

Highways Agency

Web Archive Policy

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1.0 Management Summary

1.1 Introduction

The Highways Agency information strategy has three strands:

- To inform its customers through providing Trusted, Reliable, Useful, Effective information;
- To make best use of its information asset to improve its performance and the performance of its partners; and
- To deliver efficient, effective, reliable and robust information systems and services support to its customers, staff and stakeholders.

The Agency's corporate website is an increasingly important mechanism for delivering services and information. It is therefore essential the Agency maintains a record of the development of its websites; both in its format and content.

This poses particular challenges, as the media is highly dynamic in both format and content. It will not be practical or economic to retain (archive) all versions of the Agency's corporate web site in its entirety but a programme for archiving significant developments in its format as well as changes in content should be considered. At present, the Agency's corporate website has not been included by The National Archives in the list of those to be preserved permanently but this situation may change. The Agency should be prepared for this to occur. This will require changes to Agency working practices at both the micro and macro level for this to be achieved with the minimum of inconvenience and disruption.

Minimising the overall complexity and size magnitude of the website will have a significant impact on the economics of the archiving process and could result in other efficiency gains, e.g. enhanced performance and integrity. The introduction and application of a robust retention policy for web content will result in a cleaner, more effective website, which is well placed to deal with the growing demand for accessible information under the current access to information regime created by the Freedom of Information (FOI) Act, Data Protection Act (DPA) and Environmental Information Regulations (EIR) raft of legislation. The retention policy to be applied to web content must be coordinated and consistent with the retention policy applied to records held within the SHARE system to minimise the cost of duplication and the risks associated with the existence of different versions and renditions of a "record".

1.2 Key Web Archive Business Drivers

There are a number of key drivers for creating a Web Archive Policy and implementation of the Policy. These include:

- The Highways Agency Information Strategy (March 2006) recognises that information (web content included) is a key asset of the Agency in order to provide the best available (in an accurate and timely manner) information to customers, partners and stakeholders;
- Contributing to information availability and accessibility related Public Service Agreements (PSA) in the Highways Agency Business Plan (2006/2007);
- The National Archives (TNA), Public Records Act and other records management drivers dictate the web content are also deemed as records or business transactions and thus should also be retained as evidence for long term business preservation purposes; and
- Need to make more information available as a matter of routine to support the greater degree of transparency and accountability required under FOI.

1.3 Current Status

There is currently no web archiving process, practice or policy in place for the Agency's corporate website.

Although backups of the website are being made this process does not constitute or make provisions for web archiving.

The current records management retention policy that is being developed, as part of the SHARE project does not currently take account of website records.

It is unclear what risk or cost there is to the Agency should key website records be non-reproducible or be unavailable in the future.

The RedDot web content management system includes a number of key features that would support web archive requirements including retention policy and version control management.

1.4 Recommendations & Next Steps Summary

CO-DO recommend the Agency review and carry out the following next steps. The recommendation is explained in greater detail in the Conclusions and Recommendations section of this report.

It is clear that the Agency's corporate website hosts a range of information owned by authors throughout the Agency. Information is held within record management systems either electronic or non-electronic. Some information is not a true reflection of the record in that it has been formatted and presented for a specialist web audience. Dynamic content and direct feeds are not captured within the Content Management System (CMS) and therefore present a challenge in terms of retrieval at a later date.

Recommendation

It is recommended that a comprehensive content audit is carried out before a decision is taken to implement an archive policy. This should include:

- a. Interviews with key content owners to assess what, where and how content is held on the website, with particular emphasis on content held outside the current content management system (CMS);
- b. Where it is identified that website content replicates the "record" held elsewhere, common retention periods should identified for implementation;
- c. Content which is not a true reflection of the record should be identified to enable an assessment of value/risk to the Agency in retaining the content, with particular emphasis on content held outside the CMS;
- d. Dynamic content and direct feeds, such as news stories and careers with us information, should be assessed in terms of the need to archive and possible options to achieve this using existing CMS functionality should be assessed; and
- e. A high level archiving policy statement reflecting the content audit findings should be developed for publication on the corporate website and new content should be presented in line with this policy.

2.0 Introduction

This Chapter outlines the report objectives, background to the project, consultancy appointment and project timescales.

2.1 Report Objectives

The overall aim of this report is to create a High Level Web Archive Policy for the Highways Agency corporate website following this initial study.

This work is being carried out to determine the archiving requirements for the corporate website that is owned by the Agency.

The key deliverables of this report are:

- Carry out key stakeholder interviews and record findings;
- Web Content Management system (RedDot-based) recommendations for website archiving and retention;
- Review of archiving and retention of web content in consideration against documents and records in SHARE;
- Identification of any findings and issues and
- Conclusions and recommendations.

Other aspects of this assignment include:

- Raising staff awareness of the current web content management situation, issues and opportunities; and,
- Identify opportunities to enhance other related business areas and outputs e.g. records management retention policy.

