

The Terms of Reference for The Community Governance Review for the unparished areas of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands in the District of Tendring



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1. INTRODUCTION

Setting the Context

The table below sets out the District Council Wards that comprise the unparished area of Clacton-on-Sea, Holland on Sea and of Jaywick Sands. These areas have not been parished (civil parishes) for at least 50 years.

The following data is relevant to this review and is derived from the Revised Register of Electors updated on 1 June 2025.

District Wards	Total Local Government Electors	16 + 17 Year Old included	Over 70 Year Olds	Non Commonwealth or Irish - European Union Electors
CLACTON-ON-SEA				
Bluehouse Ward	4,059	6	600	50
Burrsville Ward	4,803	5	1,117	47
Cann Hall Ward	4,634	7	736	69
Coppins Ward	5,156	8	661	123
Pier Ward	1,928	2	312	57
St James Ward	4,872	6	978	99
St John's Ward	4,965	7	841	85
St Paul's Ward	2,229	2	522	30
HOLLAND-ON-SEA				
St Bartholomews Ward	4,617	3	1,332	18
Eastcliff Ward*	2,538	4	697	16
JAYWICK SANDS				
West Clacton & Jaywick Sands Ward	4,227	2	932	46

*Eastcliff Ward spans part of the area known as Holland-on-Sea and part that would otherwise be within Clacton-on-Sea.

Electoral Areas, including Parliamentary Constituencies, District Wards, and County Council Electoral Divisions are comprised of 'building blocks, which are geographical areas called Polling Districts. The Polling Districts that comprise each of the District Council Wards in the areas covered by this review are available at:

<https://www.tendringdc.gov.uk/content/2024-polling-districts>

In reviewing community governance in the review area referred to above, there is no requirement to be restrained by boundaries for existing Polling Districts, District Wards, and County Council Electoral Divisions etc. The entire review area is within the Clacton Constituency.

Why undertake a Community Governance Review?

The relevant national guidance in respect of Community Governance Reviews is that issued in 2010 by the Government in conjunction with the Local Government Boundary Commission for England. The Council is required to have regard to this guidance when it undertakes community governance reviews.

The national guidance referred to states that it is good practice to conduct a Community Governance Review of a particular area every 10-15 years. In respect of the review area set out in these terms of reference, the 10-15 years referenced in the national guidance has been exceeded by some considerable time and the landscape of local government in England has been changing and may yet change in Essex.

Since determining that a community governance review was appropriate for the area of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands, the Government published its English Devolution White Paper. The White Paper sets out the government's plans to expand devolution across England, providing more mayors of combined authorities and for those mayors to have new powers and funding and hardwiring them into the way government works. It also outlines how the government will reform local government, with the stated intention that Councils provide the foundation for devolution, reset the relationship between central and local government, and give communities stronger tools to shape the future of their local areas, while improving accountability and building capacity across the local government sector.

For Greater Essex, the area is part of the Government's Devolution Priority Programme and final proposals for local government reorganisation are to be submitted to government by 26 September 2025. It is likely that those proposals will involve five or fewer unitary councils for Greater Essex (replacing the 12 Boroughs/Districts, 1 County Council and 2 smaller unitary councils as at present). The resulting unitary council for Clacton-on-Sea, Holland-on-Sea and Jaywick Sands will be several times the size of the current Tendring District Council. The proposed vesting day (the day the new unitary councils will replace the existing council structures in Greater Essex) is 1 April 2028.

With a smaller number of unitary councils there would also be an intended reduction in the number of councillors. For instance, currently, Tendring District has 48 District Councillors and 8 County Councillors. A total, therefore, of 56 Councillors across both. They would cease to be councillors on 31 March 2028. While detailed work is still required, it could be that the District of Tendring's population would be represented by 24 Councillors on a new much larger unitary council for the area. On this basis, and recognizing again that further work would be required, there would be 32 fewer Councillors representing Tendring District. The community governance review area is only part of the District of Tendring.

In view of the above, it is particularly timely to look at community governance in Clacton-on-Sea, Holland-on-Sea and Jaywick Sands.

The District Council has the legislative powers to create and amend parishes and the electoral arrangements for Parish Councils in the District. However, such decisions are for the end of the community governance process. The publication of these terms of reference only marks the commencement of that process. As the District Council will both conduct the community governance review and then determine the outcome (by making an order to create one or more parish, the names of any such parish(es), the parish council and related electoral arrangements) it is important that the Council retains a collective open mind on the outcome and to conduct the review in a way that demonstrates this.

