

Gateway Review Process Best Practice - Gateway to success

Review 4 Readiness for Service

Revised – April 2011



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Introduction to the Gateway Process

Why getting programmes and projects right matters

Programmes and projects provide an important vehicle for the efficient and timely delivery of government aims. Procurement expenditure through programmes and projects is a significant and increasing proportion of total government expenditure. Good and effective management and control of programmes and projects is therefore essential to the successful delivery of government objectives. The Gateway Process is designed to provide independent guidance to Senior Responsible Owners (SROs), and indirectly to programme and project teams, on how best to ensure that their programmes and projects are successful.

The Gateway Process

The Gateway Review Process examines programmes and projects at key decision points in their lifecycle. It looks ahead to provide assurance that they can progress successfully to the next stage; the Process is recognised as best practice by New Zealand government. Gateway Reviews are applicable to a wide range of programmes and projects, including:

- policy development and implementation
- · organisational change and other change initiatives
- · acquisition programmes and projects
- property/construction developments
- IT-enabled business change
- procurements using or establishing framework arrangements.

The principles and process in this workbook can also be applied to management of other areas of expenditure in the organisation. The process is mandatory for qualifying procurement, IT-enabled, and construction programmes and projects.

Value of the Gateway Process

Gateway Reviews deliver a 'peer review' in which independent practitioners from outside the programme/project use their experience and expertise to examine the progress and likelihood of successful delivery of the programme or project. They are used to provide a valuable additional perspective on the issues facing the internal team, and an external challenge to the robustness of plans and processes.

The Gateway Review Process provides support to SROs in the discharge of their responsibilities to achieve their business aims, by helping the SRO to ensure:

- the best available skills and experience are deployed on the programme or project
- all the stakeholders covered by the programme/project fully understand the programme/ project status and the issues involved

- there is assurance that the programme/project can progress to the next stage of development or implementation and that any procurement is well managed to provide value for money on a whole-of-life basis
- · achievement of more realistic time and cost targets for programmes and projects
- improvement of knowledge and skills among government staff through participation in Reviews
- provision of advice and guidance to programme and project teams by fellow practitioners.

Differences between Programmes and Projects

Programmes are about managing change with a strategic vision and a routemap of how to get there. They are able to deal with uncertainty about achieving the desired outcomes.

A programme approach should be flexible and capable of accommodating changing circumstances such as opportunities or risks materialising. It co-ordinates delivery of the range of work (including projects) needed to achieve outcomes, and benefits, throughout the life of the programme.

A project has definite start and finish dates, a clearly defined output, a well defined development path, and a defined set of financial and other resources allocated to it; benefits are achieved after the project has finished and the project plans should include activities to plan, measure and assess the benefits achieved by the project.

Programme Reviews are carried out under Gateway Review 0: Strategic assessment. A programme will generally undergo three or more Gateway Reviews 0: an early Review, one or more Reviews at key decision points during the programme, and a final Review at the conclusion of the programme.

Project Reviews are carried out under Gateway Reviews 0 to 5; typically a project will undergo all six of these Reviews during its lifecycle – four before commitment to invest, and two looking at service implementation and confirmation of the operational benefits. Project Reviews may be repeated as necessary depending on the size, scope and complexity of the project. A Review of a project must take into account the programme context within which the project is located, and possible inter-dependencies with other projects in the programme. The review will also indicate how far procurements align with strategic and policy objectives.

Each of these Reviews is described in the appropriate Gateway Review Workbook.

Gateway Reviews as part of the assurance framework

Every Agency will have its own structures and resources for carrying out internal reviews, healthchecks and audits of its activities, including programmes and projects. The Gateway Review Process provides a snapshot view of progress at a point in time and therefore should be seen as complementary to these internal processes and not a replacement for them.

Gateway Review Process – State Services Commission, April 2011

Organisations should have in place an effective framework to provide a suitable level of assurance for their portfolio of programmes and projects. This requires management to map their assurance needs and identify the potential sources for providing them. Agencies are encouraged to ensure adequate and timely co-ordination and sharing of information, including plans, between the various internal review functions.

In addition, SROs should be aware of the extent and limitations of the various review processes. For example, the fact that a Gateway Review has taken place does not replace the need for a full audit opinion on the effectiveness of risk management, control and governance in the audited area.

