

<b>Health and Safety Executive Board Paper</b>		<b>HSE/04/006</b>	
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<b>Exemptions:</b>	None		

## **HEALTH AND SAFETY EXECUTIVE**

### **The HSE Board**

#### **Progress with the DIAS Review**

#### **A Paper by Heather Bolton**

#### **Adviser(s): Kären Clayton**

**Cleared by Vivienne Dews on 22 January 2004**

#### **Issue**

1. Update on progress with the DIAS Review.

#### **Timing**

2. This is the first of the agreed Board quarterly Board updates. We have adopted a tabular format to report progress against the plan for the Review, focussing on key progress and difficulties and identifying the significant issues being addressed.

#### **Recommendation**

3. The Board are invited to:
  - Note progress;
  - Offer views on the future direction for the three main strands of HSE's communications activities:
    - Producing publications;
    - Publicity and promotions; and
    - Internet, intranet, and contact centre communications.

#### **Background**

4. Heather Bolton became Head of DIAS on 29/9/03 and Kären Clayton joined on 6/10/03. Draft Terms of Reference for the Review were developed and circulated to HSE Trade Unions and DIAS staff on 5/11/03 for comment. The final version, which HSE Trade Unions are content with, is attached at Annex 1.

5. The review, starting from first principles of identifying what services are required to support the new HSC strategy and how they might best be delivered, is being shaped by the emerging Communications Strategy.

6. The review has initially focused on three main strands of HSE's communications activities:

- Producing publications;
- Publicity and promotions; and
- Internet, intranet, and contact centre communications.

Those who work within DIAS and the new Communications Directorate will be fully involved in producing options for the future delivery of the communications activities of DIAS and the preparation of proposals for a corporate decision about future delivery arrangements.

7. The other services provided by DIAS e.g. HSE Information Services, Records Management, Reprographics, will also be examined to identify the most effective fit with HSE's changing organisation. (The Director of Communications assumed responsibility for Press Office on 5 January 04).

### **Progress**

8. Progress against plan is attached at Annex 2.

### **9. Consultation**

10. Shelagh Molloy, Colin Douglas.

### **Financial/Resource Implications for HSE**

11. The Review is being carried out within current DIAS resources.

## Background

The HSC's proposed new strategy for the health and safety system<sup>1</sup> aims to see health and safety as a cornerstone of a civilised society. Communications and reputation management will be major interventions in their own right and crucial in making the case that health and safety is an enabler, not a hindrance.

HSE is going through a Change Programme, including the Corporate Support Review. The business objective is to re-invigorate a steady or slightly deteriorating health and safety environment - by working with other stakeholders, by improving its ability to respond innovatively within a changing economy, and by achieving higher levels of respect and recognition of health and safety. These put a high price on HSE's continued reputation, flexibility and controlled risk-taking.

During discussions about the need for a new approach to HSE's Communications, it became clear to the Change Programme Board that to support a Director of Communications in taking forward the developing Communications Strategy, we needed to review our communications delivery arrangements (currently predominately in DIAS). We need to make fundamental changes in the way HSC/E as a whole communicates, both internally and externally, and to use communications activity as an intervention in improving health and safety; this goes well beyond the traditional role of DIAS.

The DIAS mission is "to help Directorates achieve their planned business objectives by *Adding value to communications and information* through a high quality, professional and expert information and advisory service, ensuring value for money and exercising control on behalf of the Executive." One of its key responsibilities is to fulfill the requirements of Section 11(2)(c) of the HSW Act 1974. DIAS is clearly endowed with a number of dedicated professionals. The challenge for HSE is creating the environment and culture in which this talent can deliver maximum value.

HSE has 4 main partner groups, inside and outside government. These are:

- a small number of statutory enforcement partners (e.g. Environment Agency and the Scottish Environment Protection Agency with whom HSE has joint responsibility on some major hazard issues);
- OGDs with whom HSE has joint interests (e.g. DEFRA on river and farming safety);
- the local authorities for whom HSE acts as statutory advisor and develops joint working arrangements where enforcement boundaries run close to each other;

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<sup>1</sup> A Strategy for Workplace Health and Safety in Great Britain to 2010 and beyond – HSC Consultative Document  
<http://www.hse.gov.uk/consult/condocs/strategycd.pdf>

- a substantial range of intermediaries - employer's federations, safety groups, trades unions, industry advisory committees - with whom HSE has common purpose and who are able to support HSE in 'getting the message across'.

