(DRAFT) Statement of Requirements

and

Vendor Questions

For the provision of

Whole-of-Government Content Management System (GovCMS)

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1   CONDITIONS FOR PARTICIPATION

The following Conditions for Participation are mandatory requirements that Interested Parties must meet:

1.1   The solution must use Drupal open-source software as the Software-as-a-Service Content Management System

1.2   The solution must be hosted on public cloud infrastructure, defined as:

"**A public cloud provides services to users over the internet. Infrastructure is shared, and data can be located in different locations across the globe.**"

National Cloud Computing Strategy
http://www.communications.gov.au/digital_economy/cloud_computing

2   Background to GovCMS

2.1   Introduction to GovCMS

The Government Content Management System (GovCMS) is envisaged as an important service offering for Australian Commonwealth Government agencies. It represents a tangible implementation of the Government's policy for eGovernment and the Digital Economy[1], which sets the direction to "Simplify Government ICT and eliminate duplicated, fragmented and sub-scale activities across agencies by requiring use of shared or cloud services where minimum efficient scale hurdles are not met," (p22).

GovCMS is intended to support more effective web channel delivery functions within Government, and enable agencies to redirect effort from non-core transactional activities, towards higher-value activities that are more aligned with core agency missions (Figure 1). The GovCMS feasibility study indicates that the Australian Commonwealth Government will be able to do this at a lower overall cost.

Figure 1: Redistribution of value
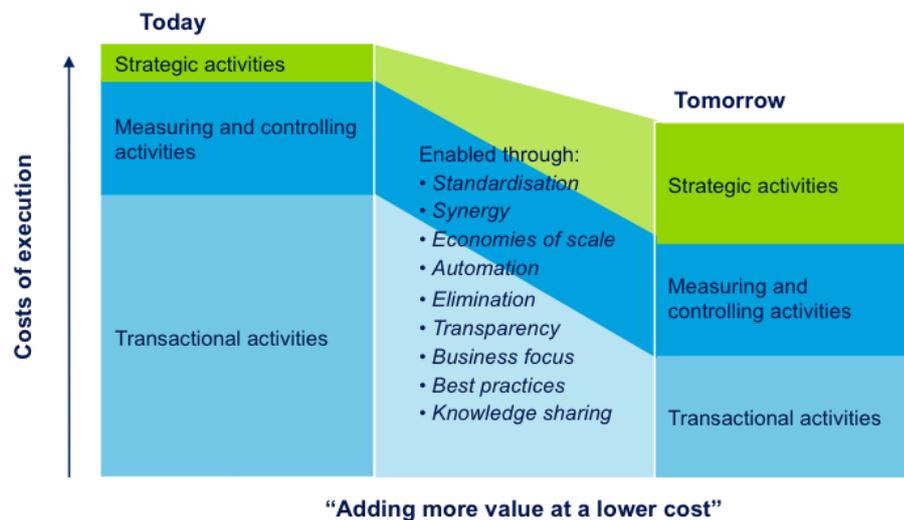
Business Problem

A recent website survey conducted by Finance identified upwards of 1200 websites across the Australian Commonwealth Government. Many of the sites are static, with limited complexity and consume significant resources from either the internal IT department, or through an external hosted arrangement. Many websites also use commercially licensed software, which incur annual maintenance costs to keep up to date. The website survey, and interviews conducted through the feasibility study found that many small agencies do not have the resources to ensure that Commonwealth website standards around security accreditation and accessibility obligations are maintained.

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[1] http://www.liberal.org.au/latest-news/2013/09/02/coalition%E2%80%99s-plan-digital-economy-e-government

2.2   Analysis of Government websites

The GovCMS feasibility study contains analysis of the number of websites and the level of complexity of those websites across the Australian Commonwealth Government. The following website complexity patterns have been defined:

Table 1: Website complexity patterns

Website pattern	Definition (general)
Pattern 1: Templated	Relatively small number of pages, rarely updated content, no complex functionality, no integration of the website with back-end systems, no registration or login functionality
Pattern 2: Content Rich	Moderate to large number of content based pages, some complex and interactive functionality, above standard search and other features. May include registration/login functionality
Pattern 3: Feature Rich	Moderate to large number of content based pages, highly customized pages and content, extensive application-based functionality such as registration/login functionality, dynamically generated content, personalisation, powerful search functionality, two-way integration with backend systems

Australian Commonwealth Government website survey data and interviews with agencies indicate a clear skew towards larger numbers of smaller, less complex sites (pattern 1 websites). Distributing the total number of sites across complexity patterns, and skewing these towards the pattern 1 end of the spectrum the breakdown of websites is shown in Figure 2.

