

Health and Safety Executive Board		Paper No: HSE/09/58	
Meeting Date:	23 June 2009	FOI Status:	Open
Type of paper:	Above the Line	Exemptions:	N/A
Trim reference:			
HSE's response to the Strategy's Leadership Goal			

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Purpose of the paper

- 1 To invite the Board to:
 - Agree the delivery plans for leadership for this year (as set out in paragraph 5 and Annexes 2-3)
 - Note conclusions from the Large Organisations Partnership Pilot (LOPP) evaluation and lessons learned (see Annex 1)

Background

- 2 The new HSE strategy goal on leadership reflects a consensus that senior management leadership for health and safety is key to improving health and safety outcomes. This has been long established, for example within the model of "Successful health and safety management" HSG65. The joint **Institute of Directors and HSE guidance "Leading health and safety" is the latest statement of best practice**, published in October 2007. A key aspect is that leadership entails an appreciation of the risk profile of the organisation and delivery of health and safety in a sensible and proportionate manner.
- 3 The Board discussed progress on promotion of the IoD/HSE guidance in November 2008¹, noted evaluation plans to assess behaviour change and agreed further promotion focused on sectors where there was lower take up. The Board is committed to revisiting the question of directors' duties for health and safety in early 2010, when the results of this evaluation will be available. This paper does not seek to address the issue, but focuses on **other action** to promote leadership.

Argument

- 4 In the current economic climate, health and safety improvements may not be perceived as the first priority. However, organisations now more than ever need leadership for health and safety to ensure performance is maintained. In particular, they will need to ensure that plans for recovery and growth include consideration of the necessary underpinning health and safety management. How can HSE help to encourage this long term approach with its dutyholders?

¹ HSE/08/80 "Director's health and safety: Evaluation of the impact of measures taken to strengthen director leadership"

5 HSE's proposed delivery plans for 2009/10 are aimed at **promoting the need for good leadership, building on existing work**, through the following workstreams:

a) Establishing a new **National Account Managers** scheme, through which senior HSE managers will lead HSE's partnership work with individual large organisations. This will draw on the lessons of the Large Organisation Partnership Pilot (LOPP), a joint HSE/LA initiative which ran from 2005-08 and which will inform the selection, setting up and maintenance of such partnerships in pursuit of both **improved leadership and worker involvement** in the management of health and safety.

The organisations that were involved in LOPP are individually discussing with their HSE/LA contacts whether, and if so how, to best pursue the relationship. Work is underway to map the full range of existing partnership style relationships across HSE, to provide an overview of their contribution to the leadership and worker involvement strands of the Strategy. In the light of this SMT will consider in the coming months how best to rationalise and resource such work. Annex 1 summarises for the Board the findings from the LOPP evaluation.

b) **Work with industry sectors**, which falls into two broad categories:

- that in which the partnership is sufficiently mature for HSE to transfer the leadership agenda for industry to drive, while HSE takes the assurance and regulatory role. The Process Safety Initiative in the chemicals sector is a good example of this approach.
- Newly initiated or reinvigorated work where HSE believes sectors are currently underperforming, to explore if key individuals are prepared and capable of taking up the leadership challenge. An example is the Transport Sector's work with the Docks industry.

Fuller details of some examples are given in Annex 2.

c) HSE work with third parties to find the right **tailored approach for SMEs**. Judith Donovan's Small Business Trade Associations Forum (SBTAF) considered leadership in April and confirmed that the smallest firms will find the IoD/HSE guidance is unlikely to be relevant to the management structures and processes they use. They endorsed proposed guidance addressed to 'owner/managers' in language that resonates with such very small companies/businesses. HSE will support development work in train by Federation of Small Businesses on a template for web based guidance, and its tailoring by trade associations to secure maximum impact.

d) **Promotional work** which will:

- continue to raise awareness of the joint IoD/HSE guidance, especially in sectors where the evidence is that current awareness levels are lower – see Annex 3;
- marble leadership messages linked with worker involvement messages through planned campaigns, such as Hidden Killer and Shattered Lives, (discussed by the Board in April)

- continue to emphasise leadership, as appropriate, during normal inspections.
- Ensuring key leadership expectations are built into HSE guidance on management of health and safety, as part of a review which will also ensure appropriate advice for an organisation's size and risk profile.