Further, none of these review processes is a substitute for a rigorous governance framework in the organisation to manage key processes, including business planning, investment appraisal and business case management (including benefits management), programme and project portfolio management, risk management, procurement/acquisition, and service and contract management.

The New Zealand Government's new regime for Capital Asset Management (CAM) will improve the quality of asset management and create value for money gains. The CAM regime includes:

- a formal two-stage Cabinet approval process, which applies to all new capital investment proposals after Budget 2008 with an expected whole-of-life cost greater than \$25 million (inc. GST) that require Cabinet approval (under current rules) or are assessed as high risk based on the New Zealand Gateway[™] risk profiling methodology
- a requirement that new, high risk capital expenditure proposals will be subject to an additional layer of project or programme assurance, based on the UK OGC GatewayTM approach, irrespective of the funding source.

In 2007 Cabinet Minute 07 44/1 directed that Gateway be undertaken for projects initiated after 1 January 2008 that:

- Have an expected whole-of-life cost of more than \$25 million or -
- Are assessed as high risk

In 2010 Cabinet Circular CO (10) 2 refined the requirement:

Cabinet has directed that Gateway reviews are mandatory for performed for all projects that are identified as *high risk*. The Cabinet-mandated process for determining whether a project is eligible for Gateway is:

- 1. Departments must, and Crown agents are expected to, complete an initial Risk Profile Assessment (RPA) for any project that would expose the government to significant fiscal or owner ship risks if it were not delivered within the projected functionality, cost and timelines.
- 2. Where an RPA produces a Medium or High risk score, it must be submitted to the SSC Gateway Unit for consideration of eligibility for Gateway.

- 3. The Gateway Unit and other Central Agency groups review the RPA and determine whether the project must be subject to Gateway.
- 4. Alternatively, a Minister may request that a project be subject to Gateway even if it is not formally identified as high risk.

Role of the Senior Responsible Owner

A Gateway Review is conducted on a confidential basis for the Senior Responsible Owner (SRO), who has prime responsibility for initiating the Review. The ownership of the Review Report rests with the SRO, who is accountable for the implementation of the recommended remedial action and the programme/project progression.

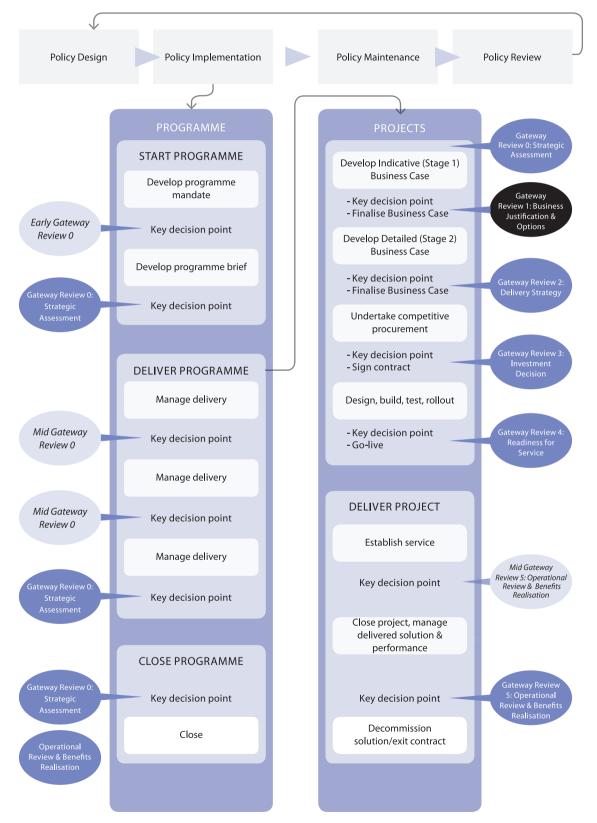
The SRO is the individual responsible for ensuring that a programme of change or a project meets its objectives and delivers the projected benefits. The SRO should be the owner of the overall business change that is being supported by the project, and should ensure that the change maintains its business focus, has clear authority and that the context, including risks, is actively managed. This individual must be senior and must take personal responsibility for successful delivery of the project. They should be recognised as the owner throughout the organisation.

Tailoring the Gateway Review

The workbooks published by SSC provide guidance on the structure of each Gateway Review and the areas of investigation to be addressed by the Review Team, together with examples of the evidence which would demonstrate to the Review Team that the project team has taken an adequate approach to the topic.. These topics and the examples of evidence should be regarded as indicative and not prescriptive, within the overall objectives of each review stage. The Review Team should consider whether additional or different topics need to be addressed and the evidence to be sought. Approaches may vary according to the context of the programme or project – for example, IT-enabled business change, property/construction, or policy development/implementation.

