

CABINET

13 June 2012

ELECTRONIC DOCUMENT AND RECORDS MANAGEMENT SYSTEM

REPORT OF THE HEAD OF INFORMATION MANAGEMENT AND TECHNOLOGY

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RECENT REFERENCES:

CAB862: Corporate Document Management System – Project Approval, 5 May, 2004

CAB1261: Electronic Document and Records Management System, 13 April 2006 (exempt)

CAB1313: Electronic Document and Records Management System, 13 September 2006 (exempt)

CAB 2251: Capital Programme 2012/13 TO 2014/15 – General Fund Budget Requirements, 9 November 2011

EXECUTIVE SUMMARY:

Cabinet previously authorised the implementation of a corporate electronic document and records management system (EDRMS) (CAB862 refers). The system has been implemented across approximately 60% of the authority using software purchased from OpenText Systems.

OpenText Systems have advised the Council that an upgrade is necessary from the current version of Retriever, RkYV, to Content Server 10 (CS10) in order to maintain mid to long term support and future-proof the solution. Due to the significant costs involved with the upgrade, it is necessary for the Head of IMT to consider all the options to support the Council's document management goals and ambitions.

The recommendation to move to Microsoft Sharepoint as an EDRM solution will provide enhanced compatibility with existing IT software investments and mitigate risks surrounding resource-specific OpenText software skills to meet the ongoing

support requirement.

A business case has already been provided to Performance Management Team (PMT). This report summarises that business case and requests authorisation to proceed with the change. The core of the business case has been incorporated into this report.

This Report was included in the Forward Plan for decision at Cabinet on 4 July 2012, but has been brought forward to this meeting to allow the procurement to proceed.

**RECOMMENDATIONS:**

- 1 That the procurement of Microsoft Sharepoint 2010™ in accordance with the principles set out in the report be approved and the Head of IMT be authorised to procure the system using a suitable framework arrangement (to be approved under the Portfolio Holder Decision Notice scheme if required under the Contracts Procedure Rules).
- 2 That the release of £98,000 from the Capital Programme 2012/13 be approved under Financial Procedure Rule 6.4.

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### ELECTRONIC DOCUMENT AND RECORDS MANAGEMENT SYSTEM

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##### DETAIL:

##### 1 Introduction

- 1.1 The Electronic Document and Records Management System (EDRMS) is a significant project within the E-Government programme and is key to achieving efficiencies throughout the Council. It is fundamental to the Corporate Business Plan outcome of "Efficient & Effective Council". Following a full and comprehensive business process study and the development of a supported business case to introduce an EDRMS in 2004, the Council has reviewed the business requirements, which remain valid.
- 1.2 An effective EDRM system is an essential element to the lifecycle of corporate documentation and information. Using a corporate standard folder structure (also known as the file plan), it is possible to maintain and control of storage capacity, document versioning, de-duplication, document retention and security, as well as enabling business processes by using workflow that is integrated into line of business applications (where supported by a business case to do so). By considering the impact of the aforementioned benefits, financial savings can be achieved through higher productivity and resource management.
- 1.3 Although an option exists to remove the corporate document management system altogether it is not a feasible approach to do so. A corporate EDRMS is necessary to remove the physical paper documents from the Council's offices and store electronically. This approach supports both flexible working (where staff can view customer and business information remotely) and reduces the overhead with regards current accommodation and enables future opportunities.
- 1.4 OpenText (the Council's current EDRMS supplier) wish to migrate existing customer sites (such as the City Council) which are currently using RkYV (known to the Council as "Retriever"), to their Content Server 10 (CS10) product or a CS10-based derivative. This business case presents an alternative recommendation. It is believed that OpenText will continue to support RkYV for at least another two years. After that time the RkYV product may have significant supportability issues or, in the worst case, support may be removed altogether. Remaining on RkYV for the long term is NOT therefore a sustainable option.