2.2 Background

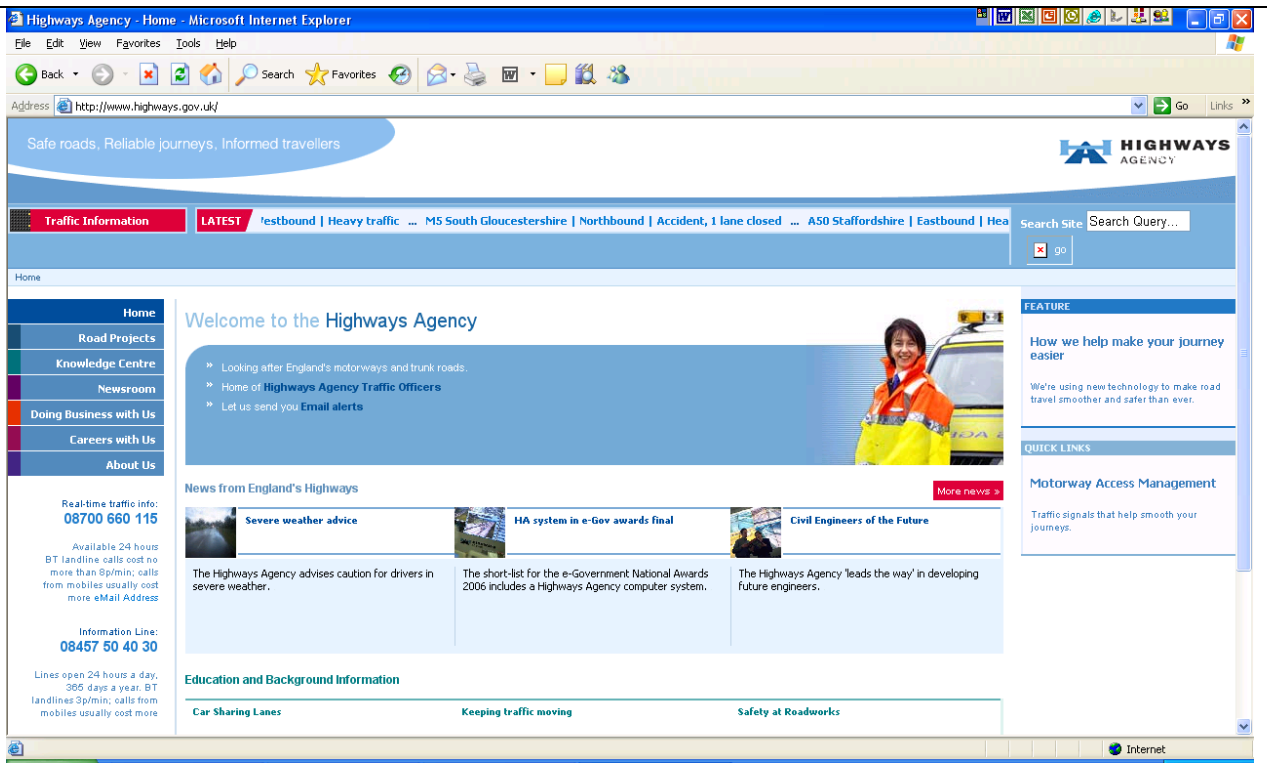
2.2.1 Highways Agency

The Highways Agency, established in 1994, is an Executive Agency of the Department for Transport. They manage, maintain and improve the network of trunk roads and motorways in England on behalf of the Secretary of State. The Agency works closely with other transport operators and with local authorities to integrate the trunk road network with the rest of England's roads and other forms of transport.

The Agency's aim is to contribute to sustainable development by maintaining, operating and improving the trunk road network in support of the Government's integrated transport and land use planning policies.

2.2.2 Website

The Agency's new RedDot-based website went live in December 2005 and has achieved demonstrable successes in growing its audience and better meeting their expectations. Key areas of the site have been improved including the News section and an automated process has been put in place to change the front page several times a week to reflect the newest stories available.



2.2.3 Web Content Management Project

The Highways Agency created their initial web strategy during Q4 2004. This strategy recommended the implementation of a new web content management system and website design. Thus, an OJEU procurement (restricted procedure) was carried out during Q1 and Q2 2005 which led to the appointment of Computercenter and subcontractors, CO-DO Limited, Corporate Document Solutions (CDS), Headland and RedDot to deliver the new system. The implementation timescale was May 2005 through to December 2005. The new site went live in December 2005.

2.3 CO-DO's Appointment

CO-DO has been working with the Highways Agency for over 4 years now. CO-DO was responsible for creating the initial web strategy during Q4 2004 followed by acting as procurement advisors during the website procurement during Q1 and Q2 2005. CO-DO was also responsible for project management of the implementation phase.

The Highways Agency has a requirement to create a web archive policy to meet its records management and Public Records Acts obligations for content that resides on their websites given the website is a key corporate communications. To assist them with this process they have appointed CO-DO.

2.4 Assignment Timescales

This initial assignment has been carried out over a three-month period between October and December 2006.

3.0 Consultancy Terms of Reference

3.1 Consultancy Brief

CO-DO has been retained to assist Highways Agency create a strategic High Level Web Archive Policy. The Policy is high level as the Agency wish to keep the number of consultancy days to a minimum for this initial piece of work. To create a comprehensive Web Archive Policy would require a substantial number of consultancy days as the process would require the creation of comprehensive selection and collection policy (also known as appraisal policy) which would require analysis of all the website content to a 'granular' level with interviews with content creators and owners. In addition, a risk analysis would also be required.

The Consultancy assignment has encompassed the following areas:

- Consultations with the business area representatives (See Appendix A – Key Interviews);
- High level of review of the website content to determine high level areas for selection (appraisal) policy);
- Preparation and agreement of this Report; and
- Presentation of the key findings and recommendations.

3.2 Assignment Status

Our Consultancy Team has completed all of the tasks defined within the agreed Consultancy assignment. Our findings, conclusions and recommendations are the subject of this Report.

3.3 Consultancy Tasks

During the course of this assignment, CO-DO Consultants have undertaken the following principal tasks:

- Review Highways Agency objectives and relevant standards;
- Review of website;
- Meet with business area representatives;
- Write up the findings of the meetings;
- Preparation and agreement of this Report; and
- Presentation of Report and identification of next steps.

3.4 Key Stakeholder Consultation Sessions

Highways Agency nominated key senior staff from the business areas as interviewees. Meetings notes and minutes (where recorded) can be found in Appendix A – Key Interviews.

4.0 Web Archiving

This chapter provides a definition and brief summary of the key steps required to successfully create a policy and then implement an organisation-wide web archive programme or implementation.

4.1 Definition

There is no single definitive definition of 'web archiving' as the definition varies dependent upon each organisations particular set of requirements. For the Agency, we shall define a Web Archive Policy to be:

A Policy that determines the selection, collection and preservation of content that is delivered through the Agency's websites that has been received or created by the Agency.

The creation and implementation of a full Web Archive Policy would require a thorough analysis and implementation of the Agency website(s). This was beyond the current scope of this initial piece of consultancy and thus within the available timescales only a High Level Web Archive Policy could be created with would detail the follow on actions and recommendations necessary to create and implement a full programme.

4.2 Key Web Archive Business Drivers

There are a number of key drivers for creating a Web Archive Policy and implementation of the Policy. These include:

- The Highways Agency Information Strategy (March 2006) recognises that information (web content included) is a key asset of the Agency in order to provide the best available (in an accurate and timely manner) information to customers, partners and stakeholders to achieve the overarching aim of safe roads, reliable journeys, informed travellers;
- Contributing to information availability and accessibility related Public Service Agreements (PSA) in the Highways Agency Business Plan (2006/2007); and
- The National Archives (TNA), Public Records Act and other records management drivers dictate the web content are also deemed as records or business transactions and thus should also be retained as evidence for long term business preservation purposes. The TNA guidance 'Operational Selection Policy 27' states that websites produced by Government are public records and must be managed in accordance with best practice criteria.
- Need to make more information available as a matter of routine to support the greater degree of transparency and accountability required under FOI.