The main risk - because of the importance of HSE maintaining its reputation - is that failure on the part of any partner is likely to reflect badly (whether justified or not) on the external perception of HSE. For this reason, stakeholder management failure has been drawn out as a key strategic risk.

Employees need information on hazards and standards, and need support in taking part-ownership of their health and safety system. Employers need guidance, and a proportionate response by HSE to their hazards. From a business point of view, they also need a level, competitive playing field. Ultimately both employers and employees need a service responsive to their needs rather than an environment in which they respond to 'uninvited' intervention. Emergence of new hazards (such as stress) implies the nature of the service needed will be ever changing.

### **Purpose**

To contribute to improving HSE's risk management arrangements for maintaining its reputation.<sup>2 3</sup>

To conduct a review of the delivery arrangements for the following DIAS key communications activities:

- Publications
- Publicity and promotions
- Internet, intranet, and contact centre communications,

and to produce options for a corporate decision about future delivery arrangements (in anticipation of the developing Communications Strategy, and the specification of the Communications Director role).

To review whether any of DIAS' current responsibilities might be best managed elsewhere and to propose alternative management arrangements for those DIAS activities that are not core communications.

To support D/DIAS in delivering changes in the communications arrangements in line with the corporate decisions taken.

### **Scope**

The DIAS review will start from the first principles of what services are required to support the new HSC strategy and Communications Strategy and

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<sup>2</sup> (draft Internal Audit of Publishing - June 2003 – final draft is awaited.

<sup>3</sup> BRM – Risk 11 – Poor public image – entry is inadequate. Largely based on a superficial look at Press activity. Measurement of risk is inaccurate.

how they might best be delivered. It will be shaped by the developing Communications Strategy to deliver changes in the communications arrangements in line with the corporate decisions taken.

There will be close liaison with the newly appointed Director of Communications - whose purpose is to give strategic direction to the communications activity of both the Commission and HSE - and to develop the framework within which our communications can be continuously improved.

The review will be done within DIAS ensuring that all who work there are fully involved in producing options for the future delivery of the communications activities of DIAS. It will initially focus on the delivery arrangements for the three main strands of HSE's communications activities:

- **Producing publications;**
- **Publicity and promotions; and**
- **Internet, intranet, and contact centre communications,**

and the preparation of proposals for a corporate decision about future delivery mechanisms, including identifying any potential renegotiation of existing support contracts for DIAS, and who will manage these. It will also consider how D/Ds interact with DIAS and how they can work better together. The other services provided by DIAS e.g. HSE Information Services, Records Management, Reprographics, will also be examined to identify the most effective fit with HSE's changing organisation. (It is assumed that a new Director of Communications would want personally to lead any assessment of Press Office).

### **Methodology**

The review will take regard of priorities and service standards specified by the Communications Director and draw on information from:

- i. Previous work in this area internal to HSE;
- ii. Relevant external work and comparators;
- iii. DIAS staff
- iv. Relevant staff across HSE Divisions and Directorates;
- v. Appropriate internal audit reports;
- vi. Relevant internal management information (e.g. planning and finance data, resource data);
- vii. Benchmarking with appropriate partners.

The review team will gather information on how DIAS operates and the services it provides through meetings, discussions, and interviews with DIAS staff. Staff will be encouraged to share views, concerns and ideas about the review through regular 'open forum' meetings, and will be kept informed on progress with the review through ad hoc briefings. An intranet community of interest will also be established to share information on the review and to provide a group discussion forum.

The review team will regularly consult and negotiate with HSE Trade Unions.

### **Links and Dependencies**

Include:

HSC '*Strategy for Workplace Health and Safety in Great Britain to 2010 and beyond*' and SID

Communications Steering Group – Publications review and Pause; emerging communications strategy.