Some of the possible outcomes to the Community Governance Review that could be examined are:

- **No change. The areas of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands remain unparished.**

- **A single Parish to cover the three communities of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands that make up the whole review area.**
- **Three separate parishes be created across the whole review area, one to cover Clacton-on-Sea, one for Holland-on-Sea and the third for Jaywick Sands.**
- **Some other number of parishes (than one or three) be created for the entire review area.**
- **Part of the review area is parished and the remainder remains unparished. By way of example only, Holland on Sea could be parished and Clacton-on-Sea and Jaywick Sands remain unparished.**

The above outcomes are not intended to exclude in any way other potential outcomes including the naming of parishes, warding arrangements and the number of parish councillors to be elected to any Parish Council for parishes established following this review.

In this review, there would not be the possibility to amend the existing parish boundaries/electoral arrangements for the neighbouring parishes of St Osyth, Little Clacton and Frinton & Walton. This is because they are not in the review area defined in these Terms of Reference.

What is a Community Governance Review?

A community governance review can cover a range of proposals, such as creating, merging, altering and abolishing Parishes. As the review area is currently entirely unparished, the referencing to merging, altering and abolishing parishes does not apply to this review. The review must have regard to the need to secure community governance that reflects the identities and interests of the community in the area and that is effective and convenient.

The District Council will undertake this Community Governance Review under the powers within Part 4 of the Local Government and Public Involvement in Health Act 2007 and the relevant parts of the Local Government Act 1972, and in accordance with the following regulations: Local Government (Parishes and Parish Councils) (England) Regulations 2008 (SI2008/625); Local Government Finance (New Parishes) Regulations 2008 (SI2008/626). The Council will have regard to the statutory Guidance on Community Governance Reviews issued in accordance with section 100(4) of the Local Government and Public Involvement in Health Act 2007 by the (then) Department of Communities and Local Government and The Local Government Boundary Commission in April 2010.

The 2007 Act has transferred powers to the principal councils which previously, under the Local Government Act 1997, had been shared with the Electoral Commission's Boundary Committee for England. Parish arrangement reviews prior to 13 February 2008 would therefore have followed a different process than that set out in these terms of reference.

Parish Governance in the Review Area

Town and parish councils are important stakeholders within the District. The District Council wants to ensure that there is clarity and transparency as to the areas that town and parish councils represent and that the electoral arrangements of parish councils – the warding arrangements and the allocations of parish councillors – are appropriate, equitable and readily understood by their respective electorate.

The District Council wants to ensure that any parish governance in the District is robust, representative and enabled to meet the challenges that lay before it. Ultimately, the recommendations made in a community governance review should bring about improved

community engagement, more cohesive communities, better local democracy and result in more effective and convenient delivery of local services.

These considerations are equally applicable to community governance reviews of currently unparished areas (such as in the case of this review) as they are for reviews of areas with existing parishes.

2. CONSULTATION

How Consultations will be conducted

This section sets out how the District Council proposes to conduct consultations during the separate stages of the Review. Specific details of the consultation periods are set out in the timetable below.

In coming to its recommendations in this Review, the District Council will take into account the views of local people. The District Council will consult the local government electors for the area under review, Clacton-on-Sea, Holland-on-Sea and Jaywick Sands, and any other person or body who appears to have an interest in the Review and to take the representations that are received into account by judging them against the criteria in the Local Government and Public Involvement in Health Act 2007. The decision of the Council will be taken in public, and the reasons publicised in the area affected by the Review.

Details of the consultation will be circulated by letter to all electors in the area under review and, subject to the timing of publication, will also be published in newspapers circulating in the area concerned. All stakeholders will be invited to complete a response form. Public meetings will be held at a community facility in Clacton-on-Sea, Holland-on-Sea and Jaywick Sands. Details will be available on the District Council's website and the District Council will also engage with the media to publicise the consultation.

It is hoped that the community and voluntary groups operating in Clacton-on-Sea, Holland-on-Sea and Jaywick Sands will include reference to the review in any meetings they have during the period of the review and on any websites they have.

In addition to consulting local government electors in the review area, a range of stakeholders will also be consulted. These include Essex County Council, the Member of Parliament, partner organisations such as the NHS Integrated Care Board, Police and Fire Service and education providers in the review area, community and voluntary groups, businesses and bodies such as Clacton Town Board, which brings together representatives from a range of organisations.

How to contact us

For further details please contact Corporate Policy and Support, Tendring District Council, Town Hall, Station Road, CO15 1SJ or e-mail: consultations@tendringdc.gov.uk with the words COMMUNITY GOVERNANCE REVIEW in the e-mail heading.

A Timetable for the Review

The Community Governance Review commences with the publication of these Terms of Reference and the review must be completed within twelve months of that date.