**Figure 2: Number and complexity of websites**
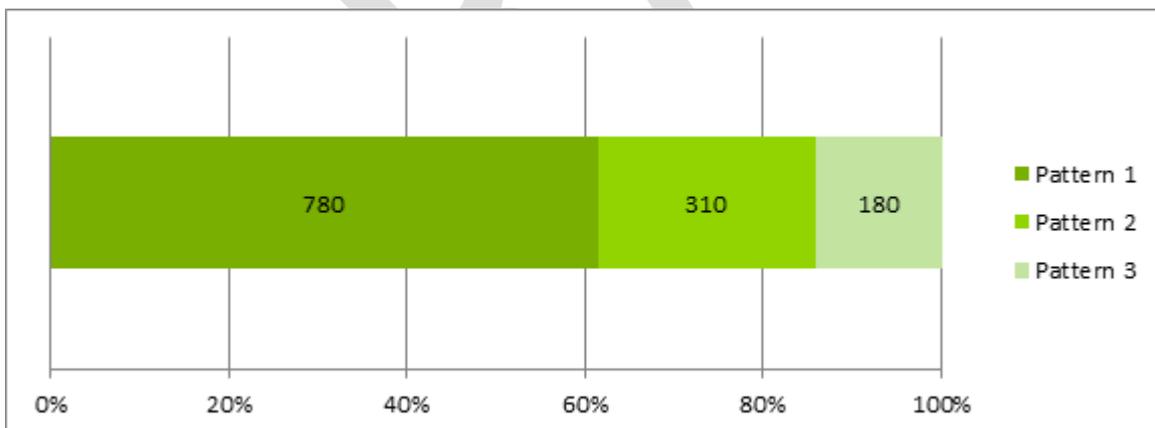
2.3   Indicative take-up of GovCMS

The GovCMS feasibility study outlined three demand projection scenarios:

- Conservative - the low end of the projection range - 182 websites on-boarded
- Intermediate - the mid-point of the of the projection range - 298 websites on-boarded
- Ambitious - the high end of the projection range - 437 websites on-boarded

Figure 3 illustrates this year-by-year ramp-up in the number of websites expected to be migrated onto the GovCMS platform.

Figure 3: Four-year forecast of total number of websites on-boarded to GovCMS
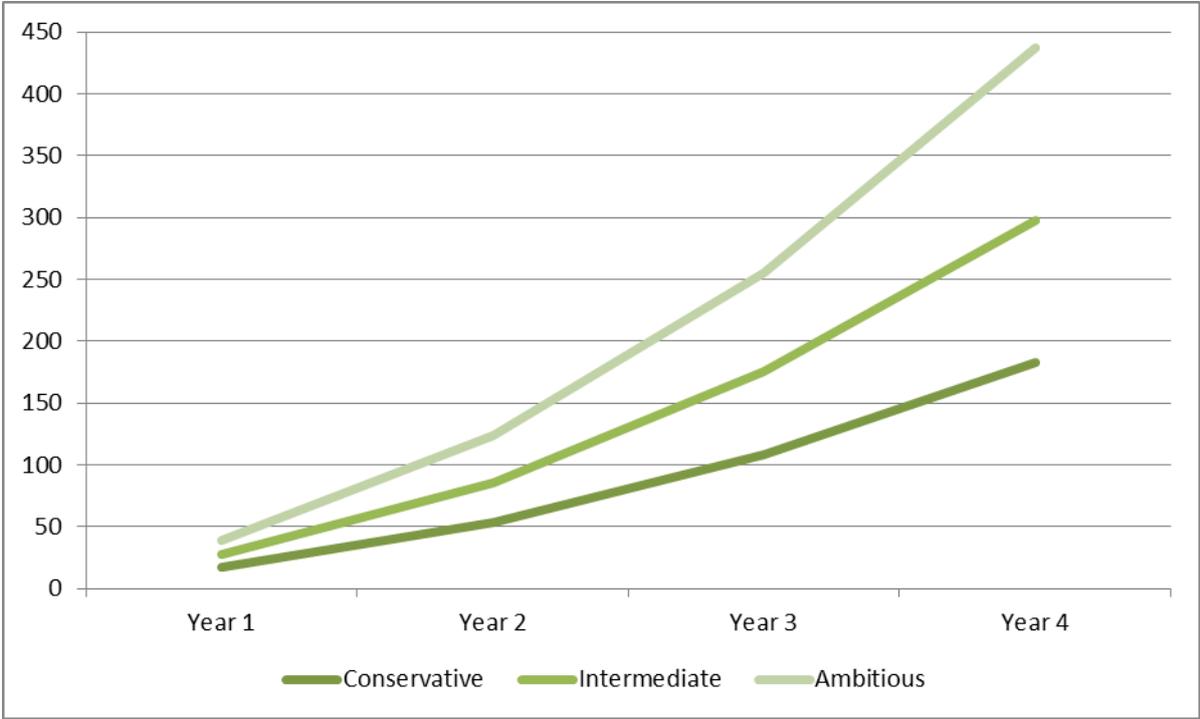
2.4 Overview of the proposed GovCMS Service Delivery Framework

