

Information Management Assessment

Cabinet Office

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Working with government

to raise standards in information management

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Background

- The National Archives' Information Management Assessment (IMA)
 programme was set up to review standards of information, records and
 knowledge management in government organisations.
- The first IMA of Cabinet Office took place in 2013 and was formally completed in 2015. The 2018 IMA reassessment involved a detailed review of supporting documentation provided by the department and interviews with senior staff, specialists and practitioners. These were held in the department's offices in London between 26 February and 1 March 2018. Additional interviews with key staff were conducted by telephone and in person during March and April.
- This report provides a summary of the good practice and risks we identified, focussing on the most significant findings.

Report opinion

Assurance rating	Opinion	
Green	 There is a good level of assurance that Cabinet Office has put in place an approach to information management that is positioned to support efficiency and effectiveness and compliance with legal obligations and responsibilities. A focus on tackling identified gaps and enhancing improvements already made will support delivery of sustained business benefit over the long term. 	

Executive summary

- Cabinet Office's performance has improved considerably in overall terms since its last IMA. This is due to effective planning and the strong, supportive steer provided by its senior leadership team.
- There are ten areas of focus in the assessment that cover a range of strategic issues. This report identifies Cabinet Office as 'Good' in four areas relating to: improving information management capability; control of legacy information; identification of information management risk; and response to technical change. Cabinet Office's performance is identified as 'Satisfactory' in the remaining six areas. There are no 'Development area' or 'Priority Risk area', ratings.
- On analysis of the evidence brought forward under each area of focus, the report does, however, highlight a number of issues and potential problems that could impede progress made to this point. Key concerns include Cabinet Office's ability to maintain compliance with the Public Records Act through the

remainder of the transition period to the 20-year rule.¹ This is in the face of growing volumes for review. Cabinet Office also needs to focus on embedding the tangible change so far driven by its Information Management strategy. Gaps identified include oversight of digital continuity risks, which Cabinet Office needs to manage to ensure its digital information can be used in the way it needs for as long as it needs.²

 Based on this evidence, the report makes the recommendations outlined in summary below, which should be addressed through the creation of an IMA action plan. To support delivery of this through to the formal IMA progress review conducted by The National Archives (due August 2019), recommendations are identified as having either a high (H), medium (M) or a low (L) priority:

н	Action is needed to address a fundamental gap or a risk that may undermine a key aspect of current performance. Recommendations must be given immediate precedence during the period of action plan implementation.
М	Action is needed to address a significant area of weakness or a risk that may undermine an important aspect of current performance. Although not critical, recommendations need to be addressed during the period of action plan implementation.
L	Action should be taken to address a minor gap or area of weakness. Addressing recommendations during the period of action plan implementation will enable the organisation to build on and strengthen current capability.

 See the Annex on page 14 for a full list of proposed supporting actions against each recommendation.

Rec	ommendations	Priority
1	Define the next phase of the Information Management strategy, ensuring continued Executive Committee support to help embed good practice and sustain a strong and supportive culture.	н
2	Establish a roadmap for ensuring digital continuity and managing related risks as a component of its work to gain greater control of its digital legacy.	н
3	Build on work already conducted to define and agree with The National Archives a transfer plan through to the end of the transition period to the 20-year rule, managing increasing volumes to enable continued compliance with the Public Records Act.	н
4	As part of its work to improve its technology environment, establish a specific work stream to look at the issue of email capture and information storage outside shared areas. Cabinet Office needs to gain greater assurance that it will not lose	Н

¹ http://www.nationalarchives.gov.uk/about/our-role/plans-policies-performance-and-projects/our-projects/20-year-rule/

² http://www.nationalarchives.gov.uk/information-management/manage-information/policy-process/digital-continuity/what-is-digital-continuity/

3

	information with value held in legacy email accounts and personal drives when its retention and destruction policy is implemented.	
5	Continue to invest energy and effort in supporting effective paper appraisal and sensitivity review process while establishing principles for digital records. This should include working with The National Archives to check for any pre-2008 digital information with potential historic value.	М
6	Continue efforts to embed governance structures and deliver meaningful top down senior support. Accountabilities for directors and deputy directors should be strengthened to ensure information management responsibilities are recognised.	М
7	Continue efforts to promote clear guidance to staff, ensuring business areas know what they need to keep.	М
8	Seek opportunities to factor quantitative and qualitative measures into the quarterly monitoring process.	L

