

Tollesbury Parish Council

Notice is hereby given that the Meeting of Tollesbury Parish Council will be held on Tuesday 21st March 2023, in The Pavilion, Tollesbury Recreation Ground, Elysian Gardens commencing at 7.30 pm, to which members of the Council are summoned for the transaction of the under-mentioned business.

M. Curtis

Michelle Curtis – Clerk to the Council

14th March 2023

Councillors: S Plater (Chairman), T Lowther (Vice-Chairman), M Bell, V Chambers, R Clare, A Ferneyhough, L Goldie, S Hawes,

C Page, J Rogers, A St Joseph

THE PRESS AND PUBLIC ARE CORDIALLY INVITED TO ATTEND

Photographing, recording, broadcasting or transmitting the proceedings of a meeting by any means is permitted; however, the privacy of (i) persons who object to the same and (ii) children and vulnerable adults must be respected by anonymising the identities of such.

1. Apologies for Absence

To receive apologies for absence.

2. Declaration of Interest

Members are reminded that they are required to declare any Disclosable Pecuniary Interests, Other Pecuniary Interests and Non-Pecuniary Interests which they know they might have in items of business on the agenda. They are reminded that they will need to repeat their declarations at the appropriate point in the meeting and leave the room if required under the Code of Conduct. Unforeseen interests must be declared similarly at the appropriate time.

3. Public Forum

Members of the public will be given an opportunity to put forward their question(s) or statements to the Council. The Chairman will, at his discretion, then decide if he is able to answer the question(s) or proposes to put the item on the agenda for the next meeting.

4. County Councillor and District Councillors

To receive information from the County Councillor and District Councillors

5. Minutes

To receive and approve the minutes of the Parish Council Meeting held on 7th March 2023

6. Planning Applications and Decisions

6.1 Planning Applications

Applications are circulated to all Councillors with the agenda for study ahead of the meeting. Planning documents are also available for everyone to view on Maldon District Council's website (www.maldon.gov.uk).

To consider planning applications received from Maldon District Council including the following:

Application No: VARM/MAL/22/01243 PP-11777262 Proposal: Variation of condition 4 (wheelchair user/accessible/adaptable dwellings) on approved planning permission 21/00702/FUL (Create residential specialist neighbourhood for older people, consisting of 25 dwellings and community hub building, with associated landscaping and infrastructure.) to allow Plot 5 to comply with Building Regulation M4(2) (accessible and adaptable) instead of M4(3) (wheelchair user dwelling)

Location: Land North Of 48 Woodrolfe Road Tollesbury

Application No: WTPO/MAL/23/00118

Proposal: T1 Birch tree - Remove 9 metres of the limb closest to the dwelling and ivy to be removed. T2 Birch Tree - Fell and replace.

Location: Graces 40 Church Street Tollesbury

Application No: FUL/MAL/22/01148 PP-11654097

Proposal: Demolish existing buildings and construct a two storey 3

bed/ 6 persons detached dwellinghouse and garden room.

Location: Land At Garlands Farm Cottages 76 West Street Tollesbury

Application No: HOUSE/MAL/23/00184 PP-11953500

Proposal: Front Porch

Location: 11 Orchard Close Tollesbury

Application No: FUL/MAL/23/00202 PP-11953205

Proposal: Demolition of existing dwelling and outbuildings and the erection of a terrace of no3 houses and no3 detached bungalows

Location: 19 North Road Tollesbury

Application No: TCA/MAL/23/00116 PP-11916557

Proposal: T1 London Plane - Remove the two lowest overhanging

limbs.

Location: Tollesbury County Primary School East Street Tollesbury

6.2 Planning Decisions

To receive notification of planning decisions from Maldon District Council.

6.3 Planning Appeals

To receive notification of Planning Appeals from Maldon District Council.

6.4 Planning Appeal Decisions

To note appeal decisions made by the Planning Inspectorate

Appeal A

Appeal Reference: APP/X1545/W/20/3266129

Application No: FUL/MAL/20/00955

Location: Bohuns Byre, Church Street, Tollesbury

Decision: Appeal Dismissed

Appeal B

Appeal Reference: APP/X1545/Y/20/3266130

Application No: LBC/MAL/20/00956

Location: Bohuns Byre, Church Street, Tollesbury

Decision: Appeal Dismissed

6.5 Tree Preservation Orders for information

To note TPOs made by Maldon District Council.

7. Finance Committee

To receive the Draft Minutes of the Finance Committee meeting held on 14th March 2023.

8. Asset Register 2022/23

- **8.1** To agree on the proposed Asset Register
- **8.2** To consider the proposal from the Finance Committee for amendments to the insurance policy

9. Risk Assessment

To agree on the proposed Risk Assessment and Management document

10. Policies

- **10.1** To review the <u>Recruitment of Ex-Offenders Policy</u>
- **10.2** To consider adoption of the Dignity at Work Policy

11. Savings/Investments

To consider the proposal from the Finance Committee for saving/investment of Parish Council funds

12. Climate Change

To discuss any issues relating to Climate Change

13. Memorandum of Understanding (MoU) – Woodup Pool

To receive a verbal update from the Chairman.

14. Recreation Ground - Football Pitches

14.1 To consider the request from <u>Tollesbury Juniors FC</u> for them to carry out some maintenance work to the Recreation Ground

14.2 To consider the request from <u>Tollesbury Juniors FC</u> for a contribution towards the over-seeding of the Recreation Ground

15. Administration

To receive information from the Clerk – update on current and ongoing matters

16. Community Matters

To receive information only or note future agenda items

17. Dates of the Next Meetings

Tuesday 4th April 2023 - Full Council Meeting – 7.30 pm – Pavilion

Tuesday 11th April 2023 – Woodup Pool Committee – 7.30 pm – Pavilion

Tuesday 18th April 2023 - Full Council Meeting – 7.30 pm – Pavilion

Tuesday 18th April 2023 – Environment and Amenity Committee – Following Full Council Meeting – Pavilion

If you would like an item on the agenda at any Full Parish Council or Committee Meeting, you should write your request to the Parish Clerk at least a week before the meeting.

