HM Revenue & Customs

Government Gateway Transformation Programme
Business Case

Programme/Platform	Government Gateway Transformation Programme
Version Number	**v1.15**
Prime Reference Code	**BA.09.000**

Document/Approval History

Date	Version	Author/ Approver	Description	Sections Affected
13/11/17	1.0		1st draft Strategic Case	Strategic Case
19/01/18	1.1		Amended various	Economic case
22/01/18	1.2		Amended various	Changes since last business case, options costs, dependencies, procurement, management case
23/01/18	1.3		Amended various following feedback	All
24/01/18	1.4		Amended various following feedback	All
01/02/18	1.5		Amended Project descriptions	All
02/02/18	1.6		Various	All
05/02/18	1.7		Various	All
05/02/18	1.8		Finance & Benefits	All
07/02/18	1.9		Commercials, finance and benefits	Commercials, finance & benefits
12/02/18	1.10		Amended following key holder feedback	Milestones, summary of ask
14/02/18	1.11		Amended following key holder feedback	All
15/02/18	1.12		Amended	All
16/02/18	1.13		Amended	All
19/02/18	1.14		Narrative amendment	Summary of Request
26/2/18	1.15		Financial alterations	Summary, affordability
25/5/18	1.16		Inclusion of Annexe 1	Summary, Appendix

Summary of Request

The Government Gateway Transformation Programme will deliver the identity, credential and risking elements that support the full suite of HMRC's digital services and some services for OGDs.

To facilitate the changes required HMRC took responsibility of the existing Gateway from ▮▮▮▮ in 2016 under a Machinery of Government change. This included management of the aging technology and the heavily extended contracts with ▮▮▮▮ to run the service. At that time ▮▮▮▮▮▮▮▮ circa £▮▮▮ to run the service and had £▮▮▮ set aside to improve it. That money transferred to HMRC for 16/17 and 17/18 which was the lifetime of the existing contract - £▮▮▮ in total.

The Government Gateway Transformation Programme also includes the remaining elements of the Securing our Services Programme closed down under change control with the one remaining project (security integration) transferred to the gateway team to deliver. This project includes security improvements, customer journey improvements and additional data sets to improve identity verification. (**Annexe 1-** provides a summary of the merger between GGT and SOS programmes).

GGTP is also responsible for service transition, data migration and decommissioning the GG in March 2019.

HMRC will replace the existing gateway with a new and improved set of processes, customer experience, staff tools and technology stack.

GGTP is asking Investment Decision Board for a funding contribution of £▮▮▮ towards the next set of deliverables with the remainder of £▮▮▮▮ currently unfunded and is subject to internal discussion within CDIO and OGD's.

GGTP has built the first elements of the service including the Secure Credentials Platform that is in beta and the Transaction Engine which has handled over 6m submissions to date.

Transaction Monitoring functionality will be delivered during February 2018 with the remaining elements of the Programme to be completed during 2018/2019 as outlined below:

- **Jan – Jun 18** - Migration of HMRC Services to the SCP (Secure Credentials Platform);
- **Feb – Jun 18** - Full set of features built onto the SCP;
- **Mar 18** - Migration of all Independent Software Vendors to the new Transaction Engine;
- **Mar – Jun 18** - Migration of 62 services using the existing GG to the new Enrolment Management and Agent Client User Interfaces
- **Mar 18** – **Apr 18** Other Government Department (OGDs)Cost Model agreed
- **Apr 18 – Feb 19** - Migration of OGD services to the SCP
- **Jun 18** Decommissioning of the Departmental Interface Service leading to a saving of £▮▮▮
- **Jul 18** - Development and testing complete for APIs, data extract tool and database to put in place capability to migrate data from existing GG to the new enrolment database on MDTP (Multi Channel Digital Tax Platform).
- **Aug – Sept 18** - Enrolment and Agent & Client Databases - Period of dual running to start migration of data from GG to the new database to ensure the data set is transferred as expected
- **Nov 18** – Transaction Monitoring capability for OGDs
- **Nov – Dec 18** - SCP and GG dual running to start migration of credential data to the new platform
- **Dec 18** - All enrolment and known facts data successfully migrated (approx. 93m records) and HMRC master the data
- **Dec 18** - Enrolment and Agent & Client Databases Help Desk available
- **Dec 18** - Enrolment and Agent & Client Databases Live running
- **Feb 19** - Migration of all 74m credentials data to the new platform complete and SCP master the data for existing GG database to the new SCP database.
- **Mar 19** - Decommission GG

Impacts for Customers

Customers will get a similar look and feel to the current Gateway service, with new features added to enhance the customer journey and experience for existing HMRC and OGDs customers. For example, customers will be able to change their own password from April 18 removing the need for customers to contact HMRC thus reducing contact volumes. New customers, followed by existing customers, will be asked to go through email verification to enable password recovery. Customers will be able to choose the HMRC App as second factor verification, improving security for them, supporting businesses with multiple users and at a lower cost for HMRC.

GGTP will continue to develop the Identity Verification (IV) solution with the addition of DVLA data as an evidence source (subject to Government Digital Standards (GDS) approval), and support the work to introduce 2 Step Verification (2SV) for agents on an optional basis (subject to discussions on funding), again this will improve security for customers.

In detail the impact for customers includes:

- A common set of sign-in credentials for businesses to use across Government services;
- New ways of authenticating that provides customers with enhanced security;
- An improved customer experience as SCP will address many of the usability issues encountered with the current GG;
- Stronger HMRC IV as a result of exploiting different evidence sources (e.g. DVLA data);
- Enhancements to the customer interface for individuals (HMRC), businesses and agents;
- Improved printed output content for customers' activation code letters for HMRC services, making it easier for the customers' understanding;
- Removal of extensive support contracts so better value for the taxpayer;
- Removal of unreliable aged technology;
- Increased ability for customers to self-serve reducing contact into HMRC;
- Allows administrators /customer functions to support organisations in order to manage their credentials securely;
- Customers will receive real time alerts of significant account activity, such as login from a new device or password reset;
- New screens

Charging Model

GGTP has scoped options for charging OGDs from April 2019 for underlying costs of running/supporting the platform, based on proportionate usage, along with transactional charges. These will be presented to the GGTP Programme Board in March 2018 for approval and thereafter GGTP will continue to work with OGDs to develop the lower level detail. HMRC will begin to make these charges from April 2019 as OGDs have committed to pay costs of the current platform until March 2019.

Running Costs

GGTP provides the opportunity to exit an expensive support contract (ending March 2019), which costs HMRC £12m per annum. The running costs for the new service are currently estimated at:

- 19/20 - £▉ ;
- 20/21 - £▉ ;
- 21/22 - £▉ ;
- 22/23 - £▉ ;

Thus providing HMRC with significant savings in running costs.

Financial Risk

Following Transformation Prioritisation GGTP was awarded £▮▮ for 2018/19. The total forecasted cost to deliver all elements of GGTP in 2018/19 is £▮▮▮▮▮ and GGTP have looked at options to reduce this financial risk.

One option was for OGDs to contribute toward the costs of building SCP. OGDs have however confirmed they are unable to transition from the current GG to the replacement platform within the original timescale and GGTP has approval to extend the GG contract to March 2019. As a result OGDs are having to fund their element of the contract extension and invest in linking their services to SCP so do not have funding to pay towards the costs of developing SCP.

GGTP have also looked at all elements of both delivery and support costs to confirm that the budget is tightly controlled and allocated to ensure a successful transition off GG.

There is no risk premium added and it is recognised that working through agile methodology in itself presents an additional risk factor as all work packages are not fully understood at the start of the Programme.

A number of OGDs have requested that HMRC supply a centralised enrolment and database option for them as part of their transition to SCP. This will be funded by OGDs as will any future run costs specifically related to that element. This is noted in this case but funding has not been requested and it is not included in the overarching financial risk.

GGTP highlights that £▮▮▮▮ is the size of the financial risk for 18/19 and is currently unfunded and subject to internal discussions within CDIO and OGD's.

There is a potential further risk in 2019/20 although OGDs will contribute c£▮▮▮▮towards transactional costs proportionate to their usage. The potential risk is £▮▮▮ and is based on an overall funding requirement of £▮▮▮ less current planning assumptions that GGTP will receive £▮▮▮that year. *__This forecasted risk has in fact reduced considerably since October when it stood at £▮▮▮▮__. For subsequent years there is a forecasted financial risk of c£▮▮▮ reducing to c£▮▮▮ by 22/23.

▮▮▮▮ did not originally plan to transition from GG to SCP but were to develop an in-house solution within their IT infrastructure. They are now reconsidering this option and it is highly likely they will migrate to SCP. As a result the income from recharge will considerably increase.

