Programme and Project Management Centre of Expertise

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Gateway Review

PROGRAMME: Social Security Programme

**Gateway Review 0
(Strategic Assessment)**

Report Status:	Final
Date/s of Review:	02/03/16 to 04/03/16
Draft Report Issued to SRO:	04/03/16
Final Report Issued to SRO & Copied to PPM-CoE:	09/03/16
Delivery Confidence Assessment:	**[Redacted under s30(b)(i)]**
Senior Responsible Owner:	Stephen Kerr
Accountable Officer:	Sarah Davidson
Scottish Government Director	Lesley Fraser

Contents

1.   Background

1.1   Aims of the Programme

1.1.1   To prepare and deliver devolved welfare powers to Scotland that link to a wider range of responsibilities. These include various aspects of health policy, as well as the integration of health and social care; housing policy; employability policy; the relationship between Scottish Government and local government; digital public sector strategy; carers policy; childcare policy; and fuel poverty policy.

1.2   Driving Force for the Programme

1.2.1   On 27 November 2014 the Smith Commission published a report that proposed the devolution of some welfare powers to the Scottish Parliament, to supplement the existing discretionary powers. The Scotland Bill 2015, currently making passage through the UK Parliament, sets out amendments to the Scotland Act 1998, with the aim of devolving many of these powers to the Scottish Parliament.

1.3   Procurement/Delivery Status

1.3.1   The Programme has successfully delivered Tranche 1 and has decided on establishing an Agency as the delivery vehicle. Tranche 2 is in the process of being redefined.

1.4   Current Position Regarding Gateway Reviews

1.4.1   This is the second Gateway Review 0: Strategic assessment of the Programme. The first was carried out on 30/09/15 to 02/10/15 at Victoria Quay, Edinburgh.

2.   Purpose and Conduct of the Review

2.1   Purpose of the Review

2.1.1   Gateway Review 0: Strategic assessment. This is a programme-only Review that sets the programme in the wider policy or corporate context. This Review investigates the direction and planned outcomes of the programme, together with the progress of its constituent projects. It can be applied to any type of programme, including policy and organisational change. The Review is repeated throughout the life of the programme from start-up to closure; an early Gateway Review 0 is particularly valuable in that it helps to confirm that the way forward is achievable, before plans have been finalised.

2.1.2   A full definition of the purpose of a Gateway Review 0 is attached for information at **Appendix A**.

2.1.3   This report is an evidence-based snapshot of the programme's status at the time of the review. It reflects the views of the independent review team, based on information evaluated over a three to four day period, and is delivered to the SRO immediately at the conclusion of the review.

2.2   Conduct of the Review

2.2.1   The Gateway Review 0 was carried out on 02/03/16 to 04/03/16 at Victoria Quay, Edinburgh.

2.2.2   The Review Team members and the people interviewed are listed in **Appendix C**.

2.2.3   The Review Team would like to thank the SRO, the Social Security Programme Team, and all interviewees for their support, openness and candour, which contributed to the Review Team's understanding of the programme and the outcome of this review. We are particularly grateful to the PMO for support throughout the review.

3.   **Gateway Review Conclusion**

3.1   **Delivery Confidence Assessment** The Review Team finds that the delivery confidence assessment for Tranche 2 of the Programme is **[Redacted under s30(b)(i)].**

3.1.1   [Redacted under s30(b)(i)]

3.1.2   [Redacted under s30(b)(i)]

3.1.3   The Vision Project and Stage 1 of the Delivery Options Project have been completed, concluding in a decision to establish an Agency to administrate the payment of benefits to 1 in 10 of Scotland's People. **[Redacted under s30(b)(i)]**

3.1.4   During this period the Programme has also needed to focus on building one of the key foundation stones for success, that of establishing the necessary capability within the Programme. **[Redacted under s30(b)(i)]**

3.1.5   [Redacted under s30(b)(i)]

3.1.6   [Redacted under s30(b)(i)]

3.1.7   The fiscal framework agreement included a commitment that the UK Government would provide £200 million as a contribution to the costs of implementing the new powers and £66m per annum to administer them. **[Redacted under s28(1)]** It is expected that there will be a review of spending plans following the May 2016 Scottish Parliament election, and this will determine the funding available for the Programme.

