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HEALTH AND SAFETY COMMISSION

The Olympics - an update

A Paper by Stephen Williams

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Issue

1. To provide the Commission with an update on the progress of preparation for the London Olympics in 2012.

Timing

2. Routine

Recommendation

3. That, the Commission notes HSE's proposed approach to the Olympics, as summarised below:
 - to continue to use an HSE Co-ordinating Group on stakeholder engagement, including participation in stakeholder fora set up by ODA;
 - to give priority to early intervention in construction activities.

And recognises:

- that the likely increase in construction activity in the south east from the Olympics and associated projects will place increasing demands on operational staff and,
- the continuing need for a flexible approach and committed resource for the co-ordinating group to continue as the preparations for the games progress.

Background

4. Following the announcement of the successful London bid for the Olympics in 2012, HSE set up an internal co-ordinating group with representatives from key Divisions to oversee the work of HSE. This group is now chaired by Stephen Williams, Chief Inspector of Construction and (from December) FOD London Divisional Director. **Annex 1** sets out the aims and objectives for the group. As a result of this initial work it was agreed there were 3 main aims for HSC/E:
 - Provide practical assistance to Ministers and the Olympic Delivery Authority (ODA) to ensure that health and safety is managed effectively;
 - Work closely with other regulators to ensure a consistent, coherent and joined up approach;
 - Act as a good and modern regulator consistent with the government's emerging principles of good regulation.

Developments to date

5. The London Olympics Bill was passed by Parliament in June 2006. This established ODA, which is charged with the bulk of the practical preparations for the Olympic games, including most of the site preparation and construction of the Olympic Park near Stratford, East London.
6. Jack Lemley has been appointed as Chairman of the ODA. He met Bill Callaghan, Geoffrey Podger and Stephen Williams in February to assure them of ODA's commitment to health and safety. David Higgins – has been appointed as Chief Executive and Lawrence Waterman (our main contact) as Head of Health and Safety. Other key ODA appointments include Simon Wright (Director of Infrastructure and Utilities) Howard Shiplee (Director of Construction). Barry Camfield, Assistant General Secretary of the Transport and General Workers Union, has been appointed to the ODA Board.¹ A delivery partner² has also been appointed to assist ODA and to act as project manager.
7. Some of the preparatory infrastructure and planning work was begun under the auspices of the London Development Agency (LDA) to ensure that delays were kept to a minimum while the Bill passed through Parliament. This involves site investigation and the construction of a tunnel to enable overhead power lines to be diverted underground before other work begins. The outline programme is shown in **Annex 2**.
8. The Strategic Forum³ developed the "2012 Construction Commitments", which covers six key areas of the construction process and is designed to promote collaborative working and ensure the successful delivery of the Games infrastructure, buildings and subsequent legacy in conjunction with the Department of Culture, Media and Sport (DCMS), the Department of Trade and Industry and HSE. Areas covered include Client leadership, Procurement and Integration, Design, Sustainability, Commitment to People, and Health and Safety. (See **Annex 3**.) This will help to use the Olympics to showcase the best of British construction practices and to spread it well beyond Olympic work.
9. We met Michele Patterson, who led on health and safety for the Sydney games in New South Wales, with Lawrence Waterman so that both HSE and ODA could benefit from their experience. They achieved zero fatalities. They also used the games as an opportunity to drive cultural change in their construction industry, as we hope to do. There are a number of practical issues where we can learn from their experience, particularly regarding risks during the games. For example we were informed that deliveries of food, etc. during the nights of the games involved lorries arriving, being unloaded and leaving every 3 minutes.

Next Steps

10. Detailed design work is expected to begin towards the end of this year with most construction starting around mid 2008. We propose to adopt a similar approach to that which we have taken at Heathrow Terminal 5 using our High Impact Intervention

¹ More detail about the ODA board and members is available at www.london2012.org/en/ourvision/ODA/ODA+Board.htm.

² A consortium of Laing O'Rourke, Mace and CH2M Hill International

³ The Strategic Forum is the highest-level body representing key stakeholders in all parts of the construction supply chain.

protocol. This involves considerable investment early on in the design and construction phases to ensure that health and safety is designed in and that plans and management arrangements adequately address the key risks. ODA have suggested the possibility of the secondment of an HSE Inspector to contribute to early planning and design issues.

11. We will also develop crosscutting interventions to look at arrangements for issues like Worker Engagement and Occupational Health management. These initiatives should enable us to use the Olympics work to promote the benefits of investing in these areas. As the work develops we will ensure that the wider HSE interests are addressed and accordingly will be involving colleagues across HSE as opportunities arise.
12. Stephen Williams has met Liz Underhill from the DCMS Olympics team to establish a common understanding. Looking forward to the Games themselves, the participation in the ODA stakeholder fora (HSE is represented on two fora) should ensure we remain a key and influential player. It should also help us to work effectively with DCMS and other regulators.

