

Overview and Scrutiny Committee Agenda



14th October 2024 at 7pm

**Council Chamber, Civic Centre, Duke Street,
Chelmsford, CM1 1JE**

Membership

Councillor J. Jeapes (Chair)
Councillor A. Thompson (Vice Chair)

and Councillors

V. Canning, D. Clark, H. Clark, P. Davey, S. Davis, J. Deakin, S. Dobson, K. Franks, L. Mascot, M. Steel, and P. Wilson

Local people are welcome to attend this meeting, where your elected Councillors take decisions affecting YOU and your City. There will also be an opportunity to ask your Councillors questions or make a statement. These have to be submitted in advance to committees@chelmsford.gov.uk. Further details are on the agenda page. If you would like to find out more, please email jan.decena@chelmsford.gov.uk or phone Jan Decena in the Democracy Team on Chelmsford (01245) 606260.

Overview and Scrutiny Committee

14 October 2024

AGENDA

1. Apologies for Absence and Substitutions

2. Chairs Announcements

3. Minutes

To consider the minutes of the meeting held on 12 February 2024.

4. Decision and Action Sheet

To consider the decisions and actions from the previous minutes of the 12 February 2024 meeting.

5. Declaration of Interests

All Members are reminded that they must disclose any interests they know they have in items of business on the meeting's agenda and that they must do so at this point on the agenda or as soon as they become aware of the interest. If the interest is a Disclosable Pecuniary Interest they are also obliged to notify the Monitoring Officer within 28 days of the meeting.

6. Public Question Time

Any member of the public may ask a question or make a statement at this point in the meeting. Each person has two minutes and a maximum of 20 minutes is allotted to public questions/statements, which must be about matters for which the Committee is responsible.

The Chair may disallow a question if it is offensive, substantially the same as another question or requires disclosure of exempt or confidential information. If the question cannot be answered at the meeting a written response will be provided after the meeting.

Any member of the public who wishes to submit a question or statement to this meeting should email it to committees@chelmsford.gov.uk 24 hours before the start time of the meeting. All valid questions and statements will be published with the agenda on the website at least six hours before the start time and will be responded to at the meeting. Those who have submitted a valid question or statement will be entitled to put it in person at the meeting.

7. Decisions Called-In

To report on any Cabinet decisions called in and to decide how they should be progressed.

8. Planning Enforcement Inform and Debate

9. Theatre Refurbishment Evaluation Task & Finish Group Report

10. Report on the Updates from Council Representatives on Outside Bodies

11. Request from a Councillor to add item on a Review of Parking Provision to the Work Programme

To consider a request from a Councillor to add an item on a Review of Parking Provision to the work programme. The Leader of the Council and Deputy Cabinet Member for Sustainable Transport, will attend the meeting to provide some initial information, to assist the Committee with timetabling the review.

12. Work Programme

13. Urgent Business

To consider any other matter which, in the opinion of the Chair, should be considered by reason of special circumstances (to be specified) as a matter of urgency.

MINUTES
of the
OVERVIEW AND SCRUTINY COMMITTEE

held on 12 February 2024 at 7pm

Present:

Councillor J. Jeapes (Chair)
Councillor A. Thompson (Vice-Chair)

Councillors, H. Clark, A. Davidson, C. Davidson, J. Deakin, S. Davis, S. Dobson, J. Sosin,
M. Steel and P. Wilson

Also in attendance:

Councillors J. Armstrong, D. Eley, L. Foster, R. Moore, and S. Scott

1. Apologies for Absence and Substitutions

Apologies were received from Councillors V. Canning, K. Franks, and S. Young. Councillor C. Davidson and Councillor J. Sosin substituted for Councillor S. Young and Councillor K. Franks respectively.

2. Chairs Announcements

No announcements were made for this meeting.

3. Minutes

The minutes of the meeting held on 20th November 2023 were agreed as a correct record.

4. Decision and Action Sheet

The Committee considered and noted the decision and action sheet since the last meeting on 20th November 2023.

5. Declaration of Interests

All Members were reminded to declare any Disclosable Pecuniary interests or other registerable interests where appropriate in any items of business on the meeting's agenda. None were made.

6. Public Question Time

Seven questions from members of the public were received. Six questions were for the Cabinet Member for a Greener and Safer Chelmsford related to the green space at Hoynors and the land by Maldon Road. Concerns included the importance of the area as a recreational space for residents; the maintenance policy in place; that the rewilding had a detrimental effect on properties; and that the area had become a public safety and health hazard.

The local ward member also reiterated the concerns of residents. It was asked if there was a balance to be struck between their constituents' enjoyment and the rewilding of Hoynors, for the wellbeing and safety of residents. There were concerns regarding the litter and fire safety with a warning from the Chelmsford Fire Brigade. It was stated there should be an agreement on the way forward and that residents would be able to resume the enjoyment.

In response to the questions the Cabinet Member for a Greener and Safer Chelmsford advised that this relates to the policy for creating and managing species-rich grassland and had been reassured by the officers that the maintenance of the green space at Hoynors was in accordance with the policy. It was noted that the margins along the entrances on Maldon Road were regularly mown to ensure adequate sight lines. To ensure that the policy was implemented, it was reassured that the area was regularly inspected. It was advised that there had been no evidence of dog fouling, debris and litter during site visits by officers in May and June 2023. It was also advised that grounds maintenance staff would visit sites every three weeks and even though there might be some littering on land maintained by Chelmsford City Council, it was advised that this was not related to the implementation of the policy and areas were visited regularly to clear the litter. It was also advised that the banks at Hoynors were steep and not suitable for formal recreational activities. It was stated that the naturalistic maintenance approach was prioritised and that if officers were to close mow then this would destroy the work that had been done to date in restoring habitats. It was also advised that compromise had already been made to strike a balance between amore naturalistic maintenance regime and the residents' enjoyment of the area.

A separate question was for Essex Police, the member of the public stated that since their family moved to Chelmsford around two years ago, they had experienced both thefts of their scooter and push bikes as well as an attempted theft of their car. They also reported an incident of burglary and had witnessed suspicious activity in the park. They also reported incidents of burglaries and robberies in the town centre and even when the police were called, they had not turned up. They asked if they, their families, and their neighbours should feel safe in Chelmsford considering the numerous incidents. The member of the public was advised that their question would be answered when Essex Police presented their item later in the meeting.

(7.02pm to 7.22pm)

7. Decisions Called-In

To report on any Cabinet decisions called in and to decide how they should be progressed. No decisions had been called in.

8. Cabinet Portfolio Update – Cabinet Member for a Greener and Safer Chelmsford

The Committee received a portfolio update from Councillor Rose Moore on their role as the Cabinet Member for a Greener and Safer Chelmsford. They provided an overview of their key roles and responsibilities. [Their report could be accessed via the City Council website.](#)

Regarding parks and green spaces, the Committee was reminded of the implementation of the policy to maintain species-rich grasslands and they heard that there had been positive results. Councillor Moore highlighted that one of the best developments was the play area in Melbourne Park which was in an area of deprivation in Chelmsford. It was reported that it had been providing a great play experience and that most materials used were recycled. The Committee also heard success of the new vendors had started trading in both Compass Gardens and the kiosk at Hylands in 2023. The official PSPO signage and maps relating to dog restrictions at Hylands had been successfully installed. Officers had also been carrying out advisory patrols and there were also advisory leaflets available. The Committee were also informed that Hylands Park continued to be popular due to events such as Open Estate Days, and on the progress for the John Shennan Field to be a local nature reserve.

The Committee heard that there had been a general rise in litter, especially litter that was thrown from cars and that clearing litter on major roads had proven to be difficult due to the risk to crews. Regarding recycling and waste services, it was advised that there were twenty-one recycling rounds, eight food waste rounds, seven residual waste rounds, and one isolated properties round. It was also advised that 88.33% of flats have a full range of recycling and 76% receive food waste collections. 97% of the flats have either full range or partial recycling and it was advised that the cost of a collection service per household was less than £1.35 per week. In terms of recycling performance, it was reported that the recycling and compost waste was at 51.8% and 230,000 kerbside household collections were undertaken per week.

Regarding Chelmsford Market, it was reported that the indoor market consisted of 21 kiosks and 106 stalls, and that occupancy was at 68%. It was reported that high-speed Wi-Fi was available to assist traders to diversify however it was also advised that the trading environment was challenging. It was advised that the High Street Market continued to trade as normal but there had been a drop in footfall. It was also reported that Shopmobility continued to be well-used with a total of 3,129 uses between April 2023 and January 2024. There were also improvements for the toilet facilities and a policy was currently in development to accommodate people identifying as trans.

Regarding public health and protection services, it was reported that the service had been through some challenges, that they had risen to in the past year. The Committee heard that the city council was now in the Phase 2 of the Home Upgrade Grant and an initiative was underway to assist those in homes off the gas grid and improve resilience through insulation other measures to reduce heating costs. It was advised that the City Council received around 1000 noise complaints and 400 anti-social behaviour (ASB) complaints during 2023. With regards to food standards,

there had been one successful food safety prosecution of a takeaway which resulted in a £13,000 fine. It was also advised that the Food Plan had been approved at Cabinet in September 2023.

The Committee also heard of the recent statistics regarding bereavement services. It was advised that current facilities were close to capacity however a lower mortality rate was observed. Members were also informed of the improvement works for the chapels and memorials.

In response to the questions and statements from Committee Members, it was advised that;

- Regarding a query whether Chelmsford City Council would be able to share resources to other boroughs due to a revocation of a Operators Licence, it was advised that it would not be practical to share this particular resource (Transport Manager).
- The City Council would not be able to enforce the restriction of the sale of vaping products in High Chelmer shopping centre due to the leasehold arrangement. However, subsequent to the motion at Council, it was advised that the government had introduced restrictions on the sales of disposable vapes.
- Regarding a query regarding enforcement of bylaws, particularly parking on grass verges, it was advised that existing ones were unfortunately unenforceable and were effectively redundant.
- Regarding a query about the Home Upgrade Grant, it was clarified that this was government funding, the City Council's role is to promote uptake of these grants.

RESOLVED that;

- the Cabinet Portfolio Update to be noted.

(7.22pm to 7.49pm)

9. Annual Presentation by Safer Chelmsford Partnership and Essex Police

The Committee received an annual presentation from the Safer Chelmsford Partnership and Essex Police.

Spencer Clarke, the Public Protection Manager for Chelmsford, gave an overview of the strategic duties and priorities and reiterated that they were speaking on behalf of the Safer Chelmsford Partnership. The Committee were informed of the statutory duties of the Community Safety Partnership which were detailed under the Crime and Disorder Act 1998. Members were also noted of a crime risk matrix that was produced and the top risks identified include burglary, trafficking of drugs, medium risk domestic abuse, robbery, hate crime, and vehicle crime. The Committee were informed of the forthcoming Face the Public event with the Police, Fire, and Crime Commissioner (PFCC) on 27th February as well as statistics on public opinion.

The Committee was also advised of the Community Safety Structure and the Community Safety Partnership Hub which was coming to its five-year anniversary.

They were also informed of fortnightly tasking and monthly tasking with other partners. It was highlighted that one of the results had been improved data and identified hotspots for ASB. The Partnership also continued to meet with schools and social landlords regarding rough sleeping and mental health. They were also informed of the relations and engagements in wider Essex in strategic level with numerous partnership boards.

The Committee were advised of the key projects, including the Chelmsford Against Slavery Partnership, and Women's Safety in Our City project. The Committee were also briefed regarding violence and vulnerability. The Committee was also informed of various engagement events such the 999 day in South Woodham Ferrers. It was also reported that Chelmsford had maintained the Purple Flag for 11th year running and that Transport safety officers would also be patrolling six areas in Essex including the bus station in Chelmsford along with other improvements including a CCTV camera under a bypass in First Avenue, a bystander awareness project, and new benches at the Cathedral.

The Women's Safety Project had been running for 18 months and there had been a lot of collaboration with the Business Improvement District as well as various campaigns. The second video for the Women's Safety Project would be focused on bystander awareness and there were currently 40 businesses signed up to the project. It was also noted that the project had become a blueprint for Essex as there were five other councils looking to deliver something similar. The Committee also heard about the future work of the Safer Chelmsford Partnership.

In response to the comments and questions from Committee members, it was advised that;

- Regarding the new CCTV, it was clarified that the PFCC gave officers an opportunity to fund the placement of CCTV in that area and advised that crimes were less likely to be committed if CCTV was in operation.
- It was advised that before CCTV could be installed, officers would have to follow a robust privacy assessment.
- Regarding a query about the community protection warnings, it was advised that each particular case was judged and that officers would tend to give out a warning before putting in a notice. It was advised that there would be changes in the legislation in the coming months.

(7.49pm to 8.13pm)

Chief Inspector Paul Ballard then presented the work of Essex Police. The Committee learned of the Force Plan for 2022/25 and the policing priorities from the PFCC. They also talked the specific work in Chelmsford. They advised that the force was the largest that it had ever been and that recruitment would continue to ensure retaining their numbers. It was advised that they continued to risk assess, grade, and respond to all forms of ASB reported. The Chelmsford Town Centre team was also highlighted in tackling in offences such as theft and retail crime. They continued to work closely with the Community Safety Partnership and other partners.

The Committee heard that crime was up by 3.1% but ASB was down by 36.8%. There had also been a 10.2% drop in cycle theft and violent offences had decreased as well. However, areas of concern included vehicle theft, shoplifting, and dwelling burglaries..

They also presented the recent statistics and the results of the public survey which were conducted by a private company. It was found that there had been an increase of public confidence. Essex Police remained as one of the most highly surveyed and Chelmsford were representative of the force figures with a 77% approval score.

The Committee was informed of the local community policing structure in Chelmsford. Concerns raised by Chelmsford residents had been reported regarding the rise of ASB around Chelmsford City Bus Station and train station, and informed measures had been taken such as issuing multiple search warrants, and dispersal orders. There had also been significant work to tackle vehicle crime including identifying trends and patterns. It was also stated the solve rate for motor vehicle crimes had been improving in Essex and in Chelmsford. There had been a reduction of 10% on pedal cycle thefts over the last 12 months but there was a knock-on effect as it was observed that offenders moved on to other methods. Chelmsford Police had also worked with partners in tackling violence against women and girls with initiative such as “On Your Team” and other events and continued to work with the night-time economy surrounding that. Members also heard of examples of Nights of Action which included working with other partners as well as engagement with communities to strengthen existing relationships.

In response to the questions and comments made by members, it was advised that;

- Essex Police seek to retain their staff numbers thus they recruit on a rolling basis. Residents should expect to see more police on the streets but the challenge would always be if they were in the right place, in the right time based on information.
- The response team in Chelmsford consisted of 5 Inspectors, 15 Sergeants, and 82 police constables. Regarding how many would be on duty, there would be 1 inspector, 2 sergeants, and 17 police constables.
- Regarding the increase in shoplifting, it was admitted that there was an increase in shoplifting, but that offenders were being prosecuted. It was also advised that whilst there had been an increase and a significant concern for businesses, some of the increase could indicate that there had been increased reporting.

(8.37pm to 9.01pm)

RESOLVED that;

- the annual presentation by Safer Chelmsford Partnership and Essex Police be noted.

10. Presentation on Essex Violence and Vulnerability Partnership

The Deputy Chief Constable Andy Prophet gave a presentation to the Committee regarding work of the Essex Violence and Vulnerability Partnership (Essex VVU). The Committee heard that they were the Chair of the Operations Board within Essex VVU.

The Committee heard that the purpose of Essex VVU was to tackle serious violence in the county. It was reported that Essex received multiple funding incomes from central Government, PFCC, and Essex County Council to tackle serious violence. This had been a long-term preventative strategy with key measures including reducing

hospital admissions, non-domestic homicide, and other knife violence. The Committee learned Essex VVU's approach which was to engage with communities, young people, those vulnerable to serious violence, to understand what the communities tell them, targeting interventions, developing the workforce, raising awareness, and improving understanding.

The Committee learned that Essex VVU was a small group based in the Community Safety Partnership Hub and their role was to coordinate activity around the county to ensure that the approaches to prevent serious violence were effective. This would include projects such as outreach and targeted youth work. The Committee learned that nearly 50,000 individuals were engaged by Essex VVU and this continued to rise. It was advised that the preventative work was just as important as traditional police work. CCTV, working with schools, and working with particular communities were used to tackle serious violence. The Committee was also made aware of the funding that local community safety managers and others could apply each year. Raising awareness regarding risks of the county lines was highlighted as a key tool. Serious Violence Duty and sharing information and data around Chelmsford and county was highlighted. The Committee were then given examples of local prevention such as Knife Arch operations, pursuing organised crime groups, and approach with persistent offenders.

In response to the questions and statements from members, the Deputy Chief Constable advised that;

- It was admitted that whilst serious crime and violent crime statistics decreased, burglaries also increased. However, it was also advised that there were 30,000 violent crimes per year and two-thirds of them were domestic abuse in homes. It was advised that a tailored response for Chelmsford regarding vehicle crimes and that some offenders were outside county with organised theft of high value vehicles.
- It was also advised that whilst resources were low, it was ensured that Essex Police strived to ensure that they make the best use of their funds and ensured that this was balanced. There would be judgement of targeting where the most harm was and what the right approach would be.
- In response to a query regarding criminal behaviour orders (CBOs), it was advised that it was an outcome of an escalating approach and that the notice given was effective in controlling the offending behaviour. It was only the most persistent offenders that would get a CBO which was highlighted as effective. However, it was admitted that the delays in the court system posed a challenge.
- Essex Police reiterated that all calls should be logged and 100% should be recorded.
- Primary drivers of serious violence included domestic abuse, drugs, knife crime, and serious violence.

RESOLVED that;

- the presentation on Essex Violence and Vulnerability Partnership be noted.

(8.13pm to 8.37pm)

11. Presentation from Essex Countywide Traveller Unit (ECTU)

Paul Ashworth, the Essex Countywide Traveller Unit Manager, and Alec Baker, Essex Countywide Traveller Unit Enforcement Lead, gave a presentation on the work of the Essex Countywide Traveller Unit and when there had been unauthorised encampments.

Councillor Jannetta Sosin declared at this point that they were the Chelmsford City Council representative for ECTU.

The Committee were advised of the background of the ECTU which meet bi-yearly. It was advised that ECTU was partner-funded with 11 local authorities signed up to manage unauthorised encampments on their behalf and that they fund the unit in terms of managing unauthorised encampments, staffing, and legal costs. The ECTU worked in partnership with Essex Police, Rural Engagement Team, and the Fire and Rescue Service. There were three main units in ECTU where one dedicated to unauthorised encampment, one for outreach, and one for the management of ECC owned sites.

The Committee heard the definition of what unauthorised encampments were, which could be either in public or private land, and the legal avenues to retain land from unauthorised encampments as well as common law avenues for private landlords. Members were advised that ECTU have two legal avenues as well as a non-legal route under the "Code for Travellers" and it was expected that encampments would be resolved within 7-10 working days. The Committee were advised that ECTU's primary avenue would be the Section 77/78 Criminal Justice & Public Order Act 1994 and that welfare checks were also conducted. Members were also made aware of the current statistics and trends and advised that numbers of unauthorised encampments had been declining in the last two years. They were also informed of the historic hotspots, such as the Dukes Park industrial estate and Galleywood Common, and ECTU had provided a case example of the unauthorised encampment on Waterhouse Lane car park. Then, the Committee was also informed of the ECC traveller sites as well as the outreach services that ECTU provide.

In response to the questions and statements from members, the officers at ECTU advised;

- Where the district or local authorities that have a parish council, ECTU still undertake the management of unauthorised encampment on their land.
- It was advised that from the ECTU interventions, there was evidence that young people do go to further education or transition from primary to secondary school. There were also support in areas such as digital inclusion as well as other kinds of training.
- It was also reported that all traveller sites that ECC own were at full capacity.
- It was observed that travellers were not travelling as much as they used to due to challenges in income streams and that they try to buy their own land. It was identified that COVID might have affected the encampments as well.

RESOLVED that

- the presentation from ECTU be noted.

(9.01 pm to 9.27 pm)

12. Work Programme

The Committee considered a report on its work programme which had been updated following the last meeting on 20th November 2023.

The Committee was informed of the cancellation of the 22nd April 2024 meeting and that the scheduled items would be moved to 3rd June 2024.

RESOLVED that;

- the Work programme be noted.

(9.27 pm to 9.30 pm)

13. Urgent Business

There were no matters of urgent business.

The meeting closed at 9.30 pm.

Chair

Overview and Scrutiny Committee Decision and Action Sheet

Summary of Decisions taken at last meeting		
Item Details	Decision taken at the meeting	Any comments
Item 3 – Minutes of last meeting	Minutes were agreed.	N/A
Item 4 – Decision and Actions Sheets from the minutes of the last meeting	Decision and Action sheet was noted.	N/A
Item 8 – Cabinet Portfolio Update – Cabinet Member for Greener and Safer Chelmsford	Cabinet Portfolio Update approved.	N/A
Item 9 – Annual Presentation by Safer Chelmsford Partnership and Essex Police.	Presentation and report noted.	N/A
Item 10 – Presentation on Essex Violence and Vulnerability Partnership.	Presentation noted.	N/A
Item 11 – Presentation from Essex Countywide Traveller Unit (ECTU).	Presentation noted.	N/A
Item 12 – Work Programme	Work programme noted	The meetings for April and June 2024 had been cancelled due to the elections. September 2024 meeting was moved to rescheduled October 2024.

Action Points			
Action Points agreed on 12th February 2024	Outstanding or Actioned?	Next steps	Officers to Action
<p>Work Programme to be looked at and amended as per Members' suggestions (as per agreed on July 2023 meeting):</p> <ul style="list-style-type: none"> - Youth Engagement with Council - Theatre Inform and Debate 	Actioned	<ul style="list-style-type: none"> - Officers to reconvene outside Overview & Scrutiny to make amendments to the work programme. - The Theatre Inform and Debate, as agreed with the Theatre Task & Finish Group, will be presented in six months to give the new theatre director time to accommodate in their role. 	Louise Goodwin, and Jan Decena
<p>Theatre Capital Refurbishment Review to be reformulated and terms of reference circulated after the November 2023 meeting.</p>	<p>Actioned – T&F reformulated and first meeting commenced.</p> <p>Actioned – Report of the T&F group</p>	<ul style="list-style-type: none"> - Theatre T&F reformulated with previous and new members. - Terms of Reference approved by T&F members. - First meeting facilitated on 24th January 2024. - Second meeting facilitated on 28th February 2024. - Third meeting to be facilitated soon facilitated on 28th August 2024. - Fourth and final remote meeting facilitated on 11th September 2024. - Final report to be presented on 14th October 2024 O&S Meeting. 	Louise Goodwin, Marc De'ath, and Jan Decena



Chelmsford City Council Overview and Scrutiny Committee

14th October 2024

Planning Enforcement Inform and Debate

Report by:

Director of Sustainable Communities

Officer Contact:

Kirsty Dougal – Planning Environment Manager, Kirsty.dougal@chelmsford.gov.uk

Purpose

The report sets out the ways in which the Planning Enforcement service within Development Management operates.

Recommendation

That the content of the report is noted.

1. Introduction

1.1. The Planning Enforcement Team is an integral part of the Planning service and has responsibility for investigating alleged breaches of planning control and ensuring that development is carried out in accordance with the relevant planning permission.

1.2. A breach of planning control is defined in section 171A of the Town and Country Planning Act 1990 as:

“the carrying out of development without the required planning permission; or failing to comply with any condition or limitation subject to which planning permission has been granted.”

1.3. Local planning authorities have responsibility for taking whatever enforcement action may be necessary, in the public interest, in their administrative areas. Local planning authorities have a range of enforcement powers handed down through Part VII of the Town and Country Planning Act 1990.

1.4. The National Planning Policy Framework (NPPF) sets out the government’s planning policies for England and how these are expected to be applied. This policy document also sets out the objectives and importance of the enforcement function within the planning system as follows:

‘Effective enforcement is important to maintain public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. They should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where appropriate.’

2. The Planning Enforcement Team

2.1. The Council’s Planning Enforcement Team is managed by the Planning Environment Manager.

2.2. The team consists of:

2 full time Planning Investigators;
1 full time Senior Planning Enforcement Officer;
1 Senior Planning Officer (Enforcement).

2.3. The Planning Enforcement Team works closely with and as an integral part of the Development Management Planning Service. The Enforcement Team has day-to-day communication with Planning Officers within Development Management, often working alongside one another on different aspects of sites and cases.

2.4. In addition to the Development Management Service, the Planning Enforcement Team work collaboratively with the Council’s Principal Heritage Officer to investigate and resolve breaches of planning control relating to Listed Buildings and Conservation Areas.

2.5. The Planning Enforcement Team work collaboratively with the Council’s Public Health and Protection Service when investigating alleged breaches of planning control with noise disturbance and licensing implications.

2.6. When dealing with Gypsy and Traveller encampments on land within their ownership, the Planning Enforcement Team lead on enforcement action and work with the Council's Legal Service and Essex County Council Countywide Traveller Unit. On encampments on Council owned land, the Planning Enforcement Team assist Parks and Green Spaces, Corporate Property Services and the Essex County Council Countywide Traveller Unit where necessary, but do not take the lead as stronger powers exist outside of the planning regime.

3. Enforcement Policy

3.1. The Government encourages the preparation and adoption of local enforcement plans. This is because they:

- allow engagement in the process of defining objectives and priorities which are tailored to local circumstances;
- set out the priorities for enforcement action, which will inform decisions about when to take enforcement action;
- provide greater transparency and accountability about how the local planning authority will decide if it is expedient to exercise its discretionary powers; and
- provide greater certainty for all parties engaged in the development process.

3.2. The Development Management Enforcement Plan sets out the policies and procedures that the Planning Enforcement Team follow, and the level of service that is delivered.

3.3. The purpose of the plan is to define the service we provide and identify priorities and objectives to ensure the Team make the most effective use of resources.

3.4. The plan also provides advice and information to:

- anyone complaining about a potential breach of planning control;
- anyone who may have carried out development in breach of planning control; and
- members of the public.

3.5. The Development Management Enforcement Plan sets out general principles, the Council's enforcement policy, procedures, service standards, prioritisation, timescales and the planning enforcement powers available.

3.6. A copy of the Development Management Enforcement Plan is attached at [Appendix 1](#).

4. What the team does

4.1. The matters for which the team are responsible include:

- Unauthorised building and engineering works
- Unauthorised change of use of land or buildings
- Non-compliance with conditions attached to planning approvals
- Works taking place to Listed Buildings without consent
- Display of unlawful advertisements
- Land or buildings whose condition causes significant harm to the amenity of the local area
- Unauthorised demolition of a building within a Conservation Area
- Unauthorised felling or carrying out works to a tree which is protected by a Tree Preservation Order or which is within a Conservation Area.

4.2. The team investigate all potential breaches of planning control that are reported to the Council. Anonymous complaints are not normally investigated. Investigation includes site visits, taking measurements where necessary, reviewing planning legislation, and reviewing any relevant planning history. Officers keep all parties informed of the situation, any action taken and any action proposed to be taken.

4.3. In the first instance Officers seek to resolve all breaches of planning control through negotiation. Where appropriate this may include the submission of a regularising planning application. In some instances, the breach of planning control will be resolved through discussion with the developer to remove the breach in a timely manner. Officers provide extensive advice about how to resolve a matter without the need for formal planning enforcement action.

4.4. Where resolution through negotiation or a regularising planning application is not possible, or the breach of planning control would not be granted planning permission when assessed against the Chelmsford Local Plan, the team will use the full range of enforcement powers available. This can include the service of a planning enforcement notice which requires a breach to cease and steps taken to remedy the breach by a specified date. This is the most common type of formal action. Other powers include:

- Planning Contravention Notices
- Temporary Stop Notices & Stop Notices
- Untidy Land Notices
- Breach of Condition Notices
- Injunction
- Direct Action
- Prosecution

4.5. Should an enforcement notice be issued the owner/occupier may submit an appeal to the Secretary of State (Planning Inspectorate). The appeal may be decided by written representation, an informal hearing or at a Public Inquiry. The Secretary of State can decide to dismiss the appeal and uphold the

Enforcement Notice, to alter or quash the Notice, or grant planning permission for the breach. Where an appeal is submitted the Planning Enforcement Team will represent the Council at all stages, including submitting written submissions and giving evidence at a hearing or Public Inquiry.

- 4.6. The Planning Enforcement team will always act proportionately, in the public interest and in a way to ensure fairness and consistency between cases.
- 4.7. The team do not take enforcement action just because development has taken place without the necessary permission. An assessment is made of the harm and effect on public amenity of the unauthorised development before deciding what action to take. Enforcement action is only taken where a breach of planning control unacceptably affects public amenity or is justified in the public interest. Action is not normally be taken where a breach of control is trivial or technical and causes no harm to amenity.
- 4.8. The team are currently dealing with several complex cases with significant levels of public interest. In March 2024, following a period of six months continuous work in building a case and securing interim court orders, the Planning Enforcement Team secured a final High Court injunction order to require an unauthorised Travelling Showman's site to be removed and the land restored to its former condition should their planning appeal be dismissed. The Court also required the defendants to pay 70% of the Council's costs.
- 4.9. In April 2024 the Team worked in collaboration with Braintree District Council on a joint application for a High Court injunction order to require compliance with five planning enforcement notices affecting one site that straddles the boundary of both local authorities. Chelmsford City Council's Planning Enforcement Team took the lead in the proceedings. The Judge granted the injunction order and also granted the Council's application for the defendant to pay 100% of the Council's costs.
- 4.10. In addition to the high-profile High Court injunction cases, the Team has continued to investigate complaints, negotiate resolutions, and take formal action on all other current planning enforcement cases.

Workload

- 4.11. The manager of the Planning Enforcement Team circulates a monthly email about the team's performance to all Members and Parish Councils.
- 4.12. At present (September 2024) there are 242 active investigations underway where the team are seeking to remedy breaches of planning control.
- 4.13. 233 new enforcement cases have been opened this year (since 1st January 2024). On average, the team open 6 new cases per week.
- 4.14. The team has taken the following enforcement action since the beginning of the year (table 1):

Table 1: 2024 Action to Date (17/9/2024)	Number
Number of enforcement notices issued	13
Number of stop notices issued	0
Number of temporary stop notices issued	2
Number of planning contravention notices issued	17
Number of breach of condition notices	0
Number of Article 4 Directions made	1
Number of enforcement injunctions granted by the High Court	2

4.15. So far this year, the team have secured the submission of 98 planning applications accounting for £30,218.00 in fee income.

4.16. Over the year, the team have received five appeal decisions resulting from appeals made against enforcement notices that have been served. The team defends the issue of enforcement notices, and whether planning permission should be granted, as part of these appeals. All of the appeals were dismissed and the enforcement notices upheld by the Planning Inspectorate, this is indicative of the quality of the enforcement work carried out by the team.

5. Issues

General

5.1. Planning enforcement is often referred to as a 'discretionary service' and not a statutory duty, however, Councils have a duty to investigate planning breaches. It is only the taking of further action that is discretionary.