Overview of the Gateway Process





Gateway Review 4: Overview

About this workbook

This workbook supports Gateway Review 4: Readiness for service. This Review investigates the organisation's readiness to make the transition from the specification/solution to implementation. Where appropriate, it will assess the capabilities of delivery partners and service providers. The Review also confirms that ownership of the project is clearly identified after handover to operational services.

Purposes of the Gateway Review 4

- Check that the current phase of the contract is properly completed and documentation completed
- Ensure that the contractual arrangements are up-to-date
- Check that the Detailed Business Case is still valid and unaffected by internal and external events or changes
- · Check that the original projected business benefit is likely to be achieved
- Ensure that there are processes and procedures to ensure long-term success of the project
- Confirm that all necessary testing is done (e.g. commissioning of buildings, business integration and user acceptance testing) to the client's satisfaction and that the client is ready to approve implementation
- Check that there are feasible and tested business contingency, continuity and/or reversion arrangements
- Ensure that all ongoing risks and issues are being managed effectively and do not threaten implementation
- Evaluate the risk of proceeding with the implementation where there are any unresolved issues
- Confirm the business has the necessary resources and that it is ready to implement the services and the business change
- Confirm that the client and supplier implementation plans are still achievable
- Confirm that there are management and organisational controls to manage the project through implementation and operation
- Confirm that contract management arrangements are in place to manage the operational phase of the contract
- Confirm arrangements for handover of the project from the SRO to the operational business owner; transition plans, handover-to-production checklists, updated governance structures.
- Confirm that all parties have agreed plans for training, communication, rollout, production release and support as required
- Confirm that all parties have agreed plans for managing risk

- Confirm that there are client-side plans for managing the working relationship, with reporting arrangements at appropriate levels in the organisation, reciprocated on the supplier side
- Confirm information assurance accreditation/certification
- · Confirm that defects or incomplete works are identified and recorded
- Check that lessons for future projects are identified and recorded.

Readiness for service

Gateway Review 3 covered the activity up to contract signature or agreement to place work with an existing supplier or partner. This Gateway 4 Review focuses on whether the solution is robust before implementation; how ready the organisation is to implement the business changes that occur before and after delivery; the contract management arrangements that are in place or being arranged; and whether there is a basis for evaluating ongoing performance. For strategic partnership contracts, it is particularly important to ensure that the project is well prepared for the contract management phase. This would mean that a governance structure is being developed for the operational phase of the project, together with adequate budgets, appropriately skilled staff from the client and provider, and appropriate accommodation for the service management team.

For property/construction projects, this Review takes place after the project has been approved as ready for use. Commissioning will have taken place, although this will not be completed until after occupation, as systems are re-balanced to take account of the effect of occupancy. For ITenabled projects, this Review takes place after all testing, including business integration and business assurance testing, has been completed and before rollout or release into production.

1: Business Case and stakeholders

AR	EAS TO PROBE	E	VIDENCE EXPECTED
	Is the project still required?		Where relevant approval of changes to requirement defined at Gateway Review 3, which remain within the scope of the original Government Electronic Tender Service (GETS) advertisement
			Communications with stakeholders
			Project Board endorsement of:
			 updated Business Case and benefits plans
			 evidenced reviews of the solution against the requirement
			 reconciliation of current government and organisation objectives with those defined at Gateway Review 3
			 plans for modular/incremental implementation, where required.
1.2	Does the project meet the business need?	-	Confirmation that the operational service or facility (or partnering contract, where applicable) is approved by stakeholders.
1.3	Is the Business Case still valid?	-	Updated project plan (and programme plan if appropriate) and Business Case documents justifying implementation:
			meeting business need
			 likely to deliver value for money
			■ affordable
			 achievable, with implementation broken down into modules/increments where appropriate.
1.4	Are there any changes		Change management documentation for:
	between award of contract and completing of transition/ testing that affect plans for business change?		impact analysis
			 products, design or operational changes
			justified and approved changes
		1	Updated Business Case and benefit plan for the business change
			Updated processes, procedures and activities.