PSP survey on the strategy - commissioned by SID

Communications Strategy and Change Programme – Shelagh Molloy

Star Alliance/Radical work:

- *Review of communications within HSE – The role of the Directorate of Information and Advisory Services (DIAS).*
- *Benchmarking Communications: Best Practice in Public and Private Sector Organisations*
- *Communications Audit* – ongoing work by Peter Rimmer
- Support for European and International Initiatives - ongoing work by Peter Rimmer

Research by Greenstreet Berman Ltd – *Identification of Industry Sectors in which employers perceive their business operates*

Corporate Support review (2003)  
([http://intranet/management/hse\\_board/2003/papers/b064.pdf](http://intranet/management/hse_board/2003/papers/b064.pdf))

Corporate services review (2002)

Information Services User Survey – Sandie Brown

HSE FOI Implementation Group – Publishing policy – Sandie Brown

HSC/E Policy on Communicating with Ethnic Minorities

Central Office of Information (COI) briefing pack, presentation and guidance, on communicating with ethnic minorities

Communications Director (on appointment)

H&S Management in Small Businesses – How might HSE select and publish examples of good practice – Atkins Process – October 2003-10-30

Phillis Review – Interim Report 27 August 03

Efficiency Review: releasing resources to the frontline – Gershon Review  
OGC

HD 3Rs programme: right information to the right people in the right way

RR093 - Effective design of workplace risk communications

**Timing**

We expect these tasks to be completed in about 18 months - 6 months for assessment, review and agreement of the approach and up to 12 months for delivery of the transformation. See attached Gantt chart.

**Project team & responsibilities**

Heather Bolton - D/DIAS - leading the review

Kären Clayton - full time Review Team member

Andy Harrison – part time Review Team Member

**Resources**

0.2 x Band 1; 1 x Full time Band 2; 0.3 Band 4.

**Key risks**

The key risks to the success of the project are:

<b><u>Risk</u></b>	<b><u>Likelihood</u></b>	<b><u>Consequence</u></b>	<b><u>Risk Management</u></b>
B1 or B2 project resource becomes unavailable.	Medium	Project Team may have to be replaced	Commitment to some flexibility from team at outset.
HSE fails to recognise need for new processes, procedure, relationships	Medium	Proposed alternative management arrangements for those DIAS activities that are not core communications not accepted across HSE	Commitment from DDs to be gained through effective consultation.
Lack of sufficient resource to complete tasks.	Low	Extend completion date for work beyond 6 months for phase 1 and beyond 18 months for phase 2.	Clarify resource needs through effective resource planning.
De-motivation of DIAS Staff leading to fall in outputs	High	Reduced efficiency of the team, which may prejudice timescales and quality.	Good communications and high level of consultation and involvement of staff will minimise uncertainty and disruption.
Findings of the review are not accurate	Low	Badly informed decisions being made	High level of DIAS staff input and involvement to the Review to ensure factually accurate information is gathered.

## **Quality Assurance**

The work of the review team members will be controlled through normal line management arrangements and through close contact to ensure that the work goes to plan and issues and changed circumstances are dealt with in a controlled way

DIAS staff will be kept informed on progress, and consulted, through regular communications<sup>4</sup> e.g. through informal email notes; ad hoc meetings; open fora and the use of an intranet community.

The consultation arrangements within HSE and externally will be determined as appropriate to the nature and subject.

HSE senior managers will be kept informed via formal papers and memos and will be consulted when necessary.

## **Approval**

Vivienne Dews (H/RPD) will approve the activity plan for the review. RPD Senior management approval will also be sought where significant changes to DIAS organisational structure or processes are proposed. Approval will be sought from the HSE Board and Communications Director where changes are proposed to HSE communications processes.

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<sup>4</sup> Draft Communications Plan prepared 21 November 2003

REVIEW PLAN

Annex 1

Activity	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
<b>1. Information Gathering and Analysis</b>																		
Agree TOR and publicise																		
Identify and consult relevant interested parties (internal and external stakeholders) for their views																		
Identify success criteria for evaluation																		
Identify any relevant HSE research/surveys																		
Identify potential benchmarking partners																		
Collect management information																		
Undertake initial analysis																		

REVIEW PLAN

Activity	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	
<p><b><u>2. Development of Proposals</u></b></p> <p>Gather further information, including from benchmarking</p> <p>Consult Communication Director</p> <p>Undertake further analysis and develop options</p> <p>Identify and discuss, with DIAS staff and others in HSE, all the options available. Reach broad agreement on the way forward</p> <p>Consult interested parties in HSE and outside organisations to ensure that the proposals developed are acceptable.</p> <p>Seek senior managers' approval of the outline proposals.</p>																			
<p><b><u>3. Prepare Detailed Proposals</u></b></p> <p>Identify the actions/tasks needed to implement the proposals</p> <p>Agree actions/tasks, schedule, organisation etc with senior managers</p> <p>Identify and seek senior managers' approval to approach to evaluation of the proposals from the review</p>																			

REVIEW PLAN

Annex 1

<b>Activity</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>Jan</b>	<b>Feb</b>	<b>March</b>	<b>April</b>	<b>May</b>	<b>June</b>	<b>July</b>	<b>Aug</b>	<b>Sept</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>
<b>4. Implementation</b>																		
Implement proposals																		
<b>5. Evaluation</b>																		
Evaluate the planning and management of the review against what actually happened																		
Prepare paper to feedback the findings																		
Evaluate the outputs from the project and lessons learned																		
Prepare a short paper to feedback the findings and lessons learned to senior managers																		
Evaluation of success or otherwise against success criteria identified at Activity 1.																		

