

Review Report Advance Queensland Governance Review

Department of Science, Information Technology and Innovation

DSITI Advance Queensland Governance Review

FINAL

14 MARCH 2017

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GOVERNANCE REVIEW DETAILS

Senior Responsible Officer (SRO)	Nicolle Kelly
Client Accountable Officer	Nicole Blackett/Brodan Crow
QVC Lead	Dave Wright
Report Status	Final
Review Date	10 January 2017
Draft Report Issued to SRO/Sponsor	11 January 2017
DSITI AQ Draft Report Issued to SRO/Sponsor	16 February 2017
Final Report Issued to SRO/Sponsor	14 March 2017

TIMETABLE

The Governance Review was conducted over the period 21 December 2016 to 20 January 2017

- ▶ 21 December 2016: Kick-off Meeting
- ▶ 3 January 2017: Documentation Review
- ▶ 5 January to 9 January 2017: Interviews and Draft Report
- ▶ 11 January 2017 to 28 February 2017: Factual Review
- ▶ 28 February 2017: Report Finalisation

THANKS

QVC would like to express its thanks to the members of DSITI and other agencies that took part in the review. It was a pleasure to meet such committed and dynamic individuals championing this good cause for Queensland.

1. EXECUTIVE SUMMARY

1.1. BACKGROUND

Advance Queensland (AQ) is the Queensland Government's transformational agenda to spur innovation-led economic growth.

In 2015-16, the Queensland Government made a \$180 million investment in programs designed to empower and encourage researchers, entrepreneurs, start-ups and businesses to translate ideas for commercial success. This allocation was utilised by DSITI (\$140m) and Queensland Treasury (\$40m) investment funds and so the Governance framework was initially developed mostly for DSITI investment programs.

In 2016-17, the Queensland Government accelerated Advance Queensland and increased its investment to \$405 million to further inspire future generations, grow our regions, unlock the potential of business to innovate, harness existing strengths and foster emerging opportunities. This expansion included several other agencies.

The AQ framework now applies to multiple agencies and DSITI AQ, like other agencies, will need to develop its own framework for how it manages its AQ Investment programs and works with the whole-of-government AQ for reporting and governance.

1.2. SCOPE OF REPORT

This report has focused on the governance of DSITI AQ.

1.3. SUMMARY OF FINDINGS & RECOMMENDATIONS

Senior executives with relevant experience, including developing and managing these types of investments, lead DSITI AQ. Despite challenges, DSITI AQ has been established quickly and funding programs mobilised successfully.

Prior to the increased investment, AQ was almost entirely comprised of DSITI programs and functions. With the expansion to include other agencies, the existing framework is being split into two, one for whole-of-government AQ, which details how the overall AQ Initiative works, and one for DSITI AQ that details how DSITI establishes and manages its AQ investment programs. The work to establish the separate DSITI AQ framework is currently underway and should involve the distinct naming of functions to differentiate from the whole-of-government AQ function.

If Advance Queensland Implementation Unit (AQIU) is the business unit for the whole-of-government function, then the DSITI AQ equivalent (currently under the same name and working from the same team) is effectively a portfolio management function and should ensure that it carries portfolio processes, tools and techniques found in project portfolio management.

Some risk management documents are in place and under development and the controls register has a number of risks, issues, lessons learned and actions recorded but requires updating.

DSITI could seek an opportunity to collaborate and share resources to define a common agency AQ framework for engaging with AQ and managing their AQ investments, since other agencies are currently conducting similar activities.

The DSITI AQ Program Board has a well-defined Terms of Reference. The Review Team has made a few recommendations around agendas, escalations and delegations to potentially improve its effectiveness. However, the DSITI AQ Program Leaders Forum (DSITI AQPLF) requires a Terms of Reference to keep it focused on collaboration and the improvement of program performance.

The AQIU has been supplemented with additional staff during the review period to assist with discrete priorities and this is having a positive impact on the outstanding workload. The Review Team suggests that DSITI determines the appropriate level of required resources required to complete the establishment of DSITI AQ functions through detailed plans and timelines.

DSITI AQ must decide to what degree it wishes to mature its investment in, and management of, innovation and job creation. Senior leaders in DSITI understand these more advanced models from other jurisdictions. If DSITI plans to move in this direction it will need to develop a capability maturity roadmap to set out the pathway to delivering better performance in innovation and job creation through its programs.

1.4. RECOMMENDATIONS AND THEIR RELATIVE IMPORTANCE AND URGENCY

The chart below represents the recommendations found in the table that follows. This is provided to indicate the scale of urgency and importance that the Review Team places on the recommendations in this report.

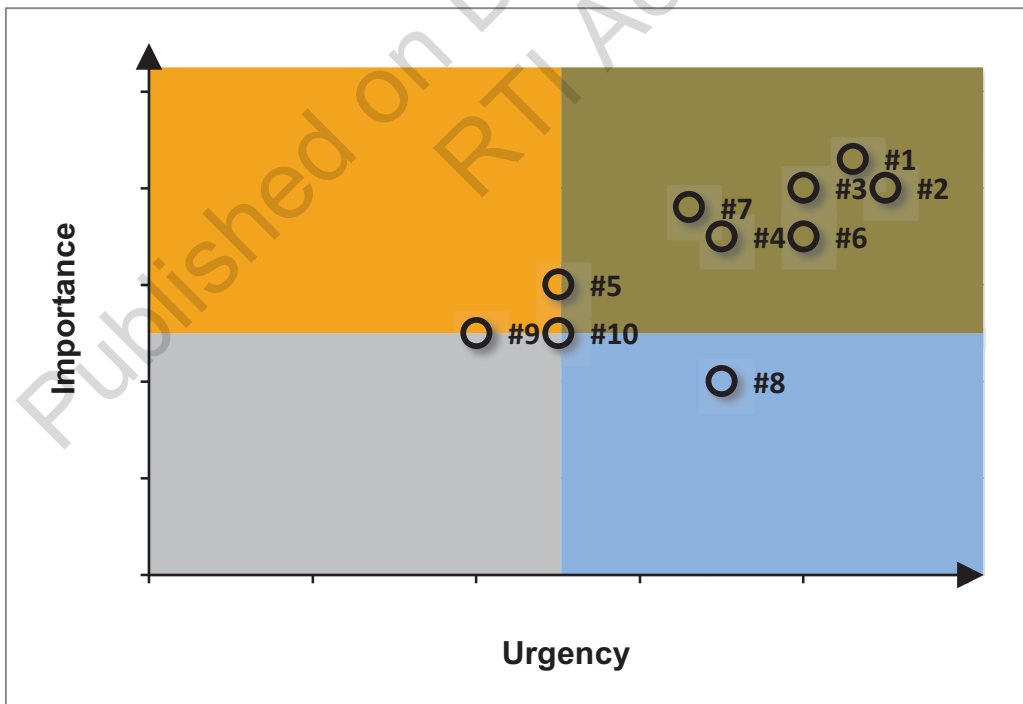


Figure 1 Importance and Urgency Recommendation Matrix

This is the table of recommendations.