Clerk: Michelle Curtis

Address: PO Box 13205, Maldon, Essex CM9 9FU

Telephone: 01621 869039. Email: tollesburypc@btinternet.com

Appeal Decisions

Site visit made on 14 February 2023

by Graham Chamberlain BA (Hons) MSc MRTPI

an Inspector appointed by the Secretary of State

Decision date: 24th February 2023

Appeal A - Ref: APP/X1545/W/20/3266129 Bohuns Byre, Church Street, Tollesbury, Essex CM9 8QL

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a failure to give notice within the prescribed period of a decision on an application for planning permission.
- The appeal is made by Mrs Katherine Brown against Maldon District Council.
- The application Ref 20/00955/FUL, is dated 20 September 2020.
- The development proposed is described as 'conversion, renovation and extension to historic barn to create 2-bedroom house'.

Appeal B - Ref: APP/X1545/Y/20/3266130 Bohuns Byre, Church Street, Tollesbury, Essex CM9 8QL

- The appeal is made under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against a failure to give notice within the prescribed period of a decision on an application for listed building consent.
- The appeal is made by Mrs Katherine Brown against Maldon District Council.
- The application Ref 20/00956/LBC, is dated 20 September.
- The works proposed are described as 'conversion, renovation and extension to historic barn to create 2-bedroom house'.

Decisions

1. The appeals are dismissed, and planning permission and listed building consent refused.

Preliminary Matters and Main Issues

- 2. I have considered the two appeals concurrently, but on their own merits, because there are common matters between them.
- 3. The Council failed to determine the applications within the prescribed periods and therefore the appellant exercised their right to submit these appeals. The Council has confirmed through putative reasons for refusal that, had it been able to do so, it would have refused the proposal due to concerns regarding the impact on the listed building and its setting, the character and appearance of the area and the operation of the adjoining agricultural enterprise. It is also necessary to consider the impact of the proposal on biodiversity, and I wrote to the Council and appellant seeking their views on this matter.
- 4. Accordingly, the main issues in these appeals are:
 - Whether the proposed works and development would preserve the special interest of Bohuns Byre and its setting, a Grade II listed building; and

• The effect of the proposed development on biodiversity, the operation of the adjoining business and the character and appearance of the area.

Whether the proposal would preserve the listed building and its setting

- 5. Bohuns Byre was listed in 1987 and is a timber framed building arranged over two floors. Recent analysis indicates that it was probably erected in the late 18th Century as a stable with hayloft above and may have comprised part of a model farm with other nearby structures. The listed threshing barn to the southwest is probably a contemporary and together these buildings formed part of a historic farmyard.
- 6. The timber frame of Bohuns Byre is reasonably complete with an interestingly constructed roof. The western wall has lost areas of original framing due to alterations to facilitate the use of an adjoining tractor shed. Other interesting details include the brick paviour floor, gullied drain and dove resting shelves. A later single storey brick-built workshop, re constructed in the 1990s, sits to the east and creates a characterful yard enclosed by low brick walls.
- 7. Accordingly, the building has architectural and evidential value as a repository of bygone construction techniques, lifestyles and agricultural practices. The building also has a rustic charm that affords it aesthetic value. The agricultural origins and appearance of the building are inherent to its significance.
- 8. The appeal building has been allowed to fall into a poor condition that has necessitated its inclusion on the 'at-risk' register for a long time. The weatherboarding has failed and contains holes and there are extensive areas of rot within the timber frame, especially in the western elevation. The result of this is that the first floor now leans significantly. In addition, the plinth is crumbling, and part of the workshop has collapsed. Several reports¹ have been prepared that confirm the need for significant remedial works to safeguard the listed structure. To this end, the appellant has proposed a residential conversion of the building to provide it with a long-term use.
- 9. A residential conversion would give the building and it's setting a more domestic character through the alterations necessary to create a home. This would include the insertion of windows, doors, partitions, insulation and roof lights and the provision of a garden area and parking. The proposal would also include an extension to the north that would disrupt much of the gable end and incorporate an awkward join with the workshop. The extension to the west would be over fenestrated and thus out of character with the solidity of a historic agricultural building. Therefore, the proposed residential conversion would inherently erode the building's significance by harming the ability to experience it as a simple and functional agricultural structure.
- 10. That said, some aspects of the proposal would benefit the building and/or be sensitive to its significance. In particular, the tarpaulin and makeshift boarding to the walls, and corrugated tin roof, would be replaced. Moreover, the building, including the timber frame, would be comprehensively repaired. The conversion would also retain large internal spaces and historic fabric would be kept, including the dove resting shelves. The brick paviours would be reused, albeit on a modern base, and the mezzanine would allow the roof to be experienced from close range. Externally, the southern elevation would retain

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 $^{^{\}mathrm{1}}$ Morton Partnership in June 2002 and MLM May 2006 and 2019

an agricultural charm with pinned back doors. The conversion would allow a building at risk to be safeguarded into the future.

- 11. The positive aspects of the proposal would offset some of the harm and soften the impact of the conversion. However, there would still be residual net harm because of the inherent damage caused by a residential conversion of an agricultural structure. Overall, there would be a moderate net adverse impact on the significance and special interest of the listed building. This harm would be 'less than substantial' within the meaning of Policy D3 of the Local Development Plan² (LDP). Thus, the harm should be weighed against the public benefits of the proposal, which can include securing the optimal viable use.
- 12. An agricultural use of the building would be the optimal use for preserving its significance given this was its intended use when built. If an agricultural use is not viable then other uses would need to be considered to ensure the building did not deteriorate for want of a function. This could include commercial uses, which can sometimes be less intrusive than a residential conversion. However, the viability reports³ indicate that commercial uses are unlikely to be viable given the remote location, difficult access across a farmyard and the extent of works required. These reports are dated, but the conclusions are still valid given the site constraints.
- 13. Thus, it may be that a residential use ultimately becomes the only viable use, and therefore the optimal viable use. If this were the case, then the building and its setting would probably need to endure some harm through conversion to be safeguarded.
- 14. However, the evidence⁴ before me suggests there is interest in using the building for agricultural/equestrian purposes. In particular, the owner of Bohuns Hall has offered to purchase the building and restore it for use as stables, and the adjoining farmer has also offered to purchase the appeal building and use it for agriculture. The interest has been expressed publicly and in writing. The farmer even instructed an agent to make the offer, so it would seem genuine and considered rather than being aimed at frustrating the appellant's plans.
- 15. The offers do not appear to be detailed and it is unclear if those interested are aware of the considerable costs of any remedial works⁵, and the previous failure to raise funds through a farming stewardship grant. However, the conversion costs could be reflected in any sale price. It is also unclear if the building would be suitable for housing animals in accordance with modern standards and if the offers were predicated on the inclusion of the appellant's adjoining land. Nevertheless, there is no substantive evidence before me to indicate that the interest was robustly explored by the appellant. For example, it is unclear if the offers were responded to. Furthermore, no party has been afforded an opportunity to make a formal and costed proposal demonstrating how the building would be remediated. In this respect, stipulations could have been placed on any sale to require the completion of some works by a set date to ensure any interest is genuine and beneficial to the building.

