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**HEALTH AND SAFETY EXECUTIVE**  
**The HSE Board**  
**Communications: Spend and Income for 2007/8**

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**on 28 November 2006**

**Issue**

1. Indicative allocations for Communications for 2007/8 and CDS income forecasts and proposals.

**Timing**

2. Immediate. A steer is required from the Board to inform the development of communications plans and on the proposed commercial actions to achieve income targets in 2007/8.

**Recommendation**

3. The Board to:
- i) agree or amend proposed indicative allocations in the Table on pages 5 – 7;
  - ii) approve the proposed commercial approach to generating income, including proposals for new commercial products (see paragraphs 11 and 12, and Annex 3) including:
    - allowing CDS to re-use HSE information already in the public domain;
    - resourcing support (in defining content and quality control) for technical guidance, with authoring outsourced;
    - more HSE ownership of partnership publications;
    - agree that HSL's services should be promoted through HSE's website so that they can contribute to health and safety improvement and generate income;

**Background**

4. The Communications budget has been set at £8.67m for 2007/8. Programmes and Directorates have been asked to prepare communications plans – with deliverables - by mid-January so that demands on the budget can be determined with advice from communications teams, with enough precision to allow CDS to plan delivery schedules and workloads for the year. It may, however, be necessary to reduce communications spend in order to ensure HSE remains within budget. Firm commitments for major activities will not be made without checking the latest financial position. A Board decision on major projects over £200k will be needed before any commitment is made. The forward programme will be brought to the Board at intervals to review affordability.

5. Fit 3 communications planning is well underway. High-level communications planning on Major Hazards is also in hand. Other parts of the organisation have been asked for communication plans to the mid-January timescale.

## Allocations

6. The proposed allocations in the Table below reflect discussions with Fit3 on the broad scale and balance of communications activity across the Strategic Programme. When detailed plans are available there will be scope for some reallocation within the Programme, but the Board are invited to agree meanwhile that the overall balance between Fit3 and other programmes is about right, at 65% of total communications budget.

7. The Communications Programme Board agreed the following set of criteria for selecting major campaigns from bids:

- potential contribution to HSE objectives as identified in the Intervention Logic Model;
- feedback and evaluation from previous activity;
- sustain campaign messages over several years for impact;
- explore proposition with which to appeal to small business and public sector;
- capacity of programme team to coordinate and deliver multi-intervention approach;

Some members of the Communications Board were however concerned about the limited evidence base for what is a very significant spend. Evaluation of past spend has generally focused on awareness raising and it is difficult to assess how far campaigns change behaviours. The Board may wish to discuss this in the light of the Chief Scientist's paper on evaluation being presented to the same meeting.

8. The main areas for national campaigns (costs in Table below; timetabling and detail in Annex 1 and 2 respectively) discussed with Fit3 are:

- Backs – campaign aimed at the working population vulnerable to back pain. Campaign messages have yet to be determined but the wide spread of the target makes an advertising element very likely.
- Workplace Transport (Vehicles at Work) – campaign aimed at site owners and managers will incorporate Falls and Watch Your Step messages. Campaign messages and precise target audiences have yet to be agreed and will define activities. There is no presumption at this stage that national advertising will be involved.
- Construction activity to build cultural change around CDM change agenda and continuation of Working Well Together activity for small firms
- Disease Reduction Programme skin and asthma campaigns in catering and 7 other sectors, and on asbestos.

9. Apart from two big campaigns this will mean most of the money is spread across a range of small activities. When the new FIT3 spend is taken into account it will be a substantial campaign load on our audience. As plans are delivered we shall need to consider the scope for reducing the multiplicity of messages, for further streamlining, for turning some proposed 'campaigns' into information initiatives and generally for concentrating resource on fewer areas.