Highlights

• The following are among the effective approaches identified in the course of the Cabinet Office IMA, which other government organisations may find helpful:

Summary of good practice approaches identified

Improving information management capability

Cabinet Office's vision for records management is 'to know what records we hold, where they are, how sensitive they are and how they should be managed.' This is providing direction for the Knowledge and Information Management (KIM) team as it works to meet Cabinet Office's legal obligations under the Public Records Act.

Cabinet Office's 2016 Information Management strategy is among the best we have seen. It provided a motivation for change by clearly setting out the problems raised by current and historic standards of information management practice. Potential negative outcomes highlighted include difficulty meeting statutory requirements and finding information needed for public inquiries. It also highlights how good practice can help address inefficiencies and support better policy and better outcomes with less waste.

Strategic delivery is enabled by three linked work streams that target information management behaviours, digital storage and digital legacy reduction. Improvement work has received continuing, demonstrable backing from Executive Committee members and the Chief Executive of the Civil Service and Permanent Secretary, whose office has provided an escalation route. Senior engagement has been sustained through reporting results from the quarterly monitoring process and a series of progress updates on strategy implementation to Executive Committee. These have provided a base from which to launch specific campaigns, track their impact and set out actions expected of the business, including asking Executive Committee members to role model key behaviours.

Controlling legacy information	Cabinet Office's Information Management strategy is driving work to establish control over and make sense of the department's holdings of historic unstructured digital information. Plans are resourced in terms of staff and tools.
	Cabinet Office ran a business-led spring clean exercise in 2017. This was intended to allow the department to take central custody of material on the main Google platform that was over seven years old and was not needed for current work. It has also identified active and inactive areas in its interim Apollo platform, prior to migration of sensitive information with current business value to Rosa SharePoint libraries. Cabinet Office then aims to use a data analytics tool to reduce the level of risk it faces by identifying and disposing of redundant, obsolete and trivial (ROT) material. This is intended to be a key means of implementing the department's new retention and destruction policy.
	Cabinet Office has also carried out a project to increase understanding and control of its historic holdings of paper records. This has enabled it to dispose of material identified as having no ongoing business or historical value.
Identifying information management risks	Cabinet Office has identified a corporate-level information retrieval risk relating to standards of information management. This formalises and brings within the department's risk management framework causal factors and potential effects identified in the Information Management strategy. The risk is logged at a level that ensures regular senior scrutiny of progress to reduce its likelihood and impact. Beneath it, Cabinet Office has also identified a range of potential threats to the achievement of Information Management strategy objectives.
IT systems and tools	The Cabinet Office Information Management strategy sets the key goal of reducing and rationalising the number of official platforms to a minimum. The department has also invested continued effort in improving the technical environment and has put in place policy based controls around the use of online tools.
Technical change	Digital Records & Information Management (DR&IM) and KIM team membership of the Senior Information Risk Officer (SIRO) Working Group enables timely scrutiny of information management requirements as part of wider risk assessment. The teams are recognised stakeholders of the IT advisory board, attending meetings if an IT change related impact is identified.
Defining roles and establishing governance structures	The Cabinet Office Information Management Board was set up with a director level chair and has involved key senior stakeholders in strategic implementation and planning. The DR&IM team and KIM team are working proactively to deliver a defined service.
	Information Management Lead (IML) and Library Manager (LM) roles have been set up to help shape behaviours in line with strategic goals. Role holders are implementing improvement plans and acting to exert control over file structures. Cabinet Office has defined information management responsibilities for all staff, and is setting specific expectations for senior management, directors, deputy directors and team leads.

