MIDDLESBROUGH COUNCIL

Report of:	Director of Legal and Governance Services

Relevant Executive Member:	Executive Member for Finance and Governance

Submitted to:	Audit Committee

Date:	14 March 2024

Title:	Programme and Project Management Framework Assurance

Report for:	Information

Status:	Public

Strategic priority:	Quality of service

Key decision:	Not applicable
Why:	Not applicable

Subject to call in?:	Not applicable
Why:	Not applicable

Proposed decision(s)
That the Committee: • Approves the revised Programme and Project Management Framework (PPMF) 2024-27. • Notes internal audit opinion that robust arrangements are in place to govern programme and project management within the Council. • Notes project delivery performance over the past year. • Notes the plans to increase PMO capability and capacity to support delivery of the Council's strategic priorities, aims and emerging Transformation Programme.

Executive summary

This report provides an overview of the Councils approach to programme and project management arrangements to provide assurance that they are robust and fit for purpose to support the delivery of the Council's strategic priorities and aims and emerging transformation programme:

- Overview of the Council's corporate portfolio of projects delivery performance 2022/23-2023/24
- Improvements delivered during 2023/24
- Emerging Transformation Programme
- Revised Programme and Project Management Framework (PPMF) 2024-27

Audit Committee are asked to approve a revised Programme and Project Management Framework (PPMF) 2024-27.

Purpose

1. The purpose of this report is to outline the Council's approach to Programme and Project Management (PPM), to summarise activity in the past two years and planned developments for 2024 and beyond to provide the Committee with assurance that the Council has robust arrangements in place to support the delivery of the Councils strategic aims and priorities.

Recommendations

That the Audit Committee

- Notes the current arrangements in place to govern programme and project management within the Council.
- Acknowledges the improvements to the PPM framework and documentation.
- Acknowledges the improvement in project delivery performance over the past 12 months.
- Notes plans to further strengthen the PMO capability and capacity to support the delivery of the emerging transformation programme.
- Approves the revised PPMF 2024-27.

Rationale for the recommended decision(s)

2. To provide assurance to the Audit Committee that robust PPM processes and governance arrangements are in place to support the delivery of the Council's strategic priorities, aims and transformation.

Background and relevant information

3. The Portfolio Management Office (PMO) has responsibility for the strategic oversight of the Council's portfolio of programmes and projects that are managed within the corporate Programme and Project Management Framework (PPMF), which is in place to provide a consistent approach to PPM governance and documentation.

4. The PPMF is supported by an existing range of tools and templates and provides support and assurance for existing priority programmes and projects.

5. At the time of writing, the PMO has oversight of the corporate portfolio comprising 21 projects, all of which support the achievement of strategic priorities and which continue to further embed the PPM framework across the Council, ensuring compliance through monthly project health checks.

Performance 2022/23-2023/24

6. Projects managed within the portfolio are categorised as either Level 1 (the most complex projects) or Level 2, and their performance is assessed and reported using Red, Amber, and Green (RAG) indicators that measure how well the project is delivering against expectations.

7. The table below shows a positive increase in the overall performance status of projects to date (end February 2024) in the last 12 months:

Level	RAG	Target	End 2022/23	Feb 2023/24	On target	Direction of travel
1	Red	N/A	0%	0%	Yes	Optimum
	Amber	90%	8%	13%	Yes	Worsened
	Green		92%	87%		
2	Red	3%	0%	0%	Yes	Optimum
	Amber	90%	14%	0%	Yes	Optimum
	Green		86%	100%		
Totals	**Red**	**N/A**	**0%**	**0%**	**Yes**	**Optimum**
	Amber	**90%**	**10%**	**9%**	**Yes**	**Improving**
	Green		**90%**	**91%**		

Internal Audit Opinion

8. An internal audit of project management arrangements in 2023, determined that a sound system of governance, risk management and control exist, with internal controls operating effectively and being consistently applied to support the achievement of objectives in the area audited.

9. The overall opinion of the controls within the system was *'Substantial Assurance'* in relation to project governance arrangements in place to support the Council's strategic objectives, with a strong commitment to the PPM framework within the Council.

Improvements delivered during 2023/24

10. The PPM Framework and documentation has recently been reviewed and refined with the following minor amendments made to ensure the framework remains fit for purpose:

- Lowering the financial benefits thresholds in the Benefit Complexity Matrix tool, to ensure any projects delivering savings are prioritised and are given the highest level of governance and scrutiny.
- A revised and simplified Programme Definition document to ensure a more appropriate and proportionate level of detail is captured.
- A revised an simplified Level One Business Case to ensure a more appropriate and proportionate level of detail is captured.
- The development and implementation of 'An introduction to the Council's PPM Methodology' online training module.
- The introduction of monthly project health checks.

Emerging Transformation Programme

11. The Council is currently mid-way through a corporate governance improvement journey and is subject to a Best Value notice issued in January 2023, from the Department of Levelling Up, Housing and Communities (DLUHC).

12. To respond effectively to the wider governance challenges facing the Council, the corporate governance improvement plan was refreshed in September 2023 around two specific themes: cultural transformation and financial resilience.

13. An Independent Improvement Advisory Board was established to provide expertise, challenge, and advice against delivery of the revised governance improvement plan, with the first meeting taking place in September 2023. Progress against which (and including the Section 24 improvements), is reported at these monthly Boards, as well as each meeting of full Council and Audit Committee.

14. Whilst Government has since recognised progress made, however due to the seriousness and extent of the issues identified, the Best Value Notice has been extended for a further six months.

15. Within this timeframe, there is an expectation to demonstrate traction and progress on development and delivery of the corporate transformation portfolio.

16. Successful Council-wide transformation of the organisation is integral to delivering the Council Plan 2024-27, its Medium-Term Financial Plan, and removal of the Best Value Notice through development of new approaches to the design of service delivery, driving of improved controls and efficiencies, implementation of effective demand management measures as part of the wider governance improvement arrangements.

17. The scope, scale and pace of change required over the course of the MTFP will require building upon these foundations, refining governance and delivery approaches, applying best practice programme and project management principles in a pragmatic and proportional manner, and ensuring the PMO has the capability and capacity to deliver effectively.

