



CABINET

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| DATE: | Friday, 23 June 2023 |
| TIME: | 10.30 am |
| VENUE: | Committee Room - Town Hall, Station Road, Clacton-on-Sea, CO15 1SE |

MEMBERSHIP:

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| Councillor M Stephenson | - Leader of the Council; Portfolio Holder for Corporate Finance and Governance |
| Councillor I Henderson | - Deputy Leader of the Council; Portfolio Holder for Economic Growth, Regeneration and Tourism |
| Councillor Baker | - Portfolio Holder for Housing and Planning |
| Councillor Barry | - Portfolio Holder for Leisure and Public Realm |
| Councillor Bush | - Portfolio Holder for Environment |
| Councillor Kotz | - Portfolio Holder for Assets |
| Councillor Placey | - Portfolio Holder for Partnerships |

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DATE OF PUBLICATION: THURSDAY, 15 JUNE 2023

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 - 10)**

To confirm and sign the minutes of the last meeting of the Cabinet held on Friday 17 March 2023.

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 - A.1 - Motion to Council: Ring-Fencing of Capital Receipts arising from the Disposal of Surplus Land (Pages 11 - 18)**

To report to Cabinet a motion submitted at the meeting of the Council held on 2 March 2023.

7 **Matters Referred to the Cabinet by a Committee - Reference from the Resources and Services Overview & Scrutiny Committee - A.2 - Scrutiny of Procurement and Contract Management (Pages 19 - 24)**

To enable the Cabinet to consider the recommendations submitted to it by the Resources and Services Overview & Scrutiny Committee following the scrutiny of procurement and contract management.

8 **Matters Referred to the Cabinet by a Committee - Reference from the Resources and Services Overview & Scrutiny Committee - A.3 - Scrutiny of Planning Enforcement (Pages 25 - 30)**

To enable the Cabinet to consider the recommendations submitted to it by the Resources and Services Overview & Scrutiny Committee following the scrutiny of the Council's planning enforcement function by the Task and Finish Working Group on Planning Enforcement.

9 **Matters Referred to the Cabinet by a Committee - Reference from the Planning Policy & Local Plan Committee - A.4 - Conservation Area Character Appraisals and Management Plans for Great Clacton, Lawford, Bradfield and Ramsey (Pages 31 - 200)**

To enable the Cabinet to consider the recommendations made to it by the Planning Policy & Local Plan Committee in relation to the Great Clacton, Lawford, Bradfield and Ramsey Conservation Area Appraisals and Management Plans prepared for the Council by Essex Place Services.

10 Leader of the Council's Items

There are no items submitted by the Leader of the Council on this occasion.

11 Cabinet Members' Items - Report of the Assets Portfolio Holder - A.5 - Petition: Suspend Property Dealing and development of TDC Land Parcels in Great and Little Oakley and Offer the Land to the Parish Councils (Pages 201 - 208)

To formally report the receipt of a petition submitted requesting the suspension of property dealing and development of TDC land parcels in Great and Little Oakley and offer the land to the Parish Councils.

12 Cabinet Members' Items - Report of the Deputy Leader of the Council & Economic Growth, Regeneration and Tourism Portfolio Holder - A.6 - Clacton Civic Quarter Levelling Up Fund (LUF) Bid, Dovercourt Town Centre Improvement Corridor Capital Regeneration Project (CRP) Bid (Pages 209 - 234)

To seek approval that the Section 151 Officer, in consultation with the Corporate Director (Place & Economy) and the Portfolio Holder for Economic Growth, Regeneration & Tourism, should sign the Memorandum of Understanding with Government for delivery of the Dovercourt Town Centre Improvement Corridor Capital Regeneration Project (Dovercourt CRP).

To also seek approval for the approach to delivering that Project, as well as the approach to delivering the Clacton Civic Quarter Levelling Up Fund (Clacton LUF).

To also provide Cabinet with an update on progress with these schemes.

13 Management Team Items

There are no items submitted by the Management Team on this occasion.

Date of the Next Scheduled Meeting

The next scheduled meeting of the Cabinet is to be held in the Committee Room - Town Hall, Station Road, Clacton-on-Sea, CO15 1SE at 10.30 am on Friday, 21 July 2023.

Information for Visitors

COMMITTEE ROOM FIRE EVACUATION PROCEDURE

There is no alarm test scheduled for this meeting. In the event of an alarm sounding, please calmly make your way out of any of the fire exits in the hall and follow the exit signs out of the building.

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**MINUTES OF THE MEETING OF THE CABINET,
HELD ON FRIDAY, 17TH MARCH, 2023 AT 10.30 AM
IN THE COMMITTEE ROOM, AT THE TOWN HALL, STATION ROAD, CLACTON-
ON-SEA, CO15 1SE**

Present: Councillors Neil Stock OBE (Leader of the Council)(Chairman), Carlo Guglielmi (Portfolio Holder for Corporate Finance & Governance), Jeff Bray (Portfolio Holder for Planning), Paul Honeywood (Portfolio Holder for Housing), Lynda McWilliams (Portfolio Holder for Partnerships), Mary Newton (Portfolio Holder for Business & Economic Growth), Alex Porter (Portfolio Holder for Leisure & Tourism) and Michael Talbot (Portfolio Holder for the Environment & Public Space)

Group Leaders Present by Standing Invitation: Councillors Terry Allen (Leader of the Tendring First Group), Jayne Chapman BEM (Leader of the Independents Group), Ivan Henderson (Leader of the Labour Group), Gary Scott (Leader of the Liberal Democrats Group), Mark Stephenson (Leader of the Tendring Independents Group) and Colin Winfield (Leader of the Holland-on-Sea Group)

Also Present: Councillors Andy Baker (Deputy Leader of the Tendring Independents Group), Valerie Guglielmi and Gina Placey (Deputy Leader of the Tendring First Group)

In Attendance: Ian Davidson (Chief Executive), Lisa Hastings (Deputy Chief Executive & Monitoring Officer), Lee Heley (Corporate Director (Place & Economy)), Gary Guiver (Director (Planning)), Richard Barrett (Assistant Director (Finance and IT) & Section 151 Officer), Tim Clarke (Assistant Director (Housing and Environment)), Anastasia Simpson (Assistant Director (Partnerships)), Keith Simmons (Head of Democratic Services and Elections), Ian Ford (Committee Services Manager), William Lodge (Communications Manager) and Keith Durran (Committee Services Officer)

128. APOLOGIES FOR ABSENCE

No apologies for absence were submitted on this occasion.

129. MINUTES OF THE LAST MEETING

It was **RESOLVED** that the minutes of the meeting of the Cabinet, held on Friday 17 February 2023, be approved as a correct record and be signed by the Chairman.

130. DECLARATIONS OF INTEREST

Councillor Allen declared an Interest in relation to any items that were due to be discussed at this meeting that specifically touched on Frinton and Walton Town Council

insofar as he was a Town Councillor on that body. He specifically made mention of Beach Huts in that Frinton and Walton Town Council rented out to two beach huts to its residents only. He stated for the record that he had no personal interest in any other beach huts.

Councillors G V Guglielmi, I J Henderson, P B Honeywood and M E Stephenson each declared an Interest in Agenda Item 10 – Report A.2 – The Shared Procurement Partnership insofar as they were also members of Essex County Council.

131. ANNOUNCEMENTS BY THE LEADER OF THE COUNCIL

The Leader of the Council (Councillor Stock OBE) informed Cabinet that the District of Tendring had been mentioned twice in the Chancellor of the Exchequer's Budget speech earlier in the week.

Firstly, the levelling up bid for Dovercourt, which had initially been unsuccessful, had been re-appraised and re-examined and had now been deemed successful which had been confirmed in a recent letter from the Secretary of State. He stated that this was a success not just for this Council but for its partnership working with Essex County Council, the NHS and the University of Essex amongst others.

Secondly, the Government had announced that it wanted to set up 20 Levelling Up Partnerships around the country and the District of Tendring would be one of those. The Leader genuinely believed that this Council was one of the best placed of those 20 to deliver demonstrable improvements to the life outcomes of its residents.

Councillor Stock then responded to comments made by Councillors I J Henderson, Allen and Bray.

132. ANNOUNCEMENTS BY CABINET MEMBERS

There were no announcements made by Cabinet Members on this occasion.

133. MATTERS REFERRED TO THE CABINET BY THE COUNCIL

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

134. MATTERS REFERRED TO THE CABINET BY A COMMITTEE

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

135. LEADER OF THE COUNCIL'S ITEMS

There were no items submitted by the Leader of the Council on this occasion.

136. CABINET MEMBERS' ITEMS - REPORT OF THE PLANNING PORTFOLIO HOLDER - A.1- ARDLEIGH NEIGHBOURHOOD PLAN – PROPOSAL FOR PUBLIC CONSULTATION

Cabinet considered a report of the Planning Portfolio Holder (A.1), which sought its agreement for Officers to carry out a six week public consultation on Ardleigh Parish Council's new Neighbourhood Plan, as part of the statutory plan-making process.

It was reported that Ardleigh Parish Council had submitted the final version of its Neighbourhood Plan to Tendring District Council (TDC). The Neighbourhood Plan had been prepared by the Parish Council having regard to the technical evidence, feedback from community engagement activities and the ongoing advice of TDC Officers.

Members were informed that, as part of the statutory plan-making process, the Neighbourhood Plan must be published for six-weeks formal consultation and thereafter undergo an independent examination and a local referendum before it could be formally adopted by the District Council.

Cabinet was advised that, in adoption, the Neighbourhood Plan (with any changes required as a result of the consultation and examination process) would form part of the 'Development Plan' alongside the Tendring District Local Plan and would be a material consideration in the determination of planning applications.

Members were made aware that the documents submitted by Ardleigh Parish Council included the Neighbourhood Plan itself, a consultation document, a 'Basic Condition Statement' and a number of other supporting documents including a Habitat Regulation Assessment and a Strategic Environmental Assessment.

Cabinet noted that, because of the timing of both District Council and Town/Parish Council elections on 4th May 2023 and the concomitant restrictions on consultation activity in the pre-election period which had commenced on 13th March 2023, the six-week consultation would have to take place following those elections.

It was reported that the decisions involved in the process of making a Neighbourhood Development Plan were largely technical, or administrative, in nature, however certain decisions, for example, the decision to hold a referendum, or ultimately the decision to make the Neighbourhood Plan and bring it into force could be key decisions and as such should include Members' involvement.

Having duly considered the contents of the submitted documentation and in order to allow this matter to move forward:-

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

RESOLVED that Cabinet -

- a) notes the contents of the submitted documentation at Appendix 1 (The Neighbourhood Development Plan), Appendix 2 (Ardleigh Consultation Statement) and Appendix 3 (Ardleigh Basic Condition Statement); and
- b) authorises the Director (Planning) to carry out a six week public consultation on the Neighbourhood Plan and other related documents, in accordance with Regulation 16 of the Neighbourhood Planning Regulations 2012, following the District and Town/Parish Council elections in May 2023.

137. CABINET MEMBERS' ITEMS - REPORT OF THE CORPORATE FINANCE AND GOVERNANCE PORTFOLIO HOLDER - A.2 - THE SHARED PROCUREMENT PARTNERSHIP

Cabinet considered a report of the Corporate Finance & Governance Portfolio Holder (A.2), which updated it on the successes of the joint working arrangements with Tendring District Council (TDC) and Essex County Council (ECC) for the delivery of procurement functions and which also sought its approval to explore a wider procurement partnership at a strategic level, in order to maximise existing opportunities through closer partnership working with other Councils.

Essex County Council & Tendring District Council - provision of procurement services

Cabinet was reminded that the partnership between TDC and ECC had begun on 1st October 2021. Since that time the joint team had worked on 53 procurements, of which 24 had been awarded or were awaiting governance approval to award. In addition to the above, the shared procurement resource had provided advice and support to colleagues across TDC on how to source a wide range of goods and services. The joint team had embedded a new robust approach to procurement practice with improved documentation, using the Proactis resourcing tool to ensure the visibility of procurement opportunities and robust adoption of procurement process and evaluation principles. Procurement training had been and continued to be rolled out across the organisation and a new approach to category management had begun to identify key areas of spend where enhanced value for money could be achieved.

Combined, this had helped the Council to improve its approach to how it spent public money and set the foundations for further improvements.

Joint Shared Procurement Partnership:

Cabinet was made aware that ECC and Braintree District Council (BDC) had proposed to create a shared procurement service, which would bring together the existing ECC Shared Procurement team, which currently supported TDC with the Essex Procurement Hub (EPH) in partnership for common benefit to all members. This partnership and new Shared Procurement Service was expected to launch in April 2023 to:

- *Undertake procurement activity on behalf of the member districts and boroughs and any new partners who may join.*
- *Review corporate spend, trends and patterns and initiate value for money opportunities across council services involving collaborative procurement, internally and externally.*
- *Identify collaborative procurement and contract management opportunities on behalf of all member organisations and deliver these procurements.*
- *Develop shared documentation and procurement approaches for use by members*
- *Seek to identify opportunities to deliver revenue from the Shared Procurement Service. In the first instance this will be used to offset the investment by ECC.*

Members were informed that the future delivery model of the Shared Procurement Service still needed to be explored and shaped but even at an early stage would deliver the following benefits to Tendring District Council:-

- *Resilience - with a larger team across both organisations that was able to meet the fluctuations in demand for the service;*
- *Expertise - with the EPH knowledge of district spend areas and the recognised expertise of ECC's procurement team enabling better constructed procurements and greater value for money;*
- *Collaborative savings – through closer working and shared understanding of forward plans, the partnership would be better able to identify shared procurement and contract management opportunities removing duplication of resource time and increasing the opportunity for economies of scale; and*
- *Reduction of duplication in the delivery of support services such as policy creation and training, releasing time for staff to focus on value-add procurement activity.*

It was reported that TDC had already identified a number of specific activities that needed to be delivered by the Authority, those had been considered against the offer of a wider partnership sharing resources, with that service being able to:

- (a) *Develop and promote the Procurement Strategy, with the anticipation of a common procurement strategy;*
- (b) *Review the Procurement Procedure Rules;*
- (c) *Ensure the Council's practices were up to date with legislation, national guidance and best practice;*
- (d) *Commercial awareness in public law environment focusing on procurement opportunities and contract management skills;*
- (e) *Developing and delivering training;*
- (f) *Seek compliance with the regulatory framework and raising matters of probity and non-compliance with Senior Managers, Management Team and Internal Audit, where necessary; and*
- (g) *as part of the review of the Council's Procurement Strategy and Procedure Rules, the shared service would seek to incorporate Social Value opportunities and contract management principles.*

It was anticipated the Shared Service would also create and embed a corporate Contract Management framework setting out overriding principles, which were common across services, providing guidance and processes to contract management resource within the individual services to implement change and achieve improvements identified through reviews.

Cabinet was advised that, with the ongoing vacancy of a senior post at TDC for Corporate Procurement and Contract Management, it was proposed that £45,000 was reinvested to contribute to the shared procurement service for 2023/24, in order to develop and deliver the above activities. Key Performance Indicators would be detailed within a future partnership agreement which would be drafted giving consideration to the above aims and objectives. The objectives would be regularly reviewed and reported to the Strategic Officer Group. The Strategic Officer Group would decide whether the trial had been a success, with individual decisions on whether to continue to participate and if so, in which delivery model, taken by each member authority.

It was important for the Council to give consideration and maximise opportunities for Social Value through the procurement cycle adding value for the area and delivering

against the Council's Corporate Plan. This could be achieved with earlier scoping through specification and evaluation criteria. As with other Essex Councils, it was now considered best practice to adopt a dedicated Social Value Policy for Procurement Purposes, in order to set out how the Council wished to achieve the social, economic and environmental strands through its commissioning.

It was considered that any Social Value Approach being drafted for adoption, should be scoped and shaped in consultation with Members, services across the Council, other local authorities, either as part of the proposed Shared Procurement Service for part of Essex, or through the Anchors organisations together with TDC stakeholders. A joint Essex Social Value Approach was being explored and the results would be presented to Cabinet later in 2023. In the interim, TDC would rely on its existing Procurement Procedure Rules and links to the Council's Corporate Plan, Priorities and Projects.

Having taken into consideration that:-

- (1) TDC had an ongoing vacancy at a senior level for Corporate Procurement and Contract Management and reinvestment through a contribution going into the wider procurement partnership would build further resilience and support to the organisation, in addition to the existing and successful arrangement with Essex County Council;
- (2) the Shared Procurement Service was a partnership between several Councils in Essex which brought a number of benefits. Through joining the shared service and closer partnership approach, TDC would be able to ensure a high quality, resilient procurement service to support its needs and have influence over the direction of the Shared Procurement Service;
- (3) TDC was providing a client side contact to manage the existing partnership agreement (SLA) with ECC; and that
- (4) Social value considerations had been a requirement since 2012, however, policies were emerging on revised approaches for procurement, strengthening the opportunities to be achieved.

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

RESOLVED that Cabinet –

- (a) notes the progress of the existing partnership arrangement with Essex County Council for the delivery of procurement functions under the Service Level Agreement;
- (b) agrees that Tendring District Council (TDC) form part of a wider partnership of Councils to explore the Shared Procurement Service for parts of Essex;
- (c) authorises the Portfolio Holder for Corporate Finance and Governance, (as the Executive member responsible for procurement) to represent this Council at the Member Advisory Group;
- (d) requests the Chief Executive to appoint the appropriate Officer to serve on the Strategic Officer Group;

- (e) authorises the contribution of £45,000 from existing vacancies to the shared procurement project for the development of activities as set out in the Portfolio Holder's report;
- (f) authorises the Chief Executive, in consultation with the Portfolio Holder for Corporate Finance and Governance, to agree the Partnership Agreement for the Shared Procurement Service;
- (g) requests the Portfolio Holder for Corporate Finance and Governance to review the Shared Procurement Service progress prior to any decision at the expiration of the existing Service Level Agreement with Essex County Council;
- (h) instructs Officers to ensure that the Council's Contract Register and Procurement Project Pipeline was kept up to date to ensure TDC matters could be included within the Shared Service prioritisation; and
- (i) welcomes the work identified for a joint approach to Social Value for procurement purposes, for a further report to be presented at a Cabinet meeting later in 2023.

138. CABINET MEMBERS' ITEMS - REPORT OF THE CORPORATE FINANCE AND GOVERNANCE PORTFOLIO HOLDER - A.3 - FINANCIAL PERFORMANCE REPORT - IN YEAR PERFORMANCE AGAINST THE BUDGET AT THE END OF QUARTER 3 2022/23 AND LONG TERM FINANCIAL FORECAST UPDATE

Cabinet considered a report of the Corporate Finance & Governance Portfolio Holder (A.3), which provided it with an overview of the Council's financial position against the budget, as at the end of December 2022, and which also updated the long term forecast. The report was therefore split over two distinct sections namely:-

- *The Council's in-year financial position against the budget at the end of December 2022; and the*
- *Development of the long term financial forecast.*

In respect of the in-year financial position at the end of December 2022:

It was reported that the position to the end of December 2022, as set out in more detail within the appendices, showed that, overall, the General Fund Net Revenue expenditure was marginally ahead of the budget by £0.010m. It was acknowledged that expenditure or income trends could still develop / emerge over the last quarter of the year.

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 within the report, there were no other major issues that had been identified to date.

Members were reassured that any emerging issues would be monitored and updates provided as part of the financial outturn report for the year that was planned to be presented to Cabinet in July 2023.

Cabinet was informed that, although the budget had been adjusted as part of earlier financial performance reports, a number of necessary and additional changes had been

identified which were set out in Appendix H, with an associated recommendation also included within the Portfolio Holder's report.

Members were advised that the net impact of the budget adjustments would be moved to, or from, the Forecast Risk Fund. At the end of the third quarter, it had been possible to make a contribution to the fund of £0.309m, which supported the requirement set out in the long term forecast of identifying in-year savings each year, where possible.

Cabinet was made aware that the report also highlighted further emerging issues such as the financial risks associated with being a member of the North Essex Parking Partnership (NEPP) and the development of the Levelling Up Grant Fund Scheme, with appropriate recommendations included within the Portfolio Holder's report.

Cabinet noted that the aforesaid recommendations also reflected the establishment of the Members' Small Grant Scheme associated with His Majesty the King's Coronation and changes to external funding receivable from the Council's Health Partners.

In respect of the updated long term financial forecast:

As set out in the report to Full Council on 14 February 2023 when the Budget for 2023/24 had been set, although it had been possible to reduce the deficit when compared with the position reported to Cabinet on 27 January 2023, that deficit remained significant against the context of the Council's overall net budget. However, along with the forecast risk fund, the forecast / budget agreed by Full Council on 14 February 2023 did provide flexibility in terms of developing the required framework in which to identify the necessary savings to support an on-going financially sustainable position over the next few years.

Therefore, the identification of on-going savings remained as an important element of the long-term financial plan looking ahead to 2024/25 and beyond.

Cabinet was reminded that it was important to continue to deliver against the longer-term approach to the budget as it continued to provide a credible alternative to the more traditional short-term approach, which would require significant additional savings to be identified much earlier in the financial cycle.

In order to set out the latest financial position for the Council and in order to respond to emerging issues in 2022/23 whilst providing an update to the long term forecast:-

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

RESOLVED that Cabinet –

- (a) notes the Council's in-year financial position at the end of December 2022 along with the updated financial forecast;
- (b) approves the proposed in-year adjustments to the budget, as set out in Appendix H to the Portfolio Holder's report;
- (c) accepts the £19.960m awarded to the Council following a successful bid to the Government's Levelling Up Grant Fund Scheme, and authorises the Section 151 Officer to sign the associated Memorandum of Understanding, in consultation with

the Corporate Director (Place & Economy) and the Portfolio Holder for Business and Economic Growth;

- (d) subject to c) above, agrees the use of up to £0.250m from the existing Levelling Up Fund Budget of £2.291m to support the development of the scheme for Clacton and authorises the Corporate Director (Place & Economy), in consultation with the Portfolio Holder for Business and Economic Growth to agree any associated expenditure;
- (e) requests Officers to seek on-going assurances from the North Essex Parking Partnership Lead Authority on how they are managing the emerging financial risks of the partnership, with updates to be provided to Management Team and Members accordingly, along with their inclusion within quarterly financial performance reports during 2023/24;
- (f) notes the revised arrangements relating to the £0.750m of grant funding from the Council's Local Health Partners, as set out within the Portfolio Holder's report with the schemes now being delivered as part of wider joint partnership arrangements rather than directly by the Council;
- (g) agrees to the acceptance of grant funding from the Council's Local Health Partners of £0.200m and that the authorisation of associated expenditure from that funding is delegated to the Assistant Director (Partnerships), in consultation with the Portfolio Holder for Partnerships;
- (h) agrees to the establishment of a King's Coronation Members' Small Grant Scheme with £200 being made available to each Member and requests the Section 151 Officer to undertake the necessary steps to implement the scheme including the provision of the necessary information / guidance to enable Members to access this funding as soon as possible; and
- (i) requests that the Resources and Service Overview and Scrutiny Committee be consulted on the latest financial position of the Council.

139. CABINET MEMBERS' ITEMS - REPORT OF THE CORPORATE FINANCE AND GOVERNANCE PORTFOLIO HOLDER - A.4 - TIMETABLE OF MEETINGS: 2023/2024 MUNICIPAL YEAR

Cabinet considered a report of the Corporate Finance & Governance Portfolio Holder (A.4), which set out the proposed timetable of meetings for the 2023/2024 Municipal Year.

Having considered the timetable of meetings proposed by the Corporate Finance & Governance Portfolio Holder and in order to enable the timetable of meetings to be submitted to the Annual Meeting of the Council for approval and adoption, in accordance with the Council's Constitution:-

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

RESOLVED that –

- (a) the timetable of meetings for the Council and Committees, as set out in the Appendix to the Portfolio Holder's report, be agreed, in principle, and be submitted to the Annual Meeting of the Council for formal approval, subject to the following amendments:-
- (1) the inclusion of a meeting of the Licensing and Registration Committee to be held on Thursday 22 June 2023; and
 - (2) moving a meeting of the Audit Committee from Thursday 14 December 2022 to Thursday 25 January 2024; and
- (b) that the proposed dates for All Members' Briefings and Councillor Development Sessions be noted.

The Meeting was declared closed at 11.42 am

Chairman

CABINET

23 JUNE 2023

REFERENCE FROM COUNCIL

A.1 MOTION TO COUNCIL: RING-FENCING OF CAPITAL RECEIPTS ARISING FROM THE DISPOSAL OF SURPLUS LAND

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To report to Cabinet a motion submitted at the meeting of the Council held on 2 March 2023.

EXECUTIVE SUMMARY

This report sets out a motion submitted by Councillor Graham Steady to the meeting of the Council held on 2 March 2023 relating to the use of capital receipts arising from the disposal of Council owned land and which was referred to the Cabinet by the Chairman of the Council for further consideration, in accordance with the provisions of the then Council Procedure Rules 12.4 and 12.5.

Councillor Steady sought that any future capital receipts arising from the disposal of surplus land be ring-fenced for investing back into the town or parish it was located in, and in the case of Brightlingsea this would include the proceeds from the future disposal of land in Dover Road, Brightlingsea and also that the relevant Town / Parish Council be consulted on any such investment proposals.

Asset management and the use of capital receipts are executive functions.

Having discussed the Motion it will be for Cabinet to decide what action will be taken.

RECOMMENDATION(S)

That, following the explanation of the motion and in accordance with the current Council Procedure Rule 12.8, the Cabinet decides whether to recommend, or not, that the Council should support the motion in its original format.

REASON(S) FOR THE RECOMMENDATION(S)

To comply with the Council's Constitution (Council Procedure Rule 12).

ALTERNATIVE OPTIONS CONSIDERED

Prior to making its response the Cabinet may, following consultation with the relevant Officers, require further information to be presented to it for consideration on the implications of the proposed motion. Such a report must be considered by Cabinet in a timely manner.

Once the Cabinet has considered the Motion it will be sent back to Council with Cabinet's response.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

In respect of the Corporate Plan 2020/24 Priority Themes the decision will contribute to:

- Strong Finances and Governance (and specifically using assets to support priorities).

LEGAL REQUIREMENTS (including legislation & constitutional powers)

Asset Management is an executive function that is delegated which sits with Cabinet collectively and, individually, to the Portfolio Holder for Assets (depending on the nature of the decision required) in Schedule 3 of Part 3 of the Council's Constitution. The overall function of the Council's Executive is the discharge, in accordance with the Council's Budget and Policy framework, of all functions of the Council (including "local choice functions") except those functions which cannot by virtue of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (as amended) and other legislation, be the responsibility of the Executive.

The Council's Property Dealing Procedure is contained within Part 5 of the Constitution, approved by Full Council.

Article 13 of the Constitution sets out the Principles of Decision Making to be followed for all decisions:

- (a) Proportionality (i.e. the action must be proportionate to the desired outcome);
- (b) Due consideration of all the relevant factors and options, taking into account the results of any consultation undertaken and professional advice of Officers;
- (c) Respect for human rights, and equality and diversity;
- (d) A presumption in favour of openness;
- (e) Clarity if aims and desired outcomes; and
- (f) Transparency (i.e. explaining what options were considered and giving the reasons for that decision).

The Council would need to consider the full implications of the decision, if it was minded to support the motion and further research and advice would be necessary before an informed decision could be made.

FINANCE AND OTHER RESOURCE IMPLICATIONS

Not applicable.

USE OF RESOURCES AND VALUE FOR MONEY

External Audit expect the following matters to be demonstrated in the Council's decision making:

- A) *Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services;*
 B) *Governance: how the body ensures that it makes informed decisions and properly manages its risks, including; and*
 C) *Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services.*

As such, set out in this section the relevant facts for the proposal set out in this report.

The following are submitted in respect of the indicated use of resources and value for money indicators:

| | |
|--|---|
| A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services; | Not Applicable in this instance. |
| B) Governance: how the body ensures that it makes informed decisions and properly manages its risks, including; and | Nothing in addition to those matters already set out in the report. |
| C) Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services. | Not Applicable in this instance. |

MILESTONES AND DELIVERY

Not Applicable in this instance.

ASSOCIATED RISKS AND MITIGATION

Not Applicable in this instance.

OUTCOME OF CONSULTATION AND ENGAGEMENT

Not Applicable in this instance.

EQUALITIES

In line with the Public Sector Equality Duty, public bodies such as the Council must, in the exercise of their functions, give due regard to the need to eliminate discrimination, harassment, victimisation, to advance equality of opportunity and foster good relations between those who share a protected characteristic and those who do not.

The protected characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race religion or belief, sex, sexual orientation.

Not Applicable in this instance.

SOCIAL VALUE CONSIDERATIONS

There are no social value considerations relevant to this report having regard to the Public Services (Social Value) Act 2012.

IMPLICATIONS FOR THE COUNCIL'S AIM TO BE NET ZERO BY 2030

There is no impact on the Council's aim for its activities to be carbon neutral by 2030 including the actions, policies and milestones in its Climate Change Action Plan.

OTHER RELEVANT CONSIDERATIONS OR IMPLICATIONS

Set out what consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are then set out below.

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 | None |
| Health Inequalities | None |
| Area or Ward affected | Most of the Wards in the District |

PART 3 – SUPPORTING INFORMATION

ASSISTANT DIRECTOR (BUILDING & PUBLIC REALM)'S ASSESSMENT AND ADVICE

Following a motion put to the full Council in November 2020 by Councillor Placey the Cabinet requested a review of Council owned assets that could be used for the construction of new Council homes or used or released in return for capital receipts in order to support Council priorities.

As part of that exercise a total of 69 sites were identified, with three already pending action after earlier decisions.

A report for Cabinet consideration was prepared identifying the sites and inviting determination of in respect of which of them to commence the property dealing procedure. Three previously identified sites were identified for priority disposal action, two of the then identified sites were identified for action.

On 15 July 2022 Cabinet agreed the identified priority actions and decided to progress with the property dealing procedure in relation to all of the identified sites.

Officers have begun to progress the identified priority actions, as resources permit, but no detailed assessment of any of the other sites has yet been undertaken.

On 04 November 2022 Cabinet considered a report outlining the Council's financial outlook including a number of housing and property investment requirements that could not be funded.

It is likely that looking forward it will be increasingly necessary to practice asset management in order to deliver property and other obligations and aspirations.

Section 123 of the Local Government Act 1972 provides that any proposal for disposal of open space must be advertised in the local press and representations taken into account. Any planning application will necessitate statutory and neighbour consultation and due consideration to any responses. Both of these would happen at a later stage in the property dealing process. Cabinet may wish to note the petition, thank the petitioner and request that these views and others are taken into account as the property dealing procedure unfolds, subject to available resources.

Portfolio Holder's Comment:

"These 69 sites have been identified as part of a process to review potential development or other options throughout the District. They should not be considered in isolation or outside of that process. No decision has been taken to build on or dispose of any land. This process was begun following questions raised at the full Council and has consumed considerable time and effort to get to this stage. Given the Council's financial position and aspirations for housing and public space improvement the Authority must look towards careful use and rationalisation of its properties in order to reduce costs, avoid clinging to unproductive space and facilitate investment in services and facilities.

I recommend that Cabinet informs Full Council that the Motion should be not supported."

BACKGROUND

Councillor Graham Steady, pursuant to the Council Procedure Rule 12 then in place, submitted the following motion to the meeting of the Full Council held on 2 March 2023:-

"That this Council resolves to recommend to Cabinet that -

- (a) any future capital receipts arising from the disposal of surplus land be ring-fenced for investing back into the town or parish it is located in, and in the case of Brightlingsea this would include the proceeds from the future disposal of land in Dover Road identified in the report to Cabinet on 15 July 2022; and*
- (b) the relevant Town / Parish Council be consulted on any such investment proposals."*

At that Council meeting, Councillor Steady had formally moved the motion and Councillor Chapman BEM had formally seconded the motion.

Councillor Steady had then given his reasons why he felt that it would be appropriate for the motion to be dealt with at that meeting, namely that:-

- *the Council was coming to the end of its current four year cycle;*
- *the process of land disposal had already begun in Brightlingsea. Early link ups to policy had already been announced;*
- *there were opportunities in the pipeline to raise match funding for joint schemes between Brightlingsea Town Council (BTC) and Tendring District Council (TDC). BTC working with TDC Officers could reduce housing waiting lists. Therefore, dealing with the motion at this meeting would 'tidy things up' and create a platform for the new post-election Executive to build on and reduce the timescale for the delivery of schemes; and*

- *the extra funding from land disposals could fund a significant number of extra small schemes right across the District in every town and parish council area.*

Councillor Chapman BEM had then given her reasons why she felt that it would be appropriate for the motion to be dealt with at the Council meeting, namely that:-

- *now would be a better time to debate this motion as the present Members had the experience and knowledge gained from previous discussions of land disposals. Following the election there could be a significant number of new Councillors who might not fully understand the argument being made on this matter; and*
- *this would be an ideal time to demonstrate to residents that two Councils can work together to build out projects.*

The then Leader of the Council (former Councillor Stock OBE) had then responded and had put forward reasons why it would be more appropriate for the motion to stand referred to the Cabinet. Those had included:-

- *pointing out that, in his opinion, the current wording of the Motion meant that places in the District with a large number of Council owned assets would benefit at the expense of those without;*
- *the disposal of assets was an Executive function, as acknowledged in the motion itself, so this motion really had to go before the Cabinet in order for it to form a recommendation and return the motion to Full Council at a later date. No land would be sold off in the interim so there was nothing to fear on that score;*
- *pointing out that, in his opinion, even if the motion was considered and then unanimously approved at that the Council meeting it would have 'zero effect'. He had felt that it was a pointless exercise as it could not change what Cabinet could or could not do.*

Having consulted both the Council's Monitoring Officer and the Section 151 Officer, the then Chairman of the Council (Councillor Harris) had then made his ruling on whether the motion should be dealt with at the meeting or stand referred. He had decided that the motion would stand referred to the Cabinet on the grounds that the motion clearly concerned an Executive function.

Councillor Steady had then explained the purpose of the Motion in accordance with the provisions of the then Council Procedure Rule 12.4.2. That explanation had included:-

- *that the motion aimed to build on previous successes in Brightlingsea and to bring about a meaningful, fiscal devolution from TDC to BTC as a pre-cursor to fiscal devolution from central Government to local Government;*
- *it would enable TDC to get 'ahead of the game' and enable the flexibility required to deliver these schemes;*
- *adapting such an ethos would challenge everything and provide a different way of delivering services and facilities similar to the land swap at Vista Road, Clacton-on-Sea which had been an integral part of the refurbishment of the Clacton Leisure Centre's new all-weather football pitch funded by the Football Foundation and a contribution from Essex County Council; and*
- *that this was a wonderful opportunity to 'dare to be different'.*

Councillor Chapman BEM had then further explained the purpose of the Motion in accordance with the provisions of the then Council Procedure Rule 12.4.2. That explanation had included:-

- *many parish/town councils had small projects that were waiting to be progressed or completed – this would be a good way of achieving positive outcomes;*
- *it would demonstrate how parish/town councils and district/borough councils could work together within guidelines – it could enable match funding opportunities to complete such projects for the benefit and pacification of local communities; and*
- *there was a worry that the money raised from land disposals would go into a central pot and ‘disappear’.*

Pursuant to the current Council Procedure Rule 12.10, as the purpose of the motion has already been explained at the full Council meeting, Councillor Steady (or another Member nominated by him) will not have any automatic right to speak at this Cabinet meeting though he will be permitted to answer questions and/or provide clarification, if requested to do so by the Leader of the Council, as the Chairman of the Cabinet meeting. Councillor Steady will also have a right of reply (of no more than three minutes duration) to respond to the debate at the Cabinet meeting on his motion.

PREVIOUS RELEVANT DECISIONS TAKEN BY COUNCIL/CABINET/COMMITTEE ETC.

Cabinet Meeting on 15 July 2022 - Minute 40 - Cabinet Members' Items – Report of the Corporate Finance & Governance Portfolio Holder – A.5 – Initiation of the Property Dealing Procedure in order to explore the Development Potential of various areas of Council Land

“RESOLVED that Cabinet -

- (a) *agrees to initiate the Property Dealing Procedure in respect of each of the areas identified in Appendix A to the Portfolio Holder’s report;*
- (b) *agrees that priority action be taken in relation to bringing forward proposals for further decision in relation to the potential development of the sites at Fernlea Road, Harwich and Seaview Close, Little Oakley, as contained in the appendix and subject to the Council’s Corporate Priority actions;*
- (c) *determines a prioritised list of the other sites, having regard to:*
 - i) the likely ease or otherwise of completing disposal actions with limited resources;*
 - ii) the identified need for social housing provision in the area;*
 - iii) the number of potential dwellings identified;*
 - iv) the potential level of capital contribution to other priorities;*

all to be subject to further decision in relation to the allocation of resources required; and
- (d) *requests that Officers bring forward processes and ultimately reports for further decision in respect of the freehold disposal of sites at Crome Road Clacton-on-Sea, Dover Road, Brightlingsea and Burrows Close, Clacton-on-Sea.”*

BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

Report of the Corporate Finance & Governance Portfolio Holder (A.5) – Initiation of the Property Dealing Procedure in order to explore the Development Potential of various areas of Council Land – submitted to Cabinet on 15 July 2022.

Published Minutes of the Cabinet meeting held on 15 July 2022.

Published Minutes of the Full Council meeting held on 2 March 2023.

APPENDICES

None

REPORT CONTACT OFFICER(S)

| | |
|------------------------|--|
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CABINET

23 JUNE 2023

REFERENCE REPORT FROM THE RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE

A.2 SCRUTINY OF PROCURMENT & CONTRACT MANAGEMENT

(Report prepared by Keith Durran)

BACKGROUND

On 13 March 2023 the Resources and Services Overview & Scrutiny Committee (“the Committee”) received a report that detailed the outcome of the informal review of procurement and contract management at the Council to ensure that it was functioning as it should and was fit for purpose.

The Members heard from Lisa Hastings, Deputy Chief Executive & Assistant Director for Governance and lead officer for the topic who presented her report. The report outlined that informal meetings of the Committee had been held on 17 October and 7 December 2022, when Members had received a range of information around the subject of Council Procurement and Contract Management. Senior Officers across the Council, involved in the subject area and the specific contracts referred to within the scope of the review had supported the first informal meeting in October.

Members also heard that Full Council, at its meeting held on 12th July 2022 agreed (Minute 29) had approved the Committee’s Work Programme for the 2022-23 Municipal Year, that had included, inter alia:

Council procurement and Contract Management – using potential exemplars from:

- *“The housing maintenance contract awarded to Rapid, its delivery of work and the management of it.*
- *The management of the previous cremator maintenance contract, the need to stop the use of those cremators and the process for securing replacement cremators given the sensitivity around this service and the budgetary implications for the Council while these cremators are out of action.*
- *The Leisure Centre Investment – specifications, securing contractors and delivery of those works and maintenance of the equipment at the Centres”.*

It was reported to the Committee that the Procurement Team consisted of 2 FTE posts, both of which were currently vacant (that had been increased through the restructure in 2022 by 3 additional posts, all of which also remained vacant – see below). The budget for the service consisted of salaries and £22,670 for computer software. At its meeting held on 17th September 2021, Cabinet had considered in Section 2 of its Financial Performance Update 2021/22 a small number of in-year budget adjustments to the Portfolio Holder’s report, one of which had reflected a proposed service level agreement being entered into with Essex County Council (ECC) to enable this Council to ‘buy in’ procurement services from them.

The report had outlined that, following the last vacancy, discussions had commenced with ECC in terms of a shared service / collaborative approach as a way of providing a more comprehensive procurement service to the Council’s internal departments. This approach would involve the Council purchasing a range of procurement services from ECC on a

proposed 'hourly rate' basis via a service level agreement. Appendix B to the Cabinet Report had set out a proposed adjustment, which would see budgets transferred from direct employee costs to 'contract' payments to ECC. That approach would also support the accelerated delivery programme whereby the Council would have access to specialist / expert advice along with additional procurement capacity e.g. supporting the procurement of replacement cremators. That arrangement would be kept under wider review as it could form part of a longer-term solution, whereby the Council could continue to have access to such advice as part of the future delivery of projects and activities along with the 'usual' operational requirements expected of a procurement function / service.

The Committee had heard that paragraph 2.3 of the Council's Procurement Procedure Rules (as set out in Part 5 of the Council's Constitution) required alternative delivery options for whole or part of services to be achieved in accordance with the Council's Procurement Strategy. The Strategy expressly referred to: 'Our Partners in Procurement' and that the Council sought to work with a number of partners to maximise any procurement opportunities and provide best practice. That included other public bodies and shared services. Because the in-house procurement service had 100% vacancies, there were no employment issues to address and the Public Contract Regulations 2015 permitted public sector shared service and collaboration arrangements within certain criteria, which were observed in any Service Level Agreement arrangement. The Council's Procurement Procedure Rules had been observed in any bids or tender exercises managed by ECC on behalf of TDC.

Subsequently, Cabinet agreed in September 2021 that:

"(2) That, in respect of the Council's Financial Performance for 2021/22, Cabinet:

(c) agrees an exemption to the Council's procurement rules in order to enable a Service Level Agreement to be entered into with Essex County Council to enable the Council to 'buy in' various procurement services from them to support its day-to-day operational activities and the delivery of one-off projects, as necessary; and

(d) authorises the Assistant Director (Finance and IT) and the Deputy Chief Executive to agree the terms of the Service Level Agreement, in consultation with the Portfolio Holder for Corporate Finance and Governance".

It had been reported to the Committee that, following consultation with the Portfolio Holder for Corporate Finance and Governance, a Partnership Agreement had been completed in August 2022; the services had however commenced in October 2021 and would continue until October 2023 for an annual payment of £60,000. The agreement could be renewed annually for up to 5 years.

Both Councils had obligations and responsibilities. Schedule 1 to the Agreement had set out the Key Procurement Activities, split into three areas:

- Category Planning
- Market Management
- Sourcing

Procurement 2022 Deliverables had been identified within the Partnership Agreement. In December 2021 and May 2022, an Introduction to Procurement and the collaboration arrangements had been presented to Council Officers as part of its Senior Managers Forum. The reasons why the Councils were working in partnership were covered i.e.to:

- Increase resilience
- Increase expertise
- Enable collaborative savings
- Market influence
- Reduction of duplication
- Staff retention

Potential Category Areas had already been identified:

- Vehicles
- Facilities Management (inc. cleaning and security)
- Corporate spend for e.g. stationary

The Presentation Slides included a summary of the Procurement Process covering:

- Basics
 - The Regulations
 - Value for Money
 - Processes for different values of TOTAL spend
- Low Value Procurement - £10K to £50K
- Request for Quote Process - £10K to £50K
- Tender process - £50K +

It had been highlighted that there were various elements to the overall procurement process, with responsibilities being spilt across the Council, some functions were devolved into services, with others being undertaken centrally by the procurement team:

- Project approval and budget allocation - services
- Specification – services
- Market analysis - central
- Identify suitable contract/framework – centrally with consideration by services
- Prepare procurement documentation – central in consultation with services
- Publication – central
- Collate tenders for evaluation – central
- Evaluation – services with central support if required
- Due diligence - centrally together with services
- Contract awards to suppliers – centrally together with services

PART 5 CONSTITUTION - PROCUREMENT PROCEDURE RULES

The report before the Committee explained that the Council's Procurement Procedure Rules stated the following:

“Before undertaking any procurement, Departments should satisfy themselves that:

- *The works, goods or services are required and a need can be demonstrated*
- *There are no reasonable alternatives e.g. sharing or utilising spare capacity/inventories elsewhere within the Council*
- *Where relevant, they have considered the requirements of the Public Services (Social Value) Act 2012 and have recorded/evidenced the outcomes against the associated requirements:-*
 - *how what is proposed to be procured might improve the economic, social and environmental well-being of the relevant area*

- *how, in conducting the process of procurement, it might act with a view to securing that improvement.*

Use of Local Suppliers: All Procurement should be in line with the Council's Procurement Strategy, which includes the recognition of the use of local suppliers and providing a fair basis for them to compete for the provision of goods, works or services required by the Council".

CONTRACT MANAGEMENT

The Members of the Committee had heard that contracts management was undertaken by the services and Key Personal and Contract Administrators and were named within the contract documentation and were added onto their individual and existing roles. In some projects, contract management had been commissioned as part of the project. The Council had produced a standard TDC Contract for Services, which covered the terms and conditions for suppliers to adhere to when entering into a contract with the Council for values above £25,000. That must be used unless an exemption was sought. JCT and NEC suite of contracts were also used for construction works and engineering projects with widely recognised and accepted clauses within the industry, with differing options to be selected. Understanding the structure of those documents and arrangements was essential for contract management. Contract management required a commercial understanding, appropriate skills and capacity to be undertaken with maximum potential. Presently services were conducting contract management alongside their usual service delivery requirements, which could be extremely time consuming.

Within the agreed Scope, the Committee had requested certain information as detailed below:

1. Confirmation of procurement and contract management requirements:

"These are contained within the following documents: Council's Procurement Strategy and under Part 5 of the Constitution Procurement Rules of Procedure, which set out the policy and rules, the Council has adopted to be followed".

2. The procurement project pipeline:

"Is an evolving piece of work and relies on the input of services to ensure that it is a useful exercise, in terms of allocating procurement resource and identifying budgets. The exercise will also benefit service areas in managing the process and subsequent contract management".

RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE'S RECOMMENDATION(S) TO CABINET

RECOMMENDED TO CABINET THAT:

- a) the Council's Contract Register is brought up to date as soon as possible, with services across the Council providing the necessary data on contracts held within their respective areas; and**

b) a Social Value Policy for Procurement Purposes be produced for consultation with the Resources and Services Overview and Scrutiny Committee at a future meeting.

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

The response of the Assets Portfolio Holder is as follows:-

“Thank you to the Resources and Services Overview and Scrutiny Committee for its review in this area and to the previous Portfolio Holder for Corporate Finance and Governance being responsible for the Council’s procurement function. I endorse and support the recommendations from the Committee, the existing arrangement with Essex Council Council’s Procurement Team and the identified wider Shared Procurement Service project reported to Cabinet in March 2023, and I will update Cabinet and Members further throughout the year. We are committed to the Social Value Policy for Procurement Purposes, and this will form a work-stream for the team with our colleagues across Essex and workshops will be discussed”.

RECOMMENDATIONS TO CABINET:

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

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CABINET

23 JUNE 2023

REFERENCE REPORT FROM THE RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE

A.3 SCRUTINY OF PLANNING ENFORCEMENT

(Report prepared by Keith Durran)

BACKGROUND

On 13 March 2023, the Resources and Services Overview and Scrutiny Committee (“the Committee”) heard that the Planning Enforcement Task and Finish Group (T&FG) had conducted an enquiry into the Council’s Planning Enforcement function in relation to current powers, policies, procedures, data on the use of current enforcement powers, effectiveness of approach and assessment of how cases should be prioritised.

Members of the Committee heard that effective regulation and enforcement was one of the key priorities in the Council’s Corporate Plan 2020-2024, under the heading of ‘Delivering High Quality Services’. The decision to include Planning Enforcement as a subject for a Scrutiny review had arisen following concerns being raised by a number of Councillors in different parts of the District about its effectiveness in responding to a range of different planning enforcement related matters. Having drawn on the key headings within the terms of reference for the Task & Finish Working Group, the aims and objectives of the inquiry had been developed through discussion at the group’s inaugural meeting held on Monday 3rd October 2022 and had evolved as the enquiry proceeded.