Policy and guidance	Cabinet Office's 'Name, Store, Check, Share' campaign was a key strategic output and had Executive Committee approval. It has established a core set of easy to understand principles that were promoted through a range of channels including inductions, laptop stickers, posters, desk aids and intranet posts. Its impact was tracked and reported to senior staff.
Monitoring performance	Cabinet Office has adopted a flexible moderated self-assessment approach for monitoring compliance against information management standards. This has allowed the department to track engagement and progress in raising capability. Quarterly reporting and senior scrutiny has allowed the department to target poor performance through the creation of tailored action plans.
Transfer to The National Archives	Cabinet Office is clear what paper legacy it holds and has sought required legal cover. It is working with The National Archives to define a plan to process it.
Appraisal, selection and review process	Cabinet Office has an Operational Selection Policy in place. As an output of work underway to gain control of its digital legacy, it is seeking to identify information with potential historical value and map a process for appraisal, selection and sensitivity review.

Detailed findings of the assessment

1 Strategic planning and risk

Key developments since closure of the last IMA

Since its last IMA, Cabinet Office has:

- Implemented its 2016/17 Information Management action plan, building on this to establish its Information Management strategy
- Gained greater understanding of historic holdings of paper and digital information
- Addressed an important gap by formally identifying and documenting the risks raised by a failure to manage and exploit information
- Conducted a review of digital knowledge and information management in its 2016/17 audit plan.

1.1 Improving information management capability Rating: Good

- The senior staff, information management leads and library managers we
 interviewed emphasised the significant positive impact of the Information
 Management strategy. We found recognition that implementation had helped
 individual teams overcome inertia and acceptance of poor practice. It has also
 helped to shift the department towards a more consistent information
 management culture.
- Cabinet Office's Executive Committee signed off the strategy in November 2016. The initial presentation to Executive Committee members highlighted the fact that proper information management should be an ongoing commitment for the department. Now that Cabinet Office has put the foundations of its approach in place, it needs to work to sustain change over the long term. In the face of high levels of churn, pace of work and pressure of competing priorities, it needs to ensure that good information management practice is a consistent part of the way teams across the department operate. See recommendation 1

1.2 Controlling legacy information Rating: Good

• The work Cabinet Office is conducting to gain greater control of legacy information and reduce volumes held is well-positioned to help it increase understanding and oversight of digital information with value and ensure it can be more easily found. These are key requirements established by The National Archives' guidance on digital continuity. However, Cabinet Office needs to do more to embed digital continuity outcomes into its strategy and planning so that it can ensure it can continue to access and use information with value as required.

 The department faces a number of additional digital continuity challenges including managing the risk to the small volume of high-value legacy digital information already within KIM team custody. It also needs to address known digital continuity issues, including loss of metadata, sooner rather than later.
 See recommendation 2

1.3 Identifying information management risks Rating: Good

• The corporate level risk Cabinet Office has identified relating to information management is supported by a set of programme level risks relating to strategy implementation. These already recognise some digital continuity related factors. Cabinet Office now needs to map the risks more fully, identifying these as it builds digital continuity objectives into its Information Management strategy. See recommendation 2

2 Current IT systems and technical change

Key developments since closure of the last IMA

Since its last IMA, Cabinet Office has:

- Rolled out a third party enterprise document management solution to a majority of Google users
- Worked to formalise and simplify IT procurement and change.

2.1 IT systems and tools Rating: Satisfactory

- The move to the temporary Apollo platform has helped Cabinet Office progress its Information Management strategy goal of reducing the number of official platforms to a minimum. Key additional steps towards this objective will be taken when the department moves off the Apollo platform and the Office of Parliamentary Counsel fully adopts Google Drive. The original objective of extending Cabinet Office's enterprise document management solution to Government Digital Service (GDS) has not been achieved, with staff instead moving to Google Teams, which offers less information management functionality including in relation to destruction. Cabinet Office is currently addressing this through an agreement that GDS will transfer information for disposal to the DR&IM team who will perform this action for them.
- Cabinet Office recognises the potential impact of technical and cultural barriers to good information management practice and is committed to reducing them. This report identifies email management and storage of information outside shared areas as issues that would benefit from specific attention. With the exception of Number 10, which has a three-month deletion policy in place, Cabinet Office has not taken any action to limit what users can keep in personal email accounts. Staff we interviewed described processes for email capture in Google Drive as burdensome, and some staff also described stored emails as

hard to find once converted to PDF format and saved to shared areas. We view it as likely that these factors are driving some staff to retain emails in their Gmail accounts and others to set up and use shared mailboxes as a joint resource and alternative shared repository. In one case an interviewee stated that staff were doing this so that everyone would have access to emails, which would not have to be renamed and moved to Google Drive. **See recommendation 4**