The proposed GovCMS Service Delivery Framework will guide the planning and delivery of GovCMS service offerings, including the processes, capabilities and assets that underpin service delivery. It is designed to be agnostic with regard to the sourcing of service providers, and applies equally to fully in-sourced service delivery, fully outsourced delivery or co-sourced delivery scenarios.

Figure 4: GovCMS Service Delivery Framework
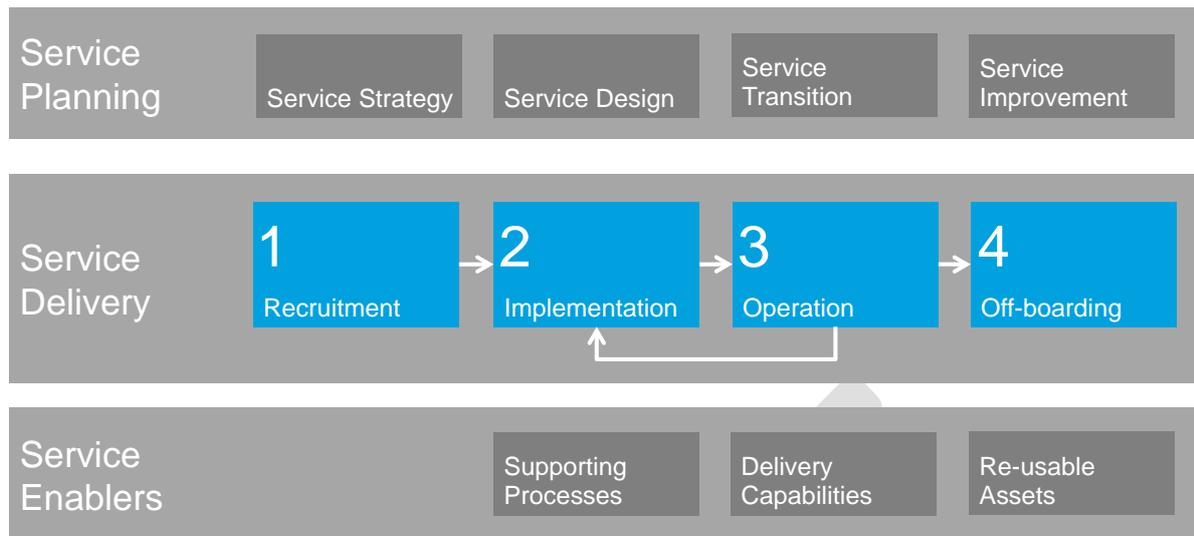
The GovCMS Service Delivery Framework covers three broad areas, outlined below and illustrated in Figure 4:

- **Service planning**. Includes the processes required to bring services from concept to implementation, and drive ongoing service improvement. These processes are largely independent of day-to-day service delivery, but provide assurance that investment is focused on services that are relevant and genuinely valuable to users, and delivered in a way that is reliable, efficient, sustainable and continually improving.

- **Service delivery**. The service delivery area of the framework is organised into four stages that reflect the customer engagement lifecycle, beginning with the recruitment of agencies as customers, and continuing with the implementation of a GovCMS solution, the operational management of that solution, and potentially the off-boarding of that solution from the GovCMS platform (see Table 2). These services rely on a range of service enablers.

