

Meeting Date:	10 January 2007	FOI Status:	open
Type of Paper:	Above the line	Paper File Ref:	
Exemptions:	None		

**HEALTH AND SAFETY EXECUTIVE
The HSE Board**

COIN Model Office Evaluation and Next Steps

A Paper by Heather Bolton

Advisor(s): Clare McNicholas, COIN Model Office Manager

Cleared by Justin McCracken on 3 January 2007

Issue

1. To review the evaluation of the COIN Model Office and consider the plans for taking the work forward.

Timing

2. Routine.

Recommendation

3. HSE Board members are asked to:
 - a) endorse the approach outlined in the paper;
 - b) agree to the deployment of resources (mainly Operations Group) to achieve the roll-out;
 - c) agree the communication plans for the national roll-out.

Background

4. In order to address the increasing concerns expressed by staff and the Trade Unions about a number of usability issues, the COIN Project Board commissioned a Usability Study in January 2006. Anecdotal evidence suggested that using the system (i.e. the activities associated with searching for field data, inputting incidents/events and recording field activities) was taking significantly longer than on legacy IT systems (e.g. FOCUS and Orion) and that comparable processes of data input or retrieval involved users undertaking a higher level of mouse activity on COIN than on legacy systems.
5. The COIN Project Board commissioned BEU to carry out comparative measurement of these two factors with the intention of establishing whether the differences were real or perceived. Results were reported to the Project Board in May 2005. The report drew comparisons with the FOCUS system only and showed that user perceptions of increased mouse clicks were completely justified but also showed that performance

could be significantly improved, principally by improved user training but also by tackling other issues such as data quality and improving the user friendliness of the system. As a result, the Project Board agreed to commission a Model Office exercise as an intensive training and up-skilling programme.

6. The objectives and success criteria for the Model Office are attached at Annex 1.

Argument

7. The Model Office was implemented at Preston office, involving FOD, HID and ORR staff. The Model Office ran between 9 October and 17 November 2006. An evaluation exercise took place immediately afterwards and the results were considered by the COIN Project Board on 7 December.

8. Progress against the success criteria was generally very good. A self- assessment questionnaire was sent to all staff who had taken part that provided more detailed feedback on the Model Office, focussing on how confident staff felt in using COIN before and after training as detailed in Table 1 below:

Table 1

Questionnaire Results		
	Before Model Office	After Model Office
FOD (32 responses)		
Confident and competent using COIN	62%	90%
Effective and efficient using COIN	71%	99%
HID (11 responses)		
Confident and competent using COIN	28%	91%
Effective and efficient using COIN	54%	91%

9. The Model Office exercise revealed that there were a number of business processes being used on COIN in inconsistent ways within the same office. This allowed the opportunity for FOD and HID to confirm the process that should be in place and that needs to be reinforced across the whole organisation.

10. The COIN Project Board agreed to a national strategy for the roll-out starting with FOD offices. Each member of FOD and HID will receive an average of three to four days training depending on his or her role within each directorate. The approach includes training about 70 nominated trainers (both inspectors and administrative staff) with representatives covering each FOD office. Plans for NSD are still being developed.

11. The staff identified to become trainers will undergo a comprehensive training programme. This will include COIN training, training in using agreed business processes, using a set of detailed training scripts, presentation skills training and an opportunity to practise delivery of the training courses to a peer group before they return to their respective sites. The relevant parts of the business have been heavily involved in developing the training scripts that will be used. It is proposed that this training will be carried out at one location per division. The three experienced COIN

trainers in the Data and Information Services (DIS) Team in OPSD will deliver the training for the trainers.