² Maldon District Approved Local Development Plan 2014-2029

³ Viability Assessment 2020 & Strutt and Parker in 2004, Whirledge and Nott in 2005 and Fenn Wrights in 2010 ⁴ See comments from Melissa Curtis 19.09.21 and letter from G N Butt dated 15.02.21 and subsequent comments dated 15.09.21

⁵ Around 20 years ago a figure of £160,000 was estimated

- 16. Accordingly, I am not satisfied that the appellant has demonstrated that a residential conversion would be the optimal viable use. A short period of marketing may have assisted in this respect. Consequently, it would be premature to conclude that a residential conversion to a dwelling is the optimal viable use of the building and thus a benefit of the scheme.
- 17. Although it has not been demonstrated that a residential conversion would be the optimal viable use, the appeal scheme would nevertheless have other benefits. It would secure a use for the building and safeguard it into the future. Although without further justification it is possible that an agricultural use could also achieve this. The provision of a modest dwelling would also assist in addressing the significant shortfall in the housing land supply and enhance housing choice, but a single dwelling would be a limited benefit in this respect. There would also be some economic benefits from construction and subsequent occupation, but these would be time limited or modest in extent.
- 18. It is necessary to give considerable importance and weight to the special regard I must pay to preserving the listed building and its setting⁶. This is not an instruction to refuse a proposal that harms a designated heritage asset but provides a strong presumption in favour of preservation. In this context, the harm that would arise from the proposal would not be outweighed by its public benefits. The failure to demonstrate that a residential conversion would be the optimal viable use of the building is key in this regard. Accordingly, the harm would not have clear and convincing justification. The proposal would therefore be contrary to Policies D1, D3 and S8 of the LDP, which seek to secure proposals that preserve designated heritage assets and their setting unless any harm has clear and convincing justification.

The effect on biodiversity

- 19. The appeal site includes several features that could support bats, breeding birds and barn owls including mature trees, scrub, open sided buildings and hedges. Accordingly, there is a reasonable likelihood of protected species being present and affected by the development, particularly as the existing buildings would be renovated and the site partially cleared.
- 20. The appellant has provided a Phase 1 biodiversity report by Hiller Ecology, which presented the findings of a survey undertaken in December 2019. The conclusion in the report is that the site is of low biodiversity value. Nevertheless, the report confirms that the conclusions are only valid for 24 months from the date of the last survey. Accordingly, the findings became invalid in December 2021 and are therefore out of date by some way.
- 21. It therefore follows that the findings of the Phase 1 report cannot be relied upon. Accordingly, the appeals have been submitted without adequate evidence that the proposal would not harm biodiversity. It would be inappropriate to require further surveys by condition because Circular 06/20057 states that ecological surveys should only be left to a planning condition in exceptional circumstances, which do not apply in this case.
- 22. It is necessary to identify the presence or otherwise of protected species before granting planning permission so that any impacts and potential mitigation can be identified and fully understood. The absence of an up to date and valid

⁶ See Sections 16(2) and 66(1) of The Planning (Listed Buildings and Conservation Areas) Act 1990

Biodiversity and Geological Conservation – see footnote 61 of the National Planning Policy Framework

assessment is therefore a significant omission. Without it, there is an unacceptable risk that the proposal could harm protected species. As such, it is unclear whether the development would protect biodiversity and thus adhere to Policy N2 of the LDP, which seeks to safeguard protected species.

The effect on the operation of the farmyard

- 23. Paragraph 187 of the National Planning Policy Framework states that existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Furthermore, where the operation of an existing business could have a significant adverse effect on new development in its vicinity, the applicant (or 'agent of change') should be required to provide mitigation.
- 24. The proposed dwelling would be located on the edge of an existing farmyard. It would be closer to operations than Bohuns Hall, which is also screened by landscaping and sits in large grounds. The handful of other nearby dwellings apparently belong to members of the Farmer's family. As a result, the residents of the appeal scheme could have a different relationship to the farming enterprise than those of the existing nearby properties.
- 25. Residents of the proposal could be exposed to noise and activity from the workings of the farm, potentially at unsociable hours. Livestock is also kept at the farm, and this could result in smells. These potential impacts have not been explored in a substantive way by the appellant, who is the agent of change. In the absence of such evidence, the appeal has failed to demonstrate that a residential conversion would not place unreasonable restrictions on the operation of the farm. In reaching this view, I have considered the comments submitted by the Council's Environmental Protection team, but they do not address this point and are therefore not instructive in this instance.
- 26. In conclusion, the appellant has failed to demonstrate that a residential conversion would not adversely affect the operation of the adjoining farm. Accordingly, the appeal scheme would not optimise the use of the land when having regard to the location of the site and the impacts upon the amenities of neighbouring properties. The proposal would therefore be at odds with Policy H4 of the LDP.

Character and appearance

- 27. The appeal building is located on the edge of a farmyard which incorporates several buildings, some of which are dwellings. As a result, there is a built context that encompasses intrinsically rural buildings, such as barns, as well as domestic properties. This includes Bohums Hall and its large residential curtilage to the immediate east of the appeal site. This imparts a built and more domestic context on the appeal site than is found elsewhere in the open landscape around Tollesbury.
- 28. The conversion of the appeal building to a dwelling would result in it having a more domestic character and appearance. For the reasons already set out this would harm how Bohuns Byre is experienced as a largely intact, albeit redundant, agricultural structure. This would harm its setting and significance as a designated heritage asset with an inherent agricultural character. However, when considering the wider rural character and appearance of the area, the scheme would not appear out of place in the countryside as

- converted barns are a common place feature. Moreover, there are several dwellings and other buildings nearby such that the converted barn would not appear stark or out of place. Distant public views of the proposal from public rights of way, which would include features such as the garden and parking area, would be softened by walls and vegetation.
- 29. In conclusion, the proposal would preserve the character and appearance of the area. It therefore follows that a conflict with Policy D1 of the LDP would not occur. Similarly, there would be no conflict with Policy S8 of the LDP, which seeks to preserve the intrinsic character and beauty of the countryside.

