

COMMUNITY LEADERSHIP OVERVIEW AND SCRUTINY COMMITTEE

30 MARCH 2026

REPORT OF ASSISTANT DIRECTOR (CORPORATE POLICY AND SUPPORT)

A.2 COMMUNITY GOVERNANCE REVIEW FOR CLACTON-ON-SEA, HOLLAND-ON-SEA, AND JAYWICK SANDS – PHASE II CONSULTATION AND FINAL RECOMMENDATIONS TO COUNCIL

PURPOSE OF THE REPORT/INQUIRY

The report reminds the Committee of the approved terms of reference for the Community Governance Review of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands and its implementation to this point. The Committee is also advised of the outcome of the Phase II consultation exercise (Stage 4 in the Terms of Reference Timeline) as part of that Review (including the expenditure incurred to date).

The report builds on that presented to the Committee on 17 November 2025 with the outcome of the Phase I consultation exercise. That exercise revealed that 74% of elector respondents across the review area thought it was wrong that the whole area was still unparished. There was over a 7% response rate from electors across the review area. Stakeholder respondents likewise thought it was wrong that the area was unparished. The option for parishing the area that gained the most support (44% of elector responses) was three separate parish councils for the three separate communities. In Jaywick Sands and in Holland-on-Sea over 50% of elector responses were in favour of separate parish councils.

This report, through its appendices, sets out the views of respondents on the basic principle of establishing parish councils and then on what the arrangements for those councils could/should be.

Taking account of the two Phases of consultation, the Committee is invited to approve its final recommendations to Council around the creation of separate Parishes, for the three communities referred to, with effect from 1 April 2027. A series of further final recommendations from the review are then set out to meet the requirements of Part 4 of the Local Government and Public Involvement in Health Act 2007 (“the 2007 Act”) for such reviews. Proposed steps up to the elections to the possible three Parish Councils, in May 2027, are then provided to the Committee to consider.

SCOPE - THE AIMS AND OBJECTIVES OF THE REPORT

The aim of the report is to inform the Committee of the current point in the community governance review process and the outcome of the Phase II consultation. At this point, it is for the Committee to determine the recommendations to be submitted to Council in respect of the conclusion of the review.

This supports the Committee in its constitutional role in respect of Community Governance Reviews (as set out at Article 6.02 of the Council’s constitution – as follows):

“The Community Leadership Overview & Scrutiny Committee, in accordance with Section 9F (d) and (e) of the Local Government Act 2000 (as amended) will also perform the functions relating to community governance reviews as provided for by Part 4 of the Local Government and Public Involvement in Health Act 2007 (“the 2007 Act”) where those functions have been delegated to the Committee by full Council (as set out in Part 3 Schedule 2 Responsibility for Council (Non-Executive) Functions).

In performing its delegated functions, the Committee is required, by section 100(4) of the 2007 Act, to have regard to the guidance which is issued by the Secretary of State, under section 100(1) and (3), and the LGBCE under section 100(2) of the same Act.”

INVITEES

Steph Robinson (Chief Executive Officer) Michelle Harper (Member Support) – Essex Association of Local Councils) (“EALC”)

BACKGROUND

The Community Governance Review (CGR) for Clacton-on-Sea, Holland-on-Sea, and Jaywick Sands began on 1 July 2025, as a consequence of the publication of the Terms of Reference for that Review.

By way of reminding the Committee of the chronology around the governance process for the CGR, the following is provided:

- 21 October 2024 – Motion at Full Council seeking a report setting out the process for undertaking a CGR in the review area.
- 15 November 2024 – Report to, and approval from, Full Council for the CGR to be undertaken based on draft Terms of Reference, designation of the Community Leadership Overview and Scrutiny Committee as the oversight Committee for the CGR and authorisation of the Chief Executive to update the Terms of Reference and publish these on 1 July 2025.
- 20 December 2024 – Approval of funding of £48K by Cabinet to meet the anticipated costs of the CGR (subject to a review being undertaken to ensure this would be sufficient).
- 17 June 2025 – Report to and decision of the Community Leadership Overview & Scrutiny Committee for the proposed commencement of the CGR and reference to the Cabinet in respect of an increase in the budget for the CGR to £68K. The Committee also approved a date for its review of the outcome of the first stage of consultation and preparation for the next phase. This was originally scheduled for 20 October and was, subsequently, rearranged to 17 November 2025.
- 27 June 2025 – Decision of Cabinet to accept the revised budget for the CGR and authorise expenditure up to £68K on the CGR.
- 1 July 2025 – Formal decision of the Chief Executive to publish the Terms of Reference for the CGR and thereby commence the review process.
- 1 July to 30 September 2025, Phase I consultation undertaken to seek views on whether people thought parishing was right now and whether parishing should be on a one, two or three parish basis.
- 17 November 2025, this Committee received the outcome of the Phase I consultation and approved draft recommendations based on possible separate parishing for the three communities based on the views from the Phase I consultation and to commence consultation on those recommendations.

The review aims to determine whether new parish or town councils should be created for these areas, which are currently the only unparished parts of the District. Together, they include around 30,000 properties, 44,000 registered voters and many other stakeholders (including voluntary and community organisations) in the review area.

RELEVANT CORPORATE PLAN THEME/ANNUAL CABINET PRIORITY

The Corporate Plan 2024-28 has a central theme around community leadership, and the Council is undertaking this role in placing the issue of community governance in front of local electors and others with an interest in the review.

DESIRED OUTCOME OF THE CONSIDERATION OF THIS ITEM/INQUIRY

- To note the update provided in respect of the CGR to this point (including the expenditure incurred);
- To receive and consider the outcome of the Phase II consultation under the CGR;
- To confirm that, taking account of the outcome of the two phases of consultation, final recommendations be submitted to Council on 2 June 2026 for the creation of the separate parishes of Clacton-on-Sea, Holland-on-Sea and West Clacton & Jaywick Sands with individual Councils for each, with effect from 1 April 2027.
- The final recommendations arising from the CGR need to address matters required by the provisions of Part 4 of the 2007 Act and the Committee is invited to approve these based on the views of local electors and stakeholders in the three community areas.
- In order to move from any decision to create new parishes and Parish Councils to their establishment and new Parish Councillors taking up post, further recommendations are set out for the Committee to determine and submit if satisfied. These include financial options.

DETAILED INFORMATION

Consultation & Engagement

The Phase I consultation and engagement with the general public and stakeholders commenced on 1 July 2025 and ran until 30 September 2025. In that period, a range of steps were taken to bring the review to the attention of the public and others in the review area and provide various means for individuals/organisations to submit views. These measures included:

- Dedicated community governance review webpages
- Information on the Council's consultation webpages on the review
- Public meetings at locations across the review area
- Publicity banners at locations in the review area where local people visited
- Landscape banners attached to public railings in several places in the review area
- Press releases generating press articles in the local newspaper and other journals and their online versions
- Paid for advertisement in the local newspaper.
- Organic and paid for social media posts from the Council
- Posters placed in the window space of local shops at locations in the review area
- Attendance at stakeholder events in the review area
- Several emails to over 22,000 electors in the review area with information on the review
- Letters sent by Royal Mail to all 30,434 households in the review area with a survey form
- Emails to over 403 stakeholder organisations with an interest in the review.

The Council, in recognising the crucial representational role of District Councillors, has engaged directly with those Councillors in the review area. This included dedicated briefings with those Councillors on 22 May 2025, 15 October 2025 and (most recently) 19 March 2026. The meeting on 19 March was also attended by Mike Eldred (Chair) and Steph Robinson (Deputy CEO) of

EALC. These sessions also provided interactive sessions to gain insight into information to inform the following phases of consultation. These sessions were separate to the Council's All Members' Briefings held on 20 November 2024, 25 June 2025 and 23 October 2025 where the CGR process was relayed to Councillors from across the District.

The Phase II consultation mirrored the approach taken in the Phase I consultation in respect of engaging with stakeholders, emailing electors in the review area (where the Council held email addresses), writing directly to households and holding public meetings across the review area.

Echoing the above, in the Phase II consultation, the Council specifically approached the stakeholders listed in Appendix B. All were sent a physical letter and, if Officers held an email for them, an email. This included a business reply envelope to return the survey form.

Stakeholders were provided with detailed information, links to the Council's website where further information could be found, a copy of the CGR survey and a pre-paid envelope for reply. These stakeholders included Essex County Council (as required by the Local Government and Public Involvement in Health Act 2007).

An email to 16,824 electors in the potential Clacton-on-Sea parish area, 2,006 electors in the West Clacton & Jaywick Sands potential parish area and 3,336 electors in the potential Holland-on-Sea parish area was sent which detailed the consultation, where to get further information and how to have their say. This was followed by a letter to 22,224 households in Clacton-on-Sea, 4,345 in Holland-on-Sea and 3,923 in West Clacton & Jaywick Sands. This contact followed the same basic format and content as the stakeholder communication.

As referenced in the web information on the CGR, four public meetings were held during Phase II of the CGR consultation. These meetings were held as follows:

Date in 2026	Time	Location
Monday 2 February	6:30pm - 7:30pm	Holland Public Hall, 137-139 Frinton Road, Holland-on-Sea CO15 5UR
Tuesday 3 February	6:30pm - 7:30pm	Essex Hall, Town Hall, Station Road, Clacton-on-Sea CO15 1SE
Wednesday 4 February	6:30pm - 7:30pm	Sunspot, Business Centre, Jaywick Sands, Brooklands, Clacton-on-Sea CO15 2JG
Thursday 5 February	6:30pm - 7:30pm	St Johns Church Hall, Great Clacton, St Johns Road, Clacton-on-Sea CO15 4BP

At the request of the Golf Green Public Hall management committee, Officers scheduled a further meeting which took place at Golf Green Hall, Golf Green Road, Jaywick, Clacton-on-Sea, CO15 2RH on Tuesday 24 February 2026 at 6:30pm. In addition, a drop-in session was arranged for Clacton Town Hall's Committee Room, held on Wednesday, 25 February 2026, from 1-3.30pm.