3.1.8   [Redacted under s30(b)(i)]

The Delivery Confidence assessment RAG status should use the definitions below.

RAG	Criteria Description
Green	Successful delivery of the project/programme to time, cost and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery significantly
Amber/Green	Successful delivery appears probable however constant attention will be needed to ensure risks do not materialise into major issues threatening delivery
Amber	Successful delivery appears feasible but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, should not present a cost/schedule overrun
Amber/Red	Successful delivery of the project/programme is in doubt with major risks or issues apparent in a number of key areas. Urgent action is needed to ensure these are addressed, and whether resolution is feasible

Red	Successful delivery of the project/programme appears to be unachievable. There are major issues on project/programme definition, schedule, budget required quality or benefits delivery, which at this stage do not appear to be manageable or resolvable. The Project/Programme may need re-baselining and/or overall viability re-assessed

3.2   The Review Team commends the programme on the early establishment of an organogram of the future organisation that has enabled the appointment to key posts.

The previous experience of the Non-Executive Directors has enabled valuable insights as well as providing coaching to improve the capability of other Board Members.

3.3   A summary of the Report Recommendations is available at **Appendix B.** The Scottish Government is committed to learning lessons from programme and project delivery. To facilitate this, the recommendations from this report have been categorised to align with the Scottish Government's PPM Principles. The SG's PPM Principles are listed at Appendix D. This allows the SG's PPM-CoE to analyse lessons across various reviews and present them in non-attributable reports.

4.   **Findings and Recommendations**

4.1   Policy and business context

4.1.1   The Scotland Bill was published on 28 May 2015. The Bill provides for the devolution to the Scottish Parliament and Scottish Government of a range of new powers, including new tax raising powers, social security powers and powers over Scottish Parliament and local government elections in Scotland. Alongside the Bill, the UK and Scottish Government have agreed a new fiscal framework for Scotland, reflecting the new powers. This includes an agreement on how the implementation costs will be shared between the two Governments.

4.1.2   The fiscal framework agreement included a commitment that the UK Government would provide £200 million as a contribution to the costs of implementing the new powers, **[Redacted under s28(1)].**It is expected that there will be a review of spending plans following the May 2016 Scottish Parliament election, and this will determine the funding available for the Programme.

4.1.3   Following agreement of the fiscal framework, the Scottish Government has recommended that the Scottish Parliament give its consent to the Bill. Royal Assent is expected by the end of March 2016.

4.1.4   To oversee the work on social security, a Joint Ministerial Working Group on Welfare (JMWGW) between the two Governments has been established. The JMWGW provides a forum for discussion and decision-making to ensure the implementation of the welfare-related aspects of the Smith Commission Report.

4.1.5   There is evidence of the collaboration and cooperation between the Scottish Government and the Department for Work and Pensions (DWP). There is a desire expressed by both organisations to work together to ensure success of the Programme. This is a critical relationship for the Programme.

4.1.6   The Scottish Parliament has established Welfare Reform and Devolved (Further Powers) Committees to further steer the work associated with the Social Security Programme. The Scottish Election in May 2016 will see new committees being formed, but it is expected that the implementation of the social security powers will remain a major focus for the Parliament.

4.1.7   A Programme Board, chaired by the Director of Housing, Regeneration and Welfare, has overseen the first stage of the programme. As recommended by the previous Gateway review, the resourcing of the Programme has been reviewed. A separate Social Security Directorate is being established led by an SCS2 Director, and the size of the programme team has been expanded.

[Redacted under s30(b)(i)]

4.1.8   The current Board has met three times, **[Redacted under s30(b)(i)]**

[Redacted under s30(b)(i)]

4.1.9   **[Redacted under s30(b)(i)]**

4.1.10   **[Redacted under s30(b)(i)]**

4.1.11   The Director General for Communities currently chairs an Assurance Board, which is responsible for the strategic alignment of Social Security delivery in Scotland. **[Redacted under s30(b)(i)]**

4.1.12   **[Redacted under s30(b)(i)]**

4.2   Business case and stakeholders

4.2.1   **[Redacted under s30(b)(i)]**

4.2.2   A stage 1 options appraisal has been undertaken to identify a shortlist of strategic delivery options for Ministers to consider and this identified the preferred option to establish a Scottish Welfare Agency (the Agency). This has now been publicly announced by Government. **[Redacted under s30(b)(i)]**

4.2.3   The OBC would be strengthened by utilising HM Treasury 5 case model. This model will assist with clarity of the evidence base, the robustness of the appraisal undertaken and its overall presentation. An outline of content should be constructed that defines both the integral elements and level of detail to ensure there is a common understanding of requirements of the business case and the individual contributions needed.