Other Matters

- 30. Some of the defects with the building could be put down to sustained neglect. Simple maintenance has not been undertaken properly, including clearing vegetation that has grown through the walls, felling self-seeded sycamore trees⁸ that may be affecting the foundations, or making the building properly wind and watertight. The overgrown nature of the site is also indicative of an absence of adequate care. The lack of maintenance must be viewed in the context of the appellant's long-standing aspiration to develop the site. The deteriorating state of the building may assist their case in this regard. Indeed, it is unclear what steps have been taken since 2010 to protect the building.
- 31. The National Planning Policy Framework states that where there is evidence of deliberate neglect, the deteriorated state of the heritage asset should not be taken into account in any decision. The points outlined above indicate that there may have been deliberate neglect. However, given my findings above, especially in relation to the optimal viable use of the building, this is not a matter that needed to factor in my assessment.
- 32. Council Officers, including a Conservation Officer, recommended the proposal for approval, and I have carefully considered the reasons why. Nevertheless, given my findings above I have taken a different view for the reasons given.
- 33. The proposal would result in the site being tidied up and the listed building being more prominent as a result. However, it would also result in the erosion of the agricultural character of an historic farmyard. As a result, the proposal would not improve the setting of nearby listed buildings. However, given my findings on the main issues it is not necessary to ascertain whether there would be harm to the setting of nearby listed buildings.
- 34. I have carefully considered the previous appeal decisions⁹, but the findings were made in a different policy context and related to a alternative much larger scheme. As a result, there is no inconsistency. The appellant has raised questions about how and why the planning committee considered the applications, but these concerns should be directed to the Council.
- 35. The Council are unable to demonstrate a five-year housing land supply and therefore Paragraph 11 of the Framework is relevant. In this instance, the application of Policies in the Framework in Paragraphs 199, 200 and 202, which Policy D3 replicates, provide a clear reason for refusing the proposal. As a result, the tilted balance is not relevant.

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⁸ There is no intention to feel the horse chestnut trees

⁹ APP/X1545/E/10/2132929 and 2135721

36. Given my overall conclusions, the appeal scheme would have no effect on any European Site/Special Protection Area and therefore I have not considered this matter further.

Conclusions

37. The proposal would fail to preserve the special interest of the listed building and its setting and there are no other considerations or public benefits that would outweigh this harm. In particular, it has not been demonstrated that a residential conversion would be the optimum viable use of the listed building. In addition, the proposal fails to demonstrate that there would be no harm to biodiversity or the operation of a neighbouring business. The proposal would not harm the character and appearance of the area but the absence of harm in this respect would not outweigh the harm and policy conflicts I have identified. Accordingly, for the reasons given, the appeals have failed.

Graham Chamberlain
INSPECTOR



Recruitment of Ex-Offenders Policy

Clerk: Michelle Curtis

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RECRUITMENT OF EX-OFFENDERS POLICY

As an organisation using the Disclosure and Barring Service (DBS) to assess applicants' suitability for positions of trust, Tollesbury Parish Council complies fully with the DBS Code of Practice. Tollesbury Parish Council undertakes not to discriminate unfairly against any subject of a Disclosure on the basis of a conviction or other information revealed. All applicants will be treated fairly as part of our Equal Opportunities policy, which outlines our commitment to the fair treatment of staff, potential staff and service users, regardless of race, gender, religion, sexual orientation, responsibilities for dependents, age, physical/mental disability or offending background.

A Disclosure is only requested if it is both proportionate and relevant to the position concerned and relates only to any convictions, cautions, reprimands or final warnings that are not "protected" as defined by the Rehabilitation of Offenders Act 1974 (Exceptions) Order 1975 (as amended in 2013) by SI 2013 1198. For those positions where a Disclosure is required, all application forms, job adverts and recruitment briefs will contain a statement that a Disclosure will be requested in the event of the individual being offered the position.

Where a Disclosure is to form part of the recruitment process, we encourage all applicants to provide details of their criminal record at an early stage in the application process. We request that this information is sent under separate, confidential cover, to a designated person within Tollesbury Parish Council and we guarantee that this information is only seen by those who need to see it as part of the recruitment process.

In exceptional circumstances, we may authorise the person selected to start work for an agreed period before the Disclosure is received. However, they will not be able to work unsupervised with children, young people or vulnerable adults until a satisfactory Disclosure is received.

Unless the nature of the position allows Tollesbury Parish Council to ask questions about your entire criminal record, we only ask about "unspent" convictions as defined in the Rehabilitation of Offenders Act 1974 and DBS procedures which filter out old and minor convictions and cautions.

We ensure that all those in Tollesbury Parish Council who are involved in the recruitment process have been suitably trained to identify and assess the relevance and circumstances of offences. We also ensure that they have



received appropriate guidance and/or training in the relevant legislation relating to the employment of ex-offenders, e.g. the Rehabilitation of Offenders Act 1974.

At interview we ensure that a discussion takes place on the subject of any offences or other matter that might be relevant to the position. Failure to reveal information that is directly relevant to the position could lead to withdrawal of an offer of employment.

We make every subject of DBS Disclosure aware of the existence of the DBS Code of Practice and make a copy available on request.

We undertake to discuss any matter revealed in a Disclosure with the person seeking the position before withdrawing a conditional offer of employment.

Having a criminal record will not necessarily bar you from working with us. This will depend on the nature of the position and the circumstances and background of your offences.

Version	Details of Changes	Date	Approver
V1.0	Adopted – M&DCVS Template September 2013	01/12/2020	TPC
V1.0	Reviewed by Finance Committee – no changes	14/03/23	TPC - FC
	Next Review - March 2023		

PARISH COUNCIL POLICY

Dignity at Work Policy

V1.0

Clerk: Michelle Curtis

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Tollesbury Parish Council believes that civility and respect are important in the working environment, and expect all councillors, officers and the public to be polite and courteous when working for, and with the council.