5.2. Planning enforcement services generally are under continuous pressure. Local residents often advocate strongly for their complaints to be resolved, demonstrating a persistent commitment to their complaints. Furthermore, the encouragement of construction by central government, as well as the expansion of national Permitted Development Rights seems to result in more unauthorised development.

5.3. The ongoing housing crisis adds a further layer of pressure and seems to incentivise landlords and developers to provide substandard residential accommodation.

5.4. Furthermore, the frequently changing rules over Permitted Development Rights and changes to the Use Classes Order mean that there is an increase in enforcement complaints from local residents who want officers to check development complies with the numerous limitations and conditions.

5.5. Planning legislation is complex, frequently amended and often the subject of judicial review. Considerations are often subjective, with very few definitions or clear directions in law. As such, it is a challenge to keep abreast of case law. It is also challenging as each case can present nuanced considerations which

are complex and often not clear-cut. This gives rise to challenges, both from members of the public and professional advocates.

Public Interest & Expediency

- 5.6. Local planning authorities have responsibility for taking whatever enforcement action may be necessary, in the public interest. There is a public interest in enforcing planning law and planning regulation in a proportionate way, however what is proportionate will vary depending on the case circumstances. Furthermore, where the balance of public interest lies will vary from case to case.
- 5.7. This consideration is often challenged by complainants and local residents. To a resident, a breach of planning control may appear significant, however when considered in the round it may be a minor technical breach of planning control that does not warrant formal action. Just because a breach of planning control exists, it does not follow that action should be taken; an assessment must take place.
- 5.8. In deciding whether to take formal planning enforcement action the local authority must also consider whether it is expedient to do so. This assessment requires consideration against the Chelmsford Local Plan and any other material considerations in a similar way to which planning applications are considered. This presents a number of challenges, firstly in terms of resourcing and consideration without all the documents and consultations you would expect with a planning application, but also that complainants and local residents will almost certainly disagree with a decision.

Powers & Sanctions

- 5.9. Ultimately, the local planning authority have limited planning enforcement powers. Hard hitting and preventative powers, such as injunctions and stop notices, are costly, require a lot of resource and run a risk of financial compensation. Other powers, such as enforcement notices and prosecution for failure to comply with an enforcement notice, result only in punitive charges; often fines (albeit unlimited) paid to central government. Successful prosecutions, and dismissed planning enforcement appeals, do not in themselves resolve the actual breach of planning control.
- 5.10. In exceptional circumstances, the Local Planning Authority has the power to enter the land, undertake the steps necessary to remedy a breach of planning control and attempt to recover the costs. This is known as 'direct action'. Whilst direct action to resolve a breach of planning control is a power available to the Council, this is rarely used. This is largely due to the financial cost associated with such action. This power can only be used in exceptional circumstances following a balanced assessment of expediency, necessity, cost, risk, and other powers available.
- 5.11. Where necessary, officers may interview individuals under the provisions of the Police and Criminal Evidence Act 1984 (PACE interviews) where the

individual is suspected of involvement in a breach of planning control. PACE interview conduct is strictly governed and failure to comply with the requirements of the Act and Codes of Practice can have significant consequences for any subsequent enforcement action, such as exclusion of evidence from a prosecution trial through to the stopping or collapse of an entire case because of non-compliance with evidential and procedural requirements. Attendance to interviews is not compulsory and interviewees are free to leave at any time.

Managing Expectations

- 5.12. Public opinion can bring pressure to take enforcement action. In particular, where a development has been granted consent following objections from local residents, it is often expected that Planning Enforcement will police the development. The team do not have the resources to actively monitor development, and instead is a re-active service whereby we will investigate following a complaint.
- 5.13. Furthermore, managing complainants’ expectations is a challenge. With over 200 active cases at any one time the team does not have the resources to visit sites multiple times at every stage of development or an ongoing breach. In the majority of cases, covert surveillance cannot be justified.
- 5.14. In addition, as described above, formal planning enforcement action is largely punitive and does not always result in the cessation of the breach of planning control. Furthermore, the time taken in taking action, waiting for retrospective applications and appeals to be determined, and potential criminal prosecution proceedings can be considerable.

Workload Management

5.15. The Planning Enforcement service faces a considerable number of cases where there is an alleged breach of planning control. So far this year the team have served 13 Enforcement Notices. This follows a high of 22 enforcement notices served in 2023. This is set out below (table 2):

Table 2 – Notices Served	2019	2020	2021	2022	2023	2024 (as of 17/9/2024)
Enforcement & Breach of Condition Notices	16	11	14	14	22	13

5.16. In light of the challenges faced by the service, coupled with ever stretched local planning authority resources and a difficulty recruiting public sector Planners, workload continues to grow. A small number of active cases require a disproportionate amount of officer time; in terms of investigating the alleged breach of planning control and responding to persistent local residents. Workload management is at a critical level, with each Planning

Investigator and Senior Planning Enforcement Officer carrying a case load of over 80 cases. Since 2019 the number of high priority cases (ENFA – such as cases causing immediate and irreparable harm, unauthorised demolition of a heritage asset, unauthorised felling of a tree protected by a Tree Preservation Order) has increased as shown in table 3:

Table 3 – High Priority Cases	2019	2020	2021	2022	2023	2024 (as of 17/9/2024)
Case numbers	1	1	3	3	9	2

6. Challenges

Evidential Tests

6.1. One of the main challenges faced by the Planning Enforcement service relates to evidence gathering. Any formal planning enforcement action must be based on and backed up by robust evidence that a breach of planning control has occurred as a matter of fact. This is a challenge and can often require a significant amount of officer time. In addition, the Service do not have the authority to investigate covertly; all investigations must be overt. This can present difficulties as those carrying out breaches of planning control will be aware of our investigation. Furthermore, complainants often expect the Service to take action based on ‘word of mouth’ or speculative circumstances. Basing formal action on these types of allegations would not stand up in Court and would likely result in allowed appeals and costs awarded to the other parties.

‘Gaming’ the System

6.2. Planning laws and loopholes are widely publicised. For example, many land owners are aware that after a period of time (now ten years, previously four years, as set in ‘Planning Reforms’ below) a building, or the use of a building as a house, will become immune from planning enforcement action.

6.3. This legislation applies across England and results in many people attempting to ‘game’ the planning system by carrying out a development, documenting the completion date, and then keeping it quiet whilst the immunity period ticks down. This is particularly common in more rural areas where it is easy to ‘hide’ development. As the Planning Enforcement service is a reactive service, buildings can be built in the hope that no one sees them, and then they become lawful by virtue of the passing of time. The immunity period also adds an additional challenge in that even when investigating a ‘new’ case, the development may have already been there for a long time and either be immune or quickly approaching immunity from formal planning enforcement action.

Legal Wording

- 6.4. Planning law and guidance, similar to many other areas, is challenging to read and often includes words with no definition. This brings about challenges in itself. In addition, phrases in the National Planning Policy Framework (NPPF) are often open to interpretation and frequently challenged through the Courts.
- 6.5. This brings a challenge to the Service as wording can be disputed. These disputes can result in a disproportionate amount of officer time being spent on what could otherwise be straightforward cases. In some circumstances, planning enforcement notices can be quashed by a Planning Inspector over the use of a slightly wrong or inaccurate word.

7. Planning reforms

- 7.1. The Levelling up and Regeneration Act 2023 (LURA) has introduced a number of useful changes for planning enforcement to strengthen powers. Many of the changes relating to Planning Enforcement took effect on 25th April 2024.
- 7.2. The LURA overhauls the immunity rules for enforcement action, confirming that all breaches of planning control can only become immune from enforcement action after 10 years. This includes breaches such as a change of use of a building to a residential use, or operational development, which previously became immune after four years without planning enforcement action. This change is helpful, particularly in preventing circumstances of 'gaming' the planning system.
- 7.3. The LURA also grants local planning authorities the power to issue temporary stop notices where they believe works are being carried out to a listed building without listed building consent, or in breach of a condition set out on a listed building consent. The duration of temporary stop notices for all types of development has also increased from 28 days to 56 days, which gives the Planning Enforcement service longer to consider the breach and any further action without the risk of the development continuing.
- 7.4. The Act has also given Local Planning Authorities the power to issue enforcement warning notices, inviting regularisation applications when it appears that a development has taken place in breach of planning control but would likely be granted planning permission. This provision is unlikely to be used often, and is likely to result in greater administrative duties. By their nature, enforcement warning notices should only be used where planning permission would be granted. As such, they are unlikely to be of much assistance in resolving breaches of planning control.

8. Future Direction

- 8.1. Following recent recruitment and restructuring of the team, the service will be altered to include:
- Introduction of an element of compliance monitoring

- Review of Development Management Enforcement Plan (Appendix 1)
- Selected complaints investigation

Compliance Monitoring

8.2. In order to more proactively monitor new development, it is hoped that recent recruitment will allow for an element of compliance monitoring. This could result in potential breaches of planning control being noticed earlier, increased planning application fee income as a result of increased retrospective applications, and the potential for more financial contributions to be captured and secured on major developments. The scope of compliance monitoring is however likely to be limited without additional resource due to the number of other cases requiring investigation.

Development Management Enforcement Plan

8.3. Moving forward, the Planning Enforcement Service's Development Management Enforcement Plan will shortly be reviewed to bring service standards in line with the way the wider Development Management team operates. The intention is to review and revise communication policies, particularly with complainants, in order to maximise officers' time to focus on case work and manage customers' expectations.

Selected Complaints Investigation

8.4. As part of the Development Management Enforcement Plan review, the possibility of selectively investigating alleged breaches of planning control will be explored. This would reduce the number of open cases to those which are considered to be expedient and in the public interest, and would allow officers to prioritise the high-profile cases rather than minor, technical or trivial breaches of planning control.

List of appendices:

Appendix 1 - Development Management Enforcement Plan

<https://www.chelmsford.gov.uk/media/zymmfxj/development-management-enforcement-plan-2022.pdf?allid=192192>

Background papers:

None.

Corporate Implications

Legal/Constitutional: This report to Overview and Scrutiny Committee enables the Committee to fulfil its function per section 3.2.3(e) of the Constitution "to oversee the

proper and efficient administration of the Council; and review the effectiveness of the Council's work and services".

Financial: None

Potential impact on climate change and the environment: None.

Contribution toward achieving a net zero carbon position by 2030: None.

Personnel: None.

Risk Management: None.

Equality and Diversity: Impact assessment not required.

Health and Safety: None.

Digital: None.

Other: None.

Consultees:

None.

Relevant Policies and Strategies:

Development Management Enforcement Plan

Development Management Enforcement Plan

Functions of the Planning Enforcement service

The Planning Enforcement team is an integral part of the Development Management service and has responsibility for investigating alleged breaches of planning control and ensuring that development is carried out in accordance with the relevant planning permission. Those matters for which the team are responsible include:

- Unauthorised building and engineering works
- Unauthorised change of use of land or buildings
- Non-compliance with conditions attached to planning approvals
- Works taking place to Listed Buildings without consent
- Display of unlawful advertisements
- Land or buildings whose condition causes significant harm to the amenity of the local area
- Unauthorised demolition of a building within a Conservation Area
- Unauthorised felling or carrying out works to a tree which is protected by a Tree Preservation Order or which is within a Conservation Area

Purpose of the Plan

This plan sets out the policies and procedures the service will follow and the level of service the Council will aim to deliver. Its purpose is as follows:

- To define the service that we will endeavour to provide
- To identify priorities and objectives to ensure the most effective use of resources
- To provide advice and information to those complaining about or alleged to have breached planning controls, and to other members of the public.

The National Planning Policy Framework

The National Planning Policy Framework was revised on 20 July 2021 and sets out the government's planning policies for England and how these are expected to be applied. This policy document also sets out the objectives and importance of the enforcement function within the planning system as

follows:

‘Effective enforcement is important to maintain public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. They should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where appropriate.’

Chelmsford Local Plan (2013-2036)

The Local Plan outlines the strategic priorities and long-term vision for Chelmsford and identifies locations for delivering housing and other strategic development needs such as employment, retail, leisure, community and transport development. It contains a Spatial Strategy to deliver this vision. The Local Plan sets out the amount and location of new development, and how places will change and be shaped throughout the Local Plan period and beyond. The Local Plan together with the Minerals and Waste Local Plan, South East (Inshore) Marine Plan (once adopted) and any made (adopted) Neighbourhood Plans form the Development Plan for the area. Planning applications will be determined against the Development Plan, unless material considerations deem otherwise. The Development Plan policies should be read as a whole and alongside the National Planning Policy Framework (NPPF). All decisions about the expediency of taking enforcement action will have regard to the planning policies and objectives adopted in the Local Plan.

General Principles

The Council will:

- Investigate all potential breaches of planning control reported to the Council within published timescales
- Keep all parties informed of the current situation, actions taken and actions proposed to be taken
- Seek to resolve breaches of planning control in the first instance through negotiation and agreement, and where appropriate through the submission of a regularising planning application
- Monitor certain types of new development to ensure compliance with the terms and conditions of the relevant planning permission
- Provide guidance and advice to anyone carrying out unauthorised development to try and resolve the matter without the need for formal enforcement action
- Use the full range of enforcement powers available to resolve unacceptable breaches of planning control which cannot be satisfactorily resolved through negotiation or agreement

- Act proportionately and in the public interest when responding to suspected breaches of planning control

Enforcement Policy

Complainants will be required to provide their name and contact details, as well as setting out how any alleged breach of planning control affects their amenity and/or the amenity of the local area.

The Council will not normally investigate anonymous complaints.

The Council will not take enforcement action just because development has taken place without the necessary permission. An assessment will be made of the harm and effect on public amenity of the unauthorised development before deciding what action to take.

Enforcement action will only be taken where a breach of planning control unacceptably affects public amenity or is justified in the public interest. Action will not normally be taken where a breach of control is trivial or technical, and causes no harm to amenity.

The action taken will always be commensurate with the breach of planning control to which it relates.

The Council will usually give an opportunity for the breach to be resolved voluntarily before formal action is taken.

Negotiations will not be allowed to hamper or unduly delay enforcement action to resolve the harmful effects of unauthorised development, such as serious or irreversible harm to the environment or amenity in the surrounding area.

Any planning application submitted in an attempt to regularise development that has already taken place will be processed and determined in exactly the same way as if the development had not already taken place. The decision taken will not be influenced by the fact that the application is retrospective.

The submission of a retrospective planning application will not be allowed to delay formal enforcement action where it is clear that the application is likely to be refused.

Procedure following the receipt of a complaint alleging a breach of planning control

In response to a complaint from a member of the public or other external body or agency we will:

- Acknowledge the complaint and obtain any supplementary information required to investigate it
- Investigate the current facts and the planning history

- Undertake a site inspection unless circumstances prevent this
- Produce a report that sets out our initial findings and recommended actions
- Advise both the complainant/s and any person/s the subject of an investigation the outcome of our initial investigation and any next steps to be taken

If unauthorised development has taken place, the Council will initially seek to reach a negotiated outcome to overcome the breach of planning control. This may take the form of voluntary remedial works or an undertaking to cease an unauthorised activity.

If the owner/occupier is not prepared to enter into cooperative discussions with the Council, the Council may issue a planning contravention notice to gain further information concerning the breach and/or to invite a constructive response to an investigation.

Where the Council considers that the unauthorised development is likely to be in conformity with planning policy, it may invite the submission of a retrospective planning application. It should be noted that in the event that an application is submitted against the advice of the Council and where the breach of planning control is clearly contrary to planning policy, this will not prevent the Council from taking any appropriate enforcement action that is considered to be necessary and in the public interest.

Where the Council considers that the harm arising from unauthorised development could be overcome by planning conditions, it will also invite the submission of a retrospective planning application. If an application is not received within a reasonable period, the Council will consider serving an enforcement notice specifying the steps necessary to overcome the harm arising from the breach.

Enforcement Notices

The Council may at any time decide that it is necessary, proportionate and in the public interest to serve an enforcement notice on the landowner/occupier. The notice will set out the steps to be taken to remedy the breach of planning control and date by which the steps must be taken.

The reasons why it is considered appropriate to serve an Enforcement Notice will be set out in a report which will consider the legal and planning merits of such action and have regard for personal and other circumstances.

Appendix A sets out the range of enforcement powers available to the Council and the circumstances when they are likely to be used.

When an enforcement notice is served the owner or occupier of the land may appeal in writing to the Secretary of State before the date specified. The possible grounds for appeal are:

- The action did not constitute a breach;

- The facts alleged did not occur;
- The local planning authority was out of time;
- The notice was served incorrectly;
- That planning permission should be granted.
- That the steps required to remedy the breach of planning control are excessive
- That the time allowed for compliance is not reasonable

The appeal may be decided by written representation, an informal hearing or at a Public Local Inquiry. The Secretary of State can decide to dismiss the appeal and up hold the Enforcement Notice, to alter or quash the Notice, or grant planning permission for the breach.

Prosecutions and litigation

It is an offence not to comply with any of the notices (set out in Appendix A), once the period for compliance has elapsed, and there is no outstanding appeal. The display of an unauthorised advertisement or unauthorised works to protected trees is also an offence.

In determining whether to pursue a prosecution or any other litigation in any case, the Council will satisfy itself first that there is sufficient evidence to provide a realistic prospect of conviction. If the case does pass this evidential test, the Council will next consider whether the proposed action would be in the public interest. In this respect the appropriateness and proportionality of the case will be weighed.

Proactive Enforcement

Compliance monitoring

The planning enforcement team will work to ensure that conditions attached to planning permissions granted by the Council are complied with.

Licensing applications (Licensing Act 2003)

We will monitor Licensing applications (alcohol, entertainment, late night refreshment, pavement and temporary events) submitted to the Council to ensure that the proposed activity and any related development has prior planning permission. Where no permission is found we will make further inquiries and where appropriate, initiate an enforcement investigation.

Licenses for Houses in Multiple Occupation (HMO) (The Housing Act 2004)

We will monitor licence applications for Houses in Multiple Occupation referred to us by the Council's Housing Standards team, and ensure that the properties in question have prior planning permission for such residential occupation to take place. Where no permission is found we will make further inquiries and where appropriate, initiate an enforcement investigation.

Unlawful advertisements

Enforcement officers will, in response to complaints received and where circumstances allow, exercise the powers available under the Town and Country Planning (Control of Advertisement Regulations) (England) Regulations 2007 to remove unlawful advertisements. Any reasonable costs incurred in undertaking this work will be recovered, where it is considered appropriate, pursuant to Section 225 of the Town and Country Planning Act 1990. The Council will exercise its discretion and not normally remove advertisements promoting true community events, such as school fetes and charitable events, from public land except where they are causing safety or other public concern or where the period that they are displayed is considered excessive.

Land and buildings having a detrimental impact on the amenity of the local area

The local planning authority has discretionary powers pursuant to Section 215 of the Town and Country Planning Act 1990 to take steps requiring land to be cleaned up when its condition adversely affects the amenity of the area. When exercising such powers the Council will have particular regard for those vulnerable groups, such the elderly and infirm. Where assistance may be required in carrying out works to improve the condition of their homes and gardens, the Planning Enforcement service will seek to refer the homeowner to the Council's Strategic Housing and Housing Standards teams. These teams are able to provide information as to external charities and organisations that may be able to assist and also offer information on grants available.

Service standards

The Council's aim is for a high quality of service in line with the principles of the "Enforcement Concordat" produced by the Cabinet Office and Local Government Association, working to the following principles:

- Council officers aim to be courteous and provide information and advice in plain language
- The planning enforcement team will work with other services within the Council and external local and central government agencies in order to share and obtain information needed to ensure a resolution to any investigation
- The Council will keep full records of each case it investigates
- The Council will enter into discussion with those experiencing difficulty and aim to help businesses and others to comply

- The costs of compliance will be minimised and we will work with small businesses and community organisations to ensure that they can meet their legal duties without unnecessary expense
- The Council will seek to resolve breaches of planning control without formal action and by negotiation where possible. However, where unacceptable development has occurred and informal negotiations fail to remedy the situation within a reasonable time-scale, the Council will not hesitate to initiate enforcement or prosecution action
- Wherever possible the Council will ensure the confidentiality of complainants. However, it may be necessary to reveal the identity of a complainant to support the Council's case if formal legal action is taken and there is an appeal against the action. Similarly, a complainant's identity may have to be revealed to the Court if a breach results in prosecution proceedings
- The Council will ensure fairness and consistency between cases, and will investigate cases in line with the prioritisation set out below, rather than the persistency or status of complainants
- In deciding to take enforcement action the Council will not discriminate on the grounds of gender, age, race, colour or nationality, ethnicity or national origins, religion or belief, sexual orientation, political or other opinion, property or other status

Prioritising

The Council will use the following criteria in order to prioritise its enforcement workload following completion of its initial investigation into the alleged breach:

High Priority

Breaches of planning control requiring urgent action:

- Any unauthorised development which causes immediate, irreparable and serious harm to the local area or the environment
- Unauthorised works to a listed building or Scheduled Ancient Monument
- Unauthorised demolition or partial demolition of a building which it is deemed essential to retain
- Unauthorised felling or lopping of a tree protected by a Tree Preservation Order
- Unauthorised demolition of a building within a Conservation Area

All other breaches of planning control

All other substantive breaches of planning control requiring investigation:

- All other unauthorised development or change of use of buildings or land
- Alleged breaches of planning conditions attached to planning permissions
- Technical breaches of planning control where there is no significant harm to the Council's planning policies or objectives
- Temporary breaches which will resolve themselves
- Breaches relating to land which it is alleged is untidy
- The display of an advertisement without consent

The above categorisation will be used as a guide. It should be noted that the Council does not condone any wilful breach of planning control. Each case will be considered on its merits and it is the Council's intention to take action in all cases where it is considered expedient to do so.

Time Scales

After a new complaint has been received, the Council will work to the following targets:

- i) Within three working days we will aim to acknowledge the complaint. An acknowledgement will be sent to the complainant setting out the case reference and the initial time frame to which we aim to work in investigating the complaint.
- ii) Site inspections will be conducted according to the priority categorisation of the case:
 - High priority – as soon as practicable and no later than 2 working days
 - All other breaches of planning control – within 10 working days
 - Unlawful advertisements – within 15 working days
- iii) The Council will prepare an initial report into the findings of its investigation and initial recommendations to remedy any breach of planning control within 28 days of receipt of the complaint.
- iv) The Council will aim to update complainant/s and person/s involved with the investigation within 28 days of receipt of the complaint.

Decision Making

A decision on the expediency of proceeding with enforcement action will usually be taken by the Director of Sustainable Communities under delegated powers.

Decisions to undertake or serve any of the following are usually taken under delegated powers after consultation with the Legal and Democratic Services Manager:

- Enforcement Notice
- Prosecution for failing to comply with an Enforcement Notice
- Breach of Condition Notice
- Stop Notice
- Temporary Stop Notice
- Notice under Section 215 of the Town and Country Planning Act (untidy land)
- Direct action

The following cases will, as appropriate, be presented to the Planning Committee for consideration:

- Controversial and significant cases including issues of the Human Rights Act where formal action is recommended
- Controversial and significant cases where it is considered that no further action should be taken
- Cases which result in a recommendation for an Article 4 Direction to be made

In exceptional circumstances it may be necessary to take legal action in respect of controversial and significant cases. In such cases decisions will be made under delegated powers in consultation with the Legal and Democratic Services Manager.

Monitoring and reporting

Cases are reviewed internally on a regular basis by the enforcement manager to ensure that progress in reaching a resolution is ongoing in each instance.

Reports will be provided on a monthly basis to both members and parish/town councils setting out all new complaints received and current complaints under investigation in their respective areas and also a list of those cases closed and the outcome of the investigation.

The enforcement team will monitor and aim to meet performance indicators set by the Direction for Sustainable Communities in respect of the following targets:

- Site inspections undertaken within the stated time limits

- A report setting out the findings of the initial investigation and recommendation/s for future action/s to overcome any breach of planning control completed within 28 days of the receipt of a complaint

Important Note

- 1.1 Nothing in this Policy limits an owner/occupiers' legal rights or obligations of the Council's rights to take any action as set out in any other relevant legislation.

APPENDIX A

Principal planning enforcement powers available to the local planning authority

In the event that the Council decides to take enforcement action in response to a breach of planning control there are a range of statutory powers in place that it may utilise.

Planning Contravention Notice

Planning Contravention Notices (PCN) can be used where it appears that there may have been a breach of planning control to obtain information about the possible breach of control and those parties responsible. A PCN may also invite the person responsible to meet an officer to discuss the case. It is a legal requirement to provide the requested information. The Council will usually issue a PCN where cooperation has not been forthcoming from those subject of an enforcement enquiry and where it necessary to obtain relevant information.

Breach of Condition Notice

These are used when conditions attached to a planning permission have not been complied with. These notices may be used where it is necessary to stop a breach of planning control restricted by a condition quickly. This may be, for example, because it is causing serious environmental harm or detriment to amenity or public safety. A Breach of Condition Notice may be served in conjunction with an Enforcement Notice and it should be noted that there is no right of appeal to the Secretary of State.

Enforcement Notice

Enforcement Notices are used when the Local Planning Authority is satisfied that there has been a breach of planning control that justifies the issuing of a Notice. A Notice sets out the required steps to rectify the breach.

Prosecution for non-Compliance with an Enforcement Notice

If an appeal is dismissed, or if an appeal is not lodged, and the Notice has not been complied with before it comes into effect, the person on whom the notice was served is guilty of a criminal offence. He/she will then be liable to prosecution in the Courts and can be fined up to £20,000 or on conviction on indictment to an unlimited fine. In setting the fine the Courts will also take into account any financial benefits gained by the person responsible for the breach as a result of non-compliance with the Notice. The Council may take the steps necessary to remedy the breach itself – including the removal of buildings and reclaim the costs.

Stop Notice

These can be used when the local planning authority considers it important for a breach to cease immediately and where it is considered essential to safeguard amenity or public safety in the

neighbourhood. They are issued in conjunction with or following the issuance of an Enforcement Notice.

Temporary Stop Notice

These can be used when the local planning authority considers it important for a breach to cease immediately for a period of 28 days to allow for the preparation of an Enforcement Notice (if assessed to be necessary). As such they may be issued independent of an enforcement notice and again where it is necessary to safeguard amenity or public safety in the neighbourhood.

Notice under Section 215 of the Town and Country Planning Act

This Notice may be issued by the local planning authority where it appears to them that the condition of a specified area of land is having an adverse effect upon the amenity of an area. The Notice can require a broad range of remedial works to be undertaken by a fixed deadline. Appeals against this Notice may be made to the Magistrates' Court.

Notice under Section 224 of the Town and Country Planning Act

This allows local planning authorities to remove and dispose of any display structure – such as an advertisement hoarding – which, in their opinion, is used for the display of illegal advertisements. This provision does not apply to a structure in a building to which the public have no right of access.

Completion Notice

The purpose of issuing a completion notice is to encourage developers/landowners to complete developments which have been interrupted or left unfinished. This notice has the effect of ceasing the planning permission within a minimum period of 12 months following its effective date.

The use of this power by local planning authorities is discretionary and the notice does not take effect until it is confirmed by the Secretary of State.

Injunction

A local planning authority can, where they consider it expedient for any actual or apprehended breach of planning control to be restrained, apply to the High Court or County Court for an injunction to restrain a breach of planning control.

Direct Action

In exceptional circumstances, the Local Planning Authority has the power to enter the land, undertake the steps necessary to remedy a breach of planning control and attempt to recover the costs.

Prosecutions

Prosecutions are normally brought in the Magistrates Court against the failure to comply with one of the notices listed above along with the unauthorised display of advertisements, unauthorised works to a protected tree or unauthorised works to a listed building. In some serious matters cases may be brought in, or referred to the Crown Court.



Chelmsford City Council Overview & Scrutiny Committee

14 October 2024

Theatre Refurbishment Evaluation Task & Finish Group Report

Report by:

Director of Connected Chelmsford

Officer Contact:

Jan Decena, Democratic Services Officer, email: jan.decena@chelmsford.gov.uk, tel: 01245 606260

Purpose

To consider the main findings from the project evaluation and discussions undertaken by the Theatre Refurbishment Evaluation Task & Finish Group that was formulated on 19th October 2023.

Recommendations

- 1.) The thoroughness of the work of the Task and Finish Group be acknowledged and the contents of the comprehensive evaluation report be noted.
 - 2.) The Council ensures that the lessons learnt from the project, are used to inform future projects and that decisive action be taken on the recommendations outlined in the evaluation report to drive continuous improvement.
 - 3.) The new Theatre Director be requested to present to the Committee a detailed report as an inform and debate item, six months after their appointment. The report to encompass actual performance metrics, a forward-looking plan addressing financial, social and cultural objectives and projected returns.
 - 4.) Officers be requested to attend a future meeting of the Committee, to provide a report on the use of the new project management toolkit. To allow the Committee to review the effectiveness of it and ensure that the lessons learnt have been effectively embedded within the Council.
-

1. Introduction

1.1. On 21 November 2022, the Overview and Scrutiny Committee agreed to establish a task and finish group to review the Theatre Refurbishment Project once it had been completed. The purpose of the task & finish group was to undertake a systematic and objective assessment of the completed project to:

- Determine the level of achievement of the refurbishment objectives;
- Compare planned costs and benefits with actual costs and benefits;
- Review the efficiency and effectiveness of the approach and working arrangements practices adopted;
- Consider the overall value for money achieved.

1.2. An initial explanatory briefing with members was facilitated on 28th February 2023. The group was given a background on the theatre refurbishment project, reasons for cost pressures and delays, and some learning points identified by officers.

1.3. After the local elections in May 2023, the Theatre Refurbishment Project was reformulated at the Overview & Scrutiny Committee meeting held on 19 October 2023. The group has now met four times and considered information received from officers and external contractors involved with the project.

1.4. The project evaluation report of the Theatre Refurbishment Evaluation Task & Finish Group is attached as **Appendix 1**. The report covers the following areas;

- Introduction and overview of Terms of Reference
- Project inception, project scope and feasibility
- Project chronology, key milestones and decision points
- Governance, project management, design and professional services
- A review of the consents, approvals and permits that had to be obtained in order to deliver the project
- Details of the Construction contract
- Programming and timings of the different stages of the project
- A review of non-construction work streams
- Financial Variations
- Improving Accessibility
- Management of Variations
- Financial aspects including the budget setting process, professional fees, financial losses and the settling of account
- The performance achieved, salient points from user and customer feedback received to date
- Key issues, lessons learned and recommendations

2. Membership of the Theatre Refurbishment Evaluation Task & Finish Group

The following Councillors were members of the Theatre Refurbishment Evaluation Task & Finish Group;~

- Councillor Sue Young (Chair)
- Councillor Dan Clark
- Councillor Hazel Clark
- Councillor Sue Dobson
- Councillor Andrew Thorpe-Apps
- Councillor Terry Sherlock

Councillor Steve Davis was also appointed to the Task and Finish Group but did not attend any of the meetings.

3. Conclusion

The Overview and Scrutiny Committee are asked to consider the report from the Task and Finish Group and the recommendations made.

List of appendices:

Appendix 1 - Theatre Refurbishment Evaluation Report (includes the Theatre Refurbishment Evaluation Task & Finish Group Terms of Reference and Project Management Toolkit Guidance)

Background papers:

None

Corporate Implications

Legal/Constitutional:

None

Financial:

None

Potential impact on climate change and the environment:

None

Contribution toward achieving a net zero carbon position by 2030:

None

Personnel:

Officers will be required to report back to future meetings as detailed in the recommendations.

