of issues facing the Lower Dovercourt Conservation Area, many of which share common themes. This chapter seeks to recommend management proposals which address some of these issues in both the short and long term.

5.1 Positive Management: Short Term

The first set of proposals relate to positive management and focus on good practice and improved ways of working with the local planning authority. These are generally low cost and can be implemented within a short timeframe, typically within one or two years.

- Provide guidance on appropriate design and materials for windows and doors and encouraging the retention or reinstatement of historic glazing patterns and door designs and the use of appropriate materials.
- Provide guidance on the traditional form of boundary treatments and encourage their reinstatement where they have been removed or compromised. This is especially important in relation to the east side of Station Road.
- Provide guidance on traditional roofing materials and encouraging the reinstatement

of good quality slate and the removal of unsympathetic modern materials such as interlocking concrete tiles.

- Provide and update guidance relating to signage. This should address appropriate size and design, the extent and amount and associated lighting. All further planning applications and advert consent applications should be required to comply, where possible, with this standard, designed to help to restore the character and appearance of the Conservation Area.

Condition Assessment

The entire Conservation Area would benefit from the completion of a condition assessment of the positive buildings within it, as many are in need of repairs. The condition assessment would allow for the creation of a prioritised plan for repairs, to prevent the further decline of buildings that are most at risk.

Enforcement

Where the necessary permission has not been sought for alterations, such as advertising signage and building alterations which are not contained within the General Permitted Development Order, the Local

Planning Authority's powers of enforcement should be considered. This could assist in reinstating any lost character or architectural features whose loss may have a negative cumulative effect on the Conservation Area, as well as avoiding a precedence being set for similar, uncharacteristic works.

General Maintenance: Public Realm and Highways

The maintenance and consolidation of street furniture would be beneficial to the Conservation Area; in particular, the introduction of sympathetic lampposts as found on the High Street and the regular maintenance of benches would enhance how the area is experienced.

Planning and Highways should work together to agree standard good practice within the Conservation Area such as avoiding excessive road markings and where necessary using narrow road markings as well as looking for opportunities to reinstate local features such as scoria bricks.

Heritage Statements

In accordance with the NPPF (Para.189), applicants must describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient



to understand the potential impact of the proposal on their significance.

All applications within the Conservation Area and immediate setting require an appropriately detailed Heritage Statement. Any application without a Heritage Statement should not be validated.

The key views analysed within this document are in no way exhaustive. The impact of any addition, alteration or removal of buildings, structures, tree's or highways on key views should be considered to aid decision making. This includes development outside the conservation area. Where appropriate, views must be considered within Design and Access or Heritage Statements. This should be in accordance with Historic England's Good Practice Advice in Planning Note 3: *The Setting of Heritage Assets* (2019). Applications which fail to have assessed any impact upon views and setting should not be validated.

Improved Understanding and Awareness

There is currently interpretation within the Conservation Area aimed at improving understanding and awareness. This is predominantly through information boards and some heritage interpretation within Cliff Park.

Existing interpretation should be assessed and

maintained, and opportunity for further interpretation explored. Increasingly, digital awareness can contribute to our understanding of a place; the webpage for the Scheduled Monument Beacon Hill Fort, run privately and by volunteers, is an example of a method of improving awareness online. Other methods of improving understanding through signage, leaflets, talks or events could also be an effective way to improve the awareness and re-establish the identity of Dovercourt as a historic settlement.

Local Heritage List

Dovercourt would benefit from adopting and maintaining a comprehensive Local List in order to preserve its historic environment from further deterioration. A Local List identifies buildings and structures of local architectural and/or historic interest, and these are considered to be 'non-designated heritage assets' under the provisions of the NPPF.

In recent years, the demolition of the Queens Head Hotel, the alteration of historic shopfronts on the High Street and Kingsway, and the poor maintenance of buildings, indicates that a Local List may be beneficial to ensure the upkeep of buildings which are significant to Dovercourt's history and character. The exercise would also facilitate a greater understanding of the area and could be utilised as a public engagement

strategy to improve awareness and understanding.

There are a number of buildings within the Conservation Area which are of sufficient quality to be considered for local list status, as highlighted in Section 2.6.

Neutral Elements

The dilution of positive buildings amongst those which are neutral leads to an underwhelming and indistinctive overall character.

Tendring District Council should not allow for the quality of design to be 'averaged down' by the neutral and negative elements of the built environment. Given the Conservation Area is at risk in part due to maintenance of buildings, Officers must where possible seek schemes which enhance the built environment and look to conserve and reinstate historic features. It is also considered that poor-quality or unsympathetic schemes should not be allowed, both within the Conservation Area and its setting.

New Development

There are numerous opportunities within Dovercourt, and its setting, for development which makes a positive contribution to the Conservation Area. To be successful, any future development needs to be mindful of the



local character of the Conservation Area, while at the same time addressing contemporary issues such as sustainability.

Successful new development may:

- Relate to the geography and history of the place and the lie of the land;
- Sit harmoniously in the pattern of existing development and routes through and around it (including public footpaths);
- Respect important views;
- Respect the scale of neighbouring buildings;
- Use materials and building methods which are as high in quality of those used in existing buildings; and
- Create new views and juxtapositions which add to the variety and texture of their setting.

Tendring District Council should guide development in a positive manner by:

- Engaging with developers at an early stage

through the Pre-Application Process to ensure modern development is high quality in design, detail and materials.

- The choice of materials and the detailed design of building features are important in making sure it's appropriate to a Conservation Area.
- Seeking opportunities for developers to make a positive contribution to the wider historic environment through Section 106 Agreements.

Public Facing Resources

The preservation and enhancement of private properties can be improved through the publishing of resources aimed to inform property owners and members of the public. An introductory summary of the Conservation Area Appraisal in the form of a leaflet or factsheet(s) is a simple way to communicate the significance of the area and ensure members of the public are aware of the implications of owning a property within a conservation area. In addition, a maintenance guide would assist property owners in caring for their property in an appropriate manner. A single Good Practice Design Guide on standard alterations such as signage, shopfronts, windows, doors, rainwater goods, boundaries and roof extensions will ensure

inappropriate development does not continue to be the accepted norm.

Poor maintenance leads to the deterioration of the fabric of the built environment and results in a loss of architectural details. Improved awareness of simple maintenance and repair would be conducive with the preservation of Dovercourt's built heritage.

Shop Frontages

A particular concern throughout the Conservation Area is the use of inappropriate signage and the loss or alteration of traditional shopfronts. Signs are often dominant in views, concealing architectural details on the buildings and therefore can negatively impact our ability to read the historic character of the town. In the short term, a review of the town's approach to signage and shopfronts, perhaps through a design guide, might allow for some cohesion across the Conservation Area and reinstate a rhythm to the historic frontages.

An initial focus on Superdrug's signage would be beneficial, as it is located on a prominent junction and on a landmark building. This currently overwhelms the streetscape detracting from its historic character.



Tree Management

In line with national guidance and Tendring District Council's policy, all trees in Conservation Areas which have a trunk diameter of more than 75mm, at a height of 1.5m from the ground, may not be felled or lopped unless six weeks written notice has been given to the Council.

It is also considered that any prominent trees, street trees, and trees with amenity value on private land throughout the Conservation Area should be monitored and maintained appropriately. This will ensure the symmetry along tree lined streets and visual rhythm, as well as maintain green spaces of the area. Any tree that makes a positive contribution to the area should be retained, maintained and, if felled (only if dead, dying or dangerous) replaced with an appropriate new tree.

It is also considered that the reintroduction of street trees where possible would enhance the historic character of the area.

5.2 Positive Management: Long Term

The following proposals are also focussed around positive management but either take longer to implement or are better suited to a longer time frame.

Access and Integration

Local Authorities are increasingly updating their access strategies, to reflect a better understanding of pedestrian movement, desire lines and existing barriers. The Lower Dovercourt Conservation Area would benefit from a similar approach to ascertain how pedestrians travel between the key elements within the area; the Station, High Street, Cliff Park, seafront and Beacon Hill Fort. This can inform future schemes and create a hierarchy of streets and spaces across the area.

Car Parking

This should begin with a car parking survey to establish the need for car parking. Once the level of necessary car parking has been established a landscape strategy should be created by Tendring District Council in conjunction with local stakeholders.

Character Appraisal and Management Plan

The Conservation Area and its boundary have been revised within this appraisal in accordance with the NPPF (2019) and *Historic England Advice Note 1 Conservation Area Appraisal, Designation and Management* (2019). The boundary now includes areas of historic significance which improve our

understanding of the development of the Conservation Area in the twentieth century.

The Conservation Area should be reviewed every five years to monitor change and inform management proposals. The boundary should be assessed as part of this review to ensure it is robust and adequately protects the significance of the area.

Opportunity Sites

As discussed above in Section 4, there are a variety of opportunity sites across the Conservation Area. These are chiefly comprised the vacant plots of the former Victoria Hotel, Queens Hotel, and Park Hotel. There is also the opportunity to reinstate the south side of Grade II Listed terracing on Orwell Road, which is currently also a vacant plot and detracts from the character of the listed building and street. These sites would benefit from further consideration for sensitive redevelopment, and steps should be taken to mitigate the damage they currently cause to neighbouring properties and negative impact they have on the character and appearance of the Conservation Area.

The Station forecourt is considered to be an area for opportunity and would benefit from a considered and coherent approach to parking and the conservation or addition of features which contribute to its status as



a key site and gateway into the area, such as street furniture, planting, and interpretation.

Public Realm and Interpretation

The first opportunity to enhance the character and appearance of the Conservation Area is through investment to improve the wider public realm. This can be achieved through continuing to improve and rationalise existing street furniture.

A considered and more consistent approach to aspects of the public realm would enhance the overall character and appearance of the Conservation Area; features such as street furniture, signage, information boards, planting, paving, and railings are recommended for consideration. The high quality of the features on the High Street currently juxtapose with the rest of the Conservation Area, and a variety of styles of street furniture exist across the area. Due to this variety of approaches, a high-level overview or design guide to ensure a consistent maintenance and design approach would be beneficial. This approach can prove cost effective in the long-term maintenance of the spaces, saving dispersed review.

Shop Frontages

There is substantial scope for long term improvement to shop frontages to enhance the character and appearance of the historic streetscape. In addition to tightening controls, small grant funding schemes would

provide an incentive to encourage private property owners to carry out works to enhance their property and thereby the wider Conservation Area.

Vacant shop units can be enhanced creatively at a low cost and should be considered a 'blank canvas' for improvement. This could include public art or information on the area. The council should consider utilising existing powers to intervene where any unit has been vacant for over three months so that it does not detract from the areas character and appearance.

There is also scope to enhance the character of the commercial centre through the production of a design guide for shopfronts and signage, which will create a clearer approach to the design of new shop frontages and management of historic examples.

5.3 Funding Opportunities

There are three main funding opportunities which would assist in the execution of these plans:

National Lottery Heritage Fund

The National Lottery Heritage Lottery Fund is the single largest dedicated funder of heritage in the UK and therefore is the most obvious potential source of funding. Funding is often targeted at schemes which preserve, enhance and better reveal the special interest of the area whilst also improving public awareness and

understanding. Grant opportunities and requirements change overtime, for up-to-date information on NLHF schemes Tendring Council should consult their appointed Heritage Specialist.

Section 106 Agreements

Planning obligations, also known as Section 106 agreements, can be used by the local authority to ensure any future development has a positive impact upon Dovercourt. These agreements could be used to fund public realm or site-specific improvements.

Partnership Schemes in Conservation Areas (Historic England)

Partnership Schemes in Conservation Areas is a programme run by Historic England to target funding for the preservation and enhancement of conservation areas. As the name suggests, the scheme forms partnerships with local authorities (along with any additional funding partners) to facilitate the regeneration of an area through the conservation of its built heritage. The scheme makes funds available to individuals to enable them to carry out repairs or improvement works to their property to enhance the area. This would be suitable to preserve and enhance either the shop frontages or the architectural detailing.



6. Appendices

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Webpages

<http://www.harwichanddovercourt.co.uk/harwich-history/>

Archives

Essex Record Office (ERO)



6.2 Legislation, Policy and Guidance

LEGISLATION/POLICY/ GUIDANCE	DOCUMENT	SECTION/POLICY
Primary Legislation	Planning (Listed Buildings and Conservation Areas) Act 1990	66: General duty as respects listed buildings in exercise of planning functions. 72: General duty as respects conservation areas in exercise of planning functions.
National Planning Policy	National Planning Policy Framework (2018) DCLG	Section 16; Annex 2
National Guidance	National Planning Practice Guidance (2014) DCLG	ID: 18a
National Guidance	Historic England (2017) Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets	
National Guidance	English Heritage (2019) Conservation Principles, Policies and Guidance.	
Local Policy	Tendring District Council Local Plan (2007)	QL9 – Design of New Development QL11 – Environmental Impacts and Compatibility of Uses EN1- Landscape Character EN17- Conservation Areas EN18- Fascia and Shop Signs in Conservation Areas EN18 (a) and (b)- Advert Control within Conservation Areas EN20- Demolition within Conservation Areas EN21- Demolition of Listed Buildings EN22- Extension and Alterations to Listed Buildings EN23- Development within the Proximity of a Listed Building EN25- Satellite Dishes on Listed Buildings and in Conservation Areas HAR 12 – Dovercourt Town Centre Regeneration Area HAR 14 – The Market



6.3 Glossary (National Planning Policy Framework)

Term	Description
Archaeological interest	There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.
Conservation (for heritage policy)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
Historic environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
Historic environment record	Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.
Setting of a heritage asset	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
Significance (for heritage policy)	The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

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St Osyth Conservation Area Character Appraisal and Management Plan



Client:
Tendring District Council

Date:
June 2020

Page 155





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Contents

1.	Introduction	5	4.	Opportunities for Enhancement	59
1.1	Summary	5	4.1	Car Parking	59
1.2	Conserving Tendring's Heritage	6	4.2	Vacant Buildings	59
1.3	Purpose of Appraisal	7	4.3	Loss of Architectural Details	59
1.4	Planning Policy Context	7	4.4	Unsympathetic additions	60
2.	St Osyth Conservation Area	8	4.5	Inappropriate Modern Development	60
2.1	Context and General Character	8	4.6	Neutral Contributors	61
2.2	Origin and Evolution	9	4.7	Public Realm	61
2.3	Revisions to the Boundary	18	4.8	Access and Integration	62
2.4	Designated Heritage Assets	20	4.9	Interpretation	62
2.5	Non-Designated Heritage Assets	21	5.	Management Proposals	63
2.6	Heritage at Risk	23	5.1	Positive Management	63
2.7	Archaeological Potential	24	5.2	Positive Management: Longer Term	65
3.	Assessment of Significance	25	5.3	Funding Opportunities	66
3.1	Summary	25	6.	Appendices	67
3.2	Land Usage	25	6.1	Listed Buildings	67
3.3	Character Analysis	27	6.2	Bibliography	70
3.4	Views	56	6.3	Legislation, Policy and Guidance	71
3.5	Beyond the Conservation Area Boundary	57	6.4	Glossary (National Planning Policy Framework)	72

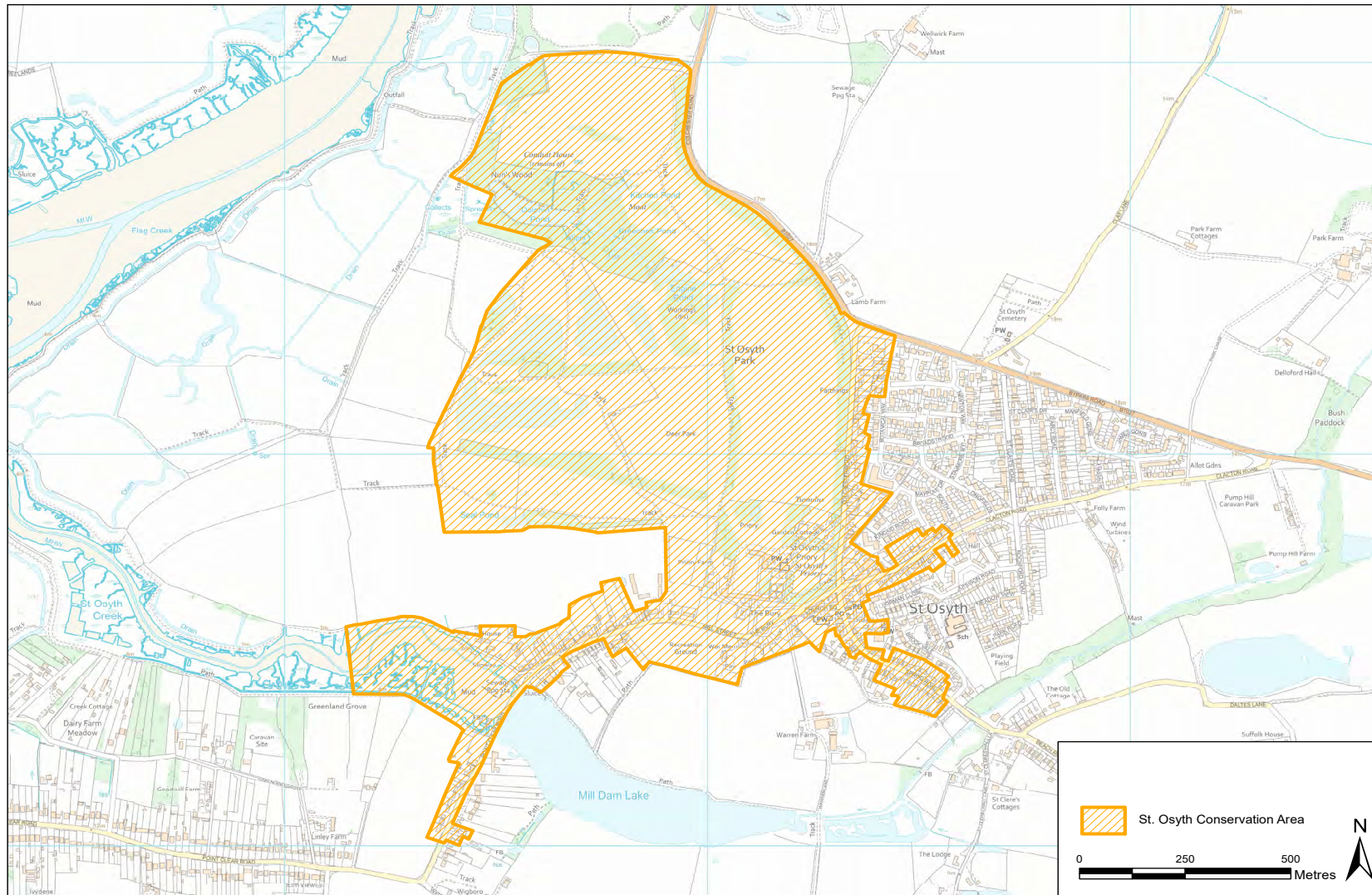


Figure 1 Map of St Osyth Conservation Area

1. Introduction

1.1 Summary

St Osyth Conservation Area was first designated in 1969 and was amended in 1982, 1988 and 2010. It was last reviewed in 2010. It is a large and diverse Conservation Area, comprised of three distinct areas which each have their own character: St Osyth Priory, St Osyth village and St Osyth Creek. The Conservation Area draws much of its significance from St Osyth's Priory, which throughout the twelfth to sixteenth century was one of the largest religious houses in Essex until its dissolution as part of the larger suppression of the monasteries led by King Henry VIII in 1539. Much of the Priory remains, although ruinous in parts. The Priory, and its associated parkland, make up a considerable portion of the north western section of the Conservation Area.

The Priory's parkland is enclosed by urban development on its eastern and southern edges, with the centre of the St Osyth village concentrated toward the Priory's southern entrance, highlighting the strong interrelated development of the village and the Priory. The urban development within the Conservation Area focusses upon the historic core of the village which is located at the south eastern corner of the Priory's park, where Colchester Road and The Bury/Clacton Road intersect. St Peter and St Pauls Church is the focal point in this part of the Conservation Area and it is the location of former marketplace, which is reflected in its current usage and character - the village's commercial outlets are mostly located in this area.

The Conservation Area extends to the west to encompass St Osyth Creek and the surrounding marshland, once a busy port. Although much of the industry which dominated the estuary in the eighteenth and nineteenth centuries no longer exists in this area, the Creek retains a quay and a maritime appearance. Ribbon development leads along Mill Street from the Creek to the centre of the village, past the imposing Priory Gatehouse located on The Bury.

Despite modern development, the Conservation Area retains much of its historic character, the three distinct areas contribute to the legibility of the village's development from a religious centre, serviced by its estuarine location, to the village it is today.



Figure 2 View of St Osyth Creek



Figure 3 The Gatehouse, St Osth Priory



Figure 4 St Peter and St Paul Church

The Conservation Area’s historic building stock of cottages and houses, some of which are converted industrial buildings, typically date from the seventeenth century through to the late nineteenth century, interspersed in places with late medieval homes, creating an attractive, eclectic mix of architectural styles and contributing to the historic character of the Conservation Area which has, in part, not changed since the sixteenth century.

1.2 Conserving Tendring’s Heritage

Tendring Council appointed Place Services to prepare a Conservation Area Appraisal for St Osyth. The document is provided as baseline information for applicants to consider when designing or planning new development in St Osyth and provide additional context when assessing locations for potential allocations through the Local Plan.

This report provides an assessment of the historic development and character of St Osyth and outlines its special interest. The appraisal will also consider the significance of heritage assets and the contribution that these, along with their setting, make to the character of the area. The understanding of significance will be used to assess the susceptibility of the Character Areas to new development, highlighting key assets of importance.

This assessment will consider how different Character Areas within St Osyth came to be developed, their building styles, forms, materials, scale, density, roads, footpaths, alleys, streetscapes, open spaces, views, landscape, landmarks, and topography. These qualities can be used to assess the key characteristics of each area, highlighting potential impact future developments may have upon the significance of heritage assets and the character of St Osyth. This assessment is based on information derived from documentary research and analysis of the individual Character Areas, as well as site visits undertaken in 2019 and 2020.

This assessment follows best practice guidance, including Historic England’s revised Historic England Advice Note 1 for *Conservation Area Appraisal, Designation and Management* (2018) and *The Setting of Heritage Assets* (2017).



1.3 Purpose of Appraisal

A character appraisal defines the special interest of a conservation area that merits its designation and describes and evaluates the contribution made by the different attributes of its significance.

This document should be used as a baseline to inform future development, land allocations and design with regard to the sensitivities of the historic environment and its unique character.

It is expected that applications for planning permission will also consult and follow the best practice guidance outlined in the Legislation, Policy and Guidance appendix.

Applications that demonstrate a genuine understanding of the character of a Conservation Area are more likely to produce good design and good outcomes for agents and their clients. This Appraisal will enhance understanding of St Osyth Conservation Area and its development, informing future design.

1.4 Planning Policy Context

The legislative framework for the conservation and enhancement of Conservation Areas and Listed Buildings is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (HMSO 1990). In particular Section 69 of this act requires Local Planning Authorities to designate areas which they consider to be of architectural and historic interest as Conservation Areas, and Section 72 requires that special attention should be paid to ensuring that the character and appearance of these areas is preserved or enhanced. Section 71 also requires the Local Planning Authority to formulate and publish proposal for the preservation and enhancement of these areas. National planning policy in relation to the conservation and enhancement of heritage assets is outlined in chapter 16 of the Government's National Planning Policy Framework (DCLG 2019).

The area of St Osyth is covered by Tendring District Council. Local planning policy is set out in the Tendring Local Plan (2007). Policies which are relevant to heritage assets include:

- Local Plan Policy EN1: Landscape Character
- Local Plan Policy QL9: Design of New Development
- Local Plan Policies EN17-20: specific to conservation areas
- Local Plan Policies EN21-25: Importance of listed buildings and the protection extended to them

Additional specific local policies relevant to the St Osyth Conservation Area include:

- EN29: Archaeology
- EN30: Historic Towns
- Policy ER31: Town Centre Hierarchy and Uses
- RA4: Housing Development within Defined Boundaries
- Policy EN27: Enabling Development
- Policy EN27a: St Osyth Priory

2. St Osyth Conservation Area

Page 162



Figure 5 St Osyth as shown on the 1777 Chapman and Andre Map of Essex



Figure 6 St Osyth Creek

2.1 Context and General Character

The village of St Osyth is situated within the County of Essex and located in Tendring District, the easternmost district within the county. St Osyth is located in the south west of Tendring District, approximately three kilometres inland from the coast. Surrounded on three sides by the estuaries of the River Stour, River Colne and the North Sea, the village has a close relationship with maritime industries and transportation, which influenced its development.

St Osyth Creek, a tributary of the tidal estuary of Brightlingsea Creek, is partially included within the Conservation Area boundary, giving the south western part of the Conservation Area a maritime character.

The village is located south east of the historic settlement of Colchester and to the west of the nineteenth century seaside resort town of Clacton-on-Sea, the nearest large town by road. Although significantly closer geographically, the town of Brightlingsea has avoided close associations with St Osyth due to its separation by the tidal estuary of Brightlingsea Creek located between them. The village is largely sited on land raised above sea level, with St Osyth Creek bounding the settlement to the south, flowing westward to the sea. At the point where the settlement spans the Creek at Mill Dam, it is at sea level with a tidal barrier at the dam forming the substantial Mill Dam Lake.



Figure 7 Clacton Road, looking toward the junction with Colchester Road and the Priory boundary walls



Figure 8 Cottages on Spring Road

The Conservation Area includes four historic routes, which remain the principal entrances to St Osyth, in three instances the routes are named after the road connections they afforded. Colchester Road leading north out of the village continues to be the route to Colchester and onward to London. Clacton Road leads eastward to Clacton-on-Sea. Point Clear Road and Spring Road (a continuation of Colchester Road) lead west and south respectively to small coastal settlements developed in the twentieth century and low-lying coastal farmland.

Overall, the character of the Conservation Area reflects its development from an important ecclesiastical centre in the medieval period, through to a thriving market and coastal hub in the eighteenth and nineteenth century, to the tranquil village it is today. Built form and the pattern of development within the village reference not only the history and fortunes of St Osyth but country wide rises and falls in religious and agricultural affluence. Whilst St Osyth Priory occupies much of the Conservation Area's boundary, the Conservation Area encompasses more than the Priory's remains, showcasing fine examples of vernacular and formal architecture and a large number of designated and non-designated heritage assets, one of the highest concentrations in the district.

Whilst this appraisal focuses upon the area defined within the Conservation Area boundary it is important that consideration is given to St Osyth's relationship with those aspects of the wider environs and setting which contribute to its significance.

2.2 Origin and Evolution

The following section provides an overview of the history of St Osyth and the surrounding settlement. St Osyth was largely established in the medieval period, however archaeological evidence for prehistoric occupation has been identified in and around the settlement.

Prehistory: Palaeolithic to Iron Age (c.10,000 BC to 100 BC)

St Osyth's location would have been attractive for early settlers with access to the coast via waterways including St Osyth Creek which extends into the Conservation Area. Neolithic pottery has been recovered from within St Osyth's Priory, indicating some early prehistoric activity within the Conservation Area.



Figure 9 St Osyth depicted on a stained glass window in the parish church, St Peter and St Paul.

Photo Credit: Andreas Moran, <https://pravoslavie.ru/sas/image/103276/327646.p.jpg?mtime=1571412771>

Cropmark analysis has identified Neolithic causewayed enclosures just north of the Conservation Area, including a possible cursus, a classification of monument which resemble ditches or trenches and are thought to have been constructed for ritualistic or ceremonial purposes. Other cropmarks identified also indicate the presence of potential long and mortuary enclosures and a circular monument, suggesting the area surrounding and including St Osyth may have formed part of an important ceremonial landscape.

A limited number of large-scale excavations have been conducted within the St Osyth Conservation Area, however excavations at Old School Chase in the south of the Conservation Area have shown the potential for Late Bronze Age/Early Iron Age features, indicating occupation during this period. The Channel 4 documentary 'Time Team' featured the village in an episode titled 'Lost Centuries of St Osyth' in 2005, which focussed on a series of mysterious upstanding timbers buried in the mud and sand of the Creek and the medieval appearance of St Osyth. Remains of Iron Age pottery has been found within the Conservation Area boundary, in the north of the area, in the Priory grounds, and beneath the Priory buildings. There are two possible tumuli (raised mounds of earth and/or stones placed above graves, also known as barrows or burial mounds) and aerial photographic evidence of a ring-ditch within the grounds of the Priory, however there is no dating evidence for these features.

Outside the Conservation Area to the south-east, an Iron Age settlement has been identified at Lodge Farm. Excavations revealed a large settlement of nineteen round houses and post-hole structures, as well as evidence of occupation from the Neolithic period, suggesting the Lodge Farm site was in continual use for much of the pre-historic age.

Roman

To the north of the Conservation Area, within the Priory grounds, is a potential Roman villa site with tessellated pavement which was discovered in 1962 near Nun's Wood. Evidence for Roman activity has also been revealed during gravel extraction within the Priory parkland, revealing a Roman ditch and burial urns. Further finds include Roman coins, recovered near St Clair's Road

Saxon and Medieval

St Osyth's Priory, village and Creek all take their name from St Osyth, a Christian martyr who is reported to have been brutally murdered by Danish marauders in 653 AD. Abbess Osyth (also spelled Osgyth, Sythe or Othith) was the daughter of the Mercian King Frithwald, the first Christian King of Essex.

Osyth's husband Sighere, King of the East Saxons, granted her the permission to establish a nunnery at Chich, of which she was the Abbess. It was here she met her fate, reportedly dying on the steps of the chapel. The site of Osyth's convent is unconfirmed, however it is believed to have been located in what is now the St Osyth's Priory's grounds, a section of which is still named Nun's Wood, north of the surviving Priory buildings.

Her death resulted in a sainthood, and there are many legends and miraculous tales associated with Osyth. Now she is mostly commemorated in the name of the village and Priory. Prior to its renaming, and in Osyth's time, the settlement was named Chich or Chicc and this is how it was recorded in the Domesday Book of 1086. Chich is thought to derive from an old English word which meant 'bend', referencing the navigation of the Creek.



The Domesday Book records three manors in the modern-day St Osyth (one of which was owned by the Bishop of London) and a mill, probably located close to the Creek. There is no mention of a religious community at St Osyth in the Domesday book, however the records do suggest it was a thriving settlement at this stage.

The Priory was founded by Richard de Belmeis, the Bishop of London, c.1121 and became an Abbey in 1150. It was dedicated to St Peter and St Paul as well as St Osyth, which is referenced by the name of the village's parish church, St Peter and St Paul, located south of the Priory on Church Square. The church is contemporary with the founding of the Priory, dating from the twelfth century although later heavily altered and extended.

St Osyth's Priory flourished in the four centuries following its foundation, growing to be one of the most important and powerful Abbeys in the county, owning land and a number of churches across the county and in neighbouring Kent. The Abbey complex within the Conservation Area benefited from the taxes collected by the Prior and grew accordingly, the imposing flint and stone Gatehouse marking the entrance to the Priory dates from the fifteenth century.

The Gatehouse remains largely intact and is the only section of the Priory, apart from its boundary walls and tower, that is fully visible within the public realm. The remains of the Priory are largely shielded from public view, masked by tree cover and the extensive, high boundary walls that encircle the Priory's parkland. Priory Farm, at the south western edge of the parkland, is visible as a series of ancient barns, which can be seen from Mill Street, the barn roofs visible above the site's historic flint and brick boundary wall.

The Priory and its grounds are designated as a scheduled monument and partially included within St Osyth's Priory registered park and garden; the registered parkland excludes The Bury (the road and section of green space south of the Gatehouse) and Priory Farm.

Several outbuildings and the former Priory brewhouse are included within the scheduled monument, which is Grade I listed, as well as the Gatehouse and surviving Priory buildings. The scheduling and listing grade indicate the high historic and architectural value of St Osyth Priory. The Gatehouse is considered to be one of the finest examples of monastic buildings in the country, featuring a highly decorative and intricate chequer-board pattern of ashlar, septaria and flint on its imposing, street-facing southern elevation. This chequer-board motif features across the Priory buildings, including the prominent Darcy Tower, north of the Gatehouse.

High quality materials were used in the construction of the Priory with exceptional skill, highlighting the wealth and status of the complex. Following the dissolution in the mid sixteenth century, the adaptation of the Priory buildings and their continual evolution also provides architectural and historic interest. Their intactness and survival, despite centuries of use and adaptation, also highlight how the Priory buildings have continued to be esteemed and held in high regard, even once their ecclesiastical function was removed.

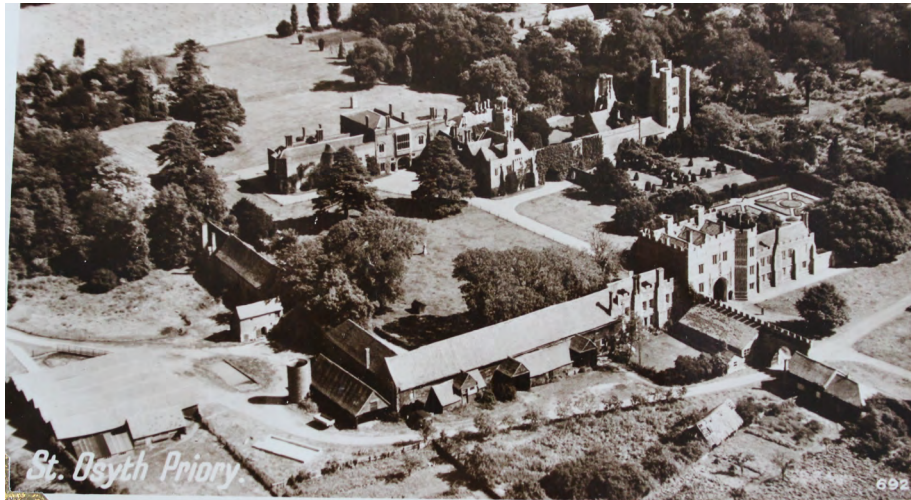


Figure 10 St Osyth Priory from above c. 1953 (Essex County Archives, D/DU 14647)



Figure 11 The Priory Tower, c. 1922 (Victoria County History: <https://www.british-history.ac.uk/rchme/essex/vol3/plate-101>)

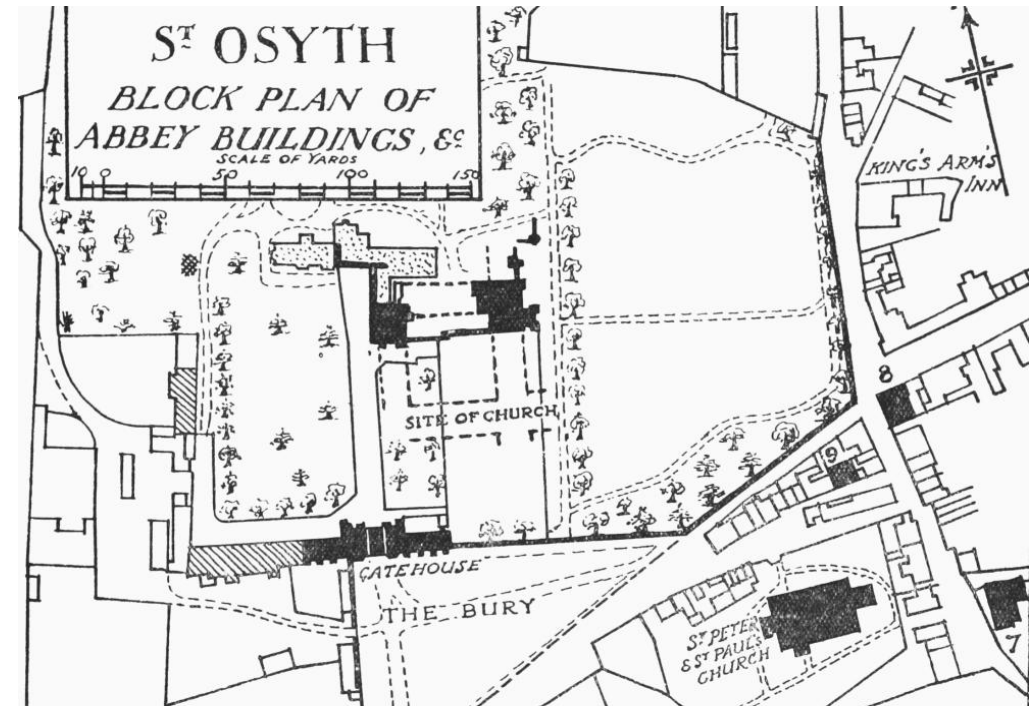


Figure 12 Block Plan of the Priory Buildings

(St. Osyth', in *An Inventory of the Historical Monuments in Essex, Volume 3, North East* (London, 1922), pp. 195-206. British History Online <http://www.british-history.ac.uk/rchme/essex/vol3/pp195-206> [accessed 19 May 2020].



There is an undated medieval charter which records the granting of a fair and market to the Abbey; dated records indicate there has been a market in St Osyth since at least 1189. The shape and layout of Church Square suggests it once framed a triangular marketplace, typical in layout of other medieval towns. During the medieval period the village and Priory would have been interconnected; the economy of medieval St Osyth appears to have centred on the Priory and the village's function as a market-centre for the eastern end of the Tendring peninsula. The Lay Subsidy returns of 1524 indicates St Osyth was an affluent settlement, rating in the top third of Essex settlements in terms of taxable value and the village seems to have been booming in the early 1500s, prior to the dissolution of the monasteries

Archaeological evidence suggests that the medieval town extended west of the existing village, towards the Creek. This would have given medieval St Osyth two focal points, one of which centred on the cross-roads, St Peter and St Paul's Church and the Priory, with a second focus at the quay. The quay and St Osyth Creek would have been used for a small fishing industry and archaeological finds, such as pottery shards, suggests there was domestic use of this area during the medieval period. Excavations, including those conducted by Time Team, have also identified a timber wharf probably in use between the late fifteenth and early sixteenth centuries. Pottery shards from non-local sources recovered within the Conservation Area, and Merovingian coins just to the south, also indicate that St Osyth could have been an important connection for wider sea-based trading networks. Oyster fishing is known to have formed an important part of the local economy.

St Osyth continued to grow through the late medieval period, although documentary sources indicate that the village was less prosperous in terms of monetary income following the suppression of the Priory. Many houses in the village date from the later medieval period, including the small terrace at Numbers 8-14 Spring Road, part of which has been identified as the village's former Guildhall hidden behind the houses' deceptive weatherboard and brick elevations. The houses are Grade II listed and thought to date from c.1500, featuring impressive timber framing on the interior.

Meetings and village events would have been held at the Guildhall, which would have acted as an important focal point for village life in the medieval period.

Witch-hunting was undertaken in St Osyth village in 1582 and resulted in the deaths of four women. Ursula Kemp was trialled and found guilty of witchcraft at the county court in Chelmsford, of which the punishment was death by hanging. Kemp, described as a 'cunning woman', a type of a local midwife who also sold 'potions' or herbal remedies, was accused of using witchcraft to cause illness and the death of three St Osyth residents, two of whom were children. As with many of the other trials concerning witchcraft in the sixteenth century, Kemp is said to have confessed her crimes solely to the judge, Justice Brian Darcy, whom she told about the 'spirits' she commanded to kill people. Ursula's story was revived in the 1921, when two skeletons were discovered within the garden of what is now 37 Mill Street in the southern section of the Conservation Area. Despite reburial, one of the skeletons was acquired in the 1960s by the Witches Museum, in Boscastle, Cornwall where it was displayed as Ursula Kemp's skeleton. Recent forensic research concluded the skeleton does date from the sixteenth century and 'Ursula' was reburied in the village in 2011.



Figure 13 The Cage, St Osyth

Photos Credit: Google: <https://www.rightmove.co.uk/news/britains-most-haunted-house/>



Figure 14 Exterior Sign on The Cage, Colchester Road

The Cage, 14 Colchester Road is reported to have been the holding cell for Ursula Kemp after she was arrested for suspected witchcraft. The house remains a prominent part of the urban mythology within the village; there have been numerous accounts of paranormal activity within its walls. Dating from the 1500s, the building is timber framed and features a cellar under a trap door in the dining room. A plaque on the building's exterior states the building was in use as a prison until 1908, which may be part of the reason it is referred to as 'one of the most haunted buildings in Britain'. The prison cell was accessed separately, the door shown on Figure 13, at the side of the building. The main entrance to the dwelling is on the road.

Post Medieval and Modern

The Priory use ended in 1539 as a result of the Dissolution. The land was granted to Thomas Cromwell and later bought by Lord Thomas Darcy in 1553 after Cromwell's attainder (forfeit of land following his sentencing for treason). Many medieval structures were demolished around the time when the Priory was dissolved, including the large Abbey church. Lord Thomas Darcy was granted the title of 1st Baron of Chiche and took over the role as the main patron of the village. He was a prominent Tudor politician, holding the position of Lord Chamberlain for King Edward VI from 1551-53. Following Thomas Darcy's death in 1558 the Priory estate was left to his son John de Vere, 2nd Baron Darcy of Chice. The Priory remained in the ownership of the de Vere family until 1714, by which point it was in a ruinous state.

The Darcy family remodelled the Priory buildings once they took ownership of the estate, the red brick house currently on the site was built in the 1600s when the Priory buildings were converted into a private home. Thomas Darcy extended Abbot Vyntoner's house (the Bishops Lodging, a wing which projects west), retaining the great vault and adding the tower now known as Darcy's tower at the north-eastern corner of the cloister. Subsequent owners of the Priory both built and demolished houses within the Priory's grounds, including the 3rd Earl of Rochford, Frederic Zulestein de Nassau who built a large house on site in the eighteenth century. By 1857 the estate fell once more into decline, when two thirds of Rochford's house was demolished; the estate has remained in a state of partial disrepair since this period despite subsequent attempts by various owners to restore and care for the Priory. From 1948-1980 the Priory was in use as a convalescence home; the Gatehouse was converted to a separate residence by Somerset de Chair who bought the estate in 1954. In 1999 the Priory estate was sold to City and Country.

The Priory parkland was heavily landscaped in the eighteenth century when the Priory belonged to William Henry Nassau de Zulystein, Fourth Earl of Rochford. During the Rochford period the northern access to the park and lodges, ha-ha and pleasure grounds were all added. By the late nineteenth century the grounds had dramatically changed again, gravel extraction began in this period and continued into the twentieth century.



Figure 15 The Old Mill (Essex County Archives, D/DU 14647)

St Osyth village continued to be dominated by the oyster fishing and trade following the dissolution of the Priory, although the fortunes of the village did decline following the loss of the ecclesiastical centre. The Creek continued to be a focal point of the village, and archaeological evidence for industrial activity has been discovered close to the quay which suggests that brick and tiles may have been produced at the site and transported elsewhere. Further evidence also suggests the quay contained a small boat-building yard and a lime kiln.

It is unknown when the land to the west of the Priory stopped being a densely populated section of the village, as suggested by the discovery of archaeological finds in this area, however it is thought that a large storm of 1663 may have been a factor in this. The storm may have caused the destruction of the wharf investigated by Time Team. A tidal corn-mill was constructed in 1730 on the causeway across the creek, forming a mill pond on the eastern side (Figure 15).



Figure 16 1898 Ordnance Survey Map

The earliest map to illustrate the village in detail is the Chapman and André map of 1777 (Figure 5). The village is shown as consisting of the priory, the buildings along the cross-roads and the area around the quay.

The development of the village stalled in the eighteenth century, with little development occurring during the latter half of the century. In the late nineteenth century St Osyth village developed east along Clacton road, likely encouraged by the establishment of Clacton as a seaside resort in 1870, as shown in the 1898 Ordnance Survey Map (Figure 16). Further development at the eastern edge of the settlement occurred during the twentieth century, including the construction of five pairs semi-detached properties in the inter-war period on Clacton Road, which are good examples of their type, displaying decorative plasterwork on some of the properties, marked with the date of construction. These properties are shown on Figure 17, an aerial photograph of the village circa 1940s-50s (source: Essex County Archives, ref: D/DU 14647).

Ribbon development has also occurred along Mill Street, towards the western edge of the Conservation Area, shown on the 1923 OS map (Figure 18). Properties along Mill Street are varied in age and appearance, contributing the eclectic architectural mix which characterises this section of the Conservation Area. Further development post WW1 is shown on Figure 19 and Figure 20, the OS maps from 1936 and 1958.



Figure 17 St Osyth from above (Essex County Archives, D/DU 14647)

Recent small-scale additions and developments within the Conservation Area boundary have been largely sensitive, reflecting the historic character of the village. The most significant development of the twenty first century is the development of the Priory parkland by City and Country, which, once completed, will create 73 new homes set within the Priory's grounds, as well as creating a wedding venue, restaurant and holiday accommodation.



Figure 18 1923 Ordnance Survey Map

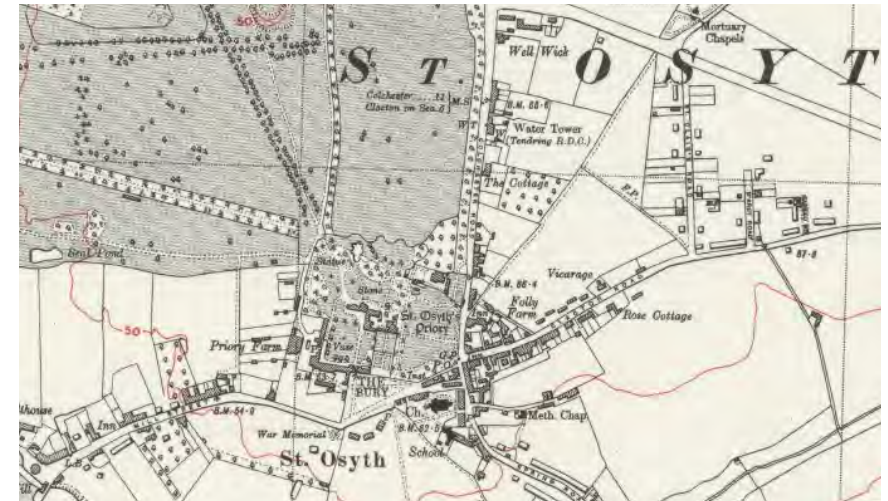


Figure 19 1936 Ordnance Survey Map



Figure 20 1958 Ordnance Survey Map



2.3 Revisions to the Boundary

The Conservation Area boundary has extended since its designation in 1969, and was amended in 1982 and in 1988 to include the full extent of St Osyth Priory Registered Park and Garden. As part of this review, the Conservation Area boundary has been revised to reflect changing methodologies of good practice and provide a robust boundary which includes the important aspects of St Osyth's unique built environment and landscape.

Reductions

It is proposed to rationalise the boundary of the Conservation Area by reducing it in two main locations:

On Mill Street and Point Clear Road it is proposed to remove all properties which are included to the south eastern side of the roads with the exception of the following properties: Numbers 20, 22, 52, The Old Bakery 54, Mill Street, 11 and 31 Hill House, Point Clear Road. The buildings in this area to be removed are not considered to be of special architectural or historic interest or contribute to the significance of the Conservation Area. It is also proposed to remove the eastern part

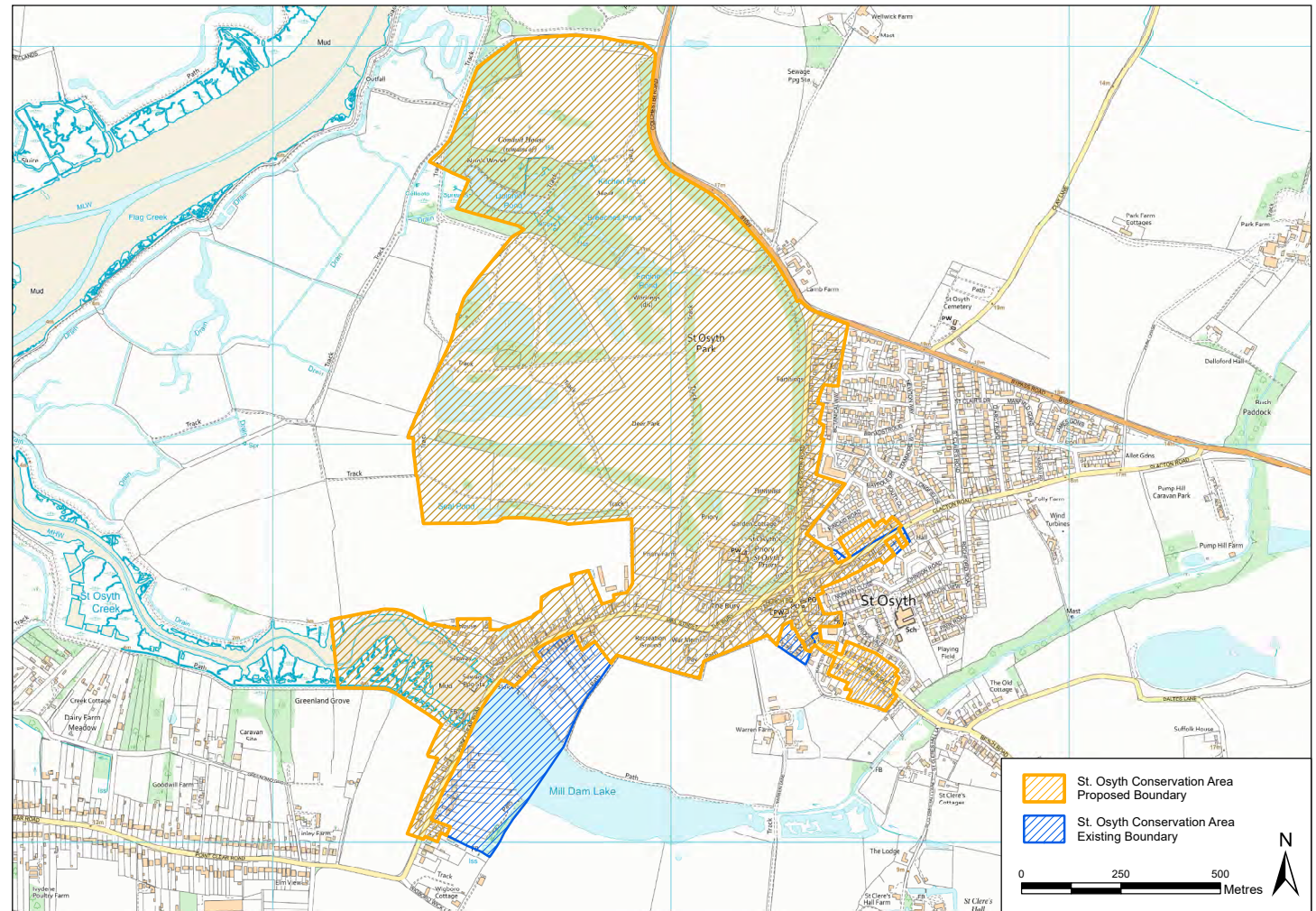


Figure 21 Map showing Boundary Revisions



of Mill Dam Lake up to the Mill Dam that is currently included within the Conservation Area Boundary. Whilst the lake is an important contributor to the setting of the Conservation Area, it is not considered to be a contributor to its significance as a historic settlement, within which there are many buildings of architectural and historic merit.

It is also proposed to remove the properties at Old School Close, a twenty first century new-build cul-de-sac to the south west of the St Peter and St Paul Parish Church. Although sympathetic to their location and appropriate in design and scale, these buildings are not of significance. Also proposed for removal are the properties at Numbers 37, 90, 94, and 98 Clacton Road, these make a neutral contribution to the character of the Conservation Area and are of no historic or architectural value.

Additions

The proposed additions to the Conservation Area include two areas comprised predominantly of early and mid-twentieth century housing, with some earlier structures and later infill development.

On Clacton Road it is proposed to extend the boundary of the Conservation Area to the east, to include residential dwellings which reflect the development of the village within the nineteenth and twentieth century. The five pairs of semi-detached houses at Numbers 47-65 (odd numbers only) are contemporary with those at 1-6 The Bury (already within the Conservation Area) and are similar in overall character, being of a vernacular revivalist style. The Old Parsonage is also proposed to be included in this boundary extension; the building is of historic interest due to its previous usage and is of architectural value.

On Spring Road, it is proposed to extend the Conservation Area boundary as far as Number 90 Spring Road, including the pairs of semi-detached houses and verges that line the street from Numbers 67-86, 88, and 90 Spring Road. Also included within this proposed extension are two pairs of mid-twentieth century semi-detached houses, Numbers 60, 62, 64, and 66 Spring Road, these differ from those semi-detached houses to their east, however as a grouping retain a character of post Second World War housing. Number 81 Spring Road, a listed building, is also proposed to be added to the Conservation Area.

These proposed additions recognise the significant contribution made by early twentieth century housing to the character and significance of the Conservation Area, whilst also defining a clear entrance point into the Conservation Area from the west and south.



2.4 Designated Heritage Assets

There are 56 designated heritage assets within the Conservation Area, including one scheduled monument and one registered park and garden. A large proportion of the listed buildings within the Conservation Area are located on The Bury, Spring Road and Colchester Road, surrounding and including St Osyth's Priory.

St Osyth's Priory is a Grade II listed registered park and garden and makes up a large portion of the Conservation Area. Within the southern section of the park are the remains of St Osyth's Priory and the ruinous sections of a mid-sixteenth century mansion, which are designated as a scheduled monument, individual elements of surviving Priory buildings are listed, including the Gatehouse and its flanking wings, which are Grade I listed.

A full list of the designated heritage assets is included in appendix 2.1, where they are listed according to location. The listed structures within the Conservation Area include buildings, a K6 Telephone Box, estate walls to the Priory, a water pump and a milestone.

A map of the designated images is included as Figure 22.

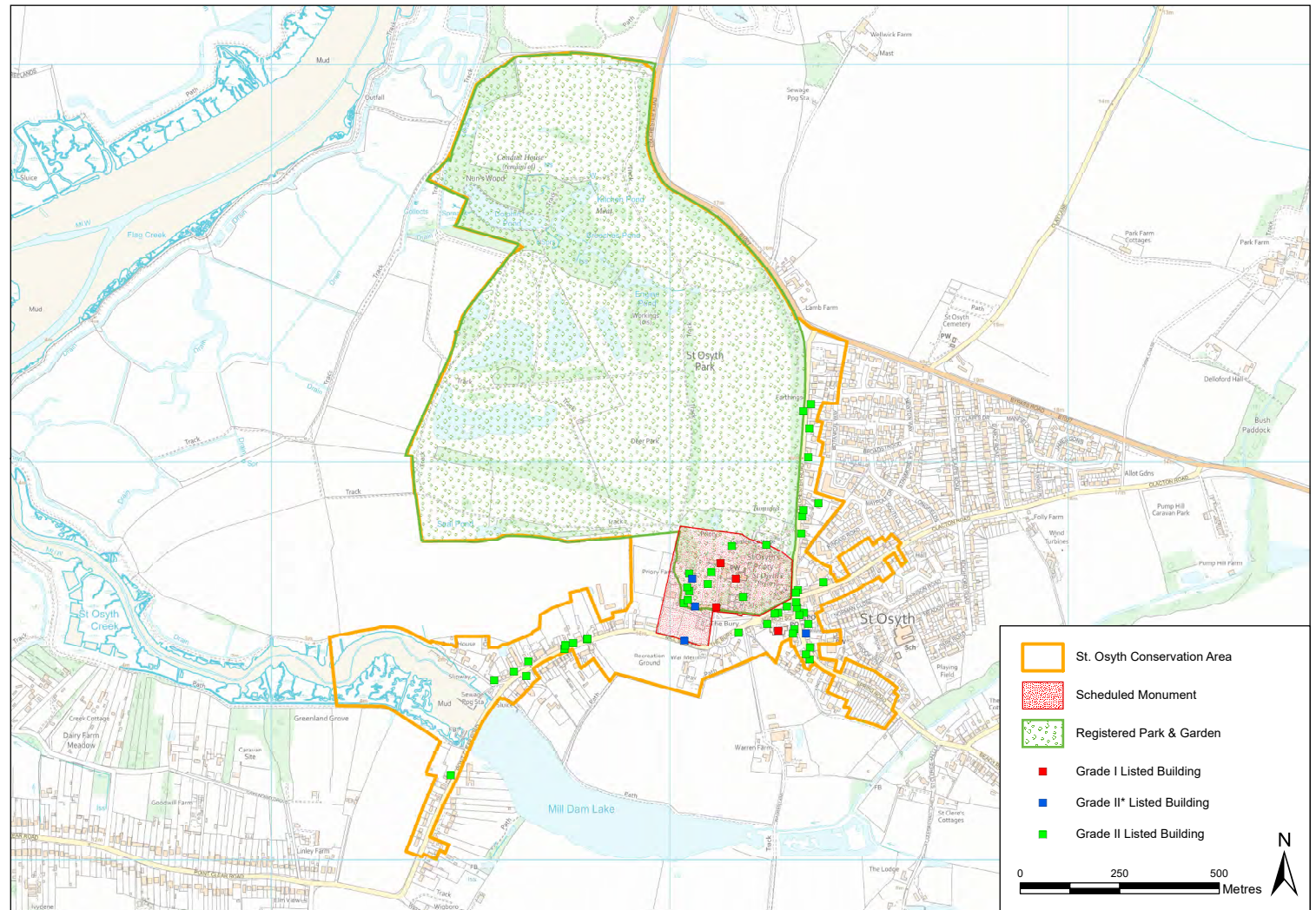


Figure 22 Map showing Designated Heritage Assets

2.5 Non-Designated Heritage Assets

There is currently no list of locally listed buildings for Tendring District, however there are a number of undesignated buildings within St Osyth which contribute positively to the Conservation Area. The buildings and structures listed below have been identified as candidates for inclusion in a future local list. The buildings and structures identified were found to meet one or more the following criteria: a good example of their typology or architectural style, a demonstrator of local design features, relatively complete in their survival or indicative of the history of the settlement. These are considered non-designated heritage assets with regard to the National Planning Policy Framework.

The buildings and structures proposed for local listing are highlighted within each Character Area, these are also identified below:

The Bury/Mill Street

- War Memorial c.1921, commemorating the First World War and marking the entrance to the public recreation ground on the southern side of Mill Street.

Church Square

- Social Club. Presented to the community by Sir John Johnson, owner of the Priory, and dated 1911. The building is a prominent feature of Church Square and The Bury, located on the junction of the two roads. Designed by H.P.G Maule, the Social Club presents an eclectic application of the Arts and Crafts style, featuring prominent crow-stepped gables.

Chapel Lane/Spring Road

- Methodist Church. Dating from 1855, the church is a relatively simply designed building, featuring large attractive Lancet (Gothic) arched windows.



Figure 23 St Osyth Social Club



Figure 24 The Red Lion

Clacton Road

- Red Lion, Clacton road. Visually prominent on Clacton Road, The Red Lion public house features an attractive and architecturally ambitious, highly decorative nineteenth century frontage. The rear ranges of the building appear to be older, possibly from the seventeenth or eighteenth century.
- Dukes Bistro, 9 Clacton Road. The building features an attractive nineteenth century shop front which includes the same arched fenestration as that found at the adjacent (listed) Waterloo House. At first floor there is a central Juliet balcony with an unusual scalloped timber canopy.
- St. Osyth Almshouses, 21-27 Clacton Road. Restored in 1897 and 1937, the terrace of four cottages are of historic interest, estimated to be about 400 years old. Two central plaques describe the terrace's restorations.
- The Old Parsonage. Formed of two distinct parts, the left-hand side of the building is Georgian in appearance with a symmetrical façade and two projecting ground floor bays. The right-hand side of the property is more vernacular in style, with the first floor oversailing the ground floor supported by two slender pillars. The house is painted white with blue shutters and doors creating a sense of cohesion between the two sections; it is surveyed on the first edition OS map as a Vicarage.

Colchester Road

- The Cage, 14 Colchester Road. Last used as holding cell in 1903, the house is of historic and local interest. Ursula Kemp was imprisoned here before being hanged for witchcraft in 1582.

Further important buildings and building groupings:

- 67-86, 88, and 90 Spring Road. A ribbon development of semi-detached houses to both sides of Spring Road dating from the early twentieth century. Five buildings are to the north east and six to the south west. The buildings feature two central gabled wall dormers and are a good example of post war construction and design.
- 47-65 Clacton Road. Built c.1921, a ribbon development of two-story semi-detached houses in a vernacular revival style to the north side of Clacton Road.
- 1-6 The Bury. A crescent development of six semi-detached properties built c.1923 by Tendring Rural District Council. The block plan of the houses responds to the shape of The Bury and Priory Gatehouse opposite and features a central semi-circular area of grass, upon which is an iron village sign, marked with the insignia of the Priory. The sign shows features four insignia which represent aspects of the village St Osyth (pictured as a cephalophore, holding her dis severed head), the gatehouse, the sign of St Peter and St Paul (Paul's sword crossed with Peter's key) and a crow.

2.6 Heritage at Risk

The Heritage at Risk Register includes historic buildings and sites at risk of being lost through neglect, decay or deterioration. It includes all types of designated heritage assets (although only Grade I and Grade II* listed buildings are assessed), including conservation areas, and the aim of the Register is to focus attention on those places in greatest need.

St Osyth Conservation Area is currently on the Historic England's Heritage at Risk register. It is described as being in poor condition, with medium vulnerability and a deteriorating trend in condition.

The scheduled monument, St Osyth's Priory, is also on the Heritage at Risk register and includes the listed buildings within the scheduled monument's boundary. The Priory is described as being in poor condition and in priority category F (repair scheme in progress and [where applicable] end use of user identified; or functionally redundant buildings with new use agreed not but not yet identified).



Figure 25 St Osyth Village Sign



The Conservation Area's inclusion within the Heritage at Risk register indicates there are likely many areas and issues which need to be addressed in order to prevent the further decline of the area and to rectify existing issues. Further details regarding the opportunities for the enhancement of the Conservation Area and the Scheduled Monument are included in section four of this document, section five seeks to present short and longer term management proposals to ensure the significance of St Osyth Conservation Area is not only retained but enhanced.

2.7 Archaeological Potential

Within the St Osyth Conservation Area, excavations have revealed the potential for prehistoric, Roman and medieval preserved remains. Some prehistoric finds and potential monuments have been found throughout the Conservation Area and these earthworks are particularly evident in cropmarks. The archaeological potential of the Conservation Area is high, due to the age of the settlement and presence of the Priory.

The discovery of a major prehistoric site at Lodge Farm, just south of the Conservation Area, indicates that St Osyth could once have been occupied as part of an extensive prehistoric landscape. Whilst settlement evidence is more likely to be sited along the street frontage, the backyard areas and open areas have proved to contain preserved archaeological remains from the Bronze Age and later.

The north of the Priory grounds has revealed good preservation of Roman remains including burials and a tessellated pavement; Roman activity has also been identified close to St Osyth Creek. This has been subject to some quarrying activity. Within St Osyth's Priory it is thought that the foundations for the priory buildings and the early post-medieval mansion probably survive within the area of the existing gardens and this is supported by aerial photographic evidence (CUCAP:- BXT 22-3, 21/6/76); St Osyth's Priory is protected as a Scheduled Monument (SAM 24 & EHER 4) and a Registered Park and Garden (EH 1145: Grade II).

Work by the Time Team in 2004 revealed a quay or similar structure on St. Osyth Creek, datable to the late fifteenth or sixteenth century, indicating that the area around the creek has the potential for good preservation of waterlogged remains and paleoenvironmental deposits. Good preservation of medieval stratigraphic deposits have been found at The Bury and post medieval remains at Mill Street.



3. Assessment of Significance

3.1 Summary

The special interest of St Osyth Conservation Area is primarily drawn from its legibility as a small historic settlement closely associated with St Osyth's Priory and the retention of much of its post medieval character. Despite the relatively small size of St Osyth village in modern terms, the Conservation Area is large and encompasses three distinct parts, the Priory, the Creek and the village. Within these three parts the Conservation Area can be further divided into five character areas, which are described in the following section.

The Priory is central to the significance of the Conservation Area, its presence and operation dictating the fortunes of the surrounding settlement throughout its history. The Priory's Gatehouse, Darcy Tower and surrounding boundary walls are imposing visual features within the Conservation Area, their survival ensuring that the visual relationship between the village, Priory and Creek has hardly altered since the sixteenth century. Both the settlement and Priory site also feature many other high-quality buildings of historic and architectural merit, showcasing both medieval craftsmanship and the later development of the village following the decline of the Priory.

Statutorily listed and locally listed buildings make an important contribution to the character and significance of the Conservation Area, of which there is a particularly high density. There are also other buildings which contribute positively to the overall character of the Conservation Area, enhancing the street scenes by reflecting the building materials, designs and scales of the historic properties and adding a sense of cohesion to the Conservation Area's five Character Areas.

St Osyth Conservation Area's estuarine setting and proximity to the coastline is another important contributor to its significance, historically allowing for trade and travel and now providing an important visual contrast to the urban density at the core of the village. Built form close to the Creek, along Mill Street, reflects the development of the village in the eighteenth to nineteenth century, intermixed with more recent additions.

Despite development and expansion of the village in the late twentieth century, east of the Conservation Area boundary, the character and understanding of the St Osyth Conservation Area is still dictated by the medieval core of the settlement, which radiates out from the Priory's southern entrance. The narrow streets which surround the Priory, St Peter and Pauls Church and tightly built centre of the village all combine to provide a strong visual indicator of St Osyth's heritage and importance as a prosperous medieval market town and thriving pre-dissolution religious community.

3.2 Land Usage

St Osyth Conservation Area is comprised of three key land usages, broadly matching the three distinguishing areas, Priory, Creek and Village which roughly translate to park, maritime and residential/urban land usage.

Shops and public amenities are located at the centre of the historic village core, located predominantly on Clacton Road, at the southernmost end of Colchester Road, and the northernmost end of Spring Road. Public amenities outside this area include the vacant White Hart public house on Mill Street and St Osyth Social club on Church Square.

The Church of St Peter and St Paul, and its associated graveyard, as well as The Bury, are the only substantial open spaces in the urban core of the settlement, while the Recreation Ground and Mill Dam lake provide important recreational space for exercise, with a water sports centre located at the Mill Dam Lake.

At Mill Dam there is also a small triangle of grass dividing the main road from the short access road leading westward along St Osyth Creek. To the west and south west of this triangle of grass is a large tidal marina with a variety of boats berthed, many of them permanently. These include houseboats and barges converted to residential use, some recreational sailing vessels, and fishing boats. These are serviced by a workshop and industrial yard and slipway on the northern bank of St Osyth Creek.

To the north of the residential and farm buildings of St Osyth Priory is the substantial parkland, featuring fishing ponds, banks of tree plantation, and open grazing for deer and other livestock. This land use continues today, though a large part of the gardens at the west and north have been used for aggregate extraction. Although the Priory has not been home to a religious community for almost five hundred years, the land use within the park and distribution of built form within its boundary remains much the same as it did when the Priory was operational as an ecclesiastical centre, with all buildings in the parkland clustered at the park's southern edge, close to the village.



Figure 26 The churchyard

3.3 Character Analysis

The Conservation Area has been divided into five Character Areas determined by their predominant land usage, environmental experience, building layout and building ages. These attributes create a distinct atmosphere and appearance to each area. There is an overarching character to St Osyth Conservation Area, however, identifying these five Character Areas assists in thoroughly assessing and understanding the significance.

Key elements of each Character Area have been identified and are described in the following section, including designated and non-designated heritage assets, as well as those buildings that are considered to make a positive contribution to the character and appearance of the Conservation Area, enhancing its significance.

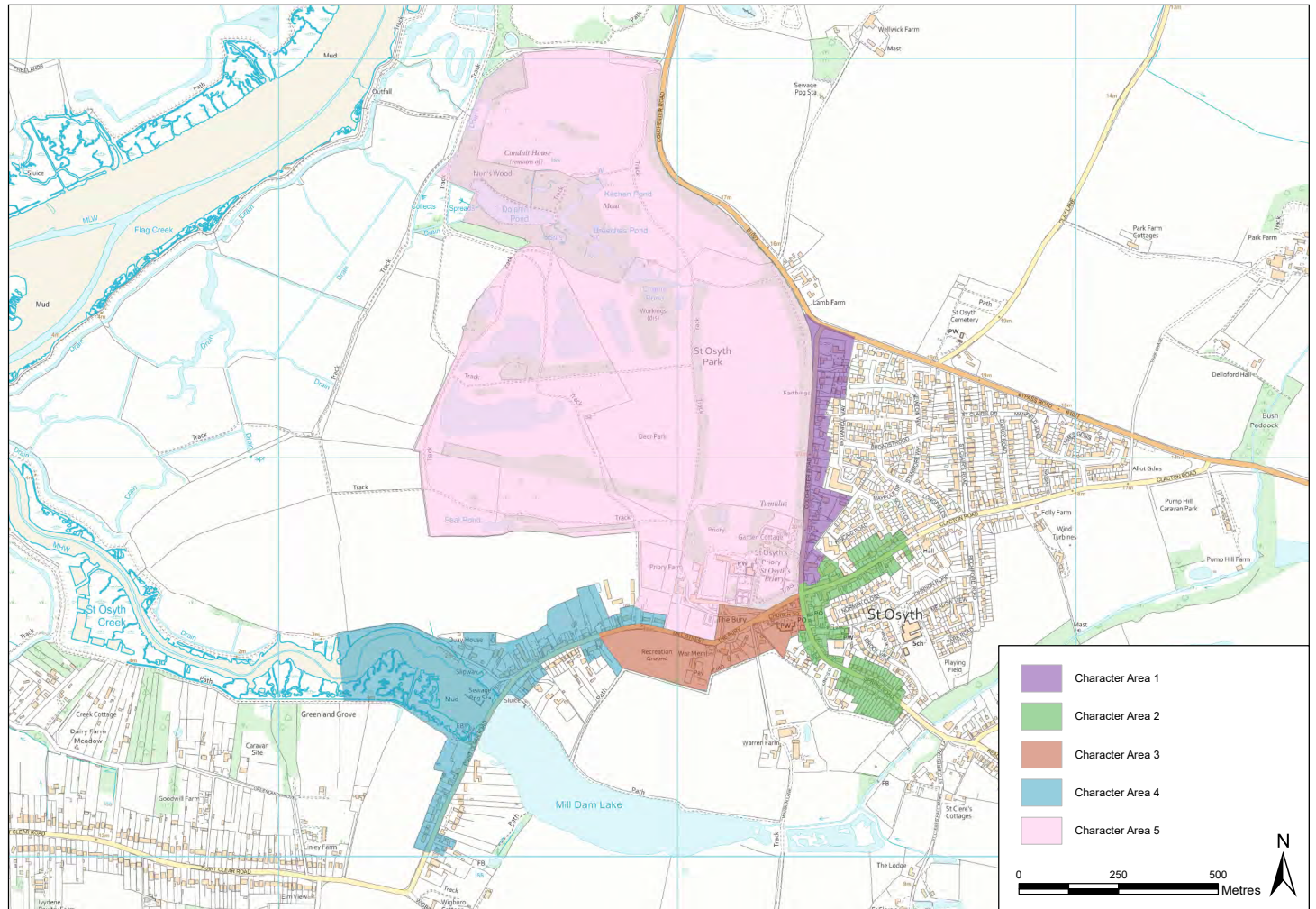


Figure 27 Character Areas within St Osyth Conservation Area

Character Area One: Colchester Road

This area encompasses Colchester Road, which runs north from the centre of the village to meet the B1027 bypass and route to Clacton. Character Area One adjoins the Priory parkland to the west and forms the Conservation Area's north eastern boundary. The area is suburban in character, featuring ribbon development on the eastern side of the road, consisting of historic properties mixed with more recent infill. The contrasting image of the first edition Ordnance Survey (OS) map and the present-day map of the village show how the village has expanded to the east in the twentieth century, enclosing this section of the Conservation Area. Development to the rear of Colchester Road, beyond the Conservation Area boundary, can be seen through incidental views between properties and is largely sympathetic to the character of the area, reflecting the scale and mass of dwellings on Colchester Road.

Layout

Character Area One comprises Colchester Road, an unusually straight road which follows the western boundary of St Osyth's Priory. The eastern side of the road features residential ribbon development, elements of which are historic. These properties face onto the boundary of the Priory parkland, which

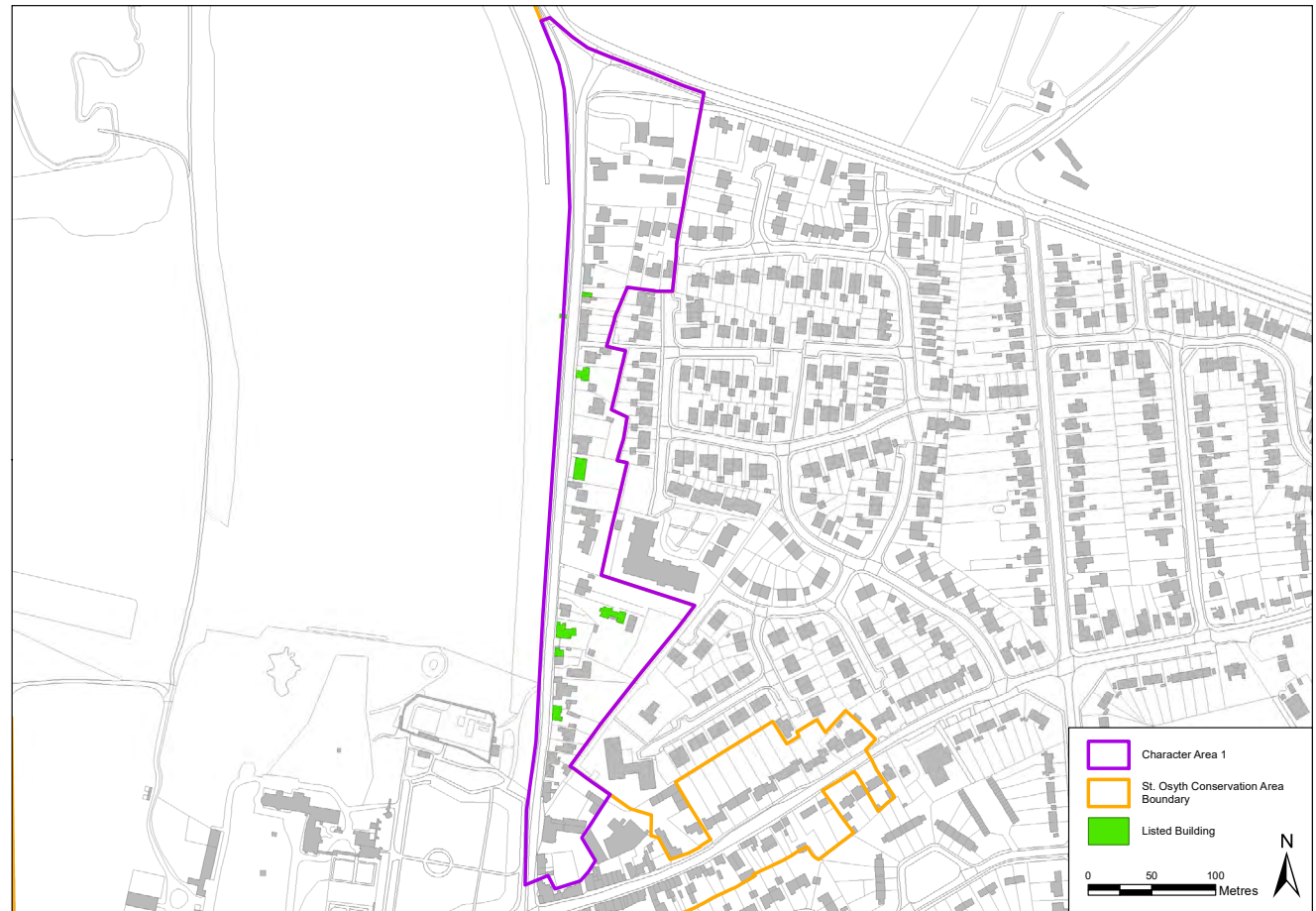


Figure 28 : Map of Character Area 1



is enclosed by a high masonry wall at the southern edge of Colchester Road, and estate fencing, hedgerow and trees for the remainder. Colchester Road marks the northern access point to the village and Conservation Area, where the road adjoins the B1027 bypass road toward Clacton-on-Sea.