18. The Portfolio Management Office (PMO) will play a vital enabling role in the successful delivery of the Council's Transformation Portfolio, and existing priority business as usual programmes and projects, both directly linked to the achievement of a balanced budget

over the next three years. It will do so by assuring, and supporting, the consistent application of sound programme and project management principles, applied practically and proportionally to ensure a balance of pace and control across the selection, design and delivery of priority initiatives.

19. A proposal to strengthen the capability and capacity of the PMO is currently under consideration.

20. To ensure the existing priority projects continue without disruption, it is proposed that the PMO Manager continues to focus on oversight, assurance and support of the existing Operational Portfolio, and that additional capacity is created dedicated to the Council's emerging Transformation Portfolio:

Substantive Roles

Existing PMO Manager (1.00 FTE) — Facilitates programme and project prioritisation, sets programme and project governance and delivery standards, leads the monitoring and assurance of programme and project delivery, retaining oversight of the corporate portfolio in its entirety.

PMO Support Officer (0.25 FTE) — Provides administrative and logistical support, supports programme governance, maintains information on the scheduling of PMO resources, assists in the production of communication materials, maintains tools and templates.

21. Over a likely period of the next 6 months+, the PMO will be expected to balance more than when in a steady state and to that end, the following structure is proposed for the Transformation PMO:
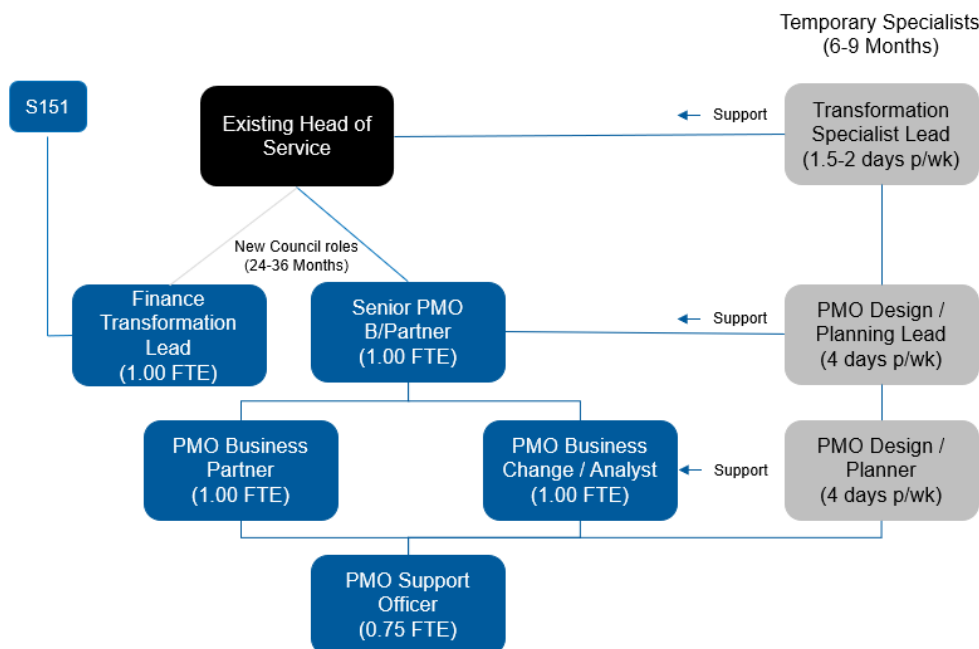
22. Once new transformation capability and capacity is implemented and embedded, a review of the PMO structure would be appropriate in consideration of the Council's longer-term requirements.

Other potential alternative(s) and why these have not been recommended

23. Not applicable.

Impact(s) of the recommended decision(s)

Financial (including procurement and Social Value)

24. The Council's approach to transformation is one of the key drivers of the Council Plan 2024-27, to ensure full alignment between the Council's ambitions and spending plans. In outlining an achievable programme of work that delivers performance improvement within reduced resources, the approach to transformation governance will support the Council in delivering value for money in the medium-term.

Legal

25. The PMO is a vital enabling role in the successful delivery of the Council's strategic priorities and aims, directly linked to the achievement of a balanced budget over the next three years, and continue to meet its various statutory duties, including the overarching Duty of Best Value.

Risk

26. The PPM framework provides for the effective management of programme and project risk, aligning this with the Council's strategic approach.

Human Rights, Public Sector Equality Duty and Community Cohesion

27. Not applicable.

Climate Change / Environmental

28. Not applicable.

Children and Young People Cared for by the Authority and Care Leavers

29. Not applicable.

Data Protection / GDPR

30. There are no concerns that the minor amendments made to the PPMF and documentation could impact adversely on data protection or GDPR.

Actions to be taken to implement the recommended decision(s)

Action	Responsible Officer	Deadline
Revised PPMF to be socialised and published on Council website and intranet.	Portfolio Management Office Manager	31 Mar 2024

Appendices

1	Programme and Project Management Framework 2024-27

Background papers

Body	Report title	Date
Corporate Affairs and Audit Committee	PMO Six monthly report	6 Jun 2019
Corporate Affairs and Audit Committee	Annual Assurance Report – Portfolio Management Office (PMO)	25 Jul 2019
Corporate Affairs and Audit Committee	Performance and Risk Management: Annual Assurance Report 2020	4 Feb 2021
Executive	Transformation: Governance Arrangements (Draft report)	13 Mar 2024

Contact: Gemma Cooper, Head of Strategy, Business and Customer
Email: gemma_cooper@middlesbrough.gov.uk

Portfolio, Programme and Project Management Framework: 2024-27

middlesbrough.gov.uk

Contents

Purpose

The purpose of this framework is to provide a robust overview of the Council's Programme and Project Management (PPM) methodology, to enable staff to gain an understanding of the approved practices and processes that must be adhered to, when managing the Council's portfolio of programmes and projects.

The framework expands on the Programme and Project Management Policy to give further detail on how projects are categorised, set up, developed, documented, monitored, governed and closed down, with links provided to the required documents and tools. Support and guidance are available via the Portfolio Management Office (PMO).