Developments since the last business case

In October 2017 IPA carried out a review of the GGTP. The review found that GGTP was strong in terms of technical build and stakeholders had confidence in GGTP in this area. However, GGTP needs to improve in terms of stakeholder engagement and governance. Five recommendations were made, these are as follows:

Recommendation 1

More effective decision making with better decision making materials and a formal migration strategy and plan. Specifically dedicated Programme Management Office (PMO) support should also be in place. Progress as follows:

- A new Head of Programme Office was appointed on 27 November 2017.
- Dedicated resources from PMO have been assigned to GGTP.
- A monthly Risk Review Board has been set up to improve risk management and the first meeting was held on 27 November 2017.
- Moving data off GG is a considerable piece of work, resource is now in place to complete this with various options currently being tested.

HMRC BC template v1.0 beta

Recommendation 2

Adopt a differentiated and true partnership approach with HMRC and OGDs partners, creating a joint plan to move services off GG, which reflects partners' business imperatives. Progress as follows:

- A Business Change Deputy Director, experienced in change and business readiness, has been appointed to lead two newly created internal stakeholder and external stakeholder teams.
- A number of one to one meetings were initially held with stakeholders across HMRC and OGDs to gather insight and work in partnership to shape plans and Programme development, these meetings will continue.
- Significantly increased stakeholder engagement activity is taking place for example two workshops were held on 16th and 22nd January 2018 with HMRC stakeholders, to update on progress so far and discuss future development and migration plans. Further workshops will be held throughout 2018 and relevant support material and updates are being developed.
- Considerable planning and engagement at SCS 2 level has also taken place and will move beyond group workshops to more targeted, lower level conversations to determine impacts of GGTP i.e. what stakeholders will get, what they need to do and volumes particularly in relation to how GGTP could impact Contact Centres

Recommendation 3

The governance framework should be re-shaped (and possibly streamlined) to properly reflect the extent of business transformation and OGD strategic priorities. Progress as follows:

- A new Programme Board with revised Terms of Reference has been created to reflect the size and scale of the transformation and the importance of ensuring continuity of service to customers as we move off the GG. Board membership has been elevated to SCS2 level and reduced in number. The first board met on 26th Jan 2018.

Recommendation 4

GGTP should overhaul resource planning assumptions and feed outcomes into the business case for December 2017. Progress as follows:

- Resource planning assumptions were reconsidered and outcomes fed into the updated business case which was approved in December 2017.

Recommendation 5

As GGTP is a pan-Government critical infrastructure it should now formally join the Government Major Project Portfolio (GMPP). Progress as follows:

- GGTP will join GMPP with effect from Quarter Four 2018.

Investment Conditions - Progress

1. Identify, categorise and quantify all potential benefits i.e. paybill, non-paybill, customer, cost avoidance etc. This should include the reductions in Contact Centre volumes and other significant benefits for HMRC which can be signed off and included in business planning. Provide Benefit Owner sign-off for every identified benefit and clarify measurement methodology.

Update on Condition

GGTP has so far identified and quantified the following benefits:

Quantifiable cashable benefits relating to:

- Operational run cost reductions;
- Transaction Guard decommissioning;
- Departmental Integration Server (DIS) decommissioning;
- Cost reduction due to the existing contracts not being renewed;

Cost Avoided:

Costs avoided have been identified and referenced in the benefits documentation however GGTP are unable to quantify cost avoided as there is no evidence of potential future costs.

Ongoing development of Benefits Case (as referenced in the Benefits Realisation Management Plan (BRMP) and Business Case (BC)).

There will be ongoing development of the GGTP Benefits case as GGTP evolves.

In addition to the quantified cashable benefits declared on page 5 and 15 additional benefits have been identified but require more detailed investigation. These include the following:

- FTE capacity creation – It is thought that the implementation of new solutions should be easier for customers to use and as a result there should be a reduced number of calls into the Online Services Helpdesk (OSH), and their Digital Customer Support Team (DCST), meaning staff time should be freed up. We intend to explore the possibility of these FTE being released formally to other work, in which case this will become a cashable benefit.

- Customer cost reduction – It is expected that there will be a measurable reduction in the number of contacts into the OSH helpdesk as a result of the implementation of new solutions.

- Improved availability of data – Enabling transaction monitoring processes to be more effective.

- End to end audit data – improving intelligence and visibility which can be utilised by RIS and FIS. Currently only 20% is stored, this will see an 80% increase in data availability.

   We have mapped the benefits and are engaging with stakeholders and we aim to have it completed by September 2018.

Enabling benefits relating to:

- Enabling API strategy to be implemented – The Gateway replacement will allow the API strategy to be implemented and its benefits realised.

- Enables HMRC Digital Services - The Gateway replacement will enable HMRC to continue to operate and implement digital services and its benefits be realised. (Documented in the benefits table).

- Risk Intelligence Service (RIS) - Following the delivery of the security features and the effort undertaken by RIS colleagues to work the prioritised real-time alerts it's estimated over £▮▮▮▮ in Revenue Losses Prevented across all regimes since January 2016.

Soft benefits relating to:

- Improved individual and business customer experience – A re-designed process should ensure that the new solution is designed around customer needs which should result in an improved customer experience from start to end.

- Speedier solution delivery – By separating the solution into four discrete functions it should ensure that development of the four smaller components can take place simultaneously, resulting in a shorter delivery time for the overall solution.

Signed Off Benefits

Benefit	Signed-off
Benefit Profile 1 GG2 Operational Run NPB £▮▮▮▮	Yes
Benefit Profile 2 Decommissioning Transaction Guard NPB £▮▮▮▮	Yes
Benefit Profile 3 Decommissioning DIS NPB £▮▮▮	Yes
Benefit Profile 4 GG2 Decommissioning NPB £▮▮▮▮	Yes
Benefit Profile 5 Voice Biometrics FTE 7.01	Yes
Benefit Profile 6 Voice Biometrics Customer £▮▮▮	Yes

2. Reconsider how much to charge OGDs. The Committee gave a strong steer that although this is a corporate good across Government we should not be delivering it free.

Update on Condition

GGTP has scoped options for charging OGDs from April 2019 for underlying costs of running/supporting the Platform, based on proportionate usage, along with transactional charges. These will be presented to GGTP Programme Board in March 2018 for approval and thereafter GGTP will continue to work with OGDs to develop the lower level detail. HMRC will begin to make these charges from April 2019 as OGDs have committed to pay costs of the current platform until March 2019.

Strategic Case (Reason for Change)

GG is the access point and credential management store for all of Government: it supports access to Digital Services by citizens, businesses and agents; it holds customer credentials; and manages bulk transfer of data between Government and organisations. It is considered to be part of the UK Critical National Infrastructure underpinning citizen, business and agent access to a wide range of Digital Government Services.

The existing GG platform is being replaced, it is outdated and not fit for purpose to support digital service transformation across Government. Research shows the existing gateway is technically challenging, costly to run and lacks modern security features which directly impact our ability to reduce fraud. Established customer research tells us the language is confusing and with complex journeys the customer experience is poor, reducing compliance.

ExCom agreed in October 2016 that HMRC would take ownership of GG from ▮▮▮▮ this was undertaken through a MOG change. This was influenced primarily by the fact that HMRC is the major user of GG and has the capability and expertise to replace the service along with a proven track record of delivering considerable digital transformation across a large and diverse user base. By transferring the GG to HMRC it gives the opportunity to make improvements and secures the service for the benefit of its customers.

Following the transfer of ownership of GG, HMRC continues to operate the current live service whilst GGTP build the replacement and prepare for decommissioning activity.

Following the ownership transfer in November 2016, HMRC novated the associated contracts with the exception of Akamai and Symantec.

The service provided by Akamai was contracted via Capgemini and Symantec was renewed via ▆▆▆▆ with HMRC paying the costs. The MOG transfer of GG included funding for running costs up to the end of 2017/18 financial year and variable costs such as printing charges being transferred from OGDs.

The contract to supply the current GG platform was due to expire in March 2018 and be replaced by the SCP which is being developed by GGTP. OGDs have however confirmed they are unable to transition from the GG to the replacement platform, within that timescale.

In August 2017 GGTP recommended the GG contract be extended by a further 12 months to allow OGDs time to migrate to the new platform. This recommendation was approved by Sign-On Sign-Off panel with GDS agreement and then endorsed by HMRC's Investment Delivery Board (IDB). GGTP commenced commercial processes to formally extend the contract, this was formally announce on 14th February 2018.

GGTP has given OGDs a clear steer that there will be no further extension and GGTP will ensure that the relationships with OGDs are at the appropriate level to allow effective monitoring and management of this transition. This is a crucial activity if smooth transition of OGDs services to the SCP is to be achieved and the need for frequent escalations via Permanent Secretaries regarding progress be avoided.