None

Risk Management:

The findings from the project evaluation will improve the approach to risk management and project management in the future.

Equality and Diversity:

None

Health and Safety:

None

Digital:

None

Other:

None

Consultees:

Theatre Refurbishment Evaluation Task & Finish Group

Relevant Policies and Strategies:

None

Overview and Scrutiny Committee

14 October 2024

Theatre Refurbishment Evaluation

Report by:

Theatre Refurbishment Evaluation Task and Finish Group

Officer Contacts:

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1. Introduction and Overview of Terms of Reference

1.1 Background

The Overview and Scrutiny Committee established a Task and Finish Group to undertake a project evaluation of the Theatre Refurbishment Project scheme. The terms of reference agreed by the Committee are set out in full at Appendix 1, but the main purpose of the project evaluation was to identify the lessons learnt and any recommendations that may need to be considered when the Council is planning or undertaking similar refurbishment projects in the future.

1.2 A comprehensive evaluation report has been prepared by Officers setting out:

- Project inception, project scope and feasibility
- The project chronology, key milestones, and decision points
- Governance, project management, design, and professional services
- A review of the consents, approvals, and permits that had to be obtained in order to deliver the project
- Details of the construction contract
- Programming and timings of the different stages of the project
- A review of non-construction work streams
- A review of financial variations and their management
- Improvement to accessibility
- Financial aspects including the budget setting process, key variations, professional fees, financial losses and the settling of account
- An overview of outcomes and performance achieved, salient points from user and customer feedback received to date and a summary of forward-looking financial performance/projections
- Key issues, lessons learned and recommendations

1.3 Recommendations

- The thoroughness of the work of the Task and Finish Group be acknowledged and the contents of the comprehensive evaluation report be noted.
- The Council ensures that the lessons learnt from the project, are used to inform future projects and that decisive action be taken on the recommendations outlined in the evaluation report to drive continuous improvement.
- The new Theatre Director be requested to present to the Committee a detailed report as an inform and debate item, six months after their appointment. The report to encompass actual performance metrics, a forward-looking plan addressing financial, social and cultural objectives and projected returns.
- Officers be requested to attend a future meeting of the Committee, to provide a report on the use of the new project management toolkit. To allow the Committee to review the effectiveness of it and ensure that the lessons learnt have been effectively embedded within the Council.

1.4 Task and finish Group membership

- Cllr S Young
- Cllr D Clark
- Cllr H Clark
- Cllr S Dobson
- Cllr Thorpe-Apps
- Cllr T Sherlock
- Cllr S Davis

(Who was appointed as a member but was unable to attend any meetings)

The first formal meeting of the Task & Finish Group was held on 24 January 2024. Prior to this meeting, Members had been provided with a link to a SharePoint site which included:

- Full Tender Pack including Construction Drawings, Design Documents, Scope and Schedule of Works, Interior Design Pack
- JCT Contracts
- Planning Applications
- Variation Tracker
- Project Management Documents including Programme of Works, Project Board Minutes, Contractor Reports, Contract Administrator Reports, Site Inspection Notes and Risk Registers
- Relevant Full Council and Cabinet Agendas, Papers and Minutes

The first meeting commenced with the appointment of Cllr Young as the Chair of the group, followed by agreement to the terms of reference that had previously been approved by the Overview and Scrutiny Committee. The focus of this initial meeting was to consider:

- Project inception, scope, and feasibility
- Project chronology, key milestones, and decision points
- Governance, project management, design, and professional services
- Construction contract

2. Project Inception, Project Scope and Feasibility

2.1 The Civic Theatre (now known as the Main House) was built/converted and opened in 1962, designed in an Art Deco theme. The Cramphorn (now known as the Studio) was added in 1982.

2.2 Both theatres have had partial refurbishments and decoration in previous years, but a capital investment was essential to ensure the building remained viable as a business and enabled it to play a more active role in delivering against Our Chelmsford, Our Plan.

2.3 Touring producers commented that they liked bringing shows to Chelmsford and general feedback was that they feel welcomed, and the audience is warm, but the physical environment and the customer experience let the business down and limited audience growth.

2.4 Customer feedback over many years included comments such as: “There are inadequate toilet facilities, and I usually spend the interval queuing”; “Bar area is always too crowded. A decent coffee shop would be welcome”; “Bar service is usually very slow. Toilets could do with an overhaul and update”; “More toilets for the ladies would be helpful. Long queues at intermission”.

2.5 Significant investments were being made in neighbouring districts and boroughs, with the Mercury Theatre in Colchester receiving a £10m capital overhaul, the £30m scheme to create a new multi-purpose arts and culture venue in Central Hertford, Queens Theatre in Hornchurch undergoing a £1.2m refurbishment, and the Stratford Waterfront and East Bank £1.1 billion cultural development, just 20 minutes away.

2.6 The need to continue the investment in our local cultural infrastructure was essential to:

- 2.6.1 Support the theatre’s recovery from the pandemic, rebuilding customer confidence.
- 2.6.2 Ensure the theatre remained competitive in an increasingly tough economic climate with many others competing for people’s disposable income.

- 2.6.3 Better meet the expectations of contemporary audiences where people are wowed by their visitor experience and more compelled to return.
 - 2.6.4 Help diversify those visiting, making the venue welcoming, accessible, and inclusive to all.
 - 2.6.5 Create a more flexible venue that lends itself to greater use (especially during the day), enabling us to engage with new audiences.
- 2.7 In February 2021, Full Council agreed to the Civic Theatre Enhancement Project being added to the Capital Programme. Neither the scope nor the likely cost had been established at that time, and authority to develop the project was delegated to Cabinet with a notional budget allocation of £1m.
- 2.8 In November 2021, Cabinet increased the sum allocated in the Capital Programme by £0.5m as it recognised that the original figure was insufficient to deliver the full scope to the quality that was desired. The increased figure of £1.5m recognised that there was volatility in construction and material costs, with shortages of materials leading to prices rising sharply, and noted that a budget could not be set before the scope had been finalised and the tenders returned.
- 2.9 The Council's own Building Services undertook a feasibility study to explore the possibilities. The study explored how a front of house refurbishment could best enhance the theatre customer experience and two additional transformative ideas:
- 2.9.1 The first was to replace the existing Main House seating with a dynamic, flexible seating system. This concept involved removable or retractable seating, a design that would not only increase capacity but also pave the way for standing concerts, adding a new dimension to the theatre's offerings.
 - 2.9.2 The second idea was a creative transformation of the Main House Foyer into a vibrant café/bar environment. This transformation aimed to create a welcoming space where patrons could mingle and enjoy refreshments, further enriching their theatre experience.
- 2.10 The study encountered some significant obstacles. The limitations of the building, stringent fire regulations, and resulting capacity constraints presented challenges. After a thorough analysis, it was concluded that both transformative options were beyond the financial reach of the refurbishment project, and they were deemed unfeasible under the circumstances.
- 2.11 In October 2021, Harp Design, a team of interior designers, were commissioned to design a modern, durable design for the Front of House that was sustainable, easy to maintain and aligned with the Theatre's new brand, artistic vision, and commercial goals.
- 2.12 In November 2021, a new theatre director with a commercial track record was appointed to help transform the programming, customer offer and marketing to drive growth and enhance the audience experience.

2.13 As the project began to take shape, it became clear that a more substantial refurbishment than previously envisaged would be needed as new carpets and redecoration would not offer the opportunity to support the emerging ambition. The ambition and scope were increased and set to:

- 2.13.1 Modernise the front of house interiors of both Theatres.
- 2.13.2 Improve the exterior to increase the theatre's visibility and presence in the West End of Chelmsford.
- 2.13.3 Rebrand the theatre to better support renewed programming and marketing strategies.
- 2.13.4 Install a new state-of-the-art box office system and customer-facing website.

2.14 The refurbishment sought to unite two disjointed buildings into a single cohesive venue and visitor experience. To be the catalyst for wider change across all areas of the operation, giving the theatre the best possible opportunity for success and growth, and allowing the theatre to:

- 2.14.1 Provide a true 'red carpet' experience: a more cohesive and future-looking customer experience together with improved operations, new brand, box office experience and commercial offer.
- 2.14.2 Continue to build a core programme of quality content across all our stages and spaces, including a new strategy for creative engagement and outreach.
- 2.14.3 Develop as a destination venue and a 'cultural living room' for all residents and visitors; a place for public and patrons to enjoy and relax, ensuring the theatre and its activities are at the heart of the community. By transforming our spaces and offer, including a new daytime café, improved sales points and product range, the aim was to grow the net income from food and beverage and secondary spend sales.

2.15 Whilst the investment case was not predicated on an increase in revenue, there were a number of areas where we anticipated an uplift in income. With the new box office functionality also allowing the theatre to offer a membership scheme to improve customer loyalty for the first time.

2.16 The full scope of the interior refurbishment included:

- 2.16.1 The Studio foyer area and bar, including the replacement of the existing glazed façade and creation of an outdoor seating area.
- 2.16.2 The Main House foyer area, including the opening up of the wall dividing the two theatres and removal of the booking office and counter under the stairs.
- 2.16.3 The Main House bar area and kitchen.
- 2.16.4 The Main House first floor circle bar area, gallery, and offices.
- 2.16.5 The toilets throughout to be refurbished, and Building Services to specify the fittings, cubicles, tiles, and flooring materials.

2.17 During the design phase, several capital items that were originally planned for later years were incorporated into the current scheme. This strategic move leveraged the Theatre's

temporary closure, reducing future disturbances and potential revenue losses.

The advanced items incorporated into the scheme included the following installations:

2.17.1 High-level smoke vents positioned above the Civic Theatre stage, directly linked to the fire alarm system. This upgrade was prompted by a fire risk assessment that highlighted deficiencies in the existing smoke venting system.

2.17.2 A state-of-the-art PA sound system in both the Main House and Studio Theatre, designed to meet the demands and standards of modern touring shows.

2.18 The completed interior design scheme, along with the advanced capital items, underwent a comprehensive cost analysis by the appointed Quantity Surveyor, Low & Low. A detailed proposal, encompassing all aspects of the project and costs drawn from an open tender process, was presented to the Full Council on 22nd March 2022. Subsequently, the budget for the refurbishment was established at £2.75 million.

3. Project chronology, key milestones, and decision points

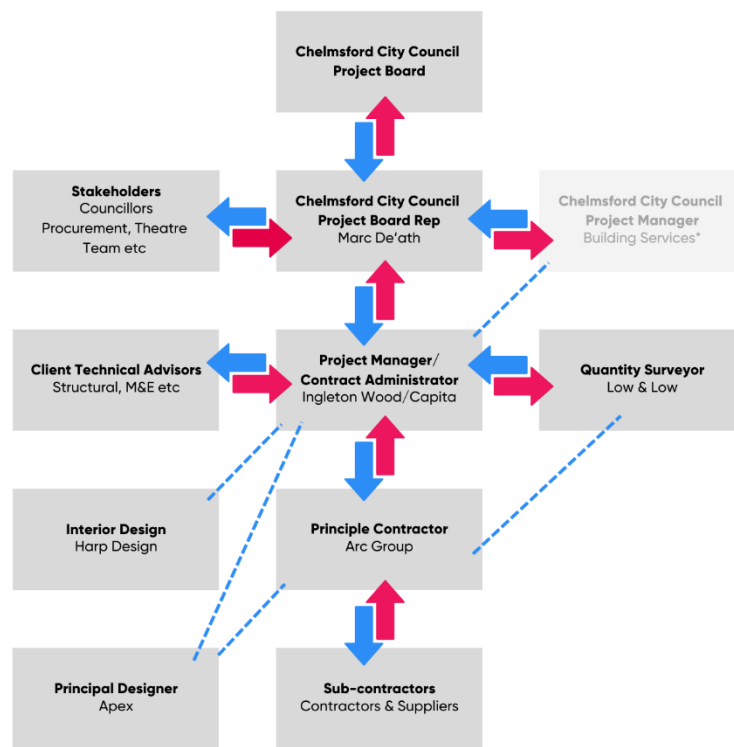
Conversation began to explore making an investment in a theatre refurbishment.	1 September 2020	The Scope of works was initially to explore a redecoration - replacing carpets and painting walls throughout.
£1m notional budget allocated as part of the council's wider capital programme.	24 February 2021	Approved by Full Council
CCC Building Services team led preliminary high-level feasibility, design and scope.	18 March 2021	
Budget increased by £0.5m recognising that there was volatility in construction and material costs, with shortages of materials leading to prices rising sharply, and noted that a budget could not be set before the scope had been finalised and the tenders returned.	November 2021	See Section 12.1
Inscribe awarded branding contract	1 September 2021	
Scope and ambition of refurbishment increased. A tender process was run to recruit an interior design consultant -	19 October 2021	

Harp Design was awarded the contract to support development of the scheme up to tender stage		
Construction tender goes live	11 January 2022	Advertised through Delta E Sourcing and on the CCC Website
Theatre branding signed off	24 January 2022	Uniting the two venues (Civic and Cramphorn) under a single Chelmsford Theatre identity.
Spektrix awarded contract as box office software provider	21 March 2022	Moving away from an obsolete and accessible system to a fully integrated market leader.
Tenders submitted	22nd February 2022	3 compliant bids received.
Investment case, interior designs and budget for capital expenditure on Theatre presented and approved by Full Council	22 March 2022	Capital budget of £2.75m approved by increasing the original scope, bringing forward and incorporating future planned capital works. The method of funding was identified and delegated authority was given to the Director of Connected Chelmsford to enter contractual arrangements
Arc formally appointed as main construction contractor	23 March 2022	Following the procurement exercise, Arc Group was appointed using a JCT Intermediate Form of Contract with Contractors Design 2016. The award price was £1,796,991.91
Building Services Team issued final design information, architect, and MEP drawings and stepped down as Project Managers and Contract Administrators.	27 April 2022	When asked about the delay in issuing the final design after the construction contractor was appointed, Building Services explained that it's common for differences to exist between tender stage and construction drawings during the mobilisation phase. These differences are often technical and some details, which require disruptive exploration, can't be determined while the site is in use. In this instance, certain sections of the work, such as the bar and toilets, needed specialist input. It was at this stage that the project outgrew the capacity and experience of our in-house team.
Capita appointed as Project Managers and Contract Administrators.	28 April 2022	After discussion at the Project Team level, the Council's Procurement team moved quickly to replace Building Services as PM

		and CA, sourcing and appointing experienced professionals via a CCS framework award to act on behalf of the Council to provide the main interface with the design team, coordinate project activity, undertake risk reporting.
Contractor begins to highlight issues	1 May 2022	The contractor found and raised missing detail in the design and structural information. This could have been addressed earlier and led to delays in their work
Parachute awarded the contract to develop new theatre website	5 May 2022	Parachute, using the Council's preferred CMS Umbraco, who has collaborated with Spektrix for several years, were appointed to develop the new site. They've enhanced the UK's arts, entertainment, and culture sectors' online presence through seamless Spektrix integrations and innovative web design.
Arc took possession of the Main House (formerly known as the Civic) Bar and Toilets, asbestos removal commences.	9 May 2022	The theatre remains open to the public
Structural design issues were found with the Studio Theatre windows and roof design (formerly known as Cramphorn Theatre)	11 May 2022	When Capita were appointed as Project Manager and Contract Administrator, they quickly clarified the missing design and structural information.
Ingleton Wood was appointed as Technical Advisor	12 May 2022	Procurement moved quickly to appoint experienced professionals via a CCS framework award to act on behalf of the Council to correct and fill gaps in design and structural information.
Arc took full possession of Main Bar Foyer, Balcony, Studio Foyer and Toilets.	20 June 2022	Theatre closed to the public
Design issues were identified with the platform lift – a redesign was needed by Technical Advisors	23 June 2022	See Section 10. Improving Accessibility
New theatre website launched	24 August 2022	
Extension of time claim submitted and issued as a result of having to undertake a	6 September 2022	56 Days, Extended from 23 September until 12th December 2022

significant redesign while on site.		
Pantomime cancellation announced	10 October 2022	
Cabinet approved an additional £500k	18 October 2022	Due to increased use of external consultants, unexpected issues with the supply chain caused by the challenging economic climate resulting in the need, in some cases, to specify new products and finishes.
Theatre reopens with its first show	14 January 2023	Reopening with CAODS, 9 to 5, which was almost 90% sold across 6 performances and one of their best attended productions by some way.
Partial possession awarded	1 June 2023	Work commenced on fixing snags, defects and outstanding work.
Final contract instruction issued.	27 November 2023	Requesting the completion of the remaining works, defects, operating and maintenance manuals and all required testing by 29th January 2024. This allowed over 2 months and 21 working days of unhindered access.

4. Governance, Project Management, Design, and Professional Services



Project Board and Working Groups

4.1 Following project inception, a panel of members and officers was established at the end of March 2022 to act as the 'Theatre Refurbishment Project Board'. The role of the Board was to oversee progress and to consider and provide advice on any issues of a strategic nature.

4.2 The major project milestones for the Board to consider were:

- The review and approval of the interior design
- The appointment of the main contractor
- Overseeing the progress on the design and refurbishment of the building from tender stage through to completion

4.3. The Project Board comprised of two councillors, including the Deputy Leader (also the Cabinet Member responsible for Culture), the Cabinet Deputy for Community Engagement, the Director of Connected Chelmsford, the Culture Services Manager, Chief Procurement & Risk Officer and Senior (Capital) Accountant.

4.4. The Culture Services Manager acted as the project owner, supported by the Contract Administrator and Project Manager, who was later replaced by external consultants provided by Capita and then towards the end of the scheme replaced again by Ingleton Wood.

4.5. During the construction phase, further project development and progress monitoring were also affected through a 'client team' and a contractor-led 'site progress

meeting’.

- 4.6. The client team included representatives from the Project Manager [Building Services, Capita and Ingleton Wood], the design team [Building Services, Ingleton Wood, Harp Design, Balm & Davis, Brontide], the Quantity Surveyor [Low & Low], and the City Council. Attendance and participation in the client team meetings varied according to subject areas and issues being reviewed.
- 4.7. A contract progress group comprised representatives from the main contractor [Arc], the Project Manager [Building Services, Capita and then Ingleton Wood], Lead-Designer [Ingleton Wood] and the City Council. Attendance and participation in the contract progress meetings varied according to subject areas and particular issues, but always included as a core the Arc Project Manager, the Arc Quantity Surveyor, the Director of Connected Chelmsford and the Culture Services Manager.
- 4.8. Apex, through its architectural services team, performed the role of Principal Designer to undertake the duties and obligations set out in the Construction (Design and Management) Regulations 2015

Changes in Project Management and Contract Administration and the introduction of Technical Advisors

- 4.9. The original plan was to improve the interior of the foyer by re-decorating and re-carpeting. Our internal Building Services team set out the scope for this limited project and it was quickly recognised that this would cost several hundred thousand pounds and would not create any real impact on a part of the building that had been largely untouched for 60 years. The ambition for the project therefore grew to create a modern and welcoming community space that would match the cultural ambition for the city. A revised budget was produced based on a detailed tender process and subsequent successful bid by a preferred contractor. At this stage, when the contractor was on site and was in the approved mobilisation phase, it became clear that the specification was not sufficiently detailed for the contractor to rely on, and the specification did not have detailed and measured instructions.
- 4.10. It was quickly identified that this project had exceeded the capacity and experience of our internal Building Services team due to the growth of ambition and therefore the City Council needed to engage consultants to project manage a specialist design team to ensure that the specification was clear and detailed before works could begin. This resulted in additional cost pressures which were not budgeted for and in an extension of time whilst this work was undertaken.
- 4.11. On 28th April 2022, Capita was appointed as Project Manager and Contract Administrator via a CCS framework award to act on behalf of the Council to provide the main interface with the design team, coordinate project activity, undertake risk reporting and assist with the procurement of the main contractor.
- 4.12. The Project Manager immediately identified with the Contractor that there was missing design and structural information. By 12th May, Ingleton Wood was appointed via a CCS framework award as Technical Advisors to plug any gaps.

4.13. Capita Project Managed the Scheme until 17th August 2022 at which time it was felt that Technical Advisors Ingleton Wood had more detailed knowledge of the project and were in a better position to lead.

5. A review of the consents, approvals, and permits that had to be obtained in order to deliver the project

5.1. Statutory consents and approvals were required prior to commencement of works and during the refurbishment period, covering planning and building regulations.

5.2. Principal amongst these were planning consent and building regulations approval. Two separate planning applications were submitted, and consent was granted.

5.2.1. APPLICATION NO: 22/00707/ADV Installation of externally illuminated fascia signage, poster boxes, screens , and banner signs. (Externally illuminated).

5.2.2. APPLICATION NO: 22/00729/FUL Installation of aluminium cladding to the front elevation of the Civic Theatre and part of the side elevation of the Cramphorn Theatre. Replacement bi-fold doors to replace existing doors. Alterations to existing fenestration and entrance canopy. External lighting columns on the theatre frontage.

5.3. The project was also subject to building regulations approval covering all aspects of the design, building, and construction activities and operations. The Council's in-house Building Control Team provided the inspection and approval service to ensure compliance with building regulations.

5.4. Chelmsford City Council's Access Officer and the Chelmsford Area Access Group were fully engaged and played a significant role in influencing designs for the building from an accessibility / disability perspective. See Section 10. Improving Accessibility.

6. Details of the Construction Contract

6.1. After seeking expressions of interest, the Council undertook a two-stage procurement process. The first stage shortlisted seven contractors on the basis of suitable experience and capacity. These contractors were then asked to submit a response to the full tender pack with specification and drawings provided by Low and Low Quantity Surveyors and the Building Services team.

6.2. An appropriate OJEU notice for the appointment of a main contractor was published on 11th January for tender submissions to be returned by 22nd February 2022. Tender returns were evaluated against a specified award criterion.

6.3. Three experienced staff members were on the evaluation panel from Building Services. Costs were evaluated based on a weighted calculation against each other. Quality evaluation was

based on previous experience of similar projects to ensure a high-quality build and effective construction management procedures.

6.4. Following feedback from prospective contractors, the deadline for tender submissions was extended. The team had built two weeks' contingency into the process, recognising that the project requirements were extremely detailed and consequently, responses would require significant work. During this period, we also added two weeks to the work programme, again following discussions with contractors.

6.5. There were several items that were retained by the Council outside of the contract as, at the time of issuing the Tender, Building Services deemed they could easily be completed by our existing suppliers. In addition, there were a small number of additional capital items associated with the relaunch of the theatre where alternative suppliers were needed and would be managed directly by the council.

6.6. These items included (the value of this list is itemised in Section 10. Financial Aspects):

- Additional asbestos removal
- Mains service diversion to be commenced before the main contract
- Pram Park
- Replace all data cabling in theatres whilst closed
- Loose furniture/furnishings/post completion works
- Additional cladding, signage & Brightside screen to Cramphorn
- Additional Brightside screens internally (Digital Services works)
- Building work for a 2nd screen in the window of the Civic foyer
- M & E works (additional cost for duct works in the GF Civic bar)
- Smoke ventilation works
- Box Office system
- Requirement for additional equipment (2 tills, coffee fixtures & fittings)
- Auditorium PA
- Enabling works outside of contract

6.7. Three submissions were received. The financial elements were checked and evaluated by the quantity surveyor. The quality elements: experience, programme, site provisions, understanding of site, etc. were evaluated and scored by three experienced Building Services Staff. The highest scoring contractor was then invited for a further site meeting.

6.8. Following the procurement exercise, Arc Construction was appointed as the main contractor for the Theatre Refurbishment project using a JCT Intermediate Form of Contract with Contractors Design 2016.

6.9. Contracts were signed on 29th April 2022. Original completion date for works 23rd September.

Comments and discussion summary

- Members were keen to understand the chronology of the project, particularly in relation to both the setting of the original budget and the increase in costs. Officers set out the different decision-making points and explained that the first actual budget for the transformation project had not been approved until 22 March 2022 when the tender for the agreed works had been evaluated. It was explained the proviso that agreed figures had been for planning purposes to signal a funding need and were not based on costed works. Members expressed concern that this was not transparent and would like an exploration of whether this process could be made clearer in some way to avoid confusion moving forward. An initial discussion took place about the reasons for a further revision to the budget. It was agreed that this would be the subject of a future meeting.
- There was a detailed discussion about the letting of the contract and the governance surrounding the selection of the winning contractor. The Council's Procurement Manager attended to provide information about the route to market and the type of contract used and Members satisfied themselves that the route was compliant and the process appropriate. This challenge was further explored at a future meeting when the technical advisers were in attendance to give evidence.

- Members reviewed the governance of the project in relation to decision making and review and were satisfied that the appropriate measures were in place, supported by copies of minutes of all formal Project Board and other management meetings relating to the project.
- Officers presented information about changes in arrangements for project management and contract administration, the need for which was identified post contract award and during the period where the contractors were on site preparing to start work (mobilisation period). The original plan had been to use internal resource to fulfil these roles, but it had become clear that the change in ambition for the project meant that external support would be needed to create the design information needed to deliver the scheme. This resulted in additional costs and a time delay, all of which was explored in more detail in subsequent meetings.
- Discussions began about the actions taken by Officers in conjunction with the design team to minimise disruption and to support delivery of the project.
- Having received a comprehensive overview of the project, as well as information about the procurement process and governance, the group asked for the attendance of our external project manager at the next meeting. The purpose of this was to get an external and independent review of both the management and delivery of the project as well as to achieve an understanding of the contract variations and the project management challenges
- The group raised concerns about the high number of clarifications during the tender stage, questioning whether this indicated underlying problems with the design. Members noted that a substantial volume of queries from bidders often points to ambiguities or gaps in the design documents, which can potentially lead to misunderstandings, increased project risks, and potential cost overruns.
- It was agreed that future meetings would focus on
 - the financial and project management of the project and the increase in costs
 - look at a summary of the qualitative data since the theatre reopened and its cultural impact in the city.

The second formal meeting of the Task & Finish Group was held on 28 February 2024. Members requested a detailed overview of the programme, including works inside and outside the tendered contract, to understand the variations that led to a request for an additional £500k, approved by the Cabinet on 18 October 2022. Members requested that the project manager was invited to attend to share their perspective on the refurbishment project, highlighting key achievements, challenges faced, and recommendations for future projects.

7. Programming and timings of the different stages of the project

- 7.1. The original programme envisaged a 20-week construction period, commencing in May 2022 with the refurbishment completed and open to the public at the beginning of October.
- 7.2. At the time of the appointment of the main contractor, the programme identified a target for the new building to be completed in September 2022. The contractor advised that this would be a challenging programme to achieve, with little scope to accommodate unforeseen works or other delays.
- 7.3. The foundational designs and drawings produced as part of the Tender were formulated without the benefit of an accurate measured survey or a topographical survey for the external areas, which meant that when the Contractor arrived on site and attempted to take RIBA Stage 3 drawings, there were discrepancies between the drawn areas and their actual dimensions, necessitating on-site adjustments and modifications to the final product. This, in turn, resulted in severe delays, claims, and additional expenses from the contractor.
- 7.4. In response, Ingleton Wood was appointed as Technical Advisors to correct and fill gaps in design information.
- 7.5. Once this revised design information had been prepared, in early September the agreed programme of works was rescheduled and provided in 'draft' by the contractor after liaising with their supply chain. The new schedule both factored in the delays caused by the redesign and included an extension of time claim for the delays. A new contract conclusion date was proposed for 12th December 2022. Essentially this needs to revisit much of the original design information resulted in the delay experienced during the programme delivery.
- 7.6. Weekly site visits involving the Chief Executive, Directors, and Deputy Leader from the City Council and Contractor were initiated. Discussions were held and agreements reached to accelerate the works.
- 7.7. As deadlines approached, it became evident that the 12th of December target would not be met. The contractor reduced their workforce, leading to a noticeable slowdown in progress. With dwindling confidence in the new programme, the theatre team began exploring alternative venues for the Pantomime, including New Hall School and CSAC Sports Centre.

- 7.8.** The costs of infrastructure in alternative venues for the Pantomime were prohibitive, and the potential disruption to neighbouring residents and existing users of the buildings was deemed unacceptable. In October, the Management Team made the difficult decision to cancel the Pantomime and some community hires rather than pursue an alternative venue. The financial implications are detailed under 'Financial Aspects' in section 12.
- 7.9.** In early January, due to the critical business need to reopen and minimise loss of reputation and revenue following the cancelled Pantomime, the theatre team took occupation of the building with the contractor still working on site to complete snagging, relying on the contract to manage this ongoing process.
- 7.10.** On the 14th of January, the theatre reopened with CAODS, 9 to 5, which was almost 90% sold across six performances.
- 7.11.** Between January 2023 and 2024, the contractor continued to progress through the list of snags, outstanding works, and emerging defects. On November 17th, a final contract instruction was issued by Ingleton Wood, requesting the completion of the remaining works, defects, operating and maintenance manuals, and all required testing by 29th January 2024.

8. A review of Non-construction Work Streams

- 8.1.** The successful launch of the refurbished theatre required the completion of various non-construction tasks. These tasks were effectively managed by the theatre team, with the support of various council departments and limited assistance from the project management team and other consultants. Despite the challenges, the team utilised their project management skills to coordinate a wide range of activities, aligning them with the shifting deadlines of the construction project. The key aspects of these non-construction tasks are outlined below.
- 8.1.1.** A new brand - The 'Civic' and 'Cramphorn' Theatres underwent a substantial rebranding process with the aim of modernising and unifying the venues under a single, cohesive image to attract a wider audience. This involved a change of name, a complete overhaul of their visual identity, and the creation of a new logo, signage, and marketing materials designed to appeal to a diverse audience.
- 8.1.2.** Food & Beverage Transformation - The refurbishment of the theatre's Front of House offered a unique opportunity to revamp the Food & Beverage (F&B) services. Changes included launching a daytime café, updating confectionery products and point-of-sale displays, modernising bars, enhancing standards and customer service, and ultimately increasing customer dwell time and spend per head. This transformation necessitated extensive planning, collaboration with current and new suppliers, equipment specification, and staff recruitment and training.

- 8.1.3. Online Presence Transformation – The team commissioned and oversaw the design and development of a modern, responsive, user-friendly, and accessible website to showcase the new brand. The site provides information about upcoming shows, ticket prices, and the theatre’s outreach offer, offering an online customer journey that matches the quality of the newly refurbished building.
- 8.1.4. New Box Office Ticketing System Installation - A crucial aspect of the new theatre’s operation was replacing the outdated Pro Venue Max booking system with a cutting-edge theatre Box Office system. The installed Spektrix system, a market leader used in many theatres, allowed us to completely revamp our customer interactions with improved booking and payment systems integrated into the website and a new mobile app, which has been well-received.
- 8.1.5. Complex Data Migration Oversight - The theatre and Marketing team, with technical support from Spektrix, undertook a significant volume of work, including a large data migration project. This involved extracting valuable customer information from an outdated proprietary system, a process that took over <insert months> to complete. It was crucial to deliver this in line with the theatre refurbishment to successfully launch and operate the new facilities.
- 8.1.6. Improving Operations – Conducting a root and branch review of operational and administrative practices. Driving health and safety culture and reviewing current practices, risk assessments, and fire strategies. Rewriting procedures, processes, ‘how to’ guides, contingency plans, standards, forms/paperwork, and show reports to ensure they are all fit for purpose and provide a solid foundation.