An indicative timetable for this review is as follows:

Action	Timetable	Date
Stage 1: Terms of reference are published. Start of formal Community Governance Review		1 July 2025
Stage 2: Initial submissions are invited	Three months	1 July 2025 - 30 September 2025
Stage 3: Consideration of submissions received and draft Recommendations are prepared		1 October 2025 – 31 October 2025
Stage 4: Draft Recommendations are published – consultation on them	Three months	1 November 2025 – 31 January 2026
Stage 5: Consideration of submissions received and Final Recommendations are prepared and published; interested parties informed		1 February 2026 – 28 February 2026
Recommendation and draft Order submitted to Council		March 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

In the event that parishes are to be created, the intention would be for these to formally come into being on 1 April 2027, with elections to any consequential parish council at the scheduled elections on 6 May 2027. Interim governance arrangements would be established for the period from 1 April 2027 until the point at which parish councilors took up office following the elections on 6 May 2027.

Prior to 1 April 2027, again on the basis that parishes were established as a consequence of this review, the District Council would need to determine the precept for the parish that would be in place for 2027/28. Other matters also need to be considered including such things as responsibility for allotments etc. in the new parish area.

3. ELECTORATE FORECASTS

The District Council is required to consider the number and distribution of electors which is likely to occur in the period of five years beginning with the day when the review starts. The following electorate forecasts have been developed by Tendring District Council. It is the Government's guidance that these forecasts should be made available to all interested parties as early as possible in the review process, ideally before formal commencement of the review, so that they are available to all who may wish to make representations. This data is as follows:

	2025-26	2026-27	2027-28	2028-29	2029-30
Clacton on Sea					
Bluehouse Ward	4,059	4,059	4,059	4,059	4,105
Burrsville Ward	4,803	4,972	5,036	5,103	5,199
Cann Hall Ward	4,634	4,815	4,881	4,940	4,989
Coppins Ward	5,156	5,245	5,245	5,245	5,245
Pier Ward	1,928	1,944	2,053	2,065	2,065
St James Ward	4,872	4,872	4,886	4,886	4,886
St John's Ward	4,965	4,965	4,965	4,965	4,965
St Paul's Ward	2,229	2,229	2,229	2,229	2,229
Holland on Sea					
St Bartholomews Ward	4,617	4,617	4,617	4,617	4,617
Eastcliff Ward*	2,538	2,692	2,741	2,741	2,741
Jaywick Sands					
West Clacton & Jaywick Sands	4,227	4,246	4,298	4,356	4,417

*Eastcliff Ward spans part of the area known as Holland-on-Sea and part that would otherwise be within Clacton-on-Sea.

Area (based on the above table's allocation of District Wards)	Electorate 2025	Electorate 2030
Clacton-on-Sea	32,646	33,683
Holland-on-Sea	7,115	7,358
Jaywick Sands	4,227	4,417

The methodology used was to assess the number of electors in each of the District Wards for the elector numbers in 2025. This provides a ratio of electors to dwelling for each District Ward based on existing dwellings numbers. The Council's Planning Policy Team then provided details of the number of dwellings in each District Ward that they consider are likely to be finished and ready for occupation in each of the years for the five-year forecast tables above. The ratio of electors to household for the Ward was then multiplied by the likely number of dwellings to be finished and ready for occupation to give a number of electors to be added to the base figure for the electorate in 2025 for each District Ward.

The developments that were assessed in the above methodology to provide the number of dwellings in each Ward considered likely to be finished and ready for occupation were as follows:

Burrsville Ward - Foots Farm and Oakwood Park

Pier Ward - 3 Marine Parade East and the former Rumours Nightclub

Cann Hall Ward - Brook Park West and Hartley Gardens

Coppins Ward - Coppins Court

St James Ward – Former St Helena Hospice

Bluehouse Ward - Hartley Gardens and Waterworks Drive

Eastcliff Ward – Sladburys Lane

West Clacton & Jaywick Sands Ward – Rouses Farm, 82 Jaywick Lane, 23-27 Brooklands and 32-37 Brooklands

4. DEMOGRAPHIC TRENDS AND INFLUENCES IN THE AREA

Individual District ward profile data is available for the District Wards that comprise Clacton-on-Sea, Holland-on-Sea and Jaywick Sands. These ward profiles can be created using the 'Find your area' tool at the website below:

<https://tinyurl.com/ONS-Ward-Customiser>

Enter one of the Ward names set out within these Terms of Reference at that web page.

If you would like to receive a paper copy of these documents, please contact Corporate Policy and Support at coonsultations@tendringdc.gov.uk or the address provided in these Terms of Reference.