Definitions

Corporate governance	The systems, processes and values by which local authorities operate and by which they engage with, and are held accountable to, their communities and stakeholders.
Portfolio	A set of programmes and projects managed together to achieve an organisation's strategic objectives.
Programme	A temporary structure used to manage a set of interrelated projects to deliver outcomes and their benefits, aligned to strategic objectives. A programme will only be successful if its constituent projects succeed. Programmes often comprise of sequential work streams and / or tranches of related projects.
Programme management	The coordinated management of interrelated projects and business change activities to deliver beneficial change.
Project	A piece of planned work that is finished over a period to achieve a specific aim. Projects are different from routine operations in that they are temporary structure that introduce changes into the organisation and / or the community, and they do this in a *controlled* manner. Once changes are embedded, they become 'business as usual'. Projects often comprise sequential stages of activity.
Project management	The process of planning and controlling project resources to achieve a specific aim.
Business Change Management	The process of identifying, planning, delivering and evaluating business change activities throughout the life of a project.

Scope

The Council's Programme and Project Management Framework (PPMF), underpins the achievement of its strategic objectives. PPM activity does not include planned and structured business-as-usual (BAU) activity such as staffing reviews or reviews of existing strategies and policies. These will be managed through Directorate performance activity tracking.

The Council process for programme and project management is based on an interlinked process of Start - Plan - Deliver - Review / Close.

Start	Plan	Deliver	Review and Close
Defining the proposed programme or project and obtaining approval to proceed to the Plan stage by completing the Project Brief and Part One of the Business Case (Outline Business Case).	Justifying the programme or project and obtaining approval to proceed to the Deliver stage by completing Part Two of the Business Case and planning effectively to ensure that it achieves targeted deliverables and benefits.	Managing effective controls to ensure deliverables and benefits are achieved within agreed tolerances for scope, cost, time and quality.	Evaluating the programme or project, sharing lessons learned and handing back to 'business as usual' operations.

All eligible programmes and projects undertaken within the Council must comply with this framework. The following sections outline expectations on how programme and project management will be applied within the Council.

It is the responsibility of Programme and Project Sponsors and Programme / Project Managers to ensure compliance with this framework. Failure to comply with the requirements and standards will be addressed by training and support in the first instance unless the severity of the breach and nature of the issue means that performance capability and / or disciplinary processes are required to ensure ineffective programme and project management is addressed quickly and effectively.

Where projects are being delivered in conjunction with external partners, there is a need to strike a balance between having assurance of delivery and those projects which must follow the corporate PPM framework e.g., public sector reform and integration of health and social care, etc.

On that basis, the lead partner methodology will be adopted, providing assurance can be given that it meets a minimum standard against the corporate PPM framework e.g., full justification of project prior to initiation, robust business case, management of risks, gateway approvals, etc. The PMO will work with Project Managers to offer advice and guidance in these situations.

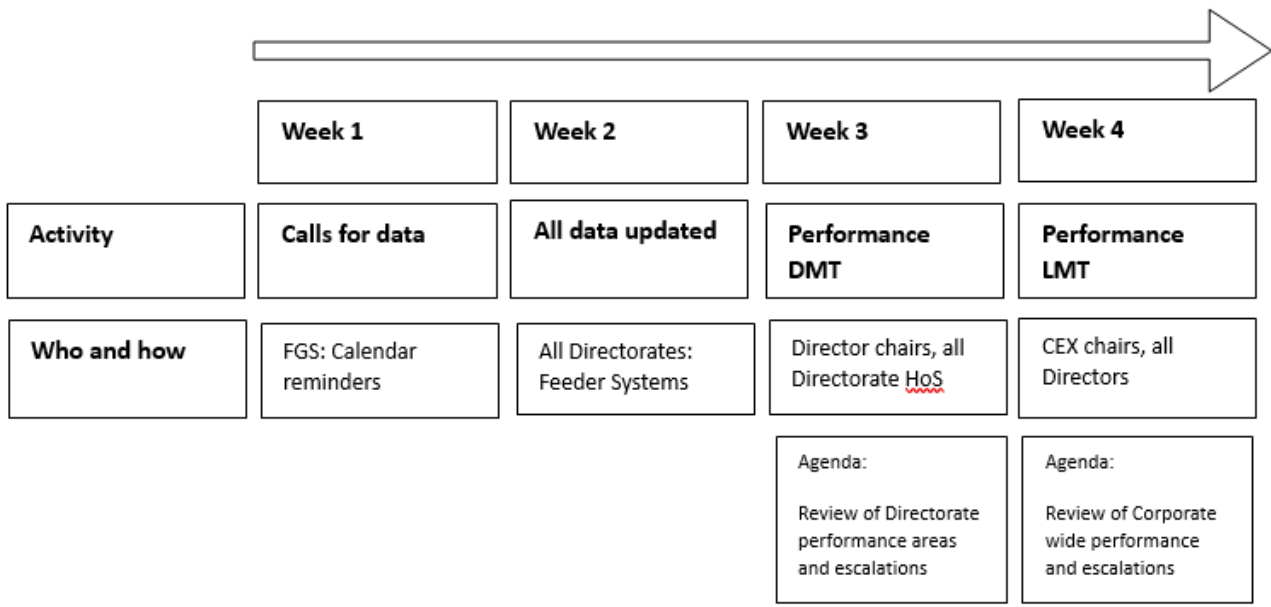### Portfolio, Programme and Project Governance

Middlesbrough Council (MBC) has a corporate portfolio, which is the totality of all the formal programmes and projects that are contributing to the achievement of strategic priorities and the Council Plan. This is further broken down into Directorate sub portfolios which may consist of one or more programmes with constituent projects and standalone projects.

Portfolios, programmes, and projects will be governed through a clear and integrated board structure that approve the initiation and continuation of activity through the project lifecycle via gateways, including routes for escalation and change control where required. LMT will sit as the Corporate Portfolio Board, supported by Directorate Portfolio Boards and local programme and project boards as appropriate. These Boards are encompassed within the monthly Directorate and LMT Performance meetings.

The structure ensures that projects and programmes are scrutinised in a uniform way with exceptions escalated to senior managers to ensure action is taken to bring portfolios, programmes, and projects back on track.

All decisions must be made at the appropriate Board, accurately recorded on an action / decision log and communicated to the project team via the Project Manager.