The aims and objectives had been summarised as follows:

Current Powers

- *“To review the full set of powers available to the Council for the carrying out of planning enforcement, having regard to the fact that any action is discretionary on the Council and is always expected to be proportionate and appropriate.*
- *To gain a better understanding of the range of tools available to the Council’s enforcement team to resolve complaints – ranging from no action, negotiation or minor interventions, through to formal enforcement action and legal prosecution.*
- *To explore how the powers and tool available to the Council can be better communicated to those with an interest, including District Councillors, Town and Parish Councils and members of the public”.*

Policies

- *“To review the Council’s Planning Enforcement Policy which sets out the available powers and the approach that the Council will take when receiving, investigating and, where appropriate, taking action against alleged breaches of planning control.*
- *To review the associated ‘harm risk assessment’ which is used by Officers to prioritise the investigation of cases and to inform decisions about appropriate levels of action going forward.*
- *To recommend improvements to the Planning Enforcement Policy and harm risk assessment as deemed necessary to improve the effectiveness of approach”.*

Procedures

- *“To review the full process of dealing with enforcement complaints including the initial receipt of a complaint, responding to the complainant, visiting the premises, identifying and establishing any breaches, carrying out harm risk assessment, choosing a course of action and formal processes thereafter.*
- *To review the approach to communication with complainants, those the subject of action and other interested parties; and how this might vary depending on the nature of the issue.*
- *To explore how third parties, such as Town and Parish Councils, might be able to assist the District Council by exchanging information at a local level.*
- *To recommend improvements to procedures with the aim of improving the effectiveness of approach”.*

Data

- *“To gain an understanding, through the interrogation of data, of the scale and nature of enforcement issues in Tendring, including number of complaints/cases received, resolved or outstanding and how they are recorded and monitored – both for internal purposes and for public reporting.*
- *To develop and recommend a framework for reporting enforcement data and performance to the Planning Committee”.*

Effectiveness of Approach

- *“To invite honest feedback from Councillors and other interested parties on the effectiveness of the planning enforcement function based on experiences and issues in their areas.*
- *To review the resources available to the planning enforcement team when set against the scale and nature of the task – particularly in relation to management structure, number of Officers and skills, knowledge and experience.*
- *To explore and identify areas where improvements can be made to the effectiveness of the approach and to consider alternative ways in which the enforcement function could be undertaken”.*

Prioritisation of Cases

- *“To review the approach to prioritising the inspection of alleged breaches of planning control and determining the level of action required thereafter – having regard to the harm risk assessment.*
- *To recommend improvements to the harm risk assessment and the approach the Council takes in determining priorities for action.*
- *Reviewing the decision-making process and the level within the Council that key decisions are taken”.*

RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE'S RECOMMENDATION(S) TO CABINET

That Cabinet be requested -

- 1) **To note that, in recent months, following the establishment of the Working Group and the introduction of a new Planning Manager and a new Planning Enforcement Team Leader, and with the full cooperation of the Planning Portfolio Holder and key Officers, notable improvements in the Council's**

planning enforcement function have already been made in response to issues raised and suggestions put forward. These include:

- the update and subsequent adoption of a new Planning Enforcement Policy and associated harm risk assessment to replace the previous version that had not been reviewed or updated since 2010;
 - an initial review, update and tidying of the Council's database of live enforcement cases to remove cases that have been closed, incorrectly recorded or otherwise superseded by events in order to establish a more accurate baseline of information;
 - more positive engagement of Planning and Planning Enforcement Officers in the Council's Corporate Enforcement and Operation Enforcement Groups to improve working across services on a wide range of enforcement matters;
 - a notable improvement in the willingness of Officers to engage and communicate with Councillors, members of the public and other interested parties in recognition of the concerns raised previously;
 - a notable reduction in the Planning Enforcement Team's reliance on the Council's legal Officers for advice and assistance in carrying out planning enforcement duties; and
 - a concerted effort to recruit new Officers to the Planning Enforcement Team on a permanent basis and by utilising channels to attract ex Police and armed services personnel with relevant transferable skills.
- 2) to act to retain the planning enforcement function in-house and to support continued efforts to reduce the Council's reliance on temporary staff employed through agencies and to recruit permanent staff to the Planning Enforcement Team by utilising channels aimed at targeting ex Police and armed forces personnel with transferable skills and with the offer of on-the-job training and development;
- 3) To require Officers to undertake a specific and immediate update to the Planning Enforcement Policy and associated harm risk assessment to incorporate changes, , that are aimed at improving clarity, relevance and effectiveness and for the updated version to be reported to the Planning Committee for its consideration and approval at the earliest meeting practicable;
- 4) To thereafter require Officers to undertake an automatic review of the Planning Enforcement Policy and associated risk harm assessment every four years for the Planning Committee's consideration and approval to ensure it is kept up to date and responds accordingly to changes in law, policy, circumstances and trends in enforcement-related activity – allowing for earlier reviews where necessary;
- 5) To empower the Director of Planning, in consultation with the Chairman of the Planning Committee and the Monitoring Officer, to escalate and expedite (as appropriate) enforcement action where there are considered to be

exceptional matters of public interest with implications for the reputation of the Council that are not necessarily identified through the standard scoring approach in the harm risk assessment;

- 6) To require Officers to prepare quarterly reports on enforcement caseload and performance to go to the Planning Committee, for information, which will contain data on the:
 - number of complaints received/registered in the quarter;
 - number of cases closed in the quarter;
 - number of live cases presented by category, electoral ward and time period since receipt; and
 - enforcement-related appeal decisions;
- 7) To support the continued work of the Council's internal Corporate Enforcement Group and Operational Enforcement Group in considering cross-service and cross-body enforcement matters;
- 8) To require Officers to continue the process of reviewing cases recorded on the database system to remove closed/irrelevant cases and re-categorising them to provide an accurate baseline for case management and reporting of data going forward;
- 9) To require Officers to provide an annual training session, held in person, for all District Councillors covering the powers, policy and processes around planning enforcement together with case-study examples and exercises – with the first training session to be held within the two months following the May 2023 local elections (and following subsequent local elections);
- 10) To reiterate that any Councillor who is a member of the Planning Committee (either as a permanent or designated substitute Member) must attend the planning enforcement training as a mandatory requirement;
- 11) To request the Director of Planning offer or facilitate similar training sessions for Town & Parish Councils;
- 12) To ensure that Officers incorporate within internal systems, reminders to automatically update complainants, interested Ward Councillors and other relevant parties (where appropriate) every 21 days with information on the progress of cases – even if it is to advise of no or limited progress – unless earlier or more frequent updates can be given or are required (these 21-day reminders will follow the initial 21-day notification currently in place following the receipt of a complaint);
- 13) To ensure that Officers respond within 48 working hours, to emails from Councillors relating to planning enforcement matters so they can be suitably informed when advising members of the public;
- 14) To note that a significant proportion of live enforcement cases in the District relate to breaches of occupancy conditions at caravan and holiday parks, many of which are complex, sensitive and long-standing with a variety of issues to be taken into account. To resolve these breaches in full and deal with the implications thereafter would require significant additional and dedicated resources. It is therefore recommended that the Planning Policy

and Local Plan Committee be asked to consider developing a strategy or policy to guide a coordinated and long-term approach to the application and enforcement of occupancy conditions across the District having regard to matters such as impact on the tourism industry, flood risk, health and safety, quality of life, ecology, disability and homelessness;

15) To ensure that for site inspections, Officers:

- i. must always use Council equipment for capturing photographs and other data;
- ii. and are supplied with hi-visibility clothing (preferably labelled 'Tendring District Council Enforcement')

16) To ensure that Officers pro-actively monitor compliance with planning conditions and obligations wherever practical and where resources allow – and work constructively with owners, developers and applicants to identify and resolve potential future compliance issues before they give rise to a breach of planning control and possible enforcement action;

17) To ensure that the Planning Service consider incorporating standard advice into pre-application responses and validation requirements for applications setting out, and seeking agreement to, the Council's expectations for development to be carried out with the necessary consents and compliance thereafter with any planning conditions or obligations imposed;

18) To ensure that Officers review and update the form on the Council's website for reporting enforcement complaints to make it more user-friendly and to allow complainants to provide as much information as they can to describe the issue they wish to report; and

19) To request the Director of Planning considers, on a case-by-case scenario and in liaison with the Council's Communications Manager, publicising successful enforcement outcomes to demonstrate the Council's commitment to planning enforcement.

20) To request the Monitoring Officer to consider the appropriate body to which individual recommendations are/should be directed and, where appropriate, refer those recommendations to those bodies. The outcome of this process shall be reported to Cabinet when it receives the reference report from this Committee on the outcome of this enquiry.

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

The response of the Planning Portfolio Holder is as follows:-

"I look forward, as the new Portfolio Holder for Planning, to working with the Planning Service to bring forward an action plan to deliver on the recommendations in this report. That action plan will be brought back to the Resource and Services Overview and Scrutiny Committee, working alongside the Audit Committee. We have already seeing big improvements in the work of our Planning Enforcement team in the last few months and I am confident that we can build upon these going forward."

RECOMMENDATIONS TO CABINET:

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

CABINET

23 JUNE 2023

REFERENCE FROM THE PLANNING POLICY & LOCAL PLAN COMMITTEE

A.4 CONSERVATION AREA CHARACTER APPRAISALS AND MANAGEMENT PLANS FOR GREAT CLACTON, LAWFORD, BRADFIELD AND RAMSEY

(Report prepared by Ian Ford, Committee Services Manager)

PURPOSE OF THE REPORT

To enable the Cabinet to consider the recommendations made to it by the Planning Policy & Local Plan Committee in relation to the Great Clacton, Lawford, Bradfield and Ramsey Conservation Area Appraisals and Management Plans prepared for the Council by Essex Place Services.

EXECUTIVE SUMMARY

The Planning Policy & Local Plan Committee (“the Committee”), at its meeting held on 18 April 2023 (Minute 39 refers), considered a comprehensive report (and appendices) of the Director (Planning) which had reported to it the Great Clacton, Lawford, Bradfield and Ramsey Conservation Area Appraisals and Management Plans that had been prepared for the Council by Essex Place Services. The report had also sought the Committee’s recommendation to Cabinet that they be approved for public consultation purposes.

The Committee’s decision at its meeting held on 18 April 2023 was as follows:-

“RESOLVED that the Planning Policy and Local Plan Committee:

- a) endorses the new Conservation Area Appraisals and Management Plans for Great Clacton (Appendix 1 to item A.1 of the Report of the Director (Planning)), Lawford (Appendix 2 thereto), Bradfield (Appendix 3 thereto) and Ramsey (Appendix 4 thereto) Conservation Areas;
- b) recommends to Cabinet that the above documents forming Appendices 1, 2, 3 and 4 be published for consultation with the public and other interested parties; and
- c) notes that Conservation Area Appraisals and Management Plans for the District’s three remaining Conservation Areas will be brought before the Committee in due course.”

Planning Portfolio Holder’s Comments

“I thank the Planning Policy and Local Plan Committee for its consideration of these latest Conservation Area Character Appraisals and Management Plans and I sincerely welcome, once again, its recommendation to Cabinet that these be published for public consultation. Reviewing all of the District’s Conservation Areas is one of the key actions in the Council’s Heritage Strategy and the progress so far has been very good, with now only three Conservation Areas remaining to be considered. Ensuring we have an up-to-date appraisal for each and every Conservation Area will enable residents, developers, planners and our Planning Committee to understand the key characteristics that make each area special and which need to be preserved and enhanced when making planning applications and determining them. They will also enable us to reconsider the boundaries

of each area and determine whether any Article 4 Directions are needed to provide an extra level of protection and control.”

RECOMMENDATION

That, subject to Cabinet’s consideration of the recommendations of the Planning Policy & Local Plan Committee arising from its meeting held on 18 April 2023, Cabinet resolves that the new Great Clacton, Lawford, Bradfield and Ramsey Conservation Area Appraisals and Management Plans (Appendices 1 to 4 to this report) be approved for consultation with the public and other interested parties.

CURRENT POSITION

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

The Director (Planning)’s Report and accompanying Appendices which were considered by the Planning Policy & Local Plan Committee at its meeting held on 18 April 2023 are attached as Appendices to this report.

BACKGROUND PAPERS

Published Minutes of the meeting of the Planning Policy & Local Plan Committee held on 18 April 2023.

APPENDICES

AM Appendix 1 – Great Clacton Conservation Area Appraisal

AM Appendix 2 – Lawford Conservation Area Appraisal

AM Appendix 3 – Bradfield Conservation Area Appraisal

AM Appendix 4 – Ramsey Conservation Area Appraisal

AM Appendix 5 – Report of the Director (Planning) (item A.1) to the meeting of the Planning Policy & Local Plan Committee held on 18 April 2023.

Great Clacton Conservation Area Character Appraisal and Management Plan

Tendring
District Council



Client:
Tendring District Council

Date:
January 2023



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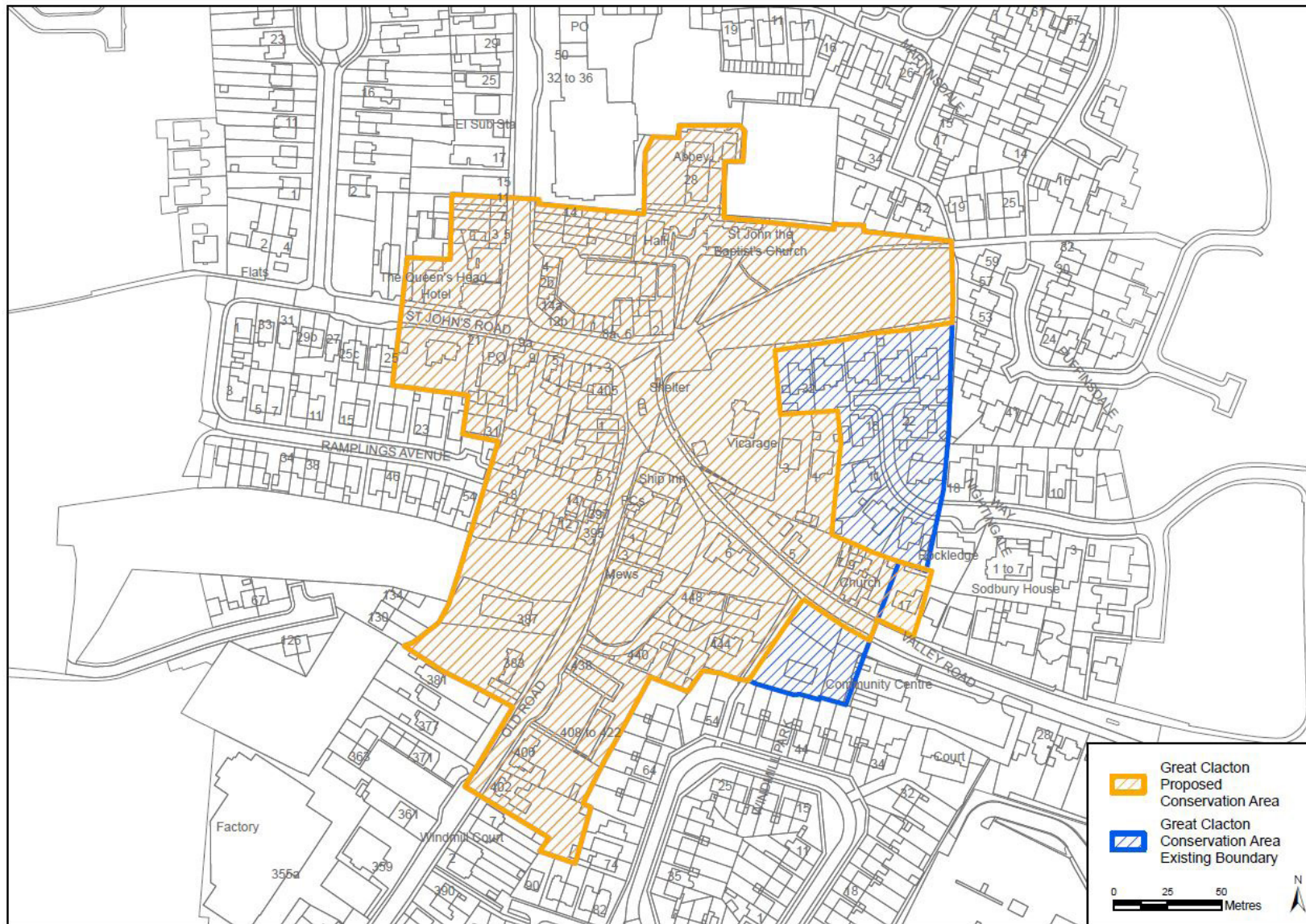


Figure 1 Map showing Great Clacton Conservation Area (with proposed boundary changes)

1. Introduction

1.1 Summary

This Conservation Area Appraisal and Management Plan provides an overview of the Great Clacton Conservation Area, outlining its designation history, alterations to the boundary, and a description of its special interest. This appraisal also considers buildings, green spaces and features which contribute to the Conservation Area's character and appearance. It also highlights the significance of heritage assets within the Conservation Area and the contribution that these, along with their setting, make to its character. The understanding of significance can be used to help manage future change.

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 appearance. This ensures that planning decisions take the enhancement and preservation of the area into consideration.

Great Clacton Conservation Area's significance is predominantly derived from its historic and architectural interest. Great Clacton is a settlement with early medieval origins. The twelfth century Grade I listed Church of St John the Baptist in the north of the Conservation Area would once have dominated the medieval village which developed around the bishop's manor. It remains an important landmark today, and its churchyard provides a tranquil and important public green space. The architectural interest of the area also derives from three Grade II listed timber framed and plastered public houses/former inns and other Grade II listed buildings on St John's Road, Old Road and Valley Road.



Figure 2 The Grade II listed Queen's Head former public house and The Plough on North Road



1.2 Purpose of Appraisal

This document is to be used as a baseline to inform future change, development and design with regard to the sensitivities of the Conservation Area and its unique character and appearance.

The appraisal recognises designated and non-designated heritage assets within the Conservation Area, which contribute to its special interest, along with their setting. It also recognises non-designated heritage assets within the setting of the Conservation Area which contribute to its special interest. It considers how the area developed, in terms of its building styles, forms, materials, scale, density, roads, open spaces, views, landscape, landmarks, and topography. These qualities are used to assess the key characteristics of the area, highlighting the potential impact future developments may have upon the significance of heritage assets and the character of Great Clacton. This assessment is based on information derived from documentary research and analysis of the area itself, as well as a review of the previous Conservation Area Appraisal published in 2006.

This appraisal enhances understanding of the Conservation Area and its development, informing future design. Applications that demonstrate an understanding of the character of a Conservation Area are more likely to produce appropriate designs and positive outcomes for agents and their clients.

It is expected that applications for planning permission will also consult and follow the best practice guidance outlined in Section 6.2.

1.3 Planning Policy and Guidance

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 or 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.

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.

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 (Department for Levelling Up, Housing and Communities, 2021).

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

The Great Clacton Conservation Area is located within Tendring District. Local planning policy is set out in the *Tendring District Local Plan 2013-2033 and Beyond Section 2 (2022)*. Policies which are relevant to the historic environment include:

Policy SPL 3 - Sustainable Design

Policy PP 8 - Tourism

Policy PPL 3 - The Rural Landscape

Policy PPL 7 - Archaeology

Policy PPL 8 - Conservation Areas

Policy PPL 9 - Listed Buildings

Policy PPL 10 - Renewable energy generation and energy efficiency

The Conservation Area is located within the Clacton-on-Sea Development Boundary.



Figure 3 Buildings on St John's Road (looking west)

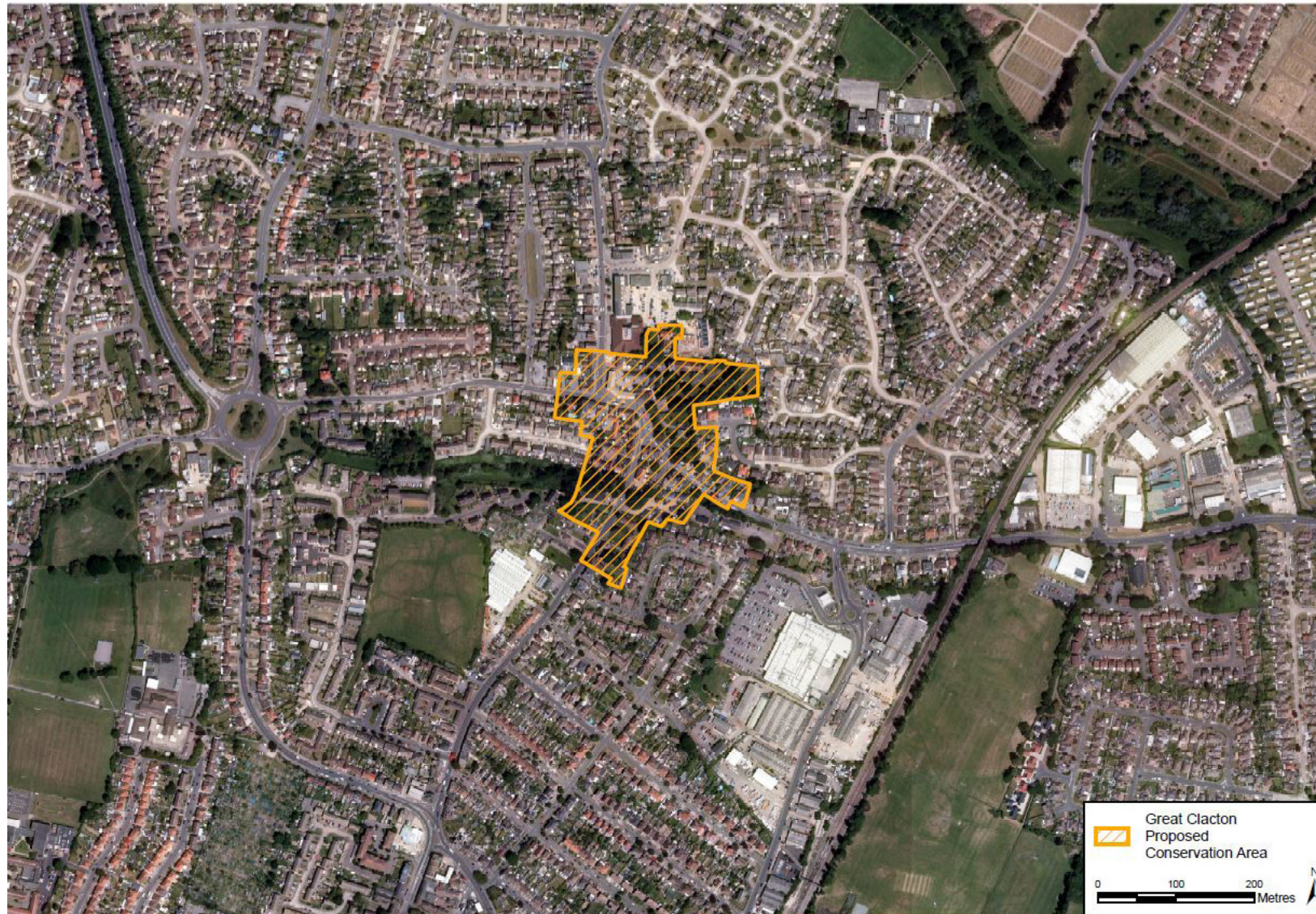


Figure 4 Aerial view of the Great Clacton Conservation Area showing it in its wider context



1.4 Designation of the Conservation Area

Great Clacton Conservation Area was first designated in 1983. A Conservation Character Area Appraisal was adopted by Tendring District Council in March 2006, derived from a document produced for the Council by consultants Smith Stuart Reynolds in 2001.

1.5 Proposed Boundary Revision

The 2006 Appraisal included suggested changes to the Conservation Area boundary and proposed Article 4 Directions but these were not implemented, and the boundary remained as designated in 1983. The 2006 suggestions for boundary revisions were reviewed as part of this appraisal, and changes to the boundary of the Conservation Area are proposed in light of these, and as the result of new development which has taken place since 2006.

To the south of the churchyard and east of the twentieth century vicarage, mid-twentieth century housing has been augmented with a new development of further bungalows at the northern end of Nightingale Way, on previously undeveloped land. These are characterful in design and have been carefully detailed but are not of sufficient architectural quality to merit inclusion in the Conservation Area. It is also proposed to omit an area of unkempt scrubland directly fronting Valley Road and a tarmacked area behind this surrounding the Army Cadets' building located off Valley Road. The map on page 4 of this report shows the proposed amended Conservation Area boundary.

2. Great Clacton Conservation Area

2.1 Context and General Character

Great Clacton is situated in the south of Tendring District, and forms part of the larger coastal town of Clacton-on-Sea. The Great Clacton Conservation Area is relatively small, urban in character and represents the historic core of the village settlement which developed around the medieval church and nearby manor house and along the main roads: Old Road (to the south, formerly known as Brook Street)¹, St John's Road (to the west), Valley Road (which runs east to west, formerly known as Holland Road)² and North Road (to the north).

Modern commercial development on North Road just beyond the Conservation Area boundary and on St John's Road has eroded the historic village character of the Conservation Area. There has been more sympathetic new housing introduced on Old Road and to the rear of the street fronting buildings. Road traffic through the area is heavy and constant, which detracts from how the area is experienced and from the setting of all the street fronting listed buildings.

¹ It was still shown as such on the 25 inch Ordnance Survey (OS) map published in 1923.

² The name Valley Road first appears on the 1923 OS map.



Figure 5 Approach to the medieval church



2.2 Origin and Evolution

The following section provides an overview of the history of the Conservation Area its environs.

Prehistory (-500000 – 43)

Relatively little is known about the prehistoric archaeology within the Great Clacton Conservation Area however the prehistory of the wider area is well documented. The cliffs and foreshore at Clacton-on-Sea have yielded abundant animal and plant fossil remains, as well as extensive Palaeolithic deposits of struck flints which gave its name to the 'Clactonian' flint industry. The numerous river valleys that cross the Tendring area and the coast would have been especially favoured in providing a predictable source of food (from hunting and fishing) and water, as well as a means of transport and communication in the prehistoric period. The free-draining sand and gravel soils were preferable locations for settlement and agriculture and coincidentally, also provide favourable conditions for the formation of cropmark features, where below ground archaeological features show as a visible trace on the surface and can be recorded through aerial photography. Recorded cropmark features suggest that there are numerous Neolithic and Bronze Age monuments across the Tendring District with notable examples at St Osyth to the west. Some material remains relating to ritual activity have been recovered from the surrounding area from the Neolithic to Iron Age period though none from within the Conservation Area.

Roman (43 – 410)

The Romano-British occupation of the Great Clacton area is also relatively unknown with only a single Roman coin recovered north of the Conservation Area. Roman brick and limestone are incorporated into the walls of the parish church, however, and further building material recovered in the area surrounding the church could indicate the material came from a nearby source.

Early Medieval (410 – 1066)

Great and Little Clacton are ancient parishes that originated as a single estate in the Anglo-Saxon period. For taxation purposes they were treated as a single unit until the mid-sixteenth century although they each had their own parish church by the twelfth century. It is thought likely that in the tenth century or earlier, Great and Little Clacton and part of what was to become known as St Osyth made up a large Anglo-Saxon estate owned by St Paul's Cathedral. By around 1000 Clacton was a separate manor owned by the Bishop of London.³ The name Clacton is thought to be Anglo-Saxon in origin, simply translated as 'the village of Clacc's people' however Great Clacton is not separately documented until the medieval period and the location of the Anglo-Saxon settlement is unknown. Though not accurately located, the remains of a possible high-status burial suggests there was settlement

³ Ed. Christopher C. Thornton, Herbert Eiden, VCH Essex, Volume XI - Clacton, Walton and Frinton: North-East Essex Seaside Resorts (2011), p.226.



in the Anglo-Saxon period close to or within the Conservation Area. It is thought that Clacton Hall was probably established prior to the Norman conquest of 1066. The exact relationship of the medieval manor house to eighteenth century Great Clacton Hall is unclear but there was certainly a house on the present site by 1656.⁴ Outside of the Conservation Area, the less important manor houses including Cann Hall in the north-west corner of Great Clacton and a sub-manor of Colbaynes Hall located near the western boundary were medieval in origin but date to after the conquest.⁵

From the early medieval period to the late nineteenth century most of the land in the parishes of Little and Great Clacton was held by the manor of Great and Little Clacton, and so their landownership and economies were linked for much of their history. Both parishes had similar agricultural economies until the seaside resort of Clacton-on-Sea was developed in the 1870s, although Great Clacton developed a small fishing industry in the medieval period.⁶ There was a landing place, one ship, a master and four mariners and fishermen living at Great Clacton in 1565.⁷

4 Ibid., p.242.

5 Ibid., p.234. Timber forming part of Cann Hall has been dated to 1512 using dendrochronology. Roger Kennell, *The Place-Names of Great Clacton* (Essex Society for Archaeology & History, 2016 (e-book).

6 Ed. Christopher C. Thornton, Herbert Eiden, *VCH Essex, Volume XI - Clacton, Walton and Frinton: North-East Essex Seaside Resorts* (2011), p.234.

7 Ibid., p.258.

Although no major highways passed through Great Clacton, the roads to Little Clacton (to the north) St Osyth (to the west) and Little Holland (to the east) are presumed to be ancient and were significant to the development of Great Clacton.⁸

Medieval (1066 – 1540)

Large areas of local woodland may have survived until the eleventh century but appear to have been cleared by the later medieval period. The manor of Great and Little Clacton had two parks including one in the south-west of Great Clacton known as Alton Park, the latter recorded in 1313 and which descended with Clacton Manor until the mid-seventeenth century.⁹ The Conservation Area encompasses the historic village core, clustered around an open area formed where the roads joined and crossed each other. The scale and grandeur of the Norman parish church gives some indication of the relative importance of the settlement in the medieval period. The village conforms to a typical medieval settlement pattern where the church and manorial hall are located in close proximity. The development of a village seems to have been encouraged by the bishops of London in the fifteenth century and by 1444 small parcels of land belonging to the manor (demesne land), probably near the centre of Great Clacton, were being leased to tenants, apparently as building plots.¹⁰

8 Ibid., p.230.

9 Ibid., pp.228 and 247.

10 Ibid., p.235.

In the mid-fifteenth century there are records of rents from several parcels of land and new houses which included a cottage at the church gate, land in the Hall yard, land on the west side of the churchyard and a parcel of land between a smithy and the lord's garden.¹¹

The Church of St John the Baptist is the only medieval monument to survive within the Conservation Area. In the medieval period it was dedicated to St Nicholas rather than St John, the latter dedication first recorded in the mid-eighteenth century.¹² A chapel to the north of the church appears to have been built at the time of the church's construction or soon after, possibly for private use by the lord of the manor. The three bay church nave with round arch headed windows is the main survival from the twelfth century. Inside the building a piscina survives from the fourteenth century and the octagonal font dates to the fifteenth century. The nave roof is of a form common between around 1350 and 1450. The west tower was added in the fifteenth century and superseded an earlier timber framed belfry.¹³

11 Ibid., p.235.

12 Ibid., p.277.

13 Ibid., p.281.



Figure 6 Medieval Church of St John the Baptist



Figure 7 Chapman and Andre map of 1777. The map depicts the Church of St John the Baptist with its parsonage to the south and Great Clacton Hall to the north and the Ship Inn can be seen directly to the south of the main road junction.



In 1507, the vicarage lay to the east of a road near Clacton Hall, thought probably to be the site of the nineteenth century vicarage which was demolished and replaced (on the same site) with the current vicarage in 1974. In 1810 the vicarage was noted to have a brick front with lath and plaster rear and side elevations, and to have a thatched and weatherboarded stable.¹⁴ The Parsonage is clearly marked on Chapman and André's map of Essex (1777), and shown as the vicarage from the 1st edition OS map of 1876 onwards.

Great Clacton had no proper harbour but due to its proximity to the coast it is thought that from the medieval period and later, communication with London and other parts of Essex may have been by sea with a landing place recorded at Conyber in 1565 (the location of which is unknown).¹⁵

Post Medieval (1540 – 1901)

In 1545 Clacton manor was exchanged by the church for land owned by the Crown in Worcestershire, Herefordshire and Gloucestershire. In 1548 the manor was granted to Princess Mary (later Queen) and in 1553 to Thomas Darcy, 1st Baron of Chiche (which became known as St Osyth) and passed through successive generations of the same family until the mid-nineteenth century when it passed to the Trustees of W F Nassau (died 1857), who were still in possession in the 1930s.¹⁶

14 Ibid., p.277.

15 Ibid., p.230.

16 Ibid., p.241.

Christopher Saxton's Map of Essex (1576) shows the church at Great Clacton but generally provides little detail for the county other than some of the larger mansions and certain estates which are shown as enclosed (or impaled) indicating private land belonging to someone with significant wealth.

The earliest surviving buildings in the Conservation Area include the timber framed Ship Inn, and the buildings at 403 Old Road (The Maltings) and 1-3 St John's Road which abut one another and are thought to date to the sixteenth century or earlier. The former was converted to a shop in the 1980s. The latter was a single house called Turland in the 1950s.¹⁷ The Ship Inn was probably originally built as a dwelling but was recorded as an inn by the later 1700s.¹⁸ Smuggling was prevalent along the isolated local coast in the eighteenth and nineteenth centuries. There is reputed to be a bricked-up entrance to a tunnel in the cellar of The Ship which was part of a network used to hide smuggled contraband before it was moved to Colchester and London. Other tunnels were also said to connect the Queen's Head Hotel to the house called Three Chimneys opposite, and Great Clacton Hall to the church.¹⁹

17 Ibid., p.238.

18 Ibid., p.238.

19 <https://www.clactonhistory.co.uk/smuggling-tales-great-clacton/>



Figure 8 Grade II listed Forge Cottage on Valley Road which has been dated to the sixteenth century or earlier

Forge Cottage on Valley Road, originally a hall house and which became the local Smithy, has also been dated to the sixteenth century or earlier and has a later outshot to the rear. Of the same date is The Queen's Head on St John's Road and the corner of North Road which was originally built as a dwelling,²⁰ and extended in the eighteenth century. By 1704, it had a brewhouse and a stable yard.²¹ The brewhouse is likely to have been what is now The Plough to the

20 VCH Essex Volume XI, p.259.

21 Ibid., p.259.



Figure 9 Portrait of John Cobbold of Ipswich who acquired the Ship Inn in 1800, by George Frost (1820) (Ipswich Borough Council collection)

rear of the hotel which has been dated to circa 1700.²² Both The Ship and the Queen's Head were licenced from 1769, and The Ship was acquired by John Cobbold of Ipswich in 1800, passing to his descendants and Cobbold's brewery, who owned it through the nineteenth century and later also acquired the Queen's Head.²³

Number 383 Old Road (also known as Brook Villa) has been dated to circa 1679 and was built as a farmhouse possibly by its first known owner William Angier (died 1671).²⁴ It is reported that in 1832, Revenue Officers came to the house searching for smuggled goods.²⁵

The Mansion House which was located in the centre of Great Clacton before it was demolished in the 1960s was either built or encased in brick in around 1720.²⁶

22 Ibid., p.238. and James Bettley and Nikolaus Pevsner, Essex (Pevsner Architectural Guides: Buildings of England), (Yale University Press) 2007, p.401.

23 VCH Essex Volume XI, pp.259-260.

24 Ibid., p.240.

25 <https://www.clactonhistory.co.uk/smuggling-tales-great-clacton/>

26 VCH Essex Volume XI, p.237.

Great Clacton Hall was built or rebuilt in the eighteenth century for the Schutz family who bought the house and demesne lands in 1717.²⁷ It is a two-storey timber framed and plastered house of three bays with a tiled roof, a central chimney stack and stair. Dormer windows to the roof were removed in the 1980s and the large extension on the north side of the house was added in the late 2000s.²⁸ A number of historic farm buildings and ranges associated with Great Clacton Hall are depicted on the 1777 map and structural remains of the former post-medieval buildings and yards have been uncovered north of the church. A relatively large complex of buildings is still shown to the north-east of the hall on the 1st Edition OS map published in 1876 and these were still in place by the time of the 1923 OS map.

The 1777 map shows the village clustered around a 'square' to the west of the church at the intersection of the main roads, The Ship directly to the south of the intersection, and with further buildings more sparsely ranged along St John's Road, Valley Road and Old Road.

Great Clacton was connected to Colchester by the operation of a carrier's cart which started to run from soon after 1730, and a carrier service continued into the late nineteenth century.²⁹ The 1777 map shows settlements at several greens in Great Clacton including Rush Green in the south-west, on the northern edge of Alton Park, and at

27 *Ibid.*, p.266.

28 *Ibid.*, p.242.

29 *Ibid.*, p.231.



Figure 10 Late nineteenth/early twentieth century view south along North Road with The Plough Inn on the right hand side

Magdalen Green which lies to the south of the Conservation Area along Old Road. The area to the west of Great Clacton featured extensive greens until the nineteenth century.³⁰

30 *Ibid.*

Three Chimneys lies on the western boundary of the Conservation Area and is a timber framed house with a painted brick principal façade, and plastered to the rear. It has been dated to the seventeenth or eighteenth century and had a new garden laid out in 1847.³¹ It takes its name from Three Chimneys Farm shown on the first edition Ordnance Survey map published in 1876.

Weatherboarded Saddlers Cottage (No. 5) on St John's Road dates to the eighteenth century and has the fascia of a former shop front on the left-hand side. The shop sign was still present in the 1980s.³² Number 9 St John's Road which is a former cottage or pair of cottages now in use as a shop, also dates to the eighteenth century as do the three, three-storey former houses of Church House. What today is the barber's shop at the western end of this range was first converted to a double-fronted shop in 1883.³³

The village was considered vulnerable to invasion during the Napoleonic Wars and a signal station was built at Great Clacton in 1795, with three Martello towers built along the Clacton coast in the first decade of the nineteenth century.³⁴

31 Ibid., p.238.

32 The sign is shown on an image of Saddlers Cottage taken in 1985 by Essex County Council.

33 Ibid., p.238.

34 Ibid., p.229.



Figure 11 Late nineteenth/early twentieth century image of the Ship Inn showing the windmill demolished circa 1918 (Clacton and District Local History Society)



A windmill was in place at Bull Hill Farm to the east of Old Road by 1756 and seems to have continued in use until 1833. This mill, which appears on the 1777 map, lay further to the east of the road than a mill that succeeded it in the nineteenth century.³⁵

The Church of St John the Baptist was restored in the nineteenth century. The spire of the west tower was rebuilt in 1810 and a balustrade replaced the former battlements in 1913. Amongst other changes carried out in the nineteenth century was the introduction of two new galleries in 1837. A later phase of works was carried out from 1865-6 by Edward Charles Hakewill (died 1872), who rebuilt the east wall and introduced three new Norman-style windows, and added a two bay north aisle to the chancel. He also introduced septaria stonework to the external masonry, which was previously rendered.³⁶

The first Wesleyan Methodist Chapel was built in 1824 on Valley Road and is marked as such on the 1876 OS map. This building was superseded by the current Methodist church on the same site, in 1863, enlarged to include a schoolroom in 1876, and further extended in the mid-twentieth century.³⁷

35 Ibid., p.256.

36 Ibid., p.281. Septaria is a mix of rock, mineral and organic matter formed within layers of limestone sediment.

37 Ibid., p.286.

Beyond the southern boundary of the Conservation Area, two almshouses were built and endowed by James Maskell on Old Road, in 1827 and the vicar James Silvester added a third almshouse in 1908. The nineteenth century almshouses are shown as 'Maskell's Almshouses' on the 1876 OS map. These were sold around 1936 and replaced by houses at 215 and 217 Coppins Road. The almshouses on Old Road were subsequently demolished.³⁸ The Workhouse was also located on Old Road, at Clacton Green built around 1750 which became disused in 1835 when the Tendring Union workhouse was opened. It was demolished in the 1940s.³⁹

Also on Old Road, some way south of the current Conservation Area was the National School, founded by the church and built in 1860, eventually taken over and replaced by Essex County Council in 1930. The old school building was used as a shoe factory after the Second World War.⁴⁰

38 Ibid., p.270.

39 Ibid., p.272.

40 Ibid., p.272.



Figure 12 First Edition Ordnance Survey Map published 1876 showing the northern part of the Conservation Area including Great Clacton Hall and the church and showing the former rural character of the surrounding area



Figure 13 First Edition Ordnance Survey Map published 1876 showing the southern part of the Conservation Area including the farm once associated with Three Chimneys, the first Methodist Chapel on Valley Road and the windmill demolished circa 1918



The broad pattern of settlement in Great Clacton remained the same until the development of Clacton-on-Sea in the 1870s, which initially only affected the coastal area.⁴¹ The economy remained mainly agricultural until the development of the seaside resort, led by Peter Bruff, an engineer from Ipswich.⁴² The railway (a branch line from Thorpe-le-Soken) to Clacton-on-Sea was opened by the Tendring Hundred Railway in 1866. The nineteenth century also witnessed the emergence of industrial activity in the area surrounding the village, including a brickworks north of Magdalen Green (in operation from 1886 to 1921, possibly longer)⁴³ and a three storey steam mill. The steam mill on Old Road was built in 1867 by Charles Beckwith and was sold in 1894 to Henry Bromley, miller and baker. Having been updated with new machinery, in 1909 the mill was destroyed by fire and was rebuilt, still trading as Bromley and Co Ltd in 1929.⁴⁴ The nineteenth century windmill shown on the 1876 and 1897 OS maps, was demolished circa 1918.⁴⁵

41 Ibid., p.237.

42 Ibid., p.248. and Bettley and Pevsner, Essex, p.54.

43 VCH Essex Volume XI, p.258.

44 Ibid., p.256.

45 Ibid., p.256.

Modern (1901 – now)

In 1939, Great Clacton Hall belonged to H S Cousins.⁴⁶ During the twentieth century, and particularly following the Second World War, there was much residential development which overtook Great Clacton, and areas such as Magdalen Green were subsumed within Clacton-on-Sea.⁴⁷

Given its coastal location, Clacton needed extensive defensive features during the Second World War and road barriers were emplaced around the junction at St Johns Square, with a Spigot Mortar emplacement positioned at the corner of the graveyard of St Johns Church.

Within the Conservation Area, the modern development of shops with flats above, located on the east side of North Road and the north side of St John's road, was built in the 1960s, and replaced a demolished group of medieval buildings which had been subdivided and used as shops in the late nineteenth or early twentieth century.⁴⁸ In the current century, new housing has been developed at various sites on Old Road, to the rear of buildings on St John's Road, and a further small development of houses now borders the historic churchyard to the north, in the direct setting of the church and Conservation Area.

46 Ibid., p.241.

47 Ibid., p.237.

48 Ibid., p.238.

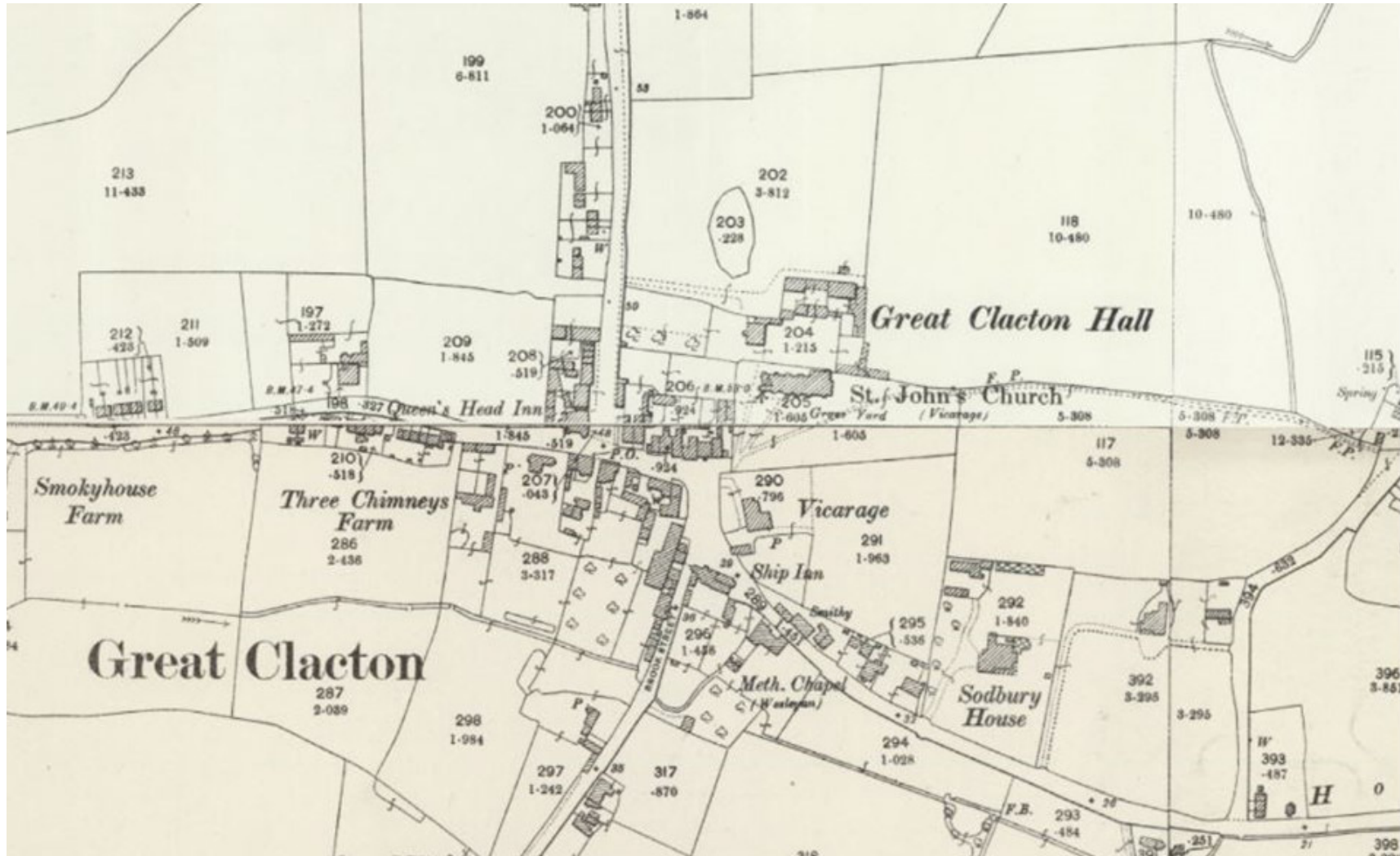


Figure 14 Second Edition Ordnance Survey Map published 1897 showing the Conservation Area little changed from the first edition map

The Church of St John the Baptist underwent repairs in 1959 and 1981, and was closed from 1986 until 2002.⁴⁹ Having undergone significant deterioration, the church was restored by Gerald William Barrett from 1997-2000 which included removal of most of the nineteenth century furnishings and the installation of a new stone floor.⁵⁰

49 Ibid., pp.,280-281.

50 Ibid., p.281.



Figure 15 Great Clacton Hall and the tower of St John the Baptist in 1955 (G W Martin, Essex Record Office reference IM_8_86_1_28)



Figure 16 383 Old Road in 1985 (Essex County Council)



Figure 17 404 and 406 Old Road in 1985 (Essex County Council)



Figure 18 Great Clacton Hall in 1985 prior to addition of a large extension on the north side in 2002 (Essex County Council)



Figure 19 Saddlers Cottage in 1985 showing former shop sign (Essex County Council)

2.3 Designated Heritage Assets

There are twelve designated heritage assets within the Great Clacton Conservation Area which contribute to its special architectural and historic interest. These include the Grade I listed Church of St John the Baptist, Grade II listed Great Clacton Hall, the Grade II listed public houses The Plough and The Ship Inn and the former Queen's Head Hotel. Other designated assets include domestic buildings and former dwellings that have been adapted for commercial use, some of which are timber framed buildings re-fronted to reflect changing architectural tastes. The listed buildings in the Conservation Area provide a good representation of medieval and post-medieval English architectural history.

A full list of all the designated assets within the Conservation Area is included in Appendix 6.1.

These buildings have been listed due to their special historic and architectural interest as defined by Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Further information about the listing process can be found on the Historic England [website](#).

Listed buildings are protected by government legislation and there are policies in place to ensure that any alterations to a listed building will not affect its special interest. It is possible to alter, extend or demolish a listed building but this requires listed building consent and sometimes planning permission.

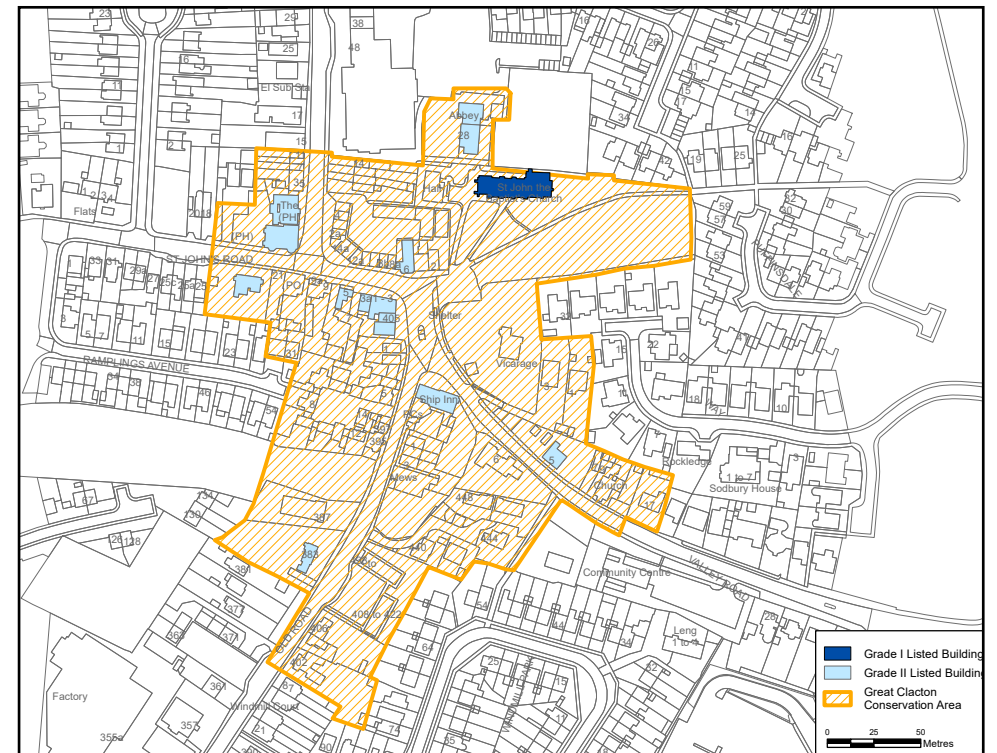


Figure 20 Map showing the location of the designated heritage assets within the Conservation Area

2.4 Non-Designated Heritage Assets

Every building, space and feature within a Conservation Area makes a contribution to its character and special interest, be it positive, neutral or negative.

Heritage assets are defined in Planning Policy as ‘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.’⁵¹

Not all heritage assets are listed, and just because a building is not included on the list does not mean it is of no heritage value. Buildings and other structures of the built environment such as fountains, railings, signs and landscaping can make a positive contribution to the appreciation of an area’s historic interest and its general appearance.

Local listing is an important tool for local planning authorities to identify non-listed buildings and heritage assets which make a positive contribution to the locality. At present there is no approved local list for Tendring District. This document has identified heritage assets which make a positive contribution to the Conservation Area and could be considered for local listing in the future. This list is not exhaustive, and further buildings may be identified as non-designated heritage assets through the planning application process.

51 NPPF, p.67.

Buildings and features within the Conservation Area which are considered to be non-designated heritage assets include:

- 3-11 North Road
- 17 North Road (The Great Clacton Surgery)
- 9 St John’s Road (Foxes Garden and Furniture Shop)
- 397 and 399 Old Road (Vacant shop and Liberal Democrats office)
- 395 Old Road
- Former Public Convenience (Old Road, adjacent to The Ship public house)
- 406 and 404 Old Road
- Old Mill Cottage, 402 Old Road
- Eaglehurst, 6 Valley Road
- Great Clacton Methodist Church and adjacent semi-detached cottages on Valley Road
- 17 Valley Road
- Sodbury House, Nightingale Way (outside of the Conservation Area boundary)

2.5 Heritage at Risk

There are no buildings or features in the Great Clacton Conservation Area which are on Historic England's Heritage at Risk Register. However, Grade II listed 383 Old Road appears to have been unoccupied for several years and is in a neglected state, thus this building could be considered at risk. Grade II listed Great Clacton Hall also appears to be unoccupied following the closure of the Abbey Care Home formerly on these premises, though appears to be in a reasonable state of external repair.

2.6 Archaeological Potential

The Conservation Area comprises the medieval Church/Hall complex and the core of the historic village which is medieval in origin. The survival of the Church, post-medieval buildings and historic road layout are an important, well-preserved resource.

The discovery of an Anglo-Saxon burial in a barrow found in association with a glass drinking cup, broken tiles and charred wood provides evidence for a high-status grave and a possible Anglo-Saxon settlement within or close to the Conservation Area.

Excavation adjacent to the Conservation Area shows that the graveyard of St John the Baptist once extended further north and that a chapel, possibly a private chapel associated with the manor, lay north of the church. The area north of the church has potential for further remains relating to the church, chapel and churchyard. Within the church itself, excavations below floor level have demonstrated the survival of structural remains associated with the earlier phases of the church.

The scale and importance of the Norman parish church gives some indication of the relative importance of Great Clacton in the medieval period. Early medieval settlement evidence is limited though some has been revealed to the north of the church. Further evidence for the

medieval settlement can be expected to survive around the church and may also include remains of the medieval manorial site. Structural remains of the later post-medieval manorial complex have been uncovered north of the church.

The eastern extent of the churchyard borders a cropmark feature of a square enclosure of unknown date and origin, and associated features may be preserved within the existing churchyard. Roman building material is commonly found incorporated into medieval church walls, the quantity of Roman building material found in later archaeological features adjacent to the church may be related to the destruction of the medieval chapel, but may also indicate the presence of a nearby available source of material, possibly from a former Roman building or villa.

In recent years there has been a number of small-scale archaeological investigations that have provided information on the nature, scale and quality of surviving archaeological remains within the Conservation Area. The low density of features and the low quantity of material remains from the sites investigated suggest that any settlement evidence is concentrated within the core of the historic village. The

settlement has been occupied since the medieval period and it can be anticipated that further below-ground archaeological remains survive within the Conservation Area. Whilst settlement evidence is more likely to be sited along the street frontage, the backyard areas may contain evidence for ancillary activity, such as wells, cess-pits, yards and middens, as well as industrial activity.

Much of the land surrounding the Church is in use as a graveyard which will have truncated any surviving archaeological remains within those areas. However, survival of archaeological remains is demonstrated closer to the existing church and is likely in any areas of less disturbance.

