

Key Decision Required:	Yes	In the Forward Plan:	Yes
-------------------------------	------------	-----------------------------	------------

CABINET

20 MARCH 2020

**JOINT REPORT OF THE LEISURE & TOURISM AND BUSINESS & ECONOMIC GROWTH
PORTFOLIO HOLDERS**

A.7 TENDRING HERITAGE STRATEGY

(Report prepared by William Fuller)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT
The purpose of this report is to present the Heritage Strategy consultation responses, and to seek Cabinet’s agreement to amend and adopt the Strategy.
EXECUTIVE SUMMARY
<p>Tendring’s Heritage Strategy aims to promote the protection and celebration of the area’s rich history, predominantly contained within its historic environment, and enhance the positive contribution it makes to the lives of those people living in and visiting the District. This is reflected in the vision on which the Strategy has been developed:</p> <p>‘The unique heritage of our district provides a rich, often hidden landscape that informs what it is to live here in the 21st century. This strategy identifies those historic features and aims to celebrate and enhance the heritage of Tendring’.</p> <p>The Strategy promotes a holistic and collaborative approach to the management of heritage. It draws together existing Council strategies, priorities and approaches in order to identify areas within Tendring with significant heritage and provide a basis for future management and identification of opportunities for enhancement. To deliver the Strategy a partnership approach between the Council, its partners and key stakeholders will allow for the full potential of Tendring’s heritage to be realised.</p> <p>The Heritage Strategy has been the subject of a seven week public consultation event that ran from Monday the 18 November 2019 to Friday the 3 January 2020. Engagement with the consultation was positive with many helpful suggestions for additions and amendments made by local organisations and individuals. Whilst the consultation was not a statutory exercise, the uptake from technical stakeholders, organisations and individuals was significant. The Heritage Strategy itself can be found at Appendix 1 of this report and the full list of representations received and commentary can be found at Appendix 2.</p> <p>The key amendments to the Strategy include:</p>

- The inclusion of a Local Priorities section within the Strategy,
- The promotion of a 'Cultural Partnership',
- Amendments to the Archaeology section,
- Clearer links between heritage and the economy of Tendring,
- The insertion of a Vision for the Strategy,
- Numerous minor amendments to text and photographs to aid clarity.

The strategy is aligned with the emerging Creative & Cultural and Tourism strategies which, taken together, will provide a platform to achieve a renewed focus on Tendring's inherent strengths and assets in these sectors. Moving forward it is intended that actions to deliver the objectives of the three strategies will be jointly developed, with partners and potential external funders, to maximise investment and positive outcomes across the District.

RECOMMENDATIONS

It is recommended that Cabinet:

- 1) **notes the outcomes of the Heritage Strategy consultation attached at Appendix 2;**
- 2) **considers and approves the changes to the Heritage Strategy suggested in this report;**
- 3) **adopts the Tendring Heritage Strategy attached at Appendix 1; and**
- 4) **notes that actions to deliver the Creative and Cultural Strategy will be developed as part of annual Departmental Service Plans.**

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

The Heritage Strategy 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 a Heritage Strategy will assist in attracting external funding for heritage related activity in the District. Potential sources of funding include:

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

Risks: The adoption of a heritage strategy 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 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.

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

PART 3 – SUPPORTING INFORMATION

BACKGROUND AND CONSULTATION PROCESS

Heritage strategies allow all aspects of the historic environment to be identified and considered within one document. They cover physical heritage that we can see and interact with as well as intangible heritage such as traditions, events, culture and character. A heritage strategy explores and celebrates the unique heritage of an area and encourages an holistic, collaborative approach to its conservation, enhancement and enjoyment.

Tendring has over 1000 designated heritage assets and many other historic buildings and archaeological features of interest. The purpose of this Strategy is to provide a platform to promote all of these heritage assets, understand the people who value them and enhance the manner in which they can be conserved and appreciated. This will create a robust base of knowledge to inform their future conservation and enjoyment. By providing this base of understanding of the heritage assets and their stakeholders in Tendring, the Heritage Strategy will allow for Tendring District Council to identify key themes which relate to its heritage and to develop a targeted action plan with clear aims and outputs to support Tendring's heritage.

The draft Heritage Strategy was published for a 7 week period of consultation and ran from Monday the 18 Nov 2019 to Friday the 3 Jan 2020. Statutory bodies, national and local amenity societies, including town and parish councils were consulted. Communication included posters, social media, surveys and a drop-in exhibition on the afternoon and evening of the 3rd December 2019 at the Council offices in Weeley. It was attended by members of Tendring's local history groups, residents and professionals. The consultation asked participants in the process to consider:

- What makes Tendring unique, and how can this be celebrated?
- Why do people visit Tendring?
- What threats face Tendring's heritage?
- Do you think this document outlines these key aspects of Tendring's heritage, and does it provide a baseline for future promotion?