Consideration of these issues is embedded within a wider performance framework to ensure that a full view of Council performance in its widest context is presented to senior officers for consideration, monthly, as articulated by the diagram below:

	Week 1	Week 2	Week 3	Week 4
Activity	**Calls for data**	**All data updated**	**Performance DMT**	**Performance LMT**
Who and how	FGS: Calendar reminders	All Directorates: Feeder Systems	Director chairs, all Directorate HoS	CEX chairs, all Directors
			Agenda: Review of Directorate performance areas and escalations	Agenda: Review of Corporate wide performance and escalations

Roles and key responsibilities

Executive members	Overall responsibility for programme and project management across the Council, including agreeing the PPM policy and ensuring that organisational performance is managed, monitored and reviewed regularly.
Elected members	Agree the Mayor's priorities for Middlesbrough, the Council's Strategic Plan, Revenue Budget, and Investment Strategy (as Council) and scrutinise service performance in line with this policy. The role of elected officials is restricted to either scrutinising or approving activity in line with agreed authorities and delegations and being briefed accordingly in a timely fashion. It is not appropriate for elected officials to sponsor or otherwise lead projects or to fulfil any other project role as this would be highly likely to represent a conflict of interest with their scrutiny or Executive role.
Audit Committee	Review the effectiveness of PPM and receive a bi-annual assurance report on progress being made.
Corporate Board (Leadership Team)	Ensure the Council's portfolio fully aligns with its strategic objectives; review risks and exception reports for all Level 1 activity; identify appropriate recovery action, providing appropriate challenge, scrutiny and support.
Directorate Boards	Agree and resource the Directorate portfolio; review risks and delivery reports of all programmes and projects within the remit of the Directorate; approve / reject all gateway approvals / change controls; establish reasons for under-performance and identify appropriate recovery action, providing appropriate challenge, scrutiny and support.
Local Programme / Project Boards	Review and approve programme documentation for Directorate level approval; provide guidance to unblock issues and address risks to programme and project objectives. Boards will include the Sponsor, Programme / Project Managers and senior representatives of the customer, user and supplier (as relevant).
Programme Sponsors	Ultimately accountable for the success of programmes; champions and sells the programme to stakeholders; provides strategic direction and secures resources for the programme; acts as escalation point for decisions outside of programme manager's authority; represents programme at Directorate or Corporate Boards.
Project Sponsor	Ultimately accountable for the success of projects; provides direction and secures resources for the project; acts as escalation point for decisions outside of project manager's authority; represents project at Directorate or Corporate Boards.
Programme Manager	Completes programme level documentation as required by this policy and its supporting framework; plans, coordinates, and controls delivery of the programme; provides progress reports and escalates issues to Sponsor or Board where required.
Project Manager	Completes project level documentation as required by this policy and its supporting framework; plans, coordinates, and controls delivery of the project; provides progress reports and escalates issues to Sponsor Programme Manager or Board where required.
Project Teams	Responsible for delivering the project tasks to the set objectives, within budget and timescale, working to the Project Manager within the matrix environment.
Portfolio Management Office (PMO)	Strategic oversight of the Council's portfolio and compliance with this policy and its supporting framework, providing guidance training and support as appropriate; coordinates Board activity, reviewing monthly programme / project progress reports and reporting by exception to Boards.

Project Categorisation

Is it business as usual activity or a project or programme?

The following guide will be used to determine whether the proposed activity should be delivered within a PPM environment.

PPMF or BAU
Criteria.docx

Project level

Where it is deemed a formal project is required, projects will be defined using a common categorisation matrix, aligned with the Council's risk appetite, which will also determine governance arrangements to be applied to the programme or project, proportionate to scale, cost, risk, and benefit.

Smaller, simpler programmes and projects will have lighter-touch governance requirements, with larger, more complex activity subject to a greater level of oversight.

All projects do not require the same level of governance and scrutiny, therefore a structure of two levels will be used to ensure proportionate oversight is applied:

Level 1	Projects of the most strategic importance to the Council in terms of cost, risk, complexity to deliver and significant benefits. These projects will use the full framework documentation, be monitored by the PMO and reported by exception to the Directorate and Corporate Boards.
Level 2	Projects with intermediate levels of cost, risk, complexity to deliver and measurable benefits. These projects will require a lighter-touch project management discipline, will be monitored by the PMO, and reported by exception to Directorate and Corporate Boards where appropriate.

Where appropriate, activity across the Start, Plan, Deliver, Review and Close lifecycle may be condensed to ensure delivery at pace whilst also being consistent with the requirements of good PPM discipline and governance.

To categorise projects in a standardised way, a Benefit Complexity Matrix (BCM) tool has been devised that will score the projects based on benefit and complexity criteria, to be used by the PMO to determine the level of governance which a project requires.

BCM Assessment
Toolkit.xlsx

Programmes and projects that do not contribute to the Council's priorities will not be progressed through the PPMF, unless there is a legal requirement to do so.

Business Change Management

Projects produce outputs that may introduce long lasting change into the organisation. Whether the change is about processes, technologies, the structure of the organisation, or something else, each change impacts how individual employees do their jobs. For change to be successful, individuals must embrace, adopt and utilise the intended change.

An example of this could be the deployment of a new technology. If the capabilities are not utilised and exploited, the benefit that the organisation expects to get from the technology will not be fully achieved. In this instance, change management would be required to ensure that employees are aware of the new technology and what it aims to achieve, are bought into the change, trained in relation to how to use it, and of course ensuring that the new ways of working are adopted.

Change management is comprised of the tools and techniques deployed to manage the people side of change. Programmes and projects with a dependency on people to enable the achievement of benefits, will be required to evidence business change activity throughout the life of the project, which should be identified, planned, delivered, and evaluated as an integral part of the programme or project plan. Additional information and support tools can be provided via the PMO.

Programme Management Lifecycle

Start and Plan

Portfolio, Programme and Project creation

All projects will be connected to overarching Directorate sub-portfolios and programmes wherever possible to clearly articulate their contribution to strategic priorities.