Overall, the turnout for each meeting was good and engagement by attendees was active throughout. Overall turnout during the Phase II consultation was lower than in the Phase I consultation. However, the weather and the darker evenings were possible reasons for this. Notwithstanding this, the meetings were considered to be a good engagement tool and that the

reactions provoked helped to deepen the messaging to the electorate around the CGR process. Copies of the survey were available for attendees to complete.

Ward Councillors in the review area were also approached with details of the consultation underway on 8 December 2025 and they were invited to consider their own means of alerting the public to the consultation.

Officers are grateful to the Holland-on-Sea Residents' Association for its efforts to bring the consultation to the attention of households in that community who were members of the Association.

While the above work generally sought to bring the CGR to the attention of electors and stakeholders in the review area, there was an understanding that those seldom heard in such consultations should have the opportunity to engage in the process. To this end, during the Phase I consultation, Community Voluntary Services Tendring (CVST) had been appointed to ensure a diverse range of community voices could be heard through structured discussions. This was achieved through five public engagement events held across Clacton-on-Sea and surrounding areas. These were:

- Clacton Dementia Café – Social group for people with dementia and their carers
- Summit – Adults with Learning Disabilities
- Clacton Sister Circle – Multicultural Women's Group
- Phoenix Explorer Scout Group – Young people aged 14 to 17
- Afro-Caribbean Drop-in – Family Drop-in for people of all ages from African and Caribbean backgrounds.

During phase II, CVST consulted and engaged with further groups of residents and organisations including:

- Volunteer Forums
- Tendring Together Voluntary Sector Partnership
- Afro-Caribbean Drop-in
- Monday Friendship Club
- Various arts, crafts and social groups

Feedback from those events and activities is set out in Appendix C to this report.

The questions from the survey used in the Phase II consultation and the outcome of that consultation are set out in Appendix A (A1 and A2).

Timeline

The Terms of Reference for this Community Governance Review referenced a timeline for the review. This was adjusted by the Community Leadership Overview and Scrutiny Committee at its meeting held on 17 November 2025. It is now intended to submit the final recommendations to the Council meeting on 2 June 2026; as shown below:

	17/11/25 Revised CGR Timeline	Proposed revisions to the Timeline
Stage 1: Terms of reference are published.	1 July 2025	
Stage 2: Initial submissions are invited (Phase I consultation)	1 July 2025 – 30 September 2025	
Stage 3: Consideration of submissions received and draft Recommendations are prepared	October-November 2025	

Stage 4: Draft Recommendations are published - consultation on them (Phase II consultation)	1 December 2025-28 February 2026	
Stage 5: Consideration of submissions received and Final Recommendations are prepared and published; interested parties informed	March 2026	
Recommendation and draft Order submitted to Council	April 2026	2 June 2026
Application of Decision and reasoning and interested parties informed. Copy of Order with map(s) placed on deposit and notification as required.	As soon as practicable thereafter	

The revised date for submission of final recommendations to Council takes account of the pre-election period guidance and avoids final decisions being taken in the period of heightened sensitivity around the Essex County Council elections taking place on 7 May 2026.

Financial Position

A budget of £68,000 was allocated for this Community Governance Review. The projected costs incurred, to date, are summarised below:

Newspaper Adverts/Online	£2,279.35
Letters to households	£47,343.24
Letters to Stakeholders	£1,466.40
Freepost postage charge	£3,917.33
Banner Signs	£1,336.53
Look Magazine	£504.00
Commissioned work with community groups/professional advice	£12,722.50
Social media Paid for Posts	£1,099.87
Public Meetings/Miscellaneous costs	£666.86
TOTAL	£71,336.08

It is important to highlight that the position above includes a number of estimated amounts. In-line with associated governance requirements, the Council's Section 151 Officer has been kept informed of the position and, if the currently projected overspend of £3,336.08 remains once all costs have been finalised, then this will be met from within the Council's overall budgeted position.

Devolution and Local Government Reorganisation

The decision to commence the Community Governance Review pre-dated the Government publishing its White Paper on 16 December 2024 titled "English Devolution".

This announcement was quickly followed by the creation of a Devolution Priority Programme that Essex County Council, and Thurrock and Southend on Sea City Councils applied to join. The plans for local government reorganisation (LGR) across Greater Essex were submitted on 26 September 2025. A statutory consultation process took place in December 2025-January 2026. Once the Government announces its decision for LGR across Greater Essex, proposals for the required Structural Change Order with interim structures leading to new Unitary Councils from 1 April 2028 will be stepped up.

In a letter from the Deputy Directors at the Ministry of Housing, Community and Local Government in respect of LGR, dated 3 June 2025, the following text was directed to Chief Executives in the Greater Essex area:

“The Government welcomes the steps areas are taking to consider how to maintain strong community voice. Local Government Reorganisation should facilitate better and sustained community engagement and needs a clear and accountable system of local area-working and governance. Neighbourhood Area Committees, led by frontline ward councillors, offer a model of place-based engagement and leadership which maximises the structural efficiencies brought about by Local Government Reorganisation and strengthens localism and community participation across all areas. Neighbourhood Area Committees help councils fulfil their commitments to working in partnership with communities at the neighbourhood level. They can also include other service providers, such as town or parish councillors, when applicable, along with co-opted members from local community organisations.

Areas considering new town or parish councils should think carefully about how they might be funded, to avoid putting further pressure on local authority finances and/or new burdens on the taxpayer. The Government recognises the value that town and parish councils offer to their local communities, but they are independent institutions and are not a substitute for meaningful community engagement and neighbourhood working by a local authority. The Government wants to see every local authority hardwiring local community engagement into their own structures, preferably through neighbourhood Area Committees.”

Officers are content that, notwithstanding the above, proceeding with this community governance review was appropriate as the approval of the review pre-dated the publication of the Government’s White Paper on 16 December 2024 on devolution and local government reorganisation and the commencement of the Devolution Priority Programme. In addition, the outcome of this Community Governance Review will not directly impact on the Government’s announced expectation for new Unitary Councils to establish appropriate neighbourhood Area Committees to facilitate engagement with residents in their Unitary Area.

In the event that there is a Government announcement in respect of LGR ahead of the meeting of the Committee, an oral update will be provided.

Phase II Consultation – basis approved by the Community Leadership Overview and Scrutiny Committee

(1) Parish the Review Area

On the basis that the findings from the Phase I consultation indicated support for the parishing of the area covered by the CGR (as defined in the Terms of Reference), the Phase II consultation adopted as a draft recommendation that parishing for that area proceeds. Phase II of the consultation under the CGR therefore sought views on the options for parishing.

(2) Areas/Boundaries – Identities and Interests of communities

Looking at the options for parishing, the highest level of support for a single option (from the Phase I consultation) was for three separate local Councils covering (respectively) the communities of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands. As such this was a draft recommendation in the Phase II consultation. By implication, this meant separate elements of the consultation for the three areas (Clacton-on-Sea, Holland-on-Sea and Jaywick Sands). This enabled the required elements for decisions arising from a Community Governance Review to

be set out as appropriate for Clacton-on-Sea, Holland-on-Sea and for Jaywick Sands. Facilitating this process, there were discussions with the Ward Councillors for West Clacton & Jaywick Sands, St Bartholomew's and Eastcliff Wards to ensure that any new parish arrangement appropriately constituted the communities considered to form 'Jaywick Sands' and 'Holland-on-Sea'. These meetings involved proposed boundaries that would have seen more narrowly drafted proposals for a possible Jaywick Sands Parish and a Holland-on-Sea Parish. The proposals set out in the report for those possible parishes (and consequentially for a possible Clacton-on-Sea Parish) reflected the direction sought by the Councillors in the three Wards referenced.

Section 93 of the Local Government and Public Involvement in Health Act 2007 requires that this Council (in conducting the CGR) secures future arrangements that reflect the identities and interests of the communities in the area. It also requires that those future arrangements are both convenient and effective while supporting community cohesion and having regard to the existing representational structures. These considerations were articulated during the meetings with the Ward Councillors referred to.

Arising from the above, the draft recommendations on parishing in the three areas utilised the areas/boundaries as set out in Appendices F-H of this report.

(3) Naming of Possible New Parishes and Parish Councils (and Council style)

Further to the above, the draft recommendations reference the possible parish names as follows:

- (a) West Clacton and Jaywick Sands
- (b) Clacton-on-Sea
- (c) Holland-on-Sea

These names are referenced on the maps set out at Appendices F-H.

In all the cases set out in (a)-(c) above, the electorate for the possible parishes would be above 1,000 in number. By consequence of Section 94 of the 2007 Act, this Council MUST recommend that such parishes have a parish council. There is no discretion on this point given the electorates involved.

The review can address the style name of any parish councils to be constituted. Again, arising from the discussions identified above, draft recommendations were approved on the basis of the following styles:

- (a) West Clacton and Jaywick Sands Town Council
- (b) Clacton-on-Sea Town Council
- (c) Holland-on-Sea Village Council

Local Councils utilising the styles of Town and Village Councils are, and remain, parish councils in so far as their powers and responsibilities are concerned. In all three cases, the electorate and stakeholders were provided in the Phase II consultation with the full range of options for Parish Council styles.

(4) Electoral Arrangements

The legal minimum number of parish councillors on an individual parish council is five (Section 16 of the Local Government Act 1972). There is no maximum number of parish councillors on an individual parish council. In 1988, the National Association of Local Councils (NALC),

published guidance on suggested parish councils. NALC's starting point was that five parish councillors was too low a number to deliver effective administration and that organisation referenced instead a practical minimum number of seven parish councillors. It had suggested that 25 parish councillors should be the maximum number for an individual parish council.