10. Other programme needs are difficult to assess ahead of plans but available evidence suggest an increasing need for funding over 2005/6 budgets in:

- Major Hazard Strategic Programme – new allowance for cross cutting communications
- NSD – new build public engagement programme
- FOD regional spend on stakeholder engagement (assumes 'Fine Tuning' conclusions shift balance somewhat towards more locally driven activity)
- Web developments

and amounts broadly in line with or reduced against 2005/6 budgets for:

- Other Corporate communications (including reduced sum for non-priced publications)

Major areas of uncertainty include:

- Likely level of industry support for NSD public engagement
- Needs arising from Jonathan Rees' SMEs advice and information project

As needs here become clearer we shall need to revisit indicative allocations early in the New Year.

### **Income generation**

11. The Board had previously agreed to making all information freely available. But in view of current resource pressures Geoffrey Podger recently proposed to the Commission that we should not go ahead with this for the time being. A CDS paper at Annex 3 provides income forecasts and assumptions for 2006/7 and 2007/8. The Annex outlines the actions CDS are currently taking to maximise income in the current year and forecasts (Table in para 6 of the Annex) that income could reduce by some £1 millions in 2007/08. The Annex also outlines CDS proposals to bridge the shortfall by exploiting commercial opportunities that align with HSE's priorities, to achieve business objectives. In the current year, marketing and sales initiatives have largely centred on the sale of existing publications and promoting two new high volume publications. HSE campaigns provide new opportunities for generating income but there has been reluctance on the part of Sectors and Programme teams to agree the re-use of existing public domain campaign materials and web content in order to produce value added priced products such as posters and DVDs, which would open up new markets and help generate wider sales of HSE's current publications. The strategy is to focus income generation wherever possible on publications and other products associated with initiatives already in train, which can be produced on a low cost, low staff input basis.

12. The Board will wish to consider if action should be taken to increase income, or if we should instead plan to reduce Communications or other spends to cover the shortfall. CDS and HSL are starting to work closely together on commercial arrangements that are of mutual benefit in generating income. CDS seeks the Board support for the following: (see Annex 3 para 11 for full details):

- Re-using material already in the public domain – teams have been resistant. If this reflects a reluctance to see available information charged for, they need to understand the need for HSE to achieve its income targets, and how the material will be re-used; if the concern is about out of date information, it should not be on the web.
- Enabling HSL to promote its services through selected HSE web pages;
- Commissioning new priced publications that meet customer needs as well as HSE's priorities. CDS propose commissioning between 3 to 5 new publications each year, which will require some policy/operational staff time to be applied in agreeing the scope and broad content of the publication and then quality assuring the final version. The technical authoring will be outsourced. The Publication Clearance Process would apply to CDS commissioned publications. On average it is anticipated that the policy/operational input would be some 15 days at Band 2/3 for each publication.
- Support HSE ownership of 'partnership' publications to protect HSE's income; and consult CDS on all partnership arrangements involving priced guidance.

### **Consultation**

13. Fit3, Major Hazards, FOD, PEFD, Construction, HSL.

## **Presentation**

14. Communications Directorate Account Managers will confirm indicative allocations with programme teams after the Board meeting. We shall need to emphasise – as ever – that these are not budgets. Many teams still confuse indicative allocations for planning purposes (which they tend to see as ‘their’ money) with firm budgets. Once plans have been received and assessed, Communications Directorate will propose final allocations to the Communications Programme Board at their February meeting unless plans indicate a need for a significant reallocation. If so, we shall resubmit proposed allocations to the Board.

## **Costs and Benefits**

15. To bridge the potential income shortfall the CDS proposals for income generation largely rely on re-using existing material and protecting HSE’s financial interests where partnership publications are concerned. The new publications proposed would have to be agreed by the relevant Board member before commencement.

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

16. The additional staff time required from outside CDS in agreeing the scope of up to 5 new publications and quality assuring externally produced content, assuming 15 days each at Band 2/3 level will be approx £20K.