- We saw indications that some staff are still using their laptop hard drive as a repository and working space. One interviewee we spoke to who had recently joined Cabinet Office had, for example, received a dump of information from their predecessor who had not managed to store it in the team's shared areas. They were concerned what would happen to the information they were holding in their hard drive when they themselves left the department. Staff also have the ability to retain large volumes of information in their MyDrive. It is easy for staff to work from this location and information held here can be shared easily, which may leave staff with little incentive to move information to shared areas.
- Cabinet Office should establish a specific project to look at this area of risk. As part of its work to shape behaviours and embed the right culture, Cabinet Office should both continue to seek opportunities to ensure processes are low barrier and consider applying proportionate technical restrictions on storage volumes. This may help limit the potential for poor practice in the first place. See recommendation 4
- Cabinet Office is due to begin destroying legacy email accounts and personal drives. It recognises the risk that information with business or historic value held in these locations may be lost as a result if staff have not also saved it to shared areas. The department is intending to address this by retaining inboxes for one year to enable retrieval of important information. It is considering retaining email accounts of selected senior civil servants identified by the Departmental Records Officer. However, in view of the issues highlighted above and current and potential gaps in the capture of evidence of decisions by some business areas (see p. 11), we recommend that Cabinet Office should consider additional controls to further reduce the risk of information loss. See recommendation 4

2.2 Technical change	Rating: Good
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 IT procurement and change processes are positioned to support active consideration and delivery of information management requirements at an early stage. This is currently supported by formal structures as well as informal relationships.

3 Control and oversight of current practice

Key developments since closure of the last IMA

Since its last IMA, Cabinet Office has:

- Established the Information Management Lead (IML) and Library Manager roles
- Established the Senior Information Risk Officer (SIRO) Working Group and Information Management Board to coordinate delivery of the Information Management strategy
- Developed, piloted and rolled out the 'Name, Store, Check, Share' campaign to target key information management behaviours, in line with digital information management strategy goals
- Engaged with business areas in line with internal audit recommendations to establish how teams will comply with central policy through local procedures documentation
- Embedded its quarterly reporting process and tracked improvements in behaviours.

3.1 Defining roles and establishing governance structures Rating: Satisfactory

- The DR&IM and KIM teams had high profiles among interviewees, who
 recognised them as proactive, approachable and supportive. The benefit
 delivered by the Information Management Board was demonstrated by the
 detailed knowledge that senior stakeholders had of current priorities and plans.
 Cabinet Office should ensure this body continues and maintain senior
 ownership of it. See recommendation 6
- We saw good evidence of directors and deputy directors recognising their responsibility for leading by example and championing good practice. This includes senior staff who are making space to discuss information management priorities in team meetings and who are refusing to accept any documents not stored in Google Drive. Elsewhere, however, we also saw evidence of disengagement at a senior level, a lack of interest in poor ratings in quarterly monitoring, and a failure to cascade key messages and engage with or provide visible support for improvement work within teams. See recommendation 6
- We saw evidence that IMLs and Library Managers are not yet in place in all areas, are not all appointed at the recommended level of seniority and in some cases have responsibility for more than the recommended number of staff. Some were not clear how they would address specific requirements or were concerned about time available to carry out their role. All the IMLs and Library Managers we interviewed were, however, working actively to improve the performance of their teams. Cabinet Office needs to continue to focus its efforts on ensuring these roles are appointed consistently and are sufficiently

3.2 Promoting policy and guidance Rating: Satisfactory

- In overall terms, we found a good level of awareness among interviewees of the benefits of good information management. The 'Name, Store, Check, Share' campaign has helped unpack and promote key elements of Cabinet Office's Information Management Standards Framework. It has provided IMLs with a key tool that has helped to improve culture and behaviours. Cabinet Office should now review its Information Management Standards Framework to ensure alignment and consistent branding. See recommendation 7
- We saw good evidence that effective controls are in place to ensure capture of Prime Minister's records. We also saw good evidence that Cabinet Office has invested effort in improving guidance for Private Offices. It is working to ensure manuscript annotations by ministers on submissions are preserved, in line with recommendations made by Sir Alex Allan.³ By contrast, staff in the business were not always clear which policy drafts and amendments they needed to capture. We also saw evidence that staff are not yet acting consistently to ensure that evidence of key decisions and approvals or context that has informed submissions to ministers are captured in shared areas.
- Local procedures documents offers a potential way of drawing a line in the sand and addressing this, building on the 'Name, Store, Check, Share' campaign to define clearly and in detail what good information management should look like in practice at a business area level. See recommendation 7