Purpose

Tollesbury Parish Council is committed to creating a working environment where all council employees, councillors, contractors and others who come into contact with us in the course of our work, are treated with dignity, respect and courtesy. We aim to create a workplace where there is zero tolerance for harassment and bullying

In support of this objective, Tollesbury Parish Council has signed up to the Civility Pledge, as a commitment to civility and respect in our work, and politeness and courtesy in behaviour, speech, and in the written word. Further information about the Civility and Respect Pledge is available NALC & SLCC

We recognise that there is a continuum where unaddressed issues have the potential to escalate and become larger, more complex issues and this policy sets out how concerns will be managed however the emphasis of this policy is on resolution and mediation where appropriate, rather than an adversarial process.

This document:

- explains how we will respond to complaints of bullying or harassment;
- ensures that we respond sensitively and promptly; and,
- supports our employees in ensuring their behaviour does not amount to bullying and/or harassment by giving examples.

Scope

This policy covers bullying and harassment of and by clerks/chief officers and all employees engaged to work at Tollesbury Parish Council. Should agency staff, or contractors have a complaint connected to their engagement with Tollesbury Parish Council this should be raised to their nominated contact, manager, or the Chair of the Council, in the first instance. Should the complaint be about the chair of the complaint should be raised to the vice-chair.

Agency staff, or contractors are equally expected to treat council colleagues, and other representatives and stakeholders with dignity and respect, and the council may terminate the contract, without notice, where there are suspicions of harassment or bullying.

Complaints about other employment matters will be managed under the council's grievance policy.



It is noted that the management of a situation may differ depending on who the allegations relate to (e.g. employees, contractor, councillor), however, the council will take appropriate action if any of its employees are bullied or harassed by employees, councillors, members of the public, suppliers or contractors.

The position on bullying and harassment

All staff and council representatives are entitled to dignity, respect and courtesy within the workplace and to not experience any form of discrimination. Tollesbury Parish Council will not tolerate bullying or harassment in our workplace or at work-related events outside of the workplace, whether the conduct is a one-off act or repeated course of conduct, and whether harm is intended or not. Neither will we tolerate retaliation against, or victimisation of, any person involved in bringing a complaint of harassment or bullying. You should also be aware that, if you have bullied or harassed someone (e.g. physical violence, harassment), in some circumstances the treatment may amount to a crime punishable by a fine or imprisonment.

We expect all representatives of the council to treat each other with respect and uphold the values of the code of conduct, civility and respect pledge, equality opportunities policy, and all other policies and procedures set by the Council.

We expect you to demonstrate respect by listening and paying attention to others, having consideration for other people's feelings, following protocols and rules, showing appreciation and thanks, and being kind.

Allegations of bullying and harassment will be treated seriously. Investigations will be carried out promptly, sensitively and, as far as possible, confidentially. See the grievance policy for further details regarding the process. Employees and others who make allegations of bullying or harassment in good faith will not be treated less favourably as a result.

False accusations of harassment or bullying can have a serious effect on innocent individuals. Staff and others have a responsibility not to make false allegations. While we will assume that all complaints of bullying and harassment are made in good faith, in the event that allegations are found to be malicious or vexatious the person raising the complaint may be subject to action under the council's disciplinary procedure.



Harassment

- •Where a person is subject to uninvited conduct that violates their dignity, in connection with a protected characteristic
- •Behaviour that creates a hostile, humiliating, degrading or similarly offensive environment in relation to a protected characteristic

Bullying

 Behaviour that leaves the victim feeling threatened, intimidated, humiliated, vulnerable or otherwise upset. It does not need to be connected to a protected characteristic.

What Type of Treatment amounts to Bullying or Harassment?

'Bullying' or 'harassment' are phrases that apply to treatment from one person (or a group of people) to another that is unwanted and that has the effect of violating that person's dignity or creating an intimidating, hostile, degrading, humiliating, or offensive environment for that person.

Examples of bullying and harassment include:

- Physical conduct ranging from unwelcome touching to serious assault
- Unwelcome sexual advances
- The offer of rewards for going along with sexual advances e.g. promotion, access to training
- Threats for rejecting sexual advances
- Demeaning comments about a person's appearance
- Verbal abuse or offensive comments, including jokes or pranks related to age, disability, gender re-assignment, marriage, civil partnership, pregnancy, maternity, race, religion, belief, sex or sexual orientation
- Unwanted nicknames, especially related to a person's age, disability, gender reassignment, marriage, civil partnership, pregnancy, maternity, race, religion, belief, sex or sexual orientation
- Spreading malicious rumours or insulting someone
- Lewd or suggestive comments or gestures
- Deliberate exclusion from conversations, work activities or social activities.



- Withholding information a person needs in order to do their job
- Practical jokes, initiation ceremonies or inappropriate birthday rituals
- Physical abuse such as hitting, pushing or jostling
- · Rifling through, hiding or damaging personal property
- Display of pictures or objects with sexual or racial overtones, even if not directed at any particular person
- Isolation or non-cooperation at work
- Subjecting a person to humiliation or ridicule, belittling their efforts, whether directly and / or in front of others
- The use of obscene gestures
- Abusing a position of power

Bullying and harassment can occur through verbal and face to face interactions, but can also take place through sharing inappropriate or offensive content in writing or via email and other electronic communications and social media.

It is important to recognise that conduct which one person may find acceptable, another may find totally unacceptable and behaviour could be harassment when the person had no intention to offend. We all have the right to determine what offends us. Some behaviour will be clear to any reasonable person that it is likely to offend – for example sexual touching. Other examples may be less clear, however, you should be aware that harassment will occur if behaviour continues after the recipient has advised you that the behaviour is unacceptable to them.

Harassment can also occur where the unwanted behaviour relates to a perceived characteristic (such as offensive jokes or comments based on the assumption someone is gay, even if they are not) or due to their association with someone else (such as harassment related to their partner having a disability for example). See the council's equality and diversity Policy.

All employees must, therefore, treat their colleagues with respect and appropriate sensitivity and should feel able to challenge behaviour that they find offensive even if it is not directed at them.

It is important to recognise that bullying does not include appropriate criticism of an employee's behaviour or effective, robust performance management. Constructive and fair feedback about your behaviour or performance from your manager or colleagues/Councillors is not bullying. It is part of normal employment and management routines, and should not be interpreted as anything different.