Footpaths allow for pedestrian traffic to travel along both sides of the road, although the pavement is limited in places on the eastern (residential) side. This means it is difficult for pedestrians to pass by 34-28 Colchester Road where houses front the street and the footpath narrows or partially disappears. The west (Priory) side of the road features a good footpath/pavement which was replaced and resurfaced in the early 2000s, including the concrete kerb stones.

The grain of development on the eastern side of Colchester Road is narrow. The older properties on the road once occupied larger grounds, which have been subdivided for the construction of modern housing. Older buildings typically front the street, whilst twentieth century properties are typically set back from the road, behind small front gardens or driveways. There is a mixture of terraced, detached and semi-detached properties which adds to the sense of variety in built form in this area.

Building Materials and Boundary Treatments

Properties on Colchester Road feature traditional building materials found elsewhere within the Conservation Area and the wider region. Red brick and render are the dominant building materials, yet there are examples of exposed timber framing, pebble dash and weatherboarding which add variety to the streetscape.

Properties in this Character Area largely feature timber windows and other traditional detailing, such as exposed rafter feet and pentice boards, which reflect the historic character of the area. Some uPVC windows have been introduced, which detract from the character of the street and the buildings.

The scale of buildings in this area is small, all buildings are one to two storeys in height. The road is on a slight incline, toward the town centre, which obscures long views along the road. Roofs are predominantly gabled, with hipped roofs featuring on the more modern properties and garages. Chimneys add variety to the roofscape, which could be improved by the removal of television aerials and satellite dishes. Dormer windows are not a dominant feature in this part of the Conservation Area, where they do feature (for example on 74 Colchester Road, a twentieth century chalet-style dwelling) they are incongruous and disruptive within the overall roofscape of the street. Historic buildings are roofed in natural slate or plain clay tiles; modern properties are roofed in concrete tiles, either pan, Roman or flat shaped. A distinguishing feature of nineteenth century properties is the use of decorative ridge tiles and finials as seen on Well Wick, 100 Colchester Road.

At the southern section of Character Area One, the Priory's boundary wall is prominent feature of the street scene. The wall is a unique feature of the village centre and has an imposing presence, due to its height and material construction. Built partially in stone and flint work, not seen elsewhere in Character Area One, the most southernly section of the wall contrasts with the building materials used on domestic properties, highlighting its importance and different function. Predominantly sixteenth century in date, the wall has been patch repaired in places and is mostly constructed in brick along Colchester Road, excluding the stone section shown in Figure 30. Changes in the wall's height, appearance and detailing suggest it has been altered and rebuilt many times since its initial construction; a long brick section of the wall was rebuilt in 2003.

The northern section of the Priory's boundary is marked by estate fencing, hedgerow and young trees. This allows for glimpsed views into the Priory's parkland and creates a green, soft enclosure to the park, comparative to the masonry wall at the park's south east corner.



Figure 29 Street scene in Character Area 1



Figure 30 Stone section of wall

Masonry boundary treatments on the western side of Colchester Road mimic the Priory’s boundary wall, although there is a greater variety of boundary treatments to the residential properties. Where they survive, older brick walls add character to the street scene and provide an indication of how the road has developed. The brick wall to the front of 50 to 56 Colchester Road, for example, indicates the modern houses behind are built in what was once The Cottage, 60 Colchester Road’s grounds. Modern brick walls are typically lower in height and discernible by the use of a stretcher brick bond and a difference in brick colour.

Railings, timber fencing and hedgerow also feature as boundary treatments on Colchester Road. Where old railings survive, they are attractive additions to the street scene, however their modern counterparts are often lacking in the finesse and fine detailing of old ironmongery. Close boarded garden fencing is not a prominent feature of the Character Area and should be resisted for street facing boundary treatments, where it would detract from the overriding character of the road.

Listed Buildings and Non-designated Heritage Assets

A full list of the designated buildings, including list entry IDs, is included within the appendix.

The listed buildings within Character Area One reflect the history of St Osyth and include late medieval cottages and post-medieval dwellings. The framing of 72 and 36/38 Colchester Road is exposed, highlighting the age of the properties, both are Grade II listed and date from c.1500.

Although render and brick are the prevailing building material within the Character Area, these frontages often conceal an older timber frame construction which hide the age of buildings along Colchester Road. Thus, other listed buildings contemporary in age to 72 and 36/38 are not as prominent and include Binders, 24 Colchester Road. Although rendered externally, Binder’s jettied first floor provides a visual indication of the property’s age.

Other listed buildings include The Cottage, an eighteenth-century house with an ironic grand symmetrical façade given the house’s humble name. Like many of the older buildings it is set close to the street behind



iron railings (which are included within the house's listing). 32 and 34 Colchester Road are similar in age to The Cottage and present an alternative example of late seventeenth/eighteenth century architecture, the cottages are much smaller, one and half storeys in height, with accommodation in the attic. 32 and 34 are a semi-detached pair and Grade II listed.

The nineteenth century is represented by Freda and Rose Downery Cottages, numbers 84 and 86, a Grade II listed semi-detached pair which form part of a longer terrace. Timber framed and weatherboarded, they are a good example of their type, with intact windows and doors.

On the western side of Colchester Road, approximately two thirds up the road (away from the village centre), is a Grade II listed Milestone. Dating from the nineteenth century, it is inscribed with 'Parish of St. Osyth' on its roadside face. Although now worn, the other faces demark the distances to Clacton and Colchester.

The Kings Arms pub is the only prominent commercial unit on Colchester Road, however it is currently empty. It stands detached on a large plot and is a well-proportioned building with a hipped roof with handmade peg tiles, and a small flat-roofed extension on the north side. Georgian in appearance, despite its sixteenth century construction date, it has sash windows at the first floor and large ground floor windows installed for the use of the building as a public house. To the rear of the buildings is a range of old stable buildings and an extensive car park which is largely screened from the road.

Contribution by Other Buildings

Set back from the road and now in residential use, The Old Chapel, 30 Colchester Road (Figure 31), makes an interesting contribution to the street scene. The building is marked on the First Edition OS map and features a central first floor stained glass

window, its appearance and design indicating its original function. The building was constructed for use as Swedenborgian Chapel and has been heavily extended to the rear. The extensions are largely concealed, meaning the Chapel retains its relatively small and unimposing appearance within the street scene, whilst ensuring its façade is not detrimentally altered or dominated by the building's conversion to a dwelling.

28 Colchester Road is an eighteenth century building which features a symmetrical façade and reflects the development of the village in this period; number 70, Robins Acre, has an external appearance which suggests it may have an early construction date, it is included on the first edition OS map and features traditional sliding sash windows.

14 Colchester Road, The Cage. Externally rendered and with some exposed brickwork on the ground floor, The Cage is a timber framed building dating from the sixteenth century. Reportedly the holding cell of Ursula Kemp, a convicted witch, the building was a medieval prison and contributes highly to the folklore and character of the Conservation Area.

Overall, the variety of buildings in the Character Area showcases the development of the village and how changing construction methods, fashions and trends have influenced the appearance and design of residential buildings within St Osyth.

Landscaping and Open Spaces

The open space within the Character Area is limited to a small traffic island and area of green space at the junction of Colchester Road with the B1027, which forms the northern limit of the Conservation Area.

Despite this section of open space and area of soft landscaping, the junction does not form an inviting approach to the Conservation Area. The roads are busy, and the



Figure 31 The Old Chapel 30 Colchester Road

junction is marked by an incoherent abundance of signs, lamp standards, telegraph poles and road markings. Two large stones are located on the eastern side, partially obscured by shrubs which have been planted alongside them, but there are no other features of this green space.

On the west side of the junction, a village sign marks the entrance to the Conservation Area, albeit partially blocked by the street sign demarking Colchester Road.

Although not publicly accessible, the proximity and visibility of the Priory parkland provides a sense of open space and green appearance to the remainder of Colchester Road. In the winter months the parkland is highly visible due to the lack of tree cover, affording wide views in the Priory's deer park and open parkland.

There is limited street furniture within the Character Area, which reflects its character as a residential, but not busy, section of the Conservation Area. The lamp posts and signage are limited and a generic design, with a bench and bus stop located near the town and other bus stops along the road.

Character Area Two: Clacton Road and Spring Road

Character Area Two encompasses Clacton and Spring Roads and is the most densely built up section of the Conservation Area, featuring the commercial centre of the village. The presence of commercial units gives the area a distinctly busier, visually commercial appearance comparative to the more residential sections of St Osyth. Traffic, both vehicular and pedestrian, can be heavy, which is heightened by the cramped, tight street pattern and layout of buildings which developed around the village’s medieval marketplace.

Layout

Clacton Road and Spring Road are at right angles to each other, converging at the junction with Colchester Road and the edge of Character Area One, ‘Bar Corner’. Commercial units are clustered around this junction, extending part way down both Clacton and Spring Road. As part of this appraisal document, the boundary of the Conservation Area has been extended further along both roads, to include areas of twentieth century residential development which contribute positively to the architectural and historic significance of St Osyth Conservation Area.

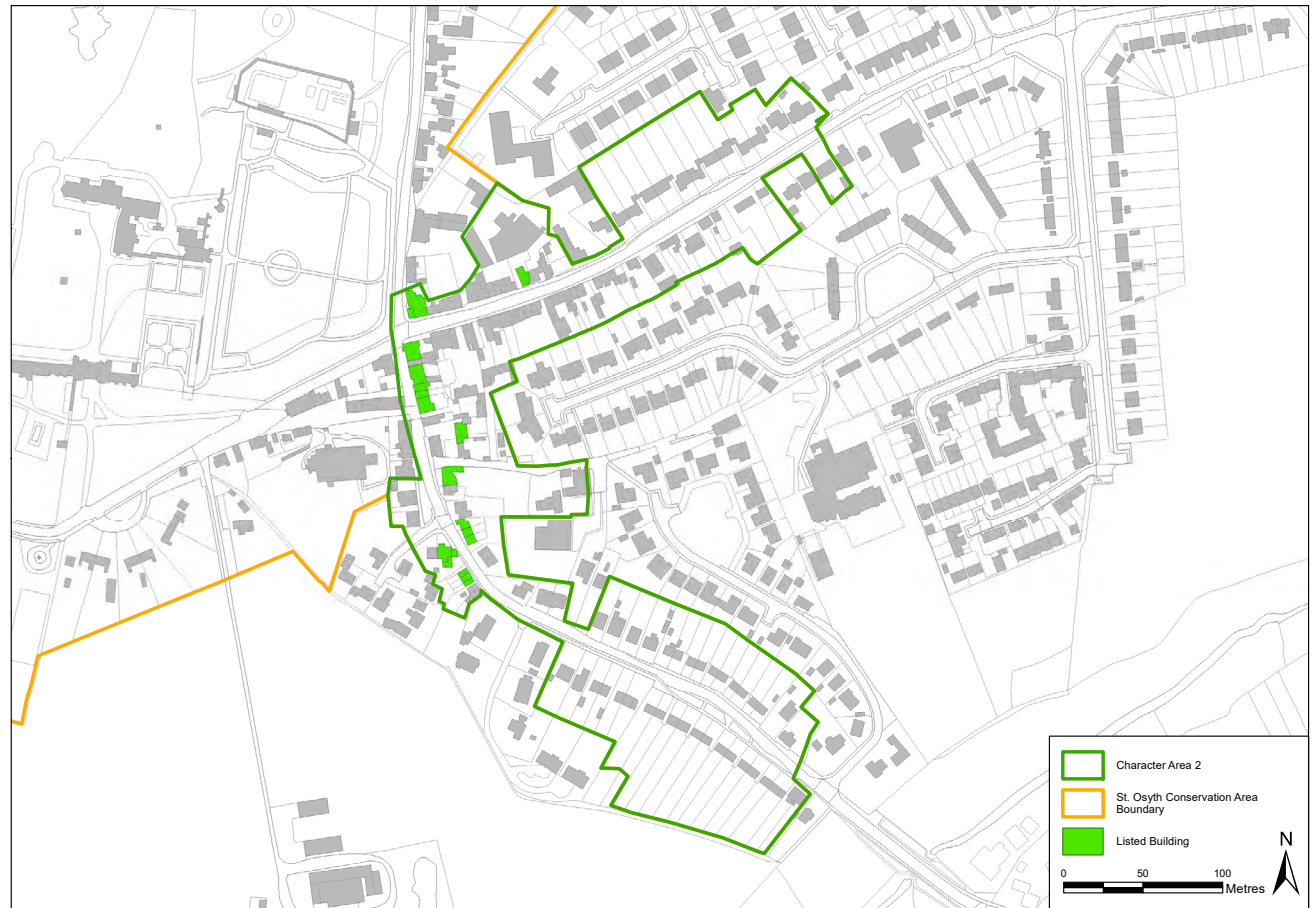


Figure 32 Map of Character Area 2



Residential development in the twentieth century has infilled the area behind these core roads, yet Clacton and Spring Road remain key routes through the village. Situated at the south eastern corner of the Priory's parkland, this Character Area is the most visually detached from the Priory and has a distinctly urban character; only the Priory's boundary wall is visible from the character area. Buildings are tightly packed in the north western section of the Character Area, where the two roads meet, with the grain of development loosening the further away one travels from the centre. The change in building density is indicative of the development of Character Area Two, twentieth century infill has created ribbon development along both Clacton and Spring Road, with older properties interspersed between modern housing. Much of the early twentieth century development is sympathetic to the character of St Osyth, therefore the Character Area and Conservation Area boundary have been extended to include these buildings.

Character Area Two includes the north eastern section of Spring Road only, as this section of the Character Area has a closer relationship with Clacton Road. The north western side of Spring Road (numbers 2 to 16) is included within Character Area Three, as these properties are indicative of the layout of St Osyth's medieval marketplace, clustered around the church.

Building Materials and Boundary Treatments

Buildings are predominantly rendered in this part of the Conservation Area or feature painted brickwork on their street facing elevation. There are no examples of exposed framework, although The Red Lion public house features decorative, surface mounted timber detailing at first floor level.

As in Character Area One, many of the building's rendered and brick facades hide timber framed structures. Where brickwork is left exposed it is typically red in colour,

variation in brick tone provides a visual indication of the mixture of building ages present in the Character Area.

Some brick buildings have been painted and this, coupled with the variation in render colour, provides a visually varied street scene. The colours used across Character Area Two are typically sympathetic, reflecting the age and architectural style of the properties. Pastel colours, creams and whites provide a light and bright variation in tone across the Character Area. Dark and stark colours, greys and deep tones should be avoided for the exterior of properties as they can appear incongruous and dominant within a street scene, detracting from the overall character of the area.

Pebbledash is prominent in the Character Area, both painted and in its original, light brown state. Although often deemed unattractive and painted over, the presence of pebbledash provides an interesting visual link to past, highlighting how building and aesthetic trends have changed. The material was used extensively in the late nineteenth and early twentieth century and reflects the local geology, gravel extraction occurred across the wider Essex region, and as close by as within the Priory's parkland.

Weatherboarding is also a prominent building material within the Character Area, used on both the main façade and side return of dwellings. Often painted black on side returns or outbuildings and white on the main façade of a dwelling, the weatherboarding is typically hardwood and feather edged. Weatherboarding is found only on ancillary or smaller buildings, such as cottages, or modern infill, whilst grander historic houses and buildings are rendered.

Roofs are clad in plain clay tiles and natural slate on older properties, twentieth century properties in this area typically feature concrete pantiles as a roof covering. The roof coverings are often an indicator of a building's age, slate became commonly



Figure 33 Shops on Clacton Road and the northern section of Spring Road



Figure 34 23 Spring Road

used from the nineteenth century, whilst concrete was used from the twentieth century onwards. Gable and hipped roofs are the most common in the Character Area although there are prominent examples of half hipped roofs, such as The Red Lion, and gablet designs on 51 – 53 and 59 – 61 Colchester Road, two identical pairs of semi-detached dwellings. Chimneys are a prominent feature of the roof scape; street facing dormer windows are not a feature of the properties within Character Area Two, with the exception of 11-19 Clacton Road. Where variations or detailing to roof form is present, it is incorporated as an integral feature to the building’s design, as observed on the semi-detached houses on Spring Road which feature small gables on their front elevation.

Shops on Clacton Road and the northern section of Spring Road have large windows, which add further visual variety to the streetscape. Although the number of commercial units within the village has declined in recent years, the retention of shop windows on buildings now in residential use provides a visual indicator of the high street’s history and function, as seen on 7 Spring Road. Bay windows are prominent on Clacton Road and there are many attractive nineteenth century shop fronts, as seen on 9 Clacton Road, Dukes Tea Room and Bistro.

Shops on Spring Road are less sympathetic in appearance to the historic character of the Conservation Area and could be improved. The Post Office/Premier Food Stores features nineteenth century pilastered shop windows which could be better utilised or restored, at present they are obscured by unsympathetic signage. The Balti House (23 Spring Road), is a three-bay single storey building at the junction of Chapel Lane and Spring Road and a visual oddity within the streetscape, featuring an obtrusive extractor fan at the rear and unsympathetic signage. Built in front of 15-21 Spring Road, the single storey height of the building does allow for views toward the terraced cottages behind, which are Grade II listed and date from the eighteenth century, featuring attractive rendered facades and traditional peg tile roofs.

Boundary treatments vary throughout Character Area Two dependent upon the property’s function and location. Commercial units and residential properties located close to the junction of Clacton and Spring Road have no boundary treatments, however further away from the junction homes are typically fronted by a small front garden, demarked by brick walls, fencing, hedgerow or railings. The inconsistency in boundary treatments creates a disorderly appearance to sections of Clacton Road which detracts from the Character Area. However, the presence of hedgerow, front gardens and trees give a pleasant green and suburban character to the Conservation Area when travelling away from the village core.



Figure 35 Commercial units and residential properties located close the junction of Clacton and Spring Road



Figure 36 Little Priory/The Old House

Pedestrian provision is good on Clacton Road, with designated parking bays which prevents excessive on-street parking. Street furniture and signage is obtrusive in places and could be consolidated, the use of timber fascia boards rather than acrylic should be encouraged as part of a gradual programme of upkeep and maintenance of commercial units.

Listed Buildings and Non-designated Heritage Assets

As with other Character Areas within the Conservation Area, there is a high number of listed buildings. Little Priory/The Old House is the most significant listed building within the Character Area. Grade II* listed, the building is thought to have been constructed c.1300, although much of the timber framing dates from the late fifteenth century. Now subdivided into two houses, the building is an imposing and dominant presence on Spring Road, featuring two jettied and gabled cross wings. The southern wing of the property is oldest (c.1300) and features a cellar of the same age which is one of the earliest surviving examples of brick work in the country. It is a striking example of vernacular architecture and contributes positively to the Character Area, as well as the significance of St Osyth Conservation Area. The building's irregular fenestration, large roofscape and brick boundary treatment also showcase traditional materials and contribute to the historic appearance of Character Area Two.

At Bar Corner (the junction where Spring Road, Clacton Road and Colchester Road meet) are three listed buildings, 4 Clacton Road on the south side, Waterloo House (2 & 4 Colchester Road) and 5 Clacton Road on the north side. All have commercial units at ground floor level and are prominent buildings on the street corner. Waterloo House has a classical appearance on Clacton Road, featuring a parapet wall, three first floor windows and asymmetric shop fronts. The building's side return on Colchester Road is indicative of its roof structure, featuring a steeply pitched gable.

Number 4 Clacton Road is vernacular and disorderly in appearance comparative to the formally designed Waterloo House. It is still a prominent presence in the street scene. The contrast in building styles is indicative of the buildings' ages, 4 Clacton Road dates from the sixteenth century with later editions whilst Waterloo House is approximately two hundred years younger, dating from the eighteenth-century Georgian period, when classical architecture grew in popularity.

Number 4 Clacton Road's large first floor bay window and complicated roof form are prominent visual features at the junction, providing an indicator of the building's many phases and development.

Contribution by Other Buildings

The Red Lion Pub on Clacton Road is a large detached building, featuring a highly decorative, nineteenth century, street elevation. The contrasting render, pilastered windows and applied timber framing at first floor level give the building a striking appearance and a strong presence within the street scene. Whilst the front of the building is Victorian in appearance, the rear ranges appear older, suggesting the core of the building may date from the seventeenth/eighteenth century.



Figure 37 The Almshouses



Figure 38 The Methodist Church

St Osyth Almshouses, 21-27 Clacton Road, a short terrace of four houses, are of historic interest, thought to be 400 years old. Restored in 1897 and 1937, two central plaques on the street fronting elevation mark the buildings' history. Rendered, with a large chimney stack on the eastern side and a tiled roof, the Almshouses retain features from the 1937 restoration, such as the windows and doors

When first built, the Methodist Church on Spring Road benefitted from a rural setting, however it is now surrounded by twentieth century housing, which

partially undermines its appearance. The building is now appreciated within an enclosed setting, accessed via a narrow alleyway. Relatively simple in design, the church is a typical example of a Victorian Wesleyan Chapel and was built in 1855. Featuring Gothic details, such as the lancet windows, it is an attractive brick building and an important architectural contrast to the parish church and St Osyth's Priory, providing a historic reference to changes in worship style and ecclesiastical architecture.

The Conservation Area boundary has been extended along Spring Road to include eleven pairs of twentieth century semi-detached houses (Figure 39). Dating from the early twentieth century, the properties are largely unaltered at the front and are good examples of inter-war housing. Although few original windows and doors survive, the retention of front gardens, hedgerow and the original appearance of the vast majority of these properties provide a uniform, orderly appearance to this section of the Character Area (Figure 41). It is hoped that their inclusion within the Conservation Area boundary will encourage a sense of value and appreciation of these buildings, which

represent an important part of the village’s expansion in the early twentieth century.

There are five pairs of semi-detached properties on Clacton Road, built c.1921 in a ribbon formation which showcase a vernacular revival style, built to alternate designs. The second and fourth pairs of dwellings are set further back and feature decorative plasterwork at the centre of the first floor, between the bay windows (Figure 40).

Proposed for local listing, The Old Parsonage is formed of two distinct parts, and appears on the first edition OS map. The building has a varied aesthetic: the left-hand side of the building is Georgian in appearance with a symmetrical façade and two projecting ground floor bays, whilst the right-hand side of the property is more vernacular in style, with the first-floor projecting over the ground floor. It is an architectural outlier within this section of the Character Area and surrounded by modern infill, providing an indication of the village’s development in recent decades.

Landscaping and Open Spaces

Landscaping and areas of open space are limited within Character Area Two, due to the density of development. The sense of enclosure and density of built form decreases the further away one is from the village core, where commercial units give way to residential dwellings.

The southern section of Spring Road has a greener character than Clacton Road, the presence of grass verges, front gardens and hedgerow providing a gradual transition toward the edge of the village and countryside beyond.



Figure 39 Twentieth century semi-detached houses



Figure 40 Semi-detached properties on Clacton Road



Figure 41 Boundary treatments

Character Area Three: The Bury and Church Square

Character Area Three consists of The Bury, St Peter and St Paul parish church and Church Square, including the site of the former marketplace. Built form is far less dense comparative to Character Area Two; Character Area Three contains the only publicly accessible areas of large open space within the Conservation Area, the recreation ground, The Bury and the churchyard.

A map of the character area is shown on Figure 42.

Layout

Character Area Three follows the southern side of Mill Street and The Bury, extending toward Bar Corner . The Bury, a section of grass which fronts the Priory's southern entrance and Gatehouse is included within the Character Area.

The lack of development within the Character Area gives it an open appearance on its western edge, with the street scene narrowing significantly at Church Square . In this section the medieval street layout of the village is incredibly apparent, the road is narrow and often clogged by vehicular traffic. There is a concentration of listed buildings in the eastern section of the Character Area, including the Grade I listed parish church, which frame the site of the village's medieval market place.

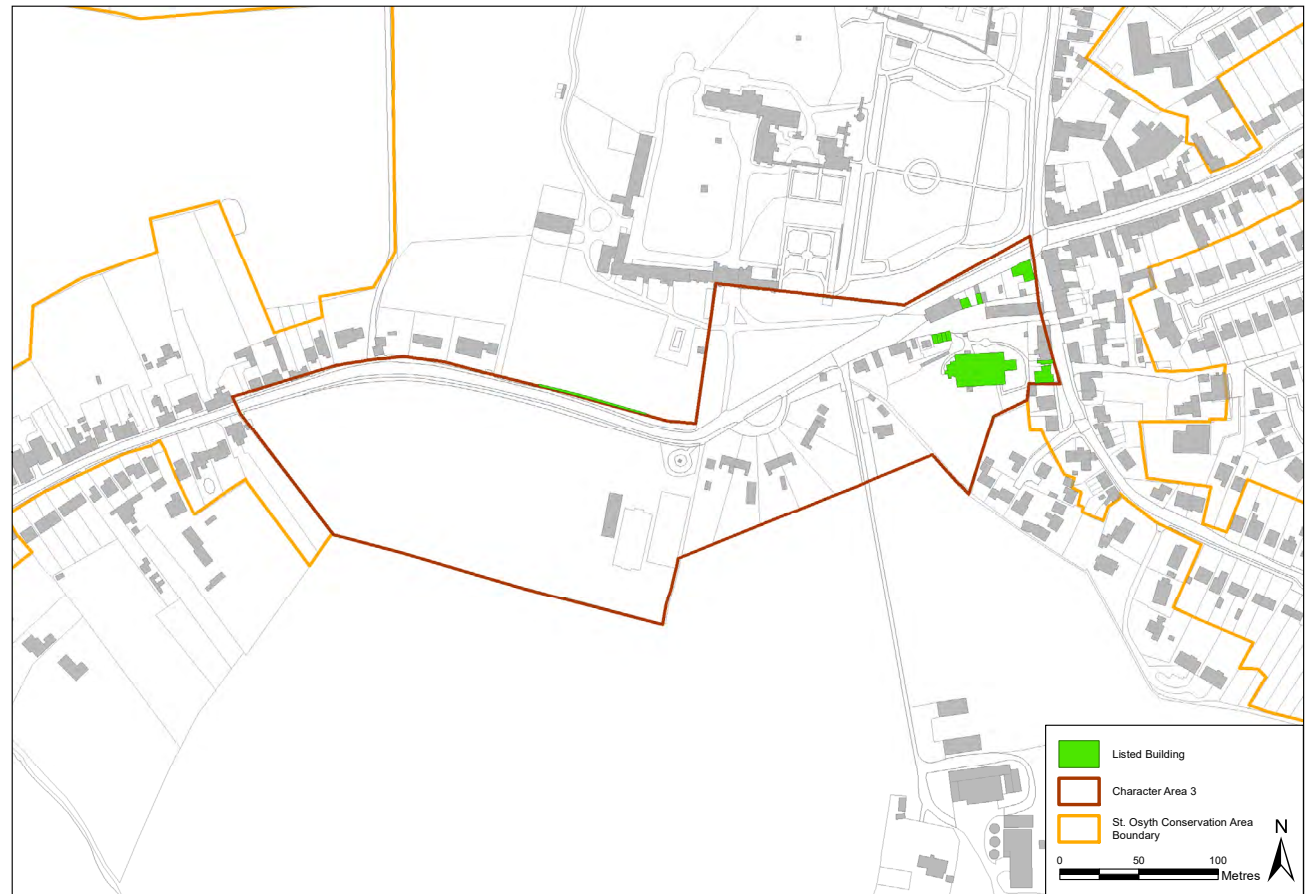


Figure 42 A map of Character Area 3



Figure 43 View towards Bar Corner



Figure 44 Narrow street at Church Square



Figure 45 Glimpsed views towards the Church



Figure 46 Render and weatherboarding



Building Materials and Boundary Treatments

The Church of St Peter and St Paul is a multi-phased building, which is reflected in its patchwork appearance featuring brick, rubble and flint on the exterior. The variety of materials used on the exterior and their application gives the church a distinctive appearance which is dominated by the heavily buttressed tower. The chancel dates from the thirteenth century, although the church is thought to be twelfth century in origin. The use of flint and septaria in a chequer board pattern on the church's exterior matches the Priory's Gatehouse, highlighting their contemporary build dates – much of the church was rebuilt in the sixteenth century, although older elements survive and are particularly prominent, such as the two centre arched window on the north wall, which dates from the fourteenth century. The interior of the church features unusual brick-built nave arcades, which contrast with the white rendered walls and monuments to the church's many benefactors.

Render and weatherboarding are the dominant exterior building materials for domestic buildings within Character Area Three (Figure 46), although brick is present. Weatherboarding is typically painted white or black, with black used on side or rear elevations although 8 Spring Road is an exception to this rule, painted entirely black. 16 Spring Road, in contrast, features weatherboarding on part of its front and sides elevation, which is painted pink to match the rest of the building. The pastel colour is a visually pleasing contrast to the red brick and white windows on the rest of the property, softening the appearance of the property which features two steeply pitched gable roofs.

Brickwork is present within Character Area Three, although less prominent than in other character areas, used mostly for boundary walls, garages and public buildings. In contrast to the red bricks which dominate the Conservation Area, 10-14 Spring Road feature a buff brick façade, although the building is timber framed and much older than its nineteenth century frontage suggests. Set in front of the church, the use of buff brick on 10-14 Spring Road is an interesting echo of the church behind, which looms between numbers 16 and 14, the gap between the properties providing an important incidental view of the church (Figure 45).

Windows, doors and roofs within Character Area reflect the age of the properties and the former usage of buildings within Church Square, which although no longer commercial, feature large, sometimes projecting, ground floor shop windows.

Boundary treatments within this Character Area are minimal, consisting of historic walls, such as those that surround the church yard and the rear of 4 Spring Road. The Priory's imposing boundary wall is included within Character Area Five. Wooden posts enclose the Bury, which has a wooden gate at its eastern edge. The posts maintain the open character of The Bury, and the western section of Character Area Three, which is further emphasised by the hedgerow and visually permeable railing which enclose the recreation ground.

There are some examples of garden fencing within the Character Area, however these do not detract from the appearance of the area and is largely appropriate. The church's northern entrance is marked by a nineteenth century Lych Gate which has a flint base and is constructed from ornamented timber posts, with a tiled roof.

Listed Buildings and Non-designated Heritage Assets

Designated heritage assets within Character Area Three are included within Figure 42, some of which are described below.

St Peter and St Paul Church is the most notable listed building within the Character Area, which is reflected by its Grade I designation.

8-14 Spring Road are a relatively unassuming terrace of properties which back onto the church yard. Despite their external appearance, these buildings are highly significant to the understanding of the village and are Grade II listed. Number 8 has been identified as the village's Guildhall, which would have been an administrative and events epicentre within the medieval period. The interior of number 8 reveals its age, featuring heavy timber framing and examples of carpentry techniques which date the property to c.1500 if not earlier.

1-4 Church Square is a small terrace of Grade II listed cottages, originally split into four but now forming two dwellings. Despite the merging of the houses, the terrace retains four front doors, suggesting its street facing appearance remains largely unaltered (with the exception of new windows) since their initial construction c.1500.

A K6 telephone box is located on The Bury which is Grade II listed. Designed in 1935 by Sir Giles Gilbert Scott, the K6's distinctive design is a more streamlined version of Scott's earlier K2 design, upgraded to commemorate King George V's silver jubilee and manufactured by various contractors.

The Social Club, or Johnson Institute, dates from 1911 and was gifted to the village by the daughter of Sir John Johnson in honour of her father, a former owner of the Priory who died in 1909. Built in a variation of Arts and Crafts style, the building was designed by architect H.P.G. Maule and features distinctive crow stepped gables, fine brickwork including brick lintels and mullions and tall flanking (lateral) chimney stacks.



Figure 47 Number 8-14 Spring Road



Figure 48 Semi-detached properties on The Bury



Figure 49 Recreation ground and Memorial

Contribution by Other Buildings

The three pairs of semi-detached properties on The Bury contribute positively to the Character Area, responding to the shape and layout of the Priory Gatehouse in an early twentieth century interpretation of vernacular architecture. Their semi-circular layout frames the properties' front gardens and a central grassed area, which mimics the section of grass in front of the Gatehouse. An iron sign stands in the centre of this section of grass, flanked by benches on either side. The sign features insignia which demark St Osyth, shown as a cephalopore (a Saint cradling their own head) and the crossed Key and Sword of St Peter and St Paul.

Landscaping and Open Spaces

The Bury and its associated open space are an important visual reprieve from the urban density and tight junction at the eastern edge of the Character Area. The break in built form gives a greater sense of importance to the Priory's entrance and Gatehouse, highlighting how it is distinct from the high concentration of residential and commercial units which comprise the village centre.

Similarly, the church yard which surrounds the parish church adds a sense of calm and seclusion to the Character Area, removed from the busy streets which surround it. The church yard marks the edge of the village and Conservation Area's envelope, backing onto undeveloped farmland which heightens this sense of seclusion and adds a rural feel, contrasting to the urban appearance of the centre of the village.

The recreation ground forms the western section of the Character Area and is another important break in built form which provides a distinction between the two historic centres of development which formed the medieval St Osyth, the village and the Creek. The undeveloped nature of the recreation ground allows for views towards the Creek, which contributes to the significance and understanding of the Conservation Area as a historic settlement which owes much of its prosperity to its proximity to the Essex coastline.

At the eastern corner of the Recreation Ground is the village's War Memorial (Figure 49).

Character Area Four: Point Clear Road and St Osyth Creek

Character Area Four encompasses the ribbon development on Mill Street and Point Clear as they meet at St Osyth Creek. Here the water, valley, marsh and associated maritime activities dominant the appearance of the area.

Layout

Water courses are an important feature of St Osyth Conservation Area and its setting . Character Area Four encompasses part of St Osyth Creek and this section of the Conservation Area is dominated by the presence of the Creek and Mill Dam Lake, which separate the village core from the residential ribbon development on Point Clear Road.

Character Area Four follows the line of Mill Street and its transition into Point Clear Road onto the western edge of the Conservation Area. Development is loose, composed of mostly detached houses although the density of development increases on Mill Street at the eastern edge of St Osyth Creek. The topography of the Character Area gradually falls and rises around the Creek , which is located in a slight valley. High points on Mill Street and Point Clear Road afford generous views along the road which gently curves and undulates around the lake and creek.



Figure 50 Map of Character Area 4



Figure 51 St Osyth's water courses



Figure 52 Mill Dam Lake



Figure 53 Topography of the area



Figure 54 Point Clear Road

The presence of the Priory is visible in the eastern section of the Character Area where it meets Area Three and the Priory grounds. New development of the Priory's grounds has altered Character Area Four in recent years. Development of new homes is accessed via an entrance off Mill Street, opposite the recreation ground. The bulk of the new development is located off Westfield Lane, a new road which runs almost parallel to Mill Street, culminating at a new cul-de-sac arrangement of properties close to the Creek's edge, north of the existing properties which flank Mill Street.



Figure 55 New development of the Priory grounds

Building Materials and Boundary Treatments

Traditional buildings are prevalent in this section of the Conservation Area, although more diluted by twentieth century infill housing than in other areas. The design of buildings in the Character Area is predominantly vernacular, reflecting the age of the settlement. Some formalisation of the architecture has occurred in the eighteenth and nineteenth centuries and there are examples of older buildings which have been re-fronted or altered to have a more symmetrical, classical, outward appearance. An example of this is The White Hart Inn (Figure 56), the eighteenth/nineteenth frontage conceals an earlier sixteenth/seventeenth rear range. Buildings in this Character Area are not as old as those in other sections of the Conservation Area, reflecting how the fortunes of the village changed following the dissolution of the Priory. Buildings in this section of the Conservation Area typically date from the eighteenth century or later, giving it a distinctively modern appearance (Figure 57), comparative to the medieval core of the village.

Weatherboarding, brick and render are the varied exterior finishes, with differences in brick colour tone and bond providing a material differentiation between modern and older properties. Timber boarding features on a number of properties and is painted black or white, with less regularity than in other sections of St Osyth. In Character Area Four black and white paint is used interchangeably for the main and side elevations of properties.

Roofs are predominantly tiled, with a few examples of natural slate. Tiles are typically red, plain, handmade clay on older properties and concrete on more recent properties, either pantiles or interlocking, Roman tiles. Gabled and hipped roofs are typical and are also indicative of a property's age (Figure 59), with hipped roofs appearing on later, nineteenth century dwellings, of which there are a few examples at the eastern edge of the creek on Mill Street. Buildings are typically two storeys



Figure 56 The White Hart Inn



Figure 57 Modern character



Figure 58 Timber boarding



Figure 59 Roofscape



Figure 60 Example of historic walls



Figure 61 Numbers 45-49 Mill Street

in height with central or flanking chimneys. There are two examples of three storey buildings, The Old Mill House (no. 81) and 67 Mill Street, both of which are prominent buildings within the street scape by virtue of their height and design. The white weatherboarding of 67 Mill Street and buff brick of 81 Mill Street add to their prominent appearance, which contrast strongly with the surrounding red brick of neighbouring dwellings.

Where present, uPVC windows detract from the traditional appearance of the Conservation Area, as do satellite dishes and TV aerials.

Boundary treatments within the Character Area are minimal, with historic properties fronting the street and featuring no front boundary treatments. Modern properties are typically set behind front gardens which are demarked by low lying walls or hedgerow. There are some examples of unsympathetic fencing, however its presence is not dominant within the streetscape. Old walls add to the character of the area, marking historic boundaries and reflecting the age of properties within the character area (Figure 60).

Concrete post and rail fencing act as a barrier between the areas of water and the footpath/road. The northern edge of Point Clear Road as it meets Mill Street by the Creek is dominated by boats, which are moored within the Creek. At low tide the creek is marshy and has a

functional appearance, evocative of the area's former industrial use.

Listed Buildings and Non-designated Heritage Assets

There are nine designated heritage assets within Character Area Four, as shown on Figure 50.

Included within the Character Area Four is a Grade II listed water Hydrant, made from cast iron and ornately decorated. The Hydrant is located in front of 45-49 Mill Street (odds), a small terrace of Grade II listed cottages, formerly a hall house (Figure 61). The core of the terrace dates from the fifteenth/sixteenth century and is timber framed and part weatherboarded with a central jetty to number 47. Although heavily altered, the building's jetty and steeply pitched roof are external clues to its age.

The Old Mill House and Old Mill Cottage (Figure 62) are both located on the northern edge of Mill Street and provide an indicator to the development of this section of the Conservation Area. Located closest to the Creek edge, the Grade II listed Old Mill Cottage , 95 Mill Road is an unassuming although rather grand weather- boarded building, dating from the eighteenth century, two storeys in height and with a traditional roof form and fenestration. In comparison, The Old Mill House, 81 Mill Street, is a large, three storey classical



Figure 62 Old Mill Cottage

structure, built from brick (Figure 63). Although neither are still associated with a mill, which has long been demolished, the names and differing building styles of each house are perhaps indicative of the changing fortunes of the village, The Old Mill House perhaps being built to usurp the original Cottage and to display the architectural fashions of the time.

Hillside, a Grade II listed Georgian house, is an important feature of views towards Point Clear Road from the Creek (Figure 64). Located at the crest of the hill, the property's hipped roof and symmetrical main façade face the Creek, acting as a bookend to the ribbon development to the west on Point Clear Road. The building is a clear marker of the break in residential development in this section of the Character Area, its manicured gardens giving way to the rough, maritime qualities of St Osyth Creek.

Contribution by Other Buildings

Other buildings which make a positive contribution to the Character Area are located north of Mill Street, by St Osyth Boatyard and the Creek. This area features appreciable architectural interest, showcased by Quay House, Mariners and Summer Cottage. The three properties represent different phases and influences of development in this area and the wider village and are a contrasting group, showcasing traditional Essex

features, such as the gambrel roof Summer Cottage, which contrasts to the simple gable of Mariners. The use of traditional materials on the three properties, coupled with their setting and the functional, rough appearance of St Osyth Boatyard create a visually stimulating and diverse area which contributes positively to the Character Area and overall significance of St Osyth Conservation Area.

The development on Point Clear Road encompasses mostly twentieth century buildings, interspersed with older properties. 20 - 24 Point Clear Road make a positive contribution to the Conservation Area, their appearance and proximity to the road indicative of their age, comparative to twentieth century dwellings which are set back from the road, behind areas of garden space.

31 Point Clear Road marks both the edge of the Conservation Area and the village edge, although development within its grounds has expanded the village envelope slightly in recent years. Marked on the first edition OS map as Hill House, the property appears to have been partially demolished since the OS map was created, which has resulted in its truncated appearance.



Figure 63 The Old Mill House, 81 Mill Street



Figure 64 Hillside

Landscaping and Open Spaces

The Creek and Mill Dam Lake dominate the central section of the Character Area, altering the diurnal and perceptual qualities of Mill Street and Point Clear Road. The break in residential development, associated infrastructure, smells and sounds of the Character Area's watercourses bring a different feel to the area which contrasts heavily with the density and urban character of Areas One to Three.

Despite the dominance of the open water in Character Area Four, there are few spaces of open land which furthers the sense of seclusion and separation from the rest of the village. Here nature and nautical features dominate, with residential development concentrated on a tight route along the principal route, Mill Street.

Mill Street Car Park, on the eastern edge of the Creek is largely undeveloped and informal, which contributes to the character of the Creek. Formal planting or designated parking bays should be resisted in this area – although next to the waterfront, this section of open space benefits from its rustic, functional and traditional appearance which reflects the vernacular appearance of surrounding properties. Formalisation of this space would be reminiscent of planned Victorian sea fronts and promenades, such as those in neighbouring Clacton and at odds with the historic, informal charm of St Osyth.



Figure 65 Gambrel roof Summer Cottage



Figure 66 Number 31 Point Clear Road



Figure 67 Open space and street furniture

Character Area Five: The Priory and Park

Character Area Five encompasses The Priory and its Park, the former defined by its prominent boundary walls and overt historic character, the latter by its landscape and open space.

Figure 68 shows the extent of the Character Area.

Layout

Built form in the Character Area is clustered around the Priory's southern entrance and Gatehouse. This was the location of the core monastic buildings and remains the focus of activity and built form within the Priory grounds to this date. The interconnectivity between the village and priory is clearest in the area surrounding The Bury, with the landscaped and carefully laid out nature of the land surrounding the Priory's buildings gradually giving way to the informal, open deer park and woodland which make up the northern section of the park.

Despite its prominence and importance to the significance of the Conservation Area, St Osyth Priory is to a large extent shielded from public view by its imposing perimeter wall which gives a distinct character and appearance to other Character Areas.

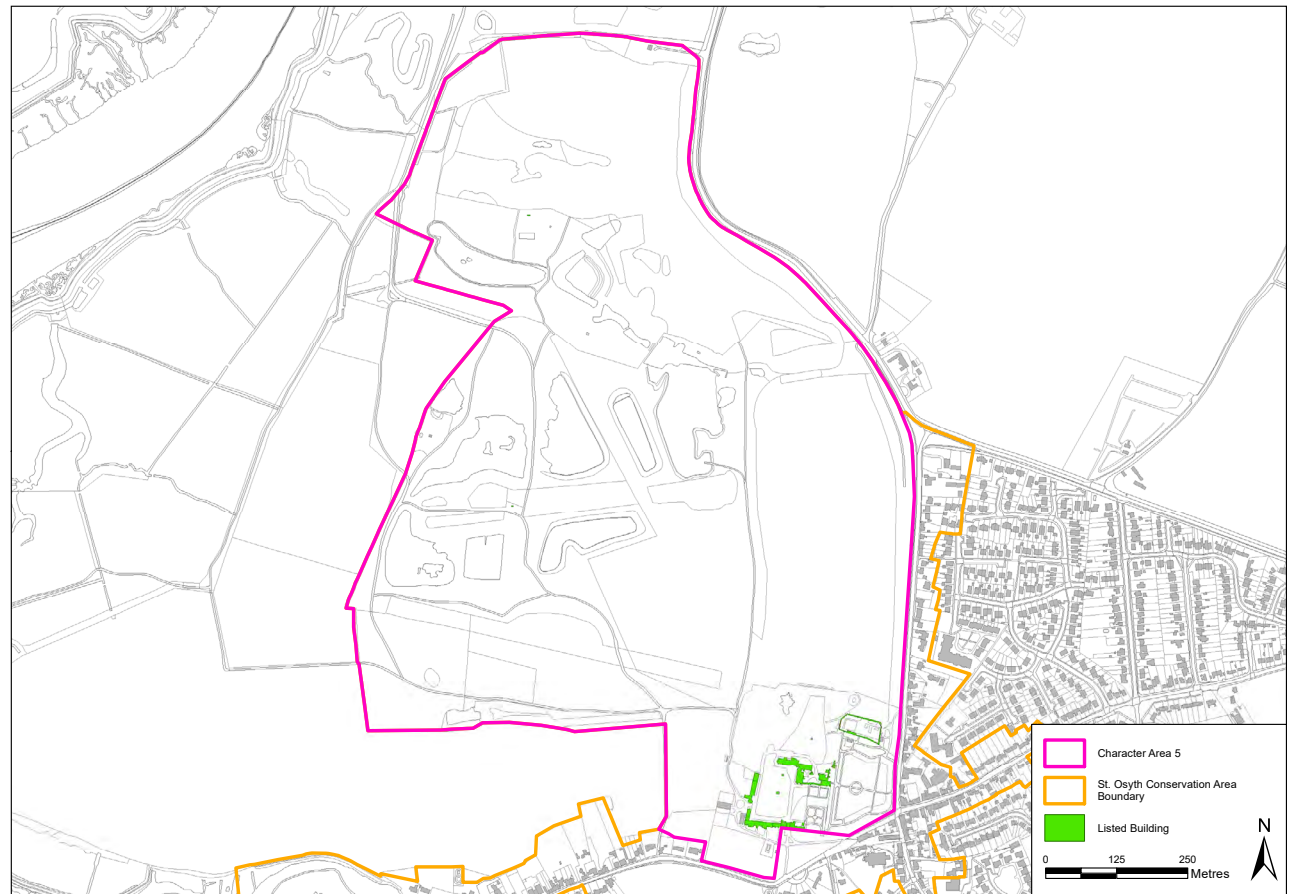


Figure 68 Map of Character Area 5



Figure 69 Aerial image of St Osyth Priory (Copyright Essex County Council)



Figure 70 Aerial image of St Osyth Priory (Copyright City & Country, pending permission)

The Gatehouse is a focal point of The Bury but otherwise views of the Priory are only glimpsed from the public realm and incidental, afforded due to the scale of buildings such as the tithe barn and Abbot's tower, rather than through a planned boulevard or vantage point, for example.

Building Materials and Boundary Treatments

The outer Priory Gatehouse (as seen from the public realm) is an outstanding example of flushwork (Figure 71), a building technique where decorative sections of ashlar stonework are infilled with carefully knapped and squared sections of flint. The use of flushwork was notoriously dictated by the lack of good building stone in East Anglia, where examples of the technique is most commonly found, and its exemplary application at St Osyth means the Gatehouse is of national importance. Built in the late fifteenth century, the Gatehouse was converted to residential accommodation in 1958 when the external façade was restored and renovated. It features carvings of St Michael and the dragon on the arch spandrels of the gateway, which is vaulted internally. The gateway leads to a vast quadrangle known as the Green or South Lawn (Figure 72), which is largely enclosed by buildings or walls and has a collegiate appearance.

West of the Gatehouse are former agricultural and

service buildings, including the eleven-bay Tithe barn, which is partially visible from the public realm. On its courtyard facing elevation, the barn features a stone septaria wall, in contrast to its weatherboarded south face which is visible in the wider Conservation Area and features three midstreys/porches. The mixed stone and timber construction of the barn is unusual and seemingly used for aesthetic rather than practical reasons. The barn has a collar purlin roof with windbraces and is thought to have been built by the Darcys in the second half of the sixteenth century.

The pre-dissolution wealth of the Priory is highlighted by the heavy use of stone within its grounds, which would have been an expensive building material due to the lack of naturally occurring stone within Essex, meaning it would have to have been imported from further afield. The Brewhouse, north of the Gatehouse, is built in stone and brick and also dates from the sixteenth century, which suggests the Priory underwent significant changes and redevelopment during this period, shortly before its dissolution.

Aside from the Gatehouse, the Darcy Tower is the most prominent use of stone in the Priory complex and visible throughout various sections of the Conservation Area, not only Character Area Five. Adapted to form part of the Darcy family's reimagining of the Priory site, the tower and Darcy range incorporate elements of



Figure 71 Flushwork of the Priory gatehouse



Figure 72 The Green or South Lawn



Figure 73 Georgian Darcy House

the early twelfth and thirteenth century remains of the dorter range of the Abbey. The Tower is built in ashlar and septaria stonework with flint galletting (filling) and features octagonal turrets and is thought to have acted as an eastern entrance to the site. Ongoing repair work has seen the tower covered in scaffolding in recent years, the removal of which would be beneficial to wider views and should signify the beginning of a new phase of use and vitality for the Priory.

The use of timber framing is an important feature of the surviving Priory buildings and offers important clues to

the ages of buildings, such as The Bailiff's Cottage, a one and-a-half-storey stone building which, following the removal of a plaster ceiling in 2006 was revealed to feature a smoke-blackened scissor-braced roof which has been tree-ring dated to 1285-93. This evidence suggests that the cottage was originally a bakehouse or brewhouse for the Priory, which would have required a large open fire.

Brick is another important building material used across the Priory site, including the Georgian Darcy House, the surviving section of a much larger brick building which was built by the 3rd Earl of Rochford. The Darcy House is relatively plain, featuring a large bow fronted bay. Its comparatively simple appearance, when compared to the highly decorated Gatehouse and other Priory buildings provides a striking visual contrast and sense of refinement, emphasised by the bright, rich red tone of the brickwork. Vintoner's Gatehouse, adjoining The Darcy House and aligned on the outer gateway which originally lead to the Abbot's lodgings, is a remarkable example of older, Tudor, brickwork, featuring a large oriel window at first floor with Italianate decoration. The combination of brickwork and stone used on the Tudor section provide a strong visual contrast to the classicising Darcy House, highlighting the phased development of the Priory and changing architectural trends. Vintoner's Gatehouse is demarked with the date

1527 and was remodelled internally and on the north side by Sir John Johnson in the late nineteenth century. Adjoining Vintoner's Gatehouse is a range of gabled brick buildings, the location of which corresponds roughly to the western cellarer's range of the Abbey's no longer surviving cloister.

Listed Buildings and Non-designated Heritage Assets

The Priory Grounds are designated as a Grade II registered park and garden, which includes almost all the Priory's buildings, with the exception of Priory Farm.

Within the Priory's grounds there is also a scheduled ancient monument, the boundary of which encloses both ruinous and unused buildings and those in residential use. There are 22 individually listed structures, seven at Grade I and two at II*.

The high grading and quantity of listed structures within the Character Area emphasises the national importance of the Priory and the Conservation Area. Of all the designated heritage assets across England, approximately 2.5% are Grade I listed, seven of which are located at The Priory.

Contribution by Other Buildings

Other buildings within the Character Area include a small cottage north east of the Priory complex and various agricultural units included within Priory Farm. These serve to provide indicative and evidential value to the use and adaption of the Priory over time, from an ecclesiastical centre to private residence with an agrarian function.

Landscaping and Open Spaces

The Priory's parkland is located to the north and west of the Priory buildings, between Colchester Road to the east, and Flag Creek to the west. Historically, this was the 'Little Park' of the Priory, the 'Great Park' was situated to the east of the village; the medieval park would have been more extensive than its present 95 hectares. No features relating to the medieval parkland have survived except for the Splayed Avenue, the shape of which suggests it may have been used for hunting deer, and the cluster of ponds within the parkland which were probably fishponds. At the east end of the Splayed Avenue is the Domesday Oak tree, which is thought to be 5-600 years old.

The parkland is ecologically very important, supporting a number of protected mammal and bird species and benefitting from a close relationship to the adjoining wetlands and nature reserve (Figure 75). Documentary evidence shows that the Priory featured walled gardens and enclosures within its parkland which are partially retained. The parkland is predominantly nineteenth century in character but features elements of monastic, post-reformation and eighteenth-century arrangements. It provides an important setting to the Priory buildings and has a strong group value with the scheduled monument and listed buildings. Nineteenth/twentieth century gardens are contained within sixteenth century walls, flanked by medieval buildings which combine to create a multi-layered, intricate and historic site.

Whilst the principal entrance to the site is at the south eastern corner, via the imposing Gatehouse, an early eighteenth-century drive enters the park close to Colchester Road, following a curving track south through the park. There are additional entrances from Mill Street and The Creek (Figure 76), which are incorporated into the new housing development currently under construction, sections of which are located within Character Area Four.



Figure 74 The Priory Parkland



Figure 75 The Priory's ecological connection



Figure 76 Entrance from The Creek

Surviving features such as the ruins of a Tudor grotto, Nuns Wood and twentieth century mineral extraction provide further clues to the former usage of the parkland, which has benefitted from a history as varied as the Priory buildings', altered and adapted to suit its owner's needs. The parkland is an important example of open space and surviving parkland in the county, relatively intact and undeveloped.

3.4 Views

Key views are identified on Figure 77. The views included are a selection of key views; this list is not exhaustive and there are numerous other views of significance. Any proposals for development within the Conservation Area, or its environs, should consider the views below and any others which may be relevant or bespoke to that proposal. It is also notable how these views alter in character between winter and summer months which must be taken into account.

Views of the Priory, Creek and Church are important to the understanding of the Conservation Area, its history and significance. The western section of the Conservation Area frequently affords long views over water, marshland and cultivated fields, lined in places by residential development and the Priory complex. The inter-visibility and contrast between these elements is an intrinsic feature of the Conservation Area and should be preserved.

The height of the Abbot's tower means its is visible in the distance from many directions, acting as a marker for the settlement. Aside from the Gatehouse, the tower is the most visible and commanding Priory building within the village, views towards which are important and indicative of the character and special interest of the Conservation Area.

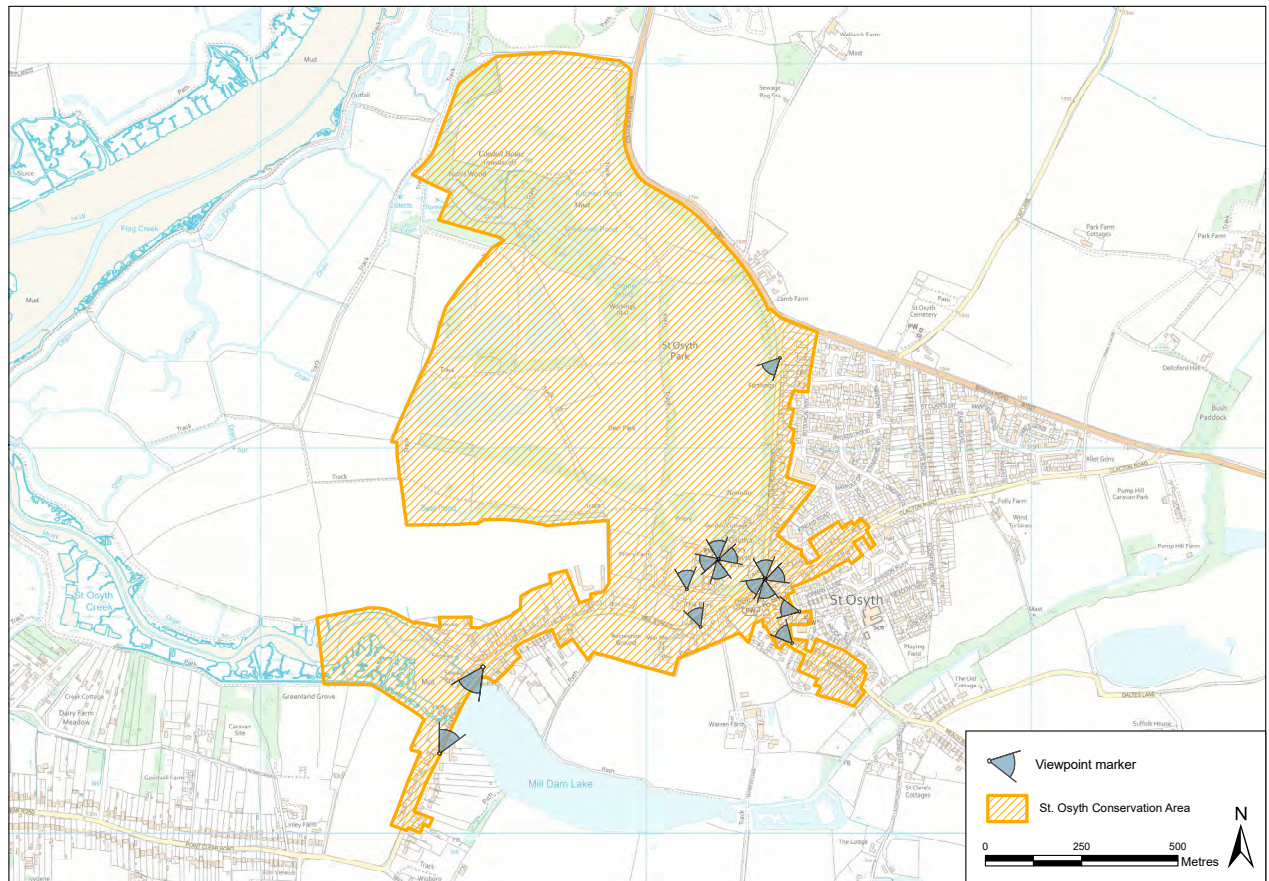


Figure 77 Map of views



The visibility of the Priory walls throughout the Conservation Area is another important aspect and continual view which contributes to the significance of the St Osyth Conservation Area, ensuring that the presence of the Priory is felt throughout the wider area. The varied construction method and building materials used on the Priory's walls also emphasise the history of the Priory, offering visually stimulating views on Mill Street and adding an additional layer to the urban character of Colchester Road.

Although largely obscured by the tightly built-up spaces of Stone Alley and Church Square, glimpsed views of St Peter and St Pauls Church are particularly notable, whose squat square tower is a bold visual contrast to the steeply pitched, gabled houses which surround it.

3.5 Beyond the Conservation Area Boundary

Setting is described in the glossary of the National Planning Policy Framework as:

“the surroundings in which a heritage asset is experienced... Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral”.

In paragraph 013 of the Planning Practice Guidance, it is stated that all heritage assets have a setting. The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as sensory experiences and our understanding of the historic relationship between places. For example, sites that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

This section discusses attributes of setting to the St Osyth Conservation Area, and how setting contributes to the significance of the Conservation Area as a heritage asset.

Surrounding Landscape

The Conservation Area draws significance from the surrounding, undeveloped, rural landscape. The Conservation Area's setting within an undeveloped, historically agrarian and estuarine landscape permits an appreciation and understanding of the historic development of St Osyth as a relatively isolated rural settlement. As demonstrated by some of the key viewpoints, there are also strong visual links between the Conservation Area and the heritage assets within it and the surrounding landscape .

The St Osyth Creek and Mill Dam Lake with associated banks of trees, reeds, and buffering farmland make a positive contribution to the setting of the Conservation Area. They are visible from the area and afford views towards it along the water, contributing to our appreciation of the water network within the Conservation Area.

The farmland which surrounds the Conservation Area, particularly to the south, also makes a positive contribution and highlights the rural character of the settlement here. Fields stretching to the south can be seen from the tower of St Osyth Priory.

The tidal estuaries of Brightlingsea Creek also make a positive contribution to the Conservation Area. Located

on low ground to the west, they can be seen along the western boundary of St Osyth's Priory, and are a prominent element within the landscape for views here.

Other heritage assets beyond the Conservation Area boundary include:

- Warren Farmhouse and curtilage buildings (List UID: 1337161) GII;
- Tan Cottage and The Old Cottage (List UID: 1111483) GII;
- Lamb Farmhouse (List UID: 1111478) GII;
- Folly Farm Barn south of Clacton Road and East of Rochford Road; and
- St Osyth Cemetery and two mortuary chapels within.



Figure 78 Fields to the south of the Conservation Area



4. Opportunities for Enhancement

The following key issues have been identified and are summarised below in brief. The list is in no way exhaustive and neither are the issues identified unique to St Osyth, with many being shared with other Conservation Areas.

4.1 Car Parking

Car parking can have an adverse effect on the character of a Conservation Area, impacting the street scene and how the area is experienced. St Osyth contains some areas where parking is particularly an issue and presents an opportunity for enhancement. Throughout the area, there is a shortage of off-road parking. Parking is predominantly on-street, and thus does little for the appearance of the Conservation Area.

Car parking along Colchester Road is particularly problematic, as it creates a narrow navigation and vehicles travel rapidly along its straight length. There is scope for subtle and sympathetic traffic calming measures to be introduced, to ensure the safety of pedestrians and better appreciation of the character of the area here.

4.2 Vacant Buildings

Vacant buildings can have a negative impact on the character of the Conservation Area and pose an opportunity for enhancement through reinstating use.

The Grade II Listed buildings the Kings Arms Public House and The White Hart Inn were both vacant at the time of survey (2020). These buildings are of historic, architectural and communal value, and have potential to make a positive contribution to the special interest of the Conservation Area. However, they are currently at risk of further deterioration through their vacancy. It is considered that there is an opportunity to enhance these heritage assets by reinstating their use and undertaking repairs and maintenance to the historic features and fabric that has been impacted in recent years.

No. 25 Mill Street, named 'Whitehouse', is currently vacant. There are signs that this is impacting the historic fabric and exterior of the building, with decay starting to show to windowsills, the door and doorframe and the external paint. There is potential for the building to make an enhanced contribution to the street scene and Conservation Area, after maintenance to features and cleaning or repainting the façade.

4.3 Loss of Architectural Details

A widespread concern within the Conservation Area is the number of windows, porches, chimney stacks and other architectural elements which have been lost or replaced with those of inappropriate design and materials. Often these replacements do not pick up on traditional detailing and profiles, glazing pattern, palette of materials or design.

The loss of these features impacts the streetscape and roofscape of the Conservation Area, and there is scope to enhance or reinstate these historic features to make a positive contribution to the historic character of the area. The loss of front porches in particular is apparent along Clacton Road.

Inappropriate infilling between historic buildings, also particularly apparent on Clacton Road, highlights the impact that cumulative loss of features, development pattern and grain, and modern alterations can make to the historic character of the street.

Throughout the area, there are examples of the loss and poor maintenance of historic rainwater goods. For example, at Dukes Bistro, the painted guttering impacts the historic façade of the building, and the ineffective pipe to the east of the façade has led to rainwater damage to the brickwork.



There has also been cumulative loss of front garden plots to houses where paving has been installed for car parking. This loss of original boundary treatment and small front gardens impacts the rhythm and building line, creating gaps which make a negative impact on the streetscape.

4.4 Unsympathetic additions

Throughout the Conservation Area are examples of inappropriate and unsympathetic additions which can make a cumulative negative impact on the area. The addition of uncharacteristic modern porches, as well as the installation of unsympathetic additions to buildings such as air conditioning units, extraction flues, and TV aerials to street facades, sides and rears to buildings, harm the historic character and qualities of the area. In some cases, unsympathetic fixings (such as to Grade II Listed Tulip Hall, 29 Clacton Road) can affect the historic façade of buildings. Care should be taken to ensure that unsympathetic additions do not have an impact on views along historic streets and the character of groups of historic buildings is preserved.

Within residential areas in particular, the agglomeration of structures through additional side developments between detached properties can have a detrimental impact to the historic grain of the village, and our

appreciation of its development. St. Osyth is a historic settlement and has been subject to a considerable degree of infilling and building on larger gardens. It is considered that further development in this way would most likely harm the character of the Conservation Area. The more substantial older properties are enhanced by the setting provided by their reasonable and proportioned gardens. Backlands are important features of old town centres and villages, being part of the grain of the historic town plan and representing areas that had a service function in relation to the main street frontages. Those that survive in St. Osyth provide spaces useful for service areas and off-street parking. Similarly, the installation of unsympathetic and piecemeal boundary treatments can harm the immediate setting of historic buildings and spaces and the use of inappropriate railings, walls, and fences make cumulative harm to the street scape and character of the area. This is particularly evident along Colchester Road, where the concrete and barbed wire boundary fencing of St Osyth's Priory is uncharacteristic of the historic parkland, and impacts the approach into the village from the north as well as views towards the registered park and garden.

Within commercial properties, the removal and replacement of plastic and vinyl signage is considered to be an opportunity for enhancement. The use of overly large signage, and particularly of plastic and vinyl signage, can create a visually cluttered street and

detract from the historic character of an area and should be avoided.

The introduction of an inappropriate colour palette is also a concern within the Conservation Area, for example the Fuchsia Pink painting to The Old House, 27 Spring Road, which was previously Suffolk Pink. By using a palette which is out of keeping with the area, buildings can be visually domineering within a streetscape, and therefore have an impact the character of the area and group value of a street scene.

4.5 Inappropriate Modern Development

There are some cases where inappropriate modern development has made an impact to the character of the Conservation Area. Though now removed from the Conservation Area the housing development at Old School Close makes poor contribution to the setting of the Conservation Area and the setting of the Grade I listed Church of St Peter and St Paul.

The current St Osyth Priory housing development is currently being constructed, located within the immediate setting of the Registered Park and Garden and within the Conservation Area. The siting of the development impacts the historic, linear pattern of development along Mill Street, adding uncharacteristic density to the buildings within the area.



4.6 Neutral Contributors

A number of buildings are currently considered to make a neutral contribution to the character and appearance of the Conservation Area. The historic buildings that fall into this category still contribute to the area's character and appearance, and their contribution should not be underestimated and certainly should not be considered negative. The majority of these historic buildings have the potential to make a positive contribution but due to the loss of original architectural details, front boundaries, and unsympathetic additions, are considered to be neutral contributors which can lead to an underwhelming and indistinctive overall character. Through small scale improvement works, such as reinstating boundary treatments, planting, appropriate replacement windows, more traditional signage and use of colour, and preventing further loss of architectural form and features, these buildings would be enhanced and their positive contribution realised. Similar interventions to the more modern neutral buildings could help to better aesthetically integrate them into the area.

4.7 Public Realm

Street Furniture (including lampposts, benches, signage, bins, bollards)

Street furniture throughout the Conservation Area is generally of good quality, and sympathetic in character, particularly with regard to benches, bins, bollards and flower planters. Streetlights however are fairly inconsistent and modern in design and would be enhanced through replacement with traditional and consistent streetlights which respect the historic character of the area.

It is considered that there is also opportunity for improvement to be made to the signage at Bar Corner Cross; in places, the overly large and unsympathetic plastic fascia dominate the facades of buildings and harm the overall historic character of the street.

Hard Landscaping

While road surfacing is generally of a good quality, there are some areas that would benefit from consistent maintenance, such as on The Bury and Mill Street. Pavements are typically of good quality, although would also benefit maintenance in places. Small scale pavers and stone curbs, such as those found along The Bury and Spring Road, add interest and detail to the hard surfacing in the area, and should be replicated where

possible throughout the Conservation Area.

Hard landscaping can have a particularly harmful impact on the character of the area where areas of private front gardens have been paved over in a piecemeal approach and are inconsistent with their neighbours and adjoining paving.

Open Spaces

The open and green spaces in the Conservation Area make a positive contribution and are integral to its character in many instances, particularly at The Bury, the Recreation Ground and the Mill Dam. The maintenance needs of these spaces should be considered and, where appropriate, opportunities taken to enhance them and ensure access is maintained through roadside pathways and public rights of way.

Trees and Planting

Appropriate levels of maintenance need to be ensured and, where required, opportunities for enhancement sought to maintain and manage the trees within the Conservation Area. There are opportunities to enhance the verdant appearance of the Conservation Area along The Bury and the South west side of Spring Road, where paving dominates the junction with Spring Road and Old School Close.



4.8 Access and Integration

St Osyth is not served by rail links arterial highways. The two main roads into the village, Colchester Road and Clacton Road, are both accessed from the B1027 connecting Clacton-on-Sea with Colchester. The predominant road route between Clacton-on-Sea and Colchester is via the A133, which makes the B1027 less busy, and this has partially preserved the quiet historic character of the village. Improving awareness of the historic village could be facilitated by improved signage at the junction between Clacton Road and Colchester Road where they each meet the B1027. Further away from the settlement, signage to the historic village could be improved at the Clacton junction of the B1027 and the A133, and at Thorrington Cross junction, where the village's historic significance is not signposted.

4.9 Interpretation

The Registered Park and Garden is a key feature within the Conservation Area and makes a positive contribution to its special interest and understanding of its historic development. Currently, there is little integration between the park and the village, its boundary marked by high flint and brick walls and planting. The gatehouse

to the south of the park affords the best views from the village towards the park. Consideration should therefore be given to the potential benefits of an appropriately located and well-designed interpretation board on the Bury, explaining the history and features of St Osyth's Priory; the views afforded from this location make it the ideal location for such an installation and raising awareness in the Conservation Area.

The publication of guidance to inform building owners and residents within St Osyth of the Conservation Area status and the effects of the designation should be considered. There are a wide range of issues facing the St Osyth Conservation Area, many of which share common themes. This section recommends management proposals which address these issues in both the short and long term.



5. Management Proposals

There are a wide range of issues facing the St Osyth Conservation Area, many of which share common themes. This section recommends management proposals which address these issues in both the short and long term.

5.1 Positive Management

The first set of proposals relate to Positive Management and focus on good practice and improved ways of working within the Local Planning Authority. These are generally low cost and can be implemented within a short time frame, typically within one or two years.

Local Heritage List

Tendring District Council is in the process of developing the local heritage list. Suggestions have been made within this document for this list.

Article 4 Directions

Article 4 Directions are additional planning controls which can be introduced by a Local Planning Authority to revoke certain Permitted Development Rights. Permitted Development Rights allow building owners to carry out certain works to their properties without the

need for planning permission and are set out within the General Permitted Development Order.

Article 4 Directions served on properties within the Conservation Area would introduce the need to apply for planning permission for certain works and this would allow the Council to better preserve and enhance the area by ensuring high quality design and use of traditional materials.

Enforcement

Where the necessary permission is not sought for alterations which are not contained within the General Permitted Development Order, the Local Planning Authority should consider its enforcement powers. This could assist in reinstating any lost character or architectural features whose loss may have a negative cumulative effect on the Conservation Area, as well as avoiding a precedence being set for similar, uncharacteristic works.

General Maintenance: Public Realm

Through the agreement of a standard good practice within the Conservation Area between relevant Local Authority teams and other landowners, long term goals can be set to promote good design within the public

realm. This can include elements such as responding to existing character to preserve local distinctiveness, ensuring appropriate wayfinding, and agreeing a standard street furniture to ensure consistency over time as elements are introduced or replaced. This will have a long-term positive impact on the Conservation Area.

Heritage Statements, Heritage Impact Assessments and Archaeological Assessments

In accordance with the NPPF (Para.189), applicants must describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

All applications within the Conservation Area and immediate setting require an appropriately detailed Heritage Statement. Any application without a Heritage Statement should not be validated.

The key views analysed within this document are in no way exhaustive. The impact of any addition, alteration or removal of buildings, structures, trees or highways on key views should be considered to aid decision making.



This includes development outside the conservation area. Where appropriate, views must be considered within Design and Access or Heritage Statements. This should be in accordance with Historic England's Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (2017). Applications which fail to have assessed any impact upon views and setting should not be validated. This is particularly important for the development of any sites allocated for development as part of the Local Plan process as the change to the setting of the Conservation Area should be fully assessed, understood and, where necessary, mitigated.

Tree Management

Trees that are either located in a Conservation Area, covered by a Tree Preservation Order or planning condition have a degree of protection.

Where a tree is protected consent must be given by the Council in writing before you do any works to it including cutting down, uprooting, topping, lopping, severing roots, wilful damage or destruction. The Council must be notified of any intended works to trees through the submission of a Notification of Proposed Works to Trees in a Conservation Area.

Where trees contribute to local amenity and the

character or appearance of the Conservation Area their retention and appropriate management will be encouraged. If felling is necessary due to the condition of the tree (dead, dying or dangerous) then an appropriate replacement tree should be planted.

New Development

To be successful, any future development needs to be mindful of the local character of the conservation area, while at the same time addressing contemporary issues such as sustainability.

Historic England and CABI guidelines state that successful new development will:

- Relate to the geography and history of the place and the lie of the land;
- Sit happily in the pattern of existing development and routes through and around it (including public footpaths);
- Respect important views;
- Respect the scale of neighbouring buildings;
- Use materials and building methods which as high in quality of those used in existing buildings; and

- Create new views and juxtapositions which add to the variety and texture of their setting.

Tendring District Council should guide development in a positive manner by:

- Engaging with developers at an early stage through the Pre-Application Process and Local Plan Process to ensure modern development is high quality in design, detail and materials.
- Ensuring medium-large scale development schemes are referred to a CABI Design Review (or similar) to ensure that new buildings, additions and alterations are designed to be in sympathy with the established character of the area. The choice of materials and the detailed design of building features are important in making sure it's appropriate to a conservation area.
- Seeking opportunities for developers to make a positive contribution to the wider historic environment through Section 106 Agreements.

Neutral Elements

The dilution of positive buildings amongst those which are neutral leads to an underwhelming and indistinctive overall character. Tendring District Council must not



allow for the quality of design to be ‘averaged down’ by the neutral and negative elements of the built environment. Officers must, where possible, seek schemes which enhance the built environment.

Public Facing Resources

The preservation and enhancement of private properties can be improved through the publishing of resources aimed to inform property owners and members of the public. An introductory summary of the Conservation Area Appraisal in the form of a leaflet or factsheet(s) is a simple way to communicate the significance of the area and ensure members of the public are aware of the implications of owning a property within a conservation area. Poor maintenance leads to the deterioration of the fabric of the built environment and results in a loss of architectural details. Improved awareness of simple maintenance and repair would be conducive with the preservation of St Osyth’s built heritage.

5.2 Positive Management: Longer Term

These proposals are also focussed around positive management but either take longer to implement or are better suited to a longer time frame.

Conservation Area Boundary

The Conservation Area boundary has been revised within this appraisal in accordance with the NPPF (2019) and Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management (2018).

The Conservation Area should be reviewed regularly to monitor change and inform management proposals. The boundary should be assessed as part of this review to ensure it is robust and adequately protects the significance of the area.

Character Appraisal and Management Plan

The Conservation Area Character Appraisal should be reviewed regularly to monitor change and inform amendments and additions to the Management Plan.

Public Realm and Highways

The Highways Department should be engaged to conduct an assessment of existing signage within the conservation area with the view to ‘de-clutter’ the

historic environment. Other case studies have found this was a cost-neutral exercise due to the scrap value of signage and posts.

Collaboration between the Highways Department and Local Planning Authority should ensure the maintenance and replacement programme for street furniture (including lampposts) and hard surfacing reflects the character and local distinctiveness of the Conservation Area.

Improved Understanding and Awareness

At present there is no interpretation (information boards, signage, interactive QR Codes) within the Conservation Area aimed at improving understanding and awareness. This would be an effective way to improve the awareness and re-establish the identity of St Osyth as a historic settlement.

Heritage at Risk

Currently the Conservation Area is included on the At Risk Register. It is advised that the Council and key stakeholders collaborate to devise a long term strategy for the Conservation Area, and those elements within the area that are also at risk such as the Scheduled Monument.



5.3 Funding Opportunities

There are three main funding opportunities which would assist in the execution of these plans:

National Lottery Heritage Fund

The NLHF is the single largest dedicated funder of heritage in the UK and therefore is the most obvious potential source of funding. Funding is often targeted at schemes which preserve, enhance and better reveal the special interest of the area whilst also improving public awareness and understanding. Grant opportunities and requirements change overtime, for up-to-date information on NLHF schemes Tendring District Council should consult their appointed Heritage Specialist.

Section 106 Agreements

Planning obligations, also known as Section 106 agreements, can be used by the local authority to ensure any future development has a positive impact upon St Osyth These agreements could be used to fund public realm or site-specific improvements.