12. Training scripts used at Preston during the Model Office exercise are currently being updated to reflect experience, staff feedback and to ensure correct business processes are followed. They are also being updated to ensure they can be used by less experienced trainers. Training will be supported by detailed “how to” guides and a comprehensive Data Handbook¹. These are being finalised in OPSD.
13. Implementation will begin with a lead division to ensure the approach is working and the level of training given to the trainers is appropriate. The program is shown in Annex 2 and FOD North West has been selected as the first division for the roll-out. The program is a significant commitment for the organisation and will result in physical costs for the organisation (such as hardware upgrades and accommodation costs), resource costs for staff attending/delivering training and resource costs for management in supporting the roll out.
14. Plans for the roll-out to HID and NSD are in the process of being finalised. It is intended that HID staff in local offices will be trained during the FOD roll-out. Trainers for HID and NSD will be trained in February. HID staff in Redgrave Court will be trained between mid March and the end of May 07. HID staff in local offices will be trained between mid March and the end of June 07. The roll-out to NSD staff in Redgrave Court will then take place between mid March and early May.
15. The main success criteria by which the success of the national rollout will be measured are as follows:
 - a) Common business processes have been adopted across and within the operational directorates and are effectively supported by the COIN system;
 - b) Users will be able to use COIN to carry out their routine activities efficiently and effectively and they will be competent and confident using the COIN system;
 - c) Training is delivered on time in a professional manner, the right courses being delivered to the right people;
 - d) An effective long-term support network is established that provides a combination of onsite support with centralised company level support.
16. There are a number of risks associated with rollout. The major risks for the Board to note are;
 - a) There is a risk that we will be unable to secure the right people to be trainers. Operational Directorates have now started to organise volunteers/nominees. Staff selected to be trainers must have a positive attitude towards improving COIN, be experienced COIN users with a good knowledge of the product, have a detailed knowledge of the business processes in the area and have the confidence to stand up in front of their colleagues and deliver a series of classroom style training sessions. Without the right people, the implementation will fail;

¹ A guide which explains the format, purpose and definition of each field on COIN.

- b) The level of Divisional and Site management buy-in is crucial to success and may be difficult to secure at all levels and across all sites. The success of the roll-out depends on strong management leadership from within operational directorates. This will be particularly important in ensuring the adoption of common business processes within each Directorate (i.e. eliminating local differences). It is vital that management at all levels lead the roll-out and adopt these principles, otherwise, the roll-out will fail. The Project Board is putting in place measures to manage the risk wherever possible.
- c) There is very little available contingency built into the plan due to the need to avoid the summer holiday period and avoid clashes with the EDRM roll-out (explored further in paragraph 18 below);
- d) It is possible that a major incident could divert significant amount of resources away from the implementation programme.

17. Every effort has been made to avoid clashes with the EDRM roll-out, however, the plans do involve some disruption to the EDRM timetable with some minor overlaps (e.g. on room bookings and briefing sessions) that arrangements are now being made to overcome. The real risk is that if there are any unforeseen delays in the Model Office roll-out timetable proceeding as planned, this would have a serious knock on effect on the EDRM project. The risk is manageable but will be tough to deliver and will create pressures that need to be closely monitored. There needs to be a smooth mechanism for resolving any further timetabling issues between the two projects as both roll-out timetables progress. It is suggested that further issues are resolved via liaison between the two project managers with significant issues being referred to the two SROs, V Dews and J McCracken. The Board are asked to note the risks of any ongoing delay on EDRM. These are:

- a) continuing use of Lotus Notes - we are already at risk of the system going down with limited support;
- b) it may not be possible to retain all the EDRM project team or the trainers for an ill-defined period;
- c) further delays for EDRM/Outlook in the area offices would impact on about 100 Policy Group staff and about 15 RPD staff.

A separate short note on this from BSD has been included at Annex.

Consultation

18. All Operational Directorates have been consulted on the roll-out plans. In addition, Kevin Allars (HID), David Ashton (FOD), Steve Dennis PEFD, Gordon MacDonald (BSD), Steve Loxam and Steve Dennis (Logica CMG), Dave Smith (COIN Project), Clare McNicholas (COIN Model Office Manager) have all been consulted on the Board paper.

Presentation

19. The COIN intranet site will be updated with details of the national roll-out plan. The plan will be publicised in e express, together with “sound bites” from Preston staff talking about their experiences with the Model Office. Notes are being included in FOD Briefing and we are discussing similar methods with HID and NSD. We need to exercise some caution against overselling the national roll-out as it is effectively a

training/upskilling programme. It does not deal with some of the other significant issues that still concern staff and lead to major disruption (i.e. data duplication problems and usability issues).

20. As outlined in Board paper B/07/02 re the Lessons Learnt Review, a new communications plan is to be drawn up which will also address the issues in this paper. Active stakeholder management will be key to success with the Model Office roll-out over the next few months.