The GGTP aligns with both HMRC and wider Government strategy on Identity Assurance and Cyber Security as well as supporting HMRC's Programme of Transformation and SR15 commitments to achieve its overarching strategic ambitions.

This opportunity is HMRC's vehicle to transform our customer's interactions.

The GGTP links to HMRC's Strategic Objectives in the following way:

- **Maximise Revenues Due and bear down on Avoidance and Evasion**

Delivering SCP will significantly reduce running costs when compared to the current GG platform.

GGTP will address existing security issues with the current platform which directly impact our ability to reduce fraud. The current gateway is technically challenging, costly and in some cases it has been unfeasible to implement improvements to the existing platform.

As HMRC move towards a much greater digital offering, allowing customers to carry out a range of transactions with HMRC and wider Government digitally, it is vital that HMRC have the correct levels of security attached to those services. Delivering the SCP will provide flexibility to install the appropriate level of security for the individual transaction type, saving money and improving the service for customers whilst still offering the right level of security at lowest overall cost.

- **Transform Tax and Payments for our Customers**

HMRC's "Digital by Default" approach means not only creating simpler and better services for millions of HMRC customers, but saving taxpayers' money in the process too.

GGTP will deliver a simpler, more secure authentication solution of our own design, tailored to meet the needs of HMRC, OGDs and ultimately customers.

- **Design and Deliver a Professional, Efficient and Engaged Organisation**

The current GG uses confusing language and complex customer journeys, making it difficult to navigate, reducing compliance and increasing workload for Online Services Helpdesks as customers find it difficult to complete tasks.

GGTP are using our established digital capability and user research expertise to improve the customer experience across all aspects of the GGTP. GGTP will offer cross-Government transaction monitoring to SCP customers allowing us to gather a much richer picture of potential fraud and achieve greater results with regards to prevention of tax evasion.

Economic Case (Proposed Change and Key Outcomes)

Our user research tells us a common frustration across all of our customer groups is confusion caused by customer journeys which require multiple credentials and enrolments. GGTP will improve the sign in process and overall customer journey to eradicate confusion and better tailor and target our support mechanisms. With the customer in mind GGTP have designed digital personas to help understand the capability and frustrations of the customer base.

GGTP are also exploring options to improve customer journeys through management of pan-Government enrolments including individual and merged enrolment scenarios.

GGTP will deliver the new pan-Government SCP which will provide credential management across Government for businesses. For HMRC services the platform will support citizens as well as businesses. HMRC will not offer authentication services for OGDs individual customers, Government Digital Service (GDS) has mandated that these service customers must transition to Verify and therefore authentication services for OGDs individuals remains out of scope for the GGTP.

GGTP's vision based on user need brings six themes of improvements as detailed below:
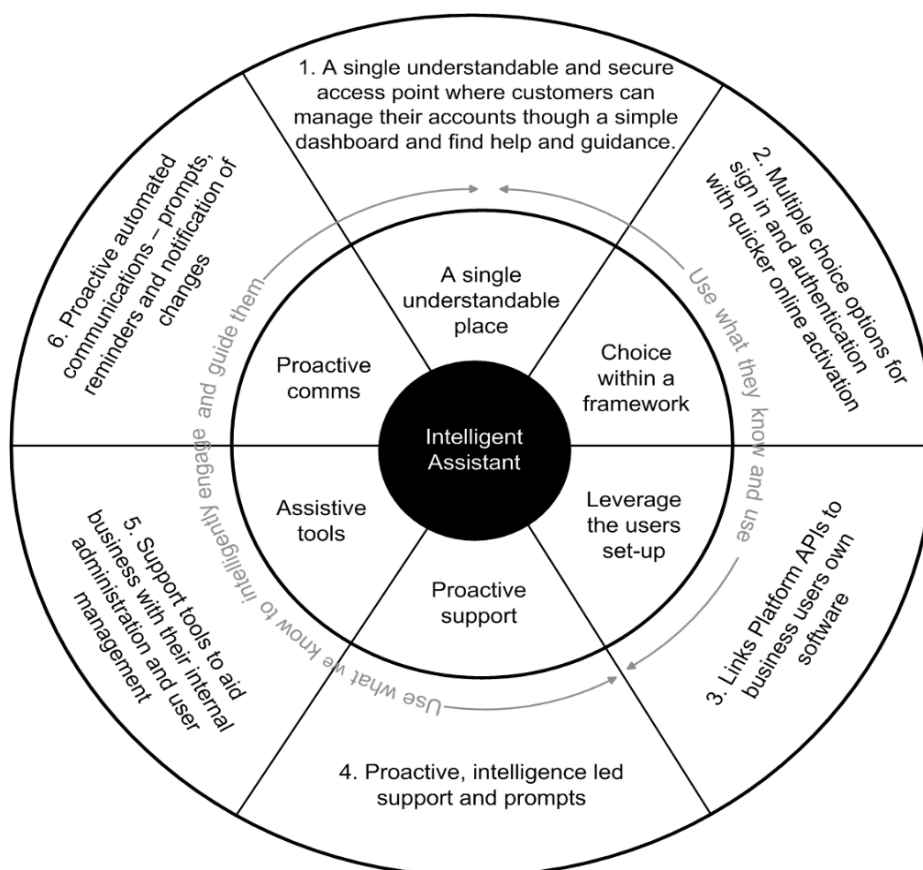
Scope of Preferred Option

GGTP has now undertaken extensive user research, analysis and impacting into the solutions required to be able to deliver required services to time and scope. This will ensure that Cross-Government access to digital services is maintained as well as the necessary functionality needed to interact with the HMRC estate. **GGTP believe that the preferred option offers the highest potential to meet critical success factors and minimise delivery risks for HMRC.**

The Preferred Option will provide:

- An opportunity to enhance customer experience for customers both HMRC and OGDs;
- Improved Security and Authentication for HMRC & OGDs;
- Transaction monitoring across all departmental services;
- New Self-Serve options for HMRC & OGDs customers;
- Reduced demand on HMRC and OGDs helpdesks;
- A service developed, managed and maintained by HMRC;
- An improvement on the current 15 year old insecure technology that can't effectively combat cyber-attacks;
- The opportunity to exit an expensive support contract (ends March 2019), that costs HMRC £▉▉ per annum. The new service will cost £▉▉ in 19/20, reducing to £▉▉ by 22/23 as a result of HMRC FTE replacing contractors. GGTP has developed on outline transaction charge model to enable OGDs to be proportionally charged for their usage.

To deliver this GGTP have approached the solution in 4 strands, they are:

- SCP (BAS BA.09.002);
- Enrolment and Agent & Client Databases (EMAC BA.09.003);
- TE (RATE BA.09.000);
- Security Integration (SoS BA.01.000).

GGTP is also responsible for service transition, data migration and decommissioning the GG service in March 2019.

Project Deliverables

Secure Credentials Platform

This Project is building the Cross-Government authentication platform for business and agent customers. HMRC are also offering this platform to its individual customers providing them with a better customer experience. The platform will be more secure than currently offered by the GG, vastly improving the knowledge and data sets around customer behaviour, driving up the ability to detect fraud and undertake joined up preventative activity.

GGTP are using feedback from customers of the current GG platform to design a system and tools that improve the customer experience. For example, the current functionality times out a customer after 15 minutes, whether or not they have been inactive. This results in numerous log-ins throughout the day, slowing down customer journeys and creating frustration. This aspect of functionality has been designed out of the new system and feedback from helpdesk staff on improvements to date is very positive.

In addition gaining an understanding that journey times for customer and HMRC customer support staff are unduly lengthy (because of the nature of the IT itself) allows us to minimise this wherever possible.

Having ownership of the Platform will enable HMRC to undertake subsequent improvements to the platform quickly, without the current constraints and costs attached to requesting changes via the GG Managed Service Contract.

GGTP will carry out a data cleanse exercise of the c100m credentials currently held in GG to remove stray data. For example, if a customer forgets their log in and re-registers, the original data is not overwritten. GGTP will also target accounts which have not been used for 2-3 years to ensure the highest quality of data possible is migrated over.

Whilst GDS has mandated that OGD individual service customers must transition to Verify there is an existing risk that this will not take place due to concerns around the Verify Service. GGTP are therefore working jointly with ▮▮▮▮ initially, to develop an integration route to individual services for OGDs within the SCP.

Enrolment and Agent & Client Database

As part of the transition away from the GG by March 2019, Enrolments and Agent/Client relationship data and functionality will be migrated to the Multi-Channel Digital Tax Platform (MDTP).

