

MANAGEMENT BOARD

Procedural Printing and Publishing

Paper from the Clerk Assistant and the Deliverer of the Vote

Purpose

1. This paper updates the Management Board on the proposed approach to printing and publishing for procedural and other House publications. The activities referred to in this paper affect Members and their staff, as well as the public and others.

Action for the Board

2. The Management Board is invited to take note of the paper.

Consultation and equality analysis

3. The Finance and Services Committee took note of a paper outlining future printing and publishing arrangements at a meeting on 9 July 2014. The DCCS Management Board considered an earlier version of this procedural printing and publishing paper on 18 July 2014.
4. An equality analysis will be carried out by January 2015.

Background

5. The House of Commons contract with The Stationery Office (TSO) for printing, electronic, publishing administration, distribution and business support services began on 1 April 2006 and will expire on 31 March 2016. It may be extended for

up to two years. The House of Lords has had a similar, but shorter, contract with TSO; this was extended and will expire on 31 March 2016. Printing and electronic services are the main elements, covering the following procedural publications:

- Business papers – for example, Order Paper, Future Business
- Bills and legislative papers, including explanatory notes
- Hansard
- Select Committee reports

6. As a result of the Savings Programme, Committee Programme and other measures, expenditure on printing procedural documents was reduced by 27.7% between 2009/10 and 2013/14 from £10.73 million to £7.75 million, and is expected to decrease to £6.3 million in 2014/15, when the financial impact of ending the printing of Select Committee oral and written evidence and of not printing written questions and answers in Hansard will be felt.
7. The development of new digital services through programmes already under way, the ending of key printing and publishing contracts over the next two years and the new Parliament in 2015 provide further opportunities to improve services, shift the balance from print to digital and better meet the needs of users, both internal and external, while achieving improved value for money.
8. The Printing and Publishing Management Group, which is chaired by the Clerk of the Journals, has endorsed a 'digital first' approach to procedural publications and agreed the principles to underlie provision of future printing and publishing requirements:
 - a) Documents will be prepared and published in-house, in the range of formats required, so far as practicable without third-party services
 - b) Publication to the web will be done either by data-originating offices or by in-house publication centres that provide services for several offices
 - c) A printed document need not always be the authoritative version of a publication.

- d) Improvements to procedural publications will be designed so as to encourage users, particularly Members and their staff, to prefer digital to print; priority should be given to documents that Members, and their staff, consider most essential to the conduct of parliamentary business
- e) Documents will be easily found and used online
- f) Key documents will be deliverable to mobile devices
- g) Publications transferring to parliament will be published online in formats that at least meet accepted minimum standards, including accessibility
- h) The volume of printing of procedural documents will be reduced
- i) An agile system of printing, possibly a blend of in-house and external, will ensure the cost-effective and timely provision of printed documents, taking account of changes in demand as projects deliver improved digital services to Members
- j) The primary means of distributing procedural material to external users will be online

Future printing arrangements

9. The scale or capacity of the existing printing contract will not be required after it ends in March 2016. Over the period until then there will be a continued reduction in printed documents from this and other contracts, along with changes in the way documents are accessed and provided. Activity during this transition period will involve:
- Ensuring that an authoritative version of key documents is deliverable to mobile devices, as much as possible in time for the May election
 - Reviewing the make-up of daily vote bundles to ensure that users' requirements continue to be met
 - Moving to a print on request model for provision of material from the previous Session within Vote Offices; only documents of significant continuing interest will continue to be stocked in hard copy
 - Continual review of order volumes of procedural documents with a view to further reductions in 2015/16

- Establishing appropriate printing and publishing arrangements (for example, the balance of in-house and/or external high-volume printers with multi-functional devices) and support services required, including distribution, to ensure adequate provision after the end of the current contract
10. A future model is likely to include advance printing of a limited range of core procedural publications – for example, Order Paper, Chamber and Westminster Hall Hansard, Bills – in sufficient quantities to meet demand on the day/week of publication. Other procedural documents will be printed on request.
 11. The intention is not to transfer to the desktops of Members or House staff the burden of producing hard copy when it is desired; this point was noted by the Finance and Services Committee at its meeting on 9 July 2014. Internal printing facilities (Print Services high-volume and/or networked MFDs) will enable flexible provision.
 12. May 2015 is a useful deadline for a further step towards 'digital first', ensuring that the supply of printed papers reflects changes in usage, providing a staging point for the provision of House business documents on mobile devices, to encourage the move from printed documents, and helping to smooth the transition from high-volume printing. As part of transitional arrangements, procedural offices have identified further print reductions in 2015/16, building on improved digital outputs and flexible print provision; these are expected to save about £900,000 a year. Investment will be required to improve the digital products.