6 **Looking ahead**, the Leadership and Worker Involvement Strategy Action Team (SAT) will in July consider what further initiatives on leadership have potential for development, and in particular aim to identify innovative approaches which should be included in the 2010/11 business plan. The Board may wish to provide early steers or ideas at this stage.

Action

- 7 In the light of the proposed plans you are invited to:
- a) endorse the delivery plans for leadership for this year (as set out in paragraph 5 and Annexes 2-3),
 - b) note the Large Organisations Partnership Pilot (LOPP) evaluation and lessons learned (see Annex 1), and
 - c) provide any steers for innovative work in 2010/11

Paper clearance

This paper was produced by Jenny Eastabrook and Elizabeth Hodgkinson and was cleared by the SMT on 3 June 2009.

Large Organisation Partnership Pilot (LOPP)

- 1 HSE has over the years pursued many initiatives to establish sustainable approaches to its dealings with large, multi-site businesses. This has been a particular challenge for those outside the nuclear and petrochemicals industries, where there are many more big players and a wide diversity of activities. The LOPP initiative was launched in October 2005 as a trial on a manageable scale, aimed to test issues of regulator efficiency and effectiveness (engaging stakeholders in both their own improvement and what they could contribute as "partners").
- 2 The Pilot involved some 15 large companies and both HSE and LAs as regulators. It provided a common framework for the relationships, including account managers (plus account directors at SCS level for both HSE- and LA-enforced participants); engagement plans and improvement plans, and certain "givens" like worker involvement.
- 3 All LOPP participants were open in sharing their views and experiences throughout the pilot. It was concluded in October 2008, and externally evaluated. A report in HSE's research reports series has been produced and shared with participants including LACORS and LBRO, and having been shared with the Board will be published on the web. Overall LOPP may reasonably be judged to have been successful. All participants were supportive of the scheme and its intentions, but it was (and is) still too early to judge its impact on H&S outcomes. The organisations that were involved in LOPP are individually discussing with their HSE/LA contacts whether and if so how to best pursue the relationship.
- 4 Some key conclusions from the evaluation, endorsed by the participants, included:
 - all companies are different (structure, attitude to H&S, current performance, stability & resilience etc) and therefore any relationship needs to be bespoke;
 - setting up and maintaining such relationships is costly in staff time but the tangible and intangible benefits can be significant;
 - the need for a common understanding on both sides of the partnership of realistic objectives and expectations;
 - continuity of relationships is important in developing trust. This has implications for the selection of individuals charged with developing the relationship;
- 5 The lessons learnt during the pilot (and captured in the research report) provide a rich resource for those considering embarking on such partnerships and those already engaged. This will in particular feed into the new National Account Manager scheme.
- 6 This new scheme will be developed in light of work, currently underway, across HSE to map the full range of similar partnership style relationships in the context of their contribution to the leadership and worker involvement strands of the Strategy. Conclusions from this, and options for rationalising and resourcing such work, will be presented to SMT in the next few months.

Examples of Sector approaches that seek to move the leadership issue to the industry

The following is an illustrative list and does not attempt to cover all initiatives or all sectors.

HID - Chemical Industries Process safety leadership initiative

- 1 To develop the leadership agenda within the onshore petrochemical sector HSE is working with the Process Safety Leadership Group (PSLG), which includes industry, regulator and trade union representation. The PSLG has agreed 'Principles of Process Safety Leadership' building on themes that emerged from the Major Hazards Conference and Petrochemical stakeholder workshops held in 2008. The aim is for the principles to be launched in July 2009.
- 2 Underpinning details of the organisation and arrangements to implement these principles are needed to ensure they will be effective and supplement existing guidance developed by the Chemical Industries Association. Onshore major hazard industries will be encouraged to adopt the Principles of Process Safety Leadership and the PSLG will be working to ensure they are implemented across the sector.
- 3 Through its membership of the PSLG, HSE will continue to press for implementation of these principles and will review PSLG progress.