1.5	Is the organisation ready for business change?	•	Agreed plans for business preparation, transition and operational phases, handover to BAU governance structures, and, where appropriate readiness of IT and/or new facilities
		-	Communications plan Informed and trained staff
		-	A clearly defined service management function/ organisation in place.
1.6	Can the organisation implement the new services and maintain existing services?	-	Resource plan, showing:capacity and capabilityresources available to meet commitments.
1.7	Are there resources available with, where required, the appropriate skills and experience?	-	Internal and external commitment to provide the resources required Job descriptions for key project staff Skills appraisal and plans for addressing any shortfalls
		-	Appropriate allocation of key project roles between internal staff and consultants or contractors.

2: Risk management

AR	EAS TO PROBE	E	IDENCE EXPECTED
2.1	Have the risks and issues identified at contract award phase been resolved?	-	Risks satisfactorily resolved – no outstanding issues.
2.2	Are risks and issues associated with the implementation phase being properly identified and managed?	•	Risks satisfactorily resolved – no outstanding issues Remaining risks only associated with commissioning and service delivery Risks fully quantified with appropriate risk management plans in place.
2.3	If there are unresolved issues, what are the risks of implementing rather than delaying?	•	Project risk management strategy in place, developed in line with best practice Assessment of all remaining issues and risks, with responsibility for management of residual risks clearly defined
		•	Evaluation report on the risk and impact of cancelling, delaying or proceeding with implementation that considers:
			the project outcome and wider programme of changebenefits realisation
			 consequences for supplier, client, business, stakeholders, users, etc
			 other factors such as financial outcome, political issues and delivery.
		1	Options and management plans for all scenarios and a recommendation based on sensitivity analysis
		•	Project Board has ratified the recommendation to delay or proceed with implementation.

3: Review of current phase

AR	EAS TO PROBE	IDENCE EXPECTED	
3.1	Does the total service or facility meet the acceptance criteria?	Acceptance criteria documented and plans in manage the process in the event the criteria a (e.g. too many Priority 2 problems)	
		Justification and authorisation of any change specification	s to original
		Analysis of 'as built' products to show how t complies with acceptance criteria.	he solution
3.2	Is the project under control? Is it running according to	Reconciliations of cost with budget and actu with planned schedule	al schedule
	plan and budget?	Updated risk register and issue log	
		Status reports for communication and extern activities	al relations
		Reports on environmental performance, whe applicable	re
		Compliance with statutory requirements (e.g safety, data protection)	. health and
		Contractual issues resolved and recorded	
		For IT-enabled projects - compliance with D of Internal Affairs e-government frameworks as e-GIF (see the Supporting documents sect a full list); consideration of information assu requirements in relation to business objective	s such ion for rance
		compliance with IT security requirements (C Information Security Manual).	CSB's NZ
3.3	Have all the stakeholder issues been addressed?	Progress reports completed and circulated as communication plan for stakeholder information	-

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3.4 Have all new system/service/ business process testing and commissioning/acceptance (or transition) procedures	 Commissioning/test plans, results and analysis of products against acceptance criteria Commissioning/test results that conform to the predefined criteria 	
	been completed?	 Ratified test reports and logs
		 Commissioning/testing team with relevant skills and experience
		 Confirmed 'end-to-end' testing, including changed or new business processes
		 Testing takes into account future modules or deliverables
		 Missing or incomplete items and agreed corrective action documented.
3.5	Have all parties accepted	 Plans and procedures by supplier and client.
1	the commissioning/test results and any action plans required?	 Agreements in place on a process for addressing any issues still outstanding at handover.
;	and tested business contingency, continuity and/or reversion plans for rollout, implementation and operation?	 Fully documented and timetabled decision paths for key aspects (e.g. go/no go decisions on rollout) with decision makers clearly identified and informed
1		 Where appropriate, plans should cover IT components as well as the business
		 Endorsement by Project Board and supplier
		 Listed roles and responsibilities, resources allocated and staff trained
		 Commissioning/testing represented expected scenario(s)
		 Plans for transition to new ways of working, where applicable
		 Plans for handover to facilities management, where applicable
		 Training plans and relevant supporting material, if required
		•

3.7	Have the supplier and all		All required plans in the contract
	internal and external parties agreed these plans? These	1	All parties, or their representatives, are aware of and have agreed their responsibilities
	could include: management of change	1	Where relevant, partnering agreement in place or planned
	migration and data transfer		Shared understanding of the change control process.
	client and supplier implementation		
_	rollout.		
3.8	Have any changes to the contract been previously	-	Contractual basis for 'manage and operate contract' reviewed and agreed
	forecast, accurately recorded and approved?	•	Contract documentation with appropriate authority for all changes since award, including rationale for the change.
3.9	Is the organisation ready to manage the contract in the	1	The current degree of involvement of the future operational contract management team
	operational environment?	•	The handover arrangements regarding knowledge and learning between provision of assets (where required) and contract management teams
		•	Identification of the members of the Project Team who will be available to the contract management team over the first year of operation
		1	Any issues related to defects in the finished product expected and if so how these will be dealt with.

