

<b>REPORT TO:</b>	<b>Cabinet Member for Finance and Treasury</b>
<b>AGENDA ITEM:</b>	not applicable
<b>SUBJECT:</b>	<b>Web Content Management System</b>
<b>LEAD OFFICER:</b>	<b>Graham Cadle, Director of Customer Services, Transformation and Communications</b>
<b>CABINET MEMBER:</b>	<b>Cllr Simon Hall, Cabinet Member for Finance and Treasury In consultation with Cllr Tony Newman, Leader of the Council</b>
<b>WARDS:</b>	<b>All</b>
<p><b>CORPORATE PRIORITY/POLICY CONTEXT:</b> The Council’s ICT strategy for enabling the transformation of Croydon through technology is captured in five key themes. These are:</p> <ul style="list-style-type: none"> <li>• Excellence in customer service;</li> <li>• Improving access for citizens and communities;</li> <li>• Transforming services for children and young people;</li> <li>• Increasing resources through efficiency; and</li> <li>• Enabling a high performing organisation.</li> </ul> <p>The transformation of the Council web content management system will facilitate enhanced on line services to support these objectives.</p>	
<p><b>FINANCIAL IMPACT SUMMARY:</b> Approval of the recommendation to vary the existing web services contract to implement a replacement web content management system funded from existing budgets. The budget was approved under Decision Notice FPM13/14 on 29 January 2014.</p> <p>This variation is to take up the optional projects at a cost of up to £352,000 N.B. The contract price for Council’s Web Design Development and Hosting Services contract consists of:</p> <ol style="list-style-type: none"> <li>a. A committed contract spend of £1.57m for four years,</li> <li>b. Two optional extensions of 2 years, each of £680k, and</li> <li>c. Optional projects of £352k.</li> </ol> <p style="text-align: center;">Total £3,282,000</p> <p>The website hosted upon the content management system is the key tool for enabling the council to improve customer access, satisfaction and independence through self-service whilst providing the opportunity for significant efficiencies for the council.</p>	

**1. RECOMMENDATIONS**

The Cabinet Member for Finance and Treasury, in consultation with the Leader of the Council, is recommended to:

In respect of the contract with the Stationary Office Ltd (TSO) for the provision of Web Design Development and Hosting Services, agree the variation of the contract value in the sum of £277,000 to enable the option be taken to supply, implement and support a replacement web content management system (CMS) for the remaining term of the contract.

**2. EXECUTIVE SUMMARY**

- 2.1. For all councils across the UK a fully-functioning website with a wide range of online transactions and interactivity is essential. Croydon Council's website is one of the most important vehicles keeping customer's well informed, engaging with residents and enabling customers to do what they need to (pay council tax, order a new bin etc.) in the fastest, easiest and safest way possible. With nearly 3million unique visits per year, the website is seen as a trusted source of information in the borough.
- 2.2. A well-designed website has the benefit not only of improving the reputation of the council as efficient and effective but also contributes significantly to the savings agenda. The customer access programme has been one of the main efficiency programmes running in the council – driving down costs by moving more services online (over £3m per annum).
- 2.3. The webpage is hosted on a content management system (CMS) which dictates the level of functionality and flexibility that is possible. A CMS allows an organisation to publish, edit and modify content; and manage workflow in a collaborative environment.
- 2.4. The current CMS is a product called Morello. This CMS product is at the end of its working life and no longer supported. Under the previous Web service contract it was very expensive to replace this product and therefore a replacement was planned and included in the new contract, but it does mean that until the Council have moved to an updated CMS product by December this year (as a result of enacting the recommendation in this report) there is a limit to some of the services that can be provided through it by the Council to customers and there is a risk of service failure.
- 2.5. A replacement CMS will provide a better customer experience with improved functionality, ease-of-use, and integration with back-office systems. All of this ultimately encourages more transactions to be accessed and completed online. In addition, it will allow for development of the website to enable more interaction with customers – whether through online polls, crowdsourcing

activity, online debates, online Town Hall debates etc. A better performing website will also drive down calls to the contact centre, and enhance the Council’s reputation as modern, efficient, open and transparent.

In January 2014, the Council entered into a contract with The Stationary Office (TSO) Ltd for the provision of web design development and hosting Services. The contract contained optional projects (including implementing a new content management system). The contract price for Council’s Web Design Development and Hosting Services contract consists of:

- d. A committed contract spend of £1.57m for four years,
- e. Two optional extensions of 2 years, each of £680k, and
- f. Optional projects of £352k.

Total £3,282,000

2.6. Funding for the optional project was obtained by the head of communications & engagement, who submitted a business case to the council’s ICT Board in January 2014. The Board approved capital investment of £352k for the development and implementation of a brand new CMS. This capital is to be spent in 2014/15.

2.7. In summary, the current unsupported and outdated CMS, as well as the vulnerability it present’s to the council’s website means that there is no choice but to invest in a new CMS.