Programmes may be cross-cutting, multi-disciplinary, risky, influenced by a wide range of stakeholders, and liable to change direction in the light of experience and external events. They can often span several years and are flexible so that they can be adapted and realigned if the organisation's strategic priorities change. This means that some of the constituent projects may be stopped and closed early if the outputs are no longer going to achieve the expected outcomes and benefits. New projects may also be added to the programme's portfolio throughout the life of the programme.

Programme Sponsors and Managers will be expected to complete a Programme Definition Document (PDD) to justify the creation of the new programme. The purpose of the document is to define the programme in terms of why it is needed, what it must achieve, its governance arrangements and how it will be managed.

It will be used to inform the decision whether the work of the programme should commence under the proposed structure.

Programme
Definition Document.c

The PDD should be treated as a live document and therefore, should be updated as and when any formal changes to the programme's time, cost, scope and benefits have been approved by the Directorate Board.

Establishing programme controls

Following approval of the PDD and to give the programme the best chance of successful delivery, it is important that robust **programme level** controls are established as soon as possible to demonstrate active management of the following areas:

- governance;
- programme benefits management;
- programme business change management;
- programme stakeholder management and communications;
- programme level risk management;
- programme planning;
- programme budget;
- programme resources; and
- programme dependencies.

Deliver

Programme outcomes and benefits are realised via the delivery and completion of its constituent projects. It is the Programme Managers responsibility to ensure robust oversight of each one and to provide Project Managers with active support and direction to ensure successful delivery.

Project and Programme Highlight Reporting

It is the responsibility of all Programme Managers to ensure monthly project highlight reports are produced using the Council's standard template to enable accurate reporting of the programme's progress and Red, Amber, Green (RAG) status to the Directorate and LMT monthly meeting using the project highlight report template:

Programme Highlight
Report.xlsx

Programme Change Control Process

In all programmes, issues will arise that may deflect the programme from its intended path e.g. a change to the Council's political leadership and / or strategic priorities or an unforeseen reduction in budget to fund the programme. In these circumstances, the Programme Manager must produce an escalation report that outlines the impact upon the expected outcomes and benefits of the programme so that the Programme Sponsor and DPB can determine if the programme is still viable.

If the programme is to continue and there is any change to the programme's original timescale, cost, scope and benefits, a Change Control document should be completed using the corporate standard template. This should be taken to the next available Directorate monthly meeting and if necessary LMT monthly meeting. Once the changes have been approved, the PDD should be updated accordingly, and this will become the new baseline against which progress will be monitored.

Change Control
template.docx

Review and Close

Closing down the programme

Once all the programme's constituent projects have been delivered, formally closed and handed over to BAU it the responsibility of the Programme Manager to produce a formal closure report that includes the following:

- aims and objectives of the programme;
- how well the programme performed against time, cost, scope and benefit realisation;
- key achievements of the programme;
- lessons learned;
- any follow-on actions to take forward to BAU; and
- on-going performance monitoring arrangements e.g. post programme evaluation of business change impact and benefits realisation.

Once the Programme closure report is completed, it should initially be sent to the PMO for quality assurance. If necessary, the PMO will provide comment and recommendations to further strengthen the document. Once the final amendments have been made it should be approved by the Project Sponsor prior to being formally submitted to the PMO to go to the next Directorate and Corporate Board.

Project Management Lifecyle

Introduction

As stated above, the Council process for programme and project management is based on an interlinked process of Start - Plan - Deliver – Review / Close. A project can only progress to the next stage after the appropriate gateway documentation has been completed and approved by the project sponsor and where appropriate, Corporate Board as illustrated in the diagrams below. This is to ensure that robust challenge can be given to the project throughout its life to confirm that the business case remains fit for purpose, affordable, deliverable and the expected benefits are still on track to be realised. It should be noted that approval given to start a project does not mean it will automatically progress through to completion and may be ceased at any time at the discretion of the Directorate /Corporate Board.
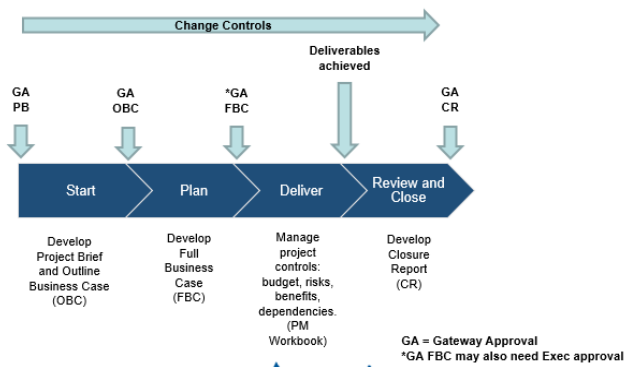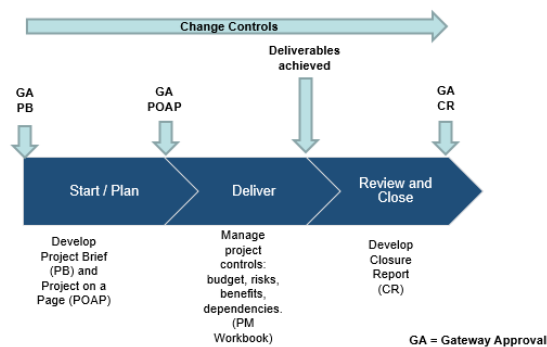
Project Business Case

All projects must be supported by a fully justified business case before any approval or funding from Executive can be sought, using the Council's standard templates.

The business case template for Level 1 projects has been developed using the Five Case Model, which is the UK public sector best practice approach to developing business cases. It consists of two parts; part one is the Outline Business Case (OBC), that covers the strategic and economic cases and includes an appraisal of the options that have been considered to deliver the change. Part two covers the commercial, financial and management cases and together both parts make up the Full Business Case (FBC).

Level 2 projects which are usually less complex and with a lower level of risk are required to complete a lighter touch business case called Project on a Page (POAP). For Level 2 projects that do not require a formal public consultation or procurement exercise, the Start and Plan stage may be condensed and a POAP submitted as Full Business Case at the end of Start stage. If approved, this will allow the project to bypass the Plan stage and move straight into Deliver.