GGTP are building new user interfaces to allow customers to continue to enrol for HMRC services, manage their accounts i.e. adding an agent, setting up administrators etc. so the customer can continue to interact with HMRC when GG is decommissioned. In addition new databases are being built within MDTP to flow information to the numerous HMRC Heads of Duty Services (HODs) that comprise HMRC's legacy IT Estate.

The interfaces will be designed with the customer in mind and address the functions they require such as "what can you do? On behalf of who?" This will initially be a 'lift and shift' from GG to MDTP ensuring minimal impact on customers and then improvements will be made in the future.

GGTP are also building capability so HMRC can continue to print customer activation letters, until an alternative online option is available. GGTP has listened to customer feedback and already made improvements to the existing activation letters e.g. enlarging font size, making activation codes more accessible and adding HMRC branding to clearly show this relates to HMRC Services.

Migrating customer data from the current GG to MDTP is a key delivery this year. To facilitate the movement of this data GGTP are currently building the necessary tools and functions to receive, store and use the data.

The current databases hold known fact information, for example, Unique Tax Reference (UTR) numbers. It is critical that GGTP has confidence and assurance that the data will migrate correctly from GG to MDTP. With this in mind GGTP will run a period of monitoring to ensure there are no concerns and issues. Once satisfied GGTP will formally migrate the data.

GGTP are replacing the helpdesk functionality currently provided by GG for both HMRC's customers and helpdesk staff, in doing so it will seek to improve the customer and staff experience based on user research. For example, feedback from Customer Service staff tells us they cannot currently see screens the customer is having problems with which is frustrating and makes it difficult to help them. GGTP will make those screens available improving both staff and customer experience and reducing customer time spent with the helpdesk.

A number of OGDs have requested that HMRC supply a centralised enrolment and database option for them as part of their transition to SCP. This is not currently within the scope of GGTP and moving to this model means HMRC accepting a risk due to the uncertainty around what that new scope may be. GGTP have estimated costs to deliver this option and informed OGDs that they must contribute to that cost equally as HMRC do not have finance available for this activity. GGTP continues to have discussions with OGDs around governance and funding and will present recommendations to the February meeting of HMRC's GGT Programme Board.

Transaction Engine

This Project provides a Transaction Engine service that will receive and forward messages to HoDs systems and is common across most HMRC services (such as SA, CT, VAT, etc.). TE receives third party software submissions, a key enabler for HMRC to collect revenue.

GGTP will migrate functionality off the current GG TE to the MDTP.

The impact of this change affects third party software vendor (TPSV) customers as their products will need to send messages to a new URL (internet address). GGTP are supporting those customers to migrate their products and undertaking additional testing to ensure the new engine is fully able to support third party software submissions prior to decommissioning GG.

TE is a key enabler for other projects within GGTP as it is imperative that TPSV products are migrated to the new TE prior to HMRC commencing data migration activity for Enrolment and Agent & Client Databases and SCP.

HoDs will not see any difference to the information that is sent to them, and there are no changes required as this is simply a digital change. Messaging services such as ChRIS, RTI, DMR, SETMS, GGIS and RCAT (tool) will continue to act as they currently do for submissions routed through the GG.

HMRC's TE has been live since 23rd October 2017 and has processed over 6 million submissions up to January 2018. Several test environment trials assured its capability – it has since successfully handled bulk loads of live data for 2 x Real Time Information submissions and 1 SA peak including 365k SA returns on 31st January with 31k submissions in the final hour.

Security Integration

GGTP will continue to support the SCP Integration by:

• Building 2SV (Two Step Verification) into the new SCP platform and also linking to existing IV services in MDTP.
• Transitioning HMRC services from GG across to the new platform.

GGTP will also be capturing and mastering affinity groups within HMRC for the SCP.

Following the transition of HMRC services to SCP, GGTP will decommission the HMRC GOV.UK log-in page, and support the delivery of a business IV solution for sole traders & Ltd companies. Business IV user needs for partnerships, trusts and charities are still being discussed. If required GGTP will discuss delivery and finance options with MTDfB at the appropriate time.

GGTP will continue to develop the IV solution with the addition of DVLA data as an evidence source (subject to GDS approval), and support the work to introduce 2SV for agents on an optional basis (subject to discussions on funding).

GGTP will reinforce the platform with a security console, allowing the user to change personal details ultimately reducing contact. GGTP will provide the customer with a self-serve option, and simplify Authentication by moving to a "session based" Authentication record (in preparation for live). GGTP will also move our 2SV SMS Service to a single supplier in order to reduce transactional costs

<u>GGTP Deliverables</u>

This pan-Government platform impacts several OGDs, some of which won't be able to migrate or will need to find alternative modes of operating. To mitigate this GGTP are offering the OGDs several choices, they can

• Migrate to SCP
• Migrate to Verify
• Migrate to their own solution
• Migrate to SCP and Verify
• Consider including a contingency solution for intercepting OGD individuals' services should that be needed towards end of transition for those still not able to use Verify.

GGTP will migrate 62 HMRC Services and 61 OGD Services off GG (with 30.5 OGD services moving to SCP, 7.5 moving to Verify, 18 moving to OGDs own solution and 5 to be retired). OFSTED have a service that requires movement to both SCP and Verify hence the service has been split (accounting for the decimal point). The 62 HMRC services will fully migrate to SCP. GGTP intends to fully on board HMRC services onto SCP by June 2018.

By February 2019 off-boarding of all GG services will be complete in unison with the ending of the extended contract

The impact on customers cannot be underestimated with an annual demand of;

- 45m individual customers;
- 5.4 m businesses;
- 70k agents;
- Bringing in a revenue of over £500bn

With a customer base so varied, GGTP have carried out extensive user research involving mapping out the journey of a typical customer.

GGTP are mindful of the consequence if it were to fail in our ambition:
- £7.9bn revenue loss through fraud prevention;
- £575bn tax yield at risk;
- Upstream\downstream impacts on compliance ;
- OGDs will be left with 99m unsupported transactions.

The GGTP will decommission the current gateway, migrate functionality and data and deliver a new service replacing the current gateway.

GGTP will provide:
- Authentication services -Customer Login, Single Sign On and management of customers' credentials;
- Authorisation services - a customer can be associated with services, agent-client relationships;
- Ability to send Government documents via an API (Transaction Engine);
- Secure document handling facilities.

SCP will:
- Be built based on industry standard technical approach;
- Give web customers an experience similar to 'log on to website X with your Facebook account';
- Give Government the opportunity to improve credential security;
- Introduce customer ID Password recovery as a feature in 2018 reducing calls to HMRC & waiting times for customers;
- Provide HMRC with Transaction monitoring data (previously unsighted) this will enhance fraud protections.

Key Milestones for 2018/19

- **Jan – Jun 18** - Migration of HMRC Services to the SCP;
- **Feb – June 18** - Full set of features built onto the new SCP;
- **Mar 18** - Migration of all Independent Software products to the new TE complete;
- **Mar – Jun 18** - Migration of 62 services using the existing GG to the new Enrolment Management and Agent Client User Interfaces;
- **Mar 18** – April OGD Cost Model agreed;
- **Apr 18 – Feb 19** - Migration of OGDs service to the SCP;
- **Jun 18** Decommissioning of the Departmental Interface Service leading to a saving of £1.3m;
- **Jul 18** - Development and testing complete for the APIs, data extract tool and database to put in place the capability to migrate data;
- **Aug – Sept 18** - Enrolment Management and Agent Client Databases - Period of dual running to start migration of data from GG to the new database to ensure the data set is transferred as expected;
- **Nov 18** – Transaction Monitoring capability for OGDs;
- **Nov – Dec 18** - SCP dual running to start migration of credential data to the new platform;
- **Dec 18** - All enrolment and known facts data successful migrated (approx. 93m records) and HMRC master the data;
- **Dec 18** - Enrolment Management and Agent Client Databases Help desk available;
- **Dec 18** - Enrolment Management and Agent Client Databases Live running;
- **Feb 19** - Migration of 74m credentials to the new platform complete and SCP master the data;
- **Mar 19** - Decommission GG.

Critical Success Factors

- Granting of legal powers to provide Cross-Government services;
- Smooth decommissioning of GG;
- For HMRC a seamless transition for customers to the new service;
- SCP delivered and fully operational by February 2019;
- TE delivered and all appropriate HMRC applications transitioned to use it alongside the migration of all Third Party Software Products to MDTP in February 2018;
- Enrolment Management and Agent Client databases delivered and all appropriate HMRC services transitioned to use it by June 2018.

As GGTP advances throughout its lifecycle delivery progress is reported into the Digital PMO to track milestones, Stakeholder and Programme Board have regular opportunity to raise issues or concerns against delivery.

Where there are specific Project IT deliverables testing and reflecting will take place to ensure that GGTP is ready to move forward.