4.2.4   It is recognised that the Programme is of a scale and complexity that the Scottish Government has not yet experienced. For this reason, embedding programme management structures and disciplines is imperative to ensure robust planning and successful delivery.

4.2.5   A high-level milestone plan has been developed. **[Redacted under s30(b)(i)]**

4.2.6   **[Redacted under s30(b)(i)]**

4.2.7   Initially the Programme was set out in tranches. The Review Team was provided with a preliminary schematic of Tranche 2, **[Redacted under s30(b)(i)] [Redacted under s30(b)(i)]**

[Redacted under s30(b)(i)]

[Redacted under s30(b)(i)]

[Redacted under s30(b)(i)]

4.2.8   The Department of Work & Pensions (DWP) is the key partner in the successful delivery of the programme. The support and co-operation of DWP is critical both in terms of information exchange and joint planning. **[Redacted under s28(1)]**

4.2.9   DWP and other Scottish Government stakeholders were interviewed during the review **[Redacted under s30(b)(i)]**

4.2.10   External stakeholder groups have been identified and an engagement plan to inform policy development has been prepared. This document identifies the key messages to be conveyed and a classification of stakeholders based on their level of influence and interest. The Stakeholder Engagement Strategy is in draft form and the specific actions with stakeholders have still to be identified.

4.2.11   Interviewees gave examples of specific stakeholder and communication activities that have taken place since the last Gateway 0 Review. This included the introduction of an e-newsletter and website developments. Internal communications working groups have also been set up with each of the policy areas and a branding project is planned.

4.2.12   To further support stakeholder engagement, draft consultation and communication strategies have been drafted. These have yet to be actioned.

4.2.13   The draft communications strategy has been drafted to raise awareness and support the development of the programme overall. This document articulates the planned activities for external communications. Consideration should be given to the role of the Communications Team in supporting change management within the new Social Security Directorate.

[Redacted under s30(b)(i)]

4.3   **Management of intended outcomes**

4.3.1   The key outputs of Tranche 1 have been successfully delivered.

4.3.2   **[Redacted under s30(b)(i)]**

[Redacted under s30(b)(i)]

4.3.3   **[Redacted under s30(b)(i)]**

4.3.4   **[Redacted under s30(b)(i)]**

4.3.5   **[Redacted under s30(b)(i)]**

4.4   **Risk Management**

4.4.1   The PMO has made good progress by producing a RAID (Risks, Assumptions, Issues and Dependencies) management strategy setting out processes for identifying, documenting and managing risks, with clear escalation routes. The Programme RAID register follows Scottish Government practice of expressing risks in positive terms and describes risks at a high level. **[Redacted under s30(b)(i)]**
4.4.2
4.4.3   **[Redacted under s30(b)(i)]**

[Redacted under s30(b)(i)]

4.5   **Review of current outcomes**

4.5.1   **[Redacted under s30(b)(i)]** The Programme has produced a high-level map of key milestones and product deliverables. This is acting as a catalyst to defining a more detailed plan. **[Redacted under s30(b)(i)]**

[Redacted under s30(b)(i)]

4.5.2   The Vision Project and Stage 1 of the Delivery Options Project have been completed concluding in a decision to establish an Agency to administer the payment of benefits to 1 in 10 of Scotland's people. **[Redacted under s30(b)(i)]**

4.5.3   Overall the Review Team commends the early appointment of a Director of Social Security, and a number of other key staff, to enable work to progress quickly in building a solid foundation for the establishment of the Agency. A small number of key senior executive posts still need to be filled **[Redacted under s30(b)(i)]**