Field Operations Division and the Sectors

- 4 FOD and the HSE Sectors are making Leadership integral to their plans. Each Sector is working with its industry and stakeholder base - and has been for some time - to encourage ownership of issues and leadership among respective 'constituencies', although different industry sectors and sub-sectors are at different stages of maturity and offer different opportunities. The leadership agenda is reflected in current plans of work according to individual sector positions and circumstances.
- 5 In many cases, this involves working with players such as trade bodies or via the supply chain. These are especially important to sectors with significant numbers of small and medium enterprises/owner-managers. For example, the Agriculture Revisited initiative, including its campaign, 'Make the Promise, Come Home Safe', is being delivered through a wide range of channels, as discussed by the Board in May 2009, with active engagement and promotion by key stakeholder groups being a fundamental and essential element. The campaign looks to shift the emphasis to 'sharing the promise' as it matures and widens the leadership base.
- 6 In 09/10 HSE will boost its work with the Waste Industry Safety and Health Forum (WISH). An earlier stage of the initiative during the previous three years led to work which achieved reduced injury numbers, despite the backdrop of a

growing and fast-changing industry with an injury rate over eight times the all-industry rate, as discussed by the board in April 2008. In 09/10 HSE will seek to embed the cultural changes required to allow the key players in the industry to take ownership of securing further improvements through their own leadership and FOD and the Manufacturing Sector will steer the initiative including a country-wide programme of local workshops.

- 7 A long term joint initiative with the food and drink industry, overseen and championed by industry leaders forming the Food Forum, has seen the overall injury incidence rate fall by 52% since the 1990s and the rate of major injuries fall by 33%.
- 8 There has been a very positive response in the ports industry, following the completion of four 'Safer Ports' events led by the Services and Transportation Sector and FOD colleagues, with four more planned.

Construction Division

- 9 Leadership, ownership and partnership were the themes of the 2005 Construction Summit, which built on the 2001 summit where construction health and safety had been championed by the Deputy Prime Minister (DPM).
- 10 The Construction Commitments 2012 uses the challenge to the industry posed by the Olympics as a means to get all the industry committed to action to improve their H&S performance. Representatives of the whole industry, with wholehearted support of BERR, were from the outset publicly determined to use the games as a showcase of good management, including leadership and worker involvement. A central intervention and interventions at project level are underway.
- 11 Government is regularly criticised by contractors for not showing leadership as exemplar clients (which the DPM had proposed in 2001). There is not evidence of poor practice; just not much evidence of really good practice. CD has worked with the Office of Government Commerce (OGC) to include health and safety standards within guidance to government departments: *Common Minimum Standards for procurement*. However, the National Audit Office and DWP Select Committee have concerns that OGC have not used all the means at their disposal to promote the use of the guidance. CD and BERR share this concern. The OGC has been promised additional resource aimed at enabling them to take on a leadership role on government procurement.
- 12 In Scotland there are well-established nationally operating joint groups comprising government bodies, employer associations, companies and trades unions demonstrating leadership in their championing of good practice. The Welsh Assembly Government has drawn up its own guidance on procurement for use by those it gives grants to and local government and is consulting on them at present.

- 13 Leadership for health and safety is well established within the industry as a whole, through CONIAC and the Strategic Forum; as well as trade associations, professional bodies and trades unions. Examples are:
- a) Leadership by Electrical Contractors Association who, working with the sector and their members, developed alternative work equipment to steps for working at height;
 - b) Strategic Forum and its working group on cranes;
 - c) Construction Plant Hire Association and its work on good practice, competence and training;
 - d) United Kingdom Timber Frame Association and its work on competence, training and working practices.