4: Readiness for next phase: Operations review and benefits realisation

AR	EAS TO PROBE	E	VIDENCE EXPECTED
4.1	Are all project elements ready for service?		Updated schedules
		1	Health and safety file
			Handover certificates
		1	Test and commissioning data
			Plans for transition are in place
			Plans for 'operate contract'/service phase available
			Contingency plan in place, if required
			Technical documentation available, including:
			 delivered drawings
			operating manuals
			instructions
			 information assurance documentation.
4.2	Is ownership after handover		SRO has identified the business owner for the
	clearly understood?		operational service, where applicable
		-	SRO has identified and agreed the critical success factors with the business owner
		-	Handover responsibilities and arrangements documented and agreed by both parties.
4.3	Is the client ready to adopt new ways of working, where	-	New business processes have been thoroughly worked out, tested and are ready to go 'live'
	applicable?	-	Information and support are available (e.g. customer information at call centres)
		•	Where applicable, members of the public as end-users are aware of the new service and can find out more if they want.

4.4	Is the long-term contract management process in place?		Detailed plans, roles, responsibilities, governance structure, including any escalation process, and organisation in place for client and supplier, with reporting arrangements at appropriate levels
		-	Identification of the operational business owner if different from the SRO
		-	Appropriate number of suitably qualified staff appointed by client and supplier, with continuity planned; skills appraisal and plans for addressing any shortfalls
		-	Staff managing the contract are trained for and aware of their contract management role; they are familiar with the contract aims and purpose
		-	Plans for managing service delivery, changes to the contract and relationship with supplier.
4.5	Is there a process to manage and measure performance?		Performance management plans in place
		-	Performance enhancement process agreed with service provider and documented in contract before award
		-	Means of measuring performance agreed with service provider/partners.
4.6	Is there a process to manage and measure benefits?	-	Benefits management plans in place, linked to programme outcomes where applicable
		•	Means of measuring benefits agreed with service provider/partners
		-	For collaborative projects, all parties understand and agree their responsibilities and arrangements for benefits realisation.
4.7	Have ongoing operation and maintenance been considered in detail?	-	Issues and ongoing costs relating to maintenance (of buildings and/or IT infrastructure and applications as appropriate) monitored against expectations and addressed.
4.8	Is there a process for ongoing post- implementation reviews?	-	Plan for post-implementation reviews endorsed by supplier and internal and external parties.

Typical project documentation

The areas of investigation, together with examples of evidence, should be available before the Gateway 4 Review starts. The information is likely to be found in the documents suggested below, but may be located in other programme or project documents or elsewhere in the organisation's documentation system:

- an updated requirements definition with any changes agreed during the period up to Gateway Review 4.
- updated Detailed Business Case and plans for benefits realisation that reflect the effect of any requirements changes, and the plans for service delivery. As a minimum, where what has been delivered differs from the business case as signed-off there should be documents describing all changes; these should be traceable to the signed-off business case and demonstrating the approval process.
- close-out documentation (if the project ends at implementation); status reports and reconciliations for:
 - cost versus budget
 - actual versus planned schedule
 - risk management
 - communication and external relations
 - environmental performance
 - adherence to statutory requirements
 - an assessment of contractual issues during the project to date
 - lessons learned during the project (if the project ends at implementation)
 - governance arrangements for the management of the operational contract
 - a plan for performance measurement
 - the updated contract
 - test plan and test reports
 - progress reports on development and construction
 - updated risk register and issues log, including residual risks
 - for IT-enabled projects, updated contingency and reversion plans
 - outline project plans through to completion and detailed plans for the next stage
 - the plan for management of change, including expected changes to requirements over time
 - details of any facilities not provided to the required specification and any missing or deficient items, with agreed plans for addressing any outstanding issues
 - risk management strategies
 - benefits management plan.