In brief (using data from the Office of National Statistics), the population in the review area is characterized as follows:

- The age profile shows more people aged 55 and over in the population than across the whole of England and, conversely, less people aged 50 and younger than is the average across England. These two statements are true for all ages groups (in 5-year bands) above and below age 55.
- There is very little difference in the proportion of males and females in the population in the review area than there is across all of England.
- When looking at legal partnership status, there are proportionately more widowed and divorced (including civil partnership) than is the average for all of England.
- There are proportionately more people classifying themselves as White as their ethnic groups and proportionately less classifying themselves as Asian, Black or being from multiple ethnic groups when compared with England as a whole.
- Looking at general health, there are proportionately significantly lower proportions of the population in very good health when compared to all England figures and comparatively higher levels of the population in fair, bad or very bad health when looking at the pattern across the whole of England.
- In so far as disability is concerned, there are significantly higher proportions of the population who have a disability than is the case for all of England on average.
- There are very significantly fewer households not deprived than is the case for all of England. Conversely there are greater proportions of households impacted by one, two or three dimensions of deprivation.
- While unemployment rates in the review area are almost identical to the all England figures, the percentages of people locally who are economically inactive are far higher than for the comparable position across all of England. Likewise, the percentage of the population who are economically active is significantly lower locally than would be the case for all England.
- The percentage of the population without a qualification locally is much higher than is the case looking across all of England.

5. THE PRESENT COMMUNITY GOVERNANCE STRUCTURE

Introduction

This review area is unparished. The extent of the review area is limited by the boundaries with the parishes of St Osyth, Little Clacton and Frinton & Walton. The principal councils for the area are Tendring District Council and Essex County Council. They will continue to be the principal councils for the area unless (and until) such time as there is some form of local government review.

The electorate in the review area totals 43,988 and the electorate for the District of Tendring is 119,215 and for Essex County it is 1,116,845 (2022). The residents in the review area are represented on the District and County Councils in broadly similar proportion to the electorates for the review area in comparison to the District and County totals.

By reference to the immediate neighbouring parished areas, the electorates, parish wards and total number of parish councillors are as set out in the table that follows. The principal councils for those parishes/town are also Tendring District Council and Essex County Council.

Parish/Town Area	Electorate	Number of Parish/ Town Wards	Total Number of Parish/Town Councillors
St Osyth Parish	4,227	2	13
Little Clacton	2,557	0	13
Frinton & Walton	17,000	6	16

Present Structure of Community Governance in our Area

The District of Tendring has 27 parishes. The list of all those parishes is given in Appendix A and this Appendix also identifies the number of parish councillors and the ratio of electors to parish councillors. In addition, details of the Council Tax precepts for 2025/26 in relation to those parished areas are set out at Appendix B.

There are no moribund parish councils and there have been calls in the recent past for the size of some parish councils to be increased in order that the members can deal with the volume of work.

As stated, the currently unparished area of the District of Tendring is the area for this community governance review; Clacton-on-Sea, Holland-on-Sea and Jaywick Sands.

There are a range of groups operating in the review area and these include:

- AFI UK – African Families in the UK
- Age Well East
- Albert Edward Hall Community Association
- Citizens Advice Tendring
- Clacton Musical Theatre Society
- Coppins Hall Community Association
- Community Voluntary Services Tendring
- Disability 4Sport
- Essex Sight (Essex Blind Charity)

EXTRA – Support for Families - helping those caring for children in North Essex and Tendring district to meet the challenges of parenting.
Golf Green Hall
Great Clacton Community Association
Holland-on-Sea Community Association
Holland Residents' Association
Jaywick Sands Community Forum
Jaywick Sands Revival (CIC)
Jaywick Community Resource Centre Association
MIND (The mental health charity) Mid and North East Essex
Neighbourhood Watch Groups for Cliff Road (Holland-on-Sea), Chapman Road (Clacton-on-Sea), Rush Green (Clacton-on-Sea), Glebe Way (Jaywick Sands) and Jaywick Sands itself.
Pier Avenue Baptist Church
RAMA – The Refugee, Asylum Seeker and Migrant Action
Rush Green Allotments Trust
Signpost
Tendring District Talking Newspaper Association
Tendring Community Transport
The Brotherhood Community Hall Charity
West Clacton, Jaywick Sands Neighbourhood Association

6. PARISHES

Tendring District Council is anxious to ensure that electors should be able to identify clearly with the area in which they are resident because it considers that this sense of identity and community lends strength and legitimacy to the community governance structure, creates a common interest in local affairs, encourages participation in elections, leads to representative and accountable government, engenders visionary leadership and generates a strong, inclusive community with a sense of civic values, responsibility and pride.

At present, in the unparished review area of Clacton-on-Sea, Holland-on-Sea and Jaywick Sands community governance exists in the forms of tenant panels, neighbourhood residents' groups and organisations such as Neighbourhood Watch. These organisations do not have the powers of a parish/town council. For completeness, a list of the powers and duties of parish councils is set out at Appendix C.