9. Financial Variations

- 9.1. In consultation with the external Quantity Surveyor, the Project Manager for the project, and our internal Senior Capital Accountant, the table below highlights some of the most significant variations that contributed to the need for an additional £500k, which the Cabinet approved on 18 October 2022.

Area of work	Costs
<i>Additional Fees</i>	
Capita: Project Management / Contract Administration	£50,000
Ingleton Wood: Project Management / Contract Administration / Technical Advising	£101,638
Extension of time delay claims	£84,000
<i>Significant Variations</i>	
Studio Theatre roof new construction variation	£55,149
Mechanical (Adcock)	£65,000
Mechanical Services (Balm & Davis)	£61,000
Amended cladding design	£52,800
Additional firestopping	£50,000
Total	£497,949

Comments and discussion summary

- Members invited the Project Manager to the second formal meeting of the task and finish group on 28 February 2024 to provide an independent view of the project, including the challenges faced, variations to the original contract which accounted for the increase in budget, and lessons learnt for the future.
- The Project Manager explained that the project had faced numerous challenges during construction. While this incurred additional manpower and resources to complete, the product was an overall success and delivered a wonderful new theatre experience for Chelmsford City. They went on to explain their role following the discovery that more detailed foundation plans were necessary to build out the project.
- There was much exploration of the governance surrounding the contract, particularly once the early delays were identified. Members were provided with copies of project documentation and had the opportunity to question the professional advisers on how this was managed. It was confirmed as industry standard.
- The group were presented with the contract variations which resulted in the £500K additional budget. These were summarised as increased use of external consultants, additional costs associated with inadequacies in the original drawings, and supply chain and product availability.
- The Project Manager advised that there had been inadequate pre-planning at the initial stages of the project, which would have been improved by a detailed project execution plan. The subsequent discussion with Members centred around what would have been included at this early stage and how this would have prevented the additional budget and delays. The Project Manager confirmed that while the requirement for a design team had not been identified at the outset, and therefore not budgeted for, it would always have been necessary and so was not a wasted resource.
- There was in-depth discussion around the lack of detail in the specification, which resulted in many variations to the original contract and subsequently additional cost.
- Members explored whether it was wise to specify named sub-contractors in the contract, as this felt like an additional complication and made it harder for the main contractor to manage. The Project Manager explained that while they could see the logic in this approach as they knew the building and services, it had caused wider issues.

- The Project Manager identified problems associated with noisy works, which affected the adjoining building and resulted in delays.
- Members challenged the cost of unforeseen asbestos removal and costs associated with firestopping measures to prevent fire spreading from one area to another. The Project Manager advised that this was often inevitable, as these things are often not known until exposed.
- The Project Manager recommended a number of lessons to be learnt that were further explored by Members of the group and are included in section 14.
- Members asked several questions about the new branding and design and agreed that it was in keeping with the refurbishment project and understood the need to introduce this at the same time. It was also acknowledged that the new box office system was a huge improvement.

The third meeting of the Task & Finish Group was held on 20th August 2024. Members requested a tour of the building to provide a better understanding of the areas that caused the refurbishment challenges and how accessibility was improved. They also requested an overview of the financial aspects and how the variations were managed.

10. Improving Accessibility

- 10.1.** As a result of the refurbishment, the Theatre team committed to not only enhancing access and inclusion but also fostering a culture of continuous improvement in equality, diversity, and inclusion within theatre programming and any future facility upgrades.
- 10.2.** Improvements to the theatre’s customer experience complemented ongoing work to improve accessibility and inclusivity of its building as well as its program, to diversify its audiences and ensure the venue is welcoming to all.
- 10.3.** Accessibility improvements were always intended to be a key part of the investment and included:
- 10.3.1. A refurbished and enhanced disabled toilet – separating out the previously integrated baby change unit into its own space.
 - 10.3.2. A wider ambient cubicle installed in all toilet areas with handrails.
 - 10.3.3. The installation of new automatic doors to both the main foyer and Cramphorn Studio.
 - 10.3.4. Brand-new hearing loop technology installed throughout the entire building, across box office counters, bar/café/confectionery areas, and in the auditorium.

- 10.3.5. Wheelchair-friendly lowered counters throughout, across box office counters and bar/café/confectionery areas.
- 10.3.6. Improved website navigation and enhanced accessibility of the customer website with improved content that allows better pre-planning for visitors with accessibility needs.
- 10.3.7. Better wayfinding with more accessible signage, utilizing the Council’s latest standards and best practices developed during the capital improvements made to Riverside and Chelmsford Museum.
- 10.3.8. To improve accessibility and wider inclusion, the theatre recruited a new Creative Engagement Manager. This role is responsible for ensuring the theatre reaches out beyond its walls, consulting with and involving communities in future programming decisions, whilst increasing awareness, and engaging and encouraging people to participate more in what is already on offer.
- 10.3.9. In addition, it was scoped and budgeted to install a new lift providing direct stair-free access between the main foyer and theatre bar next to the main house. However, structural issues, fire regulations, and building control meant it was not possible to achieve. Paul Houghton, the City Council’s Access Officer, supported the Theatre to assess the impact and said, “The DAS (Design and Access Statement) is part of our Impact Assessment towards our ‘Duties’ for the Equality Act 2010.”
- 10.3.10. The DAS shows that we have explored this avenue through the Building Regulations (Part M). There are many options for customers to access different bars in the new Theatre and we are maintaining access to the Main Theatre Bar via the Auditorium. Staff greeting customers with obvious mobility issues is the key. The bar outside the Studio theatre also provides a good alternative.
- 10.3.11. After extensive feasibility work, it was not possible to include a Changing Places provision within the refurbishment project. The theatre will utilize the Council’s mobile unit to provide sufficient space and equipment for people who have profound and multiple learning disabilities, as well as other serious impairments and who are often not able to use the toilet independently. The mobile unit has undergone some essential maintenance and is being stored and used by Essex Cricket Ground where there is an agreement for other organizations, such as the Theatre, to book and utilize on an ad-hoc basis for relaxed performances. City Council Staff are currently working to source a supplier who can transport, clean, empty, and maintain the unit – maximizing its use.

- 10.4.** After a tour facilitated by Paul Houghton for the Chelmsford Area Access Group, Member Samantha Leftwich, who works for the Thomas Pocklington Trust, said,

“Thank you once again for a great meeting on Friday. I felt the theatre visit was a fantastic one and certainly is something that everyone should be shouting about! What a great team they are and one that is certainly looking at opening up its doors and smashing down so many barriers for people with access and additional needs to access the theatre”

11. Management of Variations

- 11.1. As demonstrated above, and not unusual with construction contracts, the need for variations often arises. The Contract has procedures to be followed in these instances to enable the agreement of costs associated with such changes.
- 11.2. In the first instance where the need for a variation was identified, the cost of such change was explored with the Contractor before agreement to proceed was reached. This often involved different options being evaluated and the most cost-effective solution being agreed upon.
- 11.3. However, JCT Contracts do not require such negotiation on cost and only recognize that where such an instruction is given which will give rise to a variation in cost, the Contractor complies with the Construction and the value of the change agreed. In some instances, this procedure was necessary as the speed of information exchange for cost options to be explored would have caused unnecessary delay and hindered progress, resulting in much more significant Loss and Expense claims.
- 11.4. Where this approach was necessary, the Contractor submitted costs after the event for the cost incurred. The project team then assessed the merit of the claim and, if agreed, went on to agree on the value. Firstly, tendered rates were used as a basis from the same work elsewhere or known construction costs, or finally from demonstrated costs from sub-contractors and suppliers. In all cases, each variation was reviewed and the value adjusted and agreed upon by Low and Low as Quantity Surveyors for the scheme

12. Financial aspects including the budget setting process, professional fees, financial losses and the settling of account

- 12.1. The table below summarises how the cost plan for the theatre refurbishment evolved.

Chelmsford Theatre Refurbishment Project added to the Capital Programme with notional figure.	February 2021	£1,000,000
£500,000 added to budget Cabinet increased the sum allocated in the Capital Programme due to volatility in construction and shortages of materials. It was noted that a full budget could not be set before the scope had been finalised.	November 2021	£1,500,000
£1.246m added to budget A budget for more substantial refurbishment was approved by Full Council, with the scope of	March 2022	£2,746,000

the project being increased to bring forward and incorporate future planned capital works.		
£500,000 added to budget Cabinet approved this due to inflation, increased use of external consultants, and variations due to design and supply chain issues caused by the challenging economic climate, resulting in the need, in some cases, to specify new products and finishes.	October 2022	£3,224,954

12.2. Breakdown of original approved budget March 2022

Areas of work	Costs
Contracted Refurbishment Costs [Arc]* ¹	£2,092,000
Preliminary Works	£172,000
Works outside of the contact	£389,600
Professional Fees	£92,000
Total	£2,745,600

*¹ Including Contingency

12.2. Breakdown of budget variation

Areas of work	Budget	Actual	Variance
Main Contractor Costs [Arc]* ²	£2,092,000	£2,387,709	+£295,709
Preliminary Works	£172,000	£172,000	£0
Works outside of the contact* ³	£389,600	£337,564	-£52,036
Finishing works	£0	£60,000	£60,000
Professional Fees	£92,000	£267,681	+£175,681
Total	£2,745,600	£3,224,954	£479,354*⁴

*² Including Contingency

*³ Value of works outside the contract were reduced as some works were moved into the Arc's contract

*⁴ A variance of £479,354 represents £20k underspend against latest approved budget

12.3. Breakdown of Professional Fees

There was a need to increase spend on external consultants to deliver the project, due to the complexity of the issues uncovered as the project progressed. The appointed consultants actively sought compromises and alternative shorter lead-in time solutions where possible with the appointed contractor.

Description	Costs
Capita	£50,355
Ingleton Wood	£101,638
Harp Interior Design	£34,704
Quantity Surveyor	£19,964
Asbestos Removal	£29,130
Various Surveys	£18,065
Misc Professional fees	£13,825
Total	£267,681

12.4. Financial Losses

As outlined earlier in the report, in October 2022, the Management Team made the difficult decision to cancel the Pantomime and some community hires rather than pursue an alternative venue. All the community hires were rescheduled to later dates, mitigating any loss to revenue. The financial implications of cancelling the pantomime are detailed below.

Income	
Ticket Sales	£400,000
Bar Sales	£46,000
Merchandise Sales	£17,000
Total Lost Income	£463,000

Savings	
Casual Staff	-£84,000
Overtime	-£7,000
Stock/Merchandise Purchase	-£21,000
Total Saving	-£112,000
Net Loss	£351,000

**In addition to the above figures there were £142k payments under contract for Artists that were factored in as part of the Theatre's wider annual co-production budget and represents an overall saving against the usual budget of £200k for that Pantomime Cast.*

12.5. Settling of the Account

Legal Counsel was sought from construction barristers who litigate, arbitrate and adjudicate the full range of construction matters and advise on the drafting of civil engineering and consultancy contracts. After seeking their advice, a Settlement Agreement was drafted by the City Councils own legal team. It was employed to address conflicts regarding amounts owed, penalties being claimed by both sides. Both parties agreed to a deduction from Arc's final account to cover any outstanding work that would subsequently be managed and undertaken in-house by the Council's own building services department and their regular suppliers. A settlement figure was proposed to Arc and subsequently accepted, thereby enabling both parties to avoid protracted and costly legal disputes, ensuring the contract could be concluded and allowing all involved to move forward.

Comments and discussion summary

- Members of the Task and Finish Group were taken on a tour of Chelmsford Theatre and shown specific areas in detail, highlighting insights into the transformation and the complexities overcome during the refurbishment of the old building.
- Members commented on the high-quality finish throughout the Theatre, noting significant improvements over the previous design and enhanced functionality of the building.
- Throughout the tour, the group asked several questions regarding the improved accessibility. The project manager highlighted the more accessible signage, enhanced disabled toilets, wider ambient cubicles, new automatic doors, hearing loop technology, and wheelchair-friendly lowered counters throughout.
- The group took an opportunity to query the omission of a stair lift from the scheme. While on site, the project manager highlighted the structural issues, fire regulations, and building control restrictions that made it unfeasible. Officers shared the options for disabled customers to access different bars in the new Theatre and explained how access to the Main Theatre Bar is being maintained via the Auditorium.
- Members inquired about the corporate lessons learned surrounding project management. Officers detailed the new skills and capacities added to the Building Services team and highlighted the organisation-wide Project Management audit. They also introduced the new project management toolkit (attached as Appendix 2), developed as a result of the audit, that in part, drew from the Theatre refurbishment experience, to aid future projects.
- The group heard from the Project Manager about how contract procedures were followed in managing variations throughout the project. Members queried the reasons for and the number of variations. The Project Manager explained that while some variations were expected, there had been a higher number than anticipated, which was largely due to inaccuracies in measurements and design specifications at the outset.

- The group queried whether the challenging economic climate had affected the timely and cost-effective sourcing of materials. The project manager noted that supply issues have severely impacted the project, however, no compromises were made on the building's finish
- Members revisited project governance, examining the establishment, role, and management of the Project Board, as well as the involvement of the Cabinet Member. Officers explained that the board was established in April 2022, immediately after the contract award, to oversee progress and provide strategic advice. They noted that the Cabinet Member consistently challenged decisions throughout the project.
- The group reviewed the detailed budget breakdown and queried how budget changes were managed. The project manager noted that Quantity Surveyors were appointed early on, providing crucial advice both at the tender stage and on securing value for money on variations throughout the project. They emphasised that the additional costs for professional fees, although not initially budgeted for, were always going to be essential to ensure the project's success. These fees facilitated accurate cost assessments and effective management of variations, ultimately safeguarding the project's quality and timeline. Officers highlighted that all extra funding was sought in line with the Council's financial regulations and approval processes, ensuring transparency and accountability in managing the project's finances
- The group were provided with a copy of the agreement produced by the Council's in-house legal team to reach a settlement with the main contractor. Members challenged, and it was verified that the agreement was checked by external counsel to ensure its compliance with legal standards and to safeguard the Council's interests.
- In line with their Terms of Reference, Members queried the Theatre's performance since reopening. Officers informed the group that a summary of key indicators to date would be included in the final report. Members requested a fourth and final formal meeting of the Task & Finish Group to review the outcomes and performance achieved since reopening.

The fourth and final formal meeting of the Task & Finish Group meeting was held on the 13th September 2024. Members requested an overview of outcomes and performance achieved since reopening.

13. The performance achieved, salient points from user and customer feedback received to date.

- 13.1.** The strategy post-refurbishment was to improve and diversify the programme. The programme dramatically increased, with 40% more productions programmed compared to the pre-refurbishment period, leading to box office income doubling.
- 13.2.** There have been 596 performances in the year post refurbishment including a total audience of 7974 for week-long runs with sold out performances of Blood Brothers and The Mousetrap.
- 13.3.** Since reopening, the Theatre has redefined its relationship with local hire and amateur groups, an important and respected part of our annual programme across both spaces.
- 13.4.** The Theatre has trialled a range of workshops and masterclasses for the community, which received a good response and paved the way for a brand new and emerging 'Discover and Creative Engagement' programme, which launched in mid-2024.
- 13.5.** After the unfortunate postponement of the previous year's pantomime due to the refurbishment project, the Theatre experienced its best-performing year, with 91% of sellable capacity reached, welcoming nearly 27,000 visitors. The box office benefited significantly, achieving its highest-grossing pantomime to date.
- 13.6.** The Theatre welcomed an astounding 145,000 people in the year after opening, with an 80% average show capacity reached and the majority coming from a Chelmsford postcode followed by Braintree, Witham, Maldon and Brentwood.
- 13.7.** The Theatre launched a highly successful membership scheme. By the end of the financial year, it had grown to just under 600 memberships. Members have proven to be our most active ticket bookers, expressing elevated loyalty to the Theatre in surveys.
- 13.8.** On average, there have been 123k monthly visits to the new Theatre website, with a 10k increase in people joining the Theatre mailing list.
- 13.9.** There has been a 120% increase in revenue since reopening, with a 42% increase in spend per head.

13.10. A solid financial management and baseline have now been achieved, including a much-improved commercial P&L (financial ledger), KPIs, and forecasting of key areas such as show box office performance. A summary of the key drivers, compared to 2019/2020, which is our last full year before the COVID pandemic, is shown below:

	FY 19/20	FY 23/24
Net Income	857,656	1,525,516
Staffing	-789,073	-1,010,653
Overheads	-278,319	-465,726
Net Position	-209,736	49,138

Above figures do not include central recharges (i.e. Marketing, Finance, Legal, HR, Digital etc) of £281,227 for 19/20 and £479,400 for 23/24.

13.11. 66% of our bookers have been new to the Theatre this year which outperforms the industry standard of 54%, as reported by The Stage.

13.12. 98.5% of customers surveyed who said they would visit us again with an average rating of 4.6 out of 5 on the overall visitor experience

Sample customer survey responses

13.13. “It was great to have an up-to-date celebrity in Chelmsford rather than having to travel to Southend.”

13.14. “Our first visit to the theatre but we already have another visit booked for later in the year. What a lovely venue.”

13.15. “Fantastic local theatre which my family use regularly. We are privileged by living close to such a well-run venue which holds excellent shows! Can’t wait until our next visit, keep up the great work.”

13.16. “We all really loved the panto this year! Its the best one we have seen so far! Great cast, loved the streamers and confetti. The theatre looks fab after the refurb too.”

13.17. “LOVE LOVE LOVED IT! Your panto is our new family tradition, best ever! “

Comments and discussion summary

- Members requested that a recommendation be put to the Overview and Scrutiny Committee for the new Theatre Director to provide a comprehensive financial report based on actual performance and a forward plan at a future Inform and Debate meeting after six months in post, and towards the end of the financial year, rather than at the meeting as previously proposed.
- Members questioned the difference in the overhead figures. Officers explained this was due to the increase in the content in the theatre as well as the costs for staff, including casuals, and the shows themselves. Members were reassured that figures would also be shown on internal revenue monitoring every month.
- Members recognised the 42% increase in spend per head but raised concerns that the café needed work. Members asked where the daytime trade could come from for the café. It was advised that one of the priority areas would be daytime shows and community outreach in the theatre.
- Members questioned the potential for further growth in the business. Officers noted that the theatre programme was already full for the upcoming year and explained that staff were being challenged to explore growth in other areas such as corporate sponsorship and continuing to expand the membership scheme and increase the creative engagement and outreach programme.

14. Key issues, lessons learned and recommendations

The following section outlines the key issues encountered during the project, the lessons learned from these experiences, and the recommendations for future projects. Each lesson is accompanied by a summary of the challenges faced, specific recommendations to address these challenges, and actions that have already been undertaken or are currently underway. This comprehensive review aims to provide valuable insights and practical guidance to improve the planning, execution, and management of future projects.

14.1. Lesson 1. The importance of accurate surveys for foundational plans and more detailed design information

Summary: The project faced several challenges due to the lack of an accurate measured survey of the building or a topographical survey for the external areas. This caused discrepancies between the drawn areas and their actual dimensions, leading to on-site adjustments, modifications, delays, claims and additional expenses.

Recommendations:

- Ensure that the foundational plans are based on reliable and up-to-date surveys of the site and the building.
- Prepare and use sufficient detailed drawings and data sheets for the proposed works and ensure that they are accurate and consistent with the design intent and the specifications.

Actions already undertaken or underway:

- Reviewed and changed how and when the council appoints the design team including appointment of external consultants for large scale capital projects (e.g. Project Manager, Architect, Interior Designer)
- New skills and capacity have been recruited into the Building Services team with increased Project Management Experience.

14.2. Lesson 2: The trade-off between quality and risk in the JCT traditional form of contract

Summary: The Council used the JCT traditional form of contract for a project, which gave reasonable control over the quality of the project. However, this form of contract also requires flexibility in terms of time and cost, and the Council must bear the risk of any variances that might occur.

Recommendations:

- Evaluate the pros and cons of different forms of JCT contract before selecting one for a project. Whether this be via a consultant or using the appropriate published JCT Guidance notes.
- Consider the level of risk that the Council is willing and able to accept, and how to mitigate or transfer it if possible.
- Consider transferring more risk to the contractor via utilisation of the Contractor's Design Portion (CDP) under the JCT contract. This will mean that the contractor assumes more of the design-related risks, including any discrepancies or issues that may arise during construction due to design.

Actions already undertaken or underway:

- Consulting with both internal Legal, Procurement and Building Services and seeking external advice on contract options for large Capital Projects

14.3. Lesson 3: The drawbacks of specifying subcontractors/suppliers in the main contract

Summary: The project faced problems due to the specification of a number of subcontractors/suppliers in the main contract. This practice was unnecessary and resulted in the engagement of contractors who failed to deliver satisfactory performance (such as the window supplier).

Recommendations:

- Avoid specifying subcontractors/suppliers in the main contract, unless there is a compelling reason to do so.
- Ensure that the contract includes appropriate clauses and mechanisms to integrate and manage the subcontractors/suppliers, such as IC Sub-Nam Agreements.

Actions already undertaken or underway:

- Reviewing and minimising the specification of subcontractors/suppliers in the main contract unless there is an operational reason to do so. An example of this could be using suppliers who have an existing, council-wide maintenance contract where there is a demonstrable value-for-money case.

14.4. Lesson 4: The consequences of inadequate structural and civil appointments for building projects

Summary: The project faced challenges due to the insufficient scope and quality of the structural and civil appointments. These appointments failed to identify and address fundamental structural issues, such as the windows, moving drainage clashes, and the corbel over an inspection chamber. These issues resulted in significant redesign, increased scope of work, and large claims for time and money from the contractor.

Recommendations:

- Allocate sufficient budget and time for the structural and civil appointments and ensure that they cover all the relevant aspects of the building and the proposed works.
- Hire more qualified and experienced structural and civil engineers to conduct the appointments and provide feedback and guidance.

Actions already undertaken or underway:

- Reviewed and changed how and when the council makes civil appointments, ensuring they are properly budgeted for and resourced.

14.5. Lesson 5: The risks of a limited asbestos R+D survey for building projects

Summary: The project encountered additional areas of work that required asbestos removal and disposal (R+D) by the contractor. However, the asbestos R+D survey procured by Building Services before the works had a very limited scope and did not cover all the potential asbestos-containing materials (ACMs) in the building. This resulted in increased costs, delays, and health and safety hazards for the project.

Recommendations:

- Procure a comprehensive asbestos R+D survey that covers all the areas and materials that might be affected by the works.
- Hire a competent and accredited asbestos surveyor to conduct the survey and provide a clear and detailed report.

Actions already undertaken or underway:

- Where appropriate, projects will increase intrusive investigation work upfront and allocate a dedicated, increased provisional sum for high-risk buildings with concealed areas such as the Theatre.

- 14.6. Lesson 6:** The importance of verifying the qualifications, skills and insurance of the lead consultant and architect for building projects

Summary: The project involved the City Council's Building Services Team fulfilling the roles of Project Manager, Contract Administrator, and architect for the works. However, it was not clear whether staff had the relevant qualifications, skills and as a result whether the Council was insured for them to undertake some of their roles. This posed a risk of design negligence and liability for the project.

Recommendations:

- Conduct a thorough assessment of the qualifications, skills and insurance of those performing lead roles, whether external consultants or internal staff, before engaging them for a project.

- Ensure that the contract specifies the roles and responsibilities of the lead roles and architect, and the level and scope of their professional indemnity insurance.

Actions already undertaken or underway:

- New skills and capacity have been recruited into the Building Services team with increased Project Management Experience.

- An organisation-wide Project Management audit has been undertaken and a dedicated, cross-department task force has been set up to scope and implement recommendations.

- Reviewed and changed how and when the council appoints the design team, including the appointment of external consultants for large-scale capital projects (e.g., Project Manager, Architect, Interior Designer).

- 14.7. Lesson 7:** The drawbacks of restoring outdated M&E systems and transferring design liability to the contractor

Summary: The project faced operational and financial challenges due to the decision to restore the existing M&E systems to their original state, rather than upgrading them to modern standards. This resulted in conflicts, fixes and local controls that increased the costs and complexity of the project.

Recommendations:

- Conduct a cost-benefit analysis of restoring versus upgrading the M&E systems, considering the operational and maintenance implications of each option.

- Avoid the 'design and dump' approach and ensure that the M&E design is completed and verified by the consultants before transferring it to the contractor as a CD

Actions already undertaken or underway:

- More consideration will be given to the cost-benefit analysis of restoring versus upgrading the M&E systems, considering the operational and maintenance implications of each option.
- More time will be allocated to the verification of M&E designs before handing over to contractors.

14.8. Lesson 8: The Impact of Staff Changeover at Key Moments

Summary: A changeover in Theatre Management led to a personnel shift at a critical stage of the refurbishment project. Additional time was required to onboard the incoming staff to ensure a thorough understanding of the design decisions and scope for variations.

Recommendations:

- Implement a comprehensive and structured onboarding process for new staff, especially during critical stages of a project. This process should include detailed briefings on the project's history, design decisions, and potential scope for variations.
- Where feasible, consider creating overlap periods where outgoing and incoming staff work together. This can ensure a smooth transition, help mitigate the impact of staff changeovers, and maintain continuity in project execution.

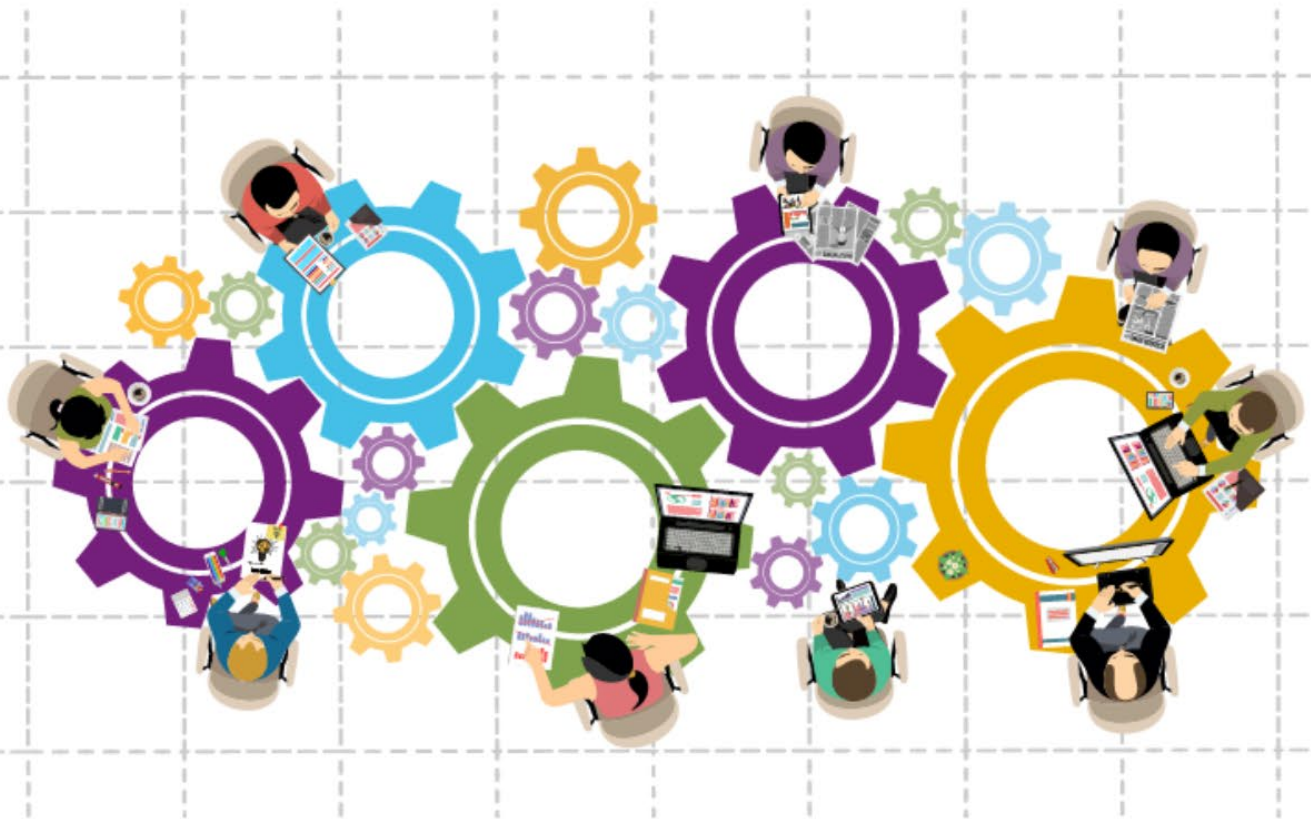
Actions Already Undertaken or Underway:

- The Culture Service Manager is currently reviewing the onboarding process for staff, with special consideration given to the change of personnel midway through the delivery of large-scale projects (both capital and non-capital).

2. Terms of Reference

<p>Overview and Scrutiny Committee</p> <p>Task and finish group to undertake a project evaluation of the Theatre refurbishment.</p> <p>TERMS OF REFERENCE</p>	
Background:	<p>The purpose of a project evaluation is to undertake a systematic and objective assessment of the completed project to:</p> <ul style="list-style-type: none"> • Determine the level of achievement of the refurbishment objectives. • Compare planned costs and benefits with actual costs and benefits. • Review the efficiency and effectiveness of the approach and working arrangements practices adopted. • Consider the overall value for money achieved.
Objectives:	<p>The evaluation will examine, but is not limited to the:</p> <ul style="list-style-type: none"> • Initial rationale for refurbishing the Civic and Cramphorn Theatres both culturally and financially and the sign-off by Cabinet. • Original tenders and refurbishment contract – including procurement options, appointment of main contractor, form of contract used. • Project inception and project objectives – including early-stage scoping and survey work • Financial information in detail, comparing planned costs and benefits with actual costs and benefits • Refurbishment programme and timings – highlighting the reason and cause of any delays • The losses in revenue due to the delayed opening of the Theatres • Project management – including the rationale, role and appointment of design and professional services, project manager, cost manager [quantity surveyor] and specialist consultants • The Theatre’s accessibility and any changes as a result of the refurbishment.
Outcomes:	<ul style="list-style-type: none"> • Considering the views of other project sponsors / funders, officers will prepare and present a detailed project evaluation report, for consideration and scrutiny by the task and finish group. • For each aspect of the project, the evaluation will identify the lessons learnt and any recommendations for consideration when planning or undertaking large scale construction projects in the future.
Members:	<p>Cllr Thorpe Apps Cllr Dan Clark Cllr Sue Dobson Cllr Sue Young Cllr Hazel Clark Cllr Terry SHERLOCK Cllr Steve DAVIS</p>
Director Lead:	Director of Connected Chelmsford [Louise Goodwin]
Co-ordinating Officer:	Cultural Services Manager [Marc De’ath]

Project Management Toolkit Guidance



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1. Introduction

1.1 Why do we have a toolkit?

This document aims to offer information and guidance relating to Project Management at Chelmsford City Council.