3.3 Monitoring current practice	Rating: Satisfactory
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- The Executive Committee representatives we interviewed saw the current focus on information management standards as a good fit with the wider compliance monitoring regime. The DR&IM team has worked to adjust for bias and apply consistent measures over time and across the business including recognising the tendency of new IMLs to have a differing perspective on performance from their predecessors. The team has worked to ensure direct face-to-face meetings with business areas and to use the process to highlight and work to tackle poor practice.
- There is the opportunity to further strengthen reporting processes by factoring in systems statistics such as volumes held not associated with Cabinet Office's third-party enterprise content management solution. In addition, local procedures documents provide the centre with a basis from which to assess and hold the business to account for the quality of record that is being captured.
 See recommendation 8

³ <u>https://www.gov.uk/government/publications/government-digital-records-and-archives-review-by-sir-alex-allan</u>

4 Compliance

Key developments since closure of the last IMA

Since its last IMA, Cabinet Office has:

- Defined its proposed approach for central storage and control of digital information with potential historical value as part of its work to reduce legacy holdings and mitigate associated risks
- Made applications to the Advisory Council on National Records and Archives as required to obtain legal cover for the retention of legacy paper records.

4.1 Transfer to The National Archives Rating: Satisfactory

- During the IMA, Cabinet Office was seeking legal cover to enable it to process its legacy of recalled paper files. It continues to release records twice a year and adhered to agreed transfer plans during 2017.
- Cabinet Office officially ended its print to paper policy in 2008. It has identified
 an increase in the volume of paper records to process in the course of the year
 from 1993 onwards, the date when the first IT network was introduced at
 Number 10. It has identified a 60 per cent increase in volume through the
 remainder of the transition period to the 20-year rule, which comes into effect in
 2023. It should engage with The National Archives to establish an agreed plan
 to maintain legal compliance with the Public Records Act through to this point.
 See recommendation 3

4.2 Appraisal, selection and sensitivity review process	Rating: Satisfactory
	,

- Due to Cabinet Office's role, its records are subject to a wide range of potential sensitivities. The department is currently applying a significant level of effort to ensuring these are identified and senior staff are aware of what records are due to be released. There is considerable expertise in the Cabinet Office KIM team and we recognise that KIM staff are working to try to make this process as efficient as possible.
- Cabinet Office currently envisages that the information the DR&IM and KIM teams assume central control over on an annual basis will in effect have been through a first review. Cabinet Office now intends to engage with The National Archives to help it map processes for subsequent appraisal, selection and sensitivity review.
- At the time of the IMA, Cabinet Office had yet to begin analysing information collected from the spring clean pilot, for which all digital information created prior to 2010 was in scope. It had, however, identified records migrated into the department in 2004 as its earliest known born digital records. Cabinet Office's current assumption is that digital information with potential historic value created prior to the end of its print to paper policy will be duplicated in paper format and

can therefore be deleted. It must test this assumption, as compliance with the print to paper policy may have varied between teams and may also have degraded over time. Cabinet Office should work with The National Archives to map the way forward and discuss potential options for records created through to 2008, including, for example, hybrid transfer. Producing an appraisal report to cover this period and using it to inform and update the department's Operational Selection Policy would provide a solid base for decisions. We are pleased to note that Cabinet Office is intending to engage with the business to map the breadth of current business functions and the value of current information to enable future selection and appraisal. These pieces of work should be linked. **See recommendation 5**

Annex – Recommendations with proposed supporting actions

 Recommendations consist of an overall outcome and a set of suggested supporting actions intended to help successful delivery.