Partnership Schemes in Conservation Areas (Historic England)

Partnership Schemes in Conservation Areas is a programme run by Historic England to target funding for the preservation and enhancement of conservation areas. As the name suggests, the scheme forms partnerships with local authorities (along with any additional funding partners) to facilitate the regeneration of an area through the conservation of its built heritage. The scheme makes funds available to individuals to enable them to carry out repairs or improvement works to their property to enhance the area. This would be suitable to preserve and enhance either the shop frontages or the architectural detailing.

6. Appendices

6.1 Listed Buildings

List Entry No.	Name	Grade
1002193	Remains of St Osyth's Priory including the ruinous sections of a mid-C16 mansion	SAM
1000237	St Osyth's Priory	RPG-GII
1111495	St Osyth's Priory, Gatehouse and east and west flanking ranges	GI
1111466	St Osyth's Priory, Garden Walls located to the east and west of the Rose Garden, south of the Darcy Wall	GII
1337159	St Osyth's Priory, ruined east ranges of the Darcy House including the Tower and Chapel	GI
1416974	Kitchen garden walls and attached bothies north-east of St Osyth's Priory	GII
1111464	St Osyth's Priory, urn and stone pedestal approximately 50 metres north east of the abbots lodging	GII
1111463	St Osyth's Priory, ornamental steps flanked by urns in courtyard approximately 100 meters north of gatehouse	GII
1337157	St Osyth's Priory, Urn and Pedestal in courtyard approximately 50 metres north of Gatehouse	GII
1308972	St Osyth's Priory, Tithe Barn adjoining the west range of Gatehouse	GII*
1166310	St Osyth's Priory, West Barn and Baliff's Cottage	GII*
1146600	St Osyth's Priory, pump approximately 20 metres west of Bailiff's Cottage	GII
1111496	St Osyth's Priory, Brewhouse and wall between Brewhouse and West Barn	GII
1111462	St Osyth's Priory, Drying House	GII



1337156	St Osyth's Priory, Stable Block adjacent to north west of barn	GII
1337156	St Osyth's Priory, Cartlodge adjacent to west of barn	GII
1337160	St Osyth's Priory boundary walls	GII*
1247779	K6 Telephone Box to South of St Osyth's Priory	GII
1166131	Little Thatch and Adjoining Cottage, 21 and 23 Mill Street	GII
1111486	31 and 33 Mill Street	GII
1166141	Giebros, 39 and 41 Mill Street	GII
1337171	45, 47, and 49 Mill Street	GII
1166148	Hydrant Immediately South of Jettied Crosswing of Cottages 45, 47 and 49 Mill Street	GII
1337172	The Old Bakery, 54 Mill Street	GII
1111487	White Hart Inn, Mill Street	GII
1111488	The Old Mill House, 81 Mill Street	GII
1309028	Old Mill Cottage, Mill Street	GII
1309037	Hillside, 12 Point Clear Road	GII
1111513	Church of St Peter and St Paul, Church Square	GI
1166000	1-4 Church Square	GII
1337147	Church Cottage and St Edmundsbury, Church Square	GII
1111514	Anvil Cottage, Church Square	GII
1111492	1 Spring Road	GII
1337136	3, 5, 7, Spring Road	GII
1166244	Pump to rear of 7 Spring Road	GII
1309004	4 Spring Road	GII



1111491	8, 10, 12, and 14 Spring Road	GII
1111493	Cranfield, 15 Spring Road and Cranfield Cottages attached to south; 17, 19 and 21 Spring Road	GII
1166213	Bay House, 16 Spring Road	GII
1166252	Little Priory and The Old House, Spring Road	GII*
1111494	37, 39, and 41 Spring Lane	GII
1337135	38, 40, and Chestnut Cottage Spring Lane	GII
1166224	46 and 48 Spring Lane	GII
1308965	89 and 91 Spring Lane	GII
1166012	The Hoy, 4 Clacton Road	GII
1111515	Tulip Hall, 29 Clacton	GII
1337168	Waterloo House with Return Shop Front to Clacton Road (2, 4, and 4A Colchester Road)	GII
1166007	St. Osyth D.I.Y. Centre and B.G. Stores at corner of Colchester Road	GII
1111482	Binders, 24 Colchester Road	GII
1111481	Elm Cottage and Manor Cottage, 32 and 34 Colchester Road	GII
1309066	The Kings Arms Public House, Colchester Road	GII
1337167	36 and 38 Colchester Road	GII
1111480	The Cottage, 60 Colchester	GII
1337166	Ivy Cottage/ Field Cottage, 72 Colchester Road	GII
1111479	Milestone on Western Verge Opposite Numbers 76-78 Colchester Road	GII
1337165	84 and 86 Colchester Road	GII



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6.3 Legislation, Policy and Guidance

LEGISLATION/POLICY/ GUIDANCE	DOCUMENT	SECTION/POLICY
Primary Legislation	Planning (Listed Buildings and Conservation Areas) Act 1990	66: General duty as respects listed buildings in exercise of planning functions. 72: General duty as respects conservation areas in exercise of planning functions.
National Planning Policy	National Planning Policy Framework (2019) DCLG	Section 16; Annex 2
National Guidance	National Planning Practice Guidance (2014) DCLG	ID: 18a
National Guidance	Historic England (2017) Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets	
National Guidance	English Heritage (2019) Conservation Principles, Policies and Guidance.	
National Guidance	Historic England (2018) Conservation Area Appraisal, Designation and Management (Advice Note 1)	
Local Policy	Tendring District Council Local Plan (2007)	QL9 – Design of New Development QL11 – Environmental Impacts and Compatibility of Uses EN1- Landscape Character EN17- Conservation Areas EN20- Demolition within Conservation Areas EN21- Demolition of Listed Buildings EN22- Extension and Alterations to Listed Buildings EN23- Development within the Proximity of a Listed Building



6.4 Glossary (National Planning Policy Framework)

Term	Description
Archaeological interest	There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.
Conservation (for heritage policy)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
Historic environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
Historic environment record	Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.
Setting of a heritage asset	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
Significance (for heritage policy)	The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

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Thorpe-Le-Soken Conservation Area Character Appraisal and Management Plan



Client:
Tendring District Council

Date:
March 2020

Page 229





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Contents

1. Introduction	4	4. Issues and Opportunities for Enhancement	42
1.1 Summary	4	4.1 Car Parking and Traffic	42
1.2 Conserving Tendring's Heritage	5	4.2 Shop Frontages	43
1.3 Purpose of Appraisal	6	4.3 Loss of Architectural Details	44
1.4 Planning Policy Context	6	4.4 Unsympathetic Additions	44
2. Thorpe-Le-Soken Conservation Area	7	4.5 Inappropriate Modern Development	46
2.1 Context and General Character	7	4.6 Access and Integration	47
2.2 Location, Geology and Topography	7	4.7 Neutral Contributors	47
2.3 Historical Overview	9	4.8 Public Realm	48
2.4 Revisions to the Boundary	14	5. Management Proposals	51
2.5 Designated Heritage Assets	17	5.1 Positive Management: Short Term	51
2.6 Contribution by Key Un-Listed Buildings	20	5.2 Positive Management: Long Term	55
2.7 Heritage at Risk	25	5.3 Funding Opportunities	56
2.8 Archaeological Potential	25	6. Appendices	58
3. Assessment of Significance	26	6.1 Bibliography	58
3.1 Summary	26	6.2 Legislation, Policy and Guidance	59
3.2 Land Usage	26	6.3 Glossary	60
3.3 Character Analysis	27		
3.4 Views	37		
3.5 Local Details	40		
3.6 Beyond the Conservation Area Boundary	41		

1. Introduction

1.1 Summary

As defined by the 'Planning (Listed Building and Conservation Areas) Act 1990, a Conservation Area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Conservation area designation introduces a general control over developments affecting unlisted buildings and provides a basis for planning policies with an objective to conserve all aspects of character or appearance that define an area's special interest.

Thorpe-le-Soken Conservation Area was first designated by Tendring District Council in October 1969 and extended in November 1988. The special quality of Thorpe-Le-Soken Conservation Area derives from its wealth of historic buildings lining the High Street, which was fully established by the medieval period. Beyond the High Street, the village developed in connection with the medieval core and are included due to the intrinsic interest of their buildings. The Area contains a wealth of mature trees which contribute to the character and appearance of the Conservation Area.

Tendring District Council appointed Place Services to prepare a Conservation Area Appraisal. The document is provided as baseline information for applicants to consider when designing or planning new development within the Conservation Area or its setting.

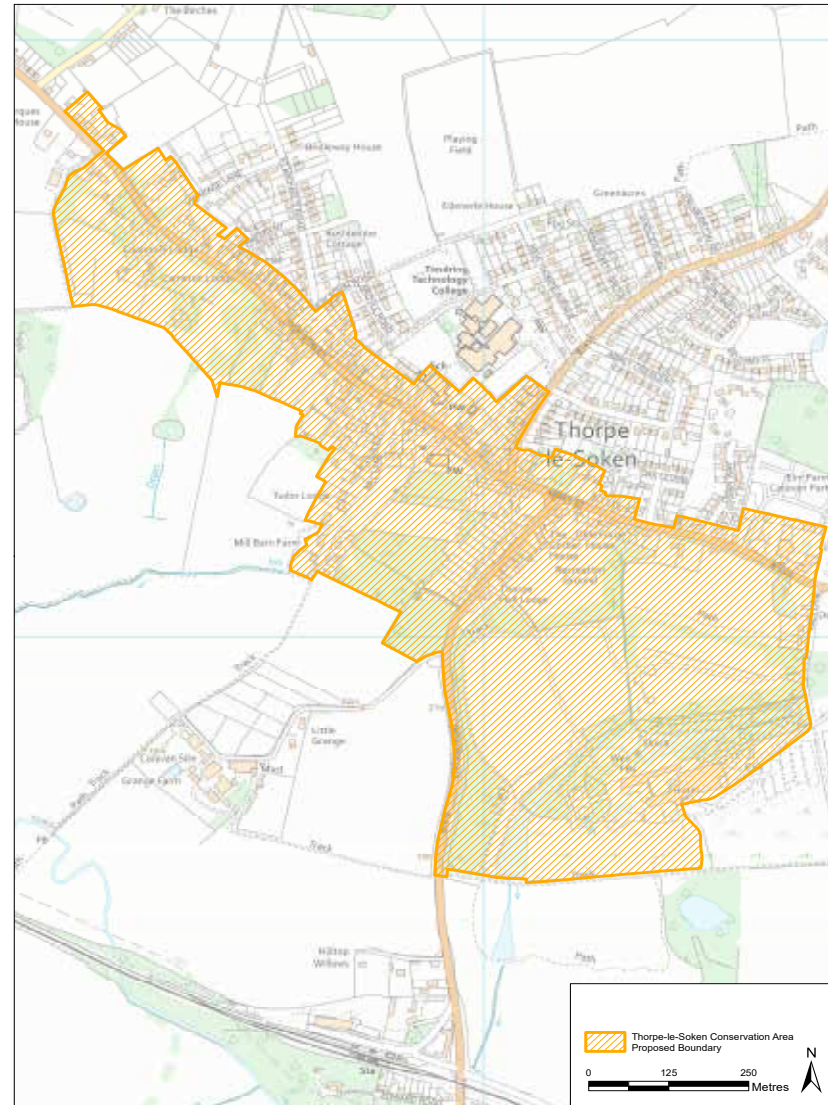


Figure 1 Conservation Area within its wider context

1.2 Conserving Tendring's Heritage

This report provides an assessment of the historic development and character of Thorpe-le-Soken and outlines its special interest. The appraisal will also consider the significance of heritage assets and the contribution that these, along with their setting, make to the character of the area. The understanding of significance will be used to assess the susceptibility of the Character Areas to change, highlighting key assets of importance.

This assessment will consider how different Character Areas within Thorpe-le-Soken came to be developed, their building styles, forms, materials, scale, density, roads, footpaths, alleys, streetscapes, open spaces, views, landscape, landmarks, and topography. These qualities can be used to assess the key characteristics of each area, highlighting potential impact future developments may have upon the significance of heritage assets and the character of Thorpe-le-Soken. This assessment is based on information derived from documentary research and analysis of the individual character areas.

The National Planning Policy Framework (NPPF) highlights good design as one of twelve core principals of sustainable development. Sustainable development relies on sympathetic design, achieved through an understanding of context, the immediate and larger character of the area in which new development is sited.

This assessment follows best practice guidance, including Historic England's revised Historic England Advice Note 1 for *Conservation Area Appraisal, Designation and Management* (2019) and *The Setting of Heritage Assets* (2017).



Figure 2 Church of St Michael



1.3 Purpose of Appraisal

This document should be used as a baseline to inform future change and design with regard to the sensitivities of the Historic Environment and its unique character. It is expected that applications for planning permission will also consult and follow the best practice guidance outlined in the bibliography.

Applications that demonstrate a genuine understanding of the character of a Conservation Area are more likely to produce good design and good outcomes for agents and their clients. This Appraisal will strengthen understanding of Thorpe-le-Soken and its development, informing future design.

1.4 Planning Policy Context

The legislative framework for conservation and enhancement of Conservation Areas and Listed Buildings is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (HMSO 1990). In particular section 69 of this act requires Local Planning Authorities to designate areas which they consider to be of architectural and historic interest as Conservation Areas, and section 72 requires that special attention should be paid to ensuring that the character and appearance of these areas is preserved or enhanced. Section 71 also requires the Local Planning Authority to formulate and publish proposal for the preservation and enhancement of these areas. National planning policy in relation to the conservation and enhancement of heritage assets is outlined in chapter 16 of the Government's National Planning Policy Framework (DCLG 2019).

The Thorpe-le-Soken Conservation Area is located within Tendring District. Local planning policy is set out in the Tendring District Council Local Plan (2007). Saved policies which are relevant to heritage assets include:

- QL9 – Design of New Development
- QL11 – Environmental Impacts and Compatibility of Uses
- EN1- Landscape Character
- EN17- Conservation Areas
- EN18- Fascia and Shop Signs in Conservation Areas
- EN18 (a) and (b)- Advert Control within Conservation Areas
- EN20- Demolition within Conservation Areas
- EN21- Demolition of Listed Buildings
- EN22- Extension and Alterations to Listed Buildings
- EN23- Development within the Proximity of a Listed Building
- EN25- Satellite Dishes on Listed Buildings and in Conservation Areas



2. Thorpe-Le-Soken Conservation Area

2.1 Context and General Character

Thorpe-le-Soken is situated in Tendring district in the north east of Essex. Two principle thoroughfares determine the layout of Thorpe-le-Soken; B1414 that runs north from Clacton-on-Sea to Harwich and the B1033 that runs parallel from Frinton-on-Sea to Weeley. The Conservation Area comprises of the historic High Street and includes the historic Park and Garden of Thorpe Hall.

The roads entering the Conservation Area are lined with mature trees and grass verges, particularly from the north-west, which provide a fluid transition from the rural surroundings into the Conservation Area. Thorpe-le-Soken is largely residential with a historic village core concentrated along the High Street, this contains a fine stock of historic buildings of different periods. Two Character Areas have been identified; the village core which has a tight grain of historic buildings of a modest scale, generally no more than two storeys in height, and Thorpe Hall which encompasses the Thorpe Hall Registered Park and Garden as well as the surrounding fields and historic access route of Hall Lane. Each Character Area will be addressed in detail in section 3.3. There are 22 listed buildings in the Conservation Area with many more making a positive contribution to the character and appearance.

Thorpe-le-Soken has maintained much of its historical character through the retention of traditional building materials, including red brick, render and plain tile roofs. As well as the prevalent wealth of historic architectural detailing, including bay windows, prominent door architraves, quoins and other brick detailing. Gaps in the building line provide sky gaps and views out to the surrounding countryside also contribute to the character of the area.

Whilst this appraisal focuses upon the area defined within the Conservation Area boundary it is important that consideration is given to those aspects of the wider environs and setting which contribute to its significance.

2.2 Location, Geology and Topography

The bedrock at Thorpe-le-Soken is clay, silt and sand of the Thames riverine deposit group. This sedimentary bedrock was formed approximately 34 to 56 million years ago in the Palaeogene Period. The sediments are marine in origin and comprise coarse to fine-grained slurries and debris that would have flowed from a river estuary into a deep-sea environment, forming graded beds.

Thorpe-le-Soken stands on a ridge of high ground running from north west to south east, between the sea at Hamford Water and the Holland Brook. The B1414 crosses the High Street at a staggered cross road. The crossroad is located at the centre of the Conservation Area from which the historic village core fans out to include the High Street to the west, Landermere Road to the North, Station Road to the South and extends southeast to include Thorpe Hall Park and Garden. There are some glimpsed views of the wider landscape between buildings and mature trees and planting. The location of the village within a rural landscape can be readily understood and this is an important aspect of the Conservation Area's setting.

Both Thorpe and Kirby-le-Soken to the east have expanded considerably in size. The early twentieth century garden at Thorpe Hall is a Registered Park and Garden and is included within the Conservation Area boundary. The Thorpe-le-Soken Conservation Area is situated within the Parish of Thorpe-Le-Soken, which according to the 2011 census, had an estimated population of 2034.



2.3 Historical Overview

Thorpe-le-Soken has its roots in the medieval period though archaeological evidence for prehistoric occupation has been identified in and around the Conservation Area.

Prehistory: Palaeolithic to Iron Age

Thorpe-le-Soken's location on high ground and not far from the Essex coast provided an ideal place for occupation with easy access to the intertidal zone for early settlers. Palaeolithic flint tools have been recovered from the area of Thorpe le Soken though none can be accurately recorded as being located within the Conservation Area boundary. In terms of later prehistoric occupation, aerial photographic evidence records a double ring ditch within the grounds of Thorpe Hall within the Conservation Area and later occupation is also evident in the surrounding area outside the boundary.

Roman

There is evidence of Roman activity immediately adjacent to the Conservation Area at Thorpe Hall where excavation identified ditches, gullies and pits associated with settlement, possibly a nearby farmstead.

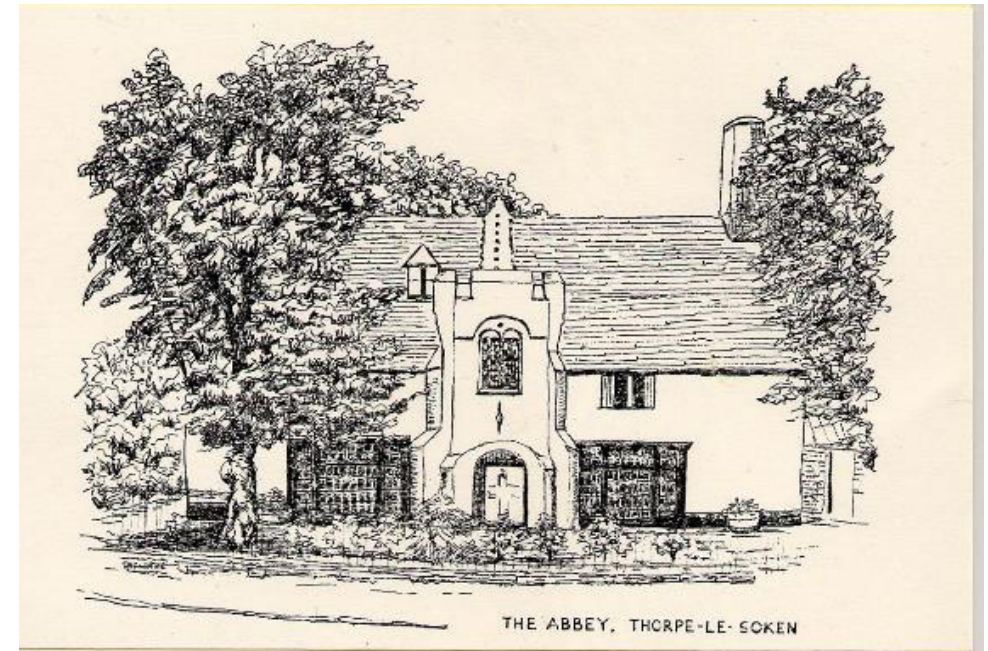


Figure 3 The Abbey dating to the sixteenth century (ECC Archives I/Mb 354/2/1)



Figure 4 Chapman & Andre map 1777

Saxon and Medieval

In the late Saxon period, Thorpe-le-Soken formed part of 'The Sokens' which was later split into Kirby and Thorpe-le-Soken, and Walton-on-the-Naze. The suffix 'le-Soken' has Danish origins, which indicates a Viking presence in the area. The Domesday Book (1086) records 'The Sokens' as Aelduluesnasa which was owned by the Canon of St Paul's Cathedral before and after 1066. Thorpe-le-Soken did not become a separate manor until 1222. Fragments of Anglo-Saxon pottery have been recovered from the grounds of the earlier manor house. The manor house survived until the early nineteenth century when the majority of it was demolished and altered by J. M. Leake in 1822.

In the medieval period the area to the south along the Holland Brook lay within the Gunfleet Estuary. The tidal estuary extended inland from Frinton and Clacton possibly as far as Weeley and small boats may have been able to venture as far upstream as Thorpe-le-Soken.

The medieval village, which was centred along the High Street, is evident today in the core of the existing village containing the Parish Church of St Michael, the guildhall and several timber framed properties, all of which are listed. The church, built in the sixteenth century, was later rebuilt in the nineteenth century. The guildhall, dating to the fifteenth century, now survives as the Bell Hotel and provides evidence of the settlement as a centre of commerce during the medieval period. The Abbey is an example of a high-status house, built in the mid-sixteenth century with an ornate frontage comprising a two-storey porch to the centre front with diagonal buttresses and a crenellation parapet and original chimney. The surrounding area retained its historic dispersed settlement pattern; small clusters of houses at Kirby and Thorpe Green and a wider landscape of isolated manors and farms.

Post Medieval

The settlement of Thorpe-le-Soken continued to grow gradually as a linear settlement during the post-medieval period, extending from the High Street along both Landermere Road and Clacton Road. Some high-status properties indicate a degree of continued wealth and prosperity of the settlement, including Comarques and the vicarage, both at the eastern end of the village, which date from the eighteenth and nineteenth centuries.

The arrival of the railway station in 1867 at Thorpe Maltings resulted in the further expansion of the settlement and though the station was located over half a mile away to the south of the village, the railway widened the connectivity and economic possibilities of the villagers. Coinciding with the new railway connection, new places of worship were built in the early nineteenth century, including the Baptist and Methodist chapels, as well as a Police Station and Magistrates Court on the edge of the settlement, while restoration of the medieval churches of Thorpe, along with its neighbours Kirby and Great Holland occurred at this time. A mill complex is evident on the 1875 map at the southern end of Mill Lane.

By the 1830s Thorpe Hall had been rebuilt by Mark Graystone Thompson, for John Martin Leake, as a small Georgian-style villa and included a stable yard, a gardener's cottage, a small barn, and a walled kitchen garden. It was sold in 1913 to Julian Byng, later Baron Byng, whose wife laid out new gardens and landscaping surrounding the Hall.

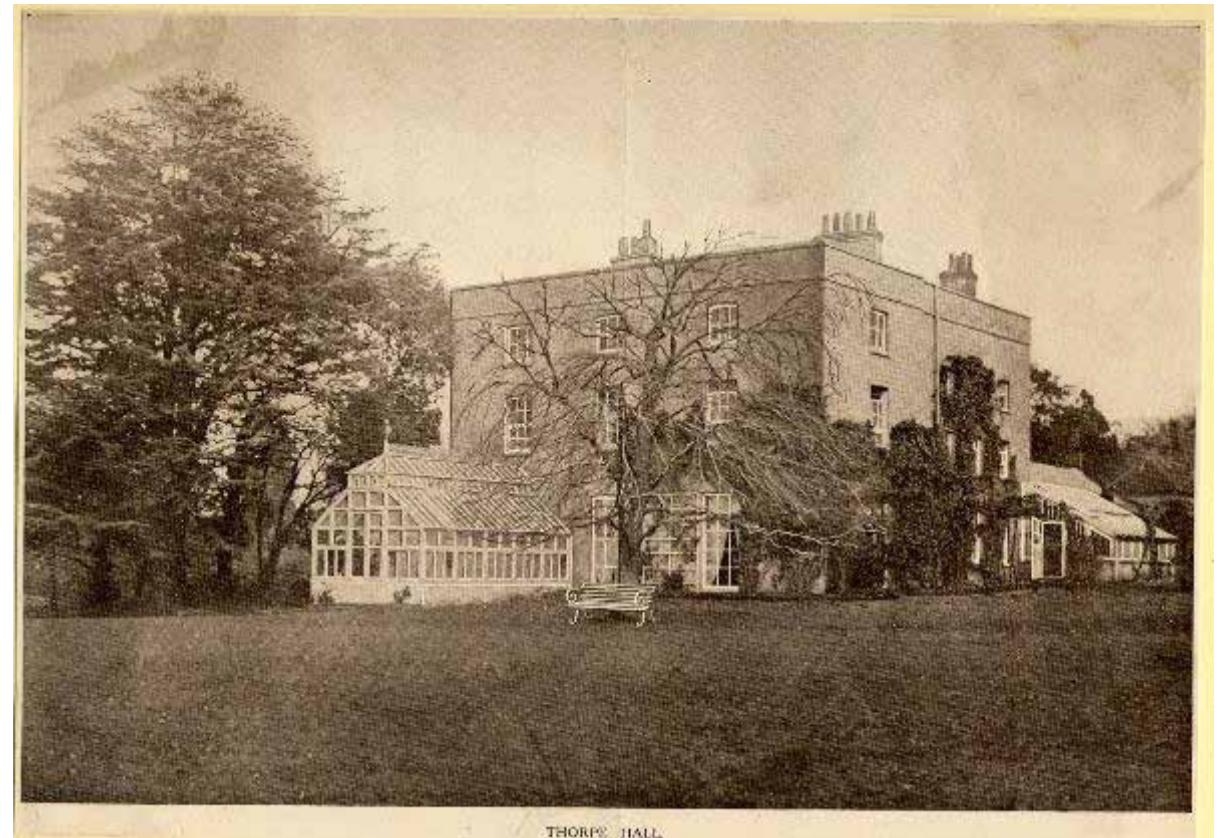


Figure 5 Photograph of Thorpe Hall, Thorpe-le-Soken (ERO IMb 354-1-4)



Figure 6 OS Map 25 Inch 1892-1913

Modern

Development within Thorpe-le-Soken increased into the early twentieth century, especially to the north and southeast along Landmere Road. A number of cottages were built within the Conservation Area after World War One and this was followed by the introduction of ‘plotland style’ development to the north of the Conservation Area. Plotland development occurred in Essex in the early twentieth century, this included the selling of small rural plots of land. Buyers were then allowed to build cottages, holiday bungalows or run the plot as a smallholding. The plotlands at Thorpe-le-Soken that were constructed during the inter-War years still remain but have been infilled with modern housing. During the First World War Major-General Byng, the owner of Thorpe Hall, was in command of the British Forces in Egypt. His wife Evelyn placed Thorpe Hall at the disposal of the British Red Cross, and it operated as an Auxiliary Hospital. A War Office List dated 1915 described the Auxiliary Hospital at Thorpe Hall with the “The Hon. Lady Byng, as Commandant” and stated the number of occupied beds being quoted as being between thirty-three and forty.¹

A “New Town” expansion projected was also proposed in the early twentieth century but it was never completed. A grid of streets was proposed to the north east of the High Street, to be accessed by the road still know as New Town Road. In the event, only part of the New Town layout was realised, with parallel roads off Landmere Road (the B1414 to Harwich). Later and more piecemeal development was carried out on the south east side of Landmere Road and on the northern side of Frinton Road.

¹ Great War British Home Hospitals <https://greatwarhomehospitals.wordpress.com/home/thorpe-le-soken-thorpe-le-soken-auxiliary-hospital/> Accessed 28/02/2020



Figure 7 Photograph of Mitchell's Cash Stores, Thorpe-le-Soken now 'Tesco' (ERO I/Mb 354/1/3)

Wartime defensive structures were built within Thorpe-le-Soken including defensive road barriers, though these have since been demolished. An ammunition shelter west of the church is still extant. During the Second World War Thorpe Hall was occupied by the Ministry of Defence, again as a hospital. It was later sold in 1988. The hall built for John Martin Leake was demolished and replaced by a modern spa building which was completed in 2010.



Figure 8 Thorpe Hall in the early to mid-twentieth century (Home Hospitals, courtesy of Heather Anne Johnson)

Parts of the existing garden at the Hall have been incorporated into the new landscape design of the existing Lifehouse Spa Hotel, which now occupies the site. The Hall's ornamental lakes also survive and are depicted on the Tithe map of 1842 and are probably earlier. The gardens of the former Hall are protected as a Grade II Registered Park and Garden (List UID: 1000521).

2.4 Revisions to the Boundary

Thorpe-le-Soken Conservation Area was first outlined in 1969, it was later extended in 1988 and has remained unchanged since. As part of this review, the Conservation Area boundary has been revised to reflect changing methodologies of good practice and provide a clearer strategy which acknowledges the practicalities of Thorpe-le-Soken's unique built environment and its special interest.

Proposed Boundary Extensions

This assessment has proposed to extend the boundary to the north west to include the dwelling of Culver House and the Coach House and adjacent property boundary. These nineteenth century buildings are located on the periphery of the historic settlement, on the point of transition from the village to the countryside. Both buildings have an aesthetic value that would be a beneficial contribution to the character of the Conservation Area and the brick-built boundary wall fronting the Colchester Road also contributes to the character of the area. Culver House retains its original sash windows and door surround, while the Coach House, though modified, has a decorative barge board and a timber louvered lantern on its slate roof.

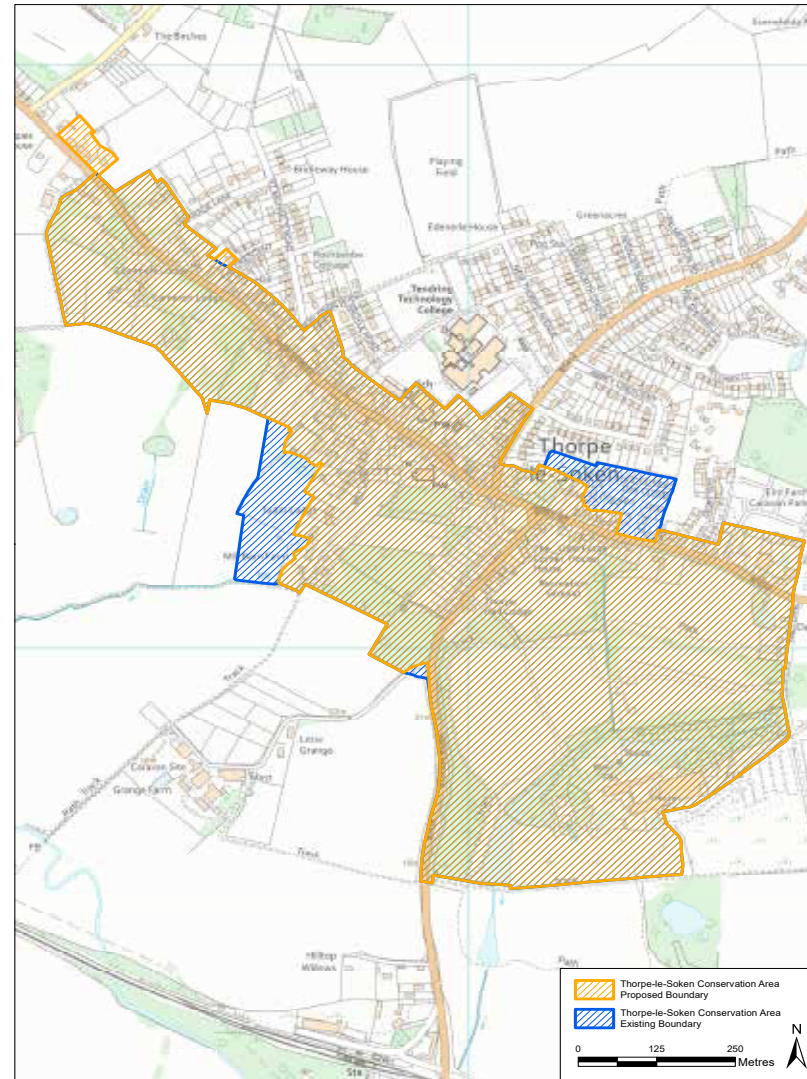


Figure 9 Map showing Boundary Changes of Conservation Area

It is also proposed that the boundary to the north should extend a short distance along the west side of The Crescent to include Bloomfield Lodge. This property retains its original architectural features and its inclusion within the boundary would make a positive contribution to the character of the Conservation Area. The building is early twentieth century in date and probably represents the initial stages of the New Town expansion that was proposed for Thorpe-le-Soken, but never fully realised. The bungalow has an aesthetic quality and a highly crafted joinery to its front porch and windows.

Proposed Boundary Reductions

To the south of the High Street and to the west of Mill Lane, it is proposed to consolidate the boundary to follow the rear boundaries of the properties along the High Street down to the bowling green and to remove the triangular piece of agricultural land, so the boundary follows the existing plot edges. The open green fields from within the Conservation Area boundary have been removed as they make a significant contribution to the setting of Thorpe-le-Soken as an isolated, rural settlement, but lack the special historic interest and character deserving of Conservation Area status.



Figure 10 Culver House



Figure 12 Broomfield Lodge



Figure 11 The Coach House



Figure 13 Open fields to the west of properties on Mill Lane



Figure 14 The Lifehouse Spa car park



Figure 15 Oak Close

The contribution this land makes to the setting of the Conservation Area will not be diminished through its removal from the boundary. The exclusion of this open space would help to consolidate the protection of the nearby areas that have a special historic interest and character, whilst providing a clear area of setting, with an agrarian character.

The views across this open setting are an important factor in allowing the Conservation Area to be experienced and appreciated. The modification of the boundary is proposed to exclude the car park that serves the Lifehouse Spa. The car park does not form part of the Thorpe Hall Registered Park and Garden and it does not make a positive contribution to the historical or architectural merit of the Conservation Area.

The removal of the modern housing development at Oak Close is proposed, these properties are of little historical significance and make little contribution to the area's special interest. The alterations to the boundary of the Conservation Area will provide a more definitive and rational boundary. It will create a robust conservation area boundary and improve an understanding of its setting.



2.5 Designated Heritage Assets

Conservation Area Designation History

Thorpe-le-Soken Conservation Area was first designated on 2nd October 1969, principally to protect the wealth of historic buildings lining its sinuous main street. Included in the original boundary were properties with open plots to the south of the High Street and a small area of woodland to the south of Sy Michael's Church. The churchyard, burial ground and woodland covering an area of 4.08 hectares is also designated as a County Wildlife site known as Thorpe Greens and managed by the Parish Council. In 1988 the Conservation Area boundary was extended to include the grounds and surviving buildings at Thorpe Hall. A Conservation Area Appraisal document was written and adopted in March 2006. However, the protection offered by Conservation Area designation and the Grade II Listing of the Registered Park and Garden of Thorpe Hall, did not prevent the demolition of Thorpe Hall in 2010.

There are twenty-two listed buildings and one Registered Park and Garden located in the Thorpe-le-Soken Conservation Area. There are four Grade II* listed buildings and eighteen Grade II listed buildings. There are no Scheduled Monuments in the Conservation Area.

Grade II* listed buildings:

- The Abbey (List entry: 1322618)
- The Bell Hotel (List entry: 1112112)
- Parish Church of St Michael (List entry: 1147716)
- Comarques (List entry: 1112108)

Grade II listed buildings:

- Police Station (List entry: 1380567)
- Thorpe Baptist Church (List entry: 1147653)
- Loblollies (List entry: 1112110)
- Nos 1 and 2 Church Cottages, Trinity Byegones and 'The Granary' wholefood store (List entry: 1322622)
- Mill House (List entry: 1112111)
- The Oaks Restaurant and The Old Bakehouse (List entry: 1147697)
- Le Soken Antiques (List entry: 1322621)
- Ashdon And Homeleigh (List entry: 1308410)
- Green Stead (List entry: 1112078)
- Hawthorns (List entry: 1112109)
- The Old Vicarage (List entry: 1322619)
- Mill Barn Farmhouse (List entry: 1322624)
- Elm Farmhouse (List entry: 1147615)
- Tortworth (List entry: 1147822)
- Bowling Green Cottage (List entry: 1112115)
- Ivy Cottage (List entry: 1147779)
- Oakley House (List entry: 1112113)
- The Trossachs (List entry: 1147774)



Figure 16 Designated assets map

Thorpe Hall Registered Park and Garden. Grade II (List UID: 1000521).

The manor of Thorpe was in ecclesiastical ownership until the Dissolution of the monasteries (1539), when it was granted by the Crown to Sir Thomas Darcy in 1551. The estate passed through various owners until John Martin Leake rebuilt the Hall as a small Georgian-style villa in 1822. There is a long history of gardens existing on the site of Thorpe Hall. A series of garden compartments are recorded as accompanying the house leased to William Gorsuch in 1802, while the lakes which form the centrepiece are shown in existence on the Tithe map of 1842 and are probably earlier. Although Chapman and Andre's county map of 1777 is at too small a scale to record the lakes, accounts of a fire in 1769 suggest that water from a fishpond within five rods of the mansion made it possible to save the Hall.²

In 1913 Lady Byng, wife of Julian Byng, later first Baron Byng of Vimy, laid out new gardens, elements of which survive today. She received advice from Robert Wallace, a landscape gardener from Colchester. Lord Byng died in 1934 and his wife remained at the Hall until her own death in 1949. During the Second World War the Hall was occupied by the Ministry of Defence.

² Historic England Thorpe Hall. <https://historicengland.org.uk/listing/the-list/list-entry/1000521>. Accessed 28/02/20

On her death, Lady Byng left the estate to her companion, who in 1951 sold it to Sir George Nelson for use as a Lady Nelson Convalescent Home for employees of English Electric. It remained as such until 1988, run by the Electrical and Electronics Industries Benevolent Association, when it was sold to the Ryan Group. It was demolished in 2010 by Tangram Leisure.



Figure 17 Views within Thorpe Hall Registered Park and Garden

2.6 Contribution by Key Un-Listed Buildings

There is currently no list of buildings and features of local historical and/or architectural interest in Tendring District. The following buildings are considered to make a positive contribution to the area's historical and architectural significance. These should be considered for local listing and are currently considered non-designated heritage assets with regard to the NPPF.

- Coolmore Lodge, High Street
- Vistan, High Street
- The Rose and Crown Public House, High Street
- Cottage Pye and Aston, High Street
- Holbys Row, High Street
- The Dutch Gable, High Street
- Orchard Cottages, High Street
- The Limes, High Street
- The Furze, High Street
- Suffolk House, High Street
- Red House, High Street
- Primary School, High Street
- Harry's Bar, High Street
- Langley House, High Street
- Thatch Cottage, Mill Lane



Figure 18 Coolmore Lodge



Figure 19 Vistan



Figure 20 The Rose and Crown Public House



Figure 21 Cottage Pye and Aston



Figure 22 Holbys Row



Figure 23 The Dutch Gable



Figure 24 Orchard Cottages



Figure 25 The Limes



Figure 26 The Furze



Figure 27 Suffolk House



Figure 28 Red House



Figure 29 Primary School



Figure 30 Harry's Bar



Figure 31 Langley House



Figure 32 Thatch Cottage



Figure 33 Remains of Old Mill

- Remains of Old Mill, Mill Lane
- Kirk View and Donnington Cottage, High Street
- Rolph House, High Street
- Three Steps, Landermere Road
- 23 Landermere Road
- Ivy House, High Street
- Charfield, The Square
- Ashtree and No. 1-10, Station Road
- Field Mouse Cottage, Abbey Street
- 1 and 2 Ivy Cottages, Abbey Street
- Bell Cottage and Lynton, Abbey Street
- Wild Goose Studio, Abbey Street



Figure 34 Donnington and Kirk Cottage



Figure 35 Rolph House



Figure 36 Three Steps



Figure 37 Landermere Road



Figure 38 Ivy House



Figure 39 Charfield



Figure 40 Station Road Dwellings



Figure 41 1 and 2 Ivy Cottages



Figure 42 Bell Cottage Lynton



Figure 43 Wild Goose Studio



2.7 Heritage at Risk

There are no buildings within the Conservation Area included on Historic England's Heritage at Risk Register. The Heritage at Risk Register includes historic buildings and sites at risk of being lost through neglect, decay or deterioration. It includes all types of designated heritage assets (although only Grade I and Grade II* listed buildings are assessed), including conservation areas, and the aim of the Register is to focus attention on those places in greatest need.

The Heritage at Risk Register includes historic buildings and sites at risk of being lost through neglect, decay or deterioration. There are no individual buildings on the At Risk Register. However, the Thorpe-le-Soken Conservation Area is on the Heritage At Risk Register. HE has identified the overall condition of the area is fair, however, the area is highly vulnerable and with a deteriorating trend. Negative impact can have an adverse effect upon the way the community experience and how they feel about the area. By identifying and redressing the main threats to the Conservation Area it will help protect their historic and architectural character³.

³ <https://historicengland.org.uk/advice/heritage-at-risk/conservation-areas-at-risk/>

2.8 Archaeological Potential

Within the Conservation Area archaeological activity is recorded from aerial photographic evidence as cropmark features around Thorpe Hall, including a possible prehistoric ritual monument, field boundaries and extraction pits of unknown dates. Abutting the Conservation Area and within the immediate area further cropmark features, including a small group of ring ditches, indicate continuation of agricultural and possible prehistoric activity. Archaeological investigations immediately adjacent and surrounding the Thorpe-le-Soken Conservation Area have demonstrated good survival of archaeological remains from the Roman, early medieval and post-medieval period. At Thorpe Hall the proximity of the excavations to the Conservation Area boundary suggest it is highly likely that further evidence for Roman settlement activity is likely to extend into the Conservation Area. The excavations also revealed some loss of features identified through cropmark evidence probably through agricultural practices such as deep ploughing.

Medieval and later settlement evidence is more likely to be sited along the street frontage, the backyard areas may also contain evidence for ancillary activity, such as wells, cess-pits, yards and middens, as well as small-scale industrial activity. Above ground historic garden features survive within the grounds of Thorpe Hall and are protected as a designated monument, there is potential for further remains associated with the landscaping of Thorpe Hall to survive below ground.

The soils within the Conservation Area are likely to be acidic in places and not beneficial to the survival of bone or organic material, however excavations at Thorpe Hall have demonstrated good survival of pottery, ceramic material and metal.

3. Assessment of Significance

3.1 Summary

The special interest of the Conservation Area is derived from its development as a medieval village with its ribbon development along the High Street still evident today, its high density of quality historic buildings of different periods, and rural village character. Within the Conservation Area, a substantial amount of the village’s built heritage has survived and evolved through complex growth and regeneration. Its historic buildings make an important contribution to the character, significance and special interest of the Conservation Area.

3.2 Land Usage

Commercial use of the area is concentrated in the village core along the High Street which is book ended by two pubs; The Bell Inn to the east and the Rose and Crown to the west. Beyond this core the land use is predominantly residential and includes buildings that serve the residents of the Thorpe-le-Soken, such as St. Michael’s Church and Rolph Church of England Primary School. To the southwest of the Conservation Area is Thorpe Hall Park and Garden, which is the former site of Thorpe Manor. This site now contains Lifehouse Spa and Hotel and the wider landscape is enjoyed as a garden and pleasure grounds.

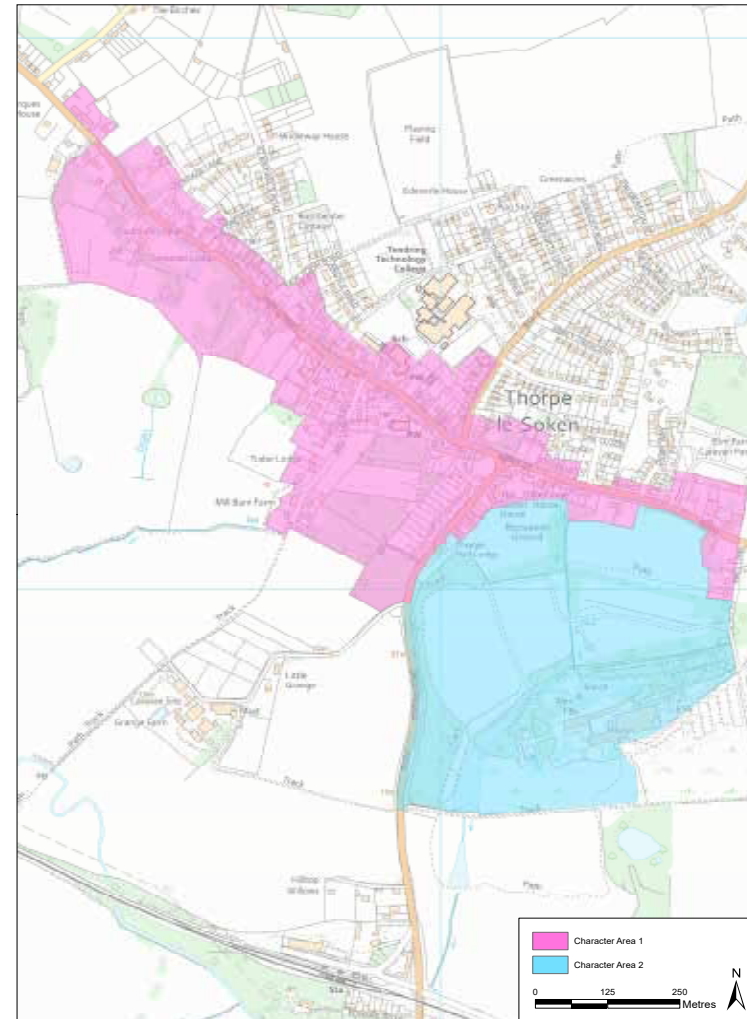


Figure 44 Map showing Character Areas

3.3 Character Analysis

The Conservation Area has been divided into two Character Areas. This sub-division acknowledges the differing functions, building stock and scale

1 The Village Core

The boundary of this Character Area is parallel to the High Street and along the rear of existing property boundaries from the Grade II listed Old Vicarage and terminating at Elm Farmhouse. It extends to include the two properties on the west side of The Crescent including Mill Lane and Station Road as well as the west side of Landermere Road as far as the police station. This character area contains the wealth of Thorpe-le-Soken's historic buildings dating from the fifteenth century to twenty-first century, providing an eclectic mix of architectural features that contribute to the character and appearance of the Conservation Area.

Layout

Thorpe-le-Soken High Street runs east to west and is intersected by the B1414 (Station Road to the south and Landermere Road to the north). This road layout is illustrated on the 1777 Chapman and Andre Map of Essex (Figure 5). The building layout is tightly grained between the Rose and Crown pub and the Grade II*

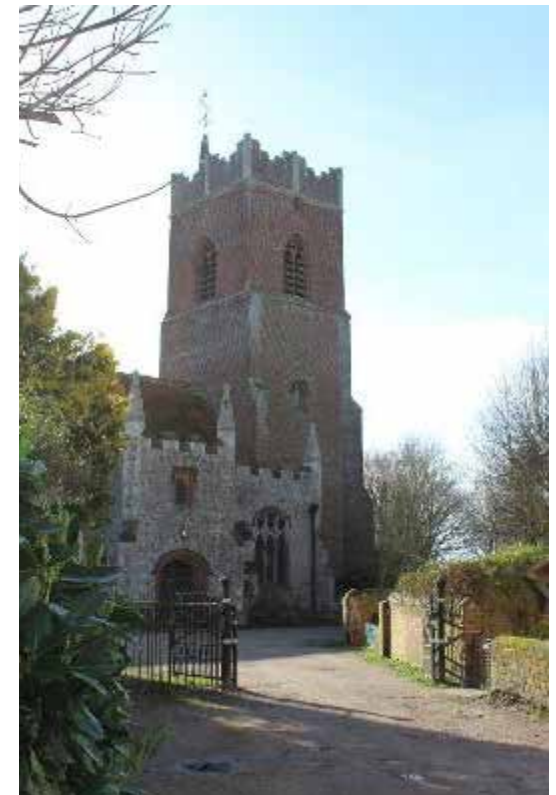


Figure 45 Views of Village Core Character Area with St Michaels Church



listed Parish Church of St Michael and forms the earliest element of Thorpe-le-Soken. Either side of this core, including Landermere Road and Station Road, are low density residential properties that front the street. Mill Lane, which is a side road of the High Street to the south, is more rural and verdant in appearance; most properties are detached, set on larger plots with front garden planting and views out to the surrounding open land. The positioning of Grade II listed Elm Farmhouse, on the outskirts of the village, contributes to an understanding of the historic agricultural land use surrounding the Conservation Area. The strong verdant views from Elm Farmhouse into the Conservation Area add to the appreciation of Thorpe-le-Soken's rural context. However, its agrarian setting has been compromised by the infill of modern development.

Building materials

There is variation in the building materials used throughout this character area which reflects the historical development of the village from the fifteenth century to present day. The most commonly used building materials are red brick and red clay roof tiles are most prominent on the tower and porch of Parish Church of St Michael's are mirrored throughout the area. Painted brick is also commonly seen throughout the area which provides a variety of texture and appearance. There are several rendered houses within the village core such as The Trossachs, The Mill House and Norfolk House which break up the use of red brick and are complimentary to the High Street's appearance. Timber framed buildings are common with many concealed behind later brick facades or render. There are some examples of exposed timber framing. Le Soken Antiques is a sixteenth century timber framed and plastered building with some exposed framing and weather boarding and it also makes a positive contribution to the area.



Figure 46 Building Material Palette

Figure 48 The Limes



There are some striking nineteenth century buildings, some with Dutch gables and fine chimney stacks and pots. A modern extravagant chimney can be found on a new building on New Town Road, where the architect has successfully referenced examples of nineteenth century chimney styles within Thorpe-le-Soken. There are early twentieth century dwellings which are Arts and Crafts in architectural style, with detailed timber joinery and stained-glass windows and these are located towards the north-western end of the Conservation Area. Towards the centre of the Conservation Area fine examples of historic timber joinery can be seen including the bay windows of former shops, elaborate door surrounds and many original and historic sash windows.



Figure 47 The Old Vicarage

The Limes shares a similar material palette to the materials used in The Old Vicarage which is a Grade II listed property in gault and red brick in Flemish bond and roofed with slate. Each are distinctively different in scale and materials to other properties in the Conservation Area. The Limes is not listed; however, it has been identified as building that makes a positive contribution to the area. It's differing use of materials makes it an attractive and interesting focal point of the High Street.

Boundary treatments

Many buildings along the High Street front directly onto the pavement edge but others have small front yards or parking areas. Red brick walls laid in Flemish bond are a common boundary treatment within this area which strengthens local character. Low metal railings painted black and timber picket fences are also common features within the street scene. The uniformity of detailing and materials of front boundary treatments throughout the area contributes to the area's character and significance. There are examples within the Conservation Area where brick wall boundaries have been removed to accommodate a front parking space and this has a detrimental impact on the area's character and appearance. The removal of boundary treatments to accommodate parking should be resisted as this removes an attribute of the Conservation Area that contributes to its significance.



Figure 49 Flemish bond brick-built boundaries contribute to the character of the Conservation Area



Figure 50 Fences are common in the Conservation Area's periphery, though post and panel fences do not make a beneficial contribution to the character



Figure 51 Steel railings outside a recent development on the High Street have a detrimental impact on the character of the Conservation Area

Timber fences and hedges are a common feature in the peripheral areas of the Conservation Area. Some of the fences are more intricate and make a beneficial contribution to the character of the area. Close-boarded panels and concrete post fences are also used and these make a less beneficial contribution. A set of galvanised steel railings has recently been introduced into the Conservation area, fronting a modern development on the High Street. Their modern, untreated finish is incongruous within the streetscape.

There are good examples of iron work at The Abbey and Comarques; the design, scale and detailing of these boundary treatments indicate the building's status. The fringes of the village core, including Mill Lane, Station Road, Landermere Road, Frinton Road and Hall Lane, have boundary treatments that are indicative of the separation from the denser layout of the High Street to a looser grain, with properties set back from the road, grass verges and increased density of mature trees lining the road. Boundary treatments along The Crescent, Mill Lane and Hall Lane are more reflective of a rural character.

Open space

The Crown pub car park provides an open and unobstructed view to the Grade II listed Baptist Church, this open space is significant as the Baptist Church forms a focal point of the Village Core. There are open green spaces within this Village Core Character Area, mainly located behind the principal building line of the High Street and around Mill Lane. There is an approach towards the Church and High Street through the woodland of Thorpe Greens Country Wildlife site, where the woodland gives way to an open field and the churchyard.

The Conservation Area becomes more open in character along Mill Lane, which runs to the south of the High Street. To the east of Mill Lane, the Church is a prominent visible landmark and access can be gained into its churchyard and the Thorpe Greens Country Wildlife site. To the west of Mill Lane, beyond the property boundaries, there is an area of open fields which contribute to the rural setting of this part of the Conservation Area.



Figure 52 The Abbey



Figure 53 The Baptist Church viewed from the High Street



Figure 54 The church from the open land to its south



Figure 55 Fields to the west of Mill Lane

2 Thorpe Hall and Hall Lane

The character of this area is comprised of the land of, and surrounding, Thorpe Hall Registered Park and Garden. Although Thorpe Manor has been demolished, the site remains significant due to the rich history of the landscape. The significance of this Character Area derives from it being the former site of a locally significant private residence and its designed landscape, elements of which remain today. The garden and grounds of Thorpe Hall were once a reflection of the status and wealth of its owners and occupiers and though the Hall is gone, the legibility of its landscaped surroundings survives.

Hall Lane has been included in this character area as it forms one of the historic entrances to Thorpe Hall and therefore provides an indication of how this land was used.

The Registered Park and Garden is roughly twelve hectares in size and bounded to the west by Station Road, to the south by a public footpath bordering arable land, to the east by farmland and Hall Lane, and to the north by the gardens of houses fronting Frinton Road. The main approach to the park is currently from an entrance on the southern side of Frinton Road, via Lifehouse Drive.



Figure 56 Grounds of Thorpe Hall



Figure 57 The original gated entrance and lodge to Thorpe Hall on Station Road



Figure 58 The largest lake at Thorpe Hall Registered Park and Garden, the Lifehouse Spa building is in the background

A second route into the park, via a public footpath, also runs from Frinton Road southwards along Hall Lane. The historic main drive to the site of the Hall forms the third access to the park and this approached the Hall from the north-west, off the northern end of Station Road. The entrance still exists with a substantial mid-twentieth century lodge, though the original gate posts are removed.

To the south and west of the modern spa building, pools and formal gardens survive. Broad paved terrace with low red-brick walls with brick summerhouses are located to the west of the spa building and these lead to a lily pool, surrounded by trees. A second larger pool fed by a stream is situated to the west of the lily pool.

Layout

Thorpe Hall character area is located to the south east of Conservation Area. The area is bounded to the west by Station Road, a footpath and arable land to the south, to the east by Hall Lane and farmland, and bounded to the North by Frinton Road. The boundary of this Character Area follows the boundary of the Registered Park and Garden but extends north to include Hall Lane, it then runs linear along south side of Frinton Road to meet the boundary of the Park and Garden at the rear of the property on the junction of Station Road.

The Park and Garden is accessed by two verdant driveways. The first from the northern end of Station Road is accessed through gates hung on red brick piers with low rendered walls (Figure 56). This route runs east across the land until it intersects with Hall Lane. The layout of this driveway is evident of the Chapman and Andre Map of 1777 and corresponds with the driveway that appears on the 1874 OS Map. Hall Lane runs south from Frinton Road, there is vehicle access part way but the route into the Park is only accessible by foot.⁴ Lifehouse Drive is currently the main access approach to the Park and Garden which also runs south from Frinton Road and bends south west to approach the Spa building.

⁴ Thorpe Hall, Thorpe-Le-Soken – 1000521 Historic England”, Historicengland.Org.Uk, 2020 <<https://historicengland.org.uk/listing/the-list/list-entry/1000521>> [Accessed 19 March 2020].

The north of the character area is comprised of arable land divided by mature trees and shrubbery. There is a car park located on the south east of the site which serves the Lifehouse Spa & Hotel.

The immediate area around the former manor house was a skilfully planned landscape that reflected the fashions of its day, some original features still remain from the garden laid out by Lady Byng. Red brick walls and pagodas, ceramic pantiles and sunken gardens are characteristic of the gardens and these provide a Far Eastern theme to many of the structures. The area is heavily secluded by mature trees that line the road, this contributes to its significance and privacy from the principal village core.

Built form

Thorpe Hall was demolished in the early 2000s due to a deterioration in the buildings structural condition and was replaced by a spa building, completed in 2010. After the demolition of Thorpe Hall, the new spa was a departure from the earlier building and indeed, from the form, scale and materiality of any other building in the Conservation Area. The spa building is stark and unadorned, with a light grey rendered finish and modern windows with Juliet balconies. Another large building in the spa complex is yet more strikingly modern with black timber cladding and a flat roof. The loss of Thorpe Hall had a detrimental impact on the character of this part of the Conservation Area and the significance of the Registered Park and Garden. The new spa buildings failed to redress the imbalance that resulted from the loss of Thorpe Hall.



Figure 59 The footpath into the Thorpe Hall Registered Park and Garden



Figure 61 The Lifehouse Spa building and an ornamental pond



Figure 60 Ornamental garden structures within the Registered Park and Garden



Figure 62 The Lifehouse Spa and an adjacent building

Boundary treatment:

Some properties along Hall Lane have introduced substantial hardstanding and inappropriate boundary treatments which detract from the rural character of the secondary smaller lanes. Bollards and lighting along pathways are not complimentary of the character to the Registered Park and Garden. Hardstanding in the immediate area of the site previously occupied by the manor, is modern and detracts from the appearance of the Park and Garden and Character Area.

Page 264



Figure 63 Examples of Boundary Treatments

3.4 Local Details

There are several reoccurring architectural details in the Conservation Area which contribute to the area's significance. A notable and unusual feature is a 'V' shaped angled interlocking gauged brick lintel, which is a repeated architectural detail throughout the Conservation Area. It can be seen on several nineteenth century buildings and extensions to earlier buildings in the Conservation Area.

Examples of this detail can be seen on Bell Cottages, the arched entrance of Norfolk House, west flank elevation of Tortworth and Cottage Pye.

The fenestration arrangement of Cottage Pye has been altered as the entrance door is now located under the window lintel. This angled interlocking lintel details appears to be unique to the Tendering District and should be retained to maintain local distinctiveness. It may have originated with a single bricklayer, possibly employed by the Thorpe Estate. Other local detailing include quoin detailing and prominent chimneys which have also been mirrored in some modern developments, notably Abbey Gardens and rendered house east side of New Town Road notably Abbey Gardens housing development off Frinton Road and White Thorn Lodge on New Town Road. Both are a good example of appropriate development.

Curved bay windows are present throughout the High Street and at Charfield. These are indicative of their prior function as High Street shops, the majority have now been converted to residential use. Although weatherboarding is not a typical building material within the Conservation Area, there are several properties with weather boarding on side and rear elevations of properties.



Figure 64 Examples of 'V' shaped red brick lintels



Figure 65 Built Material Palette

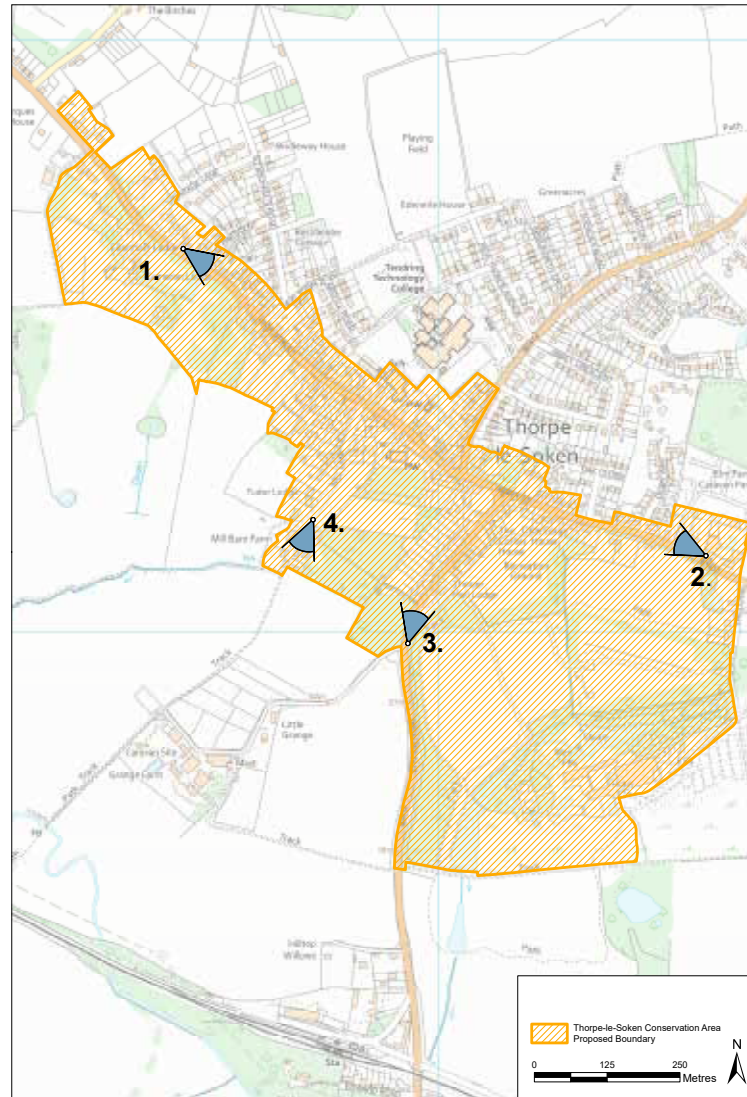


Figure 66 Map showing Key Views in the Area



Figure 67 Views in and towards the Conservation Area

3.5 Views

Key views are identified on Figure 66. The views included are a selection of key views; this list is not exhaustive and there are numerous other views of significance. Any proposals for development within the Conservation Area, or its environs, should consider the views below and any others which may be relevant or bespoke to that proposal. It should also be considered how these views alter in character between winter and summer months.

Along the High Street there are several gaps in the building line which provide views of open skies and mature trees. Outward views looking south from Mill Lane are strikingly verdant and contrast to the urban High Street, these views contribute to the appreciation of the village within a historic rural landscape. There are key views of St Michael’s Church and its prominent tower throughout the Conservation Area; most notably when travelling east or west on the B1033 into the village core. The Church is also a focal point and waymarker from footpaths in rural landscape to the south the Conservation Area. Gaps in the building line also provide glimpses of the prominent Church tower.

3.6 Beyond the Conservation Area Boundary

Thorpe-le-Soken Conservation Area also draws its significance from its setting and surrounding area, most notably from the undeveloped rural landscape that encircles the village. The setting of the Conservation Area contributes to our understanding of its development as a rural village and the influence of Thorpe Manor on the Thorpe-le-Soken's development as a settlement.

Wider Setting

The wider landscape of rural and arable farmland can be seen from several locations within the Conservation Area. It is sometimes apparent in views from within the settlement and along the High Street, where the open landscape to the south can be seen down lanes and alleyways branching off from the High Street. The surrounding arable land provides a wealth of green and open space, which makes an important contribution Thorpe-le-Soken's setting as a rural village and enhances the manner in which it is experienced and understood. The fields behind properties along the High Street and beyond Mill Lane have been identified from the Conservation Area boundary.

To the north of the Conservation Area, and outside its boundary, along the east side of Landermere Road there is a 1930s housing development. These properties are either detached or semi-detached and largely retain their original form and appearance. They are set back from the road with greener boundary treatments which signify the transition from urban settlement to the rural landscape. 47 Landermere Road is a late nineteenth century detached property; it exhibits many characteristics and qualities of the Conservation Area and makes a positive contribution to its setting. However, it is impractical to extend the boundary to include this property it due to its distance from the settlement.



Figure 68 Wider Rural Setting



Figure 69 Landermere Road

4. Issues and Opportunities for Enhancement

The following key issues have been identified and are summarised below in brief. The list is in no way exhaustive and neither are the issues identified unique to Thorpe-le-Soken with many being shared with other Conservation Areas.

There is an opportunity to generally improve the street scene and communal space within the Conservation Area. The community areas and pavements have been compromised by heavy traffic and are often crowded with parked cars. For example, the area surrounding the central Thorpe-le-Soken Village sign is dominated by hardstanding and cars parked along pavements. Cars parked on the pavement also detract from the access to the Church. Thorpe Hall Character Area is generally well maintained. There is an opportunity to improve public access to this Character Area through appropriate signage and well maintained access routes. This would enhance awareness of the Thorpe Hall Park and Garden.

4.1 Car Parking and Traffic

Car parking and heavy traffic flow is an inevitable concern within historic settlements and is applicable to the Thorpe-le-Soken Conservation Area. There are several small private car parks to the rear of properties along the High Street that serve some shops and businesses for example, car parks that serve customers of The Crown and The Bell Inn as well as car parks behind Alfie's Barber Shop, Harry's Restaurant and Loblollies. The discrete access ways to the side and location of buildings and the location of car parks behind the High Street ensure that they do not become a detracting feature.

Along the High Street residential parking is limited to private driveways and on-street and pavement parking. The on-street parking detracts from the character and appearance of the Conservation Area. However, the addition of front driveways and removal of front gardens and boundary treatments along the High Street is inappropriate and the retention, or reinstatement, of street front boundaries should



Figure 70 Parking and heavy traffic on the High Street

be encouraged. The removal of boundary treatments to accommodate parking should be resisted as this removes an attribute of the Conservation Area that contributes to its significance. Inappropriate management such as this, can have a harmful impact on the appearance of the area. Approach to boundary treatments should be consistent in design and materials that are complimentary of the context of the Conservation Area. Inappropriate features such as close-boarded fences and galvanised steel railings can have a harmful impact on the appearance of the area. Approach to boundary treatments should be consistent in design and materials that are complimentary of the context of the Conservation Area.

The volume of traffic that flows through Thorpe-le-Soken has a detrimental effect on its appreciation as a rural village. An opportunity to improve parking provisions should be explored to preserve and enhance the experience of Thorpe-le-Soken as a rural village.



Figure 71 Grade II listed Oaks Restaurant and The Old Bakehouse (list entry no. 1147697)



Figure 73 Richard Bunton Jewellers



Figure 75 Modern Shop Front



Figure 72 Tesco Express



Figure 74 Opticians

4.2 Shop Frontages

Thorpe-le-Soken has a busy village core which should be preserved and enhanced where possible. The wealth of historic buildings in this area provides many examples of interesting and attractive architecture which need continued robust protection, in order to better reveal the special interest of Thorpe-le-Soken. Shop fronts should be appropriate to the age of the building in and the wider historic street design, scale and materials. They should retain original features as much as possible, should not detract from the special interest of the building and should preserve and enhance the overall street scene. In addition to shop frontages, consideration should also be given to signs and advertisements on all elevations of buildings. Although many of the historic shop frontages in the area have been lost, and many have since been converted to residential use, the maintenance of historic former commercial frontages is important. Further deterioration risks the total loss architectural details which give them their character.

There are several modern and inappropriate signs within the Conservation Area which are considered to have a negative visual impact. The use of modern materials such as plastic and glossy aluminium can detract from the character of the historic street, and internally illuminated signage is incongruous. Shop frontages that are sympathetic with the host building will strengthen the character and appearance of the Thorpe-le-Soken Conservation Area.

4.3 Loss of Architectural Details

Many buildings within the Thorpe-le-Soken Conservation Area have retained their historic architectural features which are important to both the significance of the individual buildings and area. However, some buildings have lost their original windows and doors many having been replaced with uPVC which do not replicate the fine detailing and craftsmanship of historic timber windows and doors. The replacement of traditional timber windows with modern plastic alternatives is considered wholly unacceptable. In order to enhance and preserve the historic and architectural character of the Conservation Area timber windows should be retained and where possible reinstated. Within Thorpe Hall, the structures will need to be carefully maintained as further deterioration could result in the loss of features that are significant to the Park and Garden.

4.4 Unsympathetic additions

There are several examples in the Conservation Area where satellite dishes have been added to front elevations. The addition of satellite dishes to the front of the properties within the Conservation Area is considered inappropriate. This modern clutter detracts from the street scene and the architectural merit of buildings.

The addition of solar panels to the front pitches of properties within the Conservation Area is inappropriate and should be resisted. An Article 4 Direction would be required to remove permitted development rights. Solar panels have a negative visual impact on the street scene and adversely alter the appearance of the buildings.

Rooflights are an incongruous addition to the Conservation Area and are typically unacceptable additions to the front pitches of listed buildings. The insertion of rooflights may be acceptable on more modern developments, however, they should not be visible from the public domain or from neighbouring properties within the Conservation Area. They should also be small and low profile.



Figure 76 Loss of Architectural Details



Figure 77 Unsympathetic Additions - satellite dishes



Figure 78 Examples of inappropriate Solar Panels and Rooflights

4.5 Inappropriate Modern Development

Modern Development

The majority of modern development within the Conservation Area makes a neutral contribution that neither harms nor enhances the character and appearance of the area. However, there are some modern developments that are inappropriate to the Conservation Area.

The recent housing development on the north side of the High Street at Snowdrop Cottage, Heather Cottage and Primrose Cottage are inappropriate and unsympathetic. The facade of the dwellings is at odds with the other High Street properties within the Conservation Area and their form and appearance does not relate to the qualities and characteristics of the area. The inconsistent design of the front elevations appears clumsy and the overall appearance conflicts with the character of the area. The form of the roof, with its half-hipped ends and heavy dormers is also inappropriate. As a result, this development is intrusive to the Conservation Area and has a negative impact on its character.

Division of Land

There are several cases within the Conservation Area where the plots of historic and listed buildings have been subdivided and developed with modern dwellings. Most notably at Hawthorns, a Grade II listed eighteenth century timber framed property (list entry no: 1112109). This is considered inappropriate, land plots and curtilages are a key indication of an area's development, by dividing historic plots it will dilute the special interest and have a detrimental impact on the context of the Conservation Area's development. Not only does the division of historic plots diminish the historical integrity of the property, it can also have an adverse effect on the setting of the individual heritage asset.



Figure 79 Modern development along the High Street



4.6 Access and Integration

Thorpe-le-Soken is compact and easily accessible via the two main thoroughfares; the B1033 travelling east to west and the B1414 travelling north to south. Thorpe-le-Soken is clearly defined by the transition from open land to residential settlement which leads to the village core. This clear distinction between farmland and settlement is important to Thorpe-le-Soken being read as an isolated settlement. The village is well sign posted when entering the village which marks the boundary. Consideration should be given to the potential benefits of appropriately located and well-designed interpretation boards which are standardised across the Conservation Area.

A heritage trail around the village, Thorpe Hall Park and Garden and the surrounding area could improve access to and awareness of the historic origins of Thorpe-le-Soken. There is an opportunity for footpaths into Thorpe Hall Park and Garden to be better sign posted.

The publication of guidance to inform building owners and residents within Thorpe-le-Soken of the Conservation Area status and the effects of the designation should be considered, this could be achieved by a bespoke leaflet.

4.7 Neutral Contributors

A significant proportion of buildings make a neutral contribution to the character and appearance of the conservation area. The dilution of positive buildings amongst those which are neutral leads to an underwhelming and indistinctive overall character.

The buildings that fall into this category still contribute to the area's character and appearance, and their contribution should not be underestimated and certainly should not be considered negative. Small scale improvement works, such as reinstating boundary treatments, planting, appropriate replacement windows and roofs, use of a characteristic colour palette, and preventing loss of architectural form and features, would enhance these buildings. Similar interventions to the more modern neutral buildings could help to further integrate them into the area. Care needs to be taken through the planning process to ensure that neutral buildings do not become negative through inappropriate alterations and additions, particularly within the modern development.



Figure 80 Opportunities to Enhance the Public Realm

4.8 Public Realm

There are key areas of public space in the Thorpe-le-Soken; areas around community notice boards, Thorpe-le-Soken sign, entrance to St Michael’s Church and the Thorpe-le-Soken War Memorial. These are affected by traffic and car parking which detracts from the rural context of the village.

Street Furniture (Lampposts, benches, signage, bins, bike stands, bollards etc.)

There are various examples of street furniture within the Conservation Area including bins, signs, lampposts, benches, post boxes, railings etc. There is some inconsistency in design of the street furniture which does not respect local character. For example, lampposts, planting beds, bins and some railings are modern in appearance and do not respond to the aesthetic context of the Conservation Area. There should be a consistent approach in the design of the street furniture to provide a more unified appearance, this will ensure they integrate well to the character of the area. Road signs in the Conservation Area are minimal and generally unobtrusive. However, the traffic islands at the east end of the Conservation Area and some public footpath signs are in a state of disrepair; their maintenance would enhance the overall appearance of the Conservation Area. Special attention should be given to the maintenance of the street furniture in order to preserve and enhance the character and appearance of the area.

There are some good examples of street furniture within the Conservation Area that are traditional in their design and respond well to local character. These include, for example, traditional postboxes, the kissing gates near the Church (Figure 81) and the Thorpe-le-Soken community notice board and Village sign (Figure 80 and 81). There is an opportunity to follow these good examples and consideration should be given to the gradual replacement of poor quality street furniture. This will work to enhance the character and appearance of the Conservation Area.

Hard Landscaping

There are various treatments of hardstanding throughout the Conservation Area. The High Street retains a generally consistent approach to private driveways and pavements which ensure that the more urban character is retained and exclusive to the village core.

The Crescent, Vicarage Lane, Mill Lane and Hall Lane should maintain a softer landscaping approach as they are defined by a more rural character as lanes that lead out of the Conservation Area to the surrounding open land.



Figure 81 Thorpe-le-Soken community notice board located opposite entrance to the Church.

There has been some loss of front gardens by way of hard landscaping which is considered to detract from the collective appearance of the lanes. Extensive hardstanding of these lanes would be inappropriate and not adhere to their more rural context. These lanes should maintain open grass frontages, hedges and softer landscaping to uphold the distinctive difference in character from the more urban High Street.



Figure 82 Kissing gate along the footpath entrance to the Church



Figure 83 Thorpe-Le-Soken Village Sign



Figure 84 Entrance to St Michael's Church

Community Areas

There is an opportunity to enhance the communal spaces in the Conservation Area, particularly the areas around the Thorpe-le-Soken sign, the community notice board and entrance to the church.

The pavements are wider in these areas with buildings set back providing a focal point for community activity. These areas should be enhanced through a consistent approach in material and maintenance of hardstanding and street furniture as well as a discouragement of car parking.



5. Management Proposals

As outlined in the previous chapter, there are a wide range of issues facing the Thorpe-le-Soken Conservation Area, many of which share common themes. This Chapter seeks to recommend management proposals which address these issues in both the short and long term.

5.1 Positive Management: Short Term

The first set of proposals relate to Positive Management and focus on good practice and improved ways of working within the local planning authority. These are generally low cost and can be implemented within a short time-frame, typically within one or two years.

Local Heritage List

The significance of Thorpe-le-Soken lies in the preservation of built heritage which has survived, in some cases, complex growth and regeneration. As such many of the buildings which are not listed also contribute positively to the significance and special interest of the area. Thorpe-le-Soken would benefit from the adoption and maintenance of a comprehensive Local List in order to recognise buildings of local architectural or historic interest and better preserve its historic environment.

A Local List identifies buildings and structures of local architectural and/or historic interest, and these are considered to be 'non-designated heritage assets' under the provisions of the NPPF. Local Lists can be beneficial in ensuring the upkeep and maintenance of historic buildings that contribute to the character of the settlements. The exercise of creating a Local List would also facilitate a greater understanding of the area and could be utilised as a public engagement strategy to improve awareness and understanding.

There are a number of buildings within the Conservation Area which are of sufficient quality to be considered for local list status, as highlighted in Section 2.6

Shop Frontages

While there are some shopfronts that are in keeping with the Conservation Area's character, there is substantial scope for improvement to shop frontages to enhance the character and appearance of the historic streetscape.