<b>CCB Approval Date</b>	<b>CCB ref. number</b>
<i>Insert date of approval here</i>	<i>Insert reference number here</i>

**3. REASONS FOR TAKING THE CMS PROJECT OPTION**

- 3.1. Although funding was obtained, and the optional project budget was included in the overall contract value agreed in the recommendation and approved by the Decision Notice FPM13/14 on 29 January 2014, the contract variation is needed as the value of the optional project represents a contract change to be enacted via a contract change control.
- 3.2. The current CMS is a significant risk as it is out of contract support and it is increasingly difficult to find resources with skills to maintain the system. There is no development of new functionality and therefore the ability to use latest technology to further improve the effectiveness and efficiency in the service is not available. Should the website fail it would have a very significant impact on demand on services such as the contact centre as well as the Council's reputation.
- 3.3. If the website is to become one of the main ways that the Council delivers its services then a more flexible, agile and responsive CMS is needed. The current CMS is several iterations out of date, with the overall product (Morello) no longer supported by any web provider. With the number of hits on the Croydon.gov web site nearly doubling between 2012/13 and 2013/14, the trend for online services will only increase and the Council needs to invest in a CMS supports this.

**4. ANY OPTIONS CONSIDERED AND REJECTED**

- 4.1. The expected project costs were reviewed as part of the initial tender evaluation for the main web services contract and were evaluated for value for money. The project costs formed part of the decision that the supplier submitted the most economically advantageous tender and represented value for money.
- 4.2. An initial high level review of five of the most popular and well used CMS platforms was undertaken, (in Q1 2014) but three of these, including Wordpress, were seen as unsuitable in meeting the council's requirements for improving the website.
- 4.3. A joint team of TSO and council officers (web service and ICT) then completed (following the contract commencement in May 2014) a more detailed review of the two best suited CMS platforms – Umbraco and Drupal. That review considered:
  - A) ease of implementation;
  - B) customisation and configuration;
  - C) the extent to which the CMS platforms were 'future-proof'; and
  - D) a financial analysis.

4.4. This review identified Drupal as the best CMS for Croydon Council’s website. Drupal is a flexible, open source CMS that is used widely across a variety of organisations including the main central government website, Lambeth Council and Brighton & Hove City Council. It has an active user community that continually contributes new developments and it is highly configurable. Being both widely used and vendor neutral will prevent vendor lock-in for Croydon Council at the end of the contract with the new web partner. Drupal is seen as offering good value and a great deal of flexibility.

4.5. Appendix 1 provides a high level summary of the evaluation.

4.6. The contractor has given indicative costs which cover the basic installation, plus work to implement a design, create content types, templates and other work required to produce a working website. Once agreed in principle, before committing contractually, these costs will be further analysed to ensure the proposal is best value and protects the services delivered. ..

4.7. Work will cover:

- *Site creation* – deploying and configuring a standard Drupal installation, including configuration of databases;
- *Migration of content* – due to the large amount of content to migrate, automated tools need to be created to enable this migration;
- *Design* – converting the current website to Drupal, ensuring browsers, images etc. are maintained;
- *Transactions* – ensuring the functionality of back-office systems are fed through the Drupal system, this includes potentially bringing in Drupal modules that manage forms;
- *Find my Nearest* – integration of the site with an appropriate GIS will require front-end coding, mapping API and search tools;
- Implementation of advanced search functionality – this includes basic data load, indexing of data and integration of search with Drupal;
- *Training* – the council’s web team will need to be trained in using the new CMS and this will be through a combination of demos, tutorials and exercises.

4.9 The high level implementation timetable is as follows:-

<b>Milestone</b>	<b>Work completed by</b>
Necessary pre-work on getting infrastructure ready	7 September 2014
Implementation and design begins	14 September 2014
Development completed	4 November 2014
Functional testing completed	11 November 2014
Technical testing completed	5 December 2014
Final data migration completed	15 December 2014
User acceptance testing completed	16 December 2014

Cutover and final testing completed	22 December 2014
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**5. FINANCIAL AND RISK ASSESSEMENT CONSIDERATIONS**

- 5.1. The costs of not procuring a new CMS is high in terms of risk management to the council and its customers who rely on the website to carry out their business – whether that is paying a parking fine, searching for their nearest school or reporting a missed bin collection.
  
- 5.2. The investment is required in order to provide an up-to-date, flexible and supported system that will be enable the council to meet its aspirations in delivering a first class website, whilst delivering an extremely challenging savings agenda.

**5.2.1. Revenue and Capital Consequences of Report Recommendations**

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2014/15 £'000	2015/16 £'000	2016/17 £'000	2017/18 £'000
<b>Revenue Budget available</b>				
Expenditure				
Income				
<b>Effect of decision from report</b>				
Expenditure				
Income				
<b>Remaining budget</b>				
<b>Capital Budget available</b>	352			
Expenditure				
<b>Effect of decision from report</b>				
Expenditure	277			
<b>Remaining budget</b>	75			

Nb. The revenue costs for supporting and maintaining the service will remain the same.