Out of Scope

Offering authentication services for OGDs' individual customers remains out of scope as GDS has mandated that they will be using Verify. However to mitigate the growing risk that OGDs will not transition to Verify, HMRC and initially ▬▬ , are developing a contingency option to safeguard those individual customers.

Business Change Benefits

Programme / Project	Description	FTE	Non-Paybill (£m)	Customer (£m)
Government Gateway Transformation		**7.01**	▬▬	▬▬
Programme Level Benefit	Benefit 1 Operational run		▬▬	
Transaction Engine	Benefit 2 Transaction Guard Decommissioning		▬▬	
Enrolment Management and Agent Client Databases	Benefit 3 DIS Decommissioning		▬▬	
Programme Level Benefit	Benefit 4 Gateway replacement (NPB)		▬▬	
Security Integration	Benefit 5 & 6 Voice Biometrics (FTE)	7.01		▬▬
Enabled @ 29/01/2018		**2,516.44**	▬▬	▬▬
Making Tax Digital for Individuals		2,350.52	▬▬	▬▬
Making Tax Digital for Business		74.28	▬▬	▬▬
Future of Child Benefit		91.64	▬▬	▬▬
Risk Intelligence Service (RIS)	Revenue Losses Prevented		▬▬	

Quantified cashable benefits:

- Benefit 1 - Operational run cost reduction – resulted in a 2 year sustainable cost reduction of c£▮▮▮▮

- Benefit 2 - Transaction Guard decommissioning – this resulted in an annual sustainable cost reduction of £▮▮▮▮

- Benefit 3 - Departmental Integration Server (DIS) decommissioning - will result in a sustainable cost reduction of £▮▮▮▮ annually.

- Benefit 4 - The annual HMRC GG has a fixed and variable budget. The current contract expires in March 2019 resulting in a cost reduction of £▮▮▮▮

- Benefit 5 - Voice Biometrics – will result in a reduction in overall verify calls being routed to an advisor for identification purposes, quantified as 7.01 FTE.

- Benefit 6 - Voice Biometrics – will result in a reduction in overall verify calls being routed to an advisor for identification purposes, quantified as £295k in Customer savings.

Cost Avoided:

- Costs avoided from renewing the current ▮▮▮▮ contract – The rationale behind taking ownership of GG from ▮▮▮▮ is based on c.90% of all traffic on the gateway is from HMRC. If ▮▮▮▮ had continued to run the Government Gateway service there was a potential for increased operating costs. In addition to this potential cost increase, it was also proposed transactional charges would be in place and HMRC were likely to incur 90% of the total operating costs.

Ongoing development of Benefits Case

There will be ongoing development of the Programme Benefits case as GGTP evolves. There is a clear plan in place to explore, quantify and develop benefits.

GGTP have identified a number of benefits that need to be explored further and subsequently quantified.

- FTE capacity creation – It is thought that the implementation of new solutions should be easier for customers to use and as a result contribute to a reduced number of calls into the OSH and DCTS help desk (as experienced in the January 2018 SA peak), increasing available resource for other tasks. GGTP will explore the possibility of these staff being released formally into other work, in which case this will become a cashable benefit.

- Customer cost reduction – It is expected that there will be a measurable reduction in the number of contacts into the OSH helpdesk as a result of the implementation of new solutions.

- Improved availability of data – Enabling transaction monitoring processes to be more effective.

- End to end audit data – improving intelligence and visibility which can be utilised by RIS and FIS. Currently only 20% is stored, this will see an 80% increase in data availability.

Enabling benefits

GGTP have identified a number of enabling benefits, we will continue to identify and document these as they emerge.

- Enabling API strategy to be implemented – The gateway replacement will allow the API strategy to be implemented and its benefits realised.

- Enables HMRC digital services - The Gateway replacement will enable HMRC to continue to operate and implement digital services and its benefits be realised. (Documented in the benefits table).

- Risk Intelligence Service (RIS) - Following the delivery of the security features and the effort undertaken by RIS colleagues to work the prioritised real-time alerts it's estimated over £57m in Revenue Losses Prevented across all regimes since January 2016.

Soft benefits

- Improved individual and business customer experience – A re-designed process should ensure that the new solution is designed around customer needs which should result in an improved customer experience from start to end.

- Speedier solution delivery – By separating the solution into four discrete functions it should ensure that development of the four smaller components can take place simultaneously, resulting in a shorter delivery time for the overall solution.

There has been no optimism bias applied to the finances within this business case.

Optimism bias has been applied to benefits in the Business Change Benefits table where appropriate.

Preferred Option	Lifecycle (9 Years)
Total Costs £m (DCF rates)	£█████████*
Cumulative paybill savings £m (DCF rates)	£██████
Cumulative other admin savings £m (DCF rates)	£██████
Customer benefits £m (DCF rates)	███████
Environmental benefits £m (DCF rates)	£█
Gross FTE post saving (Number)	7
Redeployments (Number)	7
Net FTE post saving (Number)	0
Yield / Additional Tax Revenue £m (not included in NPV)	£0
Error & Fraud Reduction £m (not included in NPV)	£0
NPC £m (Adjusted for optimism bias)	████████
Payback year	n/a

The breakdown of the £131.11m is shown in the table below, the funding for the transactional costs have already been transferred to CDIO BaU budget already.

Cost £(M)	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	Total
Build	█	█	█			█	█	█	█
Run (exc. Transactional costs)	█	█	█	█	█	█	█	█	█
Transactional costs	█	█	█	█	█	█	█	█	█
Total	█	█	█	█	█	█	█	█	█

Other Options Considered

Following IDB's approval of the preferred option in December 2017 a recap of the alternative options are provided as below (as advised by CAI).

Procure a commercial software solution for Cross-Government Authentication:

This option was discounted as the market to offer a "buy rather than build" option is not currently mature enough for Enrolments and Agent/Client relationships or SCP and increases the risk that HMRC will not deliver within the timeframe available.

This option would place significantly higher financial pressure on HMRC than those attached to our preferred option when looked at on a like for like basis, with an additional £▇▇▇ required for the GGTP lifecycle if HMRC were to procure this product. Run costs would also continue to be significantly higher once this was handed over to BAU.

Continue to commission current service offering:

This option was discounted as the current service is now over 15 years old and as such is difficult to configure and does not offer the layers of additional security HMRC has developed on its digital services. To commission the current offering would prevent HMRC from realising its full digital ambitions in the way HMRC securely interact with customers in future e.g. MTDfB.

Aside from a high annual cost for a service that does not meet HMRC needs, that cannot provide sufficient levels of confidence with regards to the security levels for future service usage and also does not provide a strong customer experience when compared to the new digital services.

Costs for this option were presented upon the current contract costs for HMRC plus an additional 30% uplift to account for the need to procure via a new contract, with a likelihood of requiring additional functionality.

Do nothing:

This would have resulted in an eventual loss of access to all cross-Government digital services and massive reputational and financial impact to HM Government. It does not meet HMRC's obligations in providing a replacement solution, preventing access to Cross-Government digital services and leading to wide-ranging reputational damage.

In addition if GGTP closed down the current service and did not offer a replacement HMRC would remove access to one of the most used vehicles for customers to interact with the Government and meet their liabilities, i.e. via a digital/third party software route. This would lead to potential financial loss in the interim, increased need for compliance activity to address and potential penalties suffered by customers that would be disputed. As such, while there is a cost saving this is far outweighed by the risk attached to this option. GGTP have therefore discounted it as not viable and indeed contrary to both HMRC and Wider Government strategic direction of travel with regards to digital services.