- 1.5 This project needs to be considered as a matter of priority to ensure that the current EDRM provision is migrated to a new supported solution well within the supported life time frame of the current OpenText solution and allow internal resources to programme the work effectively.
- 2 Business Case for Microsoft Sharepoint 2010™ (MSSP)
  - 2.1 Officers have investigated alternative EDRMS solutions, and concluded that Microsoft Sharepoint 2010™ (MSSP) offers the best way forward for the Council in the light of OpenText's stated position. Consultation has taken place between Winchester City Council and two Sharepoint solution providers to establish the viability of utilising Microsoft SharePoint 2010™ (MSSP) as an EDRM solution for the Council. MSSP discussions have taken place with Trinity, Test Valley Borough Council's current MSSP consultants, and specialist supplier ICS (who have worked with Basingstoke & Deane Borough Council on their EDRM MSSP project).
  - 2.2 MSSP is currently considered as the preferred option as this fits in well with the Council's existing technology roadmap as well as maximising its current Microsoft Enterprise licensing investment. Strategically, MSSP is considered a good fit for the Council and meets current business requirements, being seen as the most cost-effective solution.
  - 2.3 MSSP uses standard Microsoft technologies and is designed to work with within the MS Office environment currently being rolled out at Winchester. The MSSP usability will already be familiar to existing MS Office users.
  - 2.4 In addition, it would be possible in the future to use Sharepoint as a corporate intranet facility to aid communication across the authority. Joining up the EDRM and intranet has great potential to make efficiencies in the way staff collaborate and work together in delivering services.
  - 2.5 Pilot - Appendix 1 gives details of the proposal for a pilot exercise to test the proposal prior to full implementation. It is suggested that the system is introduced within the Estates Team to ensure that the system would fulfil the Council's requirements if rolled out across all Teams.
- 3 Procurement
  - 3.1 The total contract value (based on likely costs over five years) is below the threshold for compliance with the requirements of the Public Contracts Regulations, although the general EU Treaty requirements for transparency and open procurement would still apply. It is preferred, and is generally more cost effective, to procure through valid 'Framework' agreements which have been tendered in accordance with the Regulations, provided the Council is able to use them under the terms of the framework, which will ensure compliance with all the relevant requirements. Under the Council's Contracts Procedure Rules, frameworks must be approved before use, and in the event that a framework arrangement is selected which had not been previously

approved, approval to its use would be sought under the Portfolio Holder Decision Notice procedure.

- 3.2 If a suitable framework is not available, the procurement would be conducted by a tender process under the Contracts Procedure Rules.
- 3.3 It is proposed that the selection of a supplier will be on the basis of lowest price. In the event that an alternative evaluation model is to be used, approval will be sought under the Portfolio Holder Decision Notice procedure.

**OTHER CONSIDERATIONS:**

4 **SUSTAINABLE COMMUNITY STRATEGY AND CHANGE PLANS (RELEVANCE TO):**

- 4.1 The EDRMS system supports front line and support functions and enables business process and efficiency to be adopted across the business. The continued implementation of a corporate EDRMS remains part of the Council's Change Plans for 2012-13.

5 **RESOURCE IMPLICATIONS:**

- 5.1 The effect of these proposals on the Council's Prudential Indicators and Budgets are shown in the Table below:

<b><u>Prudential Indicators</u></b>	<b>2012/13</b>	<b>2013/14</b>
	<b>£000</b>	<b>£000</b>
<b>Estimates of Capital Expenditure: <i>Proposals</i></b>		
<b><u>Non - HRA</u></b>		
<b>Sharepoint 2010</b>		
Software Licensing	7	
3rd Party Software (Scanning / redaction)	10	
Implementation	76	
Committee Services	5	
<b>Total Capital Expenditure</b>	<b>98</b>	
<b>Financed by:</b>		
Major Investment Reserve	0	
<b>Total Capital Expenditure</b>	<b>0</b>	
<b>Ratio of Financing costs to Net Revenue Stream:</b>		
Non – HRA	<b>0.00%</b>	<b>0.00%</b>
<b>Incremental Impact of Capital Investment Decisions</b>		
<b>Increase / (decrease) in Council Tax - Band D</b>	<b>£0.00</b>	<b>-£0.52</b>

<b><u>Budgetary Implications</u></b>	<b>2012/13</b>	<b>2013/14</b>
	<b>£000</b>	<b>£000</b>
<b><u>Capital Programme Budgets:</u></b>		
Existing Budgets - ICT EDRMS	100	
<b>(-)</b> Less - Reduced requirement	<b>(2)</b>	
<b>TOTAL CAPITAL BUDGET</b>	<b>98</b>	
<b><u>Revenue Implications:</u></b>		
<b><u>Expenditure Savings</u></b>		
Existing EDRMS annual revenue budget	32	32
Annual revenue costs under Sharepoint 2010		7
<b>TOTAL REVENUE GROWTH / (SAVINGS)</b>	<b>0</b>	<b>(25)</b>
<b>Interest income</b>	<b>0</b>	<b>0</b>
<b>TOTAL REVENUE IMPACT</b>	<b>0</b>	<b>(25)</b>

- 5.2 The business case is predicated by the need to upgrade the existing EDRMS. Indicative costs of migrating from Retriever to MSSP and OpenText CS10 are provided below. Costs are based on an initial pilot with the Estates Team and migration of existing Retriever databases.