4.3 Why Archive Web Content?

In the short time since its invention, the World Wide Web has become a vital means of facilitating communication and an important medium for traffic-related communication, publishing, e-commerce, and much else. The 'fluid' nature of the Web, however, means that pages or entire sites frequently change or disappear, often without leaving any trace.

In order to help counter this change and decay, Agency web archiving initiatives are required to help preserve the informational, cultural and evidential value of the content the Agency creates.

4.4 Web Archive Implementation

A complete web archive implementation or process can be viewed as a workflow, whereby web content is selected, collected, preserved and delivered to users. We would define the workflow to include seven key steps. These are:

1. Content Audit;
2. Business Risk Analysis;
3. Selection (Appraisal);
4. Collection;
5. Quality Assurance;
6. Preservation; and
7. Delivery.

4.4.1 Content Audit

A comprehensive content audit (similar to an information or records audit) is undertaken of the website to determine the volume of content, content types, where it is stored and how long the content is required to be kept on display on the website.

4.4.2 Business Risk Analysis

Analysing the content audit information will allow for a risk analysis to be carried out to identify which content is of business critical value and thus should be included in scope for collection. Examples of this would include legally orientated content or content that is of importance to other organisations such as The National Archives (TNA) for long-term preservation requirements.

4.4.3 Selection (Appraisal)

Following on from the content audit activity and risk analysis, a selection or appraisal policy is determined. This lists the scope of content that is to be selected and collected for preservation purposes. This activity is called creating an 'Operational Selection Policy' or OSP.

4.4.4 Collection

This involves determining the methods of collecting the content as outlined in the OSP. There are several methods of collection dependent upon a number of key criteria e.g. are we capturing whole websites, called 'snapshots', are we collecting particular sections and what frequency is required.

For the Agency, fully utilising the functionality of the Content Management System may provide an acceptable solution in terms of archiving content although it is understood that some content is not currently captured within the CMS.

4.4.5 Quality Assurance

The content that is collected will need to be quality assured that it is appropriate and the collection method(s) are working satisfactorily.

4.4.6 Preservation

Preservation involves holding the content for long periods of time. Digital preservation is a relatively new and rapidly changing discipline and rules need to be determined in order to ensure the ongoing accessibility is maintained for users.

4.4.7 Delivery

Once information is preserved or stored long term it is important to define the mechanisms for viewing the content. This could involve viewing the content on a range of communication channels.

5.0 Current Status

This chapter highlights the key findings and any issues that have been raised by the team.

5.1 Current Web Archiving Processes

There is currently no web archiving process, practice or policy in place for the Agency's corporate website.

Although backups of the websites are being made this process does not constitute or make provisions for web archiving as backups are taken for business continuity purposes, can be overwritten periodically and have no formal retention requirements set.

An archive function is about storing and preserving content so that it can be reproduced in its original format. It is recognised that the Agency is not currently legally obliged to be able to meet this requirement although it is recognised that it is desirable if it can be achieved cost effectively.

5.2 Records Management Issues

The current records management retention and disposal policy is primarily for physical file records. This policy is being updated as part of the SHARE implementation to take account of digital documents and records. Web content would need to be included in the scope of an Agency-side retention and disposal policy. Note, where the document/record is created in one of the Agency's departments (not the web team) and the document/record is forwarded to the web team for publication then this information needs to be included in the scope of retention schedule to ensure that duplicated material is dealt with consistently.

5.3 RedDot WCMS Issues

The current version of RedDot is 6.5. This software is being upgraded to version 7.0. The implementation of this software requires greater level of functionality to deliver a web archive policy and programme including:

- No log or archive of Weather Watch information
- No formal record of when News items are published on the Home Page, although there is a record being maintained
- No formal archive or record of major design changes
- Road Projects database requires greater use of version control with only the latest version being available for display with all other versions held in an archive.
- Claim Forms need to be maintained for longer term archival purposes and it is unclear how long these need to be kept for (see Legal team) and thus displayed on the website
- Compensation section requires information to be version controlled, changes tracked and all versions archived. This section would benefit from an 'Archive' folder.
- Template changes are required to be kept in the archive
- Information on the Careers with Us section is not currently stored long term or archived
- Corporate documents on the About Us section holds older versions but when a Google search is carried older documents are being returned in the search results
- There is direct publishing of content from the Met Office and Press Office (including emergency information) and the current publishing process for these channels is outside the CMS.
- There are no reminders for content creators/authors/contributors that their information is needed to be updated, that their information needs to be deleted and that their information is of archival value.

5.4 Legal Implications

In order to implement a web archive policy there are a number of legal issues that would require addressing. The scope of carrying out a full analysis of the legal complexities are beyond the scope of this initial report and would require additional time to cover. To highlight some key issues that a web archive policy and implementation would infringe upon when activities during content collection, preservation and delivery are:

- **Rights to Privacy** i.e. storage and archive of any web content that contains individuals information;
- **Intellectual Property** i.e. copyright of web content, copyright of web design;
- **Freedom of Information**. There should be minor implications for web archiving as the websites are already in the public domain, however, should there be any areas of the website where access is controlled and should this information from a 'closed area' be archived then this could potentially be delivered/published from the archive; and
- **Database right** – copyright treaty 1996 (World Intellectual Property Organisation).

Through consultation with HA there are no specific requirements for the HA website. If personal data is archived then it could contravene Principle 5 of the Data Protection Act 'not be kept for longer than is necessary'. Similarly, any material archived falls under the FOI regime and would need to be declared on any request. As the Agency's aim is to retain the minimum amount of material there would need to be retention periods applied to this material. All material is subject to Crown copyright but if it includes material from other sources i.e. private publications HA would need to seek clearance for the long-term retention of that material. Databases are more problematic as the Agency will own the content but not necessarily the structure of the database. Similarly, with published documents such as the DMRB the Agency owns the contents but not the layout style.

5.5 Backup

BT carry out backups of both the RedDot project and the live web servers frequently and copies can be obtained from each set of backup tapes.

The RedDot project is an application housed within Jefferson House servers. This is in a separate building to the web teams location, but still part of the HA infrastructure. RedDot is backed-up incrementally every day from Monday to Thursday. On Friday evening a complete backup is made of the project. The current system allows for 13-week data retention on tape. Tapes are sent off site to Manchester (City Tower) for secure storage. RedDot versions can be restored and published to the live web servers (upon request).

Whilst a limited span of 13 weeks data is available on the tapes, once retrieved this will allow any content to be restored dating back to the inception of the RedDot project (in December 2005). A comprehensive backup of all the website project (to Dec 2005) is held.