Costs and Benefits

21. The program is shown in Annex 2 and will result in external costs for the organisation (such as hardware upgrades and accommodation costs), cash and internal resource costs for staff attending/delivering training and resource costs for management in supporting the roll out. The total (external) cash costs amount to £202,220 which will fall to the COIN project.
22. The internal costs to be incurred for funding training of staff and trainers, associated travel and subsistence costs, costs of management input and administrative coordination amount to approximately £2.4 millions split between FOD, HID and NSD. This will be met from existing Directorate budgets and the real cost will be the time which cannot be devoted to improving health and safety. However, the end result should resolve many of the current difficulties in using COIN and will also eliminate many of the inconsistent working practices and establish consistent business processes within each Directorate and, where appropriate, across the whole of the Operations Group. This should greatly reduce the source of inefficiency and inconsistency.

Financial/Resource Implications for HSE

23. A full review of project costings is currently being undertaken including costs to support the roll-out, further usability improvements, legacy system licence costings until November 2007, project team and consultancy costs. Every effort is being made to contain spend within existing delegated authority limits. Once the review has been completed (and it is expected within the next few days) the SRO will advise the Accounting Officer and Finance Director of the results so that, if necessary, any further authorisation can be pursued.
24. It will be necessary to make a call on the IS/IT budget for 2007/08 to fund remaining work on COIN (within delegated authority limits) of up to £500K. Once the package of work has been developed in more detail this will be discussed with BSD. BSD will then consider how this impacts on the budget and bring recommendations to the Board for deployment of the IS/IT budget next year.

Environmental Implications

25. None.

Other Implications

26. None.

Action

27. The Board is asked to:

- a) endorse the approach outlined in the paper;
- b) agree to the deployment of resources (mainly Operations Group) to achieve the roll-out;
- c) agree the communication plans for the national roll-out.

Model Office Objectives and Success Criteria

The objectives for the Model Office were:

- To fully implement the Business Implementation and Support Network to ensure that staff are confident, competent, efficient and effective in their use of COIN.
- To ensure that the business is fully aware of the gaps between business processes and the use of COIN and to put in place a process for bridging these gaps.
- To identify an effective mechanism to share the lessons learned from Preston with other offices, in order that common problems can be tackled and good practice applied throughout the organisation.

The success criteria for the Model Office were:

- i) Plug gaps in the support network by ensuring the appropriate use of guidance materials. Using Implementation Support Staff (ISS) and the Data and Information Services (DIS) team as support mechanisms.
- ii) Ensure staff know where to go to access support materials and services.
- iii) Ensure staff in Preston have the right training to be confident, competent, efficient and effective in their use of COIN and deficiencies in training and staff competence in using COIN addressed.
- iv) Ensure resolution of problems with system performance (this was taken forward with a separate review of system performance and a separate action plan with Refit).
- v) Ensure issues with usability of the system are addressed including working with users to identify how they can make best use of COIN to deliver their day-to-day work.
- vi) Ensure staff are able to search for and retrieve information effectively from COIN through online searching, use of reports and the use of the DIS Data Mining service.
- vii) Ensure data migration problems overcome and measures in place to tackle poor operational data. Ensure staff know the process for reporting duplicate company and site records and understand the data quality issues impacting on their work.
- viii) Ensure local managers make the required usage of COIN clear to all members of staff. Positive, consistent and clear messages from managers to staff regarding expectations before/during and after the Model Office.

Model Office Training Roll-out Plan

Model Office Training Rollout Plan - Agreed with HID and FOD		Week Commencing																														
Directorate/Division/Site	Lead Trainer	No Wks	22-Jan	29-Jan	05-Feb	12-Feb	19-Feb	26-Feb	05-Mar	12-Mar	19-Mar	26-Mar	02-Apr	09-Apr	16-Apr	23-Apr	30-Apr	07-May	14-May	21-May	28-May	04-Jun	11-Jun	18-Jun	25-Jun	02-Jul	09-Jul	16-Jul	23-Jul	30-Jul	06-Aug	
FOD				☑								☑					☑															
North West	Andy L		☑			☑																										
Manchester		9																														
Carlisle *		4																														
Yorkshire and North East	Garry H																															
Leeds		7																														
Newcastle		5																														
Sheffield		5																														
East South East	Sue N																															
Luton		6																														
Basingstoke		6																														
Chelmsford		4																														
East Grinstead		5																														
Ashford *		5																														
Norwich (using East Grinst Trainers)		2																														
Wales South West	Andy L																															
Bristol		7																														
Cardiff		7																														
Wrexham *		3																														
Plymouth *		4																														
Carmarthen *		3																														
Scotland	Garry H																															
Edinburgh		7																														
Aberdeen		1																														
Glasgow		6																														
Midlands	Andy L																															
Birmingham		7																														
Nottingham		5																														
Stoke		4																														
Northampton		4																														
Worcester *		3																														
London	Garry H																															
Rose Court (*uses 2 rooms)		6																														
Bootle	Sue N																															
CHSD (timings still to be agreed)		7																														
HID	Mary/Sue																															
Bootle (*uses 2 rooms)		12	☑			**1		☑	**2																							
Aberdeen		10																														
Edinburgh		4																														
East Grinstead		3																														
Northampton		3																														
London		6																														
Norwich		4																														
Birmingham		3																														
Cardiff		3																														
Chelmsford		2																														
Newcastle		3																														
Leeds		3																														
Sheffield		5																														
NSD (assumes 2 rooms at Bootle)	TBA	6																														
TOTAL COURSE IN PARALLEL					3	3	0	0	1	10	12	10	10	15	19	16	17	18	18	12	8	11	15	14	9	8	5	1	0	0	0	