Projects delivered by the City Council have generally been well managed and successfully delivered. This owes much to the knowledge and experience of managers, but it is accepted that there is a lack of consistency in all aspects of the project management process.

Most well managed large projects will have used similar tools contained in this toolkit but by providing these templates in one place it will encourage Project Managers to ensure they follow a consistent approach and avoid missing something that could impact on the project.

This toolkit not only supports the project manager in the delivery of the project but encourages them to think of all stakeholders and ensures there is an appropriate level of communication.

The toolkit will be easily accessible for all staff and it is anticipated that a portfolio of case study documents can be stored and readily available to support future projects.

These tools have largely been adapted from those that have been used previously. Inevitably they can be improved upon and you are encouraged to share your experiences. A feedback form is available and you are encouraged to use this.

Should you need support or guidance on the use of this toolkit, you may contact the following:

- Jack Conington
- Emma Edgings
- Mark Owers
- Mark Penfold
- Jon Lyons

1.2 How to use this document

This document is set out in a number of parts.

1. **Back to basics** – this seeks to provide an overview of project management and may be helpful to those that do not regularly manage projects or act as a reminder to those that do.
2. **Early Project Considerations (how to determine the scale of a project)** - It should be fairly clear to most project managers whether their project falls into a large or medium scale project. This tool simply seeks to provide an assessment to help with this process. This may determine which tools you should use. This may need to remain fluid as it is often the case that projects that start off small can grow

into large projects, both in terms of resources and complexity. If in doubt talk to your Director or one of the project team.

3. **Process and Document Templates** – this section provides guidance on the use of the templates – you may want to look at these whilst completing any of the forms. This seeks to outline the main areas to cover but **please remember all projects are different in terms of scale and complexity and you may not need to deal with all the subjects raised in the guidance**. Equally the guidance points are not exhaustive and you will need to complete the forms in line what you feel is appropriate to your project.

The document is designed to aid individuals tasked with managing projects within the Council, regardless of their familiarity with project management or departmental role. While project needs may differ, the recommended project management methods and practices should ideally remain consistent.

It is recognised that this may take some time to fully embed, but the more that they are used, the more they will become familiar and part of the everyday delivery of projects – small and large.

1.3 Glossary of Terms

Due to the technical language used in Project Management a Glossary of Terms is provided at Appendix 1 (Page 62).

1.4 Use of Consultants

It may be necessary to appoint an external consultant to Project Manage a Project. In some cases they will run the whole project but in most cases will run key aspects of a project – often where there is a lack of in house technical skills. It will be worthwhile to send this Guidance note to the consultant as a reference point to ensure they understand the processes the Council follows. Some consultants will use their own templates as substitutes for the documentation referred to below but it would be useful to align where possible and certainly avoid any duplication.

2. Back to Basics

2.1 Definition of a project

A project is a set of tasks that must be completed within a defined timeline to accomplish a specific set of goals to deliver business products or services.

- For a project to commence, a Business Case must be in place, which can be either developed beforehand or as part of project initiation.
- A project is established with the goal of delivering one or more business products or services. Planning the project entails precisely defining the necessary steps to achieve this delivery.
- Projects are finite endeavors, each marked by a clear commencement, progression, and conclusion. They are not perpetual occurrences; instead, they have distinct durations and definitive endpoints.

2.2 Characteristics of a project

- a) **Objective:** It is a unique venture targeted to meet a specific objective or established goals, has an identified priority within the organisation, and uses supporting processes to meet the objective.
- b) **Timescale:** Has a specific start and end point.
- c) **Team:** Conducted by people often from different parts of the organisation.
- d) **Fixed Budget:** Constrained by cost, schedule, resources and quality.
- e) **Deliverable:** Delivers a product, concept or changes the way a business function operates.

2.3 What is Project Management?

Project management extends beyond the responsibility of the Project Manager alone. It encompasses the collective efforts of individuals in designated roles, the organisational framework, and the operational processes geared toward achieving the desired outcome. This inclusive approach fosters clarity regarding expectations among all stakeholders and aids in the effective management of cost, time, and risk factors.

2.4 Project Management and why?

All projects require managing for several reasons:

- **Coordination:** Projects involve multiple tasks, resources, and stakeholders that need to be organised and coordinated to achieve the desired outcomes efficiently.

- **Resource Allocation:** Effective project management ensures that resources such as time, budget, and personnel are allocated and utilised optimally to meet project goals.
- **Risk Management:** Project management involves identifying, assessing, and mitigating risks that may arise during project execution, helping to minimise potential negative impacts.
- **Quality Assurance:** Project managers oversee the implementation of quality standards and processes to ensure that deliverables meet or exceed stakeholder expectations.
- **Timely Delivery:** Project management involves setting realistic timelines, monitoring progress, and taking corrective actions as needed to ensure that projects are completed on time.
- **Stakeholder Communication:** Project managers facilitate communication and collaboration among project team members and stakeholders to ensure alignment and manage expectations.
- **Change Management:** Projects often involve changes to existing processes, systems, or structures, and effective project management helps to manage these changes smoothly and minimise disruptions.

2.5 Why do projects fail?

There are several reasons projects fail, a list is provided below:

- **Poor Planning:** Inadequate planning, including unclear objectives, unrealistic timelines, and inadequate resource allocation, can lead to project failure.
- **Unclear Requirements:** Projects may fail if requirements are not properly defined or understood, leading to scope creep, misaligned expectations, and deliverables that do not meet stakeholders' needs.
- **Lack of Stakeholder Engagement:** Projects often involve multiple stakeholders with varying interests and expectations. Failure to engage stakeholders effectively can result in resistance, conflicts, and project derailment.
- **Inadequate Risk Management:** Ignoring or underestimating risks can lead to unforeseen issues that derail the project. Effective risk management involves identifying, assessing, and mitigating risks throughout the project lifecycle.
- **Poor Communication:** Communication breakdowns among team members, stakeholders, or project managers can lead to misunderstandings, delays, and conflicts, ultimately jeopardising project success.
- **Scope Creep:** Changes to project scope without proper evaluation and control can result in scope creep, leading to increased costs, delays, and decreased quality.

- **Resource Constraints:** Insufficient resources, including budget, personnel, or technology, can hinder project progress and prevent the successful completion of deliverables.
- **Lack of Leadership Support:** Projects may fail if there is a lack of support or commitment from organisational leaders, resulting in inadequate funding, resources, or prioritisation.
- **Technology Issues:** Projects that rely on new or complex technologies may encounter technical challenges, such as compatibility issues, security breaches, or system failures, leading to project failure.
- **External Factors:** External factors such as market changes, regulatory requirements, natural disasters, or geopolitical events can impact project outcomes and contribute to failure.

3. Early Project Considerations

3.1 Categorisation of projects

Each project follows a project management lifecycle, yet the extent of control, documentation, and organisation necessary varies based on project size and complexity. Additionally, diverse projects can demand varying levels of project management proficiency.

Chelmsford City Council categorises projects into two tiers: **Medium and Large Projects**.

It should be clear to most Project Managers which category a project falls into but if in doubt a scaling tool (See appendix 2) has been created to help assess and assist with this decision. Every project is different though so if in doubt talk to your Service Manager, Director, or one of the project team. The below points define the differences between a Medium and Large Project:

- **Medium Project:** Consider all elements of project management and use necessary documents that are relevant to the project.
- **Large Project:** Implement a comprehensive project management approach which encompasses all vital documents.

*Please refer to section 4 of this guidance to ensure that your project has the right documentation prepared.

3.2 Procurement

All projects involving the procurement of goods or services must adhere to Standing Orders on Procurement and Contracts as well as the EU Procurement Directive. The Procurement Team is available to offer guidance to the project team throughout the procurement process if needed. They will assess whether Legal Services should also be involved in the process. If in any doubt contact Procurement as early as possible for advice. If it is too early it will at least be on their radar for future resourcing.

3.3 Financial Consideration

Large projects should incorporate a finance representative within their project structure. Both the Project Board and Project Manager must possess the skills and expertise necessary to effectively manage and oversee the project budget, while also understanding the financial reporting obligations associated with projects within a Local Authority environment. For additional guidance on project financial management, contact the Capital Accountant or your Service Accountant when initiating a new project (medium or large)

4. Project Management Process and Document Templates

4.1 Chelmsford City Councils Project Framework

Chelmsford City Council's project framework embodies a comprehensive approach to effective project management, spanning from inception to conclusion. At the heart of this framework lies meticulous attention to four pivotal phases: **Project Initiation, Project Planning and Execution, Project Monitoring, and Project Closure**.

In the initial phase, **Project Initiation**, objectives are clearly defined, stakeholders identified, and feasibility assessed to ensure alignment with organisational goals. Subsequently, during **Project Planning and Execution**, strategies are created, resources allocated, and timelines established to guide the project towards successful completion. **These two phases often overlap and the documents within them will need regular review and updating.** Throughout the journey, **Project Monitoring** plays a crucial role, allowing for continuous assessment of progress, risk mitigation, and adaptation to evolving circumstances. Finally, with **Project Closure**, attention turns to formalising outcomes, evaluating achievements against initial objectives, and capturing valuable insights for future endeavours.

4.2 Project Documentation Flow

Chelmsford City Council's Project Documentation Flow (illustrated on next pages) ensures efficient handling and dissemination of project-related documents throughout the organisation. This process will assist project managers by providing them with a clear framework for managing project documentation. It ensures that relevant information is readily accessible, organised, and communicated to the appropriate stakeholders. This enables project managers to make informed decisions, monitor progress effectively, mitigate risks, and maintain accountability throughout the project lifecycle.

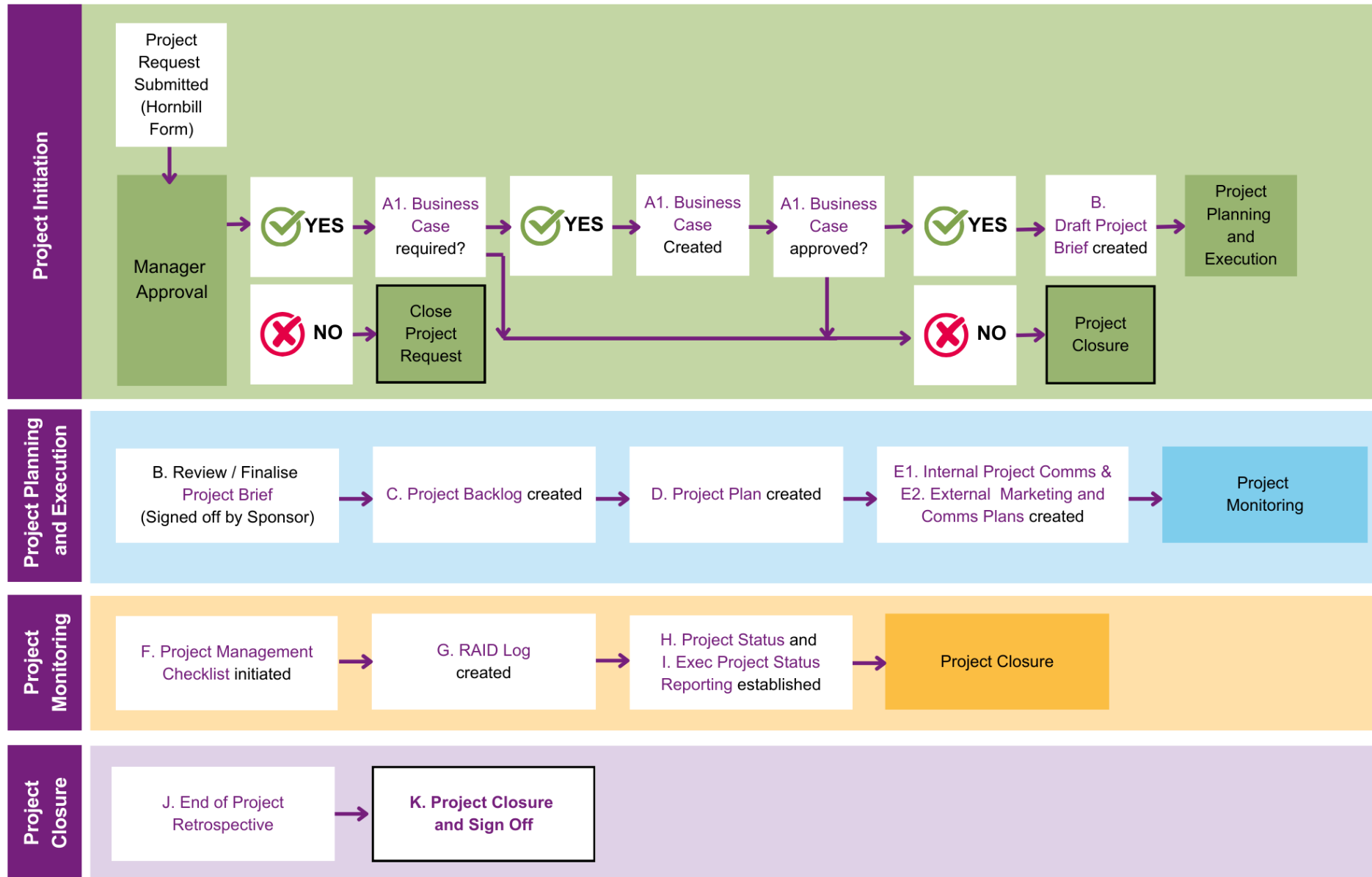
4.3 Toolkit Guidance

Chelmsford City Council has created a Project Toolkit which contains project templates to support project managers and teams throughout the lifecycle and phases of a project mentioned above. It serves as a centralised repository of tools designed to streamline processes, enhance collaboration, mitigate risks, and ensure the successful delivery of projects within scope, on time, and within budget.

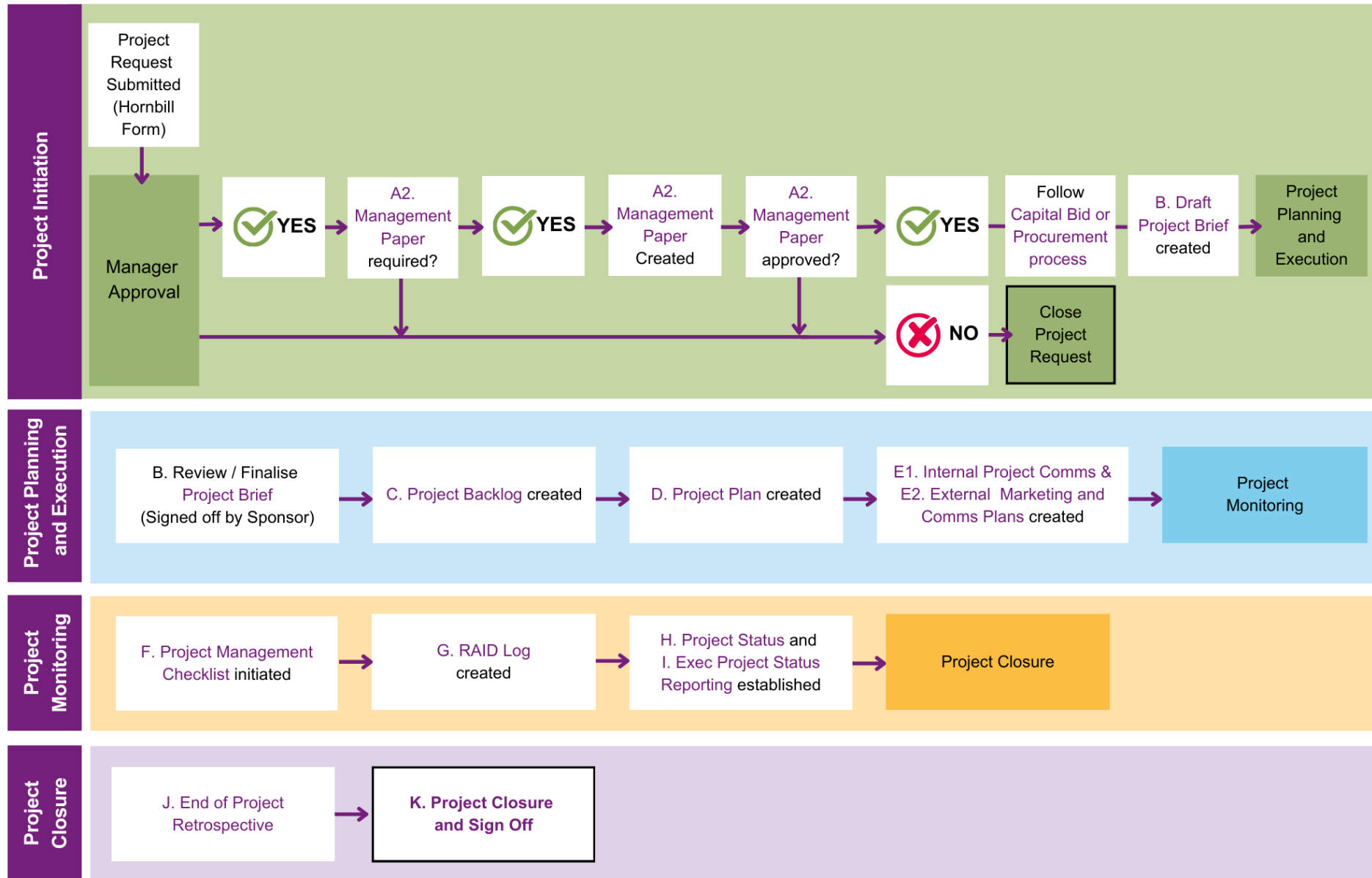
The Toolkit devised can be used flexibly. Initially it is proposed that larger projects should follow the framework very closely and use all the available tools. An important initial stage is to assess whether a project should follow the large project route or the medium project route.



Large Project Document Flow



Medium Project Document Flow



Large Projects – Documentation overview

The table below illustrates the project lifecycle, the documents attributed to each phase of the lifecycle and the purpose of the document. The business case and Project brief are static documents once published. All other documents can be dynamic.

Project Phases	Document Name	Purpose
Project Initiation	A1. Business Case	A business case is a document that's created during the initiation phase of a project to convince project stakeholders of the project's value by explaining the potential benefits it could have for the organisation.
	B. Draft Project Brief	The project brief is a document that captures and defines all the work management aspects of a project. The activities, deliverables and timetable for the project will be documented. It's an extremely detailed document that defines any terms and conditions agreed upon between parties and lays the groundwork for the project plan.
Project Planning and Execution	B. Final Project Brief	The draft project brief will be finalised by the Project Manager and shared with the project team and stakeholders.
	C. Project Backlog	A detailed list of requirements, snags, change requests, observations and their status. May be managed and owned by external supplier.
	D. Project Plan	<p>A project plan is a timetable that organizes tasks, resources, and due dates in an ideal sequence so that a project can be completed on time.</p> <p>A project timeline with start dates, end dates and milestones</p> <p>The work necessary to complete the project deliverables</p> <p>The costs, resources and dependencies associated with each task</p> <p>The team members that are responsible for each task.</p>

Project Phases	Document Name	Purpose
	E1. Internal Project Communication Plan	Enables effective communication and clear visibility of the project and status with the Project Team and Project Stakeholders. It sets out clear guidelines on how project information will be shared, as well as who's responsible for and needs to be included in the project communication.
	E2. External Marketing and Communication Plan	Defines the roles and responsibilities within the internal marketing and communications teams. Defines and overview of the campaign, linkages to the campaign, target audiences and how the campaign will be communicated.
Project Monitoring	F. Project Management Checklist	A checklist that provides guidance on all Project Management Considerations throughout the project lifecycle.
	G. RAID Log	Risks, Actions, Issues, Dependencies. A RAID log, is a project management tool that tracks risks, actions, issues and decisions. It's a simple way to organise and track this information.
	H. Project Status Reporting	A project status report is a document that describes the progress of a project within a specific period and compares it against the project plan. It is used to keep stakeholders informed of progress and monitor costs, risks, time and work. Recommended distribution every 2 weeks.
	I. Executive Status Reporting	An executive status reports is a document that provide the progress of a project within a specific period. It is used to keep the senior management team informed of progress and to highlight any high priority risks that may impact the project. Recommended distribution every 4 weeks.

Project Phases	Document Name	Purpose
Project Closure	J. End of Project Retrospective	A project retrospective is a meeting or a workshop in which teams reanalyse a completed project, with the purpose of understanding both its successes and its failures. The purpose of a project retrospective is to identify various actions and behaviours that lead to successful outcomes so they can be replicated on future projects. They can also help uncover the reasons behind any eventual failure to make sure they're not repeated.
	K. Project Closure and Sign Off	Verifies that the project has met with its deliverables

Medium Projects – Documentation overview

The table below illustrates the project lifecycle, the documents attributed to each phase of the lifecycle and the purpose of the document. The management paper and Project brief are static documents once published. All other documents can be dynamic.

Documents marked with an * are optional but recommended.

Project Phases	Document Name	Purpose
Project Initiation	A2. Management Paper	A Management paper is a document that's created during the initiation phase of a project to convince project stakeholders of the project's value by explaining the potential benefits it could have for their organisation.
Project Planning and Execution	B. Project Brief	A project brief is a summarised version of the project, geared towards an audience such as cross-functional teams or stakeholders who don't need to dive into all the details of a project management plan but still need to understand the project goals, budget, roles & responsibilities among other key aspects.
	C. Project Backlog	A detailed list of requirements, snags, change requests, observations and their status need to complete the website.
	*E1. Internal Project Communication Plan	Enables effective communication and clear visibility of the project and status with the Project Team and Project Stakeholders. It sets out clear guidelines on how project information will be shared, as well as who's responsible for and needs to be included in the project communication.
	*E2. Marketing & External Communication Plan	Defines the roles and responsibilities within the internal marketing and communications teams. Defines and overview of the campaign, linkages to the campaign, target audiences and how the campaign will be communicated.

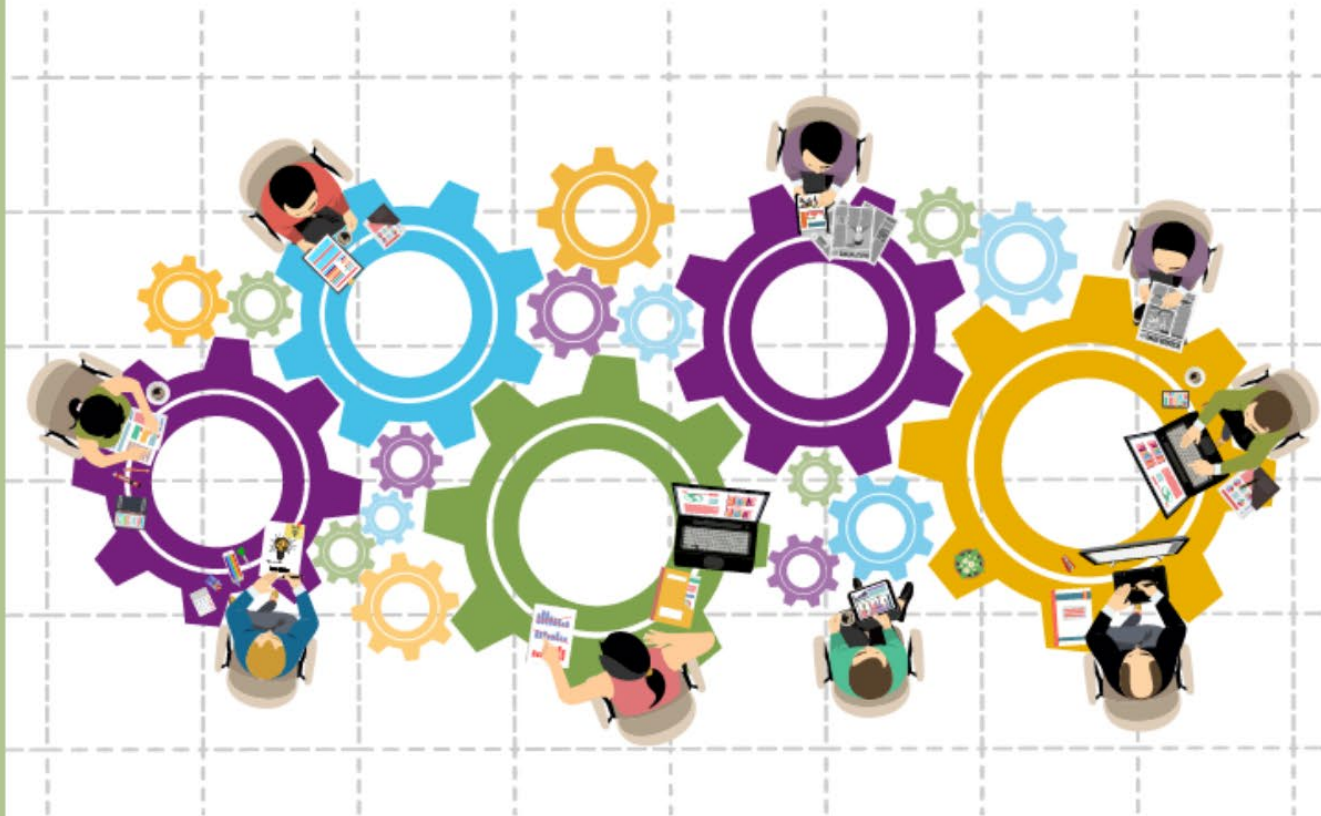
Project Monitoring	F. Project Management Checklist	A checklist that provides guidance on all Project Management Considerations throughout the project lifecycle.
	H. Status Reporting	A project status report is a document that describes the progress of a project within a specific period and compares it against the project plan. It is used to keep stakeholders informed of progress and monitor costs, risks, time and work. Recommended distribution every 2 weeks.
Project Closure	J. Retrospective	A project retrospective is a meeting or a workshop in which teams reanalyse a completed project, with the purpose of understanding both its successes and its failures. The purpose of a project retrospective is to identify various actions and behaviours that lead to successful outcomes so they can be replicated on future projects. They can also help uncover the reasons behind any eventual failure to make sure they're not repeated.
	K. Project Closure & Sign Off	Verifies that the project has met with its deliverables

Medium and Large Project Documentation

	Document Type	Large	Medium	Optional Medium
Project Initiation	A1. Business Case	✓		✓
	B. Draft Project Brief	✓	✓	
	A2. Management Paper		✓	
Project Planning and Execution	B. Final Project Brief	✓	✓	
	C. Project Backlog	✓	✓	
	D. Project plan	✓		✓
	E1. Internal Project Comms and E2. External Marketing and Comms Plans	✓		✓
Project Monitoring	F. Project Management Checklist	✓	✓	
	G. RAID log	✓		✓
	H. and I. Project Status Reporting	✓		✓
Project Closure	J. End of Project Retrospective	✓	✓	
	K. Project Closure and Sign Off	✓	✓	

A2

Management Paper Guidance Medium Projects



Part of our Project Management Toolkit

1. Strategic Alignment – Strategic reason for the project

A simple “tick box” to identify why the project is needed – **Legislative, Contractual, Operational Improvement** or **Other** (eg a commercial opportunity) If **Other** explain in a few words.

2. Project Purpose – What are you doing and why?

Provide an overview of what the project is about and why it is needed.
Describe what this project will achieve and deliver for the Council/ residents.

As this is not a large project, just provide an appropriate amount of detail to reflect the scale and complexity of the project. Provide sufficient information so that it is understood what is required and what will be the impact of it cannot be delivered.

3. Procurement - Are you procuring goods or services?

For further advice and information please contact the Procurement Department on 01245 606598 or [Procurement \(sharepoint.com\)](#)

4. Quantitative Considerations

A. Costs

This should cover:

- Financial year
- Total capital budget – required and funded
- Total revenue budget – required and funded
- As well as other information, including managing any funding gaps

B. Benefits / Savings

This should cover:

- Financial year
- Anticipated financial benefit – amount and cumulative
- Identify the programme or savings target this project is contributing to
- As well as other information

C. Income

This should cover:

- Financial year
- Anticipated financial income – amount and cumulative
- Identify the programme or savings target this project is contributing to
- As well as other information

5. Qualitative Considerations

Set out the benefits that will be secured from delivering this project.

Some may be simple as it may be a legislative or contractual requirement but given resources are scarce there will always be a need for prioritisation. Where possible show how your project will deliver one or more of the Council's strategic aims. A fairer and more inclusive place, a greener and safer place, a more connected place See link

[Our Chelmsford, Our Plan](#)

6. Risk Register

Start a risk register as early as possible even if you cannot fully assess those risks.

Every project will have some risks. You may think they are obvious, but they may not be as obvious to those who are making decisions.

Log risks in the first column – if you don't know all of the detail to complete the remaining columns, you can leave this and update them later.

If the project proceeds these risks will be carried forward to the Project Brief and RAID log as appropriate and will be continually reviewed during the project life cycle.

7. Equality and Carbon Impact Assessments – Impact on others

Your project may impact on the Council's Local Authority Carbon Action Plan (LACAP) if it includes a change in energy and/or fuel use. Information can be found on the following link - [Climate emergency declaration and action plan](#) (chelmsford.gov.uk)

8. List of Consultees – Impact on others in the Council

Please identify other key players within the Council who may have a view on the project or may contribute to how it is delivered.

Where it is appropriate consult with them now, otherwise please log them as a reminder to consult them later.

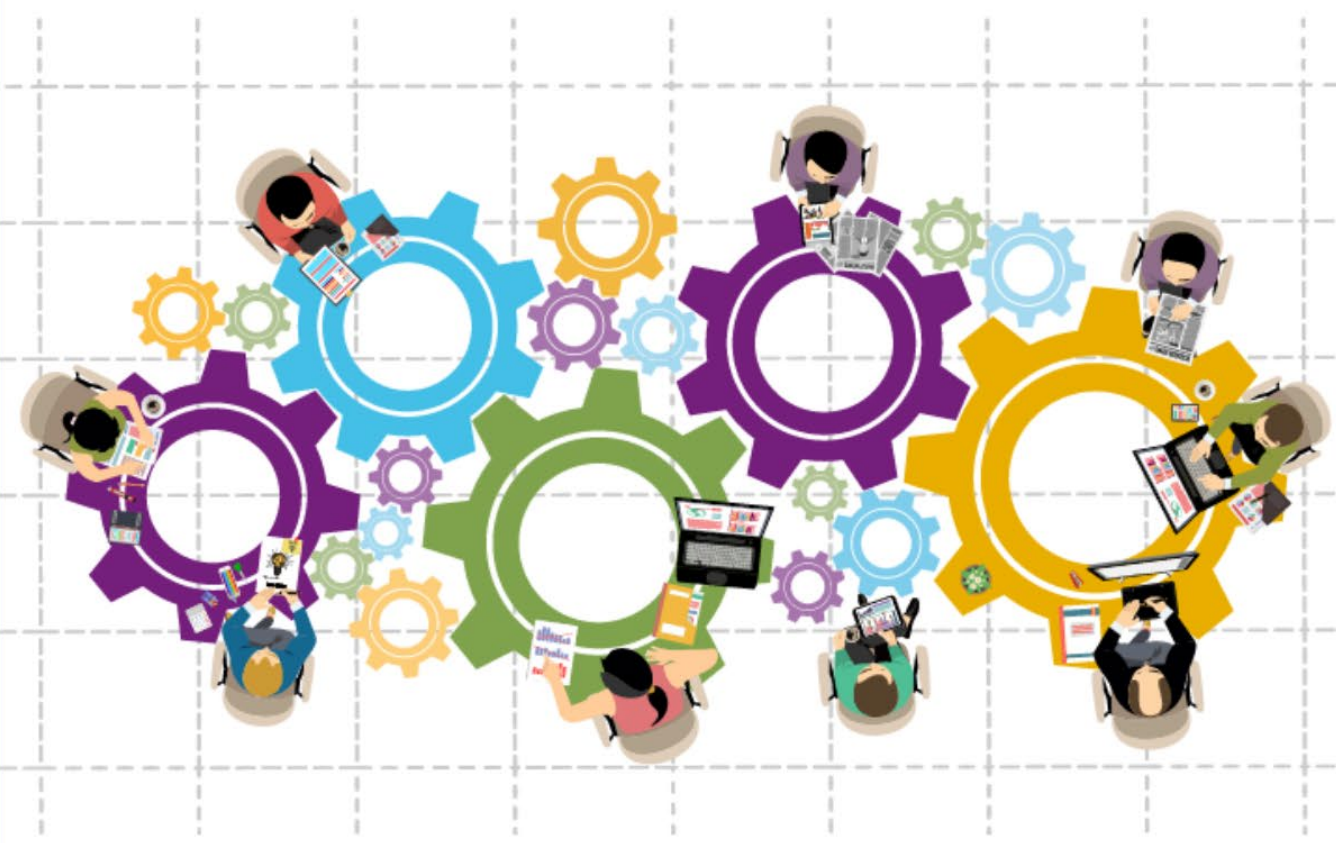
This is a very important part of the new project management process and an area all Services have agreed needs to be improved.