17. Any shortfall in income would have to be met by a corresponding budget reduction elsewhere across HSE.

## **Environmental Implications**

18. None

## **Other Implications**

19. None

## **Action**

20. Board to agree indicative allocations for Programme Communications; and proposed approach to generating income from communications products

**Table**  
**Proposed indicative allocations to programmes/directorates for 2007/8**

<i>Programme</i>	<i>Activity</i>	<i>Rationale</i>	<i>Indicative allocation £000s</i>
<b>Fit 3</b>			
<b>Construction</b>	Supply chain initiatives	Stakeholder engagement events and guidance	8
	SME engagement	A multi- component campaign in its 5 <sup>th</sup> year engaging SMEs with partners Driving behavioural/ cultural change – launch, events, materials, web development, publication review	150
	Promoting CDM	Driving/behavioural/cultural change – launch, events, materials, web development, publications review	250
	Behavioural H&S (inc migrant workers) and Worker Engagement	Work to identify aspects of successful organisations	40
	Falls – WAH and S&T	Partnership events and Watch Your Step materials for supervisors/safety reps	22
	Occupational Health	Roadshows and other events	27
<b>Agriculture</b>	SHADs; Royal (Stoneleigh) Show		200
<b>Manufacturing</b>	Rollout of Waste & Recycling marketing campaign	Successful pilots developed from evidence based marketing strategy	50
<b>CACTUS Workplace Transport</b>		Campaign aimed at site owners/managers focusing on falls from vehicles, slips  540,000 workers at risk; 5 fatalities and 800 majors a year.	1500
<b>Falls</b>		Campaign via Workplace Transport	
<b>Slips &amp; Trips</b>	Events/materials for retail/hospitality/catering		30
<b>Noise &amp; Vibration</b>	Continuing stakeholder engagement with high risk industries		50
<b>Backs</b>	Campaign to sustain impact of earlier initiatives and add value to impact of inspection	Whole workforce at risk - 29m; 190,000 new cases in 2005/6. Target audience for campaign - 1m.  First campaign delivered awareness increases of 6% (employers) and 8% (employees).	2270
<b>Public sector/Stress</b>	Events and support to embed management standards in education, health, finance PSP promotion		420
<b>Development work</b>	Developing/embedding Health Work and Wellbeing agenda		100
<b>Disease</b>	Campaigns on skin	612,000 workers at risk in catering –	190

<b>Reduction</b>	disease in catering and 7 other sectors	42,000 (20%) premises target audience with 80,000 workers. 131,000 hairdressers at risk in 35,000 salons – 158 cases a year – all targeted	
	Repeat asbestos campaign	2m workers at risk are targeted - 4000 cases a year – campaign aims to prevent 6500 cases over 50 yrs	190
	Respiratory disease campaign/MVR initiative	23000 workers at risk. 17,400 in premises of non attenders at SHADs targeted	90
	Cancer campaign		30
<b>Managing sickness absence</b>	Promotion of sickness absence tool		50
<b>Fit3 Sub-total</b>			<b>5,666</b>
<b>Major Hazards</b>			
<b>Strategic Programme</b>		Land use planning/societal risk outcomes/stakeholder events	110
<b>NSD</b>	Major stakeholder engagement programme	Public engagement on newbuild – but industry may cover costs Industry summit Recruitment materials Annual Reports EIADR consultations	180
<b>HID</b>	Promoting safety culture – conference and follow up		160
<b>Major Hazards Sub-total</b>			<b>450</b>
<b>FOD &amp; Enforcement</b>		£15K per region in 2005/6 spent half way through year. The proposal allocates £25K per Region. Balance of centrally driven activity (via Programme Comms allocations) vs. local discretionary activity needs consideration. Extra funding (£105K) included for Scotland and Wales corporate events.	260
<b>LA Partnership</b>		Plans not yet available but support to partnership initiatives likely to be needed	100
<b>Policy inc Cross Cutting Division</b>	PR led initiatives; new guidance preparation (copywriter costs)	Few campaigns – director leadership, migrant workers; SMEs	100
<b>Corporate</b>			
<b>Awards</b>	Residual awards programme - BitC		30
<b>Corporate Events</b>	10 – 15 major conferences	Showcasing key HSE messages, programmes and campaigns – mostly corporate stakeholder events inc HSC events	200