For **all** Level 1 projects and any Level 2 projects that require a formal public consultation or procurement exercise, the full business case should only be completed following the conclusion of any consultation and procurement activity and submitted to the Directorate and if appropriate, LMT monthly meeting for approval at the end of Plan stage.

Project On a Page (POAP) 2.1.docx   Two Stage Business Case v3.2.docx

Social Value Projects

All projects must be able to demonstrate clear achievable benefits and a return on investment (of time, cost and effort), for the project to proceed. Most council projects usually realise tangible benefits in the form of financial / efficiency savings, income generation and economic growth for Middlesbrough Town. However, some projects are more focused on achieving wider social and environmental benefits which are often intangible and for which there is no market price. This is commonly referred to as social value, which is a collective term for acknowledging the value of all outcomes (not just economic or financial) in evaluation and decision making. It is the value that people place on the changes they experience in their lives because of the interventions that have been put in place.

For these type of projects, Project Sponsors are required to develop a fully justified business case that demonstrates a Social Return on Investment (SROI), i.e., predicts how much social value will be created if the interventions meet their intended outcomes. This will provide a rounded view to help make difficult decisions that balance economic, social and environmental trade-offs and to ensure funding is being directed at projects/programmes that most benefit society and improve people's lives.

To assist in this process, the council have adopted the Greater Manchester Combined Authority (GMCA) Cost Benefit Analysis (CBA) toolkit, which should be used to calculate the Social Return on Investment (SROI) for any social value project that is requiring funding classed as medium or higher in the BCM or is expected to have a significant saving. Additional support can be provided via the PMO and Finance Business Partners.

Copy of Greater
Manchester Cost Bene

GMCA Guidance.pdf

New Economy
Working Paper - Socia

Change Control Process

Once a project has been initiated, it is a common occurrence in all projects that issues will arise that may deflect the project from its intended path. To tackle this a straightforward control mechanism is needed so that anyone associated with the project can communicate to the Project Manager issues they think might require management attention, such as:

- changes to requirements (e.g., requests to change to the scope, objectives, target dates or detailed deliverables of the project);
- faults / errors (e.g., notification that one or more delivered products that have been signed-off after quality control are subsequently found not to meet specification);
- problems (e.g., a key stakeholder failing to meet commitments);
- risks that have become an issue reality (e.g., supplier failure, industrial action);
- loss of key skills (resignation, promotion, transfer, sickness); and
- concerns about the project and / or its deliverables

In many cases the Project Manager will have authority to deal with issues as part of day-to-day management. Potential changes that are outside of agreed project tolerances or beyond the Project Manager's authority which will impact upon the project's time, cost, scope and / or benefits should be referred to the Programme Manager and Project Sponsor and the recommended changes documented using the Council's standard Change Control template.

Change Control
template.docx

Approval of the Change Control document

Once the Change Control is completed, it should initially be sent to the PMO for Quality Assurance. If necessary, the PMO will provide comment and recommendations to further strengthen the document. Once the final amendments have been made it should be approved by the Project Sponsor prior to being formally submitted to the PMO to go to the next Directorate and Corporate Board.

In making the decision to approve the recommended changes, the relevant Board should consider the implications for the Benefits Realisation Plan:

- Will there be a change to the approved option?
- Will there be a change to the quantified value of any benefit?
- Will there be a change to the timing of delivery of any benefits?
- Will there be any new benefits arising from a proposed change?
- Is the change justified in terms of additional costs and risk?

Once approved, the Change Control should be recorded in the Change Control Log and the Outline Business Case amended with the relevant version control in place. Any changes approved to time, cost, scope and benefit will become the new baseline against which progress will be monitored.

Lifecycle Stage 1: Start

The 'Start' stage focuses on the 'what and 'why' and takes place prior to the formal initiation of the project. It is designed to assure the key stakeholders that it will be a reasonable and rewarding undertaking i.e., should be done, can be done, and will achieve benefits that contribute to the achievement of the Council's strategic priorities.

The key objective of this stage is to gain the approval necessary for initiating the project, which includes the following activities:

- project categorisation.
- completion and approval of the project brief;
- project set-up and establishing project controls;
- project highlight reporting;
- completing outline business case; and
- approval of the outline business case and progression to 'Plan' stage.

The 'Start' stage is usually triggered when a service identifies the need for a new initiative that will contribute to the achievement of strategic priorities; or organisational change / improvement need is identified.

New potential projects (referred to in this document as pipeline projects), should be brought to the attention of the PMO as soon as possible so that they can be initially assessed and categorised to ensure the correct level of governance is put in place from the outset.

Project Categorisation

Categorisation of the pipeline project is determined by an initial assessment made by the PMO of the project's potential benefits and complexity to deliver using the benefit complexity matrix (BCM) tool and Business-as-Usual v Project criteria as outlined above, prior to any formal work taking place.

To ensure an appropriate level of governance going into the 'Plan' stage, the project will be reassessed against the BCM tool again following completion of the Project Brief when more detail about the project is known, to confirm the level of project and governance required for the life of the project.

For those projects that do not meet the criteria of a Level 1 or 2 project but are still contributing towards the Council's priorities, these may be included the Directorate Service Plans and will be tracked via the corporate performance dashboard.

Progress on corporate performance is monitored monthly by Directorate Management Teams (DMT), and exceptions reported monthly to Leadership Management Team (LMT) and on a quarterly basis to the Executive and Overview and Scrutiny Board.

Completion and approval of the Project Brief

To initiate a new project, a Project Brief using the Council's standard template must be completed at the beginning of Start stage, which will provide a brief high-level overview of the project's purpose, how it will contribute to the achievement of the Council's strategic aims and priorities, its key objectives and scope.

Project Brief
v3.0.docx

Once the Project Brief is completed, it should be approved by the Project Sponsor prior to being formally submitted to the PMO and added to the corporate portfolio.

Project set-up and establishment of controls

Once approval has been given for the project to be further developed, there are several key activities required to set up the project:

- identify a Project Sponsor
- assign a Project Manager;
- establish a project board and project team;
- identify the extent of business change required;
- undertake an appraisal of the options considered to deliver the change;
- identify and secure resources for the Plan stage;
- develop a project plan for Plan stage; and
- identify key stakeholders and develop a communications plan.