The soil-type within the Conservation Area is conducive to the survival of bone, shell and ceramics, and there is the potential for palaeoenvironmental deposits to be preserved within waterlogged deposits. The potential for these is high within the areas of undeveloped land bordering the stream which flows up to Old Road. Waterlogged deposits can also be anticipated within deeper features such as wells and cess-pits.

3. Assessment of Significance

3.1 Summary

The Great Clacton Conservation Area is notable for its historic village character and appearance which largely derives from the medieval Grade I listed church of St John the Baptist to the north-west with its churchyard providing an important open green space enhanced by historic tombs and memorials; and the cluster of listed buildings at the heart of the Conservation Area, mostly placed around the junctions of North Road, St John's Road, Old Road and Valley Road. These are a mixture of predominantly two storey timber framed and plastered public houses and houses. Grade II listed Great Clacton Hall to the north of the church and Church House to the west date to the eighteenth century and some of the older timber framed houses were re-fronted with brick and/or render in the eighteenth century to reflect changes in architectural taste. Some of the listed buildings which originated as dwellings have been adapted for commercial purposes and the majority of commercial premises within the Conservation Area are located on St John's Road and North Road.

With some notable exceptions, modern development within the Conservation Area and immediately in its setting has somewhat eroded the historic character, coupled with poor quality surface treatments to roads and pavements as well as unsympathetic and poor quality street furniture (for example, street lighting, signage and bollards) adding to this issue.



Figure 21 The churchyard of St John the Baptist which provides a valuable green space in the Conservation Area

3.2 Significance of buildings

Where visible from areas of public realm, the buildings within the Great Clacton Conservation Area have been assessed. The map on page 31 (Figure 22) should be read in conjunction with the key notes opposite. These outline the broad descriptions of positive, neutral and negative attributed to buildings within the Conservation Area. It should be noted that just because a building is positive it does not mean it cannot be enhanced. Some positive buildings may have intrusive aspects (such as inappropriate windows) and are addressed in the management plan. The buildings identified as 'Positive with opportunity for enhancement' tend to have more bespoke or fundamental issues that are not generally observed or widespread across the area.

- **Positive:** these are buildings that have been identified as positive contributors to the character or appearance of the Conservation Area. Whilst identified as positive there are likely to be enhancements which can be made to better reveal the architectural interest of the building and improve its contribution to the character and appearance of the Conservation Area. These general enhancements are noted in the management plan. One example would be the replacement of windows where the buildings have uPVC. The upgrade of these items would be beneficial as a general rule.
- **Positive with opportunity for enhancement:** these are buildings have been highlighted as they are positive contributors, however, they have been compromised due to intrusive alterations or additions. These buildings can be enhanced through the removal, replacement or redesign of intrusive or unsympathetic alterations.
- **Neutral:** These buildings make no beneficial or adverse contribution to the character or appearance of the Conservation Area.
- **Negative:** These buildings make an adverse or intrusive contribution to the character or appearance of the Conservation Area.
- **Other:** It was not possible to view these buildings from the public realm to ascertain their contribution to the Conservation Area.

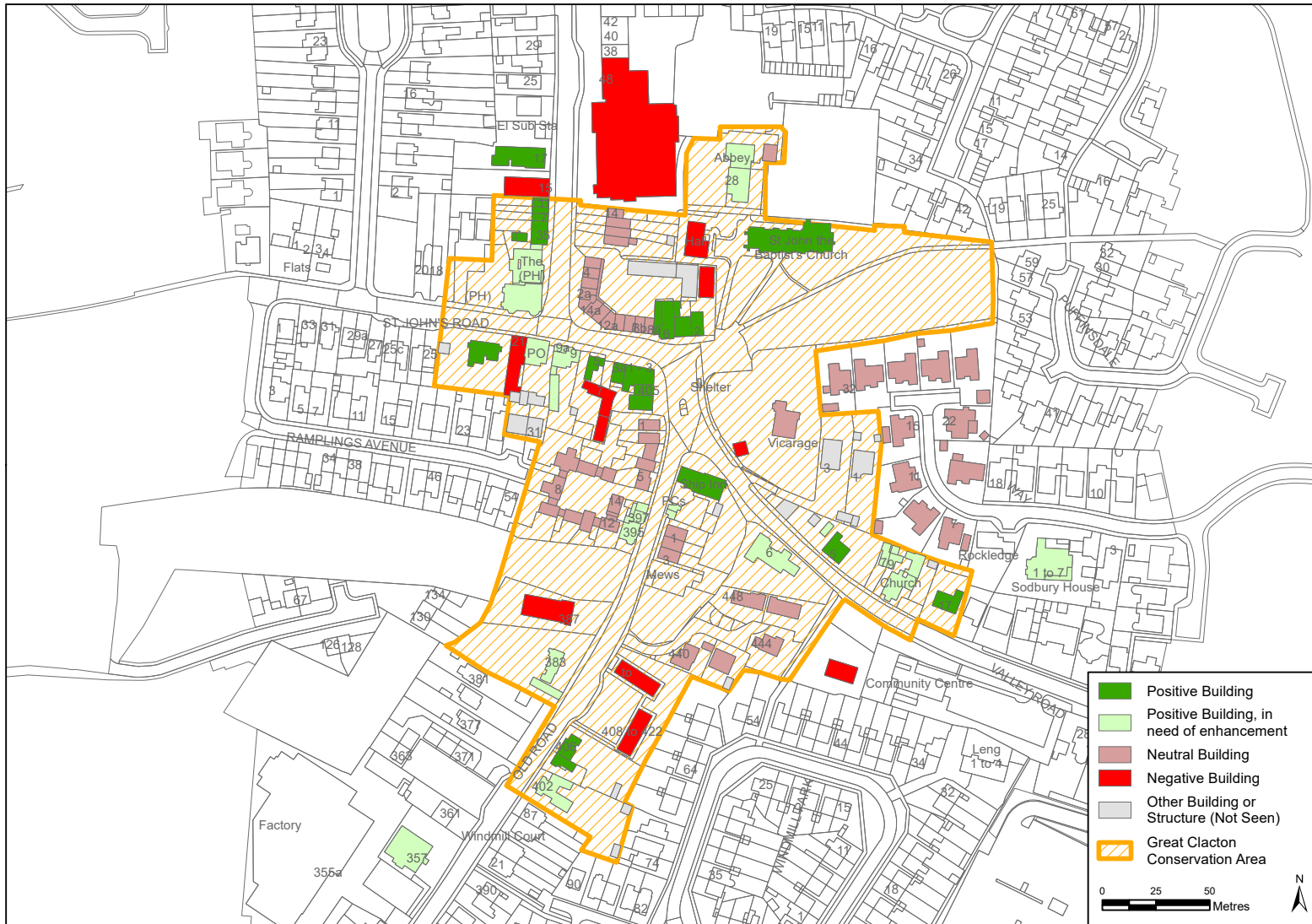


Figure 22 Map showing significance of buildings within and neighbouring the Conservation Area

3.3 Character Analysis

Summary of character

The character of this small Conservation Area derives from its historic village form with a relatively low density of predominantly two storey buildings, many set to the front of their plots, directly fronting the road. These comprise the linear form of development along the four main roads which converge close to the landmark medieval church to the north-west. A looser grain of development is apparent along Old Road and Valley Road than is experienced at the commercial centre of the Conservation Area. Today the Conservation Area is also characterised by the steady flow of road traffic along its main through routes.

Land usage

Land use is largely residential and commercial along the main road routes with the exception of the Grade I listed church of St John the Baptist and its churchyard, the latter of which provides the only notable area of public green space.

Landmark buildings

Due to the height of its tower, the church is the only landmark building that has prominence and visibility from a distance from

both inside and outside the Conservation Area, particularly in views from the south where the land slopes away as one heads southwards along Old Road. The church is screened from view when heading east along St John’s Road and here the large horse-chestnut tree on the western edge of the churchyard provides more of a focal point. The Ship Inn also has prominence at the centre of the Conservation Area and the Queen’s Head (which has been converted to business units and flats) defines the junction of St John’s Road and North Road, retaining the former pub’s hanging and painted signage.

Local Building Materials, Details and Boundary Treatments

The medieval church is exceptional within the Conservation Area for the use of mixed rubble stone and septaria in its construction, with dressings and details of limestone, Roman and twentieth century brick. The roof of red clay tile is, however, reflective of many other buildings within the Conservation Area. The twelfth century recessed north and south door surrounds of the church include details such as roll moulded round headed arches and stone columns with moulded bases and cushion capitals. The fifteenth century tower features



Figure 23 The south doorway of St John the Baptist church showing a variety of materials and detailing



Figure 24 Number 395 Old Road in red brick laid in Rat Trap bond, with numbers 399 and 397 to the north

a nineteenth century timber weatherboarded upper stage with a balustrade, and grey fish-scale tiles to the octagonal spire.

Although less common than clay tile, slate roofs can also be found throughout the Conservation Area including the roof of The Plough (Grade II listed) on the western side of North Road.

Timber framed buildings are also a feature of the Conservation Area. The Plough is plastered and features exposed timber framing, which can also be seen on The Ship Inn. Other timber framed buildings in the Conservation Area are largely faced in render which conceals their frames including the Grade II listed building at 1-3 St John's Road housing the Thai Vintage Restaurant and adjacent dwelling. Weatherboard is also used as a facing material, painted white on eighteenth century Grade II listed Saddlers Cottage. Render is also used as a finish on brick buildings including eighteenth century Great Clacton Hall and where timber framed buildings have seen the introduction of brick infill such as at the seventeenth and eighteenth century house called Three Chimneys on St John's Road.

Red brick also features throughout the Conservation Area exemplified by a pair of late nineteenth or early twentieth century two storey red brick former houses (numbers 19 and 19A), to the east of Three Chimneys on the south side of St John's Road and on the two storey 1960s commercial development of shops with flats above on North Road and St John's Road, the latter with a concrete tiled parapet roof and some timber weatherboard detailing to first floor. A pair of single storey painted brick shops with twentieth century shop fronts and slate roofs at numbers 399 and 397 Old Road adjoin an attractive early nineteenth century two storey house at number 395 (extended in the twentieth century) in red brick laid in rat-trap bond (where the bricks are laid on edge).

Directly to the south of The Maltings on the west side of Old Road is a small modern development of five houses in a traditional style emulating eighteenth century architecture, with chimneys, sliding sash windows and predominantly finished in red brick (one with render) with clay tile roofs.

Many windows in the Conservation Area are of a traditional timber framed form but there are a regrettably high number of uPVC replacement windows and doors including those on a terrace of nineteenth century rendered brick cottages at 3-11 North Road (adjacent to The Plough), and to the modern extension to Great Clacton Hall. These windows are also ubiquitous on shops and the new housing developments within and adjacent to the Conservation Area.

The eighteenth century Grade II listed Church House features classical detailing of triglyphs and metopes, a dentilled cornice, and fluted and plain columns to its entrance porticos. The building houses a barber's shop (The Barber Royal) with a twentieth century shop front on the western side, whilst flats occupy the remainder. What appears to be an early nineteenth century pair of houses (now a single building) at number 9 St John's Road features an early twentieth century shop front with a canopy at the western end supported by an iron post with an Ionic order capital and scrolled bracket. Grade II listed The Maltings on the west side of Old Road, is an attractive timber framed house which has been dated to the seventeenth and eighteenth centuries with a principal façade of painted brick with timber vertical sash windows. It features a classical moulded door surround, and former shop window on the right hand side of the ground floor which has been dated to the twentieth century.



Figure 25 Mature trees and shrubs around the Vicarage and at the western end of Valley Road which make a positive contribution to the Conservation Area

Many buildings in the Conservation Area directly front the pavement with no boundary treatments but red brick boundary walls can be found including examples at Three Chimneys (the wall surmounted with plain timber picket fencing), Saddlers Cottage (a low height boundary wall of red brick and septaria) and nineteenth century Eaglehurst at number 6 Valley Road. The twentieth century Vicarage to the south of the churchyard is set back within a large garden plot with large mature trees and shrubs bounded by a timber fence, with hedging and a low height brick boundary wall directly fronting the pavement. With almost no historical precedent within the Conservation Area, the modern houses on Old Road have traditional black painted metal railings to their front boundary and another recent development of three terraced two-storey houses known as Old Valley Mews on Old Road features modern black painted metal railings on a paved plinth.

Landscaping, Open Spaces and Public Realm

When facing east on St John's Road, the view terminates with a large horse-chestnut tree which marks the entrance to the churchyard of St John the Baptist, entered via a tarmacked path with a car park on the south side. The churchyard provides the only public open green space in the Conservation Area with a footpath running through it from east to west that provides access to a large development of twentieth century housing to the east of the Conservation Area.

Within the churchyard, mature trees, shrubs and grass sit comfortably alongside the peppering of gravestones and monuments which form the setting of the Grade I listed church. There is an attractive avenue of lime trees leading to the south porch of the church and there is a strong sense of enclosure on the south side of the churchyard. It is more open to the north beyond the church and now overlooks a new development of houses just outside of the Conservation Area boundary. Mature trees around the Vicarage and on neighbouring land which fronts Valley Road make a positive contribution to the character and appearance of the Conservation Area.

An area of public realm in front of The Ship is paved and bounded by detracting concrete bollards and there is a tarmacked car park to the east of the pub. To the east of Eaglehurst is a tarmacked alleyway giving access to a twentieth century housing development around Windmill Park (the historic site of the windmill). Next to the alleyway is a small area of unkempt scrubland directly fronting Valley Road and a tarmacked area behind this surrounding the Army Cadets' building. It is proposed that the Conservation Area boundary should

be amended to exclude these, which detract from its character and appearance.

Contribution by Key Un-Listed Buildings

The following non-designated heritage assets are considered to make a positive contribution to the character and appearance of the Conservation Area:

Eaglehurst at number 6 Valley Road, is set slightly below pavement level. This is a large, attractive later nineteenth century former house in the style of a medieval hall house with two gabled crosswings, one of which is jettied. The building is of red brick but with a plastered finish to the first floor with timber frame detailing. A corner tower in the angle of the central range and eastern crosswing is a typically eclectic Victorian architectural flourish. This building first appears on the Ordnance Survey map published in 1897.

The Great Clacton Methodist Church on Valley Road dates to 1863, replacing an earlier chapel on the same site of 1824. The church is one of the more interesting nineteenth century buildings in the Conservation Area. It is in a pared back Gothic style with narrow lancet windows and has an irregularly shaped central gable to the principal façade, which forms the main entrance. A circular window above the entrance doors has been replaced with modern stained glass of a simple design. The church appears to have been extended to the rear and has an area of garden laid to lawn on the east side of the building with a flat roofed outbuilding at the rear of the plot. There



Figure 26 The Great Clacton Methodist Church on Valley Road, built in 1863

is an attractive pair of two storey early nineteenth century semi-detached houses directly to the west of the church, set well back from the street, parts of the front gardens of which have been tarmacked to provide space for car parking.

Numbers 3-11 North Road are an appealing terrace of four two storey houses which first appear on the First Edition OS map published in 1876. As noted above, they have suffered from the introduction of uPVC windows and doors, but otherwise make a positive contribution to the Conservation Area.

Number 9 St John’s Road (Foxes Furniture Shop) appears to be an early nineteenth century two storey rendered former house with vertical sash windows to the upper storey, converted to shops with accommodation/storage above in the twentieth century. The shop canopy on the western end of the front façade features a cast iron column and bracket which are attractive architectural details.

Neighbouring numbers **19 (the former Post Office)** and **19A St John’s Road** in red brick date to the later nineteenth century/ early twentieth century. These buildings could be enhanced by the sympathetic restoration of their façades including the shop front, to remove and replace the detracting uPVC windows and doors.

The former Public Convenience (eastern side of Old Road, adjacent to The Ship public house) in red brick with a clay tiled roof and timber frame detailing to the front gable was erected in 1929 by Clacton Urban District Council. Having already been closed for several years, by 2017 the building had been converted for domestic

or commercial use including the insertion of a large tripartite uPVC front window, but appears to have remained empty. It has the potential to be a good example of adaptive re-use of an historic building.

397 and 399 Old Road are an attractive pair of single storey nineteenth century painted brick buildings with twentieth century shop fronts and a slate roof located on the west side of Old Road (respectively a vacant shop and the Liberal Democrats office). Number 399 would benefit from more sympathetic signage.

395 Old Road adjoining the above, is a distinctive early nineteenth century two storey red brick house with a slate roof (with rendered twentieth century extensions to the rear and on the south side). The brick is laid in an unusual rat-trap bond (bricks laid on edge).

Numbers 406 and 404 Old Road situated further south, on the western side of the street are a pair of two storey white painted rendered late eighteenth or early nineteenth century cottages with vertical timber sash windows and a hipped slate roof. Number 406 has side extensions and retains a front boundary wall in red brick whilst number 404 has a replacement boundary wall in yellow brick with a red brick coping.

Old Mill Cottage at 402 Old Road on the east side of the road is a dwelling historically associated with the windmill thus has important local historical associations. It has been unsympathetically much altered and extended in the twentieth century but nevertheless has architectural interest and is likely to retain fabric dating to the



Figure 27 Number 406 Old Road adjoining number 404 to the right

eighteenth century or earlier. There is also potential archaeological interest relating to this site.

17 Valley Road is a mid-nineteenth century single storey pebble dashed house with three bay windows and an ornate timber porch located just beyond the Conservation Area boundary on the north side of Valley Road which makes a positive contribution to the setting of the Conservation Area.



Figure 28 View north along Old Road towards the centre of the Conservation Area and the church tower



Figure 29 View west along Valley Road towards the historic village centre

3.4 Views

Key views are identified on Figure 30. 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.

Views of the church of St John the Baptist are important to understanding the historic village character of Great Clacton and its significance, and the church tower acts as a marker for the settlement. The church tower appears in longer range views when travelling north and uphill on Old Road, west along Valley Road when nearing the Ship Inn, and can be seen through a gap between a small terrace of four twentieth century houses and the 1960s shops on the east side of North Road.

Views east along St John’s Road are terminated by the boundary of the churchyard, marked by a large horse-chestnut tree. Attractive views encompassing Church House, the listed buildings on the corner of St John’s Road and Old Road, Saddlers Cottage and the Queen’s Head can be gained when looking west from the eastern edge of the churchyard.

Views between The Ship Inn and Church House and the Maltings are also important to understanding the historic nature of the Conservation Area, as are kinetic views along Valley Road which, when travelling west, take in the Great Clacton Methodist Church, Eaglehurst, Forge Cottage, the Ship Inn and The Maltings against a clear sky backdrop.

Travelling south on North Road, views encompass the Plough and the Queen’s Head and are terminated by Numbers 9 and 19 St John’s Road.

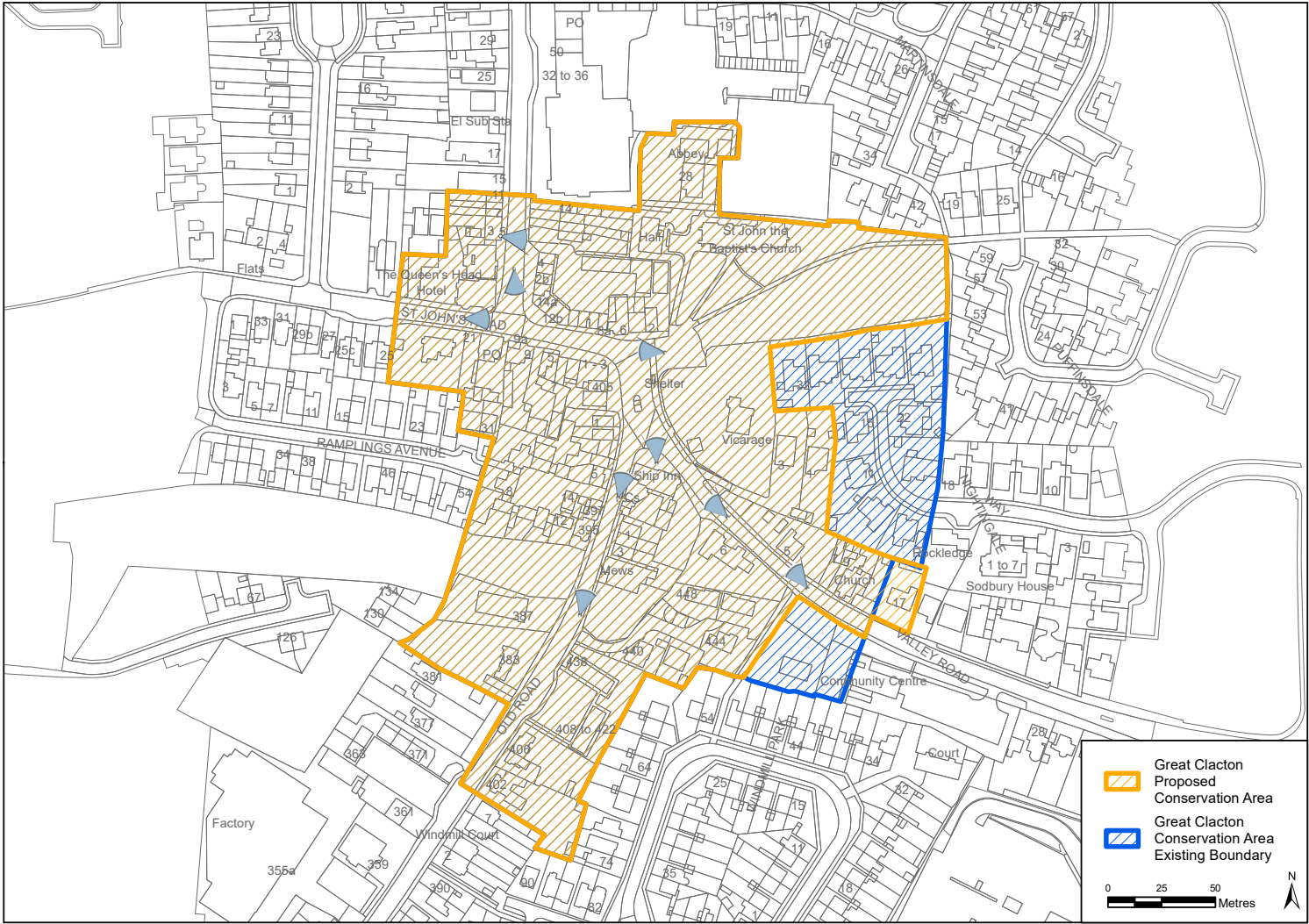


Figure 30 Map showing key views



3.5 Setting of the Conservation Area

The NPPF describes the setting of a heritage asset 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 an asset, may affect the ability to appreciate that significance or may be neutral.

Historic England *Good Practice Advice Note on the Setting of Heritage Assets* (2017) indicates that the setting of a heritage asset is the surroundings in which the asset is experienced. It notes 'Where that experience is capable of being affected by a proposed development (in any way) then the proposed development can be said to affect the setting of that asset'.

Historic England's advice note on setting includes a '(non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance'. As the advice note states, 'only a limited selection of the attributes listed will be of a particular relevance to an asset'.

This checklist has been used to inform this assessment.

The historically rural and agricultural setting of the Conservation Area has been overtaken by modern housing and small-scale commercial development on all sides and thus it is difficult to gain a sense that the coast lies less than two miles to the south of the church. There are no long-range views from within the Conservation Area that reveal this aspect of its location.

Overall, the setting of the Conservation Area makes a limited contribution to its significance, however, the topography of the setting makes some contribution to how that significance is revealed, particularly where Old Road rises uphill from the south towards the centre of the village, affording views of the church tower. This and other kinetic views into the Conservation Area on the main approach roads are described in Section 3.4 and contribute to setting and significance.

The Conservation Area and its immediate setting is also accessible and permeable with strong patterns of vehicular and pedestrian movement along the main through routes that converge within the area. However, twentieth century housing developments to the east of the Conservation Area are less permeable reflecting the mid-century proliferation of cul-de-sacs designed to discourage through traffic and thus promote safer areas for families with children to live in. The prevailing domestic land use of the setting has generally limited building heights to two storeys which has been beneficial in retaining a sense of openness and permeability and the ability to appreciate designated and non-designated heritage assets against a clear sky backdrop, in particular the church tower.

There is just one designated heritage asset located in the setting of the Conservation Area:

- Grade II listed Yew Trees (List UID 1111527) to the west along St John's Road

The following non-designated heritage assets are located within the setting of the Conservation Area:

- 17 North Road (the Great Clacton Surgery) is located just beyond the Conservation Area boundary. It is a later nineteenth century classically detailed house with a two storey bay window, in fair faced gault brick. The clay tile roof still present to the bay has unfortunately been replaced with cement tile on the main roof. Providing one of the only examples of a building from this period in the setting of the Conservation Area, it makes a positive contribution to the street scene.
- The Mill is situated approximately 50 metres beyond the Conservation Area boundary on the west side of Old Road. This is an impressive three storey former corn mill dating to the early twentieth century (on the site of a previous corn mill built in 1867). It is of white painted brick with a black weatherboarded lucam (the projecting housing for a hoist pulley), and has been converted to house office units. Its tarmacked plot is bounded by a white painted timber picket fence. The Corn Mill was associated with the nineteenth century windmill formerly located to the east of Old Road demolished circa 1918.

- Sodbury Hall is located to the east of the Vicarage at the northern end of Nightingale Way. Dating to 1892, it was designed by architect J O Smith in the Queen Anne style with tall chimneys and retains its impressive rooftop belvedere. The house has been converted to flats and has suffered from some unsympathetic additions and alterations including a large double garage and uPVC windows, however, it remains an important local nineteenth century building.



Figure 31 The Mill on Old Road in the setting of the Conservation Area

4. Opportunities for Enhancement

The following opportunities for enhancement have been identified and are summarised below in brief. The list is in no way exhaustive and neither are the opportunities identified unique to Great Clacton with many being shared with other Conservation Areas.

4.1 Road Traffic

As noted in the character summary, there is constant and heavy road vehicle traffic through the centre of Great Clacton which reflects the high level of connectivity of the Conservation Area with the wider local area. However, the noise and congestion arising from this detracts from the Conservation Area's historic village character and the ability to appreciate its significance and the significance of individual listed buildings which line the main routes. Any opportunities to disperse through traffic to alternative routes would be beneficial.

4.2 Interpretation

Due to the amount of development surrounding Great Clacton which knits it into the wider area of Clacton-on-Sea, the Conservation Area would benefit from a well-designed interpretation board, perhaps upon entry to the churchyard, which explains the history of the village from its medieval origins and which highlights its historic buildings.

4.3 Vacant Buildings

Vacant buildings can have a negative impact on the character and appearance of the Conservation Area and without occupation, regular maintenance and repair they may suffer from criminal damage as well as water ingress leading to losses of historic fabric and features. The following heritage assets were vacant at the time of survey in October 2022:

- Grade II listed Great Clacton Hall – there is an opportunity to enhance the significance of this heritage asset by re-instating its use. Ideally, the detracting uPVC windows to the extension would be replaced by timber framed windows sympathetic to the host building. There are also opportunities to improve the area of garden and hard landscaping around the building which has a very neglected feel and reveals nothing of the history of the building and its former grounds. The car park directly to the north of Great Clacton Hall also detracts from its setting and significance.
- Grade II listed 383 Old Road – the site is currently protected by unsightly Heras fencing and the front garden is overgrown, with a large spoil heap from excavations on site. It is clear that renovation work has been undertaken on the outbuildings adjoining the house but the property seems to have been vacant for several years.
- Number 19 St John's Road – this was formerly the Post Office and is now a vacant shop which would benefit from a new use. The shop front could be markedly improved by replacement of the detracting uPVC windows and door.

- Former Public Convenience (Old Road, adjacent to The Ship public house) was vacant at the time of survey but there was evidence of work being carried out to the interior of the building suggesting a new use may be imminent. The appearance of this building would be enhanced by the replacement of the uPVC window with a timber alternative.
- Number 397 Old Road is another vacant shop, which appears to be in good decorative order.

4.4 Loss of Architectural Details

Many windows in the Conservation Area are of a traditional timber framed form but there are a regrettably high number of uPVC replacement windows and doors. These are of a poor quality material which cannot be used to sympathetically reflect traditional detailing and profiles, and often historic glazing patterns are lost when windows are replaced. This detracts from the historic character and appearance of individual buildings and from that of the Conservation Area as a whole.

Poor quality plastic rather than traditional painted metal rainwater goods are also found on many buildings in the Conservation Area, including some listed buildings (for example The Queen’s Head). As well as having a poor quality appearance, they are also less robust than traditional metal rainwater goods and may be at higher risk of failure leading to the risk of water ingress and damage to historic fabric.

4.5 Public Realm

Street Furniture (including lampposts, signage, bins, bollards)

Street furniture throughout the Conservation Area is generally of poor quality, and unsympathetic in character, particularly with regard to streetlights, bollards and bins. These would be enhanced through replacement with traditional and consistent models which respect the historic character of the area.

Although some traditional hanging and painted signs have been retained to public houses and shops, there is also the opportunity for improvements to be made to shop signage (including to the 1960s commercial development), where:

- It has proliferated (for example on the Thai Vintage restaurant at 1-3 St John’s Road which is a listed building);
- Is overly large;
- Is internally illuminated;
- Features poor quality and unsympathetic plastic fascia and lettering which dominate the facades of buildings and harm the overall historic character of the streets (for example, as seen on Reg’s Fish & Kebab on St John’s Road and The Royal Barber at Church House).

The use of temporary vinyl advertising banners affixed to buildings in the Conservation Area should be resisted.

Hard Landscaping

Road and pavement surfaces are generally of poor quality tarmac and of patched, inconsistent and poor appearance throughout the Conservation Area. No vestiges of historic surface materials appear to have survived. Where there are areas of paving stones rather than tarmac surfaces, for example to the front of the Thai Vintage Restaurant, these are sometimes of poor quality, are cracked and in poor condition. Areas of block paving have been introduced in the Conservation Area, for example to the car park of The Queen's Head and the parking area of a new development to the rear of Number 19 St John's Road, which are not sympathetic to the historic character of the Conservation Area.

Hard landscaping can have a particularly harmful impact on the character of an area where areas of private front gardens have been paved over in a piecemeal approach and are inconsistent with their neighbours and adjoining paving (for example at the Maltings and the terrace of four early twentieth century houses on the east side of North Road).

Open Spaces

There appears to be only one managed public open green space in the Conservation Area which is the churchyard. As elsewhere, this features tarmac paths which do not reflect the historic character and appearance of the Grade I listed church. The single storey pre-fabricated twentieth century church hall to the west of the church is of poor architectural quality and materials. Although it is acknowledged to be a vital and valued community facility it detracts from the churchyard setting of the listed building and its significance.

There is a small area of unkempt private scrubland on Old Road located to the south of Number 395 which would benefit from management and maintenance. It is proposed to revise the boundary of the Conservation Area to omit another area of unkempt scrubland directly fronting Valley Road and a tarmacked area behind this surrounding the Army Cadets' building.

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 which are primarily in the churchyard but also on private land at the western end of Valley Road.

4.6 Unsympathetic additions

There are numerous satellite dishes and some air conditioning units on the principal facades of buildings in the Conservation Area including to listed buildings (for example Church House) which detract from the character and appearance of the heritage assets.

4.7 Inappropriate Modern Development

Not all modern development in and around the Conservation is inappropriate by any means, however, there are a number of examples of post-war infill and backland development within the Conservation Area and within its immediate setting which have had a negative impact on its historic village character and appearance. Most notable amongst these is:

- The large one and two storey commercial development just outside the Conservation Area boundary on the east side of North Road, the scale, massing, design and materials of which are entirely unsympathetic to the historic core. The setting of Great Clacton Hall has been greatly eroded by this commercial development and its car park to the rear. Due to erosion of the hall's historic setting and alterations to the building itself including the addition of a large modern wing at the north end, it is difficult to discern the historic nature of Great Clacton Hall.

- Directly to the North of number 406 Old Road, a mid-twentieth century social housing development of two, two storey blocks of flats which have the appearance of two pairs of large semi-detached houses faced in red brick at ground floor level and hung with red pantiles to the upper floor, with hipped roofs of the same material. They have replacement uPVC casement windows. The two blocks are arranged on two sides of a large communal front garden laid to lawn and bounded with a timber fence.
- Also on North Road, a poor quality single storey rendered former industrial building set back within a gravelled yard which is currently in use as The Iron Works Gym.

More recent housing developments, whilst of an appropriate form, incorporate poor quality materials such as uPVC rather than timber or aluminium framed windows and cement tile rather than clay tile roofs. It is recommended that a recent development of bungalows at the northern end of Nightingale Way to the east of the Vicarage should be omitted from the Conservation Area. Although these have been carefully detailed, they do not reflect the traditional form or materials of buildings in the Conservation Area nor of other housing in the local area.

4.8 Neutral Contributors

A number of buildings and plots are currently considered to 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. Notable areas which make a neutral contribution are:

- The 1960s development of shops with flats above on North Road and St John's Road
- The terrace of four mid-twentieth century houses on the east side of North Road
- The Vicarage
- Twenty-first century developments on Old Road including Ship Mews, Old Valley Mews and Mascot Court.

5. Management Proposals

There are a range of issues facing the Great Clacton Conservation Area, many of which share common themes. This section seeks to recommend management proposals which address these 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 with the Local Planning Authority. These are generally low cost and can be implemented within a short timeframe, 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 of buildings to be considered for inclusion on 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 (GPDO).

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 example of an Article 4 Direction that would be beneficial would be the removal of Class A of the GPDO which would limit changes to front elevations of buildings such as replacement windows and doors.

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 precedent being set for similar, uncharacteristic works.

General Maintenance: Public Realm and Highways

Through the agreement of 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 could include elements such as improvements to the quality and appearance of materials used on road and pavement surfaces to enhance local character and



Figure 32 Poor quality surfaces and street furniture detract from the character and appearance of the Conservation Area

distinctiveness, and likewise avoiding excessive road markings or signage; and agreeing standard forms of street furniture based on local historic examples 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.194), 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. 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.

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 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 publication 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 to the preservation of Great Clacton's built heritage.

5.2 Positive Management: Longer Term

These proposals are also focused around positive management but either take longer to implement or are better suited to a longer time frame.

Conservation Area Boundary

Revisions to the Conservation Area boundary have been proposed within this appraisal in accordance with the NPPF (2021) and Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management (2019).

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 a 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 awareness and re-establish the identity of Great Clacton as a historic settlement.

Heritage at Risk

Currently there are no assets on Historic England's Heritage at Risk Register. However, it is advised that officers devise a system to monitor the status of the two Grade II listed buildings (Great Clacton Hall and 383 Old Road) identified in this appraisal to be at possible risk within the Conservation Area, and if necessary, bring these to the attention of Historic England.

5.3 Funding Opportunities

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

National Heritage Lottery Fund (NLHF)

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 over time, 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 Great 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 the shop frontages noted to require improvement.

6. Appendices

6.1 Designated Heritage Assets

| List Entry | Name | Grade | List Date | Amend Date | Legacy UID | NGR |
|------------|---|-------|------------|------------|------------|-------------------|
| 1111525 | GREAT CLACTON HALL | II | 04/07/1986 | | 119879 | TM 17690 16570 |
| 1111526 | THE SHIP INN | II | 04/07/1986 | | 119883 | TM 17668 16415 |
| 1111528 | SADDLERS COTTAGE | II | 04/07/1986 | | 119889 | TM 17614 16466 |
| 1165521 | THE PLOUGH | II | 04/07/1986 | | 119880 | TM 17583 16522 |
| 1165532 | THE QUEEN'S HEAD HOTEL | II | 04/07/1986 | | 119886 | TM 17589 16495 |
| 1317258 | 383, OLD ROAD | II | 04/07/1986 | | 119882 | TM 17596 16329 |
| 1317259 | CHURCH OF ST JOHN THE BAPTIST | I | 04/07/1986 | | 119884 | TM 17708 16529 |
| 1317265 | "CROWN TOP PAGE ESTATE AGENTS REWARDS RESTAURANT" | II | 04/07/1986 | | 119888 | TM 17628 16463 |



| List Entry | Name | Grade | List Date | Amend Date | Legacy UID | NGR |
|------------|---|-------|------------|------------|------------|-------------------|
| 1317272 | THREE CHIMNEYS | II | 04/07/1986 | | 119890 | TM 17563 16472 |
| 1337151 | THE MALTINGS AND SHOP ON CORNER OF ST JOHNS ROAD, ATTACHED TO AND | II | 04/07/1986 | | 119881 | TM 17641 16454 |
| 1337152 | "CHURCH HOUSE | II | 26/10/1973 | 04/07/1986 | 119885 | TM 17652 16497 |
| 1337153 | ST JOHNS HOUSE | II | 04/07/1986 | | 119891 | TM 17730 16390 |

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

Roger Kennell, The Place-Names of Great Clacton (Essex Society for Archaeology & History, 2016 (e-book))

Ed. Christopher C Thornton with Herbert Eiden, Victoria County History Essex, Volume XI - Clacton, Walton and Frinton: North-East Essex Seaside Resorts (2011)

Tendring District Council Conservation Area Review: Great Clacton Conservation Area (March 2006)

Tendring District Historic Environment Characterisation Project, Essex County Council (2008)

Tendring Geodiversity Characterisation Report, Essex County Council (2009)

Webpages

<https://www.clactonhistory.co.uk/smuggling-tales-great-clacton/>

<https://www.geograph.org.uk/photo/2946282>

Archives

Essex Record Office (ERO)

Historic Environment Record (Essex County Council)

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 (2021) DLUGH | Section 16; Annex 2 |
| National Guidance | National Planning Practice Guidance (2014) DLUGH | ID: 18a |
| National Guidance | Historic England (2017) 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 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

| 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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Lawford Conservation Area Character Appraisal and Management Plan

Tendring
District Council



Client:
Tendring District Council

Date:
February 2023





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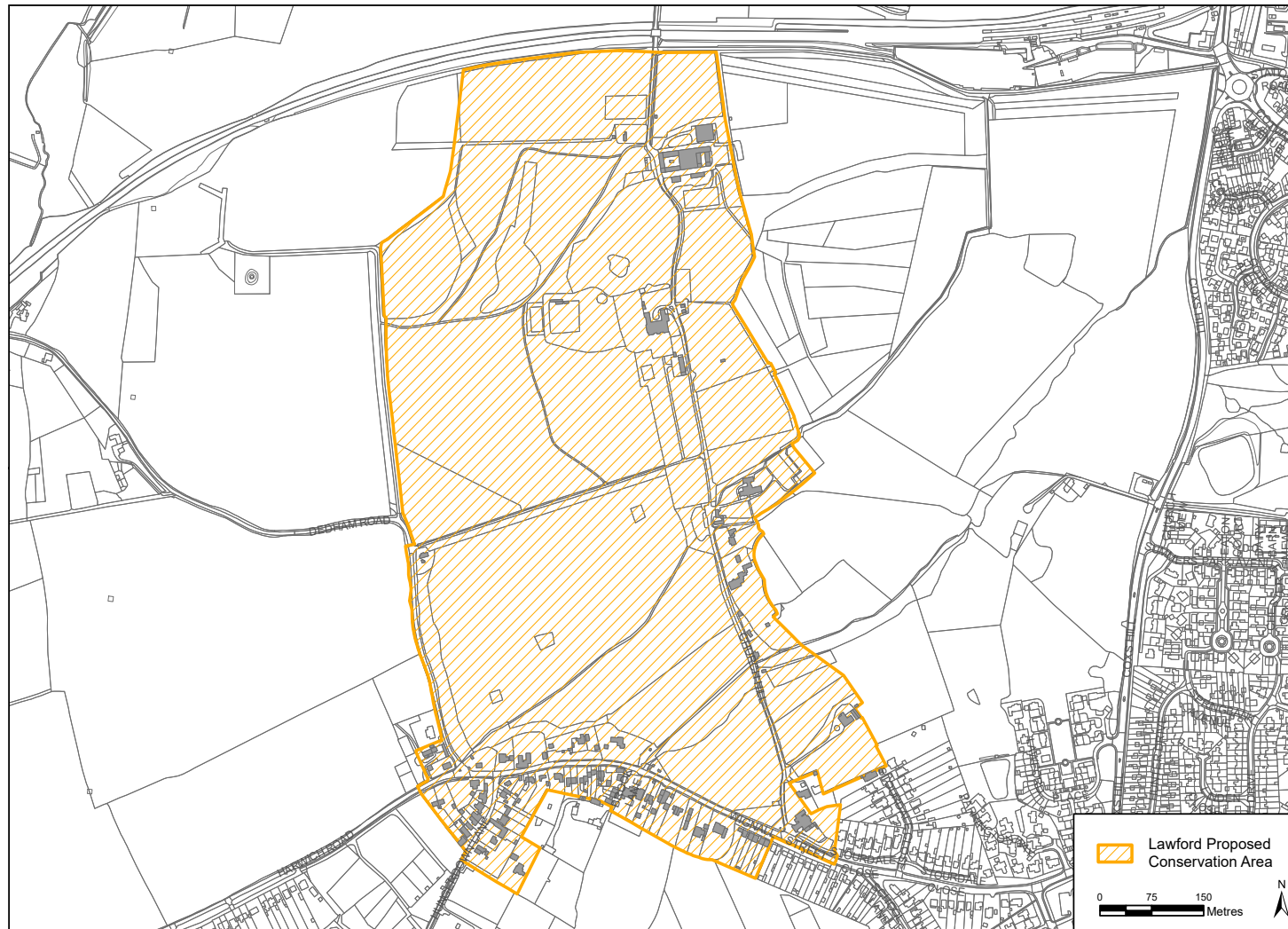


Figure 1 Map showing proposed Conservation Area boundary

1. Introduction

1.1 Summary

This Conservation Area Appraisal and Management Plan provides an overview of the Lawford Conservation Area, outlining its designation history, alterations to the boundary, and a description of its special interest. The appraisal will also consider buildings, green spaces and features which contribute to the Conservation Area's 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 appearance and ensures that planning decisions take the enhancement and preservation of the area into consideration.

The special interest of Lawford Conservation Area is derived from its building stock, layout and relatively intact historic character. There are a concentration of historic buildings along Wignall Street, whilst the northern section of the Conservation Area is dominated by Lawford Hall and the parish church of St Marys. Traditional materials and construction methods are commonplace, with large areas of parkland reinforcing the status of the hall and the contributing to the rural character of the Conservation Area.

Historically, Lawford comprised a small settlement on Wignall Street with further settlement along Church Hill linking the main road with the medieval church and hall; this layout is still discernible with little modern infill or encirclement of the historic routes. Lawford Hall is separated from the rest of the settlement by parkland. Most of the historic settlement is located within the Conservation Area, from which it derives its character and special quality. Modern Lawford is located to the east of the historic settlement, linking the historic core with the town of Manningtree.

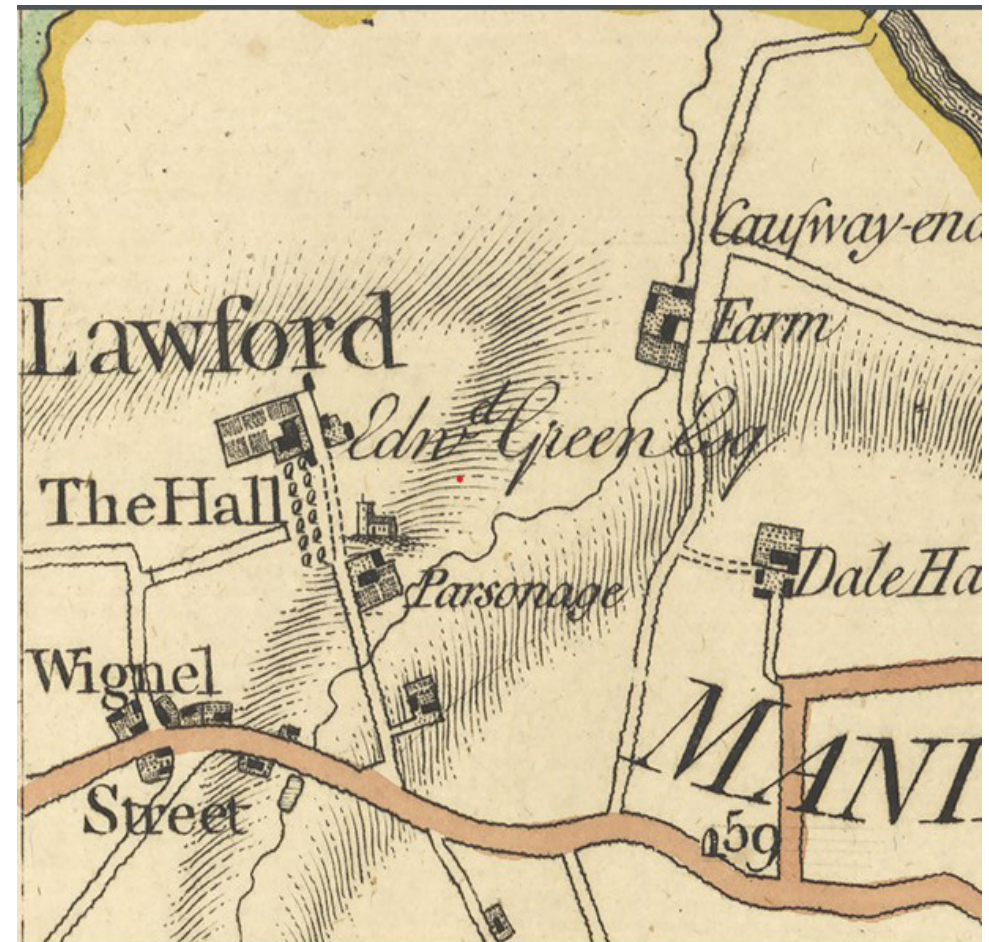


Figure 2 Chapman and Andre Map of 1777 showing Lawford



1.2 Conserving Tendring's Heritage

Tendring District Council appointed Place Services to prepare a Conservation Area Appraisal for Lawford Conservation Area in 2022. The document is provided as baseline information to support in the conservation of Lawford's heritage.

This report provides an assessment of the historic development and character of Lawford and outlines its special interest. The appraisal will also consider the significance of individual heritage assets within the Conservation Area and the contribution that these, along with their setting, make to the character of the Conservation Area as a whole. The understanding of significance will be used to assess the susceptibility of the Conservation Area to new development, highlighting key assets of importance and vulnerabilities.

1.3 Purpose of Appraisal

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

The appraisal recognises designated and non-designated heritage assets within the area which contribute to its special interest, along with their setting.

It will identify the area's building styles, forms, materials, scale, density, roads, footpaths, alleys, streetscapes, open spaces, views, landscape, landmarks, and topography. These qualities will be used to assess the key characteristics of the area, highlighting what potential impact future developments may have upon the significance of heritage assets. This assessment is based on information derived from documentary research, site visits and analysis of the Conservation Area.

This appraisal will enhance understanding of Lawford Conservation Area and its development, informing future design. Applications that demonstrate an understanding of the character of a Conservation Area are more likely to produce appropriate design and positive outcomes for agents and their clients.

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



1.4 Frequently Asked Questions

What is a conservation area?

Conservation areas are designated by the Local Planning Authority as areas of special architectural and historic interest. There are many different types of conservation area, which vary in size and character, and range from historic town centres to country houses set in historic parks. Conservation area designation introduces additional planning controls and considerations, which exist to protect an area's special character and appearance and the features that make it unique and distinctive. Although designation introduces controls over the way that owners can develop their properties, it is generally considered that these controls are beneficial as they sustain and/or enhance the value of properties within conservation areas.

The National Planning Policy Framework regards conservations areas as 'designated heritage assets'.

The 1990 Planning (Listed Buildings and Conservation Areas) Act specifies the general duty of Local Authorities, in the exercise of planning functions (Section 72). The 1990 Act states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

How are conservation areas designated and managed?

The designation process includes detailed analysis of the proposed conservation area and adoption by the local planning authority. A review process should be periodically undertaken, and the Conservation Area assessed, to safeguard that it retains special architectural or historic interest. Threats can be identified, and the boundary reviewed, to ensure it is still relevant and appropriate.

This Conservation Area is supported by an appraisal and management plan. The appraisal describes the importance of an area in terms of its character, architecture, history, development form and landscaping. The management plan, included within the appraisal, sets out various positive proposals to improve, enhance and protect the character and appearance of the Conservation Area.

How can I find out if I live in a Conservation Area?

Boundary maps of conservation areas can be found on your Local Planning Authority website. Some authorities have an online interactive map search allowing you to search for a property. You can also contact your local planning authority directly to find out if you reside within a conservation area. Tendring District Council's Conservation Areas can be found within the Planning section under Heritage, conservation & trees.



What are the Council's duties regarding development in conservation areas?

The Local Authority must follow the guidance in the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG). These set out in clear terms how development proposals within Conservation Areas should be considered on the basis of whether they preserve and enhance the character and appearance of the area. Applications which fail to preserve or enhance the character of the Conservation Area are likely to be refused as a result. An authorities Local Plan also typically includes a specific policy on Conservation Areas.

Do I need permission to alter a property in a conservation area?

Under the provisions of the Town and Country Planning (General Permitted Development) Order 2015, certain minor works and alterations are considered 'permitted development' and can be carried out without planning permission. However, some permitted developments rights do not apply in conservation areas, and some buildings may not have any permitted development rights at all, such as blocks of flats. Different rules also apply if a building is listed.

Permission is required for any external alterations which involve cladding, rendering, or adding pebble dash, artificial stone or tiles to the exterior of a dwelling within a conservation area. All alterations to the roof of a dwelling within a conservation area also require planning permission.

Extensions to the side of buildings in conservation areas will need planning permission, as will all two storey rear extensions. Porches, subject to size and relationship to the highway, may need planning permission. In all cases, the Local Planning Authority will be able to provide advice as to how to proceed.

What is an Article 4 Direction?

Some conservation areas are covered by an Article 4 Direction, which brings certain types of permitted development back under the control of a local planning authority. This allows potentially harmful proposals to be considered on a case by case basis through planning applications.

Article 4 Directions are written specifically for the area they apply to and are used to control specific works that could threaten the character of an area. As an example, in some conservation areas, an Article 4 direction will remove permitted development rights for the replacement of windows and doors, as these are architectural features which contribute positively to the special interest of the conservation area. The loss of these features would be considered harmful, therefore an Article 4 direction would require that a planning application is required for these works, and the proposals considered by the local planning authority and approved before constructed. Historic England provides information on Article 4 Directions on their website, and the local planning authority will also publish information regarding any Article 4 directions in their district.

Do I need to make an application for routine maintenance work?

If routine maintenance works are to be carried out using authentic materials and traditional craft techniques, on a like-for-like basis, it is unlikely that you will need to apply for permission from the local authority. However, it is strongly recommended that you contact the local planning authority for clarification before commencing any works. The use of a contractor with the necessary skills and experience of working on historic buildings is essential. Inappropriate maintenance works and the use of the wrong materials will cause damage to the fabric of a historic building.



Will I need to apply for permission for a new or replacement garage, fence, boundary wall or garden structure?

Any demolition, development or construction in conservation areas will generally need planning permission. A replacement boundary, garage, cartlodge or greenhouse will need to be designed with the special historic and architectural interest of the Conservation Area in mind. Your Local Authority will provide advice as to how to proceed with an application.

Can I demolish a building in a conservation area?