Consultation

13. Internal consultation has been effectively achieved via the HSE Olympics Coordinating Group. We have also invited representatives from the Local Authorities and ORR to join us, as members of this group since we recognise that there will be issues of demarcation and shared responsibility for application of the HSWA that will need to be addressed during the lifetime of the Olympics. HSE is also working closely with ODA to ensure that their aspirations are translated into action.

Presentation

14. There is already press interest in the work and any risks from it to local residents. Given the media interest any health and safety problems, however manageable, will be magnified by the profile of the games and could quickly become a national media story – characterising HSE as either over-zealous killjoys or toothless / under-resourced watchdogs. We are, therefore, working with Communications Directorate to develop an overall communications strategy and linked to our sensible H&S messages.

Costs and Benefits

15. The main costs and benefits to HSE are reputational with government and the public. It is, therefore, important that we are seen as an enabler, ensuring safe and successful games. Being seen as a hindrance could severely damage our reputation.

Financial/Resource Implications for HSE

16. No additional resources are likely to be required in 2006/7, but the additional demands⁴ on the construction teams could be substantial, with some projections indicating a 30-50% increase in construction in the South East over the next few years.

⁴ The additional construction workload arising from the Olympics is expected to be around £2 to £2.8 billion, to be delivered between 2007 and 2012. This will add around 1.5 to 2.5 per cent to workload in London and the South East. (To put this in context the Channel Tunnel Rail Link will have cost £3.5 billion, and Heathrow's Terminal 5 £4.5 billion.) The Olympics will also trigger other work, eg improvements to infrastructure and developments of hotels and shops to take advantage of the influx of tourists.

There are also a number of other big projects under discussion, including CrossRail (£10 - 15 billion), the development of the Thames Gateway (lasting until 2016 and costing £6 billion), Thameslink (£3 billion) and

17. Similarly FOD London has provided resource for the secretariat and research functions to support the HSE Co-ordinating Group.

Environmental Implications

18. The London Games are committed to being sustainable and waste free.

Other Implications

19. As stated previously there may be significant implications for our reputation if we are not seen to be approaching the work in a co-operative way, aligning our approach with other regulators. There are also significant implications for partnership working, particularly during the preparation and the games themselves when most of the responsibility would probably fall to the various Local Authorities – at least as the Enforcing Authorities Regulations currently stand.

20. The Coordinating Group intends to consult with the FOD pilot project on joint warranting, determining the extent to which such initiatives may be applicable to our work on the Olympics.

21. Civil contingencies and security issues remain a key area and we are consulting with Graham Henderson's team on Civil Contingency issues how best to take this forward. DCMS is co-ordinating the government response which further emphasises the need to engage with them regarding our work.

Action

22. The Commission is requested to note the background information and progress made to date on stakeholder engagement.

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several other projects costing about £1.5 billion each, including the M25 widening, London Bridge Tower, the Elephant and Castle, White City and Victoria redevelopment proposals.

Annex 1

HSE Olympic Games Coordinating Group

Terms of reference and membership.

The HSE Olympic Games Coordinating Group will oversee and coordinate HSE's contribution to delivering safe and successful games. Its principal aims are to:

- identify and coordinate HSE's total contribution and any resource or other implications;
- ensure that HSE's approach is coherent and consistent and in accordance with best regulatory practice;
- identify and maintain links with appropriate stakeholders;
- map other regulators then ensure a collaborative and coordinated approach and, in particular, with local authorities;
- keep under review the relevance of our policy and expertise on public safety issues;
- review the relevance of key extant guidance and make proposals for change as appropriate;
- to keep the Board informed of progress, risks to delivery and reputation and the need for internal and external communications.