In addition to the NALC guidance, specific advice was sought from the Essex Association of Local Councils (EALC) as part of this review; their respective recommendations for the numbers of parish councillors for the possible new parish councils were as follows:

Possible Parish Council for	Electorate 2025-26	Electorate Projection 2029-30	NALC guidance on Parish Councillor Numbers	EALC guidance on Parish Councillor Numbers
West Clacton & Jaywick Sands	4,227	4,417	12	12-14
Clacton-on-Sea	32,906 ¹	33,943	25	21-24
Holland-on-Sea	6,855 ¹	7,098	15	12-14

¹Earlier assessments of the electorate for the proposed Holland-on-Sea Parish suggested that it would be 6,713 and, consequently, for the Parish of Clacton-on-Sea the figure would be 33,048. A further reassessment now identifies the figures shown. Suitable adjustments have then been applied to the electorate projection figures based on the figures included within the Terms of Reference at District Ward level.

The draft recommendation consulted on in Phase II utilised the NALC guidance and electors and stakeholders were referenced to the EALC guidance. The consultation sought views having been provided with the ranges set out above.

Electorate data projections for five years from 2025 (including the current year) has been included in the CGR Terms of Reference published on 1 July 2025.

A further Phase II draft recommendation was that the elections to the Parish Councils for the possible West Clacton and Jaywick Sands area and the Holland-on-Sea area should be whole Council elections (the parishes would be unwarded). However, for the possible Clacton-on-Sea Town Council, the number and distribution of electors for its possible area would make a single election of all parish councillors impracticable. It is also considered desirable that separate parts of that area are specifically represented on such a possible council. Accordingly, this was a draft recommendation in Phase II on which views were sought.

At Appendix H, there is a map of the draft recommendations on parish wards for a possible Clacton-on-Sea Parish. Given that the parish wards utilise the existing areas/boundaries and names as existing District Ward boundaries it is considered that the areas remain easily identifiable and do not break local ties. Obviously, in view of the proposed boundary between Clacton-on-Sea and Holland-on-Sea Parishes running through the Eastcliff Ward this will need to be addressed in the Warding arrangements. In that case, it is proposed to combine the St Paul's District Ward's area with that part of the Eastcliff District Ward within the proposed Clacton-on-Sea Parish and to create a new St Paul's and Eastcliff Parish Ward. The five-year electorate forecasts for each of these Wards was set out in the Terms of Reference and regard to those forecasts has been given in preparing those proposals.

Nothing in the above seeks, or will, make any change to District Ward Boundaries for Tendring District Council.

Further to the above, the numbers of parish councillors that this draft recommendation identifies to be elected for each of the proposed Clacton-on-Sea Parish Wards would be as follows (given the NALC recommendation for 25 Parish Councillors in total):

	Electorate 2025-26	Electorate 2029-30 (forecast)	Proposed number of Parish Councillors	Electorate Ratio (2025-26)
Bluehouse Ward	4,059	4,105	3	1:1,353
Burrsville Ward	4,803	5,199	4	1:1,200
Cann Hall Ward	4,634	4,989	3	1:1,545
Coppins Ward	5,156	5,245	4	1:1,282
Pier Ward	1,928	2,065	1	1:1,928
St James' Ward	4,872	4,886	4	1:1,218
St John's Ward	4,965	4,965	4	1:1,241
St Paul's & Eastcliff Ward ¹	2,568	2,568	2	1:1,284

¹The reference to Eastcliff concerns that area of the current District Ward of Eastcliff that would not form part of the possible Parish of Holland-on-Sea (comprising 339 electors). Earlier apportionment had suggested that 442 electors would be within this part of Eastcliff Ward and so a higher figure overall, of 2,671, had been identified as the Parish Ward total electorate (with an electoral ration of 1:1,336).

The overall electoral ratio in the above table is 1 Parish Councillor to 1,306 Electors (2025-26).

In view of Local Government Reorganisation in Greater Essex, the Local Government Boundary Commission for England is anticipated to undertake, in due course, an electoral review of the relevant Unitary Area that will include the current District of Tendring. This review would result in any adjustments to parish wards necessary as a consequence of the Unitary electoral area boundaries determined through the LGBCE review. Any such changes would apply electoral proportionality rules to any parish wards.

(5) Precepts and base costs.

The public meetings for Phase I of the CGR consultation included reference to Special Expenses. In 2025/26, this Council allocated £682,999 as Special Expenses and £423,446 of that total was charged to Council Taxpayers in Clacton-on-Sea, Holland-on-Sea and Jaywick Sands. A reassessment of the total charge and the allocation of it would follow this community governance review in the event that parishing in the review area took place. The special expenses relate to Open Space, Playgrounds and Recreation costs incurred in the review area.

In the event that the final recommendations are adopted by the Council, it would be this Council that would determine the initial precepts for the funding of those Parish Councils. One asset that would automatically be transferred to any new Parish Council would be any allotments held within the ownership of the District Council in the review area. The only allotments that this review concerns are those at Rush Green.

To assist with the CGR Phase II consultation, EALC identified (using its professional knowledge), the likely base costs of the possible parish councils referred to here. This is set out at Appendix E to this report. References to those costs were included in various elements of the Phase II consultation.

As part of the Phase II consultation, consultees were also invited to indicate services, activities, events or arrangements that they would wish to see a possible new Parish Council be

responsible for. This information can then inform a future process of looking beyond the base costs of operating a Parish Council in the event that establishing such Parish Councils is approved.

Outcome from the Phase II consultation

The findings from the Phase II consultation are set out at Appendices A (A1 and A2) and C to this report. They inform the proposed final recommendations to be submitted to Full Council on 2 June.

The response rate from electors across the review area was marginally under 5% of all electors in Phase II. Rounding to the nearest figure though shows this as 5%. The response rate in Phase I was somewhat higher.

The analysis of the responses to the questions identified above (as the draft recommendations on which comments were sought) are set out in Appendix A (A1 being elector responses and A2 being responses from others with an interest in the review). Appendix C sets out the additional views expressed to CVST through their additional consultation work, on behalf of this Council, with the previously mentioned 'seldom heard' groups in the review area.

The Final Recommendations

These are set out below and have been prepared on the basis of the consultation outcome. Where a difference of opinion has existed between electors and others with an interest in the review the overall numbers of responses has been used to support the proposed final recommendation. Appendix D sets out a summarised version of the provisions of Part 4 of the 2007 Act around final recommendations and determinations of those recommendations. It includes confirmation that the requirements have been addressed in developing the final recommendations.

One of the proposed final recommendations concerns the term of office of the first cohort of councillors elected to the proposed new parish councils. As part of the preparations for local government reorganisation, civil servants have indicated that the new Unitary Authority Councillors will have a total term of five years (one of which will be on the initial shadow authority). This Council has traditionally favoured aligning parish council elections in its area with the elections to Tendring District Council. The relevant recommendation has been included to accommodate this for the proposed new parish councils identified in this report and to therefore align them, going forward, with the elections to the new Unitary Authority.

RECOMMENDATION

That the Committee:

- (1) notes the contents of the report in so much as it reminds it of the approved terms of reference for the Community Governance Review of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands and its implementation to this point;**
- (2) receives and considers the outcome of the Phase II consultation exercise (Stage 4 in the Terms of Reference Timeline) as part of that Review (including the expenditure incurred) and comparator information around the base costs of Local Councils for the three separate areas;**
- (3) That Full Council be recommended to acknowledge the implementation of the Community Governance Review commenced on 1 July 2025 with the Terms of Reference for that review, the outcome of the Phase I consultation (set out at**

Appendix I to this report) and the content of this report (including the outcome of the Phase II consultation);

(4) submits the following to Full Council on 2 June 2026 as the Committee's final recommendations arising from the Community Governance Review and notes that, formally, determination by Council of those final recommendations will conclude the review commenced on 1 July 2025:

- a. That the current unparished area of the District of Tendring be parished with effect from 1 April 2027 and that this parishing shall consist of three new parishes as identified in the maps set out at Appendices F, G and H which, together, cover the entirety of that unparished area;
- b. That the names of the three new parishes referenced in a. above shall be Holland-on-Sea (for the area edged black in Appendix F), West Clacton & Jaywick Sands (for the area edged black in Appendix G) and Clacton-on-Sea (for the area edged black in Appendix H);
- c. That, in accordance with Section 94 of the Local Government and Public Involvement in Health Act 2007, all three new parishes shall have their own parish councils;
- d. That the alternative styles of the three parishes shall be as immediately below:
 - a. Village – for the parish council of Holland-on-Sea;
 - b. Town – for the parish of Clacton-on-Sea;
 - c. Community – for the parish of West Clacton & Jaywick Sands;
- e. That the total number of parish councillors to serve on the three separate parish councils shall be as follows:
 - a. 15 - on Holland-on-Sea Village Council;
 - b. 25 - on Clacton-on-Sea Town Council;
 - c. 12 - on West Clacton & Jaywick Sands Community Council;

[Note: References to style do not negate the basic position that all three areas will become civil parishes.]
- f. That no parish wards be created in the new parishes of Holland-on-Sea and West Clacton & Jaywick Sands;
- g. That, in the new parish of Clacton-on-Sea, the following parish wards be created and the number of parish councillors to represent the parish ward concerned be as set out:

Parish Ward Name	Area of the Parish Ward by reference to the existing District Council Ward	Number of Parish Councillors to represent the Parish Ward on the Parish Council
Bluehouse Ward	Bluehouse Ward	3
Burrsville Ward	Burrsville Ward	4
Cann Hall Ward	Cann Hall Ward	3
Coppins Ward	Coppins Ward	4
Pier Ward	Pier Ward	1
St James' Ward	St James' Ward	4
St John's Ward	St John's Ward	4
St Paul's & Eastcliff Ward	St Paul's Ward and that part of Eastcliff Ward within the Clacton-on-Sea Parish	2