The District Council considers that parishes should reflect distinctive and recognisable communities of interest, with their own sense of identity; the feeling of local community and the wishes of local inhabitants are primary considerations in this review. The process of this review supports the general statement within the Council's Corporate Plan of "Listening to and delivering for our residents and businesses". The review reflects the Council's drive to improve community engagement.

The District Council wishes to balance carefully the consideration of changes that have happened over time, through population shifts or additional development, for example, and that have led to a different community identity with historic traditions in its area.

The District Council also notes the guidance issued by Government that community cohesion should be taken into account in this review. Whilst this guidance was published in 2010, it remains the guidance that the Council must have regard to when undertaking reviews of this nature. In addition, the Council will be mindful in carrying out the review of its duties under the Equality Act 2010. The Equality Act 2010 places a duty on the Authority "to have due regard to" the need to eliminate discrimination, advance equality of opportunity and foster good relations in regard to age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The District Council is further mindful of the national guidance in which it strongly states that it "expects to see a trend in the creation, rather than the abolition, of parishes".

Boundaries

In the event that there is support for the creation of (a) parish(es), consideration will need to be given to the boundaries to be applied to the parish(es). If such a parish were to have its own parish council, part of the review will also be to consider comments in respect of the electoral arrangements for the parish(es) and to best reflect the community identities and interests and be effective and convenient. As stated already, these matters are not constrained by existing District Ward/County Electoral Divisions.

The Council considers that Parish boundaries should where possible be easily identifiable. These barriers will be either natural or man-made: they might include rivers or man-made features such as parks, railways, major road – those barriers that oblige the residents of an affected area to have less in common with the remainder of the Parish council area to which they may have been allotted.

The Council considers that 'natural' settlements or settlements as they are defined in the Local Development Framework should not in normal circumstances be partitioned by electoral

boundaries. In this review this consideration is less of an issue than could be the case in other areas of the District.

Within the constraint that many parts of the review area are urban in nature, the Council will endeavour to select boundaries that are and are likely to remain easily identifiable.

Council Size

In the event that the review looks at establishing one or more parish council, it will need to consider the issue of the size of that council (i.e. the number of parish councillors that shall serve on the parish council.

By law, each Parish Council must have at least five councillors and there is no specified maximum. As guidance, the National Association of Local Councils (NALC) suggest the minimum number of councillors for any Town/Parish should be 7 and the maximum 25.

The National Association of Local Councils (NALC) published guidance in 1988 on the suggested number of parish councillors on parish councils and this relates to the size of the population being represented. The following allocations were recommended by NALC:

Up to 900 electors: 7 councillors	9,001 - 10,400 electors: 17 councillors
901 - 1,400 electors: 8 councillors	10,401 -11,900 electors: 18 councillors
1,401 - 2,000 electors: 9 councillors	11,901 - 13,500 electors: 19 councillors
2,001 - 2,700 electors: 10 councillors	13,501 - 15,200 electors: 20 councillors
2,701 - 3,500 electors: 11 councillors	15,201 - 17,000 electors: 21 councillors
3,501 - 4,400 electors: 12 councillors	17,001 - 18,900 electors: 22 councillors
4,401 - 5,400 electors: 13 councillors	18,901 - 20,900 electors: 23 councillors
5,401 - 6,500 electors: 14 councillors	20,901 - 23,000 electors: 24 councillors
6,501 - 7,700 electors: 15 councillors	Over 23,000 electors: 25 councillors
7,701 - 9,000 electors: 16 councillors	

Based solely on the above, and this should not be the sole matter to consider, it would result in the following sizes of Parish/Town Councils (should this be the outcome of the review):

Clacton-on-Sea – 25 Parish/Town Councillors
Holland-on-Sea – 15 Parish/Town Councillors
Jaywick Sands – 13 Parish/Town Councillors
The combined area of the above – 25 Parish/Town Councillors

The Government has advised, and this Council concurs, that “it is an important democratic principle that each person’s vote should be of equal weight so far as possible, having regard to other legitimate competing factors, when it comes to the election of councillors.”

Statute requires that the District Council must have regard to the following factors when considering the number of councillors to be elected for a Parish Council(s):

- the number of local government electors for the area;
- any change in that number which is likely to occur in the period of five years beginning with the day when the review starts.

Each area will be considered on its own merits having regard to its population, geography and the pattern of communities. In addition, the pattern of delivery of services by individual Parish Councils may affect the optimum number of parish councillors in any individual case.