Future digital arrangements

13. TSO provides electronic publishing services as part of the main printing and publishing contract. A gap analysis has been carried out on the status of each type of publication to understand what effort will be required to ensure continuity of availability of this material after the end of the contract.
14. Requirements associated with the ending of the current publishing arrangements have been discussed with PICT:
 - 1) Existing Parliamentary Business Programme projects cover some of the areas required, but there are likely to be areas where additional investment in support of the ending of the TSO contracts will be required in order to deliver the best blend of print-related savings and maintained or improved digital services. At present, the areas that are being investigated for this financial year include work on:

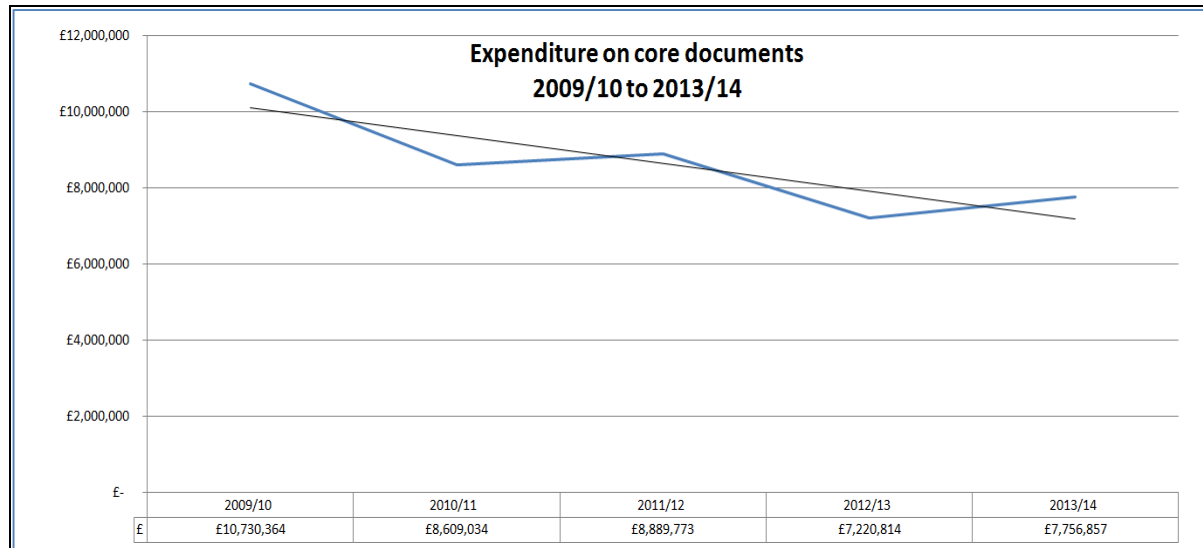
- a. Providing improved methods for the digital delivery of Commons business papers (most notably the Order Paper and related Vote Bundle papers), which would enable savings from reduced printing. This represents an increase in scope for the Order Paper project and the wider Business Papers strand in the programme.
 - b. Short-term transitional handling of Bills, Explanatory Notes, Amendments and Proceedings (i.e. transformation and uploading of content, as well as maintenance of the Bills Knowledge Base), pending delivery of main Bills project.
 - c. Improving the online presentation of Hansard content for Commons and Lords, which would reduce and remove the current reliance on TSO for electronic publishing of the Daily and Bound Volume versions and handling of online corrections. There is also underpinning work required to move the existing Hansard Reporting Suite from Word 2003 to 2013, which requires investment.
 - d. The Lords also have a specific requirement for the electronic submission and handling of Bill amendments, which would remove that reliance on TSO.
- 2) Longer-term planning and investment will also be required into 2015/16 and beyond to ensure we are fully covered for:
- a. Hosting and archiving of older content on the TSO publications website.
 - b. Appropriate 24-hour support for printing and publishing, both in terms of PPU and ICT.
 - c. Ensuring the architecture for web publishing is robust and scalable.

House of Commons Printing and Publishing Programme

15. PPMG has recommended that the work to bring about the required changes to printing and digital publishing should be undertaken as part of a Printing and Publishing Programme. The House of Lords will develop a separate programme, but both Houses will continue to work closely together on areas of mutual interest. The Senior Responsible Owner of the Commons programme will be the PPMG Chairman, the Clerk of the Journals.

Financial and procurement implications

16. Expenditure on printing core procedural documents has been reducing in recent years, as shown in the following table.



17. Expenditure on electronic services averaged £533,000 between 2009/10 and 2013/14.
18. Planned reductions in 2014/15 and 2015/16 in printing and digital services provided by TSO will reduce expenditure further. The scale of the reduction in expenditure in 2016/17 is not yet known, but is expected to be significant.
19. Work is being carried out to scope the scale of future printing requirements, including print equipment, and digital requirements. Advice has been sought from the Parliamentary Procurement and Commercial Service on the most appropriate procurement route for the provision of multi-functional devices and high-volume printers, following the end of current contracts in 2015.

Risk management

20. The actions proposed in this paper may affect Management Board level risk 3 – the House suffers a loss of reputation due to ineffective or inadequate actions by the House Service. Those actions may also affect other Management Board risks:
- Level 2 – the possibility that differing interests between the two Houses may limit the ability of the House of Commons Service to achieve its strategic goals
 - Level 4 – the House Service does not have the right capability or capacity (including effective prioritisation mechanisms) to deliver its strategic goals
 - Level 6 – the ineffective prioritisation and management of financial resources and poor contract management will impact on the House Service’s ability to achieve its strategic goals.

House of Lords implications

21. The House of Lords has also been reviewing its publishing requirements. The intention is that the two Houses should work together on areas of common interest, but retain the ability to act independently of each other where their interests do not coincide.

Legal Issues

22. TUPE issues will be considered as part of preparations for the ending of the current printing and publishing contract, and appropriate expert advice is being sought.

David Natzler, Clerk Assistant
Catherine Fogarty, Deliverer of the Vote

2 September 2014