Victimisation

Victimisation is subjecting a person to a detriment because they have, in good faith, complained (whether formally or otherwise) that someone has been bullying or harassing them or someone else, or supported someone to make a complaint or given evidence in relation to a complaint. This would include isolating someone because they have made a complaint or giving them a heavier or more difficult workload.

Provided that you act in good faith, i.e. you genuinely believe that what you are saying is true, you have a right not to be victimised for making a complaint or doing anything in relation to a complaint of bullying or harassment and the council will take appropriate action to deal with any alleged victimisation, which may include disciplinary action against anyone found to have victimised you.

Making a complaint that you know to be untrue, or giving evidence that you know to be untrue, may lead to disciplinary action being taken against you.

Reporting Concerns

What you should do if you feel you are being bullied or harassed by a member of the public or supplier (as opposed to a colleague)

If you are being bullied or harassed by someone with whom you come into contact at work, please raise this with your nominated manager in the first instance or, with the clerk/or a councillor. Any such report will be taken seriously, and we will decide how best to deal with the situation, in consultation with you.

What you should do if you feel you are being bullied or harassed by a councillor: If you are being bullied or harassed by a councillor, please raise this with the clerk/chief officer or the chair of the council in the first instance. They will then decide how best to deal with the situation, in consultation with you. There are two possible avenues for you, informal or formal. The Informal Resolution is described below. Formal concerns regarding potential breaches of the Councillors Code of Conduct must be investigated by the Monitoring Officer.

The council will consider reasonable measures to protect your health and safety. Such measures may include a temporary change in duties or change of work location, not attending meetings with the person about whom the complaint has been made etc.

What you should do if you witness an incident you believe to harassment or bullying: If you witness such behaviour you should report the incident in confidence to



the clerk/chief officer or a councillor. Such reports will be taken seriously and will be treated in strict confidence as far as it is possible to do so.

What you should do if you are being bullied or harassed by another member of staff: If you are being bullied or harassed by a colleague or contractor, there are two possible avenues for you, informal or formal. These are described below.

Informal resolution

If you are being bullied or harassed, you may be able to resolve the situation yourself by explaining clearly to the perpetrator(s) that their behaviour is unacceptable, contrary to the council's policy and must stop. Alternatively, you may wish to ask the clerk/chief officer, your nominated manager or a colleague to put this on your behalf or to be with you when confronting the perpetrator(s).

If the above approach does not work or if you do not want to try to resolve the situation in this way, or if you are being bullied by your own nominated manager, you should raise the issue with the chair of the council. (If your concern relates to the chair, you should raise it with the chair of the personnel/staffing committee). The chair (or another appropriate person) will discuss with you the option of trying to resolve the situation informally by telling the alleged perpetrator, without prejudicing the matter, that:

- there has been a complaint that their behaviour is having an adverse effect on a member of the council staff
- such behaviour is contrary to our policy
- for employees, the continuation of such behaviour could amount to a serious disciplinary offence

It may be possible for this conversation to take place with the alleged perpetrator without revealing your name, if this is what you want. The person dealing with it will also stress that the conversation is confidential.

In certain circumstances we may be able to involve a neutral third party (a mediator) to facilitate a resolution of the problem. The chair (or another appropriate person) will discuss this with you if it is appropriate.

If your complaint is resolved informally, the alleged perpetrator(s) will not usually be subject to disciplinary sanctions. However, in exceptional circumstances (such as extremely serious allegation or in cases where a problem has happened before) we may decide to investigate further and take more formal action notwithstanding that you raised the matter informally. We will consult with you before taking this step.



Raising a formal complaint

If informal resolution is unsuccessful or inappropriate, you can make a formal complaint about bullying and harassment through the council's grievance procedure. You should raise your complaint to the clerk/chief officer or the chair of the council. A formal complaint may ultimately lead to disciplinary action against the perpetrator(s) where they are employed.

The clerk/chief officer or the chair of the council will appoint someone to investigate your complaint in line with the grievance policy. You will need to co-operate with the investigation and provide the following details (if not already provided):

- The name of the alleged perpetrator(s),
- The nature of the harassment or bullying,
- The dates and times the harassment or bullying occurred,
- The names of any witnesses and
- Any action taken by you to resolve the matter informally.

The alleged perpetrator(s) would normally need to be told your name and the details of your grievance in order for the issue to be investigated properly. However, we will carry out the investigation as confidentially and sensitively as possible. Where you and the alleged perpetrator(s) work in proximity to each other, we will consider whether it is appropriate to make temporary adjustments to working arrangements whilst the matter is being investigated.

Where your complaint relates to potential breaches of the Councillors Code of Conduct, these will need to be investigated by the Monitoring Officer. The council will consider any adjustments to support you in your work and to manage the relationship with the councillor the allegations relate to, while the investigation proceeds.

Investigations will be carried out promptly (without unreasonable delay), sensitively and, as far as possible, confidentially. When carrying out any investigations, we will ensure that individuals' personal data is handled in accordance with the data protection policy.

The council will consider how to protect your health and wellbeing whilst the investigation is taking place and discuss this with you. Depending on the nature of the allegations, the Investigator may want to meet with you to understand better your compliant (see the grievance policy for further information, and details of your right to be accompanied).

After the investigation, a panel will meet with you to consider the complaint and the findings of the investigation in accordance with the grievance procedure. At the meeting you may be accompanied by a fellow worker or a trade union official.



Following the conclusion of the hearing the panel will write to you to inform you of the decision and to notify you of your right to appeal if you are dissatisfied with the outcome. You should put your appeal in writing explaining the reasons why you are dissatisfied with the decision. Your appeal will be heard under the appeal process that is described in the grievance procedure.

The use of the Disciplinary Procedure

If at any stage from the point at which a complaint is raised, we believe there is a case to answer and a disciplinary offence might have been committed, we will instigate our disciplinary procedure. We will keep you informed of the outcome.

This is a non-contractual policy and procedure which will be reviewed from time to time.

GUIDANCE FOR USING THE DIGNITY AT WORK POLICY

This is an example of an employment policy designed for a council adhering to statutory minimum requirements and does not constitute legal advice. As with all policies it should be consistent with your terms and conditions of employment.

This guidance is provided to support understanding of the policy, and its application, as well as where local adaptions may be required. The guidance is not part of the policy and should be removed from the policy adopted and shared with council employees.