PLAN	PROGRESS
Agree TOR and publicise	Issued on 5/11/04 to HSE TUs and DIAS staff. Comments received from HSE TUs on 22/12/04. Final version published mid January 04.
Identify and consult relevant interested parties (internal and external stakeholders) for their views.	<p>A stakeholder analysis has been commenced and this will be used to identify and record how the Review team will communicate with each group or individual.</p> <ul style="list-style-type: none"> <li>• DIAS staff are feeling very concerned. Pockets of staff across DIAS are feeling more vulnerable than most (e.g. the publications team – for obvious reasons). There is also still a residue of concern about the manner of Peter Rimmer’s departure;</li> <li>• The publications moratorium added to staff concerns and DIAS has had to deal with a great deal of grumbling and criticism from across the organization;</li> <li>• There is a deep suspicion that there is already a fixed agenda for the Review, set by HSE’s top management;</li> <li>• There was a great deal of concern about the two bullet points in the first draft HSC strategy consultation document that referred to communications issues;</li> </ul> <p>We are managing the issues and taking the review forward via:</p> <ul style="list-style-type: none"> <li>• Consulting all DIAS staff and HSE Trade Unions on the draft terms of reference and outline plan for the review;</li> <li>• Meeting teams to learn more about the detail of how each Section works; getting to know the business and gathering information from various previous studies and reviews of DIAS’ services;</li> <li>• Meetings with DIAS2 (publications) staff to discuss their deep concerns arising from the publications moratorium and about the draft HSC Strategy;</li> <li>• Meetings and other contacts with the TU Secretary to keep her informed of what we are doing;</li> </ul>

PLAN	PROGRESS
Identify and consult relevant interested parties (internal and external stakeholders) for their views (Contd.)	<ul style="list-style-type: none"> <li>• Establishing a Community of Interest Group on the intranet;</li> <li>• Holding regular 'open forum' meetings every 4 - 6 weeks with small numbers of staff to hear their views. The first two of these, held on 6 November and 17 December, provided an opportunity for a small number of staff to meet informally to discuss the Review, ask questions, share thoughts and concerns. Most of the meetings will be in Bootle, but we also aim to hold appropriate meetings in London and Sheffield.</li> <li>• A DIAS Living the Values event on 13 November was successful in producing a huge number of ideas, comments and questions. The range of issues covered was impressive and a demonstration of the positive, enthusiastic attitude of those who attended. Three common themes emerged; <ul style="list-style-type: none"> <li>○ Improving our knowledge of who does what and who knows what in DIAS. This includes sharing information more effectively; and also working more closely</li> <li>○ Improving communications within DIAS; ensuring management cascade appropriate information and that mechanisms are in place to provide feedback up and down the line;</li> <li>○ Developing improved relationships with other Directorates together with a better knowledge of their business; and also finding ways for D/Ds to gain a better understanding of DIAS.</li> </ul> </li> <li>• A whole-day meeting with DIAS Band 2 managers on 20 November to share ideas about taking the review forward;</li> <li>• Establishing regular “keep in touch” meetings with Communications Directorate (Colin Douglas and Shelagh Molloy) to ensure we stay in touch with developments on the Communications Review and developing Communications Strategy.</li> </ul>
Identify Success Criteria for evaluation	Appropriate success criteria will be developed in consultation with key stakeholders.