Rec #	Recommendation	Urgency 0 to 5	Importance 0 to 5
1	Continue the development of the governance framework, principles, and handbook, including documented processes, to facilitate a better understanding of how DSITI AQ operates	4.3	4.2
2	Ensure the DSITI AQ function includes portfolio management such as portfolio controls (risk, issues, variations, lessons learned, finance etc.). Also, perform portfolio balancing and all other portfolio management functions as appropriate to the scale of DSITI AQ	4.0	4.0
3	Continue the development of the DSITI AQ Risk documentation	4.2	4.0
4	Enhance the DSITI Program Board Terms of Reference to align with the Australian Institute of Company Directors (AICD) best practice to include <ul style="list-style-type: none"> ▪ Authority delegation levels ▪ Escalation process ▪ Agenda (structured by decisions, discussions and notings with timings for each agenda item, submissions, minutes, actions with responsibility and due date, records management, proxies and guests). ▪ Note that out of session decisions should be carried into the next governance meeting as a noting. ▪ Since implementing more rigour in January DSITI Program Board. The Board discusses and steps through both the highlight report and the risk/issues/lessons learned register as a standing agenda item at every meeting. However, this can be improved by prioritising these items prior to the meeting and only placing items from these documents on the agenda that warrant a healthy discussion. 	3.5	3.5
5	Consider the development of a more formal Terms of Reference for AQPLF, if the value of and decisions taken at the meeting impact investment programs or the reporting of them through to AQPB	2.5	3.0
6	Ensure there are sufficient resources assigned to develop the agency AQ framework	4.0	3.5
7	Develop and manage a timeline for the completion of these activities	3.8	3.8
8	Consider the opportunity to share resources with other agencies that are building their AQ function, in order to complete the development of the DSITI AQ written processes and handbook	3.5	2.0
9	Consider the opportunity to mature further the AQ investment model, develop a capability maturity roadmap to aid communication, planning and implementation	2.0	2.5
10	If further investment funding is made available, consider documenting a pipeline management process to best manage the flow of investments	2.5	2.5

2. BACKGROUND

Advance Queensland is the Queensland Government's transformational agenda to spur innovation-led economic growth.

In 2015-16 the Queensland Government made a \$180 million investment in programs designed to empower and encourage researchers, entrepreneurs, start-ups and businesses to translate ideas for commercial success.

In 2016-17 the Queensland Government accelerated Advance Queensland and increased investment to \$405 million to further inspire future generations, grow Queensland regions, unlock the potential of business to innovate, harness existing strengths and foster emerging opportunities.

Advance Queensland is a whole-of-government initiative with several agencies responsible for delivering core programs:

- ▶ Department of Science, Information Technology and Innovation
- ▶ Department of Agriculture and Fisheries
- ▶ Department of Education and Training
- ▶ Department of Health
- ▶ Department of State Development
- ▶ Department of Tourism, Major Events, Small Business and the Commonwealth Games
- ▶ Department of Environment and Heritage Protection
- ▶ Queensland Treasury

2.1. PROGRESS SINCE LAST ASSESSMENT

A previous Gate 0 review was not provided to the review team. The only other previous review was an informal internal review completed by AQIU, the details of which are not reflected here.

3. PURPOSE AND CONDUCT OF REVIEW

As a result of increased investment for Advance Queensland and its initiatives, which includes multiple agencies, DSITI as lead agency is seeking ratification of the governance model and associated Terms of Reference. This review covers the appropriateness of Advance Queensland's board and committee structures, size, composition, meetings, decision-making mechanisms, and roles and responsibilities.

This governance review of Advance Queensland was conducted by reviewing relevant documentation and interviewing key stakeholders involved in or affected by the initiative. To gather accurate and candid information, interviews were mostly conducted with a single interviewee and findings were held confidential. All findings were corroborated by another source of information (interviewee or documentation).

The review was conducted between 21 December 2016 and 16 February 2017.

4. FINDINGS AND RECOMMENDATIONS

The use of the term “Investment” or “Investment Program” is used to describe the expenditure DSITI invests in grants, competitions, partnerships, procurement, sponsorships, events and more in order to generate jobs and support innovation.

The Review Team has made a clear distinction between Advance Queensland the initiative that is defining whole-of-government AQ governance, and the agencies that are delivering the investment programs, such as DSITI AQ.

4.1. DSITI ADVANCE QUEENSLAND GOVERNANCE

4.1.1. FINDINGS

- a) The business unit that has been responsible for coordinating governance arrangements of AQ is AQIU. With the expansion of AQ, there is a need for a whole-of-government AQ function and a DSITI specific AQ function. These functions will manage their own frameworks and serve different purposes. For DSITI AQ, the development of a handbook, including documented processes is underway. This will facilitate a better understanding of how DSITI AQ manages its investment programs, engages with whole-of-government AQ and provides guidance to current and future DSITI AQ staff. There has been a blurring of language, functions and roles between whole-of-government AQ and DSITI AQ, including Program, Projects, Initiatives etc.
- b) The inclusion of many portfolio management processes, tools and techniques is also underway, enabling proper control of the DSITI AQ programs.
- c) The DSITI AQ Risk Management Guide has been developed and the Risk Management Strategy is underway, with a controls register template, including a risk log, ready to be used.
- d) The DSITI AQ Program Board has a good Terms of Reference that aligns mostly to AICD best practice but omits escalations, financial delegation levels and an agenda structured by decisions, discussions and notings.
- e) DSITI AQ meets at the DSITI AQ Program Leaders Forum (AQPLF) to collaborate but there is no Terms of Reference for this group.
- f) Interviewees reported some concern over staffing levels within DSITI AQ and whether there will be sufficient resources provided to adequately deliver the function.
- g) There is not yet a timeline for completion of activities that are underway.