The website servers themselves are under the control of BT, one main server .26 and one mirror server .25. The content on each server is replicated for security and to ensure uptime of the web content is maximised. BT undertake a daily incremental backup of both servers daily which is retained for 2 weeks before being overwritten. Daily Backups occur between 20:00 and 06:00. A Weekly backup is also undertaken which is retained for three months.

As stated earlier this backup process does not constitute or make provision for web archiving.

5.6 Digital Preservation Issues

One of the key issues surrounding the implementation of the web archive for the Agency will be digital preservation. With the technological and hardware changes occurring at such a fast pace it is a difficult and complex challenge to always ensure [in the future] that web content archives will be readable and viewable.

It is too soon to consider digital preservation of the Agency's corporate website content.

5.7 Dynamic and Database Driven Websites

Dynamic websites include:

- **Databases.** The content used to create web pages is stored in a database or a content management system and dynamically assembled into web pages;
- **Syndicated content.** Website includes content that is drawn from external sources such as RSS feeds and dynamically inserted into web pages; and
- **Personalisation.** Website making use of personalisation techniques to deliver content that is customised to an individual user.

Dynamic and database driven websites would necessitate the web archive being taken from the web server and that the archive copy requiring the database structure, web content management system, search software and associated licences in order to view.

To be able to fully reproduce the Agency website is not a legal requirement at present. Careful consideration is required before a decision is taken to commit significant levels of resource and funding to develop this ability as it may not be cost effective in terms of levels of risk to the Agency if full reproduction is not possible.

The Agency view is that databases and syndicated content from all external sources does not fall part of the Operational Selection Policy of the Web Archive Policy i.e. it is out of scope for implementation.

5.8 Snapshot Archiving

The Agency, as part of the Operational Selection Policy will need to ascertain whether whole website is archived, parts of the website or individual content items.

5.9 Integration with SHARE

There are currently no plans to integrate the web content with SHARE. The SHARE implementation has just received approval for an 18-month rollout. One of the issues is that there is no retention schedule that caters for electronic documents and records including electronic web content.

6.0 Key Findings and Requirements

This chapter highlights the key findings and requirements that have been raised by the team.

6.1 Scope of Web Archiving

6.1.1 Websites

Only the Agency website www.highways.gov.uk is within scope of the web archive policy.

6.1.2 Static Content

All static content is within scope for inclusion within the Policy and thus for implementations purposes would become part of the Operational Selection Policy (see OSP).

6.1.3 Major Design Changes

There are circa 17,000 total pages. When a major design change is undertaken then the collection of the website shall occur. There is a major design change underway e.g. change to style sheets which needs to be included in the web archive. This is a key requirement.

6.1.4 Website Templates

When a key design change is undertaken then the templates are within scope of the web archive policy.

6.2 Out of Scope of Web Archiving

The following are out of scope of the Web Policy:

- Externally hosted websites;
- RSS Feeds; and
- Databases.

The following websites are out of the scope of the Web Policy:

- www.betterhighways.gov.uk;
- www.esdal.com and
- www.ha-research.gov.uk.

Links e.g. Quick Links are out of scope as they are pointers to other information.

6.3 Draft Operational Selection Policy (OSP)

The following draft high level OSP was developed in consultation with the web team. Due to time constraints this represents only a top level view and further analysis is recommended to create a more detailed and thorough OSP.

6.3.1 News

It is unclear how long News items need to be kept for and should be assessed as part of the content audit process. This will require verification and coordination with the SHARE retention policy.

6.3.2 Traffic England

Out of scope.

6.3.3 Projects Section

This section focuses on Road Projects. There is an externally hosted database that is out of scope. But the audit process will identify where and how information is held and if it exists as a record elsewhere.

6.3.4 Emergency External Log

This is in scope and accessed via an external URL. Information, files, documents and images are submitted using a 'Submission Module'. Emergency message information needs to be archived.

6.3.5 Weather Watch

Information is provided by the Met Office. The scope of this information for web archiving purposes will need to be assessed by the Agency as it may be that this information is already held in Met Office archives or within the CMS version control.

6.3.6 Compensation

This is an important section. There is a requirement to hold an Archive section of these accessible from the website. This includes Part 1 Compensation Forms and advice in respect of the Claims process and a schedule of Claim periods.

6.3.7 Press Releases

In scope.

6.3.8 Careers with Us

In scope.

6.3.9 About Us

Corporate documents are within scope. Older versions of these documents are also accessible and are marked with the words 'Archive'.

6.4 Managing a Web Archive Programme

This section looks into the practicalities of establishing, resourcing and maintaining a web archive programme.

The Agency has four broad options for implementing a web archive policy and programme. These are:

- One - Do Nothing: As important Records are already being held in SHARE;
- Two - In-house: programme entirely resourced, managed and implemented within the Agency;
- Three - Contracted out: programme has all or part of the work performed by a Contractor; and
- Four - Make use of a consortium.

6.4.1 The In-house Model

A web archive programme that is implemented and operated entirely using in-house resources can offer the greatest flexibility and control. However, it also places a large amount of burden of risk on the Agency, and the complexities involved mean that this is not an option that can be taken lightly.

This option is viable only if the Agency has the necessary skills, infrastructure and other resources for implementing each stage of a full web archive programme.

6.4.2 The Contracted-out Model

The Agency can choose to not invest in the infrastructure and having the appropriate resources necessary to undertake the web archive programme. Contracting out some or all of the elements could be an attractive option to the Agency if further assessment identifies need for an archiving process.

Contracting does transfer some of the risk to the contractor or contractors and the expertise of the contractor can be invaluable. The Agency currently makes use of a number of Managing Agents and thus has good experience of undertaking this type of option.

6.4.3 Consortium Approach - UKWAC

A number of major UK institutions have joined together to form a Consortium (UKWAC) to share the costs, expertise, and facilities required to archive selected websites for future access. The UK institutions that form the Consortium believe that there is enough consistency in the business requirements of web archiving to create a joint project to share the operational environment for the web archiving process. Further information can be obtained from <http://www.webarchive.org.uk/>.

6.5 Business Case

There are records management drivers and corporate drivers for the introduction and implementation of a web archive policy and programme. Following a full content audit it would be prudent to carry out a short business case that clearly outlines the key drivers, benefits, indicative costs and reasons for implementation of any archiving mechanism which does not exist at present.

6.6 Integration with SHARE

The key areas for integration are:

- Metadata. Ensuring that web archive content follows the metadata policy used by the SHARE Project; and
- Retention and Disposal. The Agency overarching retention policy should take account of the electronic web content where this is different from the versions held within the Agency's records keeping system.