There is potential to raise awareness of the importance of these shopfronts and the contribution they make to the special interest of Thorpe-le-Soken Conservation Area through the production of information leaflets or web pages which provide guidance for shop owners on upkeep and maintenance of historic frontages. Article 4 Directions could also be used to prevent loss of historic fabric to shop frontages.

Vacant shop units can be enhanced creatively at a low cost and should be considered for improvement. This could include public art or information on the area.



Figure 85 Shop Frontages

Enforcement

Where the necessary permission has not been sought for alterations, such as advertising signage and building alterations which are not contained within the General Permitted Development Order, the Local Planning Authority's powers of enforcement should be considered. This could assist in reinstating any lost character or architectural features whose loss may have a negative cumulative effect on the Conservation Area, as well as avoiding a precedence being set for similar, uncharacteristic works

Twentieth Century Premises

There are some twentieth century developments which make a neutral or negative impact on the character of the Conservation Area. There is scope to enhance these sites and buildings through a considered design approach across Thorpe-le-Soken's Conservation Area which can guide future improvements. Should opportunities for redevelopment arise in the future, high quality design should be pursued and encouraged through design guidance.

General Maintenance: Public Realm

Through the agreement of a standard good practice within the Conservation Area between relevant Local Authority teams and other landowners, long term goals can be set to promote good design within the public realm, such as avoiding excessive road markings or signage and agreeing a standard street furniture within character areas to ensure consistency over time as elements are introduced or replaced. Historic elements of street furniture, for example the Thorpe-le-Soken Village sign, the kissing gates around the church and postboxes, will need to be maintained if they are to survive.



Figure 86 Modern development that does not reflect form, design or material of the Conservation Area

Public Realm and Highways: Short-term

The first opportunity to enhance the character and appearance of the Conservation Area is through investment to improve the wider public realm. This can be achieved through continuing to improve and rationalise existing street furniture.

Whilst replacing all inappropriate street furniture is an optimum solution, it is acknowledged that this is an expensive project to undertake. There are numerous other short-term solutions to this problem. A positive working interdepartmental relationship is key to improving the public realm and highways. Planning and Highways should work together to agree standard good practice within a conservation area such as avoiding excessive road markings and where necessary using narrow road markings. Planning and Highways should work together to agree standard street furniture to ensure consistency over time as elements are introduced or replaced.

Heritage Statements

In accordance with the NPPF (Para.189), applicants must describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

All applications within the Conservation Area and immediate setting require an appropriately detailed Heritage Statement. Any application without a Heritage Statement should not be validated.

The key views analysed within this document are in no way exhaustive. The impact of any addition, alteration or removal of buildings, structures, trees or highways on key views should be considered to aid decision making. This includes development



Figure 87 Unsympathetic street lighting



Figure 88 Signage and bin in poor condition



outside the conservation area. Where appropriate, views must be considered within Design and Access or Heritage Statements. This should be in accordance with Historic England's Good Practice Advice in Planning Note 3: *The Setting of Heritage Assets* (March 2015). Applications which fail to have assessed any impact upon views and setting should not be validated nor supported.

Tree Management

In line with Tendring District Council's policy, all trees in Conservation Areas which have a trunk diameter of more than 75mm, at a height of 1.5m from the ground, may not be felled or lopped unless six weeks written notice has been given to the Council.

It is also considered that any prominent trees, street trees, and trees with amenity value on private land throughout the Conservation Area should be monitored and maintained appropriately. Any tree that makes a positive contribution to the area should be retained, maintained and, if felled (only if dead, dying or dangerous) replaced with an appropriate new tree

New Development

There are some opportunities within Thorpe-le-Soken and its setting for development which makes a positive contribution to the Conservation Area. To date there has been a lack of high-quality modern architecture which respects the local character. To be successful, any future development needs to be mindful of the local character of the Conservation Area, while at the same time addressing contemporary issues such as sustainability.

Successful new development will:

- Relate to the geography and history of the place and the lie of the land,
- Sit happily in the pattern of existing development and routes through and around it (including public footpaths)
- Respect important views,
- Respect the scale of neighbouring buildings,
- Use materials and building methods which as high in quality of those used in existing buildings, and
- Create new views and juxtapositions which add to the variety and texture of their setting.

Tendring District Council should guide development in a positive manner by:

- Engaging with developers at an early stage through the Pre-Application Process to ensure modern development is high quality in design, detail and materials.
- Ensuring medium-large scale development schemes are referred to a Design Review (or similar) to ensure that new buildings, additions and alterations are designed to be in sympathy with the established character of the area. The choice of materials and the detailed design of building features are important in making sure it's appropriate to a conservation area.
- Seeking opportunities for developers to make a positive contribution to the wider historic environment through Section 106 Agreements.



Neutral Elements

As discussed, the dilution of positive buildings, amongst those which are neutral, leads to an underwhelming and indistinctive overall character.

Tendring District Council should not allow for the quality of design to be ‘averaged down’ by the neutral and negative elements of the built environment. Officers should, where possible seek schemes which enhance the built environment and not allow previous poor-quality schemes to become precedents.

Public Facing Resources

The preservation and enhancement of private properties can be improved through the publishing of resources aimed to inform property owners and members of the public. An introductory summary of the Conservation Area Appraisal in the form of a leaflet or factsheet(s) is a simple way to communicate the significance of the area and ensure members of the public are aware of the implications of owning a property within a conservation area. In addition, a maintenance guide would assist property owners in caring for their property in an appropriate manner. A single Good Practice Design Guide on standard alterations such as signage, shop-fronts, windows, doors, rainwater goods, boundaries and roof extensions will ensure inappropriate development and repair does not become the accepted norm.

Poor maintenance leads to the deterioration of the fabric of the built environment and results in a loss of architectural details. Improved awareness of simple maintenance and repair would be conducive with the preservation of Thorpe-le-Soken’s built heritage.

Improved Understanding and Awareness

At present there is no interpretation (information boards, signage, interactive QR Codes) within the Conservation Area aimed at improving understanding and awareness. This would be an effective way to improve the awareness and re-establish the identity of Thorpe-le-Soken as a historic settlement.

5.2 Positive Management: Longer Term

The second set of proposals are also focussed around positive management but either take longer to implement or are better suited to a longer time frame.

Boundary

The Conservation Area boundary has been revised within this appraisal in accordance with the NPPF (2018) and Historic England Advice Note 1 *Conservation Area Appraisal, Designation and Management* (2018).

The Conservation Area should be reviewed regularly to monitor change and inform management proposals. The boundary should be assessed as part of this review to ensure it is robust and adequately protects the significance of the area.

Character Appraisal and Management Plan

The Conservation Area Character Appraisal and Management Plan should be reviewed regularly to monitor any change to the character of the area and to ensure the proposals within the Management Plan are still relevant to and are able to address the area’s issues and opportunities.



Article 4 Directions

Article 4 Directions are additional planning controls which can be introduced by a Local Planning Authority to revoke certain Permitted Development Rights. Permitted Development Rights allow building owners to carry out certain works to their properties without the need for planning permission and are set out within the General Permitted Development Order.

Article 4 Directions served on properties within the Conservation Area would introduce the need to apply for planning permission for certain works and this would allow the Council to better preserve and enhance the area by ensuring high quality design and use of traditional materials.

An Article 4 Direction removing Permitted Development Rights for alterations to their front elevations, windows, doors, front boundary treatments and front gardens could help to preserve the character and appearance of this part of the Conservation Area. Unsympathetic alterations and additions to buildings throughout the Conservation Area is an issue which detracts from its character and appearance. A blanket Article 4 Direction covering the entire Conservation Area could remove Permitted Development Rights for replacement windows and doors and alterations to front boundary treatments. This would provide some control over the quality and design of alterations to dwellings, better preserving and, where possible, enhancing the area.

5.3 Funding Opportunities

There are three main funding opportunities which would assist in the execution of these plans:

National Heritage Lottery Fund

The National Heritage Lottery Fund is the single largest dedicated funder of heritage in the UK and therefore is the most obvious potential source of funding. Funding is often targeted at schemes which preserve, enhance and better reveal the special interest of the area whilst also improving public awareness and understanding. Grant opportunities and requirements change overtime, for up-to-date information on NHLF schemes Tendring District Council should consult their appointed Heritage Specialist.

Section 106 Agreements

Planning obligations, also known as Section 106 agreements, can be used by the local authority to ensure any future development has a positive impact upon Thorpe-le-Soken. These agreements could be used to fund public realm or site-specific improvements.

Partnership Schemes in Conservation Areas (Historic England)

Partnership Schemes in Conservation Areas is a programme run by Historic England to target funding for the preservation and enhancement of conservation areas. As the name suggests, the scheme forms partnerships with local authorities (along with any additional funding partners) to facilitate the regeneration of an area through the conservation of its built heritage. The scheme makes funds available to individuals to enable them to carry out repairs or improvement works to their property to enhance the area. This would be suitable to preserve and enhance either the shop frontages or the architectural detailing.



Figure 89 Sympathetic example of boundary treatment and hard landscaping alongside the churchyard



6. Appendices

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Archives

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- Photograph of Mitchell's Cash Stores, Thorpe-le-Soken now 'Tesco' (ERO I/Mb 354/1/3)
- Photograph of Thorpe Hall, Thorpe-le-Soken (ERO IMb 354-1-4)

Essex Historic Environment Record

Webpage

<https://historicengland.org.uk/advice/heritage-at-risk/conservation-areas-at-risk/>

<https://historicengland.org.uk/listing/the-list/map-search?clearresults=true>

<https://historicengland.org.uk/listing/the-list/list-entry/1000521>



6.2 Legislation, Policy and Guidance

LEGISLATION/POLICY/GUIDANCE	DOCUMENT	SECTION/POLICY
Primary Legislation	Planning (Listed Buildings and Conservation Areas) Act 1990	66: General duty as respects listed buildings in exercise of planning functions. 72: General duty as respects conservation areas in exercise of planning functions.
National Planning Policy	National Planning Policy Framework (2019) DCLG	Section 16; Annex 2
National Guidance	National Planning Practice Guidance (2014) DCLG	ID: 18a
National Guidance	Historic England (2017) Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets	
National Guidance	English Heritage (2019) Conservation Principles, Policies and Guidance.	
Local Policy	Tendring District Council Local Plan (2007)	QL9 – Design of New Development QL11 – Environmental Impacts and Compatibility of Uses EN1- Landscape Character EN17- Conservation Areas EN18- Fascia and Shop Signs in Conservation Areas EN18 (a) and (b)- Advert Control within Conservation Areas EN20- Demolition within Conservation Areas EN21- Demolition of Listed Buildings EN22- Extension and Alterations to Listed Buildings EN23- Development within the Proximity of a Listed Building EN25- Satellite Dishes on Listed Buildings and in Conservation Areas



6.3 Glossary (National Planning Policy Framework)

Term	Description
Archaeological interest	There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.
Conservation (for heritage policy)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
Historic environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
Historic environment record	Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.
Setting of a heritage asset	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
Significance (for heritage policy)	The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

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Thorpe-le-Soken Station and Maltings Conservation Area Character Appraisal and Management Plan

Client:
Tendring District Council

Date:
July 2020

Page 291





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Contents

1.0 Introduction	4	6.0 Appendices	44
1.1 Summary	4	6.1 Legislation, Policy and Guidance	44
1.2 Conserving Tendring's Heritage	4	6.2 Glossary	45
1.3 Purpose of Appraisal	4		
1.4 Planning Policy Context	4		
1.5 Boundary review	6		
2.0 Conservation Area	8		
2.1 Location and Topography	8		
2.2 Historical Overview	9		
2.3 Heritage Assets	15		
2.4 Archaeological Potential	20		
3.0 Character and Appearance	21		
3.1 Summary of Special Interest	21		
3.2 Character Appraisal	22		
3.3 Views	32		
3.4 Setting	34		
4.0 Opportunities for Enhancement	36		
4.1 Heritage at Risk	36		
4.2 Public Realm	37		
5.0 Management Proposals	39		
5.1 Positive Management: Short Term	39		
5.2 Positive Management: Long Term	41		
5.3 Funding Opportunities	43		



1.0 Introduction

1.1 Summary

As defined by the 'Planning (Listed Building and Conservation Areas) Act 1990, a Conservation Area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Conservation area designation introduces a general control over the demolition of unlisted buildings and provides a basis for planning policies with an objective to conserve all aspects of character or appearance that define an area's special interest.

The Thorpe Station and Maltings Conservation Area was designated, by Tendring District Council, on 26th March 1990. It is located roughly 1 kilometre (0.6 miles) south of Thorpe-le-Soken on the B1414. The railway line which serves Clacton on Sea, Frinton and Walton from Colchester runs through the site and crosses the road on a modern bridge, to the east of the Conservation Area. The Conservation Area contains the late nineteenth century maltings buildings, the station building, nineteenth century cottages on Edward Road, the former King Edward VII Public House, along with some modern or less significant buildings.

The Thorpe Station and Maltings Conservation Area is on the Historic England At Risk register and its condition is considered to be 'very bad', its vulnerability is 'high' and the trend is towards 'deteriorating significantly'.

Tendring District Council has appointed Place Services to prepare a Conservation Area Appraisal. The document is

provided as baseline information for applicants to consider when designing or planning new development within the Conservation Area or its setting.

1.2 Conserving Tendring's Heritage

This report provides an assessment of the historic development and character of Thorpe-le-Soken Station and Maltings and outline its special interest. The appraisal will also consider the significance of heritage assets and the contribution that these, along with their setting, make to the character of the area. The understanding of significance will be used to assess the susceptibility of the Conservation Area to new development, highlighting key assets of importance.

The Appraisal will consider how Thorpe-le-Soken Station and Maltings came to be developed, the building styles, forms, materials, scale, density, roads, footpaths, alleys, streetscapes, open spaces, views, landscape, landmarks, and topography. These qualities can be used to assess its key characteristics, highlighting potential impact future development may have.

The National Planning Policy Framework (NPPF) highlights good design as one of twelve core principals of sustainable development. Sustainable development relies on sympathetic design, achieved through an understanding of context, the immediate and larger character of the area in which new development is sited.

This assessment follows best practice guidance, including Historic England's revised *Historic England Advice Note 1 for Conservation Area Appraisal, Designation and Management* (2018) and *The Setting of Heritage Assets* (2017).

1.3 Purpose of Appraisal

This document should be used as a baseline to inform future development and design with regard to the sensitivities of the Historic Environment and its unique character. It is expected that applications for planning permission will also consult and follow the legislation, policy and best practice guidance given in the appendix. Applications that demonstrate a genuine understanding of the character of a Conservation Area are more likely to produce good design and good outcomes for agents and their clients. This Appraisal will strengthen understanding of Thorpe-le-Soken Station and Maltings and its development, informing future design.

1.4 Planning Policy Context

The legislative framework for conservation and enhancement of Conservation Areas and Listed Buildings is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (HMSO 1990). In particular Section 69 of this act requires Local Planning Authorities to designate areas which they consider to be of architectural and historic interest as Conservation Areas, and Section 72 requires that



special attention should be paid to ensuring that the character and appearance of these areas is preserved or enhanced. Section 71 also requires the Local Planning Authority to formulate and publish proposal for the preservation and enhancement of these areas. National planning policy in relation to the conservation and enhancement of heritage assets is outlined in Chapter 16 of the Government’s National Planning Policy Framework (DCLG 2019).

Tendring District’s Local Plan was adopted in 2007 and it is used in determining planning applications, where relevant. As a new Local Plan evolves it will begin to have more weight in the planning process in deciding planning applications and guiding new development across the Tendring District. Once fully adopted a new Local Plan will guide future development in the Tendring area. It will be critical for creating new job opportunities, attracting investment in new and improved infrastructure, protecting the environment and ensuring that new homes are built in the right locations and achieve the right standards of quality and design.

The Tendring District has more than 960 Listed Buildings. The District also benefits from 27 Scheduled Monuments which include above and below ground features, 3 Historic Parks and Gardens and 9 Protected Lanes, preserved for their historic indication of ancient road patterns in the District. The District also contains 20 Conservation Areas. There are 21 designated heritage assets on the Historic England At Risk register in Tendring, including the Thorpe-le-

Soken Station and Maltings Conservation Area. The new Local Plan’s strategic objective for Cultural Heritage is “To conserve and enhance Tendring District’s heritage, respecting historic buildings and their settings, links and views.”

Protection of the District’s heritage assets is crucial to its cultural identity. Heritage assets can improve the local communities quality of life and can help to sustain economic growth and new investment for both residents and businesses. The Council is seeking to reduce the number of heritage assets included in the Heritage at Risk Register and will consider designating additional heritage assets which are of local importance.¹ The Council will also seek to manage change within the Historic Environment by requiring proposals to respond appropriately to the significance of any affected heritage assets and by identifying where interventions within the Historic Environment would be beneficial to it; and by working with partners to secure sources of funding to aid delivery of enhancements to heritage assets. This would be in line with Tendring District Council’s Corporate Plan 2020-2024 for the promotion of Tendring’s tourism, cultural and heritage assets.

The Draft Publication of the new Tendring District Local Plan has a number of objectives, including Objective 7 which relate to the historic environment. The Draft Local Plan document states the following:

¹ Tendring District Local Plan 2013-2033 and Beyond, Publication Draft June 2017

Objective 7

To conserve and enhance Tendring District’s historic environment, including: heritage; respecting historic buildings and their settings; heritage assets; landscapes; links; and views.

To achieve this objective, various policies are proposed in the Draft Local Plan, including the following, which relate to Conservation Areas and Listed Buildings.

**Policy PPL 8
CONSERVATION AREAS**

New development within a designated Conservation Area, or which affects its setting, will only be permitted where it has regard to the desirability of preserving or enhancing the special character and appearance of the area, especially in terms of:

- a. scale and design, particularly in relation to neighbouring buildings and spaces;*
- b. materials and finishes, including boundary treatments appropriate to the context;*
- c. hard and soft landscaping;*
- d. the importance of spaces to character and appearance; and*
- e. any important views into, out of, or within the Conservation Area.*



Proposals for new development involving demolition within a designated Conservation Area must demonstrate why they would be acceptable, particularly in terms of the preservation and enhancement of any significance and impact upon the Conservation Area.

This Policy contributes towards achieving Objective 7 of this Local Plan.

**Policy PPL 9
LISTED BUILDINGS**

Proposals for new development affecting a listed building or its setting will only be permitted where they will protect its special architectural or historic interest, its character, appearance, fabric and:

- a. are explained and justified through an informed assessment and understanding of the significance of the heritage asset and its setting; and*
- b. are of a scale, design and use materials and finishes that respect the listed building and its setting.*

This Policy contributes towards achieving Objective 7 of this Local Plan.

Tourism is an important source of income in the District, estimated to be worth more than £276 million. The Council identifies the development of tourism as a core objective (Objective 10), with the intention of building on the strength of the District and its history and heritage.² The District's built heritage is therefore an important and valuable asset that is unique to Tendring. However, this asset is fragile and finite. The enhancement, protection and conservation of Tendring's built heritage has the potential to return great social and economic benefits to the local community and enhance the environment within which the people of Tendring live and work.

² Tendring District Local Plan 2013-2033 and Beyond, Publication Draft June 2017

1.5 Boundary review

The boundary of the Conservation Area was intended to include the buildings and spaces associated with the maltings and station and their late-Victorian setting. A review of the Conservation Area and public consultation was carried out by Tendring District Council in 2005-2006 and an Appraisal document was produced in March 2006. Within the Appraisal there was a proposal to reduce the boundary of the Conservation Area in the south to exclude the semi-detached cottages on Edward Road.

The opinion expressed in the 2006 appraisal was that Edward Road was visually divided from the rest of the area by the railway and that the setting around Edward Road was unattractive and compromised by the industrial estate to the east on Harwich Road. The appraisal stated that the appearance of the houses had been too heavily altered for the application of an Article 4 Direction, which may return some visual integrity to the houses, to be worthwhile. The proposed boundary reduction was not supported by the Parish Council at the time and was subsequently not adopted.

The houses on Edward Road are likely to have a direct historic association with the Conservation Area as they were built as railway and workers' cottages. They may have provided accommodation for workers at the maltings or the brick manufacturing kilns which were once located to the south of the Conservation Area. They may also have provided accommodation for agricultural workers and it is this evidence for a combination of industrial manufacturing within a rural setting that embodies the character and special interest of the Conservation Area.

Roughly half of the Edward Road cottages have been rendered and painted, whilst the remaining buildings retain their exposed brick exteriors. Many of the original timber windows have been replaced with modern glazing, though some remain. Despite these alterations a substantial amount of the original, late nineteenth to early twentieth century character remains, to an extent that they contribute to the character and appearance of the Conservation Area, furthermore their physical and historic relationship to the maltings can

still be perceived. It is therefore recommended that Edward Road be retained within the Conservation Area.

However, it is proposed that the small area to the south of Edward Road is excluded from the Conservation Area. This area is mainly covered with undergrowth, while some parts are used as parking spaces for the road's residents. This scrub area lacks the historic interest, shared by the rest of the Conservation Area and can therefore be excluded. This exclusion represents a minor adjustment to the Conservation Area boundary and will result in the area becoming part of the Conservation Area's setting. All designated heritage assets, including conservation areas have a setting, which the NPPF defines as the surroundings in which a heritage asset is experienced. The setting of a heritage asset can make an important contribution to its significance and how that significance can be appreciated. The protected area, along with the wider setting of the Conservation Area is therefore a consideration when change is planned and how this may affect the significance of the Conservation Area. No other changes to the boundary of the Conservation Area are suggested.

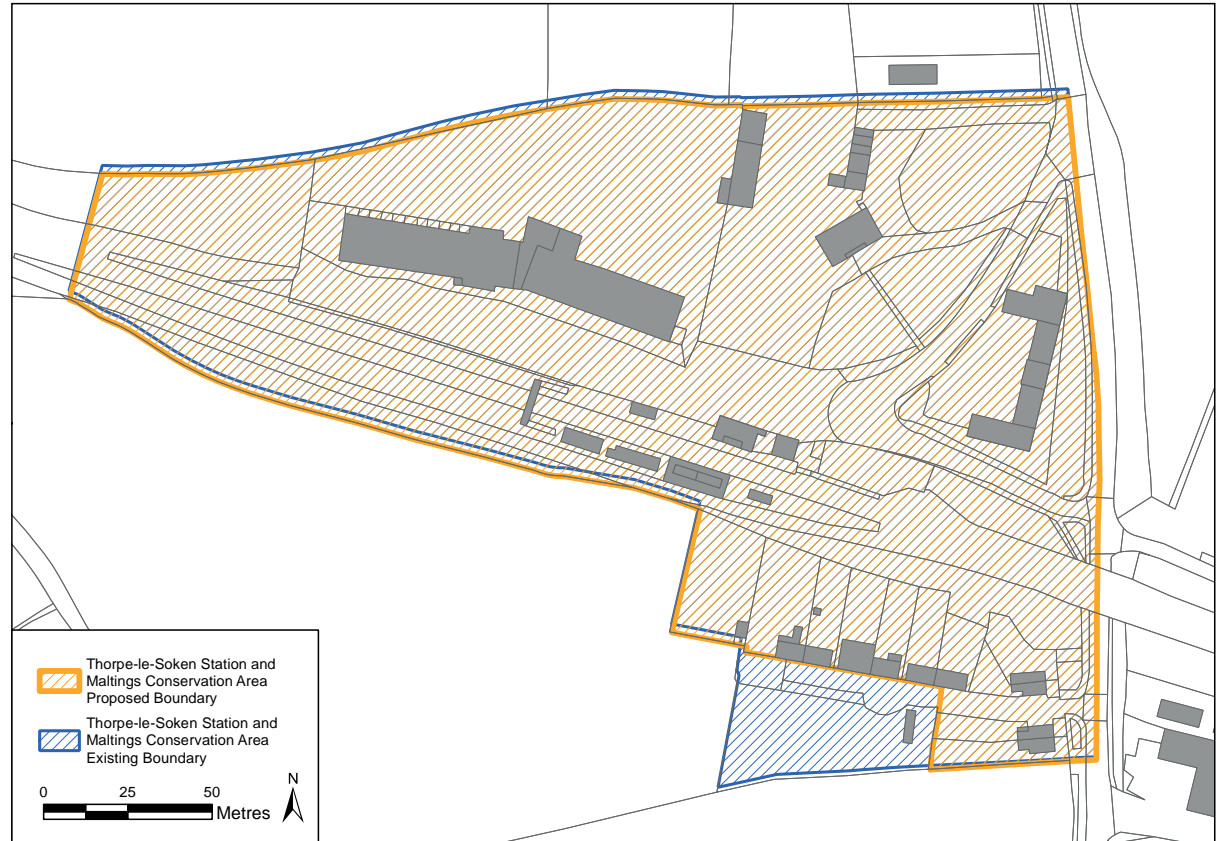


Figure 1 Map showing boundary revisions

2.0 Conservation Area

2.1 Location and Topography

The bedrock at Thorpe-le-Soken is clay, silt and sand of the Thames riverine deposit group. This sedimentary bedrock was formed approximately 34 to 56 million years ago in the Palaeogene Period. The sediments are marine in origin and comprise coarse to fine-grained slurries and debris that would have flowed from a river estuary into a deep-sea environment, forming graded beds.³

The Thorpe-le-Soken Station and Maltings are located adjacent and to the north of the stream of Holland Brook,⁴ where the land slopes gently down to the marsh at the water's edge. Here, the geology differs as a much later deposit of a band of river clay and silt, formed up to two million years ago in the Quaternary Period reflecting the channels, floodplains and levees of a river or estuary.

The area in which the Conservation Area is situated comprises an open agricultural landscape, with historic settlement in the area at the village of Thorpe-le-Soken and the rather smaller settlement around the church/hall complex at Kirby-le-Soken. Surrounding these centres are a number of isolated halls, farms and cottages, with a mixture of rectilinear fields of ancient origin and some later enclosure. The modern landscape retains much of this historic pattern, although both Thorpe and Kirby-le-Soken have expanded considerably in size. The historic cores of Thorpe and Kirby-le-Soken are designated as Conservation Areas and the early twentieth century garden at Thorpe Hall is a Registered Park and Garden.⁵ The Thorpe-le-Soken Station and Maltings Conservation Area is situated on the southern edge of the Parish of Thorpe-Le-Soken, which according to the 2011 census had an estimated population of 2034.⁶

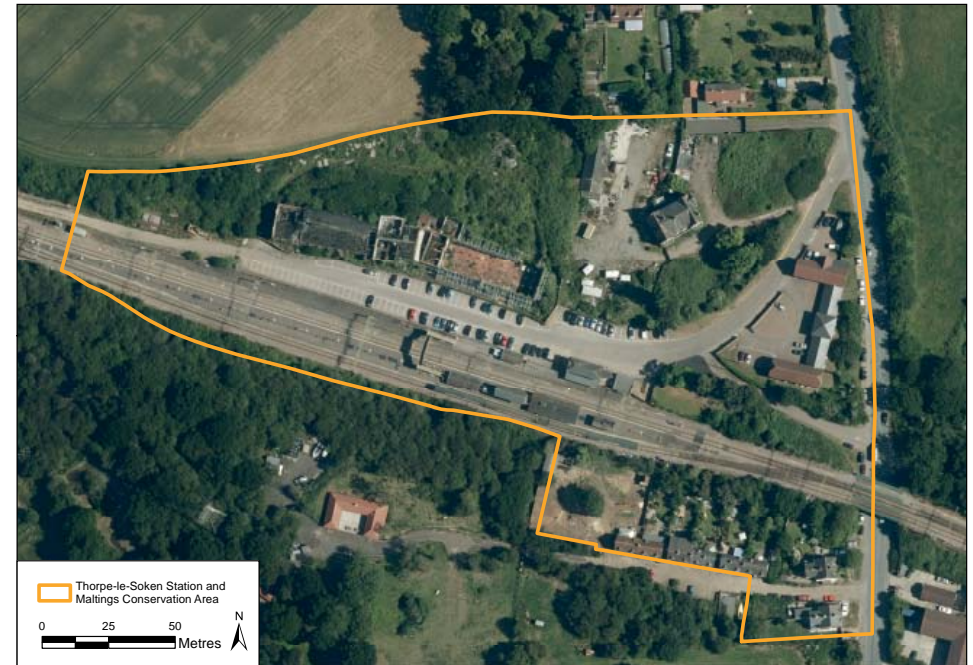


Figure 2 Thorpe Le Soken Station and Maltings within its wider setting

³ British Geological Survey <http://mapapps.bgs.ac.uk>. Accessed 10/10/19

⁴ Essex Rivers Hub <http://essexrivershub.org>. Accessed 10/10/19

⁵ Tendring District Historic Environment Characterisation Project 2008

⁶ <https://www.citypopulation.de/en/uk/eastofengland/admin/> Acces



2.2 Historical Overview

The following section provides an overview of the history of Thorpe-Le-Soken Station and Maltings Conservation Area and its environs. The settlement of Thorpe-le-Soken, to the north of the Conservation Area, is medieval in origin and expanded during the post-medieval period, however, Thorpe Maltings and Station date to the nineteenth century and the origins of the Conservation Area here lie in the arrival of the railway line in 1867.

Prehistory: Palaeolithic to Iron Age (c.10,000 BC to 100 BC)

Thorpe-le-Soken's location, on high ground and relatively close to the coast, provided an ideal place for occupation with easy access to the intertidal zone for early settlers. Evidence for activity on the site of Thorpe-le-Soken Maltings was identified during archaeological work undertaken in 2017 which revealed a Mesolithic/early Neolithic flint artefact. Further examples of Mesolithic activity have been located to the south of the area at Redbridge cottage; these comprise a large assemblage of flint tools.

There are indicators of later prehistoric occupation within the vicinity of the Conservation Area in the form of cropmark evidence recorded from aerial photography. Features including probable Bronze Age ring and penannular ditches and trackways have been identified both to the north and south of the area.

There is limited evidence for Iron Age activity in or around the Conservation Area.

Roman

Roman activity has been identified to the northeast of the Conservation Area at Thorpe Hall where excavation identified ditches, gullies and pits.

Saxon and Medieval

In the Saxon period, Thorpe-le-Soken formed part of 'The Sokens' which was later split into Kirby and Thorpe-le-Soken, and Walton-on-the-Naze. The suffix 'le-Soken' has Danish origins indicating some early occupation. The Domesday Book (1086) records 'The Sokens' as Aelduluesnasa which was owned by the Canon of St Paul's Cathedral before and after 1066.⁷ Thorpe-le-Soken did not become a separate manor until 1222. The manor house survived until the mid-sixteenth century though much of it was demolished during the alterations to the Hall undertaken by J.M. Leake in 1822.

In the medieval period the area along the Holland Brook, including the land now within the Conservation Area, was located within the Gunfleet Estuary. Whilst no evidence of activity from this period has been discovered within the boundary of the Conservation Area, the tidal estuary, extending inland from Frinton and Clacton possibly as far as Weeley, may have permitted small boats to venture upstream along Holland Brook as far as the Conservation Area. The medieval settlement of Thorpe-le-Soken, to the north, was largely centred along the High Street and is evident today in the historic building stock.

Post Medieval

The land now within the Conservation Area is depicted as open arable land to the north of Holland Brook on the 1777 Chapman & Andre map of Essex. Holland Brook can be seen running west to east, along with the road to the village of Thorpe (le-Soken) from the south. Thorpe Hall and Thorpe Park (farmhouse) are shown, which were significant agricultural estates and farms at the time, both of which endure today. The village of Thorpe-le-Soken, to the north, grew as a linear settlement along the High Street with Thorpe

⁷ Rumble, A., 1983, Domesday Book: Essex, Phillimore, Chichester



Figure 3 A detail from the Chapman & Andre Map of Essex, 1777

Green to the north-west. The site of the maltings remained in use as arable agricultural land until the land was bought in 1867 to facilitate the construction of the railway.

The origins of the Conservation Area derive from the arrival of the Walton to Colchester branch line in 1866 and the construction of what was then called Thorpe Station, which introduced fast transportation and communication links between London and the Essex coast. The station was opened by the Tendring Hundred Railway (THR), a subsidiary of the Great Eastern Railway (GER) and the line finally ran all the way from Colchester to Walton-on-Naze in 1867. However, a rival project to build the Mistley, Thorpe and Walton Railway was undertaken at the same time. This would have branched off the GER's Manningtree to Harwich line at Mistley, to serve Thorpe-le-Soken and then on to Walton-on-Naze. The competition from the Tendring Hundred Railway at Colchester proved to be too strong, while a dispute between the contractor and their labourers, meant that the Mistley, Thorpe and Walton Railway line was never completed.⁸ By 1888 the GER had taken over the operation of the THR completely, along with the various connecting branch lines.⁹

⁸ www.gersociety.org.uk 2018 Review of *The Mistley, Thorpe and Walton Railway* published 1946 by Thomas Peacock

⁹ Tendring Hundred Railways – The First 150 Years. <https://www.ontrackrailusers.org.uk>

The First Edition Ordnance Survey Map of 1870 shows the railway line and station accessed via a track off the main road from the village of Thorpe-le-Soken to the north. The station building also contained the Station Master's house. Hachures on the map to the north of the railway line indicate the levelled area that was to become the site of the Maltings. The surrounding area remained agricultural in use.

The maltings were built between 1874 and 1878 by the innovator Robert Free, who established the maltings at Thorpe-le-Soken following the submission of a patent for new drying kilns. In total Free had six patents to his name by 1895, for various malting apparatus. He had close relationships with local manufacturing specialists, such as Offwood Bendall, the machine maker based in Lawford and J.R.N. Fitch of the Lawford Iron Works, who cast his patent furnaces and made the 'steeps' or vats within which barley was soaked to begin germination.¹⁰

The Thorpe-le-Soken Maltings represent an intricately engineered, purpose-built building, for the large-scale, industrial production of malt. The establishment of the railway in the mid-nineteenth century and the repeal of the malt tax in 1880 encouraged the growth of larger, multi-storey maltings with an increased capacity.¹¹ At the time of

¹⁰ Essex County Council Field Archaeology Unit 2001. *Thorpe Maltings, Thorpe-le-Soken, Tendring Essex. Historic Building Appraisal* (Garwood, A. and Letch, A. Authors)

¹¹ English Heritage 2004 (Patrick, A. Author), *Maltings in England*. Strategy for the industrial environmental report No1.

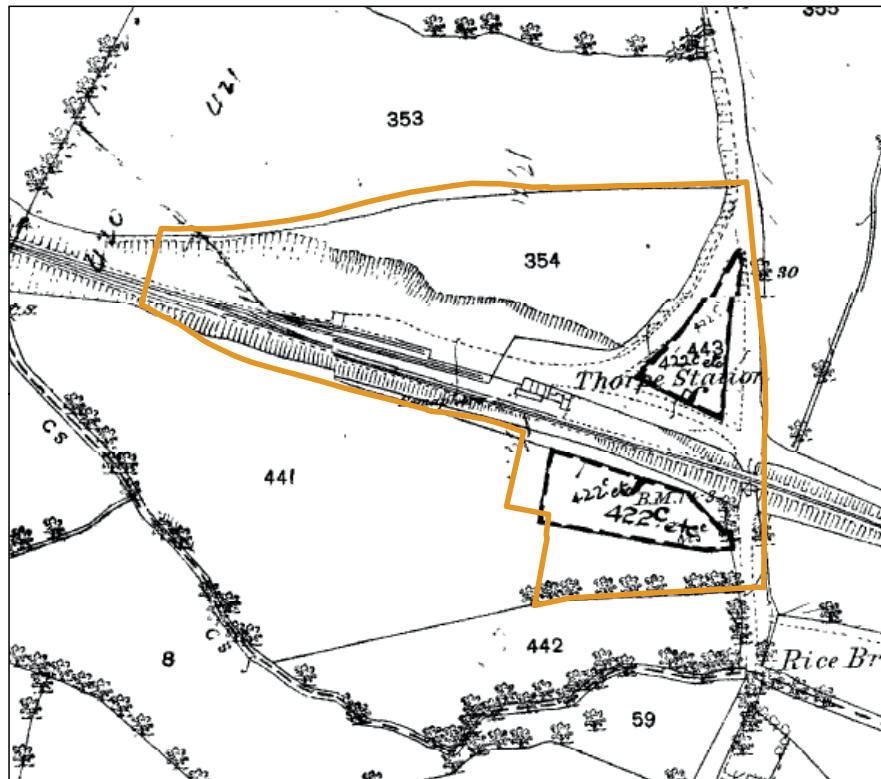


Figure 4 First Edition OS map c 1870

their construction the maltings were at the forefront of this transformation, as they were built before the repeal of the Malt tax and within a decade of the opening of the Tendring Hundred Railway. Originally comprising two halves, the western half of the building was for the production of crystal malt, while the eastern half produced pale malt. This twin production of two types of malt was unique in the region. The two halves of the maltings were later joined, though this dual aspect can still be easily discerned. The maltings were linear in plan, with a pair of drying kilns towards the centre of the range and a third kiln added at a later date. The steeping pits were located at the east and west ends with the material being conveyed towards the central kilns during the malting process. Malt was steeped over a period of three days and was then laid on the drying floors for a further four days. The eastern range functioned as a traditional malting with the malt being dried in a kiln, while the western range had no kiln, but the crystal malt was finished in a roasting cylinder. The kilns were all fired by high quality, hard coal or anthracite and they were built with an open grid floor of patented wedge wire. A steam engine house provided steam-driven mechanisation, eventually the maltings switched to electric power in the 1950s.

By 1913 Robert Free's company, Free Rodwell and Co, was one of the country's leading manufacturers of malt but in 1956 the company was bought by Ind Coope. The Thorpe-le-Soken maltings declined in the post-war era and the last lorry left the maltings in 1983 while all operation ceased and closed down in 1985. In 1988 the building was purchased by Rosegrade Ltd, in whose ownership it has remained ever since. The building was Listed Grade II in 1998.

No other maltings building showing the double use of crystal and pale malt so distinctively are known to survive.¹² Robert Free later went on to form Free Rodwell and Company Ltd and by the end of the nineteenth century the company had seven maltings. Together with Thorpe-le-Soken Maltings, they represented the technological peak of the malt production industry.

¹² Historic England. Maltings to the West of Railway Station, Thorpe-le-Soken Essex. List Entry Number: 1385961. Listing description (accessed 21/10/19)



Figure 5 The Thorpe-le-Soken Maltings of Free, Rodwell & Co. Ltd, c1890 (From the collection of the Brewery History Society)

The second edition OS maps of c.1920 depicts the maltings buildings beside the railway line with their own siding with access directly to the track. The maltings were located by the railway to take advantage of fast transportation and improved communications, allowing for the use of cheaper imported barley from places like North America.

The second edition Ordnance Survey Map also indicates a group of three terraced cottages which were probably associated with the Maltings, situated to the north of the west wing of the maltings and within the northern area of the Conservation Area. They had been demolished by 1923 and no evidence associated with the cottages was found during the 2017 excavations.

The geological deposits of riverine clays in the land adjacent to the Conservation Area were exploited for brickmaking in the late nineteenth century. Mackenzies brickworks was located immediately south of the station and was operational from 1896; it too had a siding from the railway line. Large drying sheds and an updraught kiln associated with the brickworks are evident on the 1920s Edition Ordnance Survey Map.

During the early twentieth century there was an increase in residential development within the Conservation Area, including the construction of workers cottages for the maltings south of the railway line at Edward Road and the building of the King Edward VII Public House in 1901. The road layout was configured to accommodate the public house which is identified as a Hand hotel, as well as a number of outbuildings and structures evident on the third edition Ordnance Survey Map (Figure 7). An auction market was held on the triangle of land formed by the road layout and a group of small market buildings are evident. This was the Thorpe-le-Soken Market, which attracted crowds of visitors and was held within the open space between the King Edward VII Public House and Station Road to the south-east, though this area has now become overgrown. A cattle pen is shown on the third edition Ordnance Survey map, situated adjacent to a railway siding in what is now the station car park. The housing of cattle is also known to have occurred in the stables and coach house of the King Edward VII public house in the 1920s and it seems probable that initially, the trade in cattle was an important aspect of the market.



Figure 8 Stills from the 1968 film of Thorpe-le-Soken market by amateur film-maker Laurie Stanton. The stationmasters house and King Edward VII Public House can be seen in the background (BFI)



The market was very popular and attracted large crowds, with many coming by train, while the King Edward VII Public House provided refreshment. In 1968 the market was filmed by amateur film-maker Laurie Stanton, who was a member of the Clacton Cine Club. The short film is held in the archives of the British Film Institute and can be seen on their website.¹³ It shows the thriving market and, in some shots, buildings within the Conservation Area can be seen. The eastern part of the market site was redeveloped in the first decade of the twenty-first century and a group of commercial buildings were constructed on the triangle of land adjacent to Station Road. In 2005 the market closed and the following year the existing commercial buildings were constructed on the site of old auction rooms in the eastern part of the market site.¹⁴

After the closure of the market, the public house and the maltings have remained unoccupied and unused. The station master's building was also empty for some years until it was refurbished and converted into two residential units. The station has remained in operation, although the northern platform is no longer in use.

¹³ British Film Institute <https://player.bfi.org.uk/free/film/watch-thorpe-le-soken-market-1968-online>

¹⁴ Ian Tod & Co. Ltd. 2013. Thorpe Maltings Design and Access Statement 2013. Submitted to Tendring District Council on behalf of Rosegrade Ltd.

2.3 Heritage Assets

Designated Heritage Assets

Conservation Area Designation History

The Thorpe-le-Soken Station and Maltings Conservation Area was designated on the 26th March 1990. It was designated to meet concerns about the maltings and its late-Victorian setting, before the building was given Grade II Listed status. A review of the Conservation Area and public consultation was carried out by Tendring District Council in 2005-2006 and an Appraisal document was produced in March 2006. Proposals involving suggested changes, such as a reduction of the Conservation Area boundary, enhancement work and Article 4 Directions were included in the appraisal, though it was recognised that the town or parish councils did not support some of these suggestions. As a result, no formal reduction of the Conservation Area boundary was adopted and the boundary remains the same when it was designated in 1990.

Listed Buildings

The maltings building was Grade II Listed on 27th October 1998 (List UID: 1385961). The listing description of the building was written at that time and the building has since become considerably more dilapidated. The maltings were built between 1874 and 1878 by Robert Free, the maltings industry innovator and comprised of two halves, the western half for the production of crystal malt and the eastern half for pale malt. This dual production of two types of malt for the

brewing industry on one maltings site was unique within the region. No other maltings showing the double use of crystal and pale malt so distinctively are known to survive.¹⁵

The two brick-built linear ranges of the maltings are 30 bays in length, aligned west to east and two storeys in height. They originally had an attic level, which has now mostly been lost. It is built in Flemish bond of yellow brick with red brick details and dressings. The building was constructed in a pier and panel technique visible on the external elevations and comprises thirty bays of yellow brick panels flanked by red brick piers. The roof structures were originally all of timber covered with slate. Two weather-boarded lucam hoists were incorporated into the building's southern façade, with a third added later. After closure in 1983 the maltings lay unused and empty until the buildings were purchased in 1988 by Rosegrade Ltd.¹⁶

The building is in a severely dilapidated condition, with the eastern range being propped up with scaffolding, while plant growth covers the façade in some areas. This part of the building is missing its roof and internal floor levels, with the external walls forming an empty shell. The floors, drying towers, collapsed roof structure and the unstable brick gable

¹⁵ Historic England. Maltings to the West of Railway Station, Thorpe-le-Soken Essex. List Entry Number: 1385961. Listing description (accessed 21/10/19)

¹⁶ Ian Tod & Co. Ltd. 2013. Thorpe Maltings Design and Access Statement 2013. Submitted to Tendring District Council on behalf of Rosegrade Ltd.

at the eastern end of the eastern range were removed in 2009, due to the danger of collapse. Prior to this, a programme of archaeological building recording was undertaken in 2008, to fulfil a condition of planning consent for the work. The building recording included a photographic survey, with specific high-level access to the roof structures of the drying towers.¹⁷

The western range roof structure survives in part, but in a poor condition, though in general more historic fabric survives in-situ in the western range than in its neighbour, while the building is currently surrounded by hoarding.

¹⁷ Katherine Sather & Associates. 2008. *Thorpe Maltings, Thorpe-le-Soken, Tendring, Essex. Archaeological Building Recording*. Unpublished client report for Rosegrade Ltd.



Figure 9 Thorpe-le-Soken Maltings with the eastern range in the foreground



Figure 10 The eastern range of the maltings



Figure 11 The western range of the maltings



Figure 12 A photograph taken in 1991, showing the interior of the maltings, with cast iron columns, a floor surface of setts and timber structure of the first floor (Essex County Council)

Non Designated Heritage Assets

The King Edward VII public house and its associated outbuildings were built in 1901, the coronation year of Edward VII, though both appear on the OS mapping for the first time in 1923. The pub served as a railway inn to take advantage of the custom provided by the railway passengers. It is perhaps an indicator of the slower and more rural nature of the Thorpe-le-Soken area in the late nineteenth century, that the railway had been established for thirty-five years before a railway inn was a suitable investment. The building has a symmetrical design and is located in a position of prominence, in an elevated position, overlooking the eastern end of the railway yard and it is an important building within the Conservation Area. It makes a significant contribution to the character of the Conservation Area and historically it was a popular meeting place for those attending the market, which operated in front of the building and extended to the south-east towards Station Road. The building and its associated stable/coach house have group value with the Maltings and the Station, as the public house became a focal point for the commercial, railway and industrial aspects of the area. Following the pub's closure the pub building was used for mixed residential and commercial purposes, while the land to the west and the stable building were initially used as a repair yard for agricultural machinery and then as a vehicle scrap yard.

The public house is built of red bricks, with rubbed brick details and has a slate covered roof. The façade is decorated with pilasters, string courses, pedimented gables and ball finials and there is an ornamental iron balcony at first floor level. To the west of the public house are the associated stables, coach house and other outbuildings, which form a range of brick-built, one and two storey structures, with a slate roof. Together the buildings are arranged around a yard to the rear of the public house. The inn and its associated outbuildings are no longer in use and in a poor condition. The public house appears structurally sound while the coach house and stables are in a more serious state of deterioration. The area in front of the public house has become overgrown, while the yard behind, between the public house and its outbuildings is overgrown. Together the buildings and the yard form an inter-related group which provides coherent evidence for past activities at the site.



Figure 13 The façade of the King Edward Public House



Figure 14 Rear aspect of the King Edward Public House



Figure 15 The stables and coach house on the left behind the public house



Figure 16 The stables and coach house of the King Edward Public House

Thorpe-le-Soken Station Master's House was built in 1866 by the Tendring Hundred Railway. It is a modest building, of two storeys in height, built of red brick with a sill band and dressings in gault brick and segmental stone lintels to the windows. It has a slate-covered hipped roof, with timber brackets at the eaves. The building is adjacent to the disused northern platform of Thorpe-le-Soken Station. It would have originally housed a station master and his family, who would have resided there, perhaps mainly on the first floor, with public areas, such as a waiting room, ticket office and access to the platform on the ground floor. The building lay abandoned and unused after the station ticket office was closed and an automated ticket buying facility was introduced. By 2006 the building had been restored, converted to residential use and re-occupied.



Figure 17 A photograph of the unused station master's building, taken in the 1990s



Figure 18 A photograph of the station master's building today after refurbishment and reuse as two residential properties



Figure 19 The Station Master's House looking northeast from the active station platform



Figure 20 The signal box on Thorpe-le-Soken's island platform

Thorpe-Le-Soken Signal Box

Thorpe-Le-Soken station has an island platform to the south of the redundant northern platform. Current station buildings, such as waiting rooms and staff offices are situated on the island platform with a disused signal box. When laid in the 1860s, the railway line originally consisted of a single track and this was increased to two tracks in the 1880s. The island platform was added as part of this expansion and it appears on the second edition OS mapping (c 1888), as does a structure on the new platform in the same location as the existing signal box and it is likely that the building is of this date.



Figure 21 Thorpe-le-Soken railway bridge



Figure 22 A detail of the railway bridge

Harwich Road Railway Bridge

is shown on the 1st edition OS map of c1869. It has an east and west brick-built pier on either side of the road, constructed of red bricks in English garden wall bond. The span of the bridge is made of cast iron composite beams and plates, riveted together. When laid in the 1860s the railway line originally consisted of a single track. But by the 1880s this had increased to a double track and the island platform was built at Thorpe-le-Soken. It is possible that the iron span was added at this time.



2.4 Archaeological Potential

A building appraisal of the maltings was carried out in 2001¹⁸ to assess the condition of the buildings, in which it highlighted the integrity of many of the original internal features despite some deterioration of the building's structure. A further programme of archaeological building recording was carried out in 2008.¹⁹ prior to the removal of the drying towers and collapsed roof and the unstable gable to eaves level. The survey found that the continued deterioration of the building had resulted in the loss of some features, however the building retained its significance due to the number of extant surviving features and connection with the important innovator Robert Free.

An evaluation undertaken to the rear of the maltings in 2017 recovered post-medieval masonry remains indicating ancillary shed-like structures; which corresponded with buildings on historic mapping.²⁰

Excavations in the north of the Conservation Area in 2017 identified prehistoric and post-medieval finds including masonry remains associated with former outbuildings; however, the stratigraphy encountered indicated extensive truncation in some of the trenches. There is potential for archaeological deposits in certain areas within the Thorpe-le-Soken Station and Maltings Conservation Area which have not been disturbed or destroyed by the present structures.

The geology of this area, London Clay, is conducive to the survival of bone and ceramics, and there is the potential to the south of the Conservation Area for paleoenvironmental deposits associated with the alluvium from the valley of Holland Brook.

18 Essex County Council Field Archaeology Unit 2001. *Thorpe Maltings, Thorpe-le-Soken, Tendring Essex. Historic Building Appraisal* (Garwood, A. and Letch, A. Authors)

19 Kathryn Sather & Associates, 2008. *Thorpe Maltings Thorpe-le-Soken, Tendring. Archaeological Building Recording*. OASIS ID: kathryns1-62721

20 Archaeology South East 2017. *Archaeological Evaluation by Trial Trenching, Thorpe Maltings, Thorpe-le-Soken*. Site code TSTM17



3.0 Character and Appearance

3.1 Summary of Special Interest

The overall distinctive historic character of the Thorpe-Le-Soken Station and Maltings Conservation Area is as a nineteenth century railway and industrial complex, but within a rural setting. The Conservation Area encompasses a distinctive collection of nineteenth and early twentieth century buildings. These embody the commercial and social changes resulting from the opening of the railway over a hundred and fifty years ago. The railway connected the village of Thorpe-le-Soken (situated approximately 700m to the north), with Colchester and the coast at Frinton-on-Sea and Walton-on-the-Naze. As was the case with many railway ventures, the construction of the line and its various stations through this part of rural Essex was a speculative development. As a result, the station was modest in size and built to an established pattern adopted by the Tendring Hundred Railway and intended to serve a rural community.

The most prominent of the buildings within the Conservation Area is the maltings, which was constructed at this location to take advantage of the opportunities offered by the Tendring Hundred Railway, for supply and distribution. The Thorpe-le-Soken Maltings were innovative in that two types of malt were produced on an industrial scale, within the purpose-built building. No other maltings showing the double use of crystal and pale malt so distinctively are known to survive²¹. The maltings are also significant due to their connection with Robert Free who formed Free Rodwell and Company Ltd and by the end of the nineteenth century, the company had seven maltings. Together with Thorpe-le-Soken Maltings, they represented the technological peak of the malt production industry. The railway continued to provide the impetus for development within the Conservation Area into the early twentieth century. The opening of the King Edward VII Public House in 1901 is evidence for the extent to which visitors were traveling by rail to Thorpe-le-Soken, many of who came to visit the market that was held on the area of open land to the east of the public house. The area around the maltings became a popular destination and in particular the market and the pub were once a focal point for the local community. The pub is a local landmark and is still fondly remembered within the local area. The workers cottages on Edward Road represent the continued growth and prosperity of the maltings and the immediate locality. The character of the Conservation Area is therefore typified by mid to late Victorian era railway, industrial and domestic architecture, within a rural setting. Together, the stock of differing buildings within the Conservation Area forms a interconnected and unified group.

²¹ Historic England. Maltings to the West of Railway Station, Thorpe-le-Soken Essex. List Entry Number: 1385961. Listing description (accessed 21/10/19)

3.2 Character Appraisal

Land usage

The Conservation Area has a variety of uses and functions and can be divided into two parts, based on function. The first is the historic, commercial and industrial core, centred on the maltings and the railway, which includes the King Edward VII Public House and the site of the former market. The second area is centred on the residential development along Edward Road on the southern side of the railway tracks.

The Historic Core

The maltings buildings and the King Edward VII Public House are currently unused. The buildings are owned by Rosegrade Limited, who are in the process of producing a proposed scheme for the development and reuse of the buildings. At the centre of the Conservation Area is the Station and its car park. The land on which the station is situated is owned by Network Rail and leased by Greater Anglia, while the station car park is managed by National Car Parks. The car park forms a sizable open space at the centre of the Conservation Area and is flanked by the railway station on the south side and the maltings to the north. This historic core is therefore characterised by the architecture of the industrial and railway buildings, along with the former public house and market area.



Figure 23 The view west from the station car park



Figure 24 The view east from the station car park.



Figure 25 The station Masters House with the signal box of Thorpe-le-Soken station behind

Maltings

The maltings building is the foremost feature of heritage value within the historic core and also has the most dominant presence within the Conservation Area. But currently its aesthetic and architectural value is difficult for the observer to appreciate as much of the building is obscured by scaffolding, hoarding or foliage, while other distinctive elements, such as the roof and its drying towers, are no longer present. The building retains architectural features typical of mid-Victorian industrial buildings, with walls composed of yellow brick in Flemish bond, with piers, details and brick details and dressings.





The Station

Within Thorpe-le-Soken station there are two notable and prominent buildings which enhance the character of the Conservation Area. These are the former Station Masters House and the Signal Box. The Station Master's House has distinctive, mid-Victorian detailing with rounded arches, stone lintels and yellow brick door and window surrounds. The original timber windows have been replaced with modern UPVC, and these detract from the character of the Conservation Area. The canopy, over the now-disused platform survives, along with the decorative timber dagger-boarding.

The two storey signal box, probably built by the Great Eastern Railway, is likely to date to c 1888 or shortly after. It is built on a brick base at ground floor level. The first storey level is glazed with large timber windows with surviving original ironmongery and an external walkway to enable the cleaning of the glass. Other single-storey railway structures are situated on the active railway platform and these make a positive contribution to the Conservation Area. There are architectural details such as the original fenestration of the station buildings, or the cast iron brackets which bear the monogram of the Great Eastern Railway, which took over the operation of the railway line in 1888.

At the eastern end of the station area is the area of the former market, part of which has been redeveloped with commercial buildings. These modern buildings have been built with a brick plinth, black painted weatherboarding and tiled roofs, to reference the form and appearance of a traditional Essex agricultural building. No earlier, historic weather-boarded, barn-like structures were historically known to have been located within the Conservation Area. The buildings can be considered to have a neutral effect on the character of the Conservation Area.



Figure 26 The commercial buildings built on part of the former market site

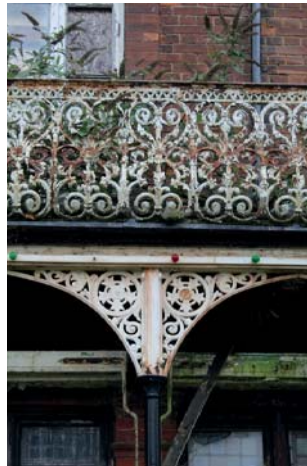
King Edward VII Public House

The area around the King Edward VII Public House has become overgrown, which has reduced the building's visibility from the rest of the Conservation Area, yet it still remains a prominent building and glimpses of it can be seen from within the historic core. The building is in a characteristic, Edwardian style, with decoratively embellished south-eastern and north-eastern principal facades. It is constructed of red brick in English bond, with a light-coloured cement mortar and a slate roof.

The decorative elements of the building provide a distinctive architectural pallet, executed to a high standard. Such character defining features could influence future development within the vicinity of the building and the historic core of the Conservation Area. An elaborately worked wrought iron balcony dominates the main façade and this has a bulbous rounded shape at its base. This distinguishing shape to a balcony is thought to have been designed in order to accommodate the full dresses that were



Figure 27 Details of the King Edward VII Public House



worn by Edwardian ladies at the time. The balcony has cast iron brackets and there are two slender pillars supporting it at the front of the building.

The windows within the principal façades have horns on their upper sashes. There are decorative, moulded brick surrounds to the windows with pilasters and bricks laid with finer pointing, while the main façade has leaded window light and coloured glass above the doors and windows. The north-east façade has a bay window, while there are rubbed brick lintels, recessed brick panels below windows and decorative terracotta tiles are also used. The upper parts of the building are decorated with stone baubles.



Figure 28 Former stables and coach house

The rear, or north-western, façade and the and south-western façade are more understated, though a combination of straight and segmentally-arched, rubbed brick lintels are used above the sash windows.

To the rear of the public house the former stables and coach house also contribute to the distinctive historic character of the Conservation Area through their architecture and appearance. The building forms one range, with a slate covered roof that varies in height. Window openings on the ground floor have segmentally arched brick lintels, while the upper level windows are just below eaves level. The windows themselves have numerous glazing bars and are characteristic of the type used in stable buildings. A loading loop with a triangular brick pediment is situated in the centre of the main part of the building, presumably to allow hay to be loaded into the upper floor. The stables range is in a poor condition.

Edward Road

The character of the Conservation Area alters along Edward Road, where residential development was completed at the turn of the nineteenth to twentieth century. A terrace of two-bay cottages was built along the northern side of the newly formed Edward Road. The use of the name Edward would suggest that the date for the development corresponds to that of the public house, which was named to commemorate the coronation of King Edward VII in 1901.

The entrance to the Edward Road from Station Road is flanked by a pair of narrow, single-bay, semi-detached dwellings. Although the private residential properties have undergone alterations to their appearance, reflecting the tastes of their owners, they retain much of their original character and appeal. The buildings were brick-built in Flemish bond, with stone lintels and sills to the ground floor windows, while the windows of the first floor continued into the roof space with a half-dormer. The most unaltered example is perhaps Number 3 Edward Road, which has exposed original brickwork, a slate-covered roof, four-pane sash windows with horns and decorative ridge tiles.

An attempt to replicate the character of the Edwardian buildings has been recently made in a new development at the western end of Edward Road, where a brick-built terrace has been built within the Conservation Area. The new buildings have stone dressings to the windows and half dormer windows to the first floor. The use of slate rather than ceramic tile as a roofing material would have perhaps been more in keeping with the character of the Conservation Area (though many slate tiles have been replaced with ceramic examples on the original buildings), but in general the form, massing and appearance of the new buildings is sympathetic to the Conservation Area.



Figure 29 Semi-detached dwellings flanking the entrance to Edward Road from Station Road



Figure 31 Edward Road looking east



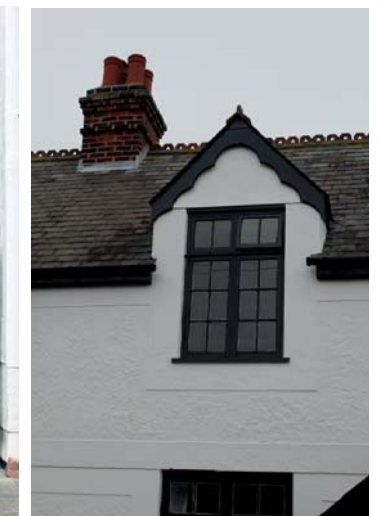
Figure 30 A glimpsed view of the chimneys of the Edward Road buildings



Figure 32 Number 3 Edward Road



Figure 33 A new residential development at the western end of Edward Road



Landscaping

Boundary treatments

There are a variety of boundaries within the Conservation Area. The boundaries within the historic core include the boundary of the station, which changes from a wire fence with concrete posts to steel railings. On the opposite side of the station carpark the maltings are bounded by temporary wire fencing. Both these examples of boundary treatment detract from the character of the Conservation Area.

The boundary of the market buildings makes a neutral contribution to the character of the Conservation Area. A hard boundary in the form of a brick wall, and a soft boundary or hedge are used. The brick wall is built in stretcher bond and has inverted arches between brick piers, with a double course of tiles used below the coping. Although the use of brick is in keeping with the character of the Conservation Area, a wall of this design, in stretcher bond does not have a precedent at Thorpe-le-Soken Maltings.

The bridge over Station Road includes a substantial brick abutment with an adjoining wall which extends into the Conservation Area. Overall this provides a prominent and distinctive boundary of red brick in Flemish bond.

Elsewhere, soft boundaries of foliage or well-kept hedges are evident and have a neutral effect on the character of the Conservation Area. On Edward Road modern timber fences have been erected near the junction with Station Road, which are a more suburban form of boundary treatment. These form the boundaries of the rear gardens of semi-detached dwellings. Front gardens are scarce in the Conservation Area, with only two prominent examples on Station Road, both of which have modern front walls of varying materials. The focus of future planning decisions in relation to boundary treatments, towards a coherent form, either brick-built walls or well-tended hedges, would help to preserve or enhance the appearance of the Conservation Area.





Built forms

The maltings are an extensive built form within the Conservation Area, being over thirty bays in length. Originally the roof was greater in height with drying towers at the centre of the building, though the majority of the building is two storeys in height, plus an attic level. The commercial buildings now on the site of auction buildings associated with the former market are also of a significant scale, replicating agricultural barns in both appearance and size. Single storey and two storey buildings are located at the station, while the residential buildings on Edward Road are modest in size and two storeys in height.

The built forms that define the character of the Conservation Area are varied, according to the phases of development. The earliest buildings, being the station and the maltings represent a momentous development towards the areas of industry and infrastructure, with the maltings in particular dominating the area. The later residential development is more modest in scale.

Examples of architectural styles to be found within the Conservation Area include the striking mid-Victorian buildings of the maltings and station, to the highly decorative and elaborate Edwardian building of the public house. The stables and coach house behind the King Edward VII Public House are characteristic of late nineteenth to early twentieth century utilitarian buildings associated with the era of

horse drawn travel. The domestic buildings of Edward Road are in a well-established, domestic style while the commercial buildings on the site of the market represent a modern interpretation of a traditional style of Essex agricultural building.

Brick predominates as a building material, along with the use of slate for roofs and decorative ridge tiles on domestic buildings. Varying colours of brick are used to achieve decorative effects in the Station Master's House and the maltings. The Station Master's House also incorporates stone sills and lintels. The King Edward VII Public House includes decorative ceramic tiles, orange rubbed bricks, terracotta tiles and stone baubles. Timber window frames survive in the public house, while the buildings of the maltings and the houses on Edward Road would also have had timber window frames. Certainly in the latter case, these would have been timber sash windows, with horns to the upper sashes and one complete set of such windows survived on a house in Edward Road. Most examples here have been lost and replaced with UPVC, which has a detrimental impact on the special character and appearance of the Conservation Area. The careful application of controls in planning applications for changes to fenestration, or specifications for new buildings within the Conservation Area, could result in the re-establishment of sash windows as a predominant form and so enhance the area's special character.

3.3 Views

Key views are identified on Figure 34. The views included are a selection of key views; this list is not exhaustive and there are numerous other views of significance. Any proposals for development within the Conservation Area, or its environs, should consider the views below and any others which may be relevant or bespoke to that proposal. It is also notable how these views alter in character between winter and summer months which must be taken into account.

Viewpoint 1

From the south, a sweeping, long-distance view of the Thorpe-le-Soken Station and Maltings can be gained from the same road, looking north, across the open fields, which form the setting of the Conservation Area. The Conservation Area can be perceived to be lying within its valley in the rural landscape. On a clear day the maltings, the King Edward VII Public House and the station buildings can be clearly seen. Prior to its loss, the tall roofs of the maltings' drying towers formed a prominent landscape feature that could be appreciated from this viewpoint.

Viewpoint 2

For those arriving at the Conservation Area from the station there are long distance, panoramic views that can be perceived from the foot bridge, which is the only means of access and egress from the station platform. The view south from the foot bridge takes in the open landscape of the Conservation Area's setting, while to the east, a view across the entire station complex can be appreciated. The view north from the foot bridge allows a comprehensive view of the Listed maltings building. To the north-east the King Edward VII Public House can be seen on the rise in the topography, behind the east wing of the maltings. The market area and its new buildings and the open space of the station car park can also be seen from this vantage point.

Viewpoint 3

The hill upon which the King Edward VII Public House is situated affords views south, across the Conservation Area and the wider landscape beyond. The Station Master's house and the signal box are clearly visible, with a backdrop of open agricultural land behind up to the horizon.

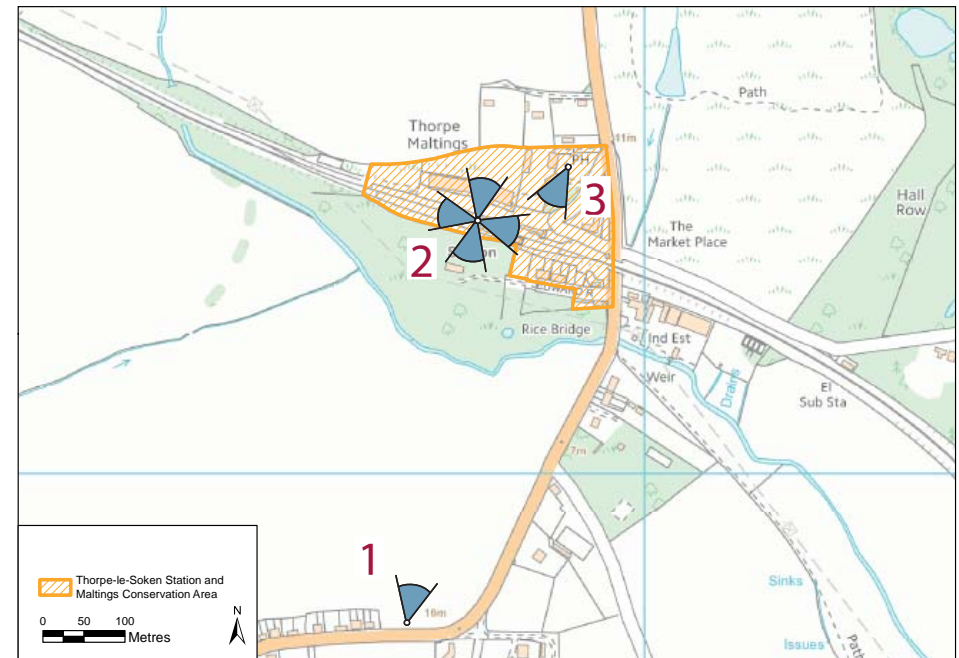


Figure 34 Views map



Figure 35 Viewpoint 1



Figure 36 Viewpoint 2 looking south from the station footbridge



Figure 37 Viewpoint 2 looking east from the station footbridge



Figure 38 Viewpoint 2, looking north-east



Figure 39 Viewpoint 2 looking north-west



Figure 40 Viewpoint 3 looking south



3.4 Setting

A heritage asset’s setting is defined in the National Planning Policy Framework (NPPF) as “The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of the asset, may affect the ability to appreciate that significance or may be neutral.”

All heritage assets have a setting, whether designated or not, although the setting itself is not designated. The importance of a setting is dependent on the contribution it makes to the significance of the heritage asset and the appreciation of its significance.

In the case of the Thorpe-le-Soken Station and Maltings Conservation Area, the wider setting of the heritage asset is distinctly rural in nature. It is within this rural landscape, the railway and subsequently the maltings were established and later the market evolved, as the area became a focal point for commerce, train travel and industrial production. The area is generally surrounded by open fields on all sides, with only a few residential buildings to the south-east, along with the Rice Bridge Industrial Estate to the east. To the south, within the setting of the Conservation Area, Station Road is carried over Holland Brook by Rice Bridge. Holland Brook is discernible from some distance away, as a line of foliage at the lowest point in the surrounding countryside. Rice Bridge is a brick-built structure, built of both black and red bricks, with a coping of double-bullnose engineering bricks. These are both prominent landscape features within the Conservation Area’s setting and the bridge over the brook forms an entry point to the Conservation Area from the south. Outside the Conservation Area boundary, but within this

part its setting and fronting Harwich Road, is the Grade II Listed Ricebridge Cottage (List UID: 1337143), an eighteenth-century timber framed and plastered rural cottage with a thatched roof.

There are features within this rural setting that are noteworthy. Running to the east, from a junction with Station Road is Thorpe Park Lane, which is a narrow, metalled lane, overhung with mature trees, which runs parallel with the rail tracks, before diverting from them. It eventually leads to the Grade II Listed Thorpe Park Farmhouse, a Grade II Listed seventeenth-century, timber-framed house with early nineteenth century alterations (List UID: 1307196). The farmhouse and its access lane (which was probably altered with the coming of the railway) are representative of the established, agricultural landscape and its community, within which Thorpe-le-Soken Station and Maltings were developed.

In the wider setting to the north of the Conservation Area is the estate of Thorpe Hall, a Grade II Registered Park and Garden (List UID: 1000521). The Manor of Thorpe Hall dates to the middle ages and while the estate and Hall are managed and in single corporate ownership, it is thought to be unoccupied.

A group of new residential dwellings are situated in the immediate setting to the north of the Conservation Area. These are no more than two storeys in height and although modern in design, generally the materials that have been used are in keeping with the character of the Conservation Area, with brick walls to the front garden and a weather boarded outbuilding.



Figure 41 The setting of the Conservation Area to its south



Figure 42 The fields running down to Holland Brook, in the setting to the south of the Conservation Area



Figure 43 New buildings to the north of the Conservation Area Boundary



Figure 44 Rice Bridge and the open rural landscape to the south of the Conservation Area



Figure 45 Holland Brook, from Rice Bridge



Figure 46 The view east along Thorpe Park Lane, which leads to the Listed Thorpe Park Farmhouse



Figure 47 The King Edward VII Public House visible through the new buildings to the north of the Conservation Area

4.0 Opportunities for Enhancement

4.1 Heritage at Risk

The Thorpe-le-Soken Station and Maltings Conservation Area is on the Historic England Heritage at Risk register and its condition is considered to be 'very bad', while its vulnerability is listed as 'high' and the trend is towards 'deteriorating significantly'.

Being a Grade II Listed building, rather than Grade II* or Grade I, the maltings building is not included on Historic England's Heritage at Risk register. Yet the building is a unique heritage asset of significance and is in a very poor condition.

The Conservation Area is facing a number of issues, the most pressing of which is dereliction. The maltings, the King Edward VII Public House and its curtilage buildings are in a poor condition and unoccupied. A large proportion of the Conservation Area is therefore underused, although there still remains the potential for buildings and areas to be brought back into use.

A significant portion of the maltings building has been lost through dereliction since the area's designation in 1990. The building is Grade II Listed and as a designated heritage asset, its future survival is at risk. The eastern range in particular has been reduced to a shell after its floors, drying towers, roof structure and the eastern brick gable were removed

in 2009, due to the danger of collapse. The western range is also in a very poor condition, though in general more historic fabric survives in-situ. However, the continued loss of original fabric and in-situ architectural details through dereliction is a cause for concern.

The King Edward VII Public House appears to be in a better condition than the maltings, though its unused state and its overgrown surroundings present a picture of abandonment, similar to that of the maltings. The stable and coach house building which is located within the curtilage of the public house are also in a state of decay, with structural problems.

The poor condition and lack of use of these buildings is having a detrimental impact on the appearance of the Conservation Area, though its significance and historic character remains. The state of the buildings means that they are increasingly vulnerable to further collapse or demolition, particularly if the Conservation Area becomes the focus of new development. The loss of the derelict buildings within the Conservation Area would result in harm to its significance.



Figure 48 The Edward VII Public House viewed from the northern approach road to the station



Figure 49 The stable and coach house building

4.2 Public Realm

The Conservation Area is located adjacent to the main approach from the south towards the village of Thorpe-le-Soken, which is situated roughly 600m to the north. The Conservation Area also forms a gateway for those arriving at Thorpe-le-Soken by train. As passengers arriving at Thorpe-le-Soken leave the station, the dilapidated building, surrounded by hoarding and scaffolding is the first structure encountered.

Some signs around the historic core of the Conservation Area appear to be redundant, or have lost their lettering and become illegible and could be removed or replaced. Temporary works in this area have also resulted in plastic cones, barriers, plastic piping and other items which have been left and which harm the area's character. The area would be enhanced through a consistent approach to the design of lampposts, signage and bollards, particularly in the historic core around the station and maltings.

The approach to Thorpe-le-Soken from the south along Station Road provides another gateway into the Conservation Area. Although the historic buildings are not initially visible from the road, the new commercial buildings on the site of the former market buildings have a presence on this route and indicate the boundary of the Conservation Area. Station Road has two bus stops situated close to the north-eastern boundary of the Conservation Area, which provide access to the Conservation Area and station. The road currently has a speed limit of forty miles per-hour, and no pavements on its eastern side, which makes crossing the road to and from the southbound bus stop difficult. To the south, cars are often parked in the area below the railway bridge, perhaps in order to avoid the parking fees at the station car park. This results in a choked area of pavement on the edge of the Conservation Area.



Figure 50 The view of derelict buildings of historic interest, on the opposite side of the station car park, which greets visitors arriving by train at the railway station



Figure 51 Buildings within the Conservation Area, beside the approach to the village of Thorpe-le-Soken from the south



Figure 52 The bus stop on Station Road



Figure 53 Cars parked under the rail bridge on the edge of the Conservation Area





5.0 Management Proposals

As described in the previous chapter, there are a wide range of issues facing the Thorpe-le-Soken Station and Maltings Conservation Area, many of which share common themes. This Chapter seeks to recommend management proposals which address these issues in both the short and long term.

5.1 Positive Management: Short Term

The positive management of the Conservation Area in the short term should focus on good practice and improved ways of working within the local planning authority. These are generally low cost and can be implemented within a short time-frame, typically within one or two years.

Local List

Thorpe-le-Soken Station and Maltings would benefit from the Local Planning Authority adopting and maintaining a comprehensive Local List in order to recognise buildings of local architectural or historic interest and better preserve its historic environment. A Local List identifies buildings and structures of local architectural and/or historic interest, and these are considered to be 'non-designated heritage assets' under the provisions of the NPPF. A Local List may be beneficial to ensure the upkeep of buildings which are significant to the history and character of Thorpe-le-Soken. The exercise would also facilitate a greater understanding of the area and could be utilised as a public engagement strategy to improve awareness and understanding. There are certainly buildings within the Conservation Area which

are of sufficient quality and historic interest to be considered for local list status. These are:

- The King Edward VII Public House and associated stables and coach house
- Thorpe-le-Soken Station Masters House
- Thorpe-le-Soken Station Signal box.

Enforcement

Where the necessary permission has not been sought for alterations, such as advertising signage and building alterations which are not contained within the General Permitted Development Order, the Local Planning Authority's powers of enforcement should be considered. This could assist in reinstating any lost character or architectural features whose loss may have a negative cumulative effect on the Conservation Area, as well as avoiding a precedence being set for similar, uncharacteristic works.

General Maintenance: Public Realm and Highways

Through the agreement of a standard good practice within the Conservation Area between relevant Local Authority teams and other landowners, long term goals can be set to promote good design within the public realm, such as ensuring that excessive road markings are avoided, highways are maintained and that signage is kept minimal and clear, as well as agreeing a standard street furniture to ensure consistency over time as elements are introduced or

replaced. This will have a long term positive impact on the Thorpe-le-Soken Station and Maltings Conservation Area.

A positive working interdepartmental relationship is key to improving the public realm and highways. Planning and Highways can work together to agree standard good practice within a Conservation Area such as avoiding excessive signage and where necessary using narrow road markings.