- h. That the term of office of the first parish councillors elected in May 2027 shall be five years to the normal retirement day in May 2032 and all subsequent terms of office shall be four years. This would bring the term of office of the parish councillors in line with the second and subsequent elections to any unitary authority established for the area as part of local government reorganisation;
 - i. To provide for interim parish councillors, for the period 1 April-10 May 2027 (when newly elected parish councillors for the three parishes would take up office) for the councils of the three new parishes as follows:
 - a. Holland-on-Sea Parish – the District Councillors for St Bartholomews and Eastcliff District Wards and the Essex County Councillor for Clacton South Electoral Division;
 - b. Clacton-on-Sea Parish – the District Councillors for Burrsville, Coppins, Pier, St James’, St John’s, St Paul’s and Eastcliff District Wards and the Essex County Councillors for Clacton North, Clacton South and Clacton West and St Osyth Electoral Divisions;
 - c. West Clacton & Jaywick Sands Parish – the District Councillors for West Clacton & Jaywick Sands District Ward and the Essex County Councillor for Clacton West and St Osyth Electoral Division;
 - j. That the Corporate Director (Planning and Community) and the Corporate Director (Law and Governance) be requested to make the necessary arrangements to secure the transfer of title for the allotment land at Rush Green, which will be within the new parish of Clacton-on-Sea, to be transferred from the District Council to the council for that new parish with effect from 1 April 2027;
 - k. To authorise the Chief Executive to prepare the necessary Community Governance Order to bring the recommendations 4a.-i. above into being (and possibly 4j. too) and provide for the matters set out, for the Council’s seal to be applied to that Order and the legal obligations in respect of the making of such Orders complied with;
- (5) To request that officers publish the final recommendations to be submitted to Council on 2 June 2026 and to take appropriate steps to secure that persons who may be interested in the review are informed of those recommendations; and
- (6) To invite Cabinet, once Council has determined the recommendations made in this community governance review, to consider the next steps to be undertaken and resources and, as part of this, to determine the steps the Council considers sufficient to secure that persons who may be interested in the review are informed of the outcome and the reasons.

PREVIOUS RELEVANT DECISIONS

Council on 17 September 2024 (Minute 50 refers) requested the submission of proposals for a Community Governance Review to enable Council to determine whether to proceed with such a review.

Council on 26 November 2024 (Minute 75 refers) sets out the decision of Council following consideration of the proposals for a community governance review.

Community Leadership Overview and Scrutiny Committee on 17 June 2025 (Minute 6 refers) – ahead of the publication of the updated Terms of Reference by the Chief Executive

Chief Executive on 1 July 2025 – publishing the Terms of Reference for the review (as approved in draft by Council on 26 November 2024 and received by the Community Leadership Overview and Scrutiny Committee on 17 June 2025).

Community Leadership Overview and Scrutiny Committee on 17 November 2025 (Minute 23 refers) – authorising the draft recommendations for the Phase II consultation.

BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

The joint statutory guidance issued by Government and the Local Government Boundary Commission for England in respect of community governance reviews under the 2007 Act is available here– https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/8312/1527635.pdf

APPENDICES

Appendix A – Phase II Public Consultation Survey Outcomes (Electors – A1, and Others with an interest in the review – A2)

Appendix B – List of those organisations with an interest in the review area consulted

Appendix C - Community Governance Review Engagement Programme Phase II Report by CVST

Appendix D – Summarised provisions of Part 4 of the Local Government and Public Involvement in Health Act 2007 and relationship to proposed final recommendations.

Appendix E – costings piece using base information from Essex Association of Local Councils.

Appendix F – Proposed Area of Holland-on-Sea Parish

Appendix G – Proposed Area of West Clacton & Jaywick Sands Parish

Appendix H – Proposed Area of Clacton-on-Sea Parish - with proposed Parish Wards

Appendix I – Phase I summary outcome of consultation as part of community governance review

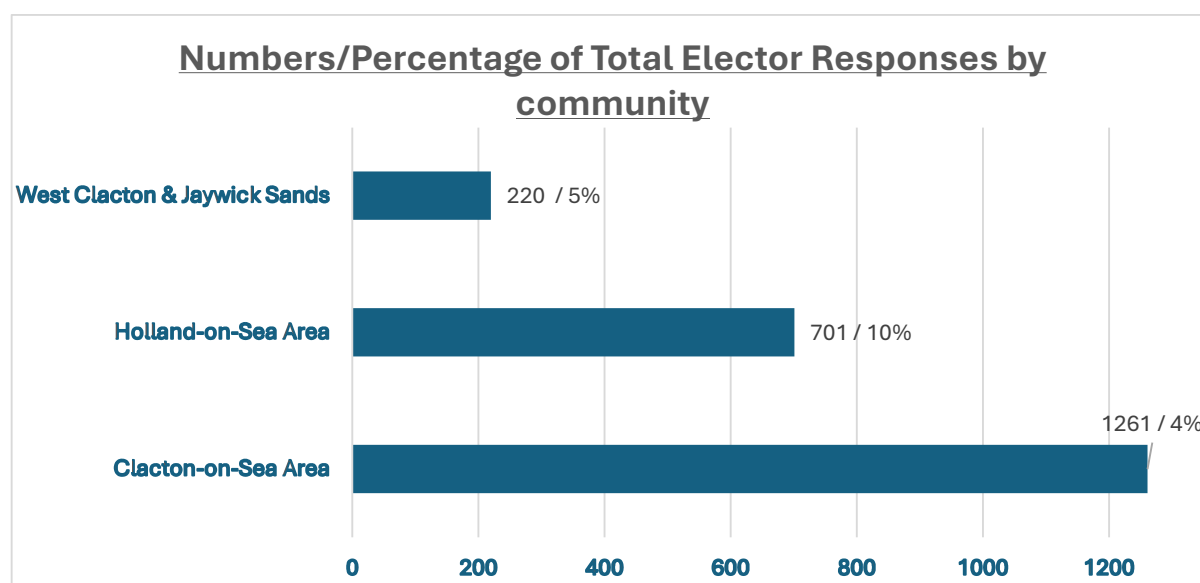
REPORT/INQUIRY CONTACT OFFICER(S)

Name	<p>Keith Simmons</p> <p>Nikki Nepean</p> <p>Will Lodge</p>
Job Title	<p>Assistant Director – Corporate Policy and Support</p> <p>Elections and Member Support Manager</p> <p>Corporate Communications Manager</p>
Email/Telephone	<p>ksimmons@tendringdc.gov.uk / 01255 686580</p> <p>nnepean@tendringdc.gov.uk / 01255 686152</p> <p>wlodge@tendringdc.gov.uk / 01255 686338</p>

Community Governance Review for Clacton-on-Sea, Holland-on-Sea and Jaywick Sands
Phase II summary of responses from Electors

The whole review area, set out above, was consulted as part of the Phase II consultation within the community governance review process. The Phase II consultation was undertaken from 1 December 2025 to 28 February 2026. In total 2,685 responses from electors, residents (non-electors), businesses, voluntary organisations and others with an interest in the area responded. Of those, we have been able to assess that 2,182 were electors. Overall, this equates to a 5% (4.91%) response rate among electors.

Looking at the three communities in the review area the response spread and percentage response rate among electors was as follows:

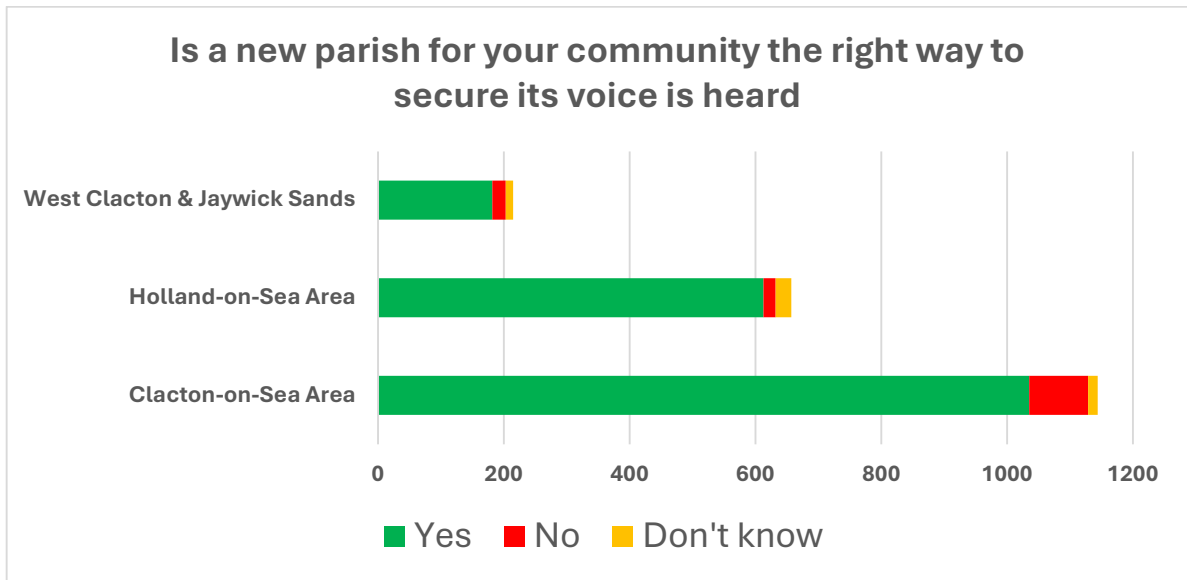


This is a slightly lower response rate to the Phase I consultation which saw an overall response of 3,444, of which elector responses were 3,297 (or 7% - 7.49%) from electors in the review area.

The first substantive question in the Phase II consultation, asked separately for the respondents about the communities of Clacton-on-Sea, Holland-on-Sea and West Clacton & Jaywick Sands was:

Is a new parish for [your community] the right way to secure its voice is heard and to hold others to account for decisions affecting that community?

The responses from the separate communities were as follows:



In all three areas the overall response was to say that a new parish for their community was the right way to proceed. The percentage of elector respondents saying it was the right to proceed was 90% in Clacton-on-Sea, 93% in Holland-on-Sea and 85% in West Clacton and Jaywick Sands.