6.7 Legal Statements

The Policy will require a number of legal statements. These will include:

6.7.1 Example Privacy Statement

The Agency web site does not automatically capture or store personal information, other than logging the user's IP address and session information such as the duration of the visit and the type of browser used. This is recognised by the Web server and is only used for system administration and to provide statistics, which the Agency uses to evaluate use of the site.

The Agency do not use cookies for collecting user information.

The Agency invites you to provide feedback. The Agency will only use the information you supply for the purpose of hearing your views and, if appropriate, replying to you or contacting you for clarification or further explanation. Your details will not be given, sold or otherwise traded to anyone or any organisation outside the Agency without your permission.

6.7.2 Example Copyright Statement

The information held in the Agency archive is held with the permission of the copyright holders. The authors and/or publishers of the sites hold copyright in all forms of this material, both within the archive and on their live sites. If you wish to copy any information contained in the archive you must make contact with the copyright holder and seek their permission to do so. A link to the copyright statement of each publisher (where provided) is made available within the archive.

6.7.3 Example Disclaimer statement

The inclusion of any [external] web site in this Agency archive does not necessarily constitute endorsement of the information held on those sites, nor of any organisation that has produced that material, by the Agency or its partners. Any information, opinions, advice, statements, services, offers or content expressed or made available by these producers does not necessarily reflect any position of, or endorsement by, the Agency or its partners. The Agency and its partners take no responsibility for the content of any archived materials, or for the usage of those materials in whatever manner.

6.8 RedDot

The following information was provided from CDS/RedDot in response to clarification questions.

6.8.1 Version 7.0 Enhancements

The key enhancements or features of version 7.0 with particular focus on their version control, archiving and workflow functionality. Key features of Asset Manager that support these functionality requirements:

- Version 7.1 of RedDot features a number of enhancements that affect the way in which content can be archived. An important new feature is called Easy Page Archiving. This is a process whereby defined web pages can be archived automatically by defining time parameters or by including a bespoke process as part of workflow. Essentially, this means that pages created in RedDot can be set to archive after a defined date, so that the page is decorated with the archive template and clearly marked archive - particularly useful with news and corporate HA documents such as the Annual Report, which are periodically replaced with current content. This process can also be reversed, dependant upon level of authorisation;
- Another relevant feature is that items in the Asset Manager (images, PDF's, etc) are labelled so that the page location of where that asset is used on the website is listed, along with details on who uploaded the asset, and when changes were made to it. This Asset Library is a permanent bank of images and PDF's where only restricted users have the ability to delete items. You can also import and export assets in bulk with the click of a button, so in theory, we could export the entire Asset Manager library periodically (with corresponding file details) to an external disc for storage. There's also a reporting function so you can quickly identify all assets and highlight new or recently removed items;
- A new recycle bin feature now means that all deleted pages are stored (user restricted). All content can be restored using version control, deleted, or the page can be transferred to the archive. All pages in recycle bin can also be searched; and
- Version control has not changed with V7, so the ability to identify all changes to every RedDot page is still an available option. Each version of a page can then be restored to the live site if required. Details of when, who and how the page was changed is listed using a feature called Track Changes (similar to the one in MS Word), showing new additions in green and deleted content in Red.

6.8.2 RedDot News Stories

RedDot news stories are already archived. Despite news stories not being visible on the site after three months they can still be searched, going back to Jan 2004. The news content largely duplicates what is published in the HA press releases, all of which are archived and fully accessible on the website going back to Jan 2004. Press Releases prior to this are obtainable from the GNN website (to 2001).

6.8.3 Compensation Section

There is a requirement to store all versions of the Claims schedules and guidance.

Changes made to this page, as with all web content produced and driven by RedDot, is accessible using the version control feature. All changes can be viewed and restored since the conception of RedDot in December 2005, which is the first version for all the current website. Obtaining content beyond this date should be deemed to be outside the scope of this archive project.

6.8.4 Roads Project Database

There is a requirement to store version control information.

Databases are backed up on tapes and all RedDot content accessible via version control.

6.8.5 Home Page

There is need to know when News items are published on the Home page.

There is no ready-made solution for checking when news stories are visible on the HA homepage. However, identifying which news story was live on the homepage at any given time can be gleaned by looking at two areas. Firstly, each news story that is tagged as High or Normal priority in RedDot is stamped with this priority status, which can be tracked, as can manual changes to this priority during the life of a news story. Secondly, only three news stories appear on the homepage (soon to be one), and with each story being dated, we are able to carry out an investigation as to which story was published as High priority and when it was published in order to determine when a news story was live on the homepage.

6.8.6 Weather Watch

There is a requirement to set up a log/archive of this information. Response received:

This page is created in RedDot so version control applies with all information obtainable.

7.0 Conclusions and Recommendations

7.1 Introduction

This chapter highlights some of the key conclusions and recommendations of this short initial study. Following our review of the Agency's existing web archive situation, consultations with key stakeholders, coupled with a review of website(s), strategy and policy documents, we have been able to draw the following recommendations.

7.2 Recommendations

It is clear that the Agency's corporate website hosts a range of information owned by authors throughout the Agency. Information is held within record management systems either electronic or non-electronic. Some information is not a true reflection of the record in that it has been formatted and presented for a specialist web audience. Dynamic content and direct feeds are not captured within the Content Management System (CMS) and therefore present a challenge in terms of retrieval at a later date.

Recommendation

It is recommended that a comprehensive content audit is carried out before a decision is taken to implement an archive policy. This should include:

- a. Interviews with key content owners to assess what, where and how content is held on the website, with particular emphasis on content held outside the current content management system (CMS);
- b. Where it is identified that website content replicates the "record" held elsewhere, common retention periods should be identified for implementation;
- c. Content which is not a true reflection of the record should be identified to enable an assessment of value/risk to the Agency in retaining the content, with particular emphasis on content held outside the CMS;
- d. Dynamic content and direct feeds, such as news stories and careers with us information, should be assessed in terms of the need to archive and possible options to achieve this using existing CMS functionality should be assessed; and
- e. A high level archiving policy statement reflecting the content audit findings should be developed for publication on the corporate website and new content should be presented in line with this policy.