Boundary review

The Conservation Area boundary has been revised within this appraisal in accordance with the NPPF (2019) and Historic England Advice Note 1 Conservation Area Appraisal, Designation and Management (2018). In general the boundary was robust and only the alteration of the boundary to exclude a small area of scrub on the southern edge of the Conservation Area is proposed.

Public Realm

Whilst replacing all inappropriate street furniture is an optimum solution it is acknowledged that this is an expensive project to undertake. There are numerous other short-term solutions to this problem. A positive working interdepartmental relationship between the Local Authority and the various stakeholders is key to improving the public realm.



The Highways Department and Network Rail should be engaged to conduct an assessment of existing signage within the Conservation Area with the view to 'de-clutter' the historic environment. Other case studies have found this was a cost-neutral exercise due to the scrap value of signage and posts. Planning and Highways should work together to agree standard good practice within the Conservation Area such as avoiding excessive road markings and where necessary using narrow road markings. The various stakeholders at Thorpe-le-Soken Station and Maltings could be encouraged to work together to agree on subjects such as standard street furniture, to ensure consistency over time as elements are introduced or replaced.

Heritage Statements

In accordance with the NPPF (Para.189), applicants must describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

All applications within the Conservation Area and immediate setting require an appropriately detailed Heritage Statement. Any application without a Heritage Statement should not be validated.

The key views analysed within this document are in no way exhaustive. The impact of any addition, alteration or removal of buildings, structures, tree's or highways on key views should be considered to aid decision making. This includes

development outside the conservation area. Where appropriate, views must be considered within Design and Access or Heritage Statements. This should be in accordance with Historic England's Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (March 2017). Applications which fail to have assessed any impact upon views and setting should not be validated.

Tree Management

Trees that are either located in a conservation area or covered by a Tree Preservation Order or planning condition have a degree of protection. Where a tree is protected consent must be given by the council in writing before any works can be undertaken, including cutting down, uprooting, topping, lopping, severing roots, wilful damage or destruction. Where trees contribute to local amenity and the character or appearance of the conservation area their retention and appropriate management will be encouraged. If felling is necessary due to the condition of the tree (dead, dying or dangerous) then an appropriate replacement tree should be planted.

Improved understanding and awareness

At present there is no interpretation (information boards, signage, interactive QR Codes) within the Conservation Area, aimed at improving understanding and awareness. This would be an effective way to enhance the understanding of Thorpe-le-Soken Station and Maltings and its significance.

Public Resources

The preservation and enhancement of private properties can be improved through the publishing of resources aimed to inform property owners and members of the public. An introductory summary of the Conservation Area Appraisal in the form of a leaflet or factsheet(s) is a simple way to communicate the significance of the area and ensure members of the public are aware of the implications of owning a property within a conservation area. In addition, a maintenance guide would assist property owners in caring for their property in an appropriate manner. A single Good Practice Design Guide on standard alterations such as signage, windows, doors, rainwater goods, boundaries and roof extensions will ensure inappropriate development does not continue to be the accepted norm.

Poor maintenance leads to the deterioration of the fabric of the built environment and results in a loss of architectural details. Improved awareness of simple maintenance and repair would be conducive with the preservation of Thorpe-le-Soken's built heritage.



5.2 Positive Management: Long Term

Appraisals

It is important that the Conservation Area is reviewed every five years to monitor change and inform management proposals.

New development potential

The Conservation Area presents many opportunities for new and inspiring development. In particular a development that would include the refurbishment and reuse both the Maltings and the King Edward VII Public House and their surrounding areas. However, a sensitive, successful and viable scheme has yet to be found, as the significance of the Listed building and the Conservation Area raises a number of challenges, which increase the complexity of any proposal. Yet the scale and rail-side location of the Maltings building could potentially offer great opportunities for local regeneration and economic growth.

There may be some pressure to focus on a wholly residential use for the Maltings and a residential development may provide major returns, which would need to be channelled back into the restoration of the historic buildings. However, other options or a mix of uses could also be considered. The following two case studies provide a brief account of the development of two former industrial sites. The

circumstances and the setting of both cases is somewhat different to that at Thorpe-le-Soken and both were not without significant challenges. Yet they demonstrate workable approaches to the redevelopment of an abandoned nineteenth century industrial site, with a view towards mixed use and local regeneration.

Salisbury Maltings

In 2019 Wiltshire Council submitted a Masterplan for the redevelopment of the former maltings in Salisbury along with an area of car park.²² The Salisbury scheme proposes a mixture of uses including residential, retail and a cultural quarter, integrated with a framework of interrelated public access routes, including pedestrian and cycle routes and a coach park. Retail unit sizes were a mix of major shop units and a majority of smaller store units. A new location for the Salisbury Library within the development is also included in the scheme. A process of public consultation was undertaken in 2017. The constructive debate that followed was an important aspect, which allowed the public and the developers to recognise the challenges and opportunities of the scheme.²³

Shrewsbury Flaxmill and Maltings

Another example at the Shrewsbury Flaxmill Maltings site incorporated Grade I, II and II* Listed buildings. Historic
22 Wiltshire Council, 2019. The Maltings and Central Car Park Masterplan. <http://www.wiltshire.gov.uk/spp-spd-maltings-and-central-car-park-masterplan-2019-june.pdf>

23 Salisbury Civic Society. The Maltings <http://www.salisburycivicsociety.org.uk/current-issues/the-maltings/>

England took leadership of the Shrewsbury Flaxmill Maltings project in March 2014 and along with funds from the Department for Communities and Local Government and the European Regional Development Fund, Historic England provided the balance of funds to complete the project in 2015.²⁴ Extensive option studies were undertaken to consider a range of potential new uses. It was considered essential to find a new function that would ensure the viable, long-term use and maintenance of the site. Along with the commercial opportunities available as a result of the scheme, Historic England undertook a heritage skills programme during the construction works. An important consideration during construction was to minimise intrusive work to the historic fabric of the buildings, and use traditional materials and techniques wherever possible. The scheme resulted in a combination of one hundred and twenty new residential units, offices and commercial premises. The historic pedigree of the site is an asset for the site and the development provided the opportunity for tenants and investors to become the occupiers of the world's first iron-framed building and invest in the development of the remaining historic buildings. Opportunities for new build development on the land surrounding the historic buildings were also provided.

Smaller scale developments, such as applications for individual, detached dwellings are also viable within the Conservation Area. However any proposed scheme should be submitted as part of a detailed and full application, rather

24 Historic England Shrewsbury Flax Mill <https://historicengland.org.uk/get-involved/visit/shrewsbury-flax-mill/>



than an outline application. Only a full application, with details showing the materials, form and scale of the proposed scheme will allow the local authority to assess the impact on the character and appearance of a proposal. Any scheme will need to adopt an approach that considers the character of the Conservation Area, as described in this appraisal, in order to ensure the scheme does not have a detrimental impact on the special historic interest of the area.

The Council should guide development in a positive manner by:

- Engaging with developers at an early stage through the Pre-Application Process to ensure modern development is high quality in design, detail and materials.
- Seeking opportunities for developers to make a positive contribution to the wider historic environment through Section 106 Agreements.

Opportunities for enhancement

A clear opportunity to enhance the character and appearance of the Conservation Area would be through investment to improve the public realm. This can be achieved through a consistent approach towards an improvement of hard surfacing and street furniture.

There is also clearly opportunity for a substantial improvement to the character of the Conservation Area,

through the renovation and reuse of the grade II listed maltings and the King Edward VII Public House and its associated outbuildings. The refurbishment and reuse of these historic buildings would also bring substantial benefits and enhancement to the Conservation Area.

Article 4 Directions

An Article 4 Direction is made by the local planning authority to restrict the scope of permitted development rights and can increase the protection of designated and non-designated heritage assets and their settings. If an Article 4 Direction is in effect, a planning application will be needed for any development that would otherwise have been permitted development. Article 4 Directions are therefore a useful control in relation to any works that could threaten the character or special interest of a conservation area.

There is currently no Article 4 Direction in effect within the Thorpe-le-Soken Station and Maltings Conservation Area, however should development within the area greatly change, or the significance of the Conservation Area be under threat, the local authority are encouraged to consider the implementation of an Article 4 Direction to better preserve the Conservation Area's special interest.

Monitoring and Review

The long-term monitoring of the Conservation Area is recommended in order to assess any gradual changes or cumulative detrimental harm to the character of the area. Review documents assessing and identifying any threats to the character and special interest of the Conservation Area would be a useful tool in the long-term management of the Heritage Asset. This document should be updated every 5 years.



5.3 Funding Opportunities

There are four main funding opportunities which would assist in the execution of these plans:

National Lottery Heritage Fund

The National Lottery Heritage Fund is the single largest dedicated funder of heritage in the UK and therefore is the most obvious potential source of funding. Funding is often targeted at schemes which preserve, enhance and better reveal the special interest of the area whilst also improving public awareness and understanding. Grant opportunities and requirements change overtime, for up-to-date information on NLHF schemes Tendring District Council should consult their appointed Heritage Specialist.

Heritage Action Zones (Historic England)

Heritage Action Zones are intended to help unlock the economic potential of an area through investing in heritage, making them more attractive to resident, businesses, tourists and investors.

Section 106 Agreements

Planning obligations, also known as Section 106 agreements, can be used by the local authority to ensure any future development has a positive impact upon Thorpe-le-Soken Station and Maltings. These agreements could be used to fund public realm or site specific improvements.

Partnership Schemes in Conservation Areas (Historic England)

Partnership Schemes in Conservation Areas is a programme run by Historic England to target funding for the preservation and enhancement of conservation areas. As the name suggests, the scheme forms partnerships with local authorities (along with any additional funding partners) to facilitate the regeneration of an area through the conservation of its built heritage. The scheme makes funds available to individuals to enable them to carry out repairs or improvement works to their property to enhance the area. This would be suitable to preserve and enhance either the shop frontages or the architectural detailing.



6.0 Appendices

6.1 Legislation and Planning Policy

LEGISLATION/POLICY/GUIDANCE	DOCUMENT	SECTION/POLICY
Primary Legislation	Planning (Listed Buildings and Conservation Areas) Act 1990	66: General duty as respects listed buildings in exercise of planning functions. 72: General duty as respects conservation areas in exercise of planning functions.
National Planning Policy	National Planning Policy Framework (2019) DCLG	Section 16; Annex 2
National Guidance	National Planning Practice Guidance (2014) DCLG	ID: 18a
National Guidance	Historic England (2017) Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets	
National Guidance	English Heritage (2019) Conservation Principles, Policies and Guidance.	
National Guidance	Historic England (2018) Conservation Area Appraisal, Designation and Management (Advice Note 1)	
Local Policy	Tendring District Council Local Plan (2007)	QL9 – Design of New Development QL11 – Environmental Impacts and Compatibility of Uses EN1- Landscape Character EN17- Conservation Areas EN20- Demolition within Conservation Areas EN21- Demolition of Listed Buildings EN22- Extension and Alterations to Listed Buildings EN23- Development within the Proximity of a Listed Building



6.2 Glossary (National Planning Policy Framework)

Term	Description
Archaeological interest	There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.
Conservation (for heritage policy)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
Historic environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
Historic environment record	Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.
Setting of a heritage asset	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
Significance (for heritage policy)	The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

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Local Heritage List Tendring District Council



Client
Tendring District Council

Date:
August 2021





Contents

Introduction	3
Methodology	5

Project Details

Client: Tendring District Council
Project Number: XXXX

Address: County Hall
Market Road
Chelmsford
CM1 1QH

Quality Assurance – Approval Status

Issue: 2
Date: 16/08/2021
Prepared By: Nicolas Page, Hector Martin & Tim Murphy
Checked By: Tim Murphy
Approved By: Tim Murphy



Introduction

Local Heritage Lists

The National Planning Policy Framework (2021, Para. 189) outlines that heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations

Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets¹.

There are a number of processes through which non-designated heritage assets may be identified – one of which is the formation of Local Heritage Lists.

Local heritage listing is a means for a community and a local planning authority to identify heritage assets that are valued as distinctive elements of the local historic environment. It provides clarity on the location of assets and what it is about them that is significant, helping to ensure that strategic local planning properly takes account of the desirability of their conservation. Sometimes it may also help to identify additional assets of high significance, which may warrant consideration for designation at the national level. The process of preparing a local heritage list not only allows communities to identify local heritage that they would like recognised and protected, but it is also an opportunity for local authorities and communities to work in partnership. Creating a local heritage list helps to improve access to clear, comprehensive and current information about the historic environment at the local level through resources such as Historic Environment Records (HERs) which can speed up the planning process².

Project Aims

In 2020 Tendring District Council commissioned Place Services to undertake a public consultation and assessment of a number of buildings, monuments, sites, places, areas and landscapes to determine whether they merited inclusion in a Local Heritage List.

This project will assist Tendring District Council make clear and current information on non-designated heritage assets accessible to the public and thereby provide greater clarity and certainty for developers and decision-makers.

¹ Planning Practice Guidance Paragraph: 039 Reference ID: 18a-039-20190723

² <https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/heag301-local-heritage-listing/>

Criteria

Irrespective of how they are identified, it is important that the decisions to identify buildings, monuments, sites, places, areas or landscapes as non-designated heritage assets are based on sound evidence³. As such, nominations have been assessed against criteria. The criteria are included in full in the next chapter which outlines the methodology used.

Consultation and Adoption

A consultation period will be undertaken in 2021 and 2022. During this period nomination forms were posted on the Tendring District Council website. During the consultation period nominations were received. These will be assessed in 2021 and 2022 by Place Services and recommendations made for the final list to be proposed for adoption. The format of the final list proforma is included at the end of this document. This will be an expanded and more detailed version of the nominations form.

³ Planning Practice Guidance Paragraph: 040 Reference ID: 18a-040-20190723



Methodology

Nominations

Where nominations benefit from a national designation such as Listed Buildings these have been omitted from further assessment to avoid 'double designation'.

Survey Forms

Each nomination assessment form will include:

Section A

- Photograph
- Entry Name
- Unique Identification Number (composed of year assessed and chronological number, for example 2019001, 2019002)
- Site Address (including postcode **or** grid reference)
- Conservation Area (where appropriate)
- Parish
- Original use and current use (where known)
- Site accessible (yes/no)

Section B

- Brief Description
- Assessment against criteria
- Notes (including any concerns)
- Overall condition
 - **Good:** Structurally sound, weathertight, no significant repairs required.
 - **Fair:** Structurally sound, but needing minor repairs or showing signs of a lack of general maintenance.
 - **Poor:** Deteriorating masonry and/or leaking roof and/or defective rainwater goods usually accompanied by rot outbreaks within and general deterioration of most elements of the building fabric, including external joinery; or where there has been a fire or other disaster which has affected part of the building.
 - **Very bad:** Structural failure/instability and/or loss of significant areas of roof covering leading to major deterioration of interior; or where there has been a major fire or other disaster which has affected most of the building.
 - Unable to determine (limited access or visibility).
- Date assessed

Section C

- Recommendation (inclusion or not inclusion)

Additional Considerations

Access

Assessments are undertaken from the public realm. Where a nomination is not visible from the public realm an assessment cannot be undertaken. The local planning authority may wish to arrange independent access to private land to facilitate an assessment to be undertaken.

Unauthorised Works

Whilst these assessments may identify alterations or extensions which are unfavourable, no research has not been undertaken to determine whether these have the benefit of the appropriate permissions. Inclusion or exclusion from this report does not imply acceptability.

Condition

This assessment includes a summary of condition. This summary is based upon available access and should not be considered definitive or conclusive. This is intended as an initial assessment to highlight the requirement for further action and to assist in the deliberation of the appropriateness of withdrawing Permitted Development Rights.

Criteria for Assessing Buildings

The criteria used to assess the nominated buildings, monuments, sites, places, areas or landscapes has been informed by the criteria and methodology used by Historic England. This approach ensures that the output is consistent with similar surveys at both a local and national level. For inclusion in the Local List an asset must demonstrate significance under at least one of the values below.

Criterion	Description
Asset type	<i>Although local heritage lists have long been developed successfully for buildings, all heritage asset types, including monuments, sites, places, areas, parks, gardens and designed landscapes may be considered for inclusion.</i>
Age	<i>The age of an asset may be an important criterion, and the age range can be adjusted to take into account distinctive local characteristics or building traditions.</i>
Authenticity	<i>Buildings should be recognisably of their time, or of a phase in their history. If they have been unsympathetically altered, the change should be easily reversible. A building which is substantially unaltered, or retains the majority of its original features, qualifies under this criterion.</i>
Rarity	<i>Appropriate for all assets, as judged against local characteristics.</i>
Architectural and Artistic Interest	<i>The intrinsic design and aesthetic value of an asset relating to local and/or national styles, materials, construction and craft techniques, or any other distinctive characteristics.</i>
Group Value	<i>Groupings of assets with a clear visual design or historic relationship.</i>
Archaeological Interest	<i>The local heritage asset may provide evidence about past human activity in the locality, which may be in the form of buried remains, but may also be revealed in the structure of buildings or in a designed landscape, for instance. Heritage assets with archaeological interest are the primary source of evidence about the substance and</i>

evolution of places, and of the people and cultures that made them.

**Historic Interest
(Including Social and
Communal Interest)**

A significant historical association of local or national note, including links to important local figures, may enhance the significance of a heritage asset. Blue Plaque and similar schemes may be relevant. Social and communal interest may be regarded as a sub-set of historic interest but has special value in local listing. As noted in the PPG: 'Heritage assets ... can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity'. It therefore relates to places perceived as a source of local identity, distinctiveness, social interaction and coherence, contributing to the 'collective memory' of a place.

Designed Landscape

The interest attached to locally important historic designed landscapes, parks and gardens which may relate to their design or social history.

**Landmark/Townscape
Status**

An asset with strong communal or historical associations, or because it has especially striking aesthetic value, may be singled out as a landmark within the local scene.

Local List Proforma

Section A: General Information

1. Name				Insert Photograph	
2. UID					
3. Address					
4. Postcode					
5. Grid Ref					
6a. Conservation Area	Yes	<input type="checkbox"/>	No		<input type="checkbox"/>
6b. If yes, which CA					
7. Description (Including Asset Type)					

Section B – Assessment

8. Age (X)							
Pre-1840	<input type="checkbox"/>	1840-1913	<input type="checkbox"/>	1914-1947	<input type="checkbox"/>	Post 1947	<input type="checkbox"/>
						Exact date (if known):	<input type="text"/>
9. Authenticity (X)							
<input type="checkbox"/>	A single significant phase and which is largely intact						
<input type="checkbox"/>	A single significant phase with some alterations and/or extensions						
<input type="checkbox"/>	A single significant phase with significant alterations and/or extensions						
<input type="checkbox"/>	The asset is of multiple significant phases						
10. Architectural and Artistic Interest							
11. Historic Interest (Including Social and Communal Interest)							
12. Group Value							
13. Landmark Status / Townscape Value							
14. Archaeological Interest							
15. Overall Condition							
Good	<input type="checkbox"/>	Fair	<input type="checkbox"/>	Poor	<input type="checkbox"/>	Very Poor	<input type="checkbox"/>
Unknown	<input type="checkbox"/>	Notes:					
16. Recommended for inclusion				Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
17. Date of assessment				<input type="text"/>			

Proforma

Section A: General Information

1. Name				Insert Photograph	
2. UID					
3. Address					
4. Postcode					
5. Grid Ref					
6a. Conservation Area	Yes	<input type="checkbox"/>	No		<input type="checkbox"/>
6b. If yes, which CA					
7. Description (Including Asset Type)					

Section B – Assessment

8. Age (X)							
Pre-1840	<input type="checkbox"/>	1840-1913	<input type="checkbox"/>	1914-1947	<input type="checkbox"/>	Post 1947	<input type="checkbox"/>
							Exact date (if known):
9. Authenticity (X)							
A single significant phase and which is largely intact							
A single significant phase with some alterations and/or extensions							
A single significant phase with significant alterations and/or extensions							
The asset is of multiple significant phases							
10. Architectural and Artistic Interest							
11. Historic Interest (Including Social and Communal Interest)							
12. Group Value							
13. Landmark Status / Townscape Value							
14. Archaeological Interest							
15. Overall Condition							
Good	<input type="checkbox"/>	Fair	<input type="checkbox"/>	Poor	<input type="checkbox"/>	Very Poor	<input type="checkbox"/>
Unknown	<input type="checkbox"/>	Notes:					
16. Recommended for inclusion				Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
17. Date of assessment							

Nomination Proforma: Please email your completed form to **XXXX**

Section A: General Information

Name			
Address			
Postcode			
Grid Ref			
Conservation Area	Yes		No
If yes, which CA			
Description of building/feature			

Section B – Assessment

Age (X)							
Pre-1840		1840-1913		1914-1947		Post 1947	
							Exact date (if known):
Authenticity (X)							
A single significant phase and which is largely intact							
A single significant phase with some alterations and/or extensions							
A single significant phase with significant alterations and/or extensions							
The asset is of multiple significant phases							
History/Information							
Overall Condition							
Good		Fair		Poor		Very Poor	
Unknown		Notes:					
Date of assessment							

Key Decision Required:	No	In the Forward Plan:	No
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CABINET

12 NOVEMBER 2021

REPORT OF LEADER OF THE COUNCIL

A.6 GROUNDS MAINTENANCE SERVICE

(Report prepared by Ian Ford)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To enable Cabinet to decide whether suggest to Council that an amended motion be supported in relation to a motion submitted at the meeting of the Council held on 13 July 2021.

EXECUTIVE SUMMARY

Further to Minute 36 of the formal meeting of the Cabinet held on 17 September 2021 this report seeks to enable Cabinet to decide whether suggest to Council that an amended motion be supported in relation to a motion submitted by Councillor I J Henderson to the meeting of the Council held on 13 July 2021 relating to the Council’s grounds maintenance service.

I am proposing that the Cabinet should, in fact, recommend to Council that an amended motion be supported and I am further proposing that the wording of that amended motion should be as follows:-

“This this Council:-

- (a) notes that concerns have been raised that a perceived lack of regular grass cutting and weed clearance could result in a negative visual impact for those seeking to enjoy Tendring’s Sunshine Coast;*
- (b) commends the work and dedication of the Council’s staff working within the Grounds Maintenance Service Team whilst acknowledging the need to avoid any complacency;*
- (c) therefore requests that the Portfolio Holder for the Environment & Public Space, in conjunction with the Corporate Director (Operations & Delivery), undertakes a review of the Council’s Grounds Maintenance Policy and the operational procedures of the Grounds Maintenance Service Team with a view to seeking further performance improvements for the public good;*
- (d) recommends that the Portfolio Holder for the Environment & Public Space submits the outcome of that review to the Resources and Services Overview & Scrutiny Committee for its consideration and comments; and*
- (e) recommends that the Portfolio Holder for the Environment & Public Space submits the outcome of that review together with the comments of the Resources and Services*

Overview & Scrutiny Committee to Cabinet in order to enable Cabinet to decide if the Grounds Maintenance Policy should be amended.”

RECOMMENDATION

That the Cabinet decides whether to recommend, or not, that the Council should support the amended motion being proposed by the Leader of the Council.

PART 2 – SUPPORTING INFORMATION

BACKGROUND

Councillor I J Henderson’s motion was duly submitted to the formal meeting of the Cabinet held on 17 September 2021.

In accordance with Council Procedure Rule 12.6 (Referred Motions – Right of Mover to Attend Meeting), Councillor I J Henderson attended that meeting to answer any questions and/or points of clarification, if requested. At the invitation of the Chairman, Councillors I J Henderson and Allen reiterated the purpose of the motion.

It was noted by Cabinet at that meeting that the motion had expressed concern about the performance of the Council’s open space and horticultural functions. A fuller outline of the extent of those functions plus other pertinent matters was set out in the ‘Service Information’ section of the Reference from Council (report A.1 to that meeting) which included:-

- *Maintenance of over 800 different sites in the District, including open spaces, parks, recreation grounds (which included significant numbers of sports pitches), seafront gardens, highway verges, cemeteries and crematorium grounds;*
- *Floral bedding of over 250,000 plants each year;*
- *Arboriculture inspections and works to over 5,500 trees and woodland management of ancient woodlands and other woodland areas;*
- *The management of a diverse range of dynamic natural environment including the management of Hamford Water and Walton Backwaters and country parks;*
- *The grass verge, highway tree maintenance and highway weed spraying on behalf of Essex County Council (ECC) including as many as eight additional cuts over the two cuts per year funded by ECC;*
- *That the service had received awards for excellence across many of its service areas including sports pitch maintenance, garden shows, nature conservation, parks, seafront gardens and crematorium grounds;*
- *That the 2021 summer, or growing, season had been a particularly challenging year due to unusually wet and warm weather giving rise to growing conditions way above normal but despite this, the public had been understanding and in many areas such as cemeteries, complaints were down on previous years;*
- *That the open space / grounds maintenance service in Tendring had also continued to initiate new projects to improve public realm areas in Tendring, many of them in the Harwich and Dovercourt area, as well as developing new initiatives such as the expansion of the volunteer gardener team across Tendring; and*
- *That the service had also received many compliments from visitors and local residents on the quality of visitor areas.*

Cabinet was also aware at that meeting that Council Procedure Rule 12.5 (Referral of

Motions) states that:-

“Where a motion has been referred in accordance with Rule 12.4 the Cabinet or any relevant Committee shall (subject to the provisions of Rule 12.6) be required to consider such motion and to advise the Council (by no later than the second Ordinary Meeting of the Council held following the date of Council’s referral) of their opinion and reason as to whether such motion should be supported in its original format.*

Prior to making its decision Cabinet or the relevant Committee may following consultation with Officers, require further information to be presented to them for consideration on the implications of the proposed motion. Such a report must be considered in a timely manner.

If the Cabinet or relevant Committee decides to advise the Council of its opinion that such motion in its original format should not be not supported, the Cabinet or relevant Committee may, in addition, suggest to the Council that an amended motion be proposed.

Once Cabinet or any relevant Committee has considered the motion it will be referred back to Council with the recommendation. If an amended motion is proposed by Cabinet, or relevant Committee, when presented back to Council, the amended motion will be debated first, in accordance with Rule 16.5 and Rule 16.10 (b).”

[* In this instance the relevant Full Council meeting is due to be held on 30 November 2021.]

Having considered Councillor Henderson’s motion and in order for the Cabinet’s opinion and recommendation to be reported back to Council, Cabinet had resolved:-

“That Cabinet –

(a) recommends that the Council should not support the motion in its original format; and

(b) will not suggest to Council at this time that an amended motion be proposed but will consider this further at a future meeting.”

CURRENT POSITION

In accordance with resolution (b), as set out above, Cabinet is now requested to consider the amended motion being proposed by the Leader of the Council.

FURTHER INFORMATION BY WAY OF BACKGROUND AND CONTEXT

LEGAL

The Council’s Grounds Maintenance Service is an executive function in accordance with The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (as amended), as set out in Part 3 (Responsibility of Functions - Scheme of Delegated Powers) of the Council’s Constitution.

FINANCE, OTHER RESOURCES AND RISK

Changes to the Grounds Maintenance Policy and practices of the Grounds Maintenance

Service Team may incur additional operational costs to the Council which will need to be budgeted for within the General Fund Budget going forwards.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder

There are none.

Equality and Diversity

There are none.

Health Inequalities

There are none.

Consultation and Public Engagement

Not applicable.

Carbon Neutrality

No adverse impact overall.

Area or Ward Affected

All Wards are potentially affected.

BACKGROUND PAPERS FOR THE DECISION

Published Minutes of the meeting of the Full Council held on 13 July 2021.

Published Minutes of the meeting of the Cabinet held on 17 September 2021.

APPENDICES

None

CABINET

12 NOVEMBER 2021

REPORT OF CORPORATE FINANCE AND GOVERNANCE PORTFOLIO HOLDER

A.7 TENDRING COLCHESTER BORDERS GARDEN COMMUNITY JOINT COMMITTEE

(Report prepared by Lisa Hastings)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To recommend to Cabinet and for referral to Full Council the draft terms of reference of a Joint Committee to be established for the Tendring Colchester Borders Garden Community together with Tendring District/Colchester Borough Council and Essex County Council.
--

EXECUTIVE SUMMARY

The Tendring Colchester Borders Garden Community (TCBGC) is located across Tendring and Colchester's Local Planning Authority's area, accordingly the District/Borough Councils can consider establishing a Joint Committee made up of members from each of their Councils.

Both Tendring and Colchester have now adopted a common Section 1 of their Local Plan, which has the shared vision of sustainable development and allocation of TCB Garden Community, which will be further defined through a joint Development Plan Document (DPD) providing detailed parameters and policies (as required within Section 1 – Policies SP7 & 8).

Because of the joint nature of Section 1 there is a case to be made for a Joint Committee for Tendring and Colchester, and include members from Essex County Council, continuing with the existing partnership working on this project. This format has been adopted elsewhere and links into decisions around infrastructure and possibly other County matters.

- (i) It is possible to delegate various functions to a Joint Committee but at this stage the proposed Terms of Reference would be limited to planning functions related to: preparing for plan making through the DPD process; and
- (ii) development control and determination of planning applications for TCBGC against the common Section 1 and adopted DPDs.

Essex County Council have also proposed to transfer/delegate their relevant planning functions to the Joint Committee for Tendring Colchester Borders Garden Community.

The alternative to establishing a Joint Committee, is to leave the current arrangements in place such that Cabinet and/or the relevant Committee of both Councils would be involved in the decision making process for production of the Draft DPD. Once the DPD is adopted, the relevant Council's Planning Committee would deal with any individual planning application in their area. This latter option could present some complications associated with managing the practicalities, delay the process and it is considered beneficial to advance the joined up and partnership approach through to decision making.

The Tendring Colchester Borders Garden Community Member Group have assessed the various options and consider the joint committee approach for both the TCBGC joint DPD and Development Control functions will demonstrate the Councils continued partnership commitment to delivering the Garden Community, provide increased confidence to the developers and remove delayed individual decision making through working together for the benefit of the residents in both areas.

The establishment of the Joint Committee will be limited to the TCBGC and all other local planning authority functions will remain unaffected and rest with Tendring District/Colchester Borough Council.

The proposed Terms of Reference and Scheme of Delegation of the TCBGC Joint Committee are set out in Appendix A and consequential amendments to the District Council's Planning Policy and Local Plan Committee are set out in Appendix B.

Further executive functions related to the TCBGC can be delegated by the Leader, as the project develops and a partnership agreement may be deemed necessary between the Councils to formulate arrangements between them.

RECOMMENDATION(S)

That Cabinet:

- (a) following consideration by the Planning Policy and Local Plan Committee to recommend to Full Council that a joint Development Plan Document is prepared together with Colchester Borough Council, a Joint Committee is established with Colchester Borough Council and Essex County Council in relation to the Tendring Colchester Borders Garden Community;**
- (b) subject to (a) agrees that all three Councils should be represented on the appointed Joint Committee with full voting rights;**
- (c) executive functions in relation to the preparation of the joint Development Plan Document are delegated to be discharged by the appointed Joint Committee in accordance with Sections 101(5) and 102(1)(b) of the Local Government Act 1972;**

- (d) agrees each Council should be represented on the appointed Joint Committee with 3 members under Section 102(2) of the Local Government Act 1972, one of which will be a member of the Cabinet, appointed by the Leader;**
- (e) agrees the Terms of Reference for the Joint Committee, as set out in Appendix A for recommendation onto Full Council in respect of non-executive functions;**
- (f) endorses support to the Leader to delegate further executive functions to the Tendring Colchester Borders Garden Community Joint Committee, in consultation with the Monitoring and Section 151 Officers;**
- (g) delegates authority to the Acting Director of Planning, in consultation with the Leader and Portfolio Holder for Corporate Finance and Governance to enter into a partnership agreement between the Councils, if deemed necessary to support the operation of the Joint Committee and Tendring Colchester Borders Garden Community project;**
- (h) delegates authority to the Portfolio Holder for Corporate Finance and Governance to allocate further financial contributions from the existing Garden Communities budget to support the Tendring Colchester Borders project for the purposes of local plan making; and**
- (i) Recommends to Full Council that:**
 - (i) a Tendring Colchester Borders Garden Community Joint Committee is appointed for the discharge of executive and non-executive functions related to TCBGC, pursuant to Sections 101(5), 102(1)(b) and 102(2) of the Local Government Act 1972 on the terms of reference attached at Appendix A;**
 - (ii) Part 3 – Responsibility of Functions of the Constitution is amended to include the Terms of Reference of the Joint Committee; and**
 - (iii) The Terms of Reference of the Planning Policy and Local Plan Committee be amended as set out in Appendix B.**

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

North Essex Garden Communities forms part of the Council's Corporate Plan under Building Sustainable Communities for the Future. The Councils' 'Place Shaping' role is key to planning for the future needs of our communities. The Joint Committee will assist in ensuring a cohesive approach to the housing and infrastructure needed to make a successful community.

The Joint Committee will provide appropriate governance and decision making arrangements between partner Councils in relation to the Tendring Colchester Borders Garden Community.

Section 1 of the Local Plan adopted by full council in January 2021 contains a specific Policy (SP 8) for the Development & Delivery of a New Garden Community in North Essex, which states:

“Tendring/Colchester Borders, a new garden community which will deliver between 2,200 and 2,500 homes, 7 hectares of employment land and provision for Gypsies and Travellers within the Plan period (as part of an expected overall total of between 7,000 and 9,000 homes and 25 hectares of employment land to be delivered beyond 2033).

The garden community will be holistically and comprehensively planned with a distinct identity that responds directly to its context and is of sufficient scale to incorporate a range of homes, employment, education & community facilities, green space and other uses to enable residents to meet the majority of their day-to-day needs, reducing the need for outward commuting. It will be comprehensively planned from the outset, with delivery phased to achieve the whole development, and will be underpinned by a comprehensive package of infrastructure. A Development Plan Document (DPD) will be prepared for the garden community, containing policies setting out how the new community will be designed, developed and delivered in phases, in accordance with the principles in paragraphs i-xiv below. No planning consent for development forming part of the garden community will be granted until the DPD has been adopted”.

All development forming part of the garden community will comply with the principles set out in SP8.

Requirements of the Tendring/Colchester Borders Garden Community Development Plan Document (DPD) are set out in Policy SP 9 of the adopted Section 1 of the Local Plan and states:

“The adoption of the DPD will be contingent on the completion of a Heritage Impact Assessment carried out in accordance with Historic England guidance. The Heritage Impact Assessment will assess the impact of proposed allocations upon the historic environment, inform the appropriate extent and capacity of the development and establish any mitigation measures necessary. The DPD will be produced in consultation with the local community and stakeholders and will include a concept plan showing the disposition and quantity of future land-uses, and give a three dimensional indication of the urban design and landscape parameters which will be incorporated into any future planning applications; together with a phasing and implementation strategy which sets out how the rate of development will be linked to the provision of the necessary social, physical and environmental infrastructure to

ensure that the respective phases of the development do not come forward until the necessary infrastructure has been secured. The DPD and any application for planning permission for development forming part of the garden community must be consistent with the requirements set out in this policy. For the Plan period up to 2033, housing delivery from the garden community, irrespective of its actual location, will be distributed equally between Colchester Borough Council and Tendring District Council. If, after taking into account its share of delivery from the garden community, either of those authorities has a shortfall in delivery against the housing requirement for its area, it will need to make up the shortfall within its own area. It may not use the other authority's share of delivery from the garden community to make up the shortfall."

FINANCE, OTHER RESOURCES AND RISK

Finance and other resources

Joint DPD work is already being funded through the Local Plan budget and the new Joint Committee would be serviced within the normal committee administration process.

The administration costs of the Joint Committee will be funded through the project costs however, the responsibility for administration of the Committee will sit with Tendring District Council until agreed otherwise.

LEGAL

Every Local Planning Authority must prepare and maintain a Local Development Scheme (LDS) in accordance with Section 15 of Planning and Compulsory Purchase Act 2004 (as amended). The LDS is the Council's rolling project plan (often covering a period of three years) for producing its Local Development Documents and sets out a timetable for the delivery. The LDS must identify:

- Which of their Local Development Documents are local plans or supplementary planning documents;
- The subject matter and geographical area to which any local plan relates;
- Which local plans (if any) are to be prepared jointly with another Council and
- The timetable for the preparation and revision of the local plans.

Local Planning Authorities must revise their LDS at such time as they consider appropriate and make available to the public the up-to-date text and a copy of any amendments made and published on the Council's website, together with up-to-date information showing compliance (or non-compliance) with the timetable.

Under Section 28 of the Planning and Compulsory Purchase Act 2004 ("the 2004 Act"), two or more local authorities may agree to prepare one or more joint local development documents. Pursuant to Regulation 4(4A) and (4C) of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, the making of an agreement to prepare one or more joint development plan documents shall not be the responsibility of an executive of the authority. The decision therefore

to agree to prepare a joint development plan document must therefore be made by full Council. Tendring District Council's Planning Policy and Local Plan Committee, at its meeting on 29th June 2021 approved the updated LDS for 21-24, which made reference to the jointly prepared DPD with Colchester for the TCBGC however, a formal agreement is required under Section 28 of the 2004 Act. A report will be presented to the Committee at its meeting on 11th November 2021, to formally recommend this to Full Council, the outcome of this will be updated to Cabinet at its meeting considering this report.

Section 29 of the 2004 Act provides that if one or more local planning authorities agree with a county council to establish a joint committee for the purposes of the plan-making system, such as the production and approval of Local Development Documents, Secretary of State's approval is required. An Order under Section 29 must specify the authorities and the county council who will constitute the joint committee and may make provision as to such other matters as the Secretary of State thinks are necessary or expedient to facilitate the exercise by the joint committee of its functions. Any application to the Secretary of State for an Order under Section 29 would include proposed terms of reference and standing orders.

A Joint Committee established under Section 29 can only be dissolved by the Secretary of State. Due to the timetable for production of joint DPD and HIF housing delivery deadlines, it is considered that seeking Secretary of State approval for a Joint Committee under Section 29 of the 2004 Act will cause unnecessary delay which may prevent the establishment of the Joint Committee prior to decisions being required. This option has therefore been discounted although, it must be noted consequently, certain decisions will still be required by the individual Councils.

Alternatively, the Councils may establish a Joint Committee using Sections 101(5), 102(1)(b) and 102(2) of the 1972 Act, through resolution of Cabinet for executive and full Council for non-executive responsibilities.

The DPD process and Development Control functions involve both executive and non-executive responsibilities therefore it is important to ensure the correct decision making body is delegating the right functions to any Joint Committee. Only planning functions relating to TCBGC are proposed for delegation at this time however, this can be expanded once the governance arrangements with the developer and their partners evolve.

Section 101(5) of the Local Government Act 1972 enables two or more local authorities to discharge any of their functions by a joint committee, where arrangements are in force for them to do so. Section 9EA of the Local Government Act 2000 enables the Secretary of State to make regulations to allow an executive of a local authority to arrange for the discharge of any executive functions. This includes arrangements with other authorities.

The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012 (SI 2012 no. 1019) were made pursuant to Section 9EA.

Regulation 4 of the 2012 Regulations provides the Leader and Cabinet with the power to make arrangements for executive functions to be discharged jointly. Part 4 of those regulations sets out the legal framework for the joint exercise of functions.

Regulation 11(2) will apply where at least one of the functions is one which is the responsibility of an executive and the arrangements may provide for one joint committee to discharge all of the functions which are the subject of the arrangements on behalf of those authorities.

Regulation 11(5) confirms that where functions are to be discharged by the joint committee relate to those of Council and its Committees the appointment of the joint committee is to be made under Section 102(1)(b) of the 1972 Act.

Regulation 11(7) confirms arrangements can be made for a joint committee to discharge executive and non-executive functions, the appointment of the joint committee is made under Section 102(1)(b) of the 1972 Act, with the numbers appointed and their term of office fixed by Council, with the agreement of Cabinet.

Officers are permitted to be given delegated powers from a Joint Committee and the Scheme of Delegation is referred to in its Terms of Reference.

Regulation 12(4) requires that where the joint committee is discharging executive functions, at least one member of the authority's Cabinet must be a member of the joint committee (appointed by the Leader).

The Local Authorities (Functions and Responsibilities)(England) Regulations 2000 (as amended) specify functions which are not to be the responsibilities of an authority's Cabinet or are to be the responsibility of such an executive only to a limited extent or only in limited circumstances.

Paragraphs (1) to (3) of Regulation 4 allocate responsibility for various aspects of functions relating to the formulation and preparation of plans and strategies of the descriptions specified in Schedule 3 between a Council and their Cabinet. Schedule 3 lists Development Plan Documents as defined by Section 15 of the 2004 Act. Therefore, whilst the formulation and preparation of the DPDs are executive functions and can be discharged by a joint committee, some actions relating to the DPD process are designated to Full Council and these have been reflected in the Terms of Reference as proposed in Appendix A.

Full Council, upon recommendation from Cabinet, can agree to the appointment of the Joint Committee for the Development Control functions and act as planning authority in that regard.

The proposed Terms of Reference for the Joint Committee are attached to the Report as Appendix A.

In accordance with Section 37 of the Local Government Act 2000, as amended, a local authority operating executive arrangements must prepare and keep up to date

a document which contains a copy of the authority's standing orders for the time being and such other information as the authority considers appropriate.

The power to make amendments to the standing orders and the Constitution rests with Full Council.

Article 15 of the Council's Constitution provides that changes to the Constitution are approved by Full Council after receiving a recommendation from Cabinet following consideration of a proposal from the Monitoring Officer and a recommendation via the Portfolio Holder with responsibility for corporate governance. The Constitution will require amendment following the establishment of the Joint Committee.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement/Environmental and Climate Change considerations.

The establishment of a Joint Committee itself would not have any direct impact on these considerations however, it is important to recognise that the work of the Joint Committee will still involve public consultation, statutory and otherwise through a detailed community engagement strategy. All environmental and equality considerations are taken into account through plan making and individual decision making of the Joint Committee.

OPTIONS CONSIDERED

The arrangements, for both plan making (planning policy) and development control purposes (determination of planning applications), to be considered are:

Joint Committees established under Section 101 Local Government Act 1972 (Cabinet and Council resolutions only):

1. DPD functions;

Membership: Both District/Borough Councils with collective voting

2. Development Control functions;

Membership: Both District/Borough Councils with collective voting

3. Option 2 plus County Council

Membership: All three Councils with collective voting

4. DPD and Development Control functions:

Membership: Both District/Borough Councils with collective voting

5. DPD and Development Control functions:

Membership: Both District/Borough Councils with collective voting
Essex Council Council advisory non-voting membership

6. DPD and Development Control functions:

Membership: All three Councils with collective voting (but not extensive powers of Section 29 joint committee)

Joint Committees established under Section 29 Planning and Compulsory Purchase Act 2004 (Secretary of State approval required):

7. DPD functions

Membership: All three Councils with collective voting

8. DPD and Development Control collective voting

Membership: All three Councils with collective voting

Status Quo:

9. Existing Committees within Tendring and Colchester Councils each retaining DPD functions, for approval by both Councils and determination of planning applications under current rules.

Due to the timetable for production of joint DPD and HIF housing delivery deadlines, it is considered that seeking Secretary of State approval for a Joint Committee with the County Council will cause unnecessary delay which may prevent the establishment of the JPC prior to decisions being required.

This report recommends Option 6 as the proposed model for the establishment of the Joint Committee for TCBGC.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

Local Development Scheme (LDS) inc. TCBGC DPD

The Council's Local Development Scheme (LDS) was approved by Tendring's Planning Policy and Local Plan Committee in June 2021, which sets out an indicative timetable for preparing key planning documents. It is particularly useful for the public, partner organisations and third parties to understand, broadly, the programme of work and how the Council proposes to resource and manage it. The LDS covers the adoption of the new Local Plan, the Tendring Colchester Borders Garden Community Development Plan Document (DPD); the future review of the Local Plan and the production of other key planning documents. It includes the anticipated timetable of consultation periods, examinations and expected dates of adoption.

The LDS refers to the Tendring Colchester Borders Development Plan Document (DPD) for the Garden Community in west Tendring. A DPD follows the same process for preparation as a Local Plan. It builds on policy or policies in the Local Plan and provides significantly more implementation detail. Any DPD for west Tendring will require the co-operation and collaboration with Colchester Borough Council. This DPD in Colchester's LDS is described as a 'Strategic Growth Development Plan Document'. In Section 1 of the Adopted Local Plan, Policy SP8 states: *"The Strategic Growth DPD will set out the nature, form and boundary of the new community. The document will be produced in consultation with stakeholders and will include a concept plan showing the disposition and quantity of future land-uses, and give a three dimensional indication of the urban design and landscape parameters which will be incorporated into any future planning applications; together with a phasing and implementation strategy which sets out how the rate of development will be linked to the provision of the necessary social, physical and environmental infrastructure, to ensure that the respective phases of the development do not come forward until the necessary infrastructure has been secured. The DPD will provide the framework for the subsequent development of more detailed masterplans and other design and planning guidance for the Tendring / Colchester Borders Garden Community."*

The LDS sets out the following timetable for the production, consultation and approval of the TCBGC joint DPD:

Tendring Colchester Garden Community Development Plan Document Joint (DPD)	
Subject and scope	This document will contain policies and allocations to guide the new Garden Community proposed at the Tendring/Colchester border. This DPD will be produced jointly with Colchester Borough Council and Essex County Council.
Geographical area	The broad location for the Garden Community is identified in the Section 1 Local Plan. The

	precise boundaries will be designates in this DPD
Chain of conformity	Tendring and Colchester Local Plans The relevant Planning Acts and Regulations Essex Minerals and Waste Plans National Planning Policy Framework (NPPF).
Indicative timetable for production	
Document Preparation	Winter 2020/21 – Winter 2021/22
Member approval of draft DPD	Winter 2021/22
Draft DPD Consultation	Winter 2021/22
Document Preparation	Spring 2022 – Autumn 2022
Member approval of submission DPD	Autumn 2022
Submission DPD Consultation	Autumn 2022
Submission to Secretary of State	Winter 2022
Examination	Winter 2022
Inspector's report	Spring 2023

TCBGC Member Group:

Colchester, Essex and Tendring Councils (the Partner Councils) recognise their strategic executive objectives, contractual responsibilities and statutory functions covering highways, education and planning functions and the inter-relationship between these in delivering the Garden Community.

Essex County Council (ECC) has been working with Homes England (acting on behalf of MHCLG) to enter into formal contract (Grant Determination Agreement (GDA)) with one another for the Housing Infrastructure Fund (HIF). Within the GDA

there are a number of responsibilities on ECC as the Grant Recipient which will impact upon the delivery of the programme and ECC will ensure they keep the TDC & CBC (the LPAs) informed of progress or delays in this regard.

The Partner Councils have signed a Memorandum of Understanding setting out how they will work together towards their intended objective of unlocking development at Tendring Colchester Borders Garden Community (TCBGC) as well as demonstrating the LPAs agreement with the content of the Housing Delivery Statement and the Recovery and Recycling Strategy but was not intended to create any contractual arrangement between the Partner Councils.

The Partner Councils have established a TCBGC Member Group whose purpose is to continue the strong partnership working arrangements which existed prior to the formation of NEGC Ltd and during its trading and provide political oversight of the delivery of the Garden Community at Tendring Colchester Borders. The Group is not a formal decision-making body.

The Partner Councils are committed to the Garden Community Principles and will collectively work together to deliver and oversee the programme in an open and transparent manner. The Member Group will continue its role alongside any newly established Joint Committee.

HIF

The Tendring Colchester Borders Garden Community indicative housing trajectory, produced based on evidence to support the shared Section 1 of the Local Plans states that the first 100 homes will be delivered on site by 2024/25.

At Essex County Council's Development and Regulation Committee on 1st November 2021, the planning application for the Link Road was approved.

CURRENT POSITION

The options for a Joint Committee have been considered by the TCBGC Member Group, which Councillors G. Guglielmi and Turner attend on behalf of Tendring District Council. Through assessment of the options the proposed Terms of Reference have been discussed and it is recommended that those attached as **Appendix A** are adopted by Tendring, Colchester and Essex Councils to formally appoint the Joint Committee to exercise these functions delegated to it.

Essex County Council are also proposing to delegate Local Planning Authority functions to the Joint Committee for Tendring Colchester Borders Garden Community.

In exercising the above functions, the kind of matters that would fall to the joint Committee to consider, in the determination of planning applications would include:

- Housing – all tenures (market, affordable, and specialist housing for elderly persons etc.)

- New schools (primary, secondary, special education needs early years and post 16)
- Community centre, community hub and library
- leisure uses, sports provision, and allotments
- Country parks, recreation and public open space
- Any waste development proposals.
- Sustainable Urban Drainage
- Town/neighbourhood centre(s) and associated shops (all shapes and sizes)
- Public realm, footpaths and dedicated cycle routes/network
- All new roads and road crossing within the Garden Community
- Any segregated/dedicated bus routes
- Commercial and employment sites, including energy for waste proposals.
- Minerals planning applications.

In addition the joint Planning Committee would also have a role in considering:

- The heads of terms for S106 obligations relating to the mitigation measures, necessary infrastructure and affordable housing required to deliver a policy compliant development.
- Development viability, where relevant, in relation to S106 obligations.
- Stewardship model aligned to the S106 and associated permissions.
- Ongoing monitoring of the compliance of development with agreed permissions, related obligations/conditions and its implementation to an agreed standard.

The proposed Joint Committee will be appointed by both Cabinet and Council with regards to the executive and non-executive functions, as set out and will consist of 3 members from each Council, one of which has to be a member of each Council's respective Cabinets, appointed by the Leader. Each authority will have equal voting rights with the Chairman rotating annually.

It is not currently proposed that the Joint Committee will replace the TCBGC Member Group, as the role of the former will be to oversee the preparation of the statutory process for both the joint DPD production and determining subsequent planning applications within the Garden Community. The TCBGC Member Group consists of Cabinet Members and Chairman of the Tendring District Council's Planning Policy and Local Plan Committee with responsibility for the delivery of the Garden Community providing overarching strategic direction, working collaboratively across the 3 Councils and with the developers, where such involvement does not compromise the Councils' statutory decision making processes. Although it is not currently being suggested that this partnership approach is formalised beyond the existing terms of reference of the TCBGC Member Group, this will be kept under review as discussions with the Developers progress. Delegation is sought for the Acting Director for Planning, in consultation with the Leader (as Portfolio Holder for Planning) and the Deputy Leader (Portfolio Holder for Corporate Finance and Governance) to negotiate any partnership agreement considered necessary

between the Councils for the purposes of jointly exercising executive functions in regards of the TCBGC.

The development of the TCBGC will be underpinned by a comprehensive 'master-planned' approach informed by technical research and evidence as well as the feedback received through stakeholder engagement. The master-planning work already being undertaken by the authorities working with consultants Prior + Partners will inform key elements of the Joint Development Plan Document (DPD) that will go before the proposed Joint Committee for consideration, including the overall spatial layout of the TCBGC and the policies within the joint DPD that will be used in the determination of future planning applications. In turn, there will be an expectation for applicants for planning permission to also follow a master-planned approach both in conforming to the requirements of the joint DPD and in generating more detailed proposals and design approaches for relevant phases of the development.

Mersea Homes hold options over the majority of the land within the TCBGC area and they have recently announced they are working with a lead development partner, Latimer to develop the TCBGC.

Latimer is the development arm of Clarion Housing Group. Clarion Housing is the UK's largest housing association, owning and managing 125,000 homes. The Councils will work closely and effectively with the Developers in overseeing the planning and delivery of the TCBGC. This partnership will be governed by planning and/or delivery agreements. From a planning perspective Planning Performance (PPAs) and Memoranda of Understanding (MoUs) set out how the parties will work together to comprehensively plan the TCBGC through the strategic and development management phases.

Due to a new Joint Committee being established the terms of reference of the Council's Planning Policy and Local Plan Committee will need to be amended, as proposed in Appendix B. This amendment reflects that the Local Plan Committee's remit in relation to a decision on whether to do a joint Local Plan or Supplementary Planning document and the creation of a joint committee with another authority will remain but excluding those decisions which have been delegated to the Joint Committee in relation to Tendring Colchester Borders Garden Community. Cabinet is required to formally recommend the amended Terms of Reference onto Full Council to approve as part of the Constitution in the normal manner.

FURTHER HEADINGS RELEVANT TO THE REPORT

Timetable:

In accordance with the LDS, Member approval of the draft joint DPD is due to in Winter 2021/22, therefore any Joint Committee should be established by the end of the calendar year for 2021 to ensure the decision making is not delayed impacting upon the project delivery programme. Once the joint DPD is adopted, the Developers will apply for planning permission in accordance with the policy

requirements and design standards within the joint DPD during 2023. This allows for delivery on site by 2024/25 to meet the requirements of the HIF grant.

BACKGROUND PAPERS FOR THE DECISION

None

APPENDICES

Appendix A: DRAFT TERMS OF REFERENCE FOR TENDRING COLCHESTER BORDERS GARDEN COMMUNITY JOINT COMMITTEE

Appendix B: PROPOSED AMENDMENTS TO THE TERMS OF REFERENCE FOR THE PLANNING POLICY & LOCAL PLAN COMMITTEE

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<p>PROPOSED TERMS OF REFERENCE FOR TENDRING COLCHESTER BORDERS GARDEN COMMUNITY JOINT COMMITTEE</p>
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1. Parties:

- (1) Tendring District Council (“TDC”)
- (2) Colchester Borough Council (“CBC”)
- (3) Essex County Council (“ECC”)

2. Status:

This Committee is a joint committee for Tendring Colchester Borders Garden Community (TCBGC) formed by resolutions of the Cabinets and Full Councils of TDC, CBC and ECC pursuant to sections 101(5), 102(1)(b) and 102(2) of the Local Government Act 1972. The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012, Regs 11 (7) and 12 (4) (*These regulations determine arrangements involving joint committees and membership*).

TDC and CBC have agreed pursuant to Section 28 of the Planning and Compulsory Purchase Act 2004 to prepare a joint local development document, for the purposes of these Terms of Reference to be known as a joint TCBGC DPD, although the name of the Garden Community may change throughout the process.

3. Membership:

- 2 Members appointed by TDC (one of which must be the Chairman of the Planning Policy and Local Plan Committee) plus 1 Cabinet member appointed by the Leader
- 2 Members appointed by CBC (one of which must be the Chairman of the Local Plan Committee) plus 1 Cabinet member appointed by the Leader
- 2 Members appointed by ECC plus 1 Cabinet member appointed by the Leader

3.1 All members of the Committee shall have undertaken suitable training which shall have been approved by the parties.

4. Terms of reference:

4.1 The Committee’s remit is to jointly discharge the functions (‘the Functions’) set out in Appendix 1 in relation the Tendring Colchester Borders Garden

Community, the exercise of which have been delegated to the Committee by TDC, CBC and ECC, subject to the limitation in paragraphs 4.3 and 4.4.

4.2 The functions delegated by TDC, CBC and ECC include:-

- (a) To exercise the Council's functions relating to overseeing the preparation of the joint TCBGC DPD and ensuring it:
 - a. is in accordance with the Local Development Schemes;
 - b. includes policies designed to secure that the development and the use of land in the garden community area contribute to the mitigation of, and adaptation, to climate change;
 - c. meets the "tests of soundness" as set out in legislation, national and planning policy and advice contained within guidance issued by the Secretary of State;
 - d. has regard to the adopted Section 1 of CBC & TDC's Local Plan;
 - e. has regard to the resources likely to be available for implementing the proposals in the document;
 - f. other such matters the Secretary of State prescribes; and
 - g. complies with the Council's Statement of Community Involvement
- (b) the power to formulate and prepare a draft Joint Development Plan Document for consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- (c) carry out an appraisal of the sustainability of the proposals within the joint TCBGC DPD and approve the findings of the appraisal;
- (d) make recommendations to TDC and CBC in relation to the approval of the TCBGC DPD for the purpose of its submission to the Secretary of State for independent examination under Section 20 of the 2004 Act, and consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- (e) consideration of amendments or modifications of the joint TCBGC DPD recommended by the person carrying out the independent examination under section 20 of the 2004 Act;
- (f) recommend to CBC and TDC adoption of Joint Development Plan Documents in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012; and
- (g) the power of the TDC and CBC as local planning authority to determine planning applications by virtue of the Town and Country Planning (Development Management Procedure) (England) Order 2015.

- (h) To exercise TDC, CBC and ECC's local planning authorities' powers and duties in relation to development control including for the avoidance of doubt the power to approve authorise and direct the respective Local Planning Authorities to enter into agreements regulating the development or use of land pursuant to S106 of the Town and Country Planning Act 1990 and related powers.
- 4.3 Note that the following are the sole responsibility of TDC and CBC's full Council's:
- a) Responsibility for giving of instructions to the Cabinet and Joint Committee to reconsider the draft plan submitted by the Joint Committee for the Council's consideration.
 - b) The amendment of the draft joint development plan document submitted by the Joint Committee for the full Council's consideration.
 - c) The approval of the joint development plan document for the purposes of consultation submission to the Secretary of State for independent examination.
 - d) The adoption of the joint development plan document.
- 4.4 Committee shall discharge the functions relating to town and country planning and development control as specified in *Schedule 1 to the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (as amended)*, falling wholly or substantially within the Tendring Colchester Borders Garden Community area shown coloured purple on the plan contained at Appendix 2.
- 4.5 The Committee may exercise the subsidiary powers authorised pursuant to section 111, Local Government Act 1972 in connection with the discharge of the functions.
- 4.6 The Committee may exercise the powers of delegation contained in section 101(2), Local Government Act 1972 and agree a Scheme of delegation to officers.
- 4.7 TDC, CBC or ECC may request an application to be considered by the Committee in accordance with an agreed scheme.
- 4.8 All members of the Committee shall be entitled to vote on any matter to be determined by the Committee.

5. Standing Orders

- 5.1 The Committee shall be governed by the Standing Orders set out in Appendix 3.
- 5.2 The Committee shall have the power to amend the Standing Orders from time to time within the scope of these Terms of Reference following consultation with the Council's Monitoring Officers.

6. Administration

- 6.1 The Council which is the local planning authority shall receive applications relating to the functions in the usual way and shall be responsible for all administrative stages leading to and flowing from the exercise of the functions.
- 6.2 The administration of the Committee will be undertaken by TDC who shall be responsible for all matters connected with the administration of the Committee, including the preparation and dispatch of agendas and securing premises at which the Committee may meet.

Functions delegated by Tendring District Council and
Colchester Borough Council to the Joint Committee in relation to
Tendring Colchester Borders Garden Community.

1. The functions delegated by TDC and CBC: -

- (a) To exercise the Council's functions relating to overseeing the preparation of the joint TCBGC DPD and ensuring it:
 - a. is in accordance with the Local Development Schemes;
 - b. includes policies designed to secure that the development and the use of land in the garden community area contribute to the mitigation of, and adaption, to climate change;
 - c. meets the "tests of soundness" as set out in legislation, national and planning policy and advice contained within guidance issued by the Secretary of State;
 - d. has regard to the adopted Section 1 of CBC & TDC's Local Plan;
 - e. has regard to the resources likely to be available for implementing the proposals in the document;
 - f. other such matters the Secretary of State prescribes; and
 - g. complies with the Council's Statement of Community Involvement
- (b) the power to formulate and prepare a draft Joint Development Plan Document for consultation under Regulation 18 of the Town and Country Planning (Local Planning)(England) Regulations 2012;
- (c) carry out an appraisal of the sustainability of the proposals within the joint TCBGC DPD and approve the findings of the appraisal;
- (d) make recommendations to TDC and CBC in relation to the approval of the TCBGC DPD for the purpose of its submission to the Secretary of State for independent examination under Section 20 of the 2004 Act, and consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- (e) consideration of amendments or modifications of the joint TCBGC DPD recommended by the person carrying out the independent examination under section 20 of the 2004 Act;
- (f) recommend to CBC and TDC adoption of Joint Development Plan Documents in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012; and

(g) the power of the TDC and CBC as local planning authority to determine planning applications by virtue of the Town and Country Planning (Development Management Procedure) (England) Order 2015.

2. The functions delegated by TDC, CBC & ECC: -

(a) To exercise TDC, CBC and ECC's local planning authorities' powers and duties in relation to development control including for the avoidance of doubt the power to approve authorise and direct the respective Local Planning Authorities to enter into agreements regulating the development or use of land pursuant to S106 of the Town and Country Planning Act 1990 and related powers within the Tendring Colchester Borders Garden Community area showed coloured purple on the plan in Appendix 2.

3. In exercising the functions in paragraph 2(a) the kind of matters that would fall to the Joint Committee to consider, in the determination of planning applications would include:

- Housing – all tenures (market, affordable, and specialist housing for elderly persons etc.)
- New schools (primary, secondary, special education needs early years and post 16)
- Community centre, community hub and library
- leisure uses, sports provision, and allotments
- Country parks, recreation and public open space
- Any waste development proposals.
- Sustainable Urban Drainage
- Town/neighbourhood centre(s) and associated shops (all shapes and sizes)
- Public realm, footpaths and dedicated cycle routes/network
- All new roads and road crossing within the Garden Community
- Any segregated/dedicated bus routes
- Commercial and employment sites, including energy for waste proposals.
- Minerals planning applications.

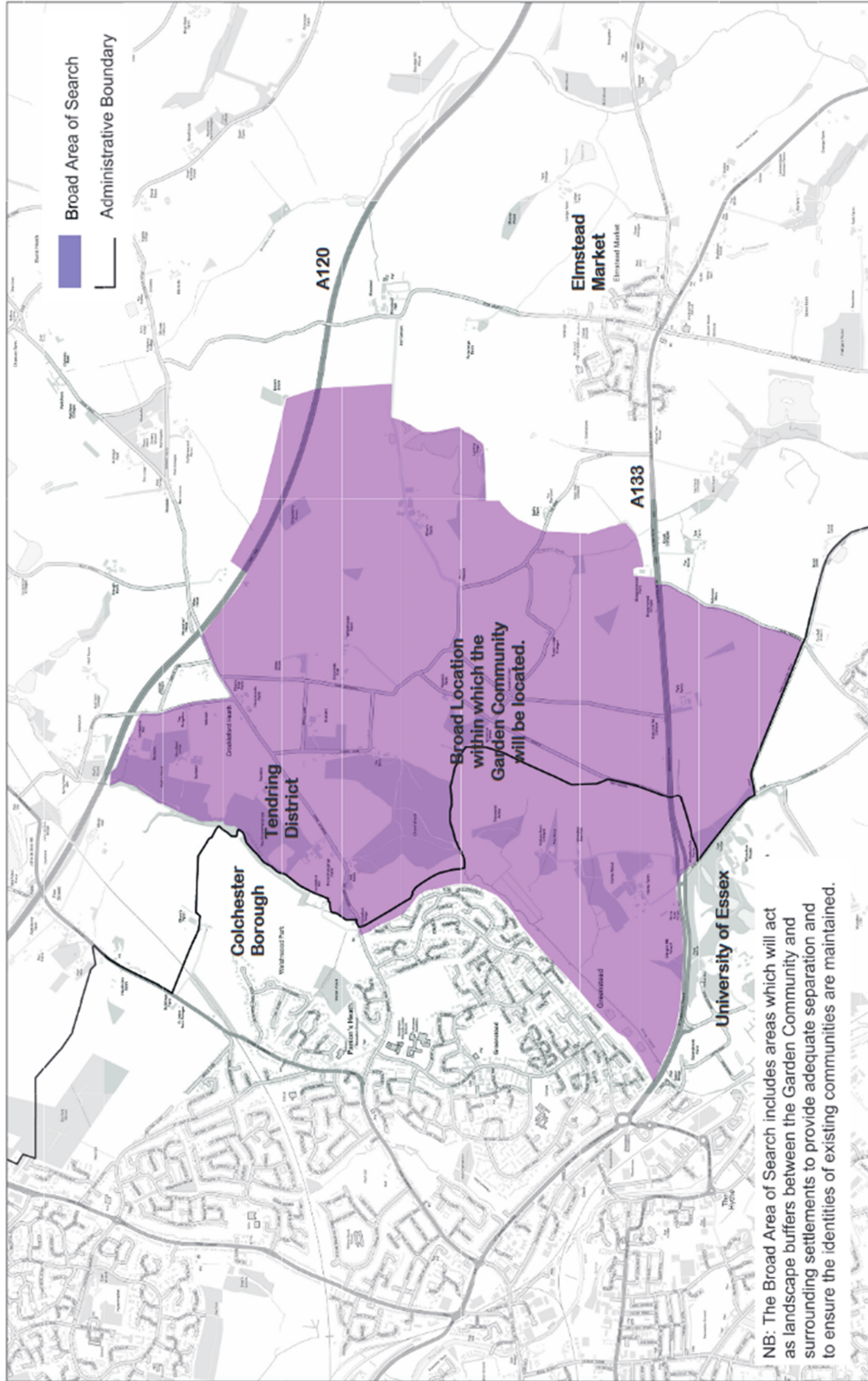
4. In addition the Joint Planning Committee would also have a role in considering:

- The heads of terms for S106 obligations relating to the mitigation measures, necessary infrastructure and affordable housing required to deliver a policy compliant development.
- Development viability, where relevant, in relation to S106 obligations.
- Stewardship model aligned to the S106 and associated permissions.

- Ongoing monitoring of the compliance of development with agreed permissions, related obligations/conditions and its implementation to an agreed standard.

Plan showing Tendring Colchester Borders Garden Community

Tendring Colchester Borders Garden Community - Broad Area of Search



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<p style="text-align: center;">Standing Orders for Tendring Colchester Borders Garden Community Joint Committee</p>
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1. Appointment of Chair and Deputy Chair

- 1.1 The Committee shall, at its first meeting in each municipal year, and from time to time as it considers necessary, elect a Chair and Deputy Chair. The Chair and Deputy Chair shall rotate between the Council's.
- 1.2 In the absence from any meeting of the Chair and Deputy Chair, a Chair for that meeting shall be appointed by the meeting but shall relinquish the chair if the Chair or Deputy Chair subsequently arrives at the meeting.

2. Appointment of Spokespersons

- 2.1 Each of the Councils shall nominate one of the committee members which it appoints as its spokesperson.

3. Notice of and Summons to Meetings

- 3.1 The administration of the Committee shall be undertaken by Tendring District Council who will give notice to the public of the time and place of any meeting in accordance with the access to information rules applicable to local authorities. At least five clear days before a meeting, the Committee Service will send an agenda by post and/or electronically to every member of the Committee. The agenda will give the date, time and location of each meeting and specify the business to be transacted and will be accompanied by such details as are available.
- 3.2 The Committee Service will take reasonable steps to ensure that a copy of the agenda and accompanying papers are placed on deposit at the offices of each of the councils for public inspection at least five clear days before the meeting and are published on the Council's web sites. The Committee Service will ensure that arrangements are put in place for the inspection of background papers in accordance with section 100D, Local Government Act, 1972 and to ensure compliance with all other provisions of Part VA, of that Act.
- 3.3 Dates, times and venues for meetings shall be determined by the Committee. In the absence of agreement or in cases of urgency, meetings may be called by the Committee Service following consultation with the Chair and Deputy Chair.

3.4 If at any time Tendring District Council was unable to fulfil its role in providing the administration to the Committee, Colchester Borough Council or Essex County Council will perform the functions.

4. Membership

4.1 Committee members shall be appointed by the Councils from time to time in accordance with the Committee's terms of reference. A Council may at any time replace one or more of its nominated members by notice given to the Committee Service.

5. Substitute Members

5.1 Each Council will appoint one substitute member. Each Council will notify the Committee Service of substitute members appointed.

5.2 Substitute members will have all the powers and duties of an ordinary member of the Committee. For the purposes of briefing meetings and circulation of papers, substitute members shall be treated in the same manner as ordinary members.

5.3 Substitute members may attend meetings in the capacity of an ordinary member of the Committee. The substitute member should withdraw from participation as a member of the Committee in the business at that meeting during any period at which the ordinary member is in attendance.

6. Quorum

6.1 The quorum of a meeting of the Committee shall be as follows: -

2 Members from Tendring District Council
2 Members from Colchester Borough Council
2 Member from Essex County Council

7. Public speaking rights

7.1 Members of the public have the public speaking rights set out in Annex A.

7.2 The Committee shall have the power to amend the public speaking rights.

8. Voting

8.1 All members of the Committee shall be entitled to vote upon any decision due to be made by the Committee.

8.2 Every question shall be decided by a show of hands, subject to Rule 8.3.

- 8.3 If any member demands a named vote and is supported by two other members, the question shall be determined by a named vote and the Committee Service shall record and enter in the minutes the names of each member present and whether they voted for or against or abstained.
- 8.4 Any member may, immediately after any vote is taken, require a record to be made in the minutes of whether they voted for or against or abstained.
- 8.5 If there are equal numbers of votes for and against, the Chair will have a second and casting vote.

9.0 Tenure of office

- 9.1 A member shall cease to be a member of the Committee if the person—
(a) resigns in accordance with paragraph 9.3;
(b) is removed or replaced by the Council which made the appointment; or
(c) ceases to be a member of a constituent Council (and does not on the same day again become a member of that or any other Council).
- 9.2 A person who ceases to be a member of the Committee shall be eligible for reappointment.
- 9.3 A member may resign from the Committee by sending written notice delivered to the proper officer of the Council which appointed the member;
- 9.4 Any casual vacancy shall be filled as soon as practicable by the body which appointed the member of the Committee whose membership has ceased.

10. Minutes

- 10.1 The Chair will sign the minutes of the Committee at the next suitable meeting. The Chair will move that the minutes of the previous meeting be signed as a correct record.

11. Exclusion of Public

- 11.1 Members of the public and press may only be excluded either in accordance with the Access to Information provisions of the Local Government Act 1972 (consideration of 'exempt information') or Rule 13 (Disturbance by Public).

12. Disorderly Conduct: Misconduct of a Member

- 12.1 If at any meeting of the Committee any member, in the opinion of the Chair, misconducts themselves by persistently disregarding the ruling of the Chair, or by behaving irregularly, improperly or offensively, or by wilfully obstructing the business of the Committee, the Chair or any other member may move "That

the member named be not further heard", and the motion if seconded shall be put and determined without discussion.

12.2 If the member named continues their misconduct after a motion under the foregoing Rule has been carried, the Chair shall either move "that the member named do leave the meeting" (in which case the motion shall be put and determined without seconding or discussion); or adjourn the meeting of the Committee for such period as in their discretion shall consider expedient.

12.3 In the event of a general disturbance which in the opinion of the Chair renders the due and orderly despatch of business impossible, the Chair, in addition to any other power vested in him/her, may adjourn the meeting of the Committee for such period as in their discretion shall consider expedient.

13. Disorderly Conduct: Disturbance by members of the public

13.1 If a member of the public interrupts the proceedings at any meeting the Chair shall warn them. If a member of the public continues the interruption the Chair shall order their removal from the meeting.

13.2 In case of a general disturbance in any part of the room open to the public the Chair shall order that part to be cleared.

14. Suspension of Standing Orders

14.1 Any of these Standing Orders may, so far as is lawful, be suspended by motion passed unanimously by those entitled to vote on the application in question. Any motion to suspend any part of these rules shall specify the purpose of their suspension. Any suspension shall only be to the extent and for the length of time necessary to achieve the stated purpose.

15. Attendance at the Committee by other members of the Councils

15.1. A member of any of the Councils who is not a member of the Committee may speak at a meeting of the Committee at the request or with the permission of the Committee or of its Chair made or obtained before the meeting. Such request or permission shall specify the matters in respect of which the member shall be permitted to speak.

16. Attendance at the Committee by Council Officers

16.1 The relevant Officers from the Councils will attend the Committee meetings to present the reports and advise the Committee in relation to its decision making.

17. Statements of Community Involvement

- 17.1 Public consultation in relation to pre application matters shall be dealt with in accordance with the Statement of Community Involvement or other appropriate procedures of the Council responsible for issuing the consent.

<p style="text-align: center;">Tendring Colchester Borders Garden Community Joint Committee</p>
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PART A

Public Speaking Arrangements- General

1. Members of the public, who want to speak about an item which is to be considered at a meeting of the Committee can do so if they have notified the Committee Service by 12.00 noon on the day before the meeting.

At the Committee Meeting

2. Agenda items for which there are public speakers are taken first, normally in the order of the agenda.
3. Each speaker will be allowed three minutes in which to make their representation. The Chair will tell the speaker when the three minutes has elapsed and the speaker must stop when requested by the Chair. The Chair has discretion to extend this time limit.
4. The Chair will ask the speaker to come to the table at the beginning of the discussion of the report of the relevant item. The Chair will then invite them to speak following the Officer's introduction to the report on the item.
5. The speaker should address the Chair of the Committee, which is the normal convention for Committees.
6. Speakers should remember to:
 - Keep to 3 minutes or whatever other period has been agreed.
 - Highlight the main points they wish to raise and be as brief and concise as possible.
 - Be courteous.

At the conclusion of the public speaking, the Committee will discuss and determine the item.

Tendring Colchester Borders Garden Community Joint Committee

PART B**Public Speaking Arrangements- Planning Applications**

1. Members of the public, or applicants or their agents, who want to speak about an application which is to be considered at a meeting of the Committee can do so if they have:
 - (a) in the case of members of the public, already submitted a written representation on an application; and
 - (b) notified the Committee Service by 12.00 noon on the day before the meeting.
2. A member of the public who has made a written representation on a planning application which is to be determined by the Committee, will be notified in writing about the committee date and their public speaking rights in the week before the Committee meeting.

At the Committee Meeting

3. A list of public speakers is available at the meeting. Agenda items for which there are public speakers are taken first, normally in the order of the agenda.
4. Each speaker will be allowed three minutes in which to make their representation. The Chair will tell the speaker when the three minutes has elapsed and the speaker must stop when requested by the Chair. The Chair has discretion to extend this time limit.
5. If more than one person wants to make a representation about the same application, then they should choose someone to act as a spokesperson. When several people wish to speak on the same application but wish to raise different issues, the Chair may agree to those speakers making representations. In these circumstances, less time may need to be given to each speaker.
6. The Chair will ask the speaker to come to the table at the beginning of the discussion of the report on the relevant application. The Chair will then invite them to speak following the Officer's introduction to the report on the application.
7. The speaker should address the Chair of the Committee, which is the normal convention for Committees.
8. Speakers should remember to:

- Keep to 3 minutes or whatever other period has been agreed.
- Keep to the planning issues raised by the application.
- Highlight the main points they wish to raise and be as brief and concise as possible.
- Be courteous.

At the conclusion of the public speaking, the Committee will discuss and determine the planning application.

Planning Policy and Local Plan Committee	<p>To exercise the Council’s functions relating to overseeing the preparation of the Local Plan* and ensuring it meets the “tests of soundness” from national and planning policy.</p> <p>The exercise of the Council’s functions, powers and duties in relation to the following:</p> <ol style="list-style-type: none"> 1. To oversee the preparation of the new Tendring District Local Plan* to ensure that it meets the “tests of soundness” set out in the National Planning Policy Framework. 2. To ensure that the Local Plan* is “positively prepared”, based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development. 3. To ensure the Local Plan* is “justified”, promoting the most appropriate strategy for growth, when considered against reasonable alternatives, based on proportionate evidence. 4. To ensure that the Local Plan* is “effective”, being deliverable over the plan period and based on effective joint working on cross- boundary strategic priorities. 5. To ensure that the Local Plan* is “consistent with national policy” enabling the delivery of sustainable development in accordance with the policies in the National Planning Policy Framework. 6. To ensure that the Council effectively complies with the statutory duty to co-operate. 7. To consider and recommend the content of the Local Plan*, in consultation with the Cabinet, for consideration and formal approval by Full Council for either public consultation (preferred options or pre-submission versions), submissions to the Secretary of State (to be examined by a Planning Inspector), or final adoption (following receipt of the Planning Inspector’s report). 8. To recommend Supplementary Planning Documents (SPDs) and other planning documents to Cabinet for public consultation and final adoption (**). 9. To approve the preparation, commissioning and subsequent publication of studies, surveys and other technical documents that form part of the “evidence base” needed to justify the content of the Local Plan*, Supplementary Planning Documents (SPDs) and other planning documents (**).
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(Green)

(July 2020) Part 3.13

10. To scrutinise, note and understand the recommendations and conclusions of the “evidence base” to ensure that it provides a robust platform upon which to base policies and proposals in the Local Plan*, SPDs and other planning documents (**).
11. To approve the publication of the Annual Monitoring Report (AMR) each year and to consider whether or not it highlights development trends that may or may not require changes to policies or proposals in the Local Plan*, SPDs or other planning documents.
12. To consider representations submitted in response to public consultation exercises on the Local Plan*, SPDs or other planning documents and consider the need for any changes to these documents in response to any issues that they raise (**).
13. Approve the work programme required for the Committee to undertake its functions effectively and in a timely manner.
14. Refer to Cabinet any recommendations in respect of the Council’s overall strategy, policies and guidance, where functions are the responsibility of the Cabinet, such as Supplementary Planning Documents (**).
15. Approve for recommendation of non-statutory planning policy and guidance to be considered by the Council, the Planning Committee, Cabinet (for executive functions), officers in the discharge of its statutory planning functions, including (but not limited to) avoiding detriment to local neighbourhoods (as long as they are not contrary to the National Planning Policy Framework).