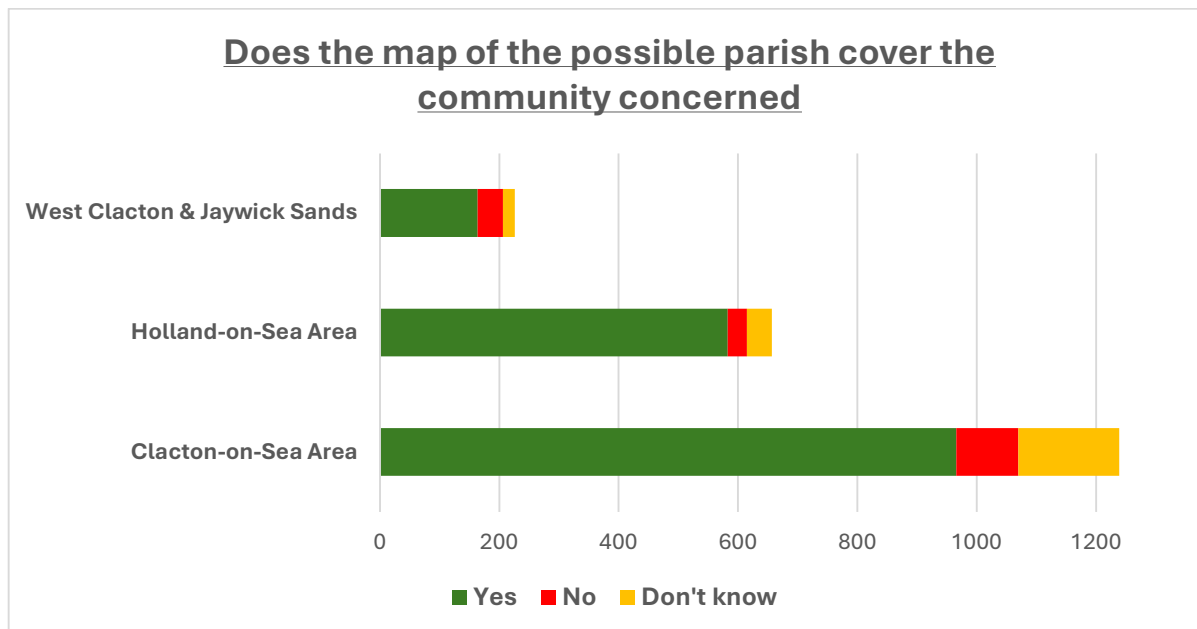
Respondents were asked what most influenced this view and the comments have been summarised using Co-Pilot as follows:

- Local voice and representation
- Protecting the distinct identity
- Accountability and being over looked by larger bodies.

Electors and Stakeholders were provided with the relevant map for a possible new parish based on the three communities. Smaller versions of the maps are reproduced here:



Respondents were asked whether the map supplied for the area they were responding about adequately covered the community concerned. The responses from electors in the three communities was:



A clear majority of elector respondents to this question across all three communities said the map concerned did adequately cover their community. The percentage of elector respondents saying the relevant map did adequately cover their community was 78% in Clacton-on-Sea, 89% in Holland-on-Sea and 78% in West Clacton and Jaywick Sands.

The next two questions respondents were asked were about the name for the parish and their style (town, parish, community, village, neighbourhood). The powers of a parish council are not dependent upon the style chosen. The table below summarises the most popular choice of name and style for each parish from the elector respondents in those areas:

Name	% of Elector respondents choosing this	Style	% of Elector respondents choosing this
West Clacton & Jaywick Sands	68%	Community	35%
Holland on Sea	96%	Village	68%
Clacton on Sea	87%	Town	70%

In the case of West Clacton & Jaywick Sands, several respondents either suggested just West Clacton or just Jaywick Sands as the name and yet another option proposed was to call the new parish Jaywick Sands and West Clacton. There is clearly a not insignificant minority of respondents who would support an alternative name to West Clacton & Jaywick Sands. In respect of the style to apply to the proposed new parish, community had the highest level of support among respondents. The next most popular options were 'Town' and 'Parish' (21% of elector respondents each) followed by 'Village' (18% of elector respondents). As with the name of the proposed parish, there are clearly differences of opinion.

Once established, there are mechanisms by which the parish and the local representatives on its council can change both the name of the parish and its style.

In Holland-on-Sea, the next most popular style for the possible new parish was 'Parish' (20% of elector respondents). This was also the second favourite style among elector respondents for Clacton-on-Sea (13% of elector respondents).

The next questions concerned the number of parish councillors that should form any new Parish Councils in the three areas. Respondents had information from the National Association of Local Councils (NALC) and Essex Association of Local Councils (EALC) as to the number and range that was considered appropriate given the different electorates in the three areas. Below gives the numbers of Parish Councillors given by way of guidance and the most popular number being suggested by elector respondents:

Potential Parish Area	NALC guidance on numbers of Parish Councillors	EALC range for an effective Parish Council of the relevant size	Most popular choice from elector respondents	Percentage of elector respondents choosing the stated choice.
West Clacton & Jaywick Sands	12	12-13	12	61%
Holland on Sea	15	12-14	15	48%
Clacton on Sea	25	21-24	25	60%

In all three cases there were suggestions made by elector respondents to the number of Parish Councillors that should constitute the possible new Parish Councils. Several suggestions were outside of the range identified in the table. Looking at the position, particularly in Holland-on-Sea, the next most popular option for the number of Parish Councillors was '12' for that Council (with 20% of elector respondents choosing that option).

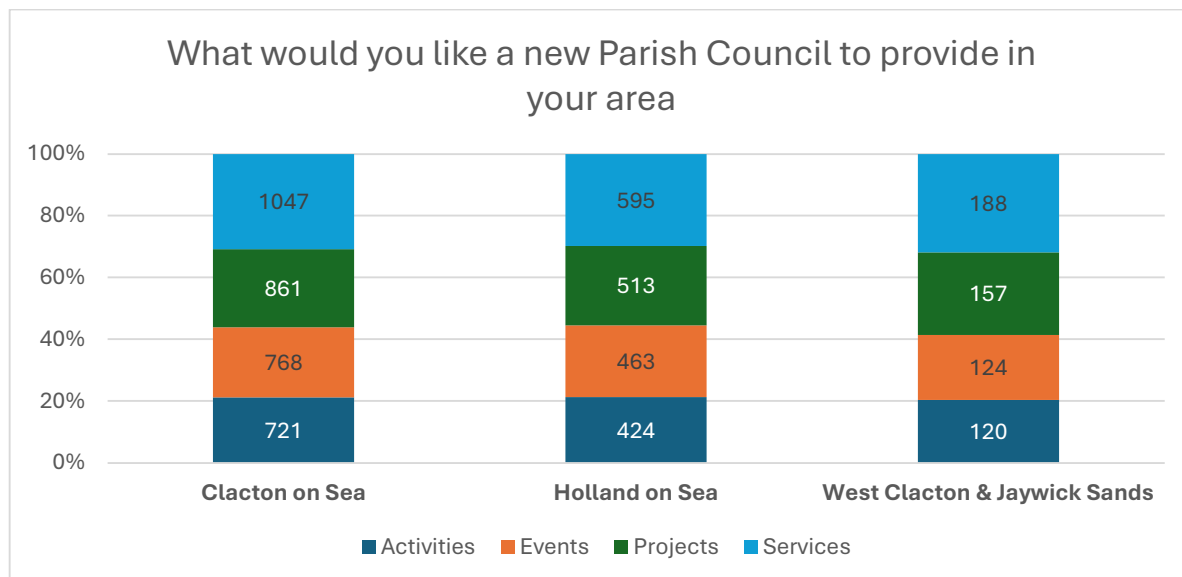
The next issue on which opinions were sought was whether elections to the proposed new Parish Council should be on the basis of a single electoral area (the whole Parish) or whether Parish Wards should be created.



The above chart shows the extent of support for Parish Wards in the three communities. For West Clacton & Jaywick Sands and for Holland-on-Sea there is only minimal support for Parish Wards. In their respective cases creating a single electoral area for the entire Parish is supported by 62% of elector respondents in West Clacton & Jaywick Sands and by 85% of elector respondents in Holland-on-Sea. By contrast, in the much larger possible Parish of Clacton-on-Sea the majority of elector respondents agreed with creating Parish Wards based

on the existing District Council Wards (59%). In Clacton-on-Sea only 16% of elector respondents disagreed with establishing Parish Wards.

The last questions were about what respondents would want the possible new Parish Councils to provide/support. If these possible Parish Councils were established, it will help inform the decision making for those bodies going forward.



The chart above demonstrates a broad range of anticipated benefits from having a new local Parish Council that can provide activities, events, projects and services. Across all three communities the single most common wish was for local services. That was supported by 31% of elector respondents in Clacton-on-Sea, 30% in Holland-on-Sea and by 32% in West Clacton & Jaywick Sands. The least popular of the four themes was 'activities' and the graph above shows that was broadly 20% of elector respondents in each of the three areas.

Respondents were then asked if there was anything else they wanted considered as decisions were being made on the community governance review outcome. The following summary was created by Co-Pilot as the top issues mentioned by elector respondents:

- Roads, pavements and general infrastructure
- Town Centre decline, shops and regeneration
- Council Tax, costs and value for money

Community Governance Review for Clacton-on-Sea, Holland-on-Sea and Jaywick Sands
Phase II summary of responses from Others with an interest in the review

In the Phase II consultation, we received submitted responses from 529 individuals/organisations in respect of the issues covered in that consultation. The spread of the responses across the three communities was as follows:

118 from the Holland-on-Sea area
56 from the West Clacton & Jaywick Sands area
315 from the Clacton-on-Sea area

There were a further 40 responses that were from those based outside of the area or where the link to one of the three communities was not possible to confirm.

The remainder of this summary sets out findings from 'others with an interest' submissions for the three separate communities; commencing with Clacton-on-Sea.

Clacton-on-Sea

Q1: Is a new parish for the community of Clacton-on-Sea the right way to secure its voice is heard and to hold others to account for the decisions affecting that community?