To give the project the best chance of successful delivery it is important that robust project controls are established which should be proportionate to the level of the project.

A project management workbook has been developed and should be used to ensure the effective management of:

- action and decisions log;
- risks and issues;
- dependencies;
- project budget and financials;
- benefits realisation;
- project plan; and
- resources.

All project controls should be reviewed as a minimum, every month at Project Board meetings prior to the submission of a monthly project highlight reports.

Copy of Project
Workbook v2.xlsx

Project highlight reporting

It is the responsibility of Programme Managers to ensure all Project Managers complete monthly highlight reports using the Council's standard template to enable accurate reporting of the programme's progress and Red, Amber, Green (RAG) status to the Directorate and LMT monthly Boards.

Highlight reports should be approved by the Project Sponsor before being submitted to the PMO.

Project Highlight
Report word.docx

Any changes required to the dates for completing milestones during the 'Start' stage must be approved via completion of a Change Control and submitted to the PMO to go to the next Directorate and LMT monthly meeting and if necessary LMT monthly meeting.

Completion and approval of the Outline Business Case or POAP

As stated above either an Outline Business Case for Level 1 projects or POAP for Level 2 projects, must be completed and submitted at the end of Start stage. This document is owned by the Project Sponsor but may be completed by the Project Manager based on information derived from research undertaken to develop the project concept.

If the project is part of a wider programme of work, it is the Project Manager's responsibility to share the Outline Business Case with the Programme Manager in addition to relevant key stakeholders to ensure they have received programme level approval **before** wider approvals are undertaken.

Once completed, the Outline Business Case or POAP should contain enough information to enable the Project Sponsor and DPB to consider the proposed options and to decide whether the project is viable, affordable and worth considering in more detail.

Once the Outline Business Case is completed, it should initially be sent to the PMO for Quality Assurance. If necessary, the PMO will provide comment and recommendations to further strengthen the document. Once the final amendments have been made it should be approved by the Project Sponsor who will determine if the project can progress to the 'Plan' stage or in the case of Level 2 projects that do not require a formal public consultation or procurement exercise, to progress straight to the 'Deliver' stage.

Lifecycle Stage 2: Plan

The 'Plan' stage focuses on taking the current understanding of the 'what' and 'why', as documented in the project brief, and extending it to include a detailed definition of 'how', 'when', and by 'whom'. Its purpose is to build upon the information captured in the Outline Business Case (part one - strategic and economic cases) and through the completion of part two (commercial, financial and management cases), create a sound baseline for the Full Business Case.

The extent of work required to demonstrate this will be proportionate to the scale and scope of the project, though the following activities are expected to take place within this stage:

• identification of key stakeholders;
• further refining the recommended option;
• undertaking formal consultation / engagement;
• review and management of project controls;
• securing resources for delivery;
• producing detailed project plan for delivery;
• project highlight reporting;
• change control process;
• completing the full business; and
• securing approval of the full business case to move to the Deliver stage.

Identification of key stakeholders

To give the project the best chance of success and to gain buy-in from those that the project will affect, it is important that you identify who the key stakeholders are, their interest and influence on the project and develop a communications plan to keep them informed.

A stakeholder engagement and communications plan template has been developed to assist.

Stakeholder
Engagement.xlsx

Further refinement of the recommended option

The options appraisal in the Outline Business Case identifies a recommended option which is further defined during the Plan stage and may require a procurement exercise to include the full costs and measurable benefits to enable the completion of a Full Business Case.

Undertaking formal consultation / engagement

Formal consultation / engagement may need to be undertaken to assess the impact of the recommended option upon service users or staff. It is the responsibility of the Project Sponsor and Project Manager to ensure due regard has been given to the Council's Corporate Consultation and Engagement policy and to seek appropriate guidance on areas of concern from the Council's Governance and Information Manager.

Review and management of project controls

The project controls that were established in Start within the Project Management Workbook should be reviewed as a minimum, every month at Project Board meetings prior to the submission of a monthly project highlight reports.

Securing resources for delivery

The resources you will need at each stage of the project should be identified and confirmed and documented in the project business case, with a view to securing those resources to progress the project within the expected timescales, as early as possible.

A template to record and manage your resources can be found in the project management workbook above.

Producing detailed project plan for delivery

Planning is the most critical part of project management. Insufficient attention to this area is one of the main reasons projects fail.

To give your project the best chance of success, particular attention must be given to producing a project plan that is proportionate to the level and complexity of the project. As a minimum, Level 1 projects should have a detailed project plan that is broken down into sections that encompasses individual tasks with assigned resources and timescales for completion. It is not enough to simply have high level milestones.

It is also recommended that Level 2 projects adopt the same methodology as for Level 1 projects however as a minimum, key milestones must be documented within the project management workbook.

Project highlight reporting

It is the responsibility of Programme Managers to ensure all Project Managers complete monthly highlight reports using the Council's standard template to enable accurate reporting of the programme's progress and Red, Amber, Green (RAG) status to the Directorate and Corporate monthly Boards / meetings.

Highlight reports should be approved by the Project Sponsor before being submitted to the PMO.

Change control process

Any changes required to the dates for completing milestones or changes to the approved scope must be approved via completion of a Change Control and submitted to the PMO to go to the next Directorate and if necessary LMT monthly meeting.

Completion and approval of the Full Business Case

Level 1 projects that required further definition in 'Plan' stage should now complete the Full Business Case.

Part one of the Business Case (Outline Business Case), which covers the strategic and economic cases should be revisited to ensure that the information provided is still relevant and valid and should be updated where appropriate.

Part two of the Business Case covers the commercial, financial and management case and must be completed to an appropriate level depending upon the level and scope of the project. The results of any formal consultation / engagement exercise undertaken, confirmed procurement route (if applicable), confirmed costs and management plans to deliver the change must be included.

Once the Full Business Case is completed, it should initially be sent to the PMO for Quality Assurance. If necessary, the PMO will provide comment and recommendations to further strengthen

the document. Once the final amendments have been made it should be approved by the Project Sponsor and if necessary, approved at LMT monthly meeting.

The Directorate / Corporate Board will determine if the full business case is viable and has a high chance of realising the expected benefits. If approved, the project can progress to the 'Deliver' stage.