Parish Warding

Parish warding is the division of the Parish Council area into appropriately sized wards for the purpose of electing parish councillors. Any Community Governance Review, where parishing and the creation of a parish council is considered, must examine the number and boundaries of Parish Wards, their names and the number of councillors to be elected to each ward. In determining warding arrangements, regard will be given to community ties in the area. In considering whether or not a Parish Council area should be divided into wards, the legislation requires that consideration be given to whether:

- a) The number, or distribution of the local government electors for the area would make a single election of parish councillors impracticable or inconvenient; and
- b) It is desirable that any area or areas of the Parish Council should be separately represented.

There is a need to consider not only the size of the electorate in the area but also the distribution of communities within it. Warding arrangements should be clearly and readily understood by, and should have relevance for, the electorate in the Parish Council area.

The Council will be mindful of all this guidance. Each case will be considered on its merits and on the basis of information and evidence provided during the course of the review.

Parish Ward proposals should have merit in themselves; not only should they meet the two tests laid down in the Act (namely):

- (a) Whether the number, or distribution, of the local government electors for the Parish Council would make a single election of councillors impractical or inconvenient
- (b) Whether it is desirable that any area or area of the Parish Council should be separately represented on the council.

They should also be in the interests of effective and convenient local government and not be wasteful of a Parish Council's resources.

Should this review recommend the creation of (a) parish(es) it must also make a recommendation as to whether to establish Parish Wards.

The Pattern of Community Representation and Community Engagement

The Council will take account of the nature of the area under review to determine whether the creation of a parish or parishes for the area would reflect the identities and interests of the community. Parish Council considerations would then follow any decisions around parishing in the review area.

In considering whether to create parishes in Clacton-on-Sea, Holland-On-Sea and/or Jaywick Sands, consideration needs to be given to the name of the new parish, whether there should be a new parish council and whether any new parish should be styled using one of the alternative names referred to elsewhere in these Terms of Reference.

In relation to any existing parish, community governance reviews must come to a conclusion whether an area should be altered or retained and whether the name of the parish should be changed. However, in this review there are no existing parishes in the review area and so this element of a community governance review is referenced for information only.

In relation to future parish councils in the area under review, the electoral arrangements for that/those parish council(s) must be the subject of a recommendation through the review.

Based on the existing electorate in the un-parished areas, it is likely that any parish created following the review would be above the threshold that would require a Parish Council to be established.

Names and Styles

The following are relevant to any proposal that would involve parishing all or part of the review area (and then if parish wards are to be created in the parish where a Parish Council is to be established).

Alternative styles

Parishes may have alternative styles to 'Parish'. The alternative styles are "community", "neighbourhood" or "village". In addition, it should be noted that the style "town" is still available to a parish. However, for as long as the parish has an 'alternative style', it will not also be able to have the status of a town and vice versa. The use in these terms of reference of parish and community does not preclude one of the alternative styles (or Town) being adopted.

The Naming of Parish Council Wards

With regard to the names of Parish Wards, the District Council will endeavour to reflect existing local or historic place names, and will give a strong presumption in favour of names proposed by local interested parties. The Council would wish to avoid composite names other than in exceptional circumstances where the demands of history, local connections or the preservation of local ties make a pressing case for the retention of distinctive traditional names.

7. ELECTORAL ARRANGEMENTS

The next programmed elections for all parishes in the District of Tendring are in May 2027. The timetable for this review set out in section 2 earlier, propose that any decision to establish a parish (with a parish council) should be with effect from 1 April 2027 and elections at that programmed date in May 2027. If, however, following the Community Governance Review, an area is parished, and parish arrangements were to come into existence from April 2026, elections would need to be held in May 2026 and the initial term of office would be for the following full year ending with elections in May 2027. Elections would then be every fourth year thereafter. At the time of writing, it would appear to be preferable, in the absence of reasoning against it, to follow the timetable in section 2 with any parish being created from 1 April 2027. However, circumstances may change in the community governance review and the establishment date may need to be actively reconsidered.

Should the review proceed to consider the establishment of a parish council (or more than one such council) the size (as in the total number of parish councilors) would need to undertake the work that such parish council (or councils) would need to undertake.

8. CONCLUSION

In formulating its recommendations, the Council will consider all submissions of opinion about the issues contained in the review expressed by residents and other interested parties, as well as its knowledge of the local area. Everyone affected by these proposals, including Ward Councillors, MPs, community organisations, other stakeholders and the public will be encouraged to submit their views.

The Review Process

The District Council would expect there to be a minimum number of responses from the population to trigger a draft recommendation for parish arrangements to be made in the review area. This number would be 5% of the electors involved. A greater level of support would be expected for such a draft recommendation to be made a final recommendation.

If more than one option is supported at the draft or final recommendation stage then the support from the local electorate for those options will be measured against one another to determine whether the trigger point has been achieved.