4.5.4   **[Redacted under s30(b)(i)]**
4.5.5

4.6 Readiness for next phase – delivery of outcomes

4.6.1 **[Redacted under s30(b)(i)]**

4.6.2 **[Redacted under s30(b)(i)]**

4.6.3 **[Redacted under s30(b)(i)]**

4.6.4 The Review Team has heard of good work at programme and project levels from policy development through to operational planning. **[Redacted under s30(b)(i)]**

4.6.5 **[Redacted under s30(b)(i)]**

[Redacted under s30(b)(i)]

4.6.6 **[Redacted under s30(b)(i)]**

5.   **Previous Gateway Review Recommendations**

5.1   **[Redacted under s30(b)(i)]**

6.   **Next Gateway Review**

6.1   The next Gateway Review 0 – Strategic Assessment is expected following the Strategic Spending Review, budget allocation and the completion of an Outline Business Case for the establishment of the Agency.

6.2   **[Redacted under s30(b)(i)]**

7.   **Distribution of the Gateway Review Report**

7.1   The contents of this report are confidential to the SRO and their representative/s. It is for the SRO to consider when and to whom they wish to make the report (or part thereof) available, and whether they would wish to be consulted before recipients of the report share its contents (or part thereof) with others.

7.2   The Review Team Members will not retain copies of the report nor discuss its content or conclusions with others.

7.3   A copy of the report is lodged with the Scottish Government's Programme and Project Management Centre of Expertise (PPM-CoE) so that it can identify and share the generic lessons learned from Gateway Reviews.

7.4   The PPM-CoE will copy a summary of the report recommendations to the Scottish Government's Accountable Officer, and where appropriate, to the Organisation's Accountable Officer where the review has been conducted on behalf of one of the Scottish Government's Agencies, NDPBs or Health Sector organisations.

7.5   The PPM-CoE will provide a copy of the report to Review Team Members involved in any subsequent review as part of the preparatory documentation needed for Planning Meetings.

7.6   Any other request for copies of the Gateway Report will be directed to the SRO.

Appendix A - Purpose of a Gateway Review 0: Strategic Assessment

- Review the outcomes and objectives for the programme (and the way they fit together) and confirm that they make the necessary contribution to the overall strategy of the organisation and its senior management
- Ensure that the programme is supported by key stakeholders
- Confirm that the programme's potential to succeed has been considered in the wider context of Government policy and procurement objectives, the organisation's delivery plans and change programmes, and any interdependencies with other programmes or projects in the organisation's portfolio and, where relevant, those of other organisations
- Review the arrangements for leading, managing and monitoring the programme as a whole and the links to individual parts of it (e.g. to any existing projects in the programme's portfolio)
- Review the arrangements for identifying and managing the main programme risks (and the individual project risks), including external risks such as changing business priorities
- Check that provision for financial and other resources has been made for the programme (initially identified at programme initiation and committed later) and that plans for the work to be done through to the next stage are realistic, properly resourced with sufficient people of appropriate experience, and authorised
- After the initial Review, check progress against plans and the expected achievement of outcomes
- Check that there is engagement with the market as appropriate on the feasibility of achieving the required outcome
- Where relevant, check that the programme takes account of joining up with other programmes, internal and external
- Evaluation of actions taken to implement recommendations made in any earlier assessment of deliverability.

Appendix B - Summary of Recommendations

Ref No.	Report Section	Recommendation	Status (C.E.R.)	Aligns with SG PPM Principle No.(s)	Action Plan*
R1	4.1.9	**[Redacted under s30(b)(i)]**	**[Redacted under s30(b)(i)]**	3	
R2	4.2.7	**[Redacted under s30(b)(i)]**	**[Redacted under s30(b)(i)]**	2	
R3	4.2.7	**[Redacted under s30(b)(i)]**	**[Redacted under s30(b)(i)]**	6	
R4	4.2.7	**[Redacted under s30(b)(i)]**	**[Redacted under s30(b)(i)]**	6	
R5	4.2.13	**[Redacted under s30(b)(i)]**	**[Redacted under s30(b)(i)]**	8	

R6	4.3.2	**[Redacted under s30(b)(i)]**	**[Redacted under s30(b)(i)]**	4	
R7	4.4.2	**[Redacted under s30(b)(i)]**	**[Redacted under s30(b)(i)]**	5	

Each recommendation has been given Critical, Essential or Recommended status. The definition of each status is as follows:

CRITICAL - Critical for immediate action, i.e. to achieve success the project should take action immediately to address the following recommendations:
ESSENTIAL - Critical before next Review, i.e. the project should go forward with actions on the following recommendations to be carried out before the next Gateway Review of the project:
RECOMMENDED - Potential Improvements, i.e. the project is on target to succeed but may benefit from uptake of the following recommendations.