9. Approval to proceed

This authority ensures your Director/ Cabinet Member is supportive of this project. This does not necessarily provide authority to spend capital/revenue on this project and further or separate approvals may be required depending on the value of the project and if resources are already allocated. If in doubt check with your Service or Capital Accountant.



Business Case Guidance



Part of our Project Management Toolkit



1. Executive and Financial Summary

The Executive Summary should provide a short, informative headline summary of the Business Case document to follow. It should typically be no longer than 1 page.

Example paragraphs provided below:

- **Project Description:** Briefly describe the project, including the background information, objectives, scope, and purpose.
- **Market Opportunity:** Summarise the market opportunity that the project addresses. Highlight key market trends, customer needs, and competitive landscape.
- **Value Proposition:** Clearly articulate the value proposition of the project. Explain how it meets customer needs, solves problems, or creates value for stakeholders.
- **Business Model:** Provide an overview of the business model, including revenue streams, cost structure, and profit potential.
- **Key Success Factors:** Identify the critical success factors for the project. This may include factors such as market demand, technological feasibility, regulatory compliance, etc.
- **Risk Factors:** Highlight potential risks and challenges associated with the project. This could include market risks, operational risks, regulatory risks, etc.
- **Financial Summary:** Provide a high-level summary of the financial projections for the project. This may include key financial metrics such as revenue projections, cost estimates, profitability analysis, etc.

2. Introduction and Overview

This section should describe the setting, background, and context of the Business Case.

It should:

- serve to **clarify and elaborate the subject matter** of the Business Case
- clearly **state the purpose** of the Business Case
- **explain the objectives, needs or problems** addressed by the requirement
- **outline any relevant related initiatives** – is the project part of a larger programme?
- **detail whether there are dependencies** on the delivery of other projects to realise the benefits.

3. Market Analysis

- **Industry Overview:** Provide an overview of the industry in which the business operates, including its size, growth trends, major players, and any relevant regulations or external factors impacting the industry.
- **Target Market Segmentation:** Identify and describe the target market segments for the product or service, including demographics, psychographics, and any other relevant characteristics.
- **Competitor Analysis:** Analyze the competitive landscape by identifying key competitors, their strengths and weaknesses, market share, pricing strategies, and any other factors that may impact the business.
- **Market Trends:** Evaluate current market trends and future projections, including technological advancements, consumer preferences, and any other factors that may impact the market dynamics.
- **SWOT Analysis:** Conduct a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis to assess the internal strengths and weaknesses of the business as well as external opportunities and threats in the market.
- **Market Entry Strategy:** Outline the proposed market entry strategy, including pricing strategy, distribution channels, marketing and promotional activities, and any other tactics to penetrate the market effectively.
- **Sales Forecast:** Provide a sales forecast based on the market analysis, taking into account factors such as market size, growth potential, competition, and the business's capabilities.
- **Risk Assessment:** Identify and assess any potential risks or challenges associated with entering the market, such as regulatory hurdles, competitive threats, or economic uncertainties.
- **Market Research Findings:** Include any findings from primary or secondary market research conducted to gather insights into customer needs, preferences, and behaviours.

NOTE: Additional information can be provided as an appendices.

4. Assessment of Benefits

The benefits to be gained from the investment compared to the alternative of 'doing nothing' should be summarised.

Benefits should be identified and quantified, as far as possible in financial terms

As appropriate, this to include:

- projected cost reduction against investments,
- impact if no investment, reduction in risk,
- improvements in quality,
- reliability,
- accuracy
- and other tangible, non-tangible and consequential benefit i.e. 'what are the real benefits from making the investment?'

5. Assessment of Costs

A. Costs

This should cover:

- Financial year
- Total capital budget – required and funded
- Total revenue budget – required and funded
- As well as other information, including managing any funding gaps

B. Benefits / Savings

This should cover:

- Financial year
- Anticipated financial benefit – amount and cumulative
- Identify the programme or savings target this project is contributing to
- As well as other information

C. Income

This should cover:

- Financial year
- Anticipated financial income – amount and cumulative
- Identify the programme or savings target this project is contributing to
- As well as other information

6. Options appraisal and Recommended option

An option appraisal within a business case evaluates various alternatives to address a particular challenge or opportunity.

It typically involves assessing each option's:

- feasibility,
- cost,
- benefits,
- and risks.

The recommended option is the one deemed most favorable based on the appraisal, considering factors like strategic alignment, resource availability, and potential outcomes.

This recommendation should be supported by detailed analysis and justification within the business case, highlighting why it represents the best course of action among the available choices.

Additionally, the recommended option often includes a proposed implementation plan outlining how it will be executed and monitored to achieve desired results.

7. Key Assumptions and Dependencies

Key assumptions in a business case are fundamental hypotheses or conditions considered true for the proposed initiative's success. These can include:

- market trends,
- regulatory changes,
- or technology advancements.

Dependencies are external factors or preconditions that the success of the project relies on, such as:

- partnerships,
- infrastructure availability,
- or stakeholder cooperation.

Identifying and documenting these assumptions and dependencies is crucial for understanding potential risks and ensuring the project's feasibility and success.

They serve as foundational elements guiding decision-making and risk management throughout the project lifecycle.

Regular review and validation of these assumptions and dependencies are essential to adapt to changing circumstances and mitigate uncertainties.

8. Risk and Sensitivity Analysis

This section can be condensed by filling in the Risk Register located on the following page. A Risk and Sensitivity Analysis in a business case aims to assess the potential impact of various risks and uncertainties on the project's outcomes and to evaluate the sensitivity of key variables to changes in assumptions or external factors. Here's what it could include:

- **Identification of Risks:** Identify and categorize potential risks that could affect the project, considering factors such as market conditions, regulatory changes, technology disruptions, operational challenges, and financial risks.
- **Risk Assessment:** Assess the likelihood and potential impact of each identified risk on the project's objectives, considering factors such as probability of occurrence, magnitude of impact, and time horizon.
- **Risk Mitigation Strategies:** Develop strategies to mitigate or manage the identified risks, including preventive measures to reduce the likelihood of occurrence and contingency plans to mitigate the impact if risks materialize.
- **Sensitivity Analysis:** Conduct sensitivity analysis to evaluate the project's sensitivity to changes in key variables or assumptions, such as sales volume, pricing, costs, and discount rates. This helps identify which variables have the most significant impact on project outcomes and assesses the robustness of the business case under different scenarios.
- **Scenario Analysis:** Perform scenario analysis to assess the project's performance under different plausible scenarios, such as best-case, worst-case, and base-case scenarios. This helps stakeholders understand the range of potential outcomes and make informed decisions considering different risk scenarios.
- **Financial Modelling:** Integrate the results of the risk and sensitivity analysis into the financial model of the business case to quantify the potential impact of risks on financial metrics such as net present value (NPV), internal rate of return (IRR), and payback period.
- **Risk Tolerance and Appetite:** Define the organisation's risk tolerance and appetite, considering factors such as risk aversion, strategic objectives, and financial constraints. This helps guide decision-making and risk management strategies aligned with the organization's risk preferences.
- **Contingency Planning:** Develop contingency plans and risk mitigation strategies to address potential adverse outcomes or deviations from the expected project performance, ensuring that the project remains on track to achieve its objectives despite uncertainties.
- **Communication and Reporting:** Communicate the results of the risk and sensitivity analysis effectively to stakeholders, including senior management, investors, and project team members, to facilitate informed decision-making and transparency regarding the project's risks and uncertainties.

Start a risk register as early as possible even if you cannot fully assess those risks. Every project will have some risks. You may think they are obvious, but they may not be as obvious to those who are making decisions. Log risks in the first column – if you don't know all of the detail to complete the remaining columns, you can leave this and update them later.

If the project proceeds these risks will be carried forward to the Project Brief and RAID log as appropriate and will be continually reviewed during the project life cycle.

This is the Risk Register table:

Risk	RAG	Impact / Consequence	Mitigation / Controls

9. Resources and Requirements

The resource requirements and costs associated with the recommended option should be summarised accordingly.

Resources in a business case encompass the personnel, finances, materials, and equipment needed to execute the proposed initiative.

This includes:

- human resources,
- budget allocations,
- physical assets,
- and technological infrastructure.

Requirements outline the specific criteria, functionalities, or qualities that the project or product must fulfill to achieve its objectives.

These can include:

- performance standards,
- regulatory compliance,
- user needs,
- and technical specifications.

Clearly defining both resources and requirements enables stakeholders to understand what is necessary for successful implementation and delivery, facilitating effective resource allocation and project planning.

10. Funding Source, Timing and Certainty

A **funding source** in a business case identifies where the necessary financial resources will come from to support the project, whether internal budgets, external investments, or grants.

Timing refers to the schedule for securing and utilizing funds, including milestones for financial disbursements aligned with project phases.

Certainty assesses the reliability and stability of funding sources, considering factors like budget approval processes, contractual agreements, and market conditions.

11. Procurement

Procurement in a business case involves the process of acquiring goods, services, or works from external sources to fulfil project requirements.

This includes:

- sourcing suppliers,
- negotiating contracts,
- and managing vendor relationships.

Key considerations in procurement include cost-effectiveness, quality assurance, and compliance with regulatory standards.

Detailed procurement plans outline the steps, timelines, and budget allocations for acquiring necessary resources.

Effective procurement strategies ensure timely delivery of goods and services while optimizing value for the project.

Please ensure you consult with CCC's Procurement Team!

12. Timescales

The proposed start and end dates should be given together with a list of significant (particularly financially significant) milestones (events with dates).

Where relevant, the milestones to include dates on which the investment should be reviewed.

Milestone Plan (example)



13. Additional Comments / Issues to Consider

Additional comments in a business case provide space for stakeholders to offer supplementary insights, perspectives, or concerns not covered in other sections.

This section allows for addressing unique aspects of the project, potential risks, or opportunities that may have been overlooked.

Issues to consider highlight any unresolved challenges, uncertainties, or constraints that could impact project feasibility or success.

This section prompts further discussion and analysis to mitigate risks and enhance decision-making.

14. Conclusions and Recommendations

Conclusions in a business case summarise key findings and insights drawn from the analysis presented throughout the document.

They often restate the problem statement, objectives, and key assumptions. Recommendations offer actionable suggestions based on the conclusions, outlining the preferred course of action or next steps for decision-makers.

These recommendations are typically aligned with the proposed solution or option appraisal and aim to address the identified needs or opportunities.

15. Appendices

Appendices are where to put the detailed calculations, figures, reference material and other back up data that may have a limited audience but is worthy of inclusion.

You should put all the detailed calculations in Appendices – and only have summaries in the main body (referring to Appendices) – if in doubt, put it in an Appendix.

Detailed Assumptions and Risks may also be placed in Appendices – but summaries should appear in the main body.

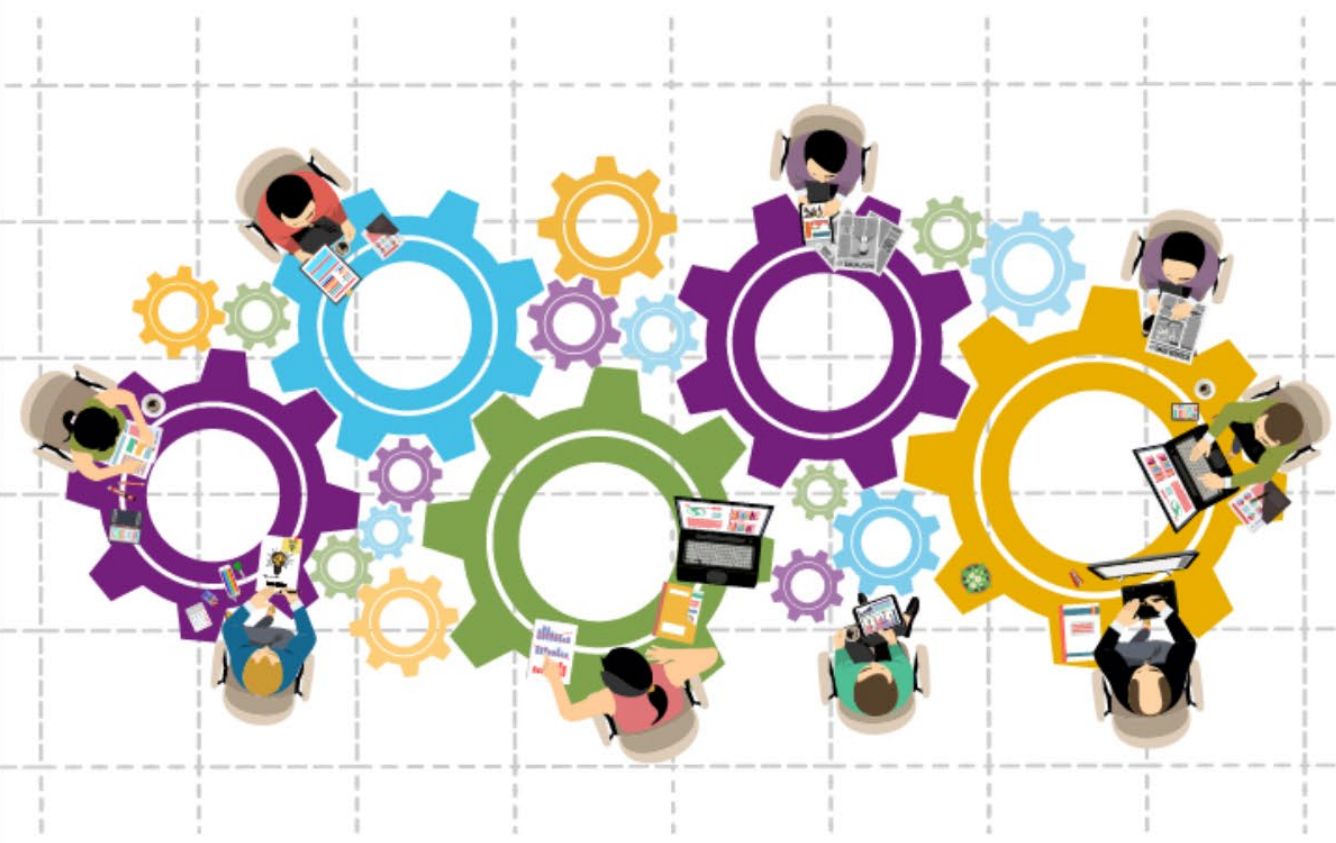
16. Approval to proceed

This authority ensures your Director/ Cabinet Member is supportive of this project. This does not necessarily provide authority to spend capital/revenue on this project and further or separate approvals may be required depending on the value of the project and if resources are already allocated. If in doubt check with your Service or Capital Accountant.



B

Project Brief Guidance



Part of our Project Management Toolkit



1. Background

This should cover:

- Summary of the issues
- What the purpose of the project is, and
- What it needs to achieve.

2. Introduction and Overview

To deliver the project the business case selected the following solution/approach

Explain how this will achieve the following:

- aims / objectives
- benefits
- outcomes
- timeline
- cost and budget constraints
- assumptions made

These need to be SMART – specific, measurable, achievable, relevant and time-bound

3. In Scope

The project WILL include...

4. Out of Scope

The project will NOT include...

5. High Level Implementation Plan

Explain the actions and steps to take to deliver the project, by either completing the provided table (example below) or provide an alternative high level project plan.

Ref	Action / Task	Lead	Target Completion Date

6. Risks

The highest assessed risks for the project are:

1. A
2. B
3. C
4. D
5. E

Also see document G. Risk Log/RAID for the full risk assessment.

7. Project Team – Roles and Responsibilities

This should be adapted to fit the specific nature and scale of the project and include all roles and responsibilities, both internal and external, as well as any that are additional or specific.

Roles include:

- Project Director
- Project Sponsor (Owner)
- Project Manager
- Project Co-ordinator(s)
- Finance
- Planning / Design
- IT
- Procurement
- Legal / Property
- Operations
- Communications / Marketing

Responsibilities for each of these roles are listed in the table on the template document. These can be added to or removed as appropriate.

Large projects may benefit from an additional team structure diagram.

8. Project Stakeholders

This should list all external and internal stakeholders that have an interest in the progress of the project, from initiation, through delivery and to end use.

Provide details on their external organisation or internal department, as well as their reason for interest in the project.

9. Related Documents and References

If a Large Project you should have already created a Project Business Case (A1) before creating this Project Brief (B).

Follow the Project Toolkit Flow chart to assess the additional documentation needed.



Project Backlog Guidance



Part of our Project Management Toolkit

A detailed list of requirements, snags, change requests, observations and their status. May be managed and owned by an external consultant on behalf of the Council.

1. Title

Create a concise and self-explanatory title.

2. Status

Create and maintain a status for your Task/Backlog item.

Suggested statuses:

- New
- In Progress
- On Hold
- Done

Further status suggestions, depending on application.

- In Test
- Under Inspection
- Recorded

3. Description

The description should contain:

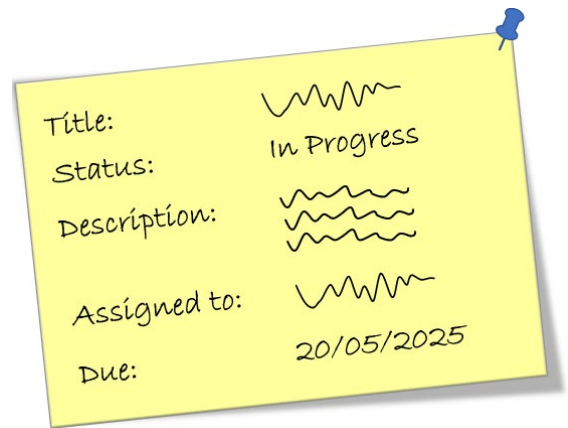
- Context – Explain what the task is for.
- Objective – What is trying to be achieved.
- Instructions – Anything relevant to the method of completion i.e. List or link.
- Tests – Any tests which need to be completed for item to be marked as done.
- Resources – Any resources that may be needed.

4. Assigned to

The person who will be performing the task

5. Due

The date the item is due.

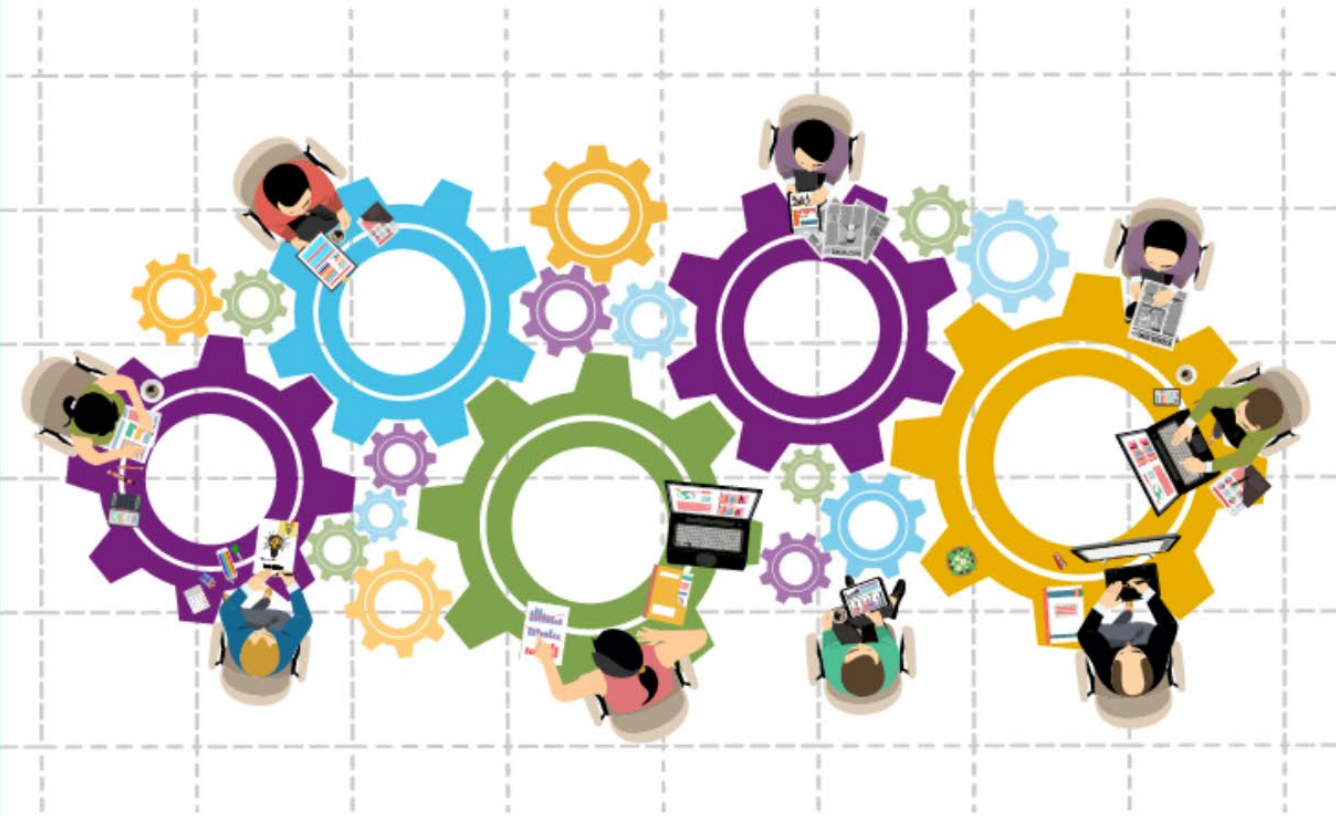


ID	Title	Status	Description	Assigned to	Due

*Example of Excel Backlog



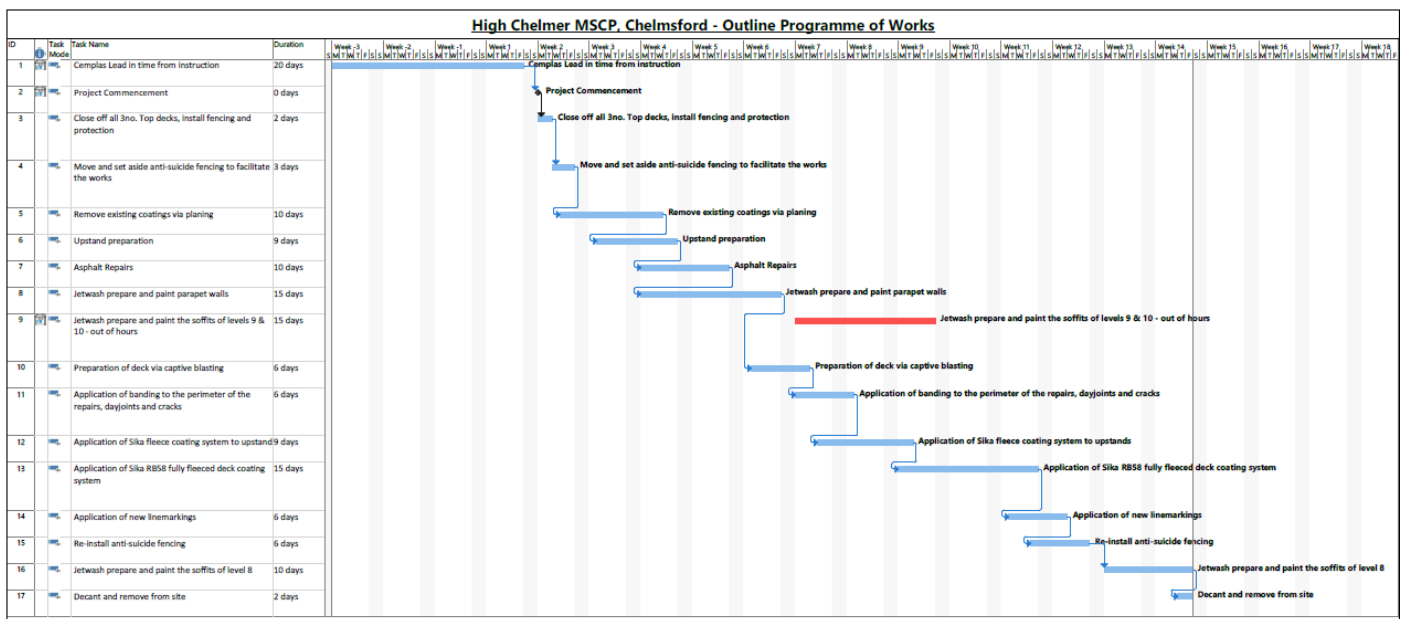
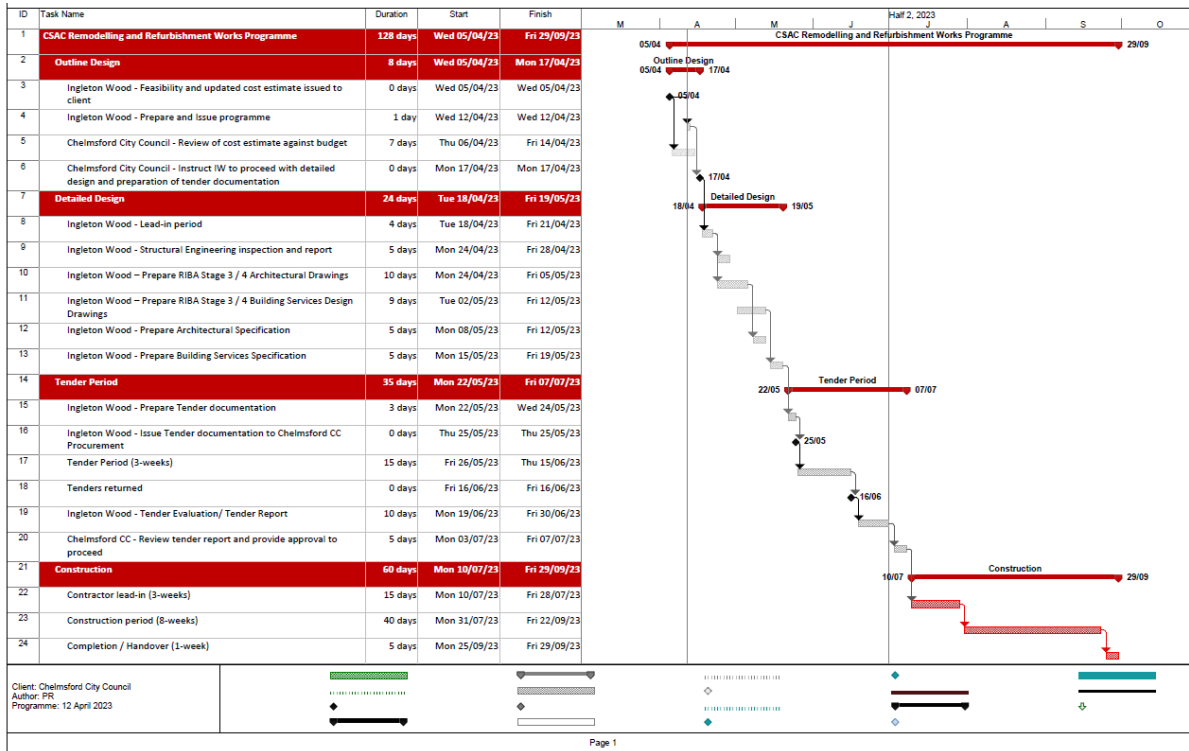
Project Plan Guidance



Part of our Project Management Toolkit

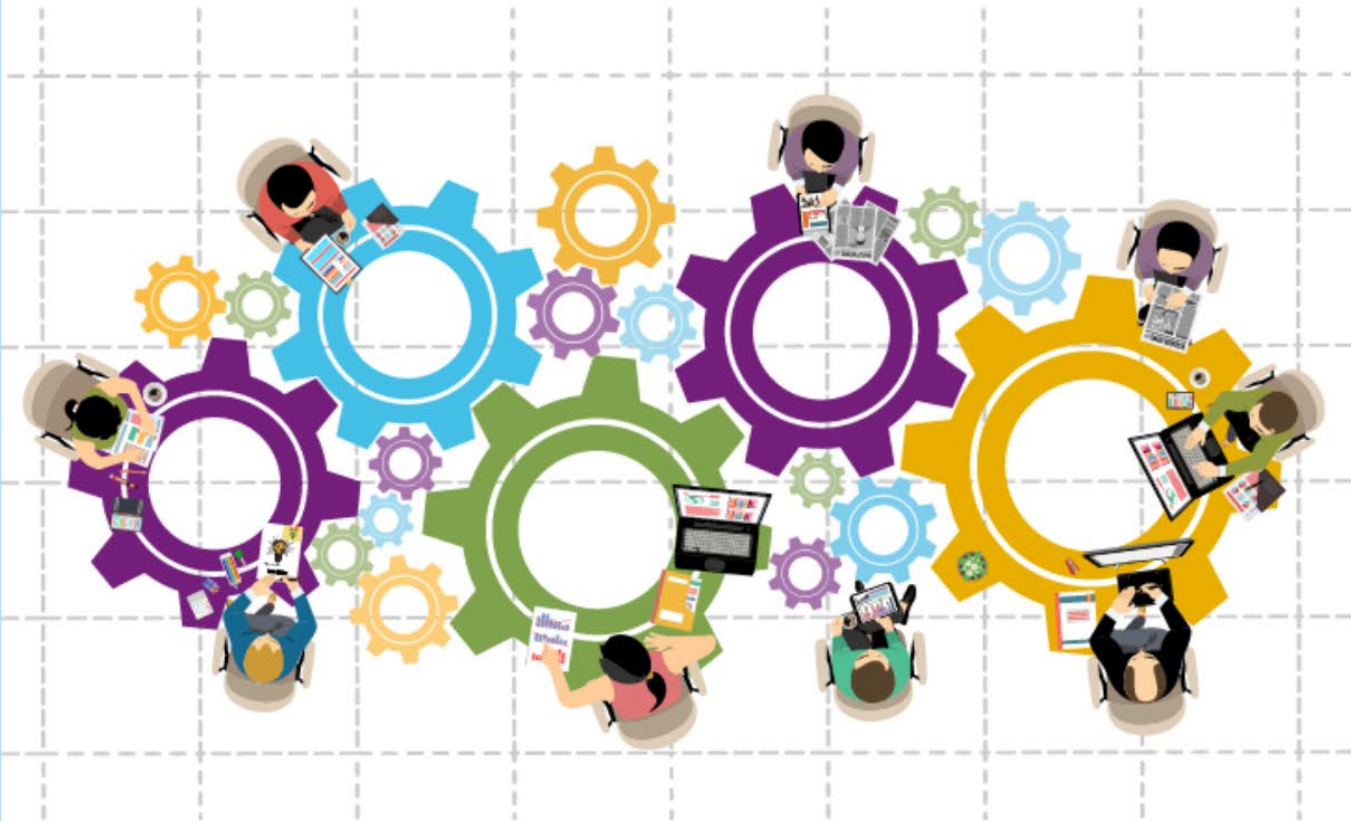
A project programme is essential as it provides a structured plan outlining the sequence of activities, timelines, and resource allocation required to achieve project objectives. It ensures that all team members are aligned, facilitates efficient coordination, and helps in identifying potential risks and bottlenecks early.