- **Service enablers**. Includes the supporting processes, delivery capabilities and re-usable assets that underpin the successful delivery of services to the users. Without these enablers, the services could not be delivered. Each service relies on a specific configuration of enablers, so that a many-to-many relationship exists between services and enablers.

Table 2: Customer engagement lifecycle

Lifecycle stage	Description
Recruitment	Includes the promotion of GovCMS to agencies, targeting and selection of agencies for on-boarding, assessment of needs, and establishment of agreements.
Implementation	Implementation includes the project-driven planning and execution activities required to transition agencies onto GovCMS as well as the ongoing adoption of new services by agencies as their needs and priorities evolve over time.

Operation	Processes concerned with delivery and support of services so as to ensure value for the customer and the service provider. Focused on maintaining stability in service operations, allowing for changes in design, scale, scope and service levels.
Off-boarding	Includes the removal of agency sites from GovCMS, associated archiving and handover of content, and termination of agreements.

3   Objectives of GovCMS

The GovCMS feasibility study outlined the following objectives that Finance wish to achieve through the implementation and operation of GovCMS:

3.1   GovCMS seeks to deliver cost savings to agencies through coordinating Government activity and economies of scale

- Coordinating multiple government agencies to use a common and scalable cloud based technology platform to host websites seeks to reduce the total cost to the Commonwealth of maintaining the web presence

- The use of a Software-as-a-Service cloud based platform seeks to gain economies of scale cost savings as more agencies migrate to the common platform, and to achieve ongoing savings through price reductions of cloud infrastructure over time

3.2   GovCMS seeks to make it easier for agencies to comply with government policies and standards

- GovCMS seeks to make it easier for agencies to comply with government policies and standards in areas such as security, accessibility, privacy and government digital design standards. Designing the GovCMS platform in a way that makes it easier for agencies to comply aims to reduce individual agency compliance costs and increase compliance

3.3   GovCMS seeks to utilise open-source to share artefacts between agencies and the community

- Sharing code, modules and applications between agencies is expected to reduce development costs, and will develop modules that suit the needs of APS agencies. We expect all code and modules developed for use in the open source platform would be made freely available for all Government agencies (and the wider open source community) to freely utilise modules developed for the chosen open source platform

- Use of open-source software is in line with the Australian Government Information Management Office (AGIMO) policy encouraging agencies to adopt open-source software where possible

3.4 **GovCMS seeks to utilise the market to launch a service with low upfront investment required from Finance**

- GovCMS intends to use a Software-as-a-Service vendor to reduce the requirement for upfront investment to establish the platform

- The amount spent on vendors will grow in line with the number of agencies on-boarded on GovCMS, allowing achievement of benefits for Government, and incentive for vendors to participate

3.5 **GovCMS seeks to achieve additional benefits for Government**

Additional benefits include:
- increased productivity following transition of non-CMS websites on to a CMS
- workforce skillset benefits through wider use of a standardised CMS, enabling the development of a common skillset across the Australian Public Service, reduced stand-up time for new websites using standardised website deployment in a CMS
- improved delivery of mobile enabled websites
- a more standardised user experience for citizens dealing with government

4 GovCMS implementation approach

GovCMS implementation planning is ongoing and will require input from the successful Software-as-a-Service vendor, however the following section outlines the current high level implementation approach.

4.1 Three website patterns

We expect that websites that will migrate to GovCMS broadly fit in to three website patterns:

Table 3: Three website patterns

Characteristic	Pattern 1 -Templated: Standard template, very low - low complexity site	Pattern 2 - Content rich: Content rich website, standard or custom theme	Pattern 3- Feature rich: Feature rich site, custom development and high availability required
Website description	Relatively small number of pages, rarely updated content, no complex functionality, no integration of the website with back-end systems, no registration or login functionality	Moderate to large number of content based pages, some complex and interactive functionality, above standard search and other features. May include registration/login functionality	Moderate to large number of content based pages, highly customized pages and content, extensive application-based functionality such as registration/login functionality, dynamically generated content, personalisation, powerful search functionality, two-way integration with backend systems
Theme	Will use a pre-configured template already available in GovCMS	May use a pre-configured theme or a custom developed theme	Custom developed theme
Information architecture	Standardised	Standardised or custom	Custom
Other special requirements	Nil	Limited custom module development may be required	Some may require high availability (99.99%) and custom CMS module development

It is intended that many of the websites that are migrated on to the platform will require services and assistance in migration. It is intended that a Deed of Standing Offer will be entered in to with the successful vendor. The Deed of Standing Offer will be used to issue Order for Services on the terms and conditions set out in the Deed.