**The Local Plan can consist of one or more “Development Plan Documents” which could include one document for the majority of the Tendring District and a separate document, if necessary, prepared jointly with Colchester Borough Council, for any major development crossing the Tendring/Colchester border. A Joint Committee has been established with Colchester Borough and Essex County Councils for the Tendring Colchester Borders Garden Community DPD and other Local Planning Authority matters.*

*(** With the exception of matters related to the Tendring Colchester Borders Garden Community which are delegated to the Joint Committee).*

(Green)

(July 2020) Part 3.13

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Key Decision Required:	Yes	In the Forward Plan:	Yes
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CABINET

12 NOVEMBER 2021

REPORT OF CORPORATE FINANCE AND GOVERNANCE PORTFOLIO HOLDER

A.8 FINANCIAL PERFORMANCE REPORT – IN-YEAR PERFORMANCE AGAINST THE BUDGET AT END OF THE SECOND QUARTER 2021/22 AND LONG TERM FINANCIAL FORECAST UPDATE

(Report prepared by Richard Barrett)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To provide an overview of the Council’s financial position against the budget as at the end of September 2021 and to present an updated long term forecast.

EXECUTIVE SUMMARY

- These regular finance reports present the overall financial position of the Council by bringing together in-year budget monitoring information and timely updates on the development of the long term forecast.
- Therefore the report is split over two distinct sections as follows:
 - 1) *The Council’s in-year financial position against the budget at the end of September 2021*
 - 2) *An updated long term financial forecast*

In respect of the in-year financial position at the end of September 2021:

- The position to the end of September 2021, as set out in more detail within the appendices, shows that overall the General Fund Revenue Account is underspent against the profiled budget by **£8.483m** (after excluding variances against COVID 19 grant supported activities, such as business grants, this position is revised to a net overspend of **£4.372m**). It is acknowledged that other expenditure or income trends may still be emerging with the position also largely reflecting the timing of other general expenditure and/or income budgets. However any significant issues arising to date have been highlighted and comments provided as necessary.
- In respect of other areas of the budget such as the Housing Revenue Account, capital programme, collection performance and treasury activity, apart from additional details set out later on in this report, there are other no major issues that have been identified to date.
- Any emerging issues will be monitored and updates provided in future reports, which will include their consideration as part of updating the long term financial forecast.
- Some necessary changes to the 2021/22 budget have been identified which are set out in **Appendix H**, with an associated recommendation also included within this

report. The same appendix also sets out a number of further changes to the budget that reflect the on-going impact of COVID 19, the costs of which will be met by using the general financial support provided by the Government.

- The net impact of the budget adjustments will be moved to or from the Forecast Risk Fund. At the end of the second quarter, it has been possible to make a small contribution to the fund of **£40k**, which supports the requirement set out in the long term forecast of identifying in-year savings of **£500k** each year.
- A half year treasury management review has been carried out with a summary set out later on in this report along with an associated recommendation to temporarily increase the aggregate limit of funds that can be placed overnight with the Council's bankers for the period that the offices will be closed over the Christmas break.
- It is proposed to continue to be a member of the Essex Business Rates Pool if it remains advantageous to do so in 2022/23.
- It is also proposed to bring the Member's Small Covid grant scheme to a close by the end of 31 March 2022.

In respect of the updated long term financial forecast:

- The forecast has been reviewed and updated at the end of September 2021 and continues to reflect the ongoing impact of COVID 19 as necessary. The updated forecast is set out in **Appendix I**.
- Work remains on-going in consultation with the various Services across the Council to identify savings within a zero based approach along with unavoidable cost pressures, that remain subject to review for inclusion or otherwise in the detailed budget report that will be presented to Cabinet in December.
- Overall, the long term forecast can still provide an effective method of managing financial risks but the annual deficit or surplus position for each year of the forecast has been revised. The on-going impact from the COVID 19 pandemic is still evolving and it is therefore important to highlight that the money set aside in the Forecast Risk fund should not be seen as overly cautious as sensitivity testing indicates that the fund could be depleted within as little as 3 years if a number of factors arose during the same period.
- A detailed review of risks associated with the long term forecast is subject to on-going review and is separately reported within **Appendix J**.
- As mentioned during the development of the longer term approach to the budget over recent years, it is important to continue to deliver against this plan as it continues to provide a credible alternative to the more traditional short term approach, which would require significant savings to be identified in 2022/23.
- In terms of delivering against the forecast for 2022/23 and beyond, work remains on-going across the various strands set out in **Appendix I**.

RECOMMENDATION(S)

That in respect of the financial performance against the budget at the end of September 2021, it is recommended that:

(a) *The position be noted;*

(b) *the proposed in-year adjustments to the budget as set out in Appendix H be agreed;*

(c) *in respect of the Council's Treasury Management Practices, the aggregate amount of money that can be placed overnight with the Council's bankers be increased temporarily from £1.000m to £1.500m for each day the offices are closed over the Christmas break;*

(d) *the Council continues to be a member of the Essex Business Rates Pool in 2022/23 if it remains financially advantageous to do so; and*

(e) *the closing date for Members to submit claims under the Members' Small COVID grant scheme be agreed as 31 March 2022.*

That in respect of the Updated Long Term Forecast it is recommended that:

(a) *The updated forecast be agreed and the Resources and Service Overview and Scrutiny Committee be consulted on the latest position.*

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

Effective budgetary control is an important tool in ensuring the financial stability of the authority by drawing attention to issues of concern at an early stage so that appropriate action can be taken. Financial stability and awareness plays a key role in delivering the Council's corporate and community aims and priorities.

The forecasting and budget setting process will have direct implications for the Council's ability to deliver on its objectives and priorities. At its heart, the long term approach being taken seeks to establish a sound and sustainable budget year on year through maximising income whilst limiting reductions in services provided to residents, business and visitors.

FINANCE, OTHER RESOURCES AND RISK

Finance and other resources

The financial implications are considered in the body of the report.

Risk

In respect of the position at the end of September 2021, a number of variances will be subject to change as the year progresses although at this stage it is expected that any adverse position can be accommodated within the overall budget with direct management action. The budget position will be monitored and reviewed as part of both the future budget monitoring arrangements and Financial Strategy Processes.

In respect of the long term forecast, there are significant risks associated with forecasting such as cost pressures, inflation and changes to other assumptions that form part of the financial planning process. There are a number of areas that could lead to additional expenditure being incurred, such as: -

- Economic environment / instability;
- Emergence of cost pressures;
- Changes to the local authority funding mechanisms such as the Government's fairer funding review;
- New legislation placing unfunded duties on the Council or reducing the level of the Council's funding;
- Local or national emergency;
- Income is less than that budgeted for, including business rate income retained locally.

COVID 19 continues to have an on-going impact on the Council's financial position, which cuts across many of the specific issues highlighted above. The underlying forecast remains based on relatively conservative estimates with no optimistic bias included. **Appendix J** discusses the various risks to the forecast with a Red / Amber / Green risk assessment approach taken.

The Council's ability to financially underwrite the forecast therefore remains as important as ever. As with any forecast, some elements of income and expenditure will be different to that forecasted. It is fair to say that many may offset each other over the longer term. However, there are two important aspects to how this will be managed.

- 1) **£3.753m** has already been set aside within the Forecast Risk Fund to support the budget in future years. This money is available to be drawn down if the timings within the forecast differ in reality and the net position is unfavourable compared to the forecast in any one year. As set out later on in this report, given the increased risks introduced by the COVID 19 crisis, this current reserve level should not be seen as too pessimistic as the sensitivity testing undertaken indicates that this reserve could be depleted in as little as 3 years if some of the risks are borne out in reality.
- 2) The forecast will remain 'live' and be responsive to changing circumstances and it will continue to be revised on an on-going basis. If unfavourable issues arise that cannot be mitigated via other changes within the forecast then the forecast will be adjusted and mitigating actions taken. Actions to respond will therefore need to be considered but can be taken over a longer time period where possible. In such circumstance the Council may need to consider 'topping' up the funding mentioned in 1) above over the life of the forecast if required. This may impact on the ability to invest money elsewhere but will need to demonstrate that its use is sustainable in the context of the ten year forecast.

The long term approach to the forecast does provide flexibility to respond to risks such as those presented by COVID 19. For instance, the savings target was 'relaxed' for 2021/22. However it must be highlighted that the savings targets set out in the forecast will still need to be delivered in the longer term but they need to remain flexible and react as a counterbalance to other emerging issues and it is therefore accepted that this figure may need to be revised up or down over the life of the forecast.

It is important to continue to deliver against the forecast to retain confidence in the longer term approach. This will, therefore, continue to need robust input from members and officers where decisions may be required in the short term or on a cash flow basis.

Another aspect to this approach is the ability to 'flex' the delivery of services rather than cut services. As would be the case with our own personal finances, if we cannot afford something this year because of a change in our income, we can potentially put it off until

next year. There is a practical sense behind this approach as we could flex the delivery of a service one year but increase it again when the forecast allows.

In addition to the above it is important to note that the Council has already prudently set aside money for significant risks in the forecast such as **£1.758m** (NDR Resilience Reserve) and **£1.000m** (Benefits Reserve), which can be taken into account during the period of the forecast if necessary. The Council also holds **£4.000m** in uncommitted reserves which supports its core financial position.

LEGAL

The Local Government Act 2003 makes it a statutory duty that Local Authorities monitor income and expenditure against budget and take appropriate action if variances emerge.

The arrangements for setting and agreeing a budget and for the setting and collection of council tax are defined in the Local Government Finance Act 1992. The previous legislation defining the arrangements for charging, collecting and pooling of Business Rates was contained within the Local Government Finance Act 1988. These have both been amended as appropriate to reflect the introduction of the Local Government Finance Act 2012.

The Local Government Finance Act 2012 provided the legislative framework for the introduction of the Rates Retention Scheme and the Localisation of Council Tax Support.

The Calculation of Council Tax Base Regulations 2012 set out arrangements for calculation of the council tax base following implementation of the Local Council Tax Support Scheme. These arrangements mean that there are lower tax bases for the district council, major preceptors and town and parish councils.

The Localism Act 2012 introduced legislation providing the right of veto for residents on excessive council tax increases.

Under Section 25 of the Local Government Act 2003, the Chief Finance Officer (S151 Officer) must report to Council as part of the budget process on the robustness of estimates and adequacy of reserves. The proposed approach can deliver this requirement if actively managed and will be an issue that remains 'live' over the course of the forecast period and will be revisited in future reports to members as the budget develops.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.

There are no other implications that significantly impact on the financial forecast. However, the ability of the Council to appropriately address these issues will be strongly linked to its ability to fund relevant schemes and projects and determination of the breadth and standard of service delivery to enable a balanced budget to be agreed.

An impact assessment will be undertaken as part of any separate budget decisions such as those that will be required to deliver the necessary savings.

PART 3 – SUPPORTING INFORMATION

SECTION 1 – IN YEAR FINANCIAL PERFORMANCE AGAINST THE BUDGET AT THE END OF THE SECOND QUARTER OF 2021/22

The Council's financial position against the approved budget has been prepared for the period ending 30 September 2021. This builds on the report presented to Cabinet back in September where a more general update was provided at the end of the first quarter of 2021/22.

Although some expenditure or income trends may still be emerging, comments are provided below where necessary, against the following key areas:

- General Fund Revenue and Proposed Changes to the in-year budget
- Collection Performance
- HRA Revenue
- Capital Programme – General Fund
- Capital Programme - HRA
- Treasury Activity

GENERAL FUND REVENUE

The position to the end of September 2021, as set out in more detail in the Executive Summary attached, shows that there is an overall net underspend of **£8.483m** (after excluding variances against COVID 19 grant supported activities, such as business grants, this position is revised to a net overspend of **£4.372m**).

As set out in the appendices, elements of this variance are due to the timing of expenditure and income or where commitments / decisions have yet to be made, the most significant of which relates to the administration of the various COVID 19 Business Support grants where a final reconciliation process has yet to be finalised.

Appendix B provides a more detailed narrative against significant variances with some key highlights as follows:

Expenditure Budgets

- **Increase in Insurance Premiums** – An adjustment is included in **Appendix H** to reflect the outcome of a recent retender exercise. Although the overall cost has increased in 2021/22 by **£0.076m**, this was significantly less than the expected outcome given the very challenging insurance market at the present time.
- **Potential Increase in Homelessness Costs** – At the end of September, net expenditure was ahead of the profile by **£0.066m** due to the continuing demand for temporary accommodation. No budget adjustment has been included within **Appendix H** at the present time but the issue will be kept under review during Q3 to identify if there remains a need to increase this budget, which could be supported from the general COVID 19 grant received from the Government. Additional comments are set out below relating to the use of the COVID 19 funding.
- **Planning Agency Staff** – The necessary use of agency staff continues within Planning with an associated adjustment set out within **Appendix H**. A restructuring process is now underway within the service, which aims to limit the use of agency staff going forwards.

Income Budgets

- **Crematorium Income** – Operational issues continue at the Crematorium with net income behind profile by nearly **£0.300m** at the end of September. Although the associated procurement process to purchase and install new cremators is underway, this adverse position is likely to worsen over the second half of the year which could result in an overall reduction in income in excess of **£0.600m**. Given the scale of the impact on the budget, the Portfolio Holder for Corporate Finance and Governance along with Management Team have requested that Departments review their existing budgets to identify if there are any opportunities to cease / reduce spending elsewhere in the Council's overall operational budgets to partially or fully offset this loss of income. It is recognised that this will need to be done on a proportionate basis given the potential consequences of this approach, but it does provide an alternative to the other option of refocusing existing budgets set aside to deliver specific projects or initiatives. A further update will be presented to members later in the year.
- **Parking Income** – Income is currently ahead of the budget by **£0.141m** at the end of September. This will be kept under review during the second half of the year before consideration is given to including a favourable budget adjustment or not, especially in light of the position set out above in respect of crematorium income.
- **Leisure Facilities Income** – Based on current estimates, it is expected that leisure income will be behind profile by **£1.000m** by the end of the financial year due to the on-going impact from COVID 19, which includes the reduction in memberships fees by 25% given the reopening restrictions in place during the year. However, it is estimated that this will be offset by **£0.250m**, following the Government's commitment to extend the sales, fees and charges compensation scheme into the first quarter of 2021/22. It is proposed to meet the balance of **£0.750m** by applying the general COVID 19 grant received from the Government with some additional commentary set out further on in this report relating to wider use of this COVID 19 funding. The proposed adjustment is included within **Appendix H**.

OTHER EMERGING ISSUES / USE OF COVID FUNDING

Appendix H sets out a number of proposed budget adjustments that respond to the items highlighted above where necessary, along with other emerging issues as at the end of September 2021.

The overall position set out in **Appendix H** results in a net contribution to the Forecast Risk Fund of **£40k**, which represents the first contribution to the fund as part of the commitment to contribute **£500k** over the course of the whole year that is built into the long term plan. Although subject to the on-going impact from issues such as those highlighted above, opportunities to contribute further money to the fund will be explored over the second half of the year.

In addition to the above, there are a number of COVID 19 grants received from the Government / ECC, which are ring-fenced in-line with the associated funding agreements e.g. track and trace support payments and community ambassadors, which will continue to be progressed as necessary in the second half of the year.

There are however the following two unringenced COVID funding 'pots:

- 1) General New Burdens COVID 19 Grant – this was payable to the Council to help respond to on-going COVID 19 issues.

Including money brought forward from last year, the total budget in 2021/22 totals **£2.276m**.

Allocations from this budget so far to date include:

- **£0.277m** allocated as part of the 2021/22 Outturn Report, which included the summertime plan and additional bins, bin emptying and grounds maintenance activities.
- **£0.083m** agreed by Cabinet on 8 October to 'extend' the waiving of rents as part of the CAROS scheme until the end of March 2022.
- **£0.046m** agreed by the Portfolio Holder for Corporate Finance and Governance to support the repairs to the treadmill crane in Harwich, which 'levered' in a significant contribution from Historic England.
- **£0.765m** as set out in **Appendix H**, which primarily reflects reduction in income from leisure centres this year as highlighted earlier in this report.

After taking the above into consideration, **£1.105m** would remain available for further consideration. With the above in mind, there are a number of emerging issues related to the on-going impact from the COVID 19 pandemic that may need to be supported by this remaining funding and include the following:

- Reduction in income of potentially **£0.300m** to **£0.400m** from the Council Tax Sharing Agreement with the major preceptors given the recovery of amounts due are likely to extend into 2022 and beyond.
- The reduction in court cost income associated with the recovery of council tax highlighted above, especially as we are now only seeing the court system slowly returning to business as usual following the pandemic. The reduction in income could be as high as **£0.300m** by the end of the year.
- Additional homeless costs as highlighted above, which could be in excess of **£0.100m**

Based on the risks identified above, it would be prudent to retain the unspent COVID 19 'pot' of **£1.105m** to support such unavoidable and on-going impacts from pandemic over the second half of the year. The position will be kept under review with the intention to reflect any necessary adjustments in the Q3 report.

- 2) As the Council had spent its full allocation of grant funding relating to the Additional Restrictions Business Grants Scheme by the deadline of July 2021, a 'top up' amount of **£0.804m** was paid by the Government.

To date, **£0.293m** has been allocated from this 'pot' via separate decisions, with **£0.511m** therefore remaining to be allocated. Options to allocate this funding as part of the Council's Back to Business Plan are currently being explored.

As part of the Council's response to the COVID 19 pandemic, the Leader made £2,000 available to each Member to support local groups / causes. To date, **£0.060m** has been spent from the overall 'pot' of **£0.096m**. A recommendation is included above to bring this scheme to a close by the end of March 2022. Members are therefore urged to allocate any remaining funds from their £2,000 'allowance' by this deadline.

In response to recent freedom of information requests, details on how individual members have allocated their funding will start to be published on the Council's website on a monthly basis from November 2021 until the end of scheme in March 2022.

COLLECTION PERFORMANCE

A detailed analysis of the current position is shown in **Appendix E**.

There is undoubtedly an on-going impact from COVID 19 on collection performance. However, throughout the first half of 2021/22 there is on-going improvement compared to last year. Any necessary recovery action will continue over the second half of the year, with the aim of maximising the level of collection performance wherever possible.

HRA REVENUE

An overall position is set out in the Executive Summary with further details included in **Appendix C**. At the end of September 2021, the HRA is showing a net overspend of **£0.081m**, which primarily reflects a void rate of 6% compared with the budgeted rate of 4% with rental income currently behind profile by **£0.100m**.

However as previously mentioned, a number of activities have been on-going with the aim of reducing the overall void rate closer to the historic level of 2%.

With the above in mind, a more detailed analysis of the overall void position as at the end of September 2021 is set out below:

	Weeks Void	Void Rate	Comments
Sheltered Accommodation	1,248	18%	
Long Term Voids (more than 180 days)	2,157	4% (of total stock rather than an absolute void rate)	118 properties were void as at the 1 April 2021, which has reduced to 57 at the end of September 2021.
All other properties	1,195	2%	In-line with the historic rate of 2%
Totals	4,600	6%	

As an on-going response to the overall void rate of 6%, there is now an emphasis on reducing the void rate within sheltered blocks along with bringing more long term empty properties back into use. With the latter point in mind, an additional **£0.100m** is proposed to be added to the general repairs and maintenance budget within **Appendix H**, to continue to support the reduction in void rates.

In addition to the actual reduction in income due to voids, the cost of paying council tax whilst the properties are empty has also increased. Expenditure is currently ahead of the profile by **£0.074m**. This will be kept under review during Q3, with the aim of looking to accommodate the increase within the overall HRA budget for the year.

CAPITAL PROGRAMME – GENERAL FUND

The overall position is set out in **Appendix D**.

As at the end of September 2021, the programme is broadly on target against the profiled position. Detailed comments are provided within the appendix against a number of schemes.

CAPITAL PROGRAMME – HOUSING REVENUE ACCOUNT

The overall position is set out in **Appendix D**.

As at the end of September 2021 the programme is behind profile by **£0.220m**.

This budget relates primarily to the on-going major repairs and improvements to the Council's own dwellings. There are no specific issues to highlight at this stage and the expectation is that expenditure / commitments will be broadly in line with the budget over the course of the year as work is progressed and procurement processes completed.

TREASURY ACTIVITY

A detailed analysis of the current position is shown in **Appendix F**.

The Annual Capital and Treasury Strategy for 2021/22 (including the Prudential and Treasury Indicators) was approved full Council on 13 July 2021. In accordance with Financial Procedure Rules this strategy and associated activity have been subject to a half yearly review with the outcomes set out below:

The Economy and the outlook for next 6 months

A more detailed analysis has been provided by the Council's treasury advisors with highlights set out as follows:

The Bank of England continues to maintain the base rate at 0.10%, although there were some indications in September 2021 that the bank may tighten monetary policy and increase rates given the faster and higher inflation expectations, especially with the increases in energy prices in October 2021 and further increases expected in April 2022. As a result, the Council's treasury advisors have brought forward their expectation of an increase in the base rate to 0.25% to the first quarter of the 2022-23 financial year.

World growth was in recession in 2020 but recovered during 2021, until starting to lose momentum more recently. Inflation has been rising due to increases in gas and electricity prices, shipping costs and supply shortages, although these are expected to subside during 2022. The pandemic and extreme weather events have been highly disruptive of worldwide supply chains. There are major queues of ships waiting to unload their goods at ports worldwide, which has resulted in shipping containers being in the wrong place, which has contributed to a huge increase in the cost of shipping. Combined with a worldwide shortage of semi-conductors this has had a disruptive impact on production in many countries. Many western countries are also finding it difficult to fill job vacancies. It is expected that these issues will be gradually sorted out, but they are currently contributing to a spike upwards in inflation and shortages of materials and goods on shelves globally.

Investments

Investment returns are behind the revised forecast, despite a considerable reduction in the budget, at the end of September 2021. Many local authorities are not looking to borrow money at present, which has led to ultra low interest rates and a reduction in investments with local authorities, with the investments switching to banks instead.

The on-going impact will be considered as part of developing the 2022/23 budget and long term forecast.

Similarly, to previous years, the closure of Council Offices between Christmas and New Year 2021 means that daily treasury management actions will not be able to be undertaken for a

short period. Despite planning to maintain adequate headroom across the Council's current accounts, significant council tax and non-domestic rates payments are expected during the Christmas closedown period and along with other income, the current **£1.000m** limit that can be placed overnight with the Council's current account bankers is likely to be exceeded. Accordingly, it is requested that the limit be temporarily increased to **£1.500m** for this period. Officers will monitor the wider market conditions / intelligence and will only place money up to this revised limit if there are no adverse indicators around Lloyds bank that would increase risks. During the year, Lloyds Bank has not seen a decline in terms of their overall ratings from the main rating agencies, therefore the proposed approach set out above continues to be considered as a reasonable action to take.

Borrowing

The borrowing rates that the Council can access remain relatively low. However, due to the low yield on investments, the Council has maintained the position of not replacing the **£1.000m** external loan, which matured in March 2014, and no additional borrowing is currently planned in 2021/22.

SECTION 2 – UPDATED LONG TERM FORECAST

As highlighted in previous reports, 2021/22 is seen as a transitional year as the wider economy recovers / stabilises following the COVID 19 pandemic. This sets the task of forecasting against an evolving economic position very challenging, with uncertainty therefore still remaining when considering the forecast for 2022/23 and beyond.

The previous forecast was considered by Full Council back in February 2021, which set out the high level position for each year of the remaining forecast period. The development of the forecast has continued during 2021/22, with the latest position set out in **Appendix I**, with an accompanying risk assessment in **Appendix J**. A high level summary of the updated / current forecast compared with the position reported back in February 2021 is set out below:

Annual Forecast Surplus or Deficit

YEAR	Forecast in February 2021 Deficit / (Surplus)	Current Forecast Deficit / (Surplus)
2022/23	£1.098m (Deficit)	£1.642m (Deficit)
2023/24	£0.866m (Deficit)	£1.123m (Deficit)
2024/25	£0.630m (Deficit)	£1.006m (Deficit)
2025/26	£0.388m (Deficit)	£0.894m (Deficit)
2026/27	£0.142m (Deficit)	£0.785m (Deficit)

Associated Forecast Balance on the Forecast Risk Fund

YEAR	Forecast in February 2021 Surplus Balance	Current Forecast Surplus Balance
2022/23	£2.607m	£2.062m
2023/24	£2.241m	£1.439m
2024/25	£2.111m	£0.933m
2025/26	£2.223m	£0.539m
2026/27	£2.581m	£0.254m

As discussed previously, the figures above are greatly influenced by the 'telescopic' effect of changes made to the forecast over time. Further comments on this are included later on in the report.

Additional details relating to the changes to the forecast since it was presented to Members in February is set out in the table below along with its associated RAG rating:

Line of the Forecast	RAG	Figure Included in February for 2022/23	Current Position for 2022/23	Comments where there has been a significant change
Underlying Funding Growth in the Budget				
Council Tax Increase 1.99%		(£0.168m)	(£0.168m)	No change
Council Tax Increased by £5 (over and above 1.99% increase above)		(£0.074m)	(£0.074m)	No change
Growth In Business Rates – Inflation		(£0.137m)	(£0.139m)	Although CPI was 2.9% in September the forecast retains a 2% assumption. This is on the basis that the Government may ‘cap’ the increase without any reimbursement to Local Authorities for the ‘lost’ income.
Growth in Business Rates / Council Tax – General Property Growth		(£0.198m)	(£0.100m)	A slightly more cautionary approach has been taken that reflects the continuing uncertainty around the economic recovery from COVID 19, which includes the ‘cost’ of the LCTS scheme.
Collection Fund Surpluses b/fwd		(£0.100m)	£0.323m	This reflects the £0.423m adjustment required to the treatment of the collection fund deficit from 2020/21, which in turn relates to the timing of the associated grant income from the government in respect of COVID 19 business rate reliefs. This deficit will be met by calling money down from the associated reserve – see reserves adjustment below. The underlying assumption of achieving a surplus of £0.100m against council tax income remains in place and therefore reduces the figure to £0.323m as shown within the column on the left.

Net Cost of Services and Other Adjustments				
Reduction in RSG		£0.431m	£0.431m	No change, as the earlier one-off RSG amount received in 2021/22 has been removed from the forecast. No RSG amount has been included in 2022/23 as it is unclear whether the Government will continue such support.
Remove one-off items from prior year		£0.000m	£0.000m	No Change
Remove one-off items from prior year – collection fund surplus		(£6.018m)	(£6.018m)	No Change - this relates to removal of the business rates collection fund deficit in 2021/22 funded from reserves – see reserves adjustment below.
Inflation – Employee Costs		£0.386m	£0.598m	A 1.5% pay award in 2021/22 was reflected in the earlier forecast. This has been rejected as part of the associated national negotiations. The forecast has been revised to include a cautionary 2% increase for 2021/22, which would result in an increased / rebased position for 2022/23 onwards. For all other later years of the forecast, a 1.5% pay award has been factored in. The 2022/23 figures also reflect the 1.25% increase (£0.116m) in NI contributions recently announced by the Government.
Inflation – Other		£0.163m	£0.221m	This reflects revised inflationary assumptions – see further on in this report for a more detailed commentary on inflation assumptions.
Impact of PFH WP Savings		(£0.045m)	(£0.045m)	No change
LCTS Grant to Parish Councils		(£0.037m)	(£0.037m)	No change
Revenue Contrib. to the Capital Programme		£0.000m	£0.008m	This small change reflects the timing of two schemes within the capital programme.

Specific Change in Use of Reserves		£6.045m	£5.794m	This primarily relates to the business rates collection fund issue mentioned above where Government grant was carried forward via reserves to meet the timing of when the collection fund deficit is recognised in the accounts. This also includes the removal of the use of reserves to fund the reduction in treasury income that emerged as a cost pressure last year (£0.270m) along with the use of COVID 19 Government funding to back-fill the delay in delivering the savings from the closure of Weeley.
On-going Savings Required		(£0.450m)	(£0.450m)	No change – see comment further on in this report.
Unmitigated Cost Pressures		£0.250m	£0.250m	No change – see comment further on in this report.
Other Adjustments		£0.000m	£0.000m	No Change

In terms of the inflation assumption used within the forecast, these are based on the following CPI projections:

2022/23 - 3%
2023/24 – 2.4%
2024/25 onwards – 2%

For RPI based assumptions, 1% has been added to the CPI figures above.

The forward projection of inflation remains very challenging given the volatility in the economy as it starts to stabilise from the COVID 19 pandemic. However, the above rates are based on the Treasury’s own economic forecasts, which indicate that it will take at least two years for the effect of COVID 19 to ‘unwind’ before falling back to the Bank of England long term forecast of 2%.

In terms of the savings target required, as reported earlier in the year, it is proposed to introduce a ‘zero based’ framework against which savings will be identified. Although such an approach will generate outcomes over more than one year, work is underway to identify savings that can be included within the 2022/23 budget when it is updated and presented to Cabinet in December.

In terms of cost pressures, the **£0.250m** ‘allowance’ within the forecast remains modest with work underway to identify unmitigated items for inclusion in the next iteration of the forecast in December. There are a range of potential issues that are being discussed with Services and include:

- On-going reductions in income in respect of the Council Tax sharing agreement with the major preceptors
- Loss of rental income from Carnarvon House, which has now been vacated and the decision made to demolish it.
- General increases in energy and gas costs, which could be even greater if based on renewables
- On-going impact of insurance premium increases
- Increases in External Audit Fees following current and proposed changes to the regulatory framework etc.
- Potential continuation of low investment returns

All of the assumptions set out above will remain 'live' and will be updated in December. It is important to highlight that there is likely to more favourable outcomes against items such as property growth in council tax / business rates and collection fund surpluses, which will help to offset cost pressures within the budget. If not fully offset, there will likely be a need to increase the savings target in later years of the forecast.

It is also important to highlight that the more detailed outcome from the Government's comprehensive spending review will become clearer over the coming weeks, which will need to be reflected in the forecast from 2022/23 and beyond where necessary.

A review of reserves is also planned to be undertaken before December, to support the on-going position where a proportionate level of reserves are maintained that match the financial risks faced by the Council and can demonstrate a favourable outcome in terms of the use of resources.

In-line with previous years, the benefit from remaining a member of the Essex Business Rates Pool has not been reflected in the forecast at this stage. However, in consultation with other Essex Authorities, it is proposed to continue with the pool in 2022/23. A recommendation is therefore included above to reflect this position.

The benefit and risks associated with being a pool member are being kept under review by the pool members, as a decision to withdraw from the pool can be made between now and for a limited period after the Local Government Financial Settlement is announced in January 2022. If risks increase, such as those associated with any reduction in business rate reliefs that are currently funded by the Government, then a collective decision across Essex will be made and included within future financial performance / budget reports.

Risk Assessment

Given the inherent risks to the forecast, a risk assessment of each line of the forecast is maintained as set out in **Appendix J**.

Further details are provided in respect of each line of the forecast above where the current RAG rating has been highlighted.

As discussed previously, it is proposed to review the long term forecast in 2023, which would see 3 to 4 years to go until the end of the original 10 year plan. This will provide an opportune time to review the Council's financial position going forward and reflect on any longer term impact from the current COVID 19 crisis.

Delivering a positive outturn position each year

The long term forecast is based on achieving in-year savings of **£500k**. A contribution of **£0.040m** can be made to Forecast Risk Fund at the end of the second quarter. As previously

mentioned, opportunities to identify further in-year savings will be considered over the second half of the year with the aim of achieving the **£500k** target by the end of March 2022.

To date the Council has also refrained from using one-off money such as the New Homes Bonus and general reserves to support the on-going budget. The forecast is based on this prudent principle continuing which supports the robust approach developed and aims to address any potential issues that may be raised by the External Auditor, where the use of reserves does not underpin on-going financial sustainability in the long term.

Sensitivity Testing

There are numerous risks inherent in forecasting and **Appendix I** includes the potential impact if assumptions within the forecast change such as inflation, reduction in income, the level of costs pressures or underperformance in securing the required on-going savings.

'Table 2' within **Appendix I** highlights that if some of the scenarios become reality, then the fund could be depleted in as little as 3 years. This would therefore require the Council's overall financial position to be reviewed, which will undoubtedly require the savings targets to be increased to be able to sustainably deliver a balanced budget.

In repeating a point from earlier reports, against the limited number of scenarios tested, the level of the Forecast Risk Fund should not be seen as too cautious as it only provides a modest level of financial 'protection' over the life of the forecast. This is especially true given the 'telescopic' effect of potential changes to the forecast over time.

The forecast will therefore need to continue to remain alert and reflect the most up to date position in terms of the on-going impact from COVID 19. If the Council's financial position looks to be moving to a position where the long term approach to the forecast starts to become unsustainable, then this will be brought to the attention of Management Team and Members at the earliest opportunity.

If a number of issues came together at the same time then it is possible that the forecast becomes unsustainable in the longer term. This will be monitored as the forecast continues to be developed as it has always been recognised that the Council can revert back to the historic short term approach to setting the budget which would require significant savings early in that process.

Forecast Risk Fund

Appendix J sets out the annual change in the Forecast Risk Fund with a broadly increasing balance over the life of the forecast.

As previously mentioned, it is recognised that the use of reserves to balance the budget is not sustainable in the long term. However, the use of the Forecast Risk Fund is on a controlled basis with underlying income expected to offset the net increases in expenditure in the long term, which provides for a more resilient approach to resisting potential reductions in the provision of services compared with the more traditional short term approach taken in the past.

Housing Revenue Account

As indicated in Q1, it is proposed to review the HRA Business Plan during the second half of the year.

This review will reflect the on-going issues regarding repairs and void periods along with other emerging pressures such as the costs related to potential changes to 'decent homes' standards that are expected to emerge from the Government, especially in light of the

Grenfell Tower tragedy. This will also need to be set against the context of delivering against the Council's key priority of continuing to build / develop new homes in the district.

Pressures such as inflation and other costs will also need to be reflected within the business plan review, which will need to balance the priorities and aspirations of being a landlord for 3,000 plus homes, whilst responding to the challenging financial position going forwards.

BACKGROUND PAPERS FOR THE DECISION

None

APPENDICES

RELATING TO SECTION 1 OF THE REPORT

Front Cover and Executive Summary

Appendix A – Summary by Portfolio / Committee

Appendix B – General Fund Budget Position by Department

Appendix C – Housing Revenue Account Budget Position

Appendix D – Capital Programme

Appendix E – Collection Performance – Council Tax, Business Rates, Housing Rent and General Debts

Appendix F – Treasury Activity

Appendix G – Income from S106 Agreements

Appendix H – Proposed Adjustments to the In-Year Budget

RELATING TO SECTION 2 OF THE REPORT

Appendix I – Updated Long Term Financial Forecast

Appendix J – Risk Analysis of Each Line of the Forecast

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Tendring District Council



Appendices Included:

Executive Summary	A summary of the overall position.
Appendix A	A summary of the overall position by Portfolio/Committee split by GF and HRA
Appendix B	An analysis by Department of all General Fund Revenue budgets.
Appendix C	An analysis of Housing Revenue Account Revenue budgets.
Appendix D	The position to date for General Fund and HRA capital projects.
Appendix E	Collection Performance
Appendix F	Treasury activity.
Appendix G	Income from S106 Agreements.
Appendix H	Proposed Adjustments to the Budget

Financial Performance Report In-Year Performance as at end of:

September 2021

(The variance figures set out in these appendices that are presented in brackets represent either a net underspend to date position or additional income received to date)

Financial Performance Report - Executive Summary as at the end of September 2021

The tables below show the summary position for the General Fund, Housing Revenue Account, Capital, Collection Performance and Treasury Activity.

General Fund - Summary by Department Excluding Housing Revenue Account

	Full Year Budget £	Profiled Budget to Date £	Actual to Date £	Variance to Profile £
Office of the Chief Executive	(26,538,790)	(4,141,433)	(13,550,855)	(9,409,422)
Operations and Delivery	12,311,950	4,099,898	4,115,755	15,857
Place and Economy	14,226,840	1,201,106	2,111,625	910,519
Total General Fund	0	1,159,571	(7,323,476)	(8,483,046)

Housing Revenue Account

	Full Year Budget £	Profiled Budget to Date £	Actual to Date £	Variance to Profile £
Total HRA	0	(4,180,898)	(4,100,174)	80,723

Capital

	Full Year Budget £	Profiled Budget to Date £	Actual to Date £	Variance to Profile £
General Fund	15,536,810	1,699,020	1,755,654	56,634
Housing Revenue Account	8,136,820	1,540,600	1,321,002	(219,598)
Total Capital	23,673,630	3,239,620	3,076,656	(162,964)

Collection Performance

	Collected to Date Against Collectable Amount
Council Tax	53.45%
Business Rates	63.82%
Housing Rents	97.25%
General Debt	87.38%

Treasury

	£'000
Total External Borrowing	37,757
Total Investments	83,798

Revenue Budget Position at the end of September 2021

General Fund Portfolio / Committee Summary

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £
Leader	4,506,020	461,035	667,624	206,589
Corporate Finance and Governance	2,139,500	(1,427,937)	(14,160,142)	(12,732,205)
Environment and Public Space	7,682,990	2,472,549	2,528,224	55,675
Housing	3,908,140	2,341,289	5,270,979	2,929,690
Partnerships	1,729,470	204,580	226,680	22,100
Business and Economic Growth	6,392,240	192,920	57,678	(135,242)
Leisure and Tourism	6,269,080	916,120	1,749,733	833,613
Budgets Relating to Non Executive Functions	759,140	126,945	463,233	336,288
	33,386,580	5,287,501	(3,195,992)	(8,483,492)
Revenue Support for Capital Investment	6,339,610	0	0	0
Financing Items	(4,304,150)	(11,910)	(11,458)	452
Budget Before use of Reserves	35,422,040	5,275,591	(3,207,449)	(8,483,040)
Contribution to / (from) earmarked reserves	(27,805,510)	0	0	0
Total Net Budget	7,616,530	5,275,591	(3,207,449)	(8,483,040)
Funding:				
Business Rates Income	(4,598,900)	(2,633,077)	(2,633,087)	(10)
Revenue Support Grant	(431,170)	(189,713)	(189,713)	0
Collection Fund Surplus	6,017,640	3,008,820	3,008,820	0
Income from Council Tax Payers	(8,604,100)	(4,302,050)	(4,302,047)	4
Total	0	1,159,571	(7,323,476)	(8,483,046)

Revenue Budget Position at the end of September 2021

HRA Portfolio Summary

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £
Housing	(2,009,950)	(4,180,898)	(4,100,174)	80,723
	(2,009,950)	(4,180,898)	(4,100,174)	80,723
Revenue Support for Capital Investment	280,820	0	0	0
Financing Items	1,751,530	0	0	0
Budget Before use of Reserves	22,400	(4,180,898)	(4,100,174)	80,723
Contribution to / (from) earmarked reserves	(22,400)	0	0	0
Total	0	(4,180,898)	(4,100,174)	80,723

Corporate Budget Monitoring - General Fund Budget Position at the end of September 2021

Department - Chief Executive, Finance, IT and Governance

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Type of Spend</u>					
Direct Expenditure					
Employee Expenses	10,310,650	3,666,573	3,645,297	(21,276)	
Premises Related Expenditure	361,210	133,420	140,081	6,661	
Transport Related Expenditure	106,040	57,390	51,994	(5,396)	
Supplies & Services	35,234,540	26,043,067	13,375,212	(12,667,855)	
Third Party Payments	67,790	0	0	0	
Transfer Payments	46,640,120	19,961,535	17,720,581	(2,240,954)	
Interest Payments	17,800	8,361	3,658	(4,703)	
Total Direct Expenditure	92,738,150	49,870,346	34,936,824	(14,933,523)	
Direct Income					
Government Grants	(76,086,640)	(47,219,100)	(42,127,070)	5,092,030	
Other Grants, Reimbursements and Contributions	(2,465,590)	(1,908,356)	(1,524,391)	383,965	
Sales, Fees and Charges	(1,318,460)	(594,745)	(512,398)	82,347	
Rents Receivable	(650)	(424)	(44,614)	(44,190)	
Interest Receivable	(327,720)	(173,134)	(161,690)	11,444	
RSG, Business Rates and Council Tax	(7,616,530)	(4,116,020)	(4,116,027)	(7)	
Total Direct Income	(87,815,590)	(54,011,779)	(48,486,190)	5,525,589	
Net Direct Costs	4,922,560	(4,141,433)	(13,549,366)	(9,407,933)	
Net Indirect Costs	(3,655,840)	0	(1,489)	(1,489)	
Net Contribution to/(from) Reserves	(27,805,510)	0	0	0	
Total for Chief Executive, Finance, IT and Governance	(26,538,790)	(4,141,433)	(13,550,855)	(9,409,422)	

Department - Chief Executive, Finance, IT and Governance

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Service/Function</u>					
Total for Chief Executive and Administration	8,840	112,455	129,037	16,582	
Total for Finance and IT Management and Administration	0	45,645	49,329	3,684	
Total for Finance	240,370	572,760	584,313	11,553	
Total for Finance - Other Corporate Costs	1,398,960	(4,261,864)	(16,538,884)	(12,277,020)	The position at the end of September primarily reflects the various COVID business grant schemes where a full reconciliation process remains in progress after the schemes closed at the end of July. Following the reconciliation process, money relating to the mandatory schemes will be repayable to the Government during the second half of 2021/22. In addition to the above, the position against the Council Tax Sharing Agreement is falling behind the profiled budget - please see the main body of the report for further information. Also the cost of insurance premiums increased this year following a retender process with an adjustment included within Appendix H.
Total for Finance - Financing Items	(26,341,790)	150,033	142,574	(7,459)	

Appendix B

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Total for Finance - RSG, Business Rates and Council Tax	(7,616,530)	(4,116,020)	(4,116,027)	(7)	
Total for Revenues and Benefits	2,009,050	603,771	3,107,272	2,503,501	As in previous quarters, the position primarily reflects the timing difference between the payment of housing benefits and the associated reimbursement via the Government subsidy process.
Total for IT, Emergency Planning and Business Continuity	195,970	920,365	844,337	(76,028)	
Total for Governance Management and Administration	3,750	51,125	52,186	1,061	
Total for Legal	14,160	141,685	143,043	1,358	
Total for Democratic Services	1,405,360	545,925	874,182	328,257	The reflects the cost of the ECC and PFCC elections back in May where the reimbursement of the costs incurred is due to be received in the second half of 2021/22.
Total for Partnerships Management and Administration	26,000	40,090	47,982	7,892	
Total for HR and OD	224,840	232,965	262,030	29,065	
Total for Community Partnerships	1,215,900	152,100	162,565	10,465	

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Total for Communications	210	37,870	36,310	(1,560)	
Total for Customer and Commercial	676,120	629,662	668,894	39,232	
Total for Chief Executive, Finance, IT and Governance	(26,538,790)	(4,141,433)	(13,550,855)	(9,409,422)	

Corporate Budget Monitoring - General Fund Budget Position at the end of September 2021

Department - Operations and Delivery

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Type of Spend</u>					
Direct Expenditure					
Employee Expenses	6,518,320	3,170,067	3,228,143	58,076	
Premises Related Expenditure	2,419,070	1,145,980	1,115,920	(30,061)	
Transport Related Expenditure	541,380	224,641	250,874	26,233	
Supplies & Services	2,479,765	1,117,361	1,295,331	177,970	
Third Party Payments	5,182,350	1,967,559	2,107,393	139,834	
Transfer Payments	191,340	95,670	195,859	100,189	
Total Direct Expenditure	17,332,225	7,721,278	8,193,519	472,242	
Direct Income					
Government Grants	(918,030)	(810,440)	(810,446)	(6)	
Other Grants, Reimbursements and Contributions	(1,465,845)	(398,729)	(445,584)	(46,855)	
Sales, Fees and Charges	(3,442,540)	(1,876,332)	(2,041,256)	(164,924)	
Rents Receivable	(157,560)	(80,239)	(110,441)	(30,202)	
Direct Internal Income	(1,075,090)	(444,520)	(670,038)	(225,518)	
Total Direct Income	(7,059,065)	(3,610,260)	(4,077,765)	(467,505)	
Net Direct Costs	10,273,160	4,111,018	4,115,755	4,737	
Net Indirect Costs	2,038,790	(11,120)	0	11,120	
Total for Operations and Delivery	12,311,950	4,099,898	4,115,755	15,857	

Department - Operations and Delivery

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Service/Function</u>					
Total for CD Operations and Delivery Management and Administration	10,000	147,500	148,406	906	
Total for Building and Public Realm Management and Administration	0	33,955	40,256	6,301	
Total for Building and Surveyors	13,900	719,885	715,528	(4,357)	
Total for Engineering	2,902,580	413,232	415,170	1,939	
Total for Public Realm	2,227,720	474,040	559,498	85,458	<p>There are three main issues behind the current variance as follows:</p> <ol style="list-style-type: none"> 1) Crematorium net income is £292k behind the profile following the on-going operational issues at the facility - please see the main body of the report for further details. 2) Parking income is ahead of the profile by £141k at the end of Q2. 3) A credit of £72k has been received following the backdating of the exemption on business rate payable on public conveniences - an adjustment has been included within App H.

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Total for Waste Management	4,506,290	1,636,829	1,615,240	(21,588)	
Total for Assets	201,250	205,113	149,967	(55,146)	
Total for Housing and Environment Management and Administration	3,750	71,470	71,142	(328)	
Total for Housing and Homelessness	1,261,030	24,249	65,898	41,649	Please see the main body of the report for additional comments in respect of the potential pressures on this budget over 2021/22.
Total for Environment Health Services	1,185,430	373,625	334,648	(38,977)	
Total for Operations and Delivery	12,311,950	4,099,898	4,115,755	15,857	

Corporate Budget Monitoring - General Fund Budget Position at the end of September 2021

Department - Place and Economy

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Type of Spend</u>					
Direct Expenditure					
Employee Expenses	5,213,180	2,526,474	2,570,990	44,516	
Remises Related Expenditure	1,254,310	722,457	795,931	73,474	
Transport Related Expenditure	45,210	22,532	12,200	(10,332)	
Supplies & Services	10,598,950	1,645,468	1,282,962	(362,506)	
Third Party Payments	45,870	45,000	49,804	4,804	
Total Direct Expenditure	17,157,520	4,961,931	4,711,888	(250,043)	
Direct Income					
Government Grants	(142,500)	(125,000)	194,664	319,664	
Other Grants, Reimbursements and Contributions	(345,950)	(232,722)	(267,181)	(34,459)	
Sales, Fees and Charges	(5,272,120)	(3,256,953)	(2,349,673)	907,280	
Rents Receivable	(242,480)	(146,150)	(178,072)	(31,922)	
Total Direct Income	(6,003,050)	(3,760,825)	(2,600,263)	1,160,562	
Net Direct Costs	11,154,470	1,201,106	2,111,625	910,519	
Net Indirect Costs	3,072,370	0	0	0	
Total for Place and Economy	14,226,840	1,201,106	2,111,625	910,519	

Department - Place and Economy

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Service/Function</u>					
Total for Place and Economy Management and Administration	628,910	84,920	44,335	(40,585)	
Total for Planning Management and Administration	0	40,090	44,547	4,457	
Total for Development	1,326,490	238,110	437,847	199,737	<p>Please see App H for a proposed adjustment relating to the cost of agency staff that is planned to be met from salary savings and the use of the 20% increase in planning fee budget.</p> <p>In addition to the issue above, planning fee income is currently £66k behind the profiled budget. This may recover of the course of the year and will be kept under review going into Q3.</p>
Total for Enforcement	459,290	7,885	17,112	9,227	
Total for Building Control	230,770	9,745	10,991	1,246	
Total for Economic Growth and Leisure Management and Administration	0	40,090	44,177	4,087	

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Total for Economic Growth	4,806,950	475,970	337,545	(138,425)	The position at the end of Q2, primarily reflects the position against the Business Adaptions Grant Scheme budget, which has recently been 'refreshed / relaunched' and an increase in demand and take-up is expected over Q3.
Total for Sport, Leisure, Tourism, Heritage and Culture	3,349,380	360,691	1,231,006	870,315	This primarily reflects the on-going impact from COVID 19 and the resulting reduction in income being experienced across the various leisure facilities. Please see the main body of the report for further details along with App H for an associated adjustment to the budgets.
Total for Local Plan and Place Shaping Management and Administration	0	39,225	48,533	9,308	
Total for Strategic Planning	1,055,590	19,875	13,215	(6,660)	
Total for Place	2,369,460	(115,495)	(117,685)	(2,190)	
Total for Place and Economy	14,226,840	1,201,106	2,111,625	910,519	

Corporate Budget Monitoring - Housing Revenue Account Budget Position at the end of September 2021

Housing Revenue Account

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Type of Spend</u>					
Direct Expenditure					
Employee Expenses	1,208,340	377,215	351,338	(25,877)	
Premises Related Expenditure	3,511,410	1,590,396	1,648,020	57,624	
Transport Related Expenditure	23,870	11,935	6,888	(5,047)	
Supplies & Services	487,910	237,915	202,287	(35,628)	
Third Party Payments	1,030	515	500	(15)	
Transfer Payments	17,000	8,500	12,391	3,891	
Interest Payments	1,322,220	374,300	377,160	2,860	
Total Direct Expenditure	6,571,780	2,600,776	2,598,584	(2,193)	
Direct Income					
Other Grants, Reimbursements and Contributions	(8,440)	(220)	(2,486)	(2,266)	
Sales, Fees and Charges	(566,040)	(215,956)	(219,205)	(3,249)	
Rents Receivable	(13,101,800)	(6,565,498)	(6,477,068)	88,430	
Interest Receivable	(13,350)	0	0	0	
Total Direct Income	(13,689,630)	(6,781,674)	(6,698,758)	82,916	
Net Direct Costs	(7,117,850)	(4,180,898)	(4,100,174)	80,723	
Net Indirect Costs	7,140,250	0	0	0	
Net Contribution to/(from) Reserves	(22,400)	0	0	0	
Total for HRA	0	(4,180,898)	(4,100,174)	80,723	

Housing Revenue Account

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
<u>Analysis by Service/Function</u>					
Total for Finance - Financing Items	2,032,350	0	0	0	
Total for Housing and Homelessness	(1,969,840)	(4,180,898)	(4,106,610)	74,287	This variance broadly reflects the most up to date position against the rental income budget due to voids (£93k) - please see the main body of the report for further information. This area of the budget also reflects additional council tax costs (£74k) as a secondary impact from voids.
Total for Customer and Commercial	(62,510)	0	6,436	6,436	
Total for HRA	0	(4,180,898)	(4,100,174)	80,723	

Corporate Budget Monitoring - General Fund Capital Programme

Position at the end of September 2021

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Expenditure					
Business and Economic Growth Portfolio					
SME Growth Fund Capital Grants	43,250	0	0	0	
Starlings and Milton Road Redevelopment	985,130	50,130	50,131	1	
Total for Business and Economic Growth Portfolio	1,028,380	50,130	50,131	1	
Corporate Finance and Governance Portfolio					
Information and Communications Technology Core Infrastructure	129,140	37,070	45,411	8,341	Office Transformation works are ongoing, with this budget supporting associated IT infrastructure costs.
Agresso e-procurement	84,000	0	0	0	The Service is currently reviewing how to take this project forward and the associated resourcing requirement.
Enhanced Equipment replacement - Printing and Scanning	6,210	0	0	0	

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Office Rationalisation	119,060	119,060	174,481	55,421	Physical work on the project nears completion, with works to the Committee Room and the redecoration of main corridors remaining outstanding within the Town Hall. Progress of works at the Town hall were affected by the discovery of a number of roofing issues and the need to rewire the building instead of the alteration works budgeted for. A review of the budget to reflect / accommodate the additional work is in progress for further consideration in Q3.
Total for Corporate Finance and Governance Portfolio	338,410	156,130	219,891	63,761	
Environment and Public Space Portfolio					
Cranleigh Close, Clacton, landscaping works	640	0	0	0	
Environmental Health Database Migration	5,250	0	0	0	
Laying Out Cemetery	150,250	3,405	3,400	(5)	Initial site surveys have been completed, with planning permissions now being considered.
Bath House Meadow Security Measures	5,570	(5)	0	5	
Clacton Multi-Storey car park repairs	180,000	136,840	136,839	(1)	
Public Convenience Works	40,000	0	0	0	Plans are currently being considered in line with the Public Convenience Strategy.
Works at Halstead Road Play Area, Kirby	5,150	0	0	0	
Weeley Crematorium Works	1,539,000	0	0	0	The associated procurement work is now underway.
Purchase of Hot Wash Street Cleaner	35,000	35,000	35,000	0	
Total for Environment and Public Space Portfolio	1,960,860	175,240	175,239	(1)	

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Housing Portfolio					
Replacement of High Volume Printers	29,000	0	0	0	
Careline - Replacement Telephone System	14,240	7,120	(0)	(7,120)	
Replacement Scan Stations	12,000	0	0	0	
Private Sector Renewal Grants/Financial Assistance Loans	287,170	(0)	0	0	
Disabled Facilities Grants	7,930,740	201,025	201,020	(5)	
Financial Assistance Grants	68,330	68,330	68,328	(2)	
Private Sector Leasing	75,660	0	0	0	
Empty Homes funding	152,220	0	0	0	
Total for Housing Portfolio	8,569,360	276,475	269,349	(7,126)	

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Leisure and Tourism Portfolio					
Town Centre Fountain	159,080	0	0	0	
CLC - Spa and Wetside Re-development	592,230	258,145	258,145	(0)	
Walton Leisure Centre - Replacement Boilers	44,180	44,180	44,176	(4)	
CLC - Replacement of All Weather Pitch	668,750	0	0	0	
New Beach Huts	64,600	0	0	0	Project 1: Holland/Clacton - this is awaiting completion of Cliff Stabilisation works. Project 2: Dovercourt - awaiting review of impact on open space.
Clacton/Holland Cliff Stabilisation	2,110,960	738,720	738,723	3	Project is currently in the construction phase and is set to be completed within the outlined programme. A number of factors have resulted in additional costs, but the scheme is on course to remain within the overall budget as at end September 2021.
Total for Leisure and Tourism Portfolio	3,639,800	1,041,045	1,041,044	(1)	
Total Approved General Fund Capital Programme	15,536,810	1,699,020	1,755,654	56,634	

Corporate Budget Monitoring - Housing Revenue Account Capital Programme Budget Position at the end of September 2021

	2021/22 Current Full Year Budget £	2021/22 Profiled Budget to date £	2021/22 Actual to date £	2021/22 Variance to Profile £	Comments
Improvements, enhancement & adaptation of the Council's housing stock	3,477,200	975,000	819,047	(155,953)	This budget covers a range of individual schemes which will be delivered as the year progresses and are subject to the appropriate procurement processes, which are planned, being progressed or are underway.
IT Upgrade & Replacement	20,000	0	0	0	
Disabled Adaptations	400,000	200,000	136,353	(63,647)	
Cash Incentive Scheme	60,000	0	0	0	
Jaywick Sands - Flexible Workspace Project	2,327,540	180,140	180,139	(1)	
HRA - New Build & Acquisitions - To Be Allocated	1,143,680	0	0	0	
HRA - Acquisitions - Council Dwellings	708,400	185,400	185,401	1	
HRA - Acquisitions - Non-Dwellings	0	60	63	3	
Total Housing Revenue Account Capital Programme	8,136,820	1,540,600	1,321,002	(219,598)	

New-Build and Acquisitions - Subject to 1-4-1 Pooling Retained Receipts Regulations

	Required Expenditure to meet MHCLG Target within:				
	1 Year £	2 Years £	3 Years £	4 Years £	5+ Years £
30% Capital Receipts	0	0	59,234	207,930	92,834
70% TDC Funded	0	0	138,212	485,171	216,614
Cumulative Expenditure	0	0	197,446	693,101	309,448

Collection Performance : Position at the end of September 2021

The collection performance against Council tax, Business Rates, Housing Rents and General Debt collection are set out below.

Council Tax			Business Rates		
	2020/21	2021/22		2020/21	2021/22
Quarter 1	27.79%	27.82%	Quarter 1	22.75%	25.74%
Quarter 2	53.20%	53.45%	Quarter 2	52.87%	63.82%
Quarter 3	77.96%		Quarter 3	80.82%	
Quarter 4	92.66%		Quarter 4	96.20%	
Housing Rents			General Debt		
	2020/21	2021/22		2020/21	2021/22
Quarter 1	96.78%	97.50%	Quarter 1	64.75%	73.40%
Quarter 2	97.17%	97.25%	Quarter 2	82.35%	87.38%
Quarter 3	96.95%		Quarter 3	83.30%	
Quarter 4	97.00%		Quarter 4	90.00%	

Treasury Activity : Position at the end of September 2021

Key Treasury Management Performance Data and Prudential Indicators are set out below.

TREASURY ACTIVITY

Borrowing	Opening Balance 1 April £'000	Borrowing to date £'000	Borrowing Repaid to date £'000	Balance to Date £'000	Comments
Long Term PWLB Borrowing - GF	151	0	3	148	
Long Term PWLB Borrowing - HRA	38,441	0	832	37,609	
TOTAL BORROWING	38,592	0	835	37,757	
Investments	Opening Balance 1 April £'000	Investments to date £'000	Investments Repaid to date £'000	Balance to Date £'000	Comments
<i>Investments less than a year</i>					
Investments with UK Government via Treasury Bills/Investments with DMO, and Local Authorities and other public bodies	65,600	531,300	539,700	57,200	Net investments have increased over the reporting period due to the timing of the Council's cash flow such as expenditure budgets behind profile or income being received ahead of expenditure. Within this there has been a switch away from investments with other local authorities to investments with UK Financial Institutions as fewer local authorities have been borrowing.
Investments with UK financial Institutions (including Money Market Funds)	11,359	25,639	10,400	26,598	In respect of investments with UK financial institutions, at the end of the period, investments were held with 9 counterparties, including 2 Money Market Funds.
Investments with non-UK Financial institutions	0	0	0	0	
Total Investments for less than a year	76,959	556,939	550,100	83,798	
<i>Investments for longer than a year</i>	0	0	0	0	
TOTAL INVESTMENTS	76,959	556,939	550,100	83,798	
Interest Paid / Received	Full Year Budget £'000	Profiled Budget to Date £'000	Actual to Date £'000	Variance to date £'000	Comments
Interest Paid on Borrowing - GF	11	5	4	(1)	The weighted average rate of interest on the Council's GF borrowing is currently 7.13%. (on an accrued basis).
Interest Paid on Borrowing - HRA	1,322	374	377	3	The weighted average rate of interest on the Council's HRA borrowing is currently 3.51%. (on an accrued basis)
Interest Received on Investments	(67)	(37)	(22)	15	The weighted average rate of interest being received on the Council's investments is currently 0.05%. (on an accrued basis)
PRUDENTIAL INDICATORS					
	Approved Indicator £'000	Highest amount reached in the period £'000	Comments		
Authorised limit for external borrowing	75,355	38,592	Borrowing has remained within approved limits.		
Operational boundary for external borrowing	67,342				

Income from S106 Agreements

Information in respect of S106 income has been split across two areas below - Where money has been formally allocated / being spent and where money remains unallocated / uncommitted.

Where related to capital schemes - see Appendix D for overall scheme progress.

ALLOCATED / BEING SPENT

Scheme Type	Amount Committed / Planned to be Spent in 2020/21 (including accrued interest as appropriate) £'000
GF Revenue Schemes	139
GF Capital Schemes	6
HRA Capital Schemes	591
TOTAL	736

UNALLOCATED / UNCOMMITTED TO DATE

Permitted Use as per S106 Agreement	Amount Held / 'Spend by' Date			
	Less than 1 Year £'000	1 to 2 Years £'000	2 to 4 Years £'000	4 years + £'000
Regeneration Programme and Other Initiatives	0	0	0	2
Affordable Housing	0	0	0	1,167
Town Centre Improvements	0	0	22	22
Cycle Facilities	0	0	0	22
Habitat Protection	0	0	0	3
Open Space*	29	2	104	1,626
TOTAL	29	2	126	2,842

* For schemes with a 'spend by' date of less than one year, this money must be spent as follows
 £2,000 by October 2021
 £25,000 by June 2022
 £2,000 by August 2022

Proposed Adjustments to the Budget September 2021

Description	Expenditure Budget £	Income Budget £	Reason for Adjustment
GENERAL FUND REVENUE			
<i>The following items have no net impact on the overall budget</i>			
Planning Services - Employee Expenses	(166,150)		Use of vacancies and projects budget funded by 20% Planning Fee income to support short term temporary staff costs.
Planning Services - Agency Staff	280,660		
Planning Projects Budget	(114,510)		
Total General Fund Revenue with no net impact on the overall budget	0		

<i>The following items will be adjusted against the Forecast Risk Fund</i>			
Employee Costs	(150,000)		To reflect current vacancy savings accrued to date.
LCTS Administration Subsidy		6,770	Following the approval of the budget in February 2021, the Government confirmed the subsidy payable which was less than initially forecast.
Business Rates on Public Conveniences	(72,200)		A credit has been received following the Government's decision to backdate the business rates exemption on public conveniences to the start of 2020/21.
Recycling and Waste Contract - increase in properties	67,000		This reflects the property growth in the district - it may be possible to offset some of this cost from recycling credit income which will be kept under review going into Q3.
Additional Insurance Cost	76,410		To meet the increase insurance premium costs following a retender exercise undertaken during the first half of 2021/22.
Temporary Posts	31,850		To extend a number of temporary posts pending a formal restructuring process that will be concluded during the second half of 2021/22
Contribution to the Forecast Risk Fund	40,170		

Description	Expenditure Budget £	Income Budget £	Reason for Adjustment
GENERAL FUND CAPITAL			
Schemes Reprofiled			
None			
Other Changes to General Fund Capital Programme			
None			
Total General Fund Capital Adjustment - no net impact on the overall budget	0	0	
HRA REVENUE			
<i>The following items will be adjusted against the HRA General Balance</i>			
Increase in general maintenance budget	100,000		This budget adjustment is proposed to support the response to the voids issue, especially the long term empty properties with further comments set out in the main body of the report.
HRA CAPITAL			
None			
COVID 19 FUNDING ADJUSTMENTS - MET FROM GENERAL GOVERNMENT GRANT			
Expenditure			
Leisure Income	750,000		As 2021/22 is a transitional year in terms of recovery from COVID 19, there remains a significant impact on leisure facilities income, which includes the temporary reduction in membership fees by 25%. The Government have committed to continuing the Sales, Fees and Charges Scheme for the first quarter of 2021/22 which is estimated to provide financial assistance totalling £250k. The figure of £750k included is the estimated net position after taking account of this Government Support.
Building Security	5,000		As part of reopening reception areas, additional security arrangements have been implemented on a temporary basis.
Business Adaptations Grant Scheme advertising	10,000		To maximise the publicity around this grant scheme additional advertising activities have been undertaken.
Total Use of General COVID 19 Funding	765,000	0	

UPDATED LONG TERM FINANCIAL FORECAST

APPENDIX I

Line	Budget 2021/22 £	Estimate* 2022/23 £	Estimate 2023/24 £	Estimate 2024/25 £	Estimate 2025/26 £	Estimate 2026/27 £
Underlying Funding Growth in the Budget						
1	(0.166)	(0.168)	(0.171)	(0.175)	(0.178)	(0.182)
2	(0.076)	(0.074)	(0.071)	(0.067)	(0.064)	(0.060)
3	0.000	(0.139)	(0.142)	(0.145)	(0.148)	(0.151)
4	(0.183)	(0.100)	(0.103)	(0.106)	(0.109)	(0.111)
5	6.018	0.323	(0.100)	(0.100)	(0.100)	(0.100)
	5.593	(0.159)	(0.587)	(0.593)	(0.599)	(0.604)
Net Cost of Services and Other Adjustments						
6	(0.002)	0.431	0.000	0.000	0.000	0.000
7	(0.412)	0.000	0.000	0.000	0.000	0.000
8	1.360	(6.018)	(0.323)	0.100	0.100	0.100
9	0.478	0.598	0.397	0.401	0.405	0.409
10	0.124	0.221	0.194	0.176	0.181	0.186
11	(0.045)	(0.045)	0.000	0.000	0.000	0.000
12	0.000	(0.037)	0.000	0.000	0.000	0.000
13	(0.209)	0.008	0.000	0.000	0.000	0.000
14	(4.050)	5.794	0.000	0.000	0.000	0.000
15	(0.239)	(0.450)	(0.450)	(0.450)	(0.450)	(0.450)
16	0.516	0.250	0.250	0.250	0.250	0.250
17	(2.065)	0.000	0.000	0.000	0.000	0.000
	(4.544)	0.753	0.068	0.477	0.486	0.495
Net Total	1.048	0.594	(0.520)	(0.116)	(0.113)	(0.109)
Add back Use of Reserves / Forecast Risk Fund in Prior Year	0.000	1.048	1.642	1.123	1.006	0.894
Net Budget Position	1.048	1.642	1.123	1.006	0.894	0.785
Use of Forecast Risk Fund to support the Net Budget Position	(1.048)	(1.642)	(1.123)	(1.006)	(0.894)	(0.785)

* See separate RAG risk assessment for further consideration of forecast risks for each line of the forecast

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FORECAST SENSITIVITIES - TABLE 1		2022/23	2023/24	2024/25	2025/26	2026/27
		£	£	£	£	£
Forecast Budget Gap / (Surplus) from table above (BASE Position)		1.642	1.123	1.006	0.894	0.785
Revised Forecast Budget GAP / (SURPLUS) in the event of the following possibilities						
Council Tax Increase are lower by 1% per annum compared to the base		1.813	1.386	1.364	1.351	1.345
Property Growth does not grow over the life of the forecast		1.743	1.226	1.112	1.003	0.897
Property Growth is lower than the forecast by 10% compared to the base		1.662	1.151	1.042	0.939	0.838
Inflation increases at a rate of +1% faster than the base		1.879	1.372	1.269	1.168	1.070
Inflation decreases at a rate of 1% slower than the base		1.405	0.874	0.743	0.620	0.500
Savings achieved are lower by 10% per annum compared to the base		1.687	1.213	1.141	1.074	1.010
Savings achieved are lower by 20% per annum compared to the base		1.732	1.303	1.276	1.254	1.235
Unmitigated Cost Pressures are greater by 10% per annum compared to the base		1.667	1.173	1.081	0.994	0.910
Unmitigated Cost Pressures are greater by 20% per annum compared to the base		1.692	1.223	1.156	1.094	1.035

FORECAST SENSITIVITIES - TABLE 2		2022/23	2023/24	2024/25	2025/26	2026/27
Impact on Forecast Risk Fund - Year End Balance		£	£	£	£	£
Forecast Year End Balance from table above (BASE Position)		(2.062)	(1.439)	(0.933)	(0.539)	(0.254)
Council Tax Increase are lower by 1% per annum compared to the base		(1.891)	(1.005)	(0.141)	0.710	1.555
Property Growth does not grow over the life of the forecast		(1.961)	(1.236)	(0.623)	(0.121)	0.276
Property Growth is lower than the forecast by 10% compared to the base		(2.042)	(1.392)	(0.849)	(0.411)	(0.073)
Inflation increases at a rate of +1% faster than the base		(1.825)	(0.953)	(0.184)	0.484	1.054
Inflation decreases at a rate of 1% slower than the base		(2.299)	(1.925)	(1.682)	(1.562)	(1.562)
Savings achieved are lower by 10% per annum compared to the base		(2.017)	(1.304)	(0.663)	(0.089)	0.421
Savings achieved are lower by 20% per annum compared to the base		(1.972)	(1.169)	(0.393)	0.361	1.096
Unmitigated Cost Pressures are greater by 10% per annum compared to the base		(2.037)	(1.364)	(0.783)	(0.289)	0.121
Unmitigated Cost Pressures are greater by 20% per annum compared to the base		(2.012)	(1.289)	(0.633)	(0.039)	0.496

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Risk Assessment of Each Line of the Forecast

APPENDIX J

Relevant line of the Forecast	RAG Assessment of Risk	Comments
<i>Underlying Funding Growth in the Budget</i>		
Council Tax Increase 1.99%		Although this always remains subject to future Government policy, it is expected that an allowable inflationary uplift will always be a feature in the Local Government finance settlement and associated Council Tax referendum principles.
Ctax increase by £5 (amounts set out are over and above the 1.99% above)		Although similar to the above, there is less certainty around the level of increase that the Government may allow over and above a 'base' inflationary uplift. However it is expected that such increases will be allowable in the short to medium term without invoking the need to hold a referendum. This will remain subject to on-going review.
Growth in Business rates - Inflation		Similar to Council Tax above, based on the historic trend of inflationary uplifts in the poundage applied to rateable values, modest inflationary increases are relatively certain over the life of the forecast. Although there may be one-off 'freezes' such as the one implemented by the Government in 2021/22 in response to the impact of COVID 19, it is likely that the Government would respond via changes to the NDR S31 grants or spending power calculations to support Council's in such circumstances.
Growth in Business rates / council tax - general property growth		Underlying growth in business rates and Council Tax are expected to remain relatively stable and robust in the long term. However the medium term impact of COVID 19 remains unclear at the present time. The other two main risks relate to major economic changes and future Government Policy, especially in relation to business rates where the Government remains active in developing a 75% retention model or reviewing alternative mechanisms based on a fair funding assessment. Potential changes could see the Government introduce business rate 'resets' which could see income from economic growth being reduced on a cyclical basis as part of a redistribution method nationally.

Risk Assessment of Each Line of the Forecast

APPENDIX J

Relevant line of the Forecast	RAG Assessment of Risk	Comments
Collection Fund Surpluses b/fwd		Although only relatively modest amounts have been included in the forecast, the short to medium term impact of COVID 19 remains unclear. (The forecast excludes any benefit from being a member of the Essex Business Rates Pool as it is accounted for on an actual basis rather than building it into the base budget given its one-off nature and complexities in the overall business rate calculations)
<i>Net Cost of Services and Other Adjustments</i>		
Reduction in RSG		Given the delays to the Government's fair funding review, RSG was again receivable in 2021/22. However no RSG has been assumed within the forecast for later years at the present time. The impact from this years comprehensive spending review is also unknown at the present time which may not directly impact on this line of the forecast but it may have implications elsewhere.
Remove one-off items from prior year		These are known adjustments
Remove one-off items from prior year - Collection Fund Surplus		These are known adjustments based on the assumptions set out above concerning the year on year change in the collection fund position
Inflation - Employee Costs (including annual review adjustments)		Given current inflationary pressures this line of the forecast is increasing in terms of risk. The position remains under on-going review with additional information likely to emerge over the current budget cycle to better inform the forecast.

Risk Assessment of Each Line of the Forecast

APPENDIX J

Relevant line of the Forecast	RAG Assessment of Risk	Comments
Inflation - Other		Although the Government's long term CPI inflation target remains at 2%, the short to medium term impact from COVID 19 remains unclear at the present time. However based on current Government forecasts, CPI has been included in the forecast at 3% in 2022/23, 2.4% in 2023/24 before returning to the target rate of 2% from 2024/25. (Where relevant, RPI rates are included at 1% above these CPI amounts)
First / Second / Third year impact of PFH WP Savings		These are known adjustments which will be delivered in total but is recognised that the timing may differ to that originally anticipated which will be reflected in the forecast. The item included in 2021/22 and 2022/23 relate to the annual revenue savings expected from the disposal of Weeley Council Offices.
LCT Grant To Parish Council's		This will be subject to the level of RSG receivable from the Government, as to date the change in the level of grant funding provided to Town and Parish Councils has mirrored the changes in RSG.
Specific change in Use of Reserves		Changes in the use of reserves primarily reflect other changes elsewhere in the budget/ forecast so are not a significant risk in isolation.
On-going savings required		This line of the budget fundamentally acts as the 'safety valve' for other changes elsewhere in the forecast and would need to be increased if adverse issues were experienced or estimates were not in line with predictions. Although the long term forecast provides flexibility in the timing of the delivery of such savings, it is important that on-going savings continue to be secured to meet the amounts set out in the forecast. From 2022/23, a zero based approach to the budget is proposed to provide the framework against which savings can be delivered.

Relevant line of the Forecast	RAG Assessment of Risk	Comments
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 438</p> <p>Unmitigated Cost Pressures</p>		<p>It is recognised that this line of the forecast presents one of the highest risks, especially given the amount of unavoidable cost pressures included to date and with a fair degree of uncertainty remaining going into 2022/23 as the economy continues its recovery from the impact of COVID 19. On-going revenue items remain the most difficult items to respond to. Although one-off items, such as those associated with repairing / refurbishing assets could also have a significant impact on the forecast, one-off funding has been made available elsewhere in the budget to support these costs which therefore contributes to the mitigation of this risk.</p> <p>One of the most significant risks within this line of the budget relates to external income, especially from elsewhere in the public sector where similar financial pressures are being experienced. Such items include the funding from the major preceptors in respect of the Council Tax Sharing Agreement, which totals over £0.600m each year. This has been reflected in the forecast based on ECC's current commitment, but it may need to be increased based on potential changes in the future.</p> <p>To support the management of risks, the Council continues to resist using one-off money, such as the New Homes Bonus, to support the on-going base budget.</p> <p>The cost pressure allowance remains at £0.250m per year, given the level of cost pressures identified in prior years and to respond to potential future items.</p>

Key Decision Required:	Yes	In the Forward Plan:	Yes
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CABINET

REPORT OF THE PORTFOLIO HOLDER FOR CORPORATE FINANCE AND GOVERNANCE

12 NOVEMBER 2021

A.9 FREEHOLD SALE OF LAND AT BEACON HILL FORT, HARWICH

(Report prepared by Jennie Wilkinson)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To seek approval, in principle, for the freehold disposal of land at Beacon Hill Fort, Harwich.

EXECUTIVE SUMMARY

Tendring District Council owns part of Beacon Hill Fort, which is a Scheduled Ancient Monument and the other part is in private ownership. Over the years suitable uses for the site have been explored and agreements proposed with TDC and the private owners but none of these have come to fruition.

One of the past difficulties in bringing this property into use has been the complications created by there being more than one owner. TDC's past attempts to purchase the privately owned parts of the Fort proved unsuccessful and in June 2018 a decision was taken to initiate the Property Dealing Procedure in order to explore disposal options for TDC's land.

All those with an interest in the area have been contacted and details of provisional terms are set out in Part B of the Agenda.

RECOMMENDATION(S)

That Cabinet agrees to the principle of the freehold sale of land at Beacon Hill Fort, Harwich.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

These decisions will contribute towards the following Council Priorities:

- Use assets to support priorities
- Promote Tendring's tourism, cultural and heritage offers
- Balanced annual budget

FINANCE, OTHER RESOURCES AND RISK

Finance and other resources

The sale of the land will provide a capital receipt that can be used to support other priorities.

Risk

It is not considered that the transaction provides any significant risks to TDC.