301 of the responses answered this question and 237 (79% of responses) agreed that it was the right way to proceed.

Q2: Does the consultation map of a possible new parish adequately cover the community of Clacton-on-Sea?

212 of the 298 responses to this question (71%) replied that the map did adequately cover the community concerned.

Q3: Would 'Clacton-on-Sea' be the right name for the possible parish for this area?

Here we had 307 responses and 252 of those (82%) considered that this was the right name for the new parish.

Q4: After the name of a parish there is a style word to help reflect local sentiments of the community concerned. The suggestion here is that the style should be 'Town'. Most parishes use the style 'parish', but [...] we want to know whether 'Town' would be the right one?

Here, we received 260 responses to this question. 57 selected the alternative style of Community, 22 chose Parish, 12 preferred Neighbourhood and the clear majority (169 or 65% of responses) opted for Town.

Q5: How many local people should be a council for the possible parish. Parish Councils need these local people so that the work involved can be spread across them. [They

were then provided with the information from NALC and from EALC on the councillor numbers.] So tell us here what number you think there should be?

The most popular choice among respondents was for 25 parish councillors on this parish council. There were 272 responses and 100 opted for 25 (37%). A sizeable number indicated that they did not know (60 or 22%). The next most popular number chosen by respondents was a parish council of 21 councillors (55 respondents – 20%).

There is a suggestion here to sub-divide the possible parish so that some (of the total number of) people making up the parish council represent people living in different parts of the parish. The sub-divisions are called Parish Wards. [...] Is creating Parish Wards the right choice?

Here there was a very clear preference from respondents for Parish Wards being created. 195 of the 274 respondents selected this option based on the Parish Wards set out (generally reflecting existing District Wards). This amounts to 71% of respondents supporting this option. A further 5% still supported Parish Wards but on alternative proposed boundaries.

Holland-on-Sea

Q1: Is a new parish for the community of Holland-on-Sea the right way to secure its voice is heard and to hold others to account for the decisions affecting that community?

107 of the responses answered this question and 92 (86% of responses) agreed that it was the right way to proceed.

Q2: Does the consultation map of a possible new parish adequately cover the community of Holland-on-Sea?

84 of the 105 responses to this question (80%) replied that the map did adequately cover the community concerned.

Q3: Would 'Holland-on-Sea' be the right name for the possible parish for this area?

Here we had 106 responses and 94 of those (89%) considered that this was the right name for the new parish.

Q4: After the name of a parish there is a style word to help reflect local sentiments of the community concerned. The suggestion here is that the style should be 'Town'. Most parishes use the style 'parish', but [...] we want to know whether 'Town' would be the right one?

Here, we received 102 responses to this question. 6 selected the alternative style of Community, 14 chose Parish, 1 preferred Neighbourhood, 6 considered Town was the appropriate style and the clear majority (68 or 67% of responses) opted for Village.

Q5: How many local people should be a council for the possible parish. Parish Councils need these local people so that the work involved can be spread across them. [They were then provided with the information from NALC and from EALC on the councillor numbers.] So tell us here what number you think there should be?

The most popular choice among respondents was for 12 parish councillors on this parish council. There were 100 responses and 31 opted for 12 (31%). A sizeable number indicated that they did not know (25 or 25%). The next most popular number chosen by respondents was a parish council of 15 councillors (26 respondents – 26%).

There is no suggestion here to sub-divide the possible parish so that some of the total number of people making up the parish council represent people living in different parts of the parish. Is this the right choice, or should there be sub-divisions of the possible parish?

77 of the 100 respondents said no to sub-dividing the parish into parish wards. Only 3 thought sub-divisions into parish wards was right.

West Clacton & Jaywick Sands

Q1: Is a new parish for the community of West Clacton & Jaywick Sands the right way to secure its voice is heard and to hold others to account for the decisions affecting that community?

53 of the responses answered this question and 47 (89% of responses) agreed that it was the right way to proceed.

Q2: Does the consultation map of a possible new parish adequately cover the community of West Clacton & Jaywick Sands?

44 of the 53 responses to this question (83%) replied that the map did adequately cover the community concerned.

Q3: Would 'West Clacton & Jaywick Sands' be the right name for the possible parish for this area?

Here we had 53 responses and 39 of those (74%) considered that this was the right name for the new parish.

Q4: After the name of a parish there is a style word to help reflect local sentiments of the community concerned. The suggestion here is that the style should be 'Town'. Most parishes use the style 'parish', but [...] we want to know whether 'Town' would be the right one?

Here, we received 42 responses to this question. 14 selected the alternative style of Community, 14 chose Parish, 1 preferred Neighbourhood with 8 feeling that Town was most appropriate. Here therefore, with relatively low numbers of responses from others with an interest, there was a split view between Community and Parish as the right style for the possible parish.

Q5: How many local people should be a council for the possible parish. Parish Councils need these local people so that the work involved can be spread across them. [They were then provided with the information from NALC and from EALC on the councillor numbers.] So tell us here what number you think there should be?

The most popular choice among respondents was for 12 parish councillors on this parish council. There were 45 responses and 31 opted for 12 (69%). The next most popular number chosen by respondents was a parish council of 13 councillors (5 respondents – 11%).

There is no suggestion here to sub-divide the possible parish so that some of the total number of people making up the parish council represent people living in different parts of the parish. Is this the right choice, or should there be sub-divisions of the possible parish?

24 of the 48 respondents said no to sub-dividing the parish into parish wards (50%). 15 thought sub-divisions into parish wards was right (31%).

Open Questions Summary across all three communities

As with electors, others with an interest in the review were invited to indicate what had most influenced their responses around whether to create new parishes/parish councils. Co-Pilot summarised the most common responses received as follows:

- Local voice and democratic representation
- Distinct local needs and identity
- Cost, bureaucracy and complexity concerns

Stakeholders were also invited to outline anything else they wanted to be considered in the decision making on this topic. Co-Pilot has summarised those most popular responses as:

- Local representation and transparent governance
- Cost/council tax concerns and scepticism about creating new parish councils
- Transport, roads, parking and pavements

List of Stakeholders sent material about the Community Governance Review

Stakeholder	Carpentryright
7 two 11	Cash Exchange
A & R Jewellers	Century Cinema
A&G Furniture	
AFIUK	CEX
Age UK	Chair of the Clacton Town Board
Age Well East	CHAPS Men's Health Charity
Albert Edward Hall Community Association	Charnallies Restaurant & Bar
Aldi	Chief Inspector/Divisional Commander for Tendring, Essex Police
All That Jazz Nail salon	Choice Carpets & Beds
American Nails	Christ Church United Reformed Church (URC)
Anytime Fitness	Christines Hairdressers
Argos	Citizens Advice Tendring
Armstrongs	Clacton & North East Essex Arts and Literature Society
Aroy Thai	Clacton Angling Ltd
Arts Trust (Creative Tendring)	Clacton Art, Craft & Model Centre
B&M	
B&Q	Clacton Arts Centre
Bairstow Eves	Clacton Barbershop
Bamboo Garden	Clacton Bathroom and Kitchen Centre
Bargain Hunters Discounts	Clacton Bowl
Baz Cut Barbers	Clacton Business Services Ltd
BCollective Performing Arts	Clacton Car & MOT Centre
Beautiful Brides	Clacton Christian Spiritualist Church
Beauty Within	Clacton Concert Orchestra
Best Supermarket	Clacton County High School
Black Rock	Clacton Fancy Dress / Mutz Nuts
Blake & Thickbroom	Clacton Musical Theatre Society
Bluebird Tea rooms	Clacton Pavillion
BNF Insurance Services	
Bonds of Essex	
Bonmarche	Clacton Pier Company Ltd
Boots	Clacton Theatretrain
Boots	Clacton Tile Centre
Boots Opticians	Clacton Trading Co
Boots Pharmacy	Clacton-on-Sea Water
Boots the Chemist	Clarity Hair & Beauty
Bowen & Wallace Wool Shop	Clarks
Bread & Butter	Codgers
Bread of Life Community Church	Coffeelink
Brian Birt Carpets & Flooring	Coffey Brooks
British Heart Foundation	
Buffalo	
Buizer and Cole Optometrist	Community Voluntary Service Tendring

Burcart's	Co-op Funeralcare
Café Bistro	Coop Travel
Caffe Dominic & Piccolo Deli	Coppins Hall Community Association
Cambridge Road Gospel Hall	
Camellia Florist	Costa Clacton
Cancer Research UK	Costa Coffee
Card Factory	Costa Factory Outlet
Crispins Sandwich Bar	Hampizz
Cup of Coffee	Hanslip Ward & Co
Currys / Carphone Warehouse	Harwich Connexions
Dalau	Hastys Adventure Farm
Dance Foundation	Hayward Moon Property Lawyers
Davey's Restaurant	Helping Hands Charity Shop
Deans Tackle	Hidden Hearing
Dental Implant Academy	Hindu Cultural & Heritage Centre
Dial-a pizza	Holland & Barrett
Diamond Nails	Holland Library
Disability 4Sport	Holland on Sea Baptist Church
Domino's Pizza	Holland on Sea Methodist Church
Dura Composites	Holland Residents Association
East Essex Aviation Museum	Holland-on-Sea Community Association
East India Takeaway	Household Clearance Specialists
Easy Mobility Services	HSBC Bank
Eclectic Art Studio	Hughes Electrical
Eclectic Art Studios	Iceland Foods
Elim Pentecostal Church	IDS Accountants
Elris	Immanuel Pentecostal Church
El'Rose	iMobile
Emmanuel Presbyterian Church	Impressions
Essex County Council	Indiglo Tattoo
Essex Sight (Essex Blind Charity)	Istanbul Traditional Barbers
Everything Everywhere / BT	J D's Pie 'n' Mash Café
Extra - Support for Families	J&M Motors
F Hinds Jeweller	JA Performing Arts
Family Pizza Company	Jackson Stores
Favorite Chicken & Ribs	Jardine's
Favorite Grill	Jaywick Community Resource Centre Association
FC Clacton Community Shop	Jaywick Library
Fisher Jones Greenwood	Jaywick Martello Tower
Fonezone	Jaywick Methodist Church
Gaiety Arcades	Jaywick Sands Community Forum
Gameshow Arcades	Jaywick Sands Revival (CIC)
Georgina's Café	JD Sports
Geos Fish Bar	Jennings Racing Betting Office
Glam Nails & Beauty	Jobcentre Plus
Golden Curry	John's Fish Bar
Golf Green Hall	Johnsons Linen
Great Clacton Community Association	Joywheel Gaming Amusements
Great Clacton Methodist Church	Just Flowers