4.2 GovCMS pricing scenarios (indicative)

Pricing scenario 1
The Department of Finance will migrate Australia.gov.au and Finance.gov.au to the GovCMS platform as the initial websites on GovCMS. It is expected that the successful

vendor will be invited to provide a proposal to migrate these websites to the GovCMS platform. The websites have the following metrics:

Table 4: Website metrics for pricing scenario 1

Metric (per month)	Australia.gov.au	Finance.gov.au
Pages	10,000	3,000
Pageviews	3,600,000	30,000
Size of database	20mb	10mb
Disk space used (not including database)	100gb	20gb
Number of user accounts	5	2

Pricing scenario 2

Following the migration of Australia.gov.au and Finance.gov.au, the platform will be made available to other Commonwealth Government agencies to migrate their websites on to the GovCMS platform. At a point in time on the implementation path of GovCMS, it is expected that the platform will contain a range of websites with the following total metrics:

Table 5: Website metrics for pricing scenario 2

Metric (per month)	Pattern 1 websites	Pattern 2 websites	Sum total of all website metrics
Number of websites	50	10	**60**
Pages	50,000 (1,000/website)	100,000 (10,000/website)	**150,000**
Pageviews	500,000 (10,000/website)	1,200,000 (120,000/website)	**1,700,000**
Size of database	500mb (10mb/website)	200mb (20mb/website)	**700mb**
Disk space used	25gb (.5gb/website)	20gb (2gb/website)	**45gb**
Number of user accounts	100 (2 accounts/website)	50 (5 accounts/website)	**150**

It is expected that these websites will contain only unclassified public information, and only standard Drupal templates and modules will be used.

5 GovCMS implementation considerations

The following considerations will need to be incorporated in the implementation of GovCMS.

5.1 Implementation of compliance policies and standards

GovCMS intends to make it easier for agencies to comply with government policies and standards. Compliance will be a key focus during the establishment of GovCMS to ensure the appropriate settings are put in place to enable easier and greater levels of compliance throughout the operation of GovCMS. The following compliance areas will be core to the compliance requirements:

- Accessibility – GovCMS provides opportunities for agencies to improve compliance with accessibility requirements through the use of compliant and responsive design themes, modules and additional tools to enable agencies to check compliance on-the-fly

- Security - verification of the common GovCMS technical environment to ensure the service is adequately protected. Security verification may also involve penetration testing where required to provide adequate verification of protection. The security standards maintained will be in line with Australian Commonwealth Government standards

- Privacy - GovCMS provides opportunities to ensure websites and other online services are compliant with the Privacy Act and Information Privacy Principles. Note, it is the intention of GovCMS to contain only Unclassified information

- Archiving - requirement to retain records for designated periods in accordance with records authorities issued by the National Archives of Australia

- Australian Government design standards - GovCMS provides opportunities to comply with current and any future Australian Government design standards

5.2 Facility to share artefacts between agencies

GovCMS intends to allow agencies to share code, modules and applications to reduce development costs, and to allow the development and support of modules that suit the needs of APS agencies. GovCMS will require a facility to allow this collaboration to occur.

The intention of GovCMS is to also share these artefacts with the Drupal community wherever possible.

5.3 Backup and ability to restore individual websites

Regular automatic backup of individual websites and the ability to restore individual websites from a backup is required. As there will be multiple agencies that own specific websites on the platform, the backup and restore ability will need to be available to every website on the platform and the restoration of one particular website should not impact other websites on the platform.

6   Scope of requirements and required services for GovCMS

6.1   Solution requirements

Finance seeks to engage a Software-as-a-Service vendor that can provide the Content Management System solution that meets the Conditions for Participation listed at the beginning of this document. In addition, it is a requirement that the vendor:

- must be ready to GoLive with solution in September 2014

- must allow any Drupal module developed for use on GovCMS websites to be distributed to the open-source community

- must allow adoption of externally produced Drupal modules for use on GovCMS websites

- must undergo a security assessment **as an UNCLASSIFIED system** in line with the Australian Government Information Security Manual (http://www.asd.gov.au/infosec/ism/) and the 35 Strategies to Mitigate Targeted Cyber Intrusions (http://www.asd.gov.au/publications/Mitigation_Strategies_2014.pdf)

- must ensure the platform is able to withstand large scale and prolonged Distributed Denial of Service attacks

- must have a disaster recovery plan to protect the GovCMS platform, and procedures to quickly recover the platform in the event of a disaster

6.2   Service requirements

Finance also seeks to engage the vendor to deliver web related services directly, or through an appropriate relationship with partners. The services required include:

- Service desk support - phone-and web-based point of contact for delivery of support services. Includes receipt and tracking of service requests through to resolution.