The group to comprise representatives from:

FOD London

Construction Division

HID

ORR

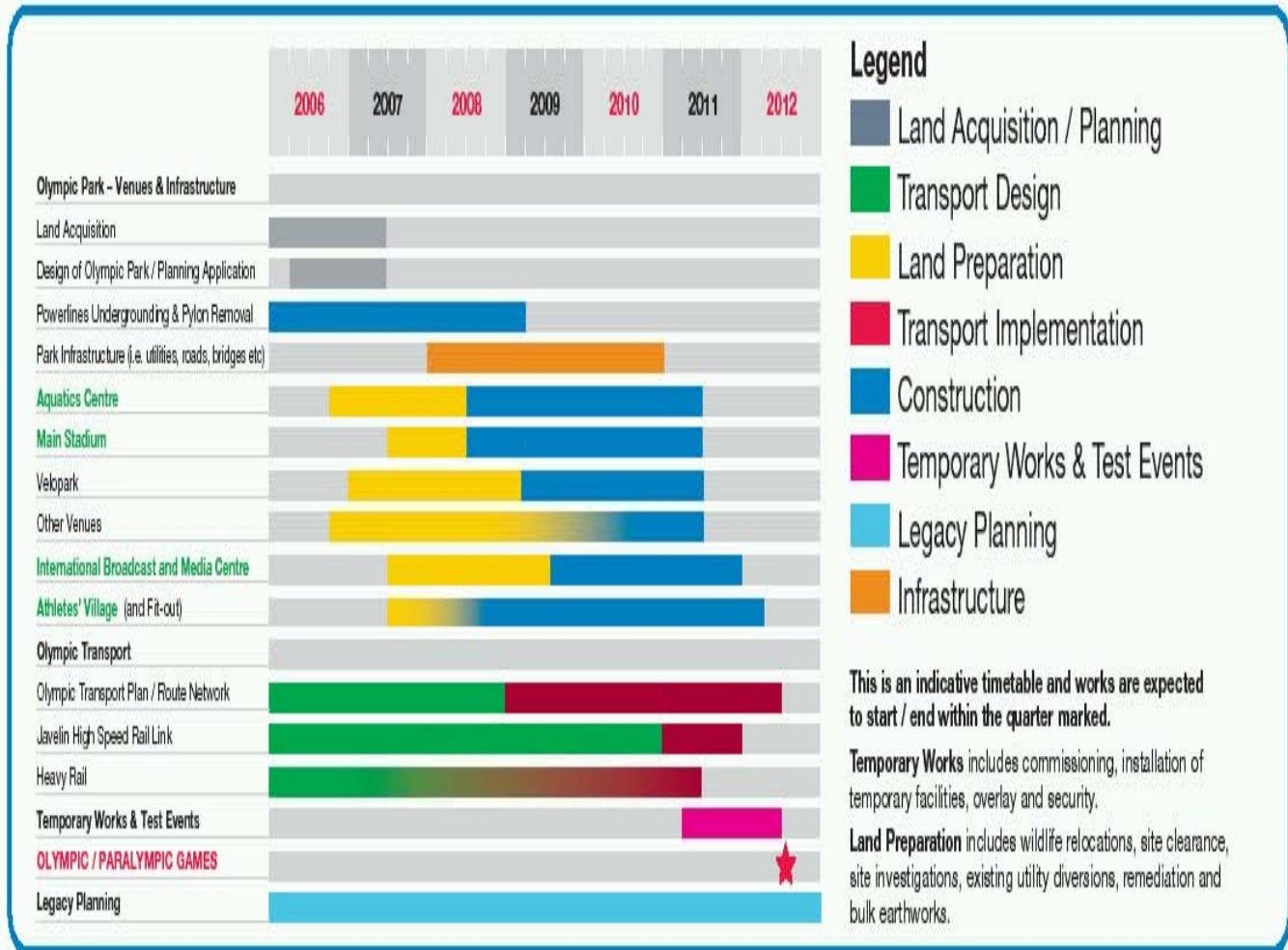
Communications Directorate

Local Authorities

Any other HSE staff whose attendance might from time to time be relevant.

Annex 2

Olympic Park Delivery Programme



ODA Programme for London Olympics 2012

Strategic Forum for Construction 2012 Construction Commitments

2012
CONSTRUCTION
COMMITMENTS

PROCUREMENT & INTEGRATION

A successful procurement policy requires ethical sourcing, enables best value to be achieved and encourages the early involvement of the supply chain. An integrated project team works together to achieve the best possible solution in terms of design, buildability, environmental performance and sustainable development

- Procurement decisions will be transparent, made on best value rather than lower cost, use evaluation criteria and where appropriate, specialist advisors, whilst encouraging the contribution of smaller organisations
- All members of the construction team will be identified and involved at an early stage, particularly during the design process, and encouraged to work collaboratively
- Supply chain partners will be required to demonstrate their competency, their commitment to integrated working, innovation, sustainability and to a culture of trust and transparency
- To ensure effective and equitable cashflow for all those involved, all contracts will incorporate fair payment practices, such as payment periods of 30 days, no unfair withholding of retentions, project bank accounts, where practicable and cost effective, and will include mechanisms to encourage defects free construction
- The duties of each project team member will be identified and shared at the outset of the project and appropriate insurance policies, such as project insurance, put in place
- Risks will be clearly identified, financially quantified and allocated in line with each party's ownership and ability to manage the risk
- All contracts will have an informal and non-confrontational mechanism to manage out disputes
- The employment practices of all organisations, including sub-contractors and the self-employed, will be scrutinised by the client and the supply chain to avoid abuses