The draft Heritage Strategy for Tendring 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 or directly to officers following the meeting would be submitted as part of the consultation process.

THE STRATEGY AT A GLANCE

Tendring's Heritage Strategy aims to promote the protection and celebration of the area's rich history, predominantly contained within its historic environment, and enhance the positive contribution it makes to the lives of those people living in and visiting the District. This is reflected in the vision on which the Strategy has been developed:

'The unique heritage of our district provides a rich, often hidden landscape that informs what it is to live here in the 21st century. This strategy identifies those historic features and aims to celebrate and enhance the heritage of Tendring'.

The strategy is organised into two parts:

Part One: The Baseline

This section explores the historic development of Tendring, and identifies existing heritage assets, sites and resources. It covers the physical heritage of Tendring in the form of the historic environment, and includes archaeology, buildings, settlements, landscapes, archives and artefacts. It also creates a comprehensive list of the people who are involved in looking after the historic environment today.

Part Two: Assessment and Strategy

This section draws on the findings of Part One to identify key issues and opportunities within Tendring. It addresses key issues facing Tendring's heritage, and propose actions to preserve and protect it for the future. This section can be updated independently of the baseline to respond to arising needs, and to allow the Action Plan to be revised. A case study of Harwich's historic core is included to demonstrate how objectives can be applied to the historic environment using a methodology that could be replicated elsewhere in Tendring.

The Strategy promotes a holistic and collaborative approach to the management of heritage. It draws together existing Council strategies, priorities and approaches in order to identify areas within Tendring with significant heritage and provide a basis for future management and identification of opportunities for enhancement. To deliver the Strategy a partnership approach between the Council, its partners and key stakeholders will allow for the full potential of Tendring's heritage to be realised.

CONSULTATION AND PROPOSED CHANGES TO THE DRAFT STRATEGY

The Heritage Strategy has been the subject of a seven week public consultation event that ran from Monday the 18 November 2019 to Friday the 3 January 2020. Engagement with the consultation was positive with many helpful suggestions for additions and amendments made by local organisations and individuals. Whilst the consultation was not a statutory exercise, the uptake from technical stakeholders, organisations and individuals was significant. The Heritage Strategy itself can be found at Appendix 1 of this report and the full list of representations received and commentary can be found at Appendix 2.

A complete list of the comments received and the responses made can be found at Appendix 2. A summarised list is given below of the key points.

Statutory Bodies

Two Statutory Bodies responded to the public consultation; Historic England and Natural England. Their comments and summarised below.

Historic England (HE) – A comprehensive representation to the Strategy details a number of points of clarity and legibility. The key points are noted below:

- Comments around the wording of the Vision and its location within the Strategy
- Many minor rewording of text to clarify what is meant are suggested
- Amendment to map to show railway lines and amendment to timeline are suggested.
- Different photographs that link better to the text are suggested.
- Clarity required around LPAs designating conservation areas.
- Further links between heritage and the economy are required.
- Note made that it is the LPA that identify conservation areas at risk.
- Request to include 'Heritage Schools' programme.
- Strong support is given to the assessment of the conservation areas at risk
- Establishment of a 'Cultural Partnership'* within the Strategy.
- Historic training courses are welcomed and Historic England's own courses are noted.
- Further bodies are noted for grant funding,

Response in order of points raised:

- Text for Vision now provided and location changed.
- A number of small change are provided to add clarity to the Strategy
- Amendments to map and timeline are made.
- Amendments are made to the photograph in the Strategy.
- Amendment made to show it is LPAs that designate conservation areas.
- Links between heritage and the economy reinforced.
- Amendment made to show that it is the LPA that identify conservation areas at risk.
- Heritage Schools programme is now mentioned.
- Noted
- The Cultural Partnership is added to the action plan.
- Noted
- Grant funding bodies are added.

Natural England (NE) – No objection to make about the Strategy.

Response - Noted

Town and Parish Councils

Six of the District's Town and Parish Councils made representations on the Heritage Strategy. Common issues were raised which can be summarised as:

- A number of the Town and Parish Councils requested that specific buildings or features were referred to in the Heritage Strategy. Attention was also brought to landscapes in each Parish and walking routes.
- A number of Parish Councils made representations about points which did not have a heritage focus. Issues include lowering speed limits and issues around rubbish and recycling.
- Many Parish Councils wanted to see a more tangible connection with the Council's Heritage Officer.
- The exact extent of conservation areas was queried.