Demolition or substantial removal of part of a building within a conservation area will usually require permission from the local planning authority. It is important to speak to them before beginning any demolition works, to clarify if permission is required.

Can I remove a tree within a conservation area?

If you are thinking of cutting down a tree or doing any pruning work, the local planning authority must be notified 6 weeks before any work begins. This enables the authority to assess the contribution the tree makes to the character of the conservation area and, if necessary, create a Tree Preservation Order (TPO) to protect it. Consent will be required for any works to trees that are protected.

The legislation relating to trees is included within Part VIII of the Town and Country Planning Act 1990 which is supplemented by The Town and Country Planning (Tree Preservation) (England) Regulations 2012.

Further information on TPOs and trees in conservation areas can be found on Historic England's [website](#).

How do I find out more about a conservation area?

Historic England's website has information on conservation areas and their designation. Further information on the importance of conservation areas, and what it means to live in one, can also be accessed via their [website](#).

Historic England has also published an [advice note](#) called Conservation Area Designation, Appraisal and Management which sets out advice on the appraisal of conservation areas and managing change in conservation areas.

In addition, local planning authorities have information on the conservation areas within their boundaries available on their websites. They will have information pertaining to when the conservation area was designated, how far it extends and the reason for its designation.



1.5 Planning Policy and Guidance

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, *Conservation Area Appraisal, Designation and Management* (2019) and *The Setting of Heritage Assets* (2017).

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 2021).

The Conservation Area which is the subject of this report is located within the area covered by Tendring District Council. Local planning policy is set out in the Tendring Local Plan, 2013 – 2033 and beyond. Policies which are relevant to heritage assets and Conservation Areas 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 Lawford Conservation Area include Archaeological Policy EN29.

Tendring District Council on 9 October 2017 submitted an updated Local Plan and has formally adopted Section 1 of the Tendring District Local Plan 2013-2033 and Beyond: North Essex Authorities’ Shared Strategic Section 1 Plan. A Draft of the emerging Local Plan with updated policies is publicly available and until adoption it is advised you discuss proposals with Tendring District Council.

1.6 Designation of the Conservation Area

Lawford Conservation Area was first designated in 1969 and was subsequently amended and extended in 1982. Further to this a Conservation Area Character Appraisal was published in 2006.

1.7 Article 4 Directions

The Lawford Conservation Area is currently not covered by any Article 4 Directions.

2. Lawford Conservation Area

2.1 Context and General Character

Lawford is a rural village located in the Tendring District of northeast Essex and the parish of Lawford. The Conservation Area comprises the historic core at the western end of the modern village and Lawford Hall and park and Parish Church. Pevsner described the early fourteenth century chancel in the church as 'one of the most splendid monuments of its date in the county'.

The historic development of Lawford, shares a close relationship with the surrounding agricultural landscape which imparts a strong rural character upon the Conservation Area and the neighbouring settlement of Manningtree. The earliest recorded history of Lawford is from a reference within an Anglo-Saxon Will in 1045 and the earliest surviving structure is that of the Parish Church of St Mary, where the chancel dates to the fourteenth century.

The village of Lawford remained a small, isolated rural settlement until the second half of the twentieth century, with sparse development until this point, see the Chapman and Andre map of 1777 (Figure 2). The listed and historic buildings within Lawford are themselves varied, demonstrating the differing phases of development and form distinctive character areas or attractive groups of buildings, which positively contribute to the Conservation Area.



Figure 3 Context and location of Lawford Conservation Area ©Google Earth 2023



2.2 Origin and Evolution

The following section provides an overview of the history of Lawford and the surrounding landscape.

Prehistory

The archaeology of the Lawford area is well documented through excavation and cropmark evidence. These have revealed a widespread multi-period landscape with evidence for settled occupation and funerary activity since the Neolithic period.

To the immediate south of the Conservation Area is the Scheduled Monument *Settlement Site NNE of Lawford House* (NHLE 1002157), this consists of a circular enclosure with opposed entrances showing as a cropmark. Excavation has proved it to be of Neolithic date, the finds suggest a domestic function. It forms part of a larger multi-period prehistoric landscape as evidenced by cropmarks of field-systems and possible enclosures. The Bronze Age round barrow adjacent to Lawford Park is also Scheduled (NHLE 1002125), it is a rare survival of an upstanding prehistoric earthwork in Essex. It was excavated in 1812 when two urns were recovered. Cropmark evidence shows that it forms part of a larger barrow cemetery, with further ring-ditches to the south and south-west. To the north of the Conservation Area, adjoining the river is another Scheduled Bronze Age ring-barrow cemetery (NHLE 1002135) which forms part of a much larger cropmark complex of enclosures, fields and trackways located on valley sides of the River Stour.

Excavation in advance of housing development to the south and south-east of the Conservation Area has identified extensive areas of Bronze Age and Iron Age settlement and agricultural activity, including to the east of Bromley Road.

Roman

There is limited evidence to date for securely dated Roman activity within the Conservation Area, although Roman metalwork has been recovered from the field next to church. It is possible that some of the cropmark fields and tracks are Roman in date. However there is extensive evidence for Roman rural settlement in the wider landscape, excavations at Dale Hall Farm to the east recorded a Late Iron Age and Roman agricultural landscape, including a cemetery enclosure and kiln.

Anglo Saxon

Lawford is mentioned in an Anglo-Saxon will of 1045, at which date it was named *Lalleford (Lealla's ford)*. By the end of this period Lawford was a royal manor, held by King Harold prior to 1066. It was evidently a large manor, comprising 57 households. It is probable that many of these would have been scattered across the manor in individual farms, the manor-house would have been located somewhere in the vicinity of either the present Hall or the Church. There was also a second smaller manor held by Aelfric, containing some 15 households.

Medieval (1066 – 1540)

The Domesday Book indicates that the period immediately post-Conquest was unstable, with the Lawford area claimed by various Norman lords and men-at-arms. However, by 1086 William the Conqueror had apparently gained control of the entirety of the royal manor, with the new Norman tenants paying their dues to him. Count Eustace had seized the second, smaller manorial holding, later known as Dale Hall.

The Church of St Mary is fourteenth century in origin. The chancel in particular is noteworthy for the quality of its carvings, almost certainly funded by Sir Benet de Cokefield, Lord of the Manor and owner of both church and hall, around 1340. Archaeological investigations during the installation of an underfloor heating system in the nave and north aisle recovered medieval foundations, as well as several post-holes, suggesting that there may have been an earlier church on the site.

Banks and ditches adjacent to St Mary's Church have been interpreted as marking the site of a possible deserted medieval village, these are no longer visible. Alternatively, they may have marked the site of a medieval predecessor to the Hall. Numerous medieval and early post-medieval coins have been recovered by metal-detecting from the fields to the west of the Conservation Area.



Figure 4 Photo of Church Chancel

The relatively isolated position of the church and Hall in relation to the remainder of the settlement is typical of Essex. The medieval settlement would have comprised a possible focus around the Church and along Church Hill, a second focus on Wignall Street and scattered farms and cottages, widely distributed across the parish and linked to the church by a complex network of lanes and footpaths.

Post Medieval (1540 – 1901)

The 1777 Essex map by Chapman and André depicts Lawford, marking the grouping of church and Hall, with a parsonage and a large house (now Abbots Manor) on Church Hill (Figure 2).



Figure 5 Photo of Church Lane, Rectory

The development at the junction of Wignall Street and Dedham Road is also shown, with the settlement limited to a few dwellings.

Lawford Hall is said to have been built about 1580-83 for the Waldegrave family but may incorporate earlier phases. The south front was altered circa 1756 by Mr Edward Green, adding a red brick façade in the Georgian style. The Hall is depicted in the 1777 map as set within a formal garden, with an avenue of trees framing the view to the south. To the south-east is an eighteenth/nineteenth century red brick stable block, its presence highlighting how the hall developed within this period. Possession of the manor had been in the hands of the Waldegrave and Dent families until it was sold to the Nichols family in 1865.



Figure 6 Photo of Lawford Hall 1908 Klammer

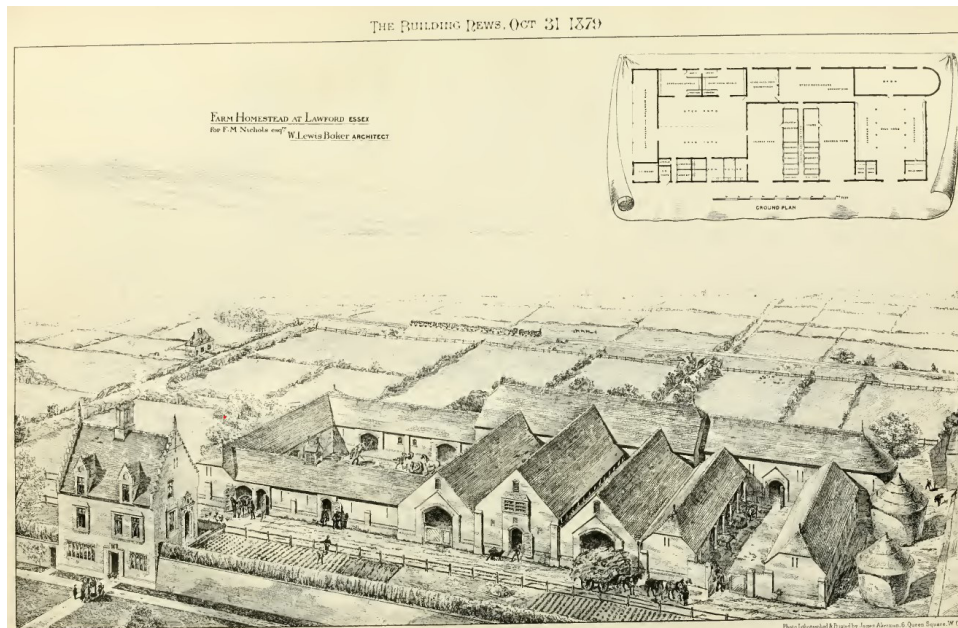


Figure 7 Lawford Hall Farm (<https://archive.org/details/buildingnewsengi37londuoft/page/n489/mode/2up>)

The Nichols family were a family of writers, with John Bowyer Buchanan Nichols and his son Robert Nichols both poets. Their family were responsible for many of the estate buildings and facilities which are a prominent feature of the village. These include Lawford Hall Farm, a late nineteenth century model farm designed by W. Lewis Baker for F.M. Nichols. It was illustrated in “The Building News” in 1879 and is still essentially intact. Wignall Street became part of the turnpike road to Harwich in the early 18th century, with a tollhouse located next to the Ogilvie Hall site

Manningtree railway station is located to the north-east of the Conservation Area, it stands at the junction of the main line from London to Norwich and the branch line to Harwich. The station was opened by the Eastern Union Railway in 1846 but rebuilt by the Great Eastern Railway in 1899-1901.

By the date of the first 6” Ordnance Survey edition in 1874, Lawford had become established as a village, with a school and a public house on the main road. By this time, development had also spread further along the southern edge of the village towards the junction with Church Hill.

Modern (1902-Present)

The Ogilvies of Lawford Place were considerable benefactors in the early years of the last century, they are responsible for the 1909 Village Hall.

There was very limited development within the village until the mid- twentieth century when further housing was added along the Harwich Road, to east and west of the historic core. The housing estates that now link Lawford to Manningtree are late twentieth century in date and there has been further development and infilling in the last few decades.

The War Memorial at the junction of Church Hill and Wignall Street was erected c.1920 and commemorates the dead of both World Wars.



2.3 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 Lawford's unique built environment. This review is in line with the NPPF guidance on Conservation Areas (paragraph 191).

Additions

The proposed addition to the Conservation Area includes the Ogilvie Hall and early twentieth century social housing with some later infill development.

The boundary of the Conservation Area shall be expanded eastwards along Wignall Street to include Nos. 11-16 Wignall Street on the southern side of the road. Together these buildings form a pleasing and uniform group on the approach to the historic core of Lawford. The buildings are of special historic interest and some architectural interest, representing a period of time when social housing was expanded in response to a post First World War national housing crisis.

The boundary change would also include the 1909 Ogilvie Hall, which is in the Arts and Crafts style and plays a prominent role in the approach to the historic core of Lawford.

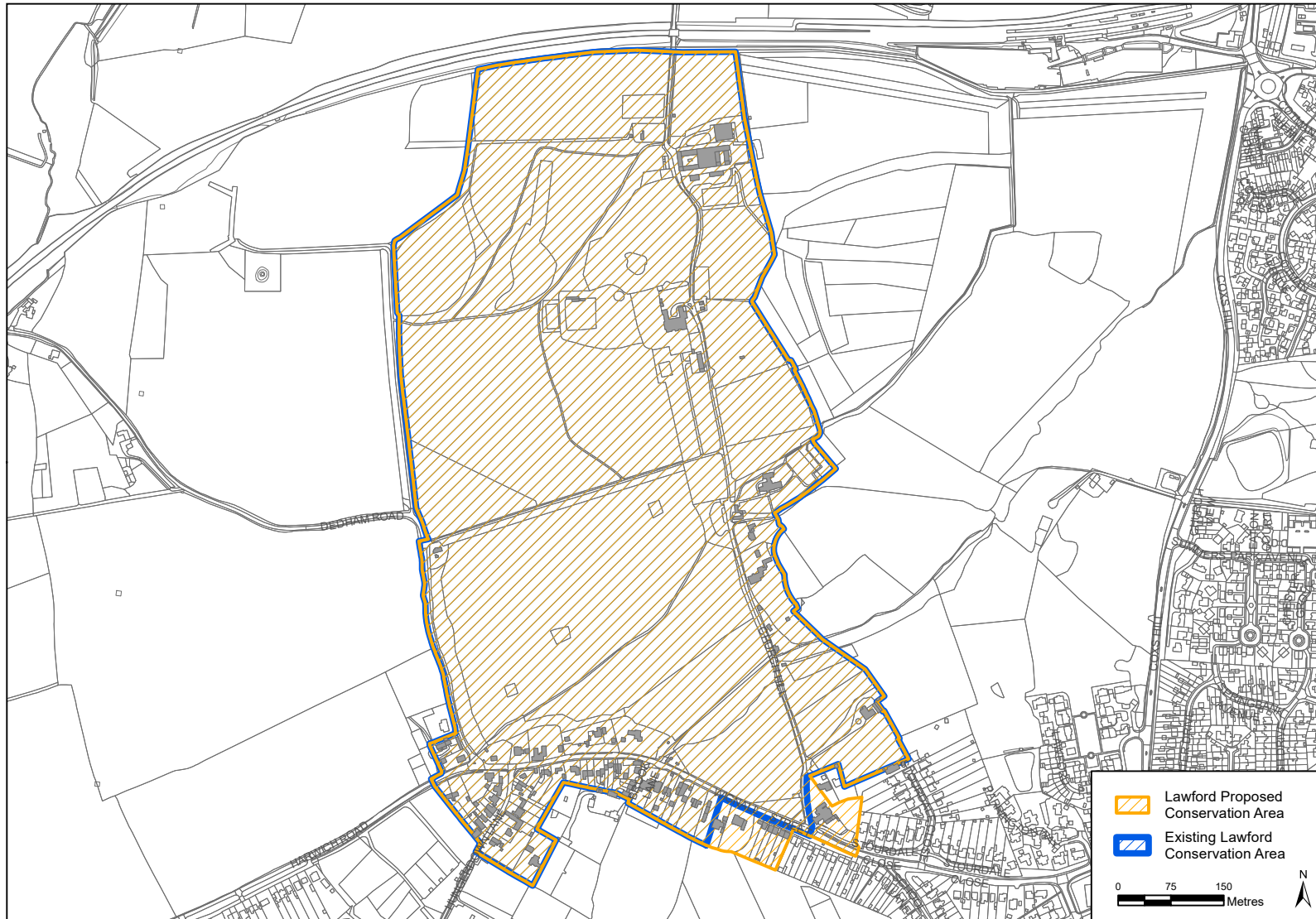


Figure 8 Map showing proposed revisions to the Conservation Area boundary



2.4 Designated Heritage Assets

There are eight designated heritage assets within Lawford Conservation Area, including the Grade I listed Parish Church of St Mary and the Grade I listed Lawford Hall. A full list of all the designated assets within the Conservation Area is included in Appendix 6.1. They are also listed in the description for each Character Area, outlined in Section Three of this document.

These buildings, structures and features have been listed due to their special historic and architectural interest as defined by the Department for Digital, Culture, Media & Sport (Principles of Selection for Listed Buildings, 2018). Further information about the listing process can be found on the Historic England [website](#).

The Lawford Conservation Area contains relatively few listed buildings, however the variety is important, ranging from the Grade I Church and hall to the Grade II War Memorial and the former King's Arms public house, highlighting how the village has developed and altered over time and acknowledging the multiple phases of Lawford's development.

2.5 Non-Designated Heritage Assets

Every building, space and feature within a Conservation Area makes a contribution to its character and special interest, be it positive, positive (in need of improvement), neutral or negative.

Heritage assets are defined in Planning Policy as '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.'

Not all heritage assets are listed, and just because a building is not included on the list does not mean it is of no heritage value. Buildings and other smaller features of the built environment such as fountains, railings, signs and landscaping can make a positive contribution to the appreciation of an area's historic interest and its general appearance. Local listing is an important tool for local planning authorities to identify non-listed buildings and heritage assets which make a positive contribution to the locality. At present there is not an approved Local List for Tendring District Council however this document has identified heritage assets which make a positive contribution to the Conservation Area and could be considered for Local Listing in the future. These are also identified in the descriptions of the Conservation Area and each character area as outlined in Section 3.

The buildings and structures proposed for local listing are identified below:

- Hall Farm
- Ogilvie Hall
- The Old School, Church Hill
- Woodman, Church Hill
- Almshouses
- 11-16 Wignall Street
- The Old Laundry

It should be noted that conservation area appraisals are not binary documents and there remains the potential for additional non-designated heritage assets or positive contributors to the Conservation Area to be identified in the future.

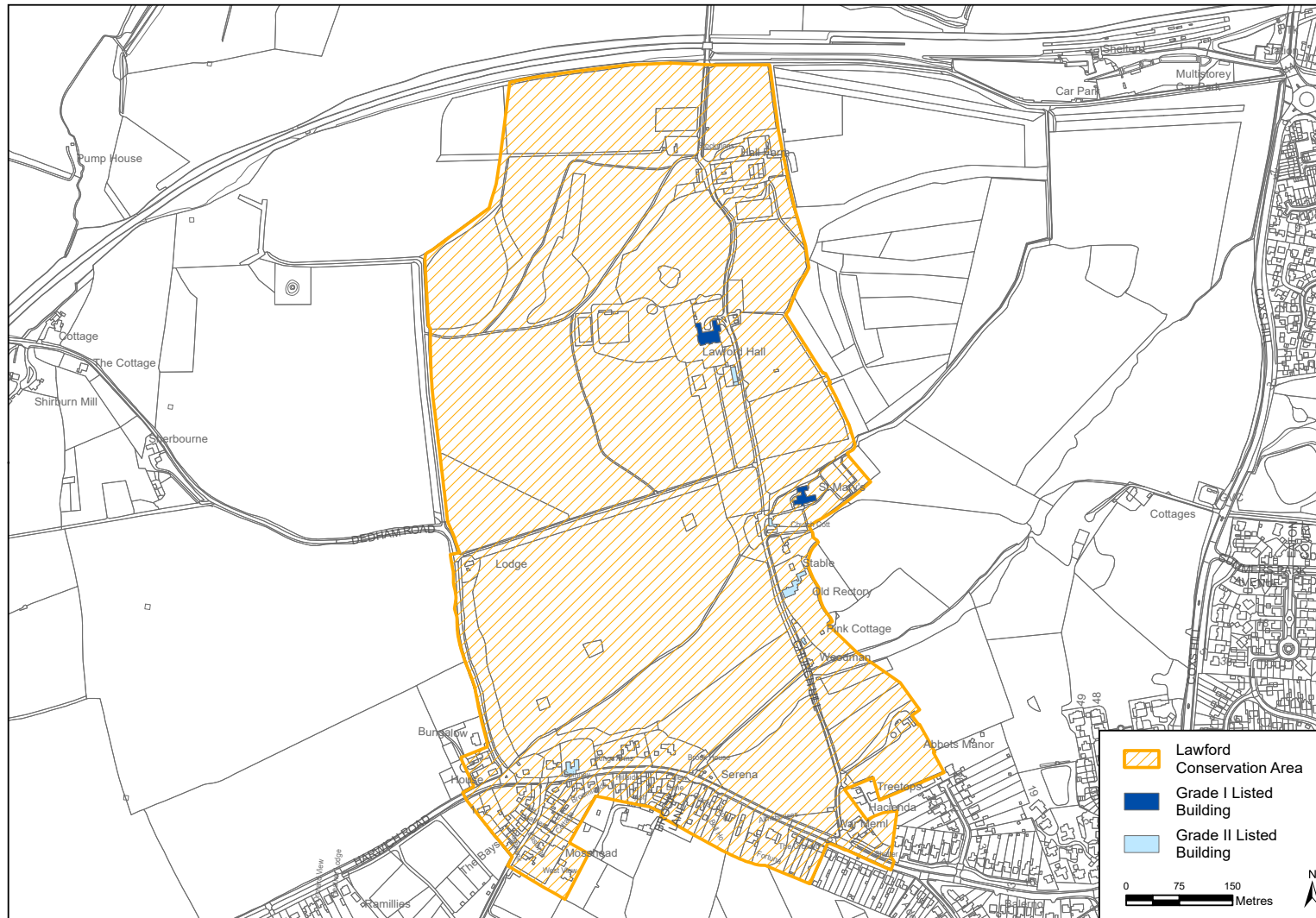


Figure 9 Map showing designated heritage assets within the Conservation Area



2.6 Positive, Negative or Neutral Elements

The map opposite (Figure 10) should be read in conjunction with the key notes below. These outline the broad descriptions of positive, neutral and negative attributed to buildings within the Conservation Area. It should be noted that just because a building is positive it does not mean it cannot be enhanced. Some positive buildings may have intrusive aspects but these are more widespread across the Conservation Area (such as inappropriate windows) and are addressed in the management plan. The buildings identified as 'Positive with opportunity for enhancement' tend to have more bespoke or fundamental issues that are not generally observed or widespread across the area.

Positive: these are buildings that have been identified as positive contributors to the character or appearance of the Conservation Area. Whilst identified as positive there are likely to be enhancements which can be made to better reveal the architectural interest of the building and improve its contribution to the character and appearance of the Conservation Area. These general enhancements are noted in the management plan. One example for Lawford would be the replacement of UPVC windows and other inappropriate windows and doors, the upgrade of these items would be beneficial as a general rule.

Positive with opportunity for enhancement: these are buildings which have been highlighted as they are positive contributors, however, they have been compromised due to intrusive alterations or additions. These buildings can be enhanced through the removal, replacement or redesign of intrusive or unsympathetic alterations. In the case of Lawford, buildings have been highlighted which require changes that go further than the widespread issues such as inappropriate windows and can include buildings with unsympathetic roof extensions, replacement bay windows, and modern balconies.

Neutral: These buildings make no beneficial or adverse contribution to the character or appearance of the Conservation Area.

Negative: These buildings make an adverse or intrusive contribution to the character or appearance of the Conservation Area.



Figure 10 Map showing significance of buildings within the Conservation Area



2.7 Heritage at Risk

Tendring District Council published a Heritage Strategy in 2019 using data from the Heritage at Risk Programme (HAR) by Historic England, however there is not a separately published Heritage at Risk Register by Tendring District Council.

At the time of writing in 2023, no buildings within the Lawford Conservation Area feature on the national list of Heritage at Risk published by Historic England.

2.8 Archaeological Potential

The Conservation Area has potential for the preservation of significant archaeological remains dating from the prehistoric to medieval period. The extensive and ongoing excavations which have taken place over a number of years to the south and east in advance of development have revealed extensive multi-period archaeological remains.

Previous investigations and cropmark evidence have revealed the Conservation Area lies within a widespread settled landscape dating from the Neolithic period onwards, it includes extensive barrow cemeteries dating to the Bronze Age. There is also the potential for a Saxon predecessor hall and church to have existed within the Conservation Area.

The Conservation Area is comprised of the Church, Lawford Hall and its associated parkland and a small area of historic settlement along Church Hill and Wignall Street. The manor is Saxon in origin, however the location of the original settlement is uncertain, although the vicinity of the Church and hall is the most likely location for the manorial centre.

The isolated nature of the Church and Hall are a common medieval settlement pattern where they lie at some distance from the main settlement area. The survival of the medieval Church is an important, well-preserved resource. Archaeological fieldwork within the church have established the survival of belowground features within the structure. There are records of ditches and banks located next to the church that may mark the location of former associated settlement.

The location of the associated medieval manorial hall is likely to be either within the area of the current hall or closer to the Church. The present hall was built in the late sixteenth century and so belowground remains relating to earlier precursors of the manorial hall are to be expected. The 1777 Chapman and André map shows the original historic farmstead associated with the hall located immediately to the east of the Hall and Church Hill, below ground remains may survive in this area. There may also be surviving remains related to the various phases of the hall gardens and the parkland.

The recovery of pottery, industrial remains, shell and bone from excavated sites on the periphery of the Conservation Area would suggest good survival of most archaeological remains. Environmental remains, preserved in deeper features have yielded information on the wider landscape as well as evidence for food and cereal production. The gravels and brickearths have potential to contain Pleistocene faunal remains.



3. Assessment of Significance

3.1 Summary

The special interest and the significance of the Lawford Conservation Area is primarily drawn from its legibility as a small historic rural settlement.

The Conservation Area contains relatively few listed buildings, however the development of Lawford and the shared relationship of its historic building stock contributes to the understanding of the settlement's character and special interest. Three Character Areas have been identified within this appraisal as they mark differing aspects of Lawford's development.

Despite development and expansion of the village in the twentieth century, including large modern developments to the east, the character and understanding of the Lawford Conservation Area is still dictated by its historic core on Wignall Street, and the Church, Lawford Hall and other historic buildings on Church Hill.

3.2 Character Areas

As part of this appraisal, Lawford Conservation Area has been divided into three Character Areas:

Character Area One: Lawford Hall and Park

Character Area Two: Church Hill

Character Area Three: Wignall Street and Hungerdown Lane

The areas have been determined by building typology, historical development, land use and appearance. The following descriptions are not exhaustive, aiming instead to provide accessible accounts of each Character Area which will allow for an informed understanding of the Conservation Area's special interest and defining features.

Prevailing architectural styles, building materials, spatial planning, landscaping and boundary materials are detailed in the description of each Character Area to highlight the special architectural and historic value of the three zones. Photographs are included to aid the descriptions, providing examples where appropriate to inform the understanding of this document.

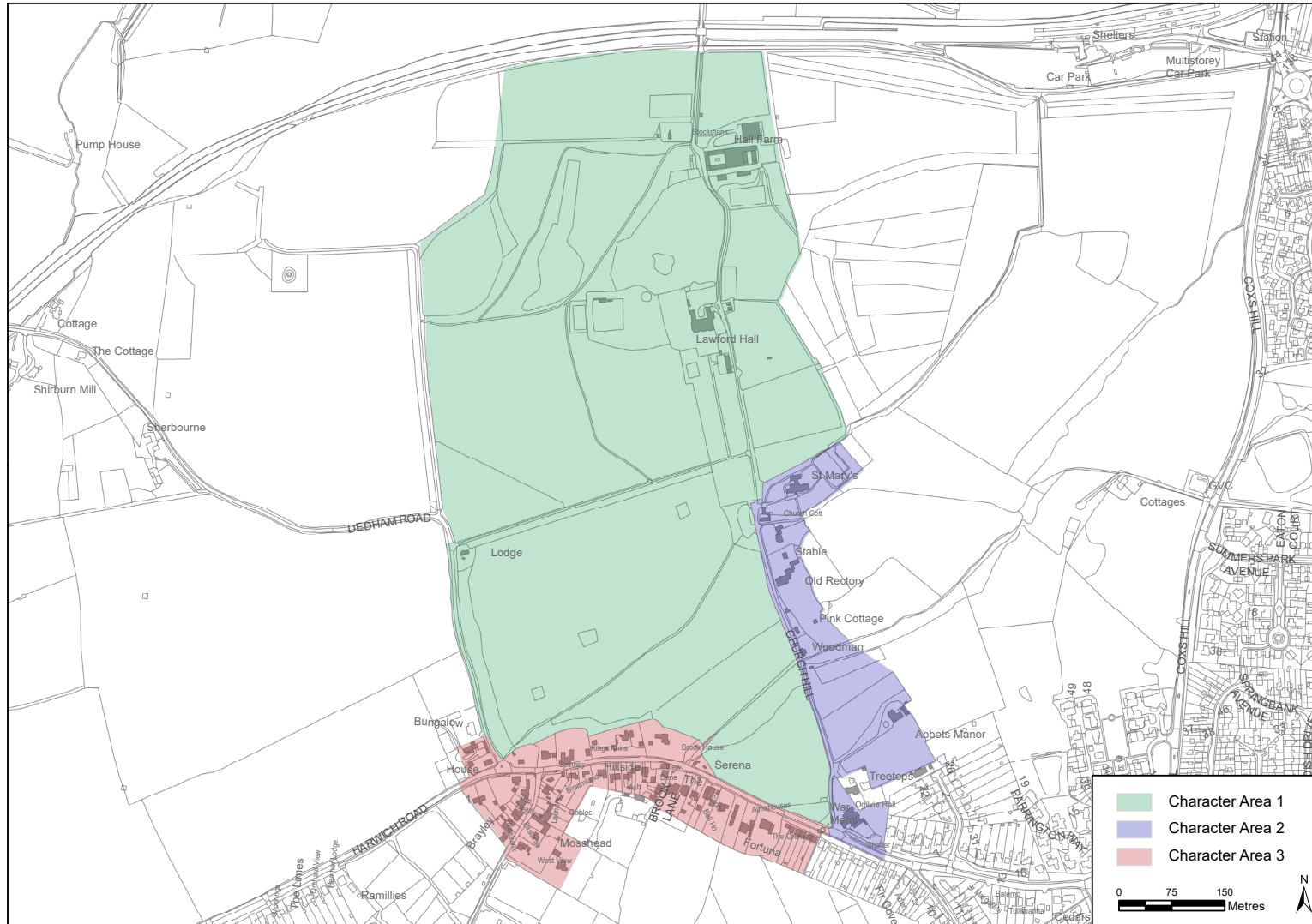


Figure 11 Map showing Character Areas



3.3 Character Area One - Lawford Hall and Park

Character Area One is focussed upon Lawford Hall and its associated parkland and buildings, including a late nineteenth century Model Farm. The Hall is one of the earliest surviving structures within the Conservation Area and fundamental to understanding the history of the settlement.

There are two designated heritage assets within Character Area One, as shown on Figure 9. These are Lawford Hall (a Grade I listed building) and its associated stable block (Grade II listed).

Lawford Hall and its parkland have an extensive history, and its parkland and the hall itself remain largely unchanged comparative to their depiction on the 1874 1st edition Ordnance Survey map. The avenue of lime trees leading up to the hall is depicted on the 1777 Chapman Andre map of Essex; to the north of the Hall is a Wilderness called The Rookery and to the west further ornamental gardens and a walled kitchen garden, a modern tennis-court has been added to this ensemble behind the walled garden. The wider parkland contains copses and individual parkland trees (some of which act as reminders of earlier field boundaries that were removed to make the park). The parkland is bisected by an entrance carriageway, accessed via a former gate lodge on the Dedham Road. A number of footpaths lead across the parkland from the Dedham Road and Wignall Street to the Church, which allows public access to an otherwise private landscape. The parkland historically extended to the east of Church Hill, and the historic layout and parkland appearance of the area is still discernible in the landscape despite more recent planting.

A track continues northwards beyond the model farm, and the edge of the Conservation Area is reached at the railway embankment through which the lane passes under a semi-circular arched brick tunnel.

There is a pleasant view north-eastwards from the other side of the tunnel and attractive views between the outbuildings and the tunnel to fields outside the Area to the east. Magnificent trees and mature hedgerows are too numerous to mention in this setting.

Land Usage

This area comprises Lawford Hall and park, and associated buildings, including the model farm and gate lodge. It is a rural, open landscape with extensive views.

Building Materials and Boundary Treatments

Buildings within this character area are concentrated to the north, around Lawford Hall. The design of the buildings in the Character Area is predominantly formal and high-status, reflecting the age and development of this section of the village, which focussed upon the day to day activities of Lawford Hall..



Figure 12 Lawford Hall

Lawford Hall is a Grade I listed building. It was constructed in 1583 as a large half-H plan mansion for Edward Waldegrave. The original north elevation is Elizabethan, two and a half storeys in height, with walls of deep pink render under a roof of old clay tiles with projecting wings with jettied ends. Edward Green had the south front re-cased c.1756 in red brick with small-paned sash windows under rubbed brick voussoirs. An elegant door-case is reached via a circular drive set within a small forecourt framed by yews and a low brick wall with decorative brick copings.

A two-storey red brick stable wing (Grade II) with an attractive paved forecourt stands on a relatively prominent position to the south-east of the main front. A conifer screen to the east of the drive restricts views across the river. The east front of the house to the main drive retains its attractive late seventeenth century railings.

To the north of the Hall is a fine example of a late nineteenth century model farm. This comprises a noteworthy complex of agricultural buildings in red brick with blue diaper patterning and arched openings, all now with concrete pantiled roofs. There is a fine pair of cottages of two and a half storeys, dated 1871, with a steep clay tiled roof, a central stack, crow-step gables and small crow-step gable dormers. The outbuildings have a mixture of king post and scissor trusses surrounding a courtyard. These farm buildings come at the foot of a steep grassy slope studded with mature trees. On the west side of the lane just beyond the agricultural buildings is another delightful estate cottage. The historic farmstead with its mature trees positively contributes the understanding of the historic development of Lawford, its close functional relationship to the surrounding agrarian landscape and the rural character and appearance of the Conservation Area.



Brick and render are dominant features in this part of the Conservation Area, with the use of blue brick diapering adding to the particular character of the estate buildings, featuring on both the former gatehouse and farm buildings.

Roofs are predominantly tiled. Tiles are typically plain red or brown clay and handmade plain tiles. Replacement concrete tiles on the farm buildings detract from the character and appearance of the area.

Where present, uPVC windows and doors detract from the traditional appearance of the building within this character, as do satellite dishes and aerials placed in visible locations.

Old walling and historic boundary treatments, such as brick walls and established hedgerows, positively contribute to the character area.

Landscaping and Open Spaces

Lawford Park dominates this part of the Conservation Area, it is present in all key views and provides an appropriate landscape setting for Lawford Hall. The verdant nature of the park and its numerous trees with some planting to the north contributes to the rural character of the Conservation Area.

Wignall Brook, at the south eastern corner of the character area, is a densely planted area of woodland, through which public footpaths pass. As an area of public space, it is used by dog walkers and other pedestrians, providing a recreational space for the village.

3.4 Character Area Two - Church Hill

Character Area Two comprises the Parish Church of St Mary and the scattered linear development along the east side of Church Hill. The Parish Church is the earliest surviving structure in Lawford, and there are a number of associated historic buildings in proximity to the church, as well as a small amount of modern infill.

There are four statutory listed buildings located within this area; the Grade I Parish Church of St Mary the Virgin, and the Grade II Church Clerk's Cottage, Old Rectory and Pink Cottage.

The Parish Church is located at the northern end of this character area. The early fourteenth century chancel is considered to be one of the most splendid monuments of its date in Essex. The two most notable features of the church are the extravagant chancel windows in curvilinear Decorated style and the building's striking square tower, faced in an irregular mixture of brick, flint, puddingstone and septaria. The church has seen various additions and repairs in the succeeding centuries, culminating in a general restoration in 1887-9. A While there is plenty of mature planting in the churchyard, from the southern edge of the churchyard there is a splendid view eastward over Manningtree and the Estuary, towards the tower of the Royal Hospital School. There are also attractive views from the Churchyard entrance to the west into Lawford Hall's parkland.

The lane dips through mature trees past the eighteenth-century Pink Cottage (Grade II listed), a pretty thatched cottage of one and a half storeys and pink rendered walls, and The Woodman, a two storey brick cottage. There are attractive glimpses of parkland on either side of the road at this point. At the top of a short rise fringed by dense hedgerows reaching an arch over the road, stands Abbots' Manor, a two storey house with sash windows set in pink render under a hipped slate roof. The attractive grounds include mature trees and a splendid view to the north east.



Figure 13 Church, Church Clerk's Photo



At the junction with the main road is the War Memorial (Grade II listed), supported visually by a large oak tree. Prominent on the opposite corner is the 1909 Ogilvie Hall, a building with Arts-and-Crafts styling with pebble dashed elevations and a roof of concrete tiles. There is a simple modern extension to the front. Its main road frontage contains mature trees and a hedge, the latter has some gaps. It is recommended that the Conservation Area is extended here to encompass the Ogilvie Hall and its grounds, and the Ogilvie Hall is also recommended for Local Listing.

Land Usage

This area comprises the parish church, the former village school, Ogilvie Hall and a small number of rural residential properties and their associated grounds. All are located on the eastern side of Church Hill lane, with views into Lawford Park to the front and into open farmland to the rear.

The open space to the north of Abbot's Manor formed its historic parkland and is still discernible as such.

Building Materials and Boundary Treatments

There is a concentration of traditional buildings in this section of the Conservation Area, the design of the buildings in the Character Area is predominantly vernacular, reflecting the age and development of the settlement.

The Church is of brick, flint and stone construction, the west tower in particular shows an extraordinary mix of materials, which adds much to its charm and character.

The church features a smooth rendered north aisle with a slate roof, connected to a new Church Hall of yellow brick with simple detailing. The churchyard wall to the north is identical to that fronting the south forecourt of the Hall; that to the south is also in brick but with plainer copings.

The domestic buildings throughout this area are typically one and a half or two storeys in height with central or flanking chimneys. Brick and render predominantly features in this part of the Conservation Area, with differences in brick colour tone and bond providing a material differentiation between modern and older properties.

A significant feature from both inside and outside the churchyard is the seventeenth century or earlier Church Clerk's Cottage (Listed Grade II), a one-and-a-half storey house with rendered walls under a roof of old clay tiles with traditional dormers. Next to this is The Old School House, a brick-built estate-building constructed in 1848 in the Tudor style with a clay tiled roof. To the south is the modern Rectory, dating from the early 1960's, a pleasant building in red brick with a clay tiled roof and classical details. This is built on the site of an earlier building which formed part of the original Rectory complex.



The Old Rectory dates from 1757 and is a red brick, double pile house of five bays, with a significant pair of gables fronting on to the lane. There is an interesting, moulded brick cornice and string course details to the south elevation and a prominent porch on the principal north elevation, supporting the arms of St. John's College, Cambridge. A number of associated buildings, including the former stables, are located to the rear of The Old Rectory.

Roofs are predominantly tiled. Tiles are typically plain red or brown clay and handmade on older properties, with a few examples of pantiles. Concrete tiles can be found on the more recent twentieth century buildings, which provide a dilution of the otherwise traditional character and appearance of the area. The Pink Cottage is thatched.

Where present, uPVC windows and doors detract from the traditional appearance of the Conservation Area, as do satellite dishes and aerials.

In this part of the Conservation Area, most properties front the lane or are set behind front gardens, which are demarked by low walls or hedgerows. The Church is set within its churchyard. The old walling and historic boundary treatments positively contribute to the street scene of the Conservation Area. There are some instances of unsympathetic fencing, however its presence is not dominant.

Landscaping and Open Spaces

The buildings stand within their own grounds, many with mature planting and trees. The Character Area includes part of the historic parkland associated with Abbot's Manor. The adjoining parkland for Lawford Hall dominates this part of the Conservation Area, it being present in all key views and frames the buildings on its fringe. The verdant nature of the parkland together with the churchyard planting and the trees and hedges associated with individual properties contributes to the rural character of the Conservation Area. The green spaces and mature trees positively contribute to the character and appearance of the Conservation Area.

3.5 Character Area Three: Wignall Street and Hungerdown Lane

The Wignall Street Character Area stretches along the main road, Wignall Street, from the junction with Church Hill to the junction with Dedham Road. It extends into the northern part of Hungerdown Lane and represents one of the historic foci for settlement in Lawford and is still traditional in appearance, despite a degree of modern infill.

There is one statutory listed building located within this area, the former King's Arms Public House. The King's Arms (listed Grade II) is seventeenth century or earlier in date. It is of timber-frame and painted brick construction with a clay tile roof. It was formerly a Public House, but it closed in 2012 and was converted to a private residence. It is a good example of vernacular architecture and contributes positively to the Character Area, as well as the significance of Lawford Conservation Area.

The approach to the Conservation Area from the east comprises the Ogilvie Hall to the north (see Character Area Two) and a row of council houses probably dating from the 1930's and 1950's to the south. The earlier semi-detached buildings (11-16 Wignall Street) are representative of the post First World War response to a national housing crisis. It is recommended that the Conservation Area is extended to include this grouping of semi-detached dwellings.

To the west of the semi-detached group, Wignall Street drops down into the valley. Here, the Almshouses on the southern side of Wignall Street break the pattern of development, facing away from the road.



Figure 14 Photo of Kings Arms



Figure 15 Photo of Charity Farm

Park View occupies an important location close to the road edge on the south side of the road, with Brook Cottage to the south of Park View. The grouping is given more visual distinction by the setting-back of the two modern houses with their gardens to the east.

Wignall Street turns the slight corner and rises from this point, past a varied group of properties on the south side and the commercial premises of Valley Garden Supplies to the north. Development on the south side of Wignall Street consists first of all of five cottages in two groups, with varied access arrangements and garden frontage treatments. The eastern group of three cottages retains many original features, including door cases and, in two examples, the original small-paned sash windows. Three new houses with a shared access step back from the road frontage, and lead on to a pair of unsympathetic three storey houses.

Beyond this again are three detached vernacular properties of two-and-a-half storeys with rendered facades and gambrel roofs of brown clay tiles. The loss of the original windows to these houses have resulted in loss of much of their original character. To the east of these is a small vernacular cottage. On the northern side of the road is the Listed Kings Arms, a former Public House, which occupies a prominent position in the street scene. West of the pub is a modern house of simple design, followed by Forge Cottage in a significant corner location. The delicately modelled brick facades in Flemish bond are extremely attractive, complimented by original door and window features.

Beyond the junction with Dedham Road is Charity Farmhouse, a pleasant early nineteenth century design with other significant features such as its brick front wall, corner planting and an outbuilding to the side. There are no views into the parkland from the road, although a short walk on public footpaths to the north allows attractive views to develop. Views down Dedham Road into the Conservation Area are focused on Crossway on the southern side of Wignall Street, a vernacular cottage with pink rendered walls and a substantial roof of old clay tiles. A pair of estate cottage dating from 1957 and constructed in a simple neo-Georgian style complete the main road frontage in this area. These share a single access to the west, behind a high hedge.

The Character Area runs southwards to include the properties fronting Hungerdown Lane, these consist of a mix of historic properties and modern infill. Rose Cottage on the east side was formerly The Rose Beer-house and Post Office, leads past modern houses to a fascinating group of former estate buildings, including The Old Laundry. The Old Laundry complex is recommended for Local Listing. A cottage at the rear has elevations in diapered brick behind a long single-storey brick range under a hipped roof which projects boldly to the road edge. Beyond this is a pretty house with symmetrical elevations behind a prominent hedge, and a pair of estate cottages identical to those at Rose Valley next to The Old School on the main road. On the western side of this short road, a pair of late-Victorian or Edwardian houses stand among modern properties of no overriding historic interest. The lane ends in a series of allotments and open countryside.

Land Usage

The Character Area comprises linear residential development along both sides of Wignall Street and along the northern, built-up, part of Hungerdown Lane. There is one small area of commercial development, comprising Valley Garden Supplies, on Wignall Street. The properties on the northern side of Wignall Street back on to Lawford Park, those on the southern side of the street and on Hungerdown Lane back onto open farmland or allotments.



Figure 16 Rose Beerhouse



Building Materials and Boundary Treatments

Buildings are predominantly of two storeys, faced with red brick or render in this part of the Conservation Area. Where brickwork is left exposed decorative features, such as blue brick patterning, quoining and dentil eaves can be seen. Some modern infill residential buildings are of red brick; the variation in brick tone amongst the building stock provide a visual indication of the mixture of building ages present in the Character Area. Some buildings have been painted, the colours are typically sympathetic, reflecting the age and architectural style of the buildings. Pastel colours, creams and white provide variation across the Character Area.

The Almshouses are a notable example of estate buildings which feature brick diaper work. Much more prominent in the street scene is The Old School House, designed by W.L. Baker in 1872-3 in diapered brick with Tudor details and a substantial central stack. The adjacent cottages, 1-2 Rose Valley, also have patterned bricks and may have been designed by the same architect. On the northern side of the road is Serena, a very small vernacular brick cottage with a gambrel roof. Together they make an extremely picturesque grouping. There are significant views northwards into Lawford Park from this point

Roofs are clad in red or brown plain clay tiles and natural slate upon older properties, twentieth century buildings typically feature concrete tiles/pantiles. The concrete tiles/pantiles detract from the traditional character of the area. Roofs are a mix of gable, hipped and gambrel forms, which add to the variety of the scene.





The positioning of buildings along the streetscape varies considerably, which adds to the character of the area. Some of the buildings front directly onto the street, some are set above the road, some are set below the road level, some are set back behind a small front garden and others by a larger front garden. Frontages are demarked by brick walls, fencing or hedgerow.

Street signage and furniture is restrained owing to the few commercial buildings. The Dedham Road has a noticeable amount of traffic calming signs, and these could be considered for rationalisation.

Landscaping and Open Spaces

Landscaping and areas of open space comprise front and side gardens, and glimpses to the rear of properties of further trees. These positively contribute to the appearance of the area. The Character Area backs onto Lawford Park to the north and to open countryside and allotments to the south. This setting positively contributes to the historic rural village character of the character area. The eastern end of the character area abuts the modern development that now links Lawford with Manningtree.



3.6 Views

Key views are identified on Figure 16. The views included in this assessment are a selection of key views; this list is not exhaustive and there may be 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 highlighted as part of a bespoke assessment of that proposal.

The numerous views of Lawford Hall and the park are important to the understanding of the Conservation Area, its history and significance (Views 1). These change as the viewer moves through the park or around its perimeter. The visibility of the church from Church Hill and the park and the public footpaths to the east emphasises the role the church played within the history of Lawford and its development (Views 2), these views change as the viewer moves through the park or along the footpaths and road. There are also views out from Character Areas 1 and 2 to the north and east to the Stour Estuary and the surrounding rural landscape.

Other views comprise views of the historic settlement along Church Hill (Views 3) demonstrating its contribution to the character and special interest of the Conservation Area and its inter-relationships with the other Character Areas. These are kinetic in nature, in that they change as the viewer travels along Church Hill, reflecting the changes in gradient, the sunken nature of the lane and the nature of the vegetation on either side, so that they can be confined in one location and expansive in the next.

There are also views along Wignall Street within Character Area Three (Views 4) demonstrating its contribution to the character and special interest of the Conservation Area and its inter-relationships with the other Character Areas. Again, these are kinetic in nature, in that they change with the gradient, the proximity of the buildings to the road frontage and the nature of the boundary treatments. This variety contributes to the character and special interest of the Conservation Area.

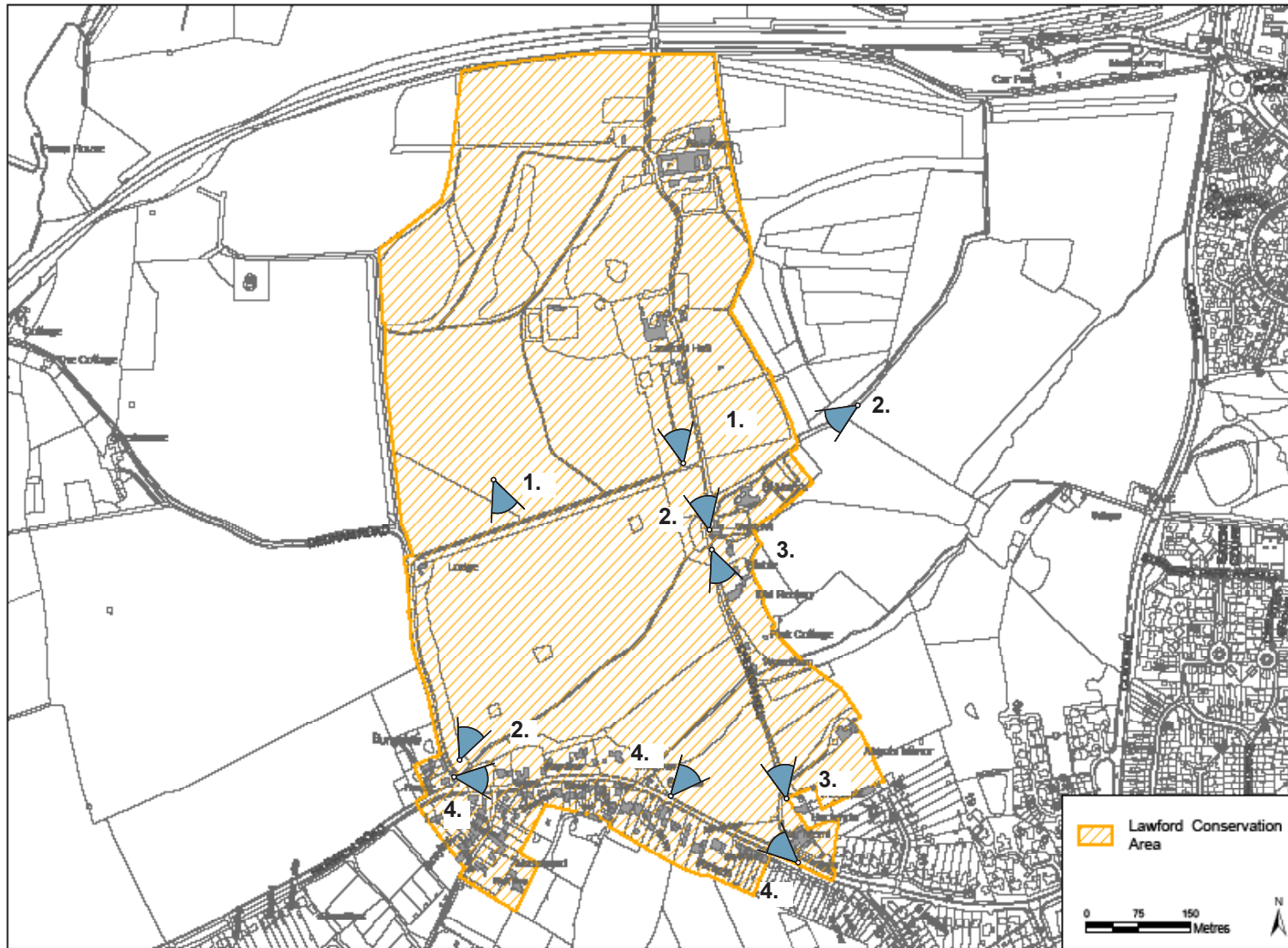


Figure 17 Map showing key views within the Conservation Area



3.7 Setting of the Conservation Area

The NPPF describes the setting of a heritage asset 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 an asset, may affect the ability to appreciate that significance or may be neutral.