<b>Publications</b>	Corporate, programme, campaign, topic specific material	Drive down reprints from HSE and LA distributions to contain costs; restrict new non priced publications to campaign materials	500
<b>GNN</b>	Maintain GNN contract at current level		750
<b>Web Development</b>	Major improvements with new web content management systems, overhauls, [what else]		400
<b>Stakeholder Engagement</b>	PA agency contract	Ongoing support with stakeholder engagement activity. This is half size of contract for 2006/7.	50
<b>Research programme</b>	Reduced MORI, MPs survey, corporate stakeholders, media coverage tracking studies  Testing high level corporate messaging	Provide management information for measuring impact of corporate communications  Continuation of social marketing research started in 2005 to explore health and work perceptions – if HWWB fund, we can reduce our contribution	170
<b>Total</b>			<b>8676</b>

Proposed Communications Campaigns for 2007/8

PROGRAMME	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MARCH
Stress												
Skin campaign in Catering												
Respiratory Disease in Motor Vehicle Repair												
Cancer												
Workplace Transport / Moving Goods Safely												
Backs												
CDM Regulations												

## Fit3 Comms campaigns in 2007-08

Fit3 Campaigns	Population at risk	Incidence rates etc	Target population reached by campaign
<b>Workplace Transport – “Falls from Vehicles”</b>	3 million employees work with or near vehicles, of which an estimated 540,000 workers are involved in loading/unloading operations and are therefore at risk from falling from a vehicle.	Directly due to falls from vehicles, there are 5 fatalities on average per year and 800 major injuries, many involving permanent disabilities. All this has an economic cost of £36.7m per year.	540,000 workers.
<b>Backs</b>	Whole of UK workforce (approx 29 million)	190,000 new cases of ill health due to MSD in 2005/06, and 9.5 million days lost, with the average time taken off work of 17.3 days. The cost to employers is between £594 million and £624 million per year.	1 million workers via a combination of media and field delivery, across a wide spectrum of sectors including pallet networks, road haulage companies, warehousing, Royal Mail, manufacturing and LA enforced areas.
<b>Skin Disease in catering</b>	Approx 612,000 workers (245,000 chefs and cooks and 367,000 kitchen and catering assistants)	12.8/100,000 workers, which is twice the all industry average; 33 per 100,000 in cooks and chefs; and 12 per 100,000 in kitchen and catering assistants.	42,000 premises (20% of all premises). Estimate 80,000 workers (13% of population at risk) will adopt and sustain good practices as a result.
<b>Skin Disease in hairdressing</b>	131,000 hairdressers (in 35,000 salons)	102 cases per 100,000, and 158 new cases of dermatitis reported per year. 70% of hairdressers suffer from some sort of skin disease, and up to 50% will develop contact dermatitis at some point in their career.	131,000 workers (focussing specifically though on those targeted by LAs in 2006-07).
<b>Asbestos</b>	2 million workers.	4,000 asbestos related cancer deaths each year in GB. Hope to prevent 6,500 occupational deaths from exposure over the next 50 yrs.	1.8 million maintenance workers, 200,000 painters & decorators, and also 100,000 duty holders.
<b>Respiratory Disease – Vehicle paint sprayers initiative</b>	23,000 workers.	227 per 100,000 (though the true number is probably higher since not all cases reach specialists and reporting is voluntary)	17,400 workers (in 5,800 premises that have not attended SHADS or been inspected). Estimate that 20% will adopt good practices. The remaining 5,600 workers at risk will be targeted through field inspection and SHADs.



## Update on HSE Charging Strategy and Commercial activities

### Issue

1. This Annex provides an update on progress arising from board paper HSE 05/06 Commission paper Misc 06/06 – Commercial Strategy for Priced Publications and provides income forecasts and assumptions for the current financial year and 2007/08.
2. The Annex also makes some proposals for new products and overall approaches to be taken in order to maximise income-generating opportunities, which requires approval by the HSE Board before being implemented.

### Background

#### *Making content freely available*

3. Due to the concern about the financial risk in making the content of HSE's priced publications freely available through the web, the launch of this service has been postponed to beyond the planning period.