COMMITMENT TO PEOPLE

Valuing people leads to a more productive and engaged workforce, facilitates recruitment and retention of staff and engages local communities positively in construction projects

- Local employment projects and local training initiatives will be utilised in order to create sustainable communities
- Local communities will be fully involved and engaged from the outset of all projects
- Training and development will be offered to all staff, including the client, to meet individual, project and company needs
- Opportunities for apprenticeships and work experience will be offered
- A policy of equal opportunities will be adopted to encourage a diverse workforce
- Project specific agreements will be established between unions and employers to encourage better employment practices, including training as well as health and safety
- Construction sites will be clean, tidy and provide good quality facilities, including catering, appropriate to the diverse needs of the workforce
- Sites will be run considerately without causing nuisance to local communities

CLIENT LEADERSHIP

Client leadership is vital to the success of any project and enables the construction industry to perform at its best

- The client structure and responsibilities will be clearly identified and adequately resourced to ensure continuity in leadership for the duration of the project
- There will be client commitment to best practice guidelines and engendering cooperation with all organisations involved in the project
- A clearly expressed and well researched vision and business case for the construction of the 2012 Games will be developed by the client
- A detailed brief with clear financial objectives, programme and definition of what is meant by success will be developed by the client before the design stage for all projects and this will be shared at the outset with all those involved
- The client will champion best practice in design, teamworking, innovation, health and safety, and sustainability, and demand an appropriately trained and qualified workforce
- A clear, collaborative and flexible procurement policy will be developed by the client, together with a clearly expressed industrial relations' framework
- The client will work within the project team from the outset of the project to identify and manage project risks
- Projects will be properly commissioned before handover and subsequently tested before the Games commence

SUSTAINABILITY

Sustainability lies at the heart of the delivery of the Games. A sustainable approach will bring full and lasting environmental, social and economic benefits through regeneration and legacy (see also Commitment to People)

- The projects will be designed in accordance with the London 2012 concept of a "One Planet Olympics"
- An overarching Sustainable Development Strategy will be developed with relevant stakeholders
- Each project will develop a specific Sustainability Action Plan which will address environmental, social and economic aspects, and aim to exceed the highest levels within relevant standards and include all aspects of the supply chain
- Targets, including the business case, will be set within all contracts, and performance will be monitored and appraised regularly
- Projects will incorporate best practice approaches to resource use, waste minimisation, low-carbon performance, employment, training and community engagement
- Development plans will seek to enhance, create and protect the local natural environment
- Projects will actively aim to enhance the vitality and viability of local communities from the construction period through to the legacy

DESIGN QUALITY

The design should be creative, imaginative, sustainable and capable of meeting delivery objectives. Quality in design and construction utilising the best of modern methods will ensure that the Olympic sites meet the civic needs of all stakeholders, both functionally and architecturally, for 2012 and beyond

- The client will produce a clear brief before design commences
- Designers will be selected according to ability and quality, together with other criteria appropriate to the scale and complexity of the project
- Every opportunity will be taken to encourage visionary designs, including art and sculpture, and to provide opportunities for emerging designers and artists
- The design must suit the practical, functional and operational requirements of the Games and meet both the client's and users' needs for 2012 and beyond, to ensure that whole-life value is delivered by addressing buildability, maintainability and usability, whilst driving health and safety throughout. Where appropriate it must also facilitate dismantling and re-erection
- Project briefs will specify performance criteria to encourage innovation in order to deliver cost-effective solutions, taking advantage of opportunities for standardisation, prefabrication, off-site manufacture and adopting modern logistics principles
- The design will be tested using 3rd party design reviews and other tools for assessing design quality
- IT-based collaborative tools and communication technologies will be exploited

HEALTH & SAFETY

Health and safety is integral to the success of any project, from design and construction to subsequent operation and maintenance

- All designs will address health and safety issues and all projects will have a risk register
- 2012 construction projects will aspire to be injury and incident-free
- Every project will have a strategy to deal with occupational health and provide full-time qualified medical staff on site
- All health and safety risks, including those relating to occupational health, will be assessed, managed, action taken and communicated from inception to design
- Companies will sign up to and implement the Strategic Forum Health and Safety Code
- All professional and site staff will hold Construction Skills Certification Scheme (CSCS) cards or equivalent