	Procure commercial solution	Commission current offering	Do Nothing
Costs £m (DCF rates)	▇▇▇▇	▇▇▇▇	▇▇▇
Benefits £m (DCF rates)	▇▇▇	▇▇	▇▇▇
NPC £m (Adjusted for optimism	▇▇▇▇	▇▇▇▇	▇▇▇▇
Payback year	**n/a**	**n/a**	**n/a**

- **Note option 2 has cumulative rising costs that rise to £▮▮▮ by 23/24. This option is therefore decommissioning savings are unsustainable.**

Main Risks, Issues and Dependencies

Risks:

Key Risk	How this is being managed
There is a risk that OGDs will not transition from GG within the timescales	OGD Transition plans and reporting are in place & managed via a monthly Oversight Board. Fortnightly bi-laterals with all key customers and considerable engagement at SCS and SRO levels are also taking place. HMRC have made a decision that OGDs not transferred to the new service before the old contract ends, continue with the old unsupported service and the risks of doing so. This decision is to be communicated to all affected parties. An on-boarding strategy is in place and action continues to develop and understand the detail of that.
There is risk that GGTP do not give stakeholders sufficient context and confidence for the changes and/or stakeholders do not understand the impacts of GGTP on their area and do not prepare for the changes.	GGTP is engaging and educating stakeholders through HMRC workshops, holding fortnightly bi-laterals with OGDs and considerable engagement at SCS and SRO levels is also taking place. Targeted, lower level conversations to determine impacts of GGTP i.e. what stakeholders will get, what they need to do and volumes particularly in relation to how GGTP could impact Contact Centres are in train.
There is a risk that the Verify Business Case does not get HM Treasury approval and HMRC are required to migrate individual services currently on GG to SCP, requiring HMRC to provide additional resources and funding supply a broader Pan-Government support model.	GGTP are maintaining close contact with HMT and ensuring SCP remains agnostic to minimise rework, transition handling and support model resource requirements
There is a risk that GGTP does not meet GMPP/IPA assurance and reporting requirements which may impact delivery GGTP.	GGTP are working with CAI to meet GMPP/IPA assurance and reporting requirements. GGTP is also in discussions through Transformation to keep the decision to place GGTP in GMPP under review with the IPA with a final decision to be made in March 2018.
There is a risk that HMRC may not gain legal cover in time to implement a new GG Service.	ExCom has approved a proposal from GGTP to continue with implementation. There is an identified legislative route which is being pursued by HMRC Solicitors Office who are also working with Cabinet Office around Cyber Cluster work to see if there is a legislative vehicle which could be used. There may be an opportunity to use the Data Protection Bill as a vehicle and this is being explored.
There is a risk that customers will have different processes for logging onto Government services as a single user.	Conversations have taken place to understand why OGDs have chosen to build their own solution. Those conversations continue and it is proposed to raise this at the new Oversight Board to discuss how this can be mitigated.
There is a risk that GGTP does not provide a robust support model to maintain	The Business Readiness Team are working closely with OGDs & other teams to ensure we meet the customer needs.

the live running of the service in the event of an incident.	A Service Level Agreement which defines the provision of service was agreed by the Oversight Board. Further work continues to work up the customer support plans & scope and capture on the critical path.

Issues

There is a recognised funding pressure for 2018/19 in GGTP. The total ask is £▮▮▮▮▮ however following Transformation Prioritisation £▮▮▮ has been allocated to GGTP. This leaves a pressure of £▮▮▮▮ currently unfunded and subject to further discussion within CDIO and OGD's.

OGDs cannot commit to relieving this financial pressure as they themselves have committed to the costs of contract extension until March 2019.

If funds are not allocated to GGTP it will not be able to deliver.

From 2019/20 we would expect to generate funds by implementing our recharge model.

Key Dependencies

There are 3 key dependencies:

*   GGTP is dependent on all OGDs to deliver within their departments, where appropriate, the equivalent capability for Enrolments and Agent/Client databases and TE before GG can be decommissioned
*   GGTP is dependent on Verify to help OGDs transition to the new service
*   OGDs must supply their User Needs so that the relevant digital content can be developed

There are also many internal/external dependencies to be managed throughout the delivery period to allow us the confidence that once GGTP have built the four elements of the Programme, the functionality of the service as a whole will work well and offer a smooth customer journey. These dependencies are managed closely via Project level checkpoints and the GGTP Risk Review Board.

HMRC has an ambitious transformation agenda and key to this is a secure way of allowing customers to access online services, supporting the use of third party software and ensuring GGTP can wrap around appropriately robust monitoring tools, e.g. transaction monitoring. In order to realise these ambitions it has been agreed that the GGTP is a key Programme within HMRC with numerous Programmes and services dependent upon it e.g. MTDfB.

It should also be noted that GDS have provided a clear statement to OGDs that any individual customers of the current GG service must be migrated to Verify rather than SCP (HMRC's individuals will be able to utilise SCP). As such GGTP are dependent upon that migration to Verify happening prior to the end of the current Gateway contract period and with sufficient time to allow for decommissioning activity, with GDS having responsibility for this happening.

Commercial Case (Procurement)

GG moved from ▮▮▮▮ to HMRC in November 2016, and the associated contracts were novated, with the exception of Akamai and Symantec. The service provided by Akamai was contracted via CapGemini and Symantec was renewed via ▮▮▮▮ with HMRC paying the costs.

Symantec will be contracted directly by HMRC as part of a wider requirement with MDS enabling HMRC to leverage a stronger negotiating position.

The MOG transfer of GG from ▮▮▮▮ to HMRC, which facilitated this contract novation, included funding for running costs up to end 17/18 financial year and variable costs resulting from the service running elements e.g. printing charges are cross-charged to the owning OGD.

The decision was made in August 2017 (endorsed by IDB) to extend these contracts by a further 12 months to allow OGDs time to migrate from the platform.

The extension of the existing GG contracts has now been approved by GDS and Ministers

For GGTP CDIO's Digital Delivery Group (DDG) will be responsible for managing all IT solution impacting and where necessary will recruit externally on behalf of CDIO to satisfy internal capacity and capability shortfalls in accordance with current commercial arrangements, primarily via CapGemini.

It is HMRC's responsibility, via CDIO Group, to deliver the design, decompose requirements and to gather and consolidate estimates from all IT suppliers, both internal and external.

Commercial Directorate will support CDIO Group and GGTP in working with external suppliers as required and in accordance with the terms approved by the Cabinet Office and HMRC.

Digital Developers (scrum teams) are procured through the in-house Digital Resources Team. The new charging model agreed for in-house development is being followed. GGTP will ensure Government standards are adhered to. Wherever possible the Project solutions will re-use existing capability to reduce costs and ensure rapid delivery.

Financial Case (Affordability)

This is the first iteration of the business case since GGTP merged with the Securing Our Services (SOS) Programme. The costs provided are for the revised structure and deliverables.

There is a recognised funding pressure for 2018/19 in GGTP. The total ask is £▮▮▮▮▮▮ however following Transformation prioritisation £▮▮▮▮ has been allocated to GGTP. This leaves a pressure of £▮▮▮▮▮ currently unfunded and subject to further discussion within CDIO and OGD's.

OGDs cannot commit to relieving this financial pressure as they themselves have committed to the costs of contract extension until 2019/20.

From 2019/20 we would expect to generate funds by implementing our recharge model.

Funding Summary (including non-cash) – Funding rates not DCF			
£m	**Spent/Committed/ Savings delivered**	**Current year**	**Total Lifecycle**
Paybill Costs	▮	▮	▮
Other Admin Costs	▮▮▮	▮▮	▮▮▮
Resource Costs (excl. Non Cash)	▮▮▮	▮▮	▮▮▮
Non Cash costs	▮▮	▮▮	▮▮▮
Capital Costs	▮▮▮	▮▮▮	▮▮▮
Total Costs (Excl. Non Cash)	▮▮▮	▮▮▮	▮▮▮▮
Total Costs (Incl. Non Cash)	▮▮▮	▮▮▮	▮▮▮

Note: benefits £'s contained within the business case are DCF rates only, the funding rates are still available in the Financial Template.

Summary of Funding Sources

£M	Build - Transformation funding	Build unfunded	Total Build Cost	Run Transformation funding	Run unfunded	Run CDIO funding	Total Run Cost	Transactional CDIO funding	Total Transformation funding	Total unfunded	Total CDIO funding	Total Cost
▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬
▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬
▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬
▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬
▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬
Total	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬	▬

- * Financial pressure of £8.98m currently unfunded and subject to further discussion within CDIO and OGD's.

Management Case (Successful Delivery)

GGTP and associated Projects follow HMRC's Change Framework which governs how HMRC Programmes, Projects and Platforms are conceived, approved/managed/delivered and closed. It operates through a series of checkpoints or 'gates'. GGTP will proceed through the gates led by IDB. In addition to the core document set, other relevant documentation agreed with critical key holders in advance will be provided to support each framework gate. With regards to this submission key holders have indicated that they do not wish to see any documentation other than the core document set.

GGTP is delivered via agile methodology and as such uses retrospectives as the recognised method of collating lessons learned and record any actions coming out of meetings to ensure they can quickly address and share via showcase meetings across wider delivery teams where this will be of benefit. The Transition and Business Readiness strand of GGTP will be closely monitoring the on-boarding processes of moving all services over to the new platforms. As such it will ensure that as part of that review the outputs are collated into a Programme level Post implementation Review (PIR), allowing GGTP to assess the effectiveness of the approaches taken and capture any further lessons learned to inform future deliveries.

The GGTP Programme Board will authorise the closure of the Projects falling under the GGTP. The closure of GGTP as a whole will follow HMRC Change Framework guidance, including appropriate PIRs.