Historic England provides detailed guidance on the setting of heritage assets, stating that all heritage assets have a setting, whether they are designated or not, irrespective of the form in which they survive. In the analysis of setting, the important contribution of views to the significance of heritage assets and the ability to appreciate that significance is often a primary consideration. Yet the contribution a setting makes to the significance of a heritage asset, such as the Lawford Conservation Area, is not limited to views alone. Setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses. The detrimental alteration of the character of a setting may reduce our ability to understand the historic relationship between places. The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access, view or experience that setting. Therefore, any application for development within the setting of a heritage asset is subject to constraints.

The NPPF states that for any development within the setting of a heritage asset, a thorough assessment of the impact on the setting is required. This should be proportionate to the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it (NPPF, paragraph 194).

In addition, paragraph 206 of the NPPF states that local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets (including the setting of Conservation Areas), to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably. Therefore, the favourable treatment of proposals that retain the open, agrarian character of the Conservation Area's setting is obligatory by the local authority, while proposals that fail to retain this character would be rejected.

When assessing an application for development which may affect the setting of a heritage asset, local planning authorities should also consider the implications of cumulative change and incremental harm. New developments and changes can not only detract from a heritage asset's significance in the short-term but may also damage its significance and economic viability now, or in the future, thereby threatening its on-going conservation.



Surrounding Landscape

The Conservation Area draws significance from the surrounding, undeveloped, rural landscape and the loose 'grain' of the surrounding built environment. The Conservation Area's setting within a historically agrarian landscape permits an understanding and appreciation of the historic development of Lawford, as a largely isolated rural settlement until the nineteenth century. The quality of the surrounding rural landscape makes an important contribution to the historic setting and significance of the Lawford Conservation Area.

As demonstrated in the above section upon key viewpoints, there are also strong visual links between the Conservation Area and views from outside the Conservation Area towards heritage assets, such as the church tower.

The approach towards Lawford Conservation Area and its surrounding setting from the west along Harwich Road, the north from Dedham Road and south along Hungerdown Lane is characterised by open fields. The approach from the east, along Wignall Street is more developed with largely twentieth century residential properties. From the north-east at Coxs Hill there are extensive views to the rear of the Conservation Area across open farmland.

Development within the setting of the Conservation Area should be sympathetic to the character of the Lawford Conservation Area.



4. Opportunities for Enhancement

The following opportunities for enhancement have been identified and are summarised below in brief. The list is in no way exhaustive, and neither are the issues identified unique to Lawford, with many being shared with other conservation areas

4.1 Loss of Architectural Details

As highlighted within the appraisal, a number of buildings within Lawford have been subjected to unsympathetic alterations which has resulted in the gradual, and in some cases irrevocable, loss of architectural detailing which would contribute positively to the village's distinctive character. Two key examples of this are the loss of original timber windows and doors and replacement with modern windows and doors, which do not replicate the high-quality detailing of those they are replacing.

Historic England's *Traditional Windows: Their Care, Repair and Upgrading* (2017) advises that:

'The loss of traditional windows from our older buildings poses one of the major threats to our heritage. Traditional windows and their glazing make an important contribution to the significance of historic areas. They are an integral part of the design of older buildings and can be important artefacts in their own right.... The distinctive appearance of historic hand-made glass is not easily imitated in modern glazing.'

The loss of historic joinery such as sash and casement windows and panelled doors results in a degree of harm to the significance of an historic building, and the loss of crown or other early glass can also cause harm to the significance of the buildings. Historic England's 2017 advice recommends that '*Surviving historic fenestration is an irreplaceable resource which should be conserved and repaired whenever possible.*'

Where draughts are causing an issue, the repair and refurbishment of windows can improve the thermal performance of historic windows in the first instance, along with the use of shutters and heavy curtains. Alternatively, modern technology allows for well-designed secondary glazing; special timber casements that can be constructed and fixed to the interior of the frame using sections and mouldings to match the primary glazing. These less intrusive methods are advisable within the Conservation Area; however, it is recommended that advice is sought from the Council before any changes to windows or doors are made to ensure the optimum solution.

Throughout the Conservation Area, there are examples of the loss of historic rainwater goods and poor maintenance. The rendering of facades and the decorative brickwork is also evident, often with cementitious render.

There has also been the loss of original boundary treatments which negatively impact the street-scene.

4.2 Unsympathetic additions

Throughout the Conservation Area, there are examples of inappropriate and unsympathetic additions which can result in a cumulative impact on the area. The addition of uncharacteristic porches, the installation of TV aerials, extraction flues and air conditioning units to street facades, sides and rear of buildings harm the historic character of the area and its appearance. Care should be taken that unsympathetic additions do not impact key views and the character of groups of historic buildings is preserved.



4.3 Neutral Contributors

A number of buildings are considered to make a neutral contribution to the character and appearance of the Conservation Area. The buildings that fall within the category still contribute to the area's character and appearance, their contribution should not be considered negative.

4.4 Public Realm

Street Furniture (including lampposts, benches, signage, bins, bike stands, bollards etc.)

Street furniture is generally of good quality and sympathetic in character. There are a large number of traffic signs at the junction of Dedham Road, and these could be considered for rationalisation.

Hard Landscaping

Road surfacing is generally of good quality however there are areas of inconsistencies and that would benefit from maintenance.

Hard landscaping can have a harmful effect upon the character of the area and the loss of front garden space in favour of parking would be unsympathetic to the character of the Conservation Area. It is however acknowledged that the use of part of the front gardens for parking does ensure that on-street parking is not a particular issue for the area.

The carpark in front of the Church would benefit from levelling and re-gravelling.

Open Spaces

The open and green spaces across the Conservation Area make a positive contribution to its significance and are integral to its character in many instances. Appropriate levels of maintenance needs should be considered to these spaces and, where appropriate, opportunities for enhancement sought.

Trees and Planting

The trees across the Conservation Area make a positive contribution to its significance and are integral to its character in many instances. Appropriate levels of maintenance needs should be considered to these and, where appropriate, opportunities for enhancement sought.

4.5 Access and Integration

There is scope for enhancement in terms of wayfinding within the village, to better signpost key features such as the Parish Church and wider public rights of way to enhance the link between the village and its surrounding countryside.



4.6 Colour Palette

The Conservation Area is currently characterised by its red brick and light painted render. Future alterations should respond to the existing and historic palette to preserve the local distinctiveness; however, it should also reflect the age, status and architectural style of its host building. The introduction of an inappropriate modern colour palette into the street scene would be a concern within the Conservation Area, and have the potential to have a cumulative and significant impact upon the character and appearance of the Conservation Area. It is also imperative that appropriate paints are used to ensure that the passage of moisture through historic properties' fabric is not inhibited which can cause decay.

4.7 Inappropriate Modern Development

There has only been small-scale modern development within the Conservation Area and most of this has been infill development located between older properties. These developments have been largely designed in accordance with Essex Design Guideline principles and can be considered as neutral in their impact on the Conservation Area.

Care needs to be taken within the Conservation Area that windows, doors, roofs and other architectural elements are not replaced with those of inappropriate design and materials. The character of the Conservation Area is defined by the historic palette of materials used and this piecemeal loss of fabric can cumulatively have a more significant impact on the character and appearance than any of the other concerns. Examples of inappropriate modern development are considered to include:

- The Fairway and Broomlands, Wignall Street

The impact of modern development on the outskirts of the village or the Conservation Area will need to be controlled or appropriately mitigated so that it does not impact on the setting of the Conservation Area, or on its wider views, and the contribution these make to its significance.



5. Management Proposals

There are a wide range of issues facing the Lawford 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 with the local planning authority. These are generally low cost and can be implemented within a short timeframe, typically within one or two years.

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 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. This will have a long-term positive impact on the Lawford Conservation Area and ensure the preservation of characteristic features of the Area including Lawford.

Heritage Statements, Heritage Impact Assessments and Archaeological Assessments

In accordance with the NPPF (Paragraph 194), 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 its 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.



Local Heritage List

Lawford would benefit from the local planning authority 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. A Local List may be beneficial to ensure the upkeep of buildings which are significant to the history and character of Lawford. 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.

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 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 opportunities within Lawford 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 will:

- 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 traditional materials and building methods which are as high in quality of those used in the existing buildings; and

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 large scale development schemes are referred to a Design Review Panel (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.



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

Tree Management

In line with the Town and Country Planning Act, all trees in conservation areas are afforded the same protection as a Tree Preservation Order. Trees 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. Six weeks notice has to be given to the council under S211 of the Act.

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.

5.2 Positive Management: Longer Term

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

Character Appraisal and Management Plan

The Conservation Area Appraisal and Management Plan should be reviewed every five years to monitor change and inform management proposals.

Conservation Area Boundary

The Conservation Area boundary has been revised within this appraisal in accordance with the NPPF (2021) and Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management (2018). The boundary now includes early-twentieth century development along Wignall Street. The boundary should continue to be assessed as part of future reviews of the Management Plan to ensure it is robust and adequately protects the significance of the area.

Interpretation: 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 Lawford as a historic settlement. One key area which may benefit from this would be Parish Church of St Mary. This is a highly significant assets within the Conservation Area, and therefore would benefit from interpretation.



Public Realm and Highways

The first opportunity to enhance the character and appearance of the conservation area is through investment to improve the wider public realm. Improved signage such as for Public Footpaths would also be an enhancement to the Conservation Area.

The Highways Department should be engaged to conduct an assessment of existing signage within the Conservation Area with the view to 'de-clutter' and enhance the historic environment. Collaboration between the Highways Department and the Local Planning Authority should ensure the maintenance and replacement programmed for street furniture and hard surfacing.

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 Lawford. 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.

6. Appendices

6.1 Designated Heritage Assets

| LIST ENTRY | NAME | GRADE | DATE LISTED |
|------------|--|-------|-------------|
| 1254098 | CHURCH CLERKS COTTAGE | II | 30/11/1987 |
| 1254131 | LAWFORD HALL | I | 21/2/1950 |
| 1254186 | THE KINGS ARMS PUBLIC HOUSE | II | 30/11/1987 |
| 1261435 | PINK COTTAGE | II | 30/11/1987 |
| 1261443 | STABLES APPROXIMATELT 60 METRES SOUTH EAST OF LAWFORD HALL | II | 17/11/1966 |
| 1261444 | THE OLD RECTORY | II | 17/11/1966 |
| 1261462 | CHURCH OF ST MARY | I | 17/11/1966 |
| 1391298 | WAR MEMORIAL | II | 21/3/2005 |



6.2 Publications

Fryer, M. and Horlock, B., 2013, Revisiting the Past: Maps and images of Mistley, Manningtree and Lawford c. 1769-1926, pub. R.J. Horlock

Manningtree Museum and Local History Group, 2000, *Pictures from the past of Manningtree, Mistley, Lawford and District*, Harwich printing company

Pevsner, N., 2007, Essex: Buildings of England Series, Yale University Press

Welch, P. and Fisher, D., 1996, Manningtree, Mistley and Lawford in old picture postcards, European Library



6.3 Legislation, Policy and Guidance

| LEGISLATION/POLICY/GUIDANCE | DOCUMENT | SECTION/POLICY |
|-----------------------------|--|---|
| Primary Legislation | Planning (Listed Buildings and Conservation Areas) Act 1990 | All sections are relevant, although the following pertain to Conservation Area Appraisals and Management Plans: 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 (2021) DCLG | Section 16; Annex 2 |
| National Guidance | National Planning Practice Guidance (2014) DCLG | ID: 18a |
| National Guidance | Historic England Good Practice Advice in Planning Note 1 (2015) The Historic Environment in Local Plans | |
| National Guidance | Historic England Good Practice Advice in Planning Note 2 (2015) Managing Significance in Decision-Taking in the Historic Environment | |
| National Guidance | Historic England (2017) Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets | |
| National Guidance | Historic England Advice Note 1 (2019) Conservation Area Appraisal, Designation and Management | |
| National Guidance | Historic England (2017) Traditional Windows | |
| National Guidance | Historic England, High Streets for All (2018) Advice for Highway and Public Realm Works in Historic Places | |
| National Guidance | Historic England (2020) Conserving Georgian and Victorian terraced housing | |



| | | |
|---------------------------------------|--|---|
| National Guidance | Historic England (2017) Repointing Brick and Stone Walls Guide for Best Practice | |
| Local Supplementary Planning Document | Tendring District Council Local Plan (2007) | <p>QL9 – Design of New Development</p> <p>QL11 – Environmental Impacts and Compatibility of Uses</p> <p>EN1- Landscape Character</p> <p>EN17- Conservation Areas</p> <p>EN18- Fascia and Shop Signs in Conservation Areas</p> <p>EN18 (a) and (b)- Advert Control within Conservation Areas</p> <p>EN20- Demolition within Conservation Areas</p> <p>EN21- Demolition of Listed Buildings</p> <p>EN22- Extension and Alterations to Listed Buildings</p> <p>EN23- Development within the Proximity of a Listed Building</p> <p>EN25- Satellite Dishes on Listed Buildings and in Conservation Areas</p> |



6.4 Glossary

| 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. |
| Cropmark | Where a below-ground archaeological feature, such as a ditch, is visible from the air due to differential growth-patterns in the covering crop. |
| 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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Bradfield Conservation Area Character Appraisal and Management Plan

Tendring
District Council



Client:
Tendring District Council

Date:
March 2023



Page 143



Essex County Council



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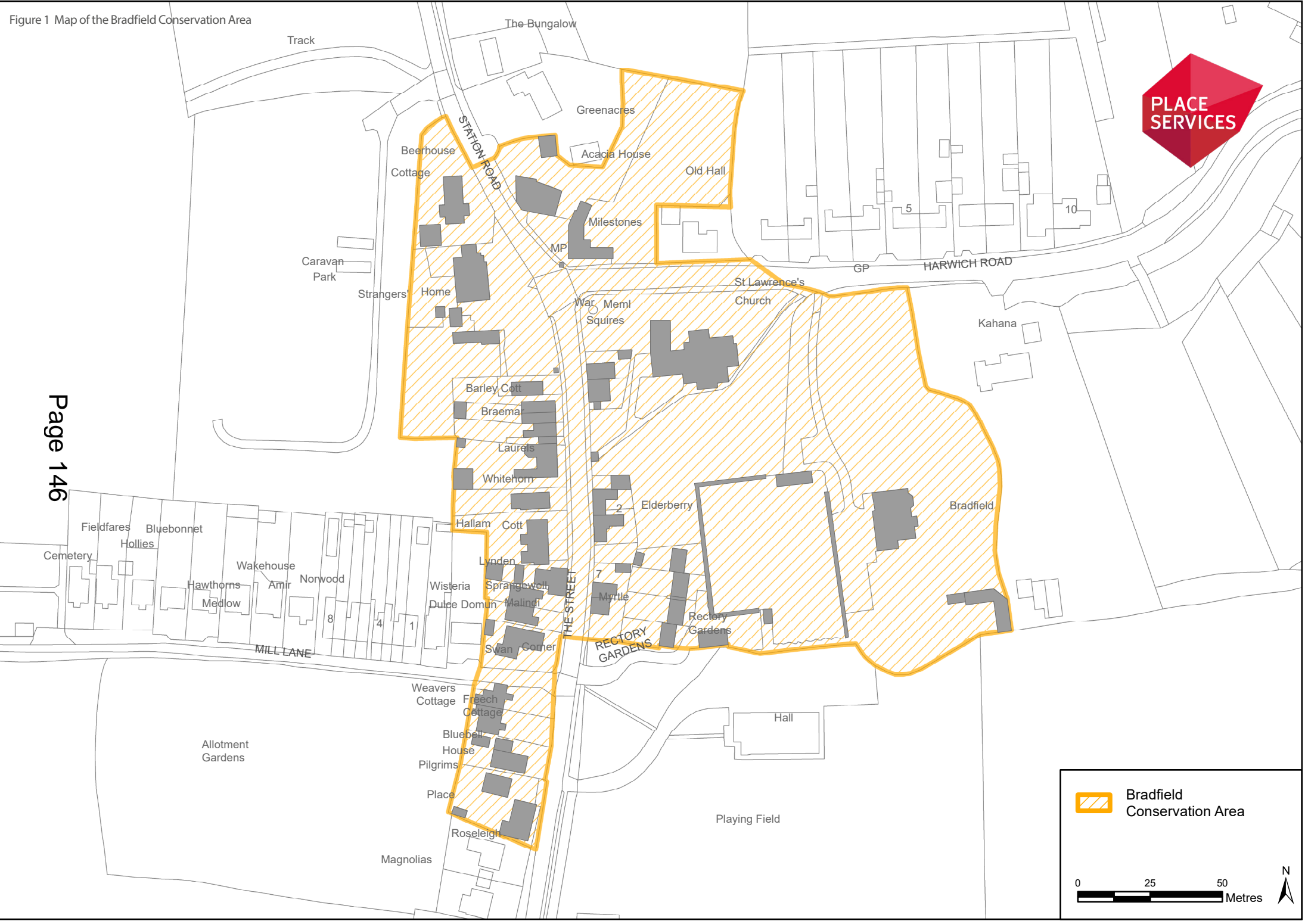
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Figure 1 Map of the Bradfield Conservation Area



 Bradfield Conservation Area

0 25 50 Metres 

1. Introduction

1.1 Summary

This Conservation Area Appraisal and Management Plan provides an overview of the Bradfield Conservation Area, outlining its designation history, alterations to the boundary, and a description of its special interest. The appraisal will also consider buildings, greens, spaces, and features which contribute to the Conservation Area's character and appearance. This appraisal will also consider the significance of heritage assets within the area and the contribution that these, along with their setting, make to its character. The understanding of significance can be used to help manage future change.

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 appearance. Designation also ensures that planning decisions take the enhancement and preservation of the area into consideration.

The Bradfield Conservation Area includes several listed buildings including the mediaeval Church of St Lawrence, which is positioned prominently on the road to Mistley and Harwich [Figure 2]. Bradfield's key significance is derived from its historic buildings and its interest as a small village with a close association to the surrounding agrarian landscape and the river Stour to the north. Its special interest also derives from the architectural interest of the mediaeval, eighteenth and nineteenth century buildings which are located within the Conservation Area.



Figure 2 View south toward the Church of St Lawrence from Station Road



1.2 Purpose of Appraisal

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

The appraisal recognises designated and non-designated heritage assets within the Conservation Area which contribute to its special interest. It will consider if there are clearly defined Character Areas within Bradfield and how these came to be developed. This includes an assessment of the building styles, forms, materials, scale, density, roads, footpaths, alleys, streetscapes, open spaces, views, landscape, landmarks, and topography. These qualities will be used to assess the key characteristics of each area, highlighting potential impacts future developments may have upon the significance of heritage assets and the character of Bradfield. This assessment is based on information derived from documentary research and analysis of the individual character areas, as well as a review of the previous Conservation Area Appraisal for the area which was adopted in March 2006.

This appraisal will enhance the understanding of Bradfield and its development, informing future design. Applications that demonstrate an understanding of the character and appearance of a Conservation Area are more likely to produce appropriate and responsive design with positive outcomes for agents and their clients.

It is expected that applications for planning permission will also consult and follow the best practice guidance outlined in Section 6.3.

1.3 Planning Policy and Guidance

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 or 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.

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.

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 (2021).

This assessment follows best practice guidance, including Historic England's revised Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management (2018) and Good Practice Advice in Planning: 3 The Setting of Heritage Assets (2017).

The Bradfield Conservation Area is located within Tendring District. Local planning policy is set out in the Tendring District Council Local Plan 2013-2033 and Beyond Section 2 (2022). Saved policies which are relevant to the historic environment include:

- Policy SPL 3 – Sustainable Design
- Policy PP 8 – Tourism
- Policy PPL 3 – The Rural Landscape
- Policy PPL 7 – Archaeology
- Policy PPL 8 – Conservation Areas
- Policy PPL 9 – Listed Buildings
- Policy PPL 10 – Renewable energy generation and energy efficiency



Figure 3 Old Hall House, which has been removed from the Conservation Area

1.4 Designation of the Conservation Area

Bradfield Conservation Area was first designated in 1981. An assessment of the Conservation Area was conducted in 2001, which formed the basis of Conservation Area Review which was adopted in March 2006 by Tendring District Council.

The Review outlined the special interest of the Conservation Area as is required under the provisions of Section 71 of the Planning (Listed Buildings & Conservation Areas) Act 1990. Part 71 of the Act stipulates that: ‘It shall be the duty of a local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas’.

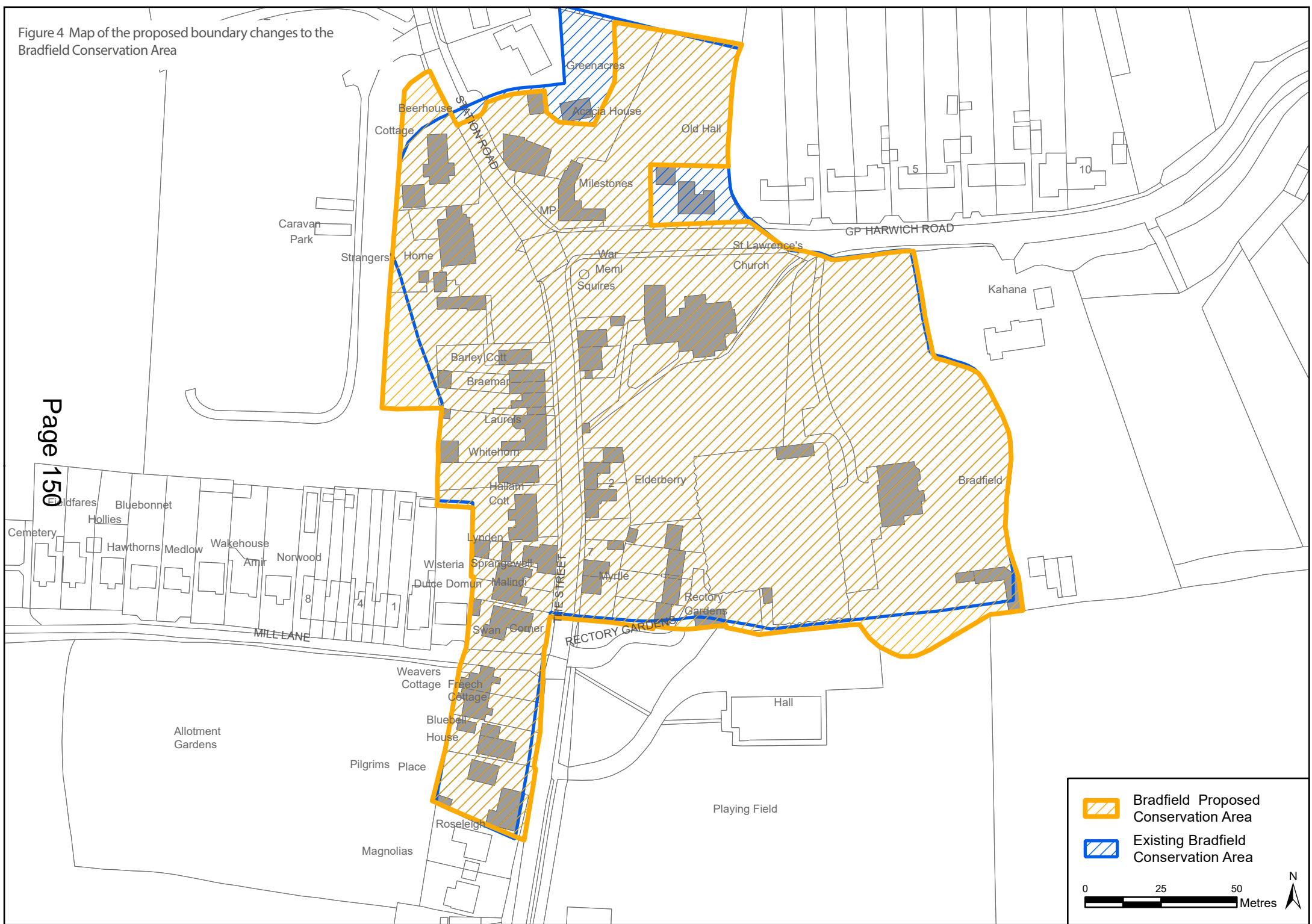
This document seeks to reassess the Conservation Area following its last adopted review, to identify any changes to the Conservation Area since this time and provide an up to date management plan.

1.5 Boundary Revision

As part of this appraisal, it is proposed to revise the boundary to remove Old Hall House, Harwich Road, from the Conservation Area [Figure 4]. Built since the previous appraisal, Old Hall House [Figure 3] is not considered to reflect the prevailing character of the Conservation Area due to its construction date, massing and appearance.

Minor alterations are also proposed to the northern edge of the Conservation Area’s boundary to remove an outbuilding associated with Greenacres (a modern dwelling which is not within the Conservation Area boundary) on Station Road from within the Conservation Area. Other minor amendments are proposed to rationalise the Conservation Area boundary against existing plot boundaries. These are depicted on the map on the following page.

Figure 4 Map of the proposed boundary changes to the Bradfield Conservation Area



Bradfield Proposed Conservation Area
 Existing Bradfield Conservation Area

0 25 50
 ─────────── Metres

N

2. Bradfield Conservation Area

2.1 Context and General Character

The village of Bradfield is located approximately 3 miles to the southeast of Mistley, on the estuary of the Stour. It is a small linear settlement on a north-south orientation. The Conservation Area is located to the north of the village where there is an intersection or “T” junction, where the road from Bradfield Heath (The Street) joins the road to Harwich in the east (B1352).

Bradfield is a small village, with houses adjacent to and fronting the road. The pattern of development is that of a linear development along The Street.

The wider area is rural in character, and the Conservation Area is surrounded by arable fields and open land to the north, east and west [Figure 5]. To the south of the Bradfield Conservation Area is more built up, however the pattern of development is similar, with buildings positioned in a linear, ribbon formation along the road.

To the north of Bradfield is the River Stour, which flows east to Harwich and the North Sea. Views of the river can be gained from Harwich Road and in the northern section of The Street, with buildings in this area benefitting from wide open views across the landscape to the River and the Suffolk coast, further north.



Figure 5 Satellite image showing the Bradfield Conservation Area in its wider context

2.2 Origin and Evolution

The following section provides an overview of the history of the Conservation Area its environs.

Prehistory and Roman (-500000BC – 43AD)

The Conservation Area lies on a gravel ridge overlooking the Stour Estuary which makes it a favourable location for settlement since prehistoric times. The proximity to natural resources would have influenced early prehistoric occupation and coastal locations provided a valuable resource for food. The recovery of a Neolithic hoard is a rare and significant discovery within the locality suggesting ritual activity possibly associated with nearby settlement.

Evidence for land division, settlement and ritual activity during the Bronze Age is particularly prevalent within the Tendring district. Former field boundaries within the surrounding area may be prehistoric in origin.

Roman (43-410AD)

Roman occupation began in 43AD, the Conservation Area is located at a distance from any known Roman settlement, however access from the Roman Town of Colchester (Camulodunum) to the coast of Mistley is suggested through cropmark evidence and recovery of finds in the surrounding fields suggests occupation in the wider area. Roman brick and tile incorporated into the fabric of the Church may indicate proximity to demolished Roman buildings.



Figure 6 The Plough Inn (now demolished), circa 1900

Early Medieval (410 – 1066)

There is little known of Bradfield within this period, under Saxon occupation, however the name itself has Anglo-Saxon origins, 'Bradefeldra' meaning 'wide open country'. Following the Norman Conquest, Bradfield is mentioned within the Domesday Book (1086) which names a Roger of Raismes who held Bradefeldra and Bradfield Manestuna. Manestuna sometimes being referred to as Manston meaning hamlet. Before Roger an Aelfric Kemp had held the lordship and it is likely he fell from favour with the coming of the Normans.

It is thought that the manor of Bradfield Manestuna was close to where Jacques Hall and Ragmarsh Farm are today. The manor of Bradfield was also likely nearer to the church or near to Nether Hall.

Bradfield with its position by the Stour estuary would have principally been that of a rural community and a small rural settlement.

Medieval (1066 – 1540)

The Church of St Lawrence [Figure 7] is the oldest building within the Conservation Area, its tower being of twelfth century origins and containing a twelfth or thirteenth century octagonal bowl font. It is thought that the existing Church is upon an earlier Anglo-Saxon Church.

The small village developed around the Church, at the junction of The Street and Harwich Road, some distance from the manorial hall. Within this period (c.1312), the manor and lordship of Bradfield passed from William Franke of Harwich to John de Brokesburne who by Royal Charter was granted the right to hold market at Bradfield.



Figure 7 The Church of St Lawrence

Bradfield continued to steadily develop over this period and would have remained a small rural community. Bradfield manor is later recorded as passing in ownership from Edmund de Brokesburne to William Rainsford in 1397 by marriage and approximately in 1500 the Rainsford family built Bradfield Hall, which was demolished in 1955.

Bradfield Hall was located south east of Bradfield Heath, some distance from the Conservation Area, south of Steam Mill Road.

Henry VIII visited Bradfield in the summer of 1541 and stayed at Bradfield Hall and from this visit Sir John Rainsford acquired the ex-monastic manor of Manningtree for £500. Little is known of the everyday lives of those within Bradfield during this period, but it is likely that the general populous remained within agricultural occupation.

Post Medieval (1540 – 1901)

Within the Church of St Lawrence are floor slabs with brasses and indents relating to the sixteenth and seventeenth century Grimston family. A notable family within Bradfield at this time, following the Rainsford's, who later adopted the name Harbottle Grimston.

Cartographic evidence including the Chapman and Andre Map of 1777 [Figure 8] shows Bradfield in an isolated rural location. It is likely from the late eighteenth century that the Vicarage, now Bradfield Place, was built for the Revd. Charles Umfreville.

It is not until the late eighteenth and early nineteenth century with the coming of the railways that Bradfield would have seen the most significant change in everyday life. Bradfield Station was opened in 1856, on the branch line from Manningtree to Harwich by the Eastern Union Railway. This would have not only socially benefitted

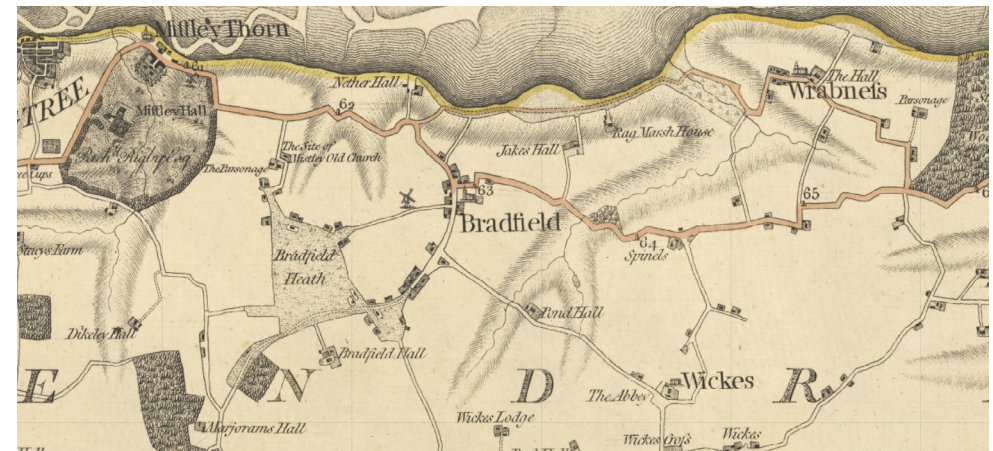


Figure 8 Bradfield as depicted on the 1777 Chapman and Andre Map (extract)

the community but also allowed the travel of goods and building supplies for the continued development of the area. The station was later closed in 1956.

By the late nineteenth century, Ordnance Survey maps show the village of Bradfield remained separate to Bradfield Heath. Bradfield is legible as that of a linear development along Station Road (The Street) and is a small rural settlement. It did however have several Public Houses serving the rural community, the original Strangers' Home on the corner of Mill Lane, The Plough Inn and The White Horse, where the present-day Strangers Home is sited. The village also contained a Post Office, adjacent to the original Strangers Home.



Figure 9 Tithe Map of Bradfield

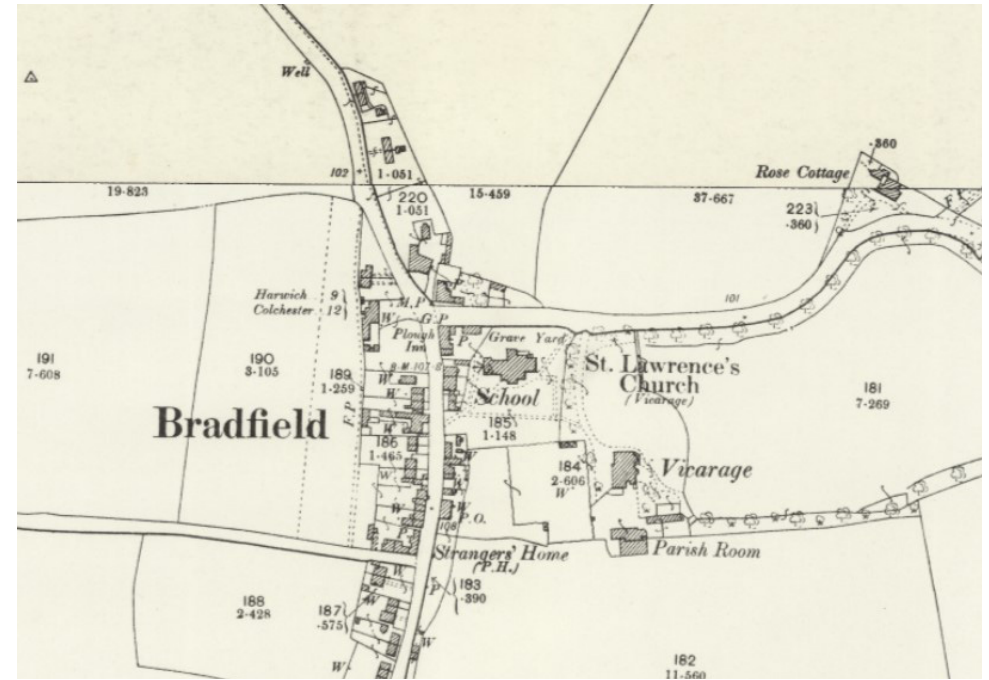


Figure 10 The 1893 Ordnance Survey Map

Modern (1901 - Present)

Aside from modern development now linking Bradfield to Bradfield Heath along The Street and development along Mill Lane and Harwich Road. The historic core and development of Bradfield remains legible. Several buildings such as The Plough Inn, the original Strangers Home and The School were demolished in the twentieth century. The site of the Plough Inn was bought by Lord Edwin Harris Dunning, it was said to be in a poor state and was demolished for the erection of the War Memorial in 1919. The dedication of the memorial was attended by Bishop Suffragan of Colchester and Lord Edwin Dunning.

Sir Edwin Dunning, son of Lord Edwin Harris Dunning, is a notable figure for being the first pilot to land successfully on the deck of a warship, unfortunately the plane crashed [Figure 10] and he was killed on the third attempt in 1917 at Scapa Flow. There is a memorial within the Church of St Lawrence to Commander Dunning and a small brass showing the bi-plane landing on the deck of HMS Furious .

Development within Bradfield at this time included the current Strangers Home, built in 1906 upon the site of an earlier Public House, The White Horse and the lychgate to the Church was erected in 1911. The post-



Figure 11 The Street, circa 1904 ©Nigel Klammer



Figure 12 The Church and Lychgate, 1910 ©Nigel Klammer

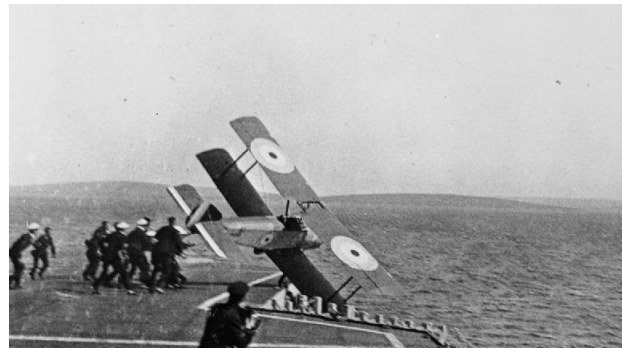


Figure 13 Photograph of Sir Edwin Dunning's attempt to land a plane on a warship, 1917.



Figure 14 The Post Office, now demolished ©Nigel Klammer



war houses on the corner of Mill Lane are intrusive and make no concessions to the character of the area.

Bradfield is a traditional Essex village which has a strong link to its agricultural setting. The village has undergone gradual change however its rural character remains appreciable and its varied historic building stock contributes to the architectural interest of the Conservation Area.

2.3 Designated Heritage Assets

There are eight designated heritage assets within the Bradfield Conservation Area. This includes the Grade II listed Church of St Lawrence, the Crinkle-Crankle wall south of the Church, a K6 telephone kiosk and several dwellings. The National Heritage List for England contains the full entry for each asset, this can be found on the Historic England website.

These buildings, structures and features have been listed due to their special architectural or historic interest as defined by Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Further information about the listing process can be found on the Historic England website.

Listed buildings are protected by government legislation and there are policies in place to ensure that any alterations to a listed building will not affect its special interest. It is possible to alter, extend or demolish a listed building but this requires listed building consent and sometimes planning permission.

2.4 Non-Designated Heritage Assets

Every building, space and feature within a conservation area makes a contribution to its character and special interest, be it positive, neutral or negative.

Heritage assets are defined in Planning Policy as ‘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.’

Not all heritage assets are listed, and just because a building is not included on the list does not mean it is of no heritage value. Buildings and other structures of the built environment such as fountains, railings, signs and landscaping can make a positive contribution to the appreciation of an area’s historic interest and its general appearance.

Local listing is an important tool for local planning authorities to identify non-listed buildings and heritage assets which make a positive contribution to the locality. At present there is no approved local list for Tendring District. This document has identified heritage assets which make a positive contribution to Bradfield Conservation Area and could be considered for local listing in the future. This list is not exhaustive, and further buildings may be identified as non-designated heritage assets through the planning application process. Buildings and features within the Conservation Area which are considered to be non-designated heritage assets include:

- Bradfield Place
- Strangers’ Home
- The Church of St Lawrence Lychgate



2.5 Heritage at Risk

There are no buildings or features which are on the at-risk register within the Conservation Area.

2.6 Archaeological Potential

Within the Conservation Area there is potential for the preservation of archaeological remains dating from the prehistoric to postmedieval period. Limited investigations have taken place to the south of the Church however little dating evidence has been recovered.

The Conservation Area lies on a gravel ridge overlooking the Stour Estuary, the gravels produce lighter soils and would have encouraged occupation since prehistoric times. Although not accurately located, the discovery of a mint condition unpolished axe of Neolithic date is rare and significant and suggests some Neolithic activity within the area. The surrounding area has recorded cropmark features which reveal evidence for field systems and land division. Some of these represent historic field boundaries of medieval or post-medieval date, whilst others relate to earlier phases of settlement, possibly later prehistoric or Roman. Findspot evidence in the surrounding area and Roman brick and tile found in the fabric of the church suggest pre-medieval settlement in the vicinity.

The survival of the medieval Church is an important, well-preserved resource. Evidence for an earlier phase of construction was noted during works to the nave and there is potential for the remains of an earlier church to survive. Medieval and later settlement evidence is more likely to be sited along the street frontage, the garden areas may also contain evidence for ancillary activity, such as wells, cess-pits, yards and middens, as well as small-scale industrial activity.

The churchyard has been extended to the south and north-west in the recent past. The north-west corner of the churchyard was formerly occupied by an inn and evidence for the building has been recovered during grave-digging. There is further potential for the remains of this building to be preserved within this area of the graveyard.

The Conservation Area incorporates areas of open ground to the east of the church around Bradfield Place and to the rear of the properties at the junction with Station Road and Harwich Road. The survival of archaeological features has been demonstrated within open ground and the majority of the archaeological remains surviving within the Conservation Area are likely to comprise medieval and post-medieval features, structures and finds, related to the establishment and growth of the village from the Late Saxon period onwards.

The survival of bone in soils formed on sand and gravel geology is often poor, however there would be good survival of flint artefacts, ceramics, building materials and metal within the Conservation Area. Limited excavations have also recovered oyster shell from archaeological features. Environmental remains could be preserved in deeper features, such as wells, and provide information on the wider landscape as well as evidence for food and cereal production.

3. Assessment of Significance

3.1 Summary

The Bradfield Conservation Area is notable for its historic development as a small yet distinctive area of rural character. The area is predominately that of dwelling houses fronting the road (The Street), its development and layout is traced back to its position at the intersection of Station Road with the B1352 (Harwich Road).

At the centre of the Conservation Area is the Church of St Lawrence, a notable landmark with large churchyard. The Church was restored in the nineteenth century and contains brasses recording local figures and their families, demonstrating a strong historic connection to the village.

Milestones Cottage, Acacia House and the nineteenth century Public House, Strangers Home, are located across from the Church at the north of the intersection and main thoroughfare through the village.

To the south of the Conservation Area, the linear development of the settlement is appreciable with some recent infill development. The south of the area is terminated by nineteenth century cottages, which make a positive contribution and are prominent within views on the approach into the Conservation Area.



Figure 15 The junction of The Street and Harwich Road, looking south



3.2 Significance of buildings

Where visible from areas of public realm, the buildings within the Bradfield Conservation Area have been assessed. The map on page 19 [Figure 16 should be read in conjunction with the key notes opposite. These outline the broad descriptions of positive, neutral and negative attributed to buildings within the Conservation Area. It should be noted that just because a building is positive it does not mean it cannot be enhanced. Some positive buildings may have intrusive aspects (such as inappropriate windows) and are addressed in the management plan. The buildings identified as 'Positive with opportunity for enhancement' tend to have more bespoke or fundamental issues that are not generally observed or widespread across the area.






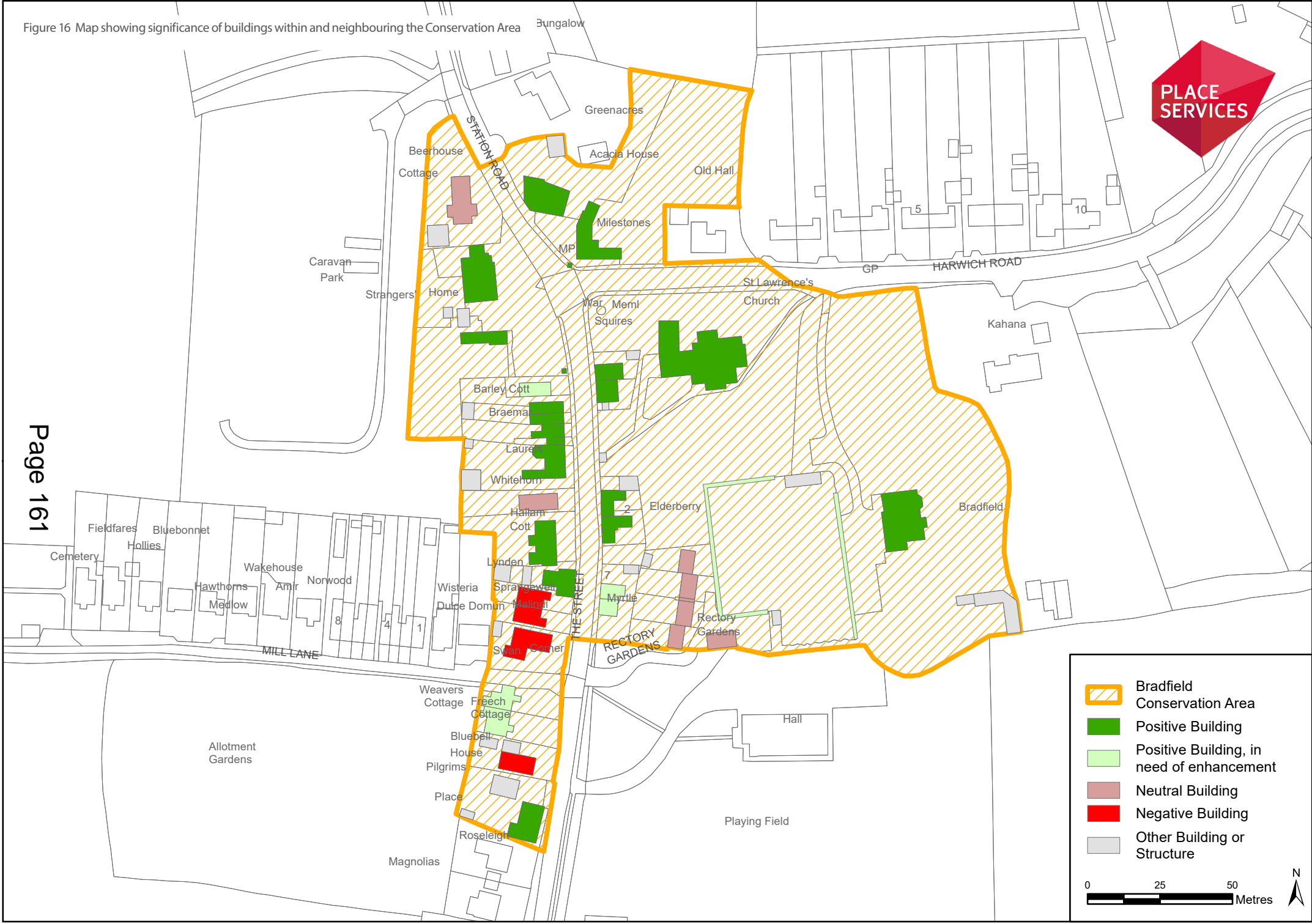






- 
Positive: these are buildings that have been identified as positive contributors to the character or appearance of the Conservation Area. Whilst identified as positive there are likely to be enhancements which can be made to better reveal the architectural interest of the building and improve its contribution to the character and appearance of the Conservation Area. These general enhancements are noted in the management plan. One example would be the replacement of windows where the buildings have uPVC. The upgrade of these items would be beneficial as a general rule.
- 
Positive with opportunity for enhancement: these are buildings which have been highlighted as they are positive contributors, however, they have been compromised due to intrusive alterations or additions. These buildings can be enhanced through the removal, replacement or redesign of intrusive or unsympathetic alterations.
- 
Neutral: These buildings make no beneficial or adverse contribution to the character or appearance of the Conservation Area.
- 
Negative: These buildings make an adverse or intrusive contribution to the character or appearance of the Conservation Area.
- 
Other: It was not possible to view these buildings from the public realm to ascertain their contribution to the Conservation Area.

Figure 16 Map showing significance of buildings within and neighbouring the Conservation Area



-  Bradfield Conservation Area
-  Positive Building
-  Positive Building, in need of enhancement
-  Neutral Building
-  Negative Building
-  Other Building or Structure



3.3 Character Analysis

Summary of character

Bradfield Conservation Area is a small, historic settlement, centred at the junction of two roads and the Church of St Lawrence. Buildings within the Conservation Area range in age and style, with traditional materials and construction methods dominant throughout. Buildings are typically two storeys in height, with dwellings clustered around the church. The grain of development throughout Bradfield is generally loose, with the Conservation Area having a rural character, reinforced by its setting.

The significance of the Conservation Area is in its small size and high proportion of historic buildings. Given the scale of Bradfield Conservation Area, there are no defined character areas identified. Although there are few listed buildings, and a relatively small number of buildings overall, many buildings within the Conservation Area date from the late eighteenth to nineteenth century. Its block plan and the buildings within the Conservation Area provide architectural and historic evidence of past lives and building techniques, and a tangible link to Tendring's heritage. Listed buildings within the Conservation Area are varied in character and derivation. The listed buildings range between the ecclesiastical landmark of the Church of St Lawrence, eighteenth-century cottages, a K6 Telephone Box and a Milepost.



Figure 17 Directional sign highlighting Bradfield's important location on the route between Manningtree (west) and Harwich (east)

Land usage

The land usage within the Conservation Area is predominantly residential. On The Street, buildings front the highway, and the linear development of the village is appreciable, with buildings grouped into clusters of short terraces scattered between a few detached and semi-detached dwellings.

The historic use of Strangers' Home [Figure 18] as a Public House is still legible through its large front curtilage despite the change in use. A visually prominent and attractive building, the pub would have served the village and surrounding settlement, with its location on the junction purposeful.

The Church and its surrounding churchyard, located to the south of Harwich Road, is a large area and the historic and continuing ecclesiastical use of the land here is readily discerned. The churchyard contains many headstones and a War Memorial by Powell & Sons, 1919 [Figure 21].

Landmark buildings

The Conservation Area centres around the Grade II listed Church of St Lawrence. Due to its local importance, use and scale, it is a key landmark within the Conservation Area, with wide views of the tower achieved within, outside and on the approach towards Bradfield Conservation Area.

Bradfield Place [Figure 20] built as the vicarage, is a late Georgian House immediately east of the church. It is thought to have been built by Rev. Charles Umfreville (1774) and is positioned within its large grounds, separated from the churchyard by a listed Crinkle-Crankle wall. Its scale, historic interest and landscaped grounds with mature trees positively contribute to the Conservation Area.



Figure 18 Strangers' Home



Figure 20 Bradfield Place



Figure 19 The tower of St Lawrence Church

Strangers Home is prominent in views from Harwich Road and on the approach from the north. Due to its large frontage and historic function as a Public House it is an important building within the area, terminating the view along Harwich Road.

Squires Cottage [Figure 23], Acacia House and Milestones Cottage [Figure 21], in the northern section of the Conservation Area, form an attractive group with the surrounding historic buildings and the Church. These buildings are visible upon entry into the Conservation Area from the north, marking the transition into the more densely developed area of the Conservation Area in the south. Acacia House and Milestones Cottage are of an earlier date than Squires Cottage, indicative of an earlier phase of development in Bradfield which was concentrated upon the crossroads, with later development extending southwards to Bradfield Heath.

Local Building Materials, Details and Boundary Treatments

Traditional building materials are dominant within Bradfield Conservation Area, which is indicative of the traditional construction methods and age of buildings throughout. Painted render, red brick and red plain clay tiles [Figure 22] are commonplace. Squires Cottage [Figure 23] is weatherboarded at first floor level, as is common throughout the region, however this is the only boarded building in the Conservation Area.

Milestones Cottage [Figure 21] and Acacia House in the northern section of the Conservation Area are prominent historic structures, with both buildings constructed with a timber frame, rendered and painted. Both buildings typify the Conservation Area, and are vernacular in appearance and construction, dating from the eighteenth century.



Figure 21 Milestones Cottage and the village War Memorial



Figure 22 Example of Red Plain Clay Tiles



Figure 23 Squires Cottage



Figure 24 Example of the use of render with timber windows and a plain tile roof



Figure 25 An example of a brick and rendered building with timber windows and doors



Figure 26 The Lychgate



Figure 27 Chimneys and a variety of roof forms add visual interest to the street scene



Figure 28 Example of a gambrel roof with dormer window

Brick is typically used on buildings which date from the nineteenth century onwards, or those which are imposing and high status, such as Bradfield Place [Figure 20]. Built in a formal style with classical proportions, Bradfield Place has a slate roof which is set back behind a parapet and imposing, Georgian façade. Red brick is also a prominent feature of The Strangers Arms, built at the turn of the twentieth century with a mock timber framed first storey.