Date of publication of these terms of reference: 1 July 2025

Existing Parish Councils, Parish Ward numbers, Numbers of Parish Councillors, Electorate and Electoral Ratios (as of 1 June 2025)

Parish	Parish Wards (Blank if none)	No. of Parish Councillors	Electorate	No. of electors per Cllr
Alresford Parish Council		11	2240	204
Ardleigh Parish Council		11	2301	209
Beaumont Parish Council		5	284	57
Bradfield Parish Council		9	1024	114
Brightlingsea Town Council		12	6910	576
Elmstead Parish Council		11	2026	184
Frating Parish Council		7	548	78
Frinton & Walton Town Council	6	16	17,000	1,063
Great Bentley Parish Council		9	2,336	260
Great Bromley Parish Council		9	917	102
Great Oakley Parish Council		9	863	96
Harwich Town Council	5	16	14,015	876
Lawford Parish Council		15	4,013	268
Little Bentley Parish Council		5	246	49
Little Bromley Parish Council		5	206	41
Little Clacton Parish Council		13	2,560	197
Little Oakley Parish Council		9	932	104
Manningtree Town Council		7	752	107
Mistley Parish Council		11	2,739	249
Ramsey And Parkeston Parish Council	2	11	1,833	167
St Osyth Parish Council	2	13	4,249	327
Tendring Parish Council		7	597	85
Thorpe-Le-Soken Parish Council		11	2,014	183
Thorrington Parish Council		9	1,192	132
Weeley Parish Council		9	1,963	218
Wix Parish Council		7	699	100
Wrabness Parish Council		7	330	47
Totals		264	74,789	283

Parish Precepts and Levies 2025 to 2026

The Town and Parish Council precepts that form part of the Council Tax bill are shown below. The table shows the total amount of each Parish Precept and the resulting parish Council Tax charge for 2025/2026 for a property in valuation band D.

Parish	Precept (£) – what the Parish Council seeks to raise from Council Tax Payers	Element of the Band D Council Tax Charge (£)
Alresford	106,218	102.59
Ardleigh	97,309	80.43
Beaumont-cum-Moze	4,400	33.64
Great Bentley	165,000	146.00
Little Bentley	5,000	41.19
Bradfield	71,500	143.92
Brightlingsea	247,500	79.91
Great Bromley	33,725	76.42
Little Bromley	1,800	17.34
Little Clacton	90,700	82.78
Elmstead	78,250	80.49
Frating	15,774	56.56
Frinton and Walton	754,958	84.92
Harwich	217,258	37.79
Lawford	185,360	101.63
Manningtree	36,000	103.12
Mistley	104,945	78.95
Great Oakley	31,485	79.63
Little Oakley	23,405	59.80
Ramsey and Parkeston	74,600	94.74
St Osyth	190,000	92.77
Tendring	17,250	55.47
Thorpe-le-Soken	71,350	73.67
Thorrington	45,000	80.67
Weeley	45,170	50.24
Wix	28,832	83.62
Wrabness	7,400	31.98

The average of the above for Parish/Town precepts on the Band D properties in the relevant Parish area is £75.94 per year (which equates to £1.46 per week).

In 2025/26, the District Council allocated £682,999 as Special Expenses and £423,446 of that total was charged to Council Tax Payers 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; including any allocation of assets from the District Council to a/the new Parish Council(s).

What can local councils do?

(with credit to NALC for compiling this)

Function	Powers & Duties	Statutory Provisions
Allotments	Powers to provide allotments. Duty to provide allotment gardens if demand unsatisfied and if reasonable to do so	Small Holding & Allotments Act 1908, s.23
Borrowing money	Power for councils to borrow money for their statutory functions or for the prudent management of their financial affairs	Local Government Act 2003, Schedule 1, para. 2
Baths (public)	Power to provide public swimming baths	Public Health Act 1936, s.221
Burial grounds, cemeteries and crematoria	Power to acquire and maintain Power to provide Power to contribute towards expenses of cemeteries	Open Spaces Act 1906, Sections 9 and 10 Local Government Act 1972, s.214 Local Government Act 1972, s.214 (6)
Bus Shelters	Power to provide and maintain shelters	Local Government (Miscellaneous Provision) Act 1953, s.4
Byelaws	Power to make byelaws for: Places of public recreation Cycle parks Public swimming baths Open spaces and burial grounds Mortuaries and post-mortem rooms	Public Health Act 1875, s.164 Road Traffic Regulation Act 1984, s.57(7) Public Health Act 1936, s.223 Open Spaces Act 1906, s.15 Public Health Act 1936, s.198
Charities	Duties in respect of parochial charities Power to act as charity trustees	Charities Act 2011, ss.298-303 Local Government Act 1972, s.139 (1)
Clocks	Power to provide public clocks	Parish Councils Act 1957, s.2
Closed Churchyards	Powers to maintain	Local Government Act 1972, s.215