4.1.2. RECOMMENDATIONS

1. Continue the development of the governance framework, principles, and handbook, including documented processes, to facilitate a better understanding of how DSITI AQ operates.
2. Ensure the DSITI AQ function includes portfolio management such as portfolio controls (risk, issues, variations, lessons learned, finance etc.). Also perform portfolio balancing and all other portfolio management functions as appropriate to the scale of DSITI AQ.
3. Continue the development of the DSITI AQ Risk documentation.
4. Enhance the DSITI Program Board Terms of Reference to align with the Australian Institute of Company Directors (AICD) best practice to include:
 - Authority delegation levels
 - Escalation process

-
- Agenda (structured by decisions, discussions and notings with timings for each agenda item, submissions, minutes, actions with responsibility and due date, records management, proxies and guests).
 - Note that out of session decisions should be carried into the next governance meeting as a noting.
 - Since implementing more rigour in January DSITI Program Board. The Board discusses and steps through both the highlight report and the risk/issues/lessons learned register as a standing agenda item at every meeting. However, this can be improved by prioritising these items prior to the meeting and only placing items from these documents on the agenda that warrant a healthy discussion.
5. Consider the development of a more formal Terms of Reference for AQPLF, if the value of and decisions taken at the meeting impact investment programs or the reporting of them through to AQPB.
 6. Ensure there are sufficient resources assigned to develop the agency AQ framework.
 7. Develop and manage a timeline for the completion of these activities.

4.2. FUTURE STATE

4.2.1. FINDINGS

- ▶ Stakeholders from agencies expressed a willingness to collaborate on the development of a consistent and more mature framework for agency AQ.
- ▶ There is no documented program pipeline process to manage the flow of investments. Having a process might improve the timeliness of funding for investments.

4.2.2. RECOMMENDATIONS

8. Consider the opportunity to share resources with other agencies that are building their AQ function, in order to complete the development of the DSITI AQ written processes and handbook.
9. Consider the opportunity to mature further the AQ investment model, develop a capability maturity roadmap to aid communication, planning and implementation.
10. If further investment funding is made available, consider documenting a pipeline management process to best manage the flow of investments.

5. NEXT REVIEW

The next governance review should be carried out within the next six months and at the point where draft documents for the recommendations are available for review.

6. DISTRIBUTION OF THE GOVERNANCE REPORT

The contents of this report are confidential to Nicolle Kelly. QVC has been directed by the SRO/Sponsor to deliver the report to:

Nicolle Kelly, Executive Director, Strategy and Innovation Governance

The Review Team Members will not discuss the content or conclusions of this report or the document provided with others.

7. APPENDICES

APPENDIX A - REVIEW TEAM

The Review Team was as follows:

Team Lead

Dave Wright

Principal Consultant

QVC Solutions

Team Member

David Williams

Senior Consultant

QVC Solutions

QVC Quality Assurance

Bridget Mansfield

Delivery Manager

QVC Solutions

APPENDIX B - INTERVIEWED STAKEHOLDERS

Name	Role (Organisation)
Jamie Merrick	Director-General DSITI AQIDC Chair, AQ Expert Panel Member
Paul Martyn	Deputy Director-General Strategy and Innovation AQ Program Board Chair, AQIDC Member, AQ Expert Panel Member
Nicolle Kelly	Executive Director, Strategy and Innovation Governance AQ Program Board Member, AQIDC Member, AQIDC Performance and Evaluation Sub-Committee Member, Advance Queensland Implementation Unit Representative
Lea Diffey	Executive Director, Science Development & Acting Assistant Director-General Science DSITI SPI Program Delivery, AQIDC Performance and Evaluation Sub-committee, AQIDC Policy Sub-Committee Member, AQIDC Responsible Owners Sub-committee Member
Paul Russell	Executive Director – Innovation Programs & Partnerships DSITI SPI Program Delivery, AQIDC Responsible Owners Sub-Committee Member
Louisa Cass	Senior Director, Health Innovation Queensland Health Representative, AQIDC Member, AQIDC Performance and Evaluation Sub-Committee Member, AQIDC Policy Sub-committee Member
Rodd Brewer	Director, Budget Management Reporting DSITI Finance Representative, AQ Program Board Member
Jim Groves	Director, Strategic Policy Department of Premier and Cabinet Representative, AQIDC Performance and Evaluation Sub-Committee Member, AQIDC Policy Sub-committee Member
Peter Johnson	Assistant Under Treasurer, Agency Performance Queensland Treasury Representative, AQIDC Policy Sub-Committee Member
John Lewis	Director, Industry Programs Department of State Development Representative, Proxy for Matthew Andrew (AQIDC Responsible Owners Sub-committee Member)
Kylie Hickling	Director, Commercialisation DSITI SPI Program Delivery
Stephen Lamb	Director, Science Funding DSITI Science Program Delivery

Alison Van Blommestein	Senior Program Officer AQ Program Board Secretariat, AQIDC Secretariat
Brioney Roberts	Senior Project Officer Advance Queensland Implementation Unit Representative
Robyn Adams	Manager – Business Coordinator Office of the Deputy Director-General, Economic and Industry Development Department of State Development

Published on DITID Disclosure Log
RTI Act 2009

APPENDIX C - REVIEWED DOCUMENTS

These documents were provided to QVC for the review.

File Name
AQ IDC Agenda 16 May 2016.pdf
AQ IDC Minutes 06 December 2016 v0.4 with NK for review.pdf
AQ IDC Minutes v1.0 16 May 2016.pdf
AQIDC Minutes v1.0 14 April 2016.pdf
AQIDC Terms of Reference (new).docx
AQIDC Packs
December Meeting
5.1 AQ Reporting Paper v0.4.docx
AQ IDC Agenda v0.1 06 December 2016.pdf
AQ Reporting Outline Gantt v0.01.xlsx.vsdX
AQ Reporting Outline.xlsx
DG Talking points.docx
DRAFT AQIDC Terms of Reference (20160907).pdf
May Meeting
2.0 Minutes 14 April 2016.DOCX
5.0 Industry Roadmaps process.pptx
8.0 Implementation update.docx
AQ IDC Agenda 16 May 2016.docx
September Meeting
1.0 RSVP AQ IDC 16 May 2016.docx
AQ IDC Agenda v1.0 08 Sept 2016.pdf
AQ IDC Minutes v0.2 08 September 2016 - final.pdf
AQ IDC Minutes v1.0 16 May 2016.pdf
AQIDC Terms of Reference (20160907).pdf
ATTACHMENT 1 to DGBN AQ Macro Measures.docx
ATTACHMENT 2 to DGBN Advance Queensland Proposed Macro Measures v2.pptx
ATTACHMENT 3 DGBN AQ Macro Measures.docx
Evaluation Framework Draft of 6 June 2016.DOCX
0.1 AQ Expert Panel Agenda 24 Aug 2016.pdf
AQ Expert Panel Agenda 23 Nov 2016 v1.pdf
AQ Expert Panel Agenda 24 Jun 2016.pdf
AQ Expert Panel Minutes 23 Nov 2016 v2.pdf
AQ Expert Panel Minutes 24 Aug 2016 v0.1.pdf
AQ Expert Panel Minutes 24 Jun 2016.pdf
AQ Expert Panel Packs
August Meeting
UPDATED FINAL merged papers 24 August meeting.pdf
June Meeting
Advance Queensland Expert Panel convene merged papers.pdf
November Meeting
AQ Expert Panel Agenda 23 Nov 2016.DOCX
AQ Expert Panel Attendees 23 Nov 2016.docx
AQ Expert Panel Overview 23 Nov 2016.docx
AQ Expert Panel slide deck - 23 November 2016.pptx
AQ Expert Panel Summary and next steps 23 Nov 2016.docx
AQ Expert Panel ToR.docx
AAQ funding map.vsdX
AQ funding map 20161122.graffle
AQ funding map.vsdX
AQ Evaluation Framework
agenda 281016.DOCX
AQ jobs Nov16 v1.docx
ATTACHMENT 2 to DGBN Advance Queensland Proposed Macro Measures v2.pptx
ATTACHMENT 3 DGBN AQ Macro Measures.docx
Evaluation Framework Draft of 6 June 2016.DOCX
Evaluation Framework Draft of Nov16 Appendices.DOCX
Evaluation Framework Draft of Nov16 Pt 1.DOCX
image001.png
Sub-Committee ToR Oct16.docx
AQ Governance Model V6 - Current State.vsdX
Endorsement categories 18 10 16.docx