Brick is also used throughout the Conservation Area for boundary walls. The northern edge of the Churchyard is enclosed by a low wall of red brick with a small area of iron railings to allow a view of the War Memorial. To the west of the church is the timber lychgate and picket fencing [Figure 26], with picket fencing also present throughout the Conservation Area. Where buildings within the Conservation Area have a set back from the pavement, they typically feature hedgerow, a brick wall or low-lying wooden fencing as their boundary treatment.

Essex is an area which lacks natural stone, therefore it is only the most illustrious buildings within the county which are constructed in this material. The St Lawrence Church is the only stone building within the Conservation Area, highlighting its importance within the village. The building is nevertheless simple in design, constructed in flint rubble, which is now largely cement rendered. The church is relatively plain, yet features stone door and window dressings, with few other decorative elements. Most of the tower is a fifteenth century rebuild, with the upper part built in brick and added early in the eighteenth century [Figure 19].

Chimneys are an important part of the streetscape and buildings typically are positioned parallel to the road, with chimney stacks on their side walls [Figure 27]. Gables which front the street, such as at Strangers' Home [Figure 18], are uncommon. Gable ends are an important part of the view along The Street, with some buildings featuring gambrel roofs and attic accommodation. Pitched or arched dormer windows in the attics are common [Figure 28].

Windows and doors throughout the Conservation Area are largely timber, either sashes [Figure 30] or casement style. Many buildings feature windows which have glazing bars, which emphasises the traditional appearance of the area. Where windows and doors have been replaced with UPVC or windows of an unsympathetic design or size, this often detracts from the architectural quality of the building and makes a negative contribution to the character of the area

Landscaping, Open Spaces and Public Realm

Landscaping within the Conservation Area is minimal, as is the public realm which is limited to the pavements, street and churchyard. Other areas of open space within the Conservation Area are privately owned and inaccessible to the public. The density of development increases to the south of the area towards Bradfield Heath. Located at the north of the area, by the “T” junction, dwellings such as Milestones and Acacia House are afforded large spacious plots with a small green frontage.

The Church and churchyard dominate the northern section of the Conservation Area, with the large open space of the churchyard and its planting [Figure 29] a large component of the green character of the Conservation Area. Here, the continuing ecclesiastical use of the land is readily discerned. The churchyard contains many headstones and a War Memorial by Powell & Sons, 1919.

The Grade II listed Crinkle-Crankle wall [Figure 31], formerly a walled garden, associated with Bradfield Place (also known as the Vicarage) now part of the boundary to the churchyard. It is an attractive feature which lends interest to Bradfield Place and its status within the community.



Figure 29 Open space in the churchyard



Figure 30 Example of a timber sash window



Figure 31 The listed Crinkle-Crankle Wall, which gets its name from its S shape, bendy form



Figure 32 View towards Bradfield Place from the churchyard



Figure 33 Listed Milepost



Figure 34 Listed K6 Telephone Box

The garden, Crinkle-Crankle Wall [Figure 31] and landscaped grounds with mature trees surrounding Bradfield Place exaggerate the open appearance of the churchyard, with views over the house's grounds easily achieved from the church's grounds [Figure 32]. Similarly, glimpsed views across other gardens and open spaces between houses out to the rural countryside or River Stour, emphasise the low density of the village.

There is little streetlighting within Bradfield Conservation Area and street furniture along the highway. Two notable items of street furniture are a telephone box [Figure 34] and milepost marker [Figure 33], both of which are Grade II listed. The telephone box is a K6 type, located opposite the church. The milepost dates from the nineteenth century and is constructed in cast iron, placed over an earlier eighteenth century milestone. It marks 63 miles to London in the central panel, with side panels describing the distances to Harwich and Colchester.

Contribution by Key Un-Listed Buildings

There are numerous buildings that contribute to the character and appearance of the area; however, some are considered to make a key contribution and have been identified in Section 3.2 and below.

Strangers' Home Public House [Figure 18] and Bradfield Place [Figure 20] are considered to make a key contribution to the character and appearance of the Conservation Area. Both buildings have a strong historic connection to the area and the community.

The Lychgate [Figure 26], erected in 1911, is also considered to be of historic interest and of key contribution to the street scene and character of the Conservation Area.



3.4 Views

Key views are identified on Figure 35 and illustrated on page 28. The views included in this assessment are not exhaustive; for example, there are also glimpsed and kinetic views that contribute to the character and appearance. Any proposals for development within the Conservation Area, or its environs, should consider the views below and others which may be relevant or highlighted as part of a bespoke assessment of that proposal.

Important views include those which showcase the liner form of the development [Figure 38], the Conservation Area's setting in relation to the River Stour [Figure 41] and incidental views from the churchyard to the houses beyond [Figure 36].

3.5 Setting of the Conservation Area

The NPPF describes the setting of a heritage asset 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 an asset, may affect the ability to appreciate that significance or may be neutral.

Historic England *Good Practice Advice Note on the Setting of Heritage Assets (2017)* indicates that the setting of a heritage asset is the surroundings in which the asset is experienced. It notes 'Where that experience is capable of being affected by a proposed development (in any way) then the proposed development can be said to affect the setting of that asset'

Historic England's advice note on setting includes a:

"(non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance'. As the advice note states, 'only a limited selection of the attributes listed will be of a particular relevance to an asset.'"

This checklist has been used to inform this assessment.

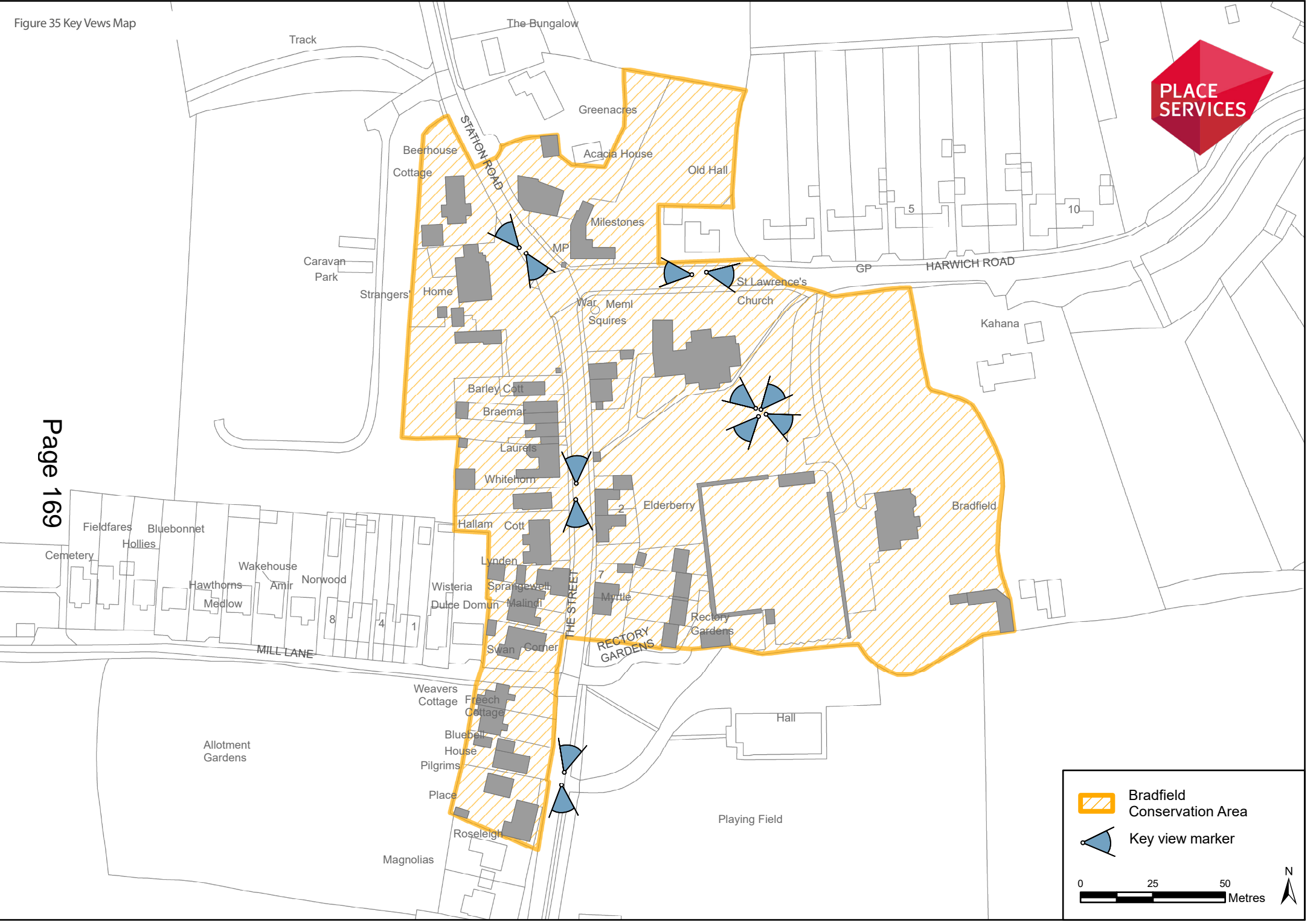
The Conservation Area draws its significance from key features outside of its boundary, most notably from the Stour to the north and views of the surrounding countryside. Due to the topography of the Conservation Area, the land slopes to the north towards the Stour; this affords views from the high ground towards the water and the wider area.

The wider setting is formed by arable farmland and the nearby settlement of Mistley and Bradfield Heath. The surrounding fields make a positive contribution to the rural character of the Conservation Area.


The Church is also an important local landmark, as it serves the surrounding community and has a strong connection to the village. Wider views of the Church and the tower are also important towards sense of place. Views of the tower are appreciable from the southern approach along The Street into the Conservation Area. Southwards along the road, The Street, is the attractive Grade II listed building 'House Adjacent to Maltings Cottage' (List Entry Number: 1261481, [Figure 40]) which contributes to the setting and historic interest of the Conservation Area.


Immediately adjacent to the Conservation Area are the playing fields by the village hall, which through its open character permits views of the wider countryside setting and contributes to the rural character of the Bradfield Conservation Area.

Figure 35 Key Views Map



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 Bradfield Conservation Area

 Key view marker


0 25 50 Metres 



Figure 36 View from the Churchyard to houses beyond



Figure 38 View looking south along The Street



Figure 40 Maltings Cottage, south of the Conservation Area and part of its setting



Figure 37 View looking north toward the Church



Figure 39 View north toward the River Stour, visible to the right hand side of Milestones Cottage



Figure 41 View of the River Stour from Harwich Road

4. Opportunities for Enhancement

The following opportunities for enhancement have been identified and are summarised below in brief. The list is in no way exhaustive and neither are some of the opportunities identified unique to Bradfield with many being shared with other Conservation Areas.

4.1 Car Parking

Bradfield is fortunate in that many of the dwellings benefit from off street parking. However, there are instances of on-street parking along The Street, and this can become crowded at times. Another area where parking can become crowded is along Harwich Road, adjacent to the Church.

Parking and overcrowding of the highway potentially could block access and, when there are a high number of cars parked on the road, creates a cluttered appearance within the streetscene.

4.2 Unsympathetic Alterations and Development

Incremental changes have occurred which have impacted the historic character and appearance of some of the buildings within Bradfield Conservation Area.

A key concern across the majority of the Conservation Area is the alterations to windows and doors. The replacement of timber windows with inappropriate UPVC windows [Figure 42] has had an impact upon the historic character of a few buildings, and the contribution they make to the appearance of the Conservation Area.



Figure 42 Example of uPVC windows



Figure 43 The group value of terraces is particularly vulnerable to incremental change



The location of doors and windows within a historic building is also an essential part of its character, alterations to their position, or blocking them up, can detract from a building's appearance or symmetry. Terraces are particularly vulnerable to change, and the group value of some buildings has diminished by the introduction of render, porches [Figure 43] or uPVC windows.

Historic England's Traditional Windows Their Care, Repair and Upgrading (2017) advises that "the loss of traditional windows from our older buildings poses one of the major threats to our heritage. Traditional windows and their glazing make an important contribution to the significance of historic areas. They are an integral part of the design of older buildings and can be important artefacts in their own right... The distinctive appearance of historic hand-made glass is not easily imitated in modern glazing." The loss of historic joinery such as sash and casement windows and panelled doors results in a degree of harm to the significance of an historic building, and the loss of crown or other early glass can also cause harm to the significance of buildings. Historic England's 2017 advice recommends that 'surviving historic fenestration is an irreplaceable resource which should be conserved and repaired whenever possible'.

There are areas where post-war infill has a negative impact upon the historic character and appearance of Bradfield. In particular, the dwellings south of Lynden Cottage to Mill Lane are not considered positive additions due to their use of materials and form. In particular, the front driveways could be improved.

There are some instances where satellite dishes have been applied to either side elevations or prominent pitches of buildings in the Conservation Area. Although none are present on front facades, visible satellite dishes to the side of buildings still have a negative effect.

4.3 Maintenance

Some buildings and structures within the Conservation Area are in need of some routine maintenance to enhance their appearance. For example, the boundary walls of the Church [Figure 44] and the Crinkle-Crankle Wall features cracks, with mortar failing in areas.

Routine maintenance is required to prevent further deterioration of the historic boundary walls and buildings throughout the Conservation Area. Historic England defines maintenance within Conservation Principles as "routine work necessary to keep the fabric of a place in good order". The importance of preventative maintenance cannot be over-emphasised, as ongoing maintenance can not only limit, or even prevent, the need for repairs later, but it will also avoid the loss of original fabric and is cost-effective.

4.4 Interpretation

There is currently very little heritage interpretation in Bradfield, through either physical interpretation in the village and digital resources. Increased awareness or acknowledgement of the Conservation Area would be beneficial.

4.5 Public Realm

The pavements along the street and throughout the Conservation Area could be improved through a uniform treatment of surfacing, as the existing patchwork repairs cumulatively result in a detracting element.



Figure 44 The boundary wall to the Churchyard is in need of maintenance and repair



Figure 45 The gap site south of Elderberry Cottage

There is minimal street furniture in the Conservation Area. This is positive and the lack of features such as signs, lampposts and other paraphernalia contributes to the character of the street scene. Unless required for safety, or compliance with highways regulations, additional street furniture should be resisted.

4.6 Opportunity Sites

There are limited opportunities for redevelopment in the Conservation Area, largely due to the lack of vacant plots and the tight-knit development flanking the road.

The front yard to The Strangers Home and existing signage could also be much improved. The large area of hardstanding and the planting of leylandii in particular is not considered in keeping to the character of the Conservation Area, where native species of hedgerow are most common.

An empty plot of land, on the western side of The Street, adjacent to Elderberry Cottage [Figure 45], could be improved in appearance; the land is currently used for parking.

Not all modern development in and around the Conservation Area is inappropriate, however, there are a number of examples of post-war infill and back land development within the Conservation Area, and within its immediate setting, which have had a negative impact on its historic village character and appearance. One of the adverse characteristics of post-war development is the relationship these buildings have to The Street. Traditionally, buildings fronted direct onto the street whereas modern development is, in contrast, setback from the road, mainly to accommodate driveways, which detracts from the streetscene and interrupts its otherwise continuous frontage.



5. Management Proposals

There are a wide range of opportunities for the Bradfield Conservation Area, many of which share common themes. This section builds on the opportunities identified in Section 4 and seeks to recommend management proposals which address these.

5.1 Positive Management

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.

Local Resident Engagement

The preservation and enhancement of private properties can be improved through the publication 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 to the preservation of Bradfield's built heritage.

Local Heritage List

Tendring District Council is in the process of developing the local heritage list. Suggestions have been made within this document of buildings to be considered for inclusion on this list.

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 precedent being set for similar, uncharacteristic works.

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 (GPDO).

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 example of an Article 4 Direction that would be beneficial would be the removal of Class A of the GPDO which would limit changes to front elevations of buildings such as replacement windows and doors.



Heritage Statements, Heritage Impact Assessments and Archaeological Assessments

In accordance with the NPPF (Para.194), 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. 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.

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.

Neutral Elements and Negative 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.

New Development

There is limited opportunity for development within the Conservation Area and its immediate environs. 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 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 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.

Tree Management

In line with the Town and Country Planning Act, all trees in Conservation Areas are afforded the same protection as a Tree Preservation Order. Trees 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. Six weeks' notice has to be given to the council under S211 of the Act.

It is also considered that any prominent trees, and trees with amenity value on private land throughout the Conservation Area should be monitored and maintained appropriately. This will 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.

5.2 Positive Management: Longer Term

These proposals are focused around positive management but either take longer to implement or are better suited to a longer time frame.

Conservation Area Boundary

Revisions to the Conservation Area boundary have been proposed within this appraisal in accordance with the NPPF (2021) and Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management (2019).

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

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 awareness and establish the identity of Bradfield as a historic settlement.

5.3 Funding Opportunities

Much of the Conservation Area is formed of private residential buildings with little opportunity for funding. Dependant on future use, Bradfield Windmill may be a consideration for future funding proposals. There are three main sources of funding:

National Heritage Lottery Fund (NLHF)

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 over time, 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 Bradfield. 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.



6. Appendices

6.1 Bibliography

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Tendring Geodiversity Characterisation Report, Essex County Council (2009)

Archives

Essex Record Office (ERO)

Historic Environment Record (Essex County Council)



6.2 Frequently Asked Questions

What is a conservation area?

Conservation areas are designated by the Local Planning Authority as areas of special architectural or historic interest. There are many different types of conservation area, which vary in size and character, and range from historic town centres to country houses set in historic parks. Conservation area designation introduces additional planning controls and considerations, which exist to protect an area's special character and appearance and the features that make it unique and distinctive. Although designation introduces controls over the way that owners can develop their properties, it is generally considered that these controls are beneficial as they preserve and/or enhance the value of properties within conservation areas.

The designation process includes detailed analysis of the proposed Conservation Area and adoption by Tendring Council. A review process should be periodically undertaken, and the Conservation Area assessed to safeguard that it retains special architectural or historic interest. Threats can be identified, and the boundary reviewed, to ensure it is still relevant and appropriate. This is in line with Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990

The National Planning Policy Framework regards conservation areas as 'designated heritage assets'.

How are conservation areas managed?

Conservation Area can be supported by an appraisal and management plan. This document is the appraisal and management plan for the Bradfield Conservation Area. The appraisal describes the importance of an area in terms of its character,

architecture, history, development form and landscaping. The management plan, included within the appraisal, sets out various positive proposals to improve, enhance and protect the character and appearance of the Conservation Area.

The 1990 Planning (Listed Buildings and Conservation Areas) Act specifies the general duty of Local Authorities, in the exercise of planning functions (Sections 71 and 72). The 1990 Act states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

How can I find out if I live in a Conservation Area?

Boundary maps of conservation areas can be found on Tendring District Council's website. You can also contact your Tendring Council directly to find out if you reside within a conservation area.

What are the Council's duties regarding development in conservation areas?

The Local Authority must follow the guidance in the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG). These set out in clear terms how development proposals within Conservation Areas should be considered on the basis of whether they preserve and enhance the character and appearance of the area. Applications which fail to preserve or enhance the character or appearance of the Conservation Area are likely to be refused as a result. The Local Plan also typically includes a specific policy on Conservation Areas; for more information, please see Section 1.5 which includes an outline of Tendring's local policy.



What is an Article 4 Direction?

Under the provisions of the Town and Country Planning (General Permitted Development) Order 2015, certain minor works, such as domestic alterations, can normally be carried out without planning permission. However, some conservation areas are covered by an Article 4 Direction, which brings certain types of development back under the control of a local planning authority. This allows potentially harmful proposals to be considered on a case by case basis through planning applications. Article 4 Directions are used to control works that could threaten the character or appearance of an area and a planning application may be required for development that would otherwise have been permitted development. Historic England provides information on Article 4 Directions on their website.

There are currently no Article 4 Directions in place within the Bradfield Conservation Area.

Do I need permission to alter a property in a conservation area?

Many conservation areas have an Article 4 Direction which relate to alterations such as the painting, rendering or cladding of external walls. Alterations or extensions to buildings in conservation areas will generally need planning permission. Your Local Authority should be consulted for advice as to how to proceed.

Do I need to make an application for routine maintenance work?

If routine maintenance works are to be carried out using authentic materials and traditional craft techniques, on a like-for-like basis, it is unlikely that you will need to apply for permission from the Council. However, it is recommended that you contact Tendring Council for clarification before commencing any works. The use of a contractor with the necessary skills and experience of working on historic buildings is essential. Inappropriate maintenance works and the use of the wrong materials will cause damage to the fabric of a historic building.

Will I need to apply for permission for a new or replacement garage, fence, boundary wall or garden structure?

Any demolition, development or construction in conservation areas will generally need planning permission. A replacement boundary, garage, cartlodge or greenhouse will need to be designed with the special historic and architectural interest of the Conservation Area in mind. Your Local Authority will provide advice as to how to proceed with an application.

Can I demolish a building in a conservation area?

Demolition or substantial removal of part of a building within a conservation area will usually require permission from the Council. It is important to speak to them before beginning any demolition works, to clarify if permission is required.

Can I remove a tree within a conservation area?

If you are thinking of cutting down a tree or doing any pruning work, the local planning authority must be notified 6 weeks before any work begins. This enables the authority to assess the contribution the tree makes to the character of the conservation area and, if necessary, create a Tree Preservation Order (TPO) to protect it. Consent will be required for any works to trees that are protected. Further information on TPOs can be found on Historic England's website.

How do I find out more about a conservation area?

Historic England's website has information on conservation areas and their designation. Further information on the importance of conservation areas, and what it means to live in one, can also be accessed via their website.

Historic England has also published an advice note called Conservation Area Designation, Appraisal and Management which sets out advice on the appraisal of conservation areas and managing change in Conservation Areas.

In addition, Tendring Council has information on the conservation areas within their boundaries available on their website. They have information pertaining to when the Bradfield Conservation Area was designated, how far it extends and the reason for its designation.

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 (2021) DLUGH | Section 16; Annex 2 |
| National Guidance | National Planning Practice Guidance (2014) DLUGH | ID: 18a |
| National Guidance | Historic England (2017) 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 Local Plan 2013-2033 and Beyond (2022) | Section 2 |



6.4 Glossary

| 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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Ramsey Conservation Area Character Appraisal and Management Plan

Tendring
District Council



Client:
Tendring District Council

Date:
March 2023

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Essex County Council



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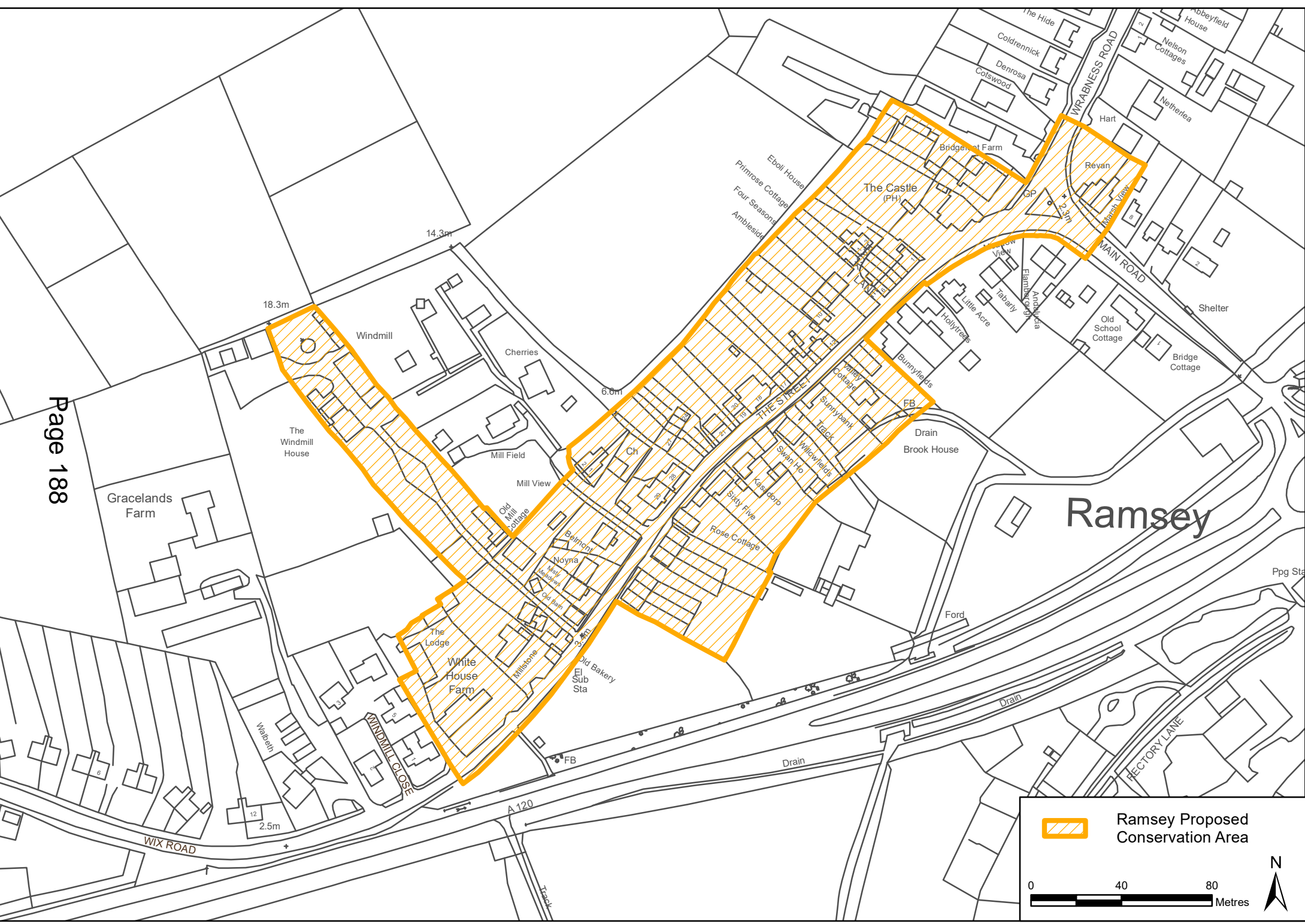
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 Ramsey Proposed Conservation Area

0 40 80 Metres

N

1. Introduction

1.1 Summary

This Conservation Area Appraisal and Management Plan provides an overview of the Ramsey Conservation Area, outlining its designation history, alterations to the boundary, and a description of its special interest. This appraisal also considers buildings, green spaces and features which contribute to the Conservation Area's character and appearance. It also highlights the significance of heritage assets within the Conservation Area and the contribution that these, along with their setting, make to its character. The understanding of significance can be used to help inform future change.

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 appearance. This ensures that planning decisions take the enhancement and preservation of the area into consideration.

Ramsey Conservation Area's significance is predominantly derived from its historic and architectural interest. Late eighteenth-century cartography shows the settlement of Ramsey around the twelfth century Church of St Michael at the top of a hill to the east of the Conservation Area, the area now designated is identified as Ramsey Street at this time. The character of Ramsey is defined as a linear settlement formed of tightly developed village street. The buildings are of a domestic scale with larger structures including the landmark post mill and former Methodist Church.



Figure 1 View of Ramsey Windmill



1.2 Purpose of Appraisal

This appraisal should be used as a baseline to inform future change, development and design with regard to the sensitivities of the Conservation Area and its unique character and appearance.

The appraisal recognises designated and non-designated heritage assets within the Conservation Area, which contribute to its special interest, along with their setting. It considers how the area developed, in terms of its building styles, forms, materials, scale, density, roads, open spaces, views, landscape, landmarks, and topography. These qualities are used to assess the key characteristics of the area, highlighting the potential impact future developments may have upon the significance of heritage assets and the character of Ramsey. This assessment is based on information derived from documentary research and survey of the area.

This appraisal enhances understanding of the Conservation Area and its development, informing future design. Applications that demonstrate an understanding of the character of a Conservation Area are more likely to produce appropriate designs and positive outcomes for agents and their clients.

It is expected that applications for planning permission will also consult and follow the best practice guidance outlined in Section 6.2.

1.3 Planning Policy and Guidance

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 or 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.

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.

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 (2021).

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



Figure 2 View of Wix Road at west extent of the Conservation Area

Ramsey Conservation Area is located within Tendring District. Local planning policy is set out in the Tendring District Local Plan 2013-2033 and Beyond Section 2 (2022). Policies which are relevant to the historic environment include:

Policy SPL 3 - Sustainable Design

Policy PP 8 - Tourism

Policy PPL 3 - The Rural Landscape

Policy PPL 7 - Archaeology

Policy PPL 8 - Conservation Areas


Policy PPL 9 - Listed Buildings


Policy PPL 10 - Renewable energy generation and energy efficiency

Figure 3 Aerial view of the Ramsey Conservation Area and its wider context



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 Ramsey Proposed Conservation Area

0 100 200 Metres 



1.4 Designation of the Conservation Area

Ramsey Conservation Area was first designated in 1981 and a designation map was produced. The latest adopted appraisal was in the form of a Conservation Area Review, produced in 2006. This document included some recommendations which were not implemented.

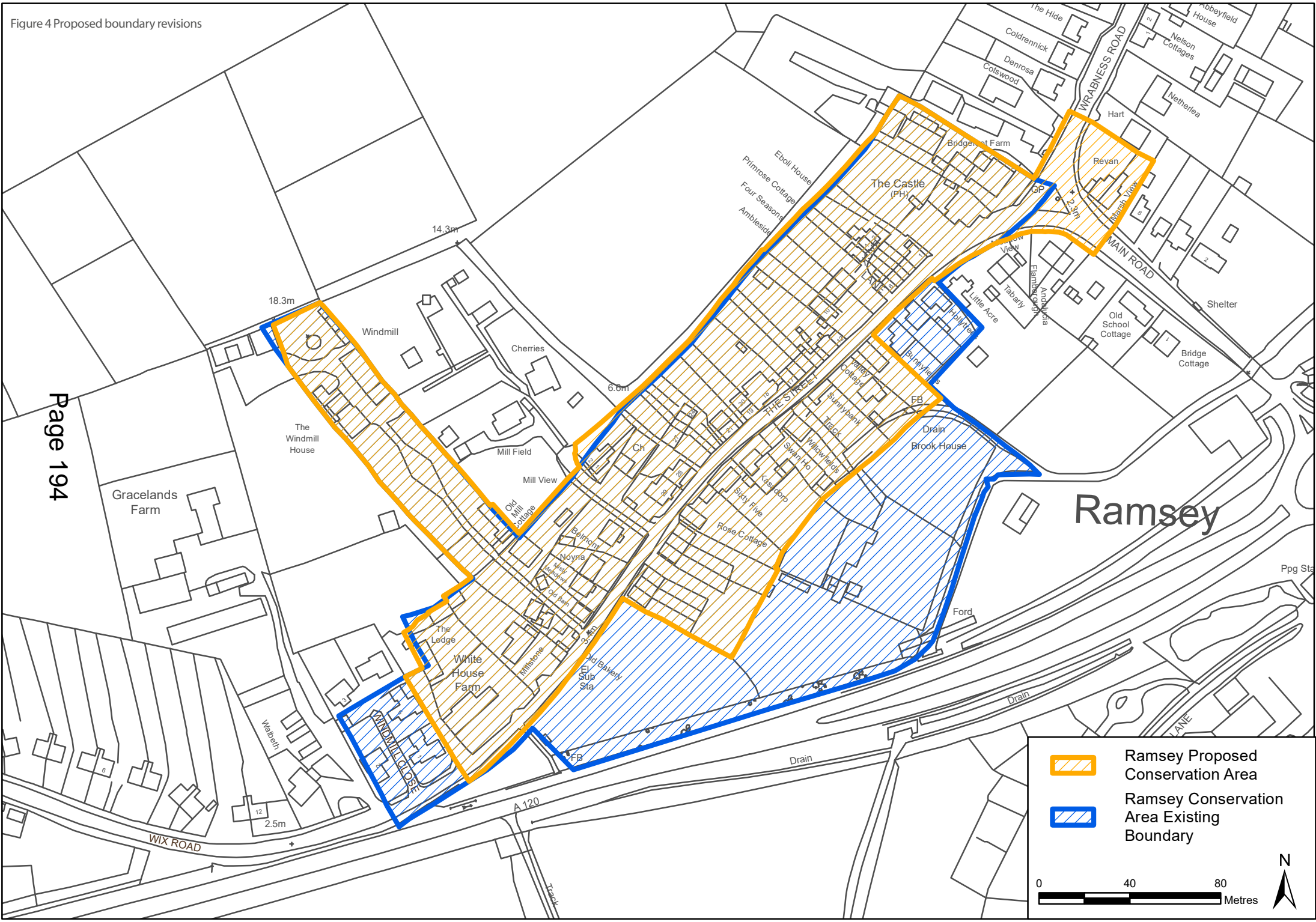
Upon adoption the boundary and appraisal produced in this document will supersede the existing review and map.

1.5 Boundary Revision

This appraisal has resulted in a number of boundary revisions. Consolidation of the Conservation Area boundary has been undertaken to exclude areas which lack special interest. The boundary revisions are outlined succinctly below:

- The modern properties in Windmill Close have been excluded. The west boundary of the designation has been moved to the lane adjacent to White House Harm. Windmill Close, and the properties within it, are not considered to contribute to special interest nor do they form part of the historic settlement.
- A large portion of the Conservation Area has been removed to the south of the village. This area holds no architectural or historic interest in its own right and is better considered as part of the settlement's setting.
- Three modern properties at the east of the Conservation Area have been removed from the designation.
- The junction of The Street, Main Road and Wrabness Road has been added. This confluence of roads, and the triangular junction, have been in place since at least the mid-nineteenth century and form the gateway to this part of the Conservation Area. Marsh View and Revans have also been incorporated into the extension of the designation here. Whilst altered, the buildings form part of the historic building stock and termination of the former village envelope. Revans was also formerly the village store and one of the commercial buildings located on this road junction.
- Other minor changes to the boundary have resulted from a tightening of the designation to take account of property boundaries which makes for more practical management of the designation.

Figure 4 Proposed boundary revisions





2. Ramsey Conservation Area

2.1 Context and General Character

The Conservation Area forms the southern part of Ramsey Village. The Street is located off the B1352 between Dovercourt and Mistley. The street through the Conservation Area was once a main route but has been bypassed by the A120. The Conservation Area is located in Ramsey Creek, between a ridge carrying the main road to Mistley and the high ground where the Parish Church of St Michael is located.

The main character of the Conservation Area is defined by the tightly developed buildings flanking The Street. This presents a very enclosed character in the centre of the Conservation Area. Some groups of buildings are set back from the road and on lanes adjacent to the windmill. The principal landmark structure within the Conservation Area is the windmill. Set far back from The Street on high ground, this building is prominent in wider views of the settlement afforded by the topography.

The Conservation Area terminates in the locations of White House Farm at the west and Bridge Foot Farm at the east. These historic farm holdings, which include listed structures, together with the windmill reinforce the agrarian character and historic economy of this settlement. Nineteenth century development in the village included the construction of workers cottages and a Methodist Church. Whilst Ramsey was once located directly on the main arterial road to Harwich it has never significantly grown. This may be due to the fact that the settlement was never afforded a rail connection in the second half of the nineteenth century. During the twentieth century a relatively large number of structures in the Conservation Area have been constructed and the external appearances of many historic buildings have been significantly altered. This has changed the character in terms of material

palette and layout as many modern structures are set further back from the road in contrast to the historic grain.

2.2 Origin and Evolution

The following section provides an overview of the history of the Conservation Area its environs.

Prehistory and Roman (-500000BC – 410AD)

Evidence for prehistoric occupation is scarce within the environs of the Conservation Area, although stray finds of prehistoric flint tools have been found within the environs of the settlement. During the Bronze Age, farming, settlement and ritual activity was prevalent across the Tendring plateau. Cropmark features in the wider area suggest that ritual and agricultural activity, of possible prehistoric origin, was focussed upon the higher ground. Ramsey Creek would have been a source of food and water for prehistoric, and later, communities as well as providing access to the River Stour and coastal areas. Roman farmsteads and villas were located in the wider area though settlement and activity appear to be concentrated upon the gravel ridges to the south. The origin of a crossing over Ramsey Creek in this area is unknown but may have been utilised from the Roman period or earlier.

Early Medieval (410 – 1066)

The name Ramsey may derive from Old English, possibly hræfn, ramm or hramsa with meanings interpreted as ravens, rams, wild-garlic and well-watered land. The later may correspond to the location of the village on the valley sides above Ramsey Creek.¹

The Domesday Survey (1086) records Ramsey with 18 villagers, a mill, salthouse, and over 100 sheep held by Aelfric Kemp. Aelfric was a landowner with 24 holdings across Essex, Suffolk and Cambridgeshire.² The parish appears to have had a number of manors, the closest of which, Michaelstowe Manor, was located on the opposite side of Ramsey Creek and accessed from the village via a ford.

Medieval (1066 – 1540)

The Domesday Survey recorded 'Rameseia' as a large settlement which comprised seven manors including Roydon Hall, Ramsey Hall, Michaelstowe, East New Hall, Strond-land, Le Ray and Foulton manor.³ Ramsey was held by Roger from Ralph Baynard who was tenant in chief in 1086. Michaelstowe Hall was located adjacent to the Church of St Michael's and the village appears to have developed at a distance from the manorial hall and Church complex. The church dates from the twelfth century.

1 Essex Place-names Project (Essex Society for Archaeology & History), 2014 (e-book)

2 <https://opendomesday.org/place/TM1829/ramsey/>

3 Essex Place-names Project (Essex Society for Archaeology & History), 2014 (e-book).



Figure 5 View of Church of St Michael

Post Medieval (1540 – 1901)

The only evidence for post medieval activity within, and surrounding, the village survives in built form. A small number of listed buildings survive from the sixteenth century.



Figure 6 Extract from 1777 Chapman and André map of Essex

By the time of the 1777 Chapman and André map the settlement was known as 'Ramsey Street', with Michealstowe Hall and St Michaels Church on the eastern side of Ramsey Creek, in what is now Upper Dovercourt.

There is limited information about the eighteenth century settlement. Mapping evidence suggests this was very agrarian with the farmhouses being the principal structures. The settlement was further developed in the nineteenth century with additional workers cottages, agricultural buildings and ecclesiastical/commercial buildings. The growth was limited and mapping shows the linear character of the settlement was retained. Whilst the settlement was located on the main road to Harwich, it was never afforded a rail connection which may be one reason it was not extensively developed further like other settlements in Tendring.

Ramsey Windmill is thought to have been moved to the village in 1842 from Woodbridge in Suffolk. The post mill has a round base of red brick; the buck is timber-framed and weatherboarded, with fabric roofs. The buck is fixed with the sails to the north-west. The fan is now missing, but the remainder of the drive survives. The former bakery, located on The Street to the south-east of the mill, is thought to have been associated with it and remained in use until the 1970s.

The Methodist Chapel, to the north-west of The Street, is a traditional built Victorian chapel of red-brick construction (with a modern extension to the south-west). The chapel was constructed in the nineteenth century and is the only (former) ecclesiastical building within the Conservation Area.

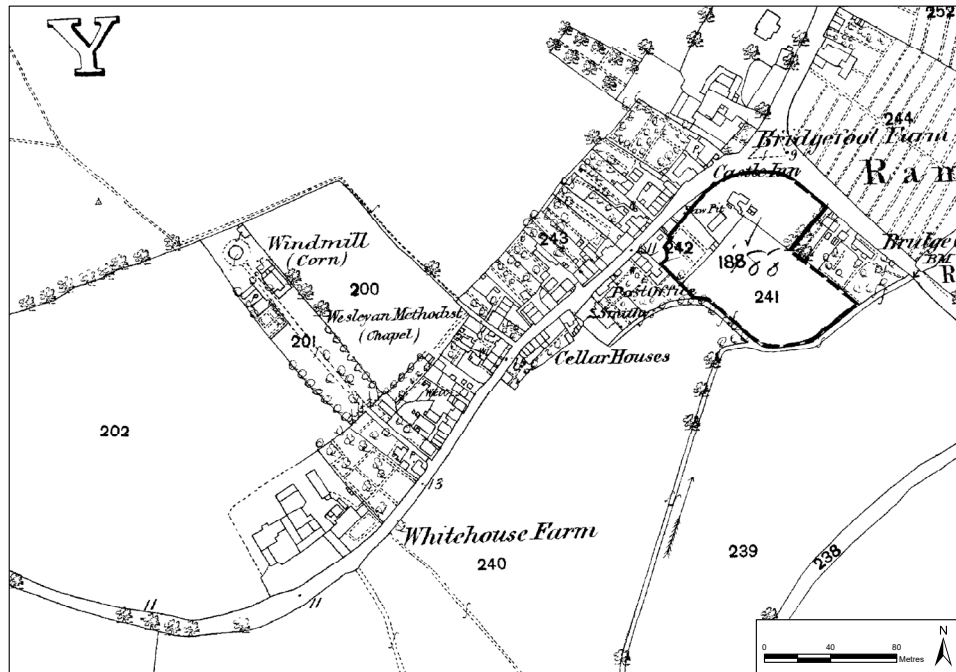


Figure 7 First edition 25-inch Ordnance Survey map, surveyed in 1875

The first edition Ordnance Survey map of 1875 shows the village in detail, with the chapel and windmill both visible and with several commercial buildings labelled along The Street, including a Post Office, a Smithy, a Saw Pit and the Castle Inn. The floodplain of Ramsey Creek was in use as grazing marsh prior to the eighteenth century when it was divided into paddocks.

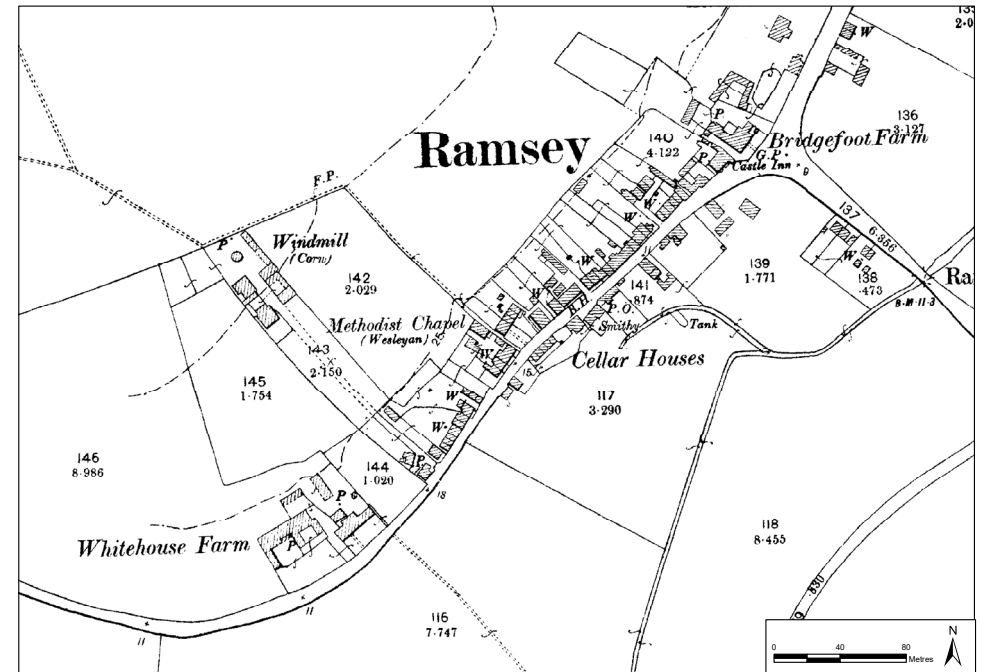


Figure 8 Second edition 25-inch OS map, surveyed in 1896

The second edition Ordnance Survey map of 1896 shows the village with some changes; additional buildings have been constructed surrounding the windmill and a beer-house (B.H.) has been labelled opposite the Smithy.

Modern

Many coastal villages were provided with defensive features during World War II and Ramsey was no exception; road barriers were erected across The Street and a pillbox was located at the road junction between The Street, Main Road and Wrabness Road. No evidence of these defences survive.

During the late twentieth century there has been extensive change in the settlement. This has included further development to the east and west although this has been undertaken in the same ribbon/linear grain. A large amount of the historic building stock in the settlement has also been demolished and replaced with post war development.

A series of early twentieth-century photographs from postcards (provided by www.harwichanddovercourt.co.uk), shows the Conservation Area at the turn of the century and highlights the changes in the character and extent of the village since that time.

The multitude of commercial properties visible on both the historic mapping and early twentieth-century photographs, including a Post Office, Smithy, Beer House and a local store, shows that the Conservation Area's character changed markedly over the late nineteenth and twentieth centuries. The area is now effectively entirely residential apart from the Castle Inn public house.



Figure 9 Postcard image showing The Street in 1907, looking north. Grade II Listed Building "Owl Cottages" visible in centre frame, with exposed brick gable. In foreground is the former "Prince of Wales" beer-house, with its imitation timber-framing and front-facing gables



Figure 10 Postcard image showing the Castle Inn in 1914, after a renovation of its front elevation with render and a new sign



Figure 11 Image from a Christmas postcard showing the The Street in 1905, looking west. The timber-framed building in the foreground has since been demolished, while the gambrel-roofed buildings beyond survive within the Conservation Area as Positive Buildings



Figure 12 Postcard image of The Street, looking north-east. Date uncertain but later than previous photograph, given electricity poles along street – possibly 1920s. "Ramsey Cash Stores" is at extreme left of frame. Brick building to right of frame is the demolished "Cellar Houses", two-storey buildings in centre frame with catslide-roofs survive, although heavily altered



Figure 13 Postcard photograph showing Ramsey Village in 1920, taken from the eastern side of the creek. Ramsey Windmill is visible on high ground above the village

The third edition Ordnance Survey map (surveyed in 1922) appears to show this change in character, with none of the above commercial properties labelled.

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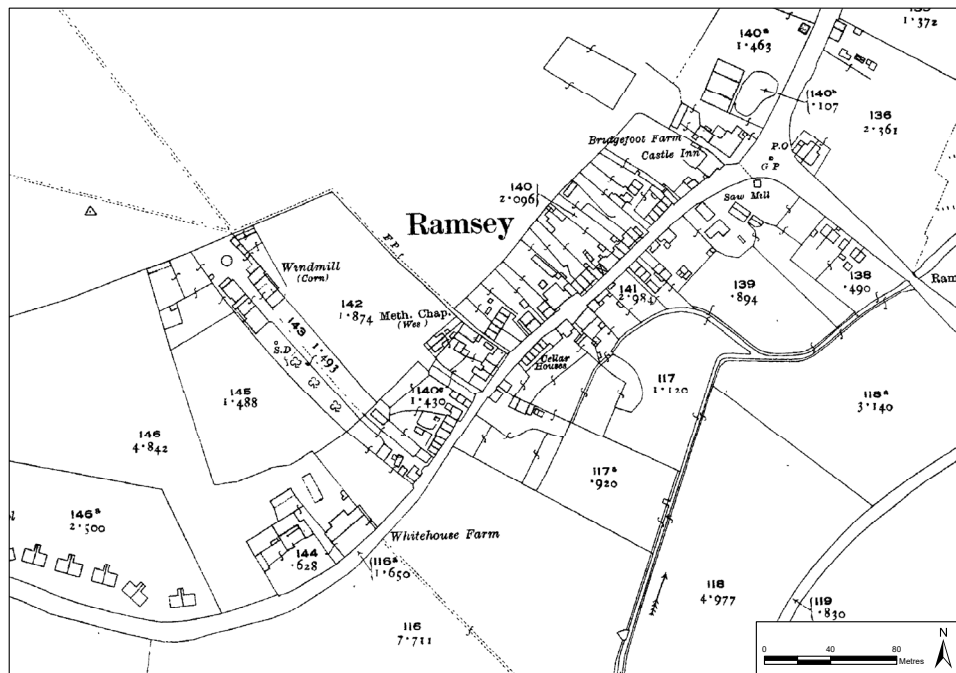


Figure 14 Third edition 25-inch OS map, surveyed in 1922

As the twentieth century progressed, the amount of motorised traffic arriving at Harwich port increased precipitously, and as a result in 1939 work was started on a new road bypassing Ramsey village, which would become the A120. Work on the bypass was halted during the Second World War, and the road was not opened until 1961. The road cuts across Ramsey Creek to the south-east of the village and wraps around to the north of Dovercourt and Harwich. This had the effect of severing Ramsey village from its Parish Church on the eastern side of the creek.

Historic photographs suggest the windmill at Ramsey fell into a state of disrepair in the mid twentieth century, but was repaired by the time of a photograph taken in 1985.



Figure 15 Ramsey Windmill in 1974, viewed from the south. Note deteriorated state of weatherboarding and access stairs



Figure 16 Ramsey Windmill in 1985, viewed from the south. Weatherboarding has been repaired and repainted, as have the stairs

2.3 Designated Heritage Assets

There are four designated heritage assets located within the Conservation Area which contribute to its special architectural and historic interest. These assets include:

- Grade II* Listed White House Farmhouse (List Entry ID: 112106);
- Grade II* Listed Ramsey Windmill (List Entry ID: 1147549);
- Grade II Listed Owl Cottage (List Entry ID: 1391465); and
- Grade II Listed Bridgefoot Farm Stables (List Entry ID: 1112105).

These buildings have been listed due to their special historic and architectural interest as defined by Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Further information about the listing process can be found on the Historic England [website](#).

Listed buildings are protected by government legislation and there are policies in place to ensure that any alterations to a listed building will not affect its special interest. It may be possible to alter, extend or demolish a listed building but this requires listed building consent and sometimes planning permission.