APPENDIX A – Key Interviews

Business Area: Information Delivery		Name (and Role): Head of Information Delivery, Website Editor, Online Media Manager, Agency Records Officer	
Facilitator(s): Frank McCall and Mayank Ladd, CO-DO Limited	Date: 09 Oct 2006	Place: Leeds	
<p>Scope should include content associated with RedDot only. SHARE will contain records and documents when online. The Capital Investment Committee meet this month to approve the rollout of SHARE over a 10 month period – this will store all documents. Website is a corporate Record. Scope of web archiving includes compound, dynamic, ASP pages, static content, graphics, links. Need to address key areas of the website for archiving – the selection policy There is a political driver to carry out and create web archive from the TNA – the HA need to demonstrate they are addressing this requirement. Web material is a record and an audit trail needs to be kept. Backup vs. retention is an issue and backups are for operational use and not for records management purposes. The web archive policy is not a key priority for HA but it is recognised that there is a need to examine archiving possibilities Report should include 1) RedDot – what can be achieved from the WCMS 2) Retention – the long term preservation, retention and format requirements for web content 3) selection options which documents/records are selected for archiving Business areas are to determine retention requirements</p> <p>There are a total of 94 contributors (RedDot users). The following business areas contribute content to the website – Road Projects, HR and Procurement Objective of report to create a high level Operational Selection Policy Create recommendations including assessment of UKWAC Recommendations to include likely costs (if possible) Department for Transport implementing Mediasurface CMS Draft Report required by Christmas 2006.</p>			

Business Area: Records Management Team		Name (and Role): Agency Records Officer	
Facilitator(s): Mayank Ladd CO-DO Limited	Date: 08 Nov 2006	Place: St. Albans	
<ol style="list-style-type: none"> 1) Records that are created by departments for business purposes [even if it is sent to the web site team] should be out of scope of the web archive policy as the department is responsible for storing the Records in SHARE. 2) Dynamic information on the websites should be out of scope as this is not needed to be retained for business record purposes. 3) The National Archives (TNA) is interested in retaining information for long term preservation purposes where the information is of national importance. 4) It should be a recommendation of this report for the Agency to look into web archiving services such as UK Web Archiving Consortium (UKWAC), TNA etc. 5) For Freedom of Information (FOI) purposes information held on HA websites may need to be retained for longer term archiving purposes. This information could be useful for responding to requests made in the future. 6) Recommend carrying out an Appraisal Policy prior to creating an Operational Selection Policy and thus need to identify unique information that is on the website that is not available on/in other parts of the HA. 7) Recommendation that the SHARE retention policy to be updated to take in account the electronic web content. There is a requirement to update the whole of the retention policy as the current one caters only for physical records. SHARE team is currently in the process of updating the retention policy for SHARE. 8) Need to ascertain and answer questions like 'who owns the web archive' and 'who can have access to the web archive', is the content owned by the business? 9) In SHARE business folders are created by Business Units and business users are responsible for storing their documents and records here. 10) An appraisal policy is required or there is a risk of archiving everything. 11) There should be minimal unique Records on the websites as the majority ought to be held by other HA business areas. 12) The question needs to be asked 'does the HA require a web archive?' what business reasons are driving this requirement – is there any value in creating a web archive? What are the benefits of the archive? Is the information really of business value. 13) Six, 6, monthly snapshots of the entire website would be useful or just after September when key documents are published Annual Reviews. 14) Recommend creating a business case for implementing web archive listing all the available options and associated costs. 			

Business Area: SHARE Team		Name (and Role): SHARE Implementation Manager	
Facilitator(s): Frank McCall and Mayank Ladd, CO-DO Limited	Date: 03 Nov 2006	Place: Leeds	
<p>SHARE pilot rollout completed and there are 300 (approx. 10% of total users) users using the OpenText Livelink EDRMS.</p> <p>Set a 12-month timescale for a HA-wide, 2,000+ users rollout of SHARE or September 2007.</p> <p>Software licence approval/endorsement by HA management board was an issue to rollout, however, this issue has now been resolved (or is the process of being resolved shortly).</p> <p>Not intending to implement SHARE for Traffic Officers.</p> <p>There are currently no plans for integration with the websites.</p> <p>SHARE team is responsible for creating Policy and retention schedules.</p> <p>There is a high priority to scan in contract documents and Agency Records Officer and SHARE Team are responsible for looking into this.</p>			

Business Area: Information Delivery		Name (and Role): Website Editor	
Facilitator(s): Frank McCall and Mayank Ladd, CO-DO Limited	Date: 03 Nov 2006	Place: Leeds	
<p>News In scope is News items may need to be kept for 3 years – this needs to be verified with the SHARE retention policy.</p> <p>Traffic England This is a feed from an external source and should be out of scope of HA web archive as 'traffic info' is out of scope as HA not responsible for content (creation), however HA are delivering this content. This is provided by Serco.</p> <p>Projects Section This section focuses on Road Projects (there are 3 staff in HA web team constantly updating this section). There is an externally hosted database. Road project info created by Area Teams e.g. Area 3 NW and team consists of Area Manager, Admin and clerical staff. They update site via accessing RedDot. Road Projects is contracted out through a TPI (Traffic Partnership Initiative). These external road contracts given the external nature of these there means there is a requirement to give access to RedDot to external contractors. There are a large number (25) of external staff that update the emergency section of the website e.g. an incident.</p> <p>Emergency External Log this is in scope and accessed via an external URL – this is an important route for publishing information. Information, files, documents and images are submitted using a 'Submission Module' – this needs to be part of the Archive Policy as the logs are important. Emergency message information information needs to be logged.</p> <p>RedDot Asset Manager v6.5 holds images, video (DAM system). Version 7.0 coming out by Dec 2006.</p> <p>Weather Watch winter period Oct – Apr added) Met Office information provided by external contractors.</p>			