Governance Model RACI V4.docx
160105-policy-framework.pdf
fah-volume-6-complete.pdf
AQIU Governance Model Review Findings.docx
2.0 AQ Program Board Minutes v0.3 16 November 2016.pdf
2.0 AQ Program Board Minutes v1.0 19 October 2016.pdf
Advance Queensland Program Board Agenda v1.0 16 Nov 2016.pdf
AQ Program Board Minutes v1.0 15 December 2016.pdf
AQPB Packs
19 October Merged Papers.pdf
AQ Program Board Final Merged Papers - 16 November 2016.pdf
AQ Program Board Papers Merged 15022916.pdf
Board Register MASTER.XLSX
DRAFT Terms of Reference AQ Program Board v2.1 (07 November 2016).pptx
DRAFT Terms of Reference AQ Program Board v2.1 (07 November 2016).pptx.gslides
Program Board Agenda v1.0 19 Oct 2016.pdf
Program Board Agenda v1.1 21 Sept 2016.pdf
Program Board Minutes v0 6 21 Sept 2016.pdf
2.0 Program Leaders Forum Minutes v1.0 (12 December 2016).pdf
Program Leaders Forum Agenda v1.1 09 January 2017.pdf
5.1 AQ Reporting Paper v0.4.docx
AQ Governance Reporting Strategy V0.5.docx
AQ weekly status report 23122016 v01.docx
AQIDC Performance Mgt and Evaluation Sub-Committee ToR Oct16.docx
Evaluation Framework Draft of Nov16 Pt 1.docx
Working Version 29 January 2016 - Draft evaluation framework.pdf
5.0 - AQ-A163 AQ Assurance Schedule V3
5.0 Attachment 1 - Assurance Schedule_Diagram_v0.2
AQ KTP Healthcheck_V0.4
DSITI AQ Grants Management Framework - version 2.00
Grants Management Framework_Concept V2 SB
AQ Risk Assessment Matrix v0 6
AQ_Risk Management Strategy v0 3
Template - AQ Register v0.2
AQ IDC Minutes 06 December 2016 v0.5 (NK reviewed_7 Feb_17)
Attachment 1 - Apps and Finance 03022017 v02
Grants Management approach

Review Report Advance Queensland Governance Review

Department of Science, Information Technology and Innovation

Advance Queensland Governance Review (whole-of-government)

FINAL

14 MARCH 2017

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The AQ framework now applies to multiple agencies who will need to develop their own framework for how they manage their AQ Investment programs and work with the whole-of-government AQ for reporting and governance.

1.2. SCOPE OF REPORT

This report has focused on the governance of whole-of-government Advance Queensland.

1.3. SUMMARY OF FINDINGS & RECOMMENDATIONS

1.3.1. ADVANCE QUEENSLAND GOVERNANCE

Senior executives with relevant experience, including developing and managing these types of investments, lead Advance Queensland (AQ). Despite challenges, AQ has been established quickly and funding programs mobilized successfully.

Prior to the increased investment, AQ was almost entirely comprised of DSITI programs and functions. With the expansion to include other agencies, the existing AQ framework is being split into two, one for whole-of-government AQ which details how the overall AQ Initiative works, and one for DSITI AQ which details how DSITI establishes and manages its AQ investment programs.

This history is likely to be the reason why the Review Team found a blurring of the delineation in language, function and roles between whole-of-government AQ and DSITI AQ. These two functions are both executed from the single Advance Queensland Implementation Unit (AQIU),

Work is currently underway to update the AQ framework to reflect the expansion in the number of agencies. The framework is to include AQ governance principles for investment. The revised framework should involve the distinct naming of functions to differentiate the whole-of-government level from the DSITI agency level. AQIU is effectively a portfolio management function and should ensure that it carries portfolio processes, tools and techniques found in project portfolio management.

Structurally, AQ governance appears to be appropriate. However, most Sub-committees, except for the *Performance Management and Evaluation Sub-committee*, do not yet have Terms of Reference (TOR) developed, haven't yet held a meeting and so cannot be reviewed in any detail, without at least a set of objectives. It may be possible to rationalise some Sub-committees once their objectives are defined.

The governance TORs can be improved to align to best practice and enable their function and meetings to be most effective. Collectively, the TORs should describe how governance groups are to interact and escalate between each other. The diagrammatic structure would benefit from the inclusion of functional groups such as the AQIU (a portfolio function) that conducts the work of AQ and provides, for example, reports or escalations to AQIDC by working with each agency. This will better illustrate how governance works.

Government mandated the inclusion of all agencies in the AQ Inter-Departmental Committee (AQIDC) and the minutes of the September 2016 meeting describe the role of AQIDC as "decision-making and governance". However, it is unclear to the Review Team whether agencies will be compelled to pass through the AQIDC for endorsement of changes to existing, or future, AQ investment programs, since this is not explicit in the AQIDC Terms of Reference.

Additionally, mature investment models include profiling of investment programs, tailoring of governance for scale and rigour, and portfolio balancing to protect investment strategies. The AQIDC Terms of Reference does not include portfolio balancing specifically, which will assist in ensuring the State drives as much effectiveness as possible from its overall investment.

The Performance Management and Evaluation Sub-committee has a strong set of objectives but the Terms of Reference can be strengthened to provide improved clarity of role and process and hence alignment to best practice.