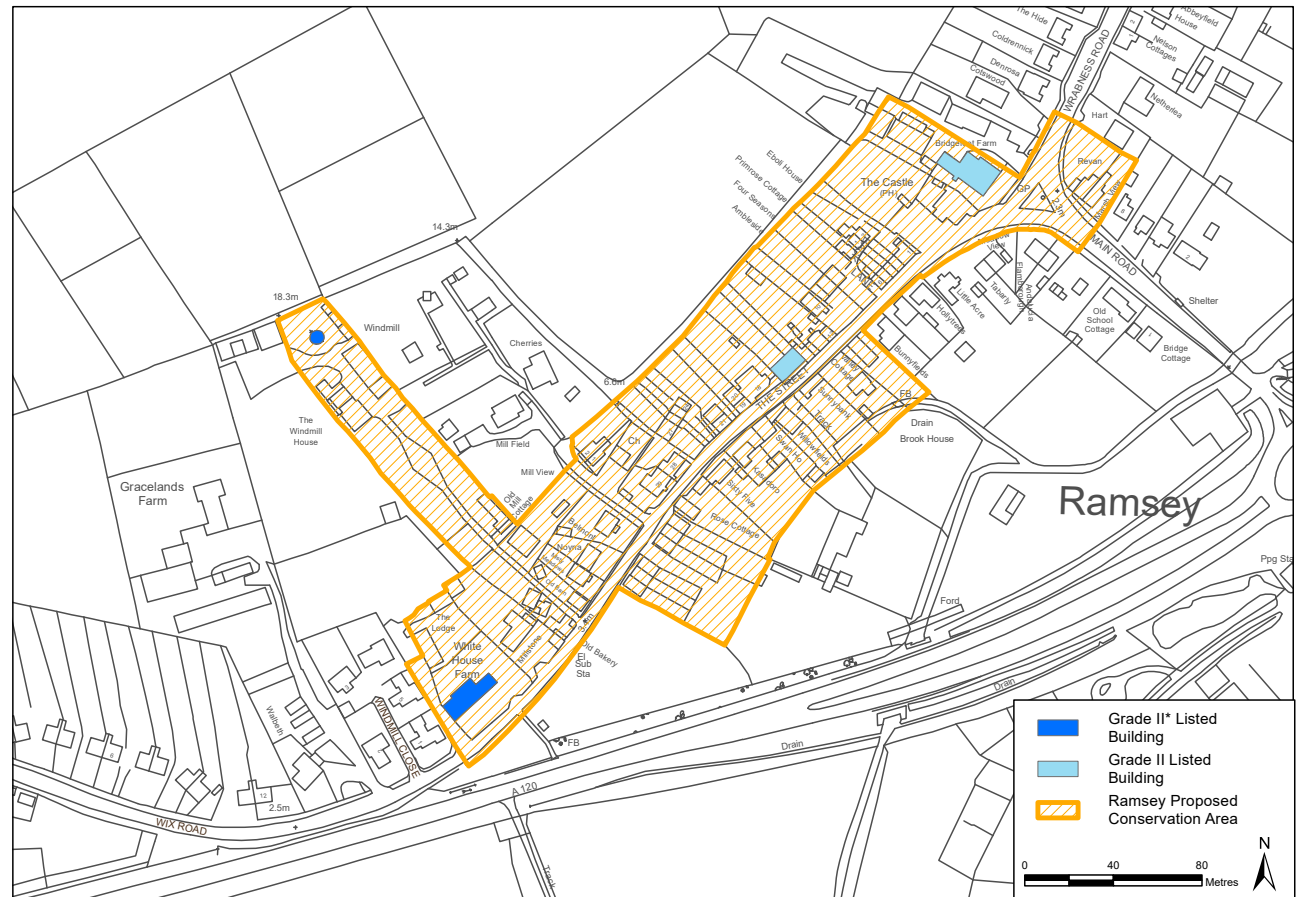


Figure 17 Map showing designated heritage assets



2.4 Non-Designated Heritage Assets

Every building, space and feature within a Conservation Area makes a contribution to its character and special interest, be it positive, neutral or negative.

Heritage assets are defined in Planning Policy as ‘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.’⁴

Not all heritage assets are listed, and just because a building is not included on the list does not mean it is of no heritage value. Buildings and other structures of the built environment such as fountains, railings, signs and landscaping can make a positive contribution to the appreciation of an area’s historic interest and its general appearance.

Local listing is an important tool for local planning authorities to identify non-listed buildings and heritage assets which make a positive contribution to the locality. At present there is no approved local list for Tendring District. This document has identified heritage assets which make a positive contribution to the Conservation Area and could be considered for local listing in the future. This list is not exhaustive, and further buildings may be identified as non-designated heritage assets through the planning application process.

Ramsey is more unusual in that it retains a high number of historic buildings that have been altered to such an extent that their original external characteristic is no longer apparent. The buildings highlighted in this document have been suggested

⁴ NPPF, p.67.

from external assessment only. As such there may be buildings, within the Conservation Area, that when viewed internally (or further research is undertaken) would be considered non-designated heritage assets. As such it is important that future proposals in the Conservation Area consider the dearth of information pertaining to some of the known historic buildings which have not been fully assessed to ascertain if they are considered non-designated heritage assets.

Buildings and features within the Conservation Area, which are considered to be non-designated heritage assets from initial assessment, include:

- The Castle Public House;
- 12-14 The Street (excluding Owl Cottage which is Grade II Listed);
- 18 The Street (The Gables);
- 24-27 The Street;
- The former Methodist Chapel;
- Old Mill Cottage;
- 28-29 The Street (The Old Ramsey Cash Stores);
- The Windmill House; and
- Swan House.



2.5 Heritage at Risk

There are no buildings or features in the Ramsey Conservation Area which are on Historic England's Heritage at Risk Register. However, Grade II* listed Ramsey Windmill appears to have been unoccupied for several years and this building could be considered at risk.

Given the condition of the Conservation Area, and the issues identified, this appraisal recommends the inclusion of Ramsey on Historic England's Heritage at Risk Register.

2.6 Archaeological Potential

Within the Conservation Area there is potential for the preservation of archaeological remains dating from the prehistoric to post-medieval period. The majority of the archaeological remains are likely to comprise medieval and post-medieval features, structures and finds, related to the establishment and growth of the village from the Late Saxon period onwards.

No archaeological investigations have taken place within the Conservation Area, however immediately to the south are large areas of open ground within the former floodplain of Ramsey Creek, which has good potential for the survival of archaeological remains.

The origin of a ford across Ramsey Creek is unknown and may predate the medieval period. Cropmarks on the higher ground surrounding the Conservation Area suggest possible prehistoric ritual activity and field systems. A fording point may have been utilised by prehistoric and later communities to access the more fertile and workable soils on the higher ground.

The manor of Ramsey is Saxon in origin, however the location of the original settlement is uncertain. The isolated nature of the Church and Hall, which are outside the Conservation Area, are a common medieval settlement pattern where they are located at some distance from the main settlement area and a Saxon origin for the village is likely.

Medieval and later settlement evidence is more likely to be sited along the street frontage, the garden areas may also contain evidence for ancillary activity, such as wells, cess-pits, yards and middens, as well as small-scale industrial activity.

There are large open areas to the south of the Conservation Area are close to the former course of Ramsey Creek. The river has been culverted however a drainage channel survives. Rich grassland would have flanked the creek which would have been good grazing land in the medieval period, the marsh appears to have been reclaimed by the early post-medieval period and used for agriculture.

Soil-conditions are variable, with London Clay upon the slopes and alluvial deposits within the floodplain. Artefacts such as ceramics, bone, building materials and metal would be expected to survive on both. Within clayey soils waterlogged deposits can survive, and should be anticipated in deeper features such as wells and cess-pits. Environmental remains could be preserved in deeper features and within alluvial deposits, and provide information on the wider landscape as well as evidence for food and cereal production.

Figure 18 View of Ramsey in the snow, c.1980s



3. Assessment of Significance

3.1 Summary

The Ramsey Conservation Area is notable for its historic village character and appearance which largely derives from its enclosed street and tight grain of development. The existing building stock is typically of two storeys and residential. The principal part of the Conservation Area is The Street which terminates at a road junction at the east and Wix Road, a country lane in character, at the west.

The earliest buildings within the Conservation Area are located at the east and west extent of the designation. These historic former farmhouses reinforce the agrarian function of the village. Whilst the settlement has earlier origins, the existing building stock is post medieval. Unfortunately, late twentieth century development has been intrusive to the historic building stock with many structures being demolished. There has also been intrusive alteration to many of the existing historic buildings which detracts from character and appearance.

Much of the modern development within the Conservation Area and its immediate environs have eroded the historic character.



Figure 19 View towards Ramsey windmill

3.2 Significance of buildings

Where visible from areas of public realm, the buildings within the Conservation Area have been assessed. The map on page 24 should be read in conjunction with the key notes opposite. These outline the broad descriptions of positive, neutral and negative attributed to buildings within the Conservation Area. It should be noted that just because a building is positive it does not mean it cannot be enhanced. Some positive buildings may have intrusive aspects (such as inappropriate windows) and are addressed in the management plan. The buildings identified as 'Positive with opportunity for enhancement' tend to have more bespoke or fundamental issues that are not generally observed, or widespread, across the area.

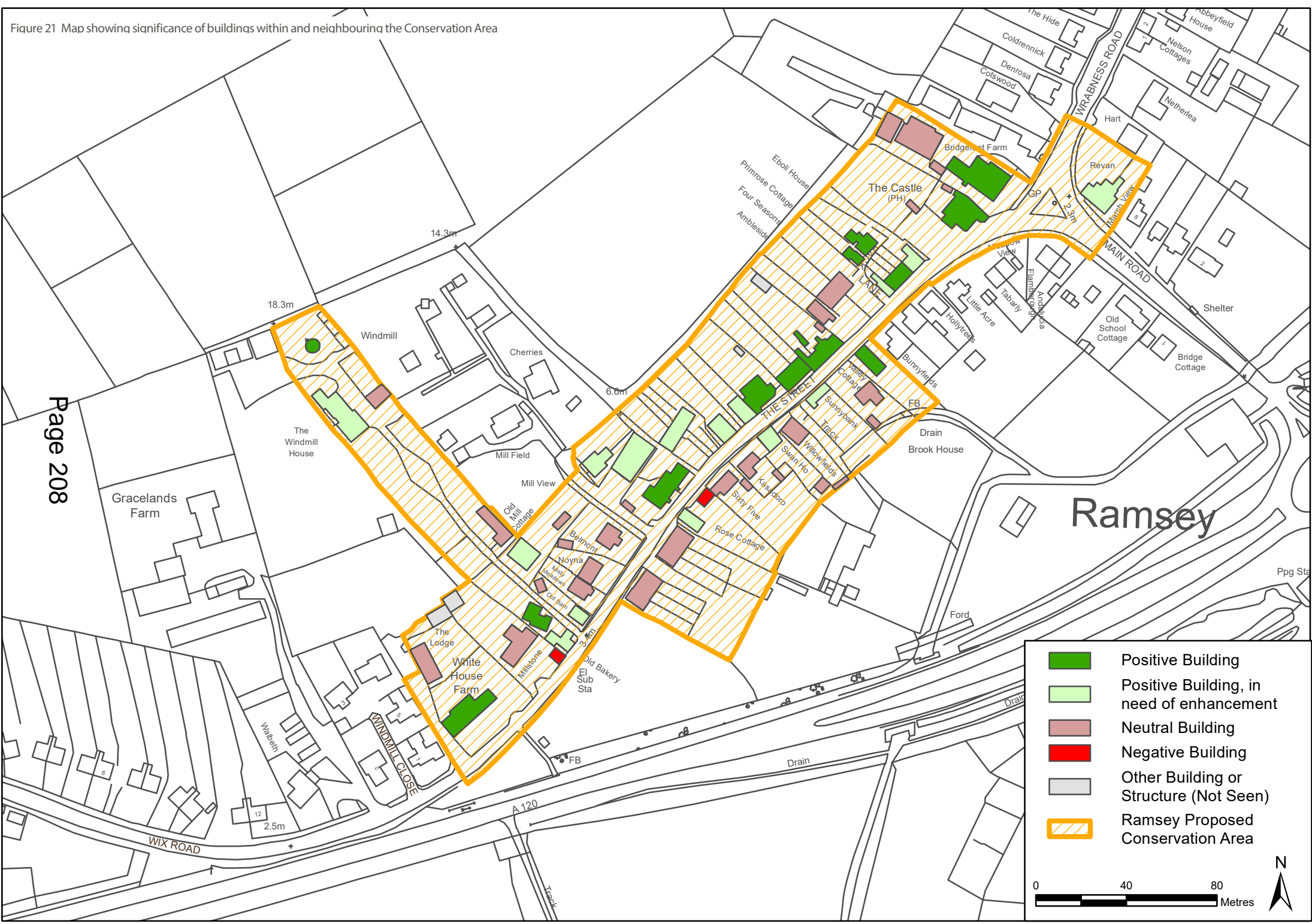
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Figure 20 1909 view looking north, with 12-14 The Street on left of frame. The gable of the Castle Inn visible beyond

- **Positive:** these are buildings that have been identified as positive contributors to the character or appearance of the Conservation Area. Whilst identified as positive there are likely to be enhancements which can be made to better reveal the architectural interest of the building and improve its contribution to the character and appearance of the Conservation Area. These general enhancements are noted in the management plan. One example would be the replacement of windows where the buildings have uPVC. The upgrade of these items would be beneficial as a general rule.
- **Positive with opportunity for enhancement:** these are buildings have been highlighted as they are positive contributors, however, they have been compromised due to intrusive alterations or additions. These buildings can be enhanced through the removal, replacement or redesign of intrusive or unsympathetic alterations.
- **Neutral:** These buildings make no beneficial or adverse contribution to the character or appearance of the Conservation Area.
- **Negative:** These buildings make an adverse or intrusive contribution to the character or appearance of the Conservation Area.
- **Other:** It was not possible to view these buildings from the public realm to ascertain their contribution to the Conservation Area.

Figure 21 Map showing significance of buildings within and neighbouring the Conservation Area



- Positive Building
- Positive Building, in need of enhancement
- Neutral Building
- Negative Building
- Other Building or Structure (Not Seen)
- Ramsey Proposed Conservation Area

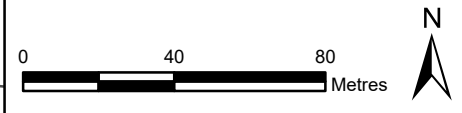




Figure 22 Conservation area viewed from eastern side of Ramsey Creek

3.3 Character Analysis

Summary of character

The character of this small Conservation Area derives from its historic village form with a tight urban grain of historic street fronting buildings. The settlement is linear in form with some back land development in the area of the windmill, which is set upon high ground and visible in wider views.

Land usage

Land use within the Conservation Area is almost entirely residential with exception of The Castle public house. Historically there were other commercial structures located on The Street but these have either been converted to residential use or demolished. Where buildings have been converted to residential use this has tended to include the removal of features and paraphernalia associated with their original use, and as a result has changed their character beyond recognition of the original design.

There is limited public realm in the Conservation Area. Many residences front directly onto the road and as such there is little public footpath.

Landmark buildings

Due to its height and placement overlooking the village, the windmill is the only landmark building that has prominence and visibility from a distance from both inside and outside the Conservation Area, particularly in views from higher ground to the west or on the eastern side of the creek.



From within the Conservation Area views of the windmill are blocked in places by the dense streetscape, but it can still be viewed from multiple locations along The Street.

The Castle public house and the listed Bridgefoot Farm Stables are prominent at the north-eastern end of the Conservation Area and define the junction of between The Street, Wrabness Road, and Main Road.

The former Methodist Church is an important building in the Conservation Area. Set back from The Street, it is not a prominent building, but it is one of the few buildings that, whilst converted to residential use, has an architectural form which differs from the residential aesthetic found throughout this area.

Local Building Materials, Details and Boundary Treatments

The windmill is a unique structure in the Conservation Area.

Almost all of the buildings in the Conservation Area are rendered or brick in external treatment. Some buildings were originally rendered and there are some examples of brick masonry buildings which have later been rendered. Much of the historic building stock in the Conservation Area has been adversely altered which has resulted in either the removal of traditional features or the installation of items which detract from the character and appearance of the street scene.

Most of the historic windows in the Conservation Area would have been timber sash or casement. A large proportion of these fixtures have been replaced with UPVC presenting a traditional aesthetic.

The majority of buildings within the Conservation Area are roofed in clay tiles or slate, but several of the more recent buildings, or historic structures that have been the subject of alteration, are roofed in concrete tiles.

There has always been a variety of boundary treatments in the Conservation Area. Many buildings front directly adjacent to The Street which is a main contribution to the character. Historically there were also examples of brick walls and timber fences flanking the road through the settlement. Brick walls and fences erected in recent years have not been traditional in form or in-keeping with the character. This has led to an increased mixed aesthetic in what was an already varied street scene. The electrical substation has a metal gate fronting on The Street which detracts from the street scene.

There are instances of inappropriate materials and features added to historic structures, including membranes to slate roofs, artificial timber weather boarding and solar panels on prominent pitches. These features detract from the appreciation of the historic building stock and the wider holistic aesthetic.

Landscaping, Open Spaces and Public Realm

Almost all of the public realm, with exception of a public footpath, in the Conservation Area is located on The Street and Wix Road. The road is tarmacked and has sections of paving in areas as a result of the road fronting structures.

There is no open public space with exception of the centre of the road junction, at the east of the Conservation Area, where a bench is located.

Contribution by Key Un-Listed Buildings

The following non-designated heritage assets are considered to make a positive contribution to the character and appearance of the Conservation Area:



Figure 23 The Castle

The Castle public house is important as the only property in the Conservation Area which is not in residential use. Historically the pub formed an important part of the settlement's social history and still functions today. Architecturally the pub retains its character defining features and is prominent at the east gateway to the Conservation Area.



Figure 24 12 - 14 The Street

Numbers 12-14 The Street (including Herb Cottage and Bridge House) is an eighteenth/nineteenth century 1½-storey range running along the north-western side of The Street, with a gambrel roof and three front-facing dormers. It has a single-storey extension with a catslide roof to the rear (north-west), and a taller gabled cross-wing at the southern end of the range (no. 14). Both of these are likely later additions. The building is roofed in clay tiles and the cross-wing is brick-built. The remainder of the building is rendered and so its fabric is unknown. Despite modern fittings (including windows and doors) this building makes a positive contribution to the street scene.



Figure 25 18 The Street

Number 18 The Street (The Gables) is situated approximately in the centre of the Conservation Area, on the north-west side of The Street. It is an impressive two-storey former beer house dating to the second half of the nineteenth century, constructed of brick laid in Flemish-bond. It is built in an 'Arts and Crafts' style, with imitation timber-framing on the upper-storey (infilled with pebbledash render), prominent bargeboards, a front-facing gable and with a small section of the upper storey suspended over an original entranceway. It is set back slightly from the street frontage, with a small area of patio in front of the building which has been adopted as a garden; it was likely a drinking area originally. Unlike many of the other historic buildings within the Conservation Area, it appears to have at least some surviving original windows and this, combined with its generally aesthetically pleasing appearance, means it makes a positive contribution to the Conservation Area.



Figure 26 24 - 27 The Street

Numbers 24-27 The Street are a terrace located on the north-western side of The Street, set back from the roadside and immediately adjacent to the former Methodist Chapel (see below). The terrace is in two halves, with three smaller properties forming the north-eastern extent and one larger property (no. 27) at the south-western end. The three smaller properties are roofed in slate and have wide central

chimneys, while the larger property is roofed in concrete tiles and has a smaller chimney at each gable end. The windows and doors on the properties are all modern replacements, but Number 27 has evidence of a fanlight over its entrance and a blocked window above. Numbers 24 and 25 have small timber porches over their front doors. The buildings are all rendered but appear to be brick-built. Although altered this terrace appears to be a range of nineteenth-century agricultural workers cottages and contributes positively to the Conservation Area.



Figure 27 Methodist Chapel

The former Methodist Chapel is a brick-built hall constructed in 1854, set back from The Street to the north-west and behind the former Old Ramsey Cash Stores (see opposite). It has a substantial modern extension projecting from its south-western elevation. The original building is largely constructed of red brick, with quoins, decorative features and window/door surrounds all constructed of yellow London stock bricks. A plaque on the front elevation contains the date of construction, and the building is roofed in slate. The building's windows have all been replaced with modern examples but its unique form and historical associations with the village contribute positively to the Conservation Area.



Figure 28 Old Mill Cottage

Old Mill Cottage is a single-storey thatched cottage in the south-western end of the Conservation Area, set back from The Street on the track leading to the windmill. It is gabled with whitewashed pebbledash render, and has a brick-built open porch projecting from its front elevation. The building is double-piled but the rear range is a large modern extension with a gambrel roof. Although its significance is negatively impacted by the modern extension, the cottage still has sufficient historical character to contribute positively to the Conservation Area.



Figure 29 28 - 29 The Street

Numbers 28-29 The Street (Poppy Cottage and Keebles) are a pair of eighteenth/nineteenth-century 1½-storey brick buildings located on the north-western side of The Street, in front of the former Methodist Chapel (see opposite). The buildings form a single range but are visually distinct structures, with Number 28 having a gambrel roof and being slightly higher and larger than Number 29, which is gabled. Both buildings are roofed in clay tiles, rendered and have dormers projecting from their front elevations (2 on Numbers 28, 3 on Number 29). A single-storey extension projects from the rear of the buildings, covered in a catslide roof. Both buildings are entered through modern porches on their front elevations, and the buildings are set back slightly from The Street, with a low brick-wall and chain fence forming the

boundary of Number 28 and a brick wall boundary to Number 29. In the early twentieth century Number 28 contained the Ramsey Cash Stores, a shop in the centre of the village. Historic photographs show a projecting square bay window and an associated shop sign facing the street, neither of which survive today. The location of the square bay window is now filled by a much shallower circular bay window. As these buildings were a historic centre of village activity, with a functional social history, they contribute positively to the Conservation Area.



Figure 31 Windmill House

The Windmill House is a substantial nineteenth-century two-storey house located at the western end of the Conservation Area, in close proximity to the Grade II* listed windmill and within the same complex. The building double-piled, hipped and roofed in slate. Although currently appearing uniform, historical mapping suggests the southern range is a later addition. The building has a modern projecting hipped porch on its front elevation, the entire building is rendered and the upper-storey is covered in fibre-cement weatherboarding. Despite the unsympathetic addition of the weatherboarding the building is still historically significant and a landmark within the village, surpassed in size only by the adjacent windmill. As such it positively contributes to the Conservation Area.



Figure 30 Swan House

Swan House is an eighteenth/nineteenth-century 1½-storey brick-built dwelling on the south-eastern side of The Street, to the immediate south of No 18 (see opposite). As with many other buildings within the Conservation Area it has a gambrel roof, and is double-piled, with two parallel connected ranges. Projecting from the south-east of the building is a brick-built flat roofed modern extension. The building is roofed in clay tiles and the front range has a wide central chimney, as well as two dormers on its front elevation. The building is partially weatherboarded, partially rendered and has some brickwork visible laid in monk-bond (a variation of Flemish-bond with two stretchers between each header). Although heavily altered, the building's historic nature and visual links to others in the village means it positively contributes to the Conservation Area.

3.4 Views

Key views are identified on Figure 40. Note that 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.

Views of the windmill are important to understanding the historic village character of Ramsey and its significance. The windmill is largely screened from view when approaching the Conservation Area from the south-west or north-east along the A120, due to substantial hedgerow planting and the line of the road in this location following the valley of the creek. However, from higher-ground, particularly to the west and east, on the opposite side of the creek, the windmill is very prominent and serves as a marker for the settlement.

Viewed from the west, from the fields rising above the village, the windmill is extremely conspicuous and visually depicts the village's link with its surrounding rural agrarian landscape, and its strong association with historical agricultural industry (Figure 32).

Views of the windmill from the east, across the creek, again show Ramsey's agricultural setting, but also clearly depict the windmill's relationship with the village as whole; located on a rise above The Street and set back from the linear plan form of the settlement (Figure 33).

Views of the windmill from the public realm within the Conservation Area are obscured in many places by the tight development of building frontages adjacent The Street, but there are several locations where the windmill is visible, usually in



Figure 32 View 1



Figure 33 View 2



Figure 34 View 3



Figure 35 View 4



Figure 36 View 5



Figure 37 View 6



Figure 38 View 7



Figure 39 View 8

gaps between buildings or in areas where structures are set back from the road. As with views of the windmill from outside the settlement, these views highlight the essentially agrarian nature of the village and its connection to the surrounding rural landscape.

This view also includes the former mill house which has a functional connection with the windmill and landholding (Figure 34).

General views of the Conservation Area from higher-ground to the west serve to highlight the village's intentional topographical relationship with Ramsey Creek and the associated, but disconnected, hall and church complex to the east (Figure 35).

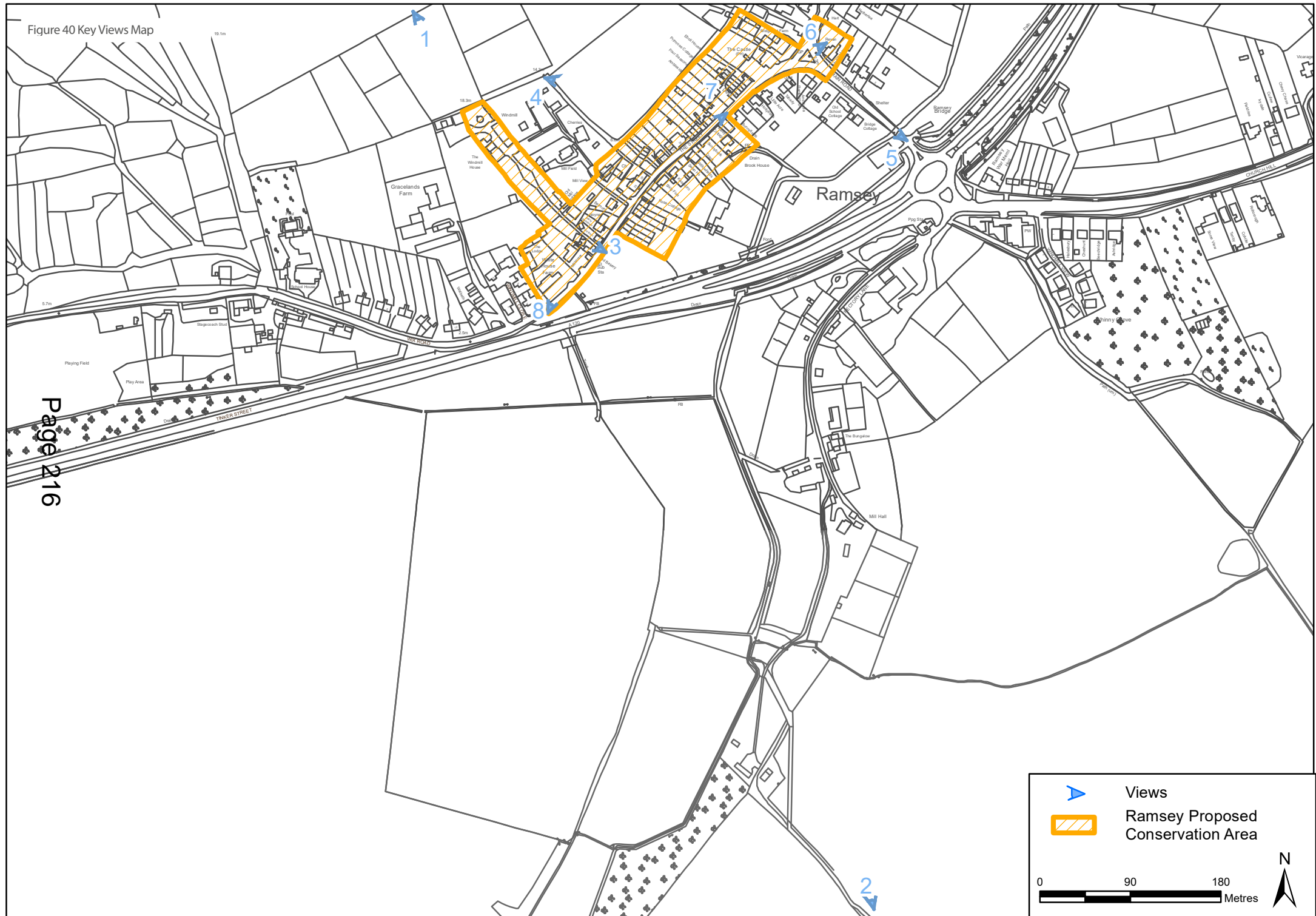
Views of the Castle public house and the listed Bridgefoot Farm Stables are prominent from Main Road, and these two buildings define the eastern approach to the village from Dovercourt. This important view survives today but would have been even more evident historically, prior to the construction of the A120 and the associated increase in hedgerow planting (Figure 36).

View 6 is important for the same reason, including this historic road junction at the gateway to the Conservation Area (Figure 37).

The south-west view down The Street from outside Number 12 contains largely historic buildings and highlights the winding nature of the road, the linear nature of the village and its historic development as a ribbon settlement (Figure 38).

The view looking north-east from White House Farm is of a narrow, enclosed country lane. This is largely due to the lack of development on the south-eastern side of The Street at this end of the Conservation Area, again serves to highlight the essentially rural, agrarian nature of the village (Figure 39).

Figure 40 Key Views Map



Views

Ramsey Proposed Conservation Area

0 90 180 Metres

N



3.5 Setting of the Conservation Area

The NPPF describes the setting of a heritage asset 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 an asset, may affect the ability to appreciate that significance or may be neutral.”

Historic England *Good Practice Advice Note on the Setting of Heritage Assets (2017)* indicates that the setting of a heritage asset is the surroundings in which the asset is experienced. It notes ‘Where that experience is capable of being affected by a proposed development (in any way) then the proposed development can be said to affect the setting of that asset’. Historic England’s advice note on setting includes a: “(non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance’. As the advice note states, ‘only a limited selection of the attributes listed will be of a particular relevance to an asset.’ This checklist has been used to inform this assessment.

Despite several areas of modern development extending beyond the Conservation Area’s boundaries, both to the north-east and south-west of the village, the historically rural and agricultural setting of the Conservation Area remains almost entirely intact.

The historic village grew as a ribbon settlement along the main road from Harwich to Colchester, and the areas of modern development continue this trend. The village is still visibly distinct and separate from any larger nearby settlements, it has not been coalesced into the growing residential areas of Harwich in the same way, for example, that Dovercourt or Parkeston have.

The agrarian landscape surrounding Ramsey has not been impinged upon, with the notable exception of the A120, which runs to the south-east of the Conservation Area, and detracts from its setting, both audibly and visually. The A120 also physically severs the village’s historic connection with the church and hall complex to the east (although the location of the road in the valley of the creek prevents it from being a visual barrier). When within the Conservation Area the A120 is also experienced to a lesser extent.

The wider setting of the Conservation Area further reinforces its agrarian location and the functional relationship its agricultural industry (specifically the windmill) had with the surrounding landscape. Multiple footpaths through the village led to nearby farms; Radfords Farm to the north, Stourwood Farm to the north-west and Mill Farm to the south are all connected to the village in this manner on the first edition Ordnance Survey map.

The setting of the Conservation Area contributes substantially to its significance, and the topography contributes to how that significance is revealed. The village’s presence on the western side of the creek valley, as described above, provides key views of the windmill and the Conservation Area generally, all of which further highlight and underline its agrarian setting and historical context.



Figure 41 View towards the Conservation Area from its setting from the south

Although linear and elongated in form, the Conservation Area is quite enclosed and feels secluded, despite the nearby A120. The Street is narrow and winding, and many of the historic buildings are tight up against it, with only occasional development set further back from the roadside. The exception to this is the windmill and its associated complex, which, as discussed previously, is positioned on higher-ground above the village.

Although detrimental to the setting of the Conservation Area, the construction of the A120 has contributed to the character and layout of the area surviving as it has. If The Street had remained the main road between Harwich port and Colchester it is difficult to imagine the narrow, enclosed nature of the Conservation Area surviving as it does today.



4. Opportunities for Enhancement

The following opportunities for enhancement have been identified and are summarised below in brief. The list is in no way exhaustive and neither are some of the opportunities identified unique to Ramsey with many being shared with other Conservation Areas.

4.1 Road Traffic and Parking

The A120 bypasses Ramsey and as a result there is little traffic travelling through the village. Many of the buildings front directly onto the street which results in a high amount of on-street parking. Cars parked in the road detract from the character and appearance of the Conservation Area. This is considered to be an issue and one where there is no apparent solution. The lack of transport connections, such as rail, to the settlement means reliance on the car will likely be required for the foreseeable future.

One of the future challenges for the Conservation Area, as there will be a transition to electric cars, is the siting of charging points. As many of the buildings in the Conservation Area do not have driveways, the siting of charging points will require consideration and a suitable bespoke solution that does not detract from the streetscene.

4.2 Interpretation

There is no interpretation offered within the settlement. However, with exception of the public footpath, it is unlikely Ramsey receives many visitors. As such there is a limited need for interpretation within the settlement. Furthermore there are few locations in the settlement which could accommodate features such as

interpretation boards, one possible location may include the triangular land in the centre of the road junction.

Ramsey does suffer from a dearth of easily accessible history. As many of the historic buildings in the Conservation Area have been altered, it is not apparent what many buildings functioned as or their origins. Research into Ramsey, and its post medieval history, would further reveal the significance of this settlement which may assist in its significance being further valued in managing future change here.

4.3 Loss of Architectural Details

Many of the buildings in Ramsey have been adversely altered which has resulted in loss of architectural details. Where possible, opportunities should be considered for reinstatement of traditional features. This will incrementally enhance the Conservation Area.

Many windows in the Conservation Area are of a traditional timber framed form but there are a regrettably high number of uPVC replacement windows. These are of a poor quality material which cannot be used to sympathetically reflect traditional detailing and profiles, and often historic glazing patterns are lost when windows are replaced. This detracts from the historic character and appearance of individual buildings and from that of the Conservation Area as a whole.

Poor quality plastic, rather than traditional painted metal rainwater goods, are also found on many buildings in the Conservation Area. As well as having a poor quality appearance, they are also less robust than traditional metal rainwater goods and may be at higher risk of failure leading to the risk of water ingress and damage to historic fabric.

Traditional slate roofs have been replaced in some places with concrete tiles which detracts from the architectural quality of the area. There are also unfortunate instances in the Conservation Area where historic chimneys have been partially or fully removed.

Elevation treatments have been intrusively altered on some buildings which has included rendering of brick such as at Numbers 1-6 The Street.

There are three terraces of nineteenth century workers cottages in the Conservation Area. These would have been constructed with a uniform aesthetic. Many of the properties, within these terraces have been individually altered externally, detracting from the group composition. Where possible there would be an enhancement to reinstate uniform elevational treatments.

The windmill is one of the key structures of the Conservation Area and its environs could be enhanced. The former Miller's House, adjacent to Ramsey Windmill, has been subject to extensive change in recent years which has changed the character of the structure and adversely altered its traditional aesthetic in prominent views of windmill. Boundary fencing to the windmill is also intrusive to the character and appearance of the Conservation Area.

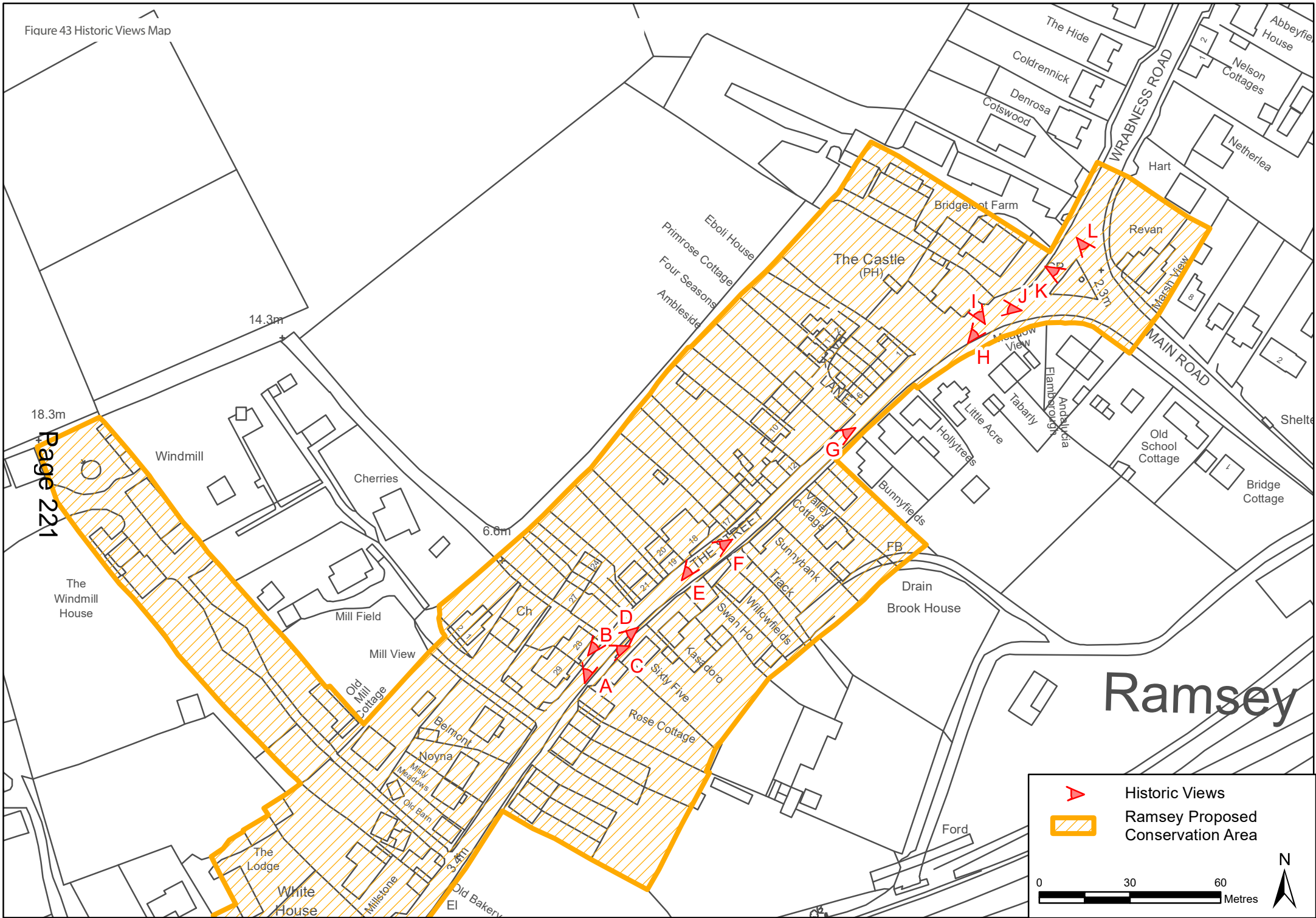
The reinstatement and replacement or recent additions with more traditional forms of timber and brick boundary treatments would have a positive impact on the street scene.



Enhancement can be realised through incremental changes when opportunities are presented, likely through maintenance. This could include appropriate window replacement and addressing inappropriate render.

The images on the following pages show a comparison of the Conservation Area in the early twentieth century and today. The images show the extent to which the area has changed. The images can also help identify what character defining feature and architectural details could be reinstated as enhancements to individual buildings and the wider aesthetic.



Figure 42 View A



| | |
|---|-----------------------------------|
|  | Historic Views |
|  | Ramsey Proposed Conservation Area |

0 30 60 Metres

N



Figure 44 View B



Figure 45 View C



Figure 46 View D



Figure 47 View E



Figure 48 View F



Figure 49 View G

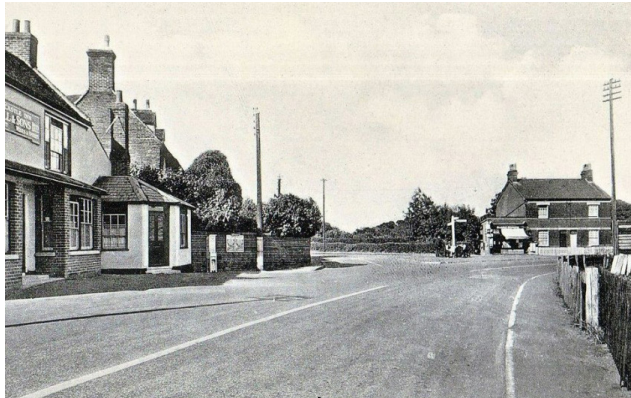


Figure 50 View H



Figure 51 View I



Figure 52 View J



Figure 53 View K



Figure 54 View L



Figure 55 View M



4.4 Public Realm

Street Furniture

There is minimal street furniture in the Conservation Area. This is positive and the lack of modern features such as signs, lampposts and other paraphernalia contributes to the character of the street scene. Unless required for safety, or compliance with highways regulations, additional street furniture should be resisted.

Hard Landscaping

Road and pavement surfaces are generally of tarmac throughout the Conservation Area. The narrow and secondary nature of Wix Road/The Street has meant it is largely void of road markings. There is also limited paving flanking the road. The underdeveloped road makes a positive contribution to the Conservation Area and is similar to the track/lane that would have historically been observed here.

Buck Lane and Cherry Lane are roughly surfaced. Should the surface treatment be upgraded in the future, this should be in keeping with the character of the streetscape.

4.5 Unsympathetic additions

There are some instances where solar panels have been applied to either front or prominent pitches of buildings in the Conservation Area. The ability to retrofit buildings and take advantage of renewable energy is becoming increasingly important. When future proposals come forward, these should be approached in

a manner which causes the least harm, and ideally no harm, to the character and appearance of the Conservation Area.

There are few instances of modern paraphernalia, such as satellite dishes, attached to buildings in the Conservation Area and this should be resisted in prominent or street-facing locations.

4.6 Opportunities for Development

Not all modern development in and around the Conservation Area is inappropriate, however, there are a number of examples of post-war infill and back land development within the Conservation Area, and within its immediate setting, which have had a negative impact on its historic village character and appearance. One of the adverse characteristics of post war development is the relationship to The Street. Traditionally buildings fronted direct onto the street and modern development is in contrast setback, mainly to accommodate driveways, which detracts from the streetscene and general character.

There are limited opportunities for redevelopment in the Conservation Area, largely due to the lack of vacant plots and the tight-knit development flanking the road.

The car park to the Castle Inn is one of the few vacant plots in the Conservation Area. There is opportunity to aesthetically enhance this space which would likely include the introduction of boundary treatment and landscaping.



5. Management Proposals

This section seeks to recommend management proposals which address these 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 with the Local Planning Authority. These are generally low cost and can be implemented within a short timeframe, typically within one or two years.

Local Resident Engagement

The main issue identified with the Conservation Area is the adverse alterations which have happened to a large proportion of the building stock. Because of the lack of public realm, the main enhancements to the Conservation Area are in control of the local residents and as such will only be realised incrementally.

It is recommended that Tendring District Council provide a workshop for residents of the Conservation Area where they can discuss bespoke aesthetic changes to historic properties that would encourage improvements to the wider character and appearance. This could be partnered with a leaflet for residents informing them of maintenance and general improvements which can be achieved.

Local Heritage List

Tendring District Council is in the process of developing the local heritage list. Suggestions have been made within this document of buildings to be considered for inclusion on 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 (GPDO).

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 example of an Article 4 Direction that would be beneficial would be the removal of Class A of the GPDO which would limit changes to front elevations of buildings such as replacement windows and doors.

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 precedent being set for similar, uncharacteristic works.



Heritage Statements, Heritage Impact Assessments and Archaeological Assessments

In accordance with the NPPF (Para.194), 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. 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.

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.

New Development

There is limited opportunity for development within the Conservation Area and its immediate environs. 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 CABE 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 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 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.

Publicly Accessible Resources

The preservation and enhancement of private properties can be improved through the publication 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 to the preservation of Ramsey's built heritage.

5.2 Positive Management: Longer Term

These proposals are focused around positive management but either take longer to implement or are better suited to a longer time frame.

Conservation Area Boundary

Revisions to the Conservation Area boundary have been proposed within this appraisal in accordance with the NPPF (2021) and Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management (2019).

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

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 awareness and establish the identity of Ramsey as a historic settlement.

5.3 Funding Opportunities

Much of the Conservation Area is formed of private residential buildings with little opportunity for funding. Dependant on future use, Ramsey Windmill may be a consideration for future funding proposals. There are three main sources of funding:

National Heritage Lottery Fund (NLHF)

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 over time, 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 Ramsey. 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.

Figure 56 Ramsey viewed from the creek, c.1980s





6. Appendices

6.1 Bibliography

Publications

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

Tendring District Council Conservation Area Review: Ramsey Conservation Area (March 2006)

Tendring District Historic Environment Characterisation Project, Essex County Council (2008)

Tendring Geodiversity Characterisation Report, Essex County Council (2009)

Webpages

www.harwichanddovercourt.com

Archives

Essex Record Office (ERO)

Historic Environment Record (Essex County Council)



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 (2021) DLUGH | Section 16; Annex 2 |
| National Guidance | National Planning Practice Guidance (2014) DLUGH | ID: 18a |
| National Guidance | Historic England (2017) 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 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 |



6.3 Glossary

| 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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PLANNING POLICY AND LOCAL PLAN COMMITTEE

18 APRIL 2023

REPORT OF THE DIRECTOR (PLANNING)

A.1. CONSERVATION AREA CHARACTER APPRAISAL AND MANAGEMENT PLANS FOR GREAT CLACTON, LAWFORD, BRADFIELD AND RAMSEY

(Report prepared by William Fuller)

PART 1 – KEY INFORMATION

| |
|--|
| PURPOSE OF THE REPORT |
| <p>To report to Planning Policy and Local Plan Committee another set of four ‘Conservation Area Appraisal and Management Plans’ prepared for the Council by Essex Place Services, and for the Committee to agree a recommendation to Cabinet that they be published for consultation.</p> |
| EXECUTIVE SUMMARY |
| <p>As Members will recall, Brightlingsea Hall and All Saints Church Conservation Area Appraisal was considered at this Committee in January 2023 where a decision was made to progress that appraisal to Cabinet and then to public consultation.</p> <p>This report asks Members to consider the next Conservation Area Appraisals of Great Clacton, Lawford, Bradfield and Ramsey. The Committee is asked to consider these appraisals and to agree a recommendation to Cabinet to publish them for consultation.</p> <p>The Conservation Area Appraisals are those of:</p> <ul style="list-style-type: none">• Great Clacton Conservation Area,• Lawford Conservation Area,• Bradfield Conservation Area, and,• Ramsey Conservation Area. <p>Once these Appraisals have been considered at this Committee, there will only be three Appraisals left to assess.</p> |
| RECOMMENDATIONS |
| <p>That the Planning Policy and Local Plan Committee:</p> <ol style="list-style-type: none">a) endorses the new Conservation Area Appraisal and Management Plans for Great Clacton (Appendix 1), Lawford (Appendix 2), Bradfield (Appendix 3) and Ramsey (Appendix 4) Conservation Areas; |

- b) recommends to Cabinet that the above documents (forming Appendices 1, 2, 3 and 4) be published for consultation with the public and other interested parties; and
- c) notes that Conservation Area Appraisal and Management Plans for the District's three remaining Conservation Areas will be brought before the Committee in due course.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

The Conservation Area Appraisals will support the Corporate Plan 2020-24 (aligned with the core themes of Tendring4Growth 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 will assist in attracting external funding for heritage related activity in the District. Potential sources of funding include:

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

Risks: The adoption of the Conservation Area Appraisals 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;
- (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, they 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 where Conservation Areas are being reassessed.

Consultation/Public Engagement: Members will recall that it was agreed at the October Committee meeting to send the first five Conservation Area Appraisals to public consultation. Officers are in negotiation with Place Services on the exact arrangements for this. It is anticipated that this will take place at the end of April – after the closure of the Tendring Colchester Borders Garden Community Garden Community Development Plan Document consultation – for a period of six weeks.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

Members will recall that the Council's Heritage Strategy was considered by the Local Plan and Planning Policy 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 of 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 Conservation Area Appraisals and prepare a 'Local List' of non-designated heritage assets within the District.

After identifying the first twelve Conservation Areas to be assessed in 2021, Members then agreed the thirteenth Appraisal for Brightlingsea Hall & All Saints Church in January of this year.

Members are now presented with the next four draft Conservation Area Appraisals (Nos. 14, 15, 16 and 17);

- Great Clacton Conservation Area,
- Lawford Conservation Area,
- Bradfield Conservation Area and
- Ramsey Conservation Area

Officers intend to review the last three remaining Council's Conservation Areas as soon as possible in the new Municipal Year.

CONSERVATION AREA APPRAISALS

Each of the 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.

Alterations To Boundaries

At Great Clacton, to the south of the churchyard and east of the twentieth century vicarage, mid-twentieth century housing has been augmented with a new development of further bungalows at the northern end of Nightingale Way, on previously undeveloped land. These are characterful in design and have been carefully detailed but are not of sufficient architectural quality to merit inclusion in the Conservation Area. It is also proposed to omit an area of unkempt scrubland directly fronting Valley Road and a tarmacked area behind this surrounding the Army Cadets' building located off Valley

Road. The map on page 4 of the Appraisal shows the proposed amended Conservation Area boundary.

For Lawford the proposed addition to the Conservation Area includes the Ogilvie Hall and early twentieth century social housing with some later infill development.

The boundary of the Conservation Area shall be expanded eastwards along Wignall Street to include Nos. 11-16 Wignall Street on the southern side of the road. Together these buildings form a pleasing and uniform group on the approach to the historic core of Lawford. The buildings are of special historic interest and some architectural interest, representing a period of time when social housing was expanded in response to a post First World War national housing crisis.

The boundary change would also include the 1909 Ogilvie Hall, which is in the Arts and Crafts style and plays a prominent role in the approach to the historic core of Lawford.

At Bradfield it is proposed to revise the boundary to remove Old Hall House, Harwich Road, from the Conservation Area [Figure 4]. Built since the previous appraisal, Old Hall House [Figure 3] is not considered to reflect the prevailing character of the Conservation Area due to its construction date, massing, and appearance.

Minor alterations are also proposed to the northern edge of the Conservation Area's boundary to remove an outbuilding associated with Greenacres (a modern dwelling which is not within the Conservation Area boundary) on Station Road from within the Conservation Area. Other minor amendments are proposed to rationalise the Conservation Area boundary against existing plot boundaries. These are depicted on the map on the following page.

At Ramsey the modern properties in Windmill Close have been excluded. The west boundary of the designation has been moved to the lane adjacent to White House Harm. Windmill Close, and the properties within it, are not considered to contribute to special interest nor do they form part of the historic settlement.

A large portion of the Conservation Area has been removed to the south of the village. This area holds no architectural or historic interest in its own right and is better considered as part of the settlement's setting.

Three modern properties at the east of the Conservation Area have been removed from the designation.

The junction of The Street, Main Road and Wrabness Road has been added. This confluence of roads, and the triangular junction, have been in place since at least the mid-nineteenth century and form the gateway to this part of the Conservation Area. Marsh View and Revans have also been incorporated into the extension of the designation here. Whilst altered, the buildings form part of the historic building stock and termination of the former village envelope. Revans was also formerly the village store and one of the commercial buildings located on this road junction.

Other minor changes to the boundary have resulted from a tightening of the designation to take account of property boundaries which makes for more practical management of the designation.

Designated Heritage Assets

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

Proposed Non-designated heritage assets.

Members will note that there is some overlap between these Appraisals and the Local List project which came before Members in October last year. 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.

At Great Clacton

- 11 North Road
- 17 North Road (The Great Clacton Surgery)
- 9 StJohn's Road (Foxes Garden and Furniture Shop)
- 397 and 399 Old Road (Vacant shop and Liberal Democrats office)
- 395 Old Road
- Former Public Convenience (Old Road, adjacent to The Ship public house)
- 406 and 404 Old Road
- Old Mill Cottage, 402 Old Road
- Eaglehurst, 6 Valley Road
- Great Clacton Methodist Church and adjacent semi-detached cottages on Valley Road
- 17 Valley Road • Sudbury House, Nightingale Way (outside of the Conservation Area boundary)

At Lawford

- Hall Farm
- Ogilvie Hall
- The Old School, Church Hill
- Woodman, Church Hill
- Almshouses
- 11-16 Wignall Street
- The Old Laundry

At Bradfield

- Bradfield Place
- Strangers' Home
- The Church of St Lawrence Lychgate

At Ramsey

- The Castle Public House;
- 12-14 The Street (excluding Owl Cottage which is Grade II Listed);

- 18 The Street (The Gables);
- 24-27 The Street;
- The former Methodist Chapel;
- Old Mill Cottage;
- 28-29 The Street (The Old Ramsey Cash Stores);
- The Windmill House; and
- Swan House.