Digital PMO provide guidance and support to Programmes and Projects as they move through delivery to ensure that they have appropriate governance in place and that they are following best practice to maximise the chances of successful delivery. They also take responsibility for engaging with all key holders, providing updates on progress and working with GGTP where additional information is sought to provide clarification on delivery approaches and ensure GGTP are managing the Programme in alignment with expectations.

The Risk Potential Assessment (RPA) rates GGTP as high-risk. GGTP will form part of GMPP moving forwards, which will support the likelihood of delivering to both time and cost via formal reviews and targeted advice. GGTP has enlisted the expertise of the Infrastructure and Projects Authority (IPA) as the Governments Centre of Expertise for infrastructure and major Projects, reporting to the Cabinet Office and HM Treasury.

IPA support the successful delivery of all types of infrastructure and major Projects to ensure infrastructure and major Projects are delivered efficiently and effectively, with improvements over time.

The original GGTP Board was chaired by the Programme Deputy Director Mike Howes-Roberts and was established in January 2017. Following the IPA review recommendations a new Programme Board has been established to reflect the size and scale of the transformation and importance of ensuring continuity of service to customers as we move off GG. The Board is now chaired by the Digital Director Brigid McBride, membership has been elevated to SCS2 level and reduced in number (whilst continuing to have cross HMRC and IPA representation) and revised Terms of Reference have been created. This remains a decision making body.

Some OGDs indicated they will not be able to migrate within the current contract end date and for this reason GGTP have gained endorsement of the decision from IDB to extend the contract for an additional 12 months only. In order to ensure there is no further extension and to drive forward the transition from GG within the revised timeline GGTP have also agreed to, and established, a new Government Gateway Oversight Board, which replaces the Transition Board holding its first meeting in September 2017. This has strengthened the membership of the Board, ensuring HMRC and GDS are both seen to have a responsibility and role to play in offering a fit for purpose replacement Authentication Service for individuals, businesses and agents within agreed timeframes and that OGDs have undertaken the relevant deliveries they require to migrate all user functionality from GG. At this Board HMRC take responsibility for reporting on progress with regards to SCP delivery and the progress being made to transition those OGDs moving over to the new service. GDS have responsibility for the OGDs with individual services needing to move to Verify and will be the lead on sharing progress on these delivery plans and addressing any blockers faced.

GGTP will continue to hold a monthly Board with security stakeholders from across HMRC in order to validate the design of SCP and the security features contained within it and ensure they support wider HMRC activity with regards to compliance, prevention of fraud etc.

In accordance with HMRC's Change Framework GGTP has considered appropriate tolerances in costs/benefits that would trigger an early return to IDB of the Programme business case.

The table below sets out suggested tolerances for approval and GGTP would return to IDB if the costs or benefits move outside of the limits below.

Costs	> +/- 5% or > £⬛⬛⬛ change in total costs **or**
	> +/- 5% or > £⬛⬛⬛ movement in costs from one year to other years
Benefits	> 5% change in total benefits **or**
	> Additional revenue £⬛⬛⬛ in total benefits **or**
	> FTE 100 in total benefits

Resourcing

GGTP has its Programme and Project Management Teams fully resourced and has also secured the relevant support from wider HMRC where required, e.g. CDIO, Product Managers etc. booking time to GGTP via Clarity to allow a full picture of costs associated with GGTP to be recorded. In addition scrum teams are in place to undertake digital delivery and GGTP has a clear operating process within the Digital Delivery Centres to quickly address any resource gaps that occur. Any additional Programme resource required or change to resource is governed via the Digital Platform Resource Governance Board.

GGTP uses standard Programme Management techniques and HMRC practices to support delivery, including planning, risk, assurance and benefits. An outline of the approach being used is provided below.

Assurance

Alongside this business case GGTP have submitted an Assurance Delivery Schedule, which maps out in more detail the assurance activity being undertaken to track GGTP deliverables and ensure GGTP meet the revised timelines for migration to the new services being built. This demonstrates the robust approach being taken to assurance from GGTP and a commitment to applying the appropriate level of governance to a Programme that cuts across Government and delivers what is deemed to be critical national infrastructure replacement.

GGTP has now been deemed to fall under the GMPP, it is also subject to reporting and review processes in place within the IPA and this will add an additional layer of assurance activity and support GGTP in understanding any further assurance activity it should be undertaking to support delivery.

As GGTP is delivering a platform and functionality that will support an end to end journey for a range of customers across a number of services and departments, the standard GDS assurance/assessment processes are inappropriate. GGTP are working closely with GDS to agree what levels of assessment are required and will comply with those requirements at the appropriate stage(s).

Planning

The latest version of the GGTP Plan accompanies this business case and demonstrates a combination of the digital delivery milestones required to reach go-live of each service alongside the supporting business readiness and transition activities. Supporting the digital build and facilitating a smooth transition of services with the requisite support models in place during all stages of transition. The Plan is reviewed at regular intervals and weekly checkpoints are in place between the Programme Manager and Project Leads to maintain focus on key delivery milestones. In addition milestones are tracked on a monthly basis at Platform level within CDIO Digital. Escalations are handled via the governance routes highlighted above.

All Projects falling under GGTP maintain Milestone Plans with lower level detail and track progress via weekly checkpoints with the wide range of stakeholders involved in making this a successful delivery including key delivery groups.

As GGTP cuts across a wide variety of Cross-Government Digital Services it is important that GGTP consider the end to end customer journey and ensure the GGTP plan is not created in isolation, with the potential to cause a poor customer experience once all the elements of the journey are sewn together. As such GGTP are working closely with OGDs to understand their user needs and ensure this is built into GGTP plans for delivery. GGTP has also established an HMRC Service Design Board, bringing together key stakeholders to validate plans and assumptions and identify any changes needed to key milestones based on a wider understanding of the end to end Service Design.

Change Control

Any change in Scope or movement against original baseline will be managed by the GGTP Board and Oversight Board with Change Requests being taken forward if deemed necessary.

Any change that impacts against benefits or finance breaching tolerance levels will result in GGTP returning to IDB as will unexpected Programme critical events e.g. should OGD transition be at risk it will be escalated via GGTP Programme Board to oversight Board and ultimately to IDB.

Reporting

Digital Platform have established reporting processes in place to ensure that key stakeholders are sighted on progress and areas of concern and GGTP are fully compliant with these. This includes weekly reporting into Digital Delivery Group and monthly reporting into Digital Platform Board. In addition monthly reports are prepared for GGTP Programme Board and Oversight Board to update on progress against both milestones and risks. This reporting structure allows for a clear escalation route where issues exist.

Risks

GGTP uses a CRAIDD to manage its constraints, risks, assumptions, issues, dependencies and decisions as per best practice. This is stored securely in the GGTP CAF and updated via the Digital PMO Risk & Assurance Business Partner, who works with Project Managers to identify any risks which should be escalated to GGTP. A monthly Risk Review Board is in place allowing key members of the GGTP Team to actively discuss risks and what is being done to mitigate them. Dependencies are reviewed on a regular basis and any issues are managed daily.

Benefits

Benefits are managed from within the Digital PMO, with an experienced team working on the quantifying, planning and sign-off activity required. The team provide this service for all Programmes being run from within CDIO Digital and as such have established relationships with key contacts across HMRC involved in benefits activity. This allows for a more streamlined process and supports GGTP in understanding the full potential of the benefits available from its deliveries. The team have been involved in identifying and quantifying benefits and as such can use their knowledge to continue to work towards the capturing of the complete benefits picture attached to GGTP for the next iteration of the business case.

Stakeholder Management

GGTP has recruited a dedicated Communications and Stakeholder Management Lead, with overarching responsibility for ensuring GGTP are appropriately informing the range of key stakeholders attached to GGTP. GGTP are maintaining a single version of the truth spreadsheet that contains all identified internal and external stakeholders and allows us to control the communications to the correct groups at the most appropriate time. GGTP also work closely with HMRC Corporate Communications teams to support the more formal communication activity required for GGTP. This includes press releases, responses to FOIs etc. This is particularly important on GGTP where high levels of interest remain due to GGTP forming part of the Wider Government Identity Management approach.

It is through this stakeholder engagement that we are working with OGDs to plan the transition in appropriate workshop like forums.

The HMRC high level Transition Plan has been agreed and lower level conversations with stakeholders will follow. These conversations will focus on informing the stakeholder of what they will get, what they need to do in preparation and sharing volumes of transition activity particularly on how GGTP could impact Contact Centres.

The Transition and Business Readiness Team have also established formal bi-laterals with each impacted OGD to support greater understanding of both the SCP offering and OGD transition readiness to the new service. GGTP have also implemented appropriately robust configuration management for communications activity to ensure GGTP have a clear audit trail of communications and can more effectively plan for future activity. In terms of day to day technical engagement with OGD delivery teams GGTP have a shared technical forum where day to day technical queries can be quickly raised and addressed to prevent any blockers to on-going delivery at pace.