The AQ Expert Panel Terms of Reference, in which it reports to the Minister and provides information to the AQIDC and AQIU, does not align with the current governance chart.

Approvals and decisions must be quick and simple processes with the appropriate level of rigour and delegation applied. This must be a guiding principle for AQ as it matures its governance structure and processes.

1.3.2. FUTURE STATE

Overall, AQ has an opportunity to significantly mature the investment in innovation and job creation. Senior leaders in DSITI understand these more advanced models and the time might be right to take this step. This is an important consideration and could have a positive impact on Queensland's entrepreneurial rating. If AQ plans to move in this direction it will need to develop a capability maturity roadmap to set out the pathway to delivering better performance in innovation and job creation.

1.4. RECOMMENDATIONS AND THEIR RELATIVE IMPORTANCE AND URGENCY

The chart below represents the recommendations found in the table that follows. This is provided to indicate the scale of urgency and importance that the Review Team places on the recommendations in this report.

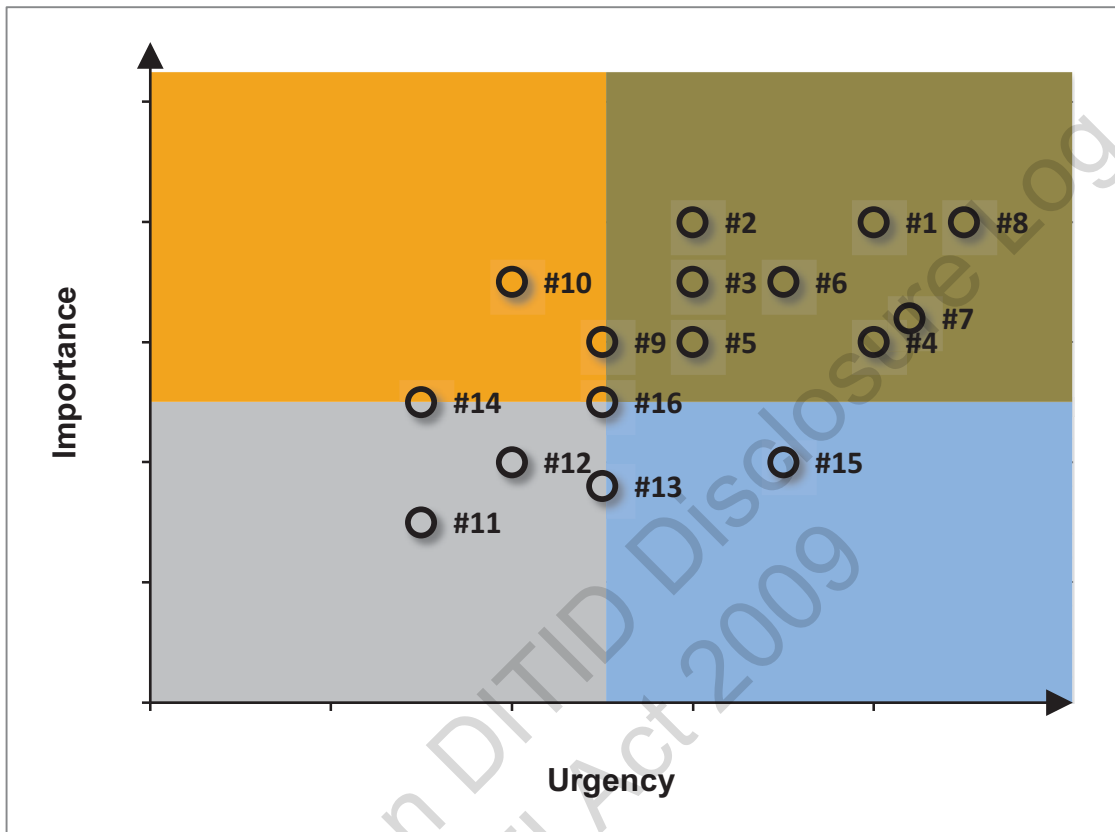


Figure 1 Importance and Urgency Recommendation Matrix

This is the table of recommendations.

Rec #	Recommendation	Urgency 0 to 5	Importance 0 to 5
1	Considering AQIU as the whole-of-government business unit that conducts the function of AQ, ensure it performs portfolio processes and functions including management of portfolio controls (such as risks, issues, changes and lessons learned), portfolio balancing, portfolio reporting (as approved by the December 2016 AQIDC meeting), communications plans and all other portfolio functions usually found in a project portfolio.	4.0	4.0
2	Continue the revision of the governance framework, principles, and handbook, including documented processes, to facilitate a better understanding of how AQ operates. Ensure there is clear distinction between AQ and DSITI AQ in documents and functions.	3.0	4.0
3	Complete the work required to update the Evaluation Framework for the whole-of-government AQ initiative to include the additional funding and expansion in 2016-17. Separate the contents of the framework from details of actual transactional programs.	3.0	3.5
4	Building on the Reporting section of the Evaluation Framework, complete the development of templates and consider a common AQ database or reporting tool to assist agencies with their AQ reporting	4.0	3.0
5	Update the RACI to ensure each that item has only one accountable role and all governance groups are included	3.0	3.0
6	<p>Ensure all governance groups have Terms of Reference (TORs) and update all existing TORs and meeting procedures with AICD best practice to include the following (note this also applies to 4.2 and 4.3)</p> <ul style="list-style-type: none"> ▪ Role and responsibilities (role of governance group and role of members) ▪ Decision pathway including authority for this body and the bodies above/below and quorum requirements and the timeframe for approvals ▪ Delegations ▪ Escalation process with timeframes ▪ Governance assurance (likely to be annually or on significant change) ▪ Risks and issues ▪ Procedures including meeting frequency, agenda (structured by decisions, discussions and notings with timings for each agenda item, submissions, minutes, actions with responsibility and due date, records management, proxies and guests. ▪ Note that out of session decisions should be carried into the next governance meeting as a noting. ▪ The agenda should ideally not have standing agenda items for status reports or risk registers. These documents should be distributed with 	3.5	3.5