- Platform monitoring - ongoing monitoring of the platform to ensure uptime, performance and security

- Onboarding websites (establish/provision, research, design, build, test, go-live) - includes all services involved in the planning and execution of activities required to transition websites onto GovCMS

- Ongoing website feature enhancement - ongoing implementation of features as the needs and priorities of website owners evolves over time

- Delivery of CMS training - delivery of courses and seminars that enable users to make efficient and effective use of the Content Management System

- Custom CMS module development - development of custom CMS modules to meet specific requirements that are not supported by core or contributed software components

- Web application development - development and integration of bespoke web-based applications to meet specific agency or cross-agency requirements

- Reporting / analytics (web, SLA, billing) - provision of reports/live dashboards communicating web and application information, Service Level Agreement compliance information and billing related information

- Consulting / advisory services - provision of general advisory services to agencies in matters relating to site strategy, content management, and other services

- Offboarding / exporting websites - provision of a full extract of website content and database

7   Vendor Questions

Each Interested party should fully address each of the Evaluation Criteria so as to allow for an accurate assessment against those Evaluation Criteria:

Criteria	Response requested
Proposed Content Management System solution	a. Describe how the proposed solution meets all Conditions for Participation and Solution Requirements with reference to each specific condition and requirement b. Describe how the proposed solution will support the three repeatable patterns of websites to be migrated to the solution c. Describe how the proposed solution will support the two pricing scenarios, with reference to scalability of resource and technology to match demand for migration to GovCMS d. Describe how the proposed solution enables agencies to meet the compliance requirements e. Describe how the proposed solution will allow for agencies to share code, modules and applications to reduce development costs, and whether there is a mechanism to do this whilst maintaining support from the vendor f. Describe how the proposed solution will provide the ability to backup and restore individual websites g. Identify which, if any, elements of the solution the respondent consider to be their Intellectual Property
Value for money	a. Provide a cost for 12 months of service for pricing scenario 1 and itemise the cost breakdown b. Provide a cost for 24 months of service for pricing scenario 2 and itemise the cost breakdown c. Demonstrate how economies of scale savings will be generated as more websites are migrated to the proposed solution d. Demonstrate how the solution enables Finance to benefit from ongoing price reductions from cloud infrastructure providers e. Demonstrate how the proposed solution enables the start-up of GovCMS with minimum up-front investment
Relevant experience	a. Demonstrate relevant experience operating Software-as-a-Service solutions b. If the respondent does not currently offer Drupal CMS as a Software-as-a-Service offering, outline the proposed implementation timeline and any investment that might be required from Finance to be able to provide the Drupal CMS service c. Demonstrate relevant experience working with Government
Scope of services	a. Identify and describe in detail which services listed in Statement of

		Requirements under 'Service requirements' the respondent would be able to provide, and advise whether the service would be provided directly or by a partner
	b.	If services are provided by a partner, will the respondent be willing to take on the role of prime contractor
	c.	If the respondent is not willing to be the prime contractor, what steps will be taken (if any) to ensure integration across service providers
	d.	Describe the scalability in terms of human resource capacity to meet the demand for services over the implementation path of GovCMS
	e.	Are there any other services that the respondent can provide that are not listed specifically in the scope of service requirement section
	f.	It is expected that the vendor will enter in to a Service Level Agreement with the Department. Provide your standard service levels, and whether there are options to alter the service levels.
Flexibility	a.	Agencies want the flexibility to shift websites away from the solution in the future if it no longer suits their requirements. Explain how your solution will allow agencies to shift the instance running the website away from your solution without having to redevelop the website or manually move content between instances
	b.	Outline whether the proposed solution allows deployment of some websites to a different infrastructure provider
	c.	Outline the process for bringing on new service delivery partners and whether you are willing to work with service providers who are not part of your partner network (including working with Finance or other Government staff as service deliverers)