Each recommendation has been aligned with one (or more) of the Scottish Government's PPM Principles (Appendix D list the principles)

*ACTION PLAN - You must within three weeks of the final Report update Appendix B with your intended actions for addressing each recommendation. You should then share it with the relevant SG Accountable Officer and copy it to the PPM-CoE. Thereafter you are responsible for implementing the actions in response to the recommendations and for further circulation of the report as necessary. If the review has identified serious deficiencies or difficulties (including probable failure to meet the planned budget) within the project the Accountable Officer should inform the relevant Minister/s.

Appendix C - Review Team and Interviewees

Review Team:

Review Team Leader:	**[Redacted under s38(1)(b)]**
Review Team Members:	**[Redacted under s38(1)(b)]**
	[Redacted under s38(1)(b)]

List of Interviewees:

Name	Organisation/Role
Stephen Kerr	Head of Social Security Policy and Delivery Division, SRO Social Security Programme
[Redacted under s38(1)(b)]	Social Security Programme Manager
Lesley Fraser	Director for Housing, Regeneration and Welfare, Chair Social Security Programme Board, Member Social Security Programme Assurance Board
Sarah Davidson	Director General of Communities, Chair Social Security Programme Assurance Board
[Redacted under s38(1)(b)]	Head of Health and Disability Benefits Unit, Social Security Policy And Delivery Division
[Redacted under s38(1)(b)]	Head of Low Income Benefits Unit, SSPD
[Redacted under s38(1)(b)]	Head of Legislation, Finance & Delivery Unit, Social Security Policy And Delivery Division
[Redacted under s38(1)(b)]	Head of Communications, Stakeholder Engagement and Reporting Team
[Redacted under s38(1)(b)]	Non-Executive Member, Social Security Programme Board
[Redacted under s38(1)(b)]	Social Security Programme Office Manager

[Redacted under s38(1)(b)]	Business Architect/Analyst, Social Security Policy And Delivery Division
Lisa Baron-Broadhurst *	Programme Director, Scottish Devolution (DWP)
[Redacted under s38(1)(b)]	Head of Communities Analytical Services, Member Social Security Programme Board
[Redacted under s38(1)(b)]	Director of Financial Strategy, Member Social Security Programme Board
Andy McClintock	Deputy Chief Information Officer, Member Social Security Programme Board

* by telephone ** by videoconference

Appendix D - Scottish Government - Programme and Project Management Principles

1. *Governance.*
   - Our approach to managing programmes and projects is proportionate, effective and consistent with recognised good practice.

2. *Business case.*
   - We secure a mandate for our work; identify, record and evaluate our objectives and options for meeting them; and ensure that we secure and maintain management commitment to our selected approach.

3. *Roles and responsibilities.*
   - We assign clear roles and responsibilities to appropriately skilled and experienced people and ensure their levels of delegated authority are clearly defined.

4. *Benefits.*
   - We record the benefits we seek, draw up a plan to deliver them and evaluate our success.

5. *Risk.*
   - We identify, understand, record and manage risks that could affect the delivery of benefits.

6. *Planning.*
   - We develop a plan showing when our objectives will be met and the steps towards achieving them, including appropriate assurance and review activities, and re-plan as necessary.

7. *Resource management.*
   - We identify the financial and other resources, inside and outside the organisation, required to meet our objectives.

8. *Stakeholders.*
   - We identify those affected by our work and engage them throughout the process from planning to delivery.

9. *Closure.*
   - We ensure that the transition to business as usual maximises benefits and that operational delivery is efficient and effective.

10. *Lessons learned.*
    - We record lessons from our programmes and projects and share them with others so they may learn from our experience.