Commons and common pastures	Powers in relation to Inclosure, regulation, management and provision of common pasture	Inclosure Act 1845; Small Holdings and Allotments Act 1908, s.34
Highways	<p>Power to repair and maintain public footpaths and bridle-ways.</p> <p>Power to light roads and public places</p> <p>Power to provide parking places for vehicles, bicycles and motor-cycles.</p> <p>Power to enter into agreement as to dedication and widening.</p> <p>Power to provide roadside seats and shelters.</p> <p>Power to consent to a local highway authority stopping maintenance of a highway or stopping up/ diverting a highway</p> <p>Power to complain to district council about the Power to provide certain traffic signs and other notices protection of rights of way and roadside waste</p> <p>Power to plant trees and shrubs and to maintain roadside verges</p>	<p>Highways Act 1980, ss.43, 50</p> <p>Parish Councils Act 1957, s.3; Highways Act 1980, s.301</p> <p>Road Traffic Regulation Act 1984, ss.57, 63</p> <p>Highways Act 1980, ss.30, 72</p> <p>Parish Councils Act 1957, s.1</p> <p>Highways Act 1980, ss.47, 116</p> <p>Highways Act 1980, s.130</p> <p>Road Traffic Regulation Act 1984, s.72</p> <p>Highways Act 1980, s.96</p>
Honorary titles	Power to admit to be honorary freemen/ freewomen of the council's area persons of distinction and persons who have, in the opinion of the authority, rendered eminent services to that place or area.	Local Government Act 1972, s.249
Investments	Power to participate in schemes of collective investment	Trustee Investments Act 1961, s.11

Land	Power to acquire by agreement, to appropriate, to dispose of Power to accept gifts of land	Local Government Act 1972, ss.124, 126, 127 Local government Act 1972, s.139
Litter	Provision of bins	Litter Act 1983, ss.5, 6
Lotteries	Powers to promote	Gambling Act 2005, s.252, 258
Markets	Power to establish or acquire by agreement markets within the council's area and provide a market place and market buildings	Food Act 1984, s.50
Mortuaries and post-mortem rooms	Powers to provide mortuaries and post-mortem rooms	Public Health Act 1936, s.198
Neighbourhood planning	Powers to act as lead body for a neighbourhood development plan or a neighbourhood development order.	Localism Act 2011, Schedule 9; Town and Country Planning Act 1990, ss.61E-61Q, Schedule 4B; Planning and Compulsory Purchase Act 2004, s.38A
Newsletters	Power to provide information relating to matters affecting local government	Local Government Act 1972, s.142
Nuisances	Power to deal with offensive ditches	Public Health Act 1936, s.260
Open spaces	Power to acquire and maintain land for public recreation Power to acquire and maintain land for open spaces	Public health Act 1875, s.164 Open Spaces Act 1906, ss.9 and 10
Parish Property and documents	Powers to receive and retain Duty to deposit certain published works in specific deposit libraries	Local Government Act 1972, s.226 Legal Deposit Libraries Act 2003, s.1
Public buildings and village hall	Power to acquire and provide buildings for public meetings and assemblies	Local Government Act 1972, s.133
Public Conveniences	Power to provide	Public Health Act 1936, s.87
Recreation	Power to provide a wide range of recreational facilities Provision of boating pools	Local Government (Miscellaneous Provisions) Act 1976, s.19 Public Health Act 1961, s.54
Right to challenge	The right to submit an interest in running a service	Localism Act 2011, ss.81-86

services that are provided by a principal authority	provided by a district, county or unitary authority	
Right to nominate and bid for assets of community value	The right to nominate assets to be added to a list of assets of community value and the right to bid to buy a listed asset when it comes up for sale	Localism Act 2011, ss.87-108
Town and Country Planning	Right to be notified of planning applications if right has been requested	Town and Country Planning Act 1990, Sched.1, para.8
Tourism	Power to encourage tourism to the council's area	Local Government Act 1972, s.144
Traffic Calming	Powers to contribute financially to traffic calming schemes	Local Government and Rating Act 1997, s.30
Transport	Powers to spend money on community transport schemes	Local Government and Rating Act 1997, s.26-29
War memorials	Power to maintain, repairs, protect and adapt war memorials	War Memorials (Local Authorities' Powers) Act 1923, s.1
Water	Power to utilise wells, springs or streams for obtaining water	Public Health Act 1936, s.125
Websites	Power for councils to have their own websites	Local Government Act 1972, s.142

ELECTION MAPS

CLICK INSIDE A BOUNDARY FOR MORE INFO

 Civil Parishes or Communities