- transition plans detailing how the project work will be handed over to business-as-usual; including details of transitions to a BAU governance structure
- for IT-enabled projects, information assurance documentation (accreditation), handover-toproduction checklists, operational and maintenance instructions and warranties
- for construction projects, updated health and safety file, operational and maintenance instructions (e.g. maintenance and operation manuals) and warranties.

Supporting guidance

- Department of Prime Minister and Cabinet: defining document for the Gateway review process:
 - Cabinet Circular CO (10) 2: www.dpmc.govt.nz/cabinet/circulars/co10/2.html
- New Zealand State Services Commission:
 - Gateway process: search for the following documents in www.ssc.govt.nz/gatewayprocess:
 - The Gateway Process: A Manager's Checklist Provides a set of key questions that SROs should consider to determine the progress of their programme or project and the potential for success.
 - Gateway review workbooks
 A workbook for each Gateway review provides detailed questions to support each Review.
 - Guidelines for Managing and Monitoring Major IT Projects: www.ssc.govt.nz/ITguidelines
- New Zealand Treasury:
 - Better Business Cases guidance www.infrastructure.govt.nz/publications/betterbusinesscases
 - Cost Benefit Analysis primer: www.treasury.govt.nz/publications/guidance/planning/costbenefitanalysis
 - Treasury Capital Asset management framework: https://psi.govt.nz/cam/default.aspx
 - Guidance for Public-Private Partnerships: www.infrastructure.govt.nz/publications/pppguidance
- New Zealand Ministry of Economic Development (MED); search for the following documents in www.med.govt.nz:
 - Annual Procurement Plan (APP) template (part of Rules; also to give prior warning to market)
 - Government Procurement Advisory Notes
 - Mandatory Rules for Procurement
 - Policy Guide for Purchasers
 - Regulatory Impact Analysis (RIA)
 - Strategic Procurement Outlook template (gives prior warning to market)
- Department of Internal Affairs
 - igovt services Public Service departments, the New Zealand Police, the New Zealand Defence Force, the Parliamentary Counsel Office, the New Zealand Security Intelligence Service and Crown agents all need to be aware of directions relating to certain igovt services.

All these agencies have been directed, either by Cabinet or, in the case of Crown agents, by a whole of government direction under the Crown Entities Act, to consult with the Department of Internal Affairs before developing a proposal to invest in or build online

credential management or identity verification capability as an alternative to using all-ofgovernment shared authentication services (the igovt logon service and the igovt identity verification service).

- Directions and Priorities for Government ICT: www.dia.govt.nz/diawebsite.nsf/ wpg_URL/About-us-Our-Organisation-Directions-and-Priorities-for-Government-ICT?OpenDocument
- Identity space: www.dia.govt.nz/diawebsite.nsf/wpg_URL/Services-Identity-Verification-Service-Government-Directions-Regarding-igovt-Services?OpenDocument
- Enterprise Architecture: www.e.govt.nz/enterprise-architecture
- NZGOAL: www.e.govt.nz/policy/nzgoal
- Standards space: www.e.govt.nz/standards/e-gif-3.3/standards
- e-GIF remains current and includes web standards and authentication. FEA Principles remain current
- GEA-NZ Government Enterprise Architecture NZ is under development by DIA and will incorporate many of these requirements and standards.
- New Zealand Office of the Controller and Auditor-General; search for the following documents in www.oag.govt.nz/reports
 - Achieving public sector outcomes with private sector partners (2006)
 - Managing conflicts of interest: Guidance for public entities (2007)
 - Procurement guidelines for Public Entities (2008)
 - Public Sector purchases, grants and gifts: Managing funding arrangements with external parties (2008)
- UK Office of Government Commerce OGC is now part of the new Efficiency and Reform Group within the Cabinet Office but the OGC website is still active (www.ogc.gov.uk).
 Search for the following on this website or at www.best-management-practice.com
 - Managing successful projects with Prince2
 - Managing successful programmes
 - Management of Risk
 - Achieving Excellence in Construction
 - Successful Delivery Toolkit
 - ITIL (Information Technology Infrastructure Library)
- Risk management principles and guidelines. Australian/New Zealand Standard 2009, AS/ NZS 31000:2009
 - www.standards.co.nz/default.htm
 - www.safetyrisk.com.au/2010/05/03/new-risk-management-standard-asnzs-iso-31000/