Heritage at Risk

There are no buildings or features in the Great Clacton Conservation Area which are on Historic England's Heritage at Risk Register. However, Grade II listed 383 Old Road appears to have been unoccupied for several years and is in a neglected state, thus this building could be considered at risk. Grade II listed Great Clacton Hall also appears to be unoccupied following the closure of the Abbey Care Home formerly on these premises, though appears to be in a reasonable state of external repair.

At the time of writing in 2023, no buildings within the Lawford or Bradfield Conservation Areas feature on the national list of Heritage at Risk published by Historic England.

There are no buildings or features in the Ramsey Conservation Area which are on Historic England's Heritage at Risk Register. However, Grade II* listed Ramsey Windmill appears to have been unoccupied for several years and this building could be considered at risk. Given the condition of the Conservation Area, and the issues identified, this appraisal recommends the inclusion of Ramsey Conservation Area on Historic England's Heritage at Risk Register.

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.

Assessment of significance

A detailed assessment of significance of each of the Conservation Areas is then presented. These Conservation Areas are split into distinct character areas. Each 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

Opportunities for Enhancement

- At Great Clacton, due to its location, there are issues with traffic through the Conservation area

- All of the Conservation Areas would benefit from Interpretation of the historic features in the area
- At Great Clacton there are a number of vacant buildings in the Conservation area
- All areas suffer from loss of architectural detailing.
- Gt Clacton and Lawford also have street furniture that requires attention and inappropriate signage.
- Road surfacing is of poor quality particularly in Great Clacton
- At Great Clacton and Bradfield there are areas of poorly kept public open space
- All of the Conservation Areas suffer from inappropriate modern development

Interestingly, in this section whilst considering Ramsey Conservation Area there is a like-for-like photographic study of views throughout the village.

Management Proposals

- Production of a list of local non-designated heritage assets
- The council using Article 4 Directions and its enforcement powers within all Conservation Areas
- Production of heritage guidance leaflets for residents and business owners
- The Council should work closely with the Highways Authority to address street clutter and signage in Great Clacton and Lawford Conservation Areas
- Bradfield would benefit from heritage interpretation within the Conservation Area.

Funding Opportunities

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

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 three Conservation Areas to be put to a six-week public consultation.

APPENDICES

Appendix 1 – Great Clacton Conservation Area Appraisal
 Appendix 2 – Lawford Conservation Area Appraisal
 Appendix 3 – Bradfield Conservation Area Appraisal
 Appendix 4 – Ramsey Conservation Area Appraisal

BACKGROUND DOCUMENTS

None

CABINET

23 JUNE 2023

REPORT OF THE ASSETS PORTFOLIO HOLDER

A.5 PETITION: SUSPEND PROPERTY DEALING AND DEVELOPMENT OF TDC LAND PARCELS IN GREAT AND LITTLE OAKLEY AND OFFER THE LAND TO THE PARISH COUNCILS

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To formally report the receipt of a petition submitted requesting the suspension of property dealing and development of TDC land parcels in Great and Little Oakley and offer the land to the Parish Councils.

EXECUTIVE SUMMARY

An e-petition submitted by Tom Howard, as lead petitioner, was received on 6 February 2023. By the closing date of 12 May 2023, the petition had been signed by 46 persons. The petition stated:-

“We call on Tendring District Council to immediately suspend the property dealing procedure and any plans to develop or sell for development the following sites in the Great Oakley and Little Oakley: • Woodlands, Great Oakley – Ref GO001G • Sparrows Corner, Great Oakley – Ref GO002G • Seaview, Little Oakley – Ref LO001H • Bayview Crescent – Ref LO002BH • Bayview Crescent, Little Oakley – Ref LO002CH Furthermore, we request that Tendring District Council explores alternative options that would retain this important amenity land in these rural Parishes. We specifically request, that Tendring District Council initiates discussions with Great Oakley Parish Council and Little Oakley Parish Council to explore options for them to take on all of these sites either via purchase for a nominal fee (e.g. £1 per plot) or a 99 year lease with a nominal peppercorn rent (e.g. £1 per annum) in exchange for the Parish Councils taking on the maintenance liability”.

Asset management is an executive function and therefore the Cabinet is the appropriate body to consider this matter.

In accordance with the Council's adopted Scheme for Dealing with Petitions this Petition is being presented to the Cabinet on the basis that the Petition contained between 30 and 249 signatures.

Having discussed the petition it will be for Cabinet to decide what action, if any, will be taken. The Cabinet's decision will then be reported to Full Council in July,

RECOMMENDATION(S)

That, having duly considered the Petition together with the information provided in this report, the Cabinet decides what action, if any, it wishes to take.

REASON(S) FOR THE RECOMMENDATION(S)

To comply with the adopted scheme for dealing with petitions, as set out in the Council's Constitution.

ALTERNATIVE OPTIONS CONSIDERED

There are several courses of action available to the Cabinet once the petition has been considered, including:

- *No action (with reasons as to why no action is proposed)*
- *Taking the action requested in the petition*
- *Taking an alternative or amended course of action to that requested in the petition (with reasons as to why such action is being taken)*
- *Undertaking research into the matters raised (this could include referring the matter to the relevant Portfolio Holder, or officer of the Council) and holding a meeting with the petitioners.*
- *Referring the petition to a Committee or an external person/body (such as the County Council or Government body or Public Services or the Ombudsman or Member(s) of Parliament)*
- *Holding a public meeting*
- *Holding an inquiry*
- *Providing a written response to the lead petitioner setting out the Council's views on the request in the petition*
- *Deferring consideration of the petition to a future Cabinet meeting*
- *Calling for a referendum (if permitted under legislation and subject to costs)*

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

In respect of the Corporate Plan 2020/24 Priority Themes the Committee's decision will contribute to:

- Strong Finances and Governance (and specifically using assets to support priorities).

LEGAL REQUIREMENTS (including legislation & constitutional powers)

Asset Management is an executive function which, sits with the Cabinet collectively and, individually, to the Portfolio Holder for Assets (depending on the nature of the decision required) in Schedule 3 of Part 3 of the Council's Constitution. The overall function of the Council's Executive is the discharge, in accordance with the Council's Budget and Policy framework all functions of the Council (including "local choice functions") except those functions which cannot by virtue of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (as amended) and other legislation, be the responsibility of the Executive.

Section 123 (2) of the Local Government Act 1972 provides that the Council should not dispose of land other than for Best Consideration (highest price) reasonably obtainable without secretary of state consent.

The General Disposal Consent (England) 2003 provides a discretionary power for the Council to dispose at less than best consideration, provided that the undervalue is less than £2m and the Council is satisfied that such disposal will enhance the social, economic or environmental wellbeing of the area. TDC has adopted a Community Asset Transfer policy to set a framework around the consideration of proposed transfers.

The Council's Property Dealing Procedure is contained within Part 5 of the Constitution, approved by Full Council.

Article 13 of the Constitution sets out the Principles of Decision Making to be followed for all decisions:

- (a) Proportionality (i.e. the action must be proportionate to the desired outcome);
- (b) Due consideration of all the relevant factors and options, taking into account the results of any consultation undertaken and professional advice of Officers;
- (c) Respect for human rights, and equality and diversity;
- (d) A presumption in favour of openness;
- (e) Clarity if aims and desired outcomes; and
- (f) Transparency (i.e. explaining what options were considered and giving the reasons for that decision).

The Cabinet would need to consider the full implications of the decision, if it was minded, to support the petition and further research and advice would be necessary before an informed decision could be made.

FINANCE AND OTHER RESOURCE IMPLICATIONS

There are no direct financial implications at this stage, but as indicated elsewhere in this report, a review of the financial implications would need to be explored further in determining a final position as the property dealing process unfolds.

USE OF RESOURCES AND VALUE FOR MONEY

External Audit expect the following matters to be demonstrated in the Council's decision making:

- A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services;*

- B) *Governance: how the body ensures that it makes informed decisions and properly manages its risks, including; and*
 C) *Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services.*

As such, set out in this section the relevant facts for the proposal set out in this report.

The following are submitted in respect of the indicated use of resources and value for money indicators:

| | |
|--|---|
| A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services; | Not Applicable in this instance. |
| B) Governance: how the body ensures that it makes informed decisions and properly manages its risks, including; and | Nothing in addition to those matters already set out in the report. |
| C) Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services. | Not Applicable in this instance. |

MILESTONES AND DELIVERY

Not Applicable in this instance.

ASSOCIATED RISKS AND MITIGATION

Not Applicable in this instance.

OUTCOME OF CONSULTATION AND ENGAGEMENT

The Council's adopted Scheme for Dealing with Petitions states, inter alia:-

- Receipt of a petition will be formally acknowledged to the lead petitioner in writing or by email as appropriate, within five working days of its receipt.
- The appropriate Ward Member(s) will be informed of receipt of a petition and when and how the petition will be considered.
- When a petition is being considered by Cabinet or Council/Committee...the lead petitioner will be invited to address the Cabinet or Council/Committee, outlining the reasons for the submission of the petition and what action they would like the Council to take. The lead petitioner (or his or her representative) will have a time limit of three minutes for their speech and the petition will then be discussed by Councillors. A Ward Councillor can, at the request of the lead petitioner, present the petition to Cabinet or Council/Committee on behalf of the relevant petitioners.
- The lead petitioner will be informed, in writing, of the Cabinet or Council's decision and this information will also be published on the Council's website via the Minutes of the relevant

meeting at which the petition was dealt with. If a further meeting is to be held to consider the issues raised in the petition, the lead petitioner will be supplied with the relevant details and will also be given the opportunity to attend and address that meeting and if appropriate, answer any questions posed at the meeting.

EQUALITIES

In line with the Public Sector Equality Duty, public bodies such as the Council must, in the exercise of their functions, give due regard to the need to eliminate discrimination, harassment, victimisation, to advance equality of opportunity and foster good relations between those who share a protected characteristic and those who do not.

The protected characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race religion or belief, sex, sexual orientation.

Not Applicable in this instance.

SOCIAL VALUE CONSIDERATIONS

There are no social value considerations relevant to this report having regard to the Public Services (Social Value) Act 2012.

The General Disposal Consent (England) 2003 (“the Order”) provides a discretionary power for the Council to dispose at less than best consideration, provided that the undervalue is less than £2m and the Council is satisfied that such disposal will enhance the social, economic or environmental wellbeing of the area. TDC has adopted a Community Asset Transfer policy to set a framework around the consideration of proposed transfers. Therefore, any decision to rely on the Order and dispose of land at an undervalue would need to demonstrate the social, economic or environmental considerations and benefits to justify the use of the Order.

IMPLICATIONS FOR THE COUNCIL’S AIM TO BE NET ZERO BY 2030

There is no impact on the Council’s aim for its activities to be carbon neutral by 2030 including the actions, policies and milestones in its Climate Change Action Plan.

OTHER RELEVANT CONSIDERATIONS OR IMPLICATIONS

Set out what consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are then set out below.

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 | None |
| Health Inequalities | None |
| Area or Ward affected | The Oakleys & Wix |

PART 3 – SUPPORTING INFORMATION

ASSISTANT DIRECTOR (BUILDING & PUBLIC REALM)’S ASSESSMENT AND ADVICE

Following a motion put to the full Council in November 2020 by Councillor Placey the Cabinet requested a review of Council owned assets that could be used for the construction of new Council homes or used or released in return for capital receipts in order to support Council priorities.

As part of that exercise a total of 69 sites were identified, with three already pending action after earlier decisions.

A report for Cabinet consideration was prepared identifying the sites and inviting determination of in respect of which of them to commence the property dealing procedure. Three previously identified sites were identified for priority disposal action, two of the then identified sites were identified for action.

On 15 July 2022 Cabinet agreed the identified priority actions and decided to progress with the property dealing procedure in relation to all of the identified sites.

Officers have begun to progress the identified priority actions, as resources permit, but no detailed assessment of any of the other sites has yet been undertaken.

On 04 November 2022 Cabinet considered a report outlining the Council's financial outlook including a number of housing and property investment requirements that could not be funded.

It is likely that looking forward it will be increasingly necessary to practice asset management in order to deliver property and other obligations and aspirations.

Section 123 of the Local Government Act 1972 provides that any proposal for disposal of open space must be advertised in the local press and representations taken into account. Any planning application will necessitate statutory and neighbour consultation and due consideration to any responses. Both of these would happen at a later stage in the property dealing process. Cabinet may wish to note the petition, thank the petitioner and request that these views and others are taken into account as the property dealing procedure unfolds, subject to available resources.

Portfolio Holder's Comment:

"These five sites have been identified as part of a process to review potential development or other options throughout the District that identified a total of 69 sites for some potential action with the consideration of three others already under way. They should not be considered in isolation or outside of that process. No decision has been taken to build on or dispose of any land. This process was begun following questions raised at the full Council and has consumed considerable time and effort to get to this stage. Given the Council's financial position and aspirations for housing and public space improvement the Authority must look towards careful use and rationalisation of its properties in order to reduce costs, avoid clinging to unproductive space and facilitate investment in services and facilities.

I recommend that Cabinet notes the petition, thanks the petitioner and requests that these views, including potential transfer to parish councils, and others are taken into account as and when the property dealing procedure unfolds, subject to available resources.

PREVIOUS RELEVANT DECISIONS TAKEN BY COUNCIL/CABINET/COMMITTEE ETC.

Published Minutes of the Cabinet meeting held on 15 July 2022.

BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

E-Petition to the Council submitted by the Lead Petitioner (Ms. Caroline Saye).

Report of the Corporate Finance & Governance Portfolio Holder (A.5) – Initiation of the Property Dealing Procedure in order to explore the Development Potential of various areas of Council Land – submitted to Cabinet on 15 July 2022.

APPENDICES

None

REPORT CONTACT OFFICER(S)

| | |
|------------------------|--|
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REPORT FOR CABINET

23 JUNE 2023

REPORT OF THE PORTFOLIO HOLDER FOR ECONOMIC GROWTH, REGENERATION & TOURISM

A6 CLACTON CIVIC QUARTER LEVELLING UP FUND (LUF) BID, DOVERCOURT TOWN CENTRE IMPROVEMENT CORRIDOR CAPITAL REGENERATION PROJECT (CRP) BID

(Report prepared by Lee Heley, Corporate Director, Place and Economy.)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

The report asks Cabinet to accept the £6,652,251 awarded to the Council for delivery of the Dovercourt Town Centre Improvement Corridor, following a successful Capital Regeneration Project award from Government, and authorises the S151 Officer to sign the associated Memorandum of Understanding with the Department for Levelling Up Housing and Communities (DHLUC).

The report asks Cabinet to agree the draw-down of £250,000 from the Council's Levelling Up Fund Budget of £2.291m to support the early preparation phases for development of the scheme for Dovercourt;

The report sets out - and asks Cabinet to approve - the proposed approach for delivering the projects working in close partnership with Essex County Council as an integral partner, noting that this approach is subject to further business case approvals by Essex County Council.

EXECUTIVE SUMMARY

The Council submitted two applications in August 2022 to Round Two of the Levelling Up Fund (LUF):

- £19,958,224 for the Clacton Civic Quarter (two projects); and
- £6,652,251 for Dovercourt Town Centre (three projects).

The Council chose the projects from the Council's plans set out in the documents 'Love Clacton' and 'Dovercourt Revisited', which Government was most likely to support given the criteria for the Levelling Up Fund. These projects respond to some of the key challenges for the District, including increasing skills, driving economic growth, supporting vibrant town centres, and meeting local housing need. The Council developed the two bids jointly with Essex County Council. The two bids include three projects delivered by ECC on their land.

Clacton LUF

Government notified the Council in January 2023 that it had been successful in its Clacton LUF bid for:

- Clacton Hub: creation of a brand new skills and learning hub, bringing together the Adult Community Learning centre and the Library, with proposals for the University of Essex's new Centre for Coastal Communities to join the building.
- Carnarvon Terrace: delivery of 28 much-needed well-designed new homes, improvements to the existing carpark, and creation of new 'maker space units' for retail entrepreneurs.
- The Council and the Government have now signed the MoU for this LUF funding, which denotes an agreement to proceed with the Clacton LUF scheme, and that the funding allocation has passed the Government's subsidy control tests. Government requires funding for the Clacton LUF scheme to be spent by March 2025.

Dovercourt CRP

Government notified the Council in January 2023 that its Dovercourt Town Centre Improvement Corridor bid was unsuccessful for LUF, but on 15 March 2023 Government announced the bid was successful in a sister fund, 'Capital Regeneration Projects' (CRP). The funding from Government comprises:

- Kingsway improvements: A major investment into the appearance of Dovercourt Town Centre to improve the visitor experience and support local businesses.
- Learning and library project: The Adult Community Learning skills centre will return to Dovercourt town within a refurbished library, increasing the opportunities for residents to benefit from courses locally.
- Homes in Dovercourt: Demolish an out-of-date multi-storey carpark at Milton Road and build nine new, well-built social homes.

The Council has received an MOU for the Dovercourt CRP, which it needs to sign and return to Government, who will then sign it in turn to confirm the funding. Government requires funding for the Dovercourt CRP scheme to be spent by March 2026, as TDC was not informed of the funding allocation until March 2023.

Proposed Delivery Approach

- The Council is the responsible authority for Clacton LUF and Dovercourt CRP. The Council will programme manage the overall Clacton LUF and Dovercourt CRP schemes, reporting to the officer-led LUF Delivery Programme Board, on to the member-led Regeneration Board, and ultimately to DHLUC and Government. The Boards have joint membership from the Council and ECC.
- The Council recognises the substantial scale of the LUF and the CRP schemes in relation to the size of TDC. As a result, the Council proposes to engage with Essex County Council (ECC) to support delivery, while retaining the right level of oversight and control for the Council through agreements. A decision on this delivery approach is subject to the approval of ECC through their governance process.
- The Council is currently drafting Heads of Terms for the agreements with ECC, which would ensure the obligations on the Council in the MOUs with Government are discharged.
- The Council (TDC) will commission the two projects where it owns the land and runs services, which are Carnarvon Terrace (Clacton LUF), and Homes for Dovercourt (Dovercourt CRP).
- Under the proposed delivery approach with ECC, the Council would sign an agreement with ECC to deliver these two schemes, drawing on the expertise of the County Council's housing team.

- Further, the Council would sign grant agreements with ECC to commission and deliver the three projects where ECC own the land and run services, which are Clacton Hub (Clacton LUF), and Harwich Library and Kingsway (Dovercourt CRP).
- Given the scale of the projects, managing financial risk will be a key consideration. It is proposed that options for sufficient value engineering will be developed in the detailed design stage so that were costs to escalate, reduced schemes could be delivered that complete the projects within the current agreed cost envelop. Any changes to schemes are subject to approval by Government.
- It is also recognised that the majority of spend on capital projects takes place at the point at which building work commences. The Council will review funding and delivery schedules ahead of signing legal agreements with contractors to start building to ensure that any financial risk to the Council is managed effectively.

RECOMMENDATION(S)

It is recommended that Cabinet:

- a) Notes the five projects for delivery across the Clacton Civic Quarter and Dovercourt Town Centre bids, as set out in the submissions to Government and confirms its endorsement to both schemes progressing within the context as set out;
- b) accepts the £6,652,251 awarded to the Council for delivery of the Dovercourt Town Centre Improvement Corridor, following a successful Capital Regeneration Project award from Government, and authorises the S151 Officer to sign the associated Memorandum of Understanding with the Department for Levelling Up Housing and Communities (DHLUC);
- c) agrees the draw-down of £250,000 from the Council's Levelling Up Fund Budget of £2.291m to support the early preparation phases for development of the scheme for Dovercourt;
- d) subject to (c) above, authorises the Corporate Director Place & Economy in consultation with the Portfolio Holder for Economic Growth, Regeneration and Tourism to agree any associated expenditure for both Dovercourt and Clacton schemes, within the context of this report;
- e) agrees to the proposed approach for delivering the projects, as set out in this report, working in close partnership with Essex County Council, as an integral partner, noting subject to further business case approvals by Essex County Council;
- f) delegates authority to the Portfolio Holder for Economic Growth, Regeneration and Tourism in consultation with the Corporate Director Place and Economy, Section 151 and Monitoring Officers to approve the Heads of Terms for the various agreements; and
- g) authorises the Corporate Director Place and Economy to approve the final terms and conditions of the agreements in consultation with the Section 151 and Monitoring Officers; and
- h) endorses the Portfolio Holder forming a Cross Party Levelling Up Working Party to receive project management updates at least four times a year on progress with the

schemes, with particular attention to risk management for each individual project, budget and costings and delivery progress.

REASON(S) FOR THE RECOMMENDATION(S)

The award of the funding for the delivery of the Dovercourt Town Centre Improvement Corridor, alongside the award of funding for the Clacton Civic Quarter Levelling Up fund bid, allows TDC to invest significantly in implementing improvements to support Town Centre economies in the district.

The funding awarded for the Dovercourt scheme needs to be spent and the projects delivered by March 2026, making timely signing of the MOU a priority. The draw down of the additional £250,000 will allow for further concept design work (RIBA stage 2) to progress the projects.

Working in partnership with Essex County Council (ECC) to deliver the schemes will create the right balance of additional capacity, while retaining an appropriate degree of project control. ECC put in the bid jointly with the Council, are match funding the bids, and own land and run services within three of the projects across the LUF and CRP. The Essex Housing team at ECC has significant experience built up over 6 years in procuring and constructing homes on behalf of local authority partnerships. The team have built up a significant portfolio of high quality consultants and suppliers accessed through ECC's procurement team and frameworks as appropriate and therefore stands in a strong position to commence detailed work promptly.

Establishing a Cross Party Working Group will ensure a range of members views are represented and enable the whole Council to be well informed on the progress with the projects.

ALTERNATIVE OPTIONS CONSIDERED

There are other options which have been considered:

Do nothing: Tendring District Council would not be able to accept the funding without this decision-making mechanism in place and would not enter into an agreement with DLUHC to deliver the bid.

Not delivering the bids would allow officer time to be focused on other projects and would reduce any financial or delivery risk to the Council from running major capital works.

However, not accepting the funding would also reduce the opportunity for investment in the towns of Clacton and Dovercourt at a significant scale, with the benefits that will bring, and have a negative reputational implication with the announcements already widely publicised at local and national levels.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

Corporate Plan (2020-2024)

The LUF and CRP schemes allow the Council to meet the following priorities in the Corporate Plan:

Building Sustainable Communities for the Future

- Vibrant Town Centres
- Building and managing our own homes

A Growing and Inclusive Economy

- Develop and attract new businesses
- More and better jobs

Community Leadership Through Partnerships

- Joined up public services for the benefit of our residents and businesses

Tendring District Council Local Plan 2013 - 2033

Delivery of LUF and CRP projects will align with the following strategic objectives set out in Section 1 of the Local Plan, adopted on 26th January 2021:

- Providing sufficient new homes
- Fostering economic development

OUTCOME OF CONSULTATION AND ENGAGEMENT

The Council undertook consultation for both bids in June 2022, in preparation of the applications for funding, notably with:

- Clacton Town Partnership; and the Clacton Coastal Forum; (LUF)
- Harwich Town Council, Harwich and Dovercourt Tourism Group, (CRP) and
- Other key Tendring-wide stakeholders including the CCG, who provided a letter of support for both bids.

The proposals were also reviewed at the Success Essex board meeting on 6th June 2022. Following comments from attendees, the proposals for the car park element of Carnarvon Terrace were revised to increase the number of electric car parking spaces within the bid.

Clacton

The projects contained in the Clacton Civic Quarter bid align with the overarching vision and objectives of the 'Love Clacton' Vision 2030 which was developed through engagement and partnership with local businesses, the wider community and other partners and stakeholders through a series of meetings and workshops between 2018 and 2020. The projects contained in this bid are based on projects submitted in an application to the Future High Streets Fund (FHSF) in 2020. Prior to that submission, the Council undertook an online consultation exercise on the proposals, the results of which demonstrated particular enthusiasm around flexible start-up business space, improvements to car parks and electric vehicle charging facilities. These elements of the FHSF proposal were maintained in the successful bid.

Dovercourt

All of the projects proposed in the Dovercourt Town Centre bid are taken from Dovercourt Revisited ([link](#)). TDC commissioned this document in January 2018 as a means to update the previous masterplan (Dovercourt Rediscovered) from 2011. The production of Dovercourt Rediscovered included a public engagement exercise where members of the public were invited to comment on the masterplan, via exhibitions, which were held over two days. One of

the key messages from the exercise was that the town's public realm needed to be upgraded: one of the most commonly cited responses to what attendees did not like about Dovercourt was the quality of the street scene (74%).

The Council developed a Communications Engagement and Marketing plan in 2023 for the Clacton LUF and Dovercourt CRP schemes to guide its work on the projects.

LEGAL REQUIREMENTS (including legislation & constitutional powers)

| | | | |
|---|-----|---|---|
| Is the recommendation a Key Decision (see the criteria stated here) | Yes | If Yes, indicate which by which criteria it is a Key Decision | <input checked="" type="checkbox"/> Significant effect on two or more wards <input checked="" type="checkbox"/> Involves £100,000 expenditure/income <input type="checkbox"/> Is otherwise significant for the service budget |
| | | And when was the proposed decision published in the Notice of forthcoming decisions for the Council (must be 28 days at the latest prior to the meeting date) | Added to the Forward Plan on 23 rd Feb 2023. |

The agreed funds are being issued to the Council by DLUHC, as grant payments under Section 50 of the United Kingdom Internal Markets Act 2020 ('UKIM'), for capital expenditure as agreed in the approved application.

The MOU expects the Council to have the necessary governance and assurance arrangements in place and that all legal and other statutory obligations and consents will be adhered to, which may include, but not solely, subsidy control, equalities duties, procurement, health and safety and fraud. These requirements will be addressed as the schemes are developed and prior to the formal decisions being made on the agreements.

The development and delivery of these schemes may also impact upon the use of other specific powers for the local authority, for example delivery of housing and again these will be recorded at the appropriate stage as the schemes progress.

X The Monitoring Officer confirms they have been made aware of the above and any additional comments from them are below:

It is essential that good project management principles and governance are applied to these schemes, with particular attention to project scope, robust risk management and wider Board oversight and approvals.

The agreements with partners, whether Essex County Council or third parties must mirror the obligations set out for the Council, as the responsible body, in the Memoranda of Understanding with DLUHC.

FINANCE AND OTHER RESOURCE IMPLICATIONS

The combined total cost of those component projects making up the Clacton LUF Programme and Dovercourt CRP Programmes is £38,342,319. This is made up of the following:

Clacton LUF

The total bid to the Levelling Up Fund for the Clacton Civic Quarter was £19,958,224. This bid contained two component projects as follows:

Project 1 (Clacton Hub)

Total request to Levelling Up Fund: £3,102,985

Match Funding Contribution provided by ECC: £6,500,00

Total Project Costs: £9,602,985

Project 2 (Carnarvon Terrace):

Total request to Levelling Up Fund: £16,855,239

Match Funding Contribution provided by TDC: £2,078,500

Brownfield Land Release Funding: £420,000

Electric Vehicle Fund: £390,000 (not yet secured)

Total Project Costs: £19,743,739

Total Overall Clacton LUF Programme Costs: £29,346,724

Dovercourt CRP

The total bid for the Dovercourt Town Centre Improvement Corridor was £6,652,251. This bid contained 3 component projects as follows:

Project 1 (Harwich Library)

Total request to Levelling Up Fund: £500,000

Match Funding Contribution provided by ECC: £626,844

Total Project Costs: £1,126,844

Project 2 (Homes in Dovercourt):

Total request to Levelling Up Fund: £3,332,251

Match Funding Contribution provided by TDC: £216,500

Total Project Costs: £3,548,751

Project 3 (Public Realm):

Total request to Levelling Up Fund: £2,820,000

Match Funding Contribution provided by ECC: £1,500,000

Total Project Costs: £4,320,000

Total Overall Dovercourt CRP Programme Costs: £8,995,595

The scale of the funding ask across both bids was, in part, due to the bid incorporating construction cost inflation based on a construction cost analysis. Assumptions were also made in respect of the future values of completed commercial and residential property elements of the projects.

Large-scale projects bring with them a commensurate level of risk, with seemingly small percentage variances in costs having the potential to produce a significant financial impact on a project and so the Council. As such, projects at this scale require the sustained focus of the Council to mitigate the risk of inflation and potential cost over runs. The Council and its delivery partners will conduct further construction cost analysis to develop robust contingency plans.

Regular cost monitoring and risk assessment throughout the project lifecycle will be vital to identifying potential inflationary risks and proactively managing them.

Value engineering options will be included in design so that should costs rise projects can be completed within the existing budget by scoping down works, rather than additional funds being required.

Furthermore, both the Clacton LUF and Dovercourt CRP bids were based on high level project costs and financial forecasting assumptions that are now over 12 months old. More detailed and up to date projects costs and estimates are therefore required to ensure financial accuracy, enhance decision-making, improve cost control and foster stakeholder confidence.

Officers are currently working with delivery partners to carry out a review of project cost estimates and site investigations. Further accuracy to cost estimates will be possible once each project is designed in further detail. Ultimately, true market costs will be known with certainty at the point project tenders are received from contractors.

In terms of project resourcing, the Council's recruitment of an interim Capital Delivery Programme Manager across both the Clacton LUF and Dovercourt CRP Programmes has been paid for from Government funding given to the Council for the preparation and submission of the Clacton and Dovercourt bids. Permission has been received for this use of the remaining funding. Approximately £125,000 remains.

With regards the Clacton LUF programme, DLUHC has paid TDC its first capital grant of £1,400,665 in support of the project.

| | |
|----------|---|
| X | The Section 151 Officer confirms they have been made aware of the above and any additional comments from them are below: |
|----------|---|

The Section 151 Officer is aware of the content of this report and will sign off the MoU with Government for the Dovercourt CRP.

USE OF RESOURCES AND VALUE FOR MONEY

The following are submitted in respect of the indicated use of resources and value for money indicators:

| | |
|--|---|
| A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services; | Refer to Finance, Associate Risks and Mitigation. |
| B) Governance: how the body ensures that it makes informed decisions and properly manages its risks; and | Refer to Associated Risks and Mitigation. |
| C) Improving economy, efficiency and effectiveness: how the body uses information about its costs | Refer to Executive Summary, Reasons for Recommendations, Delivery Priorities, Equality Implications, Social Value Considerations, Other Relevant Considerations and Implications. |

and performance to improve the way it manages and delivers its services.

MILESTONES AND DELIVERY

The 2020 *RIBA Plan of Work* is an exemplary model for defining project stages from 0-7. The Clacton LUF and Dovercourt CRP schemes are currently at Stage 1 'Preparation & Briefing' as we prepare the project briefs to commission the work.

The key next stages are:

Stage 2: 'Concept Design': Commission architects and detailed cost plan

Stage 3 'Spatial Coordination'. Prepare and submit planning application

Stage 4. 'Technical design'. Prepare and submit building regulations application

Stage 5. 'Manufacturing and construction'. Construct building following planning conditions.

We will continue to update to Cabinet on the progress against the RIBA stages of the LUF and CRP schemes.

ASSOCIATED RISKS AND MITIGATION

Risk registers have been produced as follows;

- one each for the LUF and CRP programmes,
- one for each of the five individual projects, and
- an overarching risk register highlighting the 'top ten' risks across both LUF and CRP programmes, which is shown in Appendix 1.

The key risks are as follows:

Clacton LUF

1. 31 March 2025 delivery deadline for spend of the Government funding for the Clacton Civic Quarter scheme. Robust internal and external governance process, and regular engagement with Government will help to manage this risk. Further, the Council will aim to keep spend within the limits of matched funding from TDC and ECC ahead of signing the construction contract - where most of the spend, and so risk, will occur. The Council can decide ahead of signing the construction contract whether the spend deadline from Government is achievable at that point.
2. Additional land assembly. Acquisition and inclusion of further parcels of land in addition to what has been agreed in the bids, would open up additional development options that might justify a redesign of the projects, resulting in design and timeline changes, reprofiled delivery and overall project delay. Timely updates on any planned changes to the footprint of the schemes via the programme board are critical to ensure impacts of changes are minimised.
3. Project viability. Fluctuating market conditions and increased construction costs could impact the viability of the projects, meaning project costs inflate beyond budget, leading to financial pressures on TDC or ECC. Proportionate contingency was included in both bid submissions, and cost reviews for both schemes are planned early in the delivery process to monitor any potential impacts. Further, concept designs will include value

engineering so that projects can be scaled back (with DHLUC agreement) to keep within agreed budgets, rather than see costs escalate.

Project risks are to be constantly monitored through a systematic and ongoing process of risk identification, assessment, mitigation and monitoring. The risk register is a rolling item at the programme board, as regular communication and reporting on the status of risks to all project team members, stakeholders and sponsors is essential to effective delivery.

The delivery agreement with ECC will also look to set out risk sharing between ECC and TDC.

EQUALITY IMPLICATIONS

New EQIAs have been developed for both bids and are intended to be living documents which are updated throughout the scheme.

Key findings for both the LUF and CRP programmes of work were the potential impacts, both positive on negative, on people with the following protected characteristics; age, disability. Potential impacts were as follows:

Clacton Civic Quarter:

Carnarvon Terrace: provision of predominantly one-bed properties meets the needs of elderly couples/single people on the housing register in Clacton. This could further free up larger family size homes needed elsewhere on the housing register. A rationalised car park will provide safer, easier access to the town centre with increased natural surveillance. Homes built will be adaptable as per existing housing stock to make each unit as appropriate for its resident/s as possible. There are no ground floor residential units planned but accessibility across a range of disabilities will be factored in at design stage in terms of the safety of the building, but also the comfort of its residents. Improvements to the car park will make the town centre more accessible to those with disabilities with a new pedestrian entrance/exit making journeys shorter for those with mobility issues.

Clacton Hub: the new library facilities will include a reliable lift, an improvement on the current offer, and as part of the standard ECC Library facilities (e.g. Read Well) there will be resources available for disabled people to access.

Dovercourt Town Centre Improvement Corridor:

Homes in Dovercourt: each housing unit provided at the development will have the flexibility to be adapted with disability assistance aids if required by the tenant/s, although the townhouse design may not be appropriate for those with age or health related mobility issues in the long term. However, TDC's Draft Housing Strategy 2019-2024 shows that 415 households (26%) on the housing register have a physical or mental health condition made worse by their housing, which this provision would move to address.

Harwich Library: as part of the standard ECC Library facilities (e.g. Read Well) there will be resources available for disabled people to access.

Public realm: Improvements to street scene and public realm will increase accessibility for disabled people.

Consultations on proposed designs will take place for both schemes to further understand any issues affecting people with a range of disabilities and to make adaptations where required.

SOCIAL VALUE CONSIDERATIONS

TDC has entered into a Service Level Agreement (SLA) with ECC to undertake its procurement process, with TDC contributing a fee to ECC to deliver key procurement activities and enable TDC access the wider capacity and knowledge of the ECC in-house team.

The Council recognises its responsibility to carry out procurement activities in an environmentally and socially responsible manner and in doing so Officers must aim to conduct procurement activity which:

- contributes to improving standards of living, stronger communities and opportunities for sustained employment for the people of Essex (including apprenticeships and strengthening civil society)
- promotes environmental and community benefits;
- opens up opportunities for Essex businesses, including Voluntary and Charitable Sector organisations;
- promotes fair employment practices and workforce welfare;
- ensures the Council's obligations under the Equality Act 2010 are discharged appropriately through our service providers and their supply chain;
- supports economic growth and regeneration; and
- encourages a diverse range of suppliers to tender and give equal opportunities to suppliers operating in different sectors and owned by under-represented groups

IMPLICATIONS FOR THE COUNCIL'S AIM TO BE NET ZERO BY 2030

Consideration has been given, both during application stage and now moving to project delivery, to how this suite of projects will impact the environment and how the projects contribute to the Council's wider commitment to become net zero carbon (of Scope 1 & 2 emissions) by 2030 as laid out in the Tendring Climate Emergency Action Plan 2020 – 2023.

Projects were chosen which will directly impact carbon output, including the increase in provision of EV Chargers in Clacton which will support residents to move to hybrid/electric vehicles in line with the Government's wider commitment to stop sales of diesel/petrol-only cars/vans from 2030. The demolition and rebuilding of Carnarvon House and the current Clacton Library site will enable lower carbon features to be included in the newly designed buildings, and the refurbishments at Harwich Library, although primarily focussed on extending the available space within the site, will also allow for environmentally friendly adaptations to be included. Furthermore, the multi-use shared space options provided at both libraries as a result of this work allow for a reduction in overall carbon emissions; shared spaces tend to use less heating/electricity/other resources, reduce the need for travel between sites, and can encourage use of public transport to use the facility.

Residential properties in both Dovercourt and Clacton will be sensitively designed to combine the existing built environment with modern environmentally friendly features. Improvements to public realm in Dovercourt specifically will make the space more pedestrian friendly, with widened pavements and works to the Kingsway junction not only improving visitor experience and increasing dwell time but allowing for healthier and more environmentally friendly active travel facilities. Improvements to public realm outside the train station at Dovercourt will encourage increased train use into the town, and similarly the projects' proximity to the train station in Clacton could similarly be served by trains. This aspect has been balanced with the

continued need for parking, which is included in the Clacton LUF project but in Dovercourt has been maintained through the separate capital regeneration work at the former Starlings site to maintain provision.

OTHER RELEVANT CONSIDERATIONS OR 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.

| | |
|-------------------------------------|--|
| <p>Crime and Disorder</p> | <p>Both projects include the provision of additional community services and improved visual amenity, which will contribute to the reduction of crime through increased natural surveillance. Rationalised access points to the car park will also provide this, and will ensure people feel safer walking through the space in the evening, especially women, who can feel particularly vulnerable.</p> <p>The Carnarvon House site was an existing crime hotspot in Clacton, and redeveloping this site aim to decrease crime directly.</p> |
| <p>Health Inequalities</p> | <p>Both projects contain schemes which will have a positive impact on health inequalities including access to housing, education, jobs, and public services.</p> <p>The completion of both projects will result in the provision of housing in two of the most deprived areas in the District, in areas which have demand on the housing register. TDC's Draft Housing Strategy 2019-2024 shows that 415 households (26%) on the housing register have a physical or mental health condition made worse by their housing, which this provision would move to address.</p> <p>Through investment in libraries and skills provision, both projects also aim to increase access to training and employment, through structured courses and access to IT systems.</p> <p>Both projects also include mixed use space with flexible access for public sector partners. This provides opportunities for joined up working between organisations, which can improve and simply access to services for residents.</p> <p>The Clacton Hub also includes space for the University of Essex to establish a presence. The different aspects of the University offer will result in collection of data and insights on coastal communities, which will benefit wider health and wellbeing decision making. There will also be skills and training opportunities for residents.</p> |
| <p>Area or Ward affected</p> | <p>Clacton Civic Quarter: Pier Ward, when delivery begins</p> <p>Dovercourt Town Centre Improvement Corridor: Harwich & Kingsway Ward, when delivery begins</p> |

PART 3 – SUPPORTING INFORMATION

BACKGROUND

The Council's Corporate Plan 2020-24 is committed to developing vibrant town centres and public spaces to be proud of, building and managing its own homes and offering joined up public services for the benefit of or residents and businesses. To this end, the Council published the 'Love Clacton' Plan in 2020 and 'Dovercourt Revisited' in 2019 that outline proposals for town centre regeneration.

The Council submitted two applications in August 2022 to Round Two of the Levelling Up Fund: £19,958,224 for the Clacton Civic Quarter, and £6,652,251 for Dovercourt Town Centre, as the projects that best fit these Government funding opportunities from the Love Clacton and Dovercourt Revisited proposals.

Both bids were developed jointly with Essex County Council, who allocated resource to develop the bids, own land and buildings within three of the projects, and has committed £8m of matched funding to the delivery of both bids.

Clacton LUF

- The Clacton Civic Quarter bid requested £19.960m for two projects.
- 1. Carnarvon Terrace is proposed to be 28 new homes in three blocks built along Carnarvon Road: one block of 11 social homes and two blocks for sale. The ground floor of each block will provide new offices or shops. The Council will remodel the carpark and install up to 30 EV chargers. A covered market of 'maker spaces' will be built.
- The 'maker spaces' will provide space for emerging local businesses and a new retail offer for the town centre, which will increase day time activity and complement existing shops. The improvements to the carpark, including new electric car charging points will be a draw that further supports visitors to the town centre and the seafront. The provision of 28 flats, 11 of which will be affordable / social housing, seek to address the lack of affordable housing provision in the area. Within the district, the biggest demand for affordable housing is for 1 or 2 bedroom properties in Clacton.
- 2. Clacton Hub will redevelop the existing ECC library site to make provision for a new library and Adult Community Learning centre with additional flexible space including proposals to bring the University of Essex to Clacton for the first time.
- The University of Essex will be part of a new skills and education hub in Clacton, setting up base in the town to create a Centre for Coastal Communities. The exciting new site will provide access to a range of new learning opportunities for local people, while retaining important community elements, including the local Museum.
- The Clacton LUF plans are based on many years of preparation. The successful Round Two Levelling Up Fund Bid is based on an unsuccessful Round One bid, which itself is based on a 2020 Future High Streets Fund bid, that whilst not it did not win funding, did provide the underlying vision, project development and consultation for the successful Clacton LUF bid.
- Government told the Council it had been successful on 19 January 2023. Cabinet agreed on 17 March 2023 to accept the £19.960m awarded to the Council and to authorise the S151 Officer to sign the associated MOU in consultation with the Corporate Director Place & Economy and Portfolio Holder for Business and Economic Growth.
- The Council and the Government have now signed the MoU. This denotes an agreement to proceed and that the allocation of funding to the Council has passed the Government's subsidy control tests.
- The Council also agreed the use of up to £0.250m from the Council's existing Levelling Up Fund Budget of £2.291m to support the development of the scheme for Clacton and to

approve a delegation to the Corporate Director Place & Economy in consultation with the Portfolio Holder for Business and Economic Growth to agree any associated expenditure.

Dovercourt CRP

- Government notified the Council in January 2023 that its Dovercourt Town Centre Improvement Corridor bid was unsuccessful for LUF, but on 15 March 2023 Government announced the bid was successful in a sister fund, 'Capital Regeneration Projects' (CRP).

The funding from Government comprises:

1. Kingsway improvements: A major investment into the appearance of Dovercourt Town Centre to improve the visitor experience and support local businesses.
 2. Learning and library project: The Adult Community Learning skills centre will return to Dovercourt town within a refurbished library, increasing the opportunities for residents to benefit from courses locally.
 3. Homes in Dovercourt: Demolish an out-of-date multi-storey carpark at Milton Road and build nine new, well-built social homes.
- The Council has received an MOU for the Dovercourt CRP, which it needs to sign and return to Government, who will then sign it in turn to confirm the funding. Government requires funding for the Dovercourt CRP scheme to be spent by March 2026, as TDC were not informed of the funding allocation until March 2023.

Proposed Delivery Approach

The Council is the responsible authority for Clacton LUF and Dovercourt CRP. The Council will programme manage the overall Clacton LUF and Dovercourt CRP schemes, reporting to the member-led Regeneration Board through the officer-led LUF Delivery Programme Board, and ultimately to Government. These Boards have joint membership from the Council and ECC.

The Council recognises the substantial scale of the LUF and the CRP schemes in relation to size of TDC as an authority. As a result, the Council proposes to engage with Essex County Council (ECC) to support delivery, while retaining the right level of oversight and control for the Council through agreements. A decision on this delivery approach is subject to the approval of ECC through their governance process.

The Council is currently drafting Heads of Terms for the agreements with ECC, which would ensure the obligations on the Council in the MOUs with Government are discharged.

The Council will commission the two projects where it owns the land and runs services, which are Carnarvon Terrace (Clacton LUF), and Homes for Dovercourt (Dovercourt CRP).

Under the proposed delivery approach with ECC, the Council would sign an agreement with ECC to deliver these two schemes, drawing on the expertise of the County Council's housing team. Further, the Council would sign grant agreements with ECC to commission and deliver the three projects where ECC own the land and run services, which are Clacton Hub (Clacton LUF), and Harwich Library and Kingsway (Dovercourt CRP).

Given the scale of the projects, managing financial risk will be a key consideration. It is proposed that through the design stage options for sufficient value engineering will be developed so that were costs to escalate, reduced schemes could be delivered that complete the projects within the current agreed cost envelope. Any changes to schemes are subject to approval by Government.

It is also recognised that the majority of spend on capital projects takes place at the point at which building work commences. The Council will review funding and delivery schedules ahead of signing legal agreements with contractors to start building to ensure that any financial risk to the Council is managed effectively.

As the ECC is a local authority and the projects are not developed to make a surplus, the Council is able to enter directly into an agreement with ECC to progress these five schemes.

The Council is updating the project plans submitted within the Dovercourt and Clacton bids to recognise this proposed approach to delivery and will work with ECC, subject to their approval, on revising the costings within the bids.

It is acknowledged that, in the Cabinet Report agreed 17th June 2022, the intended governance route included Cabinet and Full Council approval before contracting with Government. However, in light of the straitened timescales available, the March 2023 Cabinet Report recommended acceptance of the allocation via signature of the MoU but did not seek to secure approval on decisions on specific spend.

Lessons Learned

The Council has undertaken lessons learned reviews from similar projects, including the Jaywick Starter Homes project, and the Jaywick Sunspot project.

Key learning points include:

- Need for completion of full ground surveys and feasibility before committing to construction procurement, and ensure top quality advice is obtained
- Ensure costing estimates incorporate site specific matters, including but not limited to contamination and design
- Ensure continued communication within the programme team, and ensure team members feel confident in raising concerns
- Conduct robust gateway reviews which include cost evaluations
- Ensure appropriate contingency funding is included
- Consider the differences in provision of subsidised housing and commercial viability

These learning points will be drawn on as the Council delivers the LUF and CRP schemes.

PREVIOUS RELEVANT DECISIONS

[Decision - Procurement Exercise To Secure A Levelling Up Bid Consultant](#)

[Decision - Levelling Up Fund: Procurement of Consultants](#)

Round one

[Decision - Levelling Up Fund - Clacton Town Centre \(tendringdc.gov.uk\)](#)

[Decision - Cabinet Members' Items - Report of the Business and Economic Growth Portfolio Holder - A.2 - The 'Levelling Up Fund' - Proposed Bid for Clacton Town Centre \(tendringdc.gov.uk\)](#)

[Issue details - Clacton Town Centre: Bid to the Levelling Up Fund \(tendringdc.gov.uk\)](#)

BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

[Levelling Up Fund Round 2 Prospectus](#)

[Regeneris Report \(tendringdc.gov.uk\)](https://www.tendringdc.gov.uk)

[Cabinet Report 25 June 2021](#)

[Agenda Report Pack for Cabinet - Friday, 25th February, 2022 - contains Corporate Priorities for 2022/23](#)

[Cabinet Report 17 June 2022](#)

[Cabinet Report 17 March 2023](#)

APPENDICES

Appendix 1: Images

Appendix 2: Risk Register

REPORT CONTACT OFFICER(S)

| | |
|------------------------|---|
| Name | Lee Heley |
| Job Title | Corporate Director – Place and Economy |
| Email/Telephone | Lheley@tendringdc.gov.uk 01255 68 6006 |

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CLACTON

1. Public Sector Hub and Skills Centre
2. Carnarvon Terrace

DOVERCOURT PROJECTS

1. Kingsway improvements
2. Skills and library scheme
3. Milton Road homes



Figure 4.22: Location plan

Appendix 1: Pictures and diagrams of the projects

1 Station Plaza



Existing view of corner plot opposite station



Figure 4.22: Location plan



Figure 4.21: Sketch of Dovercourt Welcome Plaza with a new tree surrounded by a circular bench and feature lighting



Existing view of Dovercourt Station

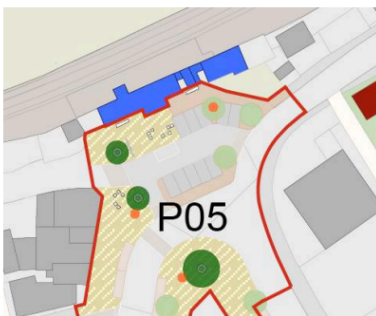


Figure 4.24: Sketch of station plaza proposals, including footway build-outs, formalised parking and drop-off, tree planting and seating

2 Skills centre in library refurbishment



3 Milton Road Scheme



Existing view of Milton Road car park



Figure 4.6: Location plan



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APPENDIX 2: Risk Register

| Risk Name | Risk Category | Short Description | Full Description | Consequences | Pre mitigation impact | Pre mitigation likelihood | Pre mitigated total score | Mitigations |
|-------------------------------|------------------------------|---|---|--|-----------------------|---------------------------|---------------------------|--|
| 31 March 2025 Deadline | Poor Policy Design | inflexibility on delivery deadline | following review of cost profiling and timing, schemes are not deliverable by 31 March 2025 | consequences are dependent on DLUHC flexibility regarding current deadline - DLUHC position on this is currently unknown | 6 | 3 | 18 | robust internal and external governance processes |
| Obtaining Planning Permission | Public objections or Appeals | delay in obtaining planning | Obtaining planning can be time-consuming and requires successful engagement with local residents, landowners and businesses, highways teams and the planning authority. | delays to programme, changes needed to design of schemes, possible increased expenditure | 3 | 2 | 6 | regular engagement with TDC planning team, and planned engagement with local community |
| Project Viability | Rising Costs | cost inflation impacting project's budget and | fluctuating market conditions and | project costs inflate beyond budget, leading to reduced | 4 | 3 | 12 | proportionate contingency included in bid |

APPENDIX 2: Risk Register

| | | | | | | | | |
|----------------------|-----------------------|---------------------|---|--|---|---|---|---|
| | | financial viability | increased construction costs impacting the viability of the project | scope and delays. | | | | submission, cost reviews for both schemes planned early in delivery process - cost rises can be monitored but TDC / ECC cannot impact them |
| Subsidy Control | Regulatory | subsidy control | TDC compliance with subsidy control requirements for private residential sale element of Carnarvon Terrace scheme within the Clacton Civic Quarter programme. | depending on nature of issue, could result in return of funds, changes to project, or delays to scheme | 3 | 2 | 6 | early engagement with TDC and ECC regarding legal, governance, and procurement requirements. Due diligence on ECC / Essex Housing. Formal delivery agreement. |
| Partnership with ECC | Delivery Partner Risk | ECC partnership | partnership with ECC dissolves, partner does not deliver in | delivery of both projects in bid severely impacted, causing delays | 6 | 1 | 6 | TDC and ECC have existing working relationship; ECC |

APPENDIX 2: Risk Register

| | | | | | | | | |
|-------------------------------|---------------------------------|---|--|--|---|---|---|---|
| | | | terms of time / scope | and failure to deliver | | | | integrated into LUF programme board, ECC were part of bid |
| Local Stakeholder Perceptions | External Stakeholder Management | inappropriate comms and PR leading to a lack of community support | comms risk around local perceptions of outputs of projects - residents unhappy with scheme / negative PR | risk of objections at planning stages, project delays, reputational risk | 4 | 2 | 8 | comms engagement and marketing strategy being developed to keep local people informed throughout project progress, new councillors will be briefed following the election |

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