LEGAL

In coming to decisions in relation to the management of assets, the Council must act in accordance with its statutory duties and responsibilities. Under case law following Section 120 of Local Government Act 1972, the Council is obliged to ensure that the management of its assets are for the benefit of the District.

Section 123(1) Local Government Act 1972 indicates that, a local authority may dispose of land held by it in any way it wishes so long as (section 123 (2)) the land is disposed for a consideration not less than the best that can reasonably be obtained.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.

Whilst it is a fenced area, parts of this land are remote and overgrown, making it a target for vandalism and anti-social behaviour. If the area can be managed as part of a wider project/use it is hoped that will deter such behaviours.

The Ward Member has been advised of this report.

Ward

Harwich & Kingsway

PART 3 – SUPPORTING INFORMATION

BACKGROUND

Beacon Hill Fort is a Scheduled Ancient Monument described in its Listing as a 'Late 19th and 20th Century Coastal Artillery Fortification'. The Council purchased its parts of the Fort and surrounding land from The Secretary of State for Defence in stages between 1974 and 1984.

In the past, TDC have tried to purchase the privately owned parts of the Fort and the neighbouring former Pumping Station, however neither of these negotiations proved successful and both properties have been purchased separately by new private owners within recent years.

Tendring District Council is currently undertaking a project to rationalise its assets and this area at Beacon Hill Fort has lain unused since it was purchased over 45 years ago, despite efforts to find a use for it.

It is considered that, if the Fort is held under one ownership, it will make it much easier to put into practice a plan for the site that is achievable and acceptable to Historic England.

The Council have not been successful in procuring the entire site themselves and it may

be the time to step back and sell its part of the site in order to facilitate a viable future for the benefit of the District.

CURRENT POSITION

Following initiation of the Property Dealing Procedure, a valuation report was obtained and all those with an interest in the land contacted. All these parties have recently been contacted again and provided with an opportunity to express an interest in acquiring land should they wish.

Details of the responses received and the terms proposed are set out in Part B of the Agenda.

FURTHER HEADINGS RELEVANT TO THE REPORT

None

BACKGROUND PAPERS FOR THE DECISION

None

APPENDICES

None

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Key Decision Required	NO	In the Forward Plan	YES
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CABINET

12 NOVEMBER 2021

REPORT OF THE PORTFOLIO HOLDER FOR PARTNERSHIPS

A.10 UPDATE ON THE TENDRING CHILDREN & YOUNG PEOPLE STRATEGY 2021 – 2024, & TENDRING C&YP PARTNERSHIP DELIVERY PLAN 2021/2022

(Report prepared by Rebecca Morton)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT
To present the update of the Tendring District Council’s Children and Young People (C&YP) Strategy 2021 – 2024, including the Tendring C&YP Partnership Delivery Plan for 2021/2022.
EXECUTIVE SUMMARY
<p>1) The updated Tendring C&YP Strategy 2021-2024 – Appendix A, identifies the key priorities for the Council as follows:</p> <ul style="list-style-type: none"> • Feeling Safe and Connected to Place Projects include (ref Appendix D – Community Safety Partnership Delivery Plan) Unite Our Communities Programme (Colchester United) Mentoring programme (Colchester United) U-Turn Project E-Safety Training – for C&YP and their families Crucial Crew • Improving attainment levels, enhancing skills and career opportunities For example: the Tendring Education Strategic Board’s was established in Jan 2020. Working with partners to agreed priorities and associated task and finish groups. Additional one year funding recently agreed through twinning arrangement with Ipswich & Norwich (part of the Department for Education Opportunity Areas programme). (ref Appendix C – Delivery Plan 2021/2022) • Enjoying active, healthy lifestyles and good mental health For example: Wellbeing Hubs: Working in partnership with Gt Bentley & Frinton primary schools, TDC were awarded funding (£245,000) by the Alliance Investment fund to rollout the Wellbeing Hub model to 21 primary schools across Tendring and Colchester. Following a delay due to Covid, rollout commenced April 2021. Evaluation partner Essex University. (ref Appendix C – Delivery Plan 2021/2022) • Working to encourage active young citizens who have a voice For example: Junior Ambassadors Project is aimed at encouraging children below senior school age to become more involved in their community and take pride in the area in which they live. Junior Ambassadors are encouraged to show respect for themselves, their community and their environment.

2) The new Tendring Delivery Plan 2021/2022 – Appendix C reflects these key strategic priorities.

3) It should be noted that the overall responsibility and accountability for meeting the needs of children and young people in the district is with Essex County Council as the lead authority. However TDC plays an important role to:

Identify local needs of the community

Agree local priorities

Support and influence partners in respect of these priorities and

To ensure that resources are targeted effectively

Fundamental to this strategy is our commitment to working in partnership, recognising that much more can be delivered by working together with all agencies.

4) This report also provides an update on the C&YP Delivery Plan 2019/2020 – Appendix B

5) The Tendring Children and Young people Strategy aims to support the Council's Corporate Plan 2020-2024, Essex County Council's Children and Young People's Strategic Plan, 2016 and the North East Essex Alliance Live Well/Start well model. A number of these projects will contribute to the developing Anchors work across Essex.

6) Consideration has also been given to the young person's voice/feedback through the ECC Youth Service survey and the recent 'deep dive' work regarding C&YP undertaken by Healthwatch Essex to inform the Community Asset Mapping.

RECOMMENDATION(S)

It is RECOMMENDED that:

(a) Cabinet endorses the update of the Tendring Children and Young People Strategy 2021-2024 (Appendix A), and

(b) Cabinet endorses the new Tendring District Council Children and Young People Partnership Delivery Plan 2021/2022 (Appendix C) in support of the Corporate Plan priorities.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

The Tendring Children and Young People Strategy and Partnership Delivery Plan contributes towards delivery of number of priority areas within the Council's Corporate Plan 2020 – 2024:-

- Education - for improved outcomes
- Law & Order – for a safer community
- Health & Wellbeing – for effective services and improved public health
- A Growing & Inclusive Economy – more and better jobs
- Joined up public services for the benefit of our residents and businesses

FINANCE, OTHER RESOURCES AND RISK

Finance and other resources

All projects are within agreed budgets. There are no direct TDC financial implications, other than Officer time.

RISK

There is minimal risk to Tendring District Council (TDC) in the implementation of this proposal other than reputational damage if successful outcomes are not delivered.

LEGAL

Under Section 21 of the Child Poverty Act 2010, the District Council, acting as a partner authority, has a duty to co-operate with the County Council, being the responsible authority, to reduce child poverty in the local area.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.

The Delivery Plan seeks to strengthen the District's response to the needs of Children and Young People and in so doing will respond to the challenges and opportunities at District, Ward and Sub-ward level.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

The Tendring Children & Young People Strategy 2017 – 2020 identified four priorities for the Council:

Priority 1: Start Well – to continue to support schools in improving and maintaining attainment levels, promoting school readiness, and a positive experience and opportunities through school to allow each child to achieve their full potential

Priority 2: Stay Safe – children and young people feeling safe in their community

Priority 3: Mental Health & Emotional Wellbeing – enjoying good mental health wellbeing

Priority 4: Positive Futures - working together with partners to enable families to lift themselves out of poverty, enhance aspirations and provide opportunities for life long wellbeing.

CURRENT POSITION

It is important to note that Tendring District Council, as part of its Community Leadership role, supports many of these projects in an influencing role. A number of the projects also continue into 2021 (some due to the impact of the pandemic), and therefore form part of the new Delivery Plan for 2021/2022 – ref: Appendix C:-

Priority 1 – Start Well

Recruitment and Retention of Teachers:

North Essex Teacher Training (NETT) For secondary schools, 10 trainees were employed in local Tendring schools in 2019 (from a cohort of 25); For primary, 11 trainees were employed in the Tendring area from a cohort of 26.

TDC supported the work of NETT by the display of banners promoting teacher training at the front of the Town Hall.

TeachFirst – is a national charity providing teacher recruitment and training, working within deprived areas of the UK. TeachFirst have been placing teachers within Tendring since 2017. - the number of teachers placed in Tendring increased in 2019 from 3 to 5.

It should be noted that due to the Opportunity Areas initiative, (Department of Education), Tendring is not a priority area for placing teachers. (TeachFirst are part funded by central government and were set targets for key geographic areas identified as part of this). However, TDC continues to work with TeachFirst to ensure the established links with both secondary and primary schools in Tendring are maintained. Teach First are an active member of the Tendring Education Strategic Board.

Apprenticeships – Career Track:

Career Track actively work with local businesses to promote, secure and, where appropriate, support apprenticeships in order to increase the range of employment and training opportunities across the District. As a major local employer and Approved Provider TDC continues to recruit and employ apprentices across its service areas.

Career Track had 35 apprentices start in 2019, and worked with 74 apprentices in total.

Over the last 12 months, 86% of all apprentices who completed their programme achieved their qualifications and achieved a meaningful outcome, which includes apprenticeship progression, employment, further and higher education and training.

In the last eight years, 24 Career Track apprentices have gone onto University programmes following their achievement of an apprenticeship.

Additional key projects that commenced in 2019/20 include:

Tendring Education Strategic Board:

The TESB was established in January 2020. Membership of the Board includes Head teachers from each secondary school, a representation of primary head teachers, ECC, TDC, Colchester Institute, IntoUniversity and other local education providers. Recognising the need to work collaboratively to achieve the following aims:

- Raise educational outcomes for the children and young people of Tendring
- Positively impact on the wider community of Tendring through improvement of education
- Influence other programmes to specifically support CYP and their families
- Connect with other organisations to target funding and initiatives towards Tendring e.g. lottery funding, commissioned contracts
- Identifying and delivering collective solutions which increase the consistency of best practice and offer for CYP in Tendring

In order to meet the above, the Board have targeted their focus on 3 key areas. The priorities agreed by the TESB for 2020/21 academic year are:

- Recruitment of high-quality staff
- Retention of high-quality staff

- Improved Pupil Attendance and Engagement of Children, Young People and their Families

There is also a sub-group working on the development of the Post 16 local offer, who report into the TESB as well as a regional/national barriers subgroup looking at solutions to any potential barriers within the locality. Additional priorities have recently been agreed by the Board and are reflected in the Tendring C&YP Delivery Plan 2021/22 – Appendix C. Progress on the agreed priorities will be reported at the Community Leadership Overview and Scrutiny Committee.

Tendring Health & Care Academy:

Following a pilot in Colchester in the summer of 2020, the Tendring Health & Care Academy was created as part of the NHS North East Essex Clinical Commissioning Group’s (NEECG’s) Tendring Workforce Regeneration Programme.

A series of targeted activities are offered to 14-18 year olds in collaboration with local schools. In addition, the existing close partnership working across North East Essex is being harnessed to develop an enhanced offer for adults aged 16+ living in Tendring, particularly those from more disadvantaged backgrounds.

Working with a number of local partners including the Suffolk and North Essex Integrated Care System (ICS) and the North East Essex Health & Wellbeing Alliance, the Academy is seeking to introduce Tendring residents to the wide range of training and employment options available within the health and care sector by

- Increasing awareness around opportunities.
- Actively encouraging recruitment.
- Promoting equality and inclusion.
- Enhancing the use of apprenticeships.
- Providing support on the different entry routes into health and care roles.

The University of Essex will be assisting the academy in evaluating the programme from a qualitative perspective, as well as looking at the wider social value this intervention will generate for Tendring in the longer term.

Priority 2 – Stay Safe

Community Safety Partnership - CSP priorities for 2019 - 2020 which included Children and Young people were as follows:-

- Tackling and enforcement of ASB issues
- To reduce harm to and safeguard vulnerable victims (including children)
- Reducing violence and knife crime
- Reduce youth offending / reoffending of adults and young people

For further information please refer to:- Community Safety Partnership Delivery Plan 2021 – 2022 - Appendix D.

(Please note this Delivery Plan was carried forward from the previous year due to Covid).

Priority 3 – Mental Health & Wellbeing

Wellbeing Hubs:

Alongside officers of the Council, the Executive Head Teacher at Gt Bentley Primary School set up a pilot Wellbeing Hub in April 2017, operating as an after school facility. Children with mild to moderate mental health issues were organised in groups and supported around the

themes of play, art, construction, and science, gaining a “*rucksack of skills*” to take them forward into secondary school and beyond. In addition to this, the Hub also offers information sessions for parents and carers covering topics such as sleep, nutrition and behaviour management. Evaluation of the pilot Hub showed very positive early signs of improvements in the children.

Working in partnership with the Executive Head Teacher, TDC were successful in an application to the Alliance Investment Fund in 2019 - £245,000 was granted to roll out the Hubs to 21 primary schools across Tendring and Colchester.

Whilst rollout had to be postponed due to the pandemic, the project continued in respect of mental health first aid training for school staff and the appointment of an evaluation partner. Rollout commenced April 2021.

Priority 4 – Positive Futures

IntoUniversity:

IntoUniversity and Anglia Ruskin University formed a partnership to launch a new learning centre in Clacton in 2017. The joint investment for the new centre ensures that the project is sustainable for at least 5 years.

IntoUniversity is an education charity that provides learning centres where young people are inspired to achieve. There are currently 31 centres across England. IntoUniversity offers an “innovative, long-term programme” to young people (age seven to eighteen) from disadvantaged backgrounds to fulfil their potential.

The Clacton learning centre has three full time members of staff and two part time and has a particular focus on STEM subjects (Science, Technology, Engineering and Maths).

Despite the challenges of the pandemic, IntoUniversity have continued the delivery of their core programmes online, raising young people’s chances of progressing to University or further education.

834 students worked with the Centre (*2019/2020 academic year*).

1,735 students have worked with the Clacton centre since it opened three years ago as follows:-

- 336 Primary;
- 498 Secondary;
- 94 students seen for academic support;
- 50 students seen on the Buddy Programme;
- 301 students seen on the Primary Focus Programme;
- 456 students seen on the Secondary Focus Programme.

For further information: <https://intouniversity.org/>

Junior Ambassador Project:

The project was developed in response to a rise in Hate Crime figures, particularly racial, during 2017/2018, in the Tendring area, as recorded by Essex Police.

The project is aimed at encouraging children below senior school age to become more involved in their community and take pride in the area in which they live. Junior Ambassadors are encouraged to show respect for themselves, their community and their environment.

Involving years 5/6 primary school children, the overall theme is Cultural Awareness and by being part of the project Junior Ambassadors become community representatives who will deliver the message to friends and families about their understanding of the differences between themselves and people from other countries or other backgrounds, especially differences in attitudes and values.

Community Leadership Overview and Scrutiny Committee

The implementation of the Tendring C&YP Partnership Delivery Plan is overseen by the Community Leadership Overview & Scrutiny Committee.

BACKGROUND PAPERS FOR THE DECISION

None.

APPENDICES

Appendix A – New Tendring Children & Young People Strategy (on a page) 2021-2024

Appendix B – Update on Tendring Children & Young People Partnership & Delivery Plan 2019/2020

Appendix C – New Tendring Children & Young People Partnership Delivery Plan 2021/2022

Appendix D – Community Safety Partnership Delivery Plan 2021 – 2022 (this Delivery Plan was carried forward from previous year due to Covid-19).

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Tendring District Council

Feeling safe and connected to place

- Supporting YP to make the right choices and minimise risk taking behaviours
- Reducing youth offending and re-offending of young people
- Reducing harm and safeguarding vulnerable children
- Supporting vulnerable families to give children & YP the best start in life

Children and Young People Priorities 2021-2024

Improving attainment levels, enhancing skills, learning and career opportunities

- Creating opportunities for C&YP to learn and develop new skills
- Improved educational outcomes through:
 - Improving pupil attainment and attendance levels
 - Placing a focus on recruiting and retaining high quality teaching staff,
 - Working to enhance the post 16 offer, and
 - Improving early years speech, language and communication

Working in Partnership For Children & Young People (C&YP)

Enjoying active healthy lifestyles and good mental health

- Improving mental health and wellbeing
- Providing opportunities for C&YP and their families to be active, and
- Enjoying play and leisure within their local community

Core Principles

- Working to mitigate impact of Covid-19
- Tackling inequalities
- Early intervention and prevention
- Empowering C&YP and families to own and create positive change
- Upscale and co-production
- Sharing resources

Page 451

Working to encourage active young citizens who have a voice

- Increasing engagement/ involvement of young people in our work and
- Raising awareness of cultural diversity, inclusion in our communities

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TENDRING CHILDREN AND YOUNG PEOPLE PARTNERSHIP DELIVERY PLAN 2019/2020

It should be noted that SMART objectives have been included within this Delivery Plan where possible. However, progress against this Plan will be reviewed and reported back to the Community Leadership Overview and Scrutiny Committee.

TENDRING CHILDREN AND YOUNG PEOPLE PARTNERSHIP DELIVERY PLAN 2019/20

Performance Target	Key Partner(s)	2019/20 Objectives	Contribution to Corporate Priorities	Update
<p>Start Well Education - To continue to work proactively with partners to maintain and improve educational attainment and aspirations in Tendring.</p>	<p>Essex County Council, IntoUniversity, TeachFirst, Anglia Ruskin, North Essex Teacher Training (NETT)</p>	<p>To continue to work with primary and secondary schools in the District and North Essex Teacher Training (NETT) to support the recruitment and retention of teachers and head teachers.</p>	<p>Effective partnership working</p> <p>Facilitate improved qualification & skills attainment levels</p> <p>Enable better job prospects</p>	<p>Recruitment & Retention of Teachers - North Essex Teacher Training (NETT) - For secondary schools, 10 trainees were employed in local Tendring schools in 2019/20 academic year (from a cohort of approx. 25). For primary, 11 trainees were employed in the Tendring area from a cohort of 26).</p> <p>TeachFirst - despite the impact of the of the Governments' "Opportunity Areas" the number of teachers placed in Tendring increased from 3 to 5 in 2019/20 (academic year).</p> <p>Please note: As a result of the Opportunity Areas, Tendring is not a priority area for placing teachers. (TeachFirst are part funded by central government and were set targets for specific identified geographic locations).</p>

		<p>Apprenticeships – Career Track To actively work with local businesses to promote, secure and, where appropriate, support apprenticeships in order to increase the range of employment and training opportunities across the District. As a major local employer and Approved Provider TDC will continue to recruit and employ apprentices across its service areas.</p>		<p>Teach First are an active member of the Tendring Education Strategic Board (see below).</p> <p>Apprenticeships – Career Track Number of apprenticeship starts in 2020; 35 apprentices. Career Track worked with 74 apprentices.</p> <p><u>Additional projects 2019/2020:</u> Tendring Education Strategic Board - established January 2019.</p> <p>Tendring Health and Care Academy – established summer 2020 following a pilot in Colchester.</p> <p>See Cabinet report for summary information.</p>
<p>Stay Safe –</p>	<p>Essex County Council, Community Safety Team, other partner agencies as required</p>	<p>i)See “Community Safety Partnership Strategic Priorities & Action Plan” - Appendix D</p> <p>CSP priorities for 2019/2020 including C&YP are as follows:- Tackling and Enforcement of ASB issues: Identifying and supporting repeat and vulnerable victims. Identify hotspot locations and / or increases in ASB trends. Anti-Social Behaviour affects families and communities and by addressing these activities we can help improve the quality of life in the community. Improve perceptions and facilitate local problem solving to address issues.</p>	<p>Effective partnership working</p> <p>Support the Vulnerable</p> <p>Engagement with the Community</p>	<p>For further information, see the Community Safety Partnership Delivery Plan - Appendix D</p>

<p>Stay Safe -</p>	<p>Essex County Council, Community Safety Team, other partner agencies as required</p>	<p>To reduce harm to and safeguard vulnerable victims (including Children) from: Domestic Abuse, Sexual Offences incl Rape, CSE, Gang related violence, Hate Crime, Cyber bullying / grooming, Serious Organised Crime to include Modern Day Slavery, Human Trafficking and Violent Extremism With a specific emphasis on: Tackling the root causes of Domestic Abuse and reporting of Hate Crime.</p> <p>Reducing Violence and Knife Crime: Identifying hotspot locations, and / or increases in crime trends. Work with partner agencies to raise awareness of Knife Crime across the district. The fear of crime, whether real or perceived, can also have a very serious impact upon people and communities. With a specific emphasis on County Lines, Violence with injury and Drug / Alcohol related violence.</p> <p>Reduce youth offending and re-offending of adults and young people Reduce youth offending and reoffending of adults and young people, thereby reducing instances of residential (dwelling) burglary, most serious violence, personal robbery and drug offences.</p> <p>Reoffending affects families and communities and by reducing it we can help increase community cohesion and improve their quality of life. The fear of crime, whether real or perceived, can also have a very serious impact upon people and communities. Reducing reoffending can help build safer communities and increase public confidence in the criminal justice system.</p>	<p>Effective partnership working</p> <p>Support the Vulnerable</p> <p>Engagement with the Community</p>	<p>For further information – see Community Safety Partnership Delivery Plan – Appendix C</p>
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Emotional Health & Wellbeing	<p>Essex County Council, Tendring schools, Tendring Community Safety & Health & Wellbeing Board, Virgin Healthcare & Barnado's 0-19 services, EWMHS (Emotional Wellbeing & Mental Health service – Southend, Essex & Thurrock). Tendring Mental Health Forum</p>	<p>Junior Ambassadors Project The project was developed in response to a rise in Hate Crime figures, particularly racial, during 2017/2018, in the Tendring area, as recorded by Essex Police.</p> <p>The project is aimed at encouraging children below senior school age to become more involved in their community and take pride in the area in which they live. Junior Ambassadors are encouraged to show respect for themselves, their community and their environment.</p> <p>Involving years 5/6 primary school children, the overall theme is Cultural Awareness.</p> <p>Wellbeing Hub Pilot, Gt Bentley Primary school. Planned cascade of Wellbeing Hub model including Mental Health First Aid training to other schools in the District to enable other schools to have the skills and training to facilitate their own individual Wellbeing Hubs.</p>	<p>Effective partnership working</p> <p>Support the Vulnerable</p> <p>Engagement with the Community</p> <p>Promote healthier lifestyles and wellbeing</p> <p>Support improved community health</p> <p>Support the vulnerable</p> <p>Effective partnership working</p>	<p>16 primary schools participated, with over 500 children involved in the programme.</p> <p>Wellbeing Hubs – working in partnership with the Executive Headteacher of Gt Bentley and Frinton Primary schools, TDC were awarded £245,000 to rollout the Wellbeing Hubs to 21 schools across Tendring & Colchester.</p> <p>Project delivery was delayed due to the pandemic. However aspects of the project continued in preparation e.g. development of the Hub manuals, Mental Health First Aid training for school staff and selection of the evaluation partner.</p>
Positive Futures		<p>Family Solutions TDC Family Support worker seconded into the</p>	<p>Effective partnership working</p>	<p>Family Solutions - the TDC Family Support Worker worked with 24</p>

	<p>Essex County Council including Family Solutions team, Job Centre Plus,</p> <p>IntoUniversity, & other relevant partners as required</p>	<p>ECC Family Solutions team. Working directly with families to address a variety of issues and challenges they are facing including housing, benefits, debt, and physical & mental health issues.</p> <p>IntoUniversity – Learning Centre opened in Sept 2017. The team offer targeted work with schools, children & young people (there is criteria for support) with the aim of raising aspirations, & providing a number of programmes with schools, individual after school support, careers advice, mentoring & assistance with applications to further education. Yr 5 - yr 13.</p>	<p>Support the vulnerable Engagement with the Community</p> <p>Facilitate improved qualification & skills attainment levels</p> <p>Enable better job prospects</p>	<p>families – this included 60 young people plus parents. Tendring Family Solutions team worked with 329 families – includes 772 young people.</p> <p>IntoUniversity Clacton – despite the challenges of the pandemic. IntoUniversity continued the delivery of their core programmes online, raising young people’s chances of progressing to University or further education.</p> <p>834 students worked with the Centre (2019/2020 academic year). Compared to 1,007 total students the previous year, of which;</p> <p>336 Primary 498 Secondary 94 students seen for academic support 50 students seen on the Buddy Programme 301 students seen on the Primary Focus Programme and 456 seen on the Secondary Focus Programme</p>
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A.10 APPENDIX C - TENDRING CHILDREN AND YOUNG PEOPLE PARTNERSHIP DELIVERY PLAN 2021/22

It should be noted that the overall responsibility and accountability for meeting the needs of children and young people in the district is with Essex County Council as the lead authority. However TDC plays an important role to support and influence partners in respect of these priorities, and ensure that resources are targeted effectively. Fundamental to this delivery plan is our commitment to working in partnership. As much of this work is with partners in an influencing role, it is likely that some of the projects will continue beyond 2022. Outcomes will be identified wherever possible, e.g. funding supports evaluation partners.

Progress against this Plan will be reviewed and reported back to the Community Leadership Overview and Scrutiny Committee.

TENDRING CHILDREN AND YOUNG PEOPLE PARTNERSHIP DELIVERY PLAN 2021/22			
Corporate Plan Priority	Key Partner(s)	Objectives 2021/22	Dates
<p>Education – for improved outcomes</p> <p>A Growing and Inclusive Economy – more and better jobs</p>	<p>Essex County Council Tendring Education Strategic Board; Secondary/primary schools</p> <p>Anglia Ruskin University Essex University Colchester Institute, IntoUniversity</p> <p>North Essex Teacher Training (NETT) Teach First NEE Health and Wellbeing Alliance Local businesses</p>	<p style="background-color: #92d050;">Tendring C&YP Priority: Raising aspirations, attainment levels, enhancing skills and learning opportunities</p> <p>Tendring Education Strategic Board priorities:</p> <ol style="list-style-type: none"> 1. Recruitment of high-quality teaching staff 2. Retention of high-quality teaching staff 3. Improved pupil attendance and engagement of C&YP and their families 4. Development of the Post 16 local offer <p>Tendring Twinning priorities, supported through twinning arrangement with Ipswich & Norwich opportunity areas:</p> <ol style="list-style-type: none"> 5. Early years, speech, language and development - focus on communication champions and 6 communication hubs 6. To strengthen professional, development and deployment of Teaching Assistants to support pupils learning. Funding to support TA network, 20 	<p>Ongoing</p>

<p>Education – for improved outcomes</p> <p>A Growing and Inclusive Economy – more and better jobs</p>	<p>Royal Opera House, Arts Council, Tendring schools, and other local partners and small businesses</p>	<p>Learning Development Leads and 45 Emotional Literacy Support assistants. Linked to retention task & Finish group.</p> <p>There is also a regional/national barriers subgroup looking at solutions to any potential barriers within the locality.</p> <p>Tendring Health & Care Academy Following a pilot in Colchester in the summer of 2020, the Tendring Health & Care Academy was created as part of the NHS North East Essex Clinical Commissioning Group's (NEECG's) Tendring Workforce Regeneration Programme.</p> <p>Working with a number of local partners including the Suffolk and North Essex Integrated Care System (ICS) and the North East Essex Health & Wellbeing Alliance, the Academy is seeking to introduce Tendring residents (adults and young people) to the wide range of training and employment options available within the health and care sector by</p> <ul style="list-style-type: none"> • Increasing awareness around opportunities. • Actively encouraging recruitment. • Promoting equality and inclusion. • Enhancing the use of apprenticeships. • Providing support on the different entry routes into health and care roles. <p>Apprenticeships – Career Track: To actively work with local businesses to promote, secure and, where appropriate, support apprenticeships in order to increase the range of employment and training opportunities across the District. As a major local employer and Approved Provider TDC will continue to recruit and employ apprentices across its service areas.</p> <p>IntoUniversity:- The learning centre opened in Clacton in Sept 2017. The team offer targeted work with schools, children & young people (there is criteria for support) with the aim of raising aspirations, & providing a number of programmes with schools, individual</p>	<p>Ongoing (initial 2yr funding)</p> <p>Ongoing Expected success rates for the academic year 2020/2021 is 95%</p> <p>Ongoing (Initial funding for 5yrs)</p>
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		<p>after school support, careers advice, mentoring & assistance with applications to further education. University work with children and young people from yr5 to yr13.</p> <p>IntoUniversity website: https://intouniversity.org/</p> <p>Tendring Cultural Education Partnership (Tendring CEP): Tendring CEP is a growing group of organisations that work together in partnership to nurture creative and cultural education for all communities in Tendring. Bringing together schools, community organisations and families together to provide rich and varied arts and cultural based activities.</p> <p>Tendring CEP aim to achieve this by:</p> <ul style="list-style-type: none"> - promoting arts and creative collaborative opportunities for schools - sharing CPD will be shared with Teachers and Governors - highlighting potential funding streams - providing opportunities for family engagement - enabling opportunities to showcase the creative and cultural talent we have within Tendring. <p>Tendring CEP aligns with the themes and objectives of the recently endorsed Creative and Cultural Strategy for Tendring; to be a centre for creative innovation, to build high levels of cultural participation, and to encourage both variety and cohesion.</p>	Ongoing
<p>Law and Order – for a safer community</p>	<p>Essex County Council Tendring Community Safety Health & Wellbeing Board TDC Community Safety Team Community Safety Partnership Other partner agencies as</p>	<p>Tendring C&YP Priority: Feeling Safe and Connected to Place:</p> <p>For further information: see “Community Safety Partnership Strategic Priorities & Delivery Plan” (ref Appendix B)</p> <p>C&YP priorities:-</p> <ul style="list-style-type: none"> - Reduce Youth Offending & re-offending of adults and young people - Reduce Violence & Knife Crime - Protecting children & vulnerable people from harm <p>Projects include:</p>	2021/2022 (CS Partnership Delivery Plan)

	required	<ul style="list-style-type: none"> - Unite Our Communities Programme (Colchester United) - Mentoring programme (Colchester United) - U-Turn Project - E-Safety Training – for C&YP and their families - Crucial Crew 	
Health & Wellbeing – for effective services and improved public health	<p>Essex County Council, Job Centre Plus, schools, TDC teams and services & other relevant partners as required</p> <p>Essex County Council, Tendring Schools, Tendring Community Safety Health & Wellbeing Board, Virgin Healthcare & Barnado's 0-19 services</p> <p>NEE Alliance Children's Partnership Board</p>	<p>C&YP Priority: Enjoying active healthy lifestyles and good mental health and wellbeing</p> <p>Family Solutions – Tendring Family Support Worker: TDC Family Support worker seconded into the Essex County Council Family Solutions team. Working directly with Tendring families to address a variety of issues and challenges they are facing including housing, benefits, debt, and physical & mental health issues.</p> <p>Wellbeing Hubs: Wellbeing Hubs are an after school facility which supports identified children who are displaying signs of mental health issues. Each Hub operates on a six week cycle and are a low level, early intervention model, aiming to:</p> <ul style="list-style-type: none"> - Build resilience and self esteem in the children - Encourage them to recognise and express emotion - Learn tools & techniques to deal with these - Remove the barriers in mental health to enable learning - Developing a culture in schools –where talking about feelings and mental health is the norm <p>Working in partnership with Gt Bentley & Frinton primary schools, TDC were awarded funding (£245,000) by the Alliance Investment fund to rollout the Wellbeing Hub model to 21 primary schools across Tendring and Colchester. Following a delay due to Covid, rollout commenced April 2021. Evaluation partner Essex University. For further information: Wellbeing Hub film (by Healthwatch Essex): Great Bentley Wellbeing Hub - YouTube</p>	<p>Ongoing</p> <p>Project 2021-2023</p>

Health & Wellbeing – for effective services and improved public health	Local partners	<p>Mental health mapping tool - update: To undertake a review and update of the tool. Supporting the parents and carers of children and young people in the District. This tool provides guidance on self-help tools and signposting to local/national agencies for further mental health support. To date, the tool has been shared with the Mental Health Forum and local GP practices. It is also available on the TDC website, intranet and to interested partners.</p>	April 2022
	ECC, Active Essex & LDP teams, Tendring Community Safety & Health and Wellbeing Board,	<p>Essex Pedal Power: Working with wider partners, project lead ECC, funding was secured to allow infrastructure upgrades between Jaywick Sands and West Clacton to allow cycling along this route. By providing bikes, residents will be able to carry out physical exercise without the barrier of the cost of a bike, and further allow them to access work and education. Bikes are provided free and are GPS tracked. Distribution of bikes commenced June 2021. Aiming to give out 1200 bikes in total.</p>	2021- 2023
		<p>Local Delivery Pilot – C&YP Projects: Clacton Coastal Academy Bike Garden - essentially a bike maintenance hub nestled in the grounds of Clacton Coastal Academy. It will enable young people to gain bike maintenance qualifications as well as a hub for the wider community to get their bikes fixed and maintained. This facility will be open evenings and weekends too.</p>	Jan 2022
		<p>The Walton Weelie strip – following a request from young people living in Walton, to solve an issue of some of them pulling ‘wheelies’ in traffic. This will be a strip of tarmac next to the Walton Skate Park, where young people can practice the art of ‘wheelie’ing’ in a safe space.</p>	Dec 2022
		<p>Inclusion Ventures - Community Hub, Jaywick Sands – funded by the LDP and the National Lottery. This project will provide a community space for children and young people to use in a central location within Jaywick. As part of the development, plans in place to provide space for relevant associated partners to be able to support C&YP.</p>	Dec 2021

		<p>Physical & Emotional Wellbeing Project for Families – working closely with the Mental Health Support Teams in schools project (MHST's is a NHS funded project – the staff employed by MIND). The Physical & Emotional Wellbeing project is based upon a tried and tested model used in Benfleet, as well as learning from the evaluation of using physical activity and social interaction to help families develop emotional wellbeing confidence and a love of being active together.</p> <p>Families will be identified by the MHST team in Tendring, and personally invited to attend a 12 week block of family activity sessions, facilitated by a trained professional/co-ordinator to support the family across the duration of the programme.</p>	Dec 2022
Education – for improved outcomes	<p>Refuge Action, Essex Cultural Diversity Project & other local partner organisations</p> <p>Multi schools Council, ECC Family solutions team, Youth service, relevant TDC officers</p>	<p>C&YP Priority: Working to encourage active young citizens who have a voice:</p> <p>Junior Ambassadors Project: The project was developed in response to a rise in Hate Crime figures, particularly racial, during 2017/2018, in the Tendring area, as recorded by Essex Police.</p> <p>The project is aimed at encouraging children below senior school age to become more involved in their community and take pride in the area in which they live. Junior Ambassadors are encouraged to show respect for themselves, their community and their environment. 16 Tendring schools participated in the programme in 2020/2021, and over 500 children participated.</p> <p>Planning for 2021/2022 has commenced, subject to funding.</p> <p>Children and Young people voice: Explore opportunities with local partners to further engage and develop the voice of Tendring children & young people, to support and inform effective planning and development of services across the district.</p> <p>Multischools Council – Essex Green Day 2022: Explore opportunities for the Council, Tendring schools and local businesses to contribute to an Essex wide Green day (led by Multi schools Council).</p>	<p>2021/2022 – subject to funding</p> <p>Dec 2022</p> <p>July 2022</p>

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The Tendring
Community Safety
Partnership

2021/2022 Strategic Priorities

Delivery Plan

The Community Safety Partnership aims to reduce crime and disorder, Anti-Social Behaviour affecting the local environment, including the misuse of drugs and alcohol.

The Police, Fire and Crime Commissioner provides funding to Community Safety Partnerships.

This funding should be used to support activities that deliver against the priorities in the PFCC's Police and Crime, as well as local priorities. It is, expected that each activity funded using PFCC resources will respond to either a priority in the Police and Crime Plan, or a priority which has been identified through the Strategic Assessment as being a local need.

The PFCC's priorities are outlined in the Police and Crime Plan 2016-2020:

- Priority 1 - More Local, Visible and Accessible policing
- Priority 2 - Crack down on Anti-Social Behaviour
- Priority 3 - Breaking the Cycle of Domestic Abuse
- Priority 4 - Reverse the Trend in Serious Violence
- Priority 5 - Tackle Gangs and Organised Crime
- Priority 6 - Protecting Children and Vulnerable People from Harm
- Priority 7 - Improve Safety on Our Roads

The 2021 – 2022 Delivery Plan will continue to have the same priorities as the previous year, however some of the projects within the plan may differ due to Covid 19 and the ability to run some of the programmes and projects. An analysis review of overall recorded crime together with an evaluation of responses from public engagement identifies the key priorities for the Tendring Community Safety Partnership should be the following:

Tackling and Enforcement of ASB issues:

Identifying and supporting repeat and vulnerable victims. Identify hotspot locations and / or increases in ASB trends. Anti-Social Behaviour affects families and communities and by addressing these activities we can help improve the quality of life in the community. Improve perceptions and facilitate local problem solving to address issues.

To reduce harm to and safeguard vulnerable victims (including Children) from:

Domestic Abuse, Sexual Offences incl Rape, CSE, Gang related violence, Hate Crime, Cyber bullying / grooming, Serious Organised Crime to include Modern Day Slavery, Human Trafficking and Violent Extremism With a specific emphasis on: Tackling the root causes of Domestic Abuse and reporting of Hate Crime

Reducing Violence and Knife Crime

Identifying hotspot locations, and / or increases in crime trends. Work with partner agencies to raise awareness of Knife Crime across the district. The fear of crime, whether real or perceived, can also have a very serious impact upon people and communities. With a specific emphasis on County Lines, Violence with injury and Drug / Alcohol related violence.

Reduce youth offending and re-offending of adults and young people

Reduce youth offending and reoffending of adults and young people, thereby reducing instances of residential (dwelling) burglary, most serious violence, personal robbery and drug offences. Reoffending affects families and communities and by reducing it we can help increase community cohesion and improve their quality of life. The fear of crime, whether real or perceived, can also have a very serious impact upon people and communities. Reducing reoffending can help build safer communities and increase public confidence in the criminal justice system.

Underpinning the above strategic priorities will be effective partnership working, the partnership will also work together to meet emerging local threats and trends. This will be achieved by sharing information and data to identify emerging issues, working together to devise and deliver local solutions and targeting resources accordingly.



SET Reducing
Reoffending Strategy

This plan shows the priorities for Tending Community Safety Partnership (CSP) for 2021 - 2022.

The priorities have been identified through our Strategic Assessment of crime which involved a detailed analysis of crime, intelligence and public consultation (reviewed and refreshed 1st February 2021)

The Annual Partnership Plan is supported by funding streams that are collectively pooled together to maximise their impact upon crime reduction.



The detailed Partnership Plan set out below, details actions to achieve targets set for our top priorities. However, these may be subject to change if other more urgent crime reduction priorities are identified and need to be addressed or actioned by the CSP.



<p>invited to attend a virtual event – and provide residents with a booklet with Safety Messages for Older People within the home.</p> <p>Evaluation after event/s</p> <p>How many attended event:</p> <p>How many leaflet / booklets distributed</p> <p>-----</p>	<p>-----</p>	<p>-----</p>	<p>-----</p>	<p>-----</p>
<p>Young Person Crucial Crew</p> <p>Ensure all primary schools in the Tendring District are given the opportunity to receive the Online Crucial Crew Package.</p> <p>Delivering Crucial Crew to Young people in year 6 in partnership with other Essex Local Authorities.</p>	<p>TCSP - To reduce harm to and safeguard vulnerable victims</p> <p>OPFCC – Priority 6 Protecting Children and Vulnerable People from Harm</p>	<div data-bbox="987 922 1200 991" data-label="Image"> </div> <p>Safer Communities Team</p>	<p>Tick Tok Theatre Productions</p> <p>Jointly funded with other Essex wide Local Authorities</p>	<p>Approx £3,500</p> <p>OPFCC Funding 2021 / 2022</p>



<p>Robust Evaluation after each session</p>				
<p>Case Management of Complex Community Safety cases to include Complex ASB cases</p> <p>Joint Problem Solving (JPS) Meetings to encourage a true problem solving approach / multi agency approach to tackling issues in the District. Including the existing Integrated Offender Management meeting.</p>	<p>TCSP - Tackling and Enforcement of ASB issues</p> <p>OPFCC - Priority 2 - Crack down on Anti-Social Behaviour</p>	 <p>Safer Communities Team / Manager</p>	<p>Relevant Partner Agencies including:</p> 	
<p>ASB Patrol Officer –</p> <p>Proactive joint patrolling of Clacton Town Centre with Town Centre Policing Team</p>	<p>TCSP - Tackling and Enforcement of ASB issues</p> <p>OPFCC - Priority 2 - Crack down on Anti-Social Behaviour</p>	 <p>Safer Communities Team</p>		



<p>ASB case Management / assist ASB Case Management Officer</p>				
<p>Continue with “Horizon’s’ project. Intensive prolific offender caseworker to work with a cohort of 10 individuals who meet the criteria of homeless, offending with substance misuse issues, mental ill health and poverty as a common factor</p>	<p>Reduce youth offending and re-offending of adults and young people</p>			<p>Funded by Phoenix Futures / Public Health / Justice</p>
<p>Delivery of ‘J9’ training for professionals (Domestic Abuse Training)</p>	<p>TCSP - To reduce harm to and safeguard vulnerable victims</p> <p>OPFCC – Priority 3 Breaking the Cycle of Domestic Abuse</p>	 <p>Safer Communities Team</p>		<p>Funded by J9 – Epping Forest District Council</p>

<p>Provide Hub Accommodation for CSP partners in both CSP Hubs (Clacton Police Station and Pier Avenue Council Offices – meeting rooms / interview rooms etc</p> <p>Co-ordination of the Community Safety Hub in Tendring</p> <p>To be reviewed once offices are re opened after Covid Lockdown restrictions</p>	<p>ALL PRIORITIES</p>		<p>ALL Partners</p>	<p>Funding in kind by Essex Police and TDC</p>
<p>Raise awareness of Crimestoppers - also to support Crimestoppers Campaigns as required</p> <p>Promote 'Fearless' to young people within the district</p>	<p>TCSP Priority Reducing Violence and Knife Crime</p> <p>Tackling trafficking of drugs within the community</p>			<p>None required</p>
<p>Ensure all Social Media platforms are regularly updated with information of key themes within the partnership ie:</p>	<p>TCSP - To reduce harm to and safeguard vulnerable victims</p>		<p>Other partner agencies as appropriate</p>	<p>None required</p>



<ul style="list-style-type: none"> ➤ Stalking Awareness ➤ Mental Health Awareness ➤ Drowning prevention ➤ Weapons Awareness ➤ Anti-Slavery ➤ Hate Crime ➤ Road Safety Week ➤ White Ribbon ➤ Sexual Abuse/Violence ➤ Safer Internet Day ➤ Child Sexual Exploitation Day 	<p>TCSP Priority Reducing Violence and Knife Crime</p> <p>OPFCC – Priority 6 Protecting Children and Vulnerable People from Harm</p>	<div style="text-align: center;">  </div> <p>Safer Communities Team</p>		
<p>Work with our communities to strengthen our response to preventing and fighting crime through implementing the Crime Prevention Strategy - reassure communities and reduce the fear of crime</p>	<p>ALL PRIORITIES</p>	<div style="text-align: center;">  </div>	<p>Other partner agencies as appropriate</p>	<p>None required</p>

<p>prevent crime</p> <p>gather (and share) intelligence</p> <p>work with key partners and the community</p>		Safer Communities Team		
<p>Unite Our Communities</p> <p>The aim of this project is to engage both primary and secondary school pupils, particularly those who may be deemed more vulnerable in transitional year groups, into discussions and workshop activities that cover the following topics – Extremism, Radicalisation, Hate Crime & Prejudice. By addressing these issues with young people in a positive environment we give the opportunity for freedom of speech and exploration of ideas in a constructive and supportive environment.</p>	<p>ALL PRIORITIES</p> <p>Project Delivery</p> <p>The project will be delivered in both primary and secondary school as well as in community settings through our other in house programmes such as Premier League Kicks, these sessions take place across Tendring and are aimed at engaging those who may have barriers to other provision based on cost, facilities or area of deprivation. Due to Covid-19 we will also ensure our project is able to be delivered digitally as well as face to face to ensure that the project can continue to be</p>	 <p>Safer Communities Team</p>	 <p>As part of our Unite Our Communities programme in Tendring we aim to engage with 1500 across all our engagements and some of these young people able to access additional provision should they benefit from more extensive workshops on some of these issues. Where we deliver to some groups more than once this may mean the overall total of young people engaged will reduce however total engagements will remain consistent.</p>	<p>£5,000</p> <p>OPFCC Funding 2021 / 2022</p>


	delivered no matter what restrictions we face.			
<p>CUFITC 1-2-1 / Small Group Mentoring Programme</p> <p>The aim of the 1-2-1 and small group mentoring programme is to provide additional support to young people and organisations working with young people in the Tendring district to help them overcome barriers they may have to positive engagement, behaviour and connectivity to their communities. Our staff will be used as mentors and role models for young people to guide them into making positive choices to increase their levels of attainment, boost confidence and support positive aspirations and future planning. Our</p>	<p>ALL PRIORITIES</p> <p>Our project will be tailored to the young people that we come into contact with so the length and specific engagements are unable to be listed however we are certain that we will be working in tandem with partners and this will be especially true when it comes to locations of delivery. The project will take place across Tendring and by working alongside schools, partner organisations and referral partners we will utilise venues and facilities based on our interventions and desired effects on the participants.</p> <p>We will use our experience from current enrichment programmes and community work around numerous</p>	<p></p> <p>Safer Communities Team</p>	<p></p> <p>Our 1-2-1 and small group mentoring programme being a new service has no track record of engagement however after encouraging conversations with potential partners we feel that we will have a wide range of beneficiaries from our interventions. We intent to work with our young people across longer periods of time rather than lots of beneficiaries and less impact</p>	<p>£5,500</p> <p>OPFCC Funding 2021 / 2022</p>



<p>interventions will create action plans for young people to use alongside other local, regional and national support services to ensure they are well equipped to create positive life journeys for themselves.</p>	<p>issues to inform when advising the young people and helping signpost them as part of their onward journey post CUFITC engagement</p>		<p>so an initial engagement target would be 15-20 across 12 months. We feel by offering longer engagements we are encouraging sustainable changes which will not only benefit the individuals but also the communities we are working within. We will work with young people aged from 8 to 18 as part of this programme with bespoke packages based on age, severity of issues and end aspirations from both referral partners and young people.</p>	
<p>CUFITC Mental Health Awareness Workshops</p> <p>The aim of this is to engage with young people to discuss the effects of mental health in young people across Tendring. The programme look at what mental health is, what it means to young people as well as methods of self-care and wellbeing that can be used to ensure mental health is</p>	<p>ALL PRIORITIES</p> <p>The project will be delivered in secondary school as well as in community settings through our other in house programmes such as Premier League Kicks, these sessions take place across Tendring and are aimed at engaging those who may have barriers to other provision based on cost, facilities or area of deprivation. Due to Covid-19 we will also ensure our</p>	<p></p> <p>Safer Communities Team</p>	<p></p> <p>As part of our Mental Health Awareness programme in Tendring we aim to engage with 1500 across all our engagements and some of these young people able to access additional provision</p>	<p>£5,000</p> <p>OPFCC Funding 2021 / 2022</p>


<p>destigmatised for young people and therefore creating a more open culture for discussion resulting in further awareness and less episodes and serious mental health issues. A key area of the programme will be signposting to additional services who are able to support young people as they continue through their lives and an area of focus based on local need and rates would be around suicide prevention. Throughout the programme we will look to engage with schools and local organisations to ensure our project leaves a legacy in its place within Tendring to once again create an open, inclusive and caring culture especially in the wake of the Covid-19 pandemic that is sure to create further issues for years to come.</p>	<p>project is able to be delivered digitally as well as face to face to ensure that the project can continue to be delivered no matter what restrictions we face.</p>		<p>should they benefit from more extensive workshops on some of these issues. Where we deliver to some groups more than once this may mean the overall total of young people engaged will reduce however total engagements will remain consistent.</p>	
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<p>The Youth Project</p> <p>The organisation's objectives are to provide young people with social, emotional, and behavioural and educational support as these individuals often have difficulty with traditional schooling, subsequently increasing the risk of social exclusion with negative long-term consequences for their future social engagement and life opportunities. Evidence indicates that these factors are linked to high levels of crime, particularly in relation to gang culture, with an estimation of around 46,000 young people involved in county lines culture within the UK. Schools can often lack the time and resources to support the development of</p>	<p>TCSP Priority Reducing Violence and Knife Crime</p> <p>The target audience will be a focus on young people who are excluded from mainstream education or those who are at risk of offending between the ages of 11-16 years old. The project will focus on a maximum of 10 young people at one time, identified by Clacton Coastal Academy staff, Social Services and Essex Police, subject to being deemed at high-risk of offending or victimisation. The 10 young people will receive a combination of 1 x one to one mentoring / group sessions (per week) with a UTurn youth worker over a 30-week period. Equating to a total of 30 x one to one mentoring / group sessions and team building days.</p>	<p></p> <p>Safer Communities Team</p>	<p></p>	<p>£5,919.63</p> <p>£5,000</p> <p>OPFCC Funding 2021 / 2022</p>
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<p>psychological and emotion skills, such as self-regulation, resilience, and relationship building.</p> <p>This presents an opportunity for UTurn to engage young people through in-school and community-based work to support this. To that end, The Youth Project is a community-based mentoring and educational project designed to implement early intervention to prevent long-term anti-social behaviour, social exclusion, and criminal offending and victimisation</p>				
<p>DISC (Night time economy)</p> <p>DISC is a licensed-premises led criminal information sharing system, which is used successfully across Essex to act as a GDPR-</p>	<p>DISC has been proven in other local authority areas to tackle anti-social behaviour and violent crime in the night time economy. Serious and repeat offenders are effectively barred from all licensed premises in the area and this increases safety for</p>			<p>£720.00</p> <p>OPFCC Funding 2021 / 2022</p>

<p>compliant link between the Police, Local Authority and licensed premises.</p>	<p>both staff and other customers. Serious criminal incidents in licensed premises are thankfully rare, but having infrastructure in place to monitor and ban offenders increases confidence in the night time economy.</p> <p>This leads to a more data-led approach to criminality in the night time economy, and can lead to the easy identification of hot-spots, offending patterns and associations of offenders.</p> <p>As offenders are banned from all licensed premises for extended periods of time, this also will significantly reduce their chances of reoffending in the same manner by reducing access to high risk environments.</p>	<p>Safer Communities Team</p> 		
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<p>Openroad, Clacton Street Drinkers – Outreach Worker</p> <p>This project will run for an additional 12-month period and we will have in post a 16 hour per week dedicated outreach worker. The project worker has been visible in the town centre and other known street drinker locations, delivering brief interventions, which includes working with street drinkers to understand the effect their behaviour has on the local community, from leaving litter on the streets, to the use of bad language. We work with individuals around behaviour change. Deliver harm reduction information to manage risk, and health and well-beginning initiatives to these vulnerable</p>	<p>It will reduce anti-social behaviour of street drinkers in Clacton town centre. The project will reduce the number of street drinkers and work to support street drinkers to access support and treatment by encouraging street drinkers to access community services and create opportunities for them to use their time more meaningfully.</p> <p>It will improve relationships with local businesses and reduce the impact that anti-social behaviour has on businesses and the wider community.</p> <p>The project will protect vulnerable people and tackle incidents of harm, reducing the number of incidents of harm reported to services by this vulnerable group. It will take and reduce the threat of vulnerability and exploitation of street drinkers.</p>	 <p>Safer Communities Team</p>		<p>£4,306.00 OPFCC Funding 2021 / 2022</p>
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<p>individuals. Working with other agencies the worker has sign posted and supported street drinkers to engage with other treatment agencies. This will include supporting individuals to access treatment. This vital work will continue with this funding.</p>	<p>We will work to engage street drinkers to ensure that they are not putting themselves in risky situations, by working with them to understand risk and put in place safety plans.</p> <p>We will work with local police and community safety officers to identify key concerns and address any incidents of exploitation and share intelligence. We will share intelligence from street drinkers with partner agencies including the police and TCSP.</p>			
<p>Safe, Well, Secure. ECFRS.</p> <p>Safe Well Secure is a multi-agency project that has previously been used by ECFRS in parts of Essex and has proved to be very successful and productive. It is where different organisations come together to share resources and</p>	<p>TCSP-</p> <p>To reduce harm to and safeguard vulnerable victims (including Children)</p> <p>OPFCC-</p> <p>Priority 1 - More Local, Visible and Accessible policing. Priority 2 - Crack down on Anti-Social Behaviour. Priority 6 - Protecting</p>			

<p>information to offer awareness of support services available in the community. These organisations range from public services such as Fire, Police and local Councils to local and national volunteer and charitable organisations. Safe Well Secure specifically targets those identified by our data as being most at risk of having accidental dwelling fires.</p>	<p>Children and Vulnerable People from Harm</p>			
<p>2 Johns E-safety Ex-police 2 Johns provide a free internet safety information session for parents virtually. Giving advice on how to keep children safe online, from popular games such as Minecraft and Fortnite to appropriate media sources, the 2 Johns will also explore the effect</p>	<p>TCSP- To reduce harm to and safeguard vulnerable victims (including Children) OPFCC- Priority 6 - Protecting Children and Vulnerable People from Harm</p>	<p> Safer Communities Team</p>	<p></p>	<p>Tendring CSP invoiced for £2880.00</p>

lockdown has had on young people online.

Raising awareness of how criminals use the internet to groom and exploit children for gangs or inappropriate images, and how young people can form skewed world views, the session also gives practical tips on settings and how to keep them safe.

The Police Fire and Crime Commissioner has a “We will Commitments” section within in their plan

Tendring CSP will adopt the same approach, therefore, Tendring CSP “We Will Commitments”

- Continue to develop preventative, proactive, problem solving policing activities by working across the Community Safety Partnership (CSP) - JCP
- Work with schools, voluntary and statutory youth services to engage with young people, prevent crime and promote safe behaviours.
- Support increased participation in Community Safety by supporting schemes such as Neighbourhood Watch, Street Pastors, Community Speed Watch, Volunteer Police Cadets and others.
- Tackle anti-social behaviour to prevent longer-term and more serious crime.
- Make greater use of Restorative Justice (RJ) to help put right the harm caused by anti-social behaviour, making clear to perpetrators the effect their behaviour has on individuals and communities.
- Support the community spirit shown throughout the COVID-19 crisis to strengthen communities, tackle ASB and ensure criminals have no place to thrive.
- Support victims and their families affected by domestic abuse to feel safe, cope and recover
- Train and develop front line professionals to recognise the signs and indicators of domestic abuse and to know how and where to go to for help.
- Support victims of domestic abuse who have also experienced sexual abuse, ensuring they receive the specialist help and advice they need.
- Respond to local drug, alcohol and substance misuse – getting more people away from dependency into treatment.
- Tackle perpetrators who groom individuals or groups, with a particular focus on victims who are targeted online.
- Work locally on the priority areas for the Essex Violence & Vulnerability Unit, including:
- Supporting staff, including frontline workers, to respond to the needs of young and vulnerable people, listening to and acting on what communities

- Respond to the needs of individuals and local communities who are vulnerable to specific crime types such as hate crime, elder abuse, harassment, human trafficking, female genital mutilation (FGM), forced marriage and honour based abuse (HBA).
- Improve reporting of hate incidents through improved community engagement, improved reporting through Victim Support and greater use of Hate Crime Reporting Centres.

Key Decision Required:	Yes	In the Forward Plan:	Yes
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CABINET

JOINT REPORT OF THE PORTFOLIO HOLDER FOR CORPORATE FINANCE & GOVERNANCE AND THE PORTFOLIO HOLDER FOR HOUSING

12 NOVEMBER 2021

A.11 FREEHOLD SALE OF A RESIDENTIAL PROPERTY IN HARWICH BY AUCTION (Report prepared by Jennie Wilkinson)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To seek approval, in principle, from Cabinet to agree the freehold sale at Auction of a five bedroom residential property in Harwich requiring substantial structural and maintenance work.

EXECUTIVE SUMMARY

In December 2019 Cabinet made the decision to dispose of a five bedroom residential property in Harwich requiring substantial structural repairs and maintenance work. In December 2020 the price of the sale was re-negotiated following a structural engineers report on the condition of the property, commissioned by the prospective purchaser. This sale has since fallen through and approval is now sort for the property to be put to Auction, on the terms set out in Part B of the Agenda.

RECOMMENDATION(S)

That Cabinet agrees the principle of the property being sold at Auction.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

Our priorities include providing decent affordable housing and to ensure all our residents live in high quality housing which meets local needs.

To manage public money effectively meaning value for money principles are embedded in the delivery of all our services.

Regenerating the District and improving deprived areas.

A capital receipt to the Housing Revenue Account offers potential to contribute to the investment in acquiring an additional, more suitable property in the Harwich area.

FINANCE, OTHER RESOURCES AND RISK

Finance and other resources

The house is currently vacant and has not been let since the last tenant moved out in April 2019. Due to the nature and age of the house the maintenance and running costs are high and selling the property will avoid the Council having to spend upwards of £50,000 in capital works to solve dampness and structural problems. The use of the receipts could be added to funds already held from Right to Buy and/or S106 receipts and used to bring a more suitable additional dwelling/s into the Housing Revenue Account that could immediately begin generating a return.

Risk

Risks are considered in Part B of the Agenda.

LEGAL

Section 123(1) Local Government Act 1972 indicates that a local authority may dispose of land held by it in any way it wishes so long as (section 123 (2)) the land is disposed for a consideration not less than the best that can reasonably be obtained.

The General Disposal Consent Order (England) 2003 gives consent for disposal at below best consideration reasonably obtainable provided that the undervalue is less than £2m and the proposal enhances the environmental economic and social wellbeing of the area.

Section 123(2A) Local Government Act 1972 indicates that, a local authority may not dispose of land held by it without advertising its intention to do so in the local press.

In coming to decisions in relation to management of assets, the Council must act in accordance with its statutory duties and responsibilities. Under case law following Section 120 of Local Government Act 1972, the Council is obliged to ensure that the management of its assets are for the benefit of the District.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.

The property has been empty for over two years and is becoming an eyesore, attracting fly-tipping and has the potential to attract further anti-social behaviour if it continues to remain vacant.

Area or Ward Affected

Harwich & Kingsway

PART 3 – SUPPORTING INFORMATION

BACKGROUND

The property is in need of substantial structural and maintenance work. The design and style of the property is not typical of local authority housing and as such it has always been a difficult property to find tenants for. It has therefore been identified as surplus to requirements.

The property was marketed with a national Estate Agent for a number of weeks and an offer accepted by Cabinet in December 2019. Following a full structural survey at the request of the purchaser's mortgagees, a reduced offer was agreed at Cabinet in December 2020. This sale has since fallen through.

CURRENT POSITION

The property has stood empty and deteriorating for over two years and rather than re-marketing it with a local agent, it is proposed to put it to Auction. This means that, so long as it sells, the sale has to complete within 28 days of the Auction.

BACKGROUND PAPERS FOR THE DECISION

None

APPENDICES

None

Key Decision Required:	No	In the Forward Plan:	No
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CABINET

12 NOVEMBER 2021

JOINT REPORT OF THE PORTFOLIO HOLDER FOR HOUSING AND THE PORTFOLIO HOLDER FOR CORPORATE FINANCE & GOVERNANCE

A.12 ACQUISITION OF LAND AT THE JUNCTION OF SEA WAY AND TAMARISK WAY, JAYWICK

(Report prepared by Andy White)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To approve the principle of acquiring the freehold of the former café building and adjoining dwelling in Sea Way Jaywick as shown on the Plan at Appendix A.

EXECUTIVE SUMMARY

The land adjoins the ten starter homes recently constructed by the Council off Tamarisk Way. A key location marking the transition between the Village and Brooklands areas and the first visual reference point of the manifestation the Council's regeneration aspirations. The café building has been vacant and derelict for some time. The adjoining dwelling is currently occupied by a private sector tenant.

Terms have been provisionally agreed for the acquisition of the two premises as shown edged in red on the attached plan at Appendix A

An opportunity exists to acquire the two properties to further commit to the regeneration of Jaywick, improve the environment around the new homes and potentially provide for some further development in the future. Detail of the provisional terms agreed is set out in a further report in Part B of this Agenda.

The Council has recognised that due to the difficult market conditions in the Jaywick area, high quality private sector housing development is potentially not viable and therefore unlikely to take place. The Council, in its Community Leadership and housing provider roles, is seeking to kick-start regeneration of the area by direct housing development to improve housing conditions for local residents and stimulate a change in market conditions.

Normal valuation models do not work in Jaywick given the viability issues. Whilst viability is a concern, the Council can take a longer term view in respect of its investment in the area and take account of non-financial factors.

RECOMMENDATIONS

That Cabinet approves the principle of acquiring the site of the former café building and adjoining dwelling in Sea Way, Jaywick.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES	
Depending on the final scheme agreed the potential acquisition of the property offers potential to contribute to Council priorities of:	
<ul style="list-style-type: none"> • Public spaces to be proud of in urban and rural areas; 	<ul style="list-style-type: none"> • Use assets to support priorities;
<ul style="list-style-type: none"> • Building and managing our own homes 	<ul style="list-style-type: none"> • Jaywick Sands - more and better housing; supporting the community
FINANCE, OTHER RESOURCES AND RISK	
Finance and other resources	
Funding for the acquisition is available within the Housing Investment Programme capital allocation.	
Whilst viability of market housing is a concern, the Council can take a longer strategic view in respect of its investment in the area.	
Following changes to the financing of Council housing within the Housing Revenue Account (HRA) in April 2012, it is now financially viable for local authorities to add to their existing stock through acquisition or new build. Prior to this date Councils could built and/or acquire property but they may have been financially penalised through the HRA subsidy system if they did so.	
If Councils wish to add to their stock with grant there are a number of conditions which they would need to comply with to satisfy the Homes and Communities Agency grant regime, such as adopting the Affordable Rent Regime, but if no grant is required the programme can be undertaken in accordance with the local authorities’ own requirements. It is unlikely that the Council would wish to use the Affordable Rent Model for any properties built on any sites which are acquired, but using this model may be considered as the overall development progresses.	
Risk	
Although improving the financial viability of development in Jaywick is challenging and this potential acquisition cannot be measured in normal commercial terms, the improvement of the area is a key priority and the acquisition should be viewed from that perspective.	
LEGAL	
Section 17 of the Housing Act 1985 provides power to acquire land for housing purposes. Section 32 of the housing Act 1985 provides power to dispose of land held for housing purposes.	
The land is owned by a private sector landlord. The Cabinet may wish to acquire one property or both. Although the aggregate value of the sites exceed the level at which two valuations would be required under property rules. However, it is the view of officers that each of the properties individually is valued at less than the threshold and that it commissioning a further valuation would not change the price agreed and would incur additional revenue cost. Further details are included in the report in part B of the agenda.	
OTHER IMPLICATIONS	
Consideration has been given to the implications of the proposed decision in respect of:	

Crime and Disorder	Regenerating the area is likely to reduce opportunities for antisocial behaviour.
Equality and Diversity	The wider priority to regenerate Jaywick Sands has its objective in the reduction of inequalities.
Health Inequalities	
Consultation/Public Engagement	The Council has commissioned HAT to create a spatial vision for Jaywick Sands. Work is ongoing and has included significant public consultation to date. Ward members have been invited to comment on acquisition proposals. At the time of writing no comments have been received. If any are made prior to the Cabinet meeting they will be tabled at the meeting.
Net Zero Emissions	Any replacement structures on the land would be constructed to high environmental standards
Biodiversity	The sites as existing are largely built on and paved. The derelict café will be checked for any avian presence before any work is commissioned.
Ward	West Clacton & Jaywick Sands

PART 3 – SUPPORTING INFORMATION

BACKGROUND
<p>Officers have been in discussion with the owner of two properties in Jaywick, who is potentially willing to dispose of them to TDC.</p> <p>The first property in Sea Way is a 2 bedroom residential bungalow,</p> <p>The second property which is adjacent lies at the junction with Tamarisk Way. Former uses for this were as a café and residential property. It is now fire damaged and derelict.</p> <p>The properties are not in prime condition and lie immediately adjoining new homes constructed and offered for sale by TDC and at the entrance to the Brooklands and Grasslands areas.</p> <p>As part of previous reports, where it was agreed to purchase significant parcels of land in Jaywick Sands, the Council's intentions were made clear. The overall ambition was to seek to resolve the long standing issues of Jaywick Sands including providing a significantly improved housing offer. Inadequate housing and poor environments have been shown to be significant contributors to challenges the area faces, including health inequalities, poor educational attainment, mental health problems etc.</p> <p>The above approach was therefore based on the foundation of housing led regeneration with the land therefore purchased and held in the HRA. This approach has not changed and has been recently supported with the 10 new homes built immediately adjoining the site that is the subject of this report.</p> <p>It is important to keep momentum behind the current regeneration of the area, whilst also recognising that the wider housing solutions are likely to have significant lead in times. This also sits alongside the approach of building private sector developers' confidence in the area, as they will undoubtedly play a key role in the future housing led regeneration of Jaywick Sands.</p>

Research from Public Health England shows clear evidence that good housing improves health and wellbeing across people's lives and protects against social exclusion. This project will improve employment opportunities in the District where 18% of Wards were ranked among the top 10% most deprived in England in 2019, with four of those, including Jaywick sands ranking among the top 1%. Evidence suggests that improving Housing standards will improve health outcomes for local people and increase opportunities to move out of deprivation.

The site occupies a key location marking the beginning of the Council's regeneration aspirations, the transition between parts of Jaywick and a key gateway within the area.

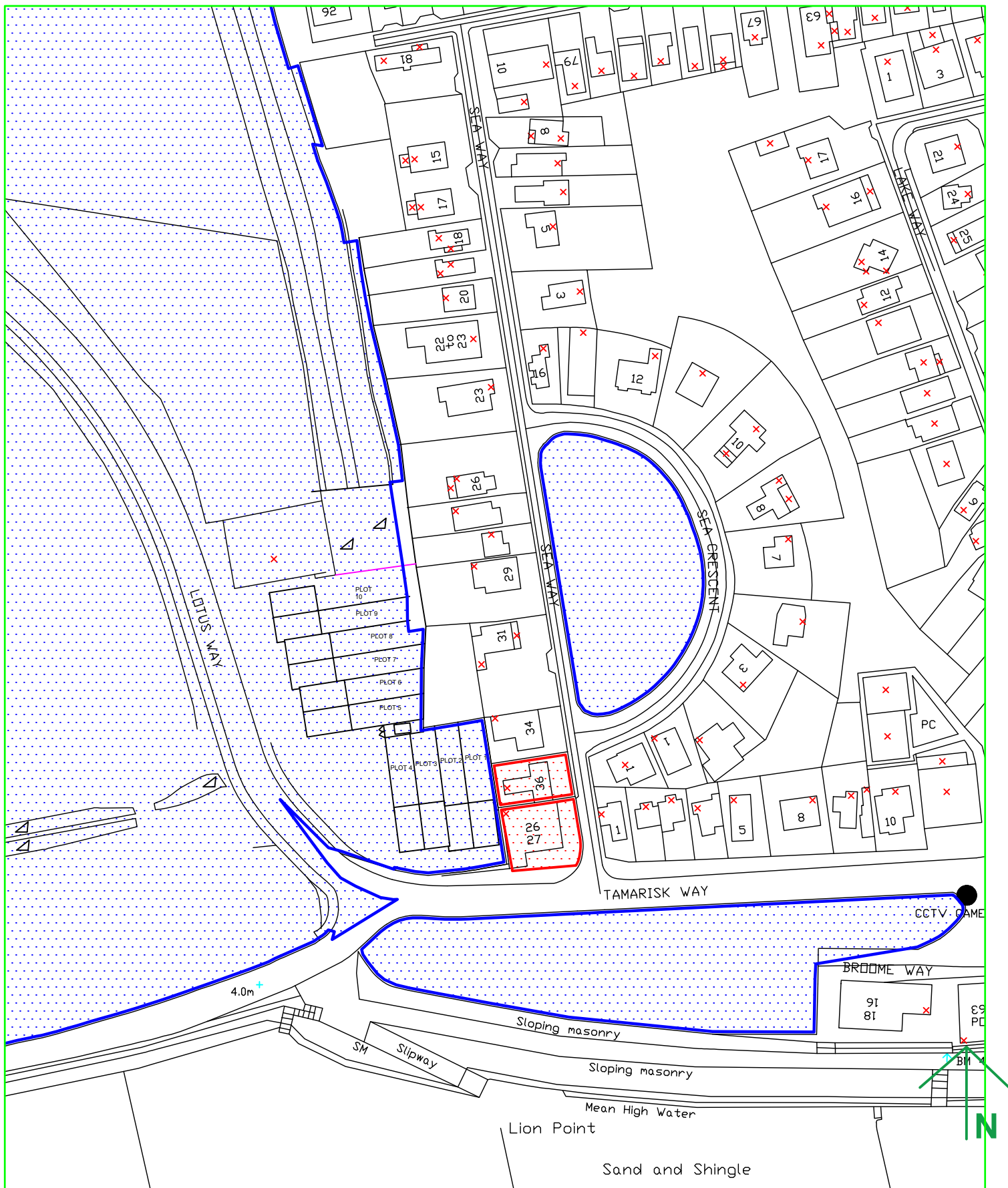
Jaywick Sands is ranked as being the most deprived community in England, and the project intervention set out in this report seeks to support a wider programme of Council activity, which has the objective of addressing the deprivations prevalent in Jaywick Sands.

CURRENT POSITION

Officers have negotiated provisional terms for the acquisition of the properties. Full details are set out in the report in Part B of this agenda.

APPENDICES

Appendix A: Location Plan



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TENDRING DISTRICT COUNCIL
ANDREW R WHITE
 BSc MRICS
 BUILDING AND PUBLIC REALM

Title
 Potential Acquisitions at Sea View
 Crescent Jaywick

Page 495

Date: 18 September 2018

Scale: 1:1000

Drawn By: A. White

Drawing No. & Revision 1

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Key Decision Required:	Yes	In the Forward Plan:	Yes
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CABINET

12 NOVEMBER 2021

JOINT REPORT OF THE HOUSING PORTFOLIO HOLDER AND CORPORATE FINANCE AND GOVERNANCE PORTFOLIO HOLDER

A.13 THE LOCAL COUNCIL TAX SUPPORT SCHEME, DISCRETIONARY COUNCIL TAX EXEMPTIONS / DISCOUNTS / PREMIUMS FOR 2022/23 AND ANNUAL MINIMUM REVENUE PROVISION POLICY STATEMENT 2022/23

(Report prepared by Richard Barrett)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To enable Cabinet to consider and agree for recommending to Full Council the following:

- Local Council Tax Support Scheme 2022/23 (including associated exceptional hardship policy)
- Discretionary Council Tax Exemptions, Discounts and Premiums for 2022/23
- Annual MRP Policy Statement for 2022/23

EXECUTIVE SUMMARY

- This report outlines the proposed Local Council Tax Support (LCTS) scheme and council tax exemptions, discounts and premiums for 2022/23.
- Given the impact on residents from welfare reforms, including universal credit along with the on-going impact from COVID19, it is proposed to continue with the principle of providing financial stability wherever possible to Tendring claimants. It is therefore proposed to keep the 2022/23 LCTS scheme the same as this year, which provides for a maximum discount of 80% for working age claimants.
- The associated exceptional hardship policy has also been subject to annual review and it is not proposed to make any changes from the scheme operating this year and so remains available to support eligible claimants. Additional financial support has been made available to claimants via this scheme, supported by associated COVID 19 grant funding from the Government.
- In respect of discretionary council tax discounts and exemptions, it is proposed to continue with the same level of discounts this year with no changes therefore proposed for 2022/23.
- Following on from Full Council agreeing in principle to implement council tax premiums on empty properties from 1 April 2022, the maximum premiums allowable are now included in this report for approval.
- A policy to enable council tax discounts to be awarded to young people leaving care was agreed as part of the budget setting process for 2021/22. It was also agreed to back date the support to 1 April 2020. It is proposed to continue to provide the same level of support

in future years, with the unchanged policy for 2022/23 set out within this report and recommendations below.

- The Annual Minimum Revenue Provision Policy Statement has also been reviewed for 2022/23 with no changes proposed.
- If it is agreed that no changes are necessary to the proposed LCTS scheme, there will be no need for public consultation. However, if any amendments are proposed and approved at Full Council on 30 November 2021, then public consultation will be required before the final scheme can be agreed and adopted. Consequently, if consultation is required, this Council will have to notify the precepting authorities that the final council tax base will be delayed and not available until late in the budget cycle.
- Given the recommendation to continue with the existing LCTS scheme, it is not proposed to formally refer it to the Resources and Services Overview and Scrutiny Committee, but it will be considered by Full Council on 30 November 2021.

RECOMMENDATION

It is recommended:

- a) That Cabinet agrees that the LCTS scheme for 2022/23 remains the same as the current year, as set out as Appendix A and recommends to full Council:**
 - i) that the LCTS set out as Appendix A be approved with the maximum LCTS award being 80% for working age claimants;**
 - ii) that subject to a)i) above, delegation be given to the Assistant Director Finance and IT in consultation with the Housing Portfolio Holder to undertake the necessary steps to implement the LCTS scheme from 1 April 2022;**
- b) that Cabinet agrees the Council Tax Exceptional Hardship Policy as set out in Appendix B;**
- c) that Cabinet agrees the discretionary Council Tax exemptions, discounts and premiums for 2022/23 as set out in the appendices and recommends to full Council:**
 - i) that the locally determined council tax discounts as set out in Appendix C be approved;**
 - ii) that the council tax discount policy for young people leaving care as set out in Appendix D be approved;**
 - iii) that the discretionary council tax premiums set out in Appendix E be approved;**
 - iv) that subject to c) above, delegation be given to the Assistant Director Finance and IT in consultation with the Housing Portfolio Holder to undertake the necessary steps to implement the council tax exemptions, discounts and premiums from 1 April 2022; and**
- d) that Cabinet recommends to Council that the Annual Minimum Revenue Provision (MRP) Policy Statement for 2022/23 as set out in Appendix F be approved.**

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

In developing a local scheme the Council must be mindful of their duties to vulnerable groups, and Council Tax payers set against the Council's overall financial position.

FINANCE, OTHER RESOURCES AND RISK

LCTS scheme for 2022/23

As at the end of September, the total estimated annual 'cost' of the LCTS scheme in 2021/22 is **£11.884m**, which is in-line with the 'base' position budgeted for. Approximately 10% of this amount (**£1.188m**) falling to TDC with the remainder being met by the major preceptors. It is also worth highlighting that for every 5% decrease / increase in the discount the council would gain / lose approximately **£50,000** per year.

As the LCTS scheme is accounted for as a discount against the full council tax amount that would otherwise be payable on a domestic property, the estimated cost of the scheme forms part of the council tax property base calculations that are undertaken when developing the following year's budget. This will therefore be considered as part of the long term forecast and budget setting work currently underway for 2022/23, but it is important to highlight that it is not proposed to reduce the discount rate as part of balancing the long term forecast as the scheme remains an important mechanism to provide financial support to Tendring residents.

Council Tax Hardship Scheme

The cost of the exceptional hardship scheme is met by contributions from TDC and the major preceptors based on their respective proportion of the overall council tax bill. Therefore TDC is required to meet approximately 10% of the cost of any award up to an annual aggregate total, which for 2021/22 is **£24,030**. For any awards over and above this annual amount, 100% of the cost is met by TDC.

As no changes are proposed to either the LCTS Scheme or Hardship Policy in 2022/23, no additional underlying costs over and above those included within existing budgets or long term forecast are expected. The Council Tax Collection fund continues to operate whereby any changes against the budget during the year will be 'rolled' forward and included in the following year's budget setting process.

As part of the outturn report for 2020/21, it was agreed to increase the existing council tax hardship budget by **£509,000** in 2021/22 using associated support provided by the Government. The aim of this approach was to provide additional flexibility to officers within the Revenues and Benefits Service to support a much larger number of households in the district during 2021/22 who may be facing on-going hardship from the COVID 19 pandemic. This support can be provided via the application of the existing hardship policy with **£50,450** being paid out to eligible households so far.