Rec #	Recommendation	Urgency 0 to 5	Importance 0 to 5
	the meeting papers for noting. Any specific items from the status report or specific risks etc. can be itemised as agenda items for discussion or decisions as required. Any meeting member can request specific items to move to the agenda.		
7	Ensure there is a timeline for the framework update activities, currently underway, to demonstrate progress and due dates	4.2	3.2
8	Confirm AQIDC approval for the completed draft evaluation framework and ensure all AQ agencies implement it into their investment teams	4.5	4.0
9	Revise TOR's for AQIDC and AQ Performance Management & Evaluation Sub-committee as per recommendation 4.1.2.6	2.5	3.0
10	Develop TOR's for The Communication & Engagement Subcommittee, Policy Subcommittee, Responsible Owners Subcommittee that align to recommendation 4.1.2.6	2.0	3.5
11	Consider the nature of the AQEP minutes and, if appropriate, share with AQIDC as a noting for the next meeting.	1.5	2.5
12	Revise the TOR for AQEP as per recommendation 4.1.2.6 and update it to include the correct reporting arrangements	3.5	2.0
13	Develop TORs for the Entrepreneurship Subcommittee and Narrative & Engagement Subcommittee that align to recommendation 4.1.2.6	2.5	2.5
14	Consider the opportunity to further mature the AQ investment model, develop a capability maturity roadmap to aid communication, planning and implementation	1.5	2.5
15	Consider encouraging agencies to collaborate as they mature their AQ functions and oversight of Investment Programs. This collaboration will help the overall maturity of AQ investments	3.5	2.0
16	If further AQ funding is made available, consider documenting a pipeline management process to best manage the flow of investments	2.5	2.5

2. BACKGROUND

Advance Queensland is the Queensland Government's transformational agenda to spur innovation-led economic growth.

In 2015-16 the Queensland Government made a \$180 million investment in programs designed to empower and encourage researchers, entrepreneurs, start-ups and businesses to translate ideas for commercial success.

In 2016-17 the Queensland Government accelerated Advance Queensland and increased investment to \$405 million to further inspire future generations, grow Queensland regions, unlock the potential of business to innovate, harness existing strengths and foster emerging opportunities.

Advance Queensland is a whole-of-government initiative with several agencies responsible for delivering core programs:

- ▶ Department of Science, Information Technology and Innovation
- ▶ Department of Agriculture and Fisheries
- ▶ Department of Education and Training
- ▶ Department of Health
- ▶ Department of State Development
- ▶ Department of Tourism, Major Events, Small Business and the Commonwealth Games
- ▶ Department of Environment and Heritage Protection
- ▶ Queensland Treasury

2.1. PROGRESS SINCE LAST ASSESSMENT

A previous Gate 0 review was not provided to the review team. The only other review was an informal internal review completed by AQIU, the details of which are not reflected here.

3. PURPOSE AND CONDUCT OF REVIEW

As a result of increased investment for Advance Queensland and its initiatives, which includes multiple agencies, DSITI as lead agency is seeking ratification of the governance model and associated Terms of Reference. This review covers the appropriateness of Advance Queensland's committee structures, size, composition, meetings, decision-making mechanisms, and roles and responsibilities.

This governance review of Advance Queensland was conducted by reviewing relevant documentation and interviewing key stakeholders involved in or affected by the initiative. To gather accurate and candid information, interviews were mostly conducted with a single interviewee and findings were held confidential. All findings were corroborated by another source of information (interviewee or documentation).

The review was conducted between 21 December 2016 and 14 February 2017.

4. FINDINGS AND RECOMMENDATIONS

The use of the term “Investment” or “Investment Program” is used to describe the expenditure that the State spends on AQ type investments such as grants, competitions, partnerships, procurement, sponsorships, events and others to generate jobs and support innovation.

The Review Team has made a clear distinction between Advance Queensland, the initiative that is defining whole-of-government AQ governance, and the agencies that are delivering the investment programs, such as DSITI AQ, Health AQ etc. In this document AQ relates to whole-of-government unless specified as DSITI AQ.

4.1. ADVANCE QUEENSLAND GOVERNANCE

4.1.1. FINDINGS

- a) The business unit that has been responsible for coordinating governance arrangements of AQ is AQIU. With the expansion of AQ, there is now a need for a whole-of-government AQ function and a DSITI specific AQ function. These functions will own their own frameworks and serve different purposes. For AQ, the AQIU serves as a portfolio management function and requires the usual functions, processes, tools and techniques of a portfolio such as portfolio controls (issues, risks variations, lessons learned, finance, etc.), portfolio balancing, portfolio plans etc.
- b) The development of a handbook, including documented processes, that will facilitate a better understanding of how agencies should engage with AQ, is underway.
- c) Concern was raised around the length of time required to gain formal approvals for program decisions such as funding allocations at whole-of-government AQ level and above.
- d) There has been a blurring of language, functions and roles between whole-of-government AQ and DSITI AQ, including Program, Projects, Initiatives etc.
- e) The AQ Risk Management Strategy is under development and a risk register exists. Portfolio controls such as issues, changes, decisions, lessons learned are not yet held at the whole-of-government AQ level.
- f) There is no clearly documented formal AQ governance process flow or approval decision tree with lead-in times for endorsements and decisions.
- g) Agency stakeholders identified that, to embrace AQ governance and process, they need to see the value that AQ can offer their agency.
- h) AQ facilitates collaboration and information sharing across agencies through the AQIDC.
- i) Government mandated the inclusion of all agencies in the AQ Inter-Departmental Committee (AQIDC) and the minutes of the following meeting in September 2016 describe the role of AQIDC as “decision-making and governance”. However, it is unclear to the Review Team whether agencies will be compelled to pass through the AQIDC for endorsement of changes to existing, or new AQ investment programs, since this is not explicit in the Terms of Reference. This will make AQ portfolio balancing across whole-of-government challenging.
- j) The lack of a central AQ database across all agencies for Investment data makes AQ financial reporting more challenging. Ad-hoc reporting causes high levels of effort to be expended finding the right information. However, work on a DSITI AQ database and implementation of a central whole-of-government reporting framework, approved at AQIDC in December 2016, is underway in 2017.
- k) Whilst reporting on allocation of funds for programs across outer years was not evidenced, the data is available and there is a plan to commence reporting outer years funding allocation quarterly.