Inputting milestones is crucial as they serve as key checkpoints that track progress, ensure that critical deliverables are met on time, and provide opportunities for assessing project performance and making necessary adjustments. Milestones also boost team morale by marking accomplishments, thereby keeping the project on track and within scope. Examples are provided below:





Internal Project Communications Plan Guidance



Part of our Project Management Toolkit

E1 – Internal Project Communication Plan

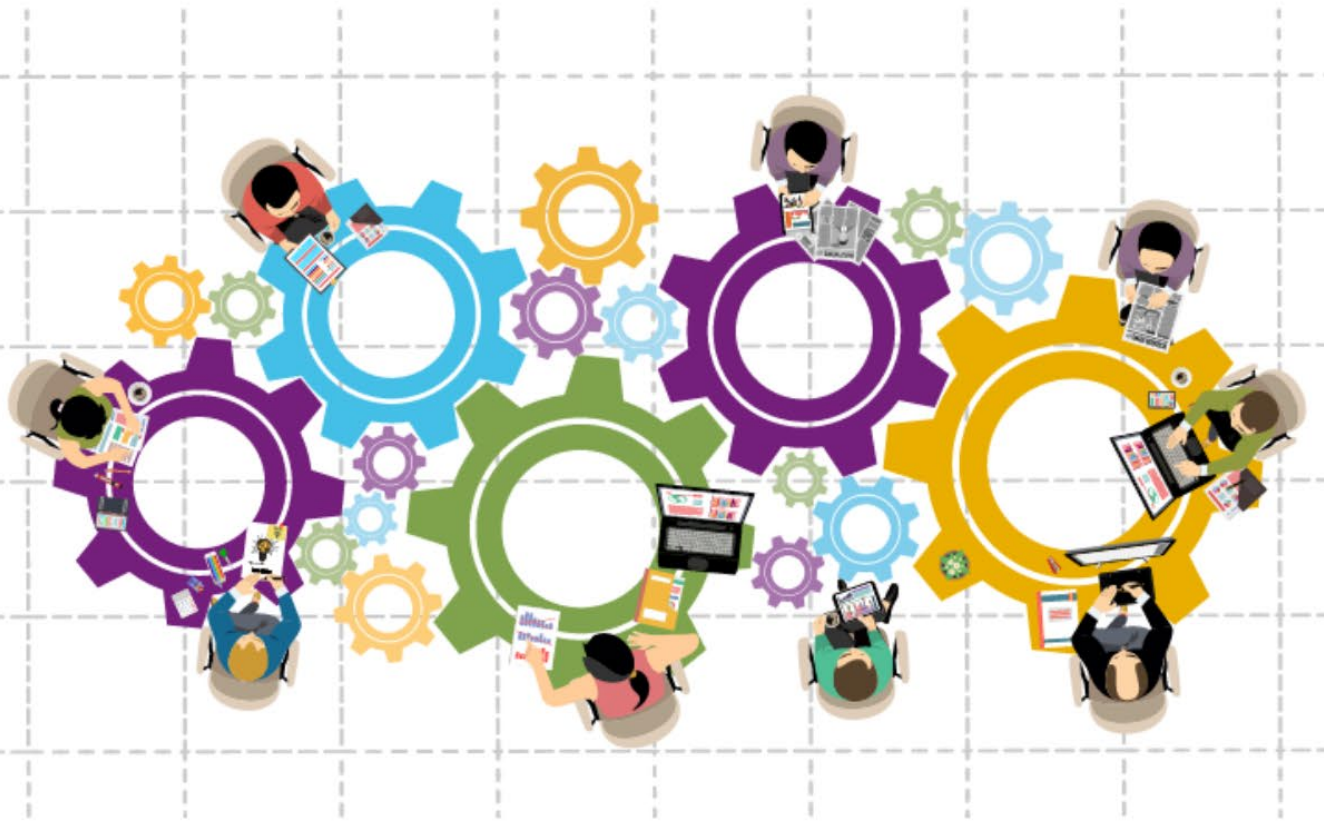
The Internal Project Communication Plan will enable effective communication and clear visibility of the project and status with the Project Team and Project Stakeholders. It sets out clear guidelines on how project information will be shared, as well as who’s responsible for and needs to be included in the project communication. A brief example is provided below.

Communication Type	Objective of Communication	Medium	Frequency	Audience	Owner	Deliverable	Format
Project RAID Review	Review status of the project with the team and overall Project Plan. For discussion of current topics, actions issues and risks.	Conference Call	Bi-Weekly	Project Team	CCC PM	RAID Log	Soft copy archived on project MS Teams site
Project Status Report	Report the status of the project for every component deliverable including activities, progress, milestones, completion dates, percentage completion, risks & issues. Status summary for the previous week and next planned week.	Email	Bi-Weekly	Project Team Project Stakeholders	CCC PM	Project Status Report Project schedule	Soft copy archived on project MS Teams site
Daily Stand Up	Each day the team will have an audio meeting to discuss	Conference Call	Daily	Project Team	PM	Project Control	Soft copy archived on

Communication Type	Objective of Communication	Medium	Frequency	Audience	Owner	Deliverable	Format
	what they have worked on, what they have planned and any blockers/issues					Project Deliverables	project MS Teams site
Exec Status Report	Report the status of the project to the exec team including high priority risks.	Email	Monthly	Senior Stakeholders	PM	Exec Status Report	Soft copy archived on MS Teams site.

E2

External Marketing and Communications Plan Guidance



Part of our Project Management Toolkit

E2 – External Marketing and Communications Plan

This document helps to define:

1. Roles and responsibilities of:

- Lead Communications Officer,
- Marketing Business Partner/Officer and
- other staff and key stakeholders

2. Campaign overview

- Key information and background
- Aims and objectives (such as income and/or attendance targets)
- Estimated marketing budget needed and whether it has been approved
- Accreditations or people/organisations that need to be credited
- Artwork requirements
- Campaign approval – who needs to sign off?

3. Linkages, that might impact on the campaign, with:

- Corporate plan and
- other service/industry plans

4. Key target audience

- who we need to reach with the campaign,
- reasons for their interest in the campaign, and
- best channels to use to reach them

Think about: stakeholders; the public and residents; other service areas within the council; other local authorities; schools and other education providers; associated groups, clubs and organisations; local press and media; staff and councillors

5. Channels

How we will communicate the campaign:

- **Channel distribution methods** – both corporate and service specific – such as:
 - Social media - Facebook and Instagram (organic and paid), X (formerly Twitter), LinkedIn, Threads, Nextdoor, Whatsapp
 - Web and email – e-newsletter, website, web listings (free and paid)
 - Press release
 - Leaflets and posters – digital and print, ads in newspapers and magazines
 - Digital screens – free in our venues and paid in town centre/bus stations
- **How will this success be measured?** Include targets and key metrics (open and engagement rates etc)

6. Action Plan

Use this to explain what you plan to do, including estimated costs and staff responsible for delivering these actions.

7. Issues and considerations

This is for proposed responses to potential questions and criticisms from press and/or public

After the campaign has ended, we also want to:

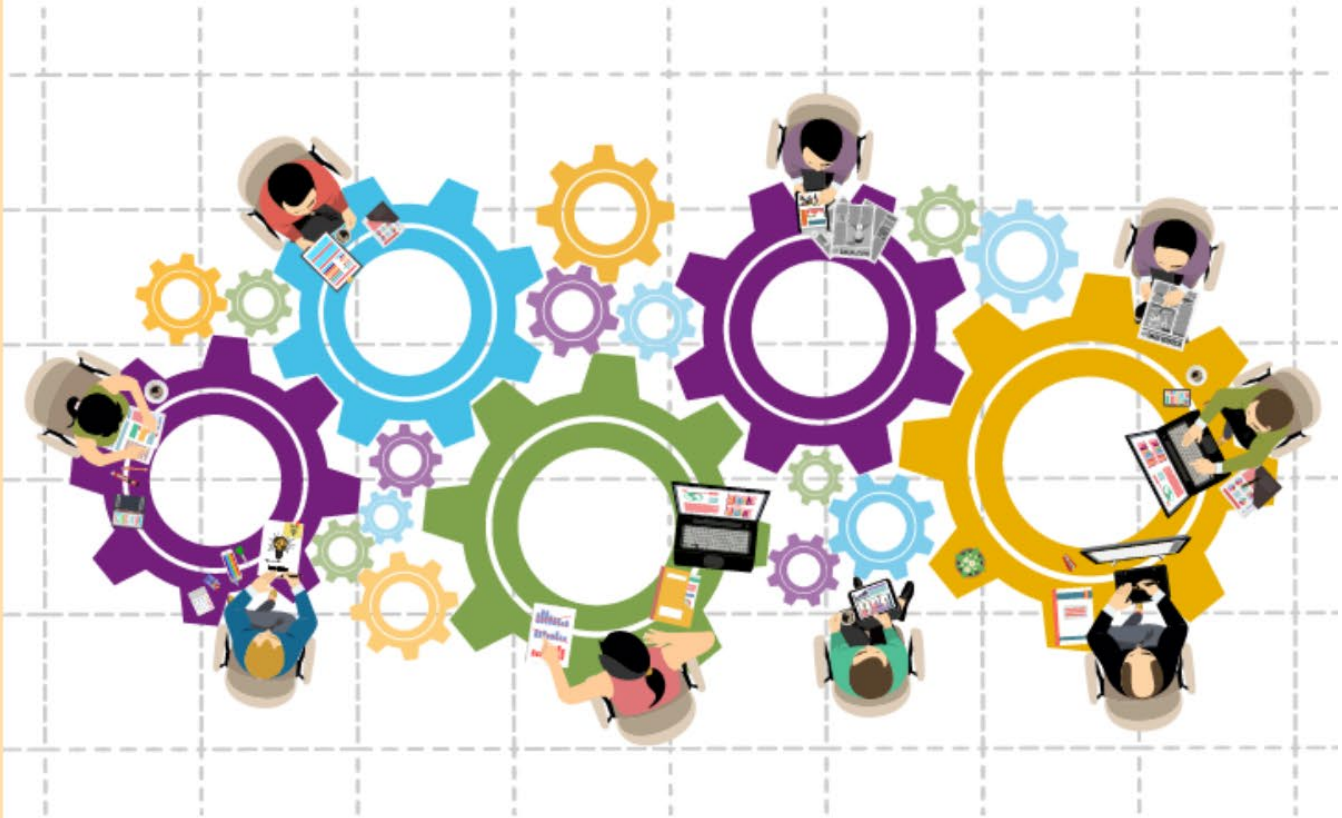
8. Evaluate success - explain whether we have achieved what we set out to do

9. Legacy of this campaign for Chelmsford/the council – short and/or long term

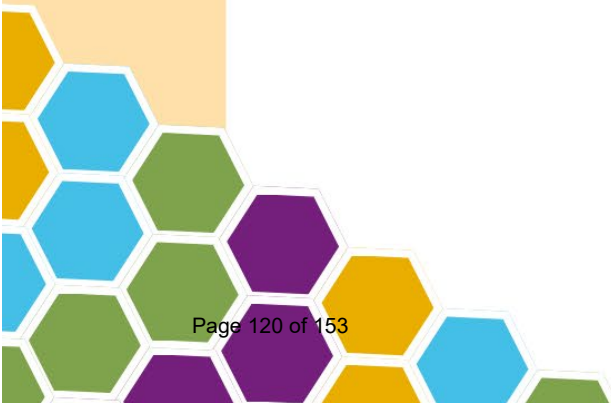
10. Review – use our learning to shape future campaigns (was there anything that caused difficulties, what could we do differently next time and what went particularly well?)



Project Management Checklist Guidance



Part of our Project Management Toolkit



This is a simple tick box checklist, primarily for the Project Manager, to ensure all aspects of the project are being considered during the different phases.

The template is not definitive and should be adapted to fit the specific nature and scale of the project.

It should be used and referred to during the whole lifecycle of the project. Comments can be noted and referred to as a record.

Answering “No” should be accompanied by the explanatory comments.

1. Project Inception

	Yes	No	Comment
Project Initiation Document created and approved?			
Business Case created and approved?			
Have the Project Stakeholders been identified?			
Have the required resources been identified and scheduled?			
Has the Individual Roles and Responsibilities of the Team been agreed and communicated to the Team?			
Have meetings been scheduled / communication routes put in place / project folder and access set up?			
Has a project communication and marketing plan been created?			
Have the necessary CCC Teams been consulted and engaged?			
Has a Risk Log been created (RAID)?			
Has a draft Project Brief been created?			
Have lessons learnt from previous similar projects been identified?			



Project RAID Log Guidance



Part of our Project Management Toolkit

A RAID log is a project management tool that tracks risks, actions, issues, and decisions on a project. It's a simple way to organise and track this information and ensure that the project stays on track. It's a living, breathing document and should be reviewed and updated on a weekly basis with the project team.

- **Risks** are the potential problems lurking in your project. Risks tend to be thought of as having an adverse impact on the project, but there are also positive risks.
- **Actions** are what you need to do throughout the project.
- **Issues** are when something goes wrong in the project. If an issue isn't managed and resolved it can derail the project or cause the project to fail.
- **Decisions** are how you decided to act in the project.

Example of a RAID log created in excel and all the relevant fields:

Risk Log

Risk ID	Date Raised	Raised By	Priority	Risk Description	Assigned To	Mitigation	Comments	Status	Planned Due Date	Overdue ?	Risk Impact (L, M, H)	Risk Probability (L, M, H)	Risk Owner
			*Low/Medium/High		CCC/Supplier			*Open / Closed					

Action Log

Action ID	Date Raised	Raised By	Priority	Action Description	Assigned To	Action Notes	Status	Planned Due Date	Overdue ?	Action Owner
			*Low/Medium/High				*Open / Closed			

Project Issue Log

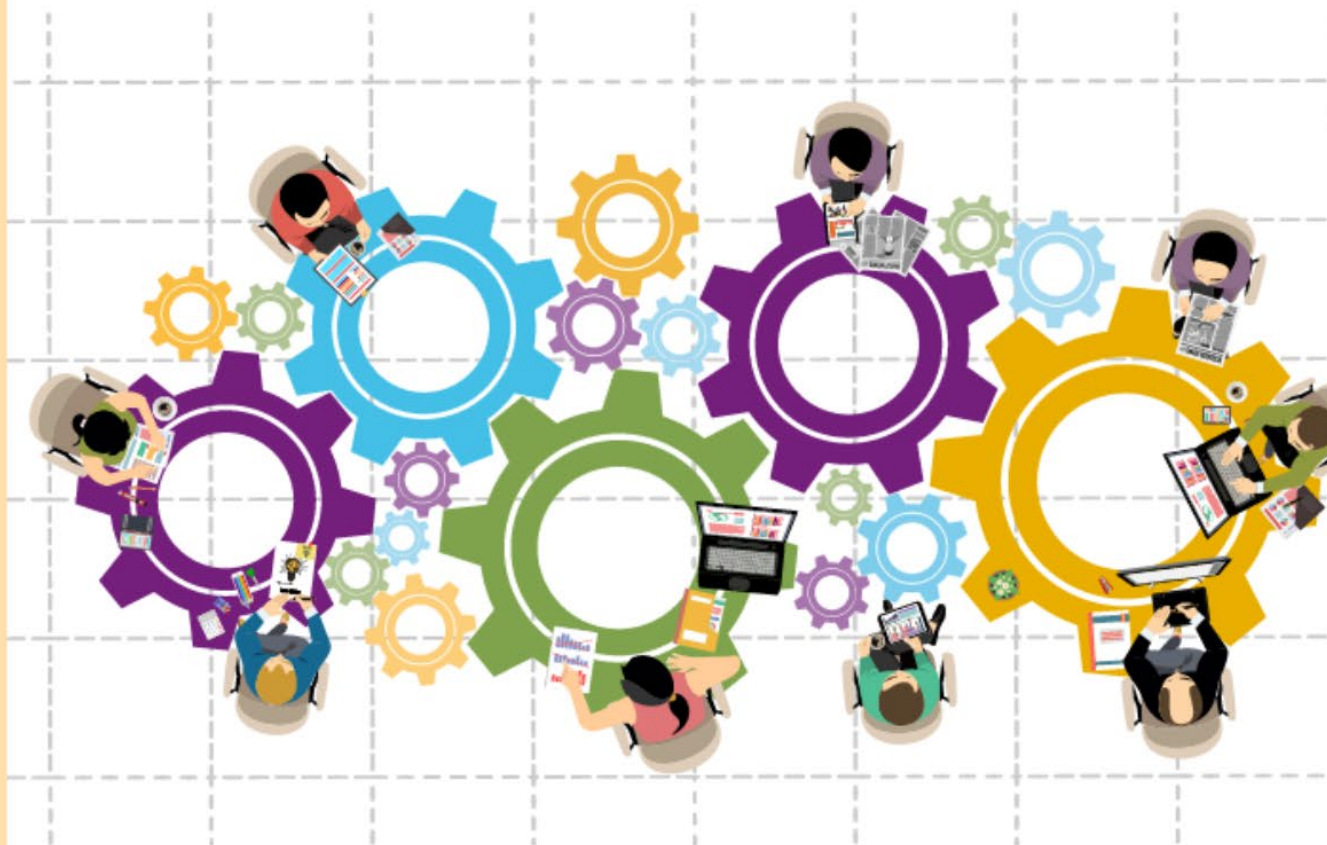
Issue ID	Date Raised	Raised By	Priority	Issue Description	Assigned To	Resolution Plan Details	Status	Planned Resolution Date	Overdue ?	Issue Owner
			*Low/Medium/High				*Open / Closed			

Decisions Log

Decision ID	Date Raised	Raised By	Priority	Decision Description	Assigned To	Decision Implementation Details	Status	Planned Completion Date	Overdue ?	Decision Owner
			*Low/Medium/High				*Open / Closed			



Project Status Reporting Guidance



Part of our Project Management Toolkit

A Project Status Report describes the progress of a project within a specific time period and compares it against the project plan and project brief. It is used to keep the project stakeholders informed of progress and monitor costs, risks, time and work. It is recommended to distribute the status report every two weeks.

Project status as of:

Frequency:

Green	Project as planned	Amber	Corrective action may be required	Red	Senior Management attention required
--------------	--------------------	--------------	-----------------------------------	------------	--------------------------------------

Amend the colour status alongside each based on the above key:

Schedule	Green
Is the project running to schedule? Is there a risk that it will over run? Is it already over running?	

Budget	Green
Is the project on schedule? Is there a risk that it will exceed the budget? Is it already exceeding the budget?	

Resource	Green
Is the project sufficiently resourced? Is there a risk that the project may require more resource? Is the project at risk due to lack of resource?	

Scope	Green
Is the project on track to meet with the specified quality standards? Have any changed to scope been made or proposed?	

High Priority Risks:
Describe any high priority risks that will hinder the delivery of the project.

Current Status Summary:
Describe what work has been completed on the project in the last two weeks.

Activities completed week commencing: xx/xx/xx
Brief summary of activities tasks and progress since last report

Activities scheduled week commencing: xx/xx/xx
Describe the work that is planned for the next two weeks.

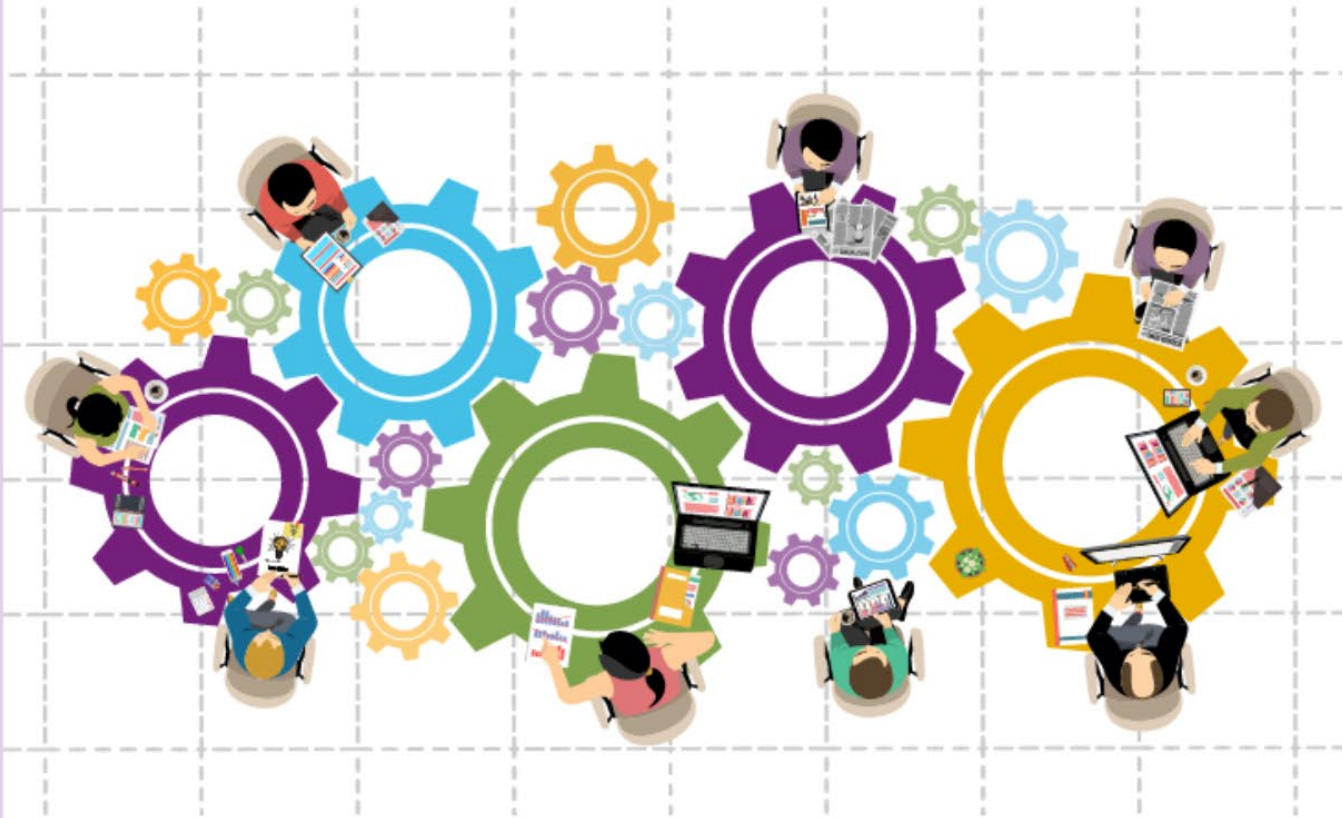


Example of the Project High Level Timeline

Detail:	Month: February				Month: March				Month: April
	01/02/23	14/02/23	15/02/23	28/02/23	07/03/23	14/03/23	21/02/23	28/03/23	04/04/23
Brief Scoping									
Sign of Brief									
Concept Design									
Detailed Design									
Design Freeze									
Technical Design									



Exec Project Status Report Guidance



Part of our Project Management Toolkit

Exec project status report should be used for large or highly sensitive projects. As a guide it should be distributed every four weeks to the senior management team.

Project status as of:
Frequency:

Green Project as planned **Amber** Corrective action may be required **Red** Senior Management attention required

Amend the colour status alongside each based on the above key:

Time	Green
Is the project running to schedule? Is there a risk that it will over run? Is it already over running?	

Budget	Green
Is the project on schedule? Is there a risk that it will exceed the budget? Is it already exceeding the budget?	

Resource	Green
Is the project sufficiently resourced? Is there a risk that the project may require more resource? Is the project at risk due to lack of resource?	

Quality	Green
Is the project on track to meet with the specified quality standards? Is there a risk of reduced quality? Has quality already been compromised?	

High Priority Risks:
Describe any high priority risks that will hinder the delivery of the project.

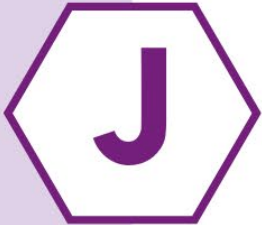
Current Status Summary:
Describe what work has been completed on the project in the last two weeks.

Next Steps:
Describe the work that is planned for the next two weeks.

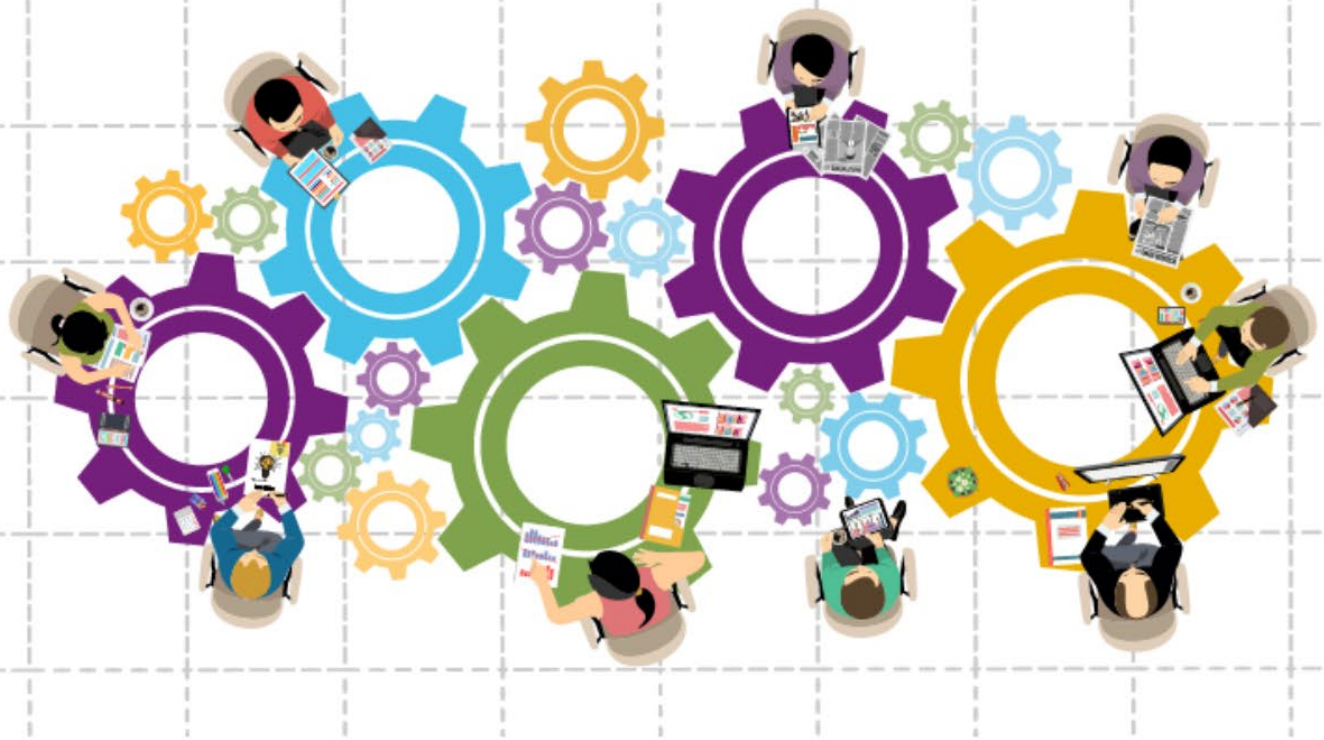
List here any high priority risks that senior management team should be aware of that could jeopardise the delivery of the project and how the risks will be mitigated.

High Priority Risks

Date Raised	Raised By	Priority	Risk Description	Mitigation



Project Retrospective Guidance



Part of our Project Management Toolkit

The Project Retrospective can take different formats depending on the size and scale of the project.

It should cover input from all key internal and external stakeholders, including the end users and any consultants or other departments that contributed to the project.

It can take the form of a Review Meeting(s) or Questionnaire and be as simple as recording what contributors would 'Do More', 'Do Less', 'Keep Doing' right up to a full overview and scrutiny report.

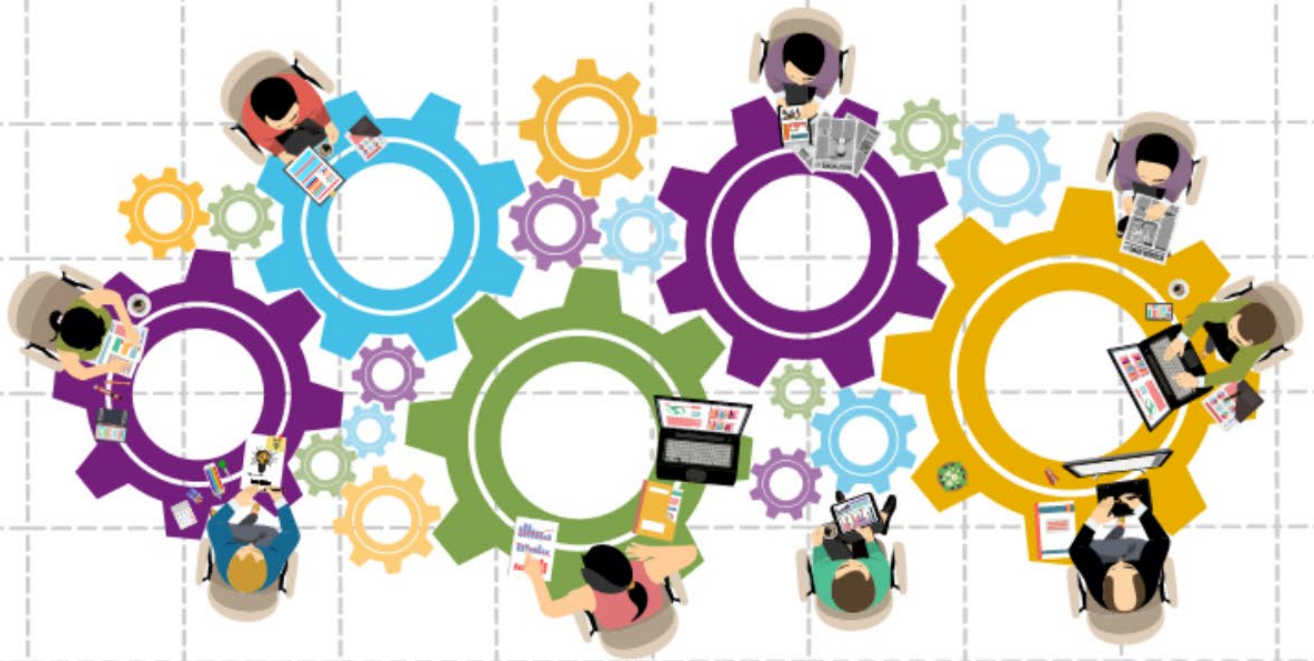
Other examples are available online and include – Liked, Learned, Lacked, Longed For; or Mad, Sad, Glad.