Notes and Assumptions:

Worcester can only hold 6 in conference room
 Wrexham can only hold 6 in conference room
 Plymouth can only hold 4 in conference room
 Carmarthen can only hold 6 in conference room
 Carlisle can only hold 4 in conference room
 Ashford can only hold 5 in conference room
 Rose Court - use 2 training rooms concurrently
 Bootle - use 2 training rooms concurrently during whole period, plus 2 further rooms during HID rollout
 FOD field specialists will be picked up as part of main FOD rollout
 Sectors (inc. Policy Group) are excluded from the rollout due to their limited use of COIN
 S14 staff in HID will be covered as a separate unit in Bootle
 Pipeline Notifications staff will be covered in Sheffield

Train the Trainer Training Rooms and Dates

Division	Trainer Training Dates	Location
FOD NW	w/c 5th + 12th Feb	Manchester
FOD YNE	w/c 12th + 19th Mar	Leeds
FOD ESE	w/c 12th + 19th Mar	Luton/Rose Ct
FOD WSW	w/c 9th + 16th Apr	Bristol
FOD SCO	w/c 9th + 16th Apr	Edinburgh
FOD MID	w/c 7th + 14th May	Birmingham
FOD LON	w/c 7th + 14th May	Rose Court
HID	w/c 5th + 12th Feb	Bootle

Key:

- Train the Trainer Training
- Main Training Delivery
- Mopup Training at Sites with Training Room Available
- Mopup Training at Sites at Desks
- Planning and Scheduling Period
- Divisional Startup Meeting
- Including CI and SI trainer pilot divisional based training at Bootle
- Including OSD trainer pilot divisional based training at Bootle
- Divisional Go/No Go Decision Point
- Programme Go / No Go Decision Point

The impact of the proposed COIN Model Office implementation plan on the Outlook/EDRM implementation plan

This annex summarises the risks to completing implementation of the Outlook and EDRM work while the COIN Model Office rollout is taking place. The issue was discussed at the Outlook/EDRM project board on 5 January 2007. The project board considered how to balance the risks and costs of further delays to Outlook/EDRM against the risks of clashes between the two rollouts.

With few exceptions, both implementation plans are manageable. We have been able to make some adjustments (at minimal cost) to the EDRM/Outlook rollout plan to reduce overlaps with the provisional COIN model office plan. But, some clashes seem inevitable especially in the Midlands Division. We could only remove these by delaying Outlook/EDRM implementation by a further 7 weeks. That would further increase costs by £91k in unavoidable salary costs. If the COIN plan slipped EDRM/Outlook costs would increase by £13k for every additional week's delay. Delaying EDRM/Outlook also prolongs the period when different parts of HSE are using different email systems, when we are relying on Lotus Notes which is no longer supported, and when dispersed units may experience problems as only some members are on EDRM.

The project board concluded that the costs and risks of delaying Outlook/EDRM outweighed the difficulties which staff and managers would experience where the two roll outs clashed and recommended that at this stage the current implementation plan for Outlook/EDRM should continue. This would need managing in the Midlands division. But this conclusion was reached in the absence of a senior user from the Operations Group. The Board may wish to consider where the balance lies.

The Board needs to be aware that the Outlook/EDRM project is close to spending up to its delegated authority from DWP. Any implementation delays or further requests for change will require HSE to seek further delegation from DWP. This should be coordinated with any further requests for increased delegation for COIN