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- l) Program Logic Maps are defined for all the first-year investment programs and there are plans underway to capture performance data and report to AQ for Agency AQ programs.
 - m) Despite AQIU developing some key documents, such as policy and evaluation frameworks and an “Advisory Information Full Script” (27 June 2016 - seen as a good document by stakeholders), it seems that not all stakeholders are aware of them.
 - n) The AQ RACI has items where more than one accountable officer is defined.
 - o) Not all committees have a Terms of Reference and those that do are not all aligned to the most effective practice for committees. Some committees have not yet met.
 - p) There is not yet a timeline for completion of framework update activities that are underway

4.1.2. RECOMMENDATIONS

1. Considering AQIU as the whole-of-government business unit that conducts the function of AQ, ensure it performs portfolio processes and functions including management of portfolio controls (such as risks, issues, changes and lessons learned), portfolio balancing, portfolio reporting (as approved by the December 2016 AQIDC meeting), communications plans and all other portfolio functions usually found in a project portfolio.
2. Continue the revision of the governance framework, principles, and handbook, including documented processes, to facilitate a better understanding of how AQ operates. Ensure there is clear distinction between AQ and DSITI AQ in documents and functions.
3. Complete the work required to update the Evaluation Framework for the whole-of-government AQ initiative to include the additional funding and expansion in 2016-17. Separate the contents of the framework from details of actual transactional programs.
4. Building on the Reporting section of the Evaluation Framework, complete the development of templates and consider a common AQ database or reporting tool to assist agencies with their AQ reporting.
5. Update the RACI to ensure each that item has only one accountable role and all governance groups are included.
6. Ensure all governance groups have Terms of Reference (TORs) and update all existing TORs and meeting procedures with AICD best practice to include the following (note this also applies to 4.2 and 4.3):
 - Role and responsibilities (role of governance group and role of members)
 - Decision pathway including authority for this body and the bodies above/below and quorum requirements and the timeframe for approvals
 - Delegations
 - Escalation process with timeframes
 - Governance assurance (likely to be annually or on significant change)
 - Risks and issues
 - Procedures including meeting frequency, agenda (structured by decisions, discussions and notings with timings for each agenda item, submissions, minutes, actions with responsibility and due date, records management, proxies and guests.
 - Note that out of session decisions should be carried into the next governance meeting as a noting.
 - The agenda should ideally not have standing agenda items for status reports or risk registers. These documents should be distributed with the meeting papers for noting. Any specific items from the status report or specific risks etc. can be itemised as agenda items for discussion or decisions as required. Any meeting member can request specific items to move to the agenda.

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7. Ensure there is a timeline for the framework update activities, currently underway, to demonstrate progress and due dates.

4.2. AQIDC (INTER-DEPARTMENTAL COMMITTEE) AND SUB COMMITTEES

4.2.1. FINDINGS

- a) There is a draft evaluation framework, endorsed by the Performance Management and Evaluation Sub-committee, which is pending final approval by AQIDC. Several interviewees confirmed that the evaluation framework is not yet being used. Examples of investment evaluations were not provided.
- b) The records provided show there has only been one meeting of the Performance Management and Evaluation Sub-committee.

4.2.2. RECOMMENDATIONS

8. Confirm AQIDC approval for the completed draft evaluation framework and ensure all AQ agencies implement it.
9. Revise TOR's for AQIDC and AQ Performance Management & Evaluation Sub-committee as per recommendation 4.1.2.6
10. Develop TOR's for The Communication & Engagement Subcommittee, Policy Subcommittee, Responsible Owners Subcommittee that align to recommendation 4.1.2.6

4.3. AQEP (EXPERT PANEL) AND SUB COMMITTEES

4.3.1. FINDINGS

- a) The AQ Expert Panel (AQEP) is shown in the governance chart as reporting directly to the DSITI DG. However, the Terms of Reference describes that it advises on behalf of the Minister for AQ and provides high-level advice to AQ.
- b) The AQEP minutes are not shared with AQIDC, although a verbal update is provided by the DDG, when appropriate.
- c) AQEP has a terms of reference. However this governance group would benefit from an alignment to Australian Institute of Company Directors (AICD), which would make meetings more effective and provide greater clarity on the scope and function of the governance group
- d) The Entrepreneurship Subcommittee and Narrative & Engagement Subcommittee do not have Terms of Reference defined.

4.3.2. RECOMMENDATIONS

11. Consider the nature of the AQEP minutes and, if appropriate, share with AQIDC as a noting for the next meeting.

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12. Revise the TOR for AQEP as per recommendation 4.1.2.6 and update it to include the correct reporting arrangements.
 13. Develop TORs for the Entrepreneurship Subcommittee and Narrative & Engagement Subcommittee that align to recommendation 4.1.2.6

4.4. FUTURE STATE

4.4.1. FINDINGS

- a) There is currently no clearly defined roadmap of governance arrangements for AQ, which would help demonstrate AQ value to agencies, and limited resources to achieve such maturity.
- b) Stakeholders from agencies expressed a willingness to collaborate on the development of a consistent and more mature framework for agency AQ.
- c) Senior DSITI leaders have a very good understanding and extensive experience in mature AQ type investment models.
- d) There is no documented program pipeline process to manage the flow of investments, which might improve the timeliness of funding for investments. However, as all funding is allocated, no pipeline is required at this time.

4.4.2. RECOMMENDATIONS

14. Consider the opportunity to further mature the AQ investment model, develop a capability maturity roadmap to aid communication, planning and implementation.
15. Consider encouraging agencies to collaborate as they mature their AQ functions and oversight of Investment Programs. This collaboration will help the overall maturity of AQ investments.
16. If further AQ funding is made available, consider documenting a pipeline management process to best manage the flow of investments.

5. NEXT REVIEW

The next governance review should be carried out within the next six months and at the point where draft documents for the recommendations are available for review.

6. DISTRIBUTION OF THE GOVERNANCE REPORT

The contents of this report are confidential to Nicolle Kelly. QVC has been directed by the SRO/Sponsor to deliver the report to:

Nicolle Kelly, Executive Director, Strategy and Innovation Governance

The Review Team Members will not discuss the content or conclusions of this report or the document provided with others.

7. APPENDICES

APPENDIX A - REVIEW TEAM

The Review Team was as follows:

Team Lead

Dave Wright

Principal Consultant

QVC Solutions

Team Member

David Williams

Senior Consultant

QVC Solutions

QVC Quality Assurance

Bridget Mansfield

Delivery Manager

QVC Solutions

APPENDIX B - INTERVIEWED STAKEHOLDERS

Name	Role (Organisation)
Jamie Merrick	Director-General DSITI AQIDC Chair, AQ Expert Panel Member
Paul Martyn	Deputy Director-General Strategy and Innovation AQ Program Board Chair, AQIDC Member, AQ Expert Panel Member
Nicolle Kelly	Executive Director, Strategy and Innovation Governance AQ Program Board Member, AQIDC Member, AQIDC Performance and Evaluation Sub-Committee Member, Advance Queensland Implementation Unit Representative
Lea Diffey	Executive Director, Science Development & Acting Assistant Director-General Science DSITI SPI Program Delivery, AQIDC Performance and Evaluation Sub-committee, AQIDC Policy Sub-Committee Member, AQIDC Responsible Owners Sub-committee Member
Paul Russell	Executive Director – Innovation Programs & Partnerships DSITI SPI Program Delivery, AQIDC Responsible Owners Sub-Committee Member
Louisa Cass	Senior Director, Health Innovation Queensland Health Representative, AQIDC Member, AQIDC Performance and Evaluation Sub-Committee Member, AQIDC Policy Sub-committee Member
Rodd Brewer	Director, Budget Management Reporting DSITI Finance Representative, AQ Program Board Member
Jim Groves	Director, Strategic Policy Department of Premier and Cabinet Representative, AQIDC Performance and Evaluation Sub-Committee Member, AQIDC Policy Sub-committee Member
Peter Johnson	Assistant Under Treasurer, Agency Performance Queensland Treasury Representative, AQIDC Policy Sub-Committee Member
John Lewis	Director, Industry Programs Department of State Development Representative, Proxy for Matthew Andrew (AQIDC Responsible Owners Sub-committee Member)
Kylie Hickling	Director, Commercialisation DSITI SPI Program Delivery
Stephen Lamb	Director, Science Funding DSITI Science Program Delivery