Great Clacton Post Office	K Nails
Greek Orthodox Church	Ken Green Fishmongers
Greggs	KFC
Gurkha Restaurant	Koekoek
H&T Pawnbrokers	Lavender
Haart Estate Agents	Leaders Estate Agents
Hair 4 U	Lesley Barlow Funeral Services
Halfords	Letting Link Estate Agent
Halifax	Levy & Co Solicitors
Lidl	PDSA
Lidl	Peacocks
Lillie Bell's Boutique	Peagrams Estate Agents
Living Hope Church	Peking Inn
Lloyds	Peppermint Dance Centre
Lloyds Pharmacy	Pie & Mash
Lolly Dolly Tanning Bar	Pier Avenue Baptist Church
Lost arts Social Club	
M&A Fish Bar	Pier Avenue Butchers
Mad about Theatre Company	Pier Avenue Stores
Magic City	Pins and Needles Tailoring
Magic Music	Pit Stop Sandwich Shop
Majestic Fish Restaurant	Pitch Black Tattoo Studio
Make it Mine at Bloomfields	Pizza Hut
Marks Mobility Centre	Pizza Hut Delivery
Marston Pub & Hotel	Police, Fire and Crime Commissioner for Essex
McColls	Polski Sklep Ozpol Ltd
McDonalds	Poppy's Parlour
	Pot Black Clacton
Member of Parliament for the Clacton Constituency	Poundland and Pep & Co
Mid & North East Essex Mind	Powis & Co. Solicitor
Mike Vincent Estate Agents	Premier Convenience Store
Mileybow Fabrics & Trimmings	Premier Inn
Mind	Prescriptions 2 you
Mini Euro	Prezzo
Mission Nutrition	Princes Theatre Youth Group
Mojito Barbers	PVS Old Road Off Licence
Moon & Starfish	Quality Diner
Morrisons	R lewis Car Sales
Music Mania	Rafiki Community CLC
Muttley Makeovers	RAMA
My Big Fat Greek Taverna	Regency Cottage Indian Restaurant
Myths and Magic	Reg's fish shop
Nail Studio	RnA Removals
Nancy's kitchen	Royal Beijing
Nat West Bank	Rujal News
Nationwide Building Society	Rush Green Allotments Trust
NEE Health & Wellbeing Alliance	Saffron
New Look	Salvation Army
Next	Salvation Army Charity Shop

Nimmos Insurance Brokers	Sand & Sea
North road Pharmacy	Santander Bank
N-Tyce	Scott Sheen & Partners
Old Road Medical Centre	Second Hand shop
Old Road Paint & Wallpaper Suppliers	Send a Card
Our Lady of Light and St Osyth	Sense
Palmer & Partners	Sheens
Papa Johns	Shoe Zone
Parkdean holiday resorts Highfield Grange	Signature Dance Academy
Parkdean Resorts Valley Farm	Signpost
PC Warehouse	
Skinnners	The Tatshack
Snappy Snaps	The White Room
Soleil	The Works
Solutions Hair & Beauty	Thompson Smith & Puxon Solicitor
SonEF Barbers	Tinie Tempers Boutique
Sound Box Recordings	Titford Funeral Services
Sparkles Party Balloons	Toby Carvery
Specsavers	Tom Peppers
Sports Direct	Topps tiles
St Bartholomew's Church	Town Housing / MAF Housing Limited
St Christopher's Church	Town view Dental Care & Implants
	Travelodge
St Helena Hospice	TREE (Community Shop)
St James's Church	Tricky Escapes
St John's Church	Trinity Methodist Church
St Mark's Church	TUI Holiday Store
St Paul's Church	University of Essex
Stars Nails & Beauty	UnSealed
Station Kebabs	Valued Vapes
Stoneridge Estate Agents	Vaporever
Subway	Village Café
Super Wok Chinese	Vodafone
Superdrug	VPZ Clacton
Swan Taxi	Wagstaff Corner
Taste Café	Welcome chinese
Tasty House Chinese	West Clacton Jaywick Sands Coastal Neighbourhood Association
TC Group Accountants	West Clacton, Jaywick Sands Neighbourhood Association
Tendring Care	West Cliff Theatre
Tendring Community Clearance	Weston's Taxis
Tendring Community Transport	WH Smith, Post Office
Tendring Deen Education Centre	Wheeler & Pooch
Tendring District Talking Newspaper Association	William H Brown Estate Agents
Tesco Superstore	Wimpy
That's the spirit	World Food Aid
The Active Wellbeing Society	Wot a Gem
The Bakehouse	Yours

The Brotherhood Community Hall Charity	Yummy King Chinese Takeaway
The Coffee Bean Café	
The Edinburgh Woollen Mill	
The Hairdresser	
The Kabin Café	
The Lasting Beauty Clinic	
The Lemon Tree Hotel (5th Avenue)	
The Library	
The Linen Shop	
The Plough	
The Queens Arms	
The Royal Hotel	
The Salvation Army Clacton Corps	
The Sandrock	
The Scout Shop	

Community Governance Review Engagement Programme

Phase 2 Report

Report to: Keith Simmons, Assistant Director Corporate Policy & Support Tendring District Council

Prepared by: Lisa Andrews, Chief Executive
Community Voluntary Services Tendring (CVST)

1. Introduction

CVST was commissioned to undertake an engagement programme aimed at speaking to local residents in Clacton, Holland-on-Sea and Jaywick Sands to capture their views as part of Tendring District Council's Community Governance Review. An initial piece of work took place during September 2025 and this was followed up during February 2026 as part of Phase 2 of the engagement programme. This engagement used targeted surveys, focus groups and one-to-one conversations to add value to the wider consultation and to gather diverse perspectives, ensuring an inclusive and transparent review process.

2. Objectives

The objectives of the programme were to:

- Foster wider meaningful public engagement ✓
- Gather qualitative and quantitative data ✓
- Ensure representation of diverse community voices through structured discussions ✓
- Add value to the District Council's consultation programme ✓
- Promote and share details of the formal consultation events with diverse communities and encourage their involvement ✓

3. Overview

CVST staff attended a wide range of events and activities, speaking to **247 people** through:

- Volunteer Forums
- Tending Together Voluntary Sector Partnership
- Afro-Caribbean Drop-in
- Monday Friendship Club
- Various arts, crafts and social groups

The focus for Phase II was to engage more broadly with people to:

- Share the outcome from Phase I
- Seek their views on the make up the new Councils
- Find out what services, events, activities and projects people would like to see; and
- Encourage completion of the Phase II questionnaire

These conversations, group discussions and presentations engaged a diverse cross-section of residents including older adults, carers, volunteers, and families.

Flyers and surveys were shared by CVST staff and volunteers through our Community Centre in Clacton and at CVST events and activities. TDC Social Media posts were also shared on CVST's Social Media pages.

Overall and across all events and activities, there was a clear trend of support that creating new parishes for Clacton-on-Sea, Holland-on-Sea and Jaywick Sands (C, H & J) was the right way to secure representation for the three areas.

Total Supportive Responses: 208 (84%)

Neutral Responses: 31 (13%)

Total Opposed Responses: 8 (3%)

Some participants completed the survey online during the events or discussions and others confirmed their intention to do so before the closing date.

4. Key Themes from Discussions

Community Support and Representation:

- Many participants expressed that a Town/Parish Councils would ensure that it would be positive as people in C, H & J would still be represented at a local level (after Local Government Reorganisation)
- A small number of people (4) expressed an interest in getting more involved in a much more local council either as a Councillor or more likely to attend Council meetings if issues relating to their immediate neighbourhood were being discussed.
- Overall, people were in support of retaining existing ward boundaries.
- There was a general sense of positivity that a more local Council would potentially be better suited to tackling local issues quickly and more effectively.

Awareness & Engagement:

- A number of individuals and groups reported that they thought this consultation was the same as the last one so had initially ignored it.
- Many struggled to understand what was being asked so the opportunity to discuss this in a forum or group setting was welcomed.

Comments and Points Raised:

- The key themes around the services, events, activities and projects that people wanted to see were:
 - Ensuring that community spaces were retained and maintained incl. community centres, village halls, green space and parks
 - Community events such as Christmas light switch-ons, celebrations e.g. Jubilees and commemorative events
 - Retention and maintenance of leisure facilities
 - Maintenance of highways
 - Ensure appropriate refuse facilities maintained
 - Retaining public toilet facilities
 - Retaining car parks
 - Ensure effective transport provision incl. Community Transport
 - Good communication
 - Representation over health facilities, planning, housing and infrastructure
- Concerns about affordability and the additional cost of new Councils
- Concerns over ensuring wide ranging representation on local Councils (to which respondents were advised that subject to certain criteria, most local residents could stand for election – participants were directed to the NALC website for more information: [How to become a parish or town councillor](#))

5. Conclusion

The Phase II consultation and engagement gathered a wide range of views providing additional opportunities for people who may not otherwise have engaged in the process being able to have their say.

The engagement events reinforced the outcomes from Phase I with over 80% in support of the establishment of Town or Parish Councils. The general outlook indicated that residents recognise the benefits of having a local organisation to advocate for their needs and tackle community issues.