A simple Lessons learned feedback template is provided **as an example**.

However, the review is carried out the results should then be coordinated and summarised, with actions and recommendations reported back to the Project Owner and Sponsor then kept as a reference source for future similar projects.



Project Closure Guidance



Part of our Project Management Toolkit

1. Project Completion

This section identifies the criteria required to complete the project and any outstanding items which still need to be undertaken even though the project may be ready for completion.

1.1 Completion Criteria

List the criteria which must be met to confirm that the project is completed. For each criteria listed, assess whether or not it has been achieved to the satisfaction of the customer e.g.

Category	Criteria	Achieved (Y/N)
Objectives	<ul style="list-style-type: none"> The project 'vision' has been achieved (as defined in the Terms of Reference) All project objectives have been achieved (as defined in the Terms of Reference) 	Yes
Benefits	<ul style="list-style-type: none"> The full benefits have been realized (as defined in the Business Case) 	Yes
Deliverables	<ul style="list-style-type: none"> All deliverables have been completed (as defined in the Terms of Reference) All deliverables have been accepted by the customer (as per the Acceptance Plan) 	

1.2 Outstanding Items

List any outstanding items which still need to be undertaken even though the project has satisfied the above completion criteria. For each item, list the actions required to be undertaken and the Owner responsible for undertaking the action.

Item	Action	Owner
Activities	List all activities or tasks which have not yet been completed (as defined in the Project Plan)	
Risks	List all business risks which have not yet been fully mitigated	
Issues	List any current issues which are impacting on the business and have not yet been fully resolved	
Handover		

2. Project Closure

This section outlines the next steps required to perform the closure of the project. This includes the handover of deliverables and documentation to the customer, the termination of supplier contracts, the release of project resource back to the business (or the marketplace) and the communication to all stakeholders that the project is now formally closed.

2.1 Deliverables

Identify a hand-over plan for the release of all project deliverables to the customer. An example follows:

Deliverable	Current		New		Handover Plan		
	Owner	Location	Owner	Location	Activities	Date	Owner
Financial General Ledger, Accounts Payable and Accounts Receivable system modules					<ul style="list-style-type: none"> • Handover system maintenance • Handover operational support • Handover system documentation 		

2.2 Documentation

Identify a hand-over plan for the release of all project documentation to the customer. An example follows:

Documentation Type	Current		New		Hand-over Plan		
	Owner	Location	Owner	Location	Activities	Date	Owner
Project Initiation <ul style="list-style-type: none"> • Business Case • Feasibility Study • Terms of Reference 							
Project Planning <ul style="list-style-type: none"> • Project Plan • Resource Plan • Financial Plan • Quality Plan • Acceptance Plan 							
Project Execution <ul style="list-style-type: none"> • Change Process • Change Form • Change Register • Risk Process • Risk Form • Risk Register 							

2.3 Suppliers

Identify a hand-over plan for the termination of project supplier contracts. An example follows:

Supplier Name	Contract Reference	Termination Activity	Release Date	Activity Owner
Supplier Name	Contract Ref. No.	<ul style="list-style-type: none"> • Notify supplier of termination • Release supplier resources • Return supplier assets • Pay supplier invoices 	Date activity to be completed by	Name of person responsible for activity

2.4 Resources

Identify a hand-over plan for the release of all project resources (including staff and equipment). An example follows:

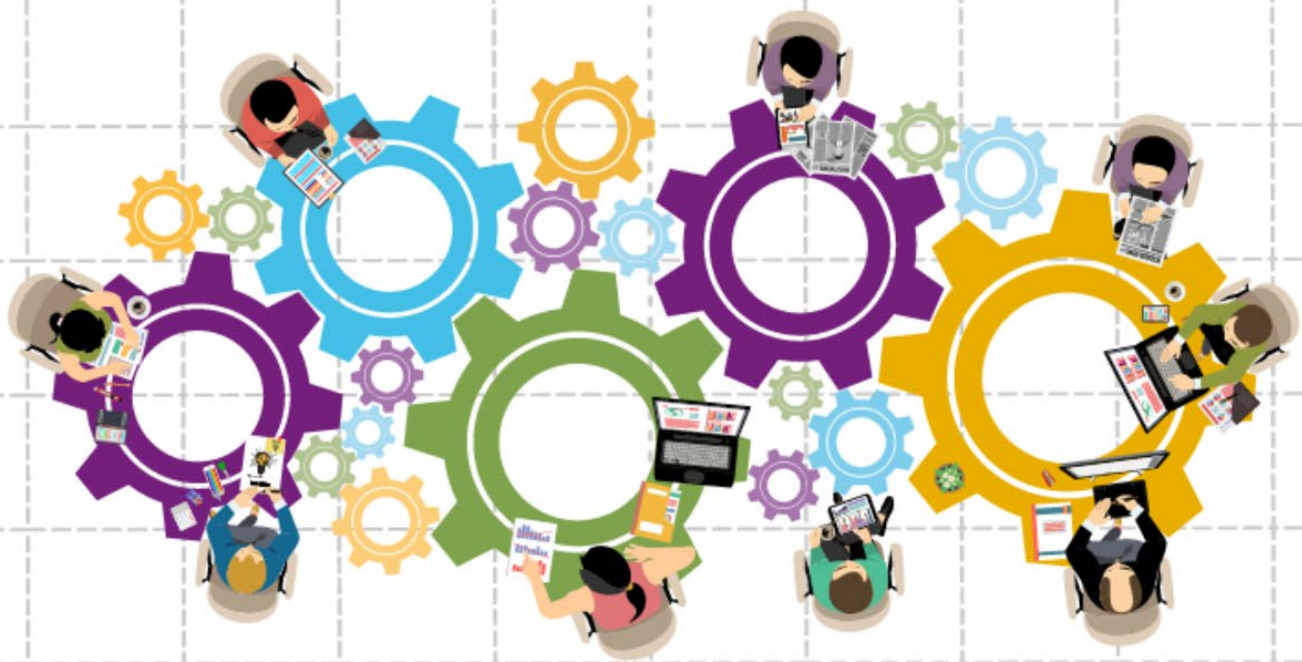
Resource Name	Current Designation	Release Activity	Release Date	Activity Owner
Staff Name	Project Role	<ul style="list-style-type: none"> • Notify staff member of release • Release staff member • Return staff assets • Pay final staff salary 	Date staff member released	Name of person responsible for activity
Equipment Type	Equipment Purpose	<ul style="list-style-type: none"> • Identify new owner • Undertake equipment sale • Release equipment • Update General Ledger 	Date equipment released	Name of person responsible for activity

2.5 Communication

Identify a plan to communicate the project closure to all stakeholders and interested parties. An example follows or the Internal and External Communications Plan for the project can be inserted:

Target Audience	Intended Message	Method Used	Dispatch Date	Dispatch Owner
Recipient Names or Groups for receipt of messages	<ul style="list-style-type: none"> Project has been successfully completed and is now closed Benefits realized due to success of the project Lessons learned from project 	<ul style="list-style-type: none"> Email and formal letter for each recipient Special Board presentation on benefits realized Undertake 'Post Implementation Review' and email to key stakeholders 	Date when communication should be released	Name of the person responsible for communication

Appendix



Part of our Project Management Toolkit

Glossary of Terms

Project Management: The practice of initiating, planning, executing, controlling, and closing the work of a team to achieve specific goals and meet specific success criteria within a specified timeframe.

Stakeholder: An individual, group, or organisation that has an interest or concern in the outcome of a project.

Scope: The defined boundaries of what a project will and will not include, encompassing deliverables, features, functions, and tasks.

Deliverable: A tangible or intangible item produced as a result of the project that is intended to be delivered to a stakeholder.

Risk Management: The process of identifying, assessing, and prioritising risks followed by coordinated efforts to minimise, monitor, and control the probability and/or impact of adverse events.

Project Backlog: A Project Backlog is a prioritised list of tasks, features, and requirements that need to be completed for a project.

RAID Log: A RAID log is a project management tool used to document and track **R**isks, **A**ssumptions, **I**ssues, and **D**ependencies associated with a project.

Gantt Chart: A visual representation of a project schedule, displaying tasks, dependencies, milestones, and progress over time.

Critical Path: The sequence of tasks that determine the minimum duration of a project, representing the longest path through the project network diagram.

Change Control: The process of documenting, evaluating, approving, or rejecting changes to project scope, schedule, or budget.

Communication Plan: A documented strategy that outlines how project information will be disseminated, who will receive it, and when it will be delivered.

Quality Management: The process of ensuring that project deliverables meet the defined quality standards and requirements.

Stakeholder Analysis: The process of identifying, assessing, and prioritising stakeholders based on their influence, interest, and potential impact on the project.

Lessons Learned: Insights gained from the project that can be used to improve future project performance by identifying what went well, what didn't, and how to make corrections or enhancements.

Project Closure: The formal process of concluding a project, including finalising all activities, completing documentation, obtaining approvals, and releasing project resources

RAG : The RAG status in a risk register is a visual indicator that represents the level of risk associated with a particular item. It stands for Red, Amber, and Green, each colour signifying different levels of risk: Red: High risk, requiring immediate attention and action to mitigate. Amber: Medium risk, requiring monitoring and possibly action to mitigate. Green: Low risk, indicating that the item is under control and not currently a threat.

Project Scaling Assessment Tool

As early as possible within the project cycle, an assessment should be made to determine whether the project should follow a "mandatory" project management process. Such projects will be viewed as "key" projects and will inevitably be subject to closer scrutiny and oversight. If the project expands or changes significantly then this review should be repeated.

The project should be assessed against two key criteria - resources and complexity. The scoring is subjective and a reasonable assessment is needed. Score each criteria from 1-5. The details are on the following pages.

High	5	10	15	20	25
Resource	4	8	12	16	20
	3	6	9	12	15
	2	4	6	8	10
Low	1	2	3	4	5
	Low	Complexity			High

	Must follow the large Project Management process
	Must follow at least the medium Project Management process.
	The toolkit is there to assist your project.

Here is an example of a project that has been scored.

Resources See 2.2 for details	Example score
Estimated cost	5
Management resource	3
Member involvement	2
External support	4
Timescale	4
Total	18

Complexity See 2.3 for details	Example score
Stakeholders	4
Track record	2
Strategic targets	3
Contract complexity	2
Policy legislation	1
Total	12

Project Scaling Assessment Tool

Resources	1	2	3	4	5
Estimated Project Cost	Under £10k	£10k - 30k	£30k - £100k	£100k - £500k	Over £500k
Management Resource	Low staff involvement				Significant involvement of senior management and multiple services
Member Involvement	No Member involvement. Passive interest requiring infrequent verbal updates				Active Cabinet Member involvement e.g. Project Board, and regular Cabinet updates
External Support	No external resource. Self-contained project delivered by officers		Some external advice (e.g. Quantity Surveyor & Structural Engineer) but delivered by officers		External multi-disciplinary consultant team with external Project Manager/s. Significant external input e.g. consultants
Timescale (from concept to completion)	Short contained timescale. Up to 1 month	1 to 3 months	3 to 6 months	6 to 18 months	Extended timeframe over 18 months

Project Scaling Assessment Tool

Complexity	1	2	3	4	5
Stakeholders	Limited e.g. just 1 or 2 stakeholders		3 to 5 stakeholders		Multiple internal and external stakeholders, with competing objectives
Track Record	Regular identical project delivered numerous times successfully	Identical projects delivered by different staff	Similar projects delivered by experienced staff	New project delivered by experienced team	New type of project, no previous experience
Strategic Targets (potential impact and political / PR dimension)	Routine operational projects, such as renewals		Delivering a corporate objective		Delivering 1 or more key strategic objectives for the Council
Contract Complexity	Supplier prices fixed for goods / services. Straightforward procurement / order.	Established frameworks in place for a straightforward procurement	Established market involving some investigation to test quality / experience		Complex high risk procurement and contract. Procurement two stage or negotiation
Policy Legislation	No links to policy or legislation	Some link to policy / legislation			To meet external legislation. Significant impact or exposure (fines, reputation) if not delivered in line with requirements



Chelmsford City Council Overview and Scrutiny Committee

14th October 2024

Report on the Updates from Council Representatives on Outside Bodies

Report by:

Director of Connected Chelmsford

Officer Contact:

Jan Decena, Democratic Services Officer, email: jan.decena@chelmsford.gov.uk, tel: 01245 606260

Purpose

To inform the Overview and Scrutiny Committee about the activities of the Council's representatives on outside bodies within the last municipal year 2023/24.

Recommendations

That the updates be noted by the Committee.

1. Background and Introduction

- 1.1. The Outside Bodies Task & Finish Group was formed in 2022 to identify which outside bodies appointments continued to be beneficial or which ones might need a different number of representatives. The group's findings were presented to the Overview and Scrutiny Committee in February 2023 and their recommendations were considered ahead of the schedule of appointments made at the Annual Council in May 2023.

1.2. Two of the recommendations made were for the Overview and Scrutiny Committee to receive annual updates from each appointed representative and to review any outside bodies that did not meet before May 2024.

2. Reports from Councillor Representatives

2.1. The following Councillors have provided updates with regards to the outside bodies that they were appointed for as per Annual Council on 24th May 2023:

- Councillor Richard Lee for Chelmer & Blackwater Navigation Advisory Committee;
- Councillor Ann Davidson for Chelmsford Age Concern;
- Councillors Marie Goldman for Chelmsford Business Board;
- Councillor Simon Goldman for Chelmsford Business Improvement District
- Councillors Hazel Clark for Chelmsford Citizens Advice Bureau Trustee Board;
- Councillor Sue Young for Chelmsford Voluntary Service;
- Councillor Julia Frasca for Chelmsford Cultural Development Trust;
- Councillors Julia Frasca and Sue Young for Chelmsford Educational Foundation;
- Councillor Natacha Dudley for Chelmsford Fairtrade;
- Councillor Stephanie Scott for Chelmsford Local Highways Panel;
- Councillor Richard Hyland for Danbury Lakes Country Park Forum and Galleywood Heritage Centre;
- Councillor Jannetta Sosin for Essex Countrywide Traveller Unit Joint Committee;
- Councillor Donna Eley for Essex Police, Fire and Crime Panel;
- Councillor Rose Moore for Essex Waste Partnership Member Board and Essex Flood Partnership;
- Councillor Andrew Sosin for King Edward VI Grammar School Historic Foundation Governors
- Councillor Terry Sherlock for Marsh Farm Country Park Forum;
- Councillors Chloe Tron and Ian Fuller for Springfield United Charities;
- Councillor Marie Goldman for Success Essex;
- Councillors Marie Goldman and Nora Walsh for Tech Ambassadors.

2.2. Following the 15th May 2024 Full Council, it was decided that a city councillor would not continue to represent the following outside bodies:

- Chelmsford Business Board;
- Chelmsford United Charities;
- Youth Strategy Group;
- Success Essex.

2.3. A table of their responses is attached as **Appendix 1** of this report.

3. Conclusion

3.1. Members are asked to note the contents of the report.

List of appendices:

Appendix 1 –Updates from representatives on outside bodies.

Background papers:

Nil

Corporate Implications

Legal/Constitutional: None

Financial: None

Potential impact on climate change and the environment: None

Contribution toward achieving a net zero carbon position by 2030: None

Personnel: None

Risk Management: None

Equality and Diversity: None

Health and Safety: None

Digital: None

Other: None

Consultees:

Council Representatives to Outside Bodies

Relevant Policies and Strategies:

Not Applicable

Outside Bodies	Councillor Representatives	What are the main functions or purpose of the outside body?	How many meetings of the body have you attended in the past 12 months?	Do you feel it has been beneficial for a Chelmsford City Councillor to be appointed to the outside body?	Any other comments?
Age Concern	Ann Davidson	To run a Day Centre (Mon-Fri) for residents aged 60 and over, provide them with a 2-course home-cooked hot lunch, give an opportunity for socialising and participating in activities and help combat loneliness. The first-floor extension (funded by CIL contributions) is a space that can be hired to outside groups and is being used for additional offers to older residents such as chiropody and a weekly seated exercise class. They have plans to offer other activities and services.	Meetings are not held regularly, but mainly when they have a range of issues to discuss, although I try to get to the centre every few weeks to discuss things with them and take the opportunity to chat to the residents attending. I speak regularly with Freda Mountain who keeps me up to date with what's going on. I recently attended their AGM – useful for me to catch up with the trustees, understand any issues and offer help where I could. Aside from meetings, the trustees will contact me if they think I can help with a particular issue.	Yes, definitely. Age Concern usually applies for an annual grant from CCC, and I feel it's important that someone takes an interest in how they use it. They rely heavily on volunteers but having sufficient funding to pay a few key members of staff is clearly beneficial to ensure continuity. They are providing a valuable service for the older members of our community who rate it highly. By talking to the regulars, it gives me the opportunity to understand other challenges facing our older residents and offer help where I can	Age Concern failed to secure a grant from CCC for 2024-25 – they forgot to submit an application. I have made a note of when to remind them to apply in future years!
The Business Improvement District	Simon Goldman	Promoting Chelmsford as a premier place to live, work & play. Represents approximately 450 businesses within the City centre.	Approximately 20	Yes	There is a good working relationship between the BID and the various departments of CCC. Hopefully the BID team will see the benefits of working closer with CCC, which I don't always feel they do!
Chelmer & Blackwater Navigation Advisory Committee	Richard Lee	Improve access and usage of the waterways in our district.	4	Yes	This has been shown to improve relations and communication between the council and waterways users.
Chelmsford Business Board	Marie Goldman	Bringing together businesses from across Chelmsford to discuss issues that are important to them.	0	No	Probably now defunct.
Chelmsford Centre for Voluntary Service	Sue Young	CCVS support, promotion and development of the Third Sector in Chelmsford District. This includes securing funding, working in partnership with arrange of agencies and providing a 'home' for the many charities within the Chelmsford area. CCVS also provides a volunteer bureau, matching the skills of volunteers to the charities who can benefit from those skills.	4	Yes CCVS plays a crucial role in ensuring Chelmsford has a vibrant and strong third sector. As an observer on the Board I am aware of the challenges facing the sector and CCVS and can sign post to support within the Council. It is important for the Council to show we value the work of CCVS not just by giving grants but by providing practical support when feasible to do so.	2024 is going to be a challenging year for CCVS. Uncertainty/delays in the funding from ECC is destabilising throughout Essex. This is a worrying time for CCVS and many of its member organisations in Chelmsford who rely on their support to continue the vital work they do in Chelmsford.ua
Chelmsford Citizens Advice	Hazel Clark	To provide a wide range of free independent, impartial and confidential advice to Chelmsford residents on request and improving policies and principles that impact on peoples lives.	7	Yes	I have not missed any meetings of the Board.
Chelmsford Educational Foundation	Sue Young and Julia Frascona	To provide financial assistance in the form of grants to help support students in need, thus enabling them to continue with their studies. Recipients must be from Chelmsford or have attended school here.	4	Yes. Two CC Councillors are Trustees. We actively contribute to discussions regarding individual applications to the Foundation. We are also able to advise the other Trustee of barriers to education faced by young people from our interaction with many residents. Supporting educational achievement is important.	In the calendar year 2023,The Foundation made 18 grants with an average of £1 286 per individual awarded.
Chelmsford Fairtrade Committee	Natacha Dudley	To promote Fairtrade products and events in Chelmsford.	4	Yes, because Chelmsford is a Fairtrade City.	Chelmsford's status as a Fairtrade City was renewed in August 2023. All Councillors have been invited to a Fairtrade Breakfast to be held on Saturday the 8th of June 2024.
Chelmsford Local Highways Panel	Stephanie Scott	The process fundamentally is to decide on funding for Local Highways projects within Chelmsford City.	4 CLHP meetings between May 2023 to date. 2 Sub Group Committee Meetings: Dec 2023 and April 2024	Yes. The Chelmsford Local Highways Panel is predominantly represented by Essex County Councillors. Therefore, to represent Chelmsford City Council gives a fair parallel within this excellent process.	Nothing further to be added.
Culture Chelmsford (Chelmsford Cultural Development Trust)	Julia Frascona	To Develop Cultural Opportunities and Networks in Chelmsford	6	Yes, I think it's vital; culture is central of improving the lives of the people of Chelmsford. The City Council has a responsibility to promote cultural development in Chelmsford.	CCDT is supported by CCC and enables funds to be raised independently in Chelmsford to promote cultural activities Trustees work to support this work through their own networks and contacts.
Danbury Lakes Country Park Forum	Richard Hyland	Unknown never met	None - never invited and failed to respond to my queries for past minutes and future meetings	I think it's a must that a a city councillor is appointed, oversees and contributes to this city asset	Contacted: andrea.gabriel@essex.gov.uk ranger , essex county council, Andrew Seaman and Danbury Parish/Town Council nobody seems to have any minutes or meeting dates. Very frustrating

Essex Countrywide Traveller Unit	Jannetta Sosin	The ECTU is set up to deal with unauthorised encampments by gypsies and travellers. We are one of the many councils who contribute in the Essex area. Therefore it is important to monitor how our contribution is spent. The committee meets twice per year. The committee is briefed on the financial aspects of running the unit.	2	Yes	We also hear about how the county officers help the travelling community with their health and wellbeing. The officers encourage more parents to allow their young children to access education and if possible help older children access higher education. It is a delicate balance which depends on trust built up between officers and the community and which takes time and resources. The unit has dedicated team of police officers who attend encampments, maintain order and deal with problems which may arise while an unauthorised encampment is underway. Their careful handling of the situation is so important. Unfortunately the team also has other responsibilities in the countryside related to tackling hare coursing and illegal hunting so can be spread thinly at times. As always the whole team could do with more resources including more officers.
Essex Flood Partnership Board	Rose Moore	To establish transparent process, priorities and partnerships between Flood Risk Management Authorities and other interested groups across the county of Essex. 2. Achieve multiple outcomes for residents at risk of flooding in line with the Local Flood Risk Management Strategy and other duties under the Flood and Water Management Act 2010 and Flood Risk Regulations 2009. The aim is for all partners to lead and develop a coordinated approach to flood risk management within the county of Essex.	4	Yes	I have been a member of the Board since 2023, when the Terms of Reference were reviewed and agreed to 2025. Meetings provide a valuable opportunity for elected members to gain an insight into the challenges faced by Local Authorities across Essex due to Climate Change, particularly pertinent to our own current Local Plan review. The Executive Flood Officer Group oversees cross-boundary projects, seeking to achieve joined-up delivery and reduce duplication of effort. Given the range of waterways, flood plain, and estuarial landscapes within the City Council area, representation is also of benefit to our residents and businesses.
Essex Police, Fire and Crime Panel (sub)	Donna Eley	Scrutiny of Essex Police & Essex Fire & Rescue Service and the role of Essex Police and Fire Commission	18 (7 in person, 11 on-line)	Yes, especially in my role as Cabinet Deputy for Community Safety	I have found this to be a useful and interesting role. I have also sat on the Budget Setting Panel in this role which I found very useful as a Panel Member and to give me insight into the processes of the Police and Fire Services and the role of the EPFC Commissioner
Essex Waste Partnership Board	Rose Moore	Principally established to ensure cost-efficient and sustainable Waste Management services across Essex, the focus is now on Waste Reduction, and the implementation of the Essex Waste Strategy, towards the goal of a Circular Economy. It also serves as a forum for discussion of challenges/ new legislation, and sharing best practice.	3	Yes	Chelmsford City Council's Member and Officer representation on the Board has contributed to a more robust Waste Strategy for Essex (to 2050).
Galleywood Heritage Centre	Richard Hyland	Heritage and Social well-being are at the centre of operations at Galleywood Heritage Centre. The property and the trust fund and its income shall be applied for the benefit of the inhabitants of Galleywood and the surrounding areas without distinction of sex or of political, religious or other opinions by associating together inhabitants, local authorities, voluntary and other organisations in a common effort to advance education, in particular in the heritage of the local area and to provide facilities in the interest of social welfare for the recreation and leisure time occupation with the object of improving the conditions of life for the said inhabitants, which shall include the maintenance and management of a heritage and community centre in Galleywood for the benefit of the public.	14	I do believe it was beneficial to have a Chelmsford City councillor appointed to this outside body. The trustees continued to elect me as Chairman showing confidence in previous years actions and future plans put in place.	In 2023 the Heritage Centre continued holding regular exhibitions, talks, guided walks, family fun days, and other fund-raising activities on top of our hiring. The Centre has recovered entirely from previous significantly impacted trading years to return a surplus. Fund-raising including the Galleywood Heritage Centre tea-room income plays a key role in supporting the centre. This year the fundraising income net of expenses amounted to £ 21,925.04 ; income from hire of the facilities totalled £ 62,501 During the year trustees continued to improve the buildings and facilities. - Completed Marquee Flooring - Replace Office Manager Computer (aged) - Additional furniture for community use - Introduction of Lecturn and Microphone for talks - Additional Heating Controls to reduce carbon footprint The Trustees continue to face challenges in maintaining the buildings; the main building is now almost 100 years old. Currently we continue to have electrical phasing concerns under investigation, and we are seeking advice on improving our heating retention in the main building by improving the windows. Trustees will continue to seek income opportunities, grant funding and development of more community events to provide the funding for the sustainability of the trust, for improvements and for on-going maintenance works and restoration, to support heritage and community purposes. Signed Richard Hyland Chairman of Trustees – 20th February 2024 Trustees: Richard Hyland(Chairman), Neville Paul(Vice-Chair), Graham Mundy(Treasurer), Jean Blake, John Turkentine, Bob Villa, Stephanie Troop, Bill Woolward, Janette Potter Marie Hyland (Centre Manager) ☎01245 357700 ✉ mail@galleywoodheritagecentre.org.uk 🌐 www.galleywoodheritagecentre.org.u
KEGS Foundation Governors	Andrew Sosin	Hold and look after the assets of school	3	Yes, the school is significant to the city's well being	a constitution for revised body has been submitted to the Charities Commission and agreed
Marsh Farm Country Park Forum	Terry Sherlock	As we have never had a meeting I am not sure.	0	No	I think we should check if they are going to hold any meetings in the coming year before leaving.
Springfield United Charities	Ian Fuller	To provide assistance for individuals and families living in the wider Springfield area who are in need. This may involve buying furniture or appliances, helping to pay for school trips or other grants.	Every three months but can vary according to demand.	Yes. There are three city council appointments as well as officer support for the finances.	This past year new information leaflets and posters have been produced and distributed to schools and other organisations in the wider Springfield area. Better links have been established with Citizens Advice and SVP (the Society of St Vincent de Paul). This had led to an increase in applications and more people have been helped.

	Chloe Tron	To provide grants to those in need in the Springfield Parish area	There are 4-6 each year	Yes	As a local ward councillor, I feel well placed to serve on this trustee board. Without the councillor representation, I expect the charity would struggle to have sufficient trustees.
Success Essex	Marie Goldman	Federated Board of the now-defunct South East Local Enterprise Partnership (SELEP).	0	Not now (although it was when it was meeting).	SELEP no longer exists.
Tech Ambassadors	Marie Goldman	To bring together businesses in the technology sector across Chelmsford.	0	Yes	Will hopefully start meeting again.
	Nora Walsh	There have not been any meetings in the past 12 months.	0	There haven't been any meetings since I was appointed. However having an awareness of the body I think that it would be beneficial for a councillor to stay appointed. Hopefully there will be a meeting of the body at some stage in the future	Hopefully there will be a meeting in the future which I can attend



Chelmsford City Council Overview & Scrutiny Committee

14th October 2024

Work Programme

Report by:

Director of Connected Chelmsford

Officer Contact:

Jan Decena, Democratic Services Officer, email: jan.decena@chelmsford.gov.uk, tel: 01245 606260.

Purpose

The purpose of this report is to invite Members' comments on the Committee's work programme which has been updated since the Committee last met on 12 February 2024.

Recommendations

Members are invited to comment on the Committee's work programme, attached as Appendix 1 to this report and make any necessary amendments to it.

1. Background

- 1.1. The Committee's work programme has been updated following the meeting held on 12 February 2024 and is attached at Appendix 1.
- 1.2. Any changes to the programme since the last meeting are indicated by an asterisk and bold text in Appendix 1.

2. Conclusion

2.1. Member's comments are invited on the work programme.

List of appendices:

Appendix 1 – Work Programme

Background papers:

None

Corporate Implications

Legal/Constitutional: None

Financial: None

Potential impact on climate change and the environment: None

Contribution toward achieving a net zero carbon position by 2030: None

Personnel: None

Risk Management: None

Equality and Diversity: None

(For new or revised policies or procedures has an equalities impact assessment been carried out? If not, explain why)

Health and Safety: None

Digital: None

Other: None

Consultees:

Chair and Vice Chair of the Overview and Scrutiny Committee

Relevant Policies and Strategies:

Not applicable

APPENDIX 1

OVERVIEW AND SCRUTINY COMMITTEE**Work Programme**

** Any changes to the programme since the last meeting are indicated by an asterisk and bold text.*

<u>Subject</u>	<u>Author</u>
Report/s to be confirmed:	
*Presentation on Youth Engagement	Marc De'ath Chelmsford City Culture Services Manager
*Theatre Inform and Debate	Marc De'ath Chelmsford City Culture Services Manager
* Review of Parking Provision	Michael Adewole Parking and Highways Operations Manager
18 November 2024	
Performance Review Items	
*Cabinet Portfolio Updates	Leader of the Council Deputy Leader and Cabinet Member for a Fairer Chelmsford Cabinet Member for an Active Chelmsford
Update/Review of "Our Chelmsford, Our Plan"	Nick Eveleigh Chief Executive
Cabinet Member for a Growing Chelmsford's Annual Report on Housing Delivery	Jeremy Potter Spatial Planning Services Manager
*Annual Report of the Committee	Jan Decena Democratic Services Officer
Standing Items	
Report on Decisions Taken Under Delegation to the Chief Executive	Jan Decena Democratic Services Officer
10 February 2024	

Performance Review Items	
Cabinet Portfolio Updates	Cabinet Member for a Safer Chelmsford
Annual Presentation by Safer Chelmsford Partnership and Essex Police	Spencer Clarke Public Protection Manager Chief Inspector Paul Ballard, Essex Police
14 April 2025* <i>Might be rescheduled due to pre-election period (ECC elections)</i>	
Performance Review Items	
Cabinet Portfolio Updates	Cabinet Member for a Greener Chelmsford Cabinet Member for Finance
Reports from Representatives on Outside Bodies	Jan Decena Democratic Services Officer