**5.2.2. Effect of the Decision:**

The contract variation will allow the implementation of a new content management system under the existing contract arrangements

**5.2.3. Risks:**

There is a high risk of damage to the council's ability to deliver online services and subsequently its reputation if the current outdated and unsupported CMS is not replaced. Using the council's risk rating – Likelihood of risk (4) and Impact of risk (5) – this risk would have a score of 20, putting it on the list of risks that CLT keep track of

**5.2.4. Options:**

The CMS was presented as an optional project within the tender and costs are derived from the contracted rate card for professional services. These costs will be further analysed for value for money prior to contract sign-off. The contract allows the council to use other suppliers where TSO are unable or too costly.

**5.2.5. Future Savings / Efficiencies:**

There is existing budgetary provision for the variation, through capital funding, of £352,000.

The new CMS supports enhanced on line transactions. Growth in usage of on line transactions will contribute towards savings owing to lower transaction costs than telephony or face to face customer interactions. Improvements to the website have already enabled the contact centre to drastically reduce the number of staff it has on the phones and in face to face hubs. Over £1m in savings has been found by increasing online transactions and reducing the number of staff across certain services. This savings agenda will continue as we look to 2015/16 – 2017/18 and the £100m that needs to be found by the council.

**(Approved by: Dianne Ellender Head Finance and Deputy s151 Officer, Chief Executives Department**

**6. COMMENTS OF THE COUNCIL SOLICITOR**

- 6.1. The Council Solicitor comments that as the variation in price relates to the taking of an option evaluated and approved as part of the original procurement of the contract it meets the requirements of the Council's Tenders and Contracts Regulations and the duty to achieve best value under the Local Government Act 1999.
- 6.2. **(Approved by: Gabriel MacGregor Head of Corporate Law on behalf of the Council Solicitor & Monitoring Officer)**

**7. HUMAN RESOURCES IMPACT**

7.1. There are no implications from an HR perspective

**(Approved by: Hansa Bharadia HR Business Partner on behalf of the Director of Human Resources)**

## **8. EQUALITIES ANALYSIS**

8.1. A full Equality Analysis (EA) was performed for the Provision of the Council's ICT and Related Professional Services programme

8.2. Some key points from the EA:

8.2.1. There will be a more accessible web site for service users

8.2.2. The Website Disaster Recovery Service is the mechanism through which the Service Provider ensures that upon the occurrence of a Business Continuity Event there continues to be a workable website for the Citizens of Croydon. The council's website is a 24/7 service delivering transactions. This needs to be available on a continuous basis

8.2.3. The website will be developed in compliance with WCAG 2.0 AA standards for accessibility which will have a positive impact on disabilities and age as users will have the ability to have large text, high contrast, read aloud and maximize use of assistive technology

8.2.4. the website allows for the use of translation services such as Google translation – to further facilitate access with over 42% of Croydon population coming from a minority ethnic group

8.3. The contract contains specific obligations for meeting recognised international accessibility standards for web pages. Provision of a new CMS does not affect the findings of the EA and the contractual obligations also apply to the new CMS.

## **9. ENVIRONMENTAL IMPACT**

9.1. There are no additional environmental impacts arising from this report.

## **10. CRIME AND DISORDER REDUCTION IMPACT**

10.1. There are no implications on crime and disorder.

## **11. FREEDOM OF INFORMATION (FoI) / DATA PROTECTION CONSIDERATIONS**



- 11.1. There are no specific Data Protection considerations arising from this report.
- 11.2. The Council's Procurement Strategy and Tenders & Contracts Regulations are accessible under the Freedom of Information Act 2000 as part of the Council's Publication Scheme. Information requested under that Act about the specific procurement exercise and contract which are the subject of this report, held internally or supplied by external organisations, will be accessible subject to legal advice as to its commercial confidentiality, or other applicable exemption, and whether or not it is in the public interest to do so.

## **12. CUSTOMER IMPACT**

- 12.1. The proposed variation to provide a new content management system will have both a direct and indirect positive customer impact – namely improved functionality of the council website, enabling more online transactions and two-way engagement with residents.

## **13. HUMAN RIGHTS IMPACT**

- 13.1. There are no Human Rights impacts arising from this report

## **14. CONSULTATION**

- 14.1. As part of the programme governance an ICTRP Steering Group was set up to involve and engage with the business. The Steering Group meets on a monthly basis and includes representatives from all business units and service lines. During the procurement process the Steering Group has mainly acted as a method of communication with key messages being relayed through it
- 14.2. An operational board was established with Customer Services to oversee and assure key milestones. In addition Customer Services were invited to the ICTRP Project Board for key decisions
- 14.3. Stakeholder teams consulted included, but were not limited to: ICT; Customer Services, existing Service Delivery Partners; Service Transformation; Finance; HR; Legal; Pensions; Revenues and Benefits Division; Equalities and Social Inclusion; Health and Safety; Sustainable Development; and Regeneration and Economy.

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