#### *Actions being taken to maximise income in 2006/07*

4. On current assumptions and trends, **Table 1** below shows that CDS is likely to achieve an income figure for 2006/07 of around £3.8 millions. The table also shows the current income forecast for 2007/08. The current year's sales are largely being achieved on the back of sales from the Law Poster, Accident Book, priced packs providing bulk copies of non priced publications and selling the back catalogue (existing publications). Good sales are also being obtained from new publications such as the revised 'Essentials of Health and Safety' and 'Health and Safety in Construction'. Some potentially strong selling titles are due to come on stream late in 2006/07 covering 'Asbestos' and 'Warehousing' (assuming they are cleared by a Board/SCS member under the Publications Clearance Process agreed by the HSE Board). The bulk of the income from these products will be obtained in 2007/08.
5. In the current year, CDS are maximising income raising opportunities through a co-ordinated range of activities by our own in-house marketing team, promotions by the CDS HSE Books contractor Prologistics UK Ltd (Prolog), and promotions of particular publications on the HSE website. CDS have also refreshed and re-launched some current products such as the HSE Newsletter and Starter Pack. HSL and CDS have also met to discuss how each can use the others' services to reduce costs, introduce new products and cross-promote each other's products and services. Each are currently in the process of implementing the actions agreed. CDS are also examining how other intermediaries might be used to promote our publications, such as the HSAO networks, trade associations, Business Links and the Learning Skills Councils. Work is also in hand to develop and introduce a new e-commerce system by the middle of 2007/08. CDS constantly monitors HSE campaigns and activities to identify actions that can be taken to support the campaign or activity and generate income, by using existing HSE material and content. This approach is viewed by CDS as offering great potential to produce value added products at a low cost and minimal input by operational and policy staff. However, support from the HSE Board is required to maximise these opportunities (see para 11 below).

6. **Table 1**

**Forecast income for 2006/07 and 2007/08**

<b>Product</b>	<b>Forecast Income 06/07 £k</b>	<b>Forecast Income 07/08 £k</b>
Law poster	850	750
Accident Book	160	125
Sale of priced packs of non priced publications	500	500
Sale of Essentials of Health and Safety and HSG 150 H&S in Construction	280	140
Sale of back catalogue (existing titles)	1,990	1,000
New titles due to be published in Feb/March '06	20	180
New titles due to be published in 07/08	-	120
<b>Totals</b>	<b>3,800</b>	<b>2,815</b>

**Forecast income for 2007/08**

7. Of the three publications due to be introduced in 2007/08 there is just one (consolidated guidance on asbestos) will be a reasonable seller. New products are required if income targets are to be achieved and new customers attracted to us. The income from the sale of the back catalogue of existing titles is forecast to reduce by some £700k in 2007/08, as we fulfil the needs of our current customer base through the heavy promotion undertaken this year on these publications in order to maximise income in 2006/07. Sales of the Accident Book are forecast to reduce as there has been a greater tendency for purchasers to buy the bulk packs in the current year, which may give them more than a 12 month supply of the publication. This is forecast to reduce the number of repeat orders in 2007/08. We also expect sales of the Law Poster to start reducing, following a consultation document on reducing the regulatory burdens on business being placed on the HSE website, which offers as an option not making displaying the poster compulsory. Sales are forecast to be affected once it becomes generally known that this approach is being considered by HSE.

**Products required for 2007/08 and recommended actions to be taken**

8. The CDS approach to income generation is to support the overall HSE communications strategy. To this end, CDS does not wish to commit significant resources to produce guidance on non-priority issues just because they have the potential to generate income.

9. However, in order to generate income, and bridge the forecast income gap of around £1million in 2007/08, CDS does need the flexibility and capability to use existing public domain HSE material to produce new products. There is also a need for HSE to produce new publications that address priority health and safety issues in significant sectors.