- Questions were raised as to how Section 106 contributions could be used for heritage projects.
- A number of Town and Parish Councils made comments which fact check the Strategy from the perspective of someone actually living in the District. These include the fact that the Thorrington Tide Mill has now been sold.

Response in order of points raised:

- All buildings raised by Town and Parish Councils with historic merit have now been specifically referred to.
- As these issues were not heritage focused, they cannot be considered within the Heritage Strategy.
- An action is included within the Strategy promote communication on heritage issues between Council officers and parish and town councils.
- More detail as to the extent of conservation areas will be given.
- Section 106 contributions can in some cases be used for heritage projects but proposals must be considered individually on their merits to ensure compliance with the CIL regulations.
- These local focused fact checking comments are very welcome and changes were made to the Strategy accordingly.

Local Groups and Developers

Essex Society for Archaeology and History (ESAH) - A comprehensive representation to the Strategy details a number of points of clarity and legibility. The key points are noted below:

- A number of minor points of clarity are suggested.
- Comments raised in regard to what makes Tendring's archaeology distinctive. Specific regard needs to be given to Middle Bronze Age pottery at Ardleigh.
- Concerns that the ring ditches are not shown within the aerial photographs
- Concerns that non-designated assets (particularly archaeological sites) are under-represented.
- Further reference is needed to threats to heritage and archaeology
- ESAH request to be added to the societies and groups page

Response in order of points raised:

- Suggested points of clarification are incorporated into the Strategy. Additions and changes made to the archology section.
- These ring ditches are not specific to Tendring and the copyright is not owned for such pictures.
- Non-designated archaeological sites now mentioned.
- Threats now provided.
- ESAH added to the societies and groups page.

City and Country – A detailed representation was received. The principle points raised are:

- Greater note should be taken of notional planning policy within the Strategy
- Use 'conservation' rather than 'preservation'
- Clearer links should be made between heritage and the economy.

- A number of comments on the suitability of pictures within the Strategy
- References should be made to the St Osyth Museum and History Group.
- Concerns that the actions are not SMART

Response in order of points raised:

- The Strategy already contains sufficient reference to national policy
- Changes made to 'preservation'
- Further detail on the economic benefits given
- Pictures amended
- The museum and group have been added
- Monitoring of the actions by the Council will need to be carefully considered

The Grand Theatre of Lemmings – The theatre would like to be specifically mentioned within the Strategy due to their cultural work and links to the Mayflower Project. Concerns were raised over the lack of a lead on the Heritage Strategy project and the lack of a Heritage Champion. The aspiration to provide courses from the theatre is raised

Response –The theatre is now included within the Strategy. There is a lead for the Heritage Strategy and the possibility of heritage courses being hosted at the theatre will be considered.

Members of the Public

A suggestion was made to include information about the Suffragette movement in Clacton. The siting of blue plaques to honour notable men and women who have lived or worked in buildings across the District was also requested. The point around Suffrage has now been added to the Strategy in text and pictures. An action has been added to investigate the possibility of a blue plaque scheme.

Further comments were raised around the links between Parishes and TDC's Heritage Officer and a perceived lack of literature about heritage development in the District. Action points are proposed to continue to provide conservation advice through the series of "Conservation in Tendring" booklets and also to promote targeted training courses with parish and town councils.

The potential for planning enforcement action in relation to historic buildings and in conservation areas was raised. The use of enforcement powers is included as an action to help safeguard buildings and other heritage assets.

Comments were made regarding the loss of the Victorian street lights along the seafront in Clacton. Exploring options for the restoration or sympathetic reinterpretation of these lights is included as an action in the Local Projects section of the Strategy.

A number of comments made were not related to the Heritage Strategy, these issues have been collated separately and will inform other projects where possible.

Comments from Councillors

A number of comments were made by Members during and after the Local Plan and Planning Policy Committee that considered the draft Heritage Strategy. These have helped to shape the revised strategy and, in particular, have informed the introduction of a 'Local Projects' section. The local projects proposed are investigating the street lamps at the seafront in Clacton-on-Sea, considering

the future of the Walton Maritime Museum and supporting the development plan for Brightlingsea Lido.

CONCLUSION

Taking account of the recommended changes to the Heritage Strategy mentioned above, Cabinet are asked to adopt the Tendring Heritage Strategy.

APPENDICES

Appendix 1: Tendring Heritage Strategy
Appendix 2 – Consultation responses

BACKGROUND DOCUMENTS

None