The Dignity at Work Policy will replace a previous 'Bullying and Harassment' Policy, to create a policy that is focussed on encompassing behaviours beyond simply bullying and harassment, and zero tolerance with the aim of dealing with concerns before they escalate. It is important that any commitment made in the policy is applied in practice.

Wording has been suggested to demonstrate a council's commitment to promoting dignity and respect where they have signed up to the NALC, SLCC and OVW Civility and Respect Pledge. Council's that have not signed up to this are requested to consider making this pledge which is based on basic behaviours and expectations of all council representatives to create workplaces that allow people to maintain their dignity at all times. If your council has not agreed to the pledge this wording should be removed.



The policy is drafted with consideration of employment language and terminology that is reflective of a modern working environment, setting a tone that is engaging, collaborative and inclusive. A council may want to update references where relevant to reflect local terminology and structure, however should be considerate of equality, diversity and inclusion.

The examples of bullying and harassment are just that – examples. This should not be considered an exhaustive list.

Notes:

Protected Characteristics

A 'protected characteristic' is defined in the Equality Act 2010 as age, disability, sex, gender reassignment, pregnancy and maternity, race, sexual orientation, religion or belief, and marriage and civil partnership. It is unlawful to discriminate against an individual because of any of the protected characteristics.

Discrimination includes treating people differently because of a protected characteristic. Employees can complain of harassment even if the behaviour in question is not directed at them. This is because the complainant does not actually need to possess the relevant protected characteristic. An employee can complain of unlawful harassment if they are related someone with a protected characteristic, or because a colleague believes they have a protected characteristic.

Examples of harassment related to a protected characteristic could include;

- Making assumptions about someone's ability due to their age, or denying development opportunities to someone based on their age. This could also include assumptions about their lifestyle or making inappropriate jokes related to age.
- Making fun or mimicking impairments related to a health condition, or using inappropriate language about disabilities. Constantly selecting social activities that make it impossible for a colleague with a **disability** to participate in.
- Refusing to treat a person as their new gender, or disclosing information about their gender identity could be harassment on the grounds of gender reassignment.
- Pregnancy/Maternity harassment could include refusing opportunities due to pregnancy or maternity leave, or inappropriate touching and invasion of personal space such as unwanted touching of a pregnant persons stomach.



- Harassment based on race could include derogatory nicknames, or stereotyping based on ethnicity. It could include racist comments or jokes, or assumptions about someone's lifestyle based on their ethnicity.
- Gender harassment could include not considering people for a job based on gender stereotyping roles, or implementing practices that disadvantage one gender over another. Rude, explicit jokes, even if not directed at an individual, or comments on individuals dress or appearance.
- Regularly arranging team meals over periods of fasting or religious occasions or failing to adjust a dress code to accommodate religious dress could be examples of harassment based on religion/belief.
- Excluding same sex partners from social events could be both sexual orientation and marriage/civil partnership discrimination, as could not offering the same work-related benefits.

A person does not need to be employed or have 2 years qualifying service to make a discrimination claim at a tribunal.

- Job applicants who believe they have not been appointed because of a 'protected characteristic' can make a claim.
- New or established employees who are dismissed, or treated unreasonably because of a health condition can make a discrimination claim.
- An employee subjected to harassment can make a discrimination claim at a tribunal.
- An employee asked to retire can make a discrimination claim at a tribunal

Legal risks

Successful unfair dismissal claims are limited to a compensation cap, whereas those for unlawful discrimination have no cap.

A positive employment culture, and swift action if conduct falls beneath acceptable standards will help mitigate the risks. An unhealthy culture will make it difficult to defend claims.

The time to defend and the cost of defending tribunal claims can be significant, irrespective of the outcome.

Culture and behaviour



We work in eclectic communities and working environments, and a positive culture within the council enables employees with different backgrounds and beliefs to share ideas and shape how the council achieves its objectives for their community.

It is important to recognise that different individuals may find different behaviours bullying or harassing so while there is not always intent to offend or cause harm, that does not mean that the effect of the behaviour has not caused harm or offence.

It can take people a period of time to decide to raise their concerns, as they worry about consequences (perhaps from peers by complaining about a colleague who is popular, or they fear victimisation from the perpetrator or others). The council should consider whether there are opportunities (such as 121s to offer opportunity to reflect on relationships/morale) to identify issues earlier and address negative behaviours. Individuals can often mention concerns they are experiencing but not want to take it further. The council should remind the complainant that it has a zero tolerance to bullying and harassment and remind them of the policy in place to address concerns. If the allegations mentioned are significant, the council may want to suggest that it will need to investigate further, even if a 'grievance' is not raised, so as to ensure that any concerns and risks are managed, and the council is meeting its responsibilities and duty of care as an employer.

Whilst both staff and councillors jointly determine the working culture, councillors are key in demonstrating what is and isn't acceptable behaviour. This is apparent from how councillors behave with each other in council meetings and also in how standards of behaviour are applied through the use of informal discussion and formal policies.

Scope

All council representatives are expected to uphold the values of the Dignity at Work Policy, however this policy sets out how allegations from employees will be managed. As indicated in the policy, concerns from a contractor, agency worker etc. should be raised to the identified person, and an appropriate approach will be considered based on the situation and relationship of the complainant with the council.

Likewise, concerns raised about the behaviour of a contractor or agency worker would not generally be managed via the full process (such as the disciplinary process) but appropriate action would be considered based on the situation. To treat people (such as contractors, or a casual worker) engaged by the council the same as an employee could blur the status of the employment relationship, so consider seeking professional advice if needed.

Managers



Recognising that councils are of varying sizes, where the term manager/nominated manager is used it is recognised this could be the clerk/chief officer, another employee of the council, or a councillor depending on the situation. It is good practice to have a clearly identified person who is the responsible 'line manager' or equivalent contact for an employee so that there is clarity on how the employee should report concerns to, who they notify if they are sick or to request leave etc. More often for council employees this may be the clerk/chief officer, and for the clerk/chief officer this could be the chair/deputy Chair, or possibly chair of a staffing/personnel committee.

Bullying and harassment & performance management

The policy sets out that bullying and harassment does not include appropriate criticism of an employee's behaviour or effective, robust performance management. It is not uncommon for an employee, when receiving critical feedback, to claim that this is bullying and/or harassing. It is the role of the nominated manager to provide effective and constructive feedback to encourage performance at the required standard.