<b>Item</b>	<b>Sharepoint 2010 (£)</b>	<b>CS10 (£)</b>
Software Licensing (Server license)	7,000	80,000
Additional CS10 Modules (estimated)		50,000
3 <sup>rd</sup> Party Software (Scanning / Redaction)	10,000	10,000
Implementation Services	76,000	64,900
Committee Services	5,000	5,000
<b>Total Capital</b>	<b>£98,000</b>	<b>£209,900</b>

Ongoing Revenue Costs – Annual

<b>Item</b>	<b>Sharepoint 2010</b>	<b>CS10</b>
Support and Maintenance (including scanning)	£7,000	£28,000

- 5.3 The above costs include software and implementation services for the pilot project and the full release should the pilot project prove successful. On completion of a successful pilot within financial year 2012/13, it is expected that IMT staff at Winchester will migrate the existing RKyV content into the MSSP solution; there are no additional software or implementation services required to complete this migration as a 'like for like' of the current provision.

- 5.4 Revenue Impact: The current RKyV system has been in place for 5 years. The annual revenue charges for support and maintenance associated with the system amount to £32,150. The impact of both potential changes on the annual revenue is given below.

<i>Item</i>	<i>Current: Retriever</i>	<i>Sharepoint 2010 saving</i>	<i>CS10 saving</i>
Impact on revenue	£32,150	£25,150	£4,150

- 5.5 The EDRMS service is recharged to individual Teams across the Council. These charges will continue as a direct reflection of the change in revenue costs, apportioned by the number of users per Team.

#### 5.6 RISK MANAGEMENT ISSUES

- 6 The five-year cost of ownership for the two options is given

- 6.1 Technology, Usability and Supportability: MSSP presents a Microsoft standard interface which will be familiar to Office 2010 users. Sharepoint is designed to work with solutions currently in use, or planned, for both Winchester and Test Valley Councils including Microsoft Windows Server, Exchange 2010 (email), SQL Server and Office 2010. MSSP offers a simpler transition for users who use the existing EDRM solution or who are new to EDRM functionality, due to its consistent use of standard Microsoft usability.
- 6.2 Migrating to OpenText CS10 demands specialist development skills that are limited and costly, in direct contrast to generic Microsoft development skills. Moving to MSSP provides greater options and supportability to maintain local skills to support and future-proof the EDRMS and maximises the Council's capacity and investment.
- 6.3 Procurement: The risk of challenge by other suppliers will be managed by ensuring that the procurement is through a framework arrangement that has been itself procured in accordance with the Public Contracts Regulations, and ensuring that the Council is entitled to use the framework in question. In the absence of a suitable framework arrangement, the Council will seek to procure by a restricted procedure in accordance with the Council's own Contracts Procedure Rules.

#### BACKGROUND DOCUMENTS:

None

APPENDICES: Appendix 1 – Pilot

### Pilot Proposal

A pilot project would be run during 2012 for 3 months using existing project management and technical staff. The purpose of the pilot will be to confirm the suitability and usability of MSSP as an EDRM solution at Winchester and provide the Council's staff with the appropriate skills to complete the transition from Retriever to MSSP. The Estates Team have been selected for this pilot for the following reasons:

- a) The Team is keen to implement an EDRM solution and are currently on the Project Office's Retriever implementation list; work has already started on the Team's EDRM requirements.
- b) The Estates Team have both case- and non case-based EDRM requirements, giving the pilot broad functional requirements, but have a limited number of users (making the timescales viable).

In addition to the development and implementation of EDRM in Estates, it is expected that the pilot will develop and implement migration processes for existing Retriever documents and records.

It is also recommended that the Committee Administration functionality is addressed during the pilot in order to ensure Sharepoint fully meets these requirements.

Test Valley Borough Council already utilise Sharepoint as an Intranet solution and it is proposed that staff from Test Valley take part in the pilot to support the team at Winchester and gain knowledge and skills in utilising MSSP as an EDRM solution, thereby potentially sharing system and support cost should future decisions be made to expand the shared IT service capacity, and allowing both councils to benefit from the economies of scale.