Business Area: Information Delivery		Name (and Role): Website Editor	
Facilitator(s): Frank McCall and Mayank Ladd, CO-DO Limited	Date: 03 Nov 2006	Place: Leeds	
<p>Information provided by Met Office for HA they have access to WCMS.</p> <p>Home Page Direct News produced via a contractor via an external XML feed into HA – HA produce Press News. Web team have access to edit within WCMS. News priority 1) Normal Priority 2) High Priority – this is displayed on Home Page. There are 3 news items on view. There is a change currently underway where they will publish on Home Page 1 large news item and 3 smaller news items. There is also a headline news item which is changed on a daily basis.</p> <p>Design Change There is a major design change underway e.g. change to style sheets which needs to be included in the web archive i.e. major design changes need to be captured as an archive. This is a key requirement. There are circa 17,000 total pages.</p> <p>Backup this is not a web archive – an archive of any major web design changes needs to be included in the web archive policy.</p> <p>Disclosure Log all needs to be published and the archive needs to be accessible. Other sites, DVLA, VOSA is shifting to DirectGov, Transport Office and Business Link.</p> <p>Site Changes all website changes must be logged by the CMS.</p> <p>Road Projects Files are kept for a number of years (Agency Records Officer to advise on Retention Period). There is a RedDot requirement to capture the status (completed, current, planned) field of log of when status is changed.</p> <p>Compensation This is an important section. Information presented quickly. RedDot needs to compare versions, track changes have draft website logged. Claim Forms are held by Agency and it is unclear how long they are kept for. Recommendation would be to hold an Archive section for these.</p> <p>Knowledge Centre (KC) Template changes need to be included in web archive.</p> <p>Research compendium Unclear if this included in archive and the links in the KC section.</p> <p>News Room As at Sep 2006 news items were kept for 3 months. The entire Archive goes back to 2004.</p> <p>Quick Links – links are out of the scope as point to information/content.</p> <p>Careers with Us traffic officer points to betterhighways which needs archiving</p> <p>About Us Corporate documents issued for Google some of which are pointing to older documents. Archive (old) documents have been annotated diagonally with the words 'Archive'.</p> <p>Met Office and Press Office publish content directly including emergency info. One of the key requirements is to include ability to improve publishing for external contractors.</p> <p>Other Recommendations web archive services to investigate from UKWAC, DFT, DirectGov. Check www.nationalarchives.gov.uk/preservation/webarchive/future.htm</p>			

Business Area: Website Development		Name (and Role): Online Development Manager	
Facilitator(s): Frank McCall and Mayank Ladd, CO-DO Limited	Date: 03 Nov 2006	Place: Leeds	
<p>Version 6.5 to version 7.0 there are no major archive features in version 7.0</p> <p>Policy consideration backup at server level by BT</p> <p>No formal attempt to archive by project team information kept up to date by owners. Need to build in reminders for site to be kept up to date. Recommendation is to put in 'archive reminders'.</p> <p>Key for an archive policy that it should present only 'current' information as older information compromises the integrity of the site. There are technical and performance risks that need to be factored into the web archive. Consider a risk analysis of the website as a recommendation.</p>			

Appendix B - Site Map (as of 26 Nov 2006)

[Freedom of Information](#)

[Road Projects](#)

[General Information](#)

[Compensation](#)

[Surplus Land and Property](#)

[Consultations](#)

[Knowledge Centre](#)

[Keeping Traffic Moving](#)

[Facts & Figures](#)

[Winter Maintenance](#)

[Environmental Issues](#)

[Electronic Message Signs](#)

[Safety](#)

[Pilot Schemes](#)

[Info for Kids](#)

[History](#)

[Links](#)

[Newsroom](#)

[Press Releases](#)

[Press Office Online](#)

[Doing Business with Us](#)

[Procurement](#)

[Regional Planning](#)

[Technical Information](#)

[Traffic Signs](#)

[Planning Applications](#)

[Careers with Us](#)

[Other Vacancies](#)

[Our Graduate Scheme](#)

[Our Recruitment Policy](#)

[About Us](#)

[What we do](#)

[Corporate Documents](#)

[Information Asset Register](#)

[Accounting for Taxpayers' Money](#)

[Network Map](#)

APPENDIX F – Glossary

Glossary	
CMS	Content Management System
DMRB	Design Manual for Roads and Bridges
DPA	Data Protection Act
EDRM	Electronic Document & Records Management (EDRM) System
EIR	Environmental Information Regulations
FOI	Freedom of Information Act
OJEU	Official Journal of European Union
OSP	Operational Selection Policy
PSA	Public Sector Arrangements
SHARE	Stands for Sharing Highways Agency Records Electronically – an Electronic Document & Records Management (EDRM) System based on an OpenText Livelink software system
TPI	Traffic Partnership Initiative
TNA	The National Archives
WCMS	Web Content Management System

Appendix G – Further Analysis Post Reporting

The HA archiving policy will relate to all information created, processed and maintained by the Agency (or third parties), in any form including paper, electronic, e-mail, audio-visual etc) that is published or presented on the Agency website. Only the Agency website www.highways.gov.uk is within scope of this policy.

Definition of Archive

‘Content that is not current, which may have been superseded by newer, more up to date content, but is being continued to be made available for background and/or historical purposes’ because it has enduring evidential and informational value.’ Content that is marked “archive” or “archived” shall use this definition consistently.

Roles & Responsibilities

The **web team** shall maintain and keep up to date the Agency website as well as review on an ongoing manner all related policy, procedures and guidelines. The web team is also responsible for maintaining the web design and web content management system in collaboration with any partners. To summarise, the WebTeam are responsible for:

- Setting standards for the format and structure of web content
- Providing guidance and advice to business units
- Providing support to creators of web content
- Monitoring compliance with standards and guidance
- Undertaking regular reviews of web content
- Ensuring, in partnership with the Departmental Record Officer, compliance with the web archive policy

Archiving of web content will be undertaken by the **business units** that create it. The vast majority of the web content is copies of, extracts from, or based upon source material originated or provided by business units. As a result much will duplicate records held by these units. If a consistent retention and archiving policy is to be achieved it will be more appropriate and economic for both source and resultant web content to be dealt with as a single entity. Retention arrangements for web site content should be consistent with those applied to all other records created by the same business activity. In particular, the policy set out for SHARE should be followed by all business units. To summarise, Business Units are responsible for:

- Notifying the Web Team when any content owned by the business unit is out of date, erroneous or needs replacing with new or revised content;
- Dating, and adding a version number to, all content published;
- Establishing a date/period of date for the review of content; and
- Undertaking regular reviews of the currency and continuing relevance of the web content they own.

External Suppliers. External suppliers e.g. suppliers of news feeds should maintain a copy of all information that is supplied to the Agency for a period of up to [] years/months. Suppliers must also provide information in the format(s) specified by the Agency. To summarise, Business Units?? are responsible for:

- Ensuring any multi-media content meets accessibility requirements;
- Making sure PDF files are suitable for use on a web site;
- Providing image files in specified formats and sizes; and
- Agreeing and recording any Copyright requirements that apply.

Major Design Change

When a major design change is implemented, e.g. change to style sheets, a copy of the current design and new design shall be captured and stored by the web team.

Web Content Retention

The retention policy to be applied to web content must be coordinated and consistent with the retention policy applied to related records held within the SHARE system to minimise the cost of duplication and the risks associated with the existence of different versions and renditions of a “record”.