Recommendation 1	priority
Define the next phase of the Information Management strategy,	
ensuring continued Executive Committee support to help embed good	Н
practice and sustain a strong and supportive culture.	

This would be supported by:

- Setting out for senior staff how good practice will be embedded in the face of churn, pace of work and pressure of competing priorities.
- Establishing an end point for the current strategy.

Recommendation 2	priority
Establish a roadmap for ensuring digital continuity and managing related risks as a component of its work to gain greater control of its	Н
digital legacy.	

This would be supported by:

- Working with The National Archives to identify digital continuity outcomes for its approach for central storage and control of digital information with potential historical value, factoring them into its strategy.
 - Establishing a plan as a part of this to restore digital continuity where this has already been lost.
- Working with The National Archives to mitigate the risk of digital continuity loss for high-value digital information already within KIM custody.
- Once objectives are in place, identifying the risk that Cabinet Office faces.

Recommendation 3	
Build on work already conducted to define and agree with The National Archives a transfer plan through to the end of the transition period to the 20-year rule, managing increasing volumes to enable continued compliance with the Public Records Act.	Н

This would be supported by:

• Ensuring that plans are mutually agreed, resourced and aligned with the Gateway process.

Recommendation 4	
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As part of its work to improve its technology environment, establish a specific work stream to look at the issue of email capture and information storage outside shared areas. Cabinet Office needs to gain greater assurance that it will not lose information with value held in legacy email accounts and personal drives when its retention and destruction policy is implemented.

Н

This would be supported by:

- Identifying what can be done from a technical point of view to reduce the barriers to email capture.
- Considering application of proportionate technical restrictions on personal storage volumes.
- Identifying what further controls can be imposed around email destruction, including ensuring extra scrutiny to email accounts originating from areas of the business known to be poor performers and/or engaged in high profile work, seeking assurance that mailboxes have been reviewed.
- Identifying how staff can be encouraged to move away from reliance on email
- Assessing what use is being made of shared mailboxes and how this should be addressed.

Recommendation 5	
Continue to invest energy and effort in supporting effective paper appraisal and sensitivity review process while establishing principles for digital records. This should include working with The National Archives to check for any pre-2008 digital information with potential historic value.	М

This would be supported by:

- Assessing the amount of cross over and overlap between digital and paper holdings through this period to help inform selection and disposal decisions, including identifying options for transfer of any early potential digital or hybrid records.
- Working with The National Archives to establish a format-blind appraisal report that takes account of all parts of the department and using this to update the Operational Selection Policy and extend it beyond 2000.
 - Establishing how it will apply retention and disposal decisions defined in the Official Selection Policy to digital records and ways of working, including, for example, the use of data and modelling in policy formation.
 - Linking this to planned work to map the breadth of current business functions and the value of current information to support future appraisal and selection.
- Continuing to work to ensure the sensitivity review process is positioned to protect information while minimising potential impact on required deadlines.

Recommendation 6	
Ensure governance structures are embedded and strengthen accountabilities for directors and deputy directors so that information management responsibilities as set out in policy are recognised and acted upon.	М

This would be supported by:

- Ensuring the Information Management Board continues to have a senior (director level) chair.
- Formally aligning the Information Management strategy and the records management vision.
- Expanding coverage of information management in Directors' statements of assurance.
- Reinforce guidance on the level at which IMLs and Library Managers are appointed and assess what more can be done to recognise and reward their contribution including through the performance management cycle.
- Publicising success stories and highlighting the business benefit delivered where processes are working effectively.

Continue efforts to promote clear guidance to staff, ensuring business	Recommendation 7		
areas know what they need to keep.	Continue efforts to promote clear guidance to staff, ensuring busing areas know what they need to keep.	ness	

This would be supported by:

- Reviewing the Cabinet Office Information Management Standards to ensure alignment with the 'Name, Store, Check, Share' campaign.
- Ensuring that local procedures documents define which policy drafts, amendments, evidence of and context behind decisions needs to be captured.

Recommendation 8	
Seek opportunities to factor quantitative and qualitative measures into the quarterly monitoring process.	L

This would be supported by:

- Benchmarking against local procedure documents.
- Engaging with the Digital Data and Technology team to define required metrics and establish automated rolling statistics on storage in the Google environment.