CD will continue to support this work. There also remain other stakeholders with whom CD will wish to pursue why their taking a strong leadership role on health and safety will ultimately be better for their members and the industry.

- 14 CD also maintains the National Lead Inspectors work, a well developed arrangement for central interventions with large and influential firms, including clients, designers and major contractors. Clients include some LOPP and FOILE firms (eg B&Q) with appropriate liaison with HSE/LA colleagues, and include government departments (eg Highways Agency, Environment Agency). Interventions focus on the 'common agenda' in which leadership and worker engagement are the first two points. This emphasis has been further focussed by the IoD guidance and the new HSE Strategy.

- 15 For 2008/9 and 2009/10 a specific project in the house building sector will mean CD Inspectors meet with Chief Executives of the 20 largest firms to press home the importance of leadership, how the IoD guidance can help them, and discuss their plans for improvement.

- 16 Working Well Together Groups, distributed across the country, are examples of larger firms and clients (including LAs) showing leadership and supporting small firms through a range of events intended to improve awareness, competence and commitment. They include training events (risk assessment) and there are often opportunities to sign up for training with accredited industry or sector-specific or trade-specific bodies. A number of events have expressly focussed on leadership, the IoD guidance, and the possibility of manslaughter and corporate manslaughter charges to get SMEs to focus on their own and their workers' competence and training and their role as leaders and managers.

Nuclear Directorate

- 17 The Nuclear Division will deliver an intervention strategy aimed specifically at leadership and culture, begun in 08/09. The setting up of this included a systematic discussion and interview process with senior licensee staff who are responsible on a large dispersed site for number of different plant within their business domains.
- 18 They are also in the process of setting up an event that is targeting the CEOs of the major licensees and following up a similar event last year that highlighted the key importance of leadership in the effective control of hazards in process

industries. At this event, the CEOs of licensees and of other key stakeholder organisations also signed the Regulatory Nuclear Interface Protocol that commits us all to working together to common goals wherever possible.

- 19 This provides an opportunity to share issues and develop mutual understanding of their significance. These issues are likely to cover the whole range of interests relating to nuclear safety: technical, cultural, political, managerial, stakeholder interest/perception etc.

Further promotional work of joint IoD/HSE Guidance “Leading for safety”

HSE has been positively promoting the IoD/HSE Guidance through a variety of routes.

The inclusion of leadership as a key goal in the new strategy was widely supported in feedback to the consultation. During the first week from the strategy launch, there were 4065 visits to the strategy site and 1864 copies of the document downloaded. The number of firms who had signed up to the pledge to support the strategy goals was 240 and still growing. Members of the Board have personally actively promoted the leadership goal during their own work.

HSE inspectors have been asked to promote the guidance and use it as part of their assessment of the management of health and safety during their normal inspections, as appropriate (see OM 2009/05). They will be recording their time on this work during the 09/10 work year and so it should be possible to give some picture of this later in the year.

Since the Board’s discussion in November 2008 the following, additional promotional work, focussed on the hotel and catering, transport and communications and manufacturing sectors, has been achieved:

- 10 presentations to intermediary and duty holder groups, eg Co-operatives^{UK} National Retail Consumer Directors
- around 101000 copies of the guidance have been distributed, eg by inclusion with copies of Management Today or from stands at trade events;
- 32 articles have been published in trade and health and safety journals
- Other media have picked up on the above – eg web pages have featured the guidance

The above work will continue. For example:

- Presentations to the Association of Insurance and Risk Managers (AIRMIC) and the International Institute of Risk and safety Management (IIRSM) conferences.
- Distribution of copies of the guidance at Communications Workers Union Conference and Safety and Health Exhibition.

The second quantitative survey will be completed in Autumn 2009. At this time the plans for promotional work will be reviewed, and a judgement reached on the effectiveness of the work so far. Based on this future promotional work would be adjusted as necessary and may take a different form, or address any sectors found to be relatively low on awareness.