Lifecycle Stage 3: Deliver

The main purpose of this stage is to ensure robust management of the project controls to ensure the project will deliver within time, cost, scope and expected benefits, as detailed in the business case.

If any variances occur that are outside of the agreed project tolerances and delegated authority, this will trigger a change control to be escalated at the next Directorate monthly meeting and if necessary to the Corporate LMT monthly meeting.

The following activities take place within the 'Deliver' stage:

- detailed project plan is executed and kept up to date;
- robust management of project controls;
- effective utilisation of resources;
- stakeholders are kept informed and engaged;
- project roles and responsibilities are fulfilled;
- highlight reporting; and
- change control process.

Project plan

The project should be delivered, working to the detailed project plan. It is imperative that as well as the technical delivery aspect of the project (i.e. delivering the product) that the business change aspect of the project is delivered alongside and should form part of the overall project plan.

Robust management of project controls

Following approval of the business case, the Project Manager should ensure that the project controls established in the Project Management Workbook in 'Start' stage, are reviewed as a minimum every month at Project Board meetings and updated prior to the completion of the monthly highlight report. Project control documentation will be subject to quality assurance by the PMO to ensure robust management of project controls.

Effective utilisation of resources

The Project Manager is responsible for the effective utilisation of project resources to ensure that projects deliver. Any resource issues that arise during the 'Deliver' stage that pose a risk to the timely and successful delivery of the project must be addressed in the first instance with the Programme Manager at the earliest opportunity.

If the issue cannot be resolved it should be escalated to the Project Sponsor and if required, further escalated to the next Directorate monthly meeting and if necessary LMT monthly meeting.

Engaging and informing stakeholders

The Project Manager is responsible for ensuring the stakeholder engagement and communications plan that was established in the 'Plan' stage is further refined and executed to ensure key stakeholders are kept informed and engaged.

Fulfilment of project roles and responsibilities

The Project Manager is responsible for ensuring all project roles and responsibilities are fulfilled. Any issues that may arise during the 'Deliver' stage that pose a risk to the timely and successful delivery of the project must be addressed at the earliest opportunity.

If the issue cannot be resolved it should be escalated to the Programme Manager and Project Sponsor and if required, further escalated to the next Directorate monthly meeting and if necessary LMT monthly meeting.

Project Highlight reporting

It is the responsibility of all Project Managers to ensure monthly highlight reports are produced using the Council's standard template to enable accurate reporting of the programme's progress and Red, Amber, Green (RAG) status to the Directorate or Corporate / LMT monthly meeting, using the programme highlight report template:

Change Control process

Any changes required to the dates for completing milestones during the 'Start' stage must be approved through completion of a change control and submitted to the PMO to go to the next Directorate or if necessary LMT monthly meeting.

Once the changes have been approved, the project Business Case, or in the case of Level 2 projects, the POAP, should be updated to reflect the changes and this will become the new baseline by which projects are monitored.

Lifecycle Stage 4: Review / Close

The main purpose of this final stage I the project lifecycle is to undertake an assessment of the project's performance against the approved business case, ensure all project activities have been completed and that the outputs can be transferred to BAU.

Once the Project Sponsor is satisfied that the project plan has been delivered (or in the case of premature closure is no longer viable), and the intended outputs have been achieved they must ensure that the project is formerly closed.

The following activities take place within the Review / Close Stage:

- assessment of project performance (time, cost, scope);
- assessment of project objectives and deliverables;
- assessment of project benefits realisation;
- review of any remaining risks / follow-on actions to be transferred to BAU;
- capturing lessons learned;
- scheduling a post project implementation review (where appropriate);
- completion of Project Closure report and approval to formally close the project.

Assessment of project performance

An assessment of project performance against the approved time, cost and scope must be undertaken with any variances explained, to ensure a robust audit trail and to inform lessons learned for similar future projects.

Assessment of project objectives and deliverables

An assessment of the achievement of project objectives and deliverables must be undertaken, with any variances explained to ensure a robust audit trail and to inform lessons learned for similar future projects.

Assessment of project benefits realisation

An assessment of the achievement of project benefits realisation both financial and non-financial must be undertaken with any variances explained to ensure a robust audit trail and to inform lessons learned for similar future projects.

It is common for some benefits to be realised following closure of the project and therefore, appropriate arrangements should be made to ensure any outstanding benefits continue to be monitored through normal BAU processes e.g., performance monitoring or within the monitoring of the wider programme / project.

Equally, a review of the project's risks must be undertaken to ensure that all risks are either closed or transferred to appropriate BAU risk monitoring or the wider programme / project.

To ensure a smooth transition from project to BAU it is essential that any follow-on actions are identified, ownership agreed, and timescales set for completion.

Capturing lessons learned

To ensure the organisation can become more effective at delivering projects and to avoid costly errors, it is important that a review of the lessons learned is undertaken, documented and shared

with relevant parties. It is good practice to capture lessons learned (both positive and negative) throughout the life of the project.

Post-project implementation review

If the project included a business change element that had an impact upon people (internal or external), business processes and / or a change to service delivery, it is recommended that a Post Implementation Review is undertaken 6-12mths following project closure, where appropriate to ensure that the changes have been successfully embedded and to assess the impact of the changes made including post-project benefits realisation.

Completion and approval of the Project Closure report

Projects must complete a Project Closure Report using the Council's standard template.

The activities undertaken during the 'Review / Close' stage as outlined above will enable the completion of the Closure Report. The level of detail within the report will be determined by the scale and scope of the project and will be agreed between the Project Sponsor, Programme Manager and Project Manager.

Project Closure
Report template.docx

Once the Closure Report is completed, it should initially be sent to the PMO for Quality Assurance. If necessary, the PMO will provide comment and recommendations to further strengthen the document.

Once the final amendments have been made it should be approved by the Project Sponsor prior to being formally submitted to the PMO to go to the next Directorate monthly meeting and if necessary LMT monthly meeting.

Further information and support

In addition to the corporate standard documents referred to within this framework, a full suite of supporting project documentation templates can be found **here.**

Further guidance and support on the framework set out in this document can be provided by the Portfolio Management Office.