**Support required by CDS from HSE Board and colleagues elsewhere in HSE**

10. CDS have been considering products that could be introduced to help support income, particularly in 2007/08. We stated in the paper previously considered by the HSE Board and Commission that in order to generate income CDS has to be overtly commercial and require particular support from the rest of HSE. Discussions with HSL have shown that they also need similar support, and one of the recommendations shown in para 11 below is specific to them. CDS also wish to apply lessons learned from recent experience.

11. The following are the immediate actions CDS recommend the Board agree be taken.

**i) Use/Re-use of HSE public domain material:**

CDS should be able to re-use any content on the HSE website, or in any other format such as CDs/DVDs and posters, that is current and already in the public domain, for commercial purposes. This will also include considering with Communications Directorate opportunities to generate revenue from health and safety campaigns.

When CDS has approached some Sectors/Programme teams, they have objected to us including their material in priced products, feeling that if the material is re-used it should be provided free of charge. Although this approach is understandable, it ignores the commercial value of the information produced and the need to generate income, as well as the finite nature of Communications funding for specific activities and the costs of making information and guidance freely available. It also ignores the costs incurred by HSE in producing the information, largely through the Communications budget.

In a similar vein, HSL needs the ability to promote its services consistently across the HSE website. Some programmes teams/sectors are resistant to such HSL promotions.

CDS and HSL are facing similar issues with local vetoes being applied that block reasonable commercial activities and restrict the ability of both to generate income.

*The Board is invited to give their consent to HSL agreeing with HSE the HSE web pages/micro sites it will promote its services through and;*

*Give their consent to CDS re-using HSE content that is in public domain for commercial purposes. CDS will advise the relevant Sector/Policy/Programme team of its re-use to enable the material to be withdrawn if it is no longer accurate.*

**ii) New publications:**

CDS have identified and wish to take forward new publications that would generate income (no more than four or five each year). CDS propose sourcing the technical authoring of the publications (using HSL wherever is possible and feasible), but require help from the relevant Sector/Policy/Programme team to agree in broad terms the scope and content of the publication, and to quality assure the final version. The effort required to be applied by the relevant operational/policy team for each publication would be an average of 5 days at Band 2/3 level at the initial scoping stage, and an average of 10 days at Band 2/3 level to quality assure the final version, assuming two iterations.

*The Board is invited to agree that CDS approach specific teams with their proposals to see if resource can be applied in 2007/08.*

**iii) Joint working:**

An unintended consequence has arisen from HSE requesting that 'industry' write health and safety guidance, rather than tying up its own staff in this work. What is tending to happen is that HSE is still having to quality assure the final work, and in order to help with its broad appeal, and make it commercially viable, 'industry' is requesting that the HSE logo is also placed on the publication, which the 'industry' then sell and keep the income for themselves.

To all intents and purposes when HSE staff quality assure the content and badge the publication with the HSE logo it then becomes an HSE publication. There is little difference in process

between this and the approach CDS are proposing in item *ii*) above for producing HSE publications.

CDS feel that this approach should be revised in the light of experience, in order to protect HSE's financial interests. Also, there is a certain lack of corporate cohesion evident in some of those negotiations of these arrangements. Apart from overlooking the financial implications of loss of income to HSE, there is also a tendency not to address practical issues such as whether HSE is able to re-use the material in the publication in other forms, can HSE have free copies of the publication for use by its own staff, who owns the copyright, and how are revisions to be treated and managed. It is not unknown for HSE to badge and quality assured guidance produced by 'industry' and then having to pay full cover price to obtain copies of the publication for use by own staff.

*CDS invites the Board to agree the following:*

*a) when any part of HSE is entering into a partnership for others to produce new priced guidance or guidance that has previously been sold by HSE, and the publication is to quality assured by HSE and have the HSE logo placed on it, then (in accordance with Crown copyright requirements for this category of priced publications) HSE will own that publication and will continue to sell it as one of its own publications;*

*b) where any part of HSE is entering into any other arrangements which will lead to the production of priced guidance, then CDS should be consulted at the outset to advise on the financial implications and copyright/intellectual property right position.*

If agreed, CDS would produce guidance for HSE staff on the arrangements to be followed.