

# Project Rosetta (Streams 1 and 2)

## 1 EXECUTIVE SUMMARY

### 1.1 Introduction

Project Rosetta is an initiative under the government's *Connecting Victoria* policy. The policy aims to deliver the benefits of information and communications technology (ICT) to all Victorians.

At a minimum, the project was expected to establish electronic directory services in core government departments, to store personal details of employees and contractors and to provide 'white pages' capability.

The overall objective of this audit was to assess whether Project Rosetta has been effectively managed; involving a review of its development, ongoing management and maintenance by the Government Services Group (GSG) and in three selected departments.

### 1.2 Key findings

- Project Rosetta has delivered the planned functionality of a whole of Victorian Government (WoVG) enterprise directory and a uniform set of electronic meta-directories in the 10 portfolio departments as intended, albeit seven months later than originally planned.
- There is still a need to improve control over the inputting and updating of data in the directories so they remain complete and accurate. Some key elements of identity data, mainly date of birth and gender, are stored incorrectly in some departmental directories and in the WoVG directory. While this does not impact on the overall operation of the Rosetta directory, it does mean that additional work is required to validate new and changed directory entries.
- The Rosetta system in its current form is authoritative only as a 'white page' directory for government employees. If the directory is to become an authoritative identity management database, it will need to be reviewed and enhanced to strengthen system integrity.
- The Rosetta directory provides a common platform that can be used in future ICT systems developments. The GSG is coordinating aspects of WoVG ICT developments to avoid new ICT projects incorporating components that compete or conflict with existing architectures, in particular those provided by Rosetta.
- GSG has yet to finalise ICT standards for identification, authentication and authorisation of system users and for information classification. In the absence of these standards, future ICT developments using Rosetta functionality are likely to adopt inconsistent approaches to identity management and information classification.
- The approved funding for Rosetta (Streams 1 & 2) was \$16.8 million. Total actual costs on completion of the project were \$19.8 million. The cost overrun relates to operating expenditure. Audit analysis indicates that the initial estimates of the staff time and materials required to operate and maintain the Rosetta directory were not realistic.
- The approved budget for the project did not include the costs incurred by participating departments. Audit estimates departmental project expenditure of more than \$7.9 million, in addition to the \$19.8 million incurred by Multimedia

Victoria (MMV).

- The three departments in our audit sample have not completed an assessment of benefits realised, and while MMV has completed a benefits realisation report, it is inadequate. In the absence of a rigorous and comprehensive benefits realisation study, audit is not able to give any assurance that Project Rosetta has realised the benefits predicted in the business case.
- The arrangements for the ongoing support and management of Rosetta at the WoVG level are appropriate. The GSG has established 'Rosetta Operations' to manage and support the WoVG directory.

## 1.3 Recommendations

- GSG should develop realistic timeframes for future major ICT projects involving multiple agencies that:
- include a realistic allowance for contingency, and
- take sufficient account of other competing IT activities planned in the participating agencies. (Recommendation 3.1)

### ***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF agrees, in-principle, with this recommendation. Whole-of-government projects, by their very nature, are complex requiring the development of a robust and flexible project plan that will allow for the identification of contingencies and competing IT priorities, especially where there is involvement from multiple agencies. It would be expected that a regular review of the project plan could result in periodic changes to certain underlying project assumptions, impacting on the delivery of each key phase of the project delivery, and the delivery of a project within a realistic timeline.*

*A post-implementation review of this project will identify the areas for improvement, with any lessons learnt from the delivery of this project to be applied to other cross-government projects.*

- Departments establish controls to:
- detect or prevent erroneous data input into directories, and
- correct and resubmit data that has been input erroneously. **(Recommendation 3.2)**
- GSG review run-to-run control totals and ensure completeness of WoVG directory file updates. **(Recommendation 3.3)**

### ***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF supports this recommendation. To ensure completeness of updates to the WoVG directory file, the following actions will be taken:*

- file update indicators (as managed by DTF) will be reviewed and strengthened; and
- departments will be advised of their responsibilities in submitting updates to the directory file.
- GSG establishes control procedures to monitor system activities. **(Recommendation 3.4)**

### ***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF notes this recommendation. Control procedures to monitor the activities of the system are currently in place. However, where appropriate, these internal control procedures will be reviewed and strengthened to support the completeness and accuracy of the database.*

- GSG confirms that the methods for exchanging Rosetta information within and between departments, and Rosetta Operations, are compliant with departmental privacy requirements and consistent with existing information classification standards. **(Recommendation 3.5)**

### ***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF notes this recommendation. DTF believes that the method that has been used for exchanging Rosetta information within departments, across departments and across the Rosetta Operations is consistent and compliant with applicable classification standards and privacy requirements.*

*In order to mitigate any concern about variability in the manner in which some departments have implemented privacy requirements and classification standards, DTF will review this process and re-affirm with departments as to their responsibilities in this area.*

GSG ensures that for future multi-agency, multi-year ICT infrastructure investments:

- full life-cycle cost estimation is undertaken at the planning phase
- GSG works in conjunction with the departments to make sure that common project charts of account and accounting rules are established at each participating agency so that development and recurrent costs are recorded consistently
- forecast full cost to completion is updated regularly and monitored to reconcile with the cost assumptions in the original business case. **(Recommendation 3.6)**

***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF agrees in-principle with the recommendation. While departments are consulted when estimates of full life cycle costs are developed, it is often difficult to comprehensively establish actual project costs. A review of the method by which the costs incurred for multi-agency projects are determined will be undertaken in the near future, with lessons learnt to be applied to future multi-agency and multi-year ICT infrastructure projects. A review will also be undertaken to determine a consistent method for developing and recording project costs, including a reconciliation of approved project costs with the approved business plan.*

- GSG completes a robust and conclusive benefits realisation study. **(Recommendation 3.7)**

***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF advises that a benefits realisation study has been undertaken for this ICT infrastructure project however an additional study, which will show the cumulative benefits, will be undertaken shortly.*

- GSG finalises its business continuity planning as a matter of priority. **(Recommendation 4.1)**

***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF agrees with the recommendation. The finalisation of the business continuity planning will occur as a matter of priority.*

- GSG should issue standards for information classification. **(Recommendation 4.2)**

***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF supports this recommendation. Work is currently being undertaken which will result in the development of appropriate standards for information classification, with these standards to be formally issued for adherence upon completion.*

- GSG should complete and issue standards for the identification, authentication and authorisation of users, for the recording and auditing of activities, and for the detection, reporting and collection of evidence related to unauthorised access to information or systems. **(Recommendation 4.3).**

***RESPONSE provided by Secretary, Department of Treasury and Finance***

*DTF notes this recommendation. The development of appropriate standards to mitigate unauthorised access to information or systems is currently in progress, with these standards to be formally issued for adherence upon completion.*

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