Impact Assessments

Alongside this business case GGTP have submitted a Programme level PPIA and ECIA. These are being managed at Programme level due to the large inter-linked intricacies of services in terms of impacts. GGTP do use input from each Project to understand the impacts it is having and ensure these are effectively captured and managed. This also informs the planning activity for the Transition and Business Readiness Team.

In terms of the remaining impact assessments these have been completed at Project level in conjunction with key members of the security teams across HMRC. The Projects have different risk profiles for example, SCP offering a Cross-Government Service attracts the highest risk profile with the need for more in-depth legal advice etc. so the impact levels are higher on this Project. Taking a Project level approach to these documents allows GGTP to more effectively target activity to manage these impacts, ensuring that at each release stage GGTP have the right sign-offs and mitigations in place.

Value for Money - Discounted Cash Flow for preferred option

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Total
Total Costs £M (DCF rates)		▮	▮	▮	▮	▮	▮	▮	▮		▮
Cumulative paybill savings £M (DCF)				▮	▮	▮	▮	▮	▮	▮	▮
Cumulative other admin savings £M (DCF)		▮	▮	▮	▮	▮	▮	▮	▮	▮	▮
Customer benefits £M (DCF)				▮	▮	▮	▮	▮	▮	▮	▮
Environmental benefits £M (DCF)											
Gross FTE savings				▪	▪	▪					▪
Redeployments (Number)				▪	▪	▪					▪
Net FTE post saving (Number)											
DCF Information:											
NPC £M	▮										
Payback Year	Not Applicable										
Yield / Additional Tax Revenue £m (not included in NPV)											
Error & Fraud Reduction £m (not included in NPV)											

Annexe 1- Summary of merger between GGT and SOS programmes

Background

In October 2017 Government Gateway Transformation (GGT) Programme entered a crucial phase in its delivery roadmap when build of the Government Gateway (GG) replacement known as the Secure Credential Platform (SCP) commenced.

At the same time Securing Our Services (SOS) Programme was providing methods to reduce the threat to HMRC and its customers from cybercrime. This includes 'hardening' the current GG and developing new features to strengthen further the login credentials of HMRC customers. These capabilities assure interactions are with the correct individual, business or someone authorised to act on their behalf. Over 15 million customers have now registered for 2-Step Verification and completed Identity Verification on their account. The programme also included the development of the Transaction Monitoring Platform which now monitors transactions across the HMRC's Multi Digital Tax Platform to help investigate and prevent fraud.

As GGTP began to build the SCP it became clear the knowledge, skills and expertise of teams within SOS was a natural partnership to ensure the GGTP success. Furthermore merger created an enriched picture of interdependencies, improved service design, shared backlogs reducing the likelihood of gaps in managing the end-to-end user journey whilst providing assurance the work is prioritised correctly. The Programmes would also benefit from a strong leadership team and joint access to Project and Programme manager resources.

A proposal to amalgamate SOS into the GGT programme was approved by HMRC Investment Appraisal and Prioritisation Board on 4th October 2017 and the SOS programme was subsequently closed down.

Amalgamation led to the financial investment exceeding the £▓▓▓ HMRC delegated limit and the new requirement for HMT approval.

Following merger GGTP has so far identified and quantified the following benefits:

Quantified cashable benefits:

- Operational run cost reduction – 2 year sustainable cost reduction of c£▓▓▓▓

- Transaction Guard decommissioning –an annual sustainable cost reduction of £▓▓▓▓.

- Departmental Integration Server (DIS) decommissioning - a sustainable cost reduction of £▓▓▓▓ annually.

- The annual HMRC GG has a fixed and variable budget. The current contract expires in March 2019 resulting in a cost reduction of £▓▓▓▓▓.

- Voice Biometrics – will result in a reduction in calls to an advisor quantified as 7.01 FTE.

- Voice Biometrics – will result in a reduction in calls to an advisor quantified as ▓▓▓▓ in Customer savings.

Cost Avoided:

- Costs avoided from renewing the current ▓▓▓▓ contract – The rationale behind taking ownership of GG from ▓▓▓ is based on c.90% of all traffic on the gateway is from HMRC. If ▓▓▓ had continued to run the Government Gateway service there was a potential for increased operating costs. In addition to this potential cost increase, it was also proposed transactional charges would be in place and HMRC were likely to incur 90% of the total operating costs.

GGTP have identified a number of benefits that need to be explored further and quantified.

- FTE capacity creation –reduction in calls to HMRC may release staff formally into other work, in which case this will become a cashable benefit.

- Customer cost reduction – It is expected that there will be a measurable reduction in the number of contacts to HMRC

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- Improved availability of data – more effective transaction monitoring processes
- End to end audit data – improving intelligence and visibility. Currently only 20% is stored, this will see an 80% increase in data availability.

The amalgamation did not have any noticeable dis-benefits.

Programme Delivery

Following merger the SOS elements of the amalgamated GGT programme continued to deliver against its published delivery plan as agreed in its 2017/18 business case. In addition SOS delivered a number of important features to support the SCP, Transaction Engine and Enrolment and Agent & Client database projects within GGT including:

(1) Identity Verification for Individuals and authentication for MDTP services

(2) Government Gateway Hardening & Digitisation

(4) Multichannel authentication

(5) Transaction Monitoring

Only one element of the original SOS programme remains to be delivered within GGT programme and is included in this business case, the Security Integration project. The focus of SI this year is twofold

- To ensure the services it developed previously for GG work for HMRC services and OGDs within the new platform e.g. 2SV
- Continue to implement features onto the SCP, Transaction Engine and Enrolments to support the transition of 60 HMRC services from Government Gateway across to SCP

Following decommissioning of the GG, iteration of the new platform will be undertaken and will continue through our platform live service support team. HMRC will commence formal closure of GGT programme at that point.

Non GG and Future Projects

GGT is transitioning all GG services that departments have agreed to move to SCP and ensuring any new in-flight projects develop new solutions to intercept SCP.

Any future/new HMRC projects will have to secure funding to intercept SCP at their own cost. The merger of GGT and SOS has not materially changed those delivery principles, GGT programme will not therefore be paying for new or "non GG" related projects.

Post GGT Programme, HMRC will have provided and will run the pan-Government Secure Credential Platform.

Risks and Dependencies

There are no further interdependencies or associated risks following merger that are not noted in the current business case.

The following tables summarises the financial position prior to and post- merger:

Prior to merger

Spend Prior to Merger	Government Gateway Transformation (GGT)					Spend Prior to Merger	Security integration (SI - formerly SOS)				
Spend Type	Build		Run	Transactional	Total	Spend Type	Build	Run	Transactional	Total	
Actual Spent to Nov 17	■	■		■	■	Actual Spent to Nov 17	■	■	■	■	
Forecast spend Dec 17 to March 23	■			■	■	Forecast spend Dec 17 to March 21	■		■	■	
Total	■			■	■	Total	■		■	■	

Post Merger

Government Gateway Transformation (GGT)

Approved spent	Build		Run	Transactional	Total	Change from Previous Period	Change Between Periods	Build	Run	Transactional	Total	Reason for change
Position at January 17	■		■	■	■							The original case was based on building a "like for like" solution. Whilst the programme wherever possible adhered to this approach, completion of discovery activity identified additional complexity in hosting new services on the HMRC estate that prevent a simple "lift and shift" approach from being adopted.
Position at August 17	■		■	■	■	■	Jan 17 to August 18	■	■	■	■	Extension of Government Gateway by 1 year increased GGT lifecycle costs.
Position at December 17	■		■	■	■	■	August 17 to December 17	■	■	■	■	Solution complexity in reverse engineeriung solutions and dual running approach
Position at March 18	■		■	■	■	6	December 17 to March 18	■	■	■	■	Improved understanding of work required for customised legacy service and transition.

Security integration (SI - formerly SOS)

Approved spent	Build		Run	Transactional	Total	Change from Previous Period	Change Between Periods	Build	Run	Transactional	Total	Reason for change
Position at January 17	■		■	■	■							Transactional costs increase due to updated assumptions about online user increases
Position at December 17	■		■	■	■	9	August 17 to December 17	■	■	■	■	Alignment of business cases increased SI lifecycle costs by 2 years.
Position at March 18	■		■	■	■	■	December 17 to March 18	■	■	■	■	

Combined GGT and SI

Approved spent	Build		Run	Transactional	Total	Change from Previous Period	Change Between Periods	Build	Run	Transactional	Total	Reason for change
Position at December 17	■		■	■	■	■	August 17 to December 17	■		■		Project merger
Position at March 18	■		■	■	■	■	December 17 to March 18	■	■	■	■	

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