Alison Van Blommestein	Senior Program Officer AQ Program Board Secretariat, AQIDC Secretariat
Brioney Roberts	Senior Project Officer Advance Queensland Implementation Unit Representative
Robyn Adams	Manager – Business Coordinator Office of the Deputy Director-General, Economic and Industry Development Department of State Development

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RTI Act 2009

APPENDIX C - REVIEWED DOCUMENTS

File Name
AQ IDC Agenda 16 May 2016.pdf
AQ IDC Minutes 06 December 2016 v0.4 with NK for review.pdf
AQ IDC Minutes v1.0 16 May 2016.pdf
AQIDC Minutes v1.0 14 April 2016.pdf
AQIDC Terms of Reference (new).docx
AQIDC Packs
December Meeting
5.1 AQ Reporting Paper v0.4.docx
AQ IDC Agenda v0.1 06 December 2016.pdf
AQ Reporting Outline Gantt v0.01.xlsx.vsd
AQ Reporting Outline.xlsx
DG Talking points.docx
DRAFT AQIDC Terms of Reference (20160907).pdf
May Meeting
2.0 Minutes 14 April 2016.DOCX
5.0 Industry Roadmaps process.pptx
8.0 Implementation update.docx
AQ IDC Agenda 16 May 2016.docx
September Meeting
1.0 RSVP AQ IDC 16 May 2016.docx
AQ IDC Agenda v1.0 08 Sept 2016.pdf
AQ IDC Minutes v0.2 08 September 2016 - final.pdf
AQ IDC Minutes v1.0 16 May 2016.pdf
AQIDC Terms of Reference (20160907).pdf
ATTACHMENT 1 to DGBN AQ Macro Measures.docx
ATTACHMENT 2 to DGBN Advance Queensland Proposed Macro Measures v2.pptx
ATTACHMENT 3 DGBN AQ Macro Measures.docx
Evaluation Framework Draft of 6 June 2016.DOCX
0.1 AQ Expert Panel Agenda 24 Aug 2016.pdf
AQ Expert Panel Agenda 23 Nov 2016 v1.pdf
AQ Expert Panel Agenda 24 Jun 2016.pdf
AQ Expert Panel Minutes 23 Nov 2016 v2.pdf
AQ Expert Panel Minutes 24 Aug 2016 v0.1.pdf
AQ Expert Panel Minutes 24 Jun 2016.pdf
AQ Expert Panel Packs
August Meeting
UPDATED FINAL merged papers 24 August meeting.pdf
June Meeting
Advance Queensland Expert Panel convene merged papers.pdf
November Meeting
AQ Expert Panel Agenda 23 Nov 2016.DOCX
AQ Expert Panel Attendees 23 Nov 2016.docx
AQ Expert Panel Overview 23 Nov 2016.docx
AQ Expert Panel slide deck - 23 November 2016.pptx
AQ Expert Panel Summary and next steps 23 Nov 2016.docx
AQ Expert Panel ToR.docx
AAQ funding map.vsd
AQ funding map 20161122.graffle
AQ funding map.vsd
AQ Evaluation Framework
agenda 281016.DOCX
AQ jobs Nov16 v1.docx
ATTACHMENT 2 to DGBN Advance Queensland Proposed Macro Measures v2.pptx
ATTACHMENT 3 DGBN AQ Macro Measures.docx
Evaluation Framework Draft of 6 June 2016.DOCX
Evaluation Framework Draft of Nov16 Appendices.DOCX
Evaluation Framework Draft of Nov16 Pt 1.DOCX
image001.png
Sub-Committee ToR Oct16.docx
AQ Governance Model V6 - Current State.vsd
Endorsement categories 18 10 16.docx
Governance Model RACI V4.docx
160105-policy-framework.pdf

fah-volume-6-complete.pdf
AQIU Governance Model Review Findings.docx
2.0 AQ Program Board Minutes v0.3 16 November 2016.pdf
2.0 AQ Program Board Minutes v1.0 19 October 2016.pdf
Advance Queensland Program Board Agenda v1.0 16 Nov 2016.pdf
AQ Program Board Minutes v1.0 15 December 2016.pdf
AQPB Packs
19 October Merged Papers.pdf
AQ Program Board Final Merged Papers - 16 November 2016.pdf
AQ Program Board Papers Merged 15022916.pdf
Board Register MASTER.XLSX
DRAFT Terms of Reference AQ Program Board v2.1 (07 November 2016).pptx
DRAFT Terms of Reference AQ Program Board v2.1 (07 November 2016).pptx.gslides
Program Board Agenda v1.0 19 Oct 2016.pdf
Program Board Agenda v1.1 21 Sept 2016.pdf
Program Board Minutes v0 6 21 Sept 2016.pdf
2.0 Program Leaders Forum Minutes v1.0 (12 December 2016).pdf
Program Leaders Forum Agenda v1.1 09 January 2017.pdf
5.1 AQ Reporting Paper v0.4.docx
AQ Governance Reporting Strategy V0.5.docx
AQ weekly status report 23122016 v01.docx
AQIDC Performance Mgt and Evaluation Sub-Committee ToR Oct16.docx
Evaluation Framework Draft of Nov16 Pt 1.docx
Working Version 29 January 2016 - Draft evaluation framework.pdf
5.0 - AQ-A163 AQ Assurance Schedule V3
5.0 Attachment 1 - Assurance Schedule_Diagram_v0.2
AQ_KTP_Healthcheck_V0.4
DSITI AQ Grants Management Framework - version 2.00
Grants Management Framework_Concept V2 SB
AQ Risk Assessment Matrix v0 6
AQ_Risk Management Strategy v0 3
Template - AQ Register v0.2
AQ IDC Minutes 06 December 2016 v0.5 (NK_reviewed_7 Feb_17)
Attachment 1 - Apps and Finance 03022017 v02
Grants Management approach