Even when the feedback is not positive it should be fair, communicated in a professional and reasonable manner and shared with the objective of aiding understanding and achieving an improvement to overcome the shortfalls. There is no absolute definition of when the feedback may not be appropriate. Often it will be for the person/panel hearing the dignity at work complaint/grievance to determine whether the performance management has upheld the standards expected in terms of respect and civility and any feedback has been shared in a fair and professional way.

Responsibilities

All staff and representatives of the council are responsible for their own behaviour in the workplace and for taking steps to revise unacceptable behaviour and appropriately challenge that of others.

Leaders – councillors, clerks, chief officers, managers - are responsible for ensuring that these standards of treating people with civility, respect and courtesy are upheld, both through their own example, and by communicating and promoting these expectations to all employees. They are also responsible for ensuring that concerns raised are treated seriously and addressed in line with this policy in a timely manner.

During the investigation

Employers have a duty of care to provide a safe place of work. If a complaint is made, discuss how to manage working relationships whilst the allegation is being investigated and until the outcome is disclosed. This is as much for the protection of the alleged perpetrator as for the aggrieved.



Consider whether a neutral person should be offered as a 'listening ear' for both parties in the investigation. This could be a councillor or nominated manager who is not involved in the investigation or allegations and can be a point of check in as raising, or being subject to allegations can be stressful.

Offer other support that may be appropriate to the situation such as signposting to support groups, time off for counselling etc. If you have suspended a staff member, your duty of care continues and it is important to consider their wellbeing and mental health.

Ensure that you communicate regularly with both parties.

The investigation and any subsequent hearing should be completed in accordance with the grievance policy which sets out a process for dealing with concerns. You should ensure that the grievance policy adopted adheres to any local policies and procedures, with consideration of any timescales and escalation routes in your locally adopted policy.

Confidentiality

It may be possible for concerns to be raised with the perpetrator without disclosing the name of the complainant however in a small council it is likely that it will be clear that the accused will know where the accusation has come from. The council representative (clerk/chief officer/councillor) speaking to the alleged perpetrator must be clear that the discussion is confidential and the individual would be at risk of formal disciplinary action if there is any sort of victimisation or retaliation for the individual raising their concern.

During any formal investigation it may be necessary to disclose the nature of the allegations and where they came from to ensure a fair and balanced investigation and process. This should be discussed with the person raising the concerns to understand any issues and how they may be mitigated. In some situations it may be appropriate to provide anonymised witness statements however this would be a last resort, and could compromise the fairness of the process. Where there is a genuine fear of consequences and this may need to be considered, it is recommended that professional advice is sought. For the same reason it can be difficult for a council to consider an anonymous complaint, however if the concerns are significant and compromise the council in their duty of care to employees, then consideration of how the deal with the matter may be required.

Victimisation

All employees have the right to raise genuine concerns without the fear of reprisals. If the aggrieved (or a witness) is treated differently / less favourably because they have raised a complaint, then this is victimisation. This would include isolating someone because they have made a complaint, cancelling a planned training event, or giving them



a heavier or more difficult workload. Victimisation can lead to a claim to an employment tribunal.

False allegations

If an employee makes an allegation that they know to be untrue, or gives evidence that they know to be untrue, the council should consider the matter under the disciplinary procedure. Such an allegation would be potentially be gross misconduct.

Complaints against Councillors

Following the Ledbury case, the law is clear that any formal complaint about a councillor regarding a breach of the code of conduct must be referred to the Monitoring Officer for investigation (either by the complainant, or the Council with agreement of the complainant). During the investigation, it is critical to ensure that where an employee of the council has made the complaint, that the council agrees reasonable measures with the employee to protect their health and safety. Such measures may include a temporary change in duties, change of work location, not attending meetings with the person about whom the complaint has been made etc.

Careful consideration is required where a grievance is raised against the council as a whole due to lack of support related to councillor behaviours. The specific allegations will need to be considered to determine whether the allegations can be addressed by the council, or require exploration of the councillors behaviour in order to respond, in which case the Monitoring Officer may be required to investigate the alleged behaviours of a/any councillors where this may relate to the code of conduct. It is a matter of fact whether the complaint is against the council and can therefore be dealt with by the council's grievance procedure or against a councillor and can only be dealt with by the Monitoring Officer.

Version	Details of Changes	Date	Approver
V1.0	Template from NALC - Policy adopted	21/3/23	TPC
	NEXT REVIEW – March 2024		

From:

To:

Tollesbury Parish Council <tollesburypc@btinternet.com>

Date: Mar 14, 2023 3:59:21 PM

Subject: Proposal - Further groundwork maintenance for the rec.

Hi Michelle

As you know there are now 7 Tollesbury Juniors teams playing matches and training on the rec. We train on Saturday mornings and play matches Sunday morning. We currently have over 70 children participating.

However all the new games and training have taken a toll on the playing surface. Rabbits continue to cause dangerous surface damage and there is a large build up of moss infestation at the far end of the rec. Due to last years dry summer and extra wear from matches and training there are now numerous bare patches that desperately need over-seeding.

We are trying to provide the best playing conditions for our children and believe that extra work is needed to remedy the problems as stated above.

Can I propose the following maintenance work be carried out on the rec.

1. A pest controller has agreed to come to the rec and deal with the rabbits on the rec and surrounding areas. Greg Butt has agreed for this work to be done. The pest controller intends to use ferrets and netting as his method of control.

Can the PC please consent that this work is done, with no cost to the PC.

2. Tollesbury Juniors intends to treat the moss build up by spraying ferrogem a moss killer using a hand held sprayer. This will be done at an appropriate date and time.

Work will be funded by Tollesbury juniors. Can the PC please consent that this work is done, with no cost to the PC

3. Over-seeding of rec. This will be done by tractor and mechanical seeder. The seed used will be a ryegrass recommended for sports turf use. A quote is being obtained and is expected to be £3000 to £3500 in cost. This will be forwarded on to the PC asap. Areas in front of the pavilion will also be covered.

Can I propose that the cost of this work is partly funded by the PC either by a donation or a reduction in pitch fees.

Respectfully submitted for your consideration

Regards Fred Compton Tollesbury Juniors Chairman

Sent from my iPhone