Lisa Andrews
Chief Executive
Community Voluntary Services Tendring

Summarised provisions of Part 4 of the Local Government and Public Involvement in Health Act 2007 in respect of recommendations and post decision requirement in relation to community governance reviews

Section Reference	Summarised Provision	Commentary
86 (2) + (3)	Council may, by order, give effect to the recommendations made in a community governance review (unless these are protected arrangements following a LGBCE review).	Recommendation 4k proposes an Order be made and sets out the key provisions of the Order. There are no protected elements to consider in this instance.
(4)	The order must include a map of the affected area.	Recommendation 4a references the maps proposed to be included in the Order.
87 (1)	Recommendations must state that new parish / parishes should be constituted.	This is the intention of recommendation 4a.
87 (5)	There must be a recommendation as to the name of any new Parish.	Recommendation 4b sets out the proposed names.
87(7)	There must be a recommendation as to whether the parish should have one of the alternative styles (community, village, neighbourhood, etc).	Recommendation 4d addresses this matter.
89	For a council of a parish, a recommendation must cover the electoral arrangements that should apply.	Recommendations 4e-h address the intended electoral arrangements for the new parish councils.
93 (3)	Principal Council must consult: (a) Local government electors for the area (b) Any other person or body, which appears to have an interest in the review.	This has been the focus of the consultation phases undertaken in the review and reported to the Committee ahead of determining the final recommendations from the review.
93 (4)	It must have regard to the need to secure that community governance (a) Reflects the identities and interests of the community in the area. (b) Is effective and convenient	In the Phase I consultation we sought views from electors and others as to what would best reflect the interests and identities of the communities concerned. This was also addressed in the Phase II consultation as was the requirements for an effective and convenient community governance going forward.
93 (7)	As soon as practical after making, any recommendations, to principal council must (a) Publish the recommendations. (b) Take such steps as it considers sufficient to secure that persons who	Recommendation 5 provides for this to occur.

	may be interested in the review are informed of those recommendations.	
94 (2)	If the parish has 1,000 or more local government electors, the review must recommend that the parish should have a council.	All three of the possible new parishes have electorates of over 1,000 and as such Recommendation 4c identifies recommendation to establish parish councils.
95	The principal council must consider whether to recommend a parish should be divided into wards for the purpose of electing councillor, must consider: (a) The number and districts of local government electors for the parish would make a single election impractical as inconvenient. (b) Wherever it is desirable that any are of the parish should be separately represented on the Council.	Recommendation 4f identifies no proposal for parish wards in West Clacton & Jaywick Sands and in Holland on Sea possible parishes. Parish Wards for Clacton-on-Sea are proposed. The conclusion is that points (a) and (b) in the case of Holland on Sea and in West Clacton & Jaywick Sands would not require Parish Wards. However, in the case of Clacton-on-Sea the position is reversed where the numbers of electors would make a single election impracticable and the desirability of different neighbourhoods in the town to be separately represented is clear.
95 (4) + (5)	The principal council must determine the size and boundaries of parish wards and numbers of councillors to be elected for each parish ward. It must consider: (a) Number of local government electors for the parish. (b) The change in the number/distribution of electors over a 5 year period. (c) The desirability of fixing boundaries which are and will remain easily identifiable. (d) Any local ties which will be broken by the fixing of any particular boundaries.	Recommendation 4g sets out the proposed Parish Wards and the numbers of councillors to be elected for each. The Terms of Reference for the review identified the electorates of the existing District Council Wards and the five year projections. These have been reviewed in reaching the recommendation submitted. The reviewed figures are set out in the Electoral Arrangements section of the report. The existing District Council Ward boundaries remain relatively identifiable in respect of the neighbourhoods within those Wards. As such, there are no known ties that the use of these Wards as the basis for the District Wards would break.
95 (6)	If deciding not to create parish wards, the principal council must consider: (a) The number of local government electors for the parish. (b) The change in the number of electors over a five year period.	As identified above, Recommendation 4f identifies no proposal for parish wards in West Clacton & Jaywick Sands and in Holland on Sea possible parishes. The Terms of Reference for the

		review identified the electorates of the existing District Council Wards and the five year projections. These have been reviewed in reaching the recommendation submitted. The reviewed figures are set out in the Electoral Arrangements section of the report.
96 (2)	<p>After determining recommendations from a community governance review, a principal council must</p> <ul style="list-style-type: none"> (a) Publish its decision and the reason for making it. (b) Take such steps as the council considers sufficient to secure that persons who may be interested in the review are informed of that decisions and its reasons. 	Recommendation 6 seeks to provide for this and next steps more generally.
96 (4)	<p>As soon as practical after making community governance order, the council must deposit at its principal office-</p> <ul style="list-style-type: none"> (a) A copy of the reorganisation orders (b) A map which shows the effects of the order. <p>These must be made available for public inspection at all reasonable times.</p> <p>The council must publicise the order and maps once available for public inspection.</p> <p>The secretary of state, LGBCE, ONS, Ordnance Survey and Essex County Council must be informed.</p>	Recommendation 4k provides for the Chief Executive to implement such requirements.
98	<p>Two copies of the reorganisation order must be sent to the Secretary of State and to the LGBCE.</p> <p>A reorganisation order may include such incidental, consequential, transitional or supplementary provisions as may appear to the principal council to be necessary or proper for the purposes of, or in consequence of, or for going full effect to, the order.</p> <p>A reorganisation order may include:-</p> <ul style="list-style-type: none"> (a) provision with respect to the transfer and management or custody of property. 	<p>Recommendation 4k provides for the Chief Executive to implement such requirements.</p> <p>Recommendation 4j addresses one such consequential matter.</p>

	(b) provision with respect to the transfer of function, property, rights and liabilities.	
99	Any public bodies affected by a reorganisation of community governance may from time to time make agreements in respect to property, income, rights, liabilities and expenses of the parties to the agreement and to financial relation between the parties.	Should it be necessary, this could form part of the matters to be considered by Cabinet in response to recommendation 6.

Base costings for possible new Parish Councils in the Review Area

With the help of the Essex Association of Local Councils, some very broad base costs for new parish councils in Clacton-on-Sea, Holland-on-Sea and West Clacton & Jaywick Sands have been developed. These are just the base costs and the new parish councils would not be required to keep to them. They do not cover services, activities, events and other responsibilities of those parish councils. All costs would be something for the parish councils themselves to agree upon addressing the needs and requests from the communities they serve.

The base costs for possible new parish councils have been developed by the Essex Association of Local Councils using that organisation's knowledge of parish councils and has drawn on published information from existing similar sized local councils, such as:

West Clacton and Jaywick Sands – Lawford, Writtle, Galleywood, Hatfield Peverel, Ingatestone, St Osyth, Broomfield and Danbury.

Holland-on-Sea – Stansted, Brightlingsea, Chelmer, Heybridge, Springfield and Wivenhoe.

Clacton-on-Sea – Rayleigh, Canvey Island and Maldon.

The Essex Association of Local Councils base costs for the three possible parish councils in this review are as follows:

Base cost description	For a parish council the size of		
	West Clacton & Jaywick Sands	Holland-on-Sea	Clacton-on-Sea
Staff resource - assumes no services delivered e.g. play areas, events etc	Part time Clerk - 28hrs a week	Full time Clerk – 37 hrs a week	Full time Clerk - 37 hrs a week Full time administrative support
Office hours	Part time public opening	Part time public opening	Part time public opening
Staff costs - no assets (including NI/Pension)	£28,000.00	£35,000.00	£65,000.00
Office expenses - rent, utilities, internet, IT equipment, payroll etc	£14,000.00	£20,000.00	£30,000.00
IT Services – e.g. financial software (such as Rialtus, Scribe), website, gov.uk emails	£3,500.00	£3,500.00	£3,500.00
New IT equipment	£1,000.00	£1,000.00	£2,000.00
Audit cost	£1,000.00	£1,200.00	£1,850.00
Insurance cost - assumes no assets such as buildings, play equipment, benches	£1,000.00	£1,000.00	£2,000.00
Room hire - if no suitable room available in office	£1,000.00	£1,000.00	£1,000.00

Training Budget - all councillors and untrained Clerk	£5,500.00	£6,000.00	£7,000.00
Subscriptions - NALC, EALC, SLCC	£1,500.00	£1,500.00	£3,000.00
Election reserve in case of by-elections	£1,500.00	£3,500.00	£8,000.00
Total Costs from above	£58,000.00	£73,700.00	£123,350.00

Based on indicative Council Tax bases, the above would mean Council Tax Band D elements for the three parish councils (if established) of between £8.63-£36.25 per year. As set out in the Terms of Reference for this review, the average parish council - Council Tax charge at Band D across the District of Tendring was £75.94 (£1.46 per week) in 2025/26. If this average was applied to the three areas, those parish councils would have the following income amounts from Council Tax in their respective areas:

	West Clacton & Jaywick Sands	Holland-on-Sea	Clacton-on-Sea
Indicative (only) Council Tax base (equivalent number of Band D properties) ¹	1,600	2,400	14,300
Precept for/Income from Council Tax (to fund local services, activities events etc) using the parishes average of £75.94 per year	£121,504	£182,256	£1,085,942

¹Provided by Tendring District Council's Chief Finance Officer

The above table does not mean that the precept/Band D charge for the three possible new parishes would be set at £75.94. However, at that level they would cover more than the respective base costs identified by the Essex Association of Local Councils for the three possible parish councils and there is an indication of the levels of flexibility to take on additional services and costs with no other income source (in response to the wishes of the local community) up to the average Band D amount for parish councils in the District of Tendring.

The Tendring District Council applies a special charge to households in the three communities of £23.13 (at Council Tax Band D) in 2025/26 for the provision and upkeep of open spaces, recreational areas and playgrounds across the three areas on the basis of specific calculations associated with the relationship between services provided by Tendring District Council and parish councils each year. If parish councils are established, there would be a reassessment of the costs across the new parish areas. Rather than £23.13 being applied to all households across the three communities there would be separate charges for the distinct communities based on actual District Council costs of open spaces, recreational areas and playgrounds in those three individual areas.