Council tax exemptions, discounts and premiums for 2022/23

Similarly to the position for the LCTS above, as no changes are proposed to council tax discounts for 2022/23, including the policy for young people leaving care, no adjustments to existing budgets / long term forecast are expected.

As discussed as part of the introduction of the policy to support young people leaving care earlier in the year, the cost of this was expected to be minimal. As at the end of September 2021, the total cost of this scheme has been just over £4,000, which can be accommodated within the wider calculation of the council tax base, each year.

By introducing a 'premium' on long term empty properties in 2022/23 additional income would be expected. However the intention of charging a 'premium' is to bring empty properties back into use following which the 'premium' would no longer be levied, the ultimate success of such an approach would therefore mean that no additional income would be realised. It is accepted that some homeowners may still not bring their properties back into use even when a 'premium' is charged but it is difficult to quantify this figure.

The premium will be chargeable to relevant properties within the HRA. Work is underway to reduce the level of long term housing voids and any impact to the HRA from introducing the council tax premiums will be considered as part of the wider HRA Business Planning Process.

Minimum Revenue Provision Policy Statement (MRP)

In respect of the annual MRP policy statement, this sets out how the Council will make provision for the repayment of loans taken out to finance capital investment. For the General Fund, the MRP is a direct charge on the revenue budget. At present no MRP over and above the amount of principal being repaid is calculated for Housing Revenue Account capital investment, although future provision will be considered within the wider business planning process.

Risk

The LCTS affects low income working age families, and therefore a key risk is their ability to pay if the level of support awarded reduced which would have a knock on impact on the overall collection rate. This is potentially compounded by the Government's ongoing welfare reforms such as universal credit.

The annual review process therefore seeks to balance such issues along with the Council's overall financial position and as highlighted, it is not proposed to make any changes to the LCTS scheme in 2022/23, which supports the financial stability of residents, especially during the continuing roll-out of the Government's welfare reforms and the on-going impact of the COVID 19 pandemic.

LEGAL

The Council Tax Reduction Schemes (Prescribed Requirements) (England) Regulations 2012 (as amended) and The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013 provide the basis for the design and implementation of Local Council Tax Support Schemes.

In respect of the Council Tax Exceptional Hardship Policy, S13a of the Local Government Finance Act 1992 allows Councils to reduce the amount of Council Tax payable. The same legislation would also enable the Council to provide a council tax discount for young people leaving care.

The Local Government Finance Act 1992. Schedule 1A of the 1992 Act states that if a LCTS is revised or replaced, full consultation is required. As the recommendation is to continue with the current scheme for 2021/22, consultation is not required. However, should Council make any amendments to the scheme, consultation will be necessary before the scheme can be approved and adopted.

The Local Government Finance Act 1992 (as amended) sets out relevant council tax exemptions and discounts (mandatory and discretionary). The Council Tax (Prescribed Classes of Dwellings) (England) Regulations 2003 (as amended) sets out the various class of properties for the purpose of exemptions and discounts. Rating (Property in Common Occupation) and Council Tax (Empty Dwellings) Act 2018 amended the Local Government Finance Act 1992 in respect of

the Council Tax premium that can be charged on long term empty properties (unoccupied for at least 2 years) as follows:

The maximum premiums chargeable from 1 April 2021 are as follows:

- For properties unoccupied and unfurnished for 2 years but less than 5 years – a maximum of 100%
- For properties unoccupied and unfurnished for 5 years but less than 10 years – a maximum of 200%
- For properties unoccupied and unfurnished for over 10 years – a maximum of 300%

For the purposes of defining a long-term empty dwelling, on any day for a continuous period of at least 2 years if it has been unoccupied, and has been substantially unfurnished.

In determining whether a dwelling is a long-term empty dwelling, no account is to be taken of any one or more periods of not more than 6 weeks during which either of the two conditions above are not met (or neither of them is met).

The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 set out the requirements of a Minimum Revenue Provision (MRP) Policy Statement which must be approved by Council each year. In calculating a prudent MRP provision, local authorities are required to have regard to guidance issued by the Secretary of State. The latest guidance, issued under section 21(1A) of the Local Government Act 2003, is applicable from 1 April 2019 which the proposed MRP policy reflects.

Local authorities may choose to pay more MRP than they consider prudent in any given year. If they do so they should separately disclose the in-year and cumulative amount of MRP overpaid in the Statement presented to full council.

Local authorities can also vary the methodologies that they use to make prudent provision during the year. If they do so they should present a revised MRP statement to the next full Council or equivalent. Where a change in MRP methodology would impact on the value for money assessment of non-financial investments, the updated statement should summarise this impact

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.

The LCTS scheme set out in the body of the report will not disproportionately impact on the following groups in that the relevant income will continue to be disregarded in calculating entitlement to support:-

- Families in receipt of child benefit; The Child Poverty Act 2010
- Disabled in receipt of Disability Living Allowance (DLA) / Employment and Support Allowance (ESA)/Personal Independence Payment(PIP); The Equality Act 2010
- War widows/disabled. The Armed Forces Covenant 2011

The application of discounts and premiums are relevant to all properties across the district and it is considered that there are no equality and diversity implications specific to this issue.

PROPOSED LCTS SCHEME 2022/23

There are two parts to the LCTS scheme;

- one for pension age claimants where 100% support is provided
- one for working age claimants.

The Pension Age Scheme is set in accordance with rules laid down by the Government whereas the Working Age Scheme rules are decided locally by each local authority (billing authority).

Authorities must adopt a scheme on an annual basis which must be agreed by 31 January each year for the subsequent year's scheme.

LCTS is treated as a discount within the council tax calculations which means that the Council's taxbase is reduced (as will the taxbase for County, Fire and Police and Parishes).

The LCTS is therefore an annual 'cost' met within the Council's overall financial position / budget each year. Any increase in the discount would therefore be treated as a cost pressure and conversely, any reduction in the level of discount would increase the Council's overall income position. However the level of discount given is not primarily a financial decision as one of the primary drivers is the level of financial support that the scheme provides to households across the district which in turn needs to be considered in the wider demographic / economic position for the area.

In previous years, one argument put forward was as the LCTS was supported by the Revenue Support Grant, any reduction in this grant should be 'passported' across to the LCTS scheme and therefore reduce the support available in line with those reductions. However, given the ongoing impact on residents from welfare reforms, including universal credit, it is proposed to continue with the principle applied in previous years of helping to provide financial stability to Tending claimants by keeping the maximum discount at 80% for working age claimants. In terms of the overall scheme, no changes are proposed with the scheme remaining the same as 2021/22.

The unchanged scheme for 2022/23 is set out as **Appendix A**.

When the LCTS scheme was considered in previous years, it was hoped to be able to consider alternative options for a redesign of the scheme given the potential increased administrative workload of operating the current one. This is mainly due to the means tested approach and that the information required in the past being collected as part of jointly administering Housing Benefit. As Housing Benefit continues to be phased out and the Department of Works and Pensions (DWP) are unable to share with us the information that they collect to administer Universal Credit, the Council will have to continue to ask claimants for the same information independently - in effect duplicating what is required from claimants. However, given the ongoing impact of the COVID 19 pandemic it has unfortunately not been possible to make any progress with the work necessary to explore such alternative options. However it is proposed to resume this work as soon as possible to inform the potential redesign of the scheme in future years.

For information, statistics relating to the LCTS scheme in 2021/22 are set out below:

As at the end of August 2021:

There are currently 12,712 household receiving LCTS.

The total working age households receiving support is 6,517

The total pensioner households receiving support is 6,195

Council Tax Hardship Scheme

The Council has operated a council tax exceptional hardship policy since the inception of the LCTS scheme.

As highlighted during the previous review of the policy, as with any exceptional hardship scheme, it is difficult to define exceptional hardship or descriptive criteria that will apply as there may be a number of variables to consider when an application is made. However the policy continues to set out broad guidelines, which promotes transparency and openness in the Council's decision making processes. The policy also has a focus on 'reasonable' expenditure and affordability for the claimant and is based on evidence that they are also being proactive themselves in managing the situation. This mirrors the same approach being applied to discretionary housing payments where in consultation with the Department for Works and Pensions, support is focused on those claimants who are seeking employment for example.

The policy also highlights that a senior officer will review all decisions to demonstrate fairness and consistency to the application process.

It is not proposed to amend the scheme in 2022/23.

PROPOSED COUNCIL TAX DISCOUNTS, EXEMPTIONS AND PREMIUMS 2022/23

Discounts and Exemptions

There are a number of mandatory exemptions and discounts available, with only a limited number of classes of dwelling where there is local discretion as to the amount of discount that is awarded. These relate to 4 classes of unoccupied dwelling and for 2022/23 it is proposed to keep the level of discount at the same level as 2021/22 as set out in **Appendix C**.

As was the case last year, by leaving the current level of discounts / exemptions unchanged it supports the stability of the council tax base which is one of the Council's core income streams within the long term forecast. It is worth highlighting that for every 10% increase in any one class of discount, the Council would lose up to approximately **£25,000** in income per year.

Council tax income raised from the above locally determined discounts also has the additional benefit of increasing the contribution receivable from the major preceptors under the current council tax sharing agreement, which is based on total council tax income collectable.

A council tax policy was introduced this year to support young people leaving care. It is proposed to continue with an unchanged policy going into 2022/23, which is set out in **Appendix D**.

Premium on Long Term Empty Properties

As a key driver to bring empty properties back into use, the Government allows Local Authorities to levy a council tax 'premium' on long term empty properties (Class C which have been empty for more than two years). The maximum 'premium' that can be charged is set out within the legal section above but can be as high as 300% for a property that has been empty for over 10 years. A second home or holiday home would not be included as the 'premium' would only apply to properties that are substantially unfurnished.

When Full Council considered the level of council tax discounts for 2021/22, it was agreed in principle to charge the maximum allowable council tax premium on long term empty properties from 1 April 2022. It was also agreed to write to those property owners that would be affected to advise them of the Council's intentions.

The letter referred to above was sent out to those property owners likely to be affected by the proposed change. To date there has been no adverse feedback received and in fact it has prompted property owners to get in touch with the Council to enable our records to be updated where they have not previously advised us of changes to the status of their property.

In line with the 'in principle' decision made by Full Council last year, it is proposed to levy the maximum premium from 1 April 2022 based on the time the property has remained empty. **Appendix E** sets out the proposals in full.

For information, a summary of current long term unoccupied properties (excluding Housing Revenue Account Properties) is as follows:

Band	Number
Unoccupied for more than 2 years but less than 5 years	284
Unoccupied for more than 5 years but less than 10 years	54
Unoccupied for more 10 years	20
TOTAL	358

Other Considerations

As highlighted in previous years, the Council does from time to time receive feedback from residents or other third parties in terms of putting forward a case to review existing discounts or introduce new ones. No significant issues have been raised at the time of finalising this report, so there are no further issues being put forward for consideration.

Annual Minimum Revenue Provision Policy Statement (AMRP)

Attached as **Appendix F** is the proposed Annual MRP policy statement for 2022/23 that sets out how assets funded by borrowing are accounted for, which is required to be approved by Full Council each year.

The policy sets out how the Council will make provision for the eventual repayment of any borrowing undertaken to finance capital expenditure. The policy, which is unchanged from 2021/22, proposes that where new borrowing is undertaken in accordance with the prudential code, and is therefore not supported by Central Government via the formula or specific grant, the provision is calculated on a straight line method over the initial life expectancy of the asset.

Although there are no expectations of supported borrowing within the General Fund, for completeness the policy in respect of any potential future supported borrowing has also been set out and is based on a rate of 4% pa.

The timing of approval of the MRP is to enable it to be taken into account when setting the budget for 2022/23 over the coming months.

BACKGROUND PAPERS

None

APPENDICES**Appendix A** Proposed Local Council Tax Support Scheme (summary) 2022/23**Appendix B** Council Tax Exceptional Hardship Policy**Appendix C** Council Tax Discounts and Exemptions 2022/23**Appendix D** Care Leavers Council Tax Discount Policy**Appendix E** Council Tax Premiums 2022/23**Appendix F** Annual Minimum Revenue Provision Policy Statement 2022/23

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Local Council Tax Support Scheme (LCTS) 2022/23

**A summary of the scheme for Working Age persons and
the Government Scheme for Pension Age claimants**

Local Council Tax Support (LCTS)

A summary of the scheme for Working Age persons and the Government scheme for Pension Age claimants 1

 Introduction 4

The LCTS scheme for working age persons 4

 The LCTS scheme for working age persons 4

 Class 1 4

 Class 2 4

 What LCTS will be payable to working age person? 5

 Protection for certain working age persons 5

The LCTS scheme for Pensioners (persons who have reached the age at which pension credit can be claimed) 5

 The LCTS scheme for Pensioners (persons who have reached the age at which pension credit can be claimed) 5

 Class 1 5

 Class 2 6

 Class 3 6

 What LCTS will be payable to Pension Age persons? 6

How LCTS works 6

 Who can claim? 6

 How much LCTS can I get? 7

 How is maximum LCTS calculated for the Working Age Scheme 7

 How is maximum LCTS calculated for the Pension Age Scheme 7

 Extended Payments 7

 If you do not get Pension Credit Guarantee, Income Support, income-based Jobseeker’s Allowance or income related Employment and Support Allowance... Capital 8

 Absences from home 8

 Going away 8

 How to claim 8

 Appointees 9

 Information and evidence 9

 How long will it take to decide your claim for LCTS 9

 Date of claim 9

 If you change your address 9

 Backdating a claim 9

 Start of LCTS 9

 Start of LCTS where a claimant acquires a partner 10

 End of LCTS 10

 End of Pension Credit Guarantee, Income Support, income-based Jobseeker’s Allowance or income related Employment and Support Allowance entitlement ... People who live with you - non-dependants 10

 Non-dependants 10

 Non-dependant deductions from LCTS (Pension Age Scheme) 11

 Working out the amount of LCTS 11

 How is maximum LCTS calculated for the Working Age Scheme 11

 How is maximum LCTS calculated for the Pension Age Scheme 11

 What if I do not receive Pension Credit Guarantee, Income Support, income-based Jobseeker’s Allowance or income related Employment and Support Allowance?. Second Adult Discount Pension Age Scheme 12

 Income less than applicable amount 13

 Income greater than applicable amount 13



Calculating your needs.....	13
Living Allowances or Applicable Amounts	14
Calculating your resources	16
Income	16
Capital.....	20
How LCTS is paid	23
How you will be notified about your LCTS	24
How can I appeal?	23
Changes of circumstances	24
Students.....	24
Information and information sharing	25
Counter Fraud and Compliance	26

Introduction

As part of the major changes to the Welfare Benefits system, from 1st April 2013 Council Tax Benefit ended and was replaced by a new scheme called Localised Support for Council Tax or Local Council Tax Support (LCTS). Both systems are means tested which means that they compare your income and capital against an assessment of your needs.

The new scheme is decided by each Council rather than nationally by Central Government. The monies available to each Council have been reduced and if you are of working age the amount of help you receive will be less than under the previous national scheme (Council Tax Benefit).

Central Government has decided to protect pensioners (persons who are of an age where they can claim pension credit) therefore if you are a pensioner, then the amount of help you receive under the new LCTS scheme will be broadly the same and operate in a similar way to the previous Council Tax Benefit system

To assist certain vulnerable groups, the Council has also decided that there will be additional protection given. More details are given later within this document.

The rules of the LCTS scheme divide the persons who can claim support into various classes. The classes or groups are set by Central Government for pensioners and the classes or groups for working age applicants are set by the Council.

The LCTS scheme for working age persons

The Council has decided that there will be two classes and the Council will decide which class each applicant is in. The class will determine the level of LCTS that can be provided:

Any reference to "income" in the working age scheme refers to household income (i.e. including Non-Dependants income)

Class A

To obtain support the individual must:

- a. have not attained the qualifying age for state pension credit; or
- b. has attained the qualifying age for state pension credit if he, and his partner, is a person on income support, on an income-based jobseeker's allowance on Maximum Universal Credit or income-related employment and support allowance.
- c. be liable to pay council tax in respect of a dwelling in which he is solely or mainly resident;
- d. not have capital savings above the capital limit set by the Council
- e. be a person who's *income* is **less** than their living allowances (*applicable amount*) or the claimant or partner is in receipt of Income Support, Jobseekers allowance (income based), Maximum Universal Credit or Employment and Support Allowance (income related); and
- f. have made a valid claim for support.

Class B

To obtain support the individual must:

- a. have not attained the qualifying age for state pension credit; or
- b. has attained the qualifying age for state pension credit if he, and his partner, is a person on income support, on an income-based jobseeker's allowance Maximum Universal Credit or on an income-related employment and support allowance.
- c. be liable to pay Council Tax in respect of a dwelling in which they are solely or mainly resident
- d. be somebody in respect of whom a maximum LCTS amount can be calculated

- e. not have capital savings above the capital limit set by the Council
- f. be a person who's *income* is **more** than their living allowances (*applicable amount*)
- g. have made a valid claim for support

What LCTS will be payable to working age person?

If a person matches the criteria in Class A, including that their *income* is less than their *applicable amounts*, that person qualifies for a reduction on their council tax liability. The Council has decided that for 2022/23, the maximum council tax liability used in the calculation of LCTS, will be a Council agreed percentage of council tax the person is liable to pay.

If a person matches the criteria in Class B, it will mean the person's *income* is greater than their *applicable amount*. Twenty per cent of the difference between the two will be subtracted from the maximum council tax liability allowed. The Council has decided that for 2022/23, the maximum council tax liability used in the calculation of LCTS, will be a Council agreed percentage of council tax the person is liable to pay.

Protection for certain working age persons

Relevant income disregards in the calculation of Local Council Tax Support will be applied to the following groups:-

- o Families in receipt of child benefit;
- o Disabled in receipt of Disability Living Allowance (DLA) / Employment and Support Allowance (ESA)/Personal Independence Payment.
- o War widows.

The LCTS scheme for Pensioners (persons who have reached the age at which pension credit can be claimed)

The Government has created three classes and the Council will decide which class each applicant is in. The class will determine the level of LCTS that can be provided:

Class A

To obtain support the person must:

- a. have attained the qualifying age for state pension credit;
- b. not be somebody with a partner of working age in receipt of income support, income-based jobseeker's allowance, on Maximum Universal Credit or income-based employment and support allowance;
- c. be liable to pay council tax in respect of a dwelling in which they are resident;
- d. not have capital savings above £16,000;
- e. must have their assessed income less than or equal to the set living allowances (applicable amounts) set by Central Government; and
- f. have made a valid application for the support

The class also includes persons who have successfully claimed Pension Credit Guarantee.

Class B

To obtain support the person must:

- a. have attained the qualifying age for state pension credit;
- b. not be somebody with a partner of working age in receipt of income support, income-based jobseeker's allowance, on Maximum Universal Credit or income-based employment and support allowance;
- c. be liable to pay council tax in respect of a dwelling in which they are resident;
- d. not have capital savings above £16,000;
- e. have made a valid claim for the scheme; and
- f. have assessed income above the set living allowances (applicable amounts) set by Central Government

Class C

To obtain support the person must:

- a. have attained the qualifying age for state pension credit;
- b. not be somebody with a partner of working age in receipt of income support, income-based jobseeker's allowance, on Maximum Universal Credit or income-based employment and support allowance;
- c. be liable to pay council tax in respect of a dwelling in which they are resident;
- d. made a valid claim for the scheme;
- e. be somebody who has at least one second adult living with them who is not his/ her partner, not somebody who pays rent, and who is on a prescribed low wage and/or prescribed benefit, as set out by Central Government.

What LCTS will be payable to Pension Age persons?

If a person matches the criteria in Class A, including that their *income* is less than their *living allowances (applicable amounts)* that person qualifies for 100% reduction on their council tax liability. This also applies if a person is in receipt of state pension credit guarantee credit from the Department for Work and Pensions (Pensions Service).

If a person matches the criteria in Class B, it will mean the person's *income* is greater than their *applicable amount (living allowances)*. Twenty per cent of the difference between the two will be subtracted from this individual's council tax liability.

LCTS for a person in Class C may be awarded in respect of a second adult sharing the household who would normally be expected to contribute towards the council tax bill, but who cannot afford to do so, based on their low income or on prescribed benefits. This reduction will equate to the *second adult rebate* available under the Council Tax Benefit scheme and may be awarded at 100%, 25%, 15% or 7.5% of the council tax liability, depending on individual circumstances

How LCTS works

Who can claim?

If you have to pay Council Tax, you may be able to get LCTS

You can only get support if you have a right to reside and are habitually resident in the United Kingdom (UK). If you have entered the UK within the 2 years before your claim for benefit, the council will ask you about this.

People given refugee status, humanitarian protection or exceptional leave to remain in the UK will be eligible for support.

Most full-time students are not entitled to LCTS.

How much LCTS can I get?

Maximum LCTS depends on:

- Whether you are in the Pension Age scheme (attained the qualifying age for state pension credit) or are in the Working Age scheme;
- How much council tax you have to pay; and
- Who you live with.

How is maximum LCTS calculated for the Working Age Scheme

For the Working Age the maximum LCTS is set by the Council as a percentage of the council tax you are liable to pay.

For the Working Age in receipt of income-based jobseeker's allowance (JSA IB) for a period of 3 or more years the maximum council tax liability used in the calculation of LCTS may be subject to a further reduction as decided by the council.

How is maximum LCTS calculated for the Pension Age Scheme

For the Pension Age Scheme the maximum LCTS is set by the Government as up to 100% of the council tax you are liable to pay less any non-dependant deductions (see non-dependant deductions later in this document). If you are already getting or have claimed Pension Credit Guarantee the Council will grant maximum LCTS

Extended Payments

This is if your Income Support, income-based Jobseeker's Allowance or income-related Employment & Support Allowance or Incapacity Benefit, Severe Disablement Allowance or contributory Employment & Support Allowance stops because of work.

Extended Payments of LCTS are available and the payment is an extra four weeks of support to help pay towards your Council Tax when certain other benefits stop because you are going back to work, working more hours or earning more money.

You do not have to claim an Extended Payment if you or your partner/civil partner (and they remain a partner throughout the claim) have stopped getting one of the benefits mentioned below because one of you is expected to do one of the following for five weeks or more:

- Return to work full time
- Work more hours
- Earn more money

And you have been getting one of the following benefits:

- Jobseeker's Allowance, Income Support, or income-related Employment & Support Allowance or a combination of these benefits continuously for at least 26 weeks
- Incapacity Benefit, Severe Disablement Allowance or contributory Employment & Support Allowance continuously for at least 26 weeks

and

- you have not been getting Income Support, income-based Jobseeker's Allowance or income-related Employment & Support Allowance with your Incapacity Benefit, Severe Disablement Allowance or contributory Employment & Support Allowance when it ceased.

Normally you will get the same amount of LCTS as you did before your income-based Jobseeker's Allowance, Income Support, income-related Employment & Support Allowance, Incapacity Benefit, Severe Disablement Allowance or contributory Employment & Support Allowance stopped.

It is paid by the Council directly to your Council Tax account. The Council will decide whether or not you're entitled to an Extended Payment. The Council will also consider whether you are entitled to in-work LCTS. Once your extended payment period has ended, you can move onto in-work LCTS (provided you are entitled to it) without having to make a new claim.

If you do not get Pension Credit Guarantee, Income Support, income-based Jobseeker's Allowance or income related Employment and Support Allowance

Even if you do not get Pension Credit Guarantee, Income Support, income-based JSA or income-related Employment & Support Allowance you may still get some help with paying your council tax.

This is worked out by comparing the maximum LCTS you could get with:

- your needs (called your living allowances or applicable amounts); and
- your income and capital resources

Capital

Savings and investments (capital) may have an effect on the assessment of your income. Capital will only affect your income if you have more than the capital limit set by the Council and are of working age or £10000 if you are of pension age. If you have more than £16,000, you will not normally be able to get LCTS (unless you are aged 60 or over and receive the Pension Credit Guarantee, in which case there is no limit to the amount of capital you can have).

Absences from home

There are some special situations in which you may continue to get LCTS and these are explained below.

Going away

You should normally let the council know if you are temporarily absent, for example if you go away on holiday. However the Council may not need to know if you will be absent for only a short time (for example less than 4 weeks) and your circumstances remain unchanged. If in doubt, please ask us.

- If you are temporarily absent you can normally get LCTS for a maximum of 13 weeks as long as you intend to return home; and
- in your absence you will not let or sub-let the part of your home where you normally live; and
- you will not be away for longer than 13 weeks.

In certain circumstances, you may be able to get LCTS for up to 52 weeks, for example if you are in hospital, or are held in custody on remand, provided that:

- you intend to return home; and
- in your absence you will not let or sub-let the part of your home where you normally live; and
- you will not be away for longer than 52 weeks.

How to claim

Claims for LCTS can be made in writing, by telephone and electronically. Contact the Council via the Tendring District Council website at www.tendringdc.gov.uk or via the Helpline 01255 686811 for details.

All claims will need to be supported by evidence of your circumstances and this will need to be

provided to the Council. If you are claiming Housing Benefit as well as LCTS, the Council will provide you with a joint claim form.

If you are married and your husband or wife normally lives with you, or if you live with someone as though you are a married couple, only one of you can make the claim for LCTS. You may choose who is to make the claim, or if you cannot agree who is to claim, the Council will nominate one of you to be the claimant.

Appointees

An appointee, for the purposes for LCTS, is someone over 18 appointed by the Council, to manage the LCTS claim of someone who is incapable of doing so themselves (mainly because of mentally incapacity).

If you are already an appointee for other benefits and wish to be the appointee for LCTS, you should write to be appointed by the Council. The role and responsibilities are the same. If you wish to become an appointee you should get in touch with the Council; they will explain the process and your responsibilities. The Council can end the appointment at any time. It is ended automatically if one of the people listed below is appointed. As an appointee you can resign at any time. An appointee cannot be made where there is already someone acting for the customer's financial affairs in any of the following capacities:

- a receiver appointed by the Court of Protection
- under Scottish law, a tutor, curator or other guardian, a continuing attorney or welfare attorney
- someone appointed to have the power of attorney.

Information and evidence

The Council may need more information or supporting evidence so that they can calculate your LCTS. If all the information they need is not on the claim form, or they need to clarify something or want some more verification of your circumstances the Council will write to you. If you do not reply within one month a decision will be made on your claim based on the evidence you have provided.

How long will it take to decide your claim for LCTS

The Council will deal with your claim for LCTS as soon as possible after receiving all the information from you that they need to work out your entitlement

Date of claim

The date of claim will be the date of first contact, typically by phone, provided that the claim form is returned to an office of the Council within one month of the claim form being issued.

If you change your address

If you move to a different area, you must make a new claim for LCTS at your new Council. If you move within the same area, you must still tell the Council.

Backdating a claim (Pension Age Scheme only)

If you have reached the qualifying age for state pension credit your LCTS may be paid for up to 3 months before the date you made your claim. You do not have to ask for this and you do not have to show "good cause" for not having claimed earlier.

Start of LCTS

If you become liable for the Council Tax for the first time, for example if you move to a new address or reach the age of 18 or stop being a registered student, you should claim either in advance (you may claim up to 13 weeks before you expect to become liable), or in the week that

your liability starts. You then get support from the day you start being liable for Council Tax. If you claim later than this, your support starts on the Monday after the day you claim

If you are already paying Council Tax and become entitled to support because you have less money or your applicable amount changes, you also start getting support on the Monday after you claim.

Start of LCTS where a claimant acquires a partner

If you acquire a partner, you and your partner will be jointly and severally liable for Council Tax.

If you notify the Council of the change, either before, or in, the week that your partner becomes jointly and severally liable, support for you and your partner, as a couple, can be paid from the day that joint liability for Council Tax begins.

If you notify the Council of the change after the week in which your partner becomes jointly liable for Council Tax, support for you and your partner, as a couple, can only be paid from the Monday following the day you told the Council about the change. In this case, the Council will re-assess your support entitlement from the Monday following the day you and your partner become a couple, and they will take any income and capital your partner has into account and will look at your joint needs.

End of LCTS

If you stop being liable for the Council Tax, for example if you move away from an address or become exempt or start being a registered student, your LCTS stops on the day you stop being liable. If you no longer qualify for LCTS because, for example, your income increases or your applicable amount changes, your LCTS will be stopped from the beginning of the next support week.

End of Pension Credit Guarantee, Income Support, income-based Jobseeker's Allowance or income related Employment and Support Allowance entitlement

If you stop getting Pension Credit Guarantee, Income Support, income-based Jobseeker's Allowance, on Maximum Universal Credit or income related Employment and Support Allowance, you must tell the Council and they will have to stop your LCTS. At the same time they will ask you to explain your new circumstances, because you may still be able to get some help with your Council Tax.

People who live with you - non-dependants

People who normally share your accommodation but are not dependent on you for financial support are known as non-dependants. Others who live with you as a family and any children you have fostered do not count as non-dependants.

Non-dependants for Pension Age Scheme

Any non-dependants who normally share your accommodation could affect the amount of LCTS you get whether or not you are also getting Income Support, income-based Jobseeker's Allowance, on Maximum Universal Credit income related Employment and Support Allowance or Pension Credit Guarantee

The following people do not count as non-dependants, whether they share accommodation or not:

- carers employed by a charity that charges for the service;
- joint tenants;
- subtenants;
- boarders;



- tenants of owner occupiers; and
- Landlords and their partners.

They do not count as part of your household.

Non-dependants are people like grown-up sons or daughters and elderly relatives. If you have non-dependants living with you, your LCTS may be affected by Non-Dependant deductions for the Pension Age Scheme, or inclusion of their income in the LCTS calculation for the Working Age Scheme.

Non-dependant deductions from LCTS for Pension Age Scheme

Deductions will be made from your LCTS for non-dependants aged over 18 who normally live with you. There are four levels of deduction. If the non-dependant is working less than 16 hours a week, the lowest deduction will apply. If the non-dependant is doing paid work for 16 hours or more a week, the level of deduction will depend on the non-dependant's gross income.

A deduction will not be made from your LCTS if:

- the non-dependants' normal home is somewhere else; or
- you, or your partner, are registered blind or treated as blind; or
- you, or your partner, are receiving the care component of Disability Living Allowance or Attendance Allowance in respect of yourself or your partner; or
- the non-dependant is receiving Pension Credit Guarantee, Income Support or income-based JSA or income-related Employment & Support Allowance; or
- the non-dependant is a prisoner; or
- the non-dependant is severely mentally impaired; or
- the non-dependant is over 18 but Child Benefit is still payable for them; or
- the non-dependant is a student nurse or apprentice or on Youth Training; or
- the non-dependant has been a patient in hospital for 52 weeks or more; or
- the non-dependant is living in a residential care or nursing home; or
- the non-dependant is a care worker; or
- the non-dependant is a resident of a hostel or night shelter for the homeless; or
- the non-dependant is a full-time student (even if they work full-time in the summer vacation).

A deduction may be delayed for 26 weeks if you or your partner is aged 65 or more and a non-dependant moves into your home, or the non-dependant's circumstances change to increase the deduction.

Working out the amount of LCTS

The maximum amount of LCTS depends on:

- Whether you are in the Pension Age scheme (attained the qualifying age for state pension credit) or are in the Working Age scheme;
- How much Council Tax you have to pay; and
- Who you live with.

How is maximum LCTS calculated for the Working Age Scheme

For the Working Age the maximum LCTS is set by the Council as a percentage of the Council Tax you are liable to pay.

For the Working Age in receipt of income-based jobseeker's allowance (JSA IB) for a period of 3 or more years the maximum council tax liability used in the calculation of LCTS may be subject to a further reduction as decided by the council.



How is maximum LCTS calculated for the Pension Age Scheme

For the Pension Age Scheme the maximum LCTS is set by the Government as up to 100% of the council tax you are liable to pay less any non-dependant deductions (see non-dependant deductions later in this document). If you are already getting or have claimed Pension Credit Guarantee the Council will grant maximum LCTS

What if I do not receive Pension Credit Guarantee, Income Support, income-based Jobseeker's Allowance, on Maximum Universal Credit or Income related Employment and Support Allowance?

If you do not get Pension Credit Guarantee, income Support, income-based JSA, maximum Universal Credit or income related Employment and Support Allowance, the council has to work out if you can get LCTS and if so, how much you can get.

To do this, the Council works out your maximum LCTS, and then compares your needs – called the living allowances or applicable amount – with your resources (your income and capital).

For customers receiving the Savings Credit of Pension Credit, the Council will use a statement supplied by The Pension Service to assess your resources (income and capital).

Second Adult Discount (SAD) for Pension Age Scheme

Apart from LCTS for yourself, you may also be able to get LCTS if you share your home with one or more adults. This is separate form of LCTS for you and is called Second Adult Discount (SAD). Second Adult Discounts are intended to assist you with Council Tax if you share your home with someone who is on a low income. Second Adult Discounts may be awarded in the following circumstances:

- if you are treated as living on your own for benefit purposes, and share your home on a non-commercial basis with a person who is on a low income and who is not liable to pay the council tax;
- the second adult is aged 18 or over; and
- no other person is paying rent to you for living in your home.

In order to be classed as a second adult, they must not be:

- liable for the council tax;
- a joint owner or tenant with you;
- your married or unmarried partner;
- someone who is disregarded for the purposes of a discount; or
- living with more than one liable person.

You will need to make a claim for SAD unless you have already claimed LCTS for yourself. The gross income of the second adult will be taken into account when assessing entitlement to SAD.

Gross income includes earnings from employment, as well as other income such as social security benefits and occupational pensions and actual income from the second adult's capital. Any Attendance Allowance or Disability Living Allowance paid to a second adult is completely disregarded. You may apply for SAD even if your own capital exceeds £16,000.

SAD is awarded on the basis of your Council Tax bill, after any reductions that you may be entitled to, are deducted. The amount of SAD that can be awarded is as follows;

Second Adult	Alternative Maximum LCTS
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(a) Where the second adult or all second adults are in receipt of income support, maximum Universal Credit, an income-related employment and support allowance or state pension credit or are persons on an income-based jobseeker's allowance;	25 per cent of the Council Tax due in respect of that day;
(b) where the gross income of the second adult or, where there is more than one second adult, their aggregate gross income disregarding any income of persons on income support maximum Universal Credit, an income-related employment and support allowance, state pension credit or an income-based jobseeker's allowance—	<p>Gross Income is less than £215.00 per week; 15 per cent of the Council Tax due in respect of that day;</p> <p>Gross Income is not less than £215.00 per week but less than £279.00 per week; 7.5 per cent of the Council Tax due in respect of that day;</p> <p><i>(Above are 2021 rates which will be subject to a 2022 uplift by the Govt.)</i></p>
(c) If the dwelling is occupied by a second adult/adults on state pension-credit, income-related jobseeker's allowance, maximum Universal Credit, income-related employment and support allowance or income support, living with a full-time student(s).	100 % of the Council Tax due in respect of that day.

Income less than applicable amount (see “Living Allowances or Applicable Amounts” below)

In this case you get maximum LCTS (depending on whether you are of Pension Age or Working Age this may vary in amount).

You will also get maximum LCTS as allowed under the scheme if your income is the same as your applicable amount.

Income greater than applicable amount (see “Living Allowances or Applicable Amounts” below)

In this case you will get an amount less than your maximum LCTS. The amount by which your LCTS is reduced is based on the difference between your income and your needs.

A percentage of this difference – called a taper – is taken away from your maximum LCTS

Calculating your needs

Your needs are known as your living allowance or applicable amount and this is an amount that is set each year. For the Pension Age scheme this is set and approved by Parliament. For the Working Age scheme this is set by the Council. Your applicable amount takes into account the size of your family, your age and extra needs you may have. It is made up of personal allowances and



premiums. Premiums are included if you have a family, or disability, or a disabled child.

Living Allowances or Applicable Amounts

The living allowances or applicable amount represents the needs of you and your family if you have one. The larger your family then the larger your applicable amount. The applicable amount is made up of three parts:

- a personal allowance; and
- personal allowances for children in your family; and
- premiums.

Personal allowance

Your applicable amount always includes a personal allowance. Different amounts apply according to your age and whether you have a partner.

Personal allowances for children

If you are looking after children (other than foster children) then you get an allowance for each child included in your applicable amount according to his or her age. This allowance is included until that child leaves school or reaches their 20th birthday.

A special rule applies if the child has left school and started work before Child Benefit stops.

Premiums for your family

Once personal allowances and allowances for children have been worked out, premiums can be added – if they apply – to make up your applicable amount.

Your children

A family premium will be included if you have any dependent children in your household. No matter how many children you have, you can only get one family premium.

Premiums or components for disabilities

These premiums are included in your applicable amount for people in your family with disabilities. There are three premiums and two components in this group:

- disabled child premium (for each disabled child in your household);
- disability premium (if you or your partner gets one of the benefits listed below or you have been off sick for more than 52 weeks);
- severe disability premium (if you are disabled and live in special circumstances);
- work related activity component; and
- support component.

Disabled child premium

The disabled child premium is a flat-rate premium, which may be awarded for each disabled child in your household and can be included with any other premiums. Your child is considered disabled if they are:

- registered blind
- or receiving Disability Living Allowance/Personal Independence Payment.

Disability premium

Disability premium will be included in your applicable amount if you and your partner are aged less than pension credit age and:

- either of you is registered blind; or



- either of you gets one of the qualifying benefits listed below; or
- has been off sick for 52 weeks or more.

Qualifying benefits

You will get the disability premium if you or your partner gets any of the following benefits:

- Disability Living Allowance ;or
- Personal Independence Payment.
- Working Tax Credit Disability Element; or
- Constant Attendance Allowance; or
- War pensioners' mobility supplement; or
- Severe Disablement Allowance; or
- Incapacity Benefit – long term rate or short-term higher rate paid at the long term rate.

Severe disability premium

This premium cannot be included on its own. You must first qualify for the disability premium.

If you are single or a lone parent - The severe disability premium may be included in your applicable amount if you:

- receive the care component of Disability Living Allowance at the highest or middle rate, Personal Independence Payment, Attendance Allowance or Constant Attendance Allowance; and
- live alone (but if others live with you, see below); and
- no one receives Carer's Allowance for looking after you.

If you have a partner

You may get the severe disability premium if you both:

- receive the care component of Disability Living Allowance (DLA) at the highest or middle rate, Personal Independence Payment, Attendance Allowance (AA) or Constant Attendance Allowance; or
- your partner is blind and you receive the care component of DLA at the highest or middle rate, Personal Independence Payment, Attendance Allowance (AA) or Constant Attendance Allowance; and
- no one lives with you; and
- no one receives Carers Allowance for looking after either one or both of you.

For the purposes of severe disability premium your LCTS is not affected if other people living with you are:

- Children; or
- aged 16-17; or
- a person who is registered blind; or
- receiving the care component of Disability Living Allowance (DLA) at the highest or middle rate, Personal Independence Payment or Attendance Allowance (AA); or
- people caring for you who are employed by a charity that makes a charge for this service



Enhanced Disability Premium

- Enhanced Disability Premium is awarded where you, or a member of your family, who is aged under 60 receives the highest rate of Disabled Living Allowance (DLA), Enhanced component of Personal Independence Payment or where the claimant is in receipt of Employment and Support Allowance Support Component. This premium will remain in payment if the DLA/PIP is suspended during hospitalisation. This premium is awarded at three different rates. They are:
 - a rate for each dependent child/young person in your household who receives the highest rate of DLA/Enhanced component of Personal Independence Payment;
 - a rate for a single person who receives the highest rate of DLA/Enhanced component of Personal Independence Payment;
 - a rate for couples where at least one member of the couple receives the highest rate of DLA/Enhanced component of Personal Independence Payment.

Work Related Activity Component

This is awarded where you or your partner receives main phase Employment and Support Allowance and receives a similar component within that benefit

Support Component

This is awarded where you or your partner receives main phase Employment and Support Allowance and receives a similar component within that benefit

Carer Premium

The Carer Premium is awarded if either you or your partner is looking after a disabled person and:

- receive Carer's Allowance; or
- made a claim for Carer's Allowance and would be entitled but for an overlapping benefit.

If both you and your partner satisfy the qualifying conditions two premiums can be awarded.

The carer premium continues for eight weeks after caring ceases.

Calculating your resources

Your resources are made up of your income and your capital. These are worked out as a weekly amount of income.

Income

Income is all the money that you have coming in from earnings, social security benefits, maintenance payments and other sources. Depending on the type of income, it may be completely or partially ignored in the calculation of your LCTS (the disregards), or taken fully into account.

For the Working Age Scheme your resources and those of your partner are taken together along with any Non-Dependants income when your household income and capital are worked out.

For the Pension Age Scheme your resources and those of your partner are taken together when your income and capital are worked out.

Income from employment

This explains what counts as your income from work you do, as an employee, when you are employed by someone else. If you are a company director or any other officeholder in a company you are classed as an employee of that company.



Earnings from employment mean any money you are paid when you work for someone else. This includes the following types of payments:

- bonuses or commission (including tips);
- money you get instead of your normal pay (for example, a liquidator may give you money when your employer stops trading and you are owed some pay);
- money you get in place of notice to end your employment, or money you get to make up for losing your job;
- money you get for holidays you did not take (holiday pay) – but not holiday pay owed to you more than four weeks after you stopped work;
- money you get if you are kept on while doing no work (for example, a retainer paid to school cooks during school holidays);
- expenses you are given to cover your travel to and from work;
- expenses you are given to cover the costs of looking after someone in your family
- any expenses you are given that are not essential for you to carry out your work;
- money you get, under the Employment Protection (Consolidation) Act 1978, when you are not given work because of bad weather, or money you get because of unfair dismissal;
- money that an industrial tribunal orders your employer to give you if the period of notice or redundancy that is required by law has not been given;
- money you get from your former employer's redundancy funds if the business goes into liquidation;
- Statutory Sick Pay or Statutory Maternity Pay;
- Statutory Paternity Pay and Statutory Adoption Pay;
- Employer's sick pay or employer's maternity pay
- earnings from permitted work, that is, work while you are getting an incapacity benefit which your doctor thinks would benefit your health.

Earnings from employment do not include:

- payment in kind (where no money is involved)
- expenses you are given that are essential for you to carry out work
- any occupational pension.

Net earnings

Once your gross earnings have been worked out, your council will take away:

- your income tax payments (allowing for personal relief); and
- your National Insurance (NI) contributions; and
- half of any contributions you make to an occupational or personal pension scheme (any amounts paid to a pension scheme by your employer do not count).

This gives your net earnings, which are used to work out your LCTS

Self-employed earnings

If you are self-employed, all the money you earn when you are not employed by someone else is known as your earnings from self-employment. You may have self-employed earnings even if you are also working for someone else, or if you are a franchise holder.

When working out your earnings the Council will want to know how much you earn when you are self-employed, and you will be asked to provide evidence, if possible, of how much you earn.

There are three stages in working out your self-employed earnings. The first is calculating the



gross profit of your business. In the second stage, deductions – which are called allowable expenses – are taken away from the gross profit to give the net profit of the business. In the third stage, tax, NI, and pension payments are taken away from your net profit to give your net earnings. The Council will apply a minimum income floor calculation in such cases where the declared income is less than an amount determined as appropriate for the type of business.

Child-minders

If you are a child-minder only one third of your earnings from child-minding will be taken into account when the council works out your LCTS for the Pension Age Scheme.

For the Working Age Scheme all of your earnings from child-minding will be taken into account.

Earnings and earnings disregards

After working out your net earnings, any amount that is not counted in the calculation of your LCTS is known as a disregard.

The amount of your earnings that is not counted depends on which premium is included in your applicable amount. There is more information on the applicable amount and premiums.

When £5 is not counted - If you are single and you cannot get a greater disregard by any of the means explained below, up to £5 of your weekly earnings will not be counted (the £5 disregard).

When £10 is not counted - If you have a partner and you cannot get the £20 disregard by any of the means explained below, up to £10 of your joint weekly earnings will not be counted (the £10 disregard).

When £20 is not counted - £20 per week of your earnings will not be counted if your applicable amount includes:

- the disability premium; or
- the severe disability premium; or the carer premium (where the carer is working).

If both you and your partner are carers, the total disregard cannot be more than £20. The carer premium and this earnings disregard can continue for a further eight weeks after caring ceases.

If you have a partner, your earnings are added together when your LCTS is worked out.

If you cannot get the £20 disregard under the above categories, you may still be able to get it if you are:

- a part-time fire-fighter; or
- an auxiliary coastguard; or
- a part-time member of a crew launching or manning a lifeboat; or
- a member of the Territorial Army or the Reserve Forces.

Additional disregard

If you work on average 30 hours a week or more you will usually be able to get an extra earnings disregard. In certain circumstances you can also qualify for the higher earnings disregard if you work 16 hours or more e.g. if you are a lone parent or disabled. This is the same amount as the 30-hour tax credit in your Working Tax Credit (WTC)

Childcare charges

In certain circumstances, average childcare charges of up to £175 (for one child) or up to £300 for 2 or more children per week per family can be offset against your earnings. This disregard, which



is in addition to the other earnings disregards, is available to:

- lone parents who are working 16 hours or more per week;
- couples where both are working 16 hours or more per week;
- couples where one member is working 16 hours or more per week and, generally, the disability premium, or, in certain circumstances, the higher pensioner premium, is included in the applicable amount on account of the other member's incapacity or the other member is in hospital or in prison.

It applies where formal childcare is provided by, for example, registered child-minders or day nurseries for children until the first Monday in September following their 15th birthday (or the 16th birthday for children who are entitled to Disability Living Allowance or who are registered blind).

In certain circumstances, help with childcare costs can be given while you are on maternity leave or paternity or adoption leave or you are sick. The authority will be able to give you more details.

In some other cases explained here, different amounts of your earnings are not counted.

If you are in receipt of Pension Credit Guarantee, Income Support, income-based Jobseeker's Allowance or income related Employment and Support Allowance then any earnings you get will not be counted again in working out LCTS.

Notional Earnings

If you have done some work and you seem to have been paid very little for it, then the Council will estimate what that work is worth. If you have a good reason for the pay being so low – for example, if you worked for someone who had very little money – then you should let the Council know. If necessary, the Council may check your statement of earnings by asking your employer.

Other income

Other income is all the other money you have coming in apart from earnings from employment or self-employment. It is sometimes called unearned income. In some cases none of your unearned income is counted. Sometimes part of it is counted, and in other cases it is all counted.

State benefits

The following benefits are counted in full as income for LCTS:

- Contribution-based Jobseeker's Allowance
- Contribution-based Employment and Support Allowance
- Universal Credit
- State Pension
- Incapacity Benefit
- Severe Disablement Allowance
- Carer's Allowance
- Industrial Injuries Disablement Benefit
- Industrial Death Benefit
- Working Tax Credit
- Child Tax Credit (ignored if you or your partner are pension age)
- Savings Credit of Pension Credit
- Bereavement Benefits (ignored if you or your partner are pension age).



Unearned income that is not counted

The following types of income are not counted by the Council when it works out your LCTS:

- any income you get if you are getting the Guarantee Credit of Pension Credit, Income Support, income related Employment and Support Allowance (ESAIR) or income-based Jobseeker's Allowance (JSA);
- Disability Living Allowance (DLA)/ Personal Independence Payment (PIP);
- Attendance Allowance (AA) or Constant Attendance Allowance (CAA);
- Attendance allowances paid as part of a War Disablement Pension or Industrial Injuries Disablement Benefit;
- Child Benefit;
- Child Maintenance (spousal maintenance is taken into account in part or in full depending on whether you have a child);
- money you get which takes the place of DLA, AA, CAA, or Income Support;
- war pensioners' mobility supplement;
- any money you get from the Social Fund;
- Guardian's Allowance;
- money you get as a holder of the Victoria Cross, the George Cross, or any comparable award;
- any grants or allowances you get from your local education authority if you have a dependent child who continues in education after school leaving age;
- any training premium and any refunded travelling expenses or living away from home allowances when you are on a Department for Education and Employment Training Scheme training course or at an employment rehabilitation centre;
- any money such as interest or dividends from savings or investments;
- any expenses you get from an employer that you need to carry out your work;
- any expenses you get from a charity so that you can carry out unpaid work;
- any income in kind (where you are given something other than money);
- any income you have which has been held back outside this country, as long as it remains held back, and it is not within your control;
- any money you get for fostering a child;
- any money you get for looking after an elderly or disabled person temporarily (community boarding out schemes);
- any money you get from a local Social Services Department to help keep a child at home instead of putting them into care;
- any Council Tax Benefit you have received;
- special payments made with your War Widow's Pension if you have been designated as a pre-1973 war widow;
- any charitable or voluntary payments which are made regularly;
- payments made under the Employment Department's 'Access to Work' scheme for disabled people; or
- War Disablement Pension or a War Widow's/Widower's Pension, or any similar payment from another country (Local Scheme)

Some types of income may be counted as capital.

Unearned income that is counted in part

The following are the types of unearned income that are only partly counted.

- the first £15 of Widowed Mother's Allowance or Widowed Parent's Allowance;
- the first £20 of any money from sub-tenants; or
- the first £20 then 50% of the excess of money you receive from a boarder is ignored. The



balance is treated as income.

Notional income

The council may think that there is income, which you could get, but you are not claiming it. This is known as notional income because you do not actually receive that income. The Council may take this into account for LCTS purposes

Parental contributions to students

If you are making a parental contribution to a student then part of your income is not counted to take account of this.

Capital

Your capital includes savings and investments held by yourself in any form (for example, bank and building society accounts, investment trusts, and shares) from any source (for example, inheritance, redundancy payments, and irregular payments from a charitable or voluntary source). It will normally also include the net sale value of land and housing that you do not occupy, after deducting 10% for expenses of sale.

If you have a partner, capital belonging to your partner is treated as yours for the purposes of LCTS

Capital outside the United Kingdom

If you have capital – in the form of liquid or fixed assets – outside this country, the Council will need to know how soon it can be transferred and how much it is worth. If the capital cannot be brought into this country, enquiries will be made about how easily it can be sold, and whether a willing buyer can be found. If no willing buyer can be found, it may not be counted.

Capital for Working Age

The first £6,000 of capital is not counted. Capital over £6,000 up to £16,000 will be taken into account at £1 a week for each £250 (or part of £250) of capital over £6,000. Actual interest payments or dividends are not counted as income but as capital.

Capital for Pension Age

The first £10,000 of capital is not counted. Capital over £10,000 up to £16,000 will be taken into account at £1 a week for each £500 (or part of £500) of capital over £10,000. Actual interest payments or dividends are not counted as income but as capital.

For customers who receive the Guarantee Credit of Pension Credit there is no upper limit on the capital you can have.

For the Pension Age scheme if you have capital over £16,000, you may still be entitled to Second Adult Discount, as your income and savings are not taken into account. However, the actual income received from the second adult's capital will be taken into account.

Personal possessions

Personal possessions – for example, a car, furniture and fittings in your house, and family belongings – are usually not included in the calculation of capital. However, this may not be the case where the Council has good reason to believe that something has been bought to reduce your capital in order to gain or increase entitlement to benefit. If the Council decides that you deliberately disposed of capital just so that you can get LCTS, it may assume that you have



notional capital to the value of the capital you disposed of.

If you own your home

The value of your property (including the house, garage and outbuildings) is not counted unless any part of the property could reasonably be sold off separately. Loans raised on the property will be counted as capital.

Property you own but do not occupy

The value of this property is counted as capital but you may be able to get LCTS even if the value of the property means that your savings are more than £16,000. This is because the value of the property may be ignored when your savings are worked out, in certain circumstances.

If the property is occupied by an elderly or disabled relative as their home, its value is not taken into account for as long as it is so occupied.

If you have recently acquired the property and you intend to occupy it as your home, its value may not be counted for 26 weeks, or for a longer period if reasonable, from the date you acquired it.

If you are trying to sell the property, its value may not be counted for the first 26 weeks after you start doing this. It may not be counted for longer than this if you are finding it difficult to sell the property.

If you are carrying out essential repairs or alterations so that you can live in the property, its value may not be counted for a period of 26 weeks from the date you first arranged for repairs to be carried out. It may not be counted for longer than this if you are finding it difficult to finish the work.

If you are taking legal action so that you can live in the property, its value may not be counted for the first 26 weeks after you start doing this. It may not be counted for longer than this if legal action is continuing and you cannot live in the property.

If you have left the property after the breakdown of a relationship, and it is occupied by your former partner, its value may not be counted for the first 26 weeks after you left. If the property is occupied by your former partner and they are a lone parent, the property will not be counted for as long as it continues to be so occupied.

Deposits on your accommodation

Sums that have to be deposited with a housing association as a condition of your tenancy are not counted.

Earmarked capital

If capital from the sale of a house is kept for a house purchase, it is not counted for up to six months, or longer if:

- major repairs or adaptations are needed for you to occupy your home; or
- the completion of the purchase of your new home is unavoidably delayed.

Compensation received for a burglary or for damage to or loss of a house is also not counted for six months, as long as it is to be used for repair or replacement

Valuation of property

Property will be valued at the price it would be expected to fetch on the open market, less any outstanding mortgage or legal charges on the property. Ten per cent of the current market value will also be deducted to take into account the cost of the sale.



If you have property outside Great Britain and there is no restriction on transferring money to this country, your property will be valued at its local sale value. If there is a restriction, its notional value will be the value of a sale to someone in the UK. In both cases, any outstanding mortgage or legal charges will be deducted, together with 10% of the total to cover the cost of the sale.

National Savings Certificates

National Savings Certificates of the current issue are valued at purchase price. Certificates of a previous issue are valued as if they were purchased on the last day of that issue.

Life assurance policies

The surrender value of life assurance policies is not taken into account when assessing LCTS.

Arrears of benefits

Any arrears of Disability Living Allowance, Attendance Allowance, Pension Credit, Income Support, income-based Jobseeker's Allowance, Personal Independence Payment, Universal Credit, Working Tax Credit and Child Tax Credit that you get are not counted for up to 12 months.

Lump sum payment of deferred State Pension

The gross amount of lump sum, or an interim payment made on account of a final lump sum, paid at the end of the period of deferring State Pension will be disregarded as capital for the life of the recipient.

Compensation payments

For LCTS purposes, compensation payments will normally be counted in full as capital. Capital will not be counted if it is held in trust or by the 'Court of Protection' as a result of a personal injury payment – for example, a criminal injury payment or a vaccine damage payment. For persons of Pension Age compensation payments made as a result of personal injury are ignored whether or not placed in a trust.

Business assets

Business assets of a self-employed earner are not counted while engaged in that business. Nor are they counted in certain other circumstances, but any shares owned will be treated as capital.

Notional Capital

The council may think that there is capital which you could get but which you do not have. This is known as notional capital because you do not actually possess that capital.

- Capital you have disposed of - You will be treated as having notional capital if you have disposed of capital in order to get LCTS or to get more LCTS.
- Capital you could have got - If you have the right to money held in a private trust, then that is actually your capital, and will be taken fully into account.

If the Council has decided to treat you as possessing notional capital they will reduce the amount of this capital on a regular basis by a set calculation. This calculation reduces your notional capital by the amount of support you have lost as a result of deprivation.

How LCTS is paid

If you are liable to pay the Council Tax, the Council will normally send you a Council Tax bill from which your LCTS has already been deducted. You will then have to pay only the reduced amount. This means that you will not actually receive any money, but your Council Tax bills will be reduced.



How you will be notified about your LCTS

The Council will reach a decision on your entitlement to LCTS as soon as possible after our claim and all supporting evidence is received.

How can I appeal?

If you disagree with the decision you will need to write to the Council stating the reasons. The Council has two months to reply to you. If the Council agrees with your appeal then the LCTS will be amended and you will receive another Council Tax bill showing the revised amount.

If the Council does not agree with your appeal or you do not receive a response within two months, you may appeal to the Valuation Tribunal. This is an independent tribunal who will hear your case (either in person or in writing). If the Valuation Tribunal agrees with you they will instruct the Council to amend your LCTS accordingly.

Throughout the appeal you will still be required to make payment of your Council Tax liability as determined by the Council.

Changes of circumstances

You must notify your Council immediately if there is a change in anything that might affect your right to or the amount of LCTS.

This will include:

- where you live; or
- who you live with; or
- your income, savings and investments; or if you stop getting Pension Credit, Income Support, income-based Jobseeker's Allowance, Universal Credit or Employment and Support Allowance; or
- if you get a job; or
- if you or your partner go into hospital; or
- if there is any other change in your circumstances which you might reasonably be expected to know might affect your right to LCTS

The changes must be notified in writing although in certain circumstances the Council may accept this by telephone or electronically

Most of these changes will affect your LCTS in the following support week, but changes in the amount of Council Tax payable will affect your LCTS from the day on which the change occurs.

Students

LCTS is not normally available for students. The exceptions are:

- vulnerable students, such as disabled students and lone parents;
- part-time students; and
- couples where one partner is not a student.

Students who are liable to pay the Council Tax may claim Second Adult Discount (SAD) if they are of pension age.

Loan and grant income

The grant money you get is generally paid to cover the period you are studying. If it does not cover this period the Council, or Student Awards Agency for Scotland, will tell you the period it does



cover.

If you are eligible for a loan or have been awarded a grant the Council will assume that these amounts are paid, whether they are actually paid or not.

The money you receive in your loan is your income for the period between the beginning of September and the end of June and is divided by the number of weeks in that period to give a weekly amount.

If you receive a dependant's grant this will be taken into account over the same period as your loan unless you also receive, or only receive, a grant towards your personal maintenance.

Because much of your loan is meant for essential educational items, some of the grant is ignored when working out your income for LCTS. The following elements of your loan or grant are not counted:

- tuition and examination fees;
- any disability allowance in your grant;
- the cost of term-time residential study away from your college;
- the Two Homes Grant – given when you have to maintain another home away from college;
- an allowance for books and equipment; and
- travel expenses.

Students and partners

Your grant may have been reduced to allow for your partner's income because your partner can make a contribution to your expenses. An amount – equal to that contribution – is then ignored when the Council works out your joint income for LCTS. If a student is required to contribute to his own grant income, an equivalent amount is disregarded from the income used to assess that contribution.

Other income

This will be treated in the same way as grant income if it is intended for expenditure that is needed on the course. If the income is not intended for expenditure on the course, it is treated under the normal rules for income.

Loans from the Student Loans Company

The maximum loan available to you will be taken into account regardless of whether you have borrowed up to your limit or not. The loan will be divided by the number of weeks between the beginning of September and the end of June to arrive at a weekly figure for assessment purposes. Up to £10 a week of the loan may be ignored.

Access funds

These are discretionary payments made by educational establishments to students who are facing financial hardship.

The amount of the payment to be taken into account will depend on how it is to be paid and what the payment is for. Some payments from the funds can be disregarded in full.

Information and information sharing

The Council will use information provided by the Department of Work and Pension and Her Majesty's Revenues and Customs for the purposes of LCTS, council tax liability, billing, administration and enforcement



The Council may receive and obtain information and evidence relating to claims for LCTS from—

- a. persons making claims for LCTS;
- b. other persons in connection with such claims;
- c. other local authorities; or
- d. central government departments including the DWP and HMRC

The Council may verify relevant information supplied to, or obtained for, LCTS purposes.

Counter Fraud and Compliance

In order to protect the finances of the Council and also in the interests of all Council Taxpayers, the authority will undertake such actions as allowed by law to;

- a. Prevent and detect fraudulent claims and actions in respect of LCTS;
- b. Carry out investigations fairly, professionally and in accordance with the law; and
- c. Ensure that sanctions are applied in appropriate cases.

**Localised Support for Council Tax
Exceptional Hardship Policy**



1.0 Background 3

2.0 Exceptional Hardship Fund and Equalities 3

3.0 Purpose of this policy 4

4.0 The Exceptional Hardship Fund Process 4

5.0 Awarding an Exceptional Hardship Fund Payment 5

6.0 Publicity 6

7.0 Claiming an Exceptional Hardship Fund payment 6

8.0 Changes in circumstances 7

9.0 Duties of the applicant and the applicant’s household 7

10.0 The award and duration of an Exceptional Hardship Payment 7

11.0 Award of the Exceptional Hardship Fund payment 7

12.0 Overpaid Exceptional Hardship Fund Payments 7

13.0 Notification of an award 7

14.0 Appeals 7

15.0 Fraud 8

16.0 Complaints 8

17.0 Policy Review 8

1.0 Background

1.1 An Exceptional Hardship Fund (EHF) has been set up by the Council to assist Council Tax payers who are facing 'exceptional hardship'. Although it is envisaged that the majority of recipients will be in receipt of local council tax support (LCTS), in exceptional circumstances, applications will also be considered from council tax payers who do not qualify for LCTS.

1.2 The main features of the fund are as follows:

- The operation of the Fund will be at the total discretion of the Council;
- The Fund will be operated by the Revenues and Benefits section of the Council;
- There is no statutory right to payments from the fund although the Council will consider all applications received;
- Exceptional Hardship Fund payments are not payments of Council Tax Support (as defined within S13a of the Local Government Finance Act 1992);
- Exceptional Hardship Fund payments will only be available from 1st April 2013 and **will not be available for any other debt other than outstanding Council Tax**;
- Where an Exceptional Hardship Payment is requested for a previous period, Exceptional Hardship must have been proven to have existed throughout the whole of the period requested;
- Exceptional Hardship Payments are designed as a short-term help to the applicant and it is expected that payments will be made for a short term only to give applicants time to explore sustainable / alternative solutions; and
- All applicants will be expected to engage with the Council and undertake the application process.

2.0 Exceptional Hardship Fund and Equalities

2.1 The creation of an Exceptional Hardship Fund facility meets the Council's obligations under the Equality Act 2010.

2.2 This policy has been created to ensure that a level of protection and support is available to those applicants most in need. It should be noted that the Exceptional Hardship Fund is intended to help in cases of **extreme** financial hardship and not to support a lifestyle or lifestyle choice. Whilst the definition 'Exceptional Hardship' is not exactly defined by this policy, it is accepted that sudden or unexpected changes to individual circumstances may cause temporary financial hardship with any support made under this policy being at the total discretion of the Council. However exceptional hardship should be considered as 'hardship beyond that which would normally be suffered'

3.0 Purpose of this policy

- 3.1 The purpose of this policy is to specify how the Council will operate the scheme, to detail the application process and indicate a number of factors, which will be considered when deciding if an Exceptional Hardship Fund payment can be made.
- 3.2 Each case will be treated on its own merits and all applicants will be treated fairly and equally in gaining accessibility to the Fund and also in respect of the decisions made on each application.

4.0 The Exceptional Hardship Fund Process

- 4.1 As part of the process of applying for additional support from the Exceptional Hardship Fund, all applicants must be willing to undertake **all** of the following:
- Make a separate application for assistance;
 - Provide full details of their income and expenditure;
 - Accept assistance from either the Council or third parties such as the CAB or similar organisations to enable them to manage their finances more effectively including the termination of non-essential expenditure;
 - Identify potential changes in payment methods and arrangements to assist the applicant;
 - Assist the Council to minimise liability by ensuring that all discounts, exemptions and reductions are properly granted; and
 - Maximise their income through the application for other welfare benefits, cancellation of non-essential contracts and outgoings and identifying the most economical tariffs for the supply of utilities and services generally.
 - Where applicable, explain actions they are currently exploring to find a sustainable response to their current circumstance if it is expected that exceptional hardship may continue for a longer period of time.
- 4.2 Through the operation of this policy the Council will look to
- Support those in exceptional hardship;
 - Allow a short period of time for someone to adjust to unforeseen short-term circumstances and to enable them to “bridge the gap” during this time, whilst the applicant seeks alternative solutions;
 - Enable long term support to households in managing their finances;
 - Help applicants through personal crises and difficult events that affect their finances;
 - Help those applicants who are trying to help themselves financially; and
 - Encourage and support people to obtain and sustain employment.
- 4.3 It cannot be awarded for the following circumstances:
- Where full Council Tax liability is being met by Council Tax Support;
 - For any other reason, other than to temporarily reduce Council Tax liability;

- Where the Council considers that there are unnecessary expenses/debts etc. and that the applicant has not taken reasonable steps to reduce these;
- To pay for any overpayment of Council Tax Support caused through the failure of the applicant to notify changes in circumstances in a timely manner or where the applicant has failed to act correctly or honestly;

5.0 Awarding an Exceptional Hardship Fund Payment

5.1 The Council will decide whether or not to make an Exceptional Hardship Fund award, and how much any award might be up to a maximum of the amount of Council Tax outstanding, with each decision being reviewed by a senior manager to demonstrate fairness and consistency.

5.2 When making this decision the Council will consider:

- Whether the applicant has engaged with the Exceptional Hardship Payment process;
- All capital, income received & expenditure of the applicant, their partner and any member of their household irrespective of whether the income is included or not as household income under the Council Tax Support scheme
- How **reasonable** expenditure exceeds income;
- The difficulty experienced by the applicant that prohibits them from being able to meet their Council Tax liability, and the length of time this difficulty will last.
- The personal circumstances, age and medical circumstances (including ill health and disabilities) of the applicant, their partner any dependants and any other occupants of the applicant's home;
- Other debts outstanding for the applicant and their partner;
- The exceptional nature of the applicant and/or their family's circumstances that impact on finances;
- The length of time they have lived in the property; and
- If a Discretionary Housing Payment has already been awarded to meet a shortfall in rent;

5.3 The above list is not exhaustive and other relevant factors and special circumstances will be considered.

5.4 An award from the Exceptional Hardship Fund does not guarantee that a further award will be made at a later date, even if the applicant's circumstances have not changed.

6.0 Publicity

6.1 The Council will make a copy of this policy available for inspection and will be published on the Council's website.

7.0 Claiming an Exceptional Hardship Fund payment

- 7.1 An applicant must make a claim for an Exceptional Hardship Fund award by submitting an application to the Council, preferably via email to benefitsmail@tendringdc.gov.uk.
- 7.2 If it is not possible to make a claim via email or if any further help is required, assistance is available at the Council Tax Office, Pier Avenue, Clacton.
- 7.3 Where the Revenues and Benefits Service identify a household that is failing to clear previous years Council Tax but are paying current Council Tax with best endeavours, then their ability to pay arrears maybe considered for help through the hardship fund. This clause is not intended to cover those taxpayers who have not paid or have failed to pay until a summons has been issued.
- 7.4 In most cases the person who claims the Exceptional Hardship Fund award will be the person liable to pay Council Tax, however, a claim can be accepted from someone acting on another's behalf, such as an appointee, if it is considered reasonable.

8.0 Changes in circumstances

- 8.1 The Council may revise an award from the Exceptional Hardship Fund where the applicant's circumstances have changed.

9.0 Duties of the applicant and the applicant's household

- 9.1 A person claiming an Exceptional Hardship Fund payment is required to:
- Provide the Council with such information as it may require to make a decision;
 - Tell the Council of any changes in circumstances that may be relevant to their ongoing claim; and
 - Provide the Council with such other information as it may require in connection with their claim.

10.0 The award and duration of an Exceptional Hardship Payment

- 10.1 Both the amount and the duration of the award are determined at the discretion of the Council, and will be done so on the basis of the evidence supplied and the circumstances of the claim.
- 10.2 The start date of such a payment and the duration of any payment will be determined by the Council. In any event, the maximum length of the award will not exceed the end of the financial year in which the award is given.

11.0 Award of the Exceptional Hardship Fund payment

- 11.0 Any Exceptional Hardship Fund payment will be made direct onto the customer's Council Tax account, thereby reducing the amount of Council Tax payable.

12.0 Overpaid Exceptional Hardship Fund Payments

- 12.1 Overpaid Exceptional Hardship Fund payments will generally be recovered directly from the applicant's council tax account, thus increasing the amount of council tax due and payable.

13.0 Notification of an award

13.1 The Council will notify the outcome of each application for Exceptional Hardship Fund payments in writing. The notification will include the reason for the decision and advise the applicant of their appeal rights.

14.0 Appeals

14.1 Exceptional Hardship Fund payments are not part of Council Tax Support, and are therefore not subject to the statutory appeal process.

14.2 If the applicant is not satisfied with the decision in respect of an application for an Exceptional Hardship Fund payment, a decision to reduced amount of Exceptional Hardship Fund payment, a decision not to backdate an Exceptional Hardship Fund payment or a decision that there has been an overpayment of an Exceptional Hardship Fund payment, the Council will look at the decision again.

14.3 An officer, other than the original decision maker, will consider the appeal by reviewing the original application and any other additional information and/or representation made, and will make a decision within 14 days of referral or as soon as practicable. This decision will be final.

14.4 Any request for an appeal must be made within one month of the date of the notification letter confirming the original decision.

14.5 The outcome of the appeal will be set out in writing, detailing the reasons for the decision or upholding the original decision.

15.0 Fraud

15.1 The Council is committed to protect public funds and ensure funds are awarded to the people who are rightfully eligible to them.

15.2 An applicant who tries to fraudulently claim an Exceptional Hardship Fund payment by falsely declaring their circumstances, providing a false statement or evidence in support of their application, may have committed an offence under The Fraud Act 2006.

15.3 Where the Council suspects that such a fraud may have been committed, this matter will be investigated as appropriate and may lead to criminal proceedings being instigated.

16.0 Complaints

16.1 The Council's Complaints Procedure (available on the Council's website) will be applied in the event of any complaint received about this policy.



17.0 Policy Review

- 17.1 This policy will be reviewed at least every year and updated as appropriate to ensure it remains fit for purpose. However, the review may take place sooner should there be any significant changes in legislation.

Under the Council Tax (Prescribed Classes of Dwellings) regulations the following discretionary discounts will apply for the 2022/2023 financial year:-

Class A – Unoccupied and furnished dwellings with a planning restriction preventing occupation for at least 28 days.

0% discount (on the days when the property cannot be used due to a planning restriction a statutory exemption is allowed under Class G).

Class B – Unoccupied and furnished dwellings without a planning restriction preventing occupation for at least 28 days.

0% discount

Class C – Unoccupied and substantially unfurnished dwellings.

0% discount

Class D – Unoccupied and unfurnished requiring major repairs or alterations.

(a) which satisfies the requirement set out in the regulations unless it has been such a dwelling for a continuous period of twelve months or more ending immediately before the day in question;

(b) the requirement referred to in paragraph (a) is that the dwelling is vacant and—

(i) requires or is undergoing major repair work to render it habitable, or

(ii) is undergoing structural alteration; or

(iii) has undergone major repair work to render it habitable, if less than six months have elapsed since the date on which the alteration was substantially completed and the dwelling has continuously remained vacant since that date;

(c) For the purposes of paragraph (b) above “major repair work” includes structural repair work.

100% discount up to 12 months

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Care Leaver's Council Tax Discount Policy

Introduction

This policy utilises the discretionary power available to billing authorities arising from S13A(1)(c) of the Local Government Finance Act 1992 to reduce, or further reduce, the amount of council tax a care leaver is liable to pay with effect from 1 April 2022.

Definitions

For the purpose of this policy, a 'care leaver' is defined as:

A person aged up to 21, who has either

- (a) been looked after by Essex County Council 'Essex' for at least 13 weeks since the age of 14; and who was looked after by the local authority at school-leaving age or after that date; or
- (b) who is entitled to leaving care support from Essex.

The Children Act 1989 defines the categories of children entitled to leaving care support as:

'Eligible children' are those young people aged 16-17 who are still in care and have been 'looked after' for a total of 13 weeks from the age of 14 and including their 16th birthday;

'Relevant children' are those young people aged 16 and 17 who have already left care, and who were 'looked after' for at least 13 weeks from the age of 14 and have been 'looked after' at some time while they were 16 or 17;

'Former relevant children' are those young people aged 18, 19 or 20 who have been eligible and/or relevant.

Policy statement

For the purpose of calculating the amount of discretionary council tax reduction to apply, care leavers and those in their household are required to take steps to minimise their liability for council tax by claiming discounts, exemptions and council tax reduction.

After all discounts, exemptions and council tax reduction have been claimed the Council will reduce the council tax liability so that the liability of the household is the same that it would have been had the care leaver been a 'disregarded persons' (such as students) as detailed in s11 and Schedule 1 of the Local Government Finance Act 1992

For example:

A care leaver joining an existing household with a single person discount in place will be given sufficient discretionary relief to ensure that the council tax liability does not increase as a result of their presence.

A household where only care leavers are liable to pay council tax will be given sufficient discretionary relief to extinguish the council tax liability completely.

A care leaver in a property, which would otherwise be exempt from council tax, will be given sufficient discretionary relief to ensure that no council tax continues to be payable.

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Council Tax Premiums to apply for the 2022/2023 financial year:-
<i>From 1 April 2022, the following additional amounts of council tax (a premium) will be charged when a property has been empty for two years or more:</i>
Properties that are empty for two years, but less than five years, will attract a premium of 100%, and therefore charged 200% of the set council tax.
Properties that are empty for five years, but less than ten years, will attract a premium of 200%, and be charged 300% of the set council tax.
Properties that are empty for ten years or more will attract a premium of 300%, and be charged 400% of the set council tax.

The above premiums will apply to the property, so a change of ownership or tenancy will not affect the premium.

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ANNUAL MINIMUM REVENUE PROVISION POLICY STATEMENT for 2022/23

The Council is required to have a policy on providing a prudent minimum revenue provision which must be approved by Full Council each year.

Unlike a mortgage where amounts of principal are repaid each month, the borrowing undertaken by this Council may be repayable on maturity at an agreed future date. To reflect this, the minimum revenue provision (MRP) exists which is a concept whereby an amount is charged to revenue each year in order to have sufficient monies set aside to meet the future repayment of principal on any borrowing undertaken.

The regulations require Local Authorities to set aside as its annual MRP an amount that it considers to be “prudent”. The aim of the regulations is that the period over which an MRP is calculated closely relates to the life of the asset.

However in the case of the Housing Revenue Account (HRA) it has been the Council’s policy not to make any MRP charge to the HRA because the level of borrowing relating to the HRA is significantly less than the value of the housing stock. Following the implementation of the new self financing arrangements from April 2012, the structure of the borrowing to fund the associated HRA debt settlement was based on principal being repaid over the 30 years of the HRA business plan. Therefore this principal is in effect the amount set aside to repay debt and will therefore be treated as HRA MRP. In terms of MRP for ‘old’ HRA debt, this will be kept under review as part of future HRA business planning processes.

The options applicable in calculating MRP are as follows:

Where Capital Expenditure is financed by Government Supported Borrowing

- **Regulatory Method** – This is where borrowing is supported by the Government through the Formula Grant and Local Authorities can continue to use the existing approach as set out in the old regulations.
- **Capital Financing Method** – Similar to the above, Local Authorities can continue to set aside 4% of their General Fund capital expenditure financed by borrowing each year as MRP. The difference compared with the regulatory method is that it excludes a transitional adjustment that relates to the regulations that were applicable before the current regulations. As this adjustment does not apply to TDC, the two approaches are essentially the same.

Where Capital Expenditure is financed by Prudential Borrowing

- **Asset Life Method** – Two alternatives are provided within the guidance. The first is that MRP can be calculated by taking the amount borrowed and dividing it by the associated assets useful life – equal instalment method. The second is based on a more complicated annuity basis although based on the same principle.
- **Depreciation Method** – This requires that an MRP is made in accordance with current rules for depreciation accounting whereby an amount would be charged equal to the annual depreciation of the specific asset which could differ from the previous options given the alternatives for calculating depreciation.

A significant advantage of the asset life method over the depreciation method is that MRP does not have to start until the year the related asset becomes operational which may be different to the year in which depreciation would be charged.

It is important to note that subject to the type of asset acquired there may be a significant impact on the revenue budget, which would need to be taken into account in any future spending / borrowing decisions.

Having reviewed the position for 2022/23, no changes compared to 2021/22 are proposed. Therefore the Annual Minimum Revenue Provision Policy Statement for 2022/23 is as follows:

In accordance with the Local Authorities (Capital Finance and Accounting)(England)(Amendment) Regulations 2008, the Council's policy for the calculation of MRP for 2022/23 shall be the Capital Financing Requirement Method for supported borrowing and the Asset Life (equal instalment) Method for prudential borrowing.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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