The majority of content should be scheduled for removal from the website between five and 10 years depending upon the nature of the project e.g. high profile projects may remain in place for up to 10 years after completion. References to the content can be left on the website but any active links should be changed to link to a page that gives a contact telephone number and/or email address. This arrangement can be used for all published material over five years old. This would comply with the terms of the Freedom of Information (FOI) Act as all published material should be easily and freely available.

Web Content Management System

Archiving of the developments of the website’s format, structure and functionality shall be made an integral part of the workflow of the development of the website. Copies of the source code of the website shall be archived immediately before and immediately after any significant changes are implemented. Discrete archiving procedures will need to be implemented to ensure a record can be maintained of changes to the website’s functionality and information architecture.

Snapshot Archiving

The Agency snapshot policy is as follows:

- The whole website is archived every six months;
- Retaining a copy of backups every 12 months which shall be reviewed (for further archive or destruction) by the Agency Records Officer generally after 5 years; and

Dynamic and Database Driven Information

All dynamic and database driven information produced by the Agency’s partners i.e. produced by third party organisations is not archived by the Agency. The Agency shall for the following dynamic content hold the information in a web archive accessible for the current year.

- News Feeds;
- Breaking News

Appendix H - Analysis of Information Owner Interviews

Web Content Audit Interview Analysis

Brief: Following delivery of the web archive policy the project was extended to include a comprehensive interview programme where key business areas were identified and consulted to capture how information is stored in terms of the “record” and how it is currently published on the website.

Interview Sheets: Completed interview sheets, endorsed by business areas that took part in the project, are held separately and should be read in conjunction with this summary paper.

Analysis Questions: The following questions are extracted from the interview sheets to provide a summary of key findings:

1. What is the primary purpose for publishing information on website?
2. What is the frequency of content updates? <No>, <Weekly>, <Monthly>, <Six Monthly>, <Yearly>
3. Is there a defined content owner? <Y>, <N>
4. Is the content duplicated elsewhere other than website? If <Y>
 - 4.1. What format is it in? <Paper>, <Electronic>
 - 4.2. What period do you hold the content for? <Less than 1 Year>, <Less than 5 Years>, Greater than 5 Years>, <NC – Not Captured>
5. Is there a need for content to be retained for legal/business purposes? If <Y> provide details.

Business Area	Q1	Q2	Q3	Q4	Q5
Board Secretariat	Up to date Board Structure	No. Issue that the business owner has not defined an update period.	Y. Chief Executive. Issue as this is not a realistic owner.	Y. Electronic (G: Drive). NC	N. Issue as may need to keep the structure for business record purposes for accountability
Board Secretariat	Agency Framework Document	No. Every 3-5 years.	Y. Chief Executive. Issue as this is not a realistic owner.	Y. Electronic (G: Drive) and Portal. NC	Y. Cabinet Office Requirement
News Distribution Service (NDS). Government News Network	Press Releases	None identified. Issue, that their should be a defined frequency of updates.	Issue is that there is no defined owner within Agency and it is unacceptable for the NDS to be owners.	External contractor holds on own network drives	None recorded. Issue that for business accountability purposes that a clear retention policy needs to be used.
Procurement	Procurement-related documentation	No. Issue that the business owner has not defined an update period.	Issue as there is no defined owner in place. There are two potential owners – procurement department and business area who ordered the procurement.	Retention periods are being set up to match with SHARE retention policy.	None recorded.
Government News Network	Press Notices	None identified. Issue, that their should be a defined frequency of updates.	Issue is that there is no defined owner within Agency and it is unacceptable for the GNN to be owners.	Issue that retention periods are not clear	None recorded. Issue that for business accountability purposes that a clear retention policy needs to be used.
Adfero	News Feeds, DirectNews	Six times daily. Are able to provide 6 months of news items.	Issue over who in the HA are the owners of the information. However, there is a copyright statement displayed on the HA website where the News is published and therefore liability and ownership of content resides with Adfero.	Issue that retention periods are set up between HA and contractor. External contractor holds on own network drives	None recorded. Issue that for business accountability purposes that a clear retention policy needs to be used.
SSR	Research Compendium & SSR related project documentation	Annual updates.	Ownership is well defined and lies with Project Sponsors and Research Programme Manager	Y. Group drives.	Issue is that the department find it difficult to assess the business value of the research projects but clearly this does have value to the HA and thus needs to have

					clear retention policy.
Major Projects	Documentation including Land Holdings	Determined by Crichel Downs Rules. Issue that further update rules need to be developed with web team.	Data is owned by the Team but there is an issue about ownership and further definition of ownership and responsibility is required.	The files are held in physical format and further electronic holding practices are required to be defined in the future.	Documents need to be held in accordance with Crichel Downs Rules and are held for at least 2 years.
Network Strategy	Management information including bidding for and monitoring of NS budgets, communication issues and best practice measures including Influencing Travel Behaviour, Non Motorised User Crossings and High Occupancy Vehicle Lanes	No formal update period set or rules set up. Issue that a more formal procedure is required to manage updates.	Ownership is unclear.	Documents are held on shared drives in an inconsistent manner.	No retention periods set for documents.
ID - National Traffic Control Centre	Events (planned and unplanned) that affect the network	No formal definition.	The HA (NTCC) owns the data, however TiS are responsible for the content of information contained on the website.	TiS database	Content is retained for six months for business purposes.
ID	FOI and Information Policy	No formal definition.	Ownership with the FOI Officer.	Paper records are filed adequately but issue over storage of electronic records.	Enquiry records are held for a period of 2-5 years.
HR	Vacancies, Policy Statements, Applicant Guidance	Frequency is determined on an as required basis but issue that the policy needs to have a formal established cycle.	Ownership was on a named individual, however, need to ascertain roles for ownership.	Combination of electronic folders and physical folders.	Records are held for 3 years but for both successful and unsuccessful applicants – this could be revised.
Major Projects Directorate	Road Project Scheme	Every Project has a communication plan stipulating when content will be updated – issue that news relating roads has not been published in time. Issue raised by the team is that it would be a real advantage to have a secure area within the website that can	Project Owner of the Road would be the responsible for ownership.	There is no consistent approach to electronic filing.	No defined retention periods but road information needs to be held for long term purposes including legal reasons.

		be used to share information with contractors.			
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General Recommendations:

1. There is a need to update the website design templates to take into consideration archive, retention and disposal requirements so that the templates provide users an intuitive and easy to follow method of understanding what content is current and old. This design would be reflected so that the RedDot system can easily identify and categorise current and old content.

2. There is a requirement for a creation of an automatic, workflow oriented, process within RedDot to automatically update content owners when their content is due for archival review.