PLAN	PROGRESS
Identify any relevant HSE research/surveys	<p>Relevant documents have been identified and are being reviewed for salient points and issues.</p> <p>We are keeping a watching brief on progress with:</p> <ul style="list-style-type: none"> <li>• Efficiency Review: Releasing Resources to the Frontline – Peter Gershon</li> <li>• Government Communications Review –Phillis</li> </ul>
Identify potential benchmarking partners	<p>Initial contact has been made with GICS, Forestry Commission, DVLA and DWP. Further suitable partners will be identified.</p>
Collect management information	Financial and staffing information gathered
Undertake initial analysis	Initial analysis of information commenced
Consult Communications Director	<p>Initial contact made with Colin Douglas, who will visit DIAS Bootle on 12 and 20 January 2004. The review will need to link effectively with CD work on finalising the Communications Strategy, and other work including an audit of Internal communications, and a review of HSC/E image/brand.</p>
Undertake further analysis and develop options	<p>The current DIAS business falls into six broad categories;</p> <ul style="list-style-type: none"> <li>• Publishing (external)</li> <li>• Publicity (external)</li> <li>• Web communications (external and internal)</li> </ul>

PLAN	PROGRESS
	<ul style="list-style-type: none"> <li>• New media and product development (external and internal)</li> <li>• Information services (mainly internal)</li> <li>• Records Management (internal)</li> </ul> <p>DIAS is currently organised in four B2-led sections and one B2 personal performer. The Sections largely work independently of each other and are driven by the individual demands of policy and operational directorates on the one hand, and by external demand on the other. This results in a somewhat confusing organisational structure with several entry points into DIAS for customers to request work, and an inconsistent approach in fulfilling demands. The level and intensity of work has led to a focus on the day-to-day detail of projects rather than the overall strategy.</p> <p>The main area for improvement is better integration through a more coordinated planning system that considers bids for resource in the context of HSE corporate objectives i.e. strategic and priority programmes etc. The Communications Director will ultimately assume “customer” responsibility for the provision of communications products and services to HSE as a whole, with DIAS as a principal (though not necessarily exclusive) provider.</p> <p>A small working group has begun to review the current structure of DIAS, together with the ways in which demands are placed on our resources, with a view to improving cross-DIAS working. The group is considering whether some changes to our organisational structure are necessary in advance of any proposals or conclusions from the DIAS Review and a pilot of some new ways of working has just begun.</p> <p>The following progress has been made in reviewing the business functions:</p>

PLAN	PROGRESS
	<p><b>i, ii &amp; iii) Publishing, publicity and web communications</b></p> <p>We are proceeding with an analysis of the work in these areas. Some business analysis expertise from CMG is being sought to help the process. This should be in place by end January/early February. We are working with BEU to produce a detailed plan of how to tackle the required business improvements. We are holding an event for the DIAS B2s and B3s at the end of January to address some of the challenges arising from the Review.</p> <p>DIAS' current income is some £6m each year, mainly from the sale of priced publications, but also from HSE Direct subscriptions and royalties payable by others using HSE materials. As DIAS spends in excess of £100k each year to earn income, a Memorandum Trading Account is required to be produced annually. HM Treasury rules and guidance arising from HSE's last quinquennial review provides the basis for identifying the publications to be charged for and DIAS' overall pricing policy. DIAS has detailed financial and stock record management systems in place to support the production of the MTA. It follows that any decision to change HSE's policy on priced publications will have an impact on HSE's financial position. Up to 50% of DIAS' programme budget is committed through current contracts.</p> <p><b>iv) Forms Unit</b></p> <p>This is a small team of 3 people whose work is overseen by the Forms Project Board, chaired jointly between DIAS and BEU. The direction of the work has changed over the last couple of years and is now largely focussed on developing electronic form usage and increasing the interactive capabilities of forms on the intranet. A proposal to transfer the work to BEU is being considered.</p>

PLAN	PROGRESS
	<p><b>v &amp; vi) Information Services and Records Management</b></p> <p>This is the work of DIAS 4. There are some small functions for which a better location has already been, or soon will be identified:</p> <ul style="list-style-type: none"> <li>• The duty officer out of hours system is moving to the Secretariat in Rose Court from April 04;</li> <li>• The Sheffield Information Centre closed to the public in November 03 and will be transferred to HSL Buxton in October 04.</li> </ul> <p>Around 2 years ago, at the time of the Corporate Services Review, a decision was taken to pull RPD services out of Sheffield and into Bootle. Since then, BSD in particular have been moving work into Bootle although the DIAS response has been much slower. We are intending to produce a plan for moving the remaining Information and web services into Bootle. This will be discussed with Personnel Division, HSE Trade Unions and the staff affected over the next few weeks to agree how to take the plan forward, and over what timescale.</p> <p>We intend producing an options paper for the March Board